



Analyzing the implementation of Uganda's Peace, Recovery, and Development Plan (PRDP)

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Uganda's Marshall Plan?

“The PRDP is meant to be a roadmap to take us through the present quagmire that we are in now...for us, this is our Marshall Plan; our Marshall Plan that is meant to bring hope back to Northern Uganda...to put back Northern Uganda in a position where its decisions can be taken as seriously as in other parts of the country.”

Honorable Musa Ecweru

Minister of State for Disaster Preparedness, Relief, and Refugees

PRDP Workshop in Soroti, May 2008



Research Process

- Fieldwork was conducted between May and October, 2008. Writing took place during November and December 2008.
- **35 Key Informant Interviews** were conducted with government leaders at local and national level, donors, and civil society/cultural leaders
- **Participant Observation** was conducted at PRDP workshops in Soroti and Kampala, UNOCHA meetings, IDP camps and transit sites
- Government documents, previous research, and media articles were **collected** and **analyzed**



Northern Uganda Reconstruction Plan

- Began in 1992 and lasted for six years
- According to an OPM report, NURP was implemented in a top-down fashion and did not connect development to peacebuilding and psycho-social support
- Only USD 94 million of the USD 600 million planned was actually spent
- Reorganized into “NURP II” in 1999



Northern Uganda Social Action Fund

- Considered as a project within NURP II
- Launched in 2001. It took 18 months to hire a technical staff and the first projects were not funded until 2004
- World Bank funded; about USD 100 million spent annually
- Operates in 18 districts of northern Uganda
- Cases of corruption in some projects reported
- Currently being re-organized as NUSAF II within the PRDP framework



JMC/EHAP and the PRDP

- Inter-ministerial meeting held in Geneva on May 20, 2006.
- EHAP/JMC La... in response to pressure by U...
- Coordinated b... nmittee (JMC) that met 13 tim...
- Incorporated 1... ts
- GoU allocated 18.6 billion shillings (about USD 11.6 million) for projects focused on: ces... hostilities, peacebuilding and recon... enhanced protection of civilian popu... improved conditions in camps

“We are not making wild allegations to frustrate government program. We have tested the seeds and found out they just do not germinate...”

Gulu LC5 Chairman
Norbert Mao



Juba and the PRDP

Government should “ensure that recovery programmes are implemented expeditiously and where necessary ‘fast tracked’ in order to respond effectively to post-conflict needs in affected areas”

10.1.2 of the “Agreement on Comprehensive Solutions”

Pt. 18 of the “Implementation Protocol to the Agreement on Comprehensive Solutions

“The Government shall promote recovery programmes in the affected areas, and in particular, shall implement the Peace, Recovery, and Development Plan (PRDP) expeditiously, and will further ensure that the Plan reflects the principles and commitments of this agreement.



Consultation concerns

“Few, if any, consultations were held with the communities that are supposed to benefit from the program as consultations stopped at district level.”

CSOPNU Report
March 2007



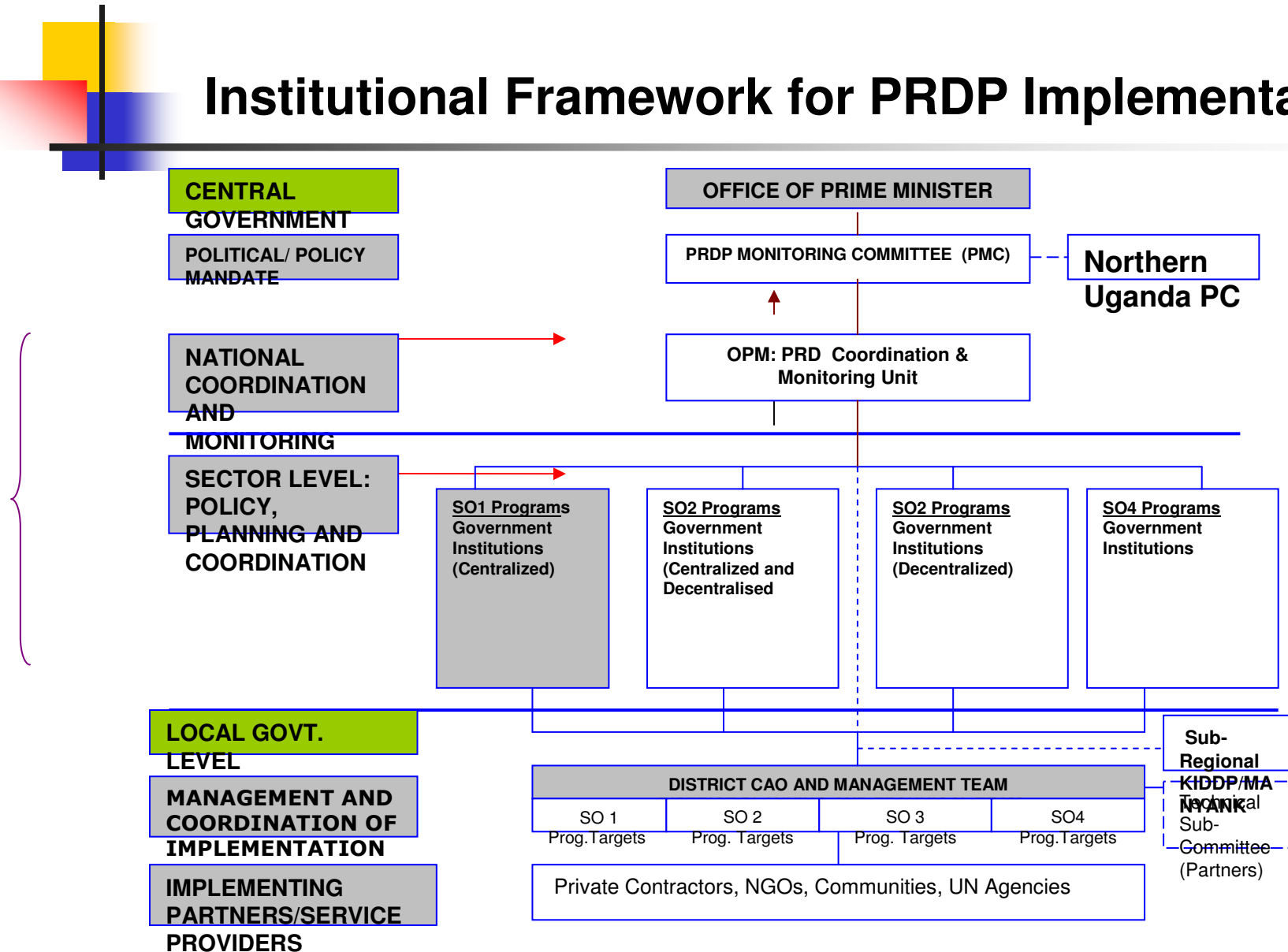
District expansion

18 original districts in Terms of Reference	Kitgum, Pader, Apac, Gulu, Lira, Arua, Moyo, Adjumani, Yumbe, Nebbi, Moroto, Kotido, Nakapiripirit, Soroti, Kabermaido, Kumi, Katakwi, Pallisa
11 districts created in 2005/6 that fall within territory of original 18	Koboko, Maracha (West Nile), Abiim, Amuria, Kaabong, Bukedea, Budaka (Karamoja/Teso), Amolatar, Amuru, Dokolo, Oyam (Lango/Acholi)
2 districts added in north-central region	Masindi, Buliisa
9 districts added in eastern region after drafting had begun	Bukwa, Kapchorwa, Mbale, Bududa, Manafwa, Sironko, Busia, Butaleja, Tororo

PRDP Program Overview



Institutional Framework for PRDP Implementation





PRDP Funding By Strategic Objective

Strategic Objective	Total Funding (UGX)	% of Total Budget
Consolidation of state authority	259,805,8220 (USD 162 million)	23.8%
Rebuilding and empowering communities	517,489,0951 (USD 323 million)	47.4%
Revitalization of the economy	253,112,8260 (USD 158 million)	23.2%
Peacebuilding and reconciliation	29,528,9984 (USD 18 million)	2.7%

Total PRDP Budget over 3 years: USD \$600-650 million

Estimated \$58 per person



PRDP Funding By Year

	Year 1	Year 2	Year 3
Total Amount	337,476,023,360 (30% of 3-year total)	327,520,420,251 (31% of 3-year total)	426,738,290,558 (39% of 3-year total)
Government's 30% commitment would equal...	101.2 billion	98.2 billion	128 billion



An Affirmative Action?

“To what extent is the PRDP both in funding and implementation meant to be an affirmative action to the war torn area (i.e. over and above the usual funding available under the local and central government funding)?...Or is it an amalgam of all monies and all programs already being implemented?”

Honorable MP Alice Alaso Soroti
May 2008

Source: MFPED

Budget Framework Paper Figures

PRDP Programme	Prog. Code	FY2007/08	FY2008/09	Variance	% Change
1.2 Police Enhancement	1.2	23.864	28.198	4.334	18%
1.3 Judicial Services Enhancement	1.3	15.023	19.335	4.312	29%
1.4 Prisons Enhancement	1.4	6.326	8.749	2.423	38%
1.5 Rationalisation of Auxiliary Forces	1.5	6.337	9.158	2.821	45%
1.6 Local Government Enhancement	1.6	26.246	27.237	0.992	4%
2.1 Humanitarian Assistance	2.1	21.604	26.568	4.964	23%
2.3a Community Development - Basic Education	2.3a	28.186	34.147	5.961	21%
2.3b Community Development - Water and Sanitation	2.3b	40.558	41.897	1.339	3%
2.3c Community Development - Health	2.3c	47.900	85.624	37.724	79%
2.3d Community Development -Livelihoods and Social Protection	2.3d	5.041	4.282	-0.759	-15%
3.1 Production and Marketing Enhancement	3.1	34.809	49.903	15.094	43%
3.2a Infrastructure Rehabilitation - Roads	3.2a	75.554	79.571	4.018	5%
3.2b Infrastructure Rehabilitation - Electricity	3.2b	0.017	0.125	0.108	635%
3.3 Environment and Natural Resource Management	3.3	0.429	0.382	-0.047	-11%
4.2 Demobilisation and Re-integration of Ex-combatants	4.2	3.438	3.132	-0.306	-9%
Total		335.332	418.309	82.977	25%



Coordination and Monitoring Challenges

“In the implementation of the PRDP, the PMC holds the key to the door of success.”

H.E. President Museveni
at the launch of the PMC,
February 2008

Key government informant

“Without a CMU, we have to do PRDP work in addition to our existing workload. The earliest the CMU will be up and running is next year.”

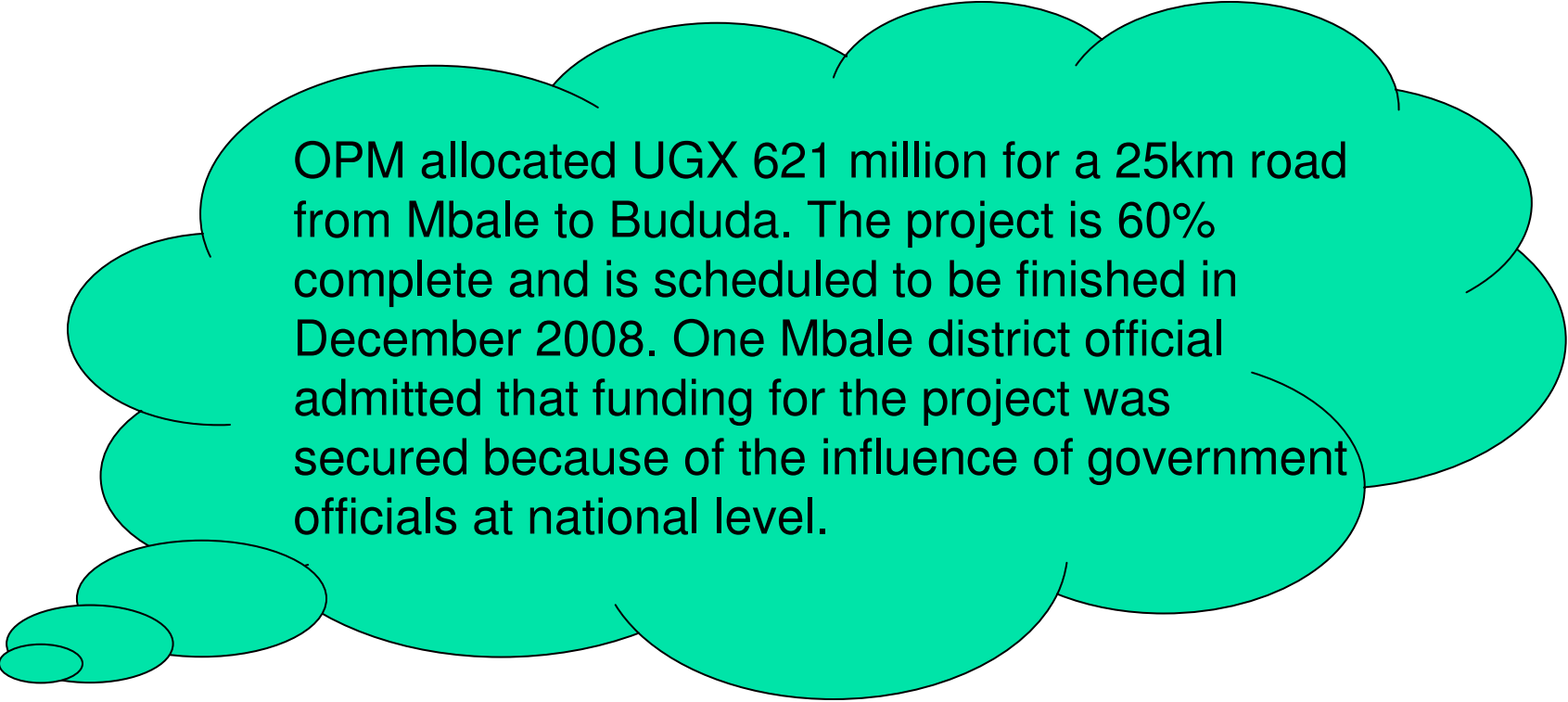


Reported Pilot Projects

- According to OPM, the GoU has implemented the following “pilot projects” in the year since the launch:
 - Purchase of tractors and agricultural inputs
 - Karamoja Integrated Development and Disarmament Program (KIDDP)
 - Procurement of ferry services and electricity extension in Teso
 - Financing the MAYANNK workplan in West Nile
 - Procurement of tractors and inputs for Masindi and Acholi
 - Electricity extension, hydraform machines, and road rehabilitation for Lango sub-region
 - Electricity and road rehabilitation for Elgon and Bukedea
 - Provision of food and non-food items to facilitate return of displaced people
 - Projects on industrialization and hydro-electric power have since been added to the document



Unpacking the selection process



OPM allocated UGX 621 million for a 25km road from Mbale to Bududa. The project is 60% complete and is scheduled to be finished in December 2008. One Mbale district official admitted that funding for the project was secured because of the influence of government officials at national level.



Confusion at local levels

In Mbale, the director of an important local NGO that advocates community issues to district government had never heard of the PRDP prior to being interviewed.

One female IDP reported that she hasn't returned home "because PRDP is coming" and she's afraid she might miss it if she leaves the camp.

"Nothing has been put in black and white. I'm not yet aware if the district is going to receive funding directly. If so, we should be including this in our planning documents now."

Local government official
Acholi Sub-Region



Way Forward: National Level

- Ministry of Finance, Planning, and Economic Development should:
 - Take necessary action to fulfill initial PRDP funding commitments, even if it requires raising MTEF ceilings and/or reallocating existing spending within the national budget. However, avoid making cuts to district allocations in non-PRDP districts that could ignite new sources of regional conflict. Instead, find ways to cut or delay non-priority expenditures in other areas
 - Give immediate priority to funding SO4 on Peacebuilding and Reconciliation and the stalled SO4 program on Information, Education, Communication, and Counseling (IECC) to address the lack of awareness about PRDP in rural communities.



Way Forward: National Level

- Office of the Prime Minister should:
 - Clarify the roles and responsibilities of all actors involved in the implementation process. Specifically, clarify the role of newly appointed PRDP Commissioners and complete the Appendix 3 “Results Matrix” in the PRDP.
 - Expedite the creation of a Coordination and Monitoring Unit (CMU) within OPM.
 - Hold the first meeting of the PRDP Monitoring Committee (PMC) and commit to holding future PMC meetings on a quarterly basis as specified in the PRDP.
 - Increase efforts to undertake robust and sincere community consultations on the recovery process



Way Forward: National Level

- The Parliament of Uganda should:
 - Increase PRDP oversight activities by requiring an annual report from the Presidential Affairs Committee on PRDP progress and reports from the Public Accounts and Local Government Accounts Committees on PRDP spending.
 - Conduct an assessment as to whether officially passing the PRDP would serve to help or hinder the implementation process and act accordingly.
 - Support a National Reconciliation Act that elevates reconciliation to the national agenda. Currently, the PRDP only conceives reconciliation as a local project to be conducted within northern Uganda alone and does not address north-south divisions.



Way Forward: Local Level

- **District Government leaders should:**
 - Demand clear answers from the central government regarding the funding that is actually available for PRDP projects, and the reasons why particular projects are being selected for implementation.
- **Cultural/civil society leaders should:**
 - Work locally at LC1 and LC3 levels to conduct community-based monitoring on the PRDP along the model set forth by the CARE/Uganda Joint Christian Council project being piloted in Amuru and Pader Districts in order to hold government officials accountable at district and central levels.



Way Forward: Global Level

- Donors and Civil Society Organizations should:
 - Organize a donor conference immediately to develop a more robust early recovery programming strategy for the PRDP and the broader northern Uganda transition. Such a strategy should aim at improving responses to early recovery and peacebuilding efforts, and in particular those activities focused on increasing people's trust in the state.
 - Support the improvement in leadership and oversight capabilities of government officials in MFPED, OPM, sectors and districts, to ensure that the GoU is strategic in its planning and is completing PRDP projects on time and in a high quality fashion.



Will the PRDP be politics as usual?

“Some of us believe in the adage that when you are handed a lemon, you make lemonade. We decided to embrace the PRDP wholeheartedly...it presents an opportunity.”

Gulu LC5 Norbert Mao
New Vision, 30 June 2008



Thank you for listening

- RLP Briefing Note, “Is the PRDP Politics as Usual?” can be downloaded at http://www.beyondjuba.org/briefing_papers.php
. or at <http://www.refugeelawproject.org/seminars/PRDPpresentation.pdf>