



Civil Society Budget Advocacy Group

**CSO Issue Paper on Disaster Risk
Management Budget issues for
Parliament to Consider
in FY2022/23
Ministerial Policy Statements**



Presented to the Parliament Committee on
Natural Resources, April 2022

Developed by CSBAG with support from OXFAM- EUTF





Uganda is a highly disaster-prone country affected by all type of hazards. According to the latest update of the INFORM1 Risk Index, Uganda ranks 21 out of a total of 190 countries analyzed worldwide in terms of risk driven by the increasing frequency, intensity and scale of disasters affecting Uganda.

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 resource mobilization and utilization 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.

Acknowledgement

This CSO position paper on the Ministerial Policy Statement FY 2022/23 was developed through a participatory process involving various members of the Uganda Humanitarian Platform including Care and Assistance for Forced Migrants, CEFORD, DanChurch Aid, Uganda Redcross Society, OXFAM, Uganda National NGO Forum Joint Efforts to Save the Environment and Climate Action Network Uganda with technical guidance and stewardship from CSBAG secretariat. We appreciate the Government of Uganda through the respective organs such as Parliament of Uganda, Ministry of Finance, Planning and Economic Development (MoFPED), for having availed space for CSOs to actively engage in the budget process annually as this process as well as upholding citizens' voices on the budget annually. Going forward, CSBAG and partners are committed to upholding a constructive engagement strategy as a way of ensuring budgets are inclusive for they reflect the aspiration of the poor and marginalized groups in Uganda.



1.0 Introduction

Uganda is a highly disaster-prone country affected by all type of hazards. According to the latest update of the INFORM¹ Risk Index, Uganda ranks 21 out of a total of 190 countries analyzed worldwide in terms of risk driven by the increasing frequency, intensity and scale of disasters affecting Uganda. Currently, the Government of Uganda is faced with responding to disasters ranging from drought, flooding, public health emergencies (e.g., Ebola Virus Disease and COVID-19), lightening, hailstorms, and landslides among others. Without adequate relief funding, these disasters present a risk of backsliding against development gains and achievement of the SDG targets.

Uganda also currently hosts more than 1.5 million refugees from neighboring countries, creating a unique population of concern for inclusion in national preparedness. Relatedly, Uganda is signatory to the Sendai Framework for Disaster Risk Reduction 2015–2030 that aims to achieve the following outcome: “The substantial reduction of disaster risk and losses in lives, livelihoods and health and in the economic, physical, social, cultural and environmental assets of persons, businesses, communities and countries.”

Natural disasters in 2020/21 caused Uganda an economic loss amounting to UGX. 563 Bn. This translates into 0.4% of GDP lost due to natural disasters. This loss was distributed across key sectors namely, Transport and infrastructure sector mainly roads and bridges - UGX 206.73billion, Commercial and Residential Housing - UGX 154.21billion; Agriculture - UGX 77.37billion; Education - 35.44billion; Environment and Natural Resources - UGX 33.75billion; Health - UGX31.86billion and Water and Sanitation - UGX 23.88billion (Annual State of Disaster report 2020).

1.1 Performance of Disaster Management Outcome Indicators in FY2020/21

Human mortality and missing persons directly attributed to water and environment related disasters per 100,000 population: During the FY 2020/21, the mortality related to natural disasters was 26 persons only. This translates into 0.06 persons per 100,000 population. This was lower than the 38 persons lost due to natural disasters in FY 2018/19. The major causes of natural disasters are floods, landslides and lightening. The disaster-prone areas include Mt. Elgon (Bududa) and Mt. Rwenzori (Kasese) areas.

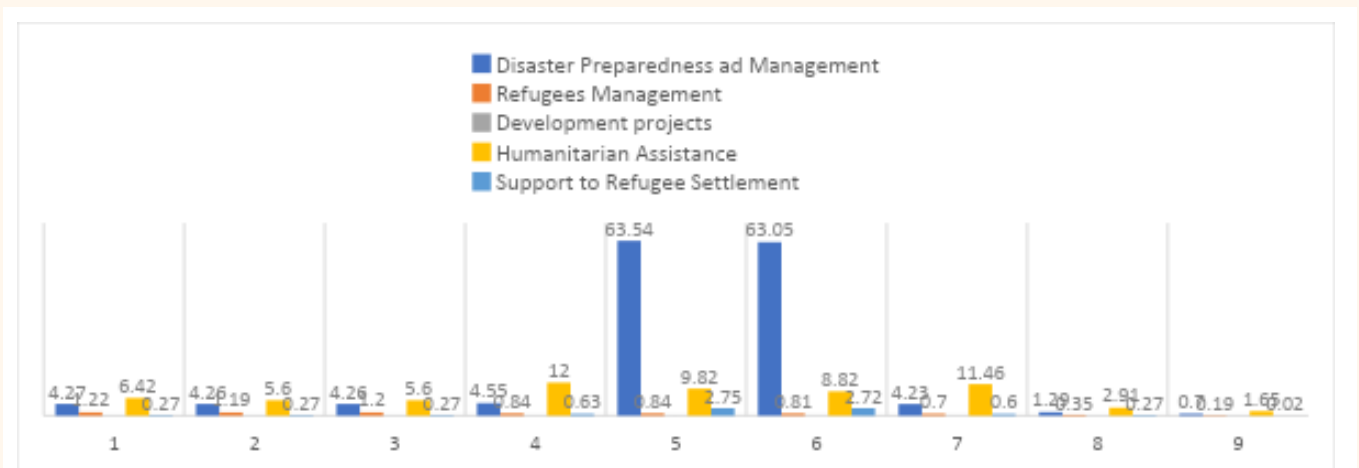
Economic Loss (USD) incurred per disaster as a % of GDP: In the FY 2020/21, the economic loss from disasters was estimated at UGX. 563 Billion in FY2020/21. This translates into 0.4% of GDP lost due to natural disasters (Natural resources programme performance report 2021).

¹ INFORM is a multi-stakeholder forum for developing shared, quantitative analysis relevant to humanitarian crises and disasters.

1.2 Budget Performance of Disaster Preparedness and Refugees management

Generally, there has been a decline in the budget allocation to the Disaster preparedness and refugees management sub programme in the Office of the Prime Minister. More specifically, there was a decline in the disaster preparedness and management sub programme budget from UGX4.55bn in FY2019/20 to UGX4.23bn in FY2020/21. Relatedly there was a slight decline in the humanitarian assistance subprogramme from UGX12bn in FY2019/20 to UGX11.46bn in FY2020/21 as shown in figure 1 below.

Figure 1: GoU Releases and Expenditures by sub programme from FY2018/19 to FY2020/21



Data Source: Budget performance reports from FY2018/19 to FY2020/21



2.0 CSO concerns and Recommendations on the FY2022/23 Ministerial Policy Statement

There are a number of concerns that we the civil society have identified in accordance to the FY2022/23 Ministerial Policy Statements for FY2022/23. These include the following below;

2.1 Inconsistencies in the operationalization of the Contingencies fund:

Section 26 of the PFMA 2015 (as amended) provides that a Contingencies Fund shall every financial year be replenished with an amount equivalent to 0.5% of the appropriated annual budget of Government of the previous financial year. The approved budget for the previous Financial Year (FY2019/200 was UGX40.49 trillion, which would have translated into UGX202.43 bn funding for the Contingencies Fund in the year under review. The OAG report 2021 noted that Parliament only appropriated UGX62bn to the fund, causing a deficit of UGX140.3bn. Underfunding the Contingencies Fund tends to distort implementation of the approved budget for the current year as evidenced by budget cuts and reallocations to fund supplementary budgets relating to natural disasters and emergencies that occur during the year.

Recommendation



- 1) Government should secure and explore ways of ring-fencing the funds meant for the Contingencies fund in accordance to the stipulations in the PFMA act 2015 (as amended).

2.2 Weak legal framework to manage natural disasters:

Disaster induced problems require a comprehensive and coordinated disaster management policy and legislation. The National Disaster Preparedness and Management Policy provides a basis for the formulation of a Comprehensive Disaster Management legal framework that will aid implementation of the policy. In 2019, OPM started the process of development of the legal framework with the formulation of the bill. As of today, OPM has developed a roadmap with a budget for the approval of the National Disaster Preparedness management Bill however it's not yet tabled to parliament.

Recommendation



- 1) OPM needs to expedite on the process of approval of the National Disaster Preparedness and Management Bill such that the responsible MDAs have legal mandate on disaster preparedness and response.

2.3 Ineffective weather data management & dissemination:

The government through the National Meteorological Authority has promoted weather data collection and dissemination of seasonal weather forecast through installation and maintenance of at least an early warning system per district. In the FY 2022/23, UNMA requires an allocation of UGX 2.3753 billion despite the proposed allocation of UGX 1.18054 billion which leaves a funding gap of UGX 1.19476 billion. This funding gap needs to be addressed to ensure that all districts are covered. As of FY 2020/21, the percentage of automation of weather and climate network increased from 51.4% in FY 2019/20 to 62% implying that 91 out of the 146 districts had at least an Automatic Weather Station (AWS) installed compared to 75 districts in FY 2019/20. The NBFP for FY2022/23 only allocated UGX 3.75024 billion of the required UGX 5.6 billion to install, operate and maintain early warning systems across the country leaving a funding gap of UGX 1.84976 billion. In line with dissemination, UNMA disseminates Information through countrywide radios and Television talk shows, print media, emails. However, these weather forecasts hardly reached the most targeted population in lower communities where most of the disasters strike in a timely manner and languages appropriate to them thus making the forecasts ineffective.



Recommendations

- 1) The funding gap of UGX1.195bn needs to be addressed to ensure that all the districts are covered effectively in order to strengthen the multi-hazard early warning Systems across country.
- 2) UNMA needs to enhance mechanisms of Disseminating of early warning information to the very lower local government structures where disasters occasionally strike in the country.
- 3) The development and implementation of appropriate preparedness and effective response should be based on an understanding of disaster risk in all its dimensions of vulnerability, capacity, exposure of persons and assets, hazard characteristics and the environment.

2.4 Limited capacity of Disaster Risk Response & Management structures:

Among the service delivery challenges observed by the Auditor General's 2021 report was non-functional District Disaster Management Committees (DDMCs). It should be noted that whereas the 2011 National policy for disaster Preparedness and Management provides for the participation of Lower local governments and CSOs in disaster risk management, the functionality of the DDMCs, Subcounty Disaster Management Committees(SCDMCs) and Village Disaster Management Committee (VDMC) is still inadequate as most of them have either not been oriented in accordance to their roles and responsibilities as stipulated in chapter 3 of the National Policy for Disaster Preparedness and Management (NPDPM). For instance, in the West Nile region in the year 2021 only 3 refugee hosting districts of Yumbe, Koboko and Obongi have active disaster structures with support from partners out of 12 districts in the region who manage to conduct monthly DDMC meetings. The inadequacy of their capacities in terms of disaster preparedness and response continually leaves the districts vulnerable to these occurrences and them being first line responders.

Recommendation



- 1) The Office of the Prime Minister needs to support the lower Local Government in establishing, orienting and operationalizing them to ensure they are able to conduct rapid assessments, collect disaster data and report timely.

2.5 Limited financing for Disaster risk response and management:

The Local Governments through the District Disaster Management Committees (DDMCs) are at the forefront of dealing with disasters, prevention and preparedness, however, they lack funding specific to these functions. There are hardly any LGs who allocate local revenues for disasters but always rely on development partners and OPM for assistance. The limited funding at LG level directed towards disaster management, preparedness and prevention has rendered implementation of the District Contingency Plans highly impracticable.

Recommendation

- 1) Local Governments especially those with a higher vulnerability to disasters need to allocate a portion (10%) of their local revenue towards disaster risk reduction and management.

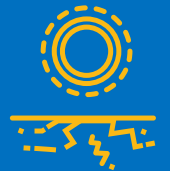
2.6 Poor coordination of disaster response among different agencies of Government and other humanitarian actors:

While recognizing the holistic institutional structure for disaster preparedness outlined in the National Policy for Disaster Preparedness and Management, in practice there are gaps in coordination that hinder successful disaster preparedness and response. Coordinating and managing these actors to minimize duplication and maximize synergies remains a challenge. Whilst the coordination between OPM, UNHCR and other humanitarian agencies is commendable, the coordination between Government and implementing Partners and LGs is still weak.

Recommendation



- 1) There is need for Government through OPM to strengthen coordination and engagement amongst all partners to maximize resources and avoid duplication of interventions.



The government through the National Meteorological Authority has promoted weather data collection and dissemination of seasonal weather forecast through installation and maintenance of at least an early warning system per district.

2.7 Scale up investment in environmental protection:

An increase in the natural population growth and population movement due to Uganda's open-door policy has seen an increase in environmental degradation. Uganda is currently hosting about 1.4 million refugees (OPM, 2018). The influx of refugees in Uganda has highly affected the environment since they heavily depend on natural resources to meet their basic needs such as shelter, land for agriculture and energy for cooking. Donor funding for refugees is mainly geared towards provision of life-saving services such as provision of water and healthcare and less on sectors such as environment.

Recommendation



- 1) To boost environmental protection and mitigate the likely negative and irreversible effects of environmental degradation, the Government needs to continually sensitize the population and invest more in interventions that are aimed at promoting sustainable land use and energy-saving technology as well as continuously sensitize both refugees and hosts on the dangers of environmental degradation.

3.0 Conclusion

Disasters undermine development given the effects they have on communities and economies at large, we therefore call for disaster mainstreaming into government policies, plans and programmes. In Uganda, this can only be fully effective if engrained in law, as adopted by the National Policy for Disaster Preparedness and Management and approval of the bill into a law.

References

1. *Budget performance reports from FY2018/19 to FY2020/21*
2. *Ministry of Water and Environment Ministerial Policy Statement FY2022/23*
3. *Natural Resources, Environment, Climate Change, Land and Water Management programme performance report for FY2020/21.*
4. *Annual State of Disaster report 2020*
5. *National Disaster Preparedness and Management Policy 2011*

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