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THE RELATIONSHIP OF GOVERNMENT WELFARE SERVICES  
TO VOLUNTARY WELFARE SERVICES

(Presented by Antoinette Swart, Principal Welfare  
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## RELATIONSHIP OF GOVERNMENT WELFARE SERVICES TO VOLUNTARY WELFARE SERVICES

The principle of self-help built on community enterprise and the involvement of people in discovering ways and means of understanding and identifying themselves with schemes designed to promote social betterment, became a vital part of development programmes in low income countries after the Second World War. The necessity of involving people themselves in understanding, becoming aware of and taking a part in planning their own destiny in small scale development schemes related to local community needs and interests is one of the most important factors in developing countries in the throes of rapid political, economic and social change. With the development of technology, commerce and communications and the need for raw materials in the world market, new horizons are opening and the impact of the West on the traditional African society has brought about rapid and accelerated change in patterns of living. A new frame work of social organization is being worked out through educational facilities, health and medical services, religious institutions, modern legal and administrative systems and diversified market economies.

2. In the face of such change and the necessity for low income countries to meet so many demands, the tendency is for professionals to plan priorities from the top according to their concept of needs. This approach cannot achieve the desired effects because it disregards the people on whom success finally depends. It is of vital importance that they themselves should have a hand and play a part in small scale development schemes which are related to community needs and can be readily understood. This approach obviously may result in frustration on the part of the professional planners who may list priorities which do not appear to be the ones which the community itself may regard as important. Nevertheless, the gap can only be bridged if the momentum of social change is geared to the pace at which people are able to adapt to the

changing patterns of the new society. If the onslaught of social change is such that it completely swamps capacity of a community to adapt to a new situation the results can only be disastrous in terms of social tension, creating a void and an ever-widening gulf, striking at the roots of a once stable and integrated society.

3. It is comparatively easy for the professional to draw up a blueprint development plan based on concepts and methods in a well developed and advanced country. The actual results of such action would be questionable in relation to what has in fact been achieved in practical terms as opposed to that which has been set out on paper. To develop a programme of social betterment which will be within the levels that a country can afford, can only be achieved in co-operation with Government on the one hand and on the other, individuals, families and non-Government agencies. This is not only essential from the financial point of view but more important, an expression of the participation of people in community planning, community action and community care. In some instances small communities themselves have adapted to social change while others have resisted and remained unprogressive and unresponsive to the demands which modern standards in nation building dictate and require. It seems therefore imperative that planning must be in partnership, initiated at all levels in association with the people themselves.

4. With the challenges and problems that face developing countries, demanding new standards, new ways of life, new skills, and attitudes it becomes necessary to develop techniques designed to stimulate and arouse community interest. Once aroused, needs must be met by the provision of programmes to train people not only in skills but also in understanding, so that they may be in a position to readily adapt themselves to modern living standards, so as to ensure that their sense of belonging and feeling of community is not completely disrupted or destroyed.

5. In the traditional society social services were a function of the family, the extended family or clan, where each provided for the other

minimum needs, accepting well defined duties and responsibility. This, however, is rapidly breaking down and as problems of a greater magnitude arose it became necessary for Governments to formulate welfare policies and to make provision for such services of which the individual, family or group stands in need. It is being increasingly recognized in advanced countries that many welfare services whether preventive or remedial, whether directed towards the individual or group or the community, cannot be effectively run nor sustained without the help, initiative and participation of the community in which these needs are found. In developing countries where needs are many and resources few a plan for social services cannot be effectively initiated unless the concept of community care is stimulated, organized and supported, for without it the void created by rapid social change cannot be filled. Community participation is not only desirable and necessary in itself but also essential in a country where Government resources alone cannot possibly meet the needs of the individual, family or group who for some reason or other have failed to adjust to the changing structure of the new society.

6. Community development has almost exclusively been associated with work in rural areas where recognizable communities exist and where people can more readily group themselves geographically or by a traditional way of life and pattern of living. The changing pattern of the traditional society and the consequences of change present themselves most clearly in the rapid expansion of urban areas of which the most basic elements are the institutionalization of society and the individualization of man. On the one hand there are the social consequences of "the translation of the individual from the closely knit social structure of his rural home within its spiritual and tribal sanctions, codes of behaviour and respect for traditions, to a new agglomeration of individuals to whom he feels no sense of belonging and who have little feeling of fellowship themselves" and on the other hand, there is the problem of "how discipline, personal or collective in place of the traditional sanctions of rural areas, together with a sense of social security in place of

kinship, can be fostered to ensure stability to urban family life."

(Colonial Office Summer Conference on African Administration.)

7. With the complexity of the machinery of urban government and its increase towards specialization the individual tends to be excluded and ceases to become personally involved where he no longer lives within a well-defined pattern but becomes swallowed up in a confusing pattern of living, bringing together large numbers of people from a variety of backgrounds who have within themselves no binding force or sense of belonging which defines and controls community standards of conduct in the traditional way of life.

8. "One of the outstanding needs in social planning and policy is, then, for inter-communication between the professions and specializations involved in the establishment and administration of urban communities, especially those in the fields of economics, physical planning and social welfare. An inter-disciplinary approach is needed both in practice and in research into the fundamental problems of urban communities. With this, should be co-ordination between the many and varied departments and organs involved in day-to-day administration. The third and equally important ingredient is two-way communication between the professional planners and administrators on the one hand and on the other, the people who are being administered and planned."

("Community Development and Social Welfare in Urban Areas" U.N. Report, Geneva, 1959, UN/TAO/SEM/1959/Rep.1).

9. A programme for social welfare should therefore endeavour to focus its planning on the education of the community ensuring adequate machinery for participation to explore ways and means which would bring about understanding, co-operation and participation of the community in facing problems as well as drawing on local resources to meet these needs.

10. In Uganda, the principle of partnership and joint consultation between Government and non-Government agencies working in allied and parallel fields, have been recognized and has become part of the Government's

policy in developing a range of social services which will be within the levels that the country can afford and in so far as resources will allow.

11. The Community Development Division of the Ministry of Social Development and Labour is responsible for social welfare schemes in both urban and rural areas. The Field Work Section based in rural areas is responsible for initiating programmes of community action and participation in self-help improvement schemes and work amongst women with their active participation and on the initiative of the community. A Central Adult Education Training Centre and District Rural Training Centres initiate training programmes in citizenship and community education by stimulating people to take an active part in raising their standard of living and taking an interest in local and national affairs, helping them to meet problems of adjustment under conditions of accelerated social change. The teaching of literacy and the development of library facilities with reading material both in English and the vernaculars is another feature of rural community development activity.

12. Sessional Paper No. 4 of 1958/59 sets out the policy for the organization and duties of the Social Welfare Section with specific reference to urban social welfare. Briefly, the work to be undertaken comprises the supervision of those released on probation, aftercare and resettlement, the approved school for corrective training, remand homes and hostels, individual and family counselling, the care of deprived children, the encouragement of informal leisure-time activities for young people through the development of youth clubs, the provision of community and social centres on housing estates for the education and recreation of the community and the encouragement of play groups for the very young.

13. There are a variety of voluntary organizations active in the field of social welfare in Uganda, covering a large range of interests from special interest groups, sport, recreational and cultural, to those which concern themselves particularly with the welfare of their fellow men.

14. Some fifteen voluntary agencies carrying out essential social services in association with Government received £18,900 during the year 1961/62. Voluntary agencies in receipt of grants remain responsible for their own policy and programmes and cover a variety of social services, i.e. in the field of youth work, the care of the deprived child, the handicapped, community services, women's organizations and the re-settlement of the ex-prisoner. Community Centres, run by the Ministry's staff with training in group work skills, have their own management committees, and play groups for young children are run by parents associations responsible for paying staff and the purchase of equipment and training materials.

15. In addition to assistance in the form of annual sub-ventions to assist with administrative and running costs and the payment of salaries for the staff of voluntary agencies, Government aid includes:-

- (a) The provision of capital and recurrent costs and equipment for buildings;
- (b) the secondment of staff;
- (c) help and advice in the running of training courses;
- (d) the services of the Ministry's staff on the management and executive committees of voluntary agencies;
- (e) the services of trained social workers in case work, counselling and rehabilitation;
- (f) premia and rent subsidies;
- (g) professional assistance to play group organizers;
- (h) the inclusion of voluntary agencies in the assistance made available through UNICEF Aid, comprising training, audio-visual aids, transport, stipends for trainees and the payment of honoraria for specialist teaching staff.

16. The overall co-ordinating body for voluntary agencies is the Uganda Council of Voluntary Social Service and youth organizations are

represented through the Uganda Youth Council. Both these umbrella organizations have recently secured funds from a Trust in the United Kingdom for the establishment of a training centre for voluntary youth leaders run by a professionally trained youth organizer, and the assistance of a professionally trained executive secretary who will work with a local counterpart in developing the sphere of activity of voluntary agencies carrying out social services in association with Government.

17. At national level the Minister is advised by the Advisory Committee on Social Welfare which has been set the following tasks:-

- (i) The need for furthering social welfare services where they are deficient;
- (ii) possible means of implementation of social welfare services;
- (iii) the scale of subventions to be paid to voluntary agencies;
- (iv) the need for, and review of, social legislation coming within the purview of the Ministry of Social Development and Labour.

18. The development of a range of social services in partnership with non-Government agencies poses certain problems which must be safeguarded against.

19. It is necessary not only to work through existing organizations but also to stimulate and encourage the creation of new agencies which will not only provide active contact but also ensure the participation of the people it sets out to serve. Frequently, non-Government agencies have little or no contact with other bodies in associated or parallel fields of activity and as such they tend to interpret social welfare in its narrowest sense by restricting it to their own particular field which does not allow for flexibility or adjustment nor for a comprehensive view of the situation as a whole.

20. It is equally necessary to assess and understand problems and to be in a position to use facts rather than opinions. Research is therefore necessary and important but it must be pointed out that pure



research attached for example to seats of learning tend to be highly scientific and geared, of necessity, to academic levels rather than towards a basis for immediate action and lines along which policy must be developed and directed.

21. In addition to research, projects conducted by experts or officials, the method of self survey does provide for people the opportunity to assess their problems, analyse their own needs and become aware of the resources (or the lack thereof) which their community has at its disposal.

22. Attached to this paper is an example of such a self survey which was conducted by Joint Advisory Welfare Committee (See paragraph 27); in a small town in the Eastern Province of Uganda at one of the meetings of the Committee a representative of a Voluntary Agency presented a paper on the needs of working girls in the town. As a result of this paper it was decided to conduct a self survey in order to assess needs before embarking on a project which would have meant a considerable capital outlay which the community could not afford.

23. Many Voluntary Agencies tend to think on a large scale without giving attention to the physical frame work in which the activity must take place, or giving any thought to needs or the factors which bind the population together, resulting in fragmentation and spreading too thinly on the ground or serving only the limited few. It is therefore also necessary to define the area of operation and to establish whether the service fulfills a function within the general overall pattern of the development of the social services.

24. Joint action between Government and non-Government agencies should not be competitive but complementary and in partnership so as to ensure the provision of an effective welfare programme where "the efforts of the people themselves are united with those of governmental authorities to improve the economic, social and cultural conditions of communities, to integrate these communities into the life of the nation and to enable them to contribute fully to national progress."

25. In Uganda the Advisory Committee on Social Welfare has formulated a series of guiding principles in making their recommendations as to the scale of subventions to be paid to those agencies which are affiliated to the Uganda Council of Voluntary Social Service as being the overall co-ordinating body for non-government agencies. These guiding principles are:

- (i) Whether a voluntary agency carries out an essential social service in association with the Government;
- (ii) that a voluntary agency qualifying for aid must fulfil and satisfy certain minimum requirements and should be undertaking a function which is necessary and which is not being undertaken by a similar agency;
- (iii) that if such a service is not provided in partnership with government, the Government itself would have to provide the complete service;
- (iv) that the service fulfils a function within the content of the general pattern for the development of a social welfare programme. For example, in the field of group work, child care, the sick and suffering, the handicapped, the aged and infirm and in urban community development programmes aimed at raising the standards of living of the people in a given locality by their active initiative and participation in the suggested project;
- (v) that any assistance given is viewed in relation to the funds available from the parent body or public resources.
- (vi) that a subvention to a particular agency is not an annual entitlement but dependent upon whether it has fulfilled the project for which Government aid was given and whether the project continues to serve a useful purpose;
- (vii) voluntary agencies are required to submit an audited balance sheet together with a detailed estimate annually.

- (viii) A government subvention is granted for a specific purpose which may not include all aspects of the programme initiated and provided by the agency.
- (ix) An agency applying for aid should have been active in the field for at least two years.
- (x) Grants for capital expenditure, for example, for buildings, are not made from within the block grant available for subventions to voluntary agencies.

26. The Advisory Committee on Social Welfare advises the Minister of Social Development and Labour at national level. It is however equally important that local opinions should be considered in planning a comprehensive range of social services and that the Advisory Committee be informed of these. The Sessional Paper on Social Welfare proposed the setting up of a Joint Advisory Welfare Committee in each locality where there was a sufficient professional social welfare staff employed by the Ministry who could act as secretaries to these Committees. It is intended that these Advisory Committees should form a comprehensive view of the social service requirements of the community and act as channels of communication between all agencies, both public and voluntary, active in the field of social welfare.

27. The main function of a Joint Advisory Welfare Committee is to promote the welfare of the individual and the community. This will include a review of what is being done or should be done by the Government and all voluntary bodies giving opportunities for them to become familiar with each other's work, advise the social welfare and probation staff of the Ministry on their activities and the examination of local needs and how best these can be solved within the resources that are available within the area it serves.

28. The Joint Advisory Welfare Committee will be required to meet at least twice a year and the suggested membership is as follows:-

Chairman to be elected by members at the first meeting.

Secretary The Officer in Charge of the Social Welfare Area.

29. Members - Two representatives to be appointed by the African Local Authorities; two representatives from the urban authority; a representative from each voluntary agency active in the area; one representative from the Police, Labour, Education and the District Commissioner's Office.

30. Practical illustrations of some of the schemes which have been developed in Uganda are for example the building of a camp-site by members of the Uganda Boys Clubs Association. The annual festival of drama and music has become a feature of cultural life, particularly in the Kingdom of Buganda and both adult and youth club members compete annually for much prized trophies and certificates. Community weeks organized by the Management Committees of Community Centres in which members of groups of all ages on housing estates participate, have become an annual event.

31. Every housing estate or area of urban concentration has a nursery school or play group founded and run by local parents' associations. UNICEF aid has enabled these groups to be assisted by a professionally trained adviser who conducts regular training courses which are residential or "on-the-job" for both the organizers and the parents. On one estate the parents renovated a derelict building. This also involved clearing the ground and constructing a latrine for the children. On three other estates the Management Committee of the community centres purchased equipment for providing a mid-morning snack and play group materials.

32. As the scheme grows and additional aid becomes available, further research will be encouraged, particularly in the development of local play equipment and the preparation of teaching aids. The Child Development Centre attached to the Institute of Education has been closely associated with the development of the play group movement.

33. The Nakivubo Settlement is run by a voluntary management committee comprised of all races and all religions. Fund raising and a building programme are under way. The Ministry provides a warden and a small subvention of £95. During this year, capital has been provided by Government for the erection of a recreation hall. With UNICEF aid the Settlement is to be developed as a training ground for social workers.

34. The Mengo Social Centre, which provides overnight accommodation and meals was built by funds contributed by the Central and Local Governments and the British Legion. The Warden, a member of the staff of the Social Welfare Section of the Ministry, is assisted by a Management Committee drawn from all walks of life.

35. Aid on discharge for deserving prisoners and the resettlement of the ex-prisoner are administered and run by voluntary Discharged Prisoners Aid Societies assisted by Probation/Welfare staff and during this year a hostel was opened for selected ex-prisoners. A third of the capital costs was contributed by the Ministry. The members of the Discharged Prisoners Aid Society raised funds both in cash and kind to complete and furnish the buildings. A grant of £300 towards operating costs was allocated during this financial year.

36. The Applied Research Unit of the East African Institute of Social Research, Makerere College, with UNICEF Aid is conducting a survey, in association with the Ministry, into the problems of urban youth. An adult steering group has been working with the Research Worker examining problems which affect young people. An interesting development has been a youth committee, under the auspices of the Uganda Youth Council, who discuss the findings of the adult Steering Committee. Their comments are referred to the Steering Group and it is hoped to incorporate these into the final report which is to be completed during 1962.

37. The existing in-service training programme was strengthened during this year by UNICEF and UNTAA aid. This has enabled training courses to be run centrally in Kampala and on a regional basis outside of Kampala.

Professional staff of the Ministry and Voluntary Agencies, volunteers serving on Management Committees, Joint Advisory Welfare Committees and Case Committees members as well as interested members of the public are invited to attend. In addition, Training Notes are circulated which deal with aspects of the work so as to keep members informed of both developments and problems in the field of social welfare.

38. No programme of social welfare can discard the importance of preventive measures. Comprehensive national planning should endeavour to have both a remedial answer and preventive content directed to meet needs and if possible anticipate and prevent them. In most developing countries the tendency is to place more emphasis on cure and less on prevention. The development of group work activities in the realm of the needs of urban conditions is most vital. Thus discussions are now under way in Uganda between Government and voluntary agencies for providing social centres serving urban and peri-urban areas to provide recreation facilities with training programmes for leaders who can organize sport, cultural activities, informal educational programmes for all sections of the community with emphasis on activities for young people and home economics teaching for women.

39. In addition to the voluntary youth leader training scheme organized by the Uganda Youth Council which has already been referred to, a pilot scheme for a teen-age programme to be conducted by the YM and YWCA has been discussed by the two Organizations and the Management Committees of three housing estates.

40. In conclusion it must be stressed that not all schemes of community development are necessarily successful, precisely because allowance must be made for the human element. The living together of people with varied, diverse and conflicting interests is a complex process. It involves the adjustment and adaptation of the community who must be assisted to understand and meet problems with as much reliance as possible on their own to achieve a variety of improvements. Partnership and joint planning should be an integral part of a programme for social welfare. An

equally important part in planning is community education designed to stimulate, initiate and absorb plans for community action and community participation, whether this is through Probation Case Committees, Committees to institutions for corrective treatment, Management Committees of Community Centres, Tenants' Associations, Joint Advisory Welfare Committees or adult and youth groups. Without community participation no programme for social welfare can be effective, whether preventive or remedial, whether directed at the individual or the group, because the development of the community brings into focus that each small unit of society is in some way a microcosm of the much larger world community we seek to build.

To: The Chairman, Mbale, Joint Advisory Welfare Committee.

Dear Mrs. Mitha,

The members of the Mbale Self-Survey of Working Girls Sub-Committee, appointed under Minute 13/61, are pleased to make their report herewith.

#### I. TERMS OF REFERENCE.

- (a) To determine the number of working girls in Mbale.
- (b) How many were without desirable accommodation or in undesirable accommodation.
- (c) To assess the ability of those at the moment in jobs to pay for hostel expenses.

#### II. METHOD OF PROCEDURE

- (a) A survey was made of girls within the town. Questionnaires were drawn up, Eight interviewers were obtained; three Buwalasi College students, 1 Community Development worker, 1 student on holiday, 1 Nyondo teacher, 2 Y.W.C.A. workers. The survey was held on August, 17th and 18th. 60 girls were interviewed, and an analysis of these is attached as Exhibit A.
- (b) A survey was made by the members of the committee of fourteen persons whom we felt to have special knowledge, including such people with varying backgrounds as Secretary Generals, Town officials, businessmen, voluntary organizations officers, church leaders, policemen, Community Development workers; a summary of these interviews is attached as Exhibit B.
- (c) We obtained further information from the Matron of the Hospital and from the Y.W.C.A. Hostel in Kampala, which information is summarized in Exhibit C.



### III. OBSERVATIONS OF THE SURVEY COMMITTEE

- (a) Most of the girls working in the town receive small wages and would not be able to afford hostel rates.
- (b) Most of the girls presently in the town would not wish to accept the discipline of hostel life.
- (c) The number of educated girls who could afford hostel rates and would be prepared to and interested in living in a hostel is very small at present because there is limited employment and no suitable accommodation. If in the future opportunities for work for such girls increase, the question of a hostel should be reviewed.
- (d) The most pressing need we discovered as a result of the survey was for a programme of recreational activities to meet the needs of all kinds of people.

Mr. J.G. Oculi.

The Rev. J.S. Flinn.

The Rev. W. Doran.

Mrs. H.A. Neal.

Mr. J.N. Kawuki (succeeded by  
Mr. Kaboyo.

## THE SELF-SURVEY OF WORKING GIRLS.

EXHIBIT A. ANALYSIS OF INFORMATION OBTAINED FROM  
INTERVIEWS OF 60 GIRLSTribal Composition:

Bagisu	=	33
Bagwere	=	4
Bateso	=	2
Baganda	=	10
Basoga	=	7
Others		

Location in Mbale:

Note: Because 38 forms did not indicate this,  
considered rest as unindicative.

Education:

Not indicated on form	=	11
None	=	9
Primary 1 - 3	=	9
Primary 4 - 6	=	19
J. Sec.	=	9
Sen. Secondary	=	1

Type of work

Bar maids	=	19
Bar girls	=	8
Clerks	=	3
Gen. Factory	=	3
Cook	=	1
Local nurse	=	1
Tailor	=	5
matron	=	1
teacher	=	1
probationer	=	1
cleaning	=	1
students	=	6

Length of stay:

1 to 3 mo.	=	8
3 mo. to 1 yr.	=	14
1 to 2 yrs.	=	16
2 yrs. or more	=	17

Places of work:

Bars	=	18
no work	=	13
Nile Co.	=	10
Factories	=	4
medical	=	2
prison	=	2
singer	=	2
schools	=	5
BCU office	=	1
Shop	=	3

Length of working:

Less than 3 mos.	=	12
3 mo. to year	=	13
1 year	=	7
1 to 3 years	=	6
3 yrs. or more	=	9

Salary:

Under 50/-	=	7
50 to 60/-	=	14
61 to 100/-	=	13
101 to 175/-	=	5

Supporting others: Yes=40 No=5

Amount of support:-

Under 20/-	= 7	21/-to 50/-	= 10
20/-	= 21	50/-	= 6
		51/-to 110/-	= 4

Salary less support claimed:

10/-left	= 1
20/-	= 3
30/-	= 8
40/-	= 6
50/-	= 8
60/-	= 6
70/-	= 1
75/-	= 1
110/-	= 3

Housing - Space:

One room	=43
2 rooms	=15
house	= 4

Number of people living with:

Living alone	= 9
1 other	=18
2 others	=12
3 others	= 4
4 or more	=14

People per room:

1/ room	=10
2/ room	=22
3/ room	=10
4/ room	= 5
over 4	= 5

Rent:

None	=14
5/-or less	= 8
15/-	= 6
20/-	= 6
25/-	=17
50/-	= 9

Satisfaction with quarters:

Yes	= 6
Dirty, leaks, unsanitary etc.	= 13
Too expensive	= 6
Unsafe - men and robbers	= 13
Too small	= 24
Desires own quarters	= 4
Too far away	= 6

Occupation in their spare time:

Girls visit bars = 31  
Girls go to the cinema = 15  
Girls go dancing = 4  
Girls go to the social centre = 14 ) All together  
Girls belong to YWCA clubs = 2 ) 16 girls.  
Girls belong to Grail clubs = 3  
Girls pass the time in visiting friends or  
entertaining them = 9  
Girls do needlework = 20  
Girls enjoy walking = 2  
Girls like watching sport or  
any other activities in the town = 1  
Girls do digging = 2  
Girls do nothing = 17  
Girls with no spare time = 1.

Other Information:

Many of these girls have illegitimate children. 10 girls have 18 illegitimate children between them. Two girls here as the result of broken marriages, one girl would like to get a job in Mbale after her course at Singer, and one girl who works late has to walk to Bugema, as she cannot get nearer accommodation.

MBALE SELF-SURVEY OF WORKING GIRLS.

EXHIBIT B. SUMMARY OF INFORMATION OBTAINED FROM  
INTERVIEWS OF PERSONS WITH SPECIAL KNOWLEDGE

(1) What knowledge do you have of working girls in Mbale?

There are relatively few unattached Asian Women. Almost all are well educated and therefore have good jobs and well accommodated.

Nearly all stated that working girls are grouped as follows: Bar girls, employed by the Nile Breweries; Ayahs (Asian and European), Prostitutes: a few working in shops and offices: nurses and those working as clats in the hospital.

With regard to wages the bar girls earned from 40/ to 80/. This does not supply enough for their wants. These wages were supplemented by other odd jobs when they were free. These girls seemed to consider it their duty to accommodate and entertain any man, particularly when the day's work in the bar was finished. One stated that the number of prostitutes in the town was on the increase.

Most of the girls have a little education, only a few can be said to be well educated. Many girls are unqualified for any particular work and therefore accept any thing that is going.

(2) Do you believe they are adequately accommodated?

Most stated that it was not hard for girls to get accommodation, as they rented rooms, stayed with relations or got themselves temporarily married.

Another stated that even those who were properly accommodated, e.g. ayahs and nurses, were in great moral danger.

Some girls were not worried about accommodation because they would be here for a few months only, (some bar-girls).

The ayahs of Asians had either poor housing or none at all. The reason for this, it was pointed out, was that the Asians rented houses where there was no proper accommodation for servants. Hence many of these girls lived in the villages surrounding Mbale or on the estates.

(3) What ideas do you have for meeting the need for accommodation and recreation.

(a) Most girls are presently accommodated in rented quarters or are sleeping with some man. Therefore, more houses should be put up for rent. (One person only).

(b) Educated girls would like a hostel, others would not. (Almost unanimous opinion). Hostel with dormitory wing providing cheaper accommodation for bar girl type suggested by one. This type might not slip into bad ways if hostel provided. Need for cheap accommodation stressed.

(c) Recreation centre with varied entertainment strongly urged by several persons, should be regular and well-organized. Day time activities especially needed, and a place for boys and girls to meet safely.

(4) Would you believe a community hostel is needed?

Yes, but there was a strong feeling it would cater to the "good" type of girl only. Some felt the number of such girls does not warrant a hostel and others questioned if the number of such girls will increase in Mbale because of lack of employment opportunities. Question of who would run the hostel and need for supervision lest it turn into a brothel.

(5) Whom do you think should finance such an undertaking?

Most of the people interviewed thought that the brunt of the expense should be borne by the Government, through some Department such as Social Welfare and African Housing, and a large proportion thought African Local Government, District Councils, Church Agencies, groups such as the B.C.U. and voluntary agencies should be called upon to help. Three people specifically stated that the hostel should be run by a Voluntary Agency with financial help from the Government, and recommended by the Y.W.C.A., due to its past experience in this field, and non-sectarian approach.

(6) What brings them to Mbale?

In order of priority, the following reasons were given for the girls coming into Mbale:-

1. The need to find a job and earn money.
2. Home life was dull and too restrictive.
3. To study at some institution such as a technical college or Singers.
4. To break up an illegal or unsatisfactory marriage.
5. With prostitution in mind.
6. To find a husband.

(7) Do you think they come from a particular area?

The majority view is that most of the girls in town come from different areas but mostly from Bugisu.

(8) Do you think it is a problem?

Everybody seems to think it a problem, except one person who stated it is not yet a problem. Another person said it is not a problem for girls only, but also for boys.

(9) Is the problem likely to get worse?

- (a) It will increase as the town grows.

(b) It is not likely to get worse unless the Government Sec. School and the Nkoma Muslim Sec. School are to take more girls, and there are no hostels, for them and the number in jobs increases.

(c) It seems that the situation is getting worse.

(d) The Number of prostitutes increases in the town and the "supply" is kept up by the older women getting hold of school girls and leading them into this kind of life; and naturally the younger girls make good business for the older women. The problem is definately worse now than it was when he was here a couple of years ago.

Other Information:-

(1) Many girls use Mbale as a stepping stone to Kampala. Those who go to Kampala are mainly from South Bugisu and these generally break off all connexion with their families.

(2) As the country develops it is not easy to do away with these girls completely.

(3) Girls at present are forced to stay with unsuitable people and will not readily come to a hostel. Many girls do not know how to use their leisure time and recreational activities should be included with the hostel.

(4) Parents of girls attending the Government Secondary School, Muslim Secondary School and the dress-making schools would be prepared to pay for their accommodation. Many women have illegitimate children, what could be done for them in the setting up of a hostel.

MBALE SELF-SURVEY OF WORKING GIRLS.

EXHIBIT C. FURTHER INFORMATION OBTAINED FROM MATRON OF  
HOSPITAL AND KAMPALA Y.W.C.A. HOSTEL

A. FROM THE HOSPITAL:-

Approximately 50 female staff are employed, but they are all required to live in the quarters provided by the hospital except in unusual cases.



These quarters are sufficient for the present and for the foreseeable future and there is little likelihood the hospital will expand.

Therefore, hospital female staff are not in need of accommodation. However, there is a need for recreational activities.

B. FROM THE Y.W.C.A. HOSTEL:-

The Y.W.C.A., Kampala was built by Government from the Cotton Surplus Fund and it has been subsidized ever since by a government grant of £1,000 per year.

It was built to take 24 residents and staff but now, with rearrangement of rooms, holds, 32.

Charges range from 100/ to 350/- per month, with residents of all races, including a good many students.

Estimated cost per person per month is from 275/ to 300/-. Most girls who apply make less than 300/- per month.

Staff needed: Warden, Deputy Warden, cook, house cleaners - so wages are quite heavy.

Various Y.W.C.A. representatives advise:

1. Don't build now.
2. If you feel that there is a real need, hire a house and try things out with a few girls.
3. You must be absolutely sure of future funds as subsidies will always be necessary.
4. Don't start a hostel with less than 40; 80 is better if the hostel is to run economically.

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