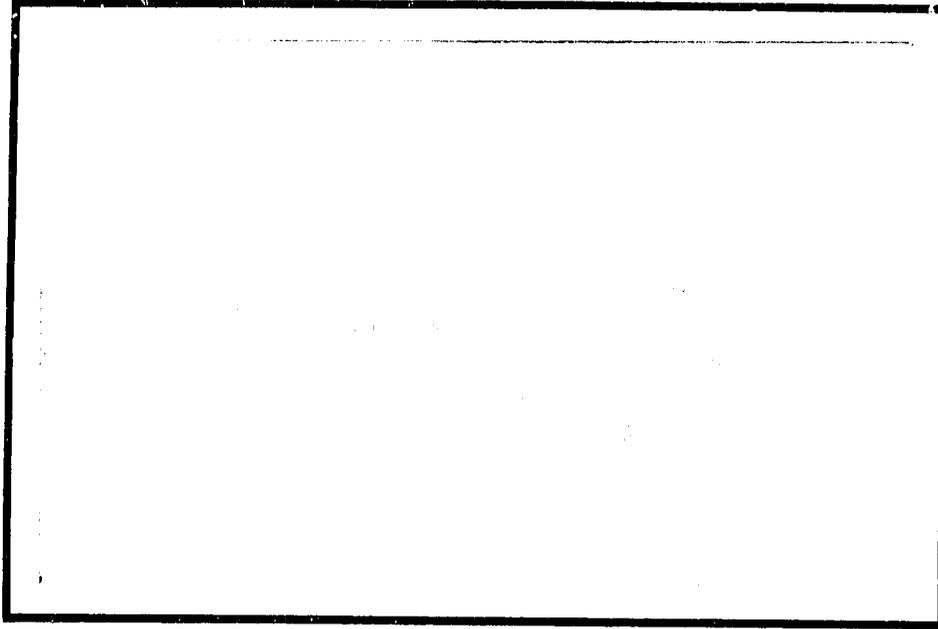


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# **PRITECH**

Technologies for Primary Health Care

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MANAGING UGANDA'S ORPHANS CRISIS

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## ASSESSMENT OF THE ORPHAN SITUATION IN UGANDA

### A. SUMMARY REPORT

#### 1. EXECUTIVE SUMMARY

Uganda faces a currently serious orphan crisis which is expected to worsen rapidly. There is no solid information on either the total numbers of orphaned or the locations where they are concentrated. The most reliable data we have estimate that the numbers of children below 18 years of age where one or both parent has died, the Ugandan definition of an orphan, ranges between 400,000 and 1,100,000. Of this amount, about 115,000 are believed to have resulted from AIDS. The remainder are largely victims of civil strife. One projection estimates that the number of AIDS orphans will increase five fold in the next five years.

Uganda's traditional cultural response to a crisis of this kind is to place orphans and other vulnerable children with extended families. While this coping mechanism is showing some signs of increasing stress it is, for time being, essentially intact. Less than one percent of the orphaned children are in institutions and there are, thus far, no large numbers of street children - an early warning that the traditional systems are breaking down. The principal need families caring for orphans express is not for food and shelter but for cash to pay school fees, uniforms and other supplies. There is a strong and increasing reliance on grandparents to raise their orphaned grandchildren and in a few cases there are households managed entirely by children. As the AIDS pandemic reduces the numbers of income-producing parents and other relatives that can serve as household managers and as the current group of grandparents become progressively incapacitated by age, the pressure on the traditional system will become more intense.

Uganda's Ministry of Labor and Social Welfare (MLSW) has the principal public sector responsibility for the welfare of orphans and other socially disadvantaged children. The MLSW is charged

with setting policy, standards and monitoring performance of non-governmental organizations (NGOs) that are providing child welfare services. In practice the MLSW falls short of meeting these responsibilities due to constraints of staff, transport and operating budget. Institutions operated by the MLSW are badly underfunded and often require help from NGOs.

There are numerous national and international NGOs providing support to orphans and other vulnerable children, with substantial external financial assistance. The international NGOs largely support community development and child welfare activities in Rakai and Masaka Districts, where the AIDS problem is severe. National NGOs are of two types: some run residential institutions; the remainder are membership organizations that carry out mostly community development activities to benefit orphans and other vulnerable children. For the most part these institutions, both national and international, appear to be doing a good job. The government correctly encourages NGOs to fill a need that cannot be met by the public sector because of a shortage of resources and a lack of administrative flexibility inherent to any publicly-managed enterprise. All the same, NGOs appear to suffer from lack of coordination among themselves and the government, an over-concentration of resources in a limited area, and widely differing standards of quality and levels of resources available for programs. It is of concern that some of the work being carried out, mainly by expatriates, is time limited and sometimes non-sustainable. The MLSW appears to have only a limited role in channeling the direction of NGOs either substantively or geographically, coordinating their activities and monitoring and assessing their work.

The team believes that Uganda is in the first stages of an orphan crisis whose dimensions and duration are quite uncertain. Government policies that encourage extended families to care for orphans and other vulnerable children are correct and should be

supported. It is impractical and unwise to discriminate between AIDS orphans and other orphans and vulnerable children in the community.

The ready availability of the "orphanage alternative" would undermine traditional coping mechanisms. When families are under pressure, the demand for institutional placement is elastic and the more spaces that become available, the more children emerge to fill them. Government should resist institutionalizing children and strongly discourage the establishment of new facilities. Government policy should focus on working with NGOs and public sector entities to strengthen the capacities of the families and communities to cope with the crisis with a package of economic and social interventions that will improve local conditions. These could include channeling feeder roads and other infrastructure projects to orphan-impacted areas; supporting economically viable income raising projects; initiating local works projects that provide cash wages to villagers; providing more vocational training both in school and for school leavers; providing some support for school expenses for the neediest children; establishing where necessary group homes for children supervised by a local mother; expanding day care for the smallest children to help relieve grandparents; and training a local leader as a child advocate with responsibility for identifying children at risk. This advocate should have access to emergency assistance for distress situations.

The first priority in planning effectively for the orphan crisis is the identification of the areas in Uganda with the highest numbers of orphans and vulnerable children. These data were collected as part of the 1991 national census, but will not be compiled and released until 1992 or 1993. Urgent steps should be taken to obtain these data promptly, and a low cost system needs to be developed to maintain the system, probably combining the services of the RC 1's and the MLSW. With this information the Government

can plan effectively to help meet the needs of the most vulnerable areas and focus donor and local NGO resources where they are most needed.

A second priority is to strengthen the institutional capacity of the MLSW to manage the orphan crisis. While the defined roles of the MLSW are sound, its policies and capacity to implement them is limited. The MLSW should also review the content of NGO programs, monitor NGO performance and coordinate the various economic and social interventions. In order to accomplish these tasks, the report recommends training to improve the planning and computer skills of MLSW staff and provision of additional transport and support for the operating budget.

Finally, a clearly articulated national policy on orphans should be issued by the government which explains the priority Uganda gives to the problems of orphans and displaced children, and provides guidance for government and non-governmental agencies and international donors regarding programs and performance.

Uganda should bear in mind that while the world knows a great deal about handling the problems of children in distress, there are truly no international AIDS orphans experts, particularly in the developing country setting. Uganda probably has more documented experience with the AIDS orphans question than any country in Africa. How Uganda handles this issue will probably serve as a model for the other countries of the region where the severity of the problem is only now emerging.

## 2. SUMMARY OF FINDINGS

The following is a listing of the study's principal findings:

1. Uganda is in the early stages of a disaster whose principal victims are orphaned children and whose dimensions and duration are uncertain.
2. Even during the current crisis most orphans are being successfully cared for at the community level.
3. The ready availability of the orphanage alternative undermines traditional coping mechanisms.
4. It is impractical and unwise to discriminate between AIDS orphans and other vulnerable children in the community.
5. The Government role in setting policy, standards of quality and monitoring performance is crucial but their capacity to do so is severely limited by a lack of staff resources and operating funds.
6. There is no solid national data on the numbers and locations of orphaned and vulnerable children or a monitoring system that can identify emerging problems.
7. NGOs are playing an important role in the provision of support to families caring for orphans. For the most part they appear to be doing so successfully. However, NGOs are not a substitute for a national program.
8. Orphans need support and protection at the community level with regard to their economic and social welfare and within the legal system with regard to inheritance and maintenance of property.
9. NGOs and Government should be particularly sensitive that their programs do not undermine local self-reliance.

10. Government and NGOs should cooperate in testing a variety of interventions that will reinforce the capacities of families and communities to cope.
11. The education sector offers important opportunities for program interventions that are both significant and respond to villagers' perceived needs.
12. Street children reflect emerging problems in Uganda and reflect the state of the community's ability to cope with the crisis.
13. The NGOs have taken steps to coordinate their efforts. More attention is needed to promote coordination among Government Ministries.
14. Research and experimentation are important components of devising effective interventions to benefit vulnerable children in Uganda.

### 3. SUMMARY OF RECOMMENDATIONS

The following summarizes the study recommendations:

1. Uganda should maintain its policy of community-based care for orphans and resist institutionalizing children.
2. AIDS orphans should not be the target for focussed assistance; strategies should address the problems of vulnerable children.
3. Uganda should issue a national policy document that spells out how orphans and other vulnerable children should be cared for and supported.

4. The Government needs to be ready to strengthen community institutions and coping mechanisms aimed at keeping the impacted communities intact and containing problems locally.
5. MLSW and the NGOs should develop a package of appropriate economic and social interventions tailored to orphan-impacted areas.
6. Highest priority should be given to obtaining accurate disaggregated data on orphans for proper planning and resource allocation.
7. MLSW should continue to pursue a role shaping orphan policy, developing strategies and standards, monitoring ongoing programs and building internal technical competence. Actual program implementation should be carried out by NGOs.
8. MLSW should be given the mandate to periodically update census data on orphans and the technical and financial resources to carry it out.
9. MLSW's institutional capacity needs strengthening if it is to carry out its lead public sector responsibility for orphans.
10. MLSW, on behalf of the GOU, needs to review and approve the content and location of all NGO orphan support programs, both locally and externally financed.
11. MLSW should monitor numbers of street children and encourage support for "low profile" training and family reunion.

12. MLSW should turn over management of residential institutions to qualified NGOs who share MLSW objectives and provide guidance that will ensure the proper function of these institutions.
13. District Executive Secretaries should be trained in inheritance laws and rights of orphans.
14. Several GOU ministries and agencies who have a direct impact on orphans must coordinate their current orphan policies and programs and collaborate with MLSW in developing new strategies and activities.

## B. MANAGING UGANDA'S ORPHANS CRISIS

### 1. INTRODUCTION

The Orphans Assessment Team, commissioned as a follow-up to the January, 1991 Child Survival mission to Uganda by the U.S. Department of Health and Human Services Secretary Louis Sullivan and the AID Administrator Ronald W. Roskens, reviewed the situation in Uganda for a three week period between July 17 and August 2, 1991 at the invitation of the Ugandan Government. The members of the team included Gerald M. Salole, Sub-Regional Director, Save the Children Federation, Zimbabwe, John G. Williamson, Director, Child Alert Program, Christian Childrens Fund and John S. Alden, Management Sciences for Health (Team Leader). During the assessment the technical team sought to analyze the current situation regarding orphans and prospects for the future. They discussed issues and exchanged views with a wide variety of Ugandan professionals both in the public and private sectors, and with the staffs of the relevant international agencies and non-governmental organizations. They also visited a range of projects and institutions both in Kampala and the field that are providing support to orphans and other children in difficult circumstances, as well as villages impacted by the crisis. Through these contacts and visits the team gained a degree of understanding of the situation in Uganda along with the issues the country will be facing over the next months and years as the country seeks to address the emerging crisis.

#### The Need to Re-examine Policy

It is very timely that Uganda reexamine approaches and policies to meeting the needs of their orphaned children. Overall numbers of orphans appear to be rapidly increasing and will doubtless continue to increase as a result of the AIDS crisis. The plight of Uganda's orphans and other vulnerable children has become an increasingly

visible concern of national and international agencies. As a result a wide variety of established bodies are undertaking or planning to undertake interventions directed at ameliorating the situation of orphans and in some cases also the communities in which they live. Many new organizations are being formed in Uganda to address expanding needs. Targeted resources for orphans are becoming increasingly available. These circumstances combine to make it a necessity for the Government to exercise policy leadership that will set program direction, help achieve the most effective use of the multiplicity of resources becoming available and give Uganda the best chance of avoiding a patchwork of ad hoc and nonsustainable interventions that will fall short of solving the problem and will satisfy no one.

#### The Scope of Work

The objective of this assessment has been to assist Uganda in formulating strategies and policies to deal with the AIDS orphans crisis. Considering Uganda's cultural, institutional, financial and legal context, we have sought to identify the most practical alternatives for meeting the problem effectively. In summary, the study has been designed to address the following questions:

a) Considering the rapid expansion in the numbers of orphans can the present pattern of caring for orphans within their extended families be sustained? What are the critical factors in sustaining this policy? What supports are required? Are there any reasonable alternatives to the community based approach that need to be considered?

b) Is the population in which we are interested to be confined to orphans? Does it also include all children who are made vulnerable by the spread of the HIV epidemic. Is it appropriate to address the needs of orphans without including children in the same communities that are at risk for other reasons?

c) What is the optimal role of Government in addressing the orphans issue? Are there critical legal and policy considerations that will enhance their legal stature? How can the Government coordinate and monitor the work of the multiple NGOs? What measures can the Government take to make their work more effective?

d) What is the appropriate role for non-governmental organizations? How can present collaborative relationships be strengthened? How can the work of the NGOs be made more effective?

e) What are the priority actions that Government and the NGOs need to take to cope with the pressing structural and operational problems in efficiently implementing present policies?

f) Where should the limited amounts of country resources available to support orphans be directed? What are the priorities for external assistance?

g) What can Uganda do to lessen the long term impact of the orphans crisis on the country's future development?

#### Major Themes that Dominate the Situation of Orphans in Uganda

Nine major themes dominate Uganda's orphan situation. These are:

1. A Crisis that Cannot be Averted There is unanimity in the acceptance that the AIDS orphans crisis-now serious-will get worse. Beyond the devastating human impact there is an increasing recognition that AIDS will shrink Uganda's productive human resource base and increase family dependency on a smaller pool of providers, seriously threatening development.
2. A Field With No Experts While the world knows a great deal about dealing with the problems of children in distress we

would be the first to point out that there are truly no international AIDS orphans experts, particularly in the developing country setting. (American experience with AIDS orphans is only marginally relevant). Uganda itself probably has more documented experience with the AIDS orphans issue than other country in Africa. While cultural differences will somewhat limit transferability, it remains that the way in which Uganda handles this issue will probably serve as a model for other countries in the region where the severity of their orphans problems are only now emerging publicly.

3. A Cadre of Competent and Dedicated People Uganda is quite fortunate to have a cadre of competent and dedicated professionals both in and out of Government that are actively concerned with the situation of vulnerable children. These individuals have set Uganda's policy in a fundamentally sound direction and are providing the leadership for public and non-governmental initiatives. This is an extraordinary resource. The team was impressed with the clarity, candor and sensitivity with which this group addressed issues.
4. A Supportive Cultural Tradition. Uganda has a strong cultural tradition that dictates that to the extent feasible orphans and other children that are at risk are taken care of within the extended family.
5. A Government with Extremely Limited Resources. Despite extensive responsibilities, the Government ministries and other public sector institutions concerned with the orphans issue have only a limited capacity to manage and support program interventions. Professional staff are few and operating funds to run the programs and institutions that are now in place are inadequate. Ministries often lack the staff and transport to supervise the work of the NGOs working with orphans or to stay in touch with conditions in the field.

6. A Rapidly Expanding and Largely Unregulated NGO Sector Concerned with Orphans. Over the past year in response to the increasing numbers of vulnerable children there has been an explosive increase in the number of organizations concerned with the welfare of orphans. These include international, national and community-based groups representing a variety of program approaches. Some provide a rich mix of services; others operate with minimal funds. Most depend heavily on overseas contributions. It is becoming an increasing challenge for the government to channel these NGOs into priority areas, to ensure that standards of quality are maintained, and to prevent interventions that may actually weaken the capacities of communities to help themselves.
  
7. A Financially Fragile Program Base Sustained with External Resources. It is unlikely that many--if not most--of the child-focused NGO programs now underway can be sustained without external resources. Programs that provide a wide variety of services are especially worrying. Surprisingly little attention appears to have been paid to how existing Ugandan public bodies can be strengthened to respond to the emerging crisis.
  
8. A Legal System that Provides Inadequate Protection for Inheritance by Orphans. For the most part orphans appear obliged to depend upon the sense of fairness of their guardians to insure their property rights. Very often the traditional fairness is enough but there is a disquieting sense that the traditional systems and safeguards are losing ground and more of an action role is needed on the part of those responsible at the district level for the formal registration of inheritance.

9. The Limitations of this Study. The team is keenly aware of the limitations of what we have been able to do in a short period of time, and it is thus with some humility that we present our findings. The situation of orphans in Uganda is a complex subject. There are numerous public bodies, and private organizations and well informed individuals concerned with the needs of orphans and other vulnerable children. The team met with a large number of Ugandans and expatriates to gain their perspective, but we recognize that we may have missed important contacts.

Our field experiences were confined to South Central Uganda principally in the districts of Rakai and Masaka. We did not visit the Northern region where agricultural patterns are different. Thus, our findings on the status of community coping strategies and our observations regarding the apparent absence of severe nutritional problems in the villages should be interpreted as applying only to the regions we visited.

## II. THE CURRENT SITUATION OF ORPHANS AND PROJECTIONS FOR THE FUTURE

### A. Effects of the AIDS Epidemic on Survivors

Clearly AIDS is killing Ugandans in the most economically productive age groups. The overwhelming majority of AIDS cases falls in the age range of 15 to 45 years. There is every reason to believe that this age group will be seriously reduced in those areas with high sero-prevalence rates. Without a cure, a vaccine, or dramatic changes in sexual behavior, sero-prevalence and subsequent deaths due to AIDS can only be expected to increase throughout the country.

The majority of the Ugandan population is dependent upon subsistence agriculture. The capacity of individual families to support themselves adequately diminishes as members in their most productive years become ill and die. In addition to the incapacitation and loss of family members in their working years, some portion of the time of survivors as well as financial resources must be spent in caring for members who are ill, which further reduces the family's capacity to plant and tend to crops or otherwise support itself. There are not, as yet, projections of the micro and macro-economic impact of this phenomenon in Uganda. But this is clearly an area that requires much more attention.

Observations of the team based on a visit to Masaka and Rakai Districts and discussions with organizations and residents there presented the picture that the overwhelming majority of families are managing to cope with the economic impact of the loss of family members. Substantial rates of malnutrition were not reported by informants. Rather the major problems identified were related to lack of cash income needed to pay school fees and related expenses; to buy clothes, blankets, and supplementary food items; and for other expenses.

The staple food crop in these districts is matooke (plantain), which is a rather low maintenance crop. It appeared that even families composed mostly of children and elderly guardians were able to secure a basic, if nutritionally deficient, diet. It is likely, however, that some percentage of the orphaned children are facing threats to their survival. Households composed solely of children were identified. The N.G.O., Concern, reported that in the part of Rakai where they are working 4.4% of the guardians of orphans are brothers or sisters. An uncertain percentage of these guardians would themselves be children. World Vision reported a preliminary finding from a survey conducted in Rakai and Masaka that 2.8% of the households with orphaned children were headed by someone under 20 years of age. Some informants also expressed concern about orphaned infants, feeling they are particularly vulnerable.<sup>1</sup>

The overall impression gained is that while lost labor is not yet threatening the physical survival of the large majority of remaining family members, they are facing genuine hardships. The major concern is that this already precarious situation can only be expected to deteriorate year by year to the point where their physical survival is likely to be threatened.

There would appear to be reason for concern in Gulu District in northern Uganda, where agriculture is more labor-intensive, the \_

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<sup>1</sup> A subsequent discussion in Kampala with Susan Hunter, who has done significant research on issues related to orphans in Uganda, suggested that nutritional problems have begun to emerge in Masaka and Rakai. She referred to a study, which found that about a quarter of the households in the area had reduced agricultural production and that about half of these had done so due to illness or death among household members. She also referred to a study not yet published that found orphaned children in these districts to be nutritionally disadvantaged in relation to other children. These studies, funded by UNICEF, should be completed and released as soon as possible as they are potentially useful in guiding decisions about the kinds of assistance most needed.

prevalence of AIDS is high, and fighting is still going on. World Vision has initiated a project in Gulu District and has started some research there. In planning for this project they identified orphans in five counties which were safe enough to be accessible and projected a total of 42,000 orphaned in the district. If this figure is accurate, it would mean the proportion of the population of 338,700 who are orphans is 12%, or almost twice as high a proportion as in Rakai. Because of instability in some parts of the north and easier access to Masaka and Rakai, most of the research done on the AIDS orphan phenomenon and the assistance provided has been in these districts. Crops raised in Gulu - sorghum, maize, millet, cassava and sweet potatoes tend to be more labor intensive than matooke. Families that lose their most productive members may face nutritional problems even more rapidly than comparable families in Masaka and Rakai. This does not justify complacency in the latter areas, rather it suggests that more intensive assessment of the situation of families in Gulu and the north is imperative.

#### B. Current Estimates and Projected Numbers of Orphaned Children

No estimate of the total number of orphaned children in Uganda was identified in which a great deal of confidence seems justified. The most reasonable estimate of the range within which the total would fall has been made by Susan Hunter.<sup>2</sup> This work, which extrapolates from an enumeration study done in four districts in 1989 with support from Save the Children Fund (SCF UK) has produced the only reasonably solid data on numbers of orphaned children. She estimates that there are between 397,534 and 1,157,367 children below 18 years of age, one or both of whose parents has died. Using the data she reported on orphans and recently reported census data the team calculated a similar range of between 364,817

<sup>2</sup> "The impact of AIDS on children in Sub-Saharan African Cities," 1991, not yet published.

and 1,094,452 orphaned children in Uganda.

Regrettably, knowing this range does not help very much other than to indicate that there is a serious problem. Even knowing the exact number of orphans in the country at a given moment would be of no value in determining where to direct limited resources. As suggested below, a detailed breakdown is urgently needed from census data already collected in order to determine where there are high concentrations of orphaned children.

There is a perplexing anomaly in the available data relevant to orphans in Uganda that calls for priority attention to the processing and release of certain information collected in the 1991 census. The team was told by the census office that due to resource constraints it would be another year before the district-by-district count of orphaned children would be released along with other census data. Information from the census, in fact, is needed now to provide a better basis for determining priorities for the allocation of scarce resources to address the problem of orphaned children and the families supporting them.

Combining the data available now from the SCF/government orphans enumeration study in 1989 and the limited census data that has been released some of the expected patterns do not emerge. The Table below shows the number of orphans counted in each of the four districts included in the 1989 study, total population in each district from the new census, and the percentage of the population who are orphans in each district.

TABLE I. PERCENTAGES OF ORPHANS IN FOUR DISTRICTS

<u>District</u>	<u>Total Population</u>	<u>No. of Orphans</u>	<u>% of Population who are Orphans</u>
Rakai	382,000	25,364	6.6%
Masaka	831,300	22,051	2.7%
Luwero	449,200	16,575	3.7%
Hoima	417,100	9,254	2.2%

As might be expected, the percentage of orphans in Rakai is high. It is clear from what can readily be observed in the district that there are many orphans. This is the district where AIDS was first identified in Uganda and which is thought to have been affected longest by the epidemic. It has the third highest AIDS case rate in the country behind Kampala and Masaka.

What is not clear is why in Masaka, with the second highest AIDS case rate in the country, orphans make up only 2.7% of the population. Hoima, which was included in the enumeration study as a control district, having had little history of war and a relatively low incidence of AIDS (31.3/100,000 case rate) has only a slightly lower percentage of the population who are orphans - 2.2%. Luwero, seriously affected by war, but with an AIDS case rate (77.5/100,000) far lower than Masaka and Rakai but higher than Hoima, falls in the middle range.

One possible explanation for the patterns seen is that AIDS cases may be concentrated in the eastern portion of Masaka district closer to the areas in Rakai hit first by the epidemic and along the main road to Kampala. AIDS is spreading in Uganda along the main trade routes.

Another possible explanation or contributing factor is that while Masaka has a higher incidence of AIDS than Rakai, the latter district was hit first by the epidemic and may have experienced more deaths by now. World Vision has collected preliminary data indicating higher proportions of orphans in the eastern part of Masaka district but, surprisingly, all the sub-counties in Rakai were found to have a much higher proportion of orphans than any of those in Masaka.

The practical implication of the above is the need for data at the county, parish and village level to be able to target resources where they are needed most. Urgent priority should be given to processing and releasing, with these breakdowns, census data on orphans, children, and total population. Data should be disaggregated to show age/sex breakdowns and patterns of household composition. Also needed is AIDS case data by county of residence. This information should enable the government to determine which areas have the highest dependency burden at present and to anticipate where it is increasing.

### C. Orphans Due to AIDS

The cumulative number of AIDS cases in Uganda reported by the Ministry of Health in their AIDS Surveillance Report of September 30, 1990 is shown in Figure 1.<sup>3</sup> There is an apparent consensus that under reporting is substantial. The graph, however, indicates the trajectory of the epidemic. Figure 2 also from the same Ministry of Health publication, shows the age of AIDS cases in the country. It reflects the two primary means of transmission in Uganda as heterosexual intercourse, resulting in infected adults primarily in the 15 to 45 year age range and perinatal, resulting in infected infants and toddlers.

<sup>3</sup> "AIDS surveillance Report", third quarter, 1991, AIDS control Programme, Ministry of Health and "Provisional results of the 1991 Population and Housing Census" Statistics Department, Ministry of Planning and Economic Department.

Figure 1

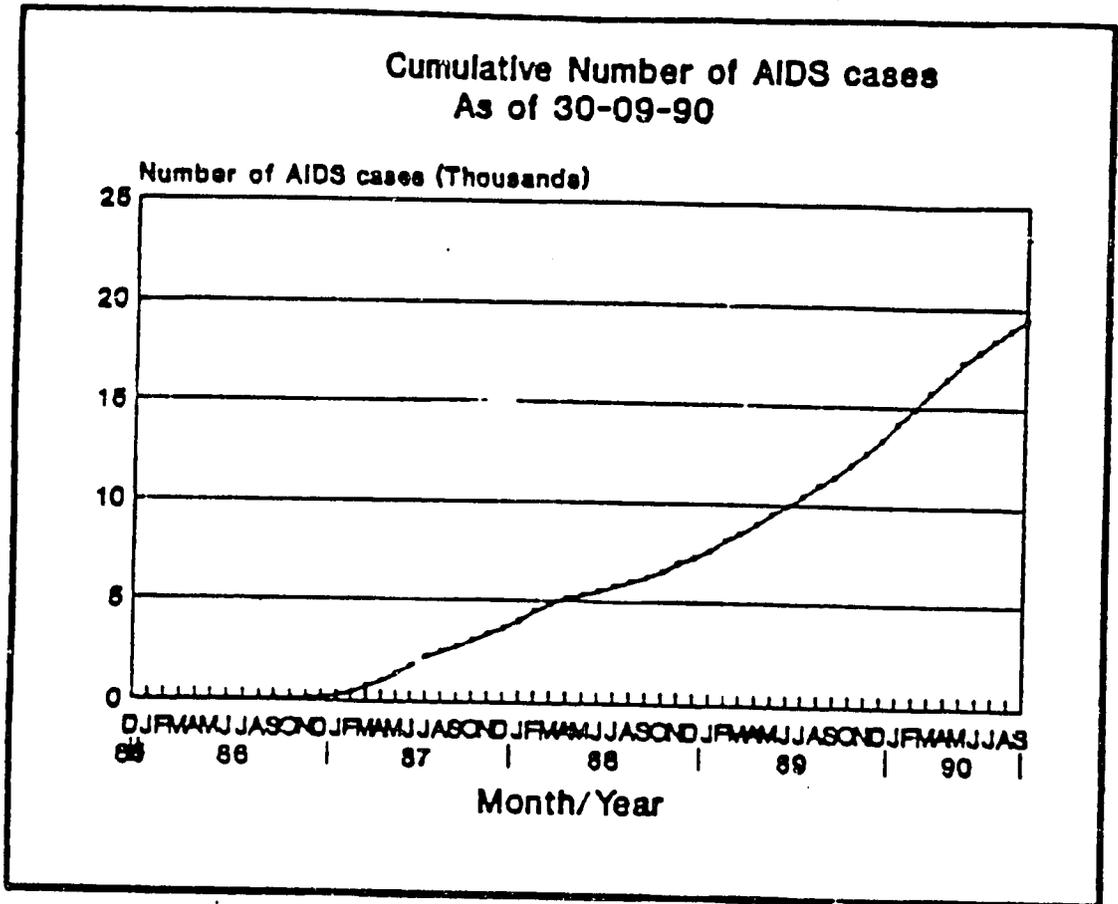
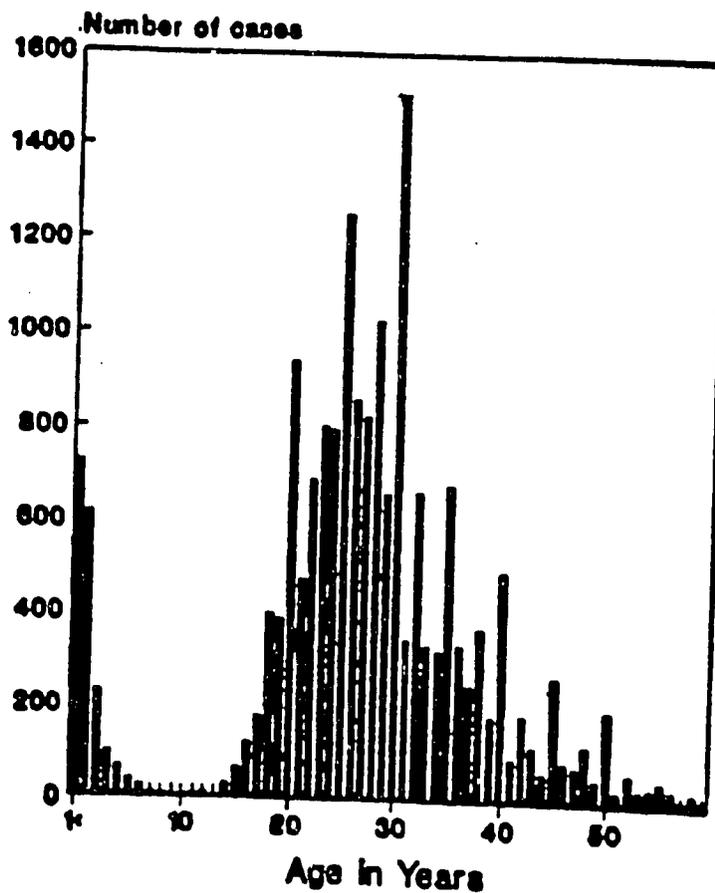


Figure 2  
Age of Ugandan AIDS cases



A mathematical projection of the course of the epidemic was provided by the Director General of the National AIDS Commission, Dr. Steven Lwanga. Developed using the model designed by James Chin of the World Health Organization, the projections are based on the estimated total number of 1.2 million HIV positive individuals in Uganda in 1991. Based on that figure, the model projects that there are currently about 116,000 Ugandan children under 15 years of age who have lost one or both parents due to AIDS. The model also makes the sobering projection that the number of children orphaned due to AIDS will increase five fold within as many years. By 1996, it estimates that there will be about 504,000 orphans due to AIDS in Uganda (it should be borne in mind that this will be in addition to the numbers of orphans from all other causes).

While these figures are only estimates based on a number of assumptions about the nature of AIDS and the current population profile, they clearly reflect a situation that is already bad and likely to become much worse.

#### D. The Geographic Areas Hardest Hit

Reliable estimates of the number of orphaned children are only available for the four districts where the SCF-funded enumeration was carried out. Based on our conversations, the team concluded that, at present the area with the largest number of orphans and which is experiencing the most problems is Rakai and Masaka districts.

Kampala, which has a large number of AIDS cases, is experiencing problems in coping with orphaned children, but less severe than the other districts because orphaned children are frequently sent back to the home villages of their fathers. Others remain in Kampala with relatives or friends of the parents. The high concentration of orphanages in the country is in and around Kampala. These absorb some of the children as well.

The Friends of Children Association, a local NGO addressing the needs of street children, said they had not yet seen many children who were on the street orphaned by AIDS. Unfortunately, the number of such children is likely to grow both due to AIDS deaths in Kampala and the increasing stress on extended families in rural areas. We can expect that some of the households of children without an adult caretaker will break up with children trying to go to towns or to Kampala where they will become street children.

A study of coping mechanisms in response to adult deaths due to AIDS by Barnett and Blaikie suggests that a household headed by a young boy is more likely to break up than one headed by a girl. As boys are not typically taught domestic skills and are less inclined to cook and do other tasks traditionally done by women, they are less able or willing to keep their siblings together in the home.<sup>4</sup>

It will be important for the Ministry of Labor and Social Welfare and for NGOs working with street children to monitor any increase in the number of AIDS orphans on the street in towns or Kampala. This will be a key indicator of the extent to which extended families are failing to cope with the growing numbers of orphans and may signal the need to establish community - based children's homes and/or other measures aimed at supporting children without adult guardians.

While the most acute problems of orphans have been reported in Rakai and Masaka districts the family composition seen there now can be expected to develop in all those areas where AIDS is currently concentrated. These are the towns along the main trading routes in the country.

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<sup>4</sup> Tony Barnett and Piers Blaikie, "Community Coping Mechanisms in the Face of Exceptional Demographic change" July 1990, accessible through the Institute for Social Research, Makerere University.

To identify the districts most severely impacted by AIDS, case data reported by the Ministry of Health was combined with figures from the 1991 census. Table 2 below shows the 12 districts with an AIDS case rate of more than 90 per 100,000 residents.

TABLE 2  
Highest AIDS Case Rates by District of Residence

<u>Region and District</u>	<u>Total Population</u>	<u>Total AIDS Cases reported</u>	<u>AIDS Case Rate (per 100,000)</u>
Central Kampala	773,400	5,338	690.2
Masaka	831,300	3,135	377.1
Mpigi	915,400	1,250	136.6
Rakai	382,000	904	236.7
Eastern Jinja	22,900	486	170.6
Northern Apac	460,700	458	99.4
Gulu	338,700	1,153	340.4
Kitgum	350,300	380	108.4
Lira	498,300	449	90.1
Moroto	171,400	184	107.4
Nebbi	315,900	374	118.4
Western Kasese	343,000	450	131.2

AIDS case data are only indicative of the prevalence of the disease. Many cases, perhaps the large majority, are neither diagnosed nor reported. Where health services are few or less accessible reporting is likely to be even lower. Still the case rate figures suggest a pattern of geographic spread that will directly impact on the numbers of orphans. No region has been spared. The Central region has been hardest hit, but the incidence of AIDS is also high in the north where it is spread among several districts.

#### E. Potential Impact on Agricultural Production and Nutrition

While the team was not able to visit areas outside of the Central region, we do wish to raise a warning flag about possible differences in the ways in which other regions may be affected by the increasing numbers of orphans. The north is of particular concern because of the combined effects of AIDS and the ongoing fighting in the area.

Also significant is that the types of crops provided in the north are different from that of the Masaka/Rakai area where matooke is the staple crop. Matooke has the advantage of being able to withstand a degree of neglect and does not generally require intensive labor.

While the north is fertile and normally has sufficient rainfall, the maize, millet, sorghum, and sesame grown there are crops that do require intensive labor at specific times during the year. Households which have lost the most productive members and consist primarily of elderly people and/or children may have serious difficulty, without outside help, to plant and harvest these crops. Discussions at the Ministry of Agriculture suggested that the tradition of community cooperation in the north may help weakened families to continue to survive. There was agreement, however, that this was a matter of concern and should be investigated carefully.

World Vision reported that in Gulu, where they are working, traditional patterns of community cooperation have tended to break down in the face of continued insecurity and resulting population displacement. Where the nutritional impact of loss of family members due to AIDS appears to be unfolding gradually in Masaka and Rakai, it is possible that in districts practicing different forms of agriculture there may be a much more sudden upsurge in malnutrition if weakened families are unable to do the work necessary to put in and harvest crucial crops.

### III. WHAT PEOPLE ARE DOING FOR THEMSELVES

#### A. "Coping Mechanisms"

Poor and vulnerable people are constantly obliged as a matter of routine survival to experiment with and perfect many different coping strategies. This is particularly true of situations of increased stress and risk. They have no choice but to react quickly to situations as they unfold because they cannot afford to wait for "solutions" from elsewhere. It should, therefore, come as no surprise that the ordinary people of Kampala, Masaka and Rakai are bearing the brunt of the "orphan problem" and they are essentially those dealing, on a daily and hourly basis, with demographic changes, increased workload and significant distress associated with the crisis. There is no question about the fact that there are many different methods in which the communities are grappling with the problems of orphaned children. It appears that the whole spectrum of possible permutations of relatives and neighbors caring for children is being witnessed. In Rakai and Masaka children can be found with their paternal grandparents, uncles, aunts, and with their single parents, and maternal relatives. These established practices are now being used extensively and there are even examples of unusual and newly-emerging adaptations of this kind of child care such as divorced step-mothers and neighbors volunteering to look after children upon the death of parents. There is a reported increase in verbal wills and we heard of examples where the ill parent names a neighbor as the guardian to the children.

In the AIDS pandemic all are engaged in an attempt to deal with the early stages of a slow onset disaster of such an enormous and unprecedented scale that it is impossible to predict its potential implications at the family and community level over time. A consequence of this is that the experts and development workers will always be behind the community in reacting to changes on the ground. Government, donors and outside service providers should take care not to intervene in a manner that would undermine what

people are doing for themselves unless, we have something that is both demonstrably better to offer and can be sustained.

One of the most profound implications of the traditional coping mechanisms is that it is difficult to isolate the category "orphans" from the category "vulnerable children" since "orphans" are integrated with other children within families. Any attempt to target just "orphans" without an adequate response to vulnerable children in the same location undercuts traditional support systems. Where neighbors and relatives have taken orphans in their charge, it is particularly crucial that the "help" that is provided is not channelled exclusively to the "orphans" for this will destroy any hope that harmony might prevail in the "new" family.

From the very first briefing, informants underlined the fact that decades of war and death have both fortified and weakened the Ugandan social infrastructure for the current "orphan" phenomenon and that they are extremely apprehensive about short-term, donor-driven, expensive and non-sustainable solutions to a problem the bulk of which will have to continue to be borne by the community itself. Civil servants, villagers, and development workers were consistent in recommending support to enhance and strengthen the capacity of communities and families to cope rather than to provide "band-aid" solutions. Thus, with the exception of people actually running orphan homes, the overwhelming majority advocated community-based approaches.

The team wholeheartedly agrees that this community-based strategy on the part of Government and NGOs is the most logical and sustainable course to pursue. It is imperative, therefore, that there be consistent and clearly articulated guidelines to all parties involved since some of the interventions that are occurring simultaneously could quickly undermine activities that have been fashioned by the people themselves and which the Government is attempting to bolster. An intervention that does not take cognizance of peoples skills and efforts, ignores gaps that could be filled, and superimposes "outside" solutions, such as an orphan

home or the payment of some individuals for services the community is currently providing spontaneously, could have serious detrimental effects on the willingness of people to continue their efforts. Where interventions cannot affirm, enhance and improve what is already going on, it may be better not to intervene at all.

#### B. Quality of Life Vs. Survival

The coping mechanisms of the villages remain, for the time being, essentially intact. Some indication of how well the social infrastructure (e.g., extended families; clan and village leadership; Resistance Councils; "self-help" associations) is currently coping with the orphan situation can be gleaned from the fact that all the briefings that we received from NGOs, government officials and through interviews with villagers concentrated on one major "need": subsidies to enable families to pay for school fees and related primary school costs.

For the most part people were not talking about survival issues (food, clothing, and shelter). There was much more attention to families' lack of cash for school and other needs. There was no talk of food shortages in Rakai and Masaka. A few situations do exist where a group of siblings have no adult guardian and need additional food supplies.

It is imperative that those who are planning interventions for orphans be sensitized to how much the communities have actually achieved already and cautioned on how susceptible such local coping mechanisms are to interventions that are not supportive. Since Government will have, ultimately, to continue to rely heavily upon the communities' own coping strategies, it is important that the communities do not get contradictory "signals". For example, the establishment of an alternative system of "orphan homes" or "boarding schools" may encourage a community to slacken their own efforts by abdicating responsibility to such institutions.

### C. Informal Voluntary Associations

One such useful barometer of how traditional systems are coping concerns informal "voluntary associations" such as burial associations, rotating credit and saving associations, mutual-support groups and farm-labor groups. The phenomenon of such voluntary associations is extremely widespread in Africa and Uganda is no exception. These institutions are coping mechanisms that have evolved over time to address needs felt by the poor and are perfect "windows" to observe and understand a community's response to events. We were told that in the mountainous Kabale (south-western Uganda) and Mbale (eastern Uganda) areas that the "burial associations" have developed to the point that they are not only used for burials but that they are actually something of a health-transport system. Members of a "burial association" take turns in a kind of relay-system carrying sick members to health facilities. In the Buganda area the Munomukabi ("friend in need") associations are responsible for the burial of members and the consolation of survivors. They are also apparently playing a key role as a vehicle for legitimization of succession with the "heir installation" ceremony. Indeed, in some cases the "burial association" may actually play a key role in arbitrating over property and inheritance disputes concerning orphaned minors.

Predictably, burial customs are rapidly changing. Whereas traditionally the ceremonies that accompany death would be prolonged, people now do not attend all funerals, and they abbreviate ceremonies in order to deal with the numbers of deaths that are occurring. Community level voluntary alliances are, therefore, very important institutions to observe since they offer a classic example of appropriate coping mechanisms which are transparently undergoing a process of rapid adaption to changing circumstances. Precisely because of this, such associations will provide a useful barometer as to the ability of the community to cope with the new stresses and tensions people are facing.

What is more, given the concerns about protecting orphans and other vulnerable children from unscrupulous relatives, the burial group's role in affirming heirs and property might be one in a number of different options available to safeguard orphans' interests.

D. Signs of Stress: Children on Their Own or with Grandparents

There are, of course, signs that point to stress and possible rupture in the traditional coping systems. The most blatant and distressing of these is the fact that there are children living on their own without adult supervision. We were given various reasons for this but the most persistent and convincing reason was that the children had to stay "in possession" of property for fear that unscrupulous relatives would misappropriate their inheritance. It is thus possible to interpret the tragic reality of children on their own - even temporarily - as a symptom of a coping mechanism that is encountering difficulties.

Traditional coping mechanisms are intimately interwoven with the principle of reciprocity. People are not behaving purely altruistically when they help each other: they are clearly being guided by strong mechanisms of social control which reinforce specific behavior. Individuals may not be allowed to ignore the fact that children are living on their own because clan elders, local authorities and other members of the extended family will impose the "right thing" upon them. Conversely, people who take on such additional "burdens" may well feel it is their "prerogative" to partake of the property of the deceased. Indeed the assumption of responsibility over any orphaned children may not be easily separated conceptually from "sharing" in the physical assets that "belong" to these children. The team heard various and divergent perspectives on the threat that voracious kin posed to orphaned children. Opinions ranged from assurances that this was not a problem to a passionate conviction that increased greed on the part of relatives was a fundamental reality in modern Uganda and that the orphans needed protection from relatives.

These are important issues that deserve more in depth attention than we have been able to provide. It has been suggested, for example, that one of the reasons that relatives sometimes do not come forward to assume their responsibilities is because they do not have the resources in order to do so. If this is combined with an increased vigilance on the part of the authorities intent on ensuring that estates remain intact for minors, it could mean that the children will lose out.

It should also be noted that in a visit to Kyebe in the area where AIDS was first discovered in Uganda, we were unable to identify any homes which had only children living on their own. In a couple of cases where such homes had existed, there had been structural changes in the family over the past year or so and there were now relatives living with the children. This suggests the possibility that after a period of time, perhaps once the orphan's inheritance has been secured and accepted, suitably trustworthy relatives may come forward or be identified who can look after the children. It is interesting to note that at one such house the paternal grandmother and the maternal aunt were both now living with the children (perhaps a spontaneous system of checks and balances between two families?). A closer observation of these mechanisms may assist in mimicking people's own responses in efforts to find suitable adults to look after unsupervised children.

While inheritance may not yet be an issue, it is clear that children living with grandparents are potentially vulnerable and that, in turn, the grandparents themselves are being "robbed" of their own support mechanisms as the AIDS epidemic spreads.

#### IV. WHAT OTHERS ARE DOING

The efforts of extended families and communities to care for orphans in Uganda are supported and supplemented by four entities, the Government, the bilateral and multilateral donors, the international non-government organizations, and the local nongovernmental organizations.

##### The Government

The Ministry of Labor and Social Welfare (MLSW) is the Ugandan governmental body with principal responsibility for the welfare of orphans and other socially disadvantaged children. Within the Ministry, the Social Rehabilitation Department is the Government's professional social services agency with child oriented concerns ranging from the care of orphans, displaced, abandoned and abused children to refugees, street children and children that are in trouble with the law. There is a small headquarters of professionals and a network of 38 district based Probation and Welfare Officers. The Ministry also runs a number of remand homes which serve largely as temporary shelters for children in difficulty and approved schools which seek to provide vocational training for children who are referred there by the courts.

The MLSW is responsible for setting overall child welfare policy, for setting standards for institutions and for monitoring the performance of non-governmental institutions that are providing child welfare services.

In practice the MLSW falls far short of meeting many of its responsibilities. Shortages of staff, transport and operating budget seriously constrain the ministry's capacity. Institutions run by the MLSW are seriously underfunded and often require support from NGOs. Its role of monitoring private children's homes (institutional care facilities) can be carried out only infrequently. Only in Rakai District (where support from SCF (UK) has enabled the MLSW to increase the number of staff and provide

them transport) does a district level the MLSW Probation and Welfare Officer have the resources to address his responsibilities effectively. At the level of national child-welfare policy, MLSW, with its professional staff, has the capacity to make a difference. Procedures, policies and standards are generally well prepared.

The MLSW's problem is that it lacks the capacity to translate such policy into action.

Two other Ministries have responsibilities immediately relevant to orphans and vulnerable children: the Ministry of Education through the schools and training facilities and the Ministry of Justice through administration of laws concerning inheritance. The local school teacher is the principal government developmental resource at the village level. The Ministry of Justice appears to intervene in orphan cases only exceptionally. At the district level the District Executive Secretary has line responsibility to the Administrator General for registering and reporting the inheritance of property. The recently established Uganda AIDS Commission will also be concerned with orphans whose parents are victims of AIDS. The Commission will serve as a focal point for coordination, as a technical resource, and as an advocate for financial support. The Ministries of Planning and Economic Development, Health, Agriculture and Local Government (Community Development) are all in a position to play significant roles concerning the welfare of orphans and other vulnerable children.

#### The Bilateral and Multilateral Donors

UNICEF is the principal multilateral agency concerned with children's issues. In addition to providing technical support and advocacy, UNICEF has taken a leadership role in the establishment of the Uganda Community Based Association for Child Welfare (UCOBAC), a membership organization that provides technical assistance and coordination for the multiple NGOs who work either directly or indirectly in programs for orphans and other vulnerable

children. Established in 1991, its objectives include strengthening the capacity of communities and of NGOs contributing to government policy formulation, promoting collaboration among NGOs, and with the Government, and compiling data concerning vulnerable children.

UNICEF has also sponsored action research related to the impact of AIDS that should provide insights into new program approaches that will help orphans and other vulnerable children. The World Bank, in collaboration with the Ugandan Government, has launched the PAPSCA program, a three year initiative designed to alleviate the social costs of economic adjustment following the country's extended period of civil strife. Working principally through World Vision, PAPSCA is supporting village based economic development, rehabilitation of school facilities and basic vocational skills training for orphans. The World Vision program is concentrated in the three Ugandan districts (Rakai, Masaka and Gulu) believed to be most impacted by the AIDS crisis.

The large number of donors supporting orphans programs includes USAID, NORAD, DANIDA, ODA, the EEC and others. These donors provide financial support to international and national non-governmental organizations who actually deliver the services at the community level.

#### The International Non-Government Organizations

There are multiple international non-governmental organizations providing support for orphans and other vulnerable children. Most are concentrated in the Rakai and Masaka Districts. With the exception of SCF (UK), which provides direct support to strengthen government capacity, the remainder administer their program interventions directly. For example, Redd Barna (Save the Children, Norway) with support from NORAD is implementing a 10 year community development and mobilization program to both help orphans and other children at risk, rehabilitate schools and raise village income levels. They are now working in one sub-county in Masaka

District but plan to expand. CONCERN - - with Irish and other international support - - is conducting a parallel program in three sub-counties in Rakai that will reach about 120 villages. Their program includes child welfare and education. (PTA fees, uniforms, equipment, day seminars for teachers, minor repairs for houses and some family equipment), plus village economic development and health education programs. Inter-Aid is providing 350 school sponsorships in Rakai.

All of these initiatives are carried out by a combined staff of expatriate experts and Ugandan professionals. They are time limited and exclusively supported by foreign donor funds.

#### Locally Based Non-Governmental Organizations.

There are fundamentally two types of indigenous NGOs involved with orphans. The first operate residential institutions. They secure support from a variety of external sources including contributions from individuals, sponsorships, churches, civic, groups, and charitable organizations. This is usually supplemented by some local financial support and often combined with some income generating activities directly managed by the institution. Notably, one of those we visited had an outreach program designed to help groups of single mothers with children who reside in the surrounding villages to generate additional income.

There are roughly 60 orphanages in Uganda housing about 2500 children; far less than 1% of the total estimated orphan population. Despite a government policy that favors community-based care, new orphanages are still being established, in some cases as "boarding schools".

The second type of local NGO is a membership-based interest group that comes together to carry out activities to benefit orphans and in some cases other vulnerable children. These include both immediate relief measures, payment of school-related costs, and development-oriented efforts. There are numerous locally organized

non-governmental organizations with activities concerned with children in Uganda. They appear to be concentrated in and around Kampala and in the AIDS crisis area of Masaka/Rakai. Most Ugandan NGOs raise some money locally but for the most part they are dependent upon external resources, usually from abroad. One district based organization in Rakai, the Orphans Community Based Organization (OCBO), organizes local community groups, mobilizes and coordinates resources as well as carrying out projects.

Another, Uganda Women's Effort to Save the Orphans (UWESO), has helped bring international attention to the situation of orphaned children in Uganda, and provides various types of support to children in communities and in institutions.

TASO is another Ugandan organization that has received international attention for its work in counselling and supporting families affected by AIDS.

The Friends of Children Association, which was also visited by the team is addressing the needs of street children in Kampala.

It has been Government policy to encourage NGOs - both foreign and indigenous - to work in Uganda to help ameliorate the problems of orphans and other vulnerable children. Government not only lacks the resources to implement direct intervention programs but lacks the flexibility to respond to local needs. These factors give NGOs a strong comparative advantage as service providers. NGOs are filling a need that cannot now be met in any other way. For the most part the NGOs appear to be doing a good job. By their very nature NGOs are fragile and their work is of uneven quality. Some of the work carried out - particularly by expatriates - is time limited and sometimes nonsustainable. NGOs with better financial backing sometimes provide more extensive aid and services to villages than others, causing competition and rivalry. There is also a massive coordination and apparent overconcentration problem in Rakai which UCOBAC should be able to help resolve. We were informed that there are 32 NGOs, both national and international,

working in Rakai district.

The MLSW appears to have only a limited role in channeling the direction of NGOs either substantively or geographically, coordinating their activities and in monitoring and assessing the quality of their work.

## V. PRINCIPAL FINDINGS

The teams principal findings are summarized below:

1. Uganda is in the early stages of a disaster whose principal victims are orphaned children and whose dimensions and duration are uncertain.

There has been significant concern not only in Uganda but also in the United States and in Europe in response to the large numbers of orphaned children and households without functioning adults, especially in the area of Masaka and Rakai. The immediate situation is somewhat less desperate than we had anticipated, but its longer term impact is very worrying. Rather than finding Uganda in the middle of a crisis we found it in the early stage of a slow onset disaster which can be expected to unfold, year by year gradually, but relentlessly, taxing the capacity of the population and the Government to cope. While the most severe impact appears localized at present, the pattern of weakened households seen in Rakai can only be expected to follow the spread of the AIDS epidemic throughout the country. The number of orphaned children at present is not clear but is thought to fall into the range of 400,000 to 1.2 million. AIDS case data suggests that increasing numbers of orphaned and other children at risk can be expected to emerge throughout Central Uganda and in the Northern region in the near future. One district each in the West and the East may not be far behind. The new census data should provide a clearer picture of the present situation. However, no one is clear how fast the disaster will develop or how widely it will be felt.

2. Even during the current crisis most orphans are being successfully cared for at the community level.

In a traditional Ugandan society there were no "orphans." When a child's father died he or she was incorporated into the family of a paternal uncle. As is well known, however, so many adults in their most productive years have died due to war, AIDS and other

illness that extended families are facing greater and greater stress as they absorb an increasing number of children without parents.

The extended family has traditionally and is still providing the primary social welfare safety net. The changing family structures, which include progressively fewer working adults are struggling but still coping with the basic needs of most children.

There is a tendency in this situation "not to see the forest for the trees" when assessing the appropriate social welfare response to a crisis of this kind. There is a tendency to focus on the activities of NGOs, local and international, and of the Government. The fact remains, however, that families and communities are the first line of response, and they are coping with the overwhelming majority of cases of orphaned children. (A confirmation of this situation can be found in the absence of large numbers of street children and the relatively small percentage of orphans in institutions.) The others who intervene must do so in ways that shore up the capacities of individual families and communities to cope. Well intentioned but inappropriate interventions from outside groups can undermine the effectiveness of family responses by taking on the primary responsibility of the care of orphaned children. An orphanage in a crisis area tends to have such an effect. Outsiders can inadvertently discourage voluntary community-level efforts to help children in need if they start to pay people to help in ways in which others have already volunteered without compensation. Poorly designed interventions can also raise expectations in the short-term by providing significant aid that cannot be sustained in the longer term.

3. The ready availability of the orphanage alternative undermines traditional coping mechanisms.

The Ministry of Labor and Social Welfare has taken a strong position to discourage the creation of orphanages in response to the current crisis and to encourage instead community-based

efforts. This is a well-founded position which must be understood and supported by other Ministries, NGOs and international bodies.

Some of the inherent problems with institutional care of children have been described elsewhere in this report. In the special context of the current and evolving situation in Uganda an increase in orphanages will lead to the abandonment or placement of children who would otherwise be part of a family. This pattern has been seen frequently in situations elsewhere and has been reported previously in Uganda in two different assessments of institutional care, which found at least half of the children placed had parents or other relatives. In 1987, 53% of the children in orphanages in Luwero District were found to have one or both parents alive.

When families are feeling strong economic pressure, as they certainly are in some parts of the country, they may prove quite ready to hand over responsibility for "foster children" or even their own children to institutions willing to take them. Such a decision may well be made with the view that it is in a child's best interests because of perceived educational opportunities, greater food security, or other advantages. What often is not understood is that there are longer term disadvantages to children entrusted to institutions. Orphanages generally do not do a good job of meeting children's developmental needs. The younger the children are placed in institutional care, the more likely they are to be damaged by the experience. Children need to be able to establish an ongoing, trusting, caring relationship with an adult. The inevitable turn-over in institutional staff makes this very difficult to achieve. A distinct disadvantage children face who grow up in an institution separated from family and community is that as adults they may lack a place in the society and will not have a network of relationships which they will need as they seek ways to support themselves or when they need help.

When families are under pressure, demand for institutional placement is elastic. The more spaces that became available in institutions, the more children will emerge to fill them.

Resources will go further and serve children's interests better by supporting the efforts of families and communities to provide for their children's needs.

As of now the total population of children in institutions is relatively limited (about 2,500), but as the crisis evolves there will be increasing pressure to institutionalize children when there are other viable alternatives. Uganda should resist this option. Where family care simply is not possible to arrange and children would otherwise be on their own, small group homes in children's own communities could be established. Eight children would be a reasonable maximum for such a home.

4. It is impractical and unwise to discriminate between AIDS orphans and other vulnerable children in the community.

A consistent theme heard from groups concerned with orphans is that support needs to be provided to families in order to meet their need as a unit rather than to orphans only. Hostility can develop toward orphaned children in the care of a relative when they receive assistance not available to the guardian's children.

Identifying and assisting children as "AIDS orphans" would cause even more problems because of the stigma associated with AIDS, not to mention the practical impossibility of determining whether a parent died as a result of AIDS.

5. The Government role in setting policy, standards of quality and monitoring performance is crucial but their capacity to do so is severely limited by a lack of staff resources and operating funds.

As has been pointed out earlier, the Government has leadership responsibility on child welfare issues and is ultimately accountable for the way this crisis is managed. Although GOU orphan policies are for the most part well thought through, they have not been articulated in a single document. Such a document

would be very useful in establishing guidelines and priorities and standards for NGOs that wish to establish programs to assist Uganda's vulnerable children. The Government is relying appropriately on NGOs for program implementation but it must retain responsibility for setting policy, establishing standards and monitoring performance. At present the Government's lead agency in the orphan issue (MLSW) lacks the staff capacity and operating budgets to carry out its duties. MLSW should be well enough informed on the numbers of orphans and the areas most severely affected to establish priorities for donors, to facilitate coordination, and to provide technical staff support to the AIDS commission. MLSW should have policies and procedures in place that will assure that before any new orphanages are built, a true need has been established and community-based alternatives considered. A strengthened MLSW should further facilitate the work of the NGOs and at the same time ensure that the country's interests are protected.

The MLSW needs one or two additional trained officers at the central level working on the orphans issue. These individuals need to understand how to plan and implement community development plans, how to manage data gathering and interpretation of data and how to use computers. The MSLW needs modest amounts of additional transport and the funding to operate and maintain it to assure that NGO orphan activities are regularly monitored. The MLSW staff working on the orphans issue needs to have access to short term training opportunities that will maintain their professional competence. Two or three four-wheel drive vehicles to be used at the center and in the most critical districts, augmentation where necessary of the district's motorcycle transport, a computer at headquarters and some operating funds for travel costs could make a significant difference.

If Uganda wants to address orphans as a priority concern, the MLSW will need help to do their part.

Without some modest institutional support it is unrealistic to

expect that the MLSW will be able to significantly improve its present performance or undertake additional responsibilities.

6. There is no solid national data on the numbers and locations of orphaned and vulnerable children or a monitoring system that can identify emerging problems.

Uganda has begun, however, to develop elements of such a system. The enumeration studies that were carried out in several districts using R.C.1.'s to identify orphans established data gathering mechanisms that can and should be maintained. It would be valuable to expand these initiatives to those districts most severely effected by AIDS.

The 1991 Census also sought to identify orphans. These data should provide a very useful baseline definition of the problem. Periodic enumeration studies by the R.C.1.'s could call attention to trends and problem areas. The team was informed by the 1991 Census office that the data on orphans would not be available for another year. This is clearly unacceptable if the country is to plan seriously for the orphan crisis. The information on orphans is needed now to guide policy development. It should be broken down to the county, parish, and village levels if at all possible, to enable the Government and NGOs to apply available resources where they are needed most. Age/sex data for the population of each district is needed in addition to the data on orphans in order to provide a context for its interpretation. A representative of the World Bank indicated that they may be in a position to help with the early processing of the data on orphans. But a push at the policy level of Government is needed.

7. NGOs are playing an important role in the provision of support to families caring for orphans. For the most part they appear to be doing so successfully. However, NGOs cannot substitute for a national program.

There is no doubt that the disaster unfolding in Uganda requires resources from outside the communities affected. The Government of Uganda clearly is not in a position to provide these resources. NGOs tap external sources and some bring experience from other situations that are relevant to the current crisis. At the same time, no one has faced a situation exactly like this one. There is a need to try different approaches in seeking to support communities and families in caring for children. An understanding of the cultural and social dynamics in a given situation will be crucial to an effective response. This is something local NGOs can bring to the situation as well as the the capacity to mobilize resources within the country.

Outside of professed intentions to expand institutional care, there were few NGO initiatives which caused us to be seriously concerned. Most NGOs, local and international, are responding in ways that appear to be appropriate and in keeping with Government policy. Indeed, most of the global attention the situation in Uganda has received is a result of NGO involvement and concern.

NGOs, however, cannot substitute for a national program. It is important to focus NGO assistance needs in priority geographic areas with programs that strengthen local capacities to cope. Thus far, most are concentrated in Pakai District. A broader spread of these resources seems indicated.

8. Orphans need support and protection at the community level with regard to their economic and social welfare and within the legal system with regard to inheritance and maintenance of property.

Orphans need a community advocate - - an individual trained to monitor their living situations - - to help them gain access to educational, training and health resources and to gain access to support in emergency situations. This is an important function that can be handled by a community leader working perhaps within the Resistance Council.

Various contacts have also said that in some cases orphaned children were losing to unscrupulous relatives or others land, or other property, the children should rightly inherit. It would seem likely that the economic pressure many families are experiencing would lead some individuals to take advantage of children who are in a vulnerable position. It is also true that in order to support orphaned children it may be necessary for a relative responsible for their care to sell property they have inherited. Some reinforcement of both customary practices and national law with regard to inheritance by children appears to be needed.

9. NGOs and Government should be particularly sensitive that their programs do not undermine local self-reliance.

There is still a considerable spirit of volunteerism in Uganda and it is important that this be sustained and strengthened. Paying villagers for services that they previously provided free of charge undermines the spirit of volunteerism and destroys the sense of ownership by the community of any intervention. The quick results that payment achieves may satisfy the goals of the project managers, but can result in a long term negative impact in the community. In Rakai, for example, where so many NGOs are working it is important that program managers working in the villages try to follow common standards that maximize the village willingness to contribute to the building of their communities.

10. Government and NGOs should cooperate in testing a variety of interventions that will reinforce the capacities of the families and communities to cope.

Because of the unprecedented nature of the continually growing proportion of dependent children and elderly or sick adults, donors, the Government and NGOs should cooperate in testing a variety of interventions to reinforce the capacities of families and communities to cope.

Community level interventions should address the following objectives:

- reinforcement of the capacity of families and communities to continue to care for vulnerable children and adults;
- identification and arrangement of care for vulnerable children or others who lack such support.

There is a tension between these objectives that must be understood. Measures to address the second objective are critically important because the survival of those at risk is at stake. The challenge is to implement effective measures that will ensure the welfare of those who fall through the extended family "safety net" without either weakening the commitment of families to continue caring for vulnerable children or moving them from their communities. The difficulty in maintaining a balance between the two objectives can be expected to increase as greater numbers of children are left without adult guardians and dependency ratios in families increase. Interventions must also be tailored to the specific cultural and socio-economic context of the villages where they are to be carried out.

11. The education sector offers important opportunities for program interventions that are significant and respond to villagers' perceived needs.

In Rakai and Masaka the persistent theme that we heard was not a need for food and shelter but a need for cash - principally to pay PTA fees and related school costs.

We would judge that no other intervention could raise the morale of the villagers in the areas with high concentrations of orphans as much as increasing access to primary education.

Such assistance would need to be focussed not on AIDS orphans but on poor families. Local sources such as the village school

headmaster, the school management committee and a representative of the RC 1 might combine to ensure that the most needy families in the community are selected.

Village teachers are totally untrained in meeting the psychosocial needs of children whose parents are sick with or have died from AIDS or who have been subject to war-related trauma. Special in-service training could help sensitize teachers to these children's needs, enable them to identify behaviors that may reflect emotional problems, and help them expand in ways that are helpful. The appropriate provision of support by teachers could help children adjust to the traumatic changes in their family situations.

Most observers agree that the content of primary education could be better fashioned to serve the needs of the large majority of village children, who, for the most part, will remain in the rural areas. More emphasis is needed on practical life skills and vocational subjects. The World Vision intervention in Rakai is making significant efforts to support skills training in brickmaking, masonry, carpentry, tinsmithing and tailoring using local artisans as teachers. Vocational training at the village level will be particularly important for school dropouts who leave formal schooling with few skills. The Government was reported to be planning to overhaul the primary school curriculum along with teacher training. Such an effort will probably not come on line quickly. Therefore more immediate technical training will be needed in the interim.

12. Street children reflect emerging problems in Uganda and reflect the state of the community's ability to cope with the crisis.

Relative to some other countries in Africa, the numbers of street children is not terribly high in Uganda. However, their numbers were reported to be increasing. It is important not to begin to

focus on "the problem of street children" but to understand that their presence reflects deeper problems. Many children on the street maintain some degree of relationship with their families or relatives. Many bring home income and sleep with their families at night. Others have left or been rejected by their families. The presence of street children reflects socio-economic problems in rural areas, rural-to-urban migration, and family breakdown. Being on the street to scavenge, beg or otherwise get a little money is one way children and, in many cases, their families cope with the urban environment.

In Uganda it will be important to monitor in cities and towns whether the number of children on the street is increasing and, if so, for what reasons. Increasing numbers may well be a warning signal of accelerated breakdown of the ability of families in rural areas to continue to support themselves.

We wish to be clear that we do not believe that this coping strategy is good for children. Clearly they face health risks and more immediate dangers and are unable to attend school. Efforts to help them are needed and justified but must also be informed. There is typically some degree of choice on the part of street children to go to or stay on "the street". Efforts to relocate them in their best interests but without their willing cooperation are unlikely to be successful. The Friends of Children Association, a local NGO, is developing an appropriate approach of helping children to re-integrate into their original communities where possible and, where it is not, to integrate more successfully into the community where they are.

13. The NGOs have taken steps to coordinate their efforts. More attention is needed to promote coordination among Government Ministries.

With the support of UNICEF, the Uganda Community Based Association for Child Welfare (UCOBAC) was formed in 1990 to pursue a variety of goals. These include promoting collaboration among NGOs and

between NGOs and the Government. They also focus on improving the capacity of communities to meet children's needs, to strengthen the capacity of NGOs in these efforts, and to influence Government policy.

This is a commendable effort which should be mirrored by more active coordination among Government Ministries. Because of the immediate and pressing needs of children that have emerged, the new Ministry of Labor and Social Welfare and its predecessor very appropriately have taken a leading role in formulating policy and in trying to encourage appropriate NGO responses. While other Ministries appear to have had some involvement, the response of the Government to date does not reflect a full understanding of the nature and potential scope and impact of the emerging crisis.

The Ministry of Agriculture appears not to have been involved in the national level efforts to formulate policies and strategies to address the crisis, yet the ability of families to feed themselves is the foundation on which community-based efforts to help vulnerable children must be built.

It seems possible that efforts of the Ministry of Labor and Social Welfare to prevent the inappropriate development of orphanages could be circumvented if these re-label themselves as "Boarding Schools" which are under the jurisdiction of the Ministry of Education.

The Ministry of Justice has an important role to play in helping to protect the rights of orphans regarding inheritance. The Ministry of Lands also has a role in this regard. The Ministry of Internal Affairs, which is responsible for the registration and approval of NGOs must ensure that those concerned with addressing the needs of orphans are referred to the Ministry of Labor and Social Welfare and that that Ministry has a say in approving an orphans-related program being approved by new NGOs seeking registration.

The Ministry of Local Government includes the department responsible for the Resistance Council structure and the Department of Community Development, both of which should be heavily involved in the current efforts to promote community-based solutions to the needs of vulnerable children. Likewise the Ministry of Information and Broadcasting has a role to play in sensitizing and mobilizing the Ugandan public in relation to the situation of vulnerable children.

Promoting the effective involvement and coordination of efforts of the various ministries falls within the mandate of the Ministry of Planning and Economic Development. It seems clear that the AIDS epidemic has the potential to reduce significantly Uganda's professional, skilled, and unskilled workforce and, thereby, to have a devastating impact on the country's efforts to rebuild its economy. This Ministry must, in collaboration with the AIDS Secretariat, play a leading role in monitoring this emerging crisis, predicting its potential impact, and ensuring that the ministries concerned with all vulnerable aspects of the economy pursue a coordinated strategy to reduce the damage to the economy and the hardships such damage will cause to families. The MLSW should take the lead in monitoring the orphan situation and developing policies and plans to ameliorate the crisis.

14. Research and experimentation are important components of devising effective interventions to benefit vulnerable children in Uganda.

The orphans crisis emerging in Uganda and other countries in the region is unprecedented. No other epidemic or disaster has ever targeted the most productive adults and infants, leaving a population with disproportionate percentages of children and elderly people. There are no models of intervention strategies to follow. With careful attention to the cultural, social, and economic patterns in the villages where they are to be applied, interventions must be designed and tested. Certainly there are some applicable lessons from other situations that can provide

insights.<sup>5</sup>

The unique nature of this crisis requires original research to guide the development of policies, strategies, and programs. Issues which need particular attention include: family and community-level coping strategies in different ethnic and economic contexts; the micro and macro-level impact of AIDS on agriculture; and pattern of care and survival of children orphaned in urban areas. UNICEF has funded some of this type of research, some is underway at Makerere University, and some is being done by NGOs, notably Redd Barna and World Vision. The Ministry of Planning and Economic Development, the AIDS Secretariat and the MLSW could play a critical role in identifying such research and disseminating findings to the various line ministries concerned. It could also play an active role, based on needs identified by the other ministries, in identifying research priorities and actively seeking support for them.

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<sup>5</sup> Two books providing lessons learned in other institutions are: Unaccompanied Children: Care and Protection in Wars, Natural Disasters, and Refugee Movements. Ressler, Boothly and Steinbock, Oxford University Press 1988 and Unaccompanied Children in Emergencies: A Field Guide for Their Care and Protection. Williamson and Moses, International Social Service (32 quai du Seujet, 1201 Geneva, Switzerland), 1988.

## VI - RECOMMENDATIONS

1. The approach Uganda has taken to caring for orphans in the community is fundamentally sound and should be sustained. Uganda should continue to resist institutionalizing children and reserve this option for exceptional situations. Orphanages should not be allowed to "repackage" themselves as boarding schools.

2. AIDS orphans should not be targeted for focused assistance. They should be included as a component of overall assistance to vulnerable children in the community.

3. Uganda should make clear through a forceful national policy statement how orphans and other vulnerable children should be cared for and supported. This will serve as a guideline to government agencies, NGOs, and private individuals. A draft policy statement is appended at Annex C to be used as a resource document.

4. As the orphans crisis becomes more serious and the pressure on the community increases, government needs to be ready to buttress community institutions and coping mechanisms to keep the community intact with a view to containing problems at the local level.

5. The Ministry of Labor and Social Welfare (MLSW) should collaborate actively with NGOs and other technical ministries to develop a package of interventions for each area with a disproportionate number of orphans that will strengthen the capacities of families and communities to cope. The specific cultural and socio-economic content will largely determine what "package" will be appropriate in a given area.

On the social side interventions could include such measures as:

- training teachers to better handle the psycho-social problems of orphans;

- making the content of primary education more relevant to village

life, including incorporating skills training at the higher grade levels;

- providing vocational training that will enable school leavers to acquire job skills;

- contributing support to payment of school expenses for the neediest children;

- upgrading local infrastructure, particularly the local primary school;

- providing day care for younger children through expanded school hours or day care cooperatives;

- training a local leader to serve as the children's advocates - at village level - - with a responsibility of identifying children at risk and monitoring the situation of orphans and with access to emergency supports for crisis cases from MLSW at the district level. (The children's advocate could be incorporated into the RC1's in those areas with large numbers of orphaned children.)

- organizing where necessary small community group homes supervised by a local mother. (The program implemented by Save the Children Federation in Ethiopia would provide a useful reference point.)

- increasing access to primary health care services;

- promoting community-based rehabilitation of disabled children.

- tracing of relatives outside of the community who might be able to provide care for orphaned children on their own;

- involving clan leaders, RC1's, churches, and other community groups in the search for guardians for unaccompanied orphans;

On the income enhancement side interventions could include:

- giving priority to the construction of feeder roads in orphan impacted areas where better market access will improve income;
- organizing agricultural production and marketing cooperatives;
- supporting family income enhancement projects identified as being economically viable in the local situation;
- increasing access to credit through organizing cooperative loan schemes;
- initiating local works projects that employ villagers such as tree planting, clearing and planting communal lands, and access road construction and maintenance.

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. Training in this area could help local organizations increase the success of income generating schemes.

6. The highest near-term priority in planning effectively for the orphans crisis is to determine which areas within Uganda have disproportionate numbers of orphaned children. Present estimates of the country total which range from 400,000 to 1,200,000 are both speculative and give only a slight insight into the locations where orphans are concentrated. The 1991 census data can provide an accurate national planning baseline, but these data may not be available for another year. URGENT STEPS NEED TO BE TAKEN TO PROCESS THESE DATA PROMPTLY. If the Ministry of Planning and Economic Development needs help in expediting this process, then short-term donor assistance should be considered.

From these data the MLSW should identify the orphans impacted counties and sub-counties where national and external assistance

can be directed.

7. The MLSW has assumed an appropriate role of developing national policy and strategies establishing standards and monitoring performance, leaving actual program implementation and the delivery of services to NGOs. With orphans and vulnerable children the MLSW should continue to concentrate on policy, standards, planning and monitoring and on building its own recognized expertise in the technical areas it covers.

8. The MLSW should be given the mandate to periodically update the census data on orphans and be provided with the technical capacity to process and analyze the data.

While the picture of the situation the census data can provide will be useful for targeting resources, its validity will erode as the AIDS epidemic spreads and its social and economic impact intensifies. To continue to direct available resources where they are most needed, periodic orphans enumeration studies should be carried out in selected areas. As has been done elsewhere, the RC system can be used to collect data. The MLSW personnel in the districts concerned could facilitate the process at that level. To carry out such a responsibility the MLSW would need a suitable computer, printer, a trained data processing specialist and funds to manage the enumeration process.<sup>6</sup>

9. While the MLSW has the lead policy and program responsibility for orphans, it presently lacks the staff and operating budget to carry out these responsibilities. Some modest amounts of additional support including some transport and the funds to operate it and computer capacity would substantially increase the efficiency and effectiveness of the MLSW.

10. Using tact, sensitivity and professional competence, the MLSW needs to become more active in shaping the location and content of NGO-funded orphan assistance programs. The MLSW should have the capacity to analyze NGO operational plans and direct their efforts

to districts of highest priority. The MLSW and NGOs need to reach agreement on common standards for project sustainability and the terms of community participation. The MLSW needs to decide whether NGOs with a time limited commitment to a region should be encouraged or discouraged from paying village residents for services they might otherwise provide as volunteers. Other material supports such as school fees for the needy in view of the long-term expectations and dependency relationship that may fostered must also be assessed. UCOBAC may be a good forum to resolve these issues.

11. The MLSW should monitor the numbers of street children and seek support from NGOs to establish vocational training opportunities for them. Such training should have a low profile as it might otherwise attract rural youth where such training is unavailable. Those children who want to trace and reunite with their families should be assisted in doing so. Government should pursue a preventive approach, addressing the factors, so far as possible, that lead families away from rural areas and that lead to family break-up in urban areas.

12. The NLSW should actively seek out NGOs willing to take over responsibility for the residential institutions that the Ministry now operates and to maintain them in keeping with the Ministry's

<sup>6</sup> To target the specific areas where resources should be directed data should be aggregated not only by district but also by county, sub-county and village. Such information as the following should be very useful: orphans by age and sex; children who have lost mother, father, and both parents; educational status of orphans; household composition for priority areas; and age/sex breakdown of the total population for priority areas.

proposed standards for institutional care. They should seek NGOs with demonstrated child welfare expertise who are willing to cooperate with and support the MLSW in promoting family reunification or making community placements for as many of the children as possible.

13. The Administrator General should organize one or more training sessions for District Executive Secretaries to sensitize them to the risks orphans face with regard to inheritance, to inform them about the applicable laws, and guide them in practical steps to take at the district level. Such training should include consideration of customary practices regarding inheritance and ways they could be reinforced by the form system in order to help protect the interest of orphans.

14. It is important that the Government of Uganda recognize that a number of ministries in addition to the MLSW have important roles to play in strengthening the capacity of local communities to care for orphaned children. It must be ensured that the policies and activities of each of the following bodies complement each other and constitute a coherent national strategy to address this growing crisis:

- The Ministry of Labor and Social Welfare
- The Ministry of Planning and Economic Development
- The Ministry of Education
- The Ministry of Health
- The Uganda AIDS Commission
- The Ministry of Social Government
- The Ministry of Justice
- The Ministry of Internal Affairs, NGO Board
- The Ministry of Information and Broadcasting.

**ANNEX A: ITINERARY AND CONTACTS**

<u>Date</u>	<u>Location</u>	<u>Contact</u>	<u>Organization</u>	<u>Position</u>	
Mon. July 15	USAID Office Kampala	Mr. David Puckett	USAID	Technical Advisor on Child Survival	
		Ms. Annie Kaboggoza- Musoke	USAID	Health/Population Assistant	
		Mr. Keith Sherper	USAID	Chief of Mission	
		Mr. James Kaboggoza- Ssembatya	Min. of Labour & Social Welfare	Ag. Senior Rehabilitation Officer	
		Ms. Nelly Bardaru*	"	Rehabilitation Officer	
Tues. July 16	Min. of Labour & Social Welfare Kampala	Hon. Bwanike Bbaale	"	Ag. Commissioner for Social Rehabilitation	
		Ms. Jane Musoke- Semuto	"	Ag. Senior Probation/ Welfare Officer	
		Ms. Jolly Nyeko	"	Senior Rehabilitation Officer	
		Uganda AIDS Commission Office Kampala	Mr. Bukenya-Sayyid	Min. of Labour & Social Welfare	Ag. Principal Probation Welfare Officer
			Dr. Stephen Lewanga	Uganda AIDS Commission	Director General

\*Ms. Bardaru accompanied the team on behalf of the Ministry of Labour and Social Welfare and participated in practically all of its visits and meetings.

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<u>Date</u>	<u>Location</u>	<u>Contact</u>	<u>Organization</u>	<u>Position</u>
Wed. July 17	Faculty of Social Sciences, Makerere Univ., Kampala	Dr. James Sengendo	Social Sciences Faculty	Dean
		Dr. Maxine Ankrah	School of Social Administration	Lecturer
	World Vision Office, Kampala	Mr. Warren Nyamugasita	World Vision International	Manager, Program of Assistance to Orphans
		Mr. Moses Dombo	"	Project Manager of Rakai Orphans Project
		Mr. Ham Owori	"	Coordinator, AIDS Control Education Initiative
Thurs. July 18	Experiment in International Living Office, Kampala	Mr. Lee Rosnor	Experiment in International Living	Director, AIDS Education Project
		Mr. Charles Nabongo	UNICEF	Asst. Project Officer
	Ms. Eleanor Hasleton	UCOBAC	Admin. Officer	
	Mr. Alfonse Nkusi	UCOBAC	Information/Data Manager	
	Ms. Violet Kakomya	UCOBAC	Admin. Assistant	
	Mr. Charles Tutaise	Uganda Foster Care & Adoption Association	Project Officer	
	Dr. Senendo	"	Chairman	
	Mr. Kaboggoza-Ssembatya	FOCA	Chairman	
	Ms. Rosemary Lukhoto	FOCA	Project Manager	
	Ms. Ruth Ngobi	FOCA	Admin. Secretary	

<u>Date</u>	<u>Location</u>	<u>Contact</u>	<u>Organization</u>	<u>Position</u>
	Ministry of Justice, Kampala	Mr. Ralph Ochon	Min. of Justice	Administrator General
Fri. July 19	Redd Barna Office, Masaka	Mr. Jon-K. Johnsen	Redd Barna	Project Manager
		Mr. Alex Bagarukayo	MLSW	Manager, Child Social Care Project and Probations and Welfare Officer
		Mr. Petersen Ddungu	SCF	Project Manager
		Mr. Joshua Kiwamuka	District Administration's Office, Rakai	NGO Desk Officer
		Mr. Edgar Mbahamiza	Office at the DES	Asst. DES
	District Office, Masaka	Mr. Ben Rwakatogoro	President's Office	Acting District Administrator, Masaka (DES Masaka)
	Concern Office, Masaka	Mr. John Phillips	Concern	Children's Project Manager
	Visit to Kabonera Village			Kabonera Women's Group
	Ssanje Subcity	Ms. Robina Kasadha	President's Office	District Administrator, Rakai
Sat. July 20	Visit to Kyebe Village			
	Sanje	Mr. Dick Francis	Sa-bi-na Boarding Primary School	Headmaster

<u>Date</u>	<u>Location</u>	<u>Contact</u>	<u>Organization</u>	<u>Position</u>
	Sanye	Mr. Freddie Sekyewa	Hope Learning Center	Executive Secretary/ Director
	OCBO Office, Kyotera	Ms. Molly Nansuma	OCBO	Project Manager
	Visit to Kyotera Village			
Sun. July 21	Mr. Sherper's Home, Kampala	Mr. Sherper		
Mon. July 22	Min. of Health Office, Entebe	Dr. Florence Ebanyat	Min. of Health	Asst. Director of Medical Services, MCH/Family Planning
		Mr. Wesso Dishan Kwoba-Abungu	Min. of Health	Under Secretary of Health (F&E)
	Uganda Community Based Health Care Assoc. Office, Entebe	Mr. Adoniya Kyeyune	UCBHCA	Program Manager
		Mr. John Mulekhwa	UCBHCA	Asst. Training Officer
	UNICEF Office, Kampala	Dr. Susan Hunter	UNICEF	Consultant
	Child Law Review Committee Office Kampala	Judge Saulo Musore	Child Law Review Committee	Chairman
		Mr. H.W.I. Otim	"	Secretary
		Mr. E.B. Aboce	"	Member
		Mr. Kassiana Wadri	"	Member

<u>Date</u>	<u>Location</u>	<u>Contact</u>	<u>Organization</u>	<u>Position</u>
		Ms. Mosinah Kamyongo	"	Min. of Justice Representative
		Ms. Harriet Lwabi	"	Legislative Draftsperson
Tues. July 23	Ministry of Education Office, Kampala	Mr. Eric Karuhija	Min. of Education	Deputy Commissioner for Education
	Mukomo Children's Home, Mukomo	Mr. Samuel Zavuga	Mukomo Children's Home	Director
	Kiwanga Children's Home, Seeta	Fr. Anthony Rovelli	Mukomo Parish	Priest
		Ms. Mary Kibahigire	Kiwanga Children's Home	Social Worker
	Faculty of Social Sciences Building, Makerere Univ.	Mr. Charles Rwabukwali	Dept. of Sociology	Senior Lecturer
	Makerere Inst. of Social Research	Mr. Patrick Mulindwa	Institute of Social Research	Research Secretary
Wed. July 24	Udyam House Kampala	Hon. Manuel Pinto	National Resistance Council	Representative of Kakuto County, Rakai District Chairman, UCOBAC
	Ministry Office, Kampala	Ms. Muduli	Ministry of Planning & Economic Development	Senior Economist
		Mr. David Kisity Kaweesa		Economist for Social Services Sector

<u>Date</u>	<u>Location</u>	<u>Contact</u>	<u>Organization</u>	<u>Position</u>
	Naluvulo Reception Center	Mr. S. Sehkungu	Ministry of Labour Social Welfare	Warden Naluvulo Reception Center
	Ministry Office, Entebe	Mr. John B. Mubiru	Ministry of Agriculture	Deputy Commissioner for Agriculture
		Ms. I. Lwanga	"	Home Economics
		Ms. Sarah N. Kiyingi	"	Acting Deputy Commissioner for Agriculture
		Mr. B.L. Kiuwa	"	Acting Commissioner, Food Programs
	Sheraton Hotel	Dr. Janet Nambi	Dept. of Education Akerere Univ.	Lecturer, Child Psychology
Thurs. July 25	UWESO Office, Kampala	Ms. D. Lule	UWESO	National Chairperson
		Ms. C. Mavinjina	UWESO	Vice National Chairperson
		Ms. Violet Tumwine	UWESO	National Executive Director
		Ms. Elizabeth Paterson	UWESO	Administrator, Masculita Children's Village
		Ms. Marcella Mukasa	UWESO	Administrator
		Ms. Grace Kahoza	UWESO	Chairperson, Education Committee
		Ms. Janet Hall		Visitor
		Ms. Annie Kaboggoza-Musoke	USAID	
	TASO Office, Kampala	Ms. Marble Magezi	TASCO	Counsellor

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<u>Date</u>	<u>Location</u>	<u>Contact</u>	<u>Organization</u>	<u>Position</u>
	UNICEF Office, Kampala	Ms. Sally Fegan-Wyles	UNICEF	Country Representative
	SCF Office, Kampala	Mr. John Parry-Williams	SCF (UK)	Head of Social Work Dept.
Mon. July 29	MLSW Office	Mr. Andrew Dunn	SCF (UK)	Social Work Advisor
		Hon. Bbaale	MLSW	
		Ms. Nyeko	MLSW	
		Mr. H.W.I. Otim	MLSW	Ag. Deputy Commissioner for Social Rehabilitation
		Mr. Kabogoza-Ssembatya	MLSW	
		Ms. Matyaba-Mirembe	MLSW	Asst. Secretary
		Mr. V. Ntege	Min. of Planning & Economic Dev.	Senior Economist/ Planning Unit
Wed. July 31	Ministry of Local Government Udyam House Offices	Ms. M. Idungu	Ministry of Local Government	Ag. Principal Community Development Officer

## ANNEX B: GLOSSARY OF ACRONYMS

AID	Agency for International Development
DANIDA	Denmark's Overseas Development Agency
EEC	The European Economic Community
GOU	Government of Uganda
INTER-AID	A Non-Governmental Assistance Organization
MLSW	Ministry of Labor and Social Welfare
NGO	Non Governmental Organization
NORAD	Norway's Overseas Development Agency
OCBO	Orphans Community Based Organization - A Ugandan NGO
ODA	Britain's Overseas Development Agency
PAPSCA	A Ugandan - 1BRD 3 Yr. Program to Alleviate the Social Costs of Economic Adjustment
PROJECT CONCERN	An Irish Based International Relief and Development Agency
RC-1	Resistance Council-1 - The lowest tier of Uganda's Village based community level government
REDD BARNA	Norway's Save the Children Organization
SCF	Save the Children Federation (USA)
SCF (UK)	The British Save the Children Organization
TASO	The AIDS Support Organization - A Ugandan NGO that supports AIDS families
UCOBAC	Uganda Community Based Association for Child Welfare - A membership organization of Ugandan NGOs
UNICEF	United Nations Agency for Children
USAID/UGANDA	U.S. Economic Assistance Mission of Uganda
UWESO	Uganda Women's Effort to Save the Orphans - A Uganda NGO
WORLD VISION	A U.S. Based Non-Governmental International Development and Relief Agency

ANNEX C

Draft Policy Statement on Orphaned Children

It is the position of the Government of Uganda, in keeping with the standards set forth in the United Nations Convention on the Rights of the Child, that every effort must be made by public and private bodies to ensure the immediate and future well being and development of orphaned children. Uganda's strong traditions for the care and protection of orphaned children within their own extended families and communities is hereby affirmed as the cornerstone Uganda's national policy with regard to such children.

Our position in favor of care within the extended family calls for affirmative steps to be taken by all relevant Governmental and non-governmental bodies to support actively the capacity of families to provide for the immediate and ongoing needs and to promote their physical, mental, spiritual, moral and social development. Government will discourage initiatives such as orphanages and boarding schools for orphans as they undermine the efforts of families and communities to develop local solutions.

The Government of Uganda will provide policy leadership and resources to address orphans needs. However, our resource capacity is extremely limited. We recognize the concern of other Governments and non-governmental organizations to assist in the endeavor.

The Ministry of Labour and Social Welfare is hereby designated as having leadership responsibility within the Government for developing a strategy to guide the use of public and private resources, both national and international, toward the goal of strengthening the capacities of Ugandan families to care for orphaned children. This role shall include:

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- identifying of those geographic areas where families are facing the greatest difficulties in providing such care,
- identifying the most appropriate types of intervention in each area,
- development and monitoring of standards for services and,
- guidance of donors and service providing bodies toward the implementation and provision of support for needed interventions.

Further, the Ministry of Labour and Social Welfare is charged with assisting all relevant Government bodies to define how their respective efforts will be coordinated within the overall strategy. The following bodies are to be included, along with such others as may be identified by Ministry of Labour and Social Welfare, as having important contributions to make:

The Ministry of Planning and Economic Development  
 The Ministry of Education  
 The Ministry of Health  
 The Ugandan AIDS Commission  
 The Ministry of Local Government  
 The Ministry of Justice  
 The Ministry of Lands  
 The Ministry of Internal Affairs  
 The Ministry of Information and Broadcasting

The following principles will be applied in developing this coordinated strategy:

- The best interests of the child will guide all action
- The integration of orphaned children within families and communities shall be emphasized, avoiding so far as possible their being segregated from other children or otherwise stigmatized.
- The rights of orphaned children, both traditional and legal, to their inheritance shall be recognized and protected.
- All children need both basic educational and appropriate

vocational skills.

- It is unacceptable for young children to be without the ongoing care and nurturing of at least one adult.

- The institutional care of children is to be used only as a last resort and so far as possible as a temporary measure pending tracing or identification of relatives or other families willing and able to provide appropriate care.