

**UGANDA'S NATIONAL BUDGET PROPOSAL 2007/08: ASSESSING THE
EXTENT TO WHICH IT PROVIDES FOR RESOURCES ESSENTIAL
FOR THE SURVIVAL, DEVELOPMENT AND PROTECTION OF
CHILDREN**

**POSITION PAPER DEVELOPED BY UGANDA CHILD RIGHTS NGO
NETWORK**



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ACRONYMS

ACRWC	-African Charter on the Rights and Welfare of the Child
CSOs -	-Civil Society Organizations
EFA	-Education for All
EMOC	-Emergency Obstetric Care
GOU	-Government of Uganda
IDA	-International Development Association
IDP	-Internally Displaced Persons
IEC	-Information Education and Communication
ILO	-International Labour Organization
IMCI	-Integrated Management of Childhood Illnesses
IYCF	- Infant and Young Childhood Feeding
IEC	-Information Education and Communication
MDGs	-Millennium Development Goals
MoFPED	-Ministry of Finance, Planning and Economic Development
MoGLSD	-Ministry of Gender, Labour and Social Development
MTEF	-Medium Term Expenditure Framework
OVC	-Orphans and other Vulnerable Children
PEAP	-Poverty Eradication Action Plan
PWD	-Persons with Disabilities
RH	-Reproductive Health
SDIP	-Social Development Sector Strategic Investment Plan
UBOS	-Uganda Bureau of Statistics
UCRNN	-Uganda Child Rights NGO Network
UNCRC	-United Nations Convention on the Rights of the Child
UPE	-Universal Primary Education
UPPAP	-Uganda Participatory Poverty Assessment Process
UPPET	-Universal Post Primary Education and Training
UPPAP	-Uganda Participatory Poverty Assessment Process
VHT	-Village Health Teams

EXECUTIVE SUMMARY

Budgets are important instruments for the socio-economic growth and development of the country. The budget has important implications for provision of adequate services and protection of the citizens of a country.

In Uganda children constitute over 55.4% (15.6m) of the country's 28.2 million people; (Background to the budget FY 2007/08). It is therefore critical to put children at the centre of budgeting if their rights to survival, protection, participation and development are to be guaranteed. In essence all sectors should be allocated adequate resources that can enable them deliver the fundamental rights of children.

In light of article 4 of the United Nations Convention on the Rights of the Child (UNCRC), the State should prioritize and increase budgetary allocations for children both at national and local level to ensure at all levels the implementation of the rights of the child and in particular to pay attention to the protection of the rights of children belonging to vulnerable groups, including children with disabilities, children affected or/and infected by HIV/AIDS, children living in poverty and those in remote areas.

The Uganda Child rights NGO Network (UCRNN) strongly believes that there is need for the government of Uganda to adopt a rights based approach to budgeting and to match policies/laws with the necessary resources. It is on the above premises that this assessment was carried out. The Objectives of the assessment were:

- To analyze the 2007/08 national budget and in comparison with the 2006/07 budget, assess the extent to which resources have been availed to ensure realization of children's rights in line with national and international child rights instruments.
- To propose recommendations for a more rights based and pro-child budget.

This position paper is divided into three sections: The first section is the introduction and background to the assessment; the second section reviews and analyzes the 2006/7 and 2007/08 budgets together with the sectoral budget framework papers and other relevant documents with a view of determining how well they focus on children; The third section gives recommendations on how the national budget can be made more responsive to the rights of children.

In assessing whether the 2007/08 budget is child centered; the following key pointers formed the analytical framework:

- i. Direct budgetary allocations for services for children like primary education, health and child protection.
- ii. Financing for services that are crucial for children's survival and development such as water and sanitation. Nutrition and Agriculture were also looked at.
- iii. The analysis further looked at unfunded or under funded priorities within the various sectors and points out the implications for not providing adequate resources to these areas.
- iv. The paper also examined to some extent the linkage between the budgets and the various ministerial policy positions, with the ministry of Gender Labour and Social development providing an elaborate example.

On the basis of the above, the following conclusions and recommendations have been made:

Conclusions

- There are many progressive policy reforms which have been developed in the various sectors but these are not matched with adequate resources to implement them. Priorities identified every year are on the whole appropriate but are never fully fulfilled due to various constraints notable of which is the lack of resources.
- The present form in which the budget is presented does not make it easy to understand explicitly what directly goes to children. It takes a lot of time and requires technical expertise to synthesize what allocations are for children. Even then, this cannot be absolute as interventions in various sectors have an impact on children.
- Despite the fact that children are the most affected by the resource allocation decisions (majority of the population), the budget making process does not include children.
- In all the sectors, a number of priority areas critical for the survival, development and protection of children remain under funded or not funded.
- Although progress has been made towards realization of children's rights in various sectors, there are still concerns about regional inequalities. The North and Karamoja regions are lagging behind on a number of indicators. This contravenes the fundamental principle of non discrimination.
- Government has shown a lot of Commitment to ensuring the child's right to education. In the FY 2006/07 and 2007/08, education has the highest share of the national budget. However what needs to be understood better is the proportion of this money that is devoted to programmes and activities that directly impacts on the child's right to education as stipulated in the UNCRC and other instruments.
- Budgeting and resource allocation for children has been impacted on by the fact that principal decision makers at central and decentralized levels may not be fully aware or do not appreciate the added value of investing in children and the opportunity cost for not doing so. In addition, responsible departments do not have sufficient capacity to fulfill their roles as duty bearers and institutional structures and mechanisms supportive of children's rights are either weak or non existent.
- Some sectors/ministries have been characterized by lack of budget discipline. Public administration and security for example have persistently overspent their budget estimates, calling for supplementary budgets to the detriment of major social sectors.

Recommendations

a) Determine resources that are directly benefiting children

In prioritizing social service sectors that promote human capital like education and health among others, the situation of children be given priority not only in how much money is allocated to the sector but principally in how much budgetary allocations directly benefit children. Thus building on the present budget allocation patterns examined in this report, further analysis is required to determine the amount of resources going directly to the child and also the extent to which local authorities are voting resources for children.

b) Strengthen coordination and collaboration among line ministries that handle children's issues

Develop better coordination and collaboration among line ministries that handle children's issues in such a way that they are not only known to be cross cutting but it is clear to all stakeholders where the intersections are and what role each partner is playing.

c) Policies should be matched with resources

All pro-children policies that have been formulated should be accompanied by appropriate planning and budgeting to ensure that they are implemented and are making a difference in the lives of children.

d) More resources to realize the MDGs dreams

For meaningful achievement of the MDGs, there is need for greater political will and more capital investment on pro-children initiatives in the national budget.

e) Funding to critical areas for child survival, development and protection

There are many unfunded priorities and yet these are critical to the survival, development and protection of children. As much as possible resource allocation should be voted for such priority areas. Most of the sectors in the budget ministerial statements have adequately analysed the short falls in the previous year but fall short of providing mechanism for addressing these shortfalls or including key areas in priorities for the next year.

f) All efforts should be made to ensure the survival of mothers

In order to reduce the high maternal mortality rate, there is need for increasing deliveries attended by skilled health workers and provision of goal oriented antenatal care. Emergency Obstetric Care (EmoC) services; family planning and access to services by adolescents also need to be increased. Contraceptive management still needs to be improved and this is coupled with need for increase of availability of contraceptives and information related thereof.

Healthy nutrition and education of women will enhance maternal and child health. Promoting maternal and child health synergistically helps accelerate the reduction of both mortality and fertility rates.

g) Institutionalising budget monitoring

Monitoring public budgets and providing relevant information to civil society groups and others who may be interested in national resource allocation to children should be encouraged and institutionalised.

h) Capacity building

There is need for capacity building, especially for civil society groups, local governments, and private and public agencies addressing issues of child rights. Advocacy around budgets calls for the empowerment of rights-holders to demand that duty-bearers in both the legislative and executive branches of government allocate the funding necessary to implement social policies. Marketing social protection is an important step for pro-poor growth and development.

i) Make budget information accessible

It is imperative that the expenditure on children across different sectors be accessible and in non-technical forms. However the present form in which the national budget is presented is very technical and it is not easy to isolate what resources are allocated to children. This has seriously hindered the efforts of national and local organizations to participate in the discussion on the distribution of public resources as far as children are concerned.

j) Need to harmonise priorities in the sector with priorities in the budget allocation

Many sectors have identified priority areas to be addressed in their sector investment plan. However there seems to be a mismatch between the priorities in the sector plans and priorities for which resources are allocated. These need to be harmonized.

k) Participation of children in the budget process

Children constitute more than 50% of the population. They more than anybody else know better the issues affecting them and are in the best position to determine what the priorities should be in regard to enhancing their rights. In addition children are the most affected by the good and bad or no decisions by adults. Therefore their exclusion in the resource allocation process is a gross misnomer that should be addressed.

SECTION ONE:

1.0 Introduction and Background

“The budget is a social contract. It contains the vision that society has of its future, including the effort and resources needed to achieve that vision. Once the budget includes human rights, then the rights become real because they are within reach of the people¹.” (Jorge Enrique Vargas economic and social policy expert).

The above statement underscores the fact that Budgets are important instruments for the socio-economic growth and development of any country. The budget has important implications for provision of adequate services and protection of the citizens of a country.

In Uganda children constitute over 55.4% (15.6m) of the country’s 28.2 million people; 5.5 million of these live in poverty (Background to the budget FY 2007/08). It is therefore critical to put children at the centre of budgeting if their rights to survival, protection, participation and development are to be guaranteed. In essence all sectors should be allocated adequate resources that can enable them to deliver the fundamental rights of children.

The Convention on the Rights of the Child (UNCRC) (art.4) specifically provides that:

“States parties shall undertake all appropriate legislative, administrative and other measures for the implementation of the rights recognized in the present convention. With regard to economic, social and cultural rights, state Parties shall undertake such measures to the maximum extent of their available resources and, where needed within the framework of international cooperation” It is obvious that in Uganda child rights have a strong legal status, embedded among others in the Constitution (1995) and Children Act (2000). In spite of this, children have limited access to basic social services and suffer multiple violations of their rights.

Government departments including the ministry responsible for children have low budgetary allocations or their priorities for children are not funded at all in some cases. This makes it difficult for them to adequately fulfill their mandate and to ensure that the policies and legal frameworks are implemented in order to better realize the rights of all children in Uganda. Although children are not directly mentioned as beneficiaries of certain budget allocations, the popular argument by policy makers is that children’s issues are cross cutting and implicit in all sectoral budgets. They are quick to add that children are direct beneficiaries of the health and education budgets which are some of the priority sectors in government resource allocation.

While the above is not in dispute, the issue of critical importance that needs to be highlighted is that this approach is not fully rights based. A child rights based approach to budgeting implies that children’s views are solicited and incorporated in the budgeting process; that resources are available to meet the whole range of children’s right to survival, development, participation and protection; that duty bearers at all levels have the resources and capacity to deliver children’s rights and to address violations and gaps in provisions; that resources are available to implement policies and legislation and that there are adequate structures and mechanisms to support their implementation. It also entails availability of resources to address discrimination and promote the participation of

¹Presentation at an international dialogue under the theme ‘Eyes on the Budget’; New York, 30th January 2007.

marginalized groups in decision making and that the community, media, civil society and other duty bearers are mobilized and have sufficient understanding of children's rights and their role and obligations to protect these rights.

Thus, Uganda Child Rights NGO Network (UCRNN) strongly believes that there is need for the government of Uganda to adopt a rights based approach to budgeting and to match policies/laws with the necessary resources. This has been echoed by the Committee on the Rights of the Child in its consideration of the second periodic report of Uganda held on 15 September 2005. In its concluding remarks and recommendations, the committee noted the relatively high rate of economic growth in the State party and that considerable debt relief has been provided via HIPC programme. It was however concerned that resources allocated for children are very low and insufficient to respond to national and local priorities for the protection and promotion of children's rights. It consequently recommended that:

"In light of article 4 of the Convention, the State Party should prioritize and increase budgetary allocations for children both at national and local level, e.g. for the work of the District Probation and Welfare Office, to ensure at all levels the implementation of the rights of the child and in particular to pay attention to the protection of the rights of children belonging to vulnerable groups, including children with disabilities, children affected or/and infected by HIV/AIDS, children living in poverty and those in remote areas."

It is on the above premise that this analysis has been carried out. The analysis has two objectives namely;

- To analyze the 2006/7 and 2007/08 national budgets and assess the extent to which resources have been availed to ensure realization of children's rights in line with national and international child rights instruments
- To propose recommendations for a more rights based and pro-child budget.

This paper is divided into three sections: The first section is the introduction and background to the assessment; The second section reviews and analyzes the 2006/7 and 2007/08 budgets together with the sectoral budget framework papers and other relevant documents with a view of determining how well they focus on children and; the third section gives recommendations on how the national budget can be made more responsive to the rights of children.

In assessing whether the 2007/08 budget is child centered; the analysis looks at the following key pointers; direct budgetary allocations for services for children like primary education, health and child protection. Financing for services that are crucial for children's survival and development such as water and sanitation, nutrition and Agriculture have also been included. The analysis also looks at unfunded or under funded priorities within the various sectors and points out the implications for not providing adequate resources to these areas. The paper also examines the linkage between the budgets and the various ministerial policy positions, with the ministry of Gender Labour and Social development providing an elaborate example.

SECTION TWO: LITERATURE REVIEW

2.0 Introduction

This section is based on the review and analysis of key documents which include the 2006/07 and 2007/08 national budgets and related policy statements, the sectoral development plans, the Poverty Eradication Action Plan (PEAP), (MDGs) and international and national policy and legislative frameworks on children's rights.

2.1 Action at the international level

2.1.1 Millennium Development Goals (MDGs)

The millennium declaration of 2000, commonly referred to as the MDGs identifies eight key areas that countries should prioritize in order to achieve meaningful development by the year 2015. These are; eradicate extreme poverty and hunger, achieve universal primary education, promote gender equality and empower women, reduce child mortality, improve maternal health, combat HIV/AIDS, Malaria and other diseases, ensure environmental sustainability and develop a global partnership for development. As can be noted, 2 of these goals (achieve universal primary education and reduce child mortality) are exclusive to children. However all these goals singularly and collectively if realized would greatly have a positive impact on the lives of children in Uganda.

The following table illustrates progress on some of the Millennium development goals

Table 1: progress on the millennium development goals

Goal	Targets	Progress
Eradicate extreme poverty and hunger	<ul style="list-style-type: none">• Halve between 1990 and 2015, the proportion of people living in extreme poverty• Halve between 1990 and 2015 the proportion of people suffering from hunger	Poverty has reduced from 38% in 2000 to 31.8 in 2006, but 31% of the population remains poor. Food access and utilization is inadequate and many Ugandans still go hungry
Achieve Universal Primary education	Ensure that by 2015 children everywhere, boys and girls, alike will be able to complete a full course of primary schooling	About 84% of the children are enrolled in primary school. However completion rates are still less than 50%
Promote gender equality and empower women	Eliminate gender disparity in Primary and secondary education, preferably by 2005 and at all levels not later than 2015	<ul style="list-style-type: none">• By 2003, gross enrollment rate at primary level gender ratio was approximately 51 boys to 49 girls.• Women's participation in politics, governance and management has improved although women still lag behind in all respects

Goal	Targets	Progress
Reduce Child mortality	Reduce by 2/3 between 1990 and 2005 the under five- mortality rate	<ul style="list-style-type: none"> • infant mortality rate/IMR is said to have reduced from 88/1,000 live births in 2001 to 76/1,000 live birth in 2006. • Similarly, under 5 mortality rate (UMR) decreased from 152/1,000 live births in 2001 to 137/1,000 live births.
Improve maternal health	Reduce by 3/4 between 1990 and 2005 the maternal mortality rate rate.	1 in every 230 expectant mothers, dies before or during child birth. This has reduced slightly from 1 in every 198 in 1991
Combat HIV/AIDS, Malaria and other diseases	<ul style="list-style-type: none"> • Have halted by 2015 and began to reverse the spread of HIV/AIDS • Have halted by 2015 and began to reverse the incidence of malaria and other major diseases 	HIV/AIDS prevalence has reduced from 18% in 1992 to 6.4% but malaria remains number one cause of morbidity and mortality

Source: UN in Uganda 2007

It can be seen from table 1 that some progress has been made since 2000 towards the millennium development goals although a lot remains to be done. Specifically the rights of many children to the highest attainable standard of living, to health and education, to freedom from hunger, to parental care and love, to freedom from HIV/AIDS and others, remain unfulfilled. This calls on government to provide the necessary resources to enable the different duty bearers to do more and to reverse the trends that threaten the survival, participation, development and protection of children.

2.1.2 United Nations Convention on the Rights of the Child (UNCRC)

The Convention on the Rights of the Child (CRC) was adopted unanimously by the United Nations in 1989 and it entered into force on 2nd September 1990. All countries with the exception of Somalia and the United States have ratified the CRC which indicates a powerful endorsement to the significance of children's rights. This level of formal commitment to a set of standards provides an unprecedented legitimacy to a tool for change for children. This is a key facet in rights based programming for children and provides ready-made guidelines for doing such work. The scope of the UNCRC includes:

Rights to Provision: rights to the resources, the skills that are necessary to ensure children's survival and development to their full potential

Rights to Protection: the creation of means by which children are protected from acts of exploitation or abuse, in the main by adults or institutions that threaten their dignity.

Rights to Participation: providing children with the means by which they can engage in those processes of change that will bring about the realization of their rights, and prepare them for an

active part in society and change. These rights to be heard, for freedom of expression, for information and association create a new type of social paradigm between adults and children.

2.1.3 World Summit for Children

In September of 1990, the largest gathering of world leaders in history assembled at the United Nations to attend the world summit for children. This assembly adopted a Declaration on the Survival, Protection and Development of Children and a Plan of Action for implementing the Declaration. The assembly recognized that each day, many children in the world are exposed to dangers that hamper their growth and development; they are affected and suffer from poverty and economic crisis from hunger and homelessness; they die from malnutrition and diseases including HIV/AIDS. This assembly also recognized the great opportunity that nations have the means and knowledge to protect the lives of children, the tasks that need to be done to achieve such a plan and what is needed in terms of commitment to make such a dream a reality.

2.1.4 Optional protocols to the CRC

Uganda has ratified the Optional protocol on involvement of children in armed conflict and the protocol on pornography sale and trafficking of children. In relation to the involvement of children in armed conflict, A UPDF Act has been enacted. The Act sets the age of 18 years as the minimum age for recruitment of persons into the armed forces effectively forbidding children from entering armed forces. It goes a long way to address the concerns in the Optional protocol to the CRC on children's involvement in armed conflict.

2.1.5 ILO conventions 138 and 182

Uganda has ratified ILO conventions No 138 and 182 on minimum age for employment and elimination of the worst forms of child labour respectively. As a result there are a number of initiatives that are being implemented with the support of ILO/IPEC to address the problem of child labour in the country. A National child labour policy whose overall objective is to guide and promote sustainable actions aimed at the progressive elimination of child labour starting with the worst forms has been promulgated.

2.1.6 African Charter on the Rights and Welfare of the Child (ACRWC)

The African charter on the Rights and welfare of the child came into force in 1999. The charter attempts to reinforce African values and give focus to specific issues related to children's rights and responsibilities. It incorporates all the rights included in the UN Convention and specifically highlights the welfare of the child, the role of the family, displaced and refugee children, children of imprisoned mothers, harmful social and cultural practices and the responsibilities of children. The government of Uganda ratified the African charter in 1993.

An important task facing all governments is the need to re-look at the allocation of its resources for children. By ratifying the CRC, the African charter the state in effect elevates "the best interests of the child" to the level of a primary consideration in all decisions including budget. However, it is very rare for children to be as visible in the economic policies of government as the case should be. Most government departments have no idea what proportion of their budget is spent on children. Few even know what impact their expenditure has on children.

2.2 The domestic scene

Uganda has done tremendously well in enacting policies and legislation which are aimed at creating an enabling and protective environment for the realization of children's rights. A few of these are reviewed below.

2.2.1 The Children Act

The Children Act (Cap 59) provides for the care, protection and maintenance of children. It provides for local authority support to children and provides mechanisms for dealing with children in conflict with the law. The Act places emphasis on community options to resolving and dealing with various matters affecting children. It is underpinned by the Principles and provisions of the UNCRC and the African Charter on the Rights and Welfare of the Child and other human rights instruments.

2.2.2 The 1995 Constitution

The Constitution protects the human rights of all Ugandans including specific reference to the rights of children. In article 17(1) it bestows responsibility on every Uganda citizen to protect children and vulnerable persons against any form of abuse, harassment or ill treatment.

2.2.3 Universal Primary and secondary education

The commencement of Universal Primary education in 1997 and the measures to retain children in school which include the school improvement programme is hailed as a landmark policy. It provides for seven years of free primary education. However this is not compulsory and retention is still a big challenge due to indirect costs. As a result many children still do not access their right to education. In 2007 Universal secondary education commenced.

2.2.4 National Orphans and other Vulnerable children Policy (NOP) and the National Strategic Programme Plan of Interventions (NSPPI)

These seek to strengthen the legal policy and institutional framework for child protection and to ensure that OVC and their families access basic essential services, resources for OVC are mobilized and efficiently utilized and that the capacity of duty bearers to care for and protect OVC is enhanced. However implementation of this policy is still in its infancy.

2.2.5 Abolition of user fees

Abolition of user fees in public health units with the exception of private wings in hospitals has led to dramatic increase in utilisation of public health facilities especially by the poorest people. However drug supplies and personnel are still inadequate and deaths that could have been avoided still occur.

2.2.6 Food and nutrition policy

The Food and nutrition policy seeks to provide a framework to fulfill the fundamental rights to freedom from hunger and malnutrition for all Ugandans. The policy spells out the goals, objectives and strategies to achieve desired food security levels and adequate nutrition. It also addresses issues related to food production, processing, storage and marketing among others.

2.2.7 National HIV and AIDS policy

The policy provides an environment that guides all HIV/AIDS prevention related activities in a coordinated manner. The policy addresses issues relevant to the protection of children from

HIV/AIDS and mitigating the impact of the scourge on children. These include Prevention of mother to child transmission (PMTCT), voluntary counseling and testing (VCT), testing of children, stigma and discrimination and care and treatment.

2.2.8 Children and the Poverty Eradication Action Plan (PEAP)

The PEAP provides an over-arching framework to guide public action on eradication of poverty. Uganda's PEAP is also used to determine national priorities and therefore resource allocations based on priorities defined in the PEAP. Children's issues on the other hand fall within the framework of the PEAP and cut across the five pillars namely;

- Pillar One; Economic Management,
- Pillar Two; Enhancing Production, Competitiveness and Incomes,
- Pillar Three; Security, Conflict Resolution and Disaster Management,
- Pillar Four; Good Governance and
- Pillar Five; Human Development

According to PEAP, 2004/5-2007/8 during the 1990s, income poverty fell drastically. The proportion of Ugandans whose expenditures fell below the poverty line fell from 56% in 1992 to 44% in 1997/8 and even faster to 34% in 2000. While poverty has been reduced and GDP growth increased, inequalities are also increasing. Between 1997 and 2000 for example, the expenditures of the poorest 10% rose by just 8.3% while those of the richest 10% rose by 20%. This trend could be explained by the underlying assumptions of the PEAP. Some of the assumptions about child poverty which government should reconsider include; ²

- **Children's poverty is the same as household poverty**

Do we know enough about intra-household dynamics to be able to say that a rich household means rich children? Children's interests are not always synonymous with those of adults; poverty does not impact on a child the same way it does on the household.

- **Policies to address household poverty will automatically benefit children**

The afore mentioned study found that the welfare of poor children appears to be deteriorating, rather than following the trend of general poverty reduction. The tendency to focus on household/family poverty does not provide information that would allow for interventions to halt this trend. Policies to tackle absolute household poverty will not target the children therein.

Children are not independent economic agents – their perspective is therefore not relevant

This study further found that children are very much part of the economic fabric both in terms of child-headed households and the contribution working children make to the household economy. In addition, because children are impacted upon most by poverty, their perspectives are relevant and they require urgent attention.

- **Investing in poor children does not directly address poverty**

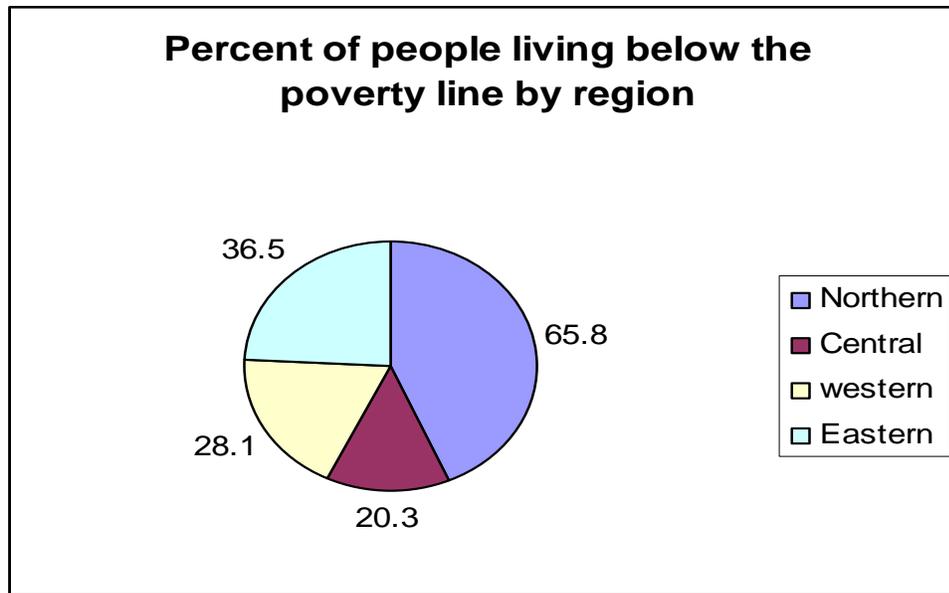
A major thrust of the PEAP and the related PAF is to focus on interventions that **directly** address poverty. It has been argued that investing in vulnerable groups, more so poor children, is not directly addressing poverty but is rather a social welfare intervention. UCRNN believes that because

²See SC UK, 2002: The Silent Majority

62% of Uganda's most populous age group are vulnerable, addressing their vulnerability directly addresses poverty.

There are also significant geographic inequalities in the incidence of poverty. In the Northern region, 65.8% of the population fall below the poverty line and account for over one third of the country's poor, compared with 20.3% in the Central region, 28.1% in the Western region and 36.5% in the Eastern region. Moreover, this poverty is largely manifest in the rural areas where 39.1% are poor and (largely children) compared with just 10.3% in the urban areas.

Chart 1: percent of people living below the poverty line by region.



Since children constitute more than half of the population, by implication they constitute the majority of the people affected by poverty. According to a study by Save the Children UK (2002), which describes children's perceptions of child poverty, its causes and implications, children perceived child poverty more broadly as a lack of emotional personal and spiritual family and social well being. Child poverty was also seen as lack of political, physical financial, material and environmental well being. Concerning the impact of child poverty, boys and girls expressed feelings of despair and humiliation, constant teasing and often being isolated and living self limiting lives as a result of being poor. They mentioned child labour, sexual exploitation, lack of access to education, grabbing orphan property domestic violence short life span and lack of social support networks. Particular focus therefore needs to be put on addressing child poverty.

But even when UNCRC and African Charter on the Rights and Welfare of the Child (ACRWC) clearly points out children's rights, and even if Uganda has signed and ratified these documents, and moved a step further to have them incorporated into domestic policy and legislation as indicated above; commitment to the implementation of these instruments and using them to improve the lives of children is still wanting. To a large extent many Ugandans aren't aware of the existence of these policies and laws, duty bearers at central and decentralized levels do not have sufficient capacity to fully implement these policies and institutional structures and mechanisms are either weak or non existent. As a result the rights of children are still far from being realized.

Poverty still afflicts many people in this country (currently 31.8% of the population). Every day children experience starvation, neglect and abuse; they have been abducted and forced into armed conflict (A total of about 30,000 children are said to have been abducted by the LRA), they are afflicted by HIV/AIDS, are engaged in child labour for survival and children lack knowledge and have no access to vital basic services. It is thus very clear that laws and policies however well intentioned are not sufficient to guarantee that children's rights will be fulfilled and respected. There must be a commitment of adequate resources to support the implementation of these initiatives.

SECTION THREE

3.0 IS THE 2007/08 NATIONAL BUDGET AND OTHER BUDGET FRAMEWORK PAPERS PRO- CHILDREN: SOME KEY POINTERS

3.1 Trends in national budget allocations by sector

In recent years, a number of sector wide investment plans have been developed in the key sectors including education, health, Agriculture, social development, water, law and order among others. Sector wide investment plans articulate the allocation of recurrent and development resources within the identified priorities for a specified period. Critical requirements and costs that can be accommodated over the medium term are also identified. It is at this stage that a sector would articulate children related priorities in the plans and therefore make a basis for the financial provisions in the budget based on the expenditure levels guided under the medium term expenditure framework. The table below provides sector budget allocations for the FY 2006/7 and 2007/8.

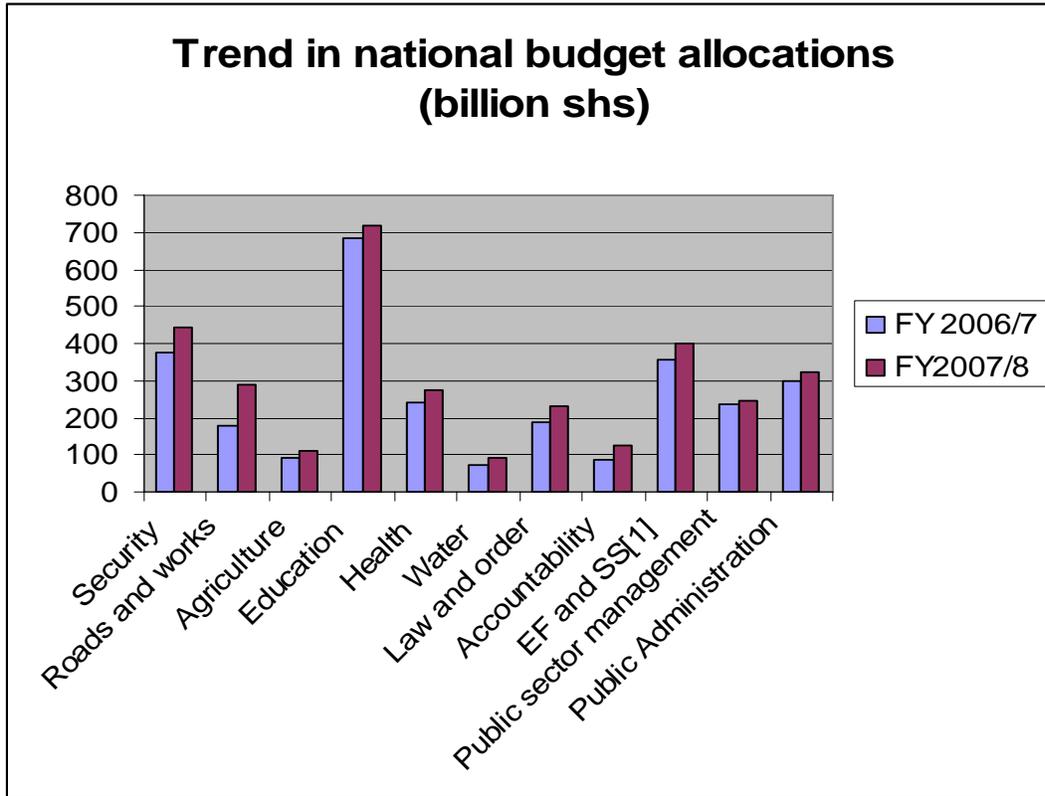
Table 2: Trend of national budget allocations by sector (billion shs)

Sector	FY 2006/7	sector share	FY2007/8	sector share	Nominal growth	Share of growth
Security	376.73	13%	443.24	14%	66.51	15%
Roads and works	178.53	6%	289.89	9%	111.36	25%
Agriculture	90.82	3%	108.96	3%	18.14	4%
Education	683.60	24%	717.80	22%	34.20	8%
Health	242.62	9%	275.44	8%	32.82	8%
Water	70.00	2%	92.72	3%	22.72	5%
Law and order	189.97	7%	229.13	7%	39.16	9%
Accountability	87.98	3%	125.77	4%	37.79	9%
EF and SS ³	356.95	13%	398.88	12%	41.93	10%
Public sector management	235.89	8%	246.07	8%	10.18	2%
Public Administration	300.83	11%	322.89	10%	22.06	5%
Total(excl. interest)	2,813.92	100%	3,250.79	100%	436.87	

Source: MOFPED

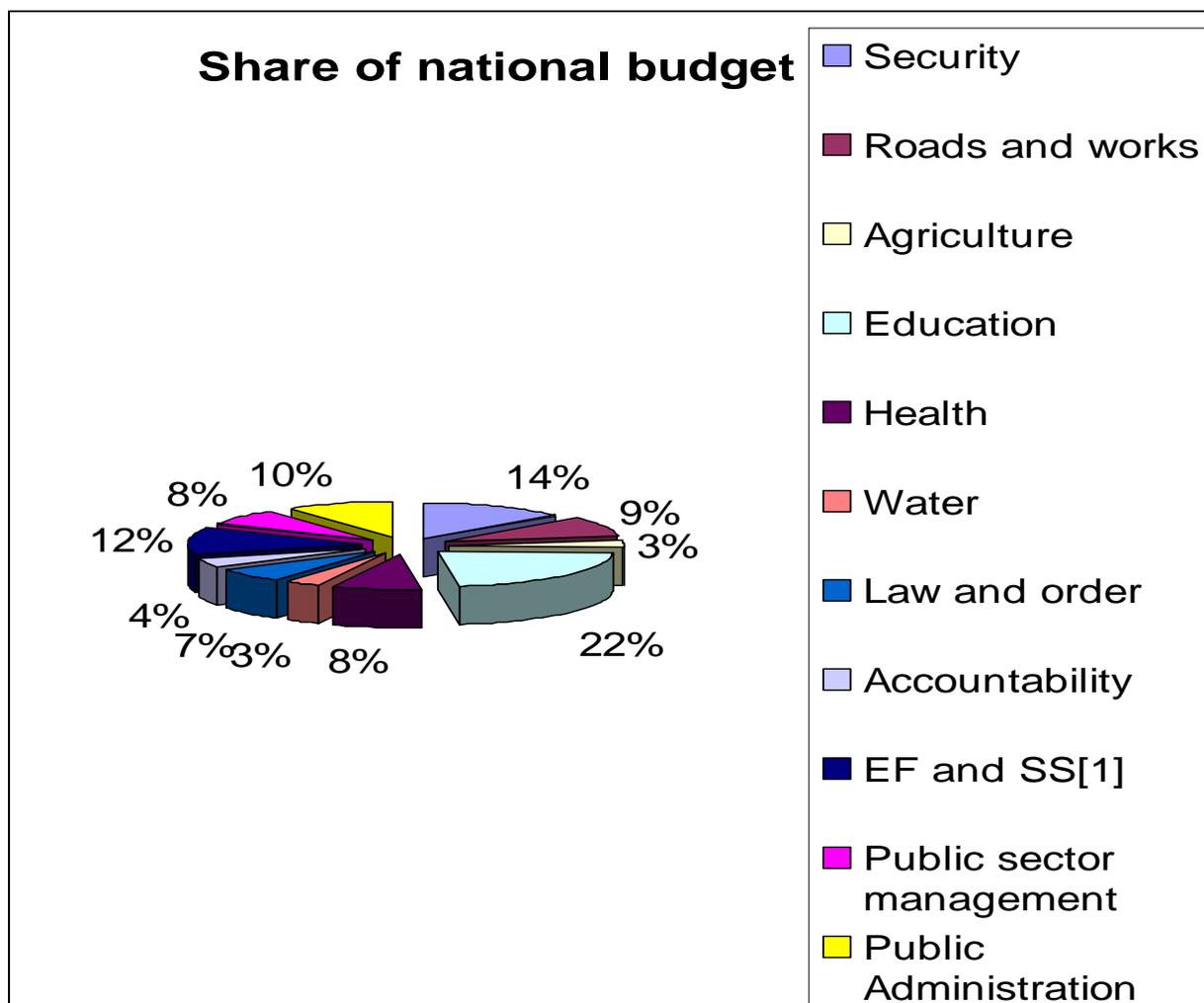
³ Economic function and social services

Chart 2: Trend in national budget allocation 2006/7/2007/08



According to table 2 and chart above, for the FY 2006/07 and 2007/8 the top five sectors with the biggest share of the national budget were education, security, EF&SS, public administration and health respectively. It can also be observed that there was an increase in allocation for all the sectors in 2007/08. According to the chart below, education had the biggest share of the national budget in the FY 2007/08 (22%) followed by Security 14% while Health allocation accounted for 9%.

Chart 3: Share of national budget per sector



Reference will further be made to the table and charts when looking at the individual sectors in detail.

3.2 Budget formulation and decision making process: Are children involved?

The Government of Uganda has undertaken a number of reforms in a bid to make the planning and budgeting process as participatory and consultative as possible. Notable are consultations in the budget process in line with the provisions of the Budget Act 2001 which provides a legal basis for the consultative process, the consultative working groups under the PEAP revision as well as budget preparation consultations at the centre and local government's level. Overtime, civil society organizations have (CSOs) have mobilized themselves into strategic advocacy groups focusing on specific thematic areas.

On the budget preparation process in particular, the consultative and partnership principle has further been strengthened by the enactment of the Budget Act 2001 which provides for a consultative process between the executive and legislative arms of government. The key steps in the

consultative process in budget formulation are illustrated below with an example from the education sector.

- 1) After setting the macro economic projections for the following financial year, the education sector indicative ceilings are inter alia issued by MOFPED to Ministry of Education and Sports (MOES).
- 2) The education sector working group based on its sector investment plan (Education Sector Investment Plan) allocates resources to the various education sub sectors including sector conditional grants transfers to local governments.
- 3) The sub sectors and local governments further carry out the prioritization process given the resource envelope and clearly taking into consideration all the non discretionary expenditure provisions and highlight the key issues both at the centre and local governments level which cannot be accommodated within the sub sector ceilings. Note that the issues which come up during the consultation at the local governments' level are submitted to the centre (MOES) under the local government budget framework paper (LGBFP).
- 4) Based on the submissions by the sub sectors and local governments, the education sector working group consolidates the issues whose financial implications cannot be accommodated within the expenditure limits as well as the policy recommendations into an education sector budget framework paper (ESBFP).
- 5) As part of the finalization of the budget consultative process at the sector level, the MoFPED organizes inter ministerial consultations on the budget. The overall objective of the inter-ministerial consultations is to streamline the sector policy recommendations and iron out all the sector issues which are of a cross-cutting nature.
- 6) After the inter-ministerial consultations, the sector ministry submits the SBFPs to MOFPED for consolidation into the new National budget framework paper which is referred to as the macro economic plan and indicative budget framework (MPIBF). The MPIBF is submitted for consideration and approval before it is submitted to parliament by 1st April as per the budget Act 2001.
- 7) As part of the budget consultative process, Parliament reviews the submission and provides its observations and recommendations. Working on behalf of Cabinet, the MoFPED considers the comments made by Parliament and revises the indicative budget framework which among other things forms the basis for the budget speech.

Whereas the planning and budgeting processes are consultative as indicated above, at no stage of the process are children involved to articulate their needs and priorities. In essence this fundamental process of determining the allocation of national resources excludes more than half of the population. This is contrary to the principles of rights based programming which requires that children's views should be solicited and incorporated into all matters concerning them including the national budget.

3.3 The Right to Health

According to the Uganda demographic and health survey 2006, infant mortality rate/IMR is said to have reduced from 88/1,000 live births in 2001 to 76/1,000 live birth in 2006. Similarly, under 5

mortality rate (UMR) decreased from 152/1,000 live births in 2001 to 137/1,000 live births. This is attributed among others to improved social economic status (reduced poverty at house hold level), improved nutrition, improved exclusive breast feeding and increased coverage of immunization services, improved treatment seeking behaviours for childhood diseases like malaria, diarrhea and upper respiratory infections. Despite these modest gains, the child's right to an adequate standard of health is far from being realized.

While all forms of health interventions are important for the survival of children, greater investment in immunization programmes, combating malnutrition, improving primary health care, adequate staffing at all levels, early childhood development, maternal health, availability of drugs, combating HIV/AIDS and malaria would go a long way to enhance the child's right to adequate health care. However a closer look at ministry of health vote 014 programme 09 budget allocation for the FY 2007/08 reveals that budget allocated to some of these areas is inadequate. The following areas have been picked from programme 09 to illustrate this point.

Table 3: Vote 014 – Programme 09 Budget Allocation FY 2007-08 (Ushs. Billion)

Drugs & Other Medical Supplies	Essential Drugs	12.821
Vaccine independence	Vaccines Only	5
ARVs		0.1
Malaria Control Programme	Supplies and others	0.75
Malaria Research		0.15
UNEPI	Operations	1.49
Reproductive Health		0.108
Village Health Teams		0.08
Sanitation Promotion	Sanitation	0.056
AIDS control Programme		0.063
Child Health		0.098
Control of Diarrhoeal Diseases (Operation)		0.019
School Health		0.041
Disability		0.065
Nutrition		0.029

Note that it is also difficult to isolate budget specifically for allocation to children as health care services and provisions benefit both children and adults. Thus, what is shown is what is deemed likely to have greater impact on the child's right to health.

Further more important issues that are priority to children's health like promotion of sanitation and domestic hygiene, effective case management at community and health facilities, promotion of good nutrition, child survival interventions particularly vitamin A supplementation, de-worming children aged 1-14 years, immunization and promotion of key family care practices do not receive adequate resource allocation.

The Ministry of Health Ministerial Policy Statement FY 2007/2008 outlines the following activities as its priority areas when it comes to child health: developing HIV/AIDS pediatrics content, management of sick newborn content, reviewing pneumonia drug treatment policy, following up home based care activities in northern Uganda and strengthening Integrated Management of Childhood Illnesses (IMCI).

While reproductive health is considered as one of the critical health issues for the survival and development of children, there is inadequate funding for IEC, inadequate RH Government budget to bring RH activities in non donor assisted districts in tandem with those supported by donors and weak distribution of commodities from district to lower level Health facilities. These impact on maternal and infant mortality rates, antenatal attendance and care as well as deliveries at health units.

Further more, maternal health, nutrition and education are important for the survival and well being of women in their own right and are key determinants of the health and wellbeing of the child in early childhood. However maternal and child healthcare is among the unfunded and under funded priorities in the health sector as shown in table 4 below:

Table4: Under funded priorities ministry of health 2007/08

Priority	under funding (billion shs)
Maternal and child health	15
Human resources for health	28.8
Medicines and health supplies	77.8
Health infrastructure	185
Village health team strategy	9.5

Source: FY 2007/8, Ministry of Health policy statement 2007/08

On drugs specifically, children are dying for lack of drugs tailored to their needs. According to the World Health Organization (WHO), more than half of the drugs currently used to treat children in the industrialized world have not been specifically tested on youngsters. As a result, clinicians lack clear guidelines on the best drug to use and often have to guess at the correct dose. The problem is even worse in developing countries where price remains a major barrier and six million children die each year from treatable conditions. In the case of HIV/AIDS the few existing pediatric therapies developed for children generally cost 3 times more than adult ones (New Vision 7th December 2007,

page 13). Indeed very few children compared to adults in Uganda who require ARVs are able to access them. Only 10,000 of the 50,000 children in need of ARVs can access them (MOH, 2007).

The level of funding for medicines and health supplies is inadequate to such an extent that “this situation has been manifested by persistent medicines stock outs in health facilities. During FY 2005/06, 73% of health facilities sampled experienced stock outs of key medicines” (Ministry of Health Policy Statement, 2007/08). In requesting for additional allocations however, medicines and health supplies were still not allocated and for EmoC, only ½ of what was requested was granted (7.55 bn).

Many of the health facilities cannot adequately provide appropriate EmoC in health centre III, IV and hospitals including blood transfusion and child survival interventions which is essential in addressing the high maternal and child mortality rates. They lack equipment for EMoc. According to the minister of health, (Newvision 1st Dec 2007) the health ministry needs at least shs 40 billion every year to reduce maternal and new born deaths but currently receives only shs 80 million which constitutes only 0.2 % of the required amount.

Concerning staffing levels, the ministerial policy statement 2007/08, states that the health sector is under staffed. About 68% of approved posts are filled with qualified staff leaving 32% of the approved posts not filled. This requires an additional 45 billion over the mid term.

The health and WES sectors have outlined a number of policies but their implementation remains a challenge due to inadequate resources for scaling up interventions such as ORT, EmoC services, PMTCT, promotion of family care practices including exclusive breast feeding, introduction of new anti malarial drugs, provision of clean and safe water and ARV treatment for HIV+ persons including children. Similarly there is need to scale up ECD programmes country wide.

There are major gaps in the delivery of services to disadvantaged regions of the country particularly due to inadequate human and financial resources and insecurity. Before government puts in place a comprehensive policy that allows the facilitation of staff in hard to reach areas, the operational areas with insecurity, islands, as well as rural areas which lack the appropriate social amenities will continue to experience problems in attracting and retaining trained personnel for effective service delivery. Intra-sectoral resource allocation is also swayed towards the centre. For instance Ministry of Health was allocated 47% of the Sectoral budget while local level spending where majority of the people live was only 40% (UDN, 2006).

While the activities planned for the FY 2007/08 would go a long way to improve the right of children to adequate health care, there is need to make available resources to implement these activities and also address challenges and constraints faced in the previous year as indicated above.

In regard to environmental sanitation, planned activities for FY 2007/08 include: household sanitation promotion through developing communication strategies to strengthen Village Health Teams (VHT); implementation of a national hand washing campaign; Strengthening water quality surveillance; improve food hygiene and safety; continued implementation of the environmental health policy; developing, reviewing, producing and distributing sanitation and hygiene guidelines, policies and other promotional materials; enhancing coordination and collaboration of stakeholders; training of extension staff in new approaches for sanitation promotion; policy and guidelines on solid, and healthcare waste management and; integrating sanitation mapping in data analysis.

(Ministry of Health Policy Statement, 2007/2008). Implementation of all these activities will require substantial allocation of resources which are not accommodated in the FY 2007/08 budget.

3.4 The Right to Adequate Food and Nutrition

The importance of adequate and nutritious food for the growing child cannot be underestimated. Under-nutrition places children at increased risk of illness and death and has also been shown to be related to impaired mental development. In fact 50% of the under five deaths in Uganda have underlying malnutrition (ministry of Health Policy Statement 2007/08). According to the 2006 demographic and Health Survey, 5% of children were wasted at the time of the survey⁴. One in every 5 children is under weight which reflects the effects of both acute and chronic under-nutrition.

Nutritional statistics vary by background characteristics. For example, rural children are almost 50% more likely to be stunted and 54% more likely to be underweight than urban children. By region, the proportion of children who are underweight ranges from 12 percent in Kampala to 28% percent in the North. In Karamoja this proportion rises to 49%. From a rights perspective, these variations are not acceptable as children must have adequate nutrition irrespective of region or setting. The mothers' level of education attainment also has significant impact on the nutritional status of their children. Women with secondary education or higher are less likely to have children who are stunted or underweight than women who have no education or primary education. This obviously means that investment in the education of girls would go a very long way to enhance the survival of children.

According to the Ministry of Health Policy Statement 2007/8, various policy guidelines have been developed in the areas of infant and young child feeding, prevention, control and management of conditions arising from nutrition inadequacy. The ministry has also developed and disseminated IEC materials to create awareness; conducted nutrition assessments, submitted and got approval of the proposal to the Global Alliance for Improvement of Nutrition (GAIN), supported nutrition programmes run by World Food Programme (WFP) and Scaled up Community Based Growth Promotion Monitoring (CBGPM).

The planned activities for FY 2007/08 are to continue implementing Integration of Infant and Young Childhood Feeding (IYCF), train health professionals on integrated IYCF counseling, continue monitoring the trends of malnutrition in conflict, post conflict and drought affected districts, partner with industries to implement food fortification under the GAIN project, conduct bi-annual child days, more multi-sectoral collaboration, dissemination of the nutrition policy and scaling up community IMCI. However, inadequate funding is likely to hinder the implementation of the above activities.

3.4.1 Improving Agriculture and improving nutrition status of children: Is there any link?

Improved agricultural production potentially may have a bearing on the economic situation of the country and the nutritional status of children. However as noted in table 2 and in chart 1 Agriculture sector was allocated 90.82 billion shs which is a share of 3% of the total national budget. Although there was increase in the budget allocation for 2007/8 to 108.96 billion shs, the sector share in

⁴ Wasting is failure to receive adequate nutrition in the period immediately before the survey and is typically a result of recent illness episodes especially diarrhoea

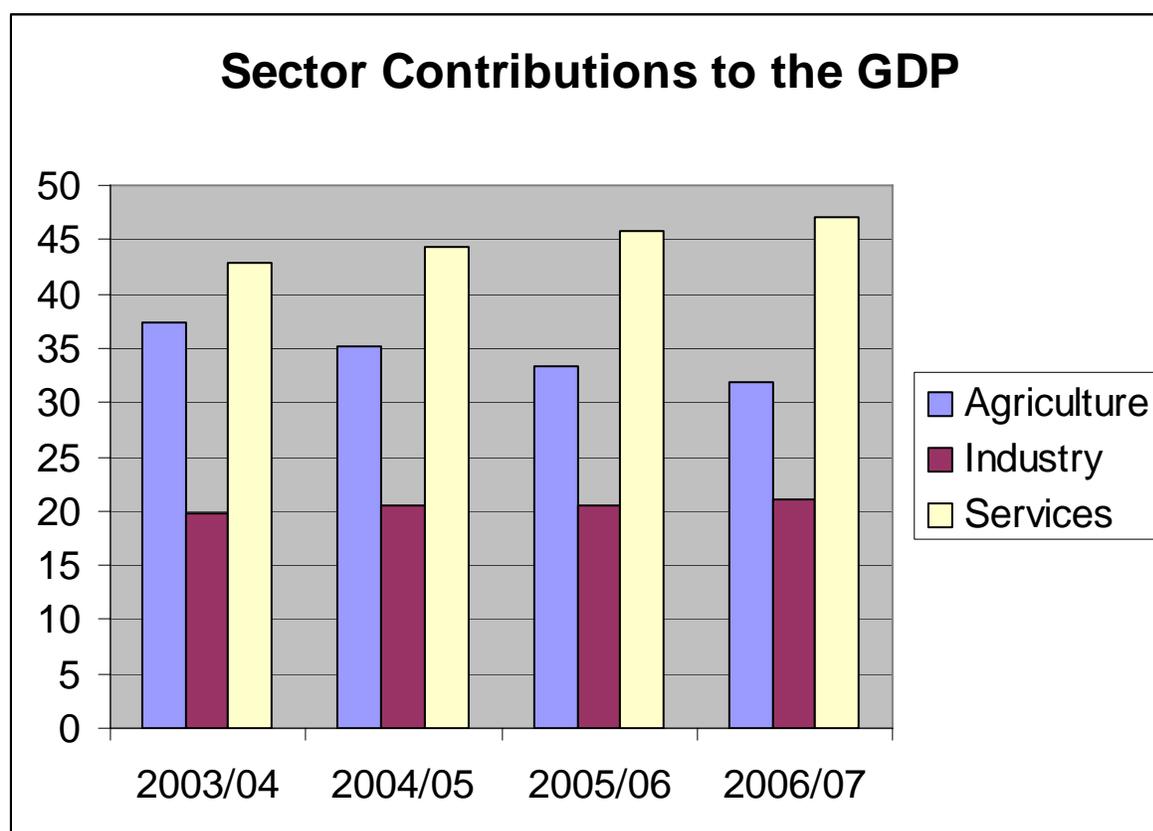
relation to the national budget remained at 3%. This may be directly related to the decline in the contribution of Agriculture to Gross Domestic Product (GDP). According to the Background to the Budget FY 2007/08, the share of agricultural production to total GDP at basic prices (factor cost) has continued to decline over the years as shown in table 5 and chart 4 below. The current share is 31.9% down from 42% in 1997/98.

Table 5: Sector Contribution to GDP at Basic Prices (Factor Cost)

Sector	2003/04	2004/05	2005/06	2006/07
Agriculture	37.3	35.1	33.3	31.9
Industry	19.8	20.6	20.6	21.0
Services	42.9	44.3	45.8	47.1

Source: Uganda Bureau of Statistics

Chart 4: sector contribution to GDP



While the budget speech 2007/08 proposes pro-rural spending, children in rural areas continue to have limited access to social amenities with a lot of their development dependent on agricultural outcomes. With 68% of population farming for their livelihood and 71% of the working population engaged in subsistence agriculture as their main occupation (Uganda Bureau of Statistics, 2005) the budget only commits 4.1% of the national budget to Agriculture.

3.5 The Right to Clean Water and Sanitation

3.5.1 Importance of investing in clean and accessible water and environmental sanitation

Water and sanitation are essential for human health and well being of children and adults. Access to safe and clean water and sanitation combined with health education can contribute immensely to the reduction and control of water borne diseases like diarrhea which account for a significant percent of child morbidity and mortality. Malaria which is the leading cause of illness and death among children is largely due to poor environmental sanitation.

Currently, about 72% of the households in Uganda have their main source of drinking water within a km from where they live and 28% are in a distance of 1 to 5 km. The core objective of the water and sanitation sub sector is to provide sustainable safe water supply and sanitation facilities to 77% of the rural population and 100% of the urban population by the year 2015. National latrine coverage stands at 59%. However there are areas particularly Karamoja region where latrine coverage is extremely low (about 2%).

According to table 2, In the FY 2006/7 the water sector was allocated 70 billion shs which is 2% share of the total budget. In the FY 2007/8 the allocation has been increased to 92.72 billion which is 3 % of the total budget.

Note however that the projected water insecurity due to ground water depletion and isolationist plans with other natural resource plans that support water recharges like wetlands and forests pose unsustainable development and greatly affects livelihood for today and tomorrow's children. It should also be noted that while the environmental health and vision plans for water and sanitation in Uganda and in its planned activities of FY 2007/08 mentions strengthening water quality surveillance, enhancing coordination and collaboration of stakeholders and integrating sanitation mapping in data analysis among others, there is no clear indication of co-financing interventions to safeguard critical eco-systems responsible for maintaining water flow (Civil Society Position Paper FY, 2007/2008).

3.6 Right to Education

Uganda has made significant steps towards fulfilling commitments made at the World Conference on Education for All (EFA) in Jomtien –Thailand (1990) and the follow-up Conference in Dakar-Senegal that developed the Dakar Framework for Action (2000). These commitments call for; expansion of early childhood development activities, universal access to basic education including completion of primary education, the reduction of adult illiteracy with emphasis on female literacy, vocational training and preparation for employment and increased acquisition of knowledge, skills and values through educational channels, including modern and traditional communication media, to improve the quality of life of children and families (First Call for Children, UNICEF, 1990). Uganda has made some progress towards this direction. For example since the country declared universal primary education primary school enrolment has increased from 2.6 million in 1996 to over 7 million in 2004. Basic education is a priority area within the PEAP and accordingly, budgetary allocation to primary education as a percentage of total expenditure on education has increased more

than 3 fold in the past decade from 1.5% of GDP in 1991 to 5.2 in 2004.⁵ The healthy gross and net enrolment rates show that many more children in Uganda have accessed primary education. These are commendable measures.

Universal secondary education has also started with effect from 2007. Early childhood education policy has also been drafted. It cannot be over emphasized that early childhood period is very critical not only in the physical but also in the development of psychosocial and cognitive abilities of the child. A child's physical and cognitive development is shaped by the experiences undergone during the first years of life⁶

Despite these commitments, there are still many challenges which affect the child's right to education. According to the situation analysis of women and children in Uganda (2006) the key constraints to the attainment of the child's right to education include:

- Limited formal early learning opportunities for children below 6 years. Majority of children aged under 5 years do not attend any form of preprimary school. High drop out rates. 73% of girls and 70% of boys drop out without completing the primary school cycle
- Disparities in education access, retention and progression. Disparities are widest between children from remote rural areas and those from urban settings, between children from economically poor families and those from better off families and between children who are able bodied and those with disabilities
- Poor levels of learning achievement
- The cost of education (auxiliary charges)

Resources are required to reverse and or to address these negative trends. In addition, adequate resources should be invested in teacher training and appropriate staffing levels, improving the learning environment which includes the availability of enough classrooms, instructional materials, paying attention to the needs of children with learning difficulties (special teachers, materials) recreational activities, school feeding especially for resource limited communities and monitoring the quality of education among others. In the financial year 2006/07 the education sector was allocated shs 683.60 billion which is 24% of the national budget allocation. Compared to FY 2007/08, the budget allocation increased to shs 717.80 billion but as a share of national budget fell to 22% (share decrease of 2%). Nevertheless as seen from chart 1 Education receives the biggest share of the national budget.

The extent to which the child's right to education is fulfilled depends on a number of variables which can be used as proxy indicators of the efforts that the government of Uganda is making to ensure that all children have access to education. These include but are not limited to availability of school infrastructure (adequate schools and classrooms and within easy reach of all categories of children including girls and children with disabilities), appropriate teacher-pupil ratio, availability of instructional materials, integration of children with special needs including availability of appropriate

⁵ New vision Editorial Feb.6 2007

⁶UCRNN 2006, Hope amidst obstacles: State of nursery education in Uganda

instructional materials and teachers for this category of children, children’s access to play and recreation and quality assurance (monitoring and inspection).

Concerning play and recreation, it is an established factor that these are important elements in the child’s development. Recreation and other co-curricular activities for example enhance the child’s self esteem, life skills and ability to associate with fellow children and adults. It is a fundamental right for children to play as stipulated in art 31 of the UNCRC. It says

“State parties recognize the right of the child to rest and leisure, to engage in play and recreational activities appropriate to the age of the child and to participate freely in cultural life and the arts”

In the budget allocation for Universal Primary Education of Ushs. 32.2bn, 15% is for co-curricular activities which translate to about Ushs. 4.83bn. The distribution to 80 districts translates to an average of about USShs. 60.38m per district per year which implies a limited allocation for this important aspect of the child’s growth and development at school level.

In regard to quality assurance, about 5% of the school UPE allocation is earmarked for inspection and monitoring the quality of education at local governments level. Although there is a guide on the allocation for inspection, the actual provision is vested on the discretion of the beneficiary local governments. However, special allocation is proposed in future years of the MTEF of about USShs. 10.2bn for this purpose.

3.6.1 Flexibility in resource allocation and implications for specific sector budgets

This paper highlights the likely impact of flexibility on certain sectors taking education as an example and as illustrated in the tables below.

Table 6: Reallocation (NEW IPF- Revised by MoFPED)

COA Code	Conditional Grant Account Title	Initial IPF	Revised IPF after Reallocation	Change in IPF (Revised - Initial)	Increase or Decrease
133311	Universal Primary Education	33,488,031,119	32,476,433,952	-1,011,597,166	-3%

Reallocation by LG 50% Flexibility

COA Code	Conditional Grant Account Title	Initial IPF	Revised IPF after Reallocation	Change in IPF (Revised - Initial)	Increase or Decrease
133311	Universal Primary Education	11,447,183,396	10,934,131,690	-513,051,706	-4%

COA Code	Conditional Grant Account Title	Initial IPF	Revised IPF after Reallocation	Change in IPF(Revised - Initial)	increase or decrease
133311	Universal Primary Education	22,040,847,722	21,542,302,262	-498,545,460	-2%

Source: Ministry of Finance, Planning and Economic Development

The flexibility in the conditional grants has led in all cases to reduction of funds earmarked for UPE. Under Fiscal Decentralization Strategy (FDS) Local governments are empowered to make decisions in planning and budgeting to meet their local needs. Accordingly, a 50% enhanced flexibility is applied by local governments in Northern Uganda on both recurrent and development conditional grants which include UPE funds, while the rest of the local governments apply up to 10% of the sector grants. This policy change may not guarantee that all the UPE funds will address their priority hence endangering the achievement of UPE targets at the school levels. Similarly although in the medium term resources available to the sector appears to increase in nominal terms, the adequacy of funding for key programs like Universal Post Primary Education and Training (UPPET) remain an issue of serious concern.

In addition, although government has allocated 1.2bn for the bursary scheme for bright and poor students under secondary education, it is only obvious that boys more than girls will benefit from this scheme since the drop-out of female students is higher than the drop-out rates for boys mainly because of the gender roles they have at home. This can only further widen the gap between men and women (Civil Society Paper on the National Budget Proposal for FY2007/08).

UNICEF notes that almost 80% of those who start primary school do not reach primary seven. Reasons include financial constraints, early pregnancies, social problems, looking after siblings or earn a living for the family. Out of the 2,159,850 pupils enrolled in p1 in 1997 only about 33% reached primary 6 and 22% reached primary 7 (MoFPED 2004).

The MoES Ministerial Policy Statement of the financial year 2007/2008 outlines priorities for the pre-primary and primary sub-sector as being; payment of salaries to 129,000 teachers anticipated as being on the payroll, enhancing quality in primary schools in order to enhance ownership and sustainability of the UPE policy, making head teachers and their deputies accountable, enhancing community participation, distribution of food aid to schools, developing thematic curricula, carrying out impact assessments and evaluation, constructing more schools, strengthening physical education and sports, continuing with initiatives to accelerate the education sector response to HIV/AIDS and translating and printing school management committee handbooks among other things.

However, though the policy statement is good and is capable of showing significant progress in the pre-primary and primary sub-sector and therefore significantly improving access and quality of education, the constraints and challenges that dogged the realization of the 2006/2007 budget priorities should be addressed. These include low completion rates, low learning achievements in literacy and numeracy, weak capacity for inspection by local government, inadequate funding to the tune of US\$8bn, inadequate staffing with a shortfall of 7,750 teachers, inadequate infrastructure

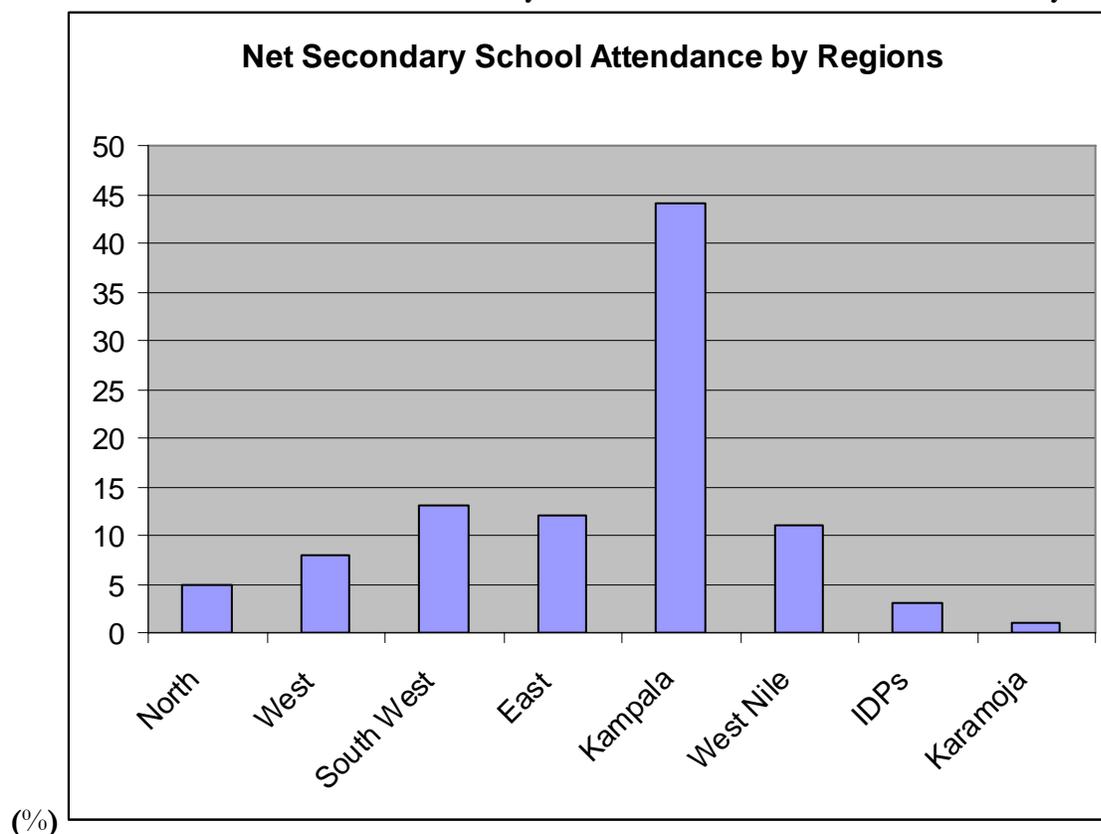
and the failure of teachers to report to school especially where there are no staff houses (MoES of Education and Sports Ministerial Policy statement FY 2007/2008) are likely to manifest themselves.

Other constraints and challenges likely to manifest include; the failure to achieve the desired pupil classroom ratio of 40:1 which further undermines quality of education; implementation of the thematic curriculum in P.1 and P.3 hampered by low capacity of District Language Boards among others; difficulty in addressing the data gap between enrolment for and attendance of the UPE program because current data on pupils is based on a point estimate generated by enrolment numbers (also school registers that government introduced are not regularly filled at the schools nor monitored at district levels).

These challenges will continue to negate the otherwise good intentions if not addressed. This implies addressing the shortfalls and the main mechanism to do this is through increased resource allocation. Without being overly pessimistic, the 5% in the budget allocation to the sector in the 2007/8 budget is unlikely to address these numerous challenges and short falls which are denying children their right to education.

It is also important to highlight regional disparities. School attendance varies by region. Among the nine regions, Northern Uganda has the lowest proportion of primary school age children attending school (74%). Karamoja which is classified as a sub population of the North has a net attendance ratio (NAR) of only 43%. In urban areas, 35% of secondary school age children are attending school, compared with 13% of those in rural areas. The secondary school net attendance ratios (NAR) ranges from 44% in Kampala, 12% in Eastern, 8% in Western, 11% in West Nile, 13% in South West to 5% in the North. Within the North, the sub populations in the IDP camps and Karamoja have especially low NARs of 3% and 1 % respectively. The chart below shows the NAR by region. The situation in IDPs has been included to underscore the fact that displacement aggravates the vulnerability of children and further undermines the opportunities for them to access education. This situation calls for resource allocation to early childhood education as a strategy to reduce drop out at lower primary school level.

Chart: Net secondary school attendance by regions



Although the ministry has strengthened important programs like AIDS education, counseling and guidance, peace studies, refugee education and gender equity, they have a modest impact on the aggregate budget of the education system and therefore do not feature prominently in efforts to model the budgetary implication of policy reforms (Re-costed Education Sector Strategic Plan 2007-2015, October 2007). It is thus clear that policy reforms are not matched with appropriate resources to implement them.

3.6.2 Children with special needs

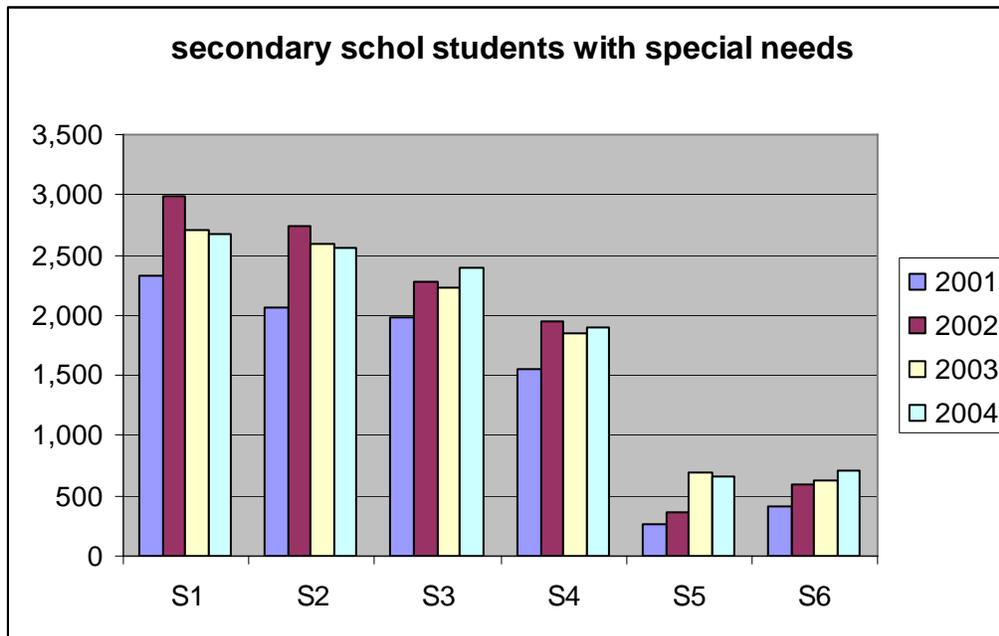
Table: 7 Secondary school students with special needs

Year/ class	S1	S2	S3	S4	S5	S6
2001	2,326	2,062	1,974	1,547	259	405
2002	2,984	2,733	2,275	1,946	364	597
2003	2,703	2,597	2,235	1,844	687	633
2004	2,667	2,555	2,402	1,894	666	709

Source: Planning Unit, MoES (quoted in UBOS 2006 Statistical Abstracts)

Meeting the right of children with disabilities to education remains a big challenge. About 2% of the students enrolled in secondary school in 2004 had a disability. The chart below shows that despite the number of secondary school students with special needs increasing since 2001, there has been a

decline in the number of disabled students who enrolled in different classes. It further shows that the students with disabilities enrolled in senior 1 decrease as the levels progress. More information needs to be collected regarding these trends but it could among others be due to few or lack of special needs education teachers, lack of appropriate learning materials and facilities.



3.7 The Right to Protection

Article 19 of the UNCRC provides for measures to protect children from all forms of physical or mental violence, injury or abuse, neglect or negligent treatment, maltreatment or exploitation including sexual abuse while in the care of parents, legal guardians or any other person who has care of the child.

Articles 32-40 of the CRC provide for the protection of children ranging from economic exploitation, illicit use of drugs and psychotropic substances, sexual exploitation and abuse, abduction and sale of children, recruitment into armed forces, torture and or other cruel and degrading treatment to protection of children accused of or recognized as having infringed the penal law.

The mandate for the protection of children largely falls under MoGLSD. As noted in section 2, the ministry has put in place a number of policy and legislative measures to ensure realisation of the child's right to protection in line with national and international instruments. The concern however is that most of these remain unimplemented due to lack of resources. To fulfill their mandates, government departments responsible for child protection require ample resources to among other things ensure that:

- Communities are adequately sensitized and mobilized regarding the rights of children
- Policies and legislation is implemented
- Facilities for children in institutional care promote rather than violate the rights of children
- Family structures are strengthened and facilitated to play their caring role

- Children who are displaced or are on the street or in institutions are reintegrated with their families
- Sufficient technical staff is available to ensure delivery of quality services
- There are sufficient measures to ensure the protection of the particularly vulnerable children.

It should be noted that the allocation of funds in the MTEF is based on sectors. The Social Development Sector Investment Plan (SDIP) which has been developed under the auspices of the MoGLSD promotes issues of social protection, gender, equality, equity, human rights, culture, decent work conditions and empowerment for different groups such as women, children, the unemployed youth, internally displaced persons, the elderly, and persons with disability. These groups are often marginalized or excluded from the benefits of development, and are particularly vulnerable to exploitation and income shocks. Although the ministry has produced the SDIP it is not “recognized” as a discrete sector in budget allocation. Instead it is lumped under Economic Functions and Social Services (EF and SS). In order to have some understanding of what resources go to support the various child protection related functions in MoGLSD, details of what constitutes EF and SS are shown in the table below.

Table 8: Economic functions and social services FY 2006/7 and 2007/08 (billion Shs)

Sector vote	Total incl. donor funds	Total Incl. donor funds
	FY 2006/07	FY 2007/08
Energy and minerals	242.52	329.94
Tourism trade and Industry	37.46	32.80
Uganda Industrial research Institute	3.03	4.03
Lands, housing and urban development	17.11	9.61
Uganda national bureau of standards	3.83	4.83
Uganda Land Commission	0.96	1.17
Gender Labour and Social development	12.00	20.17
Office of the Prime Minister (development)	93.59	80.33
Energy fund	99.40	119.40
Local government development (excluding roads)	76.29	51.73
Information communication technology	1.19	6.50
sub-county development grant /strategic interventions	5.58	16.00
District grants	79.50	80.52
o/w District functional adult literacy (o/w	1.60	1.69

Sector vote	Total incl. donor funds	Total Incl. donor funds
0/wDistrict equalization grant	3.49	3.49
o/w Local government development programme	64.31	64.31
o/w non sectoral conditional grant	8.20	7.85
0/w District women Youth and disability councils	1.36	1.50
District natural resource conditional grant	0.54	0.86
0/w community based rehabilitation/public libraries		0.82
Total economic functions and social services	751.96	757.01

Source: MoFPED

As can be seen from the table, MOGLSD was allocated 12 billion shs in the FY 2006/7 and shs 20.17 billion in FY 2007/8. Note however that there are other funds for other ministry functions like adult literacy, district women youth and disability councils, community based rehabilitation/public libraries. Again, the way this information is presented, it is difficult to discern what specifically is allocated directly for child related interventions.

Further more, in the FY 2007/08, the ministry ceiling was increased to Shs 20.17bn from shs 12.00bn excluding taxes in FY 2006/07. This is an increase of shs 8.17 bn which in nominal terms constitutes 68% increase. The priorities of the ministry are; expanding and deepening of functional adult literacy to cover all sub-counties in the country; consolidating the revitalization of community development function; promoting social protection in particular cash transfers; expanding availability and quality of Orphans and other Vulnerable Children (OVC) and HIV prevention services for the youth; promoting equal opportunities to ensure equal access to goods and services and non-discrimination to all marginalized groups; increasing labour productivity in both formal and informal sectors; scaling up gender and equity budgeting and; enhancing support to externalization of labour effort and migrant workers abroad.

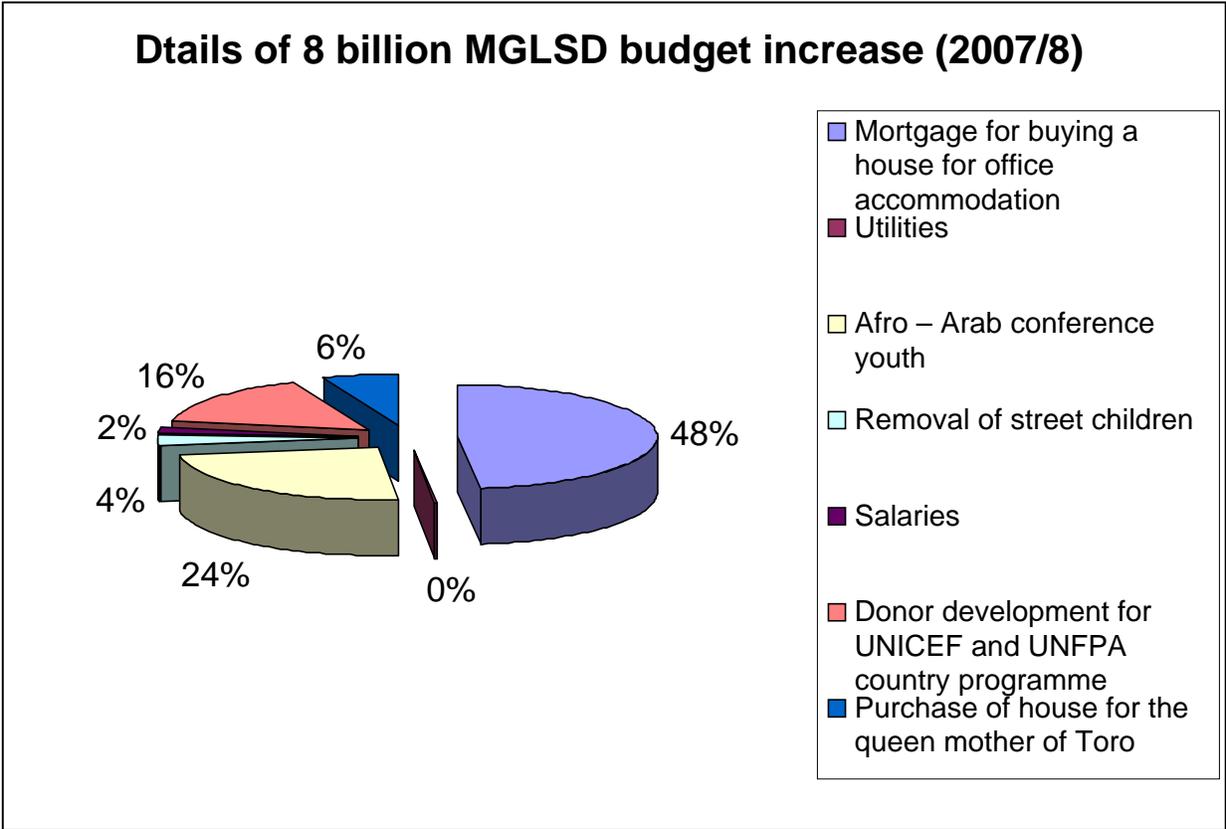
According to the list of priorities stated above, the ministry has not prioritized activities related to implementing the children Act and other international obligations, as well as strengthening duty bearer role and response to the violation of children's rights.

In addition, looking closely at the budgetary allocation, even though there was an increase of shs 8,170,000,000 for FY2007/08 it is strictly ear marked for the following activities.

Table 9: Additional budget allocation (MOGLSD)

Mortgage for buying a house for office accommodation	4bn
Afro – Arab conference youth	2bn

Purchase of house for the queen mother of Toro	0.5bn
Removal of street children	0.31bn
Utilities	0.02bn
Salaries	0.14bn
Donor contribution for UNICEF and UNFPA country programme	1.34bn



Other than the funds earmarked for UNICEF and UNFPA supported activities and removal of children from the streets, the rest of the budget allocation is unlikely to impact on the situation of the millions of vulnerable children in this country. Interestingly, some of the activities that have some direct relevance to OVC such as celebration of international and national days (which serve as advocacy forums), statutory inspections, feeding of children and people with disabilities in institutions, operations of the 9 departments, removal of street children, operations of the semi autonomous institutions such as the NCC, Equal Opportunities Commission and technical support and mentoring of districts (quality assurance) are either under funded or not funded at all.

3.7.1 Budget allocation to children specific interventions: some examples

3.7.2 Probation and welfare services

Probation and welfare service is a very important function in regard to child protection. However this is a decentralized function. The funding for operations and payment of salary for the staff under the probation and welfare department is provided for by the respective local governments. There is no specific provision under the budget for Ministry of Gender, labour and Social Development for this function. However, there is some budget available under the Justice, Law and Order Sector amounting to 300m in FY 2007/08 to support activities related to juvenile justice issues as enshrined in the Children Act. According to chart 2, the justice, law and order sector was allocated 229.13 billion which is 7% of the sectoral budget allocation. Juvenile justice (FY 2007/08) in essence accounts for a mere 0.13%.

3.7.3 Reintegration and maintenance of children in the community/household

The UNCRC stipulates the importance of children being nurtured and protected from infancy to adolescence by the family. Concerning proper mechanisms for reintegration and maintenance of children in the community/household follow-ups and keeping the child in contact with the family; there are paltry resources allocated. Piece meal and reactive responses to the issues of vulnerable children do not address the real problems of OVC. For example, 0.31bn which is allocated for removal of street children from the increase of 8.17bn in the resources of FY 2007/2008 will not have any lasting impact unless removal of children from the streets is combined with well thought out strategies for long term reintegration of these children back into their families and communities. This should also address measures to strengthen and improve community based responses for OVC including providing livelihood options for vulnerable children and their families.

3.7.4 Reproductive health

The ministry of Gender labour and social development is implementing a programme for Adolescent Reproduction Life (PEARL) catering for children aged 12 – 24 years. In the FY 2006/7, allocation for counterpart funding was Ushs. 30m and Ushs. 50m in FY 2007/08 against the donor provision of UShs. 900m and 1bn respectively. This has serious implications for sustainability of this programme as clearly this programme would be difficult to implement without donor funds.

3.7.5 Working children

The MoGLSD proposes in the FY 2007/08 to continue with existing undertaking 2000 routine inspections of safety, health and labour as follows: Statutory inspections of 130 boilers, 280 pressure vessels, 40 lifts and 500 other lifting machines and appliances to ensure compliance with safety and health regulations. Despite the fact that about 3.3 million children are said to be working, there is no mention of inspection related to work places specifically in relation to underage employment and conditions thereof.

3.7.6 Culture

Culture is a critical component for proper growth and development of a child. Culture imparts appropriate life skills for a child to operate in harmony with the society. However the MoGLSD budget allocation for culture was tokenistic to say the least. The budget was a mere Ushs. 12.08m in FY 2007/08, up from 11.27m in FY 2006/07.

3.7.7 Children in institutional care

The MoGLSD is responsible for feeding and maintaining children in remand homes, reception centre and the national rehabilitation centre⁷. In addition the ministry has under its charge a number of rehabilitation centres which are meant to provide skills for persons with disabilities. The ministry is facing many challenges regarding the care for children in these institutions. The ministry budget allocation for feeding children in these institutions remained static at 3217.5 million for FY 2006/07 and FY 2007/08. As earlier observed feeding of children in institutions is one of the under funded areas.

Chronic under funding of children's institutions makes "their rehabilitation" a mockery as most of these institutions do not have the basic requirements to facilitate minimum rehabilitation. For example, institutions for juvenile offenders; are understaffed and the few available staff are mostly welfare assistants. In addition almost all reception and remand centres have funding gaps of up to 60% with Kabale Remand home having 100% gap or no funds allocated for 2007/08.

Similarly with no full fledged probation and welfare officers as well as youth officers in many districts and general understaffing in the community services department, community approaches as per the national orphans and other vulnerable children policy (NOP) will be difficult to implement. It is also not clear whether there are budgetary provisions for community awareness and mobilisation on children rights which is a very important element in regard to the fulfillment of the child's right to protection.

Overall, the implementation of activities concerning gender mainstreaming, community dialogue and behavior change, orphans and other vulnerable children, protection of children affected by armed conflict, adolescent reproductive life are dependent largely on donor funding. For example the ministry requires an annual counter part provision of shs 400 million of which 50 million per year is to support the implementation of the GOU – UNFPA gender supported projects and shs 350 million for activities supported under GOU – UNICEF country programme. However only shs 125.514 million has been provided in the FY 2007/08 leaving a counter funding gap of shs 277.48 million. The issue that needs to be seriously considered is whether the MoGLSD would be rendering any services to vulnerable children if there was no donor funding.

In addition, Department for International Development (DFiD) has earmarked funds totaling 4.5million pounds for three years which will be used for cash transfer scheme in six districts to support the chronically poor. However there is need to know more about the intended beneficiaries and whether vulnerable children in their own right could be among the beneficiaries.

3.7.8 Protection of children affected by armed conflict

Children need special attention in situations of armed conflict. In Uganda over 30,000 children are said to have been abducted by the LRA. However, the consequences of war and conflict have affected many more children in northern Uganda who have faced multiple violations of their rights.

The PEAP 2004/5- 2007/8, prioritises a number of issues when it comes to security, conflict resolution and disaster management. It says; defense forces will be well equipped to protect people

⁷ These are Naguru remand home, Naguru reception centre, Kampiringisa national Rehabilitation school, Mbale Remand home; Kabale Remand home and Fort-portal remand Home.

against attacks and defeat rebellion; address the status of vigilante forces and ensure that they do not recruit underage children; clarify the role of the army and other institutions; improve the relationship between all the security forces and the general population; work with CSOs, faith based groups and traditional leaders in conflict resolution and peace building process; consider the development of a regular forum for national discussions; make facilitation for amnesty a priority; continue to resettle and reintegrate former rebels; take special measures to reintegrate children into supportive homes; engage in the disarmament exercise especially in the Karamoja region; mainstream disaster preparedness; promote awareness for disaster preparedness at all levels; promote and develop concrete plans to implement the IDP policy and encourage donors supporting IDPs to cooperate with local authorities.

What should be highlighted in this paper is that measures to end rebel insurgency, the destructive patterns of cattle rustling, the condition of those living in IDP camps and the need to develop capacities to anticipate and deal with conflict, little involve children and yet they are the most affected. Coupled with that, children who form the bulk of the population are not well represented in government's intended priority actions and plans on; rebel insurgency; military actions to end rebel insurgency; future security threats and defense transformation; Amnesty cattle rustling and disarmament and; Disaster preparedness and Management to mention but a few. Efforts should be made within the current budgetary framework (14% of the sector allocation) to involve children in initiatives aimed at dealing with the current modes of conflict.

3.8 Links between sector priorities and budget allocation

Ideally, there should be a correlation between the priorities stated in the policy statements and budget allocation. This does not seem to be always the case as illustrated by the MOGLSD budget allocation pattern. In the matrix below, some remarks are also made regarding the areas that need to be addressed in other sectors but fall short of resources.

Sector priorities for 2007/08	Budget allocation priorities 2007/08	Remarks
<p>Social development (MOGLSD) Priorities</p> <p>The sector investment plan identifies the following priority activities.</p> <ul style="list-style-type: none"> • Revitalization of the community development function particularly at sub-county level. • Expanding functional adult literacy to cover the entire country. • Promoting social protection in particular cash transfers as a means of bringing socially excluded people in the vanguard of the development process. • Expanding availability and quality of OVC and HIV prevention services for youth • Promoting equal opportunities to ensure equal access to goods and services and non discrimination to all marginalised groups. 	<ul style="list-style-type: none"> • Mortgage for buying a house for office accommodation • Afro Arab conference youth • Purchase of house for the queen mother of Toro • Removal of street children Utilities 0.02bn; • Salaries and wages • Donor development for UNICEF and UNFPA country programme • Rent (49%) of the recurrent budget • Cleaning services • Support to traditional /cultural leaders 	<p>After all the allocations, only 25% of the resources is left to support programmes across the various ministry sectors.</p> <p>There is a mis match between the priorities in the sector and the priorities for which resources have been allocated/ear marked.</p> <p>None of the planned activities for financial year 2007/08 specifically focuses on children</p>

Sector priorities for 2007/08	Budget allocation priorities 2007/08	Remarks
<ul style="list-style-type: none"> • Increasing productivity in both formal and informal sections. • Gender and equity budgeting in five sectors and in all districts. • Enhancing support to externalisation of labour effort and migrant workers abroad 		
Agriculture		There is no direct reference to combating malnutrition which affects a large number of children and has debilitating consequences on the survival and development of children in Uganda in the priorities for the ministry
Health		
<ul style="list-style-type: none"> • Improving maternal and child health • Working towards total elimination of malaria • Strengthening immunization services • Prevention and treatment of HIV/AIDS 		<p>Although maternal and child health is listed as a priority, it is one of the under funded priorities. For example in relation to EMOC many of the health facilities cannot adequately provide appropriate EMOC. Other under funded priorities are medicines and health supplies, health promotion, disease prevention, and human resources for health</p> <p>3.5 USD per capita is the minimum quantified cost for medicine and health supplies (ushs 181.64 bn) excluding ARVs, ACTs and pentavalent vaccines and ITNs. Current public expenditure on health and health supplies stand at USD 0.8 per capita (shs 41.52 bn). Expenditure from donor projects amounts to additional 1.2</p>

Sector priorities for 2007/08	Budget allocation priorities 2007/08	Remarks
<ul style="list-style-type: none"> • Scaling up community mobilization • Management of essential medicines and health supplies • Human resources for health • Health infrastructure development • Establishment of a national health Insurance scheme • Mainstreaming gender and equity • Focus on Northern Uganda and other hard to reach areas. 		<p>USD per capita (shs 62.8 bn). This however still falls short of meeting the population's requirements for medicines and health supplies. In 2006/7, 73% of the health facilities sampled experienced stock out of key medicines.</p> <p>Despite Northern Uganda including Karamoja being prioritized for action, lack of resources has hindered focus in this area leading to what is referred to as health system crisis in northern Uganda.(ministerial policy statement 2007/08)</p>
Education		Government commitment to allocate at least 31 % of government recurrent discretionary expenditure to the education and sports sector every FY is nearly achieved. However there are glaring inadequacies in relation to Instructional materials for children with special needs, inadequate teacher pupil ratio for children with disabilities and lack of trained teachers in guidance and counselling
Pre-primary and primary sub-sector <ul style="list-style-type: none"> • Implementation and roll out of the thematic curriculum to P2 and P3 • Enhance community participation at school 		

Sector priorities for 2007/08	Budget allocation priorities 2007/08	Remarks
<p>level</p> <ul style="list-style-type: none"> • Distribute food aid to schools and support other projects under Karamoja WFP support • Develop the thematic curriculum for primary 3 with its teachers guide and train teachers on its use • Scale up the implementation of PIASCY programme to cover private primary schools • Roll out the ECD policy to cover the whole country • Finalise the school health education policy and disseminate it • Develop alternatives to corporal punishment • Train and monitor 1170 NFE instructors in NFE centers • construct 13 primary 		

Sector priorities for 2007/08	Budget allocation priorities 2007/08	Remarks
<p>schools under the emergency construction and rehabilitation of primary schools project</p> <ul style="list-style-type: none"> • translate and print the school management committee handbook to 6 vernacular languages 		

SECTION FOUR:

4.0 Some critical observations, conclusions and recommendations

4.1 Some critical observations

- It should be noted that all donor funds are expected to be captured under the national budget through the Midterm expenditure framework (MTEF). However some donor funds are disbursed directly to service providers which imply that such funds are not captured as part of the budget. The scope of this paper has been limited to resources appropriated by Parliament.
- The paper has focussed on budget allocation at a sector level, taking into consideration the fact that children's issues cut across sectors. Therefore the analysis has not been limited to the MoGLSD which has the principal responsibility for child welfare and protection but has also included other sectors relevant to the survival and development of children.
- From the out set, it should be noted that the analysis was unlikely to bring out the linkage between the budgetary provisions and actual services reaching children. The proxy of budget provision and actual services rendered to children may be inadequate. Note also that the analysis is based on the allocation and not the actual disbursement.
- The analysis of budget allocation for programmes and activities aimed at children's issues at national level leaves out the component of the budget allocated to children at decentralised level. It was not possible to include allocation of resources to children at decentralised level as this was outside the remit of the present TOR. However it is critical as a follow up to this paper to conduct a similar analysis focusing on the decentralised level to get a broader picture of resource allocation to children's affairs.

4.2 Conclusions

Once ordinary citizens understand the impact of the budgetary process on their day-to-day lives and learn the points at which they can intervene and how to do so, they are in a far better position to hold governments accountable to the realisation of child rights. This paper has examined the resource allocation to some of the critical sectors affecting the survival development and protection of children. The following are some conclusions that can be drawn from this analysis.

- There are a many progressive policy reforms which have been developed in the various sectors but these are not matched with appropriate resources to implement them. Priorities identified every year are on the whole appropriate but are never fully fulfilled due to various constraints notable of which is the lack of resources.
- The present form in which the budget is presented does not make it easy to understand explicitly what directly goes to children. It takes a lot of time and requires technical expertise to synthesize what allocations are for children. Even then, this cannot be absolute as interventions in various sectors have an impact on children.
- Despite the fact that children are the most affected by the resource allocation decisions (majority of the population), the budget making process does not include children.

- In all the sectors, a number of priority areas critical for the survival development and protection of children remain under funded or not funded. These have not been prioritized in resource allocation
- Although progress has been made towards realization of children's rights in various sectors, there are still concerns about regional inequalities. The North and Karamoja regions are lagging behind on a number of indicators. This contravenes the fundamental principle of non discrimination.
- Government has shown a lot of Commitment to ensuring the child's right to education. In the FY 2006/07 and 2007/08 education has the highest share of the national budget. However what needs to be understood better is the proportion of this money that is devoted to programmes and activities that directly impacts on the child's right to education as stipulated in the CRC and other instruments.
- Budgeting and resource allocation for children has been impacted on by the fact that principal decision makers at central and decentralized levels may not be fully aware or do not appreciate the added value of investing in children and the opportunity cost for not doing so. In addition, responsible departments do not have sufficient capacity to full fill their roles as duty bearers and institutional structures and mechanisms supportive of children's rights are either weak or non existent.
- Some sectors/ministries have been characterized by lack of budget discipline. Public administration and security for example have persistently overspent their budget estimates, calling for supplementary budgets to the detriment of major social sectors

4.3 Recommendations

a) Determine resources that are directly benefiting children

In prioritizing social service sectors that promote human capital like education and health among others; the situation of children be given priority not only in how much money is allocated to the sector but principally in how much directly benefits children. Thus building on the present budget allocation patterns examined in this report, conduct further analysis that actually shows the amount going directly to the child and also how much local authorities are voting resources for children.

b) Strengthen coordination and collaboration among line ministries that handle children's issues

Develop better coordination and collaboration among line ministries that handle children's issues in such a way that they are not only known to be cross cutting but it is clear to all stakeholders where the intersections are and what role each partner is playing

c) Policies should be matched with resources

All pro-children policies that have been formulated should be accompanied by appropriate planning and budgeting to ensure that they are implemented and are making a difference in the lives of children.

d) More resources to realize the MDGs

For meaningful achievement of the MDGs, there is need for greater political will and more capital investment on pro-children initiatives in the national budget.

e) Funding to critical areas for child survival, development and protection

There are many unfunded priorities and yet these are critical to the survival, development and protection of children. As much as possible resource allocation should be voted for such priority areas. Most of the sectors in the budget ministerial statements have adequately analysed the shortfalls in the previous year but mechanisms are neither hardly put in place to address these shortfalls or include them as priorities for the next year.

f) All efforts should be made to ensure the survival of mothers

In order to reduce the high maternal mortality rate there is need for increasing deliveries attended by skilled health workers and provision of goal oriented antenatal care. Emergency obstetrics care (EmOC) services; family planning and access to services by adolescents also need to be increased. Contraceptive management still needs to be improved and this is coupled with need for increase of availability of contraceptives and information related thereof.

Healthy nutrition and education of women will enhance maternal and child health. Promoting maternal and child health synergistically helps accelerate the reduction of both mortality and fertility rates.

g) Institutionalising budget monitoring

Monitoring public budgets and providing relevant information to civil society groups and others who may be interested in national resource allocation to children should be encouraged and institutionalised. In addition, the MoFPED needs to enforce budget discipline by emphasizing optimal use of resources allocated and shunning political rewards.

h) Capacity building

There is need for capacity building, especially for civil society groups, local governments, and private and public agencies addressing issues of child rights. Advocacy around budgets calls for the empowerment of rights-holders to demand that duty-bearers in both the legislative and executive branches of government allocate the funding necessary to implement social policies. Marketing social protection is an important step for pro-poor growth and development

i) Make budget information accessible

It is imperative that the expenditure on children across different sectors be accessible and in non-technical forms. However the present form in which the national budget is presented is very technical and it is not easy to isolate what resources are allocated to children. This has seriously hindered the efforts of national and local organizations to participate in the discussion on the distribution of public resources as far as children are concerned.

j) Need to harmonise priorities in the sector with priorities in the budget allocation

Many sectors have identified priority areas to be addressed in their sector investment plan. However there seems to be a mismatch between the priorities in the sector plans and priorities for which resources are allocated. These need to be harmonized.

k) Participation of children in the budget process

Children constitute more than 50% of the population. They more than anybody else know better the issues affecting them and are in the best position to determine what the priorities should be in regard to enhancing their rights. In addition children are the most affected by the good and bad or no decisions by adults. Therefore their exclusion in the resource allocation process is a gross misnomer that should be addressed.

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