



The Republic of Uganda

NATIONAL POPULATION POLICY

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FOREWORD

In the early 1990s, Uganda Government realized the importance and significance of mainstreaming population dynamics (fertility, mortality & migration) in its development policies and programmes. Consequently, in 1995, Government promulgated Uganda's first ever National Population Policy. The 1995 Policy was responsive to the then prevailing unfavourable population situation of high fertility, high mortality and resultant high population growth rate. In addition, there were high rates of HIV/AIDS prevalence, low levels of literacy, low contraceptive prevalent rate as well as a very low life expectancy of only 43 years.

In 2006, after a decade or so of the implementation of the Policy, Government decided to review it and address the persistent high levels of fertility and mortality, integrate population factors in development planning at national, district and lower levels. This culminated in a revised 2008 National Population Policy.

More recently when the National Population Council (NPC) came into existence as a result of the National Population Council Act, 2014, the Council decided to revise the 2008 Population Policy. This was after the realisation that there were emerging population issues and new imperatives that needed to be addressed.

It is worth noting that since the last Population Policy was put in place, Uganda has made some progress in the field of population. Mortality in Uganda is declining with infant mortality having declined from 122 deaths per 1,000 live births in 1991 to 43 deaths per 1,000 live births in 2014 (UDHS 2014). Fertility, which was over 7 children for a long time, also declined (albeit slowly) from 7.4 in 1991 to 6.9 in 2001, to 6.2 in 2006 and to 5.4 in 2016. Life expectancy has risen from 43 years in 1991 to 63 years in 2016 (UBOS, 2016). It is noteworthy, however, that the current decline in both fertility and mortality remains slow and if the current trends continue, the situation will not enable the country to achieve its development objectives.

The new 2018 National Population Policy takes into account the provisions of the NPC Act, 2014; Uganda Vision (of attaining upper middle income status by 2040); the National Development Plans (and their processes) as well as other relevant international development frameworks like the ICPD; the Sustainable Development Goals (SDGs); Agenda 2030; EAC 2050 as well as the Africa We Want and Agenda 2063, among others. Furthermore, the 2018 National Population Policy recognizes that in addition to fundamentals like infrastructure, energy, ICT and telecommunication, Uganda needs to pay attention to its human capital development if it is going to benefit from its demographic dividend. In this regard, this new Population Policy will be a population-influencing policy and will focus on accelerating the reduction in both fertility and mortality to change the population age structure, reduce child dependency, invest in young people (their education, skills, jobs) and attain a quality, cohesive, productive and innovative population for social transformation and sustainable development. Under the overall coordination of the National Population Council (NPC), the implementation of this Policy will put the country on a trajectory to harness its demographic dividend in the years to come.

Hon. David Bahati, M.P.

Minister of State for Finance, Planning and Economic Development (Planning)

CHAPTER ONE

Background

This 2018 National Population Policy aims at consolidating and further concretizing the gains that Uganda has made over the last 20 or so years in the area of population planning. The country realized early in the 1990s that the duality of population, as the subject and object, in programme design called for special care to integrate the unique population factors in the planning process. The integration is expected to augment efforts aimed at turning the country's abundant human resource into a compelling force for social and economic transformation and development.

Uganda's population has increased eightfold over the last 70 years from a population of 4.9 million in 1948 to an estimated 38.8 million in 2018 (Uganda Bureau of Statistics, 2018), implying an average annual growth rate of about 3 per cent. This high population growth has been fuelled mainly by the persistently high fertility coupled with high but declining mortality. The country's Total Fertility Rate (TFR) hovered around 7 children per woman for over 30 years and only declined slightly to 6.7 in 2006 and continued to decline to 6.2 in 2006. Currently, it stands at 5.4 as estimated by the 2016 UDHS. On the other hand, and more recently, the country has registered an impressive mortality decline with infant mortality dropping from 122 infant deaths per 1,000 live births in 1989 to the 43 deaths per 1,000 recorded in 2016. The unrelenting fertility levels have produced a large population reservoir, generating a population momentum that will ensure that even if fertility were to drastically drop now, the population will continue to grow for the foreseeable future. At the current growth rate, the country's population is projected to reach 71.4 million by 2040 and 86.5 million by 2050 (Uganda Bureau of Statistics, 2015).

Consequently, Uganda has a youthful population as evidenced by the country's broad-based age structure. Recent data from the 2014 Population and Housing Census indicate that 47.9% or 16.6 million Ugandans were below 15 years of age; 49.2% or 17 million were between 15 and 64 years, comprising the working age population; and only 2.9% were aged 65 years and over (Uganda Bureau of Statistics, 2014). In addition to the population momentum arising out of the large cohorts of young women who will continue entering the childbearing years and contribute to prolonged population growth in the country, having a youthful population also means having a large number of young dependants burdening the working age population. The age dependency ratio now stands at 103, having slightly declined from 110 in 2002. This economic burden that the productive population must bear signals lower investment and saving propensity.

This 2018 National Population Policy will be implemented within the country's Comprehensive National Development Planning Framework (CNDPF) in which short, medium and long-term development profiles are defined. These include Uganda Vision 2040 which is operationalized through five-year medium-term plans among which the first National Development Plan (NDP I) was concluded in 2015 while the second National Development Plan (NDP II) runs up to 2020. These are the basic development frameworks in the context of which population policies are implemented in an integrated and multi-sectoral approach.

This Policy builds on progress made in previous population policies while responding to new realities and challenges with respect to Uganda's population dynamics and the resultant preponderance of young people in the population. In addition, the formulation of this policy

encapsulates the country's efforts to highlight and localize international commitments. Thus the policy formulation process reflects the evolution of population and development related issues since 1994; at the global level, such as the International Conference on Population and Development and its Plan of Action (ICPD-PoA) in 1994, the Millennium Development Goals (MDGs) in 2000, and the Sustainable Development Goals (SDGs) in 2015; at the continental level such as Agenda 2063; and at the regional level such as EAC 2050.

Population Policies in Uganda

As far back as 1988, Government of Uganda acknowledged the importance of putting population issues at the centre of its development plans and programmes. In 1995, the 1st National Population Policy for Sustainable Development was promulgated by Government. It highlighted the important need to integrate population factors into the Poverty Reduction Action Plan (PEAP) at national and lower levels. This Policy was revised in 2008 (NPP 2008) to respond to emerging issues in the national development arena as well as new international commitments on Reproductive Health, Gender, Population and Development, as well as the Environment.

In both the 1995 and the 2008 policies, the country was pursuing a population-responsive policy thrust, i.e. largely investing in the amelioration of the effects of adverse population dynamics particularly fertility and mortality. These policies thrusts saw to increased spending on immunization and other child health programmes as a response to the very high infant and child mortality at the time. These programmes were supplemented with reproductive health programmes to respond to the high fertility and the attendant high maternal mortality but also to further augment successes realized in child health interventions. The high fertility policy response also saw the expansion of primary education, culminating in universal primary education (UPE) in 1997.

The population-responsive policy approach arguably led to successes in drastically reducing childhood mortality although maternal mortality still remained stubbornly high. Infant mortality dropped from 122 deaths per 1,000 live births recorded in 1991 to 43 deaths in 2016, representing a 63 per cent drop. However, maternal mortality declined modestly from 506 in 1988 to 336 in 2016, a decline of only 34 per cent. As is typical with population-responsive policies, fertility remained unchanged for a long time. It first showed signs of a significant downward turn in 2011 when fertility was recorded as 6.2. To date, it has declined from the 7.1 children per woman recorded in 1988 to 5.4 in 2016, a decline of only 24 per cent. This is, at least partly, the explanation for the persistently high maternal mortality. The slow decline in fertility is due to the fact that population-responsive policies depend on ideation changes to bring about change in fertility. For example, that with the dramatic decline in infant and child survival, couples will eventually start demanding fewer children.

The increased child survival, coupled with persistently high fertility, has led to a large segment of young people. Cognizant of this fact, Uganda Vision 2040 pronounced this young population as an important resource to be mobilized in the country's socioeconomic transformation drive in what has come to be known as "**harnessing the demographic dividend**". This is defined as "an opportunity for economic growth and development that arises as a result of changes in population age structure which are likely to happen when fertility rates decline significantly, prompting the share of the working-age population to increase in relation to previous years".

The larger working-age population can structurally enable a country increase GDP and raise incomes. This is the economic benefit that can arise out of a country's taking advantage of its changing population age structure by adopting clear, focused and sustained policies that empower the country's working population and its potential labour force to become the engine of economic growth of the country.

Realizing the demographic dividend will therefore not be automatic. It will call for concerted efforts on the part on various actors in the different walks of life. To this end, this 2018 National Population Policy is proposing a move away from the erstwhile **population-responsive policy** thrust to a **population-influencing type of policy**. The proposed policy initiative is designed to outline a package of policy actions, as the prerequisites to harnessing of the dividend, to guide the course of population dynamics over the next thirty years. The critical actions are pronounced as:

- (i) Rapid fertility decline; the decline has to be rapid because there is only a brief window of opportunity (30 – 50 years) within which the change in age structure can perform the economic “miracle”;
- (ii) Definite infant and child mortality decline;
- (iii) Massive investment in education of both boys and girls; and
- (iv) Concerted investment in appropriate skills development (human capital).

The basic premise therefore is: targeted investment in the current young people in order to reap the benefits in future.

Population and Development Inter-Relationships

The relationship between population growth and economic development is very complex, and the net effect of population factors on sustained economy is sometimes ambiguous. A reduction in the population growth rate is believed to improve the country's prospects for economic development, which in turn, enhances a country's ability to improve the lives of its citizens. This belief, while not accepted universally, is based on the reasoning that a reduction in fertility reduces the size and proportion in the 0 to 4-year age group and, therefore, reduces the demand made by education and health services for government resources. A reduction in the population growth rate implicitly has been assumed to improve human wellbeing. The actual impact of reduction of population growth on the improvement of human wellbeing depends upon the way education, health and economic policies are formulated and implemented in a country.

The threats posed by high population growth can be evident from two dimensions. First, at the micro level of individuals and families, large families are associated with high dependency burdens and low investment in the welfare of children and their preparation for young adulthood. Second, at the macro level, high rates of population growth hinder investment in both human and physical capital formation, and exert pressure on the environment and an often fragile resource base. It is recognized that fertility regulation and reduction in mortality rates through better health, education and employment opportunities will stimulate household saving and investment. This synergetic relationship is one of the main reasons for a population policy as an integral component of any poverty reduction strategy.

Education and Health

The education and health sectors are at the forefront of the population policy debate regarding the relationship between population and economic development. Education and health are catalysts of the development process, both at the individual and societal levels. The education invested in today's children is expected to determine the human capital skills of tomorrow's labour force. In addition, better-educated parents are themselves likely to have fewer children with regard to enhanced prospects for good health and survival. Therefore, the reduction of population growth rate will make it possible to reap the longer-term payoff of educational investments. Furthermore, better-educated parents are likely to have fewer children because they are more likely to know about, and use, family planning.

Evidence from the 2016 Uganda Demographic and Health Survey presented positive trends in health indices. A healthy population promotes productivity of the labour force. However, rapid population growth reduces governments' per capita expenditure, hence reducing its ability to provide adequate health services. Poor health status in the population leads to increased morbidity and mortality (illnesses and deaths), which in turn adversely affects the supply and productivity of labour and eventually economic growth. One of the most important links between population and health is the one with child spacing and maternal and child health. Demographic and Health Surveys have confirmed that illness and deaths are more likely among children when the duration of birth intervals are shorter than when births are spaced by at least two years. There is also evidence that maternal health is adversely affected by shorter intervals between births. Hence family planning can improve the health of both mothers and children. The scourge of HIV/AIDS and malaria in Uganda and their impacts on health severely compromise the transition from high to low levels of mortality.

Employment

High population growth rates affect the country's ability to create employment for its people. High fertility and mortality require the government to spend more and more resources providing social services like education and health. This requirement competes with the demand on public resources for investment in areas like transport, energy, ICT infrastructure, agricultural production support and others which would stimulate private sector investment in the productive sectors of the economy to create jobs.

It must be noted that the population problem is not so much in its size and some have argued that a large size population is actually good for the economy in terms of production potential, economies of scale and the promise of a large market. Rather the population problem lies in the rate of increase. The high fertility coupled with declining mortality have given rise to successively larger cohorts of people being added to the population every year. This fact means that an ever larger number of workers are added to the labour force every year. This number far outpaces the number of jobs that are created in the economy every year.

However, the population-employment relationship is not unidirectional. Employment is believed to influence population behaviour as well. It is hypothesized that when women take up paid employment outside the home, it has serious impacts on their demographic behaviour. The logic is that due to the incompatibility of large families with paid employment, women are more likely to adopt smaller families. Lower fertility in addition to stimulating better education and employment opportunities would redress the dependency burden, which in turn, improves savings and investment.

Rapid population growth on the other hand, does not only negatively affect the capacity to create jobs and absorb the supply of labour, but could lead to tight competition for limited employment opportunities, and result in the violation of core labour standards: i.e. the

minimum age for employment and hence child labour, discrimination, etc. Job creation alone is not sufficient as quality, productivity, adequate remuneration and protection of fundamental rights are equally important for human capital development. The mismatch caused by population growth in labour supply and demand adversely affects the promotion of international labour standards as well as issues of gender equality.

Agriculture, Environment and Natural Resources

The combination of population pressure on the land and prevailing agriculture and land-use practices accelerate deforestation. Cultivation of marginal lands can have a concomitant effect of environmental degradation, further eroding the soil, and depleting shallow water resources and creating greater poverty. From an economic standpoint, the pressure of rapid rural population growth on land in some countries erodes per capita output through declining productivity. Similarly, the limited growth in the demand for labour in the urban formal sector coupled with the low skills level of most migrants has pushed many migrants to the informal sector. The influx of people into the volatile informal sector has likely depressed earnings in this sector. This has boosted the numbers of the urban poor who have in turn invaded and degraded the delicate urban environment like green belts and wetlands. Consequently, in the absence of adequate agricultural and environment protection policies and land use reforms, rapid population growth has greatly contributed to increasing poverty in rural, as well as urban areas, by virtue of rural-rural migration and rapid urbanization.

In summary, the relationship between population and economic development implies that, in order to attain a sustained level of economic development, population should be managed through a set of factors, including reproductive health, education, employment and rural-urban migration, and environmental management. The proper management of the population – development equation must incorporate conscious and strategic development of human resources and skills building. A direct consequence of this proper management will be better economic opportunities, improved household savings, and subsequent poverty reduction in both rural and urban areas. More importantly, the improvement of the standards of living and aspiration to better quality of life is expected to further enhance the desire for smaller family sizes.

Rationale for Revision

The pursuit of appropriate population policies responsive to prevailing demographic situations and then switching to population-influencing policies at the appropriate time has yielded some positive results for Uganda as outline in the previous section. The socio-economic and development landscapes have significantly changed. Some critical areas of development remain inadequately addressed, while new and emerging issues arise and these are both at national level as well as globally. These developments therefore necessitated a review of the existing policy with a view of making it more relevant to the new country situation. Specifically, the policy revision was necessitated by the following considerations:

- a) Ten (10) years of implementing the 2008 Policy provides a wealth of experience both in terms of challenges as well as opportunities.
- b) Changes in population patterns and trends. There are now clear signs that a fertility transition has started in Uganda's population. This significant development calls for a new policy framework to cater for the acceleration and completion of the demographic transition.
- c) Changes in the socio-economic context. The 2008 Policy was formulated and implemented within a socio-economic environment of poverty eradication under the rubric of Poverty Eradication Action Plan (PEAP). With some of the economic successes that the country has experienced, and the possible commencement of oil

production, the country's development thrust has shifted to industrialization and wealth creation. The Population Policy needed to be revised to reflect this development shift. It is important while the Policy recognizes the need for the country to continue prioritizing its development fundamentals (e.g. infrastructure, ICT, energy, transportation), the country must also **focus on its human capital development if it is going to harness the demographic dividend (DD).**

- d) Need to accommodate emerging developments in the global and regional agenda. These include the sustainable development goals, Africa Agenda 2063 and EAC 2050, among others.
- e) Taking advantage of emerging opportunities presented by the Demographic Dividend. The timely reaping of the economic miracle from the dividend calls for a policy direction that focuses on targeted strategic investments away from the "business as usual approach" of the erstwhile policies. The country should get and stay on the course/roadmap for harnessing the demographic dividend.

In light of the above considerations therefore, the main thrust of the new policy will be on accelerated fertility and mortality reduction as well as investing in the young people in order to realize the demographic dividend. For this policy to be effective, its implementation will be guided by comprehensive stakeholder collaboration through a multi-sectoral approach. Success of this approach will depend on embedding and mainstreaming the population issues and actions outlined in this policy in Planning Frameworks, Ministerial Policy Statements, National Standard Indicator Framework, Budget Framework Papers, and the Certificate of Compliance.

CHAPTER TWO

Population Dynamics and their Implications

This chapter will be subdivided into two sections viz: the first section will handle population dynamics and their implications on development; while the second section will focus on implications on selected strategic areas as outlined in the national priority areas in Uganda's Vision 2040 and National Development Plan.

Population Dynamics

The three (3) components of change in any population are **fertility** (defined as the average number of children per woman of reproductive age), **mortality** (deaths) and **migration**. The population of Uganda has grown more than sevenfold from 4.9 million people in 1948 to 34.6 million in 2014 (UBOS, 2016). This rapid population growth has mainly been a result of a combination of high fertility and declining mortality. Uganda's population is predominantly young with 78% below the age of 30. In addition, 47.9% of the population is in the age group 0 – 14, reflecting the high child dependency burden in the population. The dependency burden poses challenges for Uganda in its efforts towards the attainment of socio-economic transformation and sustainable development.

Fertility

Uganda's total fertility rate (TFR) remained persistently high above 7.0 from 1969, when more reliable measurement of fertility started, up to 2000. It started declining marginally from 6.9 in 2001 to 6.2 in 2006 and further declined to 5.4 in 2016. TFR is higher in rural than urban areas, higher among women with lower education; and among women in the lowest wealth quintile.

The high TFR in Uganda is attributable to a number of factors among them, a pronatalist culture that pushes a preference for many children; low median age at marriage (18.1 years) and childbearing (18.9 years); and low demand and low uptake of modern contraceptives. It is noteworthy that CPR showed an increase (albeit slow) from 18% 2000 to 35% in 2016.

It is equally notable that Uganda has a high level of teenage child bearing. Teenage child bearing has remained stubbornly high at 25% from 2006-2016. This means that in Uganda, females between the ages of 15-19 are already mothers or carrying their first pregnancy (UDHS 2016).

Mortality

Mortality in Uganda remains high although there has been considerable progress over the years. Infant mortality rate declined from 122 deaths per 1,000 live births in 1991 to 43 per 1,000 live births in 2016 (UDHS 2016). Under-5 mortality rate declined from 128 deaths per 1000 live births in 2006 to 64 deaths per 1000, in 2016. The key driver of the Under-5 mortality is the hitherto unresponsive high neonatal mortality which was 33 deaths per 1000 live births in 2000 and only declined to 27 deaths per 1000 live births in 2016. Regarding the health of mothers in Uganda, pregnancy and child birth adversely affect the health of mothers. Although maternal mortality ratio is declining, it is still unacceptably high at 336 deaths per 100,000 births having declined from 438 in 2000. In general, there has been an improvement in both childhood mortality and adult mortality. Consequently, the life expectancy has been increasing from 43.1 in 1991, 50.4 in 2002 to 63.7 in 2014 (UDHS 2016).

Migration and Urbanisation

Migration is classified into international and internal migration. International migration consists of immigrants and emigrants. It is the international migration that would affect the

country's population growth, while internal migration influences distribution of the population across districts and between rural and urban areas. According to the latest Uganda National Household Survey (UNHS), 16% of the population reported themselves as migrants in the five years preceding the survey, and of these 45% were rural - rural migrants. The place receiving the highest number of migrants was reported to be Kampala city (UNHS, 2016-17).

Historically, migration has been insignificant in Uganda's population growth. In addition, periodic censuses have all shown that net international migration has very little consequence on population change. This scenario is beginning to change with the political instability engulfing the region today giving rise to streams of involuntary migration. Currently, Uganda hosts 1.4 million refugees. The majority of these are women and children from the neighbouring countries which puts more pressure on the already constrained social services. The refugees have imposed a huge burden on border districts while others have moved to urban centres including the capital, Kampala.

Internal migration, on the other hand, has been a formidable force in population re-distribution. The commonest form of internal migration has been rural to rural migration, followed by rural – urban movement. Internal migration has tended to be from high density rural districts to lower density ones and also to major urban centres particularly Kampala. Of late, internal migration has led to land disputes in receiving areas, while in urban areas there has been an increase in slum population.

In Uganda, urbanization has been increasing overtime. The urban population has increased from 1.7 million in 1991 to 8.4 million in 2014. Of this urban population, almost 40% live in the capital city of Kampala. Although growth of the urban population has been accelerated by internal migration, there are two other factors which have contributed immensely to urban growth in Uganda though they have tended to militate against the urban concept. These are: reclassification of rural areas as urban and the rate of natural increase in urban areas. The urban population is projected to reach 20 million in 2040 (UBOS, 2014).

Population Size, Growth & Structure

As a result of the high fertility and declining mortality, Uganda's population has grown from 4.9 million in 1948 to 34.6 million in 2014. Uganda's population growth rate currently stands at 3.0% per annum having peaked at 3.2% between 1991 and 2002 (Uganda Bureau of Statistics, 2014). At the current rate of growth, the population of Uganda is projected grow to 55 million in 2030, 71.4 million in 2040 and 86.5 million in 2050 (UBoS, 2015). The population had an almost balanced sex ratio in 2014 of 50.7% females and 49.3% males.

As a result of the prolonged period of high fertility, Uganda has one of the youngest populations in the world with a median age of 15.2. This pattern is clearly visible in the population's broad-based age pyramid. This age structure has also generated a dependency ratio of 103 which means that for every 100 persons of working age, there are 103 dependants. The population of youth aged 18-30 stands at 22.5%, while 78% are aged below 30 years.

If the current trends of declining fertility and mortality are accelerated, the population age structure will transform from being broad based to a bulge in the working population, greatly reducing the dependency burden. The reduced burden will create a situation that is more conducive to saving and investment at both national and household levels, providing an opportunity for the country to harness its demographic dividend. Delaying onset of childbirth and family planning utilisation are the major cornerstones to accelerating rapid fertility decline.

Implications

Population dynamics have implications for all aspects of human development. Some of these implications could be positive while others negative. It is their management that makes a difference between a successful development strategy and one that is not. The implications of these dynamics, therefore, form the core of any population policy response. A population policy will seek to ameliorate, re-direct or re-shape these implications. This policy has chosen to follow a population-influencing approach and the implications have been grouped into four strategic focus areas taking into account the national development priority areas as outlined in the Uganda's Vision 2040 and National Development Plan. These are:

- i. Urbanisation
- ii. Labour market (employment and incomes)-proportion of the working population in cash employment
- iii. Human capital development (education, HIV/AIDS, GBV, malnutrition)
- iv. Environment and Natural Resources and Climate Change

Urbanization

Uganda is one of the most rapidly urbanizing countries in the world with the percentage of people living in urban areas doubling between 2002 and 2014 from 12.3 to 24.3%. It is further projected to increase from 8.4 million in 2014 to 20 million in 2040. Urban growth is largely attributed to rural urban migration and partly to the gazetting of new urban areas. The population sizes of urban areas vary between 2000 - 1,500,000 people. Urban areas are constituted of town boards, town councils, municipalities and the cities. At the moment, there is only one city in Uganda which is the capital, Kampala. Municipalities and the city are higher self-accounting local governments constituting the bulk, 64%, of the urban population in Uganda.

It should be recalled that Uganda's Vision is "***A transformed Ugandan society from a peasant to a modern and prosperous country within 30 years***". In operational terms, the Vision was re-stated as, "**A competitive upper middle income country with per capita income of USD 9,500 by 2040**". A cornerstone of attainment of this Vision therefore is the achievement of transformation from peasantry to modernity. Consequently, urbanization was selected as one of the key development strategies from NDP I through NDP II. The main rationale behind this selection was the character of urbanism which the antithesis of peasantry. To this end, rural – urban migration was encouraged in order to promote the "urban character" as a change agent in social organization.

The effect of urbanization was expected to operate as a transformational force in a number of demographic, economic and social indicators. These include; **total fertility rate** (with urban areas having far lower fertility than rural areas); **under-5 mortality** (being much lower in urban areas); **nutritional status, especially of children** (being superior to those of rural children); and **poverty levels** (being much lower in urban than in rural areas).

These better indicators in urban areas were expected to result from more rational behaviours, a better work ethic and higher achievement drive, as well as better application of scientific approaches to problem solutions, all powered by the urban character. These would change the people's attitudes and utilization of infrastructure and services in areas such as health, education, employment and general welfare.

However, although the rapid urban growth did take place, the expected urbanism and growth of the urban character didn't materialize. What has resulted is instead the opposite, i.e. developments that are inconsistent with urban ways of life and overstretching of existing urban infrastructure and other amenities, thus adversely affecting the welfare of the urban population.

The failure in the growth of urbanism may be attributed to the following factors:

- i. **The problem of primacy:** The metropolitan area of the capital Kampala now accounts for nearly 40% of urban population. This means that not only do the other urban areas tend to be under developed and fail to attract the urban-bound migrants, but also that Kampala city will fail to keep up with the demands of this growing population. It is noteworthy that more than half of the population of metropolitan Kampala falls outside the administrative boundaries of the city.
- ii. **Preponderance of an urban sprawl:** Due to the population growth pressure, almost all urban centres in Uganda have failed to develop urban-type settlement patterns for the rapidly expanding population. Instead, settlements have tended to spread out in an urban sprawl similar to rural settlement patterns, thus curtailing urbanism development.
- iii. **Insufficiently educated human resource:** One of the critical driving forces of the urbanization strategy is education as a transformative factor. However, urban educational attainment, though higher than in rural areas, was not found to be adequate enough to spark meaningful transformation.
- iv. **Inadequately skilled labour force:** Another transformation driver in the urban setting is the skilled labour force. The rapid population growth was found to be outpacing the ability of existing institutions to provide the necessary skilling with the result that most of the labour force was not appropriately skilled to urban standards.

One of the most striking result of this failure to develop an urban character in Uganda's urban areas is that over the past two decades, urban centres have been growing more from natural increase than from migration, with a TFR of about 4 children per woman. What is even more surprising is that while rural fertility has been declining, the urban TFR has remained relatively constant. This development has to some extent been a result of massive re-classification of rural areas as urban without adequate investment in development of an urban infrastructure, leading to large increase in the phenomenon of urban poor and creation of slums.

The failure in the development of urbanism also has adverse effects on the other development priority areas outlined below.

Labour Market Participation

The pursuit of the national Vision to transform the population from peasantry to modernity means that the proportion of the working-age population in cash employment has to increase tremendously while those in the subsistence economy decline.

Employment is defined as working for pay or profit whereas working is doing any legal economic activity that contributes to the GDP. For the population to meaningfully participate in employment, they must have the necessary skills to sell in the labour market or use the skills to drive their own enterprises. According to the national household survey 2016-17, the working age population of Uganda is 19 million. Of these, 15 million (79%) are in some form of economic activity. Of the 15 million, 60% are employed while 40% are in subsistence agriculture. The population engaged in subsistence agriculture and those in low level

employment have been shown to have the highest fertility and mortality indicators. Consequently, they get locked in a poverty trap because they cannot get good education for their children, leading to lack of skills and a failure to participate in high level cash employment. Therefore, special efforts will be needed to transform this segment of the population.

Human Capital Development

A country's most important resource is its human resource. Human capital development is essentially turning that human resource into an instrument for development. For that transformation to happen, the human resource must be adequately prepared, in that it has to be healthy, well educated, appropriately skilled and free of any other encumbrance so as to exercise of their full potential. Some of the undesirable implications of the unregulated population dynamics suppress full development of the human resource. Yet the country's human capital is the cornerstone of its overall development strategy. Below, are discussed some of these implications.

Poverty

As pointed out above, unregulated fertility leads to problems of poverty, sometimes locking whole sections of the population in vicious circles of the same. Poverty levels in Uganda have been on a downward trend. In 1991 it was at 56% meaning that one out of every two Ugandans lived below the poverty line. These poverty levels have since declined to 21.7% in 2017. However, the absolute number of the people living below the poverty line has remained high. This is partly due to the high fertility leading to a rapidly growing population. In addition, data have shown a strong relationship between the women in the lowest wealth quintile with the high fertility and low child survival of their children. According to the UDHS 2016, women in the lowest wealth quintile have almost 3.3 more children than those in the highest wealth quintile.

Maternal & Child Health (MCH)

High fertility and high maternal mortality have adverse effects for the health and wellbeing of both mothers and children. The high frequency of births puts mothers at a higher risk of death. Since high fertility typically has an early commencement, such women are likely not to have attained high levels of education and therefore unlikely to have careers. This puts children in double jeopardy in that children of high parity mothers as well as children whose mothers do not survive childbirth are at higher risk of death.

Maternal mortality in Uganda has remained high. However, more recently, it started declining, albeit slowly, from 438 deaths per 100,000 live births in 2000 to 336 deaths per 100,000 in 2016. It should be noted that most causes of maternal mortality are preventable. These include: haemorrhage (42%), obstructed or prolonged labour (22%) and complications of unsafe abortion (11%). Other direct causes of maternal deaths are hypertensive disorders and postpartum infections (sepsis). For children; the major causes of death include malaria, acute respiratory infections, diarrhoea, measles, HIV/AIDS and malnutrition which are also preventable.

Research has shown that reproductive and child health indicators improve with improved household incomes. For example, only 22% of women from the poorest households use a modern contraceptive method compared to 42% of women from the wealthiest households. Under-5 mortality is higher among children in the poorest households (88 deaths per 1,000 live births) compared to children in the wealthiest households (53 deaths per 1,000 live births) (UDHS, 2011).

Adolescent Sexual and Reproductive Health (ASRH)

Considering that Uganda is an extremely a young nation, the health of the young people is of national concern. Adolescent sexual and reproductive health (ASRH) is one of the key components of reproductive health. This is particularly important if Uganda is to address the current levels of high child bearing, especially of young girls.

The term "adolescent" refers to people aged between 10-19 years, and “youth” are those aged between 18-30 years. “Young people" is a term that covers those aged 10 – 24 years. Addressing the sexual and reproductive health situation of this population group is important because it constitutes a large proportion of the country’s workforce both now and for a long time to come. Young people contribute greatly to the high fertility in Uganda. Twenty five percent (25%) of the female population in the 15 – 24 year age group are already mothers. The associated burden of sexual and reproductive morbidity and mortality is high. In addition, this group is highly predisposed to sexually transmitted infections (STI’s) including HIV.

HIV/AIDS

Uganda Vision 2040, states that the HIV/AIDS sub-sector will contribute to improving human capital development by having “a population free of HIV and its effects” by 2040. The spiraling economic impacts of HIV on Uganda’s economy have been reflected through loss of skilled and experienced labour force; reduced labour productivity due to poor health of infected persons; increased household expenditures on health care and related services; and reduced savings and therefore reduced investments at community and household levels.

Uganda has over time achieved good progress in the fight against the HIV/AIDS pandemic, and reduced the prevalence of the disease in the general population from 18% in the early 1990s to 6.2% in 2016/17. However, HIV/AIDS in Uganda is higher in urban areas (7.5%) than rural areas (5.8%), and higher in women (7.6%) than men (4.7%). There are other sub groups of the population that are at higher risk of HIV/AIDS namely: commercial sex workers (35%) and fishing communities (22%). HIV prevalence among young people 15 – 24 years was 2.1%, 0.8% among young men and 3.3% among young women. Therefore, for the health of the child, this calls for intensification of elimination of mother to child transmission (EMTCT).

Furthermore, the number of persons in the country living with HIV/AIDS has continued to increase from 1.4 million in 2013 to 1.5 million in 2015. Recent estimates indicate a further decline in AIDS-related deaths has occurred, having declined from 31,000 in 2014 to 28,000 in 2015. Although Uganda has “The Presidential Fast-track Initiative on ending HIV & AIDS in Uganda by 2030”, only 57 percent of the adults infected with HIV/AIDS were found to be on antiretroviral treatment.

Malnutrition

Uganda has a potential to be food and nutrition secure due to the fertile soils and suitable climate. However, the country has not taken full advantage of its potential. Although stunting has been on a decreasing trend, it is still at 29% among the under-5 children. Poor nutrition is linked to low cognitive ability which in the long run affects the development of the child. Childhood malnutrition makes it virtually impossible to develop a productive and innovative human capital in the future. Pregnant mothers who are malnourished negatively impact on the pregnancy outcome, child survival as well as lifelong development outcomes. According to the Cost of Hunger Study of 2013, childhood malnutrition in Uganda led to a loss of human capital productivity equivalent to nearly 6 per cent of GDP (National Planning Authority, 2013).

Gender-Based Violence, Gender Inequalities and Harmful Practices

Gender-based violence (GBV) is a term used to describe any harmful act that is perpetrated against a person's will on the basis of unequal relations between women and men, as well as through abuse of power. Traditionally, it is said to be mainly committed against women and girls. However, according to evidence available, it is said that one in every five men and women experience GBV, at 22% in women and 20% in men. GBV has the potential to destroy or greatly reduce someone's self-esteem, career or productivity or bring harm to his or her health.

Progress has been made in addressing gender issues in Uganda, mainly through gender-responsive policies and strategies, institutionalization of gender planning in all sectors, and increased availability of gender disaggregated data. Gender inequalities and disempowerment of women continues to prevail, thereby curtailing their access to economic activities, control over and ownership of productive resources such as land and credit. The majority of women have low levels of education and limited skills which hinder their ability to find employment, and financial resources further constraining their income potential and forcing them to remain trapped in poverty and marginalization. Inequalities in sexual and reproductive health and rights limit women's ability to make choices about pregnancy and family planning utilization.

In some ethnic tribes in Uganda, Female Genital Mutilation/Cutting (FGM/C) initiates young girls aged between 12 – 18 years into adulthood and child marriages. Child marriage is the most significant driver of teenage pregnancy. Girls who marry before 18 years have little or no say on decisions about their sexual and reproduction health. Early child bearing and child marriages deprive a girl of an education and the valuable and necessary skills to enter the labour market, therefore denying her the opportunity to lift herself and her family out of poverty.

Environment and Natural Resources (ENR)

Uganda has large water resources and an abundance of other natural resources. However, only 2% of the water resources are used for production compared to the 60% required by international standards. Uganda's other natural resources are characterized by a rapid decline of forest cover and wetlands mainly due to deforestation, degradation, change of land use to agriculture and human settlements (unplanned urbanization), industrialization and effects of climate change due to population and development pressures.

Ninety eight per cent (98%) of Ugandan households use wood fuel. This has adverse effects on the trees and forests of the country in turn affecting the climate. Climate change is also negatively affecting Uganda's natural resources and human productivity through droughts, floods, storms, heat waves and landslides. Climate change has serious effects on agricultural production, food security, incomes, health status and the livelihoods of the population.

The items discussed above result from serious cases of unregulated population dynamics, particularly fertility. They however can also have serious effects on the population dynamics.

Since this is a population influencing policy, the effects on population dynamics such as fertility or mortality suppression will be examined and appropriate actions designed to leverage some of the factors with positive effects while eliminating or seriously reducing those with negative effects.

CHAPTER THREE

Policy Direction

Policy Goal

The overall goal of this policy is to attain a quality, cohesive, productive and innovative population for social transformation and sustainable development.

Policy Objectives

The following are the objectives of the policy:

- i. Accelerate both fertility and mortality decline for a more favourable population age structure and a lower dependency burden.
- ii. Maximize human development returns from both public and private investments in the population.
- iii. Transform Uganda's youthful population into a competitive advantage for development (harness the demographic dividend); and
- iv. Leverage internal and international migration to achieve the greatest development benefits.
- v. Strengthen an integrated approach to population development and environment.

Strategic Actions

Appropriate actions will be selected to be implemented over the policy period to move the country towards realization of each of the stated objectives.

1. Accelerate both fertility and mortality decline for a more favourable population age structure and a lower dependency burden

a) Increase and expand access to family planning (FP)

Advocate for increase in FP services including community-based distribution and embrace public-private partnerships to ensure that commodities reach the last user.

b) Increase demand for family planning

Promote use of family planning as a development intervention by targeting various audiences rural/urban youth, adolescents in and out of school settings, married youth, men and people living with HIV. Specific interventions in changing mind-set on use of family planning as well as misconceptions on family planning, side effects and myths.

c) Reduce all forms of gender inequality, gender based violence and harmful practices at all levels

Increase access to a comprehensive and well-coordinated gender based violence practices that include female genital mutilation/cutting and child marriages response services including livelihood support for survivors. Increase awareness and enhance systems for the prevention of GBV into all populations and RH programmes.

d) Increase and expand access to quality Reproductive, Maternal, Neonatal, Child and Adolescent Health (RMNCAH) services

Promote integrated service delivery for mothers and children from pre-pregnancy to delivery and the immediate postnatal period and childhood.

e) Promote healthy lifestyles

Promote an efficient and effective approach across the country towards the promotion of healthy lifestyles, making use of funding where available, to improve the health of the population. Advocate for activities for health lifestyles for all population subgroups. Physical exercises in schools, corporate institutions, reducing taxes on some equipment/facilities, impose taxes on beverages and prohibit delinquency behaviours like drinking alcohol in schools.

f) Promote universal health coverage

Promote national health insurance and ensure services reach the poor and marginalised. A preventive approach to health that encourages avoidance of high health expenditure for families. Improve immunization uptake and address existing gaps as well as addressing inequity in coverage. Advocate for a coherent set of health sector policy reforms and ensure a health financing policy that is comprehensive enough to cover both the formal and informal sectors.

g) Support initiatives that prevent early child bearing

Mobilize stakeholders at all levels to create awareness on the implications of early child bearing and teenage pregnancy. Advocate for a community approach to prevention of early childhood bearing at all levels.

2. Maximize human capital development returns from both public and private investments in the population

a) Expand access to and improving quality of Early Childhood Development (ECD)

Advocate for the implementation of the Integrated Early Childhood Development policy and the corresponding integrated action plan. Specific focus shall ensure that all children up to eight years of age receive basic education, nutrition and have access to health. Attention will also be given to the parents, caregivers including the grandparents, and care providers.

b) Promote lifelong learning and career development

Advocate for the mainstreaming of lifelong learning and career development in the strategic plans and human resource manuals of both public and private sectors. Also, promote career education right from primary and create awareness among the employers and employees on the value of lifelong learning in career development.

c) Mainstream gender and equity in development planning and governance

Support the implementation of the Gender Policy and advocate for the inclusion of the gender-specific indicators in the Ministerial Policy Statements and the strategic plans of both the public and private sectors.

d) Promote inclusive access to public services and economic opportunities

Advocate for the provision of public services to all people especially those in hard-to-reach areas. Enhance job creation through promoting public and private partnerships in business, the creation of agri-parks and promotion of financial literacy for development.

3. Transform Uganda's youthful population into a competitive advantage for development

a) Ensure that all children and young people are enrolled and retained until tertiary level education

Promote an effective policy advocacy campaign to raise awareness and win support of policy makers' to pass by-laws for non-compliance to UPE and USE, and support the existing interventions for school feeding programmes.

b) Support early identification and nurturing of talent among young people

Advocate for integration of talent identification and competition in the school curricula including extra curricula activities. Talent identification should be nurtured at home, in school and in community setting.

c) Promote Science, Technology, Engineering and Mathematics (STEM)

Improve teaching, learning and the uptake of studies and careers in STEM to promote competitiveness in science and technology development. Develop regional incubation centres for value addition.

d) Promote appropriate skills development and innovation among young people

Support implementation of the BTVET policy by advocating for prioritisation of vocational and technical education to equip young people with globally competitive cutting edge skills.

4. Leverage internal and international migration to achieve the greatest development benefits.

a) Institutionalize diaspora remittance channels

Promote faster, safer and cheaper remittances by establishing conducive regulatory environment that enable competition and innovation on the remittance market and by providing gender-responsive programmes and instruments that enhance the financial inclusion of migrants and their families.

b) Promote better management of internal migration for better resource management and environmental protection

Promote top-down and bottom-up communication systems that take into account specific vulnerabilities of migrants as well as a climate change-related frameworks for building resilient society in Uganda.

c) Promote and support organized urbanization and urban liveability

Create conducive political, economic, social and environmental conditions for people to lead peaceful, productive and sustainable lives in their own place of residence.

d) Improve management of labour externalisation

Empower all migrants and diasporas to catalyse their development contributions, and to harness the benefits of migration as a source of sustainable development.

e) Improve management of labour migrants

Adapt options and pathways for regular migration in a manner that reflects demographic and global labour market realities and optimizing education opportunities, reuniting families, and facilitating access to protection in emergency situations.

f) Support a development approach that empowers Internally Displaced Persons, refugees, and hosting communities

Foster inclusive and a cohesive society by empowering migrants to become active members of society and promoting the reciprocal engagement of receiving communities and migrants in the exercise of their rights and obligations towards each other. Strengthen the welfare of population, by minimizing disparities, avoiding polarization and increasing public confidence in policies and institutions related to migration.

5. Strengthen an integrated approach to population, development and environment

a) Support integrated rural development, which allows the provision of appropriate climate-smart agricultural technologies.

Promote an integrated rural development initiative to better target climate change impacts that will improve resilience and climate adaptation to mitigate the negative impacts on agricultural production and to achieve food and nutrition security.

b) Support the implementation of policies that promote environmental sustainability.

Promote a positive change to appreciate the intricate interplay between population, development and environment (PDE) and encouraging participation in sustainable responses to managing the environment through information, education, knowledge building and advocacy.

c) Integrate population, development and environment (PDE) issues into population awareness campaigns.

Promote and maintain an effective policy advocacy campaign to raise awareness and win support of the population, and foster skills and attitudes that will support environmental sustainability.

d) Integrating PDE issues in national and sub-national development frameworks.

Establish a strong institutional framework that links existing policies and creates incentives for pursuing PDE integrated approaches. Establish cross-sectoral interventions and create mechanisms for institutional collaboration for PDE integration.

e) Promote PDE issues across sectors to create awareness and appreciation of the impact of population dynamics on development.

Promote an effective policy advocacy campaign to raise awareness and win support of policy and decision makers' to support PDE issues.

CHAPTER FOUR

Institutional Framework and Strategies for Policy Implementation

i. Coordination

The overall coordination of the implementation of the Population Policy, by law, falls under the purview of the National Population Council (see the National Population Council Act, 2014). It is also a legal requirement that in doing so the Council will cooperate with Government, Ministries, Departments and Agencies (MDAs) as well as civil society organizations. The implementation of the Policy will adopt a multi-sectral approach and ensure integration and mainstreaming population factors within the country's development and planning frameworks e.g. the Vision 2040 and National Development Plans (NDPs) and their processes.

In this regard, the National Population Council will work closely with various MDAs but especially so with the Ministry of Finance, National Planning Authority (NPA), and Uganda Bureau of Statistics (UBoS) to ensure mainstreaming population issues in development planning processes and frameworks including Ministerial Policy Statements, National Standard Indicator Framework, Budget Framework Papers, and the Certificate of Compliance.

ii. Requisite Human Resources

The Council working with key MDAs and other stakeholders will ensure adequate human resources for the smooth, effective and efficient implementation of the population policies and programs in the country. This means putting in place a clear strategy for recruitment, training, motivation, retention as well as capacity building and mentoring of such human resources. Adequate levels of staffing will also ensure the integration of population factors and variables in development planning at national, district and lower levels.

iii. Data and Research

The Council is mandated to set up a National Population Databank. This Databank will help the country identify and address population policy gaps in different subgroups of Uganda's population as well as identifying and monitoring emerging population situations, patterns and trends. In addition, Council will periodically commission research/ studies to address data needs as they arise. In this regard, NPC will collaborate with NPA, UBoS, and academic institutions. This is particularly significant considering that the implementation of the new NPP and the monitoring of various milestones of the Roadmap to harnessing Uganda's demographic dividend will require reliable and accurate data.

In addition, capacity building and mentoring will be provided for the relevant staff at district and lower local government levels to be able to collect and analyse data and integrate population issues in their development planning.

iv. Advocacy and Communication

The Council will develop an Advocacy and Communication Strategy. This strategy will be used to popularize the National Population Policy and also guide advocacy interventions,

information sharing, education and behaviour change communication for the population programme. In addition, it will contribute to improved understanding of population and development inter-linkages at national, district and lower levels as well as strengthening knowledge sharing and collaboration amongst partners in both public and private sector including the media.

v. Monitoring and Evaluation (M&E) Framework

In order for National Population Council (NPC) to be able to measure the contribution of the National Population Policy to NDP II and assess the effectiveness of its strategies in achieving its National Population Policy (NPP) goal and objectives, an effective M&E system is critical. Since the implementation of the NPP is multi-sectoral and multi-dimensional, its M&E framework has to involve different stakeholders in order to promote ownership, participation and accountability. The M&E system set-up will promote evidence based decision making, involve stakeholders at national, district and lower levels and encourage communication between different stakeholders involved. The M&E system will clearly define the target indicators to be contributed to and monitored by stakeholders. It should also highlight areas of collaboration in the achievement of specific performance indicators and the M&E system should be linked to the National Integrated M&E Strategy (NIMES).

The monitoring and evaluation system will spell out intended results (outputs and outcomes) of the National Population Strategies as well as key performance indicators as envisaged in the Demographic Dividend integrated Multi-sectoral Result Framework and compliance indicators. In addition, it should provide detailed evaluation plan for the Policy, including supporting research and surveys related to population patterns and trends. Furthermore, the M&E system will specify roles and responsibilities of various stakeholders, depending on their mandates.

The M&E system for the NPP should specifically aims at:

1. Providing information needed for identifying appropriate interventions and improving the responsiveness in addressing critical population and development concerns in the country.
2. Providing accessible and interrelated information for decision-making regarding programme management and coordination by stakeholders.
3. Ensuring efficient and effective implementation of population strategies at the national and sub-national levels.
4. Establishing modalities for knowledge management and learning mechanisms for improving programme and institutional performance.
5. Establishing an accessible M&E database for planning and programming.
6. Efficiently and accurately provide information needed by stakeholders and other institutions on the status of population programme and implementation.

In this regard, the National Population Council will have to work very closely with the MDAs, LGs, CSOs and private sectors to develop the scope and focus of M&E framework and plans and to ensure that there is effective monitoring and evaluation of the implementation of this

policy at all levels. Effectiveness of the framework put in place to monitor and evaluate the NPP will depend on the coordinated action by NPC. Implementing partners of the Policy will be expected to develop their own frameworks and plans to monitor the activities they implement. The M&E data and information collected will feed into the National Integrated Monitoring and Evaluation System (NIMES) which will provide the OPM with the mechanism and framework for measuring the efficiency of Government programmes and the effectiveness of NPP in achieving its objectives at the national and sub national levels. The National Planning Authority (NPA) will monitor and assess sectors and local governments on the integration of the Demographic Dividend key interventions as agreed in the certificate of compliance.

The NPC will, therefore, need to strengthen its national and institutional capacities to develop and operationalize M&E frameworks for population programmes at all levels, establish suitable mechanisms for funding M&E activities and ensure that all stakeholders comply with set guidelines for data collection, analysis, reporting and dissemination.

vi. Resource Mobilization

The implementation of this Policy will require mobilisation of resources (both human and financial) from government, development partners and the private sector.

The Council working with key MDAs and other stakeholders will ensure adequate human resources for the smooth, effective and efficient implementation of the population policies and programs in the country. This means putting in place a clear strategy for recruitment, training, motivation, retention as well as capacity building and mentoring of such human resources. Adequate levels of staffing will also ensure the integration of population factors and variables in development planning at national, district and lower levels.

Uganda's population programme is funded from the Consolidated Fund. The Ministry of Finance provides financial resources through budgetary provisions for the National Population Council. Similarly, various MDAs that implement population related activities also receive funds from the Consolidated Fund. However, where resource gaps still exist in form of unfunded priorities within the population programmes, the National Population Council will reach out and collaborate with other institutions and agencies to provide funding to compliment Government efforts. Such institutions and agencies include, but are not limited to the UN System (e.g. United Nations Population Fund - UNFPA); bilateral and multilateral agencies; foundations and other philanthropic organizations. In addition, since this is a population-influencing Policy, the Council will direct its efforts in involving proactively and innovatively, the private sector (cooperates), as a new source of funding in the population programmes which has hitherto not been the case.

vii. Principles to Guide Policy Implementation

The National Population Policy shall be guided by the following principles:

1. Respect for fundamental human rights and freedoms regarding social-cultural and religious beliefs and practices, as long as such rights and freedoms shall be exercised responsibly and in accordance with the law.
2. Recognition that all couples and individuals have the basic right to decide freely and responsibly the number and the spacing of their children, and to have access to information and services in order to make an informed choice; and the means to do so.
3. Recognition that all individuals have equitable access to developmental opportunities
4. Recognition of the rights and responsibilities of the young people, the children, women, the elderly, people with disabilities and the displaced persons and their special needs.
5. Recognize the family as the basic building unit of society
6. Recognition that parents and guardians have the primary responsibility for children's welfare and their rights to the basic needs of life.
7. Recognition that health, in particular Reproductive Health, is a basic human right.