

## **Expanding Social Protection**

### **Public Attitude and Communication Survey**

*Knowledge, Attitudes and Practices of Social  
Protection, Poverty and Vulnerability*

#### *Analytical Report*

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## Acronyms

CPRAs	Community Participatory Rural Appraisals
CPRC	Chronic Poverty Research Center
CSOs	Civil Society Organizations
CT	Cash Transfers
DRT	Development Research and Training
EA	Enumeration Area
ESP	Expanding Social Protection
GDP	Gross Domestic Product
GoU	Government of Uganda
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
IDI	In-depth Interviews
IDP	Internally Displaced Persons
KABP	Knowledge, Attitude, Behavioral and Practices
LC	Local Council
LRA	Lord's Resistance Army
MDGs	Millennium Development Goals
MFPED	Ministry of Finance, Planning and Economic Development
MGLSD	Ministry of Gender, Labor and Social Development
NAADS	National Agricultural and Advisory Services
NGO	Non-Governmental Organizations
PPA	Participatory Poverty Assessment
PRA	Participatory Rural Appraisal
PWDs	People With Disabilities
SAGE	Social Assistance Grants for Empowerment
SMEs	Small Medium Enterprises
SP	Social Protection
SPSS	Statistical Package for Social Scientists
UBOS	Uganda Bureau of Statistics
UNHS	Uganda National Household Survey
UPPAP	Uganda Participatory Poverty Assessment Process
URA	Uganda Revenue Authority



## Executive Summary

### Introduction

The Expanding Social Protection Programme (under the Ministry of Gender, Labour and Social Development) commissioned Synovate to undertake a Knowledge, Attitude and Practice Survey on Poverty, Vulnerability and Social Protection and a communication baseline survey on the media to inform the communication strategy for ESP. The main objective of the survey was to generate data about the public's understanding of social protection and cash transfers, poverty and vulnerability; and current attitudes towards social protection and cash transfers and three measurable indicators. In addition, the baseline provides data on media and information uptake patterns in the programme districts.

The study was conducted in Kampala and other 6 districts; 3 SAGE target districts (Apac, Kyenjojo and Moroto) and 3 non-SAGE (Masaka, Arua and Soroti). Different methodologies were used to conduct the study including;

- (i) a review of existing literature on poverty, vulnerability, social protection and cash transfers, media coverage of social protection and poverty issues
- (ii) Qualitative research: involved conducting 21 focus group discussions with the community, the elderly and the PWDs. In addition, 6 PRAs and 41 key informant interviews were conducted.
- (iii) Quantitative study: face-to-face interviews conducted at the household level with the general public and stakeholders (policy makers, tax payers and SMEs). A total sample of 1,701 was achieved; 1,397 among the general public and 304 with the stakeholders.

The study revealed interesting findings about people's knowledge on poverty, vulnerability and social protection.

### **(a) Knowledge on poverty and Vulnerability**

Poverty is associated with material deprivation such as shelter, food, health care and money. It is also associated with social exclusion related to the rejection people suffer in their day to day life, powerlessness and misery. Among the general public, a poor person is described as having many children, is miserable, poorly dressed and with low esteem. Among the policy maker stakeholders, the major defining characteristic of poverty is having fewer meals a day. Other key characteristics are poor housing conditions and lack of proper clothing. These characteristics vary by district and rural and urban setting for example, while *poor living conditions (shelter)* is highly ranked in Kampala, in Moroto, *begging* is the key characteristic of poverty. Similarly, while *'children not going to school'* stands out highly among the middle class in Kampala, in Moroto it is low. Poverty was also more associated with disease in the rural areas (28%) than in the urban areas (22%).

The main causes of poverty as depicted by the general public and the stakeholder are unemployment (61% and 55% respectively); Disease (56% and 51% respectively) and laziness (44% and 44% respectively). At a district level, causes of poverty differ by district and are informed by the nature of economic activity and other factors for example; in Moroto and Soroti, droughts and floods are perceived by 74 percent and 55 percent respectively of the general



public as the major causes of poverty. Among the key informants, dependency by orphans, widows and extended family members are also cited among the main causes of poverty because they are perceived to strain household resources.

Prolonged war and insecurity hitherto were major drivers of poverty in Northern Uganda and have almost dropped off the list of causes of poverty. With less insecurity, communities are more settled and focused on production thus explaining why lack of land for agriculture emerges as one of the main drivers of poverty in the Soroti and the northern districts (ranked by 55%) of the general public.

The death of a main income earner, drought / flood, and unemployment were identified as the shocks most likely to drive a household into poverty, by the general public.

Being born into a poor family was surprisingly not highly recognised as a main cause of poverty (apart from by the media). Only 11% of the general public and 14% of national level civil servants recognised this as a driving factor.

Although perceptions of the causes of poverty may be similar among the stakeholders, general public and opinion leaders, the opinion leaders such as members of parliament and political party heads highlighted other things that they perceive to cause poverty such as corruption and mismanagement of funds, lack of ready markets for commodities, poor infrastructure and high dependency ratio by orphans, widows, and other family members that constrain household resources<sup>1</sup>.

There was strong consensus that the elderly were a particularly vulnerable group, being cited most frequently by the general public (57%) and by stakeholders (54%). This includes district civil servants (74%), LCII councillors (74%), LC I councillors (79%), the media (53%) and tax payers (45%). The elderly are perceived to be the most vulnerable to poverty by over 50% in each district apart from Kampala (33%). A higher proportion of these responses were in the rural areas compared to urban centres-with 61% and 48% respectively.

Orphans were ranked as the second most vulnerable by both the general public and stakeholders. The feeling by the respondents is that orphans are neglected and have no care extended to them. Persons with Disabilities are named as the third most vulnerable category among the stakeholders and the fourth among the general public.

The exit strategies out of poverty perceived by the communities are summarised into three broad categories; reliance on assistance and support from friends and relatives, assistance from charity organisations (both formal and informal) such as church, self-help groups and government. Family-linked assistance and support from social and self-help groups forms the major component of how communities support themselves out of poverty. Among the general public, majority of the people joined self-help groups (29%). Across the districts, the importance

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<sup>1</sup> Information from opinion leaders was collected through in-depth interviews hence more of qualitative than quantitative.



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of self-help groups is highest in Kyenjojo (46%), followed by Masaka (36%), the middle class in Kampala (32%), Soroti (25%), Arua (24%) and Apac (22%).

There was clear consensus across the general public and all stakeholders that protection from poverty and a decent standard of living is a right for everyone and a Government obligation. For example, 97 percent of the general public stated that vulnerable groups such as the elderly, PWDs, orphans, children and the chronically ill have a right to be protected from poverty and given a good standard of living.

93% of the general public felt that it was the responsibility of the Government to support the poor but only 26% were satisfied with government efforts to do so (this reduced to 15% amongst the middle class). Only 15% of the general public consider government interventions as significant in enabling people to move out of poverty and amongst the Kampala middle class, only 25% are aware of any government programmes to support the poor. NAADS is the most known government initiative to alleviate poverty by 56 percent. In Moroto, only 35 percent are aware of it. This scepticisms is due to programmes being poorly implemented (cited by 27% of respondents), the majority of people are still poor (cited by 25% of respondents) and corruption, cited by 24%.

Among the opinion leaders, low satisfaction with government programmes is attributed to government having dysfunctional institutions that cannot effectively diagnose the needs of the people and plan appropriate mechanisms to address them. Concerns around corruption and mismanagement of funds were voiced by all categories. 'Opinion leaders' (which includes MP, religious leaders and Ministers) cited corruption as a key driver of poverty. As mentioned above, of the middle class, 85% were dissatisfied with government efforts to address poverty with 30% of these citing corruption as the main reason for their dissatisfaction.

### ***(b) Knowledge on social protection and cash transfers***

Amongst the general public social protection is perceived to mean; assisting the poor – 31percent, different activities that help people overcome shocks or bad events - 15 percent, social security – 14 percent, disaster recovery – 8 percent, giving money to people to start business – 7 percent, charity organizations – 6 percent and living in-kind support to relatives – 4 percent.

Among the stakeholders' social protection encompasses; protecting people from problems such as poverty and unemployment (25%), providing basic needs to the poor (8%), helping each other in times of need (7%), measures taken to assist those who face disasters that affect their welfare (5%) and giving money to the poor freely (3%), different government programmes within the community such as government efforts to fight poverty (7%), general community development (2%) and improving health care (2%).

On knowledge of existing social protection programmes, family support networks are the most prevalent rated by 56 percent of the respondents followed by community groups (34%), NGOs (15%) and the Church (10%). Government as a provider of social protection was mentioned by 37 percent of the general public with forms of support including regular monetary help, shelter (29%) and material things at 22 percent. The role of government strongly featured in Moroto at



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63 percent. It is important to note the vague and differing understanding of social protection, with the general public and the opinion leaders usually mentioning the general poverty reduction initiatives and programmes that currently exist in the study districts.

Regarding cash transfers, the majority of the general public and stakeholders affirmed to having no knowledge of cash transfer programmes. Over 80 percent have never heard about cash transfers. For those that claimed awareness of cash transfers, it is understood to include provision of loans to start business such as from SACCOs, NUSAF, and NAADS (6%), among others. At a district level, communities with the highest level of claimed awareness on cash transfers was in Kyenjojo at 26 percent, followed by Kampala at 13 percent. However, it is understood that some publicity and direct engagement on social protection has already occurred in Kyenjojo and Kampala due to the roll out of SAGE.

When the basic concept is explained, there is a surprisingly high level of support for cash transfers across both the general public and key stakeholders. 46% of the general public would support cash transfers and 67% of those who would not support stated that this is because a transfer of 20,000 – 30,000UGX is too little to make any difference. Only 13% of those who would not support cash transfers stated that this is due to it causing people to become lazy. However, of the middle class, only 25% would support cash transfers (compared to 46% of the general public), although 64% of these stated that this was due to the money being too little. Interestingly, 100% of national level civil servants thought that cash transfers would increase dependency.

Of the key stakeholders, 50% of tax payers, 42% of SMEs, 37% of media professionals, 43% of national level civil servants, 64% of LCV councillors and 63% of district civil servants would support cash transfers. Amongst the stakeholders who would not support cash transfers, 58% of stakeholders cited that they would cause people to become lazy.

To overcome some the perceptions, some respondents preferred that cash grants should be provided with conditions attached. This was supported by 56 percent of the general public. The reasons for supporting giving cash grants with conditions are related to making people work hard, strengthen commitment and sustainability. It is perceived by the general public that conditions for accessing grants will reduce laziness and minimise misuse or mismanagement of the funds advanced.

## Chapter 1: Introduction

### 1.1 Background to the study and Rational

Synovate was commissioned by The Expanding Social Protection (ESP) programme (under the Ministry of Gender, Labour and Social Development) to conduct a baseline survey titled 'Assessing Public Knowledge and Understanding of Social Protection and Auditing of the Communication Environment'. The study methodology proposed and agreed upon by Synovate, and the ESP Secretariat involved conducting desk research (review of existing literature on social protection, poverty and vulnerability and media coverage of issues relating to poverty and social protection), primary field data collection (qualitative and quantitative methods of data collection) and media assessment. The survey was conducted by Synovate Limited with support from UBOS and funding from the ESP. The study took six months starting from January 2011 to June 2011.

The main objective of the baseline survey was to generate data about the public's understanding of social protection and cash transfers, poverty and vulnerability; and current attitudes towards social protection, cash transfers, poverty and vulnerability. In addition the survey provides data on media and information uptake patterns in the programme districts. This information is included in a separate report. The collected data help identify indicators for measuring change in the public's knowledge and attitudes of social protection and cash transfers. Most importantly, the survey is intended to guide in shaping the programme's communication strategies.

The specific objectives of the baseline study were:

- Help the ESP team understand how people communicate and share information and people's media uptake pathways (see accompanying report)
- Provide a detailed profile of people's knowledge, attitudes and practices towards social protection in the selected districts and in Kampala. This should include representatives of politically influential groups and opinion formers (tax payers, middle class, religious groups, and urban residents).
- Provide a detailed profile of the same groups' knowledge, attitudes and practices towards poverty and vulnerability.
- Provide at least three measurable indicators of public knowledge of social protection and cash transfers.
- Provide an overview of media coverage of social protection and poverty reduction.

### 1.2 Research questions

#### *Knowledge of poverty and vulnerability*

- What does poverty and vulnerability mean?
- What causes poverty and vulnerability?
- Who are the poor / vulnerable?
- How do people exit from poverty and vulnerability?
- Coping mechanism and how people exit from poverty?

#### *Knowledge of social protection and cash transfers*

- What do target communities understand by social protection?



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- What is people's knowledge of the social protection efforts – specifically cash transfers?
- What existing social protection programmes are they aware of?
- What is the impact of social protection programmes on traditional 'coping mechanisms'?
- What are barriers to cash transfers being successful?
- Government efforts to address poverty and vulnerability? Whose responsibility is it? How well are people satisfied with GoU responses?

#### *Media coverage of social protection and poverty reduction*

- How much coverage of poverty reduction and social protection is there? (Quantitative).
- What characterizes that coverage? (Qualitative).
- What do journalists and editors know about social protection and poverty reduction?
- What influences their attitudes towards social protection and poverty?
- Who are opinion leaders that media turn to for comment on social protection issues?
- What do they understand by the term social protection and how does this differ from social development, social welfare etc.

#### *Attitudes towards Poverty*

- Peoples' feelings, opinions, beliefs or attitudes towards issues related to poverty.
- What are attitudes towards those defined as poor?
- What are attitudes of the poor towards their own poverty?
- What attitudes of non-poor towards the poor?
- What are the attitudes towards attitudes to elderly, disabled, single headed households, orphans, chronically sick / unable to work?
- Who *should* look after the poor and vulnerable?

#### *Attitudes towards social protection/ cash transfers*

- What kind of support for the poor and vulnerable would people approve of, and demand government action on?
- What are public attitudes towards the idea of cash transfers?
- Levels of approval of measures to address poverty (which ones specifically?).
- What attitudes does the target audience have towards the idea of cash transfers?
- What attitudes does the target audience have toward the SAGE *approach*?

#### *Beliefs towards poverty and social protection*

- What are traditional beliefs around causes of vulnerability, poverty?
- What are traditional beliefs about how vulnerability / poverty should be addressed?

#### *Practices around social protection*

- What traditional practices towards addressing vulnerability / poverty are there?
- Who looks after the poor and vulnerable?
- Peoples' willingness to try new ideas / ways of addressing poverty
- Perceived obstacles to the trial, adaptation or adoption of existing measures to address poverty;
- What would they spend cash grants on?

## Chapter 2: Survey Methodology and Implementation

Different methods were used to execute the study. It involved the use of desk research, qualitative and quantitative methods of data collection. Each of these happened at different stages and they complemented each other.

### 2.1 Target group

The target respondents for the field research were:

- General public: Target (poor and vulnerable) and non target (non- poor and non vulnerable) populations in selected Districts.
- Policy makers at both local and central government
- Media professionals
- Civil Society Organizations (program managers, M&E specialists, other implementing officers)
- Representatives of politically influential groups
- Opinion formers (tax payers, middle class, religious groups, urban residents (particularly Kampala)).

### 2.2 Coverage

The study was conducted in the 7 selected districts; these included 6 districts, 3 of which were SAGE and 3 non-SAGE districts; and Kampala. Selection of the study districts was done by ESP and they included; Kampala, Arua, Soroti, Kyenjojo, Masaka, Moroto and Apac.

**Table 2.1: Study districts**

Survey districts	Pilot districts
Kampala	Katakwi
Arua	Mbarara
Soroti	Kiboga
Kyenjojo	
Masaka	
Moroto	
Apac	

### 2.3 Detailed methodology

#### 2.3.1 Pre-study activities

The study was preceded by meetings to agree on the implementation plan, defining the samples and finalising the inception report. The sections below show the details for each of the study phases.

#### 2.3.2 Secondary data collection

This phase involved collection of secondary data from past surveys done, government documents and reports released and other documents published about poverty, vulnerability and social protection (see appendix 2). The purpose of secondary data collection was to:

- Provide existing information about poverty, vulnerability and social protection that inform the development of the tools for the primary research.
- To identify gaps in the existing information that could be filled in the primary research and enhance the information collected.

After the review of the literature a report of the findings from secondary data was submitted to ESP and forms the appendix 2 of this report. Findings from the secondary data collection have been used to explain some of the findings from the field and draw conclusions.

### 2.3.3 Primary data collection

This phase of the study, involved gathering information from respondents through qualitative and quantitative methods of data collection.

#### 2.3.3.1 Qualitative research

Qualitative data collection involved the use of focus group discussions, key informant interviews and PRA.

#### Focus group discussions (FGDs):

In each of the 7 districts 3 FGDs were conducted with the community members and each focus group had a minimum of 10 participants. In total 21 focus group discussions were conducted and they were distributed as follows:

**Table 2.2: Distribution of the FGDs across the study district**

Age/Districts	Apac	Masaka	Soroti	Moroto	Kyenjojo	Arua	Kampala
18-30	Male	Female	Female	Female	Male	Female	Male
31-64	Female	Female	Male	Male	Female	Male	Female
65+	Male	Male	Female	Male	Female		
PWD						PWD	PWD

\*\*\* Those respondents that participated in the FGDs did not get involved in the quantitative research.

Trained moderators facilitated the focus group discussions using the local languages spoken in each for the selected districts. As indicated in Table 2.2 above separate groups were conducted for each category of respondents.

In distributing the sample for the FGDs, the key consideration was homogeneity of the participants in the groups and the coverage of vulnerable groups. The focus groups in the districts were distributed to represent the population across the age groups and gender. While the study groups have been divided into two main categories i.e. those below 65 and those above, the former was split into smaller age bands to maintain homogeneity. Each district had at least one group comprising the elderly.

#### Community Participatory Rural Appraisals (CPRAs):

Another method that was used to generate information was the Participatory Rural Appraisal (PRA) approach that collected information among the more informed community members. In each of the districts one PRA was conducted in a randomly selected EA. A total of 6 PRA

groups were conducted among the community members in the rural districts. Just like the focus groups, the PRA was facilitated by a trained moderator and note taker.

**In-depth interviews:** In-depth interviews were conducted among Key informants. ESP provided a list of key informants' categories that were interviewed for the IDIs and they included; Members of parliament, cabinet and state ministers, resident District commissioners, District chairpersons and political party leaders and representatives of religious groups. A total **41 in-depth interviews** were conducted in Kampala and upcountry districts.

### 2.3.3.2 Quantitative research

Quantitative primary data collection involved the use of questionnaires to gather information from the household and the stakeholders. Table 2.3 below shows the type of respondents that were targeted for the quantitative study.

**Table 2.3: Sample size of quantitative interviews in selected districts**

Category	Achieved sample
Stakeholders	304
• Civil servant(district)	19
• Civil servant(national level)	7
• LC V councilor	25
• LC III councilor	47
• LC I councilor	48
• Pro-poor NGOs	12
• Advocacy group	6
• Media Professionals	19
• Tax payers	22
• SMEs	99
General Public (household level)	1,347
Urban residents (in Kampala)	50
Total	1,701

### Sampling design

#### (i) General public

The general public interviews were conducted at the household. A sample size of 1,152 was agreed upon at inception based on the TOR within the 6 districts and another 192 in Kampala to bring the total to 1,344. However, a total sample of 1,397 respondents was achieved from 746 households. In each of the 6 selected districts, a minimum of 64 households were to be selected randomly with an assumption that each household has an average of 3 adults. However, this was not the case as in most of the districts each household has an average of 2 adults. Therefore, with the advice and support of UBOS in sample selection, additional households were selected in the districts where this minimum sample could not be met within 64 households.

The design of selection of respondents involved multi-stage sampling;

- The first stage involved selecting the 6 districts for the baseline studying addition to Kampala.



- The second stage involved selection of Enumeration Areas (EAs) in each district. The EAs were selected with the support of UBOS using Systematic Probability Proportionate to Population size based on the Uganda Housing and Population census 2002 frame. In each district, 8 EAs were selected from urban and rural areas.
  - The third stage involved selection of households in each selected EAs. Eight households were selected using Simple Random sampling technique from a list of households compiled during the household listing exercise in each selected Enumeration area. An extra 3 households were selected as substitutes.
  - The fourth stage involved selecting the respondents at household level. Respondents were all the adults (persons aged 18 and above) in the household.
- (ii) **Stakeholders:** The stakeholders were selected according to the organizations that they represent both at national, local and business level
- (iii) **SMEs:** these were randomly selected businesses and we considered all formal business institutions with a turnover of 25million to 100m per month.
- (iv) **Tax payers:** The tax payers were selected from the list of the top taxpayers is recorded by URA.
- (v) **Urban residents:** These included the middle class category in Kampala who were defined by income (3m and above) living in affluent areas in Kampala and are in formal employment.

#### 2.3.4 Survey instruments

The survey instruments used in the research were:

- FGD guide: used during the FGDs
- In-depth interview guide: for in-depth interviews with key informants
- PRA guide: conducting the community PRAs
- Household listing questionnaire : listing all households in the selected enumeration area
- Household questionnaire : capturing data about the social economic profile of the household
- Individual interview questionnaire (for adults in household): collecting KAP data at individual household level
- Semi-structured questionnaire for policy makers, media houses, SMEs and tax payers

ESP provided input in all the tools that were used in the field and approved them.

- **Translations:** The instruments were translated (forward and back translations) into the local languages of the areas where the study was conducted.
- **Pre-testing:** The adapted tools were pre-tested before they were used in the field. For the FGDs pretesting was done through conducting dummy interviews and in the quantitative pre-testing was done in three selected districts including; Kiboga, Katakwi and Mbarara. After pre-testing the tools were revised and final ones produced.

Fieldwork was conducted between February 2011 and May 2011.

## **2.4 Data management**

For the qualitative survey, grids were generated for each FGD in addition to transcribing proceedings hence enabling analysis. For quantitative data, open-ended questions were coded and all the data captured using the scanning technology (formic). The captured data was exported to SPSS for cleaning, validation and analysis. Analytical tables (cross-tabulations) were generated for all the questions.

## **2.5 Challenges and limitations to the study**

Fieldwork challenges experienced are indicated below:

### **Household interviews**

- The target was to get at least 3 adults in the household. This was not possible because most households had fewer than the required number which led to sampling of more households and staying longer in the field to meet the minimum sample.
- Finding all the adults in the household at the time of the study was not possible in many of the districts because of the seasons when the study was conducted. It was planting season so most people had to go to the gardens first. In other areas attending social functions was the main reason for their absence e.g. in Arua where most people would go to attend burials and weddings.
- The questionnaire was translated and in translating some of the terminologies had to be defined because there is no direct vernacular translation and this could have led the respondents' understanding of the terminologies e.g. on the question of understanding of social protection, the terminology was translated and pre-coded responses were presented to the respondents.

### **Key informant interviews:**

- Most of the key informants that were proposed by ESP could not be found because they were involved in politics. This meant that substitution of these respondents had to be done and the exercise took a longer time than anticipated. However all the categories that were set out in the inception report were achieved as was proposed by Synovate. Targeting political party leaders was a very big challenge considering the trend of events at the time e.g. the elections, then walk to work and riots.
- Another challenge that affected fieldwork was the riots in Kampala that caused halting of the fieldwork at a certain time during implementation.

However, all these challenges were managed and the fieldwork was conducted successfully.



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## Chapter 3: Knowledge, Attitude and Practices on Poverty and Vulnerability

### 3.1 Knowledge of poverty and vulnerability

One of the questions that this research set out to address was the general public's understanding of poverty; vulnerability, characteristics of poverty and poor people and exit strategies from poverty. Questions were addressed to the general public and different opinion formers in order to gauge different levels of understanding of issues relating to poverty.

#### 3.1.1 Defining poverty

Findings indicate that poverty is associated with general material deprivation and lack of basic needs, such as shelter, food, health care and money when it is needed, social exclusion associated with rejection people suffer in their day to day life, powerlessness and misery.

Definitions of poverty differ by district and age. In Moroto the male 23-64years defined poverty as a state of having no peace, while in Apac, among the females of the same age category, it was related to a situation where traders cannot get favourable markets for products and have to yield to exploitation by the buyers. In Kampala, poverty among the young people of 25-35years is defined by inability to afford basic needs such as food, while among the business people in the same area, it is perceived to be a "mindset".

*"A situation where the society does not have peace, no jobs and people live in harsh conditions of drought" (Moroto Male 36 - 64 years)*

*"Also include lack of ready market for our produces as well as exploitation from the buyers of produce where by they buy cheaply from us and re sell expensively to our disadvantage. The make profits out of us". (Apac female 36-64 years)*

*"Poverty is a situation where by some one cannot afford something like the best meal, best education and other luxurious life---". (Kampala Male 20-35 years)*

*"A situation where one cannot afford the basic needs. There are some things that a person needs like housing, clothes the sustainable needs. A person cannot afford a meal either in some cases" (Kampala Male 20-35 years)*

*"I believe poverty is a state of mind for as long as someone is not disabled---". (Kampala Business man, 23 years)*

The understanding that came across from all the 6 districts and Kampala means that poverty cannot be simply understood by focusing on income alone. It encompasses physical aspects associated with lack of basic needs, income-lack of money, social aspects -relating to exclusion of those perceived as poor as well as psychological- associated with pain and unrest suffered by the poor.

Some of the findings from the community do not differ from the opinions of the opinion leaders<sup>2</sup> regarding understanding of poverty. Some of them however related it to having a section of the public below the poverty line.

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<sup>2</sup> The opinion leaders comprised of the Members of Parliament, religious leaders, LC V district chairpersons, and Ministers



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*“From the economic perspective it is where people cannot afford the basic needs of life, if they cannot afford basic needs of life then they are considered as poor ” (Religious leader Apac)*

*“Most of the Ugandans are below the poverty line, but mainly the statistics from time to time show that 24% of Ugandan live under the poverty line” (Minister in the Ministry of gender)*

*“Well of course according to the records we have.....i mean the numbers of people living below a dollar is 40%” (Member of social services committee)*

*“ -----is lack of assets or income that can facilitate a person to be able to keep some standard of living, of which standard of living can be measured by your capability of having shelter, clothing yourself and your family, certain benchmark of diet you have in a week or in a year----”(Woman member of parliament)*

According to communities interviewed in the 7 districts, a poor person is easily visible and is often seen to have many children, miserable, poorly dressed and with low esteem. This means that poverty has a physical nature.

*“A person who is poor is usually dressed shabbily in rags, has a miserable face, he cannot maintain personal hygiene. Sometimes he has that sickly appearance, angry look on the face. Life becomes meaningless to such a person”(Arua Female 20-35 years)*

*“Someone who really struggles with life for example if one has children but cannot afford to buy panadol of 50shs which is cheap but instead borrows from neighbours, then that clearly shows a sign of poverty” (Arua PWD )*

*“He looks so troubled even if you tell him something he will not pay attention because his mind is far” (Kyenjojo Male 20 – 35 years)*

These findings about understanding of poverty don't present a major shift from previous studies on people's perceptions towards poverty such as the PPA process, where communities contextualised poverty to include the inability to satisfy a range of basic human needs, and stems from powerlessness, social exclusion, ignorance and lack of knowledge, as well as shortage of material resources.



### 3.1.2 Characteristics of poverty

Different stakeholders characterise poverty differently according to order of importance of a given characteristic based on both visible and invisible nature of poverty. Broadly however, the defining characteristics of poverty include; less meals, very poor housing conditions, ill health, adverse coping mechanism such as begging among others.

**Table 3.1: Views of the stakeholder about characteristics of poverty**

	Category of Stakeholder										
	Total	Civil servant(district)	Civil servant(national level)	LC V councilor	LC III councilor	LC I councilor	Pro-poor NGOs	Advocacy group	Media Professionals	Tax payers	SMEs
	304	19	7	25	47	48	12	6	19	22	99
Less meals in a given day (cannot afford three meals a day)	29%	21%	0%	24%	32%	23%	25%	17%	47%	5%	37%
Very poor housing conditions	11%	16%	29%	8%	11%	13%	0%	17%	5%	0%	12%
Poor lack of proper clothing	9%	11%	0%	24%	11%	10%	8%	17%	5%	5%	6%
Poor meals	8%	5%	14%	4%	4%	6%	17%	0%	11%	36%	3%
Inability to access/acquire medical care/mo transport	5%	5%	0%	20%	6%	4%	0%	0%	0%	5%	2%
They tend to beg/resort to begging	5%	5%	14%	0%	2%	6%	0%	17%	0%	5%	6%
Lack of education resulting from lack of money	4%	5%	0%	0%	6%	4%	8%	0%	0%	5%	3%
Prone to sickness/poor health/always sickly	4%	16%	0%	0%	2%	8%	17%	0%	0%	0%	2%
Poor society participation/low self esteem/feel inferior	4%	5%	0%	0%	0%	4%	8%	17%	0%	0%	6%
Lack of accommodation/shelter	4%	0%	14%	8%	0%	2%	0%	0%	5%	14%	4%
Stressed all the time	3%	0%	0%	0%	6%	4%	0%	17%	0%	0%	3%
No stable income (living or get hand to mouth)	3%	0%	0%	4%	2%	2%	8%	0%	5%	14%	1%
Source of income is through hand or labor	3%	5%	0%	0%	6%	0%	0%	0%	5%	5%	4%
Persons who are unemployed	3%	5%	0%	0%	4%	4%	0%	0%	0%	0%	5%
Lack of household items (radio, telephone)	2%	0%	29%	0%	0%	0%	0%	0%	5%	9%	0%
Lack of assets like land cows and goats	2%	0%	0%	8%	4%	4%	0%	0%	0%	0%	0%
Addictions drugs alcohol	2%	0%	0%	0%	2%	0%	0%	0%	5%	0%	4%

*NB: Respondents provided multiple responses about characteristics of poverty*

From Table 3.1 above, among most stakeholder categories, apart from the civil servants at national level, the major defining characteristic of poverty is having fewer meals a day (21%).



Other key characteristics in order of priority are poor housing conditions (16%) and lack of proper clothing (16%).

Similar characteristics are drawn among the general public across the 7 districts. According to them, lack of food is the highest ranked characteristic of poverty (79%), followed by poor living conditions -shelter (61%), poor clothing (59%) and lack of money (48%).

These characteristics can closely be linked with the way the general public defined poverty and it is clear that the most defining characteristics are more physical in nature than emotional and psychological as indicated in Table 3.2 below.

**Table 3.2: Characteristics of poverty-General public views**

	Total	Kampala	Masaka	Soroti	Apac	Arua	Moroto	Kyenjojo	Middle Class
<b>Base</b>	<b>1,391</b>	<b>192</b>	<b>188</b>	<b>193</b>	<b>192</b>	<b>192</b>	<b>191</b>	<b>191</b>	<b>52</b>
Lack of food	79%	70%	74%	82%	90%	85%	96%	60%	73%
Poor living conditions(Shelter etc)	61%	76%	64%	68%	63%	48%	47%	64%	63%
Old clothes	54%	34%	56%	62%	72%	63%	46%	49%	29%
Lack of money	48%	42%	44%	37%	55%	58%	45%	53%	54%
Children not going to school	38%	42%	25%	39%	47%	45%	21%	38%	63%
Begging	35%	30%	25%	25%	43%	28%	66%	25%	38%
Diseases	36%	19%	18%	25%	24%	35%	30%	34%	19%
Cannot afford to attend health clinics in case of illness	23%	23%	20%	24%	31%	31%	18%	16%	42%
Too many children	17%	15%	3%	21%	29%	23%	12%	18%	27%
Dirty Environment	15%	18%	3%	12%	26%	11%	13%	15%	38%
Dependent on community	5%	5%	2%	3%	5%	7%	3%	8%	19%
Doing unsafe, socially unacceptable work	5%	6%		1%	11%	9%	1%	4%	13%
Depending on extended family members	5%	4%	3%	3%	3%	9%	5%	3%	17%

While lack of food appears through all the districts as the main defining factor, other characteristics differ in ranking and importance. This can be attributed to the socio-cultural and economic contexts within the various districts. For example, while poor living conditions (shelter) are highly ranked in Kampala, in Moroto, it is not the case, as the general public instead view begging as a key characteristic. While the baseline did not delve into unpacking what constitutes poor shelter, the cultural setting in Moroto provides for a different settlement pattern that unless well contextualised can be misrepresented. Similarly, while children not going to school stands out highly among the middle class in Kampala, in Moroto it is low. The culture of taking children to school is possibly less appreciated.

*“Manifestations of the people’s basic standards of living which are still very low people live in poor conditions like shelter. This day and era people in Kampala are living in grass thatched houses, they cannot afford treatment say basic drugs for drug, cough extra”. (Female Group Kampala)*

*“We have very many people begging, sleeping without food, staying in dirty environment” (Male Group Moroto)*

The difference in ranking across the districts points to the fact that in understanding poverty, it is important to use local perspectives of the different manifestations of poverty as an addition to



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the standard income based measures. This is because these perceptions are informed by the prevailing socio-cultural and economic.

Looking at the rural and urban divide, there are also different manifestations of poverty as indicated by what the people perceived to be the characteristics of poverty. While wearing old clothes and lack of money are mentioned by 58 percent and 50 percent of the rural respondents as characteristics of poverty, in the urban areas these responses attracted 42 percent and 43 percent respectively. Instead a higher proportion of people in the urban areas perceived children not attending schools (41%) to be a characteristic of poverty than in the rural areas (37%). Poverty was also more associated with disease in the rural areas (28%) than in the urban areas (22%).

The above perceptions are supported by the focus group findings in Soroti, where female 20-35 years respondents perceived poverty to be characterised by torn clothes. In the same groups, the respondents associated poverty with polygamy that causes male parents to abandon their responsibilities at home. Among the male respondents in Arua, poverty is associated with begging due to lack of basic necessities.

*"The way he dresses, his general life style and when you look at him, you realise that there is something missing in his life. He wears torn clothes, Pala". (Soroti female 20-35 years)*

*"If the man has very many women and is helping only one---If it is school fees, you find that only one party is benefiting and the rest are suffering". (Soroti female 20-35 years)*

*"Actually a poor person can be seen in public places especially along streets when begging for assistance in terms of basic necessities such as food and clothes". (Arua male 36 and above)*

Differences in perceptions of characteristics of poverty also appear across the different profiles. For instance the lack of money as a characteristic of poverty was mentioned more by the single headed household (45%) and the widows (47%) compared to those who are married (50%). These perceptions are informed by socio economic conditions of different groups of people. According to the UNHS (2009/2010), two in every three widows are single headed households and their main economic activity is subsistence agriculture. This group may therefore perceive lack of money as a key characteristic of poverty since subsistence agriculture may not generate monetary income.

Results of the PRA exercise reflect some difference in the characteristics of poverty (*see table in appendix 3 – community ranking of poverty*). Those ranked as poor or very poor were perceived to be weak, illiterate, having orphans to take care of, lack employment and do not have food. In Soroti, families with many children were also perceived to be very poor, while in Masaka district, those that are extremely poor were perceived to be families that are headed by the elderly and people with disabilities.

*"These ones are in the poor category because they are of old age, physically weak and cannot fend for themselves, for example the elderly yet they are the ones taking care of the family. (Arua PRA group)*

*"Families with low education (Soroti PRA group)*

*"I think all those with many kids and cannot take care of them, even buying food"(Masaka PRA group)*



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*"These families have no work but depend on small gardens at home. They sometimes have no money to buy basic needs like salt" (Masaka PRA)*

For those that were categorised as rich, the common identifier is ownership of property such as land, cattle, permanent and spacious, cars and also affording high level education. In Masaka for instance the very rich/rich are described as those who have land, practice large scale farming, can easily access loans from microfinance institutions and their children attain high level education. Socio cultural differences also tend to affect the welfare ranking of households in different districts. For instance, in Moroto having more wives and children was seen as one of the characteristics of rich families while in Apac polygamy was seen as a cause of poverty.

*The rich have permanent houses ..... (Moroto PRA Group)*

*"When it has the ability to pay school fees for the children in it".(Soroti PRA Group)*

*"Some of these are rich because of good educational background, so they get well paying jobs that enables them to acquire expensive things like cars, invest in business and also send their children to goods schools like in Kampala". (Arua PRA mixed)*

*"When categorizing, families with lots of cattle and with learned children were considered to be extremely rich because he was a teacher, has a motorcycle, graduates (children), cattle, big farm and can take good care of himself". (Kyenjojo PRA Group)*



### 3.1.3 Causes of poverty

Table 3.3 lists the various causes of poverty as perceived by the stakeholder categories who participated in the baseline. The main causes of poverty as perceived by the different stakeholder categories to include disease, lack of education, unemployment and laziness. Some of the causes had a stronger weight than others as expressed by different stakeholder categories and this can also be linked to the nature of setting that the stakeholder is exposed to within in their own districts.

**Table 3.3: Causes of poverty: Stakeholder perceptions**

	Civil servant(district)	Civil servant(national level)	LC V councilor	LC III councilor	LC I councilor	Pro-poor NGOs	Advocacy group	Media Professionals	Tax payers	SMEs
<b>Base</b>	19	7**	25	47	48	12**	6**	19	22	99
Diseases	74%	57%	68%	57%	67%	58%	33%	47%	41%	44%
Lack of education	74%	14%	56%	62%	44%	50%	50%	53%	45%	36%
Loss of a job/unemployment	63%	43%	48%	62%	46%	50%	50%	42%	73%	76%
Laziness	58%	43%	52%	57%	54%	67%	17%	63%	64%	57%
Lack of land	58%	29%	44%	34%	35%	33%	67%	21%	5%	21%
Single, or unreliable source of income	53%	29%	40%	19%	29%	17%	33%	21%	23%	27%
Disability	42%	29%	52%	45%	38%	50%	67%	42%	32%	29%
Food insecurity due to drought/low yields	42%	43%	52%	57%	50%	50%	17%	11%	27%	27%
Old age	32%	14%	24%	32%	38%	8%	17%	16%	9%	2%
Death of parents	32%	57%	20%	28%	17%	8%	33%	42%	18%	22%
Loss of a bread winner	26%	29%	32%	34%	29%	50%	50%	37%	73%	55%
Being born into a poor family	26%	14%	24%	15%	10%	0%	17%	42%	5%	14%
Prolonged War and insecurity	26%	14%	40%	32%	35%	42%	17%	42%	41%	62%
Poor attitude	11%	0%	4%	4%	0%	17%	0%	5%	0%	0%

\*\*\* Small bases

Among the general public, like the stakeholders, disease, unemployment, laziness and lack of education rank highest as the main causes of poverty. Disease, lack of education and laziness were identified by various studies including UPPAP, as causes of poverty indicating a similarity in findings and that the general perceptions with regard to the causes of poverty have not changed.

**Table 3.4: Causes of poverty -perceptions of the general public**

	Total	Kampala	Masaka	Soroti	Apac	Arua	Moroto	Kyenjojo	Middle Class
<b>Base</b>	<b>1,395</b>	<b>192</b>	<b>190</b>	<b>194</b>	<b>192</b>	<b>192</b>	<b>191</b>	<b>192</b>	<b>52</b>
Sickness	55%	43%	46%	61%	65%	49%	59%	61%	44%
Unemployment	51%	86%	53%	41%	38%	42%	33%	54%	85%
Laziness	44%	36%	45%	37%	64%	55%	6%	64%	56%
Drought or floods	43%	14%	46%	55%	51%	48%	75%	13%	42%
Old age	37%	31%	34%	35%	42%	43%	53%	28%	29%
Disability	36%	36%	25%	22%	41%	40%	54%	31%	42%
Lack of Education	34%	31%	25%	35%	36%	37%	24%	52%	37%
Lack of Land for agriculture, or other productive assets	32%	16%	29%	50%	48%	31%	20%	31%	29%
Single or unreliable source of income	19%	26%	6%	20%	28%	27%	8%	14%	38%
Loss of a bread winner	17%	18%	9%	22%	28%	20%	14%	5%	29%
lack of social support from family members	11%	13%	3%	8%	9%	19%	12%	13%	19%
Being born in a poor family	11%	10%	3%	5%	17%	10%	19%	9%	17%
Lack of a spouse	4%	2%	1%	2%	11%	5%	3%	6%	4%
Few people in the household are able to work	4%	5%	1%	2%	4%	7%	6%	2%	10%
inadequate money/ income/ limited market	3%	3%	7%	2%	5%	4%	0%	2%	0%
poor saving methods / due to over drinking	3%	1%	3%	2%	3%	7%	0%	2%	6%
Insurgency	2%	0%	1%	1%	4%	0%	6%	0%	0%
Too many children	1%	0%	1%	1%	4%	1%	0%	1%	2%
Natural disasters	1%	0%	2%	0%	4%	2%	1%	0%	0%
High prices	1%	2%	4%	0%	1%	1%	0%	0%	0%

\*\*\* Red: Indicates the outstanding causes by district

*Laziness*; across all districts and key stakeholders, the question of laziness stands as one of the perceived causes of poverty as shown in Table 3.3. This perception, particularly highest among the pro-poor NGOs (67%), tax payers (64%), media professionals (63%) and civil servants (58%) at district level and 43%) at national level holds that the poor are just lazy. Among the general public, laziness still attracted higher ranking in the rural (46%) than in the urban areas (40%) and with a close divide on perceptions by men and women at 44% and 45% respectively from the general public's findings. More than half of the middle class in Kampala also cited laziness as a cause of poverty (see Table 3.4). Laziness was also cited by some parliamentarians in Masaka, but more in relation to the youth than any other group of people.

Female respondents 20-36 years in Masaka brought out a different but related view of poverty, relating it to negligence and a perception that people who are born in poor families will not take initiatives to work, thus end up poor. This same group also felt that people lack the ability to create work.

*"There is poverty that comes due to negligence and one has this belief that because am born from a poor family, i therefore have to remain poor. So if you don't work, you will still remain poor like your grand parents just because of the belief that people are born poor". (Masaka female 20-36 years)*



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*Failure to employ yourself because I don't think that whoever is employed is paid worth the work she or he does". (Masaka female 20-36 years)*

*"I think that the government has caused poverty because very many people have studied but the government has not created jobs for people---". (Masaka female 20-36 years)*

*".....laziness amongst the youths. People are used to being spoon fed instead of working"(Member of Parliament Masaka)*

*"Laziness, you see well-built able men but because they are lazy at heart although someone has a small job for you like in the hostels you see these women who back then did not have what to do but because of the hostels someone wakes up and goes to clean the whole building but then you will find some men who will just sit there yet they would be doing the same thing so I think laziness is another cause of poverty". (FGD Kampala)*

Of a related nature, the opinion leaders perceived poverty to be caused by lack of initiative by young people to find work if they cannot find formal employment.

*"I think lack of basic knowledge causes poverty, this is because when someone lacks knowledge, he will not be able to think of ways of getting out of poverty". (Apac male 20-35 years)*

Findings also indicate that certain causes of poverty are more prominent in different districts than others because of the nature of socio-economic activities undertaken as well as the geographic location of the district-what is perceived as a major cause of poverty in one district can be different from another. In Moroto and Soroti for example, droughts and floods are perceived by 74percent and 55percent respectively of the general public as the major causes of poverty in the districts. This is because the district (Moroto) and Karamoja as a region is a drought prone area and as a result people are not able to undertake livelihood activities such as farming like in other areas. This is a similar situation in regard to education; as a perceived cause of poverty it ranks highly in other districts but it is low in Moroto because it is not perceived as a critical factor for asset accumulation as well as enabling people to bounce back or prevents them from falling into poverty.

*"The causes of poverty; one I think there is, we have had drought, we have lacked rain for quite some time, these people would have cultivated and they would be harvesting but we did not get the rains...." (Minister of state Gender Labour and social development)*

*"...Lack of education; many people in the rural areas are not educated. An implication that they are not knowledgeable to take on jobs which require academic training ..... They have no basic skills to do small jobs hence cannot raise enough income to support their families." (Vice chairperson LC V Kyenjojo district)*

Prolonged war and insecurity hitherto were major drivers of poverty in Northern Uganda and have almost dropped off the list of causes of poverty. This can be attributed to the return of peace in the region. In districts such as Soroti where cattle rustling by the Karamajong cattle warriors was the main threat and driver of poverty in the 1980's and early 90's, the disarmament programme in Karamoja has caused a scale down of rustling thus reducing cattle rustling as a cause of poverty. With less insecurity, communities are more settled and focused on production thus explaining why lack of land for agriculture emerges as one of the main drivers of poverty in the Soroti and the northern districts (ranked by 55%) of the general public.



Although perceptions of the causes of poverty may be similar among the stakeholders, general public and opinion leaders, the opinion leaders such as members of parliament and political party heads highlighted other things that they perceive to cause poverty such as corruption and mismanagement of funds, lack of ready markets for commodities, poor infrastructure and high dependency ratio by orphans, widows, and other family members that constrain household resources<sup>3</sup>. It is noted that the key informants' perceptions may be informed by their involvement in policy making and decisions regarding poverty while the general public is driven by the actual manifestations of poverty within their communities.

*"One of the causes of poverty is lack of effort to support the farmers, in fact all farmers generally" (Religious leader Kampala)*

*"Mismanagement of funds, corruption and laziness amongst the youths. People are used to be spoon fed instead of working" (Member of Parliament Masaka)*

*"Government institutions are not meeting the demands of the people they serve" (Councillor Soroti)*

*".....nepotism caused as a result of tribalism which is manifested by the state wealth in the country is distributed at state level.....but when you look at this country distribution of jobs is inclined towards one side for instance all programmes, projects are implemented in the west or the central because the people in charge tend to come from those areas. This has caused a lot of poverty in other areas as instead of using and fairly distributing opportunities instead they are diverted leaving other people to suffer". (Member of Parliament Apac)*

Another key factor that was pointed out by the opinion leaders is related to the land laws which leave some section of the general public not owning productive resources such as land.

*"Our land tenure system is a big impediment in this country, because if you look at the north, the land is customarily held,--- even Bugisu, part of the east and largely even the west, land is customarily held, so you don't have individual rights. And yet you find where the tenure system is individualised, you have your land title; it can be a tool for you to borrow money and start a life.--- the land fails to become an asset to get you out of poverty" (Woman Member of Parliament)*

Poverty was also associated with natural calamities that come as a result of climate change. These were particularly said to affect the Teso region e.g. the floods, soil erosion that result to poor yields.

*"--- the flooding in Teso region left people poor--- talk about the conflict in northern Uganda, it destabilizes the population, dislocates them thus poverty."(Minister of state, Gender, Labour and Social Development)*

*"According to me, poverty is as a result of climatic change especially the variation between rain and sunshine". (Arua male 36 and above)*

In addition, the opinion leaders pointed out issues relating to policy as causes of poverty citing the policy on privatisation that is perceived to have increased the gap between the rich and the poor.

*"--- some are multi- sectoral and others multi-disciplinary causes, ---". (L.C.V Arua District)*

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<sup>3</sup> Information from opinion leaders was collected through in-depth interviews hence more of qualitative than quantitative.



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*“The policy we have adapted on the question of open economy, opening the economy to the private sector--  
-A capital economy, a Free State economy distributes more income to the rich---the government has no  
price ceiling, then people become poorer, those who are rich will become richer---”(woman member of  
parliament)*

*“...government policy the capital economy by nature benefits the rich as resources are distributed more on  
their side for instance those in agriculture like dairy farms they buy milk products from farmers at very low  
prices and use the same product to make numerous products like cheese, butter, ice cream, yoghurt extra  
and benefit more at the end of the day the government is failure to intervene where people are taking  
advantage of the incapable.....”(Woman member of parliament)*

Other causes of poverty that were identified include; lack of exposure to new ideas which was expressed by the people in Kampala, lack of education cited in Apac district and loss of income earners.

*“Lack of education also causes poverty because when you lack knowledge about something, you will not be  
able to think about doing something developmental that can bring income for your wellbeing so you need  
knowledge to do something good and knowledge is got from school or out of education.” (FGD Apac  
district)*

*“---Also depends on where someone stays, there are people who stay in town and those in villages. Those  
who stay in town have the open mind and can work hard to even discover new ideas--- I could take it as  
exposure to resource---”. (Kampala male 20-35 years)*

*“I think death causes poverty, for example when you lose someone who has been responsible for making  
money and looking after the family well”. (Apac female 36-64 years)*

*“We also look at family level. There are those born in rich families and continue to be rich and then there are  
those born in poor families and continue being in that state”. (Kampala male 20-35 years)*

#### 3.1.4 Household shocks

In order to understand some of the causes of poverty in communities, the general public was asked questions on some of the common negative events that might happen and cause households to fall into poverty. From Table 4.16 It is evident that the most common bad event that can cause a household to fall into poverty is the death of an income earner within the household (62%) with similar distribution across the districts. Apart from the districts within the central region (Kampala and Masaka) the second most common bad event mentioned are the natural calamities related to changes in weather conditions i.e. famine and floods (44%). One of the major variations across the districts is unemployment with higher incidences in Kampala (25%) and among the middle class (19%) as compared to other districts. Furthermore, cattle raids in Moroto (17%) are also perceived to significantly have an effect on the welfare of households in the district.



**Table 3.5: Common bad events that may happen and cause shocks to households**

	Total	Kampala	Masaka	Soroti	Apac	Arua	Moroto	Kyenjojo	Middle Class
	<b>1,397</b>	<b>192</b>	<b>190</b>	<b>194</b>	<b>193</b>	<b>192</b>	<b>192</b>	<b>192</b>	<b>52</b>
Death of income earner	62%	67%	81%	56%	75%	66%	45%	47%	69%
Famine /floods	44%	30%	23%	59%	46%	51%	43%	64%	21%
Sickness	26%	21%	21%	32%	27%	26%	24%	28%	23%
Uncertain occurrences such as (fire, accidents, theft)	25%	26%	30%	25%	29%	44%	10%	8%	27%
Unemployment	14%	25%	12%	11%	11%	17%	5%	14%	19%
Epidemics (e.g. AIDS)	14%	13%	21%	8%	10%	14%	18%	12%	10%
Loss of land for agriculture/ property	7%	14%	2%	0%	4%	1%	10%	15%	12%
Quarrels/domestic violence	6%	2%	2%	6%	15%	13%	1%	1%	4%
Divorce	3%	2%	3%	3%	5%	6%	2%	3%	2%
Riots/ strikes (insecurity)	3%	2%	8%	1%	2%	3%	8%	1%	0%
Raids	2%	0%	0%	0%	0%	0%	17%	0%	2%
Drunkenness/laziness	1%	1%	0%	0%	0%	0%	0%	8%	2%
Polygamy	1%	0%	1%	1%	3%	2%	1%	1%	0%
Old age	1%	1%	1%	1%	1%	3%	0%	1%	0%
None	1%	0%	1%	2%	3%	0%	4%	1%	0%

The most common perceived shocks that can lead to a household poverty rhyme with the most common bad events that occur. It is evident from Table 4.17 that death of an income earner (31%), drought/floods/poor yields (24%) and unemployment (17%) are perceived to be the major shocks that lead to poverty. Still unemployment is highly mentioned among the Kampala and middle class residents while drought/floods/poor yields greatly affects Soroti (27%), Arua (43%) and Moroto (49%). This can be related to what is commonly experienced within these areas. It is important to note that being elderly is one of the least perceived events that can lead to a household being poor.

**Table 3.6: Category of people or households most likely to find difficult to cope with shocks**

	Total	Kampala	Masaka	Soroti	Apac	Arua	Moroto	Kyenjojo	Middle Class
	<b>1,397</b>	<b>192</b>	<b>190</b>	<b>194</b>	<b>193</b>	<b>192</b>	<b>192</b>	<b>192</b>	<b>52</b>
The elderly	33%	25%	47%	20%	20%	49%	50%	22%	37%
Orphans	31%	33%	27%	42%	38%	23%	14%	41%	17%
The children	25%	27%	33%	27%	24%	40%	9%	16%	31%
Disabled people	15%	17%	15%	10%	13%	14%	16%	18%	17%
Households that lose a bread winner	9%	10%	15%	6%	20%	2%	3%	7%	15%
Any person	6%	2%	2%	7%	10%	16%	1%	3%	6%
Single headed households	5%	6%	3%	3%	8%	6%	4%	5%	8%
Households headed by disabled	3%	5%	3%	1%	4%	1%	3%	5%	8%
None	2%	3%	1%	1%	2%	2%	3%	1%	2%



### 3.1.5 How people deal with common bad events that affect households

Although government is perceived to be responsible for helping those who experience poverty due to shocks, there is a general perception among the general public that when negative things that cause shock to households happen, the source of help is mostly the family members (56%), the community (34%) and the government comes third at (29%). Despite the fact that a high proportion of both the community and the stakeholders felt that the government should assist people who face shocks and the poor, it is evident that the community looks to the social networks such family and the community groups for assistance most of the time. The support mechanisms however, vary by districts. In Karamoja the majority of the respondents attested to getting support from government (63%) more than in any other district, while community groups are common in Apac and Arua district.

**Table 3.7: Sources of support in times of bad events**

	Total	District							Middle class
	Total	Kampala	Masaka	Soroti	Apac	Arua	Moroto	Kyenjojo	Kampala
	1,397	192	190	194	193	192	192	192	52
Help from family members	56%	62%	66%	56%	53%	65%	36%	49%	69%
Use of community groups	34%	34%	32%	28%	48%	50%	6%	39%	35%
Government	29%	24%	17%	17%	11%	23%	63%	47%	17%
Help from NGOs/CBOs	15%	9%	4%	13%	12%	16%	36%	18%	12%
From the Church	10%	13%	1%	16%	17%	16%	5%	5%	12%
Engage in self motivated activities	3%	3%	11%	4%	1%	2%	0%	1%	2%
Work harder	2%	2%	1%	8%	2%	1%	0%	0%	0%

Most of the assistance given to the people who experience shocks and poor is in material things (81%). Only 11 percent mentioned money help on irregular basis and 5% on regular basis (although regularity is still undefined).

To affirm the above 40 percent of the stakeholder that we interviewed for this study indicated that the poor and those vulnerable to poverty cope through getting assistance from family and 37 percent mentioned assistance from friends. Unique to the stakeholder is that they felt the poor and those vulnerable to poverty do small jobs to meet their basic needs (57%). Assistance from church (24%) and charity organisations (31%) also featured. All these indicate similarities between perceptions of the stakeholders and the general public on the existing sources of social assistance in the community.



**Table 3.8: Kind of help received from each of the sources**

	Material things (food, medicine, etc)	Monetary terms regularly	Irregular or one time monetary help	Give them shelter(houses) to live in / 10	Counseling /Advise
<b>n=</b>	<b>672</b>	<b>41</b>	<b>95</b>	<b>7</b>	<b>3</b>
Help from family members	58%	44%	54%	14%	33%
Government	22%	37%	15%	29%	0%
Use of community groups	16%	15%	26%	57%	33%
Help from NGOs/CBOs	13%	15%	14%	0%	0%
From the Church	3%	5%	5%	0%	33%

### 3.1.6 Vulnerability

#### Who are the vulnerable?

The categories perceived to be vulnerable to poverty by opinion leaders, stakeholders and general public are the elderly, the orphans, people with disabilities, widows, the uneducated youth, children, single headed households, the displaced, peasants and the chronically ill.

The key informants specifically mentioned that the orphans, widows and extended family members cause poverty because they strain household resources. Tables 3.5 and 3.6 below show the distributions of responses from the stakeholders and the general public regarding the people categorised as vulnerable to poverty.

**Table 3.9: Public perceptions on vulnerable groups**

	Total	District						Area Setting		
		Kampala	Masaka	Soroti	Apac	Arua	Moroto	Kyenjojo	Urban	Rural
	<b>1,397</b>	<b>192</b>	<b>190</b>	<b>194</b>	<b>193</b>	<b>192</b>	<b>192</b>	<b>192</b>	<b>358</b>	<b>1,039</b>
The elderly	57%	33%	57%	55%	59%	80%	64%	54%	48%	61%
Orphans	53%	48%	49%	58%	73%	37%	35%	69%	53%	54%
Widows	42%	35%	29%	54%	54%	48%	29%	41%	45%	41%
People with disabilities	31%	42%	26%	27%	48%	20%	26%	28%	35%	30%
Children	30%	34%	20%	28%	31%	38%	26%	26%	34%	28%
The chronically ill	28%	27%	25%	20%	27%	30%	16%	44%	32%	27%



**Table 3.10: Stakeholder perceptions on vulnerable groups**

	Total	Civil servant(district)	Civil servant(national level)	LC V council or	LC III council or	LC I council or	Pro-poor NGOs	Advocacy group	Media Professionals	Tax payers	SMEs
	304	19	7	25	47	48	12	6	19	22	99
The elderly	54%	74%	29%	56%	74%	79%	67%	50%	53%	45%	31%
Orphans	47%	63%	14%	68%	57%	60%	42%	67%	42%	32%	34%
People with disabilities	36%	53%	43%	48%	47%	48%	50%	17%	42%	5%	23%
Widows	22%	32%	0%	44%	36%	33%	8%	33%	16%	0%	12%
Chronically ill	21%	32%	0%	12%	26%	13%	42%	0%	16%	14%	25%
Child headed households	17%	37%	0%	20%	28%	0%	42%	33%	11%	5%	18%
People who lack property e.g. land	12%	11%	14%	12%	13%	15%	0%	0%	21%	9%	11%
Youths	6%	0%	0%	0%	19%	15%	0%	0%	0%	0%	1%
Single headed households	5%	16%	0%	8%	9%	4%	17%	17%	0%	0%	2%
Women Groups	5%	16%	0%	0%	13%	0%	17%	17%	11%	5%	0%
Unemployed people	3%	11%	0%	0%	2%	2%	0%	0%	5%	0%	4%
Un educated	3%	5%	0%	16%	0%	0%	0%	17%	11%	0%	1%
Children	2%	11%	0%	0%	2%	4%	17%	0%	0%	0%	0%

**The elderly:** these are perceived to be the most vulnerable to poverty by over 50 percent in each district apart from Kampala (33%). A higher proportion of these responses were in the rural areas compared to urban centres with 61 percent and 48 percent respectively. Their vulnerability is noted by 57 percent of the respondents (general public) and is associated to being weak and lacking in strength to participate in any productive work. This is because people feel that as one becomes older, they become frail and their physical strength to do work also diminishes. Thirteen percent of respondents also felt that often the elderly have no care extended to them and that they are isolated and voiceless as indicated by 35 percent of the respondents.

**Orphans:** orphans were ranked as the second most vulnerable by both the general public and stakeholders. The feeling by the respondents is that orphans are neglected and have no care extended to them. They are also perceived to have insufficient funds and cannot work. Apac (73%) and Kyenjojo (69%) had the highest response for Orphans as being vulnerable to poverty. There were also reflected during the PRA with community members and the focus group discussions.



**Persons living with Disabilities;** these are considered as the third most vulnerable category among the stakeholders and the fourth among the general public. Among the general public this perception is expressed more in Apac (48%) and Kampala (42%) than in any other districts. Like the elderly, communities attributed their vulnerability to the lack of physical strength to work.

**Widows:** Among the general public the widows are ranked as the third most vulnerable groups with high ranking in Soroti and Apac at 54percent in both districts. It is perceived that widows have no care extended to them and are often voiceless, helpless, isolated and disadvantaged.

**The single headed households;** these are vulnerable to poverty because they have many dependants and have big responsibilities that they have to handle single headedly.

**The unemployed;** these are perceived to be vulnerable as they lack a source of income (73%) to sustain themselves.

**The chronically ill;** these like the elderly are perceived to be frail and therefore cannot fend for themselves. According to the stakeholders these are weak and cannot fend for themselves (59%), but related to this, they cannot afford medical bills because they are not working (13%). Earlier finding about the causes of poverty revealed disease and sickness as among the top 3 causes of poverty.

**Children;** these are also perceived to be vulnerable to poverty by 30 percent of the general public. Their vulnerability is attributed to the perception that they are weak and lack enough strength to engage in physical work (21%) and cannot work for themselves (self employment) at 27%). There is also a perception that they are voiceless (17%) and lack a source of income (16%).

However the stakeholders specifically pointed out the child headed households (17%) as being vulnerable to poverty, while children (*unspecified*) attracted only 2 percent. The vulnerability of child headed households among the stakeholders was attributed to being burdened by responsibilities that would otherwise be for mature people (13%), lack of parental guidance and support (23%) and lack of a source of income (11%). There is also a perception that some of these children are orphans whose parents died of HIV which means they are left to deal with the sickness and fending for themselves (17%).

Perceptions of key opinion leaders with regard to poverty are not any different from those advanced by different stakeholder categories regarding the vulnerability of children. Some members of parliament attributed the vulnerability of children to being affected by HIV through loss of parents and being infected as well. In Moroto district, the issue of peasant families was brought up still in relation to children.

*"I will talk about the vulnerable children. This could be related to HIV/AIDS children directly the most affected"* (Member of Parliament Kyenjojo)

*"I think women and children are the most vulnerable especially of the peasant family".* (LC V Moroto)



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*"I think women and the youth are the most affected" (Minister of state gender labour and social development)*

*"The women are the most affected because they are the ones who do donkey work; they collect water, fire wood etc. Also youths who have no work but end up joining strikes and then children who are dependants". (Religious leader Masaka)*

*"In Kyenjojo the most affected are the orphans because they lost parents and need support" (Vice chairperson LC V Kyenjojo)*

*"Many families in Uganda are poor because our families are extended and depend on a small income generated by one or two people in a family. This is usually as a result of many deaths which has left a number of orphans and widows" (Member of Parliament Masaka)*

*"--- the rural people, these people we have given a name, peasants. They are not getting the worth of even the small things they produce---"(Member of parliament)*

While categories of vulnerable can be easily disaggregated, it is important that deeper analysis is made of specific vulnerabilities under each and interrelationships with vulnerabilities faced by other categories. For example, while children score significantly as a vulnerable category, even among them, some children are more vulnerable than others. For example, girls in rural areas according to secondary literature (MGLSD, 2002; Risk and Vulnerability Assessment,) are considered more vulnerable than boys, as they are more likely to be denied access to education; more likely to be abused and defiled; and more likely to marry early.

### **3.2 Exit strategies from poverty.**

Communities employ a range of strategies to support their efforts to overcome poverty. Among the general public, 42 percent of the respondents indicated there are some people who used to be poor in their communities, but have exited from poverty through various strategies. A higher proportion of these responses were in Kampala (58%), Masaka (57%) and Apac (56%), while Moroto had the lowest at 7 percent.

Of those that had a perception that some people had exited from poverty within their communities, the exit strategies identified by the communities can be summarised into three broad categories; reliance on assistance and support from friends and relatives, assistance from charity organisations (both formal and informal) such as church, self-help groups and the government. The second category of strategy employed relates to doing petty jobs and farming. The third category employed is in doing small business such as grinding.

**Table 3.11: Exit strategy from poverty –General public views**

	Total	Kampala	Masaka	Soroti	Apac	Arua	Moroto	Kyenjojo	Middle Class
<b>Base</b>	<b>579</b>	<b>111</b>	<b>107</b>	<b>65</b>	<b>105</b>	<b>75</b>	<b>14</b>	<b>83</b>	<b>19</b>
Joined self-help groups within the community	29%	25%	36%	25%	22%	24%	14%	46%	32%
A family member assisted them	26%	35%	29%	17%	19%	28%	50%	14%	53%
Got assistance from the government	15%	17%	4%	8%	18%	13%	29%	30%	11%
Working harder	15%	14%	18%	9%	14%	17%	0%	18%	11%
Got assistance from NGOs/CBOs	13%	8%	7%	9%	15%	13%	64%	17%	16%
Got assistance from the church	8%	7%	3%	8%	9%	3%	29%	13%	21%
More cultivation of land/ Enough land cultivation	7%	0%	3%	5%	26%	12%	0%	1%	0%
Engage in new business(grinding)	7%	11%	2%	15%	6%	13%	0%	4%	0%
Look for jobs in town/ get employed	3%	6%	6%	6%	0%	0%	0%	1%	5%

Stakeholders on the other hand identified the following exit strategies as indicated in Table 3.8 below;

**Table 3.12: Exit strategy from poverty –Stakeholder views**

	Total	Civil servant( district)	Civil servant( national level)	LCV councilor	LC III councilor	LC I councilor	Pro-poor NGOs	Media Professionals	Tax payers	SMEs
<b>Base</b>	<b>304</b>	<b>19</b>	<b>7</b>	<b>25</b>	<b>47</b>	<b>48</b>	<b>12</b>	<b>19</b>	<b>22</b>	<b>99</b>
Do small jobs to meet their basic needs	56%	58%	57%	36%	53%	52%	42%	47%	55%	70%
Receive assistance from family	40%	37%	57%	32%	40%	42%	42%	26%	36%	43%
Receive assistance from friends	38%	26%	43%	16%	36%	42%	25%	32%	45%	45%
Charity organizations assist them	33%	37%	29%	36%	28%	15%	50%	42%	36%	37%
Church assists them	24%	16%	14%	16%	17%	13%	0%	26%	23%	37%
Joined a self-help group	23%	53%	0%	28%	26%	17%	17%	11%	14%	25%
The government cares for them	22%	37%	14%	48%	21%	19%	25%	11%	32%	14%
They are left to fend for themselves	22%	21%	29%	36%	26%	15%	8%	16%	27%	20%
They are helpless	14%	16%	29%	20%	19%	17%	25%	16%	0%	11%

From the above perspectives particularly from the stakeholders, the most identified strategy by the poor is doing small jobs to meet their basic needs. This perception is highest among SMEs (70%), civil servants at district level (57%), civil servants at national level (57%), tax payers (55%), LC I councillors (53%) media professionals (47%) and pro-poor NGOs (42%). Among the general public, 15 percent think that the poor actually work hard out of their poverty. While there is a perception that poor people are lazy, there is at least small proportions who feel that the poor do some work to get out of poverty.

It is also evident that family-linked assistance and from other social and self-help groups forms the major component of how communities support themselves out of poverty. Among the general public, majority of the people joined self-help groups (29%). Across the districts,



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importance in self-help groups is highest in Kyenjojo (46%), followed by Masaka (36%), the middle class in Kampala (32%), Soroti (25%), Arua (24%) and Apac (22%).

Family assistance ranks second by 26 percent of the general public. This is also ranked highly by civil servants at district level (37%), civil servants at national level (57%), and local councils (42%), SMEs (43%) and pro-poor NGOs (42%). Family members' assistance is also strong in Moroto (50%), among the middle class (53%) and other residents of Kampala (35%). These findings indicate that social networks are highly important for the poor. Similarly, there is a high regard for the work of charity organisations (including NGOs/CBOs). Importance of charity organisations is acknowledged by 37 percent of civil servants, 36 percent of councillors, at LC V level, 28 percent at LC III level, 15 percent at LC I level, 50 percent by NGOs, 42 percent by media professionals and 37 percent by SMEs and tax payers. The role of the church is highest in Moroto (29%) compared to all the districts.

While support from government is ranked third among the general public, among the stakeholders it is ranked among the lowest strategies the poor rely on to survive. Only 22 percent think government cares for the poor. This perception is particularly lowest among media professionals at 11 percent, followed by SMEs and civil servants at national level at 14 percent each and NGOs at 25 percent.

During the focus group discussions, the respondents from different districts were asked what people should do to get out of poverty. The key exit strategies pointed to the role of government, individual initiative and community assistance

*The role of government:* The general public felt that the government needs to support the communities come out of poverty. This perception was common among the 20-35 male respondents in Kampala and Arua district, citing affordable education, monitoring of government funds and doing research on the needs of different communities in order to make the right decision on how to empower the communities.

*"The government plays its role, it has to make sure that every community is taken care of but may be the resources are distributed in a balanced way---". (Kampala male 20-35 years)*

*"If the government can know and do research about particular areas to find out which crops can grow best on this kind of soil. For example, for us here, we grow pineapples and passion fruits, so it can invest in that area by putting up a factory so that people can be employed in that factory, It should have qualified people to sensitize people about how to use this money, it should not assume that when I send money every one knows what to do with that money". (Masaka female 20-36 years)*

*"The government should construct for us institutions that are affordable for a poor person--- these schools should at least be near to the poor". (Apac male 20-35 years)*

*"Community leaders; like the government funds, there has to be someone to monitor". (Kampala male 20-35)*

*"The government should ensure that it fights corruption from the lower level that is village, to higher because as she said, the money that is sent from up is spent from the higher levels so by the time the money gets to the lower levels, it has been eaten". (Masaka female 20-36 years)*



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*Individual initiative:* There was also a perception people need to take a personal initiative to come out of poverty and some of the mentioned were practicing good financial behaviour and supporting family members.

*“---People really have to improve on their lives, it all rotates around the family. If the head of the family acts as a role model and if the children see that Dad is hard working and it does not matter the type of job the Dad does but---“.* **(Kampala male 20-35)**

*“--- Yes it is true we have many needs, but how are spending this money to ensure that you have a balance that you can save“.* **(Masaka female 20-36 years)**

*“Sharing ideas with friends and putting them into practice“.* **(Apac female 36-64 years)**

*“I would search for any place where they want a worker regardless of what it is as long as I get what I want“.* **(Soroti female 20-35 years)**

*Support from community:* Some of the community initiatives include sensitisation by religious institutions, forming community self-help groups,

*“May be also the religious leaders can help like sensitizing people--- and teaching that it’s possible for someone to become rich---“.* **(Kampala male 20-35)**

*“Coming together in a group like us we have a group of farmers, we work together as a group and help one another“.* **(Apac female 36-64 years)**

*“Before you can think of the LC1 Chairman, we should be the first people to ensure that we get out of poverty“.* **(Masaka female 20-36 years)**

*“It’s your responsibility to make sure you come out of poverty“.* **(Kyenjojo male 20- 35 years)**

The **opinion leaders**, specifically the members of parliament feel that apart from working hard, poor people should involve themselves in government programmes. Some key informants e.g. Religious leaders in Masaka were of the view that the poor should join community groups in order to gather resources.

*“Of course they are supposed to work to try and work hard because most of these people have the land but it’s not tilled , it’s not worked on and they just bushes, should the government come and dig their land“***(Member of Parliament Arua)**

*“That’s why there is government, the government is supposed to provide conducive environment“* **(Member of Parliament Moroto)**

*“Educating the children and also forming up community and farmers groups to help them create a pool of resources in large numbers“* **(Religious leader Masaka)**

Amongst the heads of political organisations, there was a perception that in Karamoja region the role of the NGOs is stronger, despite the fact that earlier some key informants felt that people should rely on government to exit from poverty. This is an indication of differences in perceptions among political groups and representatives of different districts.

*“For the people in Karamoja, life has always been dependent on NGOs. NGOs like UNICEF, FAWA and world vision have always been there for the people. This government has done nothing but instead left all*



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*the work to the NGOs. And it is funny, not even themselves can give a hand to each other because they are all poor. So what is there to help one another? ” (Political party head)*

*“Both government and NGOs are responsible for example an NGO called Bring hope to families based in Kiruhura it has helped over 200 families, precisely over 2000 people. It brings together orphans, children and has provided them with skill such as tailoring, knitting and other skills that help people live on their own. Other NGOs like the Catholic rebuke services and UNICEF have helped us with orphans and children. This implies the government needs to work with NGOs to alleviate poverty. (Vice chairperson LCV Kyenjojo district)*

*“I think the government should come up and put up schools. They should also provide universities, loans so that people start small scale businesses so as to earn a living.....” (Religious leader)*

*“The government should provide suitable policies for example increase production by investing in agriculture, human resource so that peasants change to farming. Train youths in skills like capacity building, provide social funds to the incapacitated, and introduce population policy. More emphasis should be on investment than administration”. (Male Councillor)*

*“I think the government (Central and Local government) because when we vote, we give our rights to a state. The state should then design a frame work, policies, mechanisms and when the policies are developed then it becomes a guiding principle. For instance production the government comes up with a program which becomes a production guideline for agriculture. When fully implemented the people will be guided for example planting trees, build a toilet, send children to schools, have a granary in every home; if their basic rules the people will follow”. (Woman Member of Parliament)*

*“I think it is the duty of organisations like the church and government, though the external well wishers can give a helping hand” (Religious leader Arua)*

*“It is the government because the government is responsible for the citizens for instance in the UK the government is responsible for education, orphans and for people who die but in Uganda it is different” (Member of Parliament Apac)*

There was also a feeling among some members of parliament that the community should identify different needs and challenges facing the people and bring them to table so that the government can intervene.

*It is the people who should work hard to get out of poverty because the government play a key role but it is the community who is assisted to put to use all the resources given to them. For instance we have people who have been given animals such as cattle but have sold them and diverted the resources”. (Religious leader).*

*“The community itself has a role to play in order to alleviate poverty. They should put their energy to use through working with government through the programs such as NAADS, Bonabagaware extra”. (Vice chairperson LCV Kyenjojo).*

*“The people also have a through of working together with the government. Once the people are taught new skills and provided with resources like loans, quality seeds, and ready market extra they work towards getting out of poverty”. (Woman Member of Parliament).*

*There many stake holders among which are the community who work with governments, NGOs and churches to wipe poverty out of the community.” (Male councillor).*

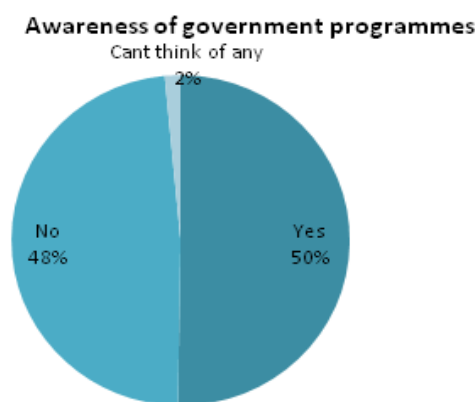
*“--- with the majority heavily depending on Agriculture, there’s need to increase production, use machines and transforming the people’s attitude to look at commercial agriculture versus subsistence. --- diversification of agricultural production”. (Woman member of parliament).*

### 3.3 Perceptions towards government initiatives to fight poverty

#### 3.3.1 Awareness of existing government programmes

Before evaluation of the public perceptions towards government programmes, respondents were asked if they were aware of any government programmes to address poverty and five in every ten claimed to know of government programmes within their communities.

**Figure 4.1: Awareness of existing government programmes**



Those that were aware of government programmes were more in rural areas than in urban districts and more of the females (52%) than males (48%). Across the districts Kyenjojo(70%) had the highest level of awareness than other districts whose responses were all below 55 percent, while Kampala district and the middle class(*who are also in Kampala*) recorded the lowest level of awareness. See table 4.26 below.

**Table 3.13: Awareness of government programmes – general public view**

	Kampala	Masaka	Soroti	Apac	Arua	Moroto	Kyenjojo	Kampala	Male	Female
<b>Base</b>	<b>192</b>	<b>190</b>	<b>194</b>	<b>193</b>	<b>192</b>	<b>192</b>	<b>192</b>	<b>52</b>	<b>661</b>	<b>736</b>
Yes	40%	42%	48%	51%	54%	54%	70%	25%	48%	52%
No	58%	56%	49%	48%	46%	44%	29%	75%	50%	46%
Can't think of any	2%	2%	3%	2%	0%	3%	2%	0%	2%	1%

In order to ascertain whether the claimed awareness is linked to government initiatives, those who claimed to be aware of government initiative to alleviate poverty were asked to mention the actual initiatives.

There is high recall for NAADS (56%) as a government initiative to alleviated poverty with high mentions in Kyenjojo (89%), Apac (85%) and Soroti (65%). While NAADS is prominent in most districts, it attracted very low responses in Moroto (35%), instead the people in Moroto recalled most, supporting the sick, the poor and women groups at 57percent. While NAADs and UPE/USE are the most outstanding government programmes, the other mentioned activities may not be attributed to government efforts because some NGOs undertake similar activities.



What is evident from the findings is that the time and tangibility of benefits affects recall of the programme. A case in point is UPE and NAADS, while UPE/USE were introduced before NAADS and have been ongoing for years, NAADS is more recent and was being communicated about even during the time of the research. Therefore, some of the high recall could be attributed to this. In addition, unlike UPE/USE NAADS deals with tangible output; for instance seeds, tools etc, which is not the case with programmes such as UPE/USE whose outcomes are futuristic and do not have an immediate effect on alleviation of poverty.

**Table 3.14: Recall of government initiatives – general public view**

	Total	Kampala	Masaka	Soroti	Apac	Arua	Moroto	Kyenjojo
	<b>828</b>	<b>91</b>	<b>119</b>	<b>106</b>	<b>113</b>	<b>118</b>	<b>122</b>	<b>141</b>
Boost Agriculture through programmes like (NAADS)	56%	14%	54%	65%	85%	41%	35%	89%
Boost Education through programmes like (UPE,USE)	16%	25%	17%	13%	10%	29%	14%	9%
Prevent diseases through initiatives like (giving mosquito)	16%	30%	12%	17%	13%	26%	8%	9%
Support the sick, poor, women groups etc	14%	8%	9%	4%	4%	7%	57%	6%
Boost incomes of people(through giving small loans)	10%	29%	8%	0%	4%	22%	0%	7%
Safe water (Construction of bore holes)	9%	10%	5%	21%	9%	10%	6%	4%
Constructed/ Renovated roads, schools, hospitals etc	6%	16%	2%	5%	4%	2%	1%	13%
Established projects i.e. employment opportunities	4%	10%	0%	6%	5%	6%	0%	1%
Encourage saving culture	3%	5%	3%	2%	0%	8%	1%	3%
Forming groups	1%	2%	1%	0%	3%	2%	2%	1%

### 3.3.2 Satisfaction with government programmes

Only 26 percent of the general public are satisfied with government's programmes. There were no differences across the districts in regard to satisfaction with government initiatives to fight poverty, except for Apac that recorded a slightly higher level of satisfaction compared to other districts.

**Table 3.15: Satisfaction with government programmes – general public view**

	Total	Kampala	Masaka	Soroti	Apac	Arua	Moroto	Kyenjojo	Middle Class
	<b>1397</b>	<b>192</b>	<b>190</b>	<b>194</b>	<b>193</b>	<b>192</b>	<b>192</b>	<b>192</b>	<b>52</b>
<b>Satisfied</b>	26%	25%	29%	27%	38%	22%	23%	19%	15%
<b>Not Satisfied</b>	74%	75%	71%	73%	61%	76%	76%	81%	85%

They attributed their satisfaction to the improved standards of living (52%), infrastructural growth (23%), and social services improvement e.g. education (13%) and health (9%) and empowerment (12%) through programmes such as NAADS and NUSAF as indicated in Table 3.16.



**Table 3.16: Reasons for satisfaction with government programmes – general public view**

	Total	Kampala	Masaka	Soroti	Apac	Arua	Moroto	Kyenjojo	Middle Class
	<b>360</b>	<b>48</b>	<b>56</b>	<b>52</b>	<b>73</b>	<b>43</b>	<b>44</b>	<b>36</b>	<b>8</b>
Improved the standards of living of the poor	52%	46%	16%	40%	55%	44%	80%	100%	38%
The country has developed	23%	2%	48%	31%	32%	33%	0%	8%	0%
Improved education standards/ UPE/sponsorships	13%	29%	14%	2%	16%	9%	5%	8%	50%
Empowerment through projects like NAADS/URA/NUSAF	12%	17%	11%	0%	23%	2%	11%	14%	13%
Improvement on health facilities	9%	17%	2%	4%	7%	7%	9%	22%	38%
Given people's rights	3%	0%	14%	0%	3%	0%	0%	3%	0%

There are several differences across districts regarding the reasons why some people are satisfied with government programmes. In all the districts, there is a perception that the standards of living have improved. However, these perceptions are stronger in Moroto (80%) and Kyenjojo (100%). Infrastructure development was stronger in Masaka (48%), followed by Arua and Apac at 33% and 32% respectively. In the recent past, the government has embarked on a plan to improve all rural road networks and this could explain some of these responses. Perceptions that government programmes have led to improved standards of living attracted higher responses in the rural (55%) than the urban areas (40%). Similarly, those who mentioned infrastructural development were more in the rural (28%) than the urban (9%), which gives an impression that the rural people appreciate more the government programmes than the urban areas. For the urban areas, the most outstanding is improvement in education (25%), compared to only 10percent in the rural areas.

Dissatisfaction with the government's efforts is attributed to several factors which can be categorised into; poor implementation, corruption and limited impact on the ground. The reasons that the general public expressed for dissatisfaction with government programmes are indicated in the table 4.30 below:

**Table 3.17: Reasons for dissatisfaction with government programmes – general public view**

	Total	Kampala	Masaka	Soroti	Apac	Arua	Moroto	Kyenjojo	Middle Class
	<b>1,027</b>	<b>144</b>	<b>134</b>	<b>141</b>	<b>118</b>	<b>145</b>	<b>145</b>	<b>156</b>	<b>44</b>
Programs are poorly implemented / delays/	27%	26%	4%	9%	54%	34%	36%	26%	27%
Majority of people are still poor	25%	31%	26%	23%	23%	21%	17%	32%	20%
Too much corruption	24%	31%	22%	12%	42%	26%	16%	24%	30%
There is high level of discrimination and segregation	11%	18%	7%	13%	8%	10%	1%	21%	11%
Unfulfilled government expectations	11%	8%	4%	13%	9%	17%	13%	10%	18%
Few people have benefited	8%	3%	18%	11%	14%	4%	5%	5%	2%
Government programs don't exist to fight poverty	7%	1%	17%	13%	16%	8%	1%	1%	0%
There are limited resources for every body	6%	1%	4%	9%	11%	3%	8%	8%	5%



Miss management of funds	4%	10%	0%	1%	4%	2%	3%	3%	14%
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**Poor implementation:** This reason was advanced by 27 percent of the general public with highest mentions in Apac (54%), followed by Moroto at 36 percent. Poor implementation is characterised by delays in implementation, making the programmes more political than development oriented and poor economic performance. Delays in implementation of the programme were particularly mentioned in some districts to have affected NAADs programmes and it strongly featured during discussions with community members.

Some of the findings from the quantitative are supported by the qualitative findings as indicated below:

*“The seeds have come too late, now it is planting season but we do not have the seeds” (Community groups – Kyenjojo)*

*“The government has tried to provide medical services but when the drugs are brought, they tend to get rotten from the stores. The drugs don’t reach the patients. They give you a half dose and tell you to buy the other dose”. (Masaka female 20-36 years)*

*“The government would have done a lot when they introduced NAADS but the good things like cows, goats which were of high quality were to the rich and the poor were neglected”. (Kyenjojo female 64+-urban)*

*“The programme is only important to a particular group of people who are associated with politicians and NAADs officials” (Masaka female group)*

*“I do not think we are being facilitated well. We are given a few things and yet we should have all the farming materials and trainings from NAADs official. May be they are giving them to are people” (Arua Male group)*

*“---Sometimes they send cassava seeds at the sub county, but they don’t give them out and they end up getting spoilt”. (Kyenjojo male 20- 35 years)*

*“The only negative aspect about them is that they are short term and are not in position to completely pull a person out of poverty. Besides, this assistance comes in material form and not in cash, so it becomes difficult for a vulnerable person to draw a strategic long plan, which would be beneficial in eradicating poverty”. (Arua male 36 and above)*

**Corruption:** The issue of corruption was depicted in different ways as evidenced in the findings. There is 24 percent of the general public that attributed their dissatisfaction to “too much corruption”. However, another dimension of corruption is the perception that there is segregation in regard to who should benefit from the programmes (11%). During the focus group discussions, participants expressed that in order for government to fight poverty it must first fight corruption such that resources do not benefit only those who are known by the authorities in charge or are related to politicians. Similarly 4 percent have a perception that there is mismanagement of funds that are meant to be for development programmes. Some members of parliament attributed poverty to mismanagement of funds by the government officials among other factors.

*“Mismanagement of funds, corruption.....” (Member of Parliament Masaka)*

*“Corruption is so high, you could be registered but when things like chicken are brought in, you do not get and your colleagues have. What is that?” (Soroti female 20-35 years)*



synovate

Research reinvented

*"There is a lot of resource divergence and this has caused a lot of poverty". (Member of Parliament Moroto)*

*"I believe there many programmes but our colleagues in government have chosen to divert the resources to one side mainly the Western and central regions. All roads developed are in the central western also when look at development agencies they are mainly in the West compare that to the Eastern region". (Woman MP Soroti)*

*On the ground impact of the programmes:* There is a perception that majority of the people are still poor as indicated by 25 percent of the general public, with higher responses in Kampala (30%) and Kyenjojo (32%) and also more mentions in the urban (27%) than the rural areas (24%). Although national statistics showed a drop in poverty levels from 31.1 percent to 24.5 percent (UNHS 2009/2010) the public still sees biting poverty. This is further strengthened by the perception that there are limited resources for everybody(8%) and that government programmes do not exist to fight poverty (11%). Other related perceptions from the general public are that few people have benefited (8%) and that government has not fulfilled all expectations (11%).

Among the opinion leaders, low satisfaction with government programmes is attributed to government having dysfunctional institutions that cannot effectively diagnose the needs of the people and plan appropriate mechanisms to address them.

From these findings, it is evident that despite the numerous poverty reduction programmes, low satisfaction is associated with the increased politicization of interventions and corruption. Failure of previous programmes such as Entandikwa was associated with corruption and similar sentiments have been expressed over NAADS and Prosperity for All. It is therefore apparent that to increase acceptability and satisfaction, poverty reduction programmes steer clear of politics and provide mechanisms of ensuring accountability and transparency.

## Chapter 4: Knowledge attitude, practice and behaviour on Social Protection and Cash transfers

### 4.1 Knowledge of Social Protection

#### 4.1.1 Understanding of social protection

When the general public were asked about their understanding<sup>4</sup> of social protection, 60 percent were able to express their understanding of social protection while 40 percent affirmed out rightly that they did not understand what the terminology meant. See table 4.1. According to those who claimed to know what social protection meant, they perceived it to mean:

- Assisting the poor – 31%
- Different activities that help people overcome negative events<sup>5</sup> – 15%
- Social security – 14%
- Disaster recovery – 8%
- Giving money to people to start business – 7%
- Charity organizations – 6%
- Giving in-kind support to relatives – 4%

In some focus groups discussions, social protection was understood to mean protection of human rights, fighting gender based discrimination and spiritual support from religious institutions.

*“It’s a group of people that fight for human rights and finds out what money for the government needs”.  
(Kyenjojo male 20- 35 years)*

*“May be protecting the social wellbeing of society or the way society is run”(Kampala PWD)*

*“Disaster preparedness meaning an organisation that helps to curb uncertainties like shock and risks”(Arua Female 36 – 64 years)*

*“Because I think it states that it’s the duty of the church to pray for the needy”. (Arua male 36 and above)*

*“This is a situation where you have to respect one’s sex whether male or female, it doesn’t matter if it’s child or an adult”. (Arua female and male people with disabilities)*

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<sup>5</sup>Understanding and defining terminologies relating to social protection was one of the limitations of the study.



**Table 4.1: Understanding of social protection by General public**

	Total	Kampala	Masaka	Soroti	Apac	Arua	Moroto	Kyenjojo	Middle Class
	<b>1,387</b>	<b>191</b>	<b>188</b>	<b>193</b>	<b>189</b>	<b>193</b>	<b>192</b>	<b>189</b>	<b>52</b>
Don't Know	40%	28%	35%	45%	47%	17%	75%	37%	35%
Assisting the poor	31%	40%	23%	33%	39%	37%	11%	35%	29%
Different activities to help people manage shocks and risks	15%	15%	16%	7%	5%	41%	1%	16%	19%
Social security	14%	19%	26%	7%	12%	17%	2%	12%	21%
Disaster recovery	8%	11%	10%	3%	4%	13%	2%	10%	17%
Giving out money to people to start business	7%	12%	6%	6%	11%	5%	1%	8%	10%
Charity organizations	6%	6%	2%	5%	4%	15%	1%	5%	12%
Providing in-kind help to relatives	4%	3%	7%	1%	1%	14%	4%	1%	6%
Granting safety to people	2%	1%	1%	1%	6%	6%	0%	0%	2%
Consistent regular cash grants to people	2%	2%	2%	1%	2%	2%	1%	2%	0%
Helping poor people out of poverty	1%	1%	2%	1%	2%	3%	0%	1%	2%

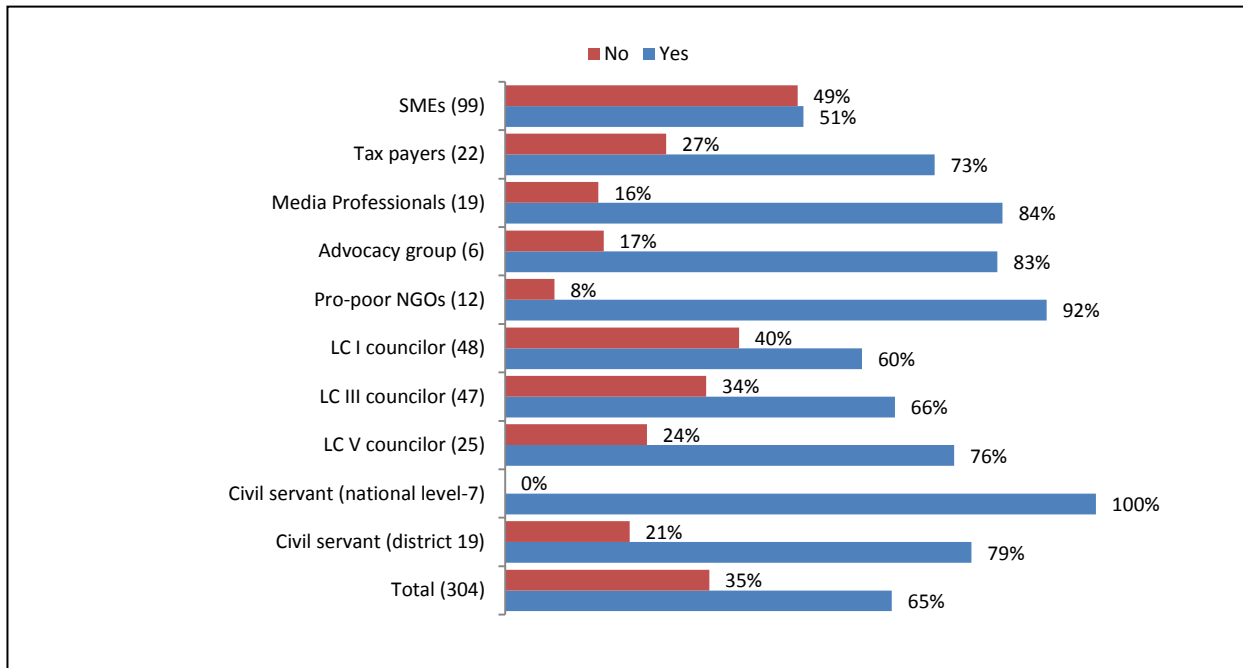
The above definitions show misconceptions about the term social protection but reflect what is practiced within the community.

The majority of respondents who affirmed out rightly not to know what social protection meant were in Moroto (75%) followed by Apac (47%), Soroti (45%), Kyenjojo (36%), Masaka (35%) and Arua (17%).

For those who defined social protection as different activities to help people get out of poverty, Arua district had the highest proportion at 40 percent, followed by Masaka and Kyenjojo at 16 percent (both) and Kampala at 15 percent. Findings also show that this understanding is higher among those of high education level i.e. from secondary school to tertiary or university with percentage ranging from 17 percent to 27 percent. Also there is higher proportion of respondents that defined it this way in the urban areas (21%) than in the rural areas (12%). Although this understanding shows that a high proportion of the general public is aware of social protection, it is also surrounded by misconceptions as will be seen in the next section 4.2.2 (see *forms of social protection*).

Among the stakeholders, about two thirds (65%) claimed to be aware of social protection with higher incidences among the pro-poor NGOs, Advocacy groups, media professionals and civil servants. However, low levels awareness exists among the community leaders and SMEs. See figure 4.1.

**Figure 4.2: Ever heard of the word social protection – stakeholders**



For deeper understanding of whether the stakeholders correctly understand what social protection means they were asked to explain what it means. It was discovered that the understanding of social protection by the stakeholders is not very different from the general public as evidenced in Table 4.2 below.

According to the findings, the stakeholders' understanding of social protection encompasses protection, assistance, development and safety & security.



**Table 4.2: Understanding of social protection by stakeholders**

	Total	Civil servant (district)	Civil servant (national level)	LC V council or	LC III council or	LC I council or	Pro-poor NGOs	Advocacy group	Media Professionals	Tax payers	SMEs
<b>Base</b>	304	19	7	25	47	48	12	6	19	22	99
Protecting people from problems such as poverty, unemployment.	25%	26%	0%	24%	17%	25%	8%	33%	16%	23%	34%
Harmony in society/human rights/security/safety.	16%	32%	14%	12%	13%	13%	42%	0%	5%	5%	20%
Providing basic needs to the poor/food/shelter	8%	21%	14%	8%	9%	6%	0%	0%	11%	14%	6%
Helping one another in times of trouble/food/shelter.	7%	5%	0%	8%	9%	10%	0%	33%	11%	5%	5%
Government's efforts to address poverty.	7%	0%	14%	8%	13%	8%	17%	17%	5%	9%	2%
Protecting people's right and property.	7%	0%	29%	0%	4%	0%	0%	0%	11%	9%	12%
Measures taken to address occurrence engaging ones welfare.	5%	5%	0%	8%	6%	4%	17%	0%	16%	5%	1%
Assistance given to people by community based organizations	4%	11%	14%	4%	11%	2%	0%	0%	0%	5%	0%
Giving money to poor people freely.	3%	5%	14%	0%	0%	6%	0%	0%	5%	14%	1%
Disaster preparedness.	2%	0%	0%	4%	2%	0%	8%	0%	0%	5%	1%
Planning for community/development in the area	2%	5%	0%	0%	0%	4%	0%	0%	0%	5%	1%
Social sensitization/rights/security.	2%	5%	0%	4%	2%	0%	8%	0%	0%	0%	1%
Priority health/improve health	2%	5%	14%	4%	2%	2%	0%	0%	0%	0%	0%

*Responses on protection:* Social protection is understood by the stakeholders to mean protecting people from problems such as poverty and unemployment (25%). This definition was common among the advocacy groups (33%) and the SMEs (34%). Another form of protection was in relation to rights to property (7%),

*Responses on assistance:* In this category social protection is perceived to mean providing basic needs to the poor (8%), helping each other in times of need (7%) and measures taken to assist those who face disasters that affect their welfare (5%) and giving money to the poor freely (3%).

*Development:* This relates to different government programmes within the community such as government efforts to fight poverty (7%), general community development (2%) and improving health care (2%).

The politicians and different opinion leaders, understanding of social protection is not different from that of the general public and the stakeholders. Most of the opinion leaders defined it as giving financial and material support such as food and security to those who cannot afford to provide for themselves adequately. It was also said to be help given to the vulnerable people like the women, widows, orphans and people with disabilities. Some key informants related it to retirement pension, social welfare and any form of help given to people who are in need. There is one key informant in Kyenjojo however who mentioned cash transfer.

*“Social protection refers to providing welfare for the population” (Member of Parliament Apac)*

*“Social protection is giving people opportunity to access and enjoy social services” (Local Council 5 Soroti)*

*“--- its about interventions, it is about actions to basically do two things, number one; to prevent vulnerability, and two; to help people cope with risks when they experience them.” (Lecturer of Social work).*

*“Government programme to help the vulnerable people like the elderly by giving them 22000. But it has not yet started, it was just proposed” (Local Council 5 Kyenjojo)*

From the evidence, descriptively, majority of the people equate social protection to assisting the poor which includes all mainstream poverty reduction programmes such as provision of basic needs and loans, giving loans to people to start businesses. It should be noted however, that no matter the definition whether from stakeholder, key informants or general public, it depicts the nature of poverty reduction programmes that currently exist within the communities.

#### **4.1.2 Knowledge of existing social protection programmes**

Various forms of social protection exist to support communities when they experience shocks however; they are mostly inclined to informal family support, community groups, NGOs, churches and well wishers type initiatives to formal government programmes .

The informal social protection mechanisms identified by the communities included; family support networks, membership to community groups, help from churches, NGOs and well-wishers.

Family support networks under this category are the most prevalent rated by 56 percent of the respondents followed by community groups (34%), NGOs (15%) and the Church (10%). At least one in every 10 people attested to getting assistance from the church, with the highest proportion being in the districts of Soroti (17%), Apac and Arua at 16 percent both.

In districts such as Apac and Arua, community groups are more common forms of informal social protection mechanisms. In Moroto help from Government is most rated form of social protection (68%) followed by NGOs (36%).

**Table 4.3: Existing forms of social protection –General public**

	Total	Kampala	Masaka	Soroti	Apac	Arua	Moroto	Kyenjojo	Middle Class
<b>Base</b>	<b>1,387</b>	<b>191</b>	<b>188</b>	<b>193</b>	<b>189</b>	<b>193</b>	<b>192</b>	<b>189</b>	<b>52</b>
Help from family members	56%	62%	66%	55%	54%	64%	36%	50%	69%
Use of community groups	34%	34%	31%	28%	49%	50%	6%	39%	35%
Government	28%	25%	17%	17%	11%	23%	63%	46%	17%
Help from NGOs/CBOs	15%	9%	4%	13%	12%	16%	36%	18%	12%
From the Church	10%	13%	1%	17%	16%	16%	5%	5%	12%
Engage in self help activities	3%	3%	12%	3%	1%	2%	0%	1%	2%
Work harder	2%	2%	1%	8%	2%	1%	0%	0%	0%

Assistance under family support has mainly been in the form of material things (food, medicine) at 58 percent, irregular or one time monetary help (54%) and regular monetary help (44%). It is also irregular in nature therefore not sustainable and in some cases not guaranteed. The role of family support is stronger in all the districts apart from Moroto where it is recorded at 36%.

Regarding help from Government 37 percent mentioned regular monetary help, followed by shelter (29%) and material things at 22 percent. The role of government strongly featured in Moroto at 63percent compared to other districts where the mentions are less than 50 percent. Some of the above views also featured in the focus group discussions that were conducted in different areas. In Apac, the female 36-64 years cited rehabilitation of the north after the war, while in Kampala the males 20-35 years mentioned disaster preparedness and interventions by support organisations such as Red Cross society.

*“Sometimes the government helps like the ministry of disaster preparedness and also the churches help by contributing through giving clothes and food, also the Red cross has come up and NGOs have helped people in need, then also the individuals who contribute individually”. (Kampala male 20-35 years)*

*“It has introduced free education”. (Soroti female 20-35 years)*

*“During the time of war and after, government programme like the rehabilitation programmes helped resettle the people back to their homes and also gave them some equipments like hoes for them to start with”. (Apac female 36-64 years)*

*“People are getting free medical care”. (Soroti female 20-35 years)*

*“Another government programme that has assisted people in this community is the UPE”. (Apac female 36-64 years)*

Karamoja region has been allocated ministry dedicated Cabinet Minister and this could have contributed to some of these perceptions, although the finding contradicts assertions by one of the political party leaders that Karamoja relies more on NGO support.

*“For the people in Karamoja, life has always been dependent on NGOs. NGOs like UNICEF, FAWE and world vision have always been there for the people. This government has done nothing but instead left all the work to the NGOs. And it is funny, not even themselves can give a hand to each other because they are all poor. So what is there to help one another? ” (Political party head)*



Community groups mainly provide shelter (57%), and irregular or one time monetary help (26%). The role of community groups is seen stronger in areas Arua (50%), and Apac at 49percent.

**Table 4.4: Form of social protection by source**

	Material things (food, medicine, etc)	Monetary terms regularly	Irregular or one time monetary help	Give shelter(houses) to live in / 10	Counseling /Advise
<b>Base</b>	<b>672</b>	<b>41</b>	<b>95</b>	<b>7</b>	<b>3</b>
Help from family members	58%	44%	54%	14%	33%
Government	22%	37%	15%	29%	0%
Use of community groups	16%	15%	26%	57%	33%
Help from NGOs/CBOs	13%	15%	14%	0%	0%
From the Church	3%	5%	5%	0%	33%

To further understand knowledge of existent social protection programmes, the general public was asked to name the organisations that are offering social protection services within the community. Table 4.5 below shows some of the organisations that were listed as offering social protection services within the community.

**Table 4.5: Organisations that offer social protection – general public view**

	Total	Kampala	Masaka	Soroti	Apac	Arua	Moroto	Kyenjojo	Middle Class
<b>Base</b>	<b>979</b>	<b>113</b>	<b>101</b>	<b>165</b>	<b>121</b>	<b>151</b>	<b>142</b>	<b>162</b>	<b>24</b>
Government	16%	18%	16%	8%	27%	40%	0%	4%	38%
NAADS	14%	19%	9%	29%	7%	5%	1%	27%	0%
WFP	8%	0%	0%	1%	0%	1%	49%	1%	0%
Charity Organization / Voluntary Organization	7%	6%	14%	11%	2%	16%	1%	1%	17%
Church	3%	4%	1%	3%	9%	3%	1%	1%	0%
Community Based Organizations (CBOs)	3%	2%	20%	0%	0%	1%	0%	3%	0%
NUSAF	2%	1%	1%	4%	3%	3%	0%	1%	0%
SAMARITAN PURSE	2%	0%	0%	0%	0%	0%	14%	0%	0%
WORLD VISION	2%	0%	1%	9%	1%	0%	0%	1%	0%
FINCA	2%	4%	0%	0%	0%	9%	0%	0%	0%

While the government was not seen to offer social protection as much as the family members and community groups among the existing formal social protection it is ranked number one (16%). Other organisations that are standing out are NAADS is the most known programme by 16 percent of the general public, WFP with high mentions on Moroto and charity organisations. For NAADS across districts, only 19 percent in Kampala are aware of it, 29 percent in Soroti, 9 percent in Masaka, 27 percent in Kyenjojo, 5 percent in Arua and only 1 percent in Moroto. The organisations that were mentioned by the respondents during the survey were similar to those that the focus groups participating cited.

*“I know is NAADS which helps farmers and I think it is also social protection” (Apac Female 35 – 64 years)*

*“There is NUREP that helps the disabled, UWESO for the orphans; IDI for the HIV infected children”. (Soroti female 20-35 years)*



*“The only programmes that are there are the disaster preparedness in case the whole village gets a problem, that’s when they come in but otherwise there is no program in Kyenjojo”. (Kyenjojo female 64+-urban)*

*“But there was this organisation called MADDO ---counsel homes that have wrangles”. (Masaka female 20-36 years)*

*APPCAN offers child protection and distributed bicycles to aid checking on the AIDS patients (Arua PRA group)*

*“There are organisations such as red cross which provides immediate help, World food programme which gives us maize, rice, beans and many other NGOs”.(PWD Arua)*

The organizations that were perceived by the general public to be providing social protection within the communities are similar to those which were mentioned by the stakeholders and the key informants (*including political leaders and opinion formers*). This indicates similarities in understanding of social protection which was earlier reflected in the definition of social protection but also indicates the level of awareness of the existing formal programmes by both the government and the community initiatives.

**Table 4.6: Organisations that offer social protection – the stakeholder view**

	Total	Civil servant(dist rict)	Civil servant(nati onal level)	LC V council or	LC III council or	LC I council or	Pro-poor NG Os	Advocacy group	Media Professionals	Tax payers	SM Es
	271	17	7	25	42	40	11	6	18	22	83
NAADS groups	15%	18%	14%	8%	31%	35%	9%	17%	6%	18%	1%
Word Vision	14%	24%	0%	20%	17%	15%	18%	0%	17%	23%	7%
NUSARF	9%	6%	0%	8%	21%	25%	0%	17%	6%	0%	0%
Compassion International	8%	12%	0%	4%	5%	3%	27%	17%	11%	9%	8%
TASO	6%	0%	14%	8%	12%	5%	0%	0%	6%	9%	5%
Disaster preparedness	6%	6%	0%	16%	10%	3%	9%	17%	6%	9%	1%
UWESO	6%	0%	29%	4%	7%	5%	0%	0%	0%	9%	8%
UNICEF	6%	18%	0%	4%	10%	8%	0%	17%	6%	5%	4%
Uganda Red Cross Society	6%	0%	0%	20%	7%	0%	0%	0%	0%	0%	10%
Safe Motherhood	5%	0%	0%	0%	7%	10%	0%	33%	0%	5%	4%
Save The Children Fund	5%	0%	14%	4%	7%	0%	9%	0%	0%	9%	6%
SACCOS	5%	6%	0%	4%	12%	15%	0%	0%	6%	0%	0%
CHILD FUND	3%	0%	0%	4%	5%	3%	9%	0%	0%	9%	2%



	Total	Civil servant (district)	Civil servant (national level)	LC V councilor	LC III councilor	LC I councilor	Pro-poor NGOs	Advocacy group	Media Professionals	Tax payers	SM Es
WATOTO	3%	0%	0%	0%	0%	0%	0%	0%	0%	0%	11%
CARE	3%	0%	0%	8%	5%	0%	0%	17%	6%	0%	1%
FXB village group	3%	12%	0%	8%	2%	3%	9%	0%	0%	0%	0%
Samaritan Purpose	3%	0%	0%	4%	10%	3%	9%	0%	0%	0%	0%

From the stakeholder’s perspective, the formal organizations offering social protection include NAADS (15%), World Vision (14%), NUSAF (9%), compassion international (8%), TASO (6%) and many others.

The above views are not different from those of the key informants and opinion leaders. The key informants cited organisations SACCOS, FIDA, NAADS, TASO, CDD (*in Apac*), NSSF and NUSAF. There are also various community initiatives such as self help groups which are given different names based on their purposes within the communities.

*“There is NAADS and that of the disabled though i cannot remember it’s name” (Local council 5 Arua)*

*“Many people do it especially women groups that collect money inform of village SACCOS” (Religious leader Kyenjojo)*

*“We have burial societies and we support ourselves in case someone dies we collect firewood, fetch water” (Religious leader APAC)*

*“Okay, I have seen groups of people who do savings and make cash go rounds to assist every member to meet their needs, farming activities.....” (Masaka church leader)*

*“NUSAF, child protection committees in villages and local councils”. (Soroti councillor)*

From the above findings it is clear that the general understanding of social protection differs and it in some cases it is vague as none of the organisations mentioned actually offer social protect but represent different poverty reduction programmes and exit strategies used by the general public. In other words the existing knowledge is based on what is practiced currently and not on knowledge of the concept. This explains why when the community is asked about the meaning of social protection, responses cover assistance, security, disaster recovery, health and borrowing. This is also depicted in the organisation the respondents perceived to offer social protection within their communities.

### 4.1.3 Perceptions on Social protection

During the survey different questions were asked to the general public and the stakeholders to try and understand their perceptions regarding who needs social protection, who should provide social protection, whether the public thinks there are people that deserve social protection more than others, if social protection is a right and if so who is responsible for providing social protection. Care was taken to ensure that the questions cover a variety of categories of the poor

including those that are not categorised among the vulnerable. Social protection was explained in terms of measures to help people overcome negative events that might cause them to fall into poverty and measures to provide a minimum income / decent standard of living for poor and vulnerable groups.

(i) *Rights to be protected from poverty*

The general public was asked if they felt that people have a right to be protected from poverty and deserve a decent standard of living and majority (87%) felt that people generally should be protected from falling into poverty and this perception scored highly in all the districts, with almost equal proportions across gender (86%) for females and 87% for males, and over 80% score across the age categories. Differences are noted among the rural and urban respondents at 91% in the urban and 85% in the rural areas.

**Table 4.7: Reason why people should be protected from poverty-General public**

	Total	Kampala	Masaka	Soroti	Apac	Arua	Moroto	Kyenjojo	Kampala	Male	Female
<b>Base</b>	<b>1,197</b>	<b>171</b>	<b>163</b>	<b>166</b>	<b>146</b>	<b>161</b>	<b>170</b>	<b>172</b>	<b>48</b>	<b>569</b>	<b>628</b>
They all belong to the government	44%	51%	34%	20%	27%	31%	68%	68%	52%	46%	42%
We all deserve a better life/ No one should suffer	34%	40%	34%	53%	12%	40%	20%	33%	38%	32%	36%
They pay taxes which are controlled by government	7%	10%	9%	4%	7%	8%	2%	8%	6%	7%	7%
They are human/ just poor people	5%	1%	6%	8%	6%	5%	7%	2%	8%	5%	6%
Are rightful citizens of the government	5%	1%	7%	3%	12%	7%	1%	5%	0%	5%	4%
The rich people have capacity/ support to help the poor	5%	2%	1%	3%	25%	4%	0%	2%	0%	4%	5%
The people are part of the community/ country	4%	1%	2%	1%	21%	1%	1%	6%	2%	4%	4%
Human beings have equal rights before God/ Government	3%	1%	3%	4%	10%	3%	0%	1%	2%	2%	3%

Further probing was done to understand the reasons behind the perception on rights to protection. There is a general perception that everyone deserves a better life (34%) and all people belong to the government (*all citizens on the same country*) at 44 percent hence the need for everyone to be protected. These findings point to the earlier perception that the government has the responsibility to take care of the poor people in the community and to protect everyone. The perception that people belong to the government was stronger in Moroto and Kyenjojo at 68 percent for both and Kampala at 51 percent, while in Soroti, slightly more than 5 in every 10 people felt that all people deserve to be protected from poverty. In Apac district, more than in other districts, 25 percent and 21 percent respectively felt that people should be protected from poverty because the rich have the capacity to help out and support



and that the people are part of the community. In regard to gender the proportion of male respondents that felt all people belong to government therefore they should be protected was slightly higher (46%) compared to that of females (42%). On the other hand there was a higher proportion among females (36%) that felt all people deserve a better life than the men (32%).

Of the 13 percent that did not support the idea of people being protected from poverty, the key reasons from this perception were; the government does not have enough money to take care of the needs of everyone (26%), people should work hard to earn their living (20%) and the perception that some people are only lazy hence the reason they are poor (11%). The perception that people should work hard is strongest in Soroti (43%), followed by Apac (29%). A higher proportion of females (31%) than males (20%) felt that the government does not have money to take care of poor people in communities. Respondents across the different age groups express similar perception except the 20-30 years and 55+ among who 18% and 27% respectively held the perception that some people are lazy and this has led to their poverty.

- (ii) *Protection of those that are poor due to different circumstances e.g. unemployment, lack of assets and skills*

Apart from asking the general public if people generally need support and protection from poverty, a similar question was asked about specific categories such as those that are poor due to unemployment, infrequent work, lack of assets and/or skills to gauge if there are other special categories of people that the public feels should be treated differently. Majority (84%) felt that such people have a right to be free from poverty and lead a decent life. This perception was stronger in Moroto (90%) and Kyenjojo (98%) than in other districts, with a slight difference of 1% by gender (84% males and 83% female). In Kampala the middle class (98%) held this perception more than the general public (85%). Comparison of results across age categories show no major difference (all above 80% with +- 2% difference) apart from 41-45 years that scored 93%. The proportion of the general public that supported this view was higher in the rural (84%) than the urban areas (81%).



**4.8: Reasons for support the poor due to unemployment, lack of assets and skills**

	Total	Kampala	Masaka	Soroti	Apac	Arua	Moroto	Kyenjojo	Kampala	Male	Female
	1,144	161	163	158	132	135	167	178	50	544	600
It is everybody's right to have a decent and good life	36%	38%	36%	47%	12%	27%	54%	32%	34%	35%	37%
Government has to recognize everyone/ treat them equally	23%	34%	12%	16%	18%	16%	20%	39%	26%	22%	23%
Need support in periods when they are not working to sustain themselves	13%	13%	10%	8%	14%	10%	21%	12%	16%	13%	13%
Some conditions are beyond their control	11%	6%	23%	5%	8%	19%	2%	17%	10%	12%	11%
All are government citizen by law and deserve to be protected	7%	7%	2%	3%	22%	8%	1%	7%	2%	7%	6%
Unemployment / poverty is not caused by people	6%	1%	10%	3%	17%	8%	1%	2%	2%	5%	6%
All pay taxes so should be cared for by government	4%	1%	3%	2%	17%	2%	1%	3%	0%	3%	5%
Resources are not equally distributed	3%	2%	2%	4%	5%	3%	1%	2%	4%	3%	3%
Resources are a start of one's welfare	2%	1%	1%	1%	11%	2%	0%	1%	0%	2%	2%

Supported of the view that those who are poor due to unemployment, lack of resources and income was attributed to the perception that everyone has a right to a good and decent life (36%), government has to recognize and treat everyone equally (23%), such people need support in the times when they do not have jobs (13%) and some conditions are beyond people's control (11%). District differences are noted for different reasons in support for these perceptions. For instance, in Moroto (54%) felt that everyone needs to live a descent and good life, while in Kyenjojo (36%) felt that government has to recognize everyone and treat people equally. On the other hand, in Apac district (22%) supported the view that all people are citizens and by law they deserve to be protected. There are very slight differences by gender in relation to how strong these perceptions were expressed.

Although majority of the general public felt that people who are poor due to unemployment, lack of assets, and a constant reliable income have a right to be free from poverty and lead a descent life, there is 14percent who did not support this view. The outstanding reason for not supporting this view is the perception that some people are reluctant to find employment or are not working hard; a view expressed by 41 percent of the general public. On the other hand 16% felt that those who do not have employment should be supported but only during the time when they do not have employment and it excludes those that lack property. There are outstanding district differences for instance; 45percent of the respondents in Kampala had a perception that people should be supported only during the time when they do not have employment, while in Kyenjojo and Arua it was at 25 percent and 24 percent respectively. However, there would be a challenge in verifying whether those who leave employment are actually poor or do not have a source of income at all.



### 4.1.5 Whether vulnerable people should receive special treatment

Although there is strong support that the vulnerable people have a right to be supported and protected from poverty, the perception on whether they should receive special treatment is not as strong as indicated by 78% who felt they should have special treatment compared to 97% who felt they have the right to be supported. Support for the view that those categorized as vulnerable should have special treatment was highest in Masaka (91%) Arua (90%), Apac (83%), Kyenjojo(81%) and among the middle class in Kampala(81%). On the other hand the districts that least supported this view were Soroti (67%), Moroto (65%) and Kampala (76%). Across the different age categories this view was least supported among younger people i.e. 18-25(79%), 25-30(76%), 31-35 and 51-55 at 78percent for both. By gender, both male and female respondents equally supported it (79%), while a higher proportion of people in the urban (81%) than the rural areas (78%) had a positive perception towards supporting those categorized as vulnerable.

There are various reasons why the general public perceived those categorized as vulnerable should have special treatment and attention. They are perceived to experience different causes of poverty (17%), they are weak and cannot work (17%), they need a lot of care (16%), to improve their standard of living (13%) and because they do not have help so they demand help from government (11%) and creation of equality. Other reasons that scored less than 10% included; creating equality, lack of resources, they cannot cope with the rest of general public and they are also citizens of Uganda.

**Table 4.9 Reasons for supporting the view that those categorized as vulnerable should have special treatment**

	Total	Kampala	Masaka	Soroti	Apac	Arua	Moroto	Kyenjojo	Kampala	Male	Female
<b>Base</b>	<b>1,104</b>	<b>145</b>	<b>173</b>	<b>130</b>	<b>161</b>	<b>172</b>	<b>125</b>	<b>156</b>	<b>42</b>	<b>521</b>	<b>583</b>
Different / various causes of poverty so they need special care	17%	8%	11%	23%	24%	27%	20%	6%	14%	16%	18%
They are weak and can't work	17%	22%	12%	2%	17%	9%	25%	35%	14%	17%	17%
They need a lot of care and help	16%	18%	27%	18%	9%	6%	22%	13%	10%	16%	16%
Improve standard of living.	13%	20%	11%	21%	9%	16%	5%	6%	29%	12%	14%
Because they don't have help and demand help from government	11%	12%	13%	5%	16%	4%	7%	19%	14%	11%	11%
It will bring about equality	8%	12%	6%	13%	4%	12%	6%	3%	7%	8%	7%
Have no resources for production	7%	3%	8%	0%	17%	3%	1%	11%	19%	8%	6%
Are too far from copying up with the rest	7%	12%	1%	6%	8%	5%	4%	11%	5%	7%	6%
They are also citizens of Uganda	4%	6%	2%	2%	7%	3%	2%	6%	0%	4%	4%
Help and quickly get out of poverty/ Help them be free from	3%	1%	2%	1%	4%	6%	4%	1%	7%	3%	3%
They are isolated by the community	3%	4%	1%	0%	3%	2%	3%	6%	7%	3%	3%



There are some differences in the level of perceptions across the districts. Among the people in Kampala (both the middle class -29% and the general public-20%) there is a perception that people that are vulnerable should have special treatment so that their standard of living can improve, in Moroto, support of this view is driven by the perception that the vulnerable people need care (22%), while in Kyenjojo 35percent said they are weak and cannot work and 25percent mentioned the same in Moroto.

In regard to gender there are no major differences in the reasons for supporting the view that those categorized as vulnerable should be given special treatment, apart from the reason that ‘they experience different causes of poverty’ which was expressed by 18percent of females compared to 16percent of male respondents.

Although the proportion of people who felt that those categorized as vulnerable should be given special treatment was high, there is 21percent that felt they should be given the right to support and protection from poverty. The main reason for this was that all people are equal and should therefore be given special treatment (57%). Across the districts this perception attracted higher mentions in Soroti (89%), followed by Arua (60%) and Moroto (57%), compared to other districts. In Moroto, 30% felt that there is need to balance the treatment given to people to avoid conflict, while the same perception attracted 23percent among the general public in Kampala and 20percent of the middle class in Kampala.

**Table 4.10 Reasons for not supporting the view that those who are categorized as vulnerable should have special treatment**

	Tota l	Kampal a	Masak a	Sorot i	Apa c	Aru a	Morot o	Kyenjoj o	Kampal a	Male	Femal e
	289	47	16	64	29	20	67	36	10	137	152
All people are equal as they shouldn't be given special treatment	57%	60%	19%	89%	45%	60%	57%	25%	50%	58%	57%
It makes them relax a lot/ lazy	17%	11%	31%	3%	31%	25%	4%	53%	20%	18%	16%
They should balance to avoid conflicts	13%	23%	13%	2%	3%	10%	30%	0%	20%	15%	13%
They should work hard	7%	4%	13%	2%	17%	5%	7%	8%	0%	7%	7%

#### 4.1.6 Perceptions on who needs social protection

After generating understanding on social protection from the general public and the stakeholders, the respondents were asked of their opinion on who needs social protection. Among the general public, 51 percent think social protection should be provided to the very poor while 38 percent feel it should be provided to everyone. Twenty nine percent argue for social protection for the elderly, 15percent for children, 12 percent for women, 5 percent for single headed households, 4 percent for People Living with Disabilities and 3 percent Widows. See Table 4.11.

**Table 4.11: Who needs Social protection – General public**

	Total	Kampala	Masaka	Soroti	Apac	Arua	Moroto	Kyenjojo	Middle class
	<b>828</b>	<b>137</b>	<b>122</b>	<b>106</b>	<b>101</b>	<b>160</b>	<b>48</b>	<b>120</b>	<b>34</b>
The poor/Very poor	51%	59%	46%	78%	47%	36%	46%	48%	50%
Every one	38%	38%	43%	25%	35%	38%	40%	47%	35%
The elderly	29%	19%	25%	25%	40%	50%	23%	15%	29%
Children	15%	14%	13%	13%	23%	19%	10%	12%	21%
Women	12%	12%	2%	6%	20%	22%	8%	10%	18%
Single headed households	5%	6%	3%	6%	6%	8%	2%	3%	15%
PWDs	4%	0%	3%	10%	12%	4%	0%	1%	0%
Widows	3%	1%	2%	6%	6%	8%	0%	1%	3%
Orphans	3%	1%	3%	1%	10%	1%	2%	3%	3%

Among the general public, the very poor need social protection the most. The Elderly, children, women, PWDs, widows and orphans then follow in terms of prioritisation for who needs social protection. Findings from the community focus groups revealed that there are some people who might fall within the category of vulnerable such as the elderly but they are not poor and therefore may not require social protection. From the PRA, it was discovered that poverty does not only affects those that are categorized as vulnerable but even other members of the community. This could also be used to explain why a big proportion of the general public felt that social protection should be provided to the very poor (51%) compared to the low rankings for the traditionally known categories of the vulnerable.

Similar sentiments were evident from the focus group discussion participants especially in Kyenjojo among the women – 36 and above and the PRA groups.

*“Me I think much as the elderly might be among those that are affected by poverty because they are old although some old people are not poor because they get support from their children” (Masaka Female 36 and above)*

*“We have two classes of elderly, elderly with well educated and children with good jobs and are receiving good care and secondly those who are extremely poor with only orphans who have no jobs”. (Kyenjojo PRA Group)*

**Table 4.12: Who needs Social protection – Stakeholders by district**

	Total	Kampala	Masaka	Soroti	Apac	Arua	Moroto	Kyenjojo
Base	<b>266</b>	<b>101</b>	<b>25</b>	<b>28</b>	<b>28</b>	<b>28</b>	<b>28</b>	<b>28</b>
PWDS	70%	69%	72%	46%	79%	68%	71%	86%
The elderly	69%	67%	72%	68%	71%	79%	75%	54%
Widows	46%	48%	40%	46%	39%	61%	32%	50%
Child headed households	44%	55%	32%	43%	39%	29%	54%	25%
The unemployed	42%	65%	20%	29%	25%	29%	29%	32%
The chronically poor families	33%	43%	16%	43%	21%	39%	25%	14%
Orphans	13%	11%	16%	18%	25%	11%	4%	11%
Single headed households	11%	11%	8%	11%	7%	18%	7%	18%
Those that lack assets e.g. land	9%	10%	4%	11%	7%	18%	4%	11%
Women	3%	1%	8%	4%	0%	14%	0%	0%



synovate

Research reinvented

Youths	3%	0%	4%	7%	0%	18%	4%	0%
People with HIV	3%	3%	4%	7%	4%	0%	0%	0%
Street kids	2%	5%	0%	0%	0%	0%	0%	0%

\*\*\*The circled text represents the outstanding responses

Within each stakeholder category, there seems to be a general consensus that the PWDs and the elderly are the most deserving of the social protection initiatives. See Table 4.9 below. However, we further note that the orphans and the youths are among the least expected to be helped through social protection despite the fact that they were earlier mentioned as one of the vulnerable groups. This can be attributed to orphans being looked after by the elderly and other caretakers.

While the proportion of stakeholders that felt people with disabilities should be protected against poverty was high (over 60%) in most of the districts, in Soroti only 46% felt the same indicating that this might not be a common problem in the district. In Kampala there was a strong feeling (65%) that the unemployed should be protected.

**Table 4.13: Who needs Social protection – Stakeholders by category**

	Category of Stakeholder										
	Total	Civil servant(district)	Civil servant(national level)	LC V councilor	LC III councilor	LC I councilor	Pro-poor NGOs	Advocacy group	Media Professionals	Tax payers	SM Es
	298	19	7	23	47	47	12	6	19	20	98
Disabled	71%	68%	86%	74%	72%	68%	58%	100%	68%	80%	69%
The elderly	70%	74%	71%	61%	70%	79%	50%	83%	53%	90%	67%
Widows	47%	58%	57%	39%	55%	38%	17%	17%	53%	50%	49%
Child headed households	44%	47%	29%	26%	47%	32%	17%	33%	37%	55%	55%
The unemployed	41%	42%	14%	43%	19%	28%	17%	0%	21%	50%	66%
The chronically poor families	32%	26%	14%	17%	30%	36%	25%	17%	5%	40%	43%
Orphans	13%	5%	29%	9%	9%	17%	25%	33%	37%	0%	9%
Single headed households	11%	16%	0%	4%	19%	13%	0%	0%	5%	15%	10%
Those that lack assets e.g. land	9%	16%	14%	13%	6%	9%	8%	0%	5%	5%	10%
Women	3%	11%	14%	4%	6%	0%	0%	17%	0%	0%	1%
Youths	3%	5%	0%	17%	9%	0%	0%	0%	0%	0%	0%
People with HIV	2%	5%	0%	4%	0%	4%	0%	0%	0%	0%	3%
Street	2%	0%	0%	0%	0%	0%	0%	0%	0%	0%	5%



Unlike the general public whose perception is that social protection should be prioritised for the very poor, the stakeholders view is that social protection should target the traditional categories of the vulnerable, such as PWDs (70%), the elderly, (69%), widows (49%) and child headed households (44%). These though acknowledge the poor among those in need of social protection such as the unemployed (42%), those without assets e.g. land (9%) as indicated in table 4.15 above but are not as prioritised as among the views from the general public.

Views of the opinion leaders indicate similar sentiments are those from the general public and stakeholders although they were expressed in a different way. Social protection to the vulnerable is seen to reduce dependence on those who support the poor e.g. relatives. In Arua the Local council officials felt that it will be one way of protecting upholding human rights. Some members of parliament held the perception that the elderly and the terminally ill should receive social protection.

*"The importance is that it relieves, first of all with the high poverty rate. It removes and relieves categories of people who would be looking after themselves yet they cannot afford"* **(Woman Member of Parliament)**

*"When we have programmes like the Social action fund in northern Uganda, malaria intervention, --- access of free medicine, UPE---*" **(Lecturer SWASA)**

*"--- because you have to integrate human rights with development, that is why it's important".* **(LCV Chairperson Arua)**

*"It's the only way we can operate, provide equitable services, it's a constitutional obligation and at local level it protects people with vulnerabilities".* **(Councilor, Soroti)**

*"Everybody, but particularly people who are more vulnerable".* **(LCV Chair person)**

*"The elderly and the terminally ill--- the poor orphans and the poor widows".* **(Woman Member of Parliament)**

#### 4.3.1 Who should provide social protection?

Provision of social protection for the poor is largely perceived to be the role of government as indicated in the figures below from both the general public and the stakeholders.

##### 4.2.6a) General perception of responsibility for providing social protection

Largely, it is perceived by 93 percent of the general public and 92 percent of the stakeholders that the role of provision of social protection squarely rests with the government. About 30 percent of the general public think family members should be involved in provision of social protection compared to 24 percent among the key stakeholders, followed by charity organisations including NGOs at 17 percent for both categories of respondents.

This perception is also shared by the key informants who felt that government should solicit for ways of assisting the vulnerable and poor people from poverty, with the key forms including getting assistance to the orphans and providing education.



synovate

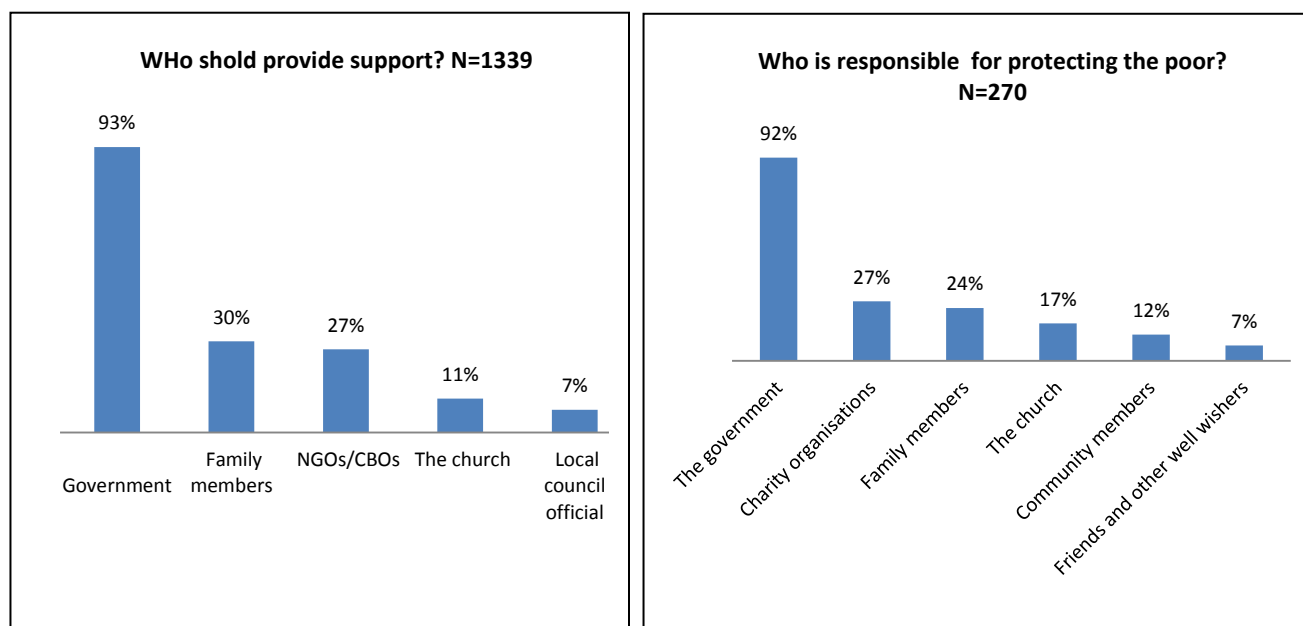
Research reinvented

*"I think it is the duty of organisations like the church and government, though the external well wishers can give a helping hand"*(**Religious leader Arua**)

*"The government bares a primary responsibility according to the constitution of Uganda---Then NGOs---"* (**Lecturer, SWASA Department**)

*"It is the government because the government is responsible for the citizens for instance in the UK the government is responsible for education, orphans and for people who die but in Uganda it is different"* (**Member of Parliament Apac**)

**Figure 4.3: Who is responsible for supporting and protecting the poor - general public and stakeholders**



Perceptions of the government having responsibility of protecting the poor cut across all categories of stakeholders. However, the civil servants (national level) overwhelmingly felt that the family members should care for the poor (86%), followed by the church (71%), charity organisations and community members at 57 percent for both.

Among the pro-poor NGOs, 5 in every 10 felt that apart from government, the role of social protection lies with charity organisations and 4 in every 10 mentioned family members.

While most stakeholders cited church as one of those responsible for providing protection to the poor, there was none among the media professionals.

What these results are bringing out is that as much as the stakeholders feel the government should have responsibility of caring for the poor, the role of the family, faith based organizations such as churches and different community initiatives should not be ignored. As earlier see in



this report, the role of these channels is very strong in relation to providing support to the community.

**Table 4.14: Who is responsible for supporting the poor – stakeholder view**

	Civil servant(district)	Civil servant(national level)	LC V council or	LC III council or	LC I council or	Pro-poor NGOs	Advocacy group	Media Professionals	Tax payers	SMEs
	19	7	25	47	48	12	6	19	22	99
The government	100%	100%	88%	94%	92%	92%	100%	89%	68%	91%
Charity organizations	37%	57%	32%	30%	25%	50%	17%	32%	18%	20%
Family members	32%	86%	28%	19%	25%	42%	33%	16%	36%	21%
The church	11%	71%	24%	23%	23%	8%	17%	0%	32%	13%
Community members	16%	57%	16%	21%	17%	17%	0%	5%	18%	5%
Friends and other well wishers	5%	14%	12%	13%	15%	17%	0%	0%	0%	0%
Civil society	5%	0%	0%	9%	0%	0%	17%	5%	0%	0%

Despite this high perception on role of government, in the previous section, only 22 percent of the key stakeholders thought government actually cared for the poor. This perception was particularly among media professionals followed by SMEs and civil servants at national level and NGOs. In playing its role of providing social protection, the support envisaged from the government by the general public involves providing material things to the poor people (31%), development programmes (28%), cash hand outs or loans and education at 21 percent for both.

*4.2.6b) Responsibility of protecting specific categories of people*

- (i) *Responsibility of protecting those who are poor due to different circumstances eg unemployment, lack assets and skills.*

For those who felt people who are poor due to unemployment and lack of assets have a right to be protected from poverty, there was a general perception that government (96%) is responsible for providing them with help and support, 30 percent mentioned family members, 29 percent NGOs, 10 percent churches and 9percent local council officials. The perception that the government should provide support was reflected in all the districts with scores of 90percent and above. Among the other perceived sources of help, in Arua and Kyenjojo family members were also seen to be responsible for helping at 50 percent and 42 percent respectively, while in Soroti 42 percent felt the NGOs/CBOs should offer support. In Apac district, the role of the church and local council officials was seen significantly higher 26 percent and 21 percent respectively than in any other district.



**Table 4.15: Public perception on the responsibility of protecting those who are poor due to unemployment, lack of assets and skills**

	Kampala	Masaka	Soroti	Apac	Arua	Moroto	Kyenjojo	Kampala	Male	Female	
<b>Base</b>	<b>1,363</b>	<b>189</b>	<b>184</b>	<b>191</b>	<b>187</b>	<b>189</b>	<b>186</b>	<b>186</b>	<b>51</b>	<b>649</b>	<b>714</b>
Government	96%	97%	95%	96%	90%	96%	97%	97%	98%	97%	95%
Family members	30%	30%	17%	20%	23%	50%	25%	42%	37%	29%	31%
NGOs/CBOs	29%	20%	4%	41%	35%	29%	32%	32%	53%	30%	27%
The church	10%	8%	0%	15%	26%	13%	3%	5%	18%	10%	10%
Local council official	9%	6%	5%	2%	21%	15%	0%	11%	16%	8%	10%
Well wishers	1%	1%	1%	4%	3%	0%	0%	0%	0%	1%	1%

The middle class in Kampala recorded high perceptions (53%) in support of NGOs/CBOs being responsible for protecting the poor, while 37 percent in the same group said it is the family members. By gender, there are no major differences noted as both male and female respondents almost shared the same views of who should provided protection to the poor.

*(ii) Responsibility of protecting the vulnerable groups from poverty*

When respondents were asked about the category of people that they considered to be vulnerable to poverty, the elderly, orphans, widows, children and the chronically ill were considered to be the most vulnerable to poverty. The respondents were then asked about their perceptions of these people having a right to a good standard of living and the overwhelming majority (97%) felt that they deserved a good standard of living. This perception was expressed highly (with over 90%) across all the districts, part from Apac where the score was at 87 percent and there were no differences by gender and rural: urban setting.

**Table 4.16: Responsibility of protecting the vulnerable from poverty**

	Total	Kampala	Masaka	Soroti	Apac	Arua	Moroto	Kyenjojo	Kampala	Male	Female
<b>Base</b>	<b>1,349</b>	<b>188</b>	<b>189</b>	<b>190</b>	<b>168</b>	<b>180</b>	<b>192</b>	<b>192</b>	<b>50</b>	<b>399</b>	<b>620</b>
Government	93%	91%	94%	93%	90%	98%	90%	95%	98%	93%	94%
Family members	30%	31%	23%	17%	25%	46%	31%	34%	42%	30%	30%
NGOs/CBOs	27%	13%	6%	44%	30%	37%	35%	27%	28%	28%	26%
The church	11%	11%	1%	12%	32%	13%	5%	7%	8%	9%	13%
Local council official	7%	9%	5%	3%	17%	11%	1%	8%	12%	7%	8%

Further probing on who the general public felt is responsible for protecting and supporting the vulnerable groups of people from poverty, majority said it is the government (93%), followed by family members (30%), NGOs/CBOs (27%) and the church at 11 percent. Comparison of the findings across the districts reveals slight differences in perception of who is responsible for supporting those that are vulnerable to poverty. In Soroti those that felt the NGOs/CBOs are responsible for the supporting the vulnerable people was higher than all other districts at 44



percent, followed by Arua (37%), Moroto (35%) and Apac (30%), while Masaka had the lowest score at 6 percent. In Arua and among the middle class in Kampala there were higher mentions of support from family members than in other districts.

In summary the findings indicate that there is no special treatment required irrespective of the way people fall into poverty. This means that whether a person falls into poverty due to unemployment or old age, the responsibility of protecting them is for the government and the other institutions can come in to offer additional support.

#### 4.4 Awareness of Cash Transfers

##### 4.4.1 Awareness of cash transfer programmes within the community

Majority of the stakeholders affirmed to having no knowledge of cash transfer programmes as indicated in the Table 4.31. However, among those that claimed to have heard about cash transfers, a higher proportion was in Kyenjojo district (43%), followed by Apac and Masaka at 25% for both. In Kyenjojo there seems to have been a sensitisation about the SAGE cash transfer as established from interviews with the LC 5 Chair person.

*“Here we have a proposed social action plan called SAGE (Social assistance grant for empowerment) where the elderly are supposed to get 22000 shillings per month. This is an immediate program that the elderly can access” (Local Council 5 Kyenjojo)*

**Table 4.17: Awareness of cash transfers- stakeholders**

	Total	Civil servant(district)	Civil servant(national level)	LC V council or	LC III council or	LC I council or	Pro-poor NGOs	Advocacy group	Media Professionals	Tax payers	SMEs
	304	19	7	25	47	48	12	6	19	22	99
Claimed awareness	17%	16%	29%	32%	21%	19%	17%	33%	16%	14%	10%
Not aware	83%	84%	71%	68%	79%	81%	83%	67%	84%	86%	90%

Across most stakeholders, over 80% have never heard about cash transfers with SMEs having the highest percentage.

Although the stakeholders claimed to be aware of cash transfer programmes, when they were asked to name the organisations offering cash transfer programmes, they mentioned; SACCOs (13%), SIDA (12%), NUSAF (8%), UWESO (8%), the church (6%), NAADS (6%), CBOs (4%) etc.

**Table 4.36: Organisations claimed to be offering cash transfer –general public**

	Total	Kampala	Masaka	Soroti	Apac	Arua	Moroto	Kyenjojo
	<b>135</b>	<b>25</b>	<b>12</b>	<b>9</b>	<b>14</b>	<b>18</b>	<b>5</b>	<b>50</b>
None	21%	24%	42%	44%	14%	33%	20%	6%
SACCOS (MICRO FINANCE)	13%	12%	0%	11%	7%	0%	0%	24%
NAADS	11%	4%	8%	0%	7%	0%	20%	22%
Government	10%	12%	0%	22%	29%	22%	0%	0%
SIDA	7%	0%	0%	0%	0%	0%	0%	20%
Don't know	7%	24%	0%	0%	0%	11%	20%	2%
KID UGANDA	4%	0%	0%	0%	0%	0%	0%	10%
CIDI (community integrated development initiative)	3%	0%	17%	11%	7%	0%	0%	0%
CHURCH	2%	0%	25%	0%	0%	0%	0%	0%
BRAC-UGANDA	2%	0%	0%	0%	0%	11%	0%	2%
UNICEF	2%	0%	0%	0%	0%	0%	0%	6%

According to literature review, none of the organisations mentioned is involved in provision of cash transfers to communities. However, small loans and grants are provided to different community members.

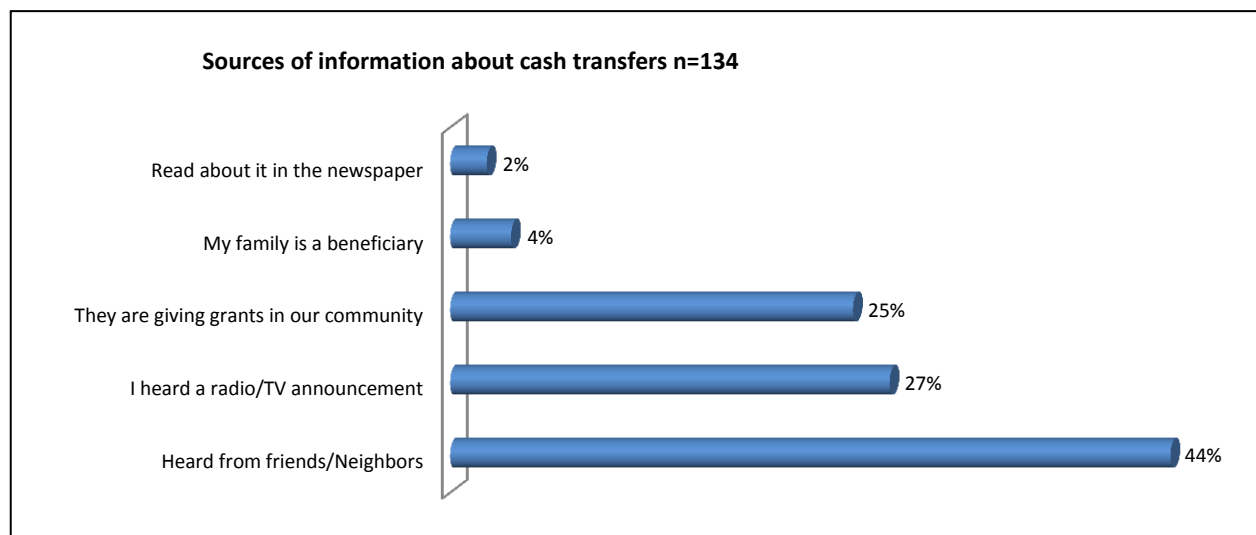
Among the general public, 10 percent claimed to be aware of cash transfer programmes within their communities and the highest level of claimed awareness was in Kyenjojo at 26 percent, followed by Kampala at 13 percent. See Table 4.32 below. Kyenjojo still shows high levels of claimed awareness and this could be attributed to SAGE activities.

**Table 4.4: Awareness of cash transfers in the community –general public**

	Total	Kampala	Masaka	Soroti	Apac	Arua	Moroto	Kyenjojo	Middle Class
	<b>1,397</b>	<b>192</b>	<b>190</b>	<b>194</b>	<b>193</b>	<b>192</b>	<b>192</b>	<b>192</b>	<b>52</b>
Claimed awareness	10%	13%	6%	5%	7%	9%	3%	26%	4%
Not aware	90%	87%	94%	95%	93%	91%	97%	74%	96%

When asked about the source of information on cash transfers, 44percent of respondents who claimed awareness cash transfers mentioned to have heard of cash transfers from friends and neighbours, 27percent from television and radio and 25percent an existing programme in their area.

**Figure 4.4: Sources of information about cash Transfers/social protection**



**Table 4.19: Sources of information about cash transfers –general public by district**

	Total	Kampala	Masaka	Soroti	Apac	Arua	Moroto	Kyenjojo	Middle class
<b>Base</b>	<b>135</b>	<b>25</b>	<b>12</b>	<b>9</b>	<b>14</b>	<b>18</b>	<b>5</b>	<b>50</b>	<b>2</b>
Heard from friends/Neighbors	44%	28%	67%	44%	36%	50%	80%	42%	50%
They are giving grants in our community	25%	20%	0%	33%	14%	17%	0%	42%	0%
I heard a radio/TV announcement	19%	32%	0%	0%	64%	11%	0%	12%	0%
TV/RADIO	8%	12%	25%	0%	0%	28%	0%	0%	0%
My family is a beneficiary	4%	0%	17%	0%	0%	6%	0%	4%	0%
Read about it in the newspaper	2%	0%	0%	0%	0%	11%	0%	2%	0%

Forty two percent of respondents from Kyenjojo district mentioned having heard of cash grants implemented in their district, followed by Soroti (33%), Kampala (20%) and Arua at 17percent. It is common practice for people to attribute knowledge of something to their most common source of information. In the communication baseline friends and neighbours is identified as a major source of information about what is happening in the communities, followed by radio and TV. While these might be most used sources of information, there is high possibility of distortion and lack of completeness of information from informal sources such as family members.

Those that claimed to be aware of cash transfer programmes were asked to explain how the programmes operate and a high proportion 33 percent said they give cash grants to poor families, with the highest proportion being recorded in Kyenjojo district, followed by Apac (36%). Moroto had the least level of awareness with 40 percent saying they do not know how the programmes operate. In Masaka 42 percent mentioned giving cash grants to the elderly.



**Table 4.20: Community perception of how cash grants operate –general public**

	Total	Kampala	Masaka	Soroti	Apac	Arua	Moroto	Kyenjojo	Middle Class
<b>Base</b>	<b>135</b>	<b>25</b>	<b>12</b>	<b>9</b>	<b>14</b>	<b>18</b>	<b>5</b>	<b>50</b>	<b>2</b>
Give cash grants to poor families	33%	20%	0%	33%	36%	33%	0%	52%	0%
Give grants to those families with problems	22%	16%	25%	22%	14%	28%	0%	28%	0%
Don't know how it operates	17%	36%	25%	0%	21%	11%	40%	8%	0%
Give cash grants to the elderly	12%	4%	42%	0%	0%	22%	20%	10%	0%
Giving grants to those with chronic illness	5%	4%	0%	11%	14%	17%	0%	0%	0%

From the above description it appears as though the communities in the study districts have been exposed to cash transfer programmes especially those within the SAGE districts. However, there is a gap in knowledge of how the programmes operate which indicates that the community may not be able to differentiate between the actual cash transfer programmes and other forms that are regulated in a different way or not regulated at all.

**Table 4.21: Frequency of the cash grants –general public**

	Total	Kampala	Masaka	Soroti	Apac	Arua	Moroto	Kyenjojo	Middle class
	<b>135</b>	<b>25</b>	<b>12</b>	<b>9</b>	<b>14</b>	<b>18</b>	<b>5</b>	<b>50</b>	<b>2</b>
Undefined patterns	62%	44%	50%	33%	50%	61%	60%	86%	0%
Irregularly	12%	12%	17%	33%	0%	17%	0%	10%	0%
Quarterly	6%	0%	17%	22%	21%	6%	0%	0%	0%
Every month	5%	4%	0%	0%	21%	11%	0%	2%	0%
None***	15%	40%	17%	11%	7%	6%	40%	2%	100%

*"None\*\*\*": means they have not seen any cash given out so cannot tell how it works*

When the community was asked how often the grants are given, majority (62%) claimed undefined patterns, cutting across all the districts, 33% have seen it irregularly and 22% quarterly, while in Apac 21% said it happens monthly as shown in Table 4.35 above. While Kyenjojo had the highest claimed awareness of cash transfer programmes an overwhelming proportion (86%) said the grants are given in unidentified patterns.

The general indication from the above findings is that the community has a different perception of what cash transfer means as indicated by the mixture of organisations that are perceived to be offering cash transfers to include even Micro finance institutions. This is further supported by the high proportion that indicated receiving grants on undefined patterns.

Findings from the opinion leaders indicate similar knowledge gaps. Cash transfers were associated with organizations and programmes such as SACCOS, SEDA, BRAC, CDD (Community Driven Development), NAADS, UNICEF, Entandikwa programme, FAWE, IRC and World Vision.

*"There is NAADS and that of the disabled though i cannot remember it's name"(Local council 5 Arua)*



*“Many people do it especially women groups that collect money inform of village SACCOS” (Religious leader Kyenjojo)*

*“We have burial societies and we support ourselves in case someone dies we collect firewood, fetch water” (Religious leader APAC)*

*“There is SAGE which is meant to assist in grant empowerment”(State minister for finance)*

*“There is CDD in Apac which gives money”(Local council 5 Apac)*

*“Compassion that gives school fees to the orphans.”(Religious leader)*

*“The credit facility institutions like there is this Bank called FINCA”. (Kampala male 20-35)*

#### 4.4.2 Attitudes towards cash transfers

Giving regular cash transfers is perceived to be a good initiative; 54% of stakeholders and 46% of the general public feel that providing such support to the community would help alleviate poverty.

**Table 4.22: Support for cash transfers – General public**

	Total	Kampala	Masaka	Soroti	Apac	Arua	Moroto	Kyenjojo	Middle Class
	1,397	192	190	194	193	192	192	192	52
<b>Yes</b>	46%	26%	51%	46%	58%	49%	42%	60%	25%
<b>No</b>	53%	74%	49%	53%	42%	50%	57%	40%	75%

Among those who supported the idea that providing cash grants would alleviate poverty, this perception was driven by the idea that people will be able to afford their basic needs. From the focus group discussions, the respondents felt that people will get money to start new businesses; poor people will be able to afford day to day needs and buy scholastic materials for children to take to school.

*“People will be able to afford some basic needs like sugar, paraffin, salt and soap”(Masaka Female 20-35 years)*

*“The reason it is good is because we do not have money to start businesses. So that money will help with capital to start up businesses”(Kyenjojo Male 34 - 64 years)*

*“The poor person cab able to buy her children books, food and be able to pay school fees”(Kyenjojo Female 25 - 35 years)*

*“such programmes are good as long as it’s strategies and objectives are clear and also since this money is free it is impressive. So for it to hold water and last long, the programme should be well designed that even the officials going to hand over this money to the poor are free from sin: I mean corruption”(Apac Male 20 - 35 years)*

*“For me i think the money will lead to development because one will put up a business, the other person will grow cassava”. “I think they should follow up because one thing i don’t like with the districts is that they don’t follow up the money”. (Masaka female 20-36 years)*

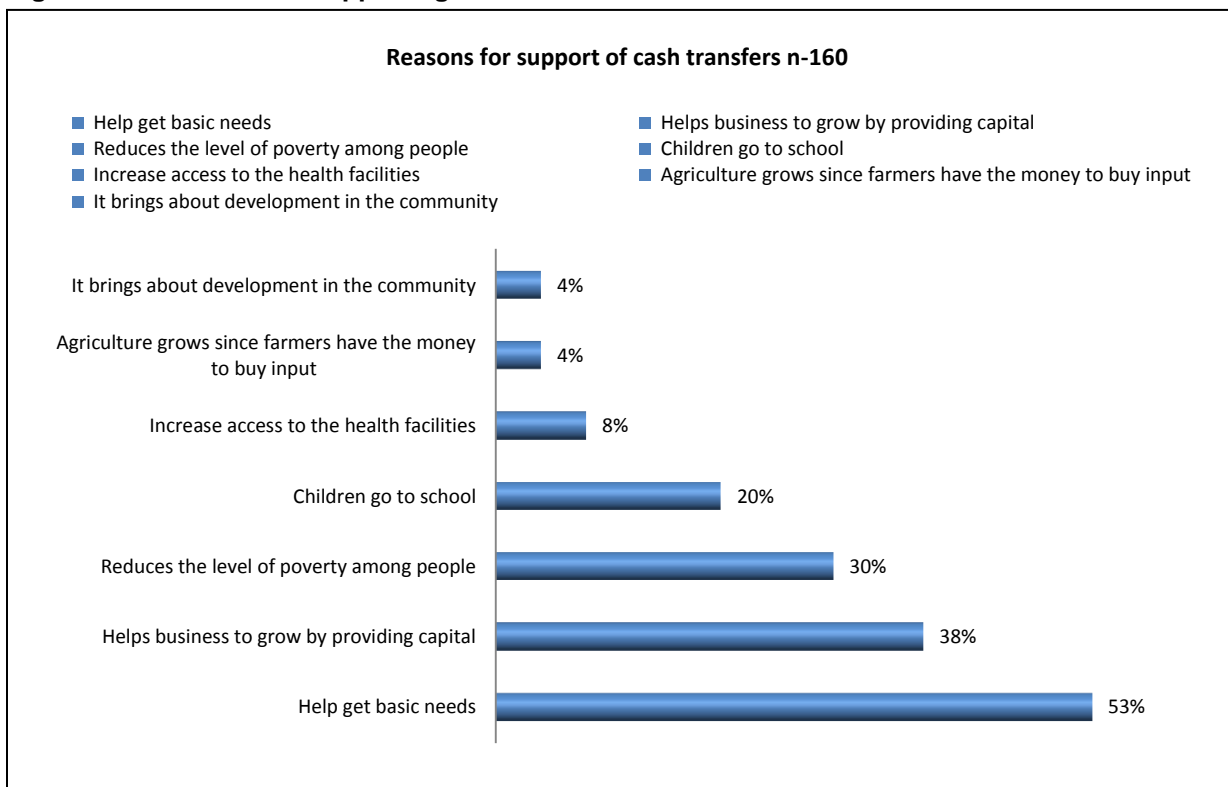
*“Such programmes are good as long as its strategies and objectives are clear”. (Apac male 20-35 years)*

*“It’s a good programme for the vulnerable people because this programmes lifts them up from where they may fall--- they should only teach people on how to use the money given or else the money will be wasted in drinking”. (Apac female 36-64 years)*

*“It’s a good programme because the poor will be able to buy books, uniform for their children and salt. We shall be grateful”. (Kyenjojo male 20- 35 years)*

*“Its a good thin depending on what you are going to do with it, because there are some people who would get the money and use it to buy booze. If it is to start a business, it is a good thing”. “I think they should follow up because one thing I don’t like with the districts is that they don’t follow up the money”. (Masaka female 20-36 years)*

**Figure 4.5: Reasons for supporting cash transfers –stakeholders**



Across the different categories of stakeholders, the civil servants at the district level and the local government official were more in support of cash transfers than the tax payers and the SMEs who were more in support of no cash transfers. See table 4.38. Across the districts, the stakeholders in Masaka (61%) and Kampala (52%) were least in support of the view that cash transfers would alleviate poverty.

**Table 4.23: Support for cash transfers – Stakeholders**

	Civil servant(distri ct)	Civil servant(natio nal level)	LC V council or	LC III council or	LC I council or	Pro-poor NGO s	Advoca cy group	Media Profession als	Tax payer s	SME s
Support cash grants	19	7	25	47	48	12	6	19	22	99
Do not support	63%	43%	64%	62%	63%	67%	33%	37%	50%	42%
Not committ ed	37%	43%	36%	38%	38%	33%	67%	47%	50%	55%
	0%	14%	0%	0%	0%	0%	0%	16%	0%	3%

Among those that supported the idea of cash transfers programmes, 54% felt that cash grants enable people acquire other basic needs, contribute to poverty reduction (32%), and facilitate access to education for children (21%) and business growth (39%). These perceptions are similar to what was generated from the community focus group discussions as indicated in the earlier section.

From the key informants opinion leaders support for cash transfers is perceived to be good for vulnerable groups such as the PWDs:

*“Like now these PWDs cannot work most times yet they have pending needs which require money. When they are given that money, they can get some basics they require. Now the government’s policy is cost-sharing with the public even when it comes to the basic needs and services. This means that a person without any money will go without any basic needs and that is why people need cash at hand” (director MoGLSD)*

For those among the general public who felt that cash transfer would not alleviate poverty, the main concern is that the money is too little (67%), cutting across the all the districts but highest in Kyenjojo(84%) and Arua(80%). See Table 4.39. The community members are also concerned because of perception of corruption (13%) and that the money is likely to cause people to become lazy (13%).

**Table 4.24: Reasons for not supporting cash transfers – General public**

	Total	Kampala	Masaka	Soroti	Apac	Arua	Moroto	Kyenjojo	Middle Class
	743	142	94	103	82	96	110	77	39
The money is too little	67%	65%	53%	70%	71%	80%	52%	84%	64%
The cost of living is high for such money to help	40%	39%	51%	26%	62%	41%	33%	23%	67%
People will become lazy	13%	15%	7%	17%	13%	26%	4%	5%	18%
Corruption	13%	16%	3%	11%	22%	22%	3%	8%	23%
The money may not be put to the right use	11%	11%	5%	6%	22%	15%	10%	6%	15%



Regarding the issues of corruption, during the focus group discussions this issue was raised in all the districts and during the PRAs some community members in some districts said that the money should be entrusted to trusted members of society such as religious leaders to guarantee its safety.

*“I think the church is more trusted because they already help people in societies they pay school fees, orphanages and many other things” (Female group Masaka)*

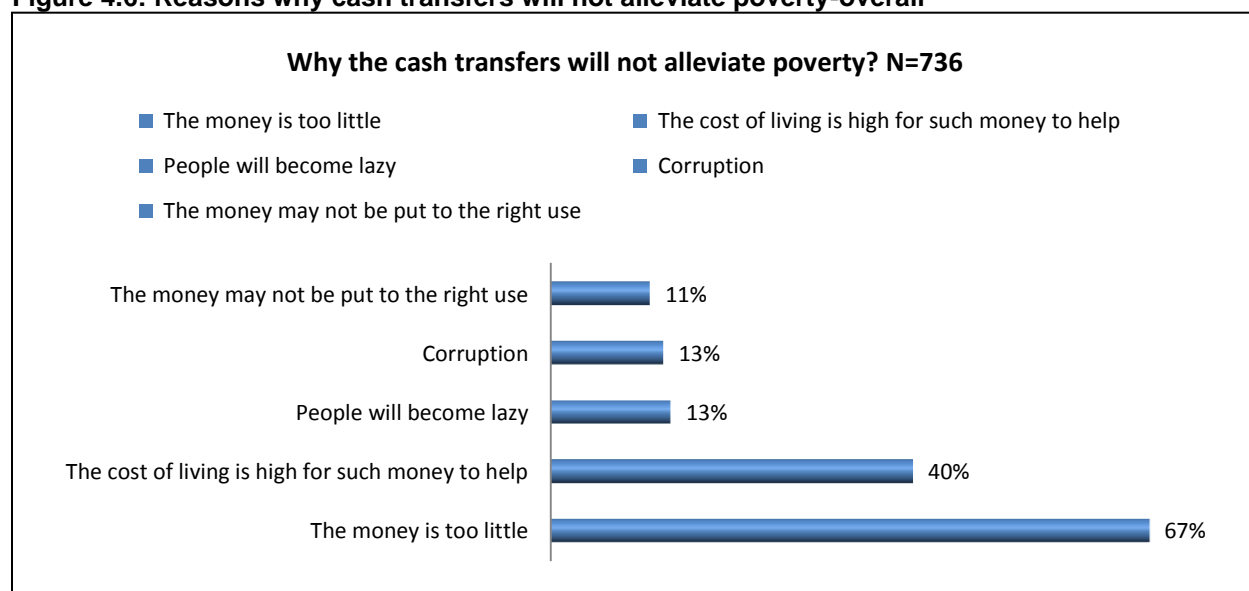
*“The men, if they come to know that the wife has received money, he may beat her then go and spoil the money”. “I think they should follow up because one thing i don’t like with the districts is that they don’t follow up the money”. (Masaka female 20-36 years)*

*“Not everyone will use that money in a proper way, now like these people who like drinking a lot, they will surely use that money for that”. (Apac female 36-64 years)*

*“It will also encourage laziness in some way; people will not want to work harder to earn a living”. (Apac male 20-35 years)*

Among the stakeholders who did not support the idea of cash transfers, there was a general feeling that it will make people lazy (58%), followed by miss use of the money at 25% and increasing dependency (19%). Other perceptions include reluctance to fend for self, increasing alcohol consumption and increase in corruption.

**Figure 4.6: Reasons why cash transfers will not alleviate poverty-overall**



**Table 4.25: Reasons why cash transfers will not alleviate poverty –stakeholders**

	Total	Civil servant(district)	Civil servant(national level)	LC V council or	LC III council or	LC I council or	Pro-poor NGOs	Advocacy group	Media Professionals	Tax payers	SMEs
	137	7	3	9	18	18	4	4	9	11	54
People will become lazy	58%	71%	33%	44%	67%	50%	25%	25%	67%	64%	63%
People will misuse the money	25%	29%	33%	11%	11%	28%	0%	25%	22%	18%	33%
Dependency increases	19%	29%	100%	44%	11%	6%	0%	0%	0%	18%	22%
Creates reluctance to fend for oneself	9%	0%	0%	0%	22%	17%	25%	0%	11%	0%	7%
Increased alcohol consumption	7%	14%	0%	0%	17%	6%	25%	0%	0%	0%	6%
It will increase corruption	7%	0%	0%	11%	6%	11%	0%	0%	0%	9%	7%

The perception that people will become lazy because of the cash grants is strongest among the tax payers, media professionals and the civil servants at the district level and the LC III councillors.

#### 4.4.3 Conditionality for access cash grants

Findings indicate that there is strong support for cash grants by both stakeholders and the general public. However, some respondents were not in favour of providing the cash grants without any conditions attached. When asked to what extent they would support the idea of giving cash grants with conditions, 56 percent of the general public supported the idea with 27 percent indicating high support as indicated in Table 4.41 below. Further analysis shows that the support differs across districts. Apart from the general public in Soroti that has less than half of the respondents supporting the conditions, most of the people in other districts are in favour.

**Table 4.26: Support for conditions to accessing cash grant –general public**

	Total	Kampala	Masaka	Soroti	Apac	Arua	Moroto	Kyenjojo	Middle Class
<b>Base</b>	1,397	192	190	194	193	192	192	192	52
Very high extent	27%	38%	26%	12%	45%	21%	31%	22%	13%
Somewhat support it	29%	24%	41%	17%	22%	33%	34%	27%	37%
Would not support it	29%	28%	21%	46%	24%	23%	27%	38%	25%
Would not support it at all	14%	10%	11%	24%	9%	22%	8%	14%	25%
None	0%	0%	2%	1%	0%	0%	1%	0%	0%



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Table 4.42 below shows that the reasons for supporting giving cash grants with conditions are related to making people work hard, strengthen commitment and sustainability. It is perceived by the general public that conditions for accessing grants will reduce laziness (32%), minimise misuse or mismanagement of the funds advanced (20%) and improve people's standards of living. Generally, the reasons advanced focus mainly on creating sustainability in regards to generating income even after the SAGE program stops.

**Table 4.27: Reasons for supporting conditions to accessing cash grant –general public**

	Total	Kampala	Masaka	Soroti	Apac	Arua	Moroto	Kyenjojo	Middle Class
	783	120	127	57	130	104	125	94	26
Promote working hard/Reduce laziness	32%	44%	5%	12%	24%	31%	33%	73%	38%
Beneficiaries will put money to proper use	20%	17%	27%	9%	36%	35%	6%	9%	12%
Improve people's standards of living and able to pay back	15%	17%	18%	21%	12%	4%	25%	10%	15%
A starting point for prosperity	11%	25%	13%	2%	2%	3%	7%	18%	19%
Increase commitment to work	10%	4%	17%	0%	21%	8%	9%	10%	4%
Promotes sustainability	8%	13%	11%	9%	10%	9%	5%	4%	0%
It will improve on community welfare /resources /	6%	6%	9%	5%	8%	7%	2%	3%	8%

For the general public respondents who indicated that they were not supporting conditions attached to giving out cash grants, their fear is related to failure for most people to pay back the funds given. It is observed that there is a perception that the cash grants are loans that need to be paid back and there is a feeling that because many people are poor, it will be impossible for the beneficiaries to pay back. Table 4.43 shows that the most reasons for not supporting the conditions are that people cannot benefit because all the profits will be paid back as interest on the loan (22%), the programme will exclude certain vulnerable groups like the elderly and chronically poor (12%). There is also the perception that it is the government duty to provide fund to the citizens without any conditionality (8%).

**Table 4.28: Reasons for supporting conditions to accessing cash grant –general public**

	Total	Kampala	Masaka	Soroti	Apac	Arua	Moroto	Kyenjojo	Middle Class
	609	72	60	136	63	88	66	98	26
People cant benefit because all the profits gained would be refunded	22%	24%	7%	31%	11%	14%	23%	34%	15%
Will exclude certain categories e.g. elderly and chronically poor	12%	6%	30%	1%	19%	5%	26%	11%	15%
Have nothing to pay because people are poor	11%	13%	10%	10%	22%	3%	3%	11%	19%
Government would arrest people who fail to pay back	10%	14%	7%	10%	10%	17%	3%	5%	19%
Government has to give that money without refund	8%	6%	27%	8%	11%	5%	3%	4%	0%
The money may not be put to proper use	6%	3%	0%	13%	5%	2%	5%	9%	0%
people put money in agriculture and get poor	6%	13%	3%	4%	3%	1%	9%	12%	0%



Yields									
Will discourage people from receiving the money	5%	4%	2%	5%	6%	6%	2%	8%	15%
It creates laziness	5%	15%	2%	3%	3%	3%	2%	7%	0%
Promote corruption	4%	7%	2%	1%	2%	1%	11%	2%	23%
it wouldn't have helped the poor because their profits would	3%	3%	0%	0%	8%	1%	5%	5%	0%
when you help the poor, do it freely	1%	0%	3%	3%	0%	0%	2%	0%	0%
None	13%	6%	7%	7%	14%	47%	9%	2%	8%

### 4.5 Indicators

The baseline also sought to generate measurable indicators which are indicated below:

1. Percentage of the general public that is able to describe social protection correctly -15%
2. Percentage of the general public that are satisfied and are confident with government's efforts to alleviate poverty -26%
3. Percentage of the general public that know (10%) and support cash transfers (80%).
4. Percentage of the policy makers that know (baseline 17%) and support cash transfer (54%).

**Table 4.29 Key questions for tracking indicators**

Question		Score		Respondent
<b>What do you understand by the word social protection</b>		<b>Score</b>		<b>Household &amp; Stakeholder</b>
		HH	Stakeholder	
	Don't Know	40%		
	Assisting the poor	31%		
	Different activities to help people manage shocks and risks	15%		
	Social security	14%		
	Disaster recovery	8%		
	Giving out money to people to start business	7%		
	Charity organizations	6%		
	Providing in-kind help to relatives	4%		
<b>Are you aware of the term social protection</b>				
	Aware		65%	
	Not aware		35%	
<b>Are you satisfied with the government's efforts to address poverty and vulnerability?</b>				
	Satisfied	26%		Household
	Not satisfied	74%		
<b>Have you heard of any programme where people are given cash to take care of their day to day needs?</b>				
	Not aware	90%	83%	
<b>Assuming there was an organization that gives regular cash grants of 20,000/- to 30,000/- per month to poor and vulnerable people in this community, would this alleviate poverty?</b>				Household & Stakeholder



CT would alleviate poverty	46%	54%	
CT would not alleviate poverty	53%	46%	

## 5.0 Conclusions

1. Poverty is associated with material deprivation such as shelter, food, health care and money. It is also associated with social exclusion related to the rejection people suffer in their day to day life, powerlessness and misery. The study however established that particularly among opinion and political party leaders, poverty is perceived to be caused by corruption and mismanagement of funds, lack of ready markets for commodities, poor infrastructure and high dependency ratio by orphans and other vulnerable categories. Some families feel they are poor because they are over-burdened by dependents. However, there are other things that were perceived to cause people to fall into poverty including household shocks such as loss of a bread winner, loss of a job and lack of assets.
2. There exist pervasive attitudes towards the poor. This is particularly among the middle-class who perceives the poor as being lazy by nature and less willing to work their way out of poverty. While there was a general feeling that people need to be protected from poverty, there are also feelings that people who fall into poverty due to unemployment, lack of assets and skills should not be protected because it would increase dependency and encourage redundancy among people who should otherwise be working.
3. Social protection is understood to mean many things including assisting the poor, different activities that help people overcome negative events which cause them to become poor, social security, disaster recovery, giving money to people to start business, and giving in-kind support to relatives. These perceptions are informed by the already existent programmes in place that they are currently benefiting from or know someone who benefited from it. There is need for a deliberate action to create an understanding of what social protection means. The misconceptions advanced could be used to inform development of key messages as well as indicators to measure changes in knowledge.
4. There is a strong feeling that social protection is a human right that government ought to provide to its citizens. This is particularly linked to the right to decent standard of living and the fact that citizens pay taxes. There is therefore a need to build on this consensus in creating civic awareness to demand for social protection as well as hold government accountable for its delivery.
5. According to the findings, it is largely perceived that provision of social protection is the responsibility of government. Civil servants at national level however overwhelming feel that provision of social protection is rather a responsibility of family members who should care for their poor, churches as well as charity organizations and not the government as first priority. Provision of social protection is a prerogative of government and emphasis should thus be put on clarifying the role of government and other stakeholders in the provision of social protection.



6. While the feeling is that social protection is a right and should be provided by the government, responses from the knowledge of existing forms of social protection indicates that government is not seen to be at the fore front of providing social protection. This is with the exception of Moroto. Among the stakeholders for example, only 22% thought the government cared for the poor. This was among the SMEs, civil servants at national level and NGOs. What is visible are family support and community groups which among the poor the poor are their first line of relief from poverty. The role of government in providing social protection is further demeaned by the perception that government activity is not yield tangible results that can be felt by the community. While 93% of the general public felt that it is the responsibility of government to help people out of poverty only 26% were satisfied with government efforts to reduce poverty and only 15% of the general public consider government interventions as significant in enable people to transition out of poverty. This indicates the high expectations of the general public in the government but at the same time points to the low confidence that the people have in government delivery systems.
7. Among the general public, it is perceived that the very poor need social protection the most (51%), above the traditional vulnerable categories including the Elderly, children, women, PWDs, widows and orphans. This view is informed by findings from the PRA, where the general public argues that poverty does not only affect those that are categorized as vulnerable but even other members of the community. This perception is different among the stakeholders whose views are that social protection should target the traditional categories of the vulnerable, such as PWDs (70%), the elderly, (69%), widows (49%) and child headed households (44%). These though acknowledge the poor among those in need of social protection such as the unemployed (42%), those without assets e.g. land (9%) but are not as prioritized as among the views from the general public.
8. There is generally low confidence and satisfaction in government programmes designed to support the poor. Dissatisfaction with government programmes is associated to delays in delivery and implementation, corruption and politicization. To some extent, politicization is associated with introducing programmes during peak electoral seasons.
9. 80% of the general public and about 50% of the stakeholders have confidence that provision of cash transfers will help alleviate poverty. This perception is driven by the belief that people will be able to afford their basic needs, get money to start new businesses, be able to afford day to day needs and buy scholastic materials for children to take to school. Lack of support for cash transfers is linked to money being too little, fears of encouraging laziness and creating dependency and abuse of funds through corruption by the providers.



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## Appendix 1: Background on Uganda

### A1.1 General Country Information

This chapter presents a description of Uganda's geography, demographic and socio-economic characteristics. Situated in the Great Lakes region of Africa, the country has beautiful scenery and enjoys the benefits of revenue from the tourism sector. The country receives regular rainfall and has sizeable mineral deposits. The country has experienced consistent levels of development in the recent years. The overall economic performance of Uganda as measured by GDP at market prices reflects a lower growth rate for fiscal year 2009/10 compared to 2008/09. GDP annual growth rate for 2009/10 was 5.8 percent, The per capita GDP increased by 10.8 percent in FY 2009/10 compared to FY 2008/09, The overall balance of payments projected for 2009/10 revealed a surplus of 210.8 million US dollars compared to a deficit of 43.2 million US dollars in 2008/09.

**Table A1.1: Uganda country indicators**

<b>Indicator</b>	<b>Country statistics (% estimated)</b>
Population (mid-year 2011 estimates)	32.99 million (15%urban;85% rural)
% of population below the poverty line	24.5%, close to 7.5m people living in poverty(UNHS 2009/2010)
Population under 15 years	49%
Infant mortality	(UDHS 2006) was 76 Per 1,000 Live births
Fertility Rate	(UDHS 2006) was 6.7 Births per woman
Literacy	69% Aged 10 years and above (76% Male; 63% Female)
Life expectancy	50.4 (52 Female; 48.8 Male)
Access to electronic media(ownership)	Radio(98%), TV(24%) - UAMPS
Main Economic activity	Agriculture 21% to the GDP & 90% to the total Export Earnings (85% of the rural population)

The country is split into 4 regions (north, east, west and central) with varying population sizes and subdivided into 112 administrative districts. Fifteen percent of the population resides in urban areas while 85% live in rural areas. The central region which hosts Kampala, the capital city, is the most urbanized with approximately 40% of the urban population resident in Kampala<sup>6</sup> with over 65% of consumption occurring within a 60 km radius of Kampala. The GDP per capita in terms of purchase power parity is US \$ 1,800.

Adult literacy is estimated at more than 67%, with more male's literate (77%) than females at 58% of the population. Uganda is a culturally and ethnically diverse country with 9 ethnic groups exceeding a population of one million people each. Over 71% of people are engaged in subsistence agriculture and only 7% and 9% engaged in professional work and service industries respectively.

### A1.2 Survey areas

Uganda currently has over 100 administrative districts. Each district is further divided into sub-districts, counties, sub-counties, parishes and villages. For the current survey, 3 of the 14 target

<sup>6</sup>Uganda Bureau of Statistics (UBOS) 2002



districts were selected purposively and these were the districts in which ESP intends to undertake interventions. These districts include: Kyenjojo in Western Uganda, Moroto in North Eastern Uganda and Apac in Northern Uganda. The non-target districts were Masaka in Central, Soroti in the East, Arua in North and Kampala the Capital city. The table below provides a summary of information about the survey districts.

**Table A1.2: Summary of the study districts**

District	Population [2010]	Main economic activity [2007-2008]	Media coverage [2007-2008]
Moroto	315,300	Cattle keeping and Subsistence agriculture	Radio Management services
Kampala	1,659,700	Mainly Industrial but the suburbs also do practice agricultural production	All Radio and Television services in the central region
Masaka	842,000	Mainly agriculture with a bias to [Food crops, cash crops , fruits and vegetables, cattle ranching and fishing on lake Victoria ]	Radio and Television services [ Central Broadcasting services, Star radio, Bwala Hill 88.0 FM, Radio West, Equator Radio, Buddu Broadcasting services, Kalungu Foundation ltd, Radio Maria Uganda Association, Christian Life Ministries, UBC Radio, Christian Radio Network, Baptist International Mission, Voice of Africa, UBC TV and WBS Limited.
Soroti	584,900	Mainly agriculture with emphasis on [Food crops, cash crops and fruits and vegetables ]	Radio and Television services [Voice of Teso, Kyoga Radio ltd, UBC Radio, Baptist International Mission & UBC TV.
Arua	544,400	Agriculture with emphasis on [Food crops, cash crops and fishing on river Nile ]	Radio and Television services [ Capital radio, Arua FM, Here is Life, Arua Hill FM, Homenet Radio Koboko, Radio Pasis, Born Free Technologies Nnetwork, UBC Radio, Born free Technologies and UBC TV.
Apac	561,900	Mainly agriculture biased towards [Food crops, cash crops , fruits and vegetables, cattle ranching and fishing on lake Kyoga ]	Mainly Radio services [Radio Apac ]
Kyenjojo	523,800	Agriculture with emphasis on [Food crops, cash crops , fruits and vegetables ]	Mainly Radio services [Kyenjojo Development Radio ]



## Appendix 2: A review of existing literature

### A2.1 Knowledge and Attitudes about Poverty and vulnerability

Uganda achieved significant levels of poverty reduction during the 1990s; to the extent that it has been hailed as the 'showcase' of the potential gains from following a broadly neoliberal economic reform agenda accompanied with a specific package of poverty reduction policies (Hickey.S, 2003). According to general household surveys, the income poverty headcount fell from 56% in 1992 to 44% in 1997/98, 31% in 2006 and 25% in 2009<sup>7</sup>.

The understanding of poverty in Uganda has considerably improved and deepened over the past 2 decades. This notwithstanding, defining and measuring poverty attract varying opinions from development actors. In Uganda, Government defined poverty as lack of access to basic necessities of life (food, shelter, clothing and other needs like education and health). According to the Ugandan Participatory Poverty Assessment Process (UPPAP), most people define poverty to include; powerlessness, social exclusion, material deprivation, such as lack of access to basic needs and services (including food and clothing, shelter, bedding, public services, and markets) and ignorance and lack of knowledge. In Kawiti, Masindi, for example, people explained that poverty is 'a state of being illiterate and ignorant about oneself and surroundings'. For the men in Bundimulombi IDP camp in Bundibugyo, 'If you are ignorant and lacking information about certain things, you can never develop yourself'. People associated ignorance with low levels of education or illiteracy, especially in rural areas (UPPAP, 2000).

Powerlessness of poor people according to UPPAP was manifested in the following ways: women lack control over resources but are responsible for providing for their families; taxpayers suffer un-transparent assessment procedures, brutal collection methods and lack of information on how their taxes are used; market traders are over-charged; people do not know what the roles and responsibilities of higher, level office holders are supposed to be and lack means to hold them and corrupt officials accountable.

Social exclusion on the other hand as presented in the UPPAP is where a particular group may be excluded from accessing certain services or benefits or they are never heard in community meetings. In some sites in Jinja, Bundibugyo and Kitgum, those who felt excluded included the elderly, refugees and people with disabilities. The elderly in particular felt that they are not listened to or taken seriously when they talk in public and hence they feel excluded.(UPPAP, 2000).

The report also identifies indicators of poverty at household level and these include; having many children, social problems, little cash, and cannot afford the costs of education and health and has few productive and household assets. Other indicators include limited income generating opportunities, food security throughout the year. A study however on poverty knowledge and policy processes in Uganda by Karen Brock, Rosemary McGee et al, argues that people who perceive themselves as poor often view their situation in terms of basic needs

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<sup>7</sup>While the percentage of Ugandans living in poverty dropped from 56% in 1992/93 to 35% in 1999/2000, the number of those living below the poverty line increased in absolute terms (about 700,000). Note that at 56%, about 7 million Ugandans lived in poverty when the population was about 16.7 million. If the poverty head count remained at 35% of the population, for a population of 24.6 million (UBOS, 2002), about 7.7 million Ugandans live below the poverty line, representing an increase of about 700,000 people.



not being met, shaped by their own lived experience. On the other hand, people who are directly involved in shaping poverty reduction policies – either as representatives of poor constituencies, or as bureaucrats and technicians whose work involves implementing poverty reduction policies – often view poverty from a different perspective, which of agents is situated in broader processes with sectoral or political prerogatives.

One interesting perspective that UPPAP brings to the question of understanding poverty is that use of local people's definitions of poverty and well-being can provide indicators for monitoring changes in poverty. The broad range of indicators identified suggests that the use of composite indicators may give a more accurate measure of poverty than simple indicators of income and expenditure. While several of the quantitative indicators cited are currently used in Ugandan welfare and household surveys drawing some of the qualitative indicators identified such as powerlessness, voiceless, self-pity among others could be used by ESP to enrich existing indicators.

Poverty in Uganda is also location-specific. The northern and eastern regions of Uganda have continued to experience high levels of poverty compared to other parts of the country. For instance, according 2009/10 UNHS, the proportion of people below the poverty line in North and Eastern Uganda stood at 46.2% and 24.3% respectively compared to 21.8% and 10.7% in Western and Central Uganda. In addition, poverty is not uniform. According to UPPAP, there exist predominant features that distinguish rural from urban poverty. While rural poverty manifests itself predominantly in failure to educate children, limited access to infrastructure facilities and services, poor yields, alcoholism, impoverishment at old age and men abandoning their families, urban poverty predominantly manifests itself in HIV/AIDS, unemployment and/or low pay compared to cost of living, frequent family misunderstandings, idleness, early marriages and pregnancies, as well as poor drainage and sanitation facilities in the city.

From the review of literature, it is important to note that definitions and perceptions of poverty among communities relates to the lack of basic needs – whether food, money, livestock, clothing, good health or education. It is also important to note that poverty can be rural or urban and in this has different manifestations. These therefore should be incorporated into the design of poverty alleviation activities.

## **A2.2 Knowledge about Chronic Poverty**

Academic definitions understand chronic poverty as. “That poverty where individuals, households or regions are trapped in severe and multi-dimensional poverty for an extended period of time (several years or a lifetime), and where poverty is linked with inter-generational transmission (DRT, 2005). According to the poor themselves however, chronic poverty is... “When you have nothing and cannot get anything and there is no means to get anything and it is with persistence, like the rain that soaks the poor and does not stop” (DRT, 2005).

Chronic poverty is described as; (Mclean, 2003 in DRT, 2005)

- Individuals who are physically weak or incapacitated, homeless or living in poor housing conditions, wear shabby clothes, are unclean, with sores and infestations, eat poorly, are lazy or drunk, don't have productive assets, or are ignorant and lacking in education and skills



- A household with key features; including living in a grass-thatched house with weeds growing on the roof, with the head of the household spending most resources drinking alcohol and with domestic violence rampant in the family, with basic needs unmet
- A community that is remote, with a lack of social services, poor water and sanitation, poor housing, with many households raven by sectarianism and discrimination, and affected by seasonal food shortages and insecurity.

### **A2.3 Knowledge about the causes of Poverty**

Reported major causes of poverty in Uganda include lack of capital, lack of access to land or credit; and idiosyncratic shocks, such as poor health, disease, the death of family members, especially bread winners, or loss of a job or other source of income, such as remittances. High and unfair taxes (a government-imposed shock) also rank high as a cause of poverty. Behavioral factors, including excessive alcohol consumption (one of the main causes cited for moving into poverty), large family size and polygamy, are also reported as causes of poverty. Most communities agreed that access to services has improved dramatically, but they remain concerned about quality, especially in the health sector (World Bank, 2006).

According to other studies, understanding of the causes of poverty is influenced by differences according to local context, and to the particular features of informants e.g. features of local agro ecosystems. (Brock, McGee et al, 20). The study mentions that in Bushenyi, lack of land and fragmentation of existing landholdings were frequently mentioned as causes of poverty, while in Tororo, problems with diminishing fertility of existing land and resulting chronic food insecurity were highlighted. In Lira, less mention was made of land-related problems, but lack of cattle was easily the most frequently mentioned and discussed feature of poverty.

The study further reveals that respondents in Bushenyi were far more likely to emphasize lack of money as a definition of poverty than in either Tororo or Lira. This finding, linked to the monetization of the agricultural economy and the relatively high proportion of cash crops cultivated in the district, agrees with the UPPAP study, which found that poverty definitions were more likely to be income-based in Bushenyi than for any other district of Uganda apart from Kampala (Ministry of Finance, Planning and Economic Development 2000). The emphasis on income poverty in Bushenyi was also frequently linked to the falling price of coffee on the world market.

In Tororo, similarly, the low prices available for maize and cotton were often referred to, frequently linked to the lack of access to markets, particularly via a poor road network. Respondents in Tororo were also unique in blaming a lack of industry for poverty, and in placing an emphasis on the rising cost of basic consumer goods. The latter may be attributed to attempts by government to regulate cross-border trading with Kenya, which may have resulted in reduction in the level of smuggling, and an increase in tax payment by traders, trickling down in the form of higher street prices for basic goods.

Villagers' perceptions of poverty in Lira are indelibly marked by insecurity, which has resulted not only in massively decreased cattle holdings following Karamojong raiding in the 1980s, but in frequent episodes of displacement, with whole communities fleeing temporarily to avoid cattle-raiding or the violent insurgency of the LRA. The impact of conflict is reinforced by the first Uganda Participatory Poverty Assessment (UPPAP 1), where insurgency was cited as a key



driver of poverty in 40% of the UPPAP sites (MFPED, 2000). The national household surveys conducted by UBOS since 1992 have also consistently shown that the incidence of poverty is much higher in conflict-affected Northern Uganda than in Central and other parts of Uganda not experiencing conflict. Linked to these, there is frequently a notion of regional marginalization attached to local narratives of the causes of poverty; as a traditional stronghold of opposition to the Movement system of government, many local people feel that they are being ignored by central government.

According to PPA 2(2002), the most frequently cited causes of household poverty are poor health, excessive alcohol consumption, lack of education and skills, limited access to financial services and capital, ignorance, poor access to markets, idleness, lack of co-operation, large families, and insurgency. The major effects of poverty on the household include poor health, inability to meet the basic needs of the family, low production, food insecurity, and loss or sale of assets.

Furthermore, the UPPAP report of 2000, states that climatic patterns that create seasonality in their production and incidence of disease, coupled with seasonality in expenditure patterns, for example, on school fees create fluctuations in poverty levels throughout the year and over longer periods. In the absence of surface water harvesting methods, storage facilities, accessible markets, as well as accessible and affordable financial services, preparing for the hard times during good times becomes extremely difficult for many. Under these circumstances, many are rendered vulnerable to poverty during seasons of high incidence of disease when they need to spend on health services, as well as during the school term when they need to pay school fees. These in turn bring about low production and food insecurity and a vicious circle of poverty. This is the more reason for graduated tax being unpopular.

Related to the climatic conditions is the economic activity a particular household engages in, determines their level of poverty. Studies (Abuka, Atingi-Ego et al, 2007) have shown that the majority of the people below the poverty line are engaged in agriculture mainly crop production. Participatory evidence also indicates poverty to be prevalent among pastoralists, fishermen and their families, and estate workers (MFPED, 2005).

While mentioned, the PPA also argues that the lack of economic resources such as land does not adequately explain why some people continue to be poor. Other factors such as people's attitudes (lack of creativity and laziness) may partially explain the persistence of poverty in certain households. In one of the research areas in Bundibugyo district for example, participants categorized some community members with large land tracts as among the poor. One man was cited as having 20 acres but had failed to put it to productive use due to poor planning and lack of money and advice on how to develop it. His children are not going to school because he cannot afford to clothe them and buy scholastic materials. Another example was also given of an old widow who had plenty of land but had failed to develop it. (PPA 2, 2002).

While it is important to recognize that UPPAP reports do provide important information about poverty in Uganda and how the poor understand it and identifies gaps in government policy, there is comparatively little interpretation of why, or even how, these poverty-creating processes are taking place (Woodhouse, 2004). UPPAP2, for example, observes (UPPAP, 2002:57, 82, 95-6) that wealthy pastoralists are 'leasing land', thus privatizing communal grazing land and



making access to grazing for poorer pastoralists more difficult. Yet it offers no insight as to how the process of 'leasing' is achieved in terms of individual, government, or civil society action. Even where positive cases are identified (e.g. the case of effective operation of taxation in Ntungamo district), no interpretation is offered as to why these cases perform better than others.

Focusing research goals on .poverty-producing processes both requires, and in turn would support, a shift in the discourse on poverty from a .residual model, in which people are poor because they have been left behind., .left out., or .forgotten., to a .relational model that perceives poverty as created by specific sets of social relations(Woodhouse, 2004).

A study by Krishna A, et al (2004), notes that, escaping poverty is associated with one set of factors, while falling into poverty is associated with another and different set of factors; Eight factors are associated with decline in a household's material circumstances. These eight factors form three separate clusters i.e.; health, healthcare expenses, and death of income earners form the first and numerically most important cluster. The second cluster is related to social and behavioral factors, including family size, funeral and marriage expenses, alcoholism and laziness. The third cluster includes all land-related factors, especially land division, crop disease, and land exhaustion. Health and health-related expenses are the single most important reason associated with descending into poverty. More than 70 per cent of households that fell into poverty cited ill health and healthcare expenses as the most important part of the process leading to their descent. Deaths of income earners, which have occurred mostly on account of disease, are important in the case of another 35 per cent of such households. These were also identified by the Participatory poverty assessments of 2002. Deininger and Okidi (2003) and Lawson (2004) also found ill health to be significantly associated with descent into poverty.

Factors associated with escaping poverty are, in order of incidence, diversification of income sources, land improvement, gains from small businesses, and obtaining a private sector job. Krishna A, et al (2004) argue that diversification of income sources was principally the important factor. Households that were able to vary their sources of income were more likely to escape poverty than those who could not. Land-related factors, especially improving productivity and diversifying into commercial crops, were comparatively much more important in especially central region of Uganda.

#### **A2.4 Knowledge and attitudes about Vulnerability**

Being vulnerable is defined as having a high probability of falling into poverty in the future. The vulnerable are usually assumed to include the poor (who have a high probability of remaining poor or transiting in and out of poverty) and those not in poverty but likely to be pushed into poverty when faced with a shock or change (World Bank, 2006). according to the PPA 1, Local people defined vulnerability as: Likelihood that a person or group of people who were currently *breaking even* would deteriorate and eventually result in the person or group becoming poorer; A condition in which an event or situation can easily predispose one to the likelihood of becoming poorer; Inability of some members of the community to meet their basic needs exposes them to poorer living standards.

The following groups have been identified as specific vulnerable groups by various research studies (i.e. Okidi and Kempaka 2001). The UPPAP also lists the same categories as the most vulnerable.



*Orphans and children:* Children are the single largest group of Ugandans living in absolute poverty, constituting 53 percent of the absolutely poor. Poor children are less likely to attend school and have little control over their situation and socio-economic environment. The UPPAP report indicates that orphans and children lack recognition, and are often neglected and mistreated. According to a 2006 UNICEF Report, in 2005, the total number of orphans stood at 2,300,000 (14%) of total population and was projected to rise to 2,500 million in 2010. Of these, 1,000,000 are orphaned due to HIV and AIDS, representing 45% of the total number of orphans in Uganda.

*Elderly:* according to The Aged Family Uganda (TAFU), there are 1.3 million people in Uganda aged over 60(TAFU, 2008). About 85% of the active older persons are engaged in crop farming with no social security (MGLSD, 2009). Their economic situation is worsened by the burden of looking after orphans and other vulnerable children left by the youth who have succumbed to the HIV/AIDS pandemic. The UNHS 2005/06 report indicates that 13.7% of the children or 2.1 million children who would ordinarily have been raised by their parents are under the care of older persons. TAFU estimates that older persons care for 50% of the orphaned grand children.

Currently, the only formal social security systems for older persons are the Uganda National Pensions Scheme and the National Social Security Fund (NSSF). These reach only 7.1% of older persons, of which 60% are males (MGLSD, 2009). Further to the limited coverage, the few beneficiaries of the pensions face multiple difficulties in processing their retirement benefits such as centralisation of the system, distance from upcountry and inordinate delays in disbursement of their payments (MGLSD, 2009).

There is evidence to demonstrate that the cumulative impact of poverty in Africa is the greatest threat facing its older women and men (Gorman & Heslop 2002) and that increased longevity is associated with the increasing likelihood of experiencing chronic poverty. According to a study in rural Tanzania, on-farm working hours fell by nearly half between the age of 60 and 90, with 80 year-olds still averaging over two hours of work daily – but they could not meet their daily needs. They obtain claims on output by other means – through informal group action, such as family transfers; saving and investing through the formal market systems, and through public social security programmes (Help Age International, October 2003).

*Youth:* The youth especially the females often are jobless, lack vocational skills, cannot afford the training, lack regular income and capital and are unable to effectively access credit facilities. Some of the female youth have no education, while others were criticized by some respondents quoted in the UPPAP for “lacking innovation” and being “lazy”.

*Women especially widows:* According to the UNHS 2009/10, total population of widows was about 874,000 which represents about 11 percent of the total female population aged 15 years and above. Women in Uganda are poorer than men (Abuka, Atingi-Ego et al, 2007). In most instances, widows with large number of children to take care of are more likely to be vulnerable. (MGLSD, 2008). This is because female-headed households have less land. Widows tend to lose land assets over time as their children grow up. Women also participate less in the labour



market than men and women's wages have been found to be significantly lower than men's. They have little influence over household income, lack education and skills, are often exploited by "middlemen", are marginalized by the labor market, have low participation in decision-making processes, and are adversely affected by the patriarchal system of inheritance. Women were also found to work longer hours than men when domestic tasks were considered (UBOS, UNHS 2009/10).

*People with disabilities (PWDs):* Physical and mental impairments reduce the life chances and productivity of people with disabilities (PWDs). Most PWDs in Uganda are poor because of marginalization and discrimination associated with disability. Women with disabilities, for example, not only find it difficult to have access to productive assets, but are also discriminated against in marriage and in the building of social networks. According to the UNHS 2009/10, 16 percent of Uganda's population has a disability.

*HIV/AIDS affected households:* Households whose breadwinner dies of HIV/AIDS are most likely to fall into poverty. There are mainly for factors that influence this adverseness; the use of productive resources to pay for treatment including sale of assets, the weakened human capital of the sufferer, leaving dependents in a worse state financially and the trauma, and stigma experienced in the process (CPRC, 2005).

*Fishing communities:* Local populations that are involved in artisanal fishing experience difficulties due to the increasing commercialization of fishing oriented to the export market. Because most local fishermen are located in isolated rural areas and often lack access to improved fishing gear and adequate markets for their produce, they are increasingly being marginalized by medium- and large-scale investors who use sophisticated fishing gear and exclude small fishermen from participating effectively in the industry.

*Landless and smallholders:* Some Ugandan communities have access only to unproductive land, while others have limited acreage and cannot support their households. The districts of Kisoro, Mbale and Kapchorwa epitomize these problems. The marginal highland area of Kisoro is characterized by a scarcity of arable land coupled with rapid population growth, which has been identified as the overriding factor causing poverty within the district. The average population growth is 3.5 percent, with a fertility rate of 8 children per household and landholding of only 0.8 hectares per household. This pressure on the land has promoted the adoption of intensive farming methods that have greatly reduced soil fertility, culminating in a poverty cycle of low yields, falling incomes and rising food insecurity. Land fragmentation compounds the problem as the distances involved in getting to different plots reduce farm productivity (CPRC-Uganda 2002).

*Geographically isolated communities:* Poor people are often found in remote and geographically inhospitable areas. Communities located in mountainous terrain, impenetrable rainforest, islands and floodplains are highly vulnerable to severe and persistent poverty due to their physical separation from economic and social opportunities, which traps them in poor living conditions. In addition, people living in areas that are susceptible to drought (Kumi), floods (Lake Kyoga), earthquake (Kabalore, Bundibugyo, and Kisoro district), physical inaccessibility (Rift Valley and highland inhabitants) and civil strife (Kumi, Kotido, Moroto, Gulu and Kitgum are highly vulnerable (Okidi and Mugambe 2002).



*People affected by disasters:* These are mainly internally displaced persons (found mainly in Moyo, Kabalore, Kisoro, Kitgum, Kumi and Gulu districts), abducted children and people affected by floods and drought. People living in IDP camps have lower average consumption per capita compared to other areas (an 8% difference) (Younger, 2007). These categories of people are particularly vulnerable to poverty and face extreme difficulties in regenerating their asset bases even after resettlement (Hickey and Shinyekwa 2007).

*Ethnic, indigenous and other marginalized populations:* Research indicates that some clusters of Batwa, a small tribe in south-western Uganda, do not have access to arable land. Many depend on begging and are despised by others. Some derive their livelihood from the forest as hunters and gatherers. Other groups of Ugandans are marginalized to varying degrees by ethnicity, religion, kinship and other social, economic and political characteristics. Marginalization in Uganda was common before independence and in the early post-independence period (Laker-Ojok, in Langseth 1995:39), but it remains a factor in contemporary Uganda as well.

While it is clear from the review of literature that many studies have made a thorough attempt to identify the categories of vulnerable people and how they become vulnerable, there are no specific in-depth studies to investigate specific poverty within the various categories. For example in the case of children and young people, several assumptions are made that interventions that address adult and household needs are also good for all children, including boys and girls of school-going and non-school-going ages. This negates the fact that sometimes children need more targeted interventions. To achieve this thus call for in-depth studies not only for children but for the other categories as well, looking at poverty issues around the specific category. For example which among a specific category is mostly in need, who is the abject poor and why?’

## **A2.5 Policies and interventions to poverty eradication**

Poverty eradication has been a fundamental objective of Uganda’s development strategy. Since 1997, Uganda has been implementing the Poverty Eradication Action Plan (PEAP) with the major aim of achieving a target of 10% population below the national poverty line by 2017. The PEAP provided an over-arching framework to guide public action to eradicate poverty. The PEAP was revised in 2000, 2004 and later transformed in a National Development Plan (NDP). The PEAP and the NDP were developed through a consultative process involving central and local Government, Parliament, Donors and Civil Society. The process of identification of the priority areas for poverty reduction was also informed by the Uganda Participatory Poverty Assessment Process (UPPAP).

In order to provide a mechanism for strengthening the pro-poor orientation of the budget, “vital fund” called Poverty Action Fund (PAF) was established in 1997. The PAF consisted of savings under the Highly Indebted Poor Countries’ (HIPC) Debt Relief Initiative and the GoU own resources as well as donor contributions. PAF resources are spent on sectors that have a direct impact on poverty reduction, notably, primary education, primary health care, water and sanitation, agriculture and rural roads. PAF resources have been increasing overtime since its inception and this has led to inclusion of more poverty-sensitive sectors identified in the PEAP into the funding grid of PAF.

Unlike the PEAP, the NDP focuses more on addressing the most binding constraints to economic growth. These include: Weak Public Sector Management and Administration; Inadequate Financing and Financial Services; Inadequate Quantity and Quality of Human Resource; Inadequate Physical Infrastructure; Gender Issues, Negative Attitudes, Mind-set, Cultural Practices, and Perceptions; Low Application of Science, Technology and Innovation; Inadequate Supply and Limited Access to Critical Production Inputs. Consequently, more budgetary resources are being spent on infrastructure development, agricultural modernization and human resources development.

Despite this elaborate policy framework for poverty eradication, most of the interventions are geared towards poverty reduction (those already relapsed to poverty and none to addressing vulnerability. Furthermore, it is important to ensure that the poorest have their chance to participate in and shape approaches designed to uplift their well being. Participation of the poor should be across all the categories- older people, women, children and unemployed youth, minority populations, the landless, the disabled, among others. This argument is reinforced by findings from the PPA emphasizing the need to increase participation in decision-making at the community level and particularly addressing the social issues which restrict the participation of some groups

#### **A2.6 Poor People's Perceptions towards Government Policies**

According to the UPPAP (2000), priorities of the poor include among others – feeder roads, primary health care, and modernization of agriculture to increase productivity.

Poor health ranked as a major cause and consequence of poverty, affecting people's ability to work and support the family. Restricted access to health care was discussed frequently, in terms of affordability, availability and quality of services. In all districts, cost sharing of health services was seen as leading to unnecessary suffering and further impoverishment as many poor people cannot afford to pay for health care. This thus calls for some of exemptions specifically targeting the chronically poor and vulnerable households. Further still, in all research sites visited in PPA2, people decried the lack of sufficient drugs and, in many communities, the lack of adequate qualified staff at their local health units. They also expressed concern about "drug leakage" to private clinics, which they attributed to health workers stealing drugs. There is therefore need for government to increase drug supplies and improve service quality.

Many local people valued education as a means of moving out of the intergenerational cycle of poverty. As such, UPE is widely appreciated. However, concerns hover over access to and quality of education. The poor still cannot afford the indirect costs of education, and the children of such families are often unable to attend school. This is compounded by the lack of supervision of teachers, teachers / heads failing to turn up, lack of textbooks; big class sizes; inadequate numbers of classrooms; late arrival of funds, problems and misuse of funds.

Access to clean water for household consumption featured as a high priority in more than 20 of the 36 communities visited by UPPAP. Local people associated diseases with unclean water and with poor hygiene practices.



Produce markets are highly valued, but limited access – including high dues and exploitation - does not allow the poor an opportunity to obtain reasonable profits from the sale of their produce, and thus increases poverty.

Local people also valued credit but widely believed that terms and delivery mechanisms of current programmes do not favor them. The government has put in place a number of programmes such as BonnaBagagawale, the Agricultural Credit Facility among others to increase access to credit. These have however come under criticism from civil society for not reaching the poor

Local people also according to UPPAP expressed a demand for extension services to find a means of increasing productivity and income. A successful extension service is described as that reaches the community, is accessible to all, and offers relevant measures and information.

## **A2.7 Social Protection**

### **A2.7.1 Context, knowledge and history in Uganda**

Social protection in Uganda as an instrument of poverty risk aversion and poverty reduction is not new but rather gained greater prominence in the last decade. Lwanga-Ntale (2008) argues that the idea first gained prominence in the country after it was identified as the focus of the Social Development Investment Plan (SDIP) – 2003-2008, and was later integrated in the 5th Pillar of the Poverty Eradication Action Plan (PEAP), emerging as one of the key proposals for strengthening the social capital of the poor and enhancing social inclusion of vulnerable groups.

The National Development Plan (NDP), a successor to the Poverty Eradication Action Plan (PEAP) identifies Social Protection as objective No. 3 under the Social Development Sub-sector (*expand social protection measures to reduce vulnerability and enhance the productivity of the human resource*). It specifically prioritises the development, implementation of social transfer programmes including cash transfers to the elderly, persons with disability and the poorest quartile of the population...( *NDP, intervention VI of objective 3, page 283*). Uganda is also a signatory to the 2006 Livingstone Conference, where it committed to implementing national social transfer programs, integrated into the national budgets. A similar commitment was re-echoed during the Namibia meeting for African Ministers of Social Affairs in October 2008. Loosely interpreted, this is a clear demonstration of the will and interest in social protection.

### **A2.7.2 Understanding Social Protection**

Various institutions, organizations and policy makers understand and contextualise social protection differently. This is no exception to Uganda. The World Bank understands social protection as public measures intended to assist individuals, households and communities in managing income risks in order to reduce vulnerability and downward fluctuations in incomes, improve consumption smoothing and enhancing equity. According to ODI, Social protection refers to the public actions taken in response to levels of vulnerability, risk and deprivation which are deemed socially unacceptable within a given polity or society. (MGLSD, 2002). Others adopt a very broad approach, including education and health subsidies, job creation and micro-credit programmes, as well as safety nets for groups that may be vulnerable to shocks, but are not usually regarded as among the poorest (e.g. coffee farmers facing falling export prices) (Lwanga-Ntale et al, 2008).



Social protection in Uganda is defined as “*all public and private interventions that address vulnerabilities associated with being poor or becoming poor. It is a public investment that facilitates risk taking endeavours and also enables the poor to prevent, cope with and mitigate risks*” (NDP, page 275).

### **A2.7.3 History of Social Protection in Uganda**

It is argued that Social Protection in Uganda is centuries old and was rooted in a number of family linked systems (the clan, extended family and in-laws), traditional administrative structures, community based systems (the community itself) and friendship (DRT, 2009). These traditional social security systems depended upon the social structure of a particular community. The structure was defined by for instance whether the members of the community were settled agriculturalists or pastoralists, or whether they were already organized in a state (as in Buganda and Bunyoro - Kitara) or stateless (for instance the Bakiga and Acholi). The social security system in these communities was based mainly on the traditional (extended) family and kinship relationships (Barya, 2009).

These informal, community-based, mutual helped groups pool resources to respond to emergencies for example at times of death, sickness and celebrations. In the case of death, people contributed food, their labor and cash for the funeral expenses. In Buganda these were called “*Munnomukabi*” meaning “a friend in need”.

Dr. Ouma observes that traditional authority exercised through a system of clan elders and heads of household, was very effective in maintaining social control and order in a situation where there was no distinction between home and place of work. clan organization and authority were reinforced by the system of extended families in ensuring area-based development through the exercise of collective responsibility in areas such as housing, creating and maintaining access roads, farming, food harvesting and its storage, hunting down wild animals and destroying vermin that were a potential danger to both human security and food crops, caring for the elderly and the sick, consoling and assisting the clan/family members in bereavement to mention only a few of the instances based on mutual aid assistance and reciprocity (Ouma 1995).

These roles were strengthened by civil society organisations in meeting the needs of the most vulnerable especially in supporting the very poor, focusing on building local skills and knowledge, establishing minority group-specific social services, confidence building and peace building to reduce conflicts with neighboring communities.

In most parts of Northern Uganda, particularly Lango and Acholi, in addition to mechanisms to guarantee the poor’s access to food, clothing and shelter (particularly the family and clan), social protection mechanisms were also formed around labour with cooperative work groups (*locally known as Wang Tic, Awak, Akiba*) to open up fields, weeding and maintenance of land for production. For labor constrained households such as the very old, the groups upon request from the labor constrained would cultivate on condition that, within 12 months, one pays the group from the sale of the harvests (or in kind with food) (DRT 2009). Similar initiatives according to anecdotal evidence existed in other parts of the country.



Literature underscores the relative importance of traditional social protection systems in addressing risk and vulnerability. The Chronic Poverty for Uganda, 2005 (pg 34) notes that *“addressing childhood poverty is essential so that informal social protection systems - children supporting parents, older people adopting orphans – are reinforced.”* Nevertheless, it notes that: *“In several poor rural villages, evidence suggests that traditional mechanisms may help individuals to survive (although they) are not guaranteed and are insufficient to enable an escape from poverty.*

According to 2005/6 Uganda National Household survey, ‘help provided by relatives and friends’ ranked second among coping mechanisms used by households that had experienced a shock (drought, insecurity, death of a household member, etc.) within 5 years prior to the survey. Traditional social support mechanisms in traditional societies as well as today especially among the poor and vulnerable were highly regarded as they guaranteed community minimum safety net (such as shelter, food and a burial place), incorporation at family and community level and inclusion through small saving schemes (DRT, 2009). While across the board many of the traditional social protection mechanisms have withered away, where they still exist, it is important that synergy is drawn with them as the first lines of support in case of a shock. This argument is reinforced by evidence from Ethiopia, where formal social protection mechanisms such as cash transfers have facilitated growth and or strengthening of informal social protection measures. The Productive Safety Net Programme has fostered the regeneration of a rotating savings scheme known as ‘ikub’ (...) used to purchase livestock and agricultural inputs (...) So it seems plausible that cash transfers that increase income in poor households may rejuvenate informal social protection mechanisms, rather than displacing them (Sabates-Wheeler, Devereux, 2008).

Other people argue to the contrary that formal safety nets should not be extended to categories of Ugandans who are adequately protected by informal social support systems. According to this view, formal safety nets only undermines social capital and crowds out informal safety nets, which is inefficient and costly in terms of undermining social capital, replacing self-help with dependency (MGLSD 2002).

Important to the debate as whether formal social protection systems should reinforce traditional mechanisms or not is that informal social support systems in Uganda are under severe strain, and it is not clear that they are adequate for meeting all the needs of the poor and vulnerable. Community support systems have almost disappeared in some areas, with little prospect for their revival. It is often said that *“morals are changing”* – granaries were stolen, people were forced to store food inside their houses, but this means they store less now. Commercialization has also reduced incentives to maintain food stores, since people have pressing needs for cash. Cattle rustling also reduced incentives to store wealth in livestock at the extended family or community level – instead, people prefer to keep cash at the individual level, but poverty limits their ability to save. In this context of chronic poverty at the household, community and national levels, the policy dilemma is: how to replace or restore informal safety nets with effective formal or informal social protection mechanisms (MGLSD 2002).

Some researchers argue that it is important that while government will have to play a lead role in most social protection initiatives, it is possible that these will be more effective if they clearly reinforce (whenever possible) existing informal, family and or community-based mechanisms



(DRT 2009). This argument is also reinforced in UPPAP (2000) that argued that Social relations and networks are one of the strongest resources possessed by poor Ugandans. Groups, organizations and respected local leadership are seen as positive attributes for assisting local people to improve their incomes and their quality of life and that this asset is important for the design, implementation and monitoring of poverty reduction interventions.

The study by Development Research and Training on Culture and Social Protection focused on understanding systems in Buganda, Lango and Ankole. Therefore, while it is possible to profile some of the traditional social protection mechanisms in some parts where the pilot SAGE programme shall be implemented such as Apac, Kiboga, it is rather very difficult for other areas such as in the Karamoja, Teso and South Western. It is thus important that the KAPB study profiles and understand the context of traditional social protection systems in these communities so as to establish synergies.

#### **A2.7.4 Transition to more institutionalised form of Social Protection**

The post-independence political turbulence and state violence of the 1970s and early 1980s, and the scourge of HIV/AIDS have been key factors in eroding or demolishing informal social protection (DRT, 2008). This was coupled with the persistence and sharp increase in risk, vulnerability and poverty which reduced the ability of informal support systems to cope thus the need for state/national programs. Resultantly, the Ministry of Gender, Labour and Social Development was established to coordinate all programs and activities relating to a range of vulnerable categories of people. Under this, a range of programs targeting vulnerable persons were implemented under the Ministry. Social Development Sector has also developed several policies which are expected to contribute to the realization of broader development objectives in general and social protection objectives in particular. These include: The National Orphans and Vulnerable Children Policy; The National Policy on Elimination of Child Labour; The National Policy on Disability; The National Equal Opportunities Policy; and The National Gender Policy.

In 2008, a specific Directorate of Social Protection was set up to coordinate the implementation of Social Protection. Under the Directorate of Social Protection, National Social Protection Sub-committee was created, comprising development partners, civil society, research organizations and ministries.

In 2010, with funding assistance from DFID and the Embassy of Ireland, the Expanding Social Protection Program in Uganda was developed and a secretariat put in place.

The ESPP has 4 key outputs to deliver on including;

- Improved Social Protection Skills and cross-government leadership on Social Protection. (*this involves Creation of a technical SP secretariat with MGLSD and Training of key government departments*)
- A coherent and viable national strategic and fiscal framework for Social Protection (*involved Developing a national SP framework and engage MFPEd to identify funding sources for SP at national scale and working with Parliament and MGLSD to develop legislation in key areas*)
- Regular and predictable social grants to poor households (*involves piloting SAGE and building evidence on impacts of social protection scheme*)



- Improved knowledge and information on SP among policy makers and the public ( about *commissioning and disseminating research about SP, implementing a Communications strategy to build awareness on SP and supporting Uganda Civil Society Social Protection Platform to engage in effective policy dialogue*)

#### **A2.7.5 Attitudes and perceptions about Social Protection and Cash Transfers**

Despite the clear statements and presumed will, very little has since been implemented on the ground in terms of national responses to tackle risk and vulnerability in terms of national state-led responses. Adoption and implementation of a comprehensive social-protection strategy still appears to be distant, with the rhetoric outpacing effective uptake of the social protection agenda. Lwanga-Ntale, (2008) writes that what explains the above situation are the complex links between politics and decision-making on one hand and actual implementation on the other. DRT in its discussion paper No. 1 2008 notes that this is linked to commitment and acceptability. Limited and varied understanding of social protection even among key policy makers coupled with high scepticism on the contribution of social protection to growth and poverty reduction has hindered acceptability (DRT Discussion paper, No. 1 2008).

Scepticism has been identified at 2 levels; the first being that implementation level of social protection only undermines social capital and is likely to crowd out informal safety nets. The 2<sup>nd</sup> level of criticism is that social protection interventions are “welfare handouts” or “charity” that consume scarce public resources and generates no real economic returns compared to economic growth (DRT Discussion paper, No. 1 2008). This perception was also noted by the Ministry of Gender, Labour and Social Development during the Risk and Vulnerability Assessment of 2002 (MGLSD, 2002, page 71).

Similarly, Lwanga-Ntale, 2008 advances that this view ( what he calls-*Predominant political (and socio-economic) paradigm*, particularly orchestrated by economists emphasizes maintenance of macro-economic stability (with emphasis being on low inflation and an open economy) to foster direct foreign investments; investment in infrastructure (especially roads); and promotion of micro-credit and demand-driven agricultural extension, emphasising value addition and small holder commercial agriculture.

Linked to this is the feeling that social protection only creates dependency as opposed to moving people out of poverty; (DRT Discussion paper, No. 1 2008 and Discussion Paper No. 1, 2009) and is in a sense an (unprincipled and unsustainable) entitlement among the poor (Lwanga-Ntale 2008), a view held by mainly the elite. According to Lwanga-Ntale, many elite in Uganda, in addition to having a relatively homogeneous set of perspectives on poverty, also tend to have negative views about social assistance programs for the poorest. They talk about poverty using assumptions, ideas or even terms and concepts which are sometimes alien even to those who are affected by poverty themselves. They might have a relatively benign image of the poor, a strong sense that such categories of people “are deserving and therefore need to be assisted”, but they are also often quick to apportion blame to the poor, in particular citing laziness and a lack of innovation or hard work.

Lwanga-Ntale further argues that the Negative elite attitudes are exacerbated by their (elite’s) belief that anti-poverty national programmes have predominantly failed, even though some would argue that moderate progress has been achieved on poverty reduction in recent years.



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The lack of faith in government action on poverty further contributes to profound suspicion about connections between politics and poverty, the dominant view being that to treat poverty as an issue for political competition would be attempting to do politics with the plight of the poor. Underlying this suspicion is the belief that political elites are themselves not sufficiently committed to the concerns of the poor and only use these when it suits their political or professional interests.

Similar views about the poor are also held among the media. A quick scan of media coverage in 2009 and 2010 denotes negative publicity for social protection. Perception is that social protection is equivalent to “free payments” as for example run in an April 22 2009 Headline Article “*Government to Pay Unemployed Youth*” (New Vision, 22 April 2009). In a bid to increase understanding, on 12<sup>th</sup> October 2010, the ESP secretariat issued a press statement following publication of articles in the Daily Monitor editorial on September 29<sup>th</sup>, 2010 and the New Vision editorial on October 6<sup>th</sup>, 2010. (press statement on expanding social protection programme (11<sup>th</sup> October 2010), the statement notes that there have been issues around funding, sustainability, fears on corruption and mismanagement, appropriateness and social impact of cash transfers, partly attributed to limited information on social protection and the SAGE programme in particular.

At the policy level, the slow pace of implementation of social protection is attributed to a lack of leadership on the part of government. While some might argue that the issue of capacity may have been over-stated, it is nonetheless important to recognize that lack of capacity is deep obstacle to effective policymaking and management of social protection programmes, occasioned in part by organizational and institutional bottlenecks. These include, for example, the weakening of Uganda’s decentralisation process and the absence of a coordinating authority to see through cross-sectional design and implementation. In addition, the Ugandan Government has in recent times done a fairly poor job of individual preparedness for emergencies/disasters as can be remembered from the failure to respond appropriately and adequately to the Northern and North Eastern Uganda floods of 2007. Limitations in each of these interconnected areas make risk and vulnerability management in Uganda all the more difficult, and understanding exactly how those obstacles are connected, and to what effect, are important questions for policy makers and for advocates of social protection. (Lwanga-Ntale, 2008)

In the latter part of the last decade, several efforts have been undertaken to create greater awareness and through this to build consensus among both Civil Society Organisations (CSOs) and Government departments and agencies on social protection and cash transfers. However, consensus and buy-in are still challenged by a host of factors including the absence of a harmonised framework and mechanism for coordination of the various social protection instruments and processes; limited and varied understanding of social protection among key policy makers; limited funding for a comprehensive programme; and slow progress in enlisting the full support of the central Ministry of Finance, Planning and Economic Development (MFPED) as well as the key sector ministries of health, education, agriculture and local government. (Lwanga-Ntale, 2008; DRT 2008).

From the review of literature, it is important to note that unlike poverty and vulnerability, there has been no specific study to assess people’s knowledge, attitudes, practices and behaviour on



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Social Protection. However anecdotal evidence from NGO and media reports provides a picture for analysis. The KAPB survey by the ESP thus provides a real opportunity for understanding knowledge, attitudes and behaviour of the public on social protection and particularly cash transfers.

## Appendix 3: Community Grading of Poverty

During the PRA exercise, the community members were asked to grade the community according to poverty levels by listing the households from the poorest to the richest and give the reasons for that ranking. Results indicated that each district had different grading for the poor and the characteristics used to describe poor and reach people differ from district to district. The table below shows wealth ranking by community members and characteristics of each segment identified by the community.

**Table A3.1: Community grading of poverty**

District	Rating	%	Characteristics
Masaka	Extremely Rich	0	
	Very Rich	10%	<ul style="list-style-type: none"> <li>▪ Possess large plots of land</li> <li>▪ They can buy our products cheaply and sell them expensively hence make abnormal profits from them.</li> <li>▪ They are businessmen/women</li> <li>▪ Practice large scale plantation farming</li> <li>▪ They have the most educated children in our community</li> <li>▪ They own vehicles</li> <li>▪ They can easily access loans from many microfinance institutions Large farms for livestock and poultry</li> </ul>
	Rich	19%	<ul style="list-style-type: none"> <li>▪ Possess enough plots of land</li> <li>▪ They are relatively educated</li> <li>▪ They own medium businesses</li> <li>▪ Harvest large quantities of agricultural products</li> <li>▪ They have the educated children in our community</li> <li>▪ They can easily access loans from some microfinance institutions Relatively large farms for livestock and poultry</li> </ul>
	Poor	27%	<ul style="list-style-type: none"> <li>▪ Possess small plots of land</li> <li>▪ They received little education and some are uneducated</li> <li>▪ They work for businessmen/women</li> <li>▪ Harvest little quantities of food for only household consumption</li> <li>▪ Posses few animals and birds</li> <li>▪ Some are unemployed</li> <li>▪ Low incomes that cannot sustain their families</li> <li>▪ Many diseases with high expenditures on medical services</li> <li>▪ Live low standards of living</li> <li>▪ Lack starting capital Their children attend poor education</li> </ul>
	Very poor	24%	<ul style="list-style-type: none"> <li>▪ They own no land</li> <li>▪ Lack essentials like shelter, clothes and food</li> <li>▪ They illiterate</li> <li>▪ They are isolated</li> <li>▪ Some work for people in other categories</li> <li>▪ They produce at a higher rate and have large families</li> <li>▪ Posses no livestock</li> <li>▪ Many are unemployed</li> <li>▪ Low incomes that cannot sustain their families</li> <li>▪ Characterized with many diseases and receive poor medical attention</li> <li>▪ Lack starting capital They cannot afford education for their children</li> </ul>
	Extremely poor	20%	<ul style="list-style-type: none"> <li>▪ Some are very old</li> <li>▪ Some are disabled</li> <li>▪ They own no land</li> <li>▪ Lack essentials like shelter, clothes and food</li> <li>▪ They illiterate</li> <li>▪ They are isolated</li> <li>▪ Some work for people in other categories</li> <li>▪ They have large families</li> <li>▪ Posses no livestock</li> </ul>



District	Rating	%	Characteristics
			<ul style="list-style-type: none"> <li>▪ They are totally unemployed</li> <li>▪ Low incomes that cannot sustain their families</li> <li>▪ Characterized with many diseases and receive no medical attention</li> <li>▪ They are beggars They cannot afford education for their children</li> </ul>
<b>Kyenjojo</b>	Extremely Rich	4.5%	<ul style="list-style-type: none"> <li>▪ Herds of cattle</li> <li>▪ Have educated children (graduates or university students )</li> <li>▪ Good looking houses</li> <li>▪ Specious farms</li> <li>▪ Big chunks of land</li> <li>▪ Possess cars or motorcycles</li> </ul>
	Very Rich	9.0%	<ul style="list-style-type: none"> <li>▪ There are successful business people</li> <li>▪ Afford taking children to school</li> <li>▪ They have good looking houses</li> <li>▪ They are successful farmers</li> </ul>
	Somewhat rich	21%	<ul style="list-style-type: none"> <li>▪ They do micro(small scale) businesses</li> <li>▪ They have average income</li> <li>▪ They are innovative E.g.: they utilize financial loans appropriately</li> <li>▪ They are growing financially</li> </ul>
	Poor	50 %	<ul style="list-style-type: none"> <li>▪ The youth who are still growing financially</li> <li>▪ Families with orphans, but have an average income</li> <li>▪ Unreliable/irregular sources of income</li> <li>▪ They can't afford secondary education</li> <li>▪ Most of them are widows who have a lot of family responsibilities</li> <li>▪ They don't have enough land for agriculture</li> </ul>
	Very poor	15%	<ul style="list-style-type: none"> <li>▪ They are too weak to work , especially the elderly</li> <li>▪ People who are naturally lazy</li> <li>▪ They can't afford basic needs, like shelter and clothing</li> <li>▪ They usually depend on help from family friends and people around them.</li> <li>▪ They have small or no land for agriculture</li> <li>▪ They are illiterate</li> <li>▪ They can't afford taking children to school.</li> <li>▪ They are not considered to be important in society.</li> <li>▪ They can't afford attending health clinics in case of any sickness.</li> </ul>
<b>SOROTI</b>	Rich	0	<ul style="list-style-type: none"> <li>▪ There is no one in the village who is rich</li> </ul>
	Moderately Rich	13%	<ul style="list-style-type: none"> <li>▪ They are of working class</li> <li>▪ Most of these people have permanent houses</li> <li>▪ Their standard of living is high</li> <li>▪ They are educated</li> <li>▪ They stay around trading centres</li> <li>▪ They have property</li> </ul>
	Moderately Poor	65%	<ul style="list-style-type: none"> <li>▪ Some are educated</li> <li>▪ Some are thieves</li> <li>▪ Others are exposed</li> </ul>
	Poor	23%	<ul style="list-style-type: none"> <li>▪ They don't go to school at all</li> <li>▪ They are unemployed</li> <li>▪ They have so many children</li> <li>▪ They don't have food</li> <li>▪ They go begging</li> </ul>
	Very Poor	23%	<ul style="list-style-type: none"> <li>▪ They don't go to school at all</li> <li>▪ They are unemployed</li> <li>▪ They have so many children</li> <li>▪ They don't have food</li> <li>▪ They go begging</li> </ul>
<b>ARUA</b>	Extremely Rich	2%	<ul style="list-style-type: none"> <li>▪ Some of them were civil servants in government so they were in position to save enough and invest in assets and also business and when they retire they get their pensions.</li> </ul>
	Very Rich	2%	<ul style="list-style-type: none"> <li>▪ Take their children to expensive schools</li> <li>▪ Have two or more vehicle</li> <li>▪ Can afford to eat expensive food like meat , matooke</li> <li>▪ Support dependants especially close relatives</li> </ul>
	Rich	4%	<ul style="list-style-type: none"> <li>▪ Most of these have iron sheet roofed houses.</li> </ul>



District	Rating	%	Characteristics
			<ul style="list-style-type: none"> <li>Most of the have more than one building and even big businesses in Arua town.</li> <li>They are rich because of their good educational background</li> <li>Have well paying jobs that enables them to acquire expensive things like cars</li> <li>They have invested in business</li> <li>They are able to send their children to goods schools</li> </ul>
	Poor	54%	<ul style="list-style-type: none"> <li>Old age</li> <li>Physically weak</li> <li>Cannot fend for themselves</li> </ul>
	Very poor	31%	<ul style="list-style-type: none"> <li>Don't have personal assets like land</li> <li>Depend on well-wishers for survival.</li> <li>Some of them have lost their bred winners such as widows and orphans.</li> </ul>
	Extremely poor	7%	<ul style="list-style-type: none"> <li>Some of these People are with disabilities like the blindness, deaf</li> <li>Some of these people are immigrants like refugees such as the Sudanese and even those from Congo. You see most these depend on charitable organization like UN, Red Cross.</li> </ul>
<b>Moroto</b>	Extremely Rich		
	Very Rich	5%	<ul style="list-style-type: none"> <li>Theft/raiding peoples cows</li> <li>Have more than one wife and many children</li> <li>many houses</li> <li>Can afford hospital bill.</li> </ul>
	Rich	15%	<ul style="list-style-type: none"> <li>they at least Have a bicycle</li> <li>Their children go to school in town</li> <li>Have a number of cows.</li> </ul>
	Poor	30%	<ul style="list-style-type: none"> <li>Unemployment</li> <li>Lack of education</li> <li>Old age</li> <li>When a person becomes an orphan</li> <li>Disabilities</li> <li>Resources from government are not given to them.</li> <li>Laziness</li> <li>Insecurity (when people are robbed off their cattle)</li> </ul>
	Very poor	50%	<ul style="list-style-type: none"> <li>They have no assets; don't own anything like cows, goats.</li> <li>Helpless people with no assistance from family members, NGOs</li> <li>Elderly have no energy to do work.</li> <li>Misuse of wealth</li> <li>Loss of bread winners</li> <li>Born in poor family</li> </ul>
	Extremely poor		
<b>APAC</b>	Extremely Rich		
	Very Rich		<ul style="list-style-type: none"> <li>Inheritance, some people are born in rich families and later they inherit the wealth.</li> <li>Marriage, some families attain wealth when the pride price of their daughter is paid.</li> <li>Proper planning of wealth accumulated (consistence in wealth accumulation)</li> <li>Some people have a very high intelligence quotient. This is the type of wisdom that is inborn on how to manage his or her resources</li> <li>Proper management of resources where one does no waste what he/she has accumulated when it has a shop in operation.</li> </ul>
	Rich		<ul style="list-style-type: none"> <li>Attainment of high level of education.</li> <li>Availability of assets to support their families.</li> <li>Inheritance, some people are born in rich families and later they inherit the wealth.</li> <li>Marriage, some families attain wealth when the pride price of their daughter is paid.</li> <li>Proper planning of wealth accumulated (consistence in wealth accumulation)</li> <li>Some people adopt cultures or practices from others for example saving culture.</li> <li>Some people have a very high intelligence quotient. This is the type of wisdom that is inborn on how to manage his or her resources</li> <li>Proper management of resources where one does no waste what he/she has accumulated when it has a shop in operation.</li> </ul>
	Poor		<ul style="list-style-type: none"> <li>Drunkeness.</li> <li>Domestic Violence which creates a barrier to communication within the household hence leading to poverty.</li> </ul>



District	Rating	%	Characteristics
			<ul style="list-style-type: none"> <li>▪ Separation/ divorce</li> <li>▪ Polygamy since the little resources will not be enough to meet the needs of that household.</li> <li>▪ Producing too many children.</li> <li>▪ Impotence leaving a person unaccompanied and with no one to give them advise</li> <li>▪ Reckless/ mismanagement of resources.</li> <li>▪ Sickness which limits production and depletes the available resources.</li> <li>▪ Orphan wood which leaves the children with no means of survival.</li> <li>▪ Robbery (when robbers break in to someone's house and remove their properties).</li> <li>▪ Removal of assets of widows and orphans.</li> </ul>
	Very poor		<ul style="list-style-type: none"> <li>▪ A household that has no land.</li> <li>▪ The household members have no social networks</li> <li>▪ The household has no one to support them financially or materially.</li> <li>▪ The members are immobile that is to say they rarely move to other places or not at all.</li> <li>▪ A single headed household</li> </ul>
	Extremely poor		<ul style="list-style-type: none"> <li>▪ A household with poor accommodation especially the beddings.</li> <li>▪ The member's feet are infested with jiggers</li> <li>▪ Cannot go to hospital</li> <li>▪ They hardly get any clothing.</li> <li>▪ High level of illiteracy</li> <li>▪ A household that lacks food</li> </ul>