



Civil Society Budget Advocacy Group

THE DISASTER PREPARED AND MANAGEMENT ISSUES PARLIAMENT MUST CONSIDER WHEN DEBATING THE FY 2018/19 BUDGET



This Position Paper is a CSO analysis of the National Budget Framework Paper FY 2018/19



1.0 Introduction

This paper presents the CSO position on the National Budget Framework Paper FY 2018/19 in relation to Disaster Preparedness, Mitigation and Prevention. Disaster loss and damage is on the rise in Uganda with grave consequences for the survival, dignity and livelihood of our citizens, particularly the poor. It also erodes Uganda's hard-won development gains. Disaster risk is increasingly becoming a global concern and its impact and actions in one region can have an impact on risks in another, and vice versa. This is compounded by increasing vulnerabilities related to changing demographics, technological and socio-economic conditions, unplanned urbanization, development within high-risk zones, under-development, environmental degradation, climate variability, climate change, geological hazards, competition for scarce resources, and the impact of epidemics such as HIV/AIDS, points to a future where disasters could increasingly threaten Uganda's economy, and its population.

1.1 About CSBAG

Civil Society Budget Advocacy Group (CSBAG) is a coalition formed in 2004 to bring together civil society actors at national and district Levels to influence Government decisions on resources mobilisation and utilisation for equitable, gender responsive and sustainable development. Since 2004, CSOs under the umbrella of CSBAG have engaged Government in influencing the budget process to ensure that both the local and national budgets address the needs and aspirations of the poor and marginalized groups of people in Uganda.

1.2 Acknowledgement

This position paper was developed by a cohort of Civil Society Organisations including include African Women Service Trust, A Little Bit of Hope, Awake Youth Relief Agency, Green Home Organisation for Women Development, Rwenzori Anti-Corruption Coalition, CARITAS, Health Promotion and Social Development HEPS-Uganda, Aids Information Centre, Integrated Development Options (IDO), Koboko Civil Society Network, Partners in community Transformation, Aringa Disaster Preparedness Forum, Karamoja Peace Development Agency, Dodoth Agro-Pastoralist Development Organization (DADO), Approaches to Rural Community Development- ARCOD, Arua District NGO Network, Community Empowerment for Rural Development , Uganda Red Cross, Patongo Counselling Community outreach, Friends of Orphans, Tembo FM, Volunteer Efforts for Development Concerns (VEDCO), Busita Savings and Credit Women Group operating the districts of Butaleja, Sironko, Kasese, Isingiro, Arua, Koboko, Kaabong, Kotido, Agago and Lamwo.

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2.0 Disaster Issues and Proposed Interventions

2.1 Inadequate allocations to the contingency fund

We welcome governments proposal to allocate UGX 77bn to the contingency fund. This has been the first time this is being done since the enactment of the PFMA 2015 as amended. Our concern however, is that the proposed allocation is below the 0.5% of the previous financial year's budget as provided by Section 26 in the Public Finance Management Act 2015 as amended.

Recommendation(s):

We recommend the government allocates UGX 95.166bn to the contingency fund as this will reduce supplementary requests for certain aspects like disasters. An extra UGX 18bn in addition to the UGX 77bn allocated so far can have contingency fund fully financed for FY 2018/19.

2.2 Increasing fire incidences, lightning and thunderstorms in schools.

Currently, Uganda is being faced with a number of incidences of fire outbreaks and lightening that has caused loss of lives and destruction of school properties, this has negatively affected retention and completion at the primary level, Sixteen (16) pupils of Kifumura Primary school in Buhanika Sub County in Hoima District were killed by lightening in September 2017, 19 pupils were struck dead by lightning and several other injured in July 2011 at Runyanya primary school in Kiryandongo, 25 pupils of Busaba primary school in Butaleja district were severely injured by lightening in April 2017 and other districts that suffered similar incidences included Masindi, Kampala, Wakiso, Yumbe, Kaabong among others. The proposed allocation in the NBF for FY 2018/19 of installing lightening arrestors in at least eleven (11) primary

schools in ten Districts of Uganda is a good gesture but inadequate, to address the potential disaster that may occur because of lightening, fire outbreak and thunder storms.

Recommendations:

Government should plan and prioritize the allocation of funds to purchase and install fire extinguishers and lightening arresters in all schools to curb incidences of fire out breaks and lightening; subsequently for new constructions the contract should not be approved and executed without the provision of fire extinguisher and lightening arrestors. This should be a precondition for contract approval at both national and local government level.

2.3 Inadequate and substandard structures in schools that have caused loss of lives of pupils and properties.

The education sector still has challenges with structures such as classrooms, teacher's accommodation and sanitation facilities. Substandard structures still exist in most schools across the country, this is sometimes caused by shoddy work done by contractors who aim at high profit at the expense of quality work. These substandard structures especially in hard to reach districts like Mbale, Agago, Gulu, Yumbe, Kaabong districts where building have either sunk and collapse down due to poor texture of the soil, failure of the contractors to adhere to specified quantities in the BOQs and lack of supervision from responsible officers. The problem of inadequate infrastructure is further exacerbated by the high influx of refugees in some districts in Uganda like Adjumani, Arua, Hoima, Isingiro, Kamwenge, Kiryandongo, Koboko, Kyegegwa, Lamwo, Moyo and Yumbe.



Latrine Stances at Owinyopiello Primary School in zombo District

Education Infrastructure



Classrooms blocks at Matangacia Primary School and Kaligo Primary School both in Zombo District

Recommendations

- The ELNHA partners recommend to government specifically Ministry of Finance that in the allocation formula for resources to local governments should include the refugee parameter to take care of the pressure the refugees are exerting on the infrastructure and other resources within the host communities.
- The government should also invest resources in monitoring and supervision of ongoing and intended planned projects to ascertain quality of work and value for money to avoid incidences of buildings collapsing and causing death and loss of properties.

2.4 Ungazetted Lands for public (Education and Health) institutions

Most schools in the country are constructed on lands that are not officially surveyed and gazetted subjecting them to cultural land conflicts which affects further development of those institutions in question. There are incidences where schools have been demolished to create room for investors yet at times they are the only nearest schools in such areas exposing children to walking long distances in search for schools with its attendant risk, this has partly contributed to School drop outs all in all affecting performance. In Nwoya District 19 primary schools and 8 secondary schools are facing eviction over land wrangles with the communities and the situation is not any different in Kampala where 14 government aided schools under KCCA supervision are suffering because of land wrangles.

Recommendations

We recommend to Government Specifically Ministry of Education, Health, Lands and Local Government to prioritize leasing of land for public institutions like schools and Health Centers to avoid interruption in service delivery due to land wrangles, public land should be surveyed and issued with land titles to protect it from intruders and encroachers.

2.5 Loss of lives due to Doctor's strike about poor working condition

The strike that was witnessed in the FY 2017/18 by the Health Workers over their remunerations and working environment did not influenced government allocation to the health sector to cater for wage and the necessary medical supplies in the FY 2018/19. The Wage bill for Health has remained at UGX 400.858bn and there is equally no variation in the non-wage allocation to the health sector. There is a high risk of continued frustration of service delivery if no substantive allocations are made to resolve the issues highlighted. Within the period deaths were recorded across the country like in Yumbe

11 deaths were recorded and Mbale recorded 10 deaths as a result of the doctors strike, this strike if not addressed might spread to other sectors hence causing a devastating effects to the lives of Ugandans.

Recommendation(s):

- In the interim we call upon government to fast track the set up and constitution of the salary review commission since we are aware that other public servants are also not fairly paid, there should be adequate provision to take care of the medical supplies at all levels of care.
- The government should stick to their commitment if we want to achieve Uganda vision 2040 for quality health service delivery within the country.

2.6 Lack/Insufficient supply of blood in hospitals causing death

The Uganda Blood Transfusion Service (UBTS) is the National Blood Service responsible for all blood transfusion and safety activities for the entire country. A key challenge and constraint for UBTS is to expand blood collection capacity to meet the increased national blood demand especially at health Centre IVs when they become fully operational.

During FY 2016/17, UBTS collected a total of 239,000 units of blood which represents 47% of the national demand for blood. The unmet need for blood currently stands at approximately 50%. According to UBTS, most of the blood collected is used for transfusion of children and mothers; 50% of all blood collected is for treating children with severe anemia, largely due to malaria, intestinal worm infestation and malnutrition; a further 25% of the blood is required to treat pregnant women with anemia and complications of child birth and 25% to treat accident or surgical cases.

Currently UBTS has 7 regional blood banks of the 13 targeted by FY 2019/2020 according to the HSDP. Out of the 8 blood collection centres recognized nationally, UBTS is considering closure of 4 blood

collection centres due to the significant reductions in budget arising from the ending of the PEPFAR funding to UBTS. This will reduce blood collection to the tune of 43,200 units of blood annually.

The current drop in the budget of UBTS in FY 2018/19 by 5% poses a serious risk to the lives of Ugandans who require these services. We envisage that this is a recipe for disaster as the deficit in blood supply has the potential of undermining several other outcome indicators targeted for FY2018/19 if not addressed with a significant budgetary increment. One of these includes the ministry plans to increase the Proportion of the functional health centre IVs (offering caesarean and blood transfusion section) by 80% in FY 2018/19.

Recommendation

Since blood transfusion still remains an urgent lifesaving service for the Ugandan population, we propose to government to reconsider the budget cut for UBTS and consider at least 50% budgetary increment in this FY 2018/19 and another 50% in FY 2019/20.

2.7 Implementation of the HIV trust fund.

In Uganda with regard to ARVs, while the global UNAIDS test and treat policy target of 90-90-90 towards HIV epidemic control is currently being implemented in Uganda for persons who test positive for HIV, inadequate HIV financing continues to hamper its achievement. This is due to continued limited funding to meet the continuum of care and support positive living among persons living with HIV/AIDS (PLHAs) which has led to stock out of ARVs.

According to the Annual Health Sector Performance Report 2016, only 55% of the country's health facilities reported that they had over 95% availability of the basket of commodities of the 41 tracer medicines, with more than a quarter of health facilities experiencing a stock outs.

Availability for the 41 Tracer Medicines FY 2016/17

Avg %ge Availability of the basket of 41 comodities									
Basket	Jul- Sept 2016		Oct-Dec 2016		Jan-Mar 2017		Apr-Jun 2017		Overall average
	%	N	%	N	%	N	%	N	%
EMHS	84	3863	87	3988	82	3530	83	3590	84
ARV	83	1924	89	3059	79	1902	80	1951	82
LAB	85	1574	88	3916	84	3423	84	3486	85
RMNCAH	87	3627	90	3978	87	3527	87	3578	88
TB	75	3749	86	2857	71	1557	71	1623	76
Overall Average	83		88		81		81		83
%ge of facilities with over 95% availability									
Basket	Jul- Sept 2016		Oct-Dec 2016		Jan-Mar 2017		Apr-Jun 2017		Overall average
	%	N	%	N	%	N	%	N	%
EMHS	51	3863	62	3988	49	3530	50	3590	53
ARV	55	1924	68	3059	49	1902	50	1951	55
LAB	52	1574	59	3916	51	3423	50	3486	53
RMNCAH	51	3627	57	3978	49	3527	47	3578	51
TB	60	3749	75	2857	55	1557	53	1623	61
Overall Average	54		64		50		50		55

Source: Annual Health Sector Performance Report FY 2016/17

The above table illustrates that 45% of the country's health facilities had less than 95% of ARVs as required.

Rukungiri, Lira, Nebbi and Nakasero Ambassador House Blood Centres.
Annual Health Sector Annual Performance Report FY 2016/17 at p. 82.
Ibid. National Budget Framework Paper FY 2018/19-2022/23 at p. 103.

Recommendations

1. The Government should not cut the budget for Pharmaceutical and other supplies under vote 014, but rather divert this money to Vote 116 to cover the NMS funding gap.
2. We reiterate that NMS and MOH should ensure that drugs are supplied to all health facilities in accordance to the needs of the people.
3. We further propose to government to expedite the implementation of the AIDS trust fund and as it is now HIV/AIDS is donor funded which poses a lot of danger to the lives of Uganda should donors withdraw their funding, and this will affect the test and treat policy of government.

2.8 High rate of forest cover loss

The continued rampant encroachment and illegal timber/tree extraction have led to degradation and destruction of natural forests and tree cover in Uganda. In 1990 forest cover was 24%, 11% in 2015 and 9% in 2017. This signifies consistent decrease in forest cover. Forest cover loss is happening in both protected areas managed by NFA such as forest reserves but more rampant on private lands through illegal encroachment for agriculture, human settlement, timber for construction and wood fuel i.e. charcoal burning and firewood among others. Reducing forest cover has increased vulnerability to climate change as manifested by pro-longed drought, floods, erratic rains etc. This has reduced agricultural production leading to food and income insecurity as well as poverty. Because the underlying causes are cross-sectoral, the challenge has exceeded capacity of mandated forestry institutions particularly FSSD and NFA to enforce existing and new regulations/guidelines such as on charcoal burning.

Recommendation

CSBAG and other ELNHAparters recommends for a strategic sector-wide approach to planning, regulation and enforcement targeting underlying pressures from Land utilization, energy insecurity and food production. Therefore, at least 20% (UGX 269,030,300) of the budget allocation under Programme 09:05 Natural Resources,

Output 51 for supporting the Environmental Protection Force and Procurement of seedlings be reallocated to facilitate the oversight function of the Policy committee on Environment and the ENR-sector working group to institute cross-sectoral policy and legislative measures to reverse forest cover loss and fast track their integration in respective sectors of energy, lands and agriculture. Possible policy measures could include tax reductions on alternative energy sources such as Liquefied Petroleum Gas (LPG) and price cuts on domestic electricity users to reduce wood fuel consumption.

2.9 Environmental degradation due to refugee settlement in Yumbe, Lamwo, Arua, Isingiro, Kyegegwa, Kiryandongo and Adjumani Districts

With a current total number of Sudanese refugees/asylum seekers of over 1,006,779, the hosting areas have faced massive environmental degradation; this is likely to promote livelihood insecurity and widen spread poverty gaps among the local population and refugees. Refugee population has high pressure on the environment as there is high refugee population density per area allocation for refugee settlement. No prior environmental impact assessments are done before the refugees are settled leading to environmental degradation with limited precautions on environmental protection in refugee hosting communities in Uganda.

Recommendations

- Government should fast track the implementation of the Re-HoPE strategy which represents a key building block of a comprehensive response to displacement in Uganda and a critical component in the application of the Comprehensive Refugee Response Framework, as stipulated in the New York Declaration on Refugees and Migrants. Implementation of the Re-HoPE; will help in addressing the wide spread environmental degradation in refugee-hosting areas; it will also support in building

and strengthening ownership and capacity among local governments and community institutions; thus improving basic- social service delivery in terms of access, quality, and efficiency; and expanding economic opportunities and sustainable livelihoods with a focus on women and youth.

- OPM, UNHCR, other agencies and local governments should have coordination and harmonization of environmental issues in the refugee hosting areas through identifying an environmental protection lead agency.

2.10 Continued encroachment on wetlands in contravention with the policy provisions and Presidential directive on Wetland Restoration

Wetlands have continued to be destroyed by encroachers. In many cases this act is a deliberate action carried out for either settlement or economic activity. Local Government has not adhered to the presidential Directive on restoration of wetlands of 14th July 2017. Lives and property have continued to be lost due to encroachment.

Recommendation

We CSOs akin to disaster management recommend to the Ministry of Water and Environment in collaboration with NEMA and other state agencies to expedite the process for eviction of illegal encroachers on wetland across the country. The initial budget for this activity should be drawn from the budget line for Programme 09:05 Natural Resources Management Output: 03 Policy, Planning, Legal and Institutional Framework, where UGX 173,000,000 has been allocated to facilitate functionality of different Working Groups in the Ministry as well as compliance and enforcement.

2.11 Acquisition of land for government projects

As aforementioned for most of the loan which fund the development segment of the sector budget, execution has been low and in part due to land compensation challenges. For example, the works on Kampala Northern Bypass registered a cumulative progress by end of June 2017 of 46.7% against the programmed 97.95%. The elapsed time was 98.81% based on the Original Program of Works. The major issues affecting progress is delayed site access, Design issues and Relocation of services. The same constraint was experienced on the Kampala-Entebbe Express Highway which should have been completed by December 2017, but execution rate stood at 88% by end of June 2017. Kampala Northern Bypass highlighted the project to be concluded in FY 2018/19. This is not feasible as none of the six roundabouts which have sizable infrastructural and structural undertakings has commenced yet. The land acquisition process is also hampered by encroachers on wetlands and forest reserves as is the case for SGR acquisition on Right of Way . Reports also indicate slow and inadequate compensation of the affected populations on project sites which delay commencement and timely completion of works. This if it comes to effect will be aggravated by government's move for compulsory acquisition of land for government works as the population has only hope for survival on their lands. There is an underlying risk of having community ganging up against government on issues of resettlement.

Recommendation

Parliament should challenge the line Ministry to present the Resettlement Action Plan for the projects listed in the BFP and the associated implementation plans. The budget should also demonstrate explicitly the respective adequate compensation budgets for each project. An example is the compensation budget for the Greater Kampala Flyover Project and the oil road projects. Government should come up with a clear and well streamlined compensation guideline and standard for public works which will address complaints due to poor valuing of property and inadequate compensation.

2.12 High incidence of road carnage on Ugandan Roads

There is no mention of road safety in the NBFP 2018/19 and yet the Road fatalities/injuries in Uganda are on the rise. Uganda is one of the African countries with very high rates of accidents. In the year 2016, 14,474 accidents were reported of which 2,981 were fatal, 7,153 were serious and 4,340 were minor and this resulted into 3,503 deaths on Ugandan Roads during the year 2016 up from 3,224 in 2015.

These carnages in Uganda are attributed to poor inspection of vehicles, poor driving permit approval and issuance that has led to irresponsible drivers on the road causing loss of innocent lives as illustrated above. There is also duplication of responsibilities between the IOVs and SGS in vehicle inspection and road worthiness inspection is motivated by collection of money not keeping Ugandan safe on the road.

Recommendations

- i. Establishment of a Self-Accounting Autonomous government funded legal agency to effectively manage and coordinate road safety interventions and activities
- ii. Strict enforcement of the National Road Safety Policy and enforcement of Periodic Motor Vehicle Inspection
- iii. More support to Computerization of Driving License and Continuous monitoring to enhance compliance to traffic regulation, the CCTV cameras should be linked to the road and traffic system database to identify and penalize road abusers.
- iv. Strengthen community awareness for road users to comply with traffic regulations and there should be improvement in Road Designs especially for new roads, (widened, pedestrian pathways, with proper drainage systems)

2.13 Social and environmental safeguards continue to prevail

At vote level, while UNRA has developed Environment and Social Safeguards Policy, and prepared procedures and guidelines for implementation and Management of Social risks, implementation challenges still predominate ranging from lack of enough funds to carry out monitoring on the implementation of safe guards, lack of adequate capacity of contractors and consultants, and limited capacity of UNRA. The implementation of environmental and social safe guards also involves several sectors and, yet the inter-sectoral coordination is still weak. Resettlements also continue to hamper progress on a number of projects including Bukasa port.

Government has as strategy to increase road coverage in hard to reach areas for examples highland areas. Majority of these roads have contributed to flooding through runoffs and wash-aways. Yet there are no measures to reduce these incidences. The recent rains experienced across the country have left many roads flooded e.g. northern and eastern Uganda, Rwenzori Sub Region, West Nile, rendering the roads impassable resulting into loss of lives as access to health services are hampered. This also impacts economic activities such as trade negatively and hence low Local and National revenue collections. Majority of the roads especially feeder roads in the districts and even high ways have no environmental and social safeguards.

Recommendations

We recommend a review of the designs of roads to be constructed and strict monitoring of environment impact assessment plans to ensure compliance to the mitigation measures. Trees should be planted on the sides of roads on high lands or families and public institutions along the stretch of the roads be given fruit and non-fruit tree seedlings respectively.

2.14 Inadequate planning and investment in Pests, diseases and vectors control

We commend government of Uganda for the quick response towards pests, diseases and vectors outbreaks in the country and for recognizing pests, diseases and vectors as a challenge to the agriculture sector during the FY 2017/18 budget speech, however pests, diseases and vectors control has not been given the ultimate attention and funding it deserves considering that agriculture is a living sector. According to the Agricultural Risk Assessment Study by PARM/IFAD (PARM 2016) Crop pest and diseases have a very high risk score and deserve to be given priority. Losses due to pests and diseases are estimated at; 10-20% (pre-harvest); 20-30% (post-harvest) and up to 100% for perishable crops and export crops. Therefore the annual loss in the priority crops due to pests are estimated at; US\$ 35-200 million (bananas), US\$ 60- 80 million (cassava), US\$ 10 million (cotton) and US\$ 8 million (coffee).

The examples of pests, diseases and vectors constraining the agriculture sector include; foot and mouth disease for example in the districts of Lyantonde, Sembabule and Kiruhura among 30 districts affected in 2017 , Spodopteraflugiperda commonly known as the Fall Armyworm, sweet potato butterfly (*Acraea acerata*) and sweet potato weevils (*Cylaspuncticollis* and *C. brunneus*) rampant in Masindi and Wakiso districts, coffee wilt disease, coffee twig borer, Banana brown streak virus, fruit flies, citrus canker, resistant ticks in animals, bird flu

and swine flu among others in fish and insects. Though there has been rampant outbreaks the solid early warningsystem to manage is no longer functional, pests disease and vector control continue to attract insignificant funding causing impromptu responses during outbreaks and inadequate management. We have observed that though crop pests and disease control under Crop Resources has been allocated 4.93millions and under the Directorate of Animals livestock disease control has been allocated 11.49 million, there is no allocation to control diseases under fisheries in the budget proposals for FY 2018/19. Further still, there is inadequate information about farmers' knowledge, perceptions and practices in the management of pest diseases and vectors which has hindered development of effective pest management approaches for smallholder farmers.

Recommendations

- Government through MAAIF strengthens the capacity of its inspection units in order to predict and manage pest, diseases and vector outbreaks in collaboration with extension service providers at the district local governments.
- Government through MAAIF should introduce massive vaccination of livestock as part of the communal pests and disease control under provision of agriculture extension, this should be supported with the monitoring and early warning system for pests and diseases.

2.15 Weak Food safety and standards

We commend government for its positive (2003) emergence response of the Uganda Food and Nutrition policy and more recently, the draft Food Safety Bill intended to replace 1964 Food and Drugs Act which awaits approval by Parliament. However, this draft does not solve the coordination challenge as food safety remains under the control of many and its infrastructure is still fragmented. The current Food Act does not address technological developments in the food industry such as food additives and contaminants and packaging. With the existence of an obsolete food law, Uganda relies heavily on other laws, which include the Uganda National Bureau of Standards (UNBS) Act (1983). Under this Act UNBS has the mandate to formulate and enforce national standard specifications for commodities and codes of practice; promote standardisation in commerce, industry, health, safety and social welfare and provide testing and calibration services to facilitate both regulatory and promotional roles. UNBS regulations on Imports Inspection and Certification (in combination with the food standards) are used to regulate the quality of foods manufactured locally as well as those imported into the country.

In line with the safety control practices, there other supporting legislation including the National Dairy Policy Act; the Public Health Act; the Dairy Industry Act and the Adulteration of Produce Act to mention but a few. In order for food to maintain human health, it should be nutritious, pure and free from any form

of adulteration. This can only be achieved through efficient food safety systems. Despite the technological improvements in agriculture, more toxic substances are entering our food chain.

There is an influx of food supplements on the market whose supply and consumption has remained unregulated. This gives an opportunity to deceitful business people to sell adulterated food products that affect people's health. If deadly products can still find their way into our market, then one wonders what will happen if genetically modified foods are legalised, especially that little is publicised on their effects. Surely, the food safety-related disease burden is the least Uganda needs to be tackling right now as we struggle to achieve the sustainable Development Goals as well as a middle-income status. In this regard, there is urgent need to move from the exportation of raw produce to products with added value to complement domestic standards. Products with added value come with more stringent standards since most of them are ready to eat, requiring no further processing. Uganda's food safety system therefore still comes into question for example failing to meet the requirements of prospective trade partners that would result in the failure to develop trade partnerships.

Recommendation

- We recommend government through MAAIF to prioritise food safety measures and standards for both ready to consume and commodity products among the sector priorities in terms of planning and budget allocation in the FY2018/19.

Conclusions

We applaud government for allocation of resources to the Contingency Fund for the first time since the enactment of the Public Finance Management act 2015 as amended, however, we wish to appeal to government to mainstream and operationalise the disaster management structures enshrined in the

disaster policy for proper planning, budgeting and prevention of the disaster in Uganda. With adoption and mainstreaming of the preventive measures of disaster at all levels there will be no need for funds in the contingency fund.



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