



The Republic of Uganda

**NATIONAL POPULATION POLICY
FOR
SOCIAL TRANSFORMATION
AND SUSTAINABLE DEVELOPMENT**

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List of Abbreviations/Acronyms

ABC	Abstinence, Being faithful, Condom use
AIDS	Acquired Immune Deficiency Syndrome
ANC	Antenatal Care
BCC	Behavioural Change Communication
CPR	Contraceptive Prevalence Rate
CSOs	Civil Society Organizations
DDHS	District Director of Health Services
DPO	District Population Officer
DPU	District Planning Unit
DTPC	District Technical Planning Committee
FP	Family Planning
GDP	Gross Domestic Product
HIV	Human Immuno-deficiency Virus
ICPD	International Conference on Population and Development
ICT	Information Communication Technology
IDP	Internally Displaced Persons
IEC	Information, Education and Communication
MDGs	Millennium Development Goals
NEPAD	New Partnership for African Development
NGO	Non Governmental Organisation
NPP	National Population Policy
PEAP	Poverty Eradication Action Plan
PHC	Primary Health Care
PMA	Plan for Modernization of Agriculture
RH	Reproductive Health
STIs	Sexually Transmitted Infections
UPE	Universal Primary Education

PREFACE

The Government of Uganda recognizes that its population is its most important asset. As H.E. President Museveni himself once declared, “The wealth of a country is not stones in the ground but in its people” (Yoweri Museveni in His Own Words, 2001).

Uganda’s population has grown from 4.8 million people in 1950 to 16.7 in 1991 and to 24.3 million in 2002. It was estimated to be 30 million by 2007. It is noteworthy that Uganda’s population doubled in the last 20 years. At the current rate of population growth of 3.2 per cent per annum, Uganda’s population is expected to double yet again in 22 years to 55 million people. If current trends continue, Uganda’s population will reach 130 million people by 2050. There is no doubt that such a surge in population would put pressure on Government’s ability to provide social services like education, health, housing as well as putting increased pressure on land use and the protection of the environment, if the country is to achieve social transformation and sustainable development.

The quality of Uganda’s population is also of national concern. Although poverty has reduced considerably from 56% in 1992 to 31% in 2006, infant and maternal mortality remain unacceptably high at 76 per 1000 and 435 per 100,000 live births, respectively. In addition, fertility has remained high at about 7 children per woman over the last 4 decades or so. Although life expectancy has started rising, it remains low at only 50 years.

Uganda’s first explicit National Population Policy was promulgated by Government in 1995. That Policy elaborated clear strategies with an overall goal of contributing to the improvement of the quality of life of the people of Uganda. In the last 10 years or so of its implementation, a number of lessons have been learnt. Some of the important set targets were achieved while others were not. There has also been some major challenges and opportunities at local, regional and international levels which need to be taken into account as the country moves forward.

It is against this background that the Government initiated a process of revising the National Population Policy so as to accommodate the new and emerging challenges that must be addressed if we are to improve the quality of life of our people and contribute to the transformation of our society. The central theme of this revised Population Policy is the clarion call to plan for and invest in the increasing population so that we develop the country’s human capital. Only then can we hope to benefit from our increasing population so that we can benefit from this demographic “bonus” instead of turning out to be a demographic “burden”.



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PREAMBLE

1. The Government of Uganda reaffirms its commitment to population and development issues as manifested in the National Population Policy adopted in 1995. However, ten years after implementation some critical areas of development raised in the Policy remain inadequately addressed and new emerging issues give cause for concern. As a result, a review of the Policy provides an opportunity for further consideration of its tenets and provisions, to take account of the changing demographic, socio-economic and health environment and other emerging issues.
2. The revision takes cognizance of new international and regional dispensations, agreements, conventions and covenants, which were not available at the time of adopting the Policy. The revision also aims at urging all members of the community to collectively as well as individually address the critical challenges and interrelationships between population and sustained economic growth in the context of development, in order to achieve global and national goals of eradicating poverty, hunger and disease, promoting peace and social justice, to improve the quality of life of all individual men and women.
3. With increased public education and awareness, availability of requisite data, financial and human resources, and with efficient management and institutional arrangements, the linkages of population issues with broader development concerns, such as poverty eradication, health (including Reproductive Health and HIV/AIDS), education, housing, agriculture, environment, urbanization, gender, labour and employment, among other social issues, should be explicitly addressed as public policy to positively impact on the quality of life.
4. Government actions have significantly improved the policy environment, through the long-term framework for transformation of Ugandan society, and the Poverty Eradication Action Plan (PEAP), whose target is to reduce poverty from 31% (2006) to 10% by 2017. Development programmes and services have expanded to ensure that the full benefits of development reach all parts of the nation and have provided opportunity to realize real growth in the economy. Government recognizes that there are a number of critical challenges yet to be addressed. In particular, the goal to reach the grassroots to impact positively on the severe poverty conditions of the people is far from being realized. This requires greater resources, a more efficient management, a strong leadership and an educated productive population to achieve such an aim.
5. The population of Uganda is growing at a faster rate than before, from 2.5 percent per annum between 1980 and 1991 to 3.2 percent between 1991 and 2002. This means the population will be 55 million in 2025 and 130 million in 2050, if this rate continues to prevail. Uganda has a very young population with a large number of children and relatively smaller number of people in

the working age population, implying that each working age person has to support more than one dependant.

6. Uganda will, sooner than later, enter a demographic window of opportunity that is often called the demographic gift or demographic bonus which if not planned for can end up being a demographic burden.
7. The current level of population growth rate is unsustainable given the relatively slow growing economy and the already high poverty and low levels of living standards. This development will reduce domestic savings and constrain the on-going efforts by the country to achieve other developmental goals such as poverty eradication, health, education, housing, productive employment, gender equality and equity, and conservation of the environment.
8. Unplanned pregnancies that are too early, too close, too late and too many, expose mothers and their children to high morbidity and mortality rates. In addition, it excludes women from productive economic and social activities. More importantly, high teenage pregnancy and unsafe abortions and the spread of sexually transmitted infections, including HIV/AIDS, worsen the already poor health situation and constrain the provision of health services.
9. Gender concerns call for empowerment of women, higher education and capacity to make informed decisions that would positively influence their reproductive health. Increasing household incomes and responding to reproductive health needs of women will reduce vulnerability to morbidity and mortality and contribute to faster poverty reduction.
10. Further areas for policy intervention are migration and urbanization, nutrition and food security, family welfare, the role of men in the family, the care and support of children, orphans, elderly and displaced persons. The increasing wave of refugees will also be given attention in terms of its impact on population issues. Socio-cultural issues affecting population and development, and promoting community awareness initiatives for behavioural change are also considered as imperatives. The legal framework and institutional arrangements for supporting population policies and programmes shall be put in a place for coordination and efficient implementation of the policy and management of programmes.
11. Critical areas for intervention shall include among others, poverty eradication, gender concerns especially women empowerment, equality and equity, and the role of communication and advocacy in promoting population management especially in sexual and reproductive health and rights such as family planning and HIV/AIDS prevention. The identified population concerns shall be addressed in a comprehensive and thematic framework, in line with the PEAP and the decentralisation policy.
12. Government is committed to work with Development Partners, Civil Society Organizations, the Private Sector, Multi-lateral and Bi-lateral bodies to ensure

that adequate resources are mobilized for sustainable implementation and realization of intended objectives.

PRINCIPLES

13. The National Population Policy (NPP) is in harmony with Uganda's over-arching development framework, the Poverty Eradication Action Plan (PEAP). It defines the critical issues that must be tackled in order to ensure a quality population that enhances the country's development goals and objectives. The National Population Policy takes into account Uganda's past and present, and remains cognizant of Uganda's commitments to international and regional conventions, declarations and covenants such as the International Conference on Population and Development programme of Action (ICPD-PoA), 4th World Women's Conference, Millennium Development Goals (MDGs) and New Partnership for African Development (NEPAD).
14. The National Population Policy shall be guided by the following principles:
 - Respect for fundamental human rights and freedoms regarding social, cultural and religious beliefs and practices, as long as such rights and freedoms shall be exercised responsibly and in accordance with the law.
 - Recognition that all couples and individuals have the basic right to decide freely and responsibly the number and the spacing of their children, and to have access to information and education in order to make an informed choice; and the means to do so.
 - Recognition that all communities and individuals have fundamental rights of equal access to opportunities.
 - Recognition of the rights and responsibilities of the young people, the children, women, the elderly, people with disabilities and the displaced persons and their special needs.
 - Recognition that parents and guardians have a responsibility for children's welfare and their rights to the basic needs of life.
 - Recognition that health, in particular Reproductive Health, is a basic human right.
 - Recognition that the policy will be implemented in an environment where poverty and HIV/AIDS continue to impact negatively on the individual, family, community and the nation.

UGANDA'S POLITICAL AND SOCIO-ECONOMIC SITUATION

Political Situation

15. Since independence, Uganda has undergone major transitions of political

instability, under different political leadership in the 1960s and 1970s, culminating in civil strife, in the 1980s and 1990s. In spite of the peace currently prevailing in large parts of the country, the situation in northern Uganda worsened the poverty conditions in the area. Good governance and the rule of law are necessary for peace in the country if sustainable growth and development is to be realised.

16. The Constitution of Uganda provides the framework for governance and development of the country. The central government formulates policies, provides standards and guidelines, builds capacity, and ensures supervision, coordination and resource mobilisation to promote development of the country.
17. Since 1986, the country was governed under the Movement (No Party) system until July 2005 when a multiparty dispensation was adopted. In 1992 decentralization was introduced with devolution of powers, functions and responsibilities to Local Governments. Local Governments determine their own special development needs, programmes and strategies, acting within the framework of national socio-economic priorities.

Socio-Economic Situation

18. In the last two decades, the country has put in place socio-economic development policies and programmes, such as Poverty Eradication Action Plan (PEAP), Universal Primary Education (UPE), Universal Secondary Education (USE), Plan for Modernisation of Agriculture (PMA), and other reforms like trade liberalisation, privatisation, decentralisation of decision making functions and strengthening the constitution.
19. Although Uganda is endowed with natural resources such as arable land, forests, water bodies and some minerals, there is widespread poverty and the standard of living is low. Absolute poverty is 31%; income inequality is at 0.43 (Gini-coefficient); GDP per capita of US \$ 330 that is growing at 2.7% per annum and savings at 7.7% of GDP with economic growth rate of 6% per annum that has remained stable over the past 10 years.
20. Government has adopted prudent measures leading to macro-economic, monetary and fiscal stability, including further reduction of inflation to one digit; rehabilitation of infrastructure; and export diversification. There are, however, considerable disparities in the nature of investment, between the private and public sectors namely 13% of GDP and 68.5% of GDP respectively in 2003/04. The total debt stock of US \$ 4.3 billion represents 68.0% of GDP. These are indicators that the debt burden to be borne by the local economy is unsustainable.
21. Social conditions related to housing; employment; health and sanitation; family relations, the care for the vulnerable and disadvantaged, especially the elderly, people with disabilities, women, children and orphans; are constrained by

insufficient resources to significantly improve household incomes to meet basic needs. In addition, the HIV/AIDS epidemic has strained both the health care delivery system as well as the traditional social support system including the requisite human resource to meet this challenge.

POPULATION STATUS AND TRENDS

Population Size, Growth and Composition.

22. According to the censuses of Uganda, the population of the country increased five times during the second half of the 20th century, from 5.0 million in 1948 to 24.3 million in 2002. Significant population growth rate was recorded in one decade, at 3.2% per annum between 1991 and 2002. In 2007 Uganda's population is estimated to be 30 million. At the current rate of growth, the projected population of Uganda will be 55 million in 2025 and 130 million in 2050. In terms of gender, from about equal numbers of males and females (100 males per 100 females) between 1948 and 1969, there has been a consistent downward trend with more females in the population, at a ratio of 98.2 of males in 1980, 96.5 in 1991 and 95.3 in 2002.

Population Distribution

23. The population is unevenly distributed among the regions and districts of Uganda. According to the 2002 Population & Housing Census, the Central Region had 27% of the population, followed by the Western Region (26.5%), Eastern region (25%) and the Northern Region (22%). About half of the population lived in small sub-counties, with sizes of 10,000 – 30,000 persons. Population density increased from 25 persons per sq km in 1948, to 48 in 1969, to 85 in 1991 and to 124 in 2002. The most densely populated region is the Eastern region (226 persons per sq km) and the lowest is northern region (65 persons per sq km). District density varies from 22 persons per sq km (Moroto) to 7,259 persons per sq km (Kampala).

Fertility

24. Total fertility rate has persistently remained high at 6.9 children per woman in 2001 and 6.7 in 2006. This is mainly due to cultural and religious beliefs and preference for large families as the source of sustenance especially during old age. This situation has created a large dependent population, and engendered conditions not favourable for women's reproductive health. Urbanisation, education, higher income and improved decision making within the household are associated with reduced fertility.

Contraceptive Prevalence Rate (CPR)

25. In Uganda, Contraceptive Prevalence Rate stood at 22.8% in 2001 and 23.7% in

2006. Although this was an improvement from 5% in 1988/89 and 15% in 1995, access to and utilisation of family planning services remains low, thus fuelling high fertility. Unmet need for family planning continues to be very high at 40.1% in 2006; although it dropped from 52% in 1989 to 29% in 1995 but had risen to 35% in 2000.

Adolescent Pregnancies

26. In Uganda, 25% of young people become pregnant by the age of 19 according to statistics available in 2006. These early teenage pregnancies fuel fertility. They are also risky pregnancies because they occur too early. They are also a result of low contraceptive use among the adolescents. Teenage pregnancies contribute disproportionately to the high maternal mortality ratio.

Morbidity and Mortality

27. The general health status of the population of Uganda is poor. Life expectancy at birth is low at 50 years in 2005. Infant mortality rate was 76 per 1000 live births in 2006; while the maternal mortality ratio has remained unacceptably high at 435 per 100,000 live births.
28. The major factors contributing to the burden of diseases include malaria, respiratory tract infections, diarrhoea, malnutrition, HIV/AIDS and maternal related conditions. In addition access to Reproductive Health services remains inadequate. Uganda has a weak and vulnerable health system as well as a severe shortage of human resource for health care provision.

HIV/AIDS Epidemic

29. The decline of the HIV prevalence rate in Uganda, from 18.5% in the early 1990's to 6.4% in 2006, is a positive achievement that was attained through deliberate policies such as the ABC multi sectoral approach strategy and national leadership. The epidemic has had profound effects on the culture, economy and health of the Ugandan society as a whole and its constituent units. The epidemic continues to leave large numbers of orphans, one-parent or child-headed households, a depleted labour force, weakened social and industrial fabric, and stalled health and infrastructure development. It has also increased vulnerability and poverty among households, weakened the mechanisms, structures and safety nets that have held the generations together for social welfare.

Age Structure

30. Uganda's population is largely youthful with almost half of the population (49.3%) below the age of 15 years according to statistics available in 2002. This is an increase from 46% in 1969. This situation reflects a high dependency burden, with one person in the economically productive ages of 15 – 64 years

responsible for 1.4 and 1.9 persons in the dependent age group, in 1991 and 2002 respectively.

Demographic Window of Opportunity (Demographic Bonus)

31. Uganda will, sooner than later, enter a demographic window of opportunity often called the demographic gift or demographic bonus. Such an era occurs when a population witnesses a combination of factors like a declining fertility, and mortality. This leads to a surge in the working age group 15 – 64 years. An increased labour force leads to a reduced dependency ratio. If such a labour force is healthy, educated, skilled and with increased employment opportunities, it will save, invest and spur economic growth of a nation. This is the demographic gift. This window of opportunity, if not planned for, can end up resulting into a demographic burden.

Urbanization, Migration and Environment

32. Uganda's population is mainly rural at 88% while the remaining 12% live in urban areas. 40% of urban dwellers live within Kampala city which continues to be the prime urban centre. The main flow of population movements is from rural to urban areas. Instability and wars have also produced internal displacement of persons and refugees leading to various pressures, and creating excessive demand on limited available infrastructure to meet needs of new migrants.
33. Urbanisation influences development process especially when it is orderly. The current urban population growth rate of 5.9% per annum poses enormous challenges for urban authorities. This rapid urban growth overstretch existing urban infrastructure and other amenities affecting the welfare of the urban population in the areas of health, education, social welfare, and employment.
34. Rapid population growth increases pressure on the environment. This has resulted in the increase in energy use and resource consumption required for development with consequent destruction of the ecosystem. In recent times, Uganda has experienced drought and floods which may be associated with this effect. In order to avert an environmental crisis, the Government has adopted strategies to balance resource use and development processes by sensitizing the population on the need to conserve the environment.

Population Information and Data

35. In Uganda, the main sources of population data are population and housing censuses; demographic and health surveys; and national household surveys. There has been an improvement in data collection, analysis and dissemination although much more needs to be done to have timely, accurate and disaggregated data especially by gender, and at Local Government levels.

IMPLICATIONS OF THE POPULATION STATUS

Population Momentum

36. At the current high population growth rate of 3.2% per annum, Uganda adds a total of about 1.2 million people per year to its population. The existence of a large number of young potential child bearers has created a high momentum that will accelerate population growth such that even if fertility was to drop drastically to replacement levels of around 2 children per woman, the population of Uganda will continue to grow for the next 50 years or so. This situation has far reaching implications on development of individuals, families, communities and the nation as a whole. The high rate of population growth can undermine the economic gains the country has made so far and the efforts towards eradicating poverty especially at the household level. This high population growth rate puts pressure and enormous burden on the provision of social services and infrastructure such as education, health, water and sanitation as well as on the environment.

Population, Fertility and Poverty

37. The family is the basic unit of reproduction and production in the community. The individual family's reproductive behaviour largely influences the growth of the population, its productive capacity and determines the nation's wealth. Population size, growth rate and structure impact on the level of welfare of individuals and households. With limited resources, high fertility undermines savings and makes it increasingly difficult for families to adequately feed, clothe, house, educate and provide medical care for their children. Furthermore, frequent child bearing deprives the mother of the opportunity for gainful employment, career advancement and increases susceptibility to ill health.
38. Early child-bearing contributes to high fertility as well as having socio-economic consequences for the individual like school drop-out, unemployment, as well as health implications such as high maternal and infant morbidity and mortality.
39. In some rural areas, families with large numbers of children and where the traditional practices of dividing land at every generation exists, this has led to further fragmentation of small individual farm holdings leading to low yield and low income.
40. In a situation of widespread poverty, high population growth rate is most unlikely to stimulate production and demand for goods and services because such a population lacks purchasing power.

Provision of Services and Infrastructure

Health

41. The general health status of Uganda's population is of major national concern. In addition and more specifically, women and children continue to suffer and die from preventable causes. In Uganda, access to preventive and curative health care remains a main challenge but this is particularly so regarding reproductive health.
42. In this regard, Government should intensify its efforts towards strengthening health promotion and disease prevention. In addition, increased budgetary allocation and better focused and targeted investments are needed in the areas of safe motherhood and child survival.
43. Specifically, government needs to focus more efforts on skilled attendance at birth, functional referral system, antenatal care, emergency obstetric care, neonatal care, family planning, reproductive health commodity security, adolescent reproductive health such as youth friendly services, strengthening the weak and vulnerable health system (infrastructure, equipment, drugs and supplies) as well as paying special attention to human resources for health services.
44. Community mobilisation and empowerment as a means of building capacities at grass root levels especially for households and communities to improve homestead hygiene, safe water and sanitation, nutrition and food security should be implemented and given the attention that they deserve.
45. The goal to achieve adequate quality health care services for the entire population, such as Primary Health Care (PHC), is likely to be more difficult given the high population growth rate and poverty levels in the country. The situation is compounded by the prevailing high fertility, high unmet need for family planning, and the HIV/AIDS epidemic.
46. The country must be prepared to expand and improve the quality of health services such as public-private partnerships to cater for the growing population if the economic growth is to be sustained.

Education

47. Government recognizes that education of its population is a priority and an index of national development. Furthermore, Government is keen to ensure a good quality of life by providing educational opportunities and competitive skills for individuals to develop their potential for positive transformation of society.
48. As a result of UPE policy, more children have enrolled in primary schools. However, the high drop out rate of 78% at the primary school level, particularly among girls is a major draw back to the national policy of increasing education among the youth to reduce vulnerability. Increased enrolment in the primary

schools has created an eminent demand for Universal Post Primary Education and training.

49. In addition, post primary education positively influences women's health seeking behaviour and has a major impact on their fertility. In Uganda, women with no education have fertility of 7.8 children, while those with secondary education and above have a fertility of 3.9 children. The desired number of children was 5.9 for those with primary education whereas it is only 3.8 for those with secondary education.
50. There is need to make both primary and post primary education compulsory. Government needs to ensure that at all levels of education; the curriculum is tailored towards enhancing human capital development that is relevant to the strategic needs of the country.

Housing

51. Provision of adequate and quality housing is improving but not keeping pace with the demand in both the rural and urban areas largely due to rapid population growth. Urban housing is often of poor quality with inadequate services, particularly in the slums. An additional 2.6 million urban housing units would be required between 2000 and 2025 just to accommodate the growth of the population without taking into account present shortages of housing stock.

Water and Sanitation

52. There has been a steady progress over the past decade in increasing people's access to safe drinking water. Overall 60.9% households had access to safe water supply according to 2002 Census. However a significant proportion of the population still travel long distances searching for safe water sources.
53. Basic hygiene practices including safe water and proper sanitation are lacking in many urban and rural communities. Piped water and sewerage services are available for only 8% of urban dwellers while the rest of the urban population predominantly use pit latrines. In addition, rapid population growth coupled with unplanned urbanization, continue to place considerable strain on the provision of safe water and adequate sanitation especially for urban dwellers.

Land as a Resource

54. Uganda depends heavily on its natural resources for its economic development as well as provision of income to the poor. Therefore, the continued unsustainable use of its resources clearly undermines future poverty eradication efforts as contained in the Poverty Eradication Action Plan (PEAP) objectives.
55. The rapid population growth, coupled with freehold tenancy land policy has predisposed rural areas to land fragmentation, increased intensity of land use

to maintain income levels and subsequent lowered individual incomes due to reduced farm holdings. Individuals and communities are forced to encroach on forests, wetlands, riverbanks, lakeshores, and game reserves, creating undesired and unsustainable use of the environment and natural resources.

Information and Communication

56. Information, education and communication (IEC) approaches have led to increased awareness on population issues, such as sexual and reproductive health, but has not brought about the desired behavioural change. There has been expansion of the communication network, with radio being the most accessible channel. However, there is need to supplement this with interpersonal and group communication since 53.2% of the rural population and 24.4% in urban areas continue to receive information only by word of mouth. The main source of information is non-formal communication mostly by word of mouth although for the rural population radio covers 44.7% and 0.3% for both print media and television, while for the urban areas it is 67.3% for radio and 2.7% for television.
57. The improvement in the road network and expansion of the telecommunication sector, particularly mobile cellular phones have further boosted expansion in the media and communication sector. However, most of the growth is concentrated in the urban areas. Efforts are being made to extend these services to the rural areas through the creation of tele-centres at sub- county levels.
58. Whereas Information Communication Technology (ICT) advances are still out of reach for the majority of the population, internet service providers grew from 2% in 1996 to 9% by 2001. Most towns in Uganda now have at least an Internet café, where people can access information.

Urbanization

59. The increase in the urban population from 1.6 million to 3.6 million (11.3 to 12.3 percent) between 1991 and 2002 has not been matched with growth and development in basic physical infrastructure, such as housing, social amenities, management and skills. This has created a situation of overcrowding, slums, spread of squatter settlements, substandard housing, traffic jams and poor sanitation and waste management, with the attendant effects on the health and welfare of the people, especially, unemployment.
60. Rural-urban shift is likely to increase due to seasonality of agricultural work and lack of additional work resulting into underemployment in the rural areas. Rural-urban migration has contributed to the development of urban slums, and increased the number of urban poor, unemployment, and put further pressures on existing social services especially in Kampala city, but increasingly also in other upcountry urban centres.

Socio-cultural and Legal Issues

61. Some cultural practices, customs and norms regarding polygamy, property ownership, widow inheritance, child marriages, female genital mutilation and bride price, child labour, and gender division of labour all have implications on the status and welfare of women and children. These values and attitudes have not significantly changed especially those that affect procreation and the desire for large family sizes.
62. The existing laws have not been adequately reviewed to promote those positive aspects of the culture and discourage the negative ones in order to enhance the status and welfare of women and children. There is need to continue working with cultural, religious, judiciary and other relevant institutions to facilitate the attainment of the desired behavioural change for informed positive response.

Labour force and Employment

63. The current labour force comprises largely of less educated and unskilled persons (work force), working in informal sectors of the economy where the earnings are low. Only 14% of people in employment are in wage employment; and the rest are in self-employment in the informal sector. Given the limited absorptive capacity of the formal sector, the extent to which employment opportunities can be generated for new entrants to the labour force is constrained. Uganda will require about 15.6 million jobs for her working age population (aged 15-64 years) by 2010 and 28 million in 2025. Indeed if the current unemployment rate of 23% persists then about 4.37 million people will be jobless.
64. The rapidly growing labour force of 6.5% per annum demands the creation of at least, approximately 600,000 jobs or more per annum. If this were possible, it would bring about high savings and investment rates and improve the welfare and quality of the population.
65. The labour force is projected to almost double over the next 15 years, but Uganda will only experience higher economic growth from this increased work force if domestic savings rise substantially and government adopts a more sound economic policy that encourages private sector growth and high employment.
66. The high level of unemployment coupled with high dependence burden has denied the country of the potential contribution of this redundant labour force to its socio-economic development. At the household level, unemployment has perpetuated the vicious cycle of poverty as low-income people cannot save and invest especially on their children.

Agriculture

67. Agriculture is the dominant sector of Uganda's economy. It contributes about 38.5% of GDP, (census 2002) more than 90% of the country's export earnings

and provides a livelihood to about 90% of the population. However, much of the agriculture in the country is primarily carried out on smallholding basis, which accounts for over 90% of the total agriculture output. Most households (68%) derive their livelihood from subsistence farming, which contributes 77% of the total employment. Agro-based industries remain few, uncommon, and this tends to depress prices of agricultural exports.

68. There is a growing level of landlessness amidst families that are large and poor. Most households own an average of less than 2 acres. This means increased over-cultivation of land year after year, resulting in loss of soil fertility as there is no use of fertilizers. Land tenure is not progressive since it is characterised by absentee landlords and tenants with no access rights to the land which further constrains land utilisation, productivity and household income.
69. At the current rate of population growth, the number of people surviving on subsistence farming will increase tremendously, which will put further pressure on land causing exhaustion and soil degradation.
70. Government needs to strengthen implementation of the Plan for Modernisation of Agriculture in addition to other government programmes on cooperatives, marketing, micro finance access, agro-processing, value addition, land use policy and commercialisation of agriculture.

Nutrition and Food Security

71. The high population growth rate has affected the quality and quantity of food at the household level resulting into food insecurity in some communities. The large family size and poverty have increased vulnerability; and have hindered households from providing adequate nutrition for themselves particularly for women and the children. This has resulted into widespread malnutrition, such that 38% of children below five years are stunted.
72. The situation of high malnutrition has been attributed to negative cultural practices, lack of knowledge, such as low education of the population, especially for mothers, large family size, low income, inadequate food security and lack of food storage facilities, poor distribution and marketing system.

Environment

73. The economic base of Uganda heavily depends on its natural resources such as land for cash and food crops, lakes for fish and game reserves for tourism. Uganda should employ sustainable use of resources by addressing factors that clearly threaten the PEAP objectives and the quality and quantity of resources on which sustainable economic growth and poverty reduction depend.
74. Uganda's forest coverage has shrunk over the past century from 52% to 24% of the total land area. Forestry is a major source of energy and accounts for 92% of the total energy consumed by the nation. The increasing population and its attendant demand on natural resources have led to a marked destruction of the

main source of energy for cooking (fire wood). The expansion of agricultural land and demand for fuel-wood has led to depletion of the wetland, marginal land and forests.

75. Only 2.6% rural and 39% urban dwellers use electricity (lighting); while 94% of rural dwellers use firewood and 66% urban use charcoal for cooking (Census 2002). The destruction of forests and game reserves for timber and traditional cultivation has increased. Continued population growth will lead to further environmental degradation and pollution, and will affect agricultural productivity, expose greater numbers to poverty and ultimately undermine the national capability to achieve food security and sustainable development.

Special Interest Groups

Women

76. Government policy aims at achieving gender equality, equity and empowerment of women to promote the development process. Females constitute the majority of the population at 51.0%. Women's status in Ugandan society remains low. While 32% of females aged 10 years and above are illiterate, 36 % reached primary school level and 18% secondary school level. Absorption and retention at tertiary levels remain a challenge.
77. Achieving sustainable development necessitates full participation of men and women in the economic, political, civil and socio-economic aspects of their communities and the nation. Given that females constitute the majority of the population and are also an important base for reproduction and production, their status impacts on the overall development of the nation, and should be adequately protected.
78. The quality of life of the population has remained poor partly due to persistent gender inequalities and disparities. Formal employment has been a monopoly of men, with women constituting only 19%. Women are the main food producers and yet men bear the responsibility of marketing and decision making on proceeds from agriculture. In addition, women have less voice and participation in social, civil and political life, the progress of the last 10 years not withstanding.

Children, Youth and Adolescents

79. Children under 18 years constitute 56.1% while the youth aged 18 – 30 years are 22.4% of the population (Census 2002). There is a high rate of orphan hood of 13% which increased from 1 million in 1991 to 1.8 million in 2002. The health and socio-economic status of this large segment of the population will have major implications for the nation's overall development. In order for the country to benefit from this resource, especially children, youth, adolescents

and the orphans to attain their full potential, opportunities for education, skills development, recreation, health care and employment, among others, need to be opened up and exploited.

Elderly

80. The elderly people who constitute 3.2% of the population have no social support system and care or source of income. Traditionally, they have been largely supported by the extended family system. The vulnerability of the elderly especially women has increased over the last 20 years due to the increasing burden of the HIV/AIDS orphans under their care. Elderly women suffer more vulnerability if widowed, because their property rights are often denied due to strong adherence to a culture that denies them inheritance rights in society. The absence of a comprehensive social security system further deprives them participation in and contribution to overall development process. Provision of social security for the elderly would reduce the tendency to bear many children as insurance for old age.

Persons with Disabilities

81. In 2002, 3.5% of Uganda's had at least one disability and majority of these were men. Their plight further creates pressure on the communities in terms of care and support. The majority of persons with disability experience poverty and lack basic social services and education and traditionally they are marginalized and denied the opportunity to participate fully in the social and economic development of the country. While government efforts to uplift the standards of people with disabilities are commendable, the roles and responsibilities of the communities need to be strengthened.

Internally Displaced Persons and Refugees

Internally Displaced Persons

82. In 2002, approximately 1.5 million persons were internally displaced and lived in camps. Their living conditions were deplorable and consequently their quality of life was greatly compromised. Government should continue its resettlement plans and address their specific needs.

Refugees

83. Instability in Uganda's neighbouring countries has been responsible for more than 230,000 refugees in the country. The nation is expected, by international convention, to protect and assist refugees for better survival. This increases the burden on the already fragile economy and constrained service provision. Government should continue to plan and address specific needs of the refugees.

GOAL

84. To improve the quality of life of the people of Uganda through policies and programmes that address population trends and patterns.

OBJECTIVES & STRATEGIES

85. To integrate population factors and variables at various levels of development planning.

Strategies

- a. Develop capacity for population data management (collection, analysis, utilisation and dissemination) at various levels.
 - b. Develop capacity (tools, guidelines, manuals) for integrating population variables into policies, plans and programmes.
 - c. Advocate for better understanding and appreciation of the linkages between population and development.
 - d. Mobilize commitment and support of decision makers at various levels to allocate resources for the integration of population factors and variables into development planning.
86. To monitor population trends and patterns and relate them to socio-economic development.

Strategy

Develop capacity to analyse, document and disseminate population trends and patterns at various levels.

87. To promote the improvement of the health status of the population.

Strategies

- a. Advocate for affordability, availability and accessibility of quality health services.
- b. Promote the strengthening and expansion of a functional referral system.
- c. Advocate for development and appropriate deployment of skilled human resource for RH.
- d. Advocate for RH commodity security.
- e. Promote the strengthening of youth-friendly sexual and RH services.
- f. Advocate for linking of RH and HIV/AIDS programmes.
- g. Advocate for increased budgetary allocation for RH.
- h. Advocate for child spacing for the health of mothers and children.

88. To enhance competitive skills building and human capital development.

Strategies

- a. Promote compulsory universal primary education and universal post-primary education and training.
 - b. Promote increased enrolment and retention of girls and boys at all levels of education including technical and vocational training.
 - c. Advocate for making vocational training more practical and relevant.
 - d. Improve functional adult literacy programmes especially for the rural poor.
 - e. Promote the revision of the education curriculum to focus on entrepreneurship and competitive skills development at all levels.
 - f. Promote a work ethic culture that encourages every person in Uganda to contribute positively to the socio-economic development of the country.
89. To advocate for improved nutrition and food security, increased household incomes, protection of the environment and sustainable use of natural resources.

Strategies

- a. Promote school feeding programmes to reduce hunger at school and improve the nutritional status, development and school performance of children.
- b. Encourage appropriate cultivation and distribution of food to meet domestic demand and have surplus for sale.
- c. Encourage appropriate food processing, preservation and storage at household level.

90. To promote positive health seeking behaviour.

Strategies

- a. Encourage male involvement in reproductive health.
- b. Promote community utilisation of safe motherhood and child survival services.
- c. Promote awareness among men, women and communities on their roles and responsibilities in sexual and reproductive health and rights.
- d. Advocate for strengthening health education, proper hygiene, safe water and proper sanitation practices at the household level.

91. To reduce the unmet need for family planning.

Strategies

- a. Advocate for affordability, availability and accessibility of family planning.
 - b. Promote provision of family planning information and increased utilisation of family planning.
 - c. Promote reproductive health commodity security.
92. To promote effective social welfare programmes for special interest groups.

Strategies

- a. Raise awareness on the special needs, rights and responsibilities of special interest groups.
 - b. Advocate for creation of opportunities for the special interest groups to engage in social and income generating activities.
 - c. Advocate for provision of appropriate facilities and amenities for the elderly and persons with disabilities.
 - d. Advocate for the expansion, improvement and sustenance of meaningful pension, social security and health insurance.
 - e. Advocate for the provision of psychosocial support and counselling services to IDPs and returnees.
93. To advocate for planned urbanization and human settlements.

Strategies

- a. Analyse, document and disseminate the advantages of planned urbanization and human settlement and relate them to social service and infrastructure provision.
 - b. Promote the reviewing of the land tenure system.
94. To mobilize resources for the effective implementation of the National Population Policy and programmes.

Strategies

- a. Develop a costed implementation plan.
- b. Advocate for increased budgetary allocation for implementation of the policy at national, district and lower levels.
- c. Develop capacity of stakeholders at various levels for resource mobilisation.
- d. Strengthen partnerships and collaboration for resource mobilisation, including the private sector.

95. To develop a monitoring and evaluation system for the implementation of the National Population Policy.

Strategies

- a. Develop a monitoring and evaluation framework.
- b. Establish a management information system for the National Population Policy and programmes.

INSTITUTIONAL FRAMEWORK FOR POLICY IMPLEMENTATION

96. The institutional framework for implementation of this policy takes into account decentralized governance such as district and regional variations. At the central level, a National Population Council shall be established to oversee the implementation of the Policy.

National Population Council

97. The National Population Council, hereafter referred to as “the Council” shall be legally established as the supreme advisory body to Government for the coordination, implementation and promotion of all population programmes.

Mandate/Terms of Reference

98. The Mandate and Functions of National Population Council and its Secretariat shall include the following;
- a. To interpret, review and recommend appropriate changes in the Population Policy.
 - b. To promote, guide and coordinate the implementation of the Population Policy and programmes.
 - c. To popularize the Population Policy.
 - d. To analyze and document trends in fertility, mortality and migration and their implications on socio-economic development and influence decision making at various levels.
 - e. To align population policy and programmes with the national planning framework (e.g. PEAP and other policies) and take into account population related international instruments.
 - f. To provide guidelines for preparation and review of population profiles and plans of action.
 - g. To build capacity at central and local government levels for the implementation of the population programme.
 - h. To commission research and policy oriented studies to inform policy and programming.
 - i. To promote the integration of population factors in development planning at the national (ministries, institutions) and lower levels (DPUs and DPTCs).

- j. To publish and disseminate an annual report on the state of Uganda's population, other population publication reports and newsletters.
 - k. To promote collaboration and strategic partnership with government agencies, civil society organizations, cultural and religious institutions at various levels.
 - l. To mobilize resources to support population programmes.
 - m. To monitor and evaluate the country population programme.
 - n. To undertake any other relevant activities that would promote the implementation of the National Population Policy and Programmes in the country.
99. At the district and lower levels, population activities will be implemented within the existing structures and coordinated by the District Planning Unit. The District Planning Unit (DPU) will:
- a. Promote integration of population factors in district planning;
 - b. Organize and carry out activities that will promote population and development awareness in the district;
 - c. Maintain and strengthen, in collaboration with the Secretariat, a district/sub county up-to-date data bank.
 - d. Publish district population and development publications and reports.
 - e. Spearhead the preparation of annual district work plans and budgets on population activities.
 - f. Carry out any other function assigned to it.

ROLES AND RESPONSIBILITIES OF MINISTRIES AND INSTITUTIONS IN POLICY IMPLEMENTATION.

100. For effective implementation and coordination of this policy, line ministries of Government, local governments, institutions and CSOs are expected to play their respective roles regarding population concerns in accordance with their mandates.