



## Ministry of Gender, Labour and Social Development

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# ISSUES PAPER

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**STRENGTHENING  
HUMAN RESOURCES AND FINANCING  
FOR CHILD CARE AND PROTECTION SERVICES**



**“Hope Never Runs Dry”**



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Children need a listening adult who responds to their needs. Many children in this country do not have access to care and protection services which is essential for their proper growth. Many times at home, at work, at school or while driving with them in a car, we find it more natural to talk to the children than to listen to them and act. I see this paper as an opportunity to listen and act upon vulnerable children's social welfare to enable them develop to their full potential.

Children are human beings with rights, needs and feelings that need to be fulfilled. We need substantial resources (financial and human) to improve their social welfare; mainly care and protection as the way to ensure each child's growth to full potential.

My Ministry is dedicated to improving conditions for the child care and protection. The Children's ACT and the National Strategic Program Plan of Intervention 2 for Orphans and Vulnerable Children (NSPPI II, 2011-2016) that I launched on June 16th, 2011 are examples of national frameworks that favor excellent delivery of services to children.

In this endeavour, I appeal to the Ministry of Finance, Planning and Economic Development and development partners to increase funding to the social services ministries particularly my ministry (MGLSD) to enable us make meaningful interventions that will change the lives of vulnerable children. Some of us are considered successful adults, because of what our parents, neighbors, community and country invested in us when we were still children.

Thank You.

**SYDA N.M BBUMBA (MP)**

MINISTER FOR GENDER, LABOUR AND SOCIAL DEVELOPMENT

The Ministry of Gender, Labour and Social Development shall continue to lead and coordinate efforts geared to provision of child care and protection of vulnerable children. The recently launched NSSPPI 2 provides a framework for collaboration and joint action for delivery of comprehensive services through a multi-sectoral approach.

The ministry needs adequate resources to deliver efficient and effective services to vulnerable children and achieve major outcomes for orphans and other vulnerable children by year 2016, that include; improved economic security for OVC house holds, improved access and utilization of essential services as well as improved care and protection. All these outcomes will not be realized if funding and staffing levels as expressed in this paper, continues to be inadequate.

**Hon. Ronald Kibuule(MP)**

Minister of State for Youths and Children Affairs



# ACRONYMS

MOLG	Ministry of Local Government
OVC	Orphans and the vulnerable Children
MGLSD	Ministry of Gender, Labor and Social Development
SDIP	Social Development Investment Plan
PWD	People with Disabilities
SDS	Social Development Sector
ILO	International Labor Organization
UNICEF	United Nations Children's Education Fund
UDHS	Uganda Demographic Health Survey
UBOS	Uganda Bureau of Statistics
NDP	National Development Plan
HIV	Human Immune Virus
AIDS	Acquired Immune Deficiency Syndrome
UPE	Universal Primary Education
MDG	Millennium Development Goal
PLE	Primary Leaving Examinations
USAID	United States Agency for International Development
SUNRISE	Strengthening Ugandan National Response for implementation of Services to Orphans and other Vulnerable Children
CBSD	Community Based Service Development
CDO	Community Development Officer
ACDO	Assistant Community Development officer
SPWO	Senior Probation and Social Welfare Officer
SCDO	Senior Community Development Officer
TSO	Technical Support Organization
MFPEO	Ministry of Finance, Planning and Economic Development Officer
LG	Local Government

# EXECUTIVE SUMMARY

This paper highlights human resource and funding gaps that constrain provision of child care and protection services. It advocates for strengthening of social welfare workforce and funding to improve child care and protection services. Inadequate funding and staffing has promoted child vulnerability countrywide.

## OBJECTIVES

1. To advocate for increased government funding to the Social Development Sector at national and local government levels from the current 0.5 % to at least 1.6% of national budget and allocation of at least 5 % of Local Government revenue by 2013 to enable delivery of equitable social welfare services and better care and protection for children
2. To increase staffing for the social development sector workforce at national and local government levels by 10% by end of 2013.

**Increase funding to the social development sector from the current 0.5 % to at least 1.6% of national budget allocation and 5 % of Local Government revenue by 2013**

## Context

Public sector social development workforce and funding has overtime incredibly remained low at both national and Local Government levels. Over time, the MGLSD Staffing compliments for Social Protection Directorate have remained low with a number of positions particularly, under the department of Youth and Child affairs vacant.

In the Local Governments, the Departments of Community Based Services have persistent critical human resource and funding gaps that hinder delivery of child care and protection services. Staffing among critical social welfare frontline workers present very high vacancy rates; averaging only 41.3% of the approved CDO/ACDO positions filled. The 2009 staff update indicated 144 Sub-counties with not a single

CDO/ACDO position filled and 44% of the district assessed December 2010 had no substantively appointed Probation and Social Welfare Officer (the position mandated to lead implementation of the Children Act). On average, the ratio of social welfare worker to vulnerable children stands at 1:6000 compared to standard compliment of 1:200 for vulnerable populations, making the workload unmanageable. Assessment of social welfare staff indicated that 72% of current CBSD staff did not have adequate skills in social work indicating their limited competencies.

Besides, analysis of budget allocations indicated MGLSD and CBSD in LG receive limited funds for provision of services to vulnerable children. Over a three year period, resource allocation to MGLSD averaged at 0.5% of the overall government annual budget and CBSD received an average of 1.3% allocations to CBSD with less than 60% of allocations released.

Limited investments in social welfare services (child care and protection) in particular impacts on service provision for care and protection of children and their uptake of available services such as primary education, health, water and sanitation that are prioritized by the government. For example, in 2006, only 84% of school going age was enrolled in primary with only 53% and 42% of boys and girls respectively able to complete the primary course (UDHS 2006). Immunization of infants against killer diseases remain at an average of 85%

The potential effects on society if care and protection of children is not scaled up range from growing numbers of children living outside homes, to future huge unemployable delinquent youth posing threats of social instability. Assistance by the government, non-governmental organizations, religious groups, donors and bilateral agencies therefore, needs to encompass not only individual vulnerable children, but also entire households.

**CHRISTINE GUWATUDEDE KINTU**

PERMANENT SECRETARY

MINISTRY OF GENDER, LABOUR AND SOCIAL DEVELOPMENT



National Council for Children



# 1.0 STRENGTHENING HUMAN RESOURCES AND FINANCING OF SOCIAL WELFARE SERVICES IN LOCAL GOVERNMENTS



## 1.1 Introduction

This paper highlights advocacy issues for strengthening child care and protection workforce. It advocates for increased funding to the responsible line Ministry of Gender, Labor and Social Development and line departments in the Local Government particularly the department of Community Based Services. The paper highlights key inherent human resource and funding gaps that constrain efforts in the provision of child care and protection services and resultant drawbacks to effectively address child vulnerability.

Enhancing child care and protection for children calls for urgent initiatives that address system-wide constraints and scaling up interventions for care and protection services for children if the country is to achieve sustainable development and stability. There is evidence to show that such initiatives are inadequate as a result of lack of prioritization of the sector by the government in form of funding and staffing. The paper presents the cost of inaction on economic development and social stability. It targets key stakeholders in fostering child care and protection including; the Parliament, District Councils, Uganda Local Government Association, Urban Authorities Association of Uganda, Uganda Finance Commission, MoFPED, MoLG and other stakeholders that have a bearing on resource allocation to the Social Development Sector.

## 1.2 Objectives

This paper aims at achieving the following objectives;

- 1.2.1 To advocate for increased government funding to the Social Development Sector at national and local government levels from the current 0.5 % to at least 1.6% of national budget and allocation of at least 5 % of Local Government revenue by 2013 to enable delivery of equitable social welfare services and better care and protection for children
- 1.2.2 To increase staffing for the social development sector workforce at national and local government levels by 10% by end of 2013.

## 1.3 Background

### 1.3.3 Social Welfare legislation, policy context

Social Protection and the realization of people's rights including children is enshrined in the Uganda Constitution. Uganda is also a signatory to a range of international human rights instruments, including the Universal Declaration of Human Rights and the International Covenant on Economic, Social and Cultural Rights which provide for the right to social security (article 22 and article 9 respectively). The Social Development Sector under the Ministry of Gender, Labour and Social Development has vibrant legislative and policy environment for care and protection of children. The ministry has over time evolved legal and policy frameworks that relate to social protection of children;

- The Children Act cap 59
- The National OVC Policy 2004 and National Strategic Plan for OVC 2011/12-15/16)
- National Youth Policy:
- The National Child Labor Policy 2006:
- National Policy on Disability:
- The Uganda Gender Policy, 2007:
- National Equal Opportunities Policy 2006;
- The Disaster Preparedness Policy, 2005

The National Development Plan (2010/11 – 2014/15), recognizes the Social Development Sector (SDS) as a key pillar for development. MGSLD has just launched its Social Development Investment Plan (SDIP II), in which Social Protection of vulnerable children (Orphans and other Vulnerable Children-OVC, People with Disability - PWDs, elder persons, and the chronically poor among others) from deprivation and livelihood risks is one of the major focuses.

## 1.4 Current Child Vulnerability Status

Despite the adequate legal and policy frameworks, the current levels of orphans and child vulnerability is still reported as alarming in various national sector survey and studies; the Situation Analysis of Orphans and other vulnerable children in Uganda (2001& 2010), child labor reports by ILO and UNICEF; statistical surveys by UBOS; UDHS, National Population and Housing Census (1991 & 2002) LGDPs and NDP (2010/11 – 2014/15) among many others. Vulnerable children in Uganda include children living in extremely poor households, children infected and affected by HIV&AIDS, children with disabilities living in extremely difficult circumstances, children engaged in child labor (sex workers, bonded labor, illicit activities, work that stops school attendance, cattle rustling, and other intolerable forms of work), children experiencing abuse and violence e.g. survivors of sexual violence.

## KEY ISSUES

Increase staffing for the social development sector workforce at national and local government levels by 10% by end of 2013

Other vulnerabilities include children in abusive homes or institutions, street children/abandoned children/neglected children; children in conflict with the law; children from child headed households, children who are engaged in armed conflict as captives or child soldiers, and children living outside of family care (e.g. orphanages, children living with parents in prisons, babies and children's homes). Social exclusion limits children's access to services from the mainstream social service delivery programs notably, education, health, legal services, access to food and proper nutrition as well as psychosocial support.

## 1.5 Gaps in Child Care and Protection Services

According to the OVC Situation Analysis report 2010, an estimated 8.1 million out of 17.5million children below the age of 18 are vulnerable with estimated 1.3 million children critically vulnerable. The same report indicates that 7.5 million children experience child poverty and are deprived of essential basic services. The National Household Survey (2010) reveals that 12 per cent of children are orphaned. In addition, 32% of all children aged between 5 and 17 in Uganda are engaged in child labour while more than half of children 5-17 years are economically active which affects their school attendance (UNHS 2010).

An estimated 25% of teenage girls are sexually abused resulting into child motherhood and high risk to HIV/AIDS. Over 32,130 children between the ages of 10 to 17 head households and over 40,000 children live in institutional care. In addition, an estimated 10,000 live on the streets with no adult care. About 63 per cent (1,530,900) of the orphans live with caregivers other than a natural parent. It has been reported that at the time of arrest, some children are beaten, handcuffed, tied up and are pressured to admit guilt. 51% of the children interviewed attest to having been subjected to some form of torture and mistreatment during arrest. The above situation is exacerbated by the fact that national social welfare services are poorly funded and unable to respond to these child conditions.

Access to social services remains low due to limited community mobilization efforts. In 2006, only 84% of school going age was enrolled in primary. The low rate was further compounded by low retention and completion rates. According to the Education and Sports Annual Performance Report FY 2009/10, based on the EMIS, gender parity in primary schools enrolment was leveled at 50% for boys and 50% for girls.

Historically, social workers play vital roles in the social welfare systems. They facilitate access to shelter, health care, education, economic development, foster care and adoption, arbitration in conflict, abuse, violence and neglect. They monitor government welfare grants and also provide social services support through community mobilization, facilitate administration, research, planning, education, training and advocacy.

Overall, intervention to reverse child vulnerability status remains very low; only 10.7% having received at least one type of school support services, 4.1% received medical support in past 12 months, 0.9% received emotional support in past 3 months, 2.9% received social/material support in the past 3 months, and 6.1% received school related assistance in past 12 months (UDHS 2006). The proportion of schools that provided life-skills based HIV education in the last aca-

## KEY ISSUES

Intervention to reverse child vulnerability status remains very low; only 10.7% having received at least one type of school support services,

demographic year was reported as 15% in 2008. A strengthened social welfare sub sector would enhance linkage of vulnerable children to these services through timely identification and referral mechanisms. The persistent failure to recruit and deploy adequate social welfare workers and to fund them to provide social welfare services is negatively impacting on uptake of other essential services such as universal primary and secondary school education, immunization, among vulnerable children and their households. Mobilisation of communities for such services is the responsibility of the now inadequately funded social welfare and community development workers.

Persistent vulnerability of children in Uganda is reflective of the socio-economic and development circumstances. What emerges as the drivers or factors creating child vulnerability arise from social circumstances within wider communities such as poverty, armed conflict, HIV prevalence and family related factors such as divorce, low incomes, household food insecurity, and poor child care practices. Persistence of these circumstances is among other things a reflection of ineffective interventions due to limited human resources to offer social welfare and community development services.

The Probation and Welfare Officers (PWOs), Community Development Officers (CDOs) and their assistants (ACDOs) are responsible for handling child abuse cases; including attending courts and conducting social inquiries, provision of family counseling services and arbitration to solve family problems, evacuation/rescue of abandoned children and children held under ungazetted facilities or with adults, routine monitoring, support supervision and maintaining of children's homes, remand homes and foster parents and sensitization of Local communities and NGOs/CBOs/FBOs on Child Care and Protection, and referral mechanism for handling cases of child abuse. These services are marginally provided because of ill staffing and inadequate funding. Consequently, child care and protection efforts by mandated government departments such as Police, PSWO (CDO, ACDO) are curtailed as a result of minimal funding and inadequate human resource.



## 2.0 GAPS IN HUMAN RESOURCES AND FUNDING FOR SOCIAL WELFARE (CHILD CARE AND PROTECTION SERVICES)

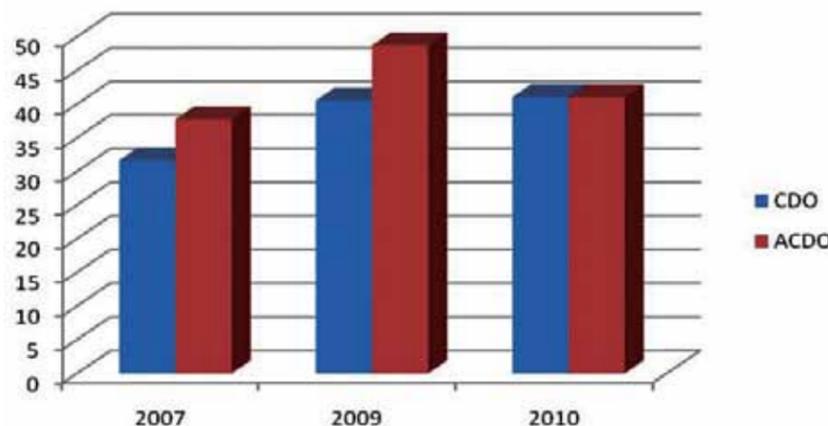
### 2.1 Human Resources

The Local Government restructuring report 2005 recommends senior position of PSWO at district level and two positions of CDO and ACDO respectively for every sub-county/ town council to among others provide child care and protection services. Currently, the average social worker-child ratio is 1:6000 (based on total number of vulnerable children) a deviation from the standard ratio of 1:200 vulnerable children. Analysis of social welfare workforce for the Community Based Services Department (CBSD) indicates critical gaps in the provision of child care and protection services. The analysis indicated high vacancy rates among child care and protection frontline workers with an average of only 41.3% of the approved CDO/ACDO positions filled.

The low ratio of staff to children population limits effective provision of child care and protection services among other roles they are charged with. Besides the situation is aggravated by high vacancy rates among CDO and ACDO that currently stands at about 59% of total approved positions in the Local Government. Evidence shows that a large number of Community Development Officers at sub county level are acting as sub county chiefs.

Further analysis of human resources status indicated that out of 1,035 sub counties analysed, 144 sub counties had no single CDO/ACDO position filled while 44% of district assessed had no substantive Probation and Social Welfare Officer (the position mandated to promote implementation of the Children's Act. Additionally, most CBSD staff have limited competencies in provision of social welfare services. The study indicated that 72% of current CBSD staff did not have adequate skills in social work.

**Graph 1: Staffing levels of CDOs and ACDOs (2007, 2009, 2010)**



## KEY ISSUES

Analysis indicates high vacancy rates among child care and protection frontline workers with an average of only 41.3% of the approved CDO/ACDO positions filled.

Reasons advanced for high vacancies include: limited wage bill provisions, absence of District Service Commission, CDO/ACDO positions not prioritized in recruitment and high staff turnover.

Besides low staffing, inadequate staff facilitation constrains provision of care and protection services for children. The study highlighted the following; inadequate transport (80%) lack of fuel (72%) inadequate and irregular funding for program work (64%), lack of staff allowances (52%), limited support supervision from Ministry and HLGs (44%) and the heavy work load for CDO and ACDOs.

**Table 1: Summary constraints to provision of Child Protection Services**

Constraints	Frequency	Percent
Inadequate transport	20	80
Limited and irregular fuel provision	18	72
Inadequate and irregular funding	16	64
No allowances	13	52
No support supervision from MGLSD & to LLGs	11	44
No computers and accessories	5	20
No tools and policy guidelines	5	20
In adequate knowledge and or skills	4	16
Work load in Social Sector	4	16
Inadequate stationery	3	12
No internet services	3	12
Office space, furniture etc	3	12
Poor information flow	1	4

Service provision by frontline workers is further constrained by limited staff competencies. Overall, the analysis reveals that 72% of the staff (A/CDO) did not have adequate skills in social work. Only 16% had sufficient training in child care and protection while 12% were partially trained. This indicates that beyond significant gap in staffing levels, CBSD employed, lack sufficient knowledge and skills to offer child care and protection services. The current funding level is inadequate to address the existing staff capacity gaps.

### 2.2 Funding Gaps

Over a three year period; resource allocation for the Social Development Sector averaged at only 0.5% of the overall government of Uganda annual budget. Local revenue allocations by Local Government averaged at 1.3 in 2008/2009 FY and at 1.4 2009/2010. However, even within the limited allocation to social sector; none of the conditional grant transfers to local government are for child care and protection.

## KEY ISSUES

Over a three year period; resource allocation for the Social Development Sector averaged at only 0.5% of the overall government of Uganda annual budget

Findings from MGLSD- SUNRISE OVC systems gaps analysis indicated limited prioritization and allocation of funds to the CBSD that is responsible for child protection. On average CBSD gets 1.4% of local revenue budget allocations. CBSD was allocated 1.3% of the district local revenue budget in FY 2008/2009 while in the FY 2009/2010 it raised to about 1.4%. Of this, in the FY 2008/2009, 44% was not released and about 30% not released in FY 2008/2009.

**Table 3: Budget**

District	District Budget		CBSD Budget		Actual released to CBSD		Percent of the district budget allocated to CBSD		Percent of district budget Released to CBSD	
	2008/09	2009/10	2008/09	2009/10	2008/09	2009/10	2008/09	2009/10	2008/09	2009/10
Mpigi	20,295,451,000	24,097,586,000	214,663,000	37,590,000	186,233,000	185,242,000	1.1	1.0	86.8	78.0
Iganga	21,030,192,110	22,605,175,058	190,110,939	428,286,282	190,110,939	333,452,582	0.9	1.9	100.0	77.9
Pallisa	18,966,542,540	22,813,692,334	135,096,707	168,844,719	83,431,445	15,185,809	0.7	0.7	61.8	9.0
Kibaale	14,420,127,376	16,844,632,807	467,871,463	481,678,213	224,892,497	284,490,744	3.2	2.9	48.1	59.1
Sironko	15,332,202,287	19,952,223,442	229,700,083	502,867,725	224,866,418	417,004,508	1.5	2.5	97.9	82.9
Ibanda	12,053,781,592	12,645,551,964	70,979,295	75,631,407	38,827,149	49,713,853	0.6	0.6	54.7	65.7
Namutumba	7,817,406,822	9,585,401,215	529,541,000	122,595,045	28,047,404	116,312,945	6.8	1.3	5.3	94.9
Anua	22,416,132,176	25,263,171,636	78,938,000	90,087,000	79,094,780	146,495,413	0.4	0.4	100.2	162.6
Kanungu	13,990,859,000	14,129,025,422	181,877,657	278,021,733	174,099,825	259,495,737	1.3	2.0	95.7	93.3
Bushenyi	34,562,052,968	36,125,642,888	314,095,608	456,489,543	123,870,380	225,595,607	0.9	1.3	39.4	49.4
	180,884,747,871	204,062,102,766	2,412,873,752	2,842,091,667	1,353,473,837	2,032,989,198	1.3	1.4	56.1	71.5

## 3.0 COST OF NOT INVESTING IN THE SOCIAL SECTOR (CHILD CARE AND PROTECTION)

## KEY ISSUES

### 3.1 Effect on Economic Growth

Despite Uganda's promising economic growth rate and poverty reduction gains; social exclusion of most vulnerable categories and their households continued to persist. According to the Uganda Chronic Poverty Report (2005) 23% of the total population of Uganda (about 7 million people) lives in chronic poverty, and continue to fall through cracks in most of the current development programs of interventions. Chronic poverty affect vulnerable population particularly children in these categories; the orphaned, those living with HIV/AIDS, children with disability, neglected children, street children; children heading families, children in conflict areas and those living in institutions who form about 56% of the population.

Any course of action that leaves out the current 8.1 Million OVC in Uganda means future graduation of large proportion of chronically poor people among the adult population

Therefore; any course of action that leaves out the current 8.1 million OVC population in Uganda means future graduation of large proportion of chronically poor people among the adult population. This will create a persistent economic dependency leading to pull back effects on current micro-economic gains.

Persistent denial of children to access essential services; education, primary health care, adequate nutrition, safe water and sanitation is not only violation of their human rights but also contributes to drawbacks on human development index. Without adequate collective action among countries, the burden of OVC is likely to diminish development prospects, reduce school enrolment and increase social inequity and political instability. (UNICEF/UNIADS report (2004; 10-11).

Widespread inequality in the population shall promote insecurity among the productive section limiting their innovation and motivation for investment in the country.



### 3.2 Effect on Social Justice and Security

The cost of inaction on the current limited child protection services at all levels is likely to lead to increased vulnerability of the disadvantaged sections of the population including increased numbers of street children, poor care for children infected and affected by HIV/AIDS, unwanted pregnancy, child labour, child headed households and children in conflict with the law.

Inequality if not seriously addressed can be a fertile ground for political upheavals, crime and other anti social behavior. A new paradigm, based on new understanding and real needs is therefore imperative to attain the development of the 21st century. Social protection needs to be institutionalized in the government budgets.



## KEY ISSUES

Social protection should be adequately institutionalized in the government budgets.

## 4.0 RECOMMENDATIONS

- 4.1 Chief Administrative Officers in all districts should fill all vacant positions that have funding in the wage bill allocation. The assessment indicated that 14% of current vacant positions had funding. If all were filled, on average the sector would have at least a CDO or ACDO at every sub county.
- 4.2 As a matter of agency, all positions of Probation and Social Welfare Officer should be substantially filled. This is the only position mandated to implement the Children's Act including care and protection of children.
- 4.3 Government should institute a conditional grant to all local governments to enable them to deliver social welfare services as is done in the case of health and education sectors. It is also necessary to include OVC in the local government performance assessment minimum conditions.
- 4.4 The Ministry of Finance Planning and Economic Development should increase funding to Local Government to enable hiring of staff (PSWO, CDOs and ACDO) so as to facilitate delivery of quality child care and protection services.
- 4.5 Local governments should prioritise CBSD staffing in the non-conditional grant provisions by MFPED and increase local revenue allocation from the current average of 1.4 to 5% by 2013 to facilitate delivery of social welfare services(child care and protection services.)

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**Ministry of Gender, Labour  
and Social Development**

**ISSUES PAPER**  
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