



REPUBLIC OF UGANDA

PEACE, RECOVERY AND DEVELOPMENT PLAN FOR NORTHERN UGANDA (PRDP)

PHASE 2

July 2012 – June 2015

FINAL

OFFICE OF THE PRIME MINISTER

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Glossary

ALREP	Agricultural Livelihood Recovery Programme for Northern Uganda
BFP	Budget Framework Paper
CAO	Chief Administrative Officer
CSO	Civil Society Organisation
DDP	District Development Plan
DUCAR	District, Urban and Community Access Roads
DFID	UK Department for International Development
EU	European Union
GoU	Government of Uganda
IDP	Internally Displaced Person
IPF	Initial Planning Figures
JLOS	Justice Law and Order Sector
KALIP	Karamoja Livelihoods Programme
LC	Local Council
LRA	Lord's Resistance Army
MDP	Municipality Development Plan
MoFPED	Ministry of Finance, Planning and Economic Development
MTEF	Medium Term Expenditure Framework
MTR	Mid-term Review
MoU	Memorandum of Understanding
NAADS	National Agricultural Advisory Services
NDP	National Development Plan
NGO	Non-Governmental Organisation
NUDC	Northern Uganda Data Centre
NURD	Northern Uganda Recovery and Development Donor Group
NUSAF	Northern Uganda Social Action Fund
OPM	Office of the Prime Minister

PMC	PRDP Monitoring Committee
PRDP	Peace, Recovery and Development Plan for Northern Uganda
RGC	Rural Growth Centres
SGBV	Sexual and Gender Based Violence
SO	Strategic Objective
TWG	Technical Working Group
VHT	Village Health Team

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Executive Summary

The Peace Recovery and Development Plan (PRDP) was launched by the Government of Uganda in 2007. Its overall goal is to stabilise Northern Uganda and lay a firm foundation for recovery and development. Specifically, the PRDP aims at promoting socio-economic development of the communities of Northern Uganda to bridge the gap between the North and the rest of the Country, so that the North achieves “national average level” in the main socio-economic indicators. The PRDP provides a framework against which all development actors, government and non-government, are expected to align their interventions in the North. Full scale implementation started in July 2009, and is currently programmed to run until June 2012. PRDP currently covers 55 districts and 9 municipalities in the Greater North.

PRDP Strategic Objectives: In addition to the overall goal, the PRDP has four strategic objectives:

- SO 1: Consolidation of State Authority
- SO 2: Rebuilding and empowering communities
- SO 3: Revitalisation of the economy
- SO 4: Peace building and reconciliation

Mid-Term Review (MTR) of the PRDP: In May 2011, OPM led a multi-stakeholder mid-term review of the PRDP. This review process involved field surveys in a random selection of 36 Districts, 48 sub-counties and 96 parishes within the six sub regions covered by the PRDP. Additional information was collected through a wide range of stakeholder consultations and data analysis. The MTR found that positive progress had been made in PRDP implementation, but with significant variation across the four strategic objectives. The main findings for each Strategic Objective were:

- SO1 - Law and order has improved since the PRDP began, and State Authority has been consolidated;
- SO2 - Communities and sub-counties reported that with the assistance of the PRDP better services were now being delivered, though the need for greater emphasis on functionality was highlighted;
- SO3 - Provision of economic infrastructure had yielded some positive results but support to farmers and provision of economic opportunities for youth had not been adequately addressed;
- SO4 - Conflict drivers such as land, youth unemployment and inadequate reintegration of ex-combatants were considered not to have been adequately assessed or addressed

PRDP 2 Development: The MTR found that, given the scale of the gap between the North and the rest of the country, additional funding for the North will continue to remain relevant in the coming decade. The fifth PRDP Monitoring Committee (PMC) meeting, held in June 2011, resolved that implementation of the PRDP should be extended beyond June 2012. A three year timeframe is proposed for PRDP 2, from July 2012 to June 2015. This aligns PRDP 2 to the lifecycle of the current National Development Plan (NDP), which also ends in June 2015, enabling future programming for the North beyond June 2015 to be integrated in the next NDP. In order to develop PRDP 2, OPM led a multi-stakeholder needs assessment process between August and October 2011. This included: a desk review of key national documents, to identify how activities under PRDP 2 can be coherent with national policy objectives; a desk review of district and municipality development plans in the PRDP region, to gain a preliminary understanding of current priorities at district level, and sub-regional consultations with key stakeholders from each of the eight PRDP sub-regions.

PRDP 2 Objectives: PRDP 2 is designed to complete the post-conflict recovery process in the North. The overall goal of PRDP 2 is to consolidate peace and strengthen the foundations for development in Northern Uganda. The general target is to promote development of the districts of Northern Uganda to achieve national average levels of the main socio-economic indicators. PRDP 2 will retain the four strategic objectives developed for the PRDP. However, the focus and content of each Strategic Objective has been adjusted at programme level in line with the evolving needs of the North.

PRDP 2 Guiding Principles: PRDP 2 programming is based on six guiding principles. It will:

1. Provide an additional source of funding to address the specific needs of the North
2. Enhance the functionality of PRDP investments
3. Ensure a greater focus on economic revitalisation
4. Mitigate Potential Conflict Drivers
5. Provide a greater sub-regional focus
6. Enhance PRDP Co-ordination

PRDP 2 Timeframe and Exit Strategy: A three year timeframe is proposed for PRDP 2, from July 2012 to June 2015, so that it is aligned to the lifecycle of the current National Development Plan (NDP), which also ends in June 2015, enabling future programming for the North beyond June 2015 to be integrated into the next NDP. It is envisaged that once PRDP 2 has come to an end, any continuing affirmative action for the North will be folded into mainstream sector programming via mechanisms directed at addressing poverty and regional inequalities, so that GoU and donor funding for the North should be directly aligned to sector plans and channelled through sector budgets under the framework of the NDP.

PRDP 2 Programme Areas and Interventions: A number of programme areas have been adapted and developed to reflect the change in context since the PRDP was developed in 2007. Specifically, programme areas relating to immediate post-conflict and emergency activities (facilitation of peace initiatives, rationalisation of auxiliary forces, emergency assistance and IDP return) are to be replaced by programmes focusing more specifically on promoting economic recovery and mitigating potential conflict drivers (enterprise development, land administration, community dispute resolution and reconciliation). There are fourteen programme areas in total with clearly defined interventions for each area.

Strategic Objective 1 – Consolidating State Authority: The aim of this Strategic Objective is to strengthen effective and efficient local government administration, while embedding good governance and the rule of law by enhancing provision of formal justice, law and order structures and recognising the role of informal and traditional structures in promoting good governance. There are five programme areas under SO1:

- **PA1: Local Government Enhancement.** Interventions will include: the provision of equipment and logistics to ensure the functionality of existing local government facilities, the development of participatory planning capacity and strategy at the local government and community level, including a conflict sensitive component, and the provision of technical advisory support and training to local government administrations.
- **PA2: Police Enhancement.** Interventions will include: the construction of staff accommodation, particularly for female staff, at existing police posts, rehabilitate existing police posts and construct new ones; refresher training for CID staff and SGBV training for selected staff; Human Rights training for all police personnel; training on community policing, liaison and outreach, and equipping existing and new police posts with necessary transport & communication equipment.
- **PA3: Judicial Services Enhancement.** Interventions will include: the construction of grade 1 magistrates courts and staff accommodation in underserved areas, LC training on local administration of justice in order to enhance functionality of LC courts, training on conflict sensitivity, and support to traditional and transitional justice processes.
- **PA4: Prisons Enhancement.** Interventions will include: Constructing new prisoner wards, including suitable facilities for juveniles, at over-congested prisons, rehabilitating existing facilities, upgrading existing hygiene and sanitation facilities where necessary, constructing staff accommodation, and scaling up prisoner rehabilitation programmes (education, vocational training, prison farms).
- **PA5: District Land Administration.** This will include: the provision of appropriate surveying equipment to District Land Boards, building the capacity of District Land Boards, Area Land Committees and LC Courts, establishing the role of local level dispute resolution processes and how these link to institutional processes, sensitising District Land Boards, Area Land Committees and LC Courts about their respective roles and responsibilities, and sensitising communities on land laws and ownership processes, civil versus criminal cases and how to register land.

Strategic Objective 2 – Empowering Communities: The aim of this Strategic Objective is to ensure that communities in Northern Uganda benefit from the recovery process through access to health care, education services and clean water in areas where these services were previously lacking or inadequate. There are three programme areas under SO2:

- **PA 6: Health.** This will involve: rehabilitating and equipping existing facilities, constructing staff quarters, limited construction and equipping of new facilities, purchasing bicycles, motorbikes and vehicles, training and equipping Village Health Teams, and training of Health Unit Management Committees.
- **PA 7: Education.** Interventions will include: classroom construction and rehabilitation, provision of school furniture, construction of staff quarters, motorbikes for district school inspectors, construction of water points and latrine stances, and the training of School Management Committees.
- **PA 8: Water.** Interventions will include: the provision of safe water through construction of water points, rainwater harvesting and other technologies, rehabilitation and maintenance of water points, community mobilisation and establishment of water user committees with strong female participation, and sanitation in public places.

Strategic Objective 3 – Economic Revitalisation: The aim of this Strategic Objective is to contribute to economic recovery in Northern Uganda by improving access to markets, strengthening production opportunities, providing skills training and access to finance, and protecting the environment. There are four programme areas under SO3:

- **PA 9: Enterprise Development.** This will include the provision of enterprise and vocational skills training in particular to youth with little or no formal education, and the provision of finance for establishing and developing small and medium enterprises and promoting job creation – especially for the youth.
- **PA 10: Production and Marketing.** Interventions will focus on: enhancing district capacity to improve animal health and reduce the prevalence of crop diseases, constructing and rehabilitating valley tanks, valley dams, canals, drainage, ponds, constructing market facilities, supporting improved post-harvest handling, storage and processing, and providing improved inputs and farmer training.
- **PA 11: Roads & Bridges.** This will involve the rehabilitation and periodic maintenance of roads and opening of community access roads using labour-based methods, and training of Road User Committees for roads opened, rehabilitated or maintained under PRDP.
- **PA 12: Natural Resource Management.** This PA will focus on strengthening the capacity of District Environment Office in two areas: community sensitization and monitoring and enforcement of environmental laws and, the planting of trees to reduce soil erosion.

Strategic Objective 4 – Peacebuilding and Reconciliation: The aim of this Strategic Objective is to address the specific peacebuilding and reconciliation needs of the most conflict affected regions. Failure to identify and mitigate conflict drivers could weaken the long-term sustainability of recovery in the North. There are two programme areas under SO4:

- **PA 13: Reintegration and Resettlement.** A number of interventions will take place under this PA. They include: the referral of reporters for skills and enterprise development training, support to community based reintegration activities, dialogue with host communities and reporters to promote effective reintegration, sensitisation on the Amnesty Law process to enhance community unity, strengthening systems to monitor whether ex-combatants have been successfully reintegrated, providing psychosocial support and counselling to traumatised community members, abductees and vulnerable ex-combatants and addressing related mental health issues where appropriate, and analysing and addressing causes of community level conflict and promote reconciliation.
- **PA 14: Community Dispute Resolution and Reconciliation.** This will involve: enhancing the roles of community level mechanisms, taking into account how traditional and formal mechanisms interact, and sensitising local government, traditional justice structures and communities on SGBV issues.

PRDP 2 Implementation and Co-ordination: PRDP 2 implementation will be co-ordinated by the Office of the Prime Minister (OPM), which is responsible for overseeing and coordinating all national programmes in Northern Uganda. OPM will issue detailed guidelines for PRDP 2 implementation prior to its commencement. PRDP 2 oversight will be undertaken by the PMC, which is chaired by the Rt.Hon. Prime Minister and includes representatives from all PRDP stakeholders. Two PRDP Technical Working Groups (TWGs), at national and regional level, will meet monthly to assist OPM in its task of managing and coordinating the PRDP, and to identify issues for discussion by the PMC. PRDP 2 will be implemented through three modalities (or funding streams):

1. **The PRDP Budget Grant:** GoU, supported by budget support donors, will provide PRDP grant funding through the budget as a top-up to the regular budget allocations of benefitting Districts and central government agencies. It is anticipated that under PRDP 2 approximately 90% of the PRDP grant will be transferred directly to implementing local governments, while the remainder will be implemented by central government agencies primarily in the JLOS sector (Police, Prisons, Amnesty Commission). Sector line ministries will oversee sectoral PRDP grant workplans and reports prepared by local governments, and provide technical support. OPM will have overall responsibility for budget grant co-ordination, reporting and monitoring.
2. **Special Projects:** a number of donors will continue to provide support through on-budget 'special projects' (e.g. NUSAF II, ALREP, KALIP) which are managed by GoU through centrally-established project implementation units but implemented at local government level. Under PRDP 2, special projects will be required to table workplans and progress reports aligned to the PRDP 2 Programme Areas to the PRDP TWG, and to integrate their outputs into OPM's PRDP output monitoring system.
3. **Off-budget Projects:** under PRDP 2 there will continue to be a role for projects implemented directly by development partners or through NGOs and CSOs. PRDP 2 aims to establish a stronger framework for off-budget coordination. At national level, donors through the NURD group will be requested to provide OPM with a consolidated indication of their planned annual off-budget support to the PRDP, mapped to programme areas and sub-regions, and to provide semi-annual updates prior to the PMC. At district level, implementers of off-budget projects will be required to sign tripartite MoUs with districts, sector ministries and OPM for activities not implemented directly by the districts.

PRDP 2 Monitoring and Evaluation Framework: OPM, in conjunction with all PRDP stakeholders, will develop a detailed Monitoring and Evaluation Framework for PRDP 2 in the first half of 2012, for approval by the PMC prior to the commencement of PRDP 2 in July 2012. This will seek to overcome the challenges experienced to date whereby the lack of comprehensive data for the PRDP at all levels - input, output and outcomes – has made it difficult to use the PRDP as a programmatic tool to guide planned interventions across the three main funding streams. PRDP 2's system for input and output monitoring will cover interventions across all three PRDP funding streams. The outcome data will be drawn from a range of data sources, including those managed by other stakeholders.

PRDP 2 Costing: The total indicative cost of PRDP 2 is estimated at \$455m over three years, of which 47% (\$214m) is through the PRDP budget grant, 30% (\$136m) through special projects, and the remaining 23% (\$104m) through off-budget funding. It is anticipated that 46% of PRDP 2 funding will be spent on Strategic Objective 3, 37% on Strategic Objective 2, 12% on Strategic Objective 1 and 3% on Strategic Objective 4. These allocations to a large extent reflect the capital-intensive nature or otherwise of the interventions involved.

Funds already committed to PRDP 2 activities amount to \$303m, of which \$174m is committed to special projects and off-budget activities, and the equivalent of \$129m is committed to the PRDP budget grant at a rate of Shs 120 bn per year. Thus the level of funding remaining to be mobilised for PRDP 2 amounts to \$152m, of which \$86m is for the PRDP budget grant and \$66m for special projects and off-budget activities. The costing assumes that Shs 200bn will be provided in PRDP budget grant funding each year. Increasing the budget grant allocation would enable PRDP Districts receiving more than Shs 1bn in funding to allocate at least 30% of their grant to road rehabilitation. Given the relative costs of rehabilitation and maintenance

per kilometre, it is unlikely to prove cost effective for Districts receiving less than 1bn to make a significant allocation to roads, highlighting the importance of achieving a certain scale in PRDP budget grant funding in order for PRDP 2 to be able to provide sufficient funding to Strategic Objective 3.

PRDP 2 Indicative Outputs: if PRDP 2 is funded in line with the indicative costing, it has the potential to make a sizeable additional contribution to development in Northern Uganda. Potential outputs from across the three PRDP funding streams include: over 6000km roads maintained or rehabilitated; over 8000 boreholes drilled (2.4m people provided with clean water); over 3000 teachers, 2000 health workers, and 1000 police personnel accommodated; over 1300 primary classrooms, 328 rural markets, 148 out-patient departments, and 19 prison wards constructed; almost 130,000 people employed in labour-based works; and, three-quarters of PRDP districts carrying out a pest, vector and disease control intervention.

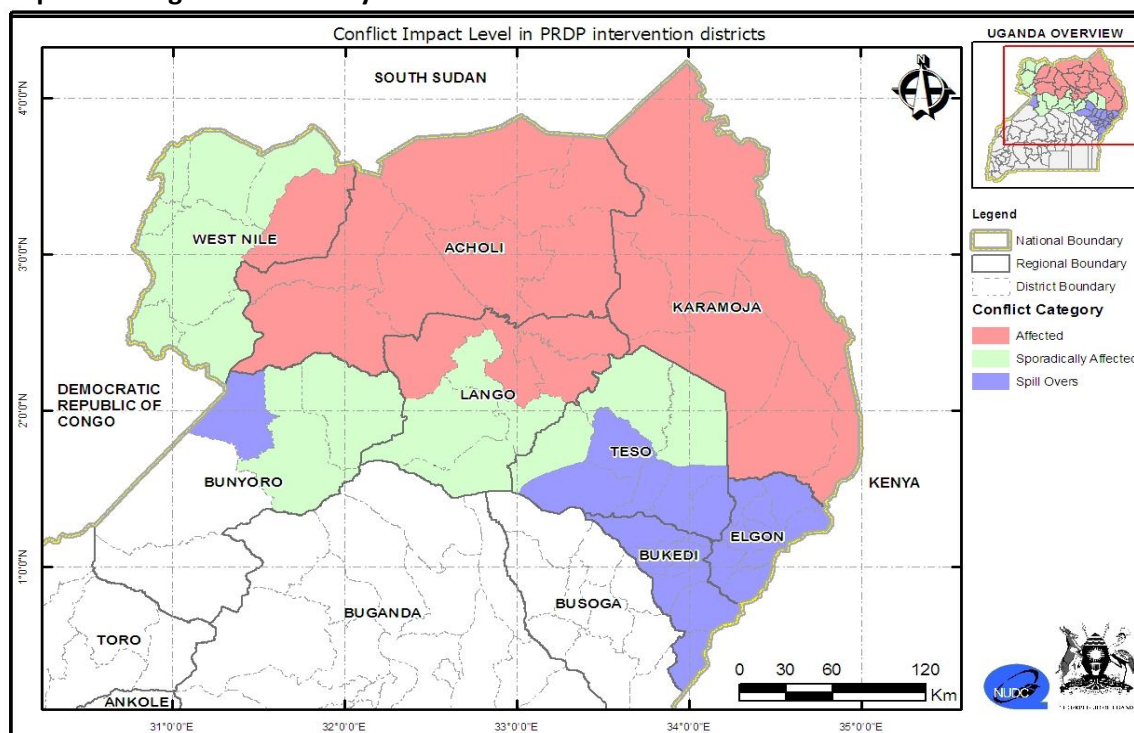
1. Introduction

1.1. The Peace Recovery and Development Plan (PRDP)

The Northern and North-Eastern regions of Uganda suffered from prolonged conflict and insecurity for over two decades from 1986 to 2007. This led to significant population displacement, socio-economic losses, a breakdown in social infrastructure, severely weakened governance structures and service delivery, and asset depletion. Consequently, poverty levels in the region remained at over 60% and other major social development indicators fell far short of national averages.

In 2007, the Government of Uganda (GoU), after extensive consultations with all stakeholders, and as a result of a significant reduction in rebel activities arising from peace negotiations with the Lord's Resistance Army (LRA), launched the Northern Uganda Peace Recovery and Development Plan (PRDP). The PRDP was designed to provide a Government-led and harmonised approach to recovery efforts in Northern Uganda, relative to the ad hoc provision of support during the years of insurgency, while also addressing the drivers and consequences of conflict. The PRDP provides a framework against which all development actors, government and non-government, are expected to align their interventions in the North. It also acts as a mechanism for the mobilisation of additional funds to finance recovery efforts in Northern Uganda. Full scale implementation started in July 2009, and is currently programmed to run until June 2012. The PRDP is currently implemented in 55 districts and 9 municipalities in eight sub-regions in the Greater North, covering both areas which were either severely or sporadically affected by conflict and cattle-rustling, as well as those that experienced conflict spillovers.

Map 1: Sub-regions covered by the PRDP



The overall goal of the PRDP is to stabilise Northern Uganda and lay a firm foundation for recovery and development. Specifically, the PRDP aims at promoting socio-economic development of the communities of Northern Uganda to bridge the gap between the North and the rest of the Country, so that the North achieves “national average level” in the main socio-economic indicators. The PRDP is organized around 4 Strategic Objectives:

- SO 1: Consolidation of State Authority
- SO 2: Rebuilding and empowering communities
- SO 3: Revitalisation of the economy
- SO 4: Peace building and reconciliation

PRDP implementation is managed and coordinated by the Office of the Prime Minister (OPM) and PRDP oversight is undertaken by the PRDP Monitoring Committee (PMC), which is chaired by the Rt.Hon. Prime Minister and includes representatives from all PRDP stakeholders.

The PRDP is implemented through the following three modalities:

1. **PRDP budget grant:** GoU provides PRDP grant funding through the budget as a top-up to the regular budget allocations of the benefitting Districts and central government agencies involved in PRDP implementation. Four donors¹ currently support this modality with earmarked budget support.
2. **On-budget special projects:** Some donors provide support through on-budget ‘special projects’ which are managed by the Government (e.g. NUSAF II, funded by the World Bank & DFID, and KALIP & ALREP, which are funded by the EU).
3. **Off-budget funding.** The third modality is off-budget funding, where donors and other development partners implement projects without the involvement of Government, either directly or through NGOs and CSOs.

1.2. Progress in PRDP implementation to date

In May 2011, OPM led a multi-stakeholder Mid-Term Review (MTR) of the PRDP. The objective of the MTR was to assess progress made to date in achieving PRDP objectives, identify and document lessons learnt and make recommendations regarding specific actions that might be taken to improve the PRDP. The MTR conducted a survey of PRDP implementation and community-level outcomes in a conflict-weighted random sample of 48 sub-counties in the PRDP catchment area.

Overall, the MTR found that positive progress had been made in PRDP implementation, but with significant variation across the four strategic objectives. It found that more progress has been made under the first two Strategic Objectives, than under the third and fourth. The main findings for each Strategic Objective were as follows:

SO1 - Law and order has improved since the PRDP began, and State Authority has been consolidated:

- The majority of sub-counties indicated that they felt more secure than two years ago, as people had been able to return home from IDP camps, police presence had increased and cattle rustling

¹ Norway, Sweden, Ireland and Denmark

had been reduced by disarmament initiatives. Only 5 sub-counties representing 10 % of the survey sample indicated that they felt less secure.

- In general, the main causes of insecurity across all sub-counties were reported as land conflicts (48%), cattle rustling (25%), theft (21%), domestic violence (16%) and food insecurity & natural disasters (10%).
- Over 85% of sub-counties reported that they now have a police presence of some kind and in all these sub-counties people go to the police to report security/conflict problems. In addition problems were also reported to the Local Council in over 80% of sub-counties. Both these figures show that not only that state authority has improved but also that people are willing to report issues to these authorities.
- Capacity to handle law offenders was found in over 60% of the sub-counties and over half of these said that this capacity had improved since the start of the PRDP, with most of them attributing the improvement to increased police presence. However, the remaining 40% of sub-counties reported that they had no capacity to deal with these law offenders, which continues to pose a significant problem to state authority and law and order.

SO2 - Communities and sub-counties reported that with the assistance of the PRDP better services were now being delivered, though the need for greater emphasis on functionality was highlighted:

- Ninety-three percent (93%) of communities reported that social infrastructure completed under PRDP was functioning and in use, and that better services were now being delivered. For example, more classrooms have helped increase student enrolment, construction of staff quarters has greatly improved staff attendance, and boreholes have reduced the walking distances to water for women and girls.
- Where infrastructure was not in use, it was reported that that essential components were lacking or that the district had not made the necessary complementary investments, for example recruitment of staff.
- However, in a fifth of interventions community members said there was unequal access to the benefits of the intervention. At the sub-county level, it was found that in 20% of sub-counties there have been one or more cases where PRDP activities have actually caused disputes within or between communities and also with contractors. These incidences of conflict at both the parish and sub-county level are very significant for the PRDP, given its focus on peace building, and suggest the need for planning and implementation to go beyond technocratic processes and be more conflict sensitive.

SO3 - Provision of economic infrastructure (e.g. roads) had yielded some positive results but support to farmers and provision of economic opportunities for youth had not been adequately addressed:

- Most sub-counties provided positive examples of how economic infrastructure – especially roads – had helped increase incomes. The roads were mainly smaller access roads built with labour intensive methods. In 90% of cases completed infrastructure was being used; however 53% of communities were unaware of any provision that had been made for maintenance.
- Only a third of the sub-counties knew of interventions aimed at farmers and only half of these were considered to have successfully addressed main problems of farmers. These interventions were implemented by NGOs and special programmes under the PRDP (e.g. NUSAF).

SO4 - Conflict drivers such as land, youth unemployment and inadequate reintegration of ex-combatants were considered not to have been adequately assessed or addressed:

- Land disputes and wrangles were the most often cited source of conflict with a total of 69% of sub-counties raising them as a problem. Domestic violence, sexual and gender based violence and child abuse/neglect were identified as sources of conflict in fifty-eight percent (58%) of sub-counties. Other conflict issues which were raised relatively frequently include theft (17%), alcohol and drug abuse (15%), hunger/food insecurity (8%) and politics/political interference (8%). Unemployment, especially in relation to youth, was also an issue that was raised as problematic and is universally recognised as a conflict driver.
- A number of initiatives were identified as having been established to address dispute/conflict issues. These include community policing, sensitisation by NGOs, capacity building of LC1 and LCIII to handle cases and the institution of local council courts. In addition increased police deployment and sensitisation of the police on issues such as how to handle domestic abuse and gender based violence cases were felt to have had a positive impact. However, while over 90% of sub-counties said that they had received some form of intervention aimed at addressing the conflicts, over 30% of sub-counties felt that there had been no change in the conflicts that they face during the past two years.
- Less than half of the sub-counties stated that there were counselling services available for community members and ex-combatants. The majority of these services appear to be provided by NGO's and community leaders but from the information gathered none of these seem to explicitly target ex-combatants or conflict-affected populations.
- Over 90% of sub-counties had, or had access to, a mechanism for dispute resolution and/or dialogue between communities. Dialogue mechanisms mentioned include peace meetings, dialogue between elders and traditional leaders and discussions between clan leaders. In addition 80% of sub-counties had forums where dispute/conflict issues could be raised.

The MTR also found that the PRDP had proved effective as a tool for mobilising resources to fund the recovery and development of Northern Uganda. However, alignment and coordination of PRDP activities across the three main funding streams had been weak, in part due to the scale of off-budget funding and weaknesses in the PRDP's original framework for Monitoring and Evaluation. This has had knock-on effects for the efficiency and functionality of PRDP investments, as the balance of funding between Strategic Objectives has not been fully aligned to the objectives of the PRDP, and the outputs of Donor off-budget funding have proved hard to track within the PRDP's Monitoring and Evaluation Framework.

Overall, the MTR found that given the scale of the gap between the North and the rest of the country, particularly in terms of the incidence of income poverty, additional funding for the North will continue to remain relevant in the coming decade. By the time PRDP implementation began in 2009, income poverty in the North had fallen to 46%, however it still remains at almost twice the national average level. Given this, the MTR highlighted the need for future programming to give greater priority to activities related to economic development and to address key conflict drivers, such as land issues, youth unemployment and reintegration in a more systematic way. It also highlighted the importance of securing greater sectoral involvement in PRDP interventions in order to improve their functionality, particularly in terms of service delivery, and of strengthening the PRDP's operational and monitoring framework, particularly with respect to better co-ordination of outputs across all three funding streams and enhanced results reporting.

1.3. PRDP 2 Development: Methodology and Process

The fifth PMC meeting, held in June 2011, discussed the MTR findings. Taking into account the issues raised in the MTR the PMC resolved that implementation of the PRDP should be extended beyond June 2012, OPM was mandated to lead the extension process.

The original PRDP framework was developed in 2005 – 2007, when a large proportion of the population in Northern regions were still living in IDP camps (especially in Acholi and Lango) and there was an immediate risk of return to armed conflict. The situation has evolved considerably since then as almost all displaced people have resettled, and the priorities in the North have shifted away from humanitarian support to peace building and development. In order to adequately and appropriately develop the next phase of the PRDP (PRDP 2), and to update the interventions within the PRDP framework, OPM led a multi-stakeholder needs assessment and gap analysis over a three month period, from August to October 2011. The purpose of the Needs Assessment was to: assess whether the current PRDP Strategic Objectives and Programme Areas remain relevant for PRDP 2, identify activities to be undertaken under each of the relevant Programme Areas, outline implementation and monitoring arrangements for PRDP 2, and develop an indicative programme costing.

The Needs Assessment undertook the following main activities:

1. **A desk review of key national documents**, to identify how activities under PRDP 2 can be coherent with national policy objectives, in line with the guidance provided during the fifth PMC. The review covered the National Development Plan, the National Budget Framework Paper, current sector plans, sector Budget Framework Papers and sector guidelines. It was followed by a series of bilateral discussions between OPM's Needs Assessment Team and the relevant sectors in order to agree possible parameters for PRDP programming within their respective areas.
2. **A desk review of District and Municipality Development Plans** of local governments in the PRDP region, to gain a preliminary understanding of current priorities at district level. Fifty-one District Development Plans (DDPs) and seven Municipal Development Plans (MDPs) were systematically reviewed by the OPM Needs Assessment Team to identify priorities on a district by district basis. Analysis of these plans showed that youth unemployment, land conflicts, cattle rustling, and sexual and gender-based violence (SGBV) remain major conflict drivers across the PRDP region. It also found that local governments have a strong preference for ensuring functionality of existing facilities before new ones are constructed. The DDPs and MDPs also indicated that economic revitalisation is a high priority, with local governments specifically emphasising the need to improve their road networks.
3. **Sub-regional consultations**: Based on the desk reviews and the findings from the MTR, the Needs Assessment Team developed preliminary proposals on the PRDP 2 guiding principles and programme interventions. OPM then held four sub-regional consultative meetings in Gulu, Lira, Soroti and Mbale to enable key stakeholders from each of the eight PRDP sub-regions to discuss and modify the proposals as necessary. The meetings were attended by Chief Administrative Officers (CAOs), District and Town Planners, Sub-county representatives and development partners,

and were facilitated by OPM and representatives from sector line ministries and national institutions (e.g. Police and Prisons). The purpose of the meetings was to discuss the proposed PRDP 2 interventions from a regional perspective in order to validate how far they corresponded to the local needs and, where appropriate, to suggest additions or changes. The meetings also aimed to define roles and responsibilities for implementing the proposed interventions.

The sub-regional consultative meetings confirmed that the preliminary set of interventions identified by the Needs Assessment Team broadly corresponded with District needs. Emphasis was placed on the importance of consolidating existing infrastructure, strengthening community participation in service delivery and ensuring functionality. Local government argued strongly for PRDP 2 to maintain a decentralised and flexible approach whereby the District (or the Municipality) has discretion over how funds are allocated according to the local needs. The discussions also highlighted the importance of enhanced sectoral involvement in PRDP 2 programming, and it was proposed that sector ministries should review district plans in order ensure that sector guidelines are adhered to and provide technical back up as necessary.

Throughout the Needs Assessment Process, OPM provided regular updates to the PRDP Technical Working Group (TWG), culminating in the presentation of a draft proposal for the PRDP 2 Framework to the TWG in October 2011. The team then prepared a revised proposal and indicative costings, taking in to account the comments and inputs from the TWG, which was used as a basis for discussions with development partners, prior to the submission of a memo to Cabinet. The remainder of this document sets out the proposed PRDP 2 Framework, including its guiding principles, intervention areas, operational and monitoring framework and indicative costings.

2. PRDP 2 Framework

2.1. PRDP 2 Goals and Strategic Objectives

The PRDP has already helped lay a foundation for recovery and development in Northern Uganda by contributing to the shift from the immediate post-conflict emergency phase to reconstruction and recovery. PRDP 2 is designed to complete the post-conflict recovery process and to strengthen the foundation for development in Northern Uganda

- The **overall goal** of PRDP 2 is *to consolidate peace and strengthen the foundations for development in Northern Uganda.*

The North remains the poorest region in Uganda, lagging behind in terms of income poverty as well as social indicators and it is likely to take a considerable amount of time for socio-economic development in the North to be on a par with the rest of the country. Within its three year timeframe, PRDP 2 will aim to narrow the gap between Northern Uganda and the national average level of the main socio-economic indicators but it is accepted that it is unlikely to close it.

- The **general target** is *to promote development of the districts of Northern Uganda to achieve national average level of the main socio-economic indicators.*

As the findings of the MTR have shown, the PRDP's strategic objectives from PRDP remain relevant. Thus the Strategic Objectives of PRDP 2 are:

- SO 1: *Consolidation of State Authority* by further enhancing the state presence, capacity, good governance and rule of law.
- SO2: *Empowering Communities* by laying the foundation for functional social services and community participation in service delivery.
- SO3: *Revitalisation of the Economy* by creating an enabling environment for producers, skills training and employment.
- SO4: *Peacebuilding and Reconciliation* by supporting reintegration and local dispute resolution mechanisms, and addressing key conflict drivers such as land and sexual and gender based violence.

However, the focus and content of each Strategic Objective have been adjusted at programme level in line with the evolving needs of the North, as a consequence of progress already made in transitioning from the emergency phase to recovery and development. In particular, programme areas relating to immediate post-conflict and emergency activities (facilitation of peace initiatives, rationalisation of auxiliary forces, emergency assistance and IDP return) will be replaced in the second phase by programmes focusing more specifically on promoting economic recovery and mitigating potential conflict drivers (enterprise development, land administration, community dispute resolution and reconciliation).

Table 1: PRDP Programme Areas under PRDP 1 and PRDP 2

SO 1: Consolidation of State Authority	
PRDP 1: <ul style="list-style-type: none"> 1- Facilitation of Peace Initiatives 2- Police Enhancement 3- Judicial Services Enhancement 4- Prisons Enhancement 5- Rationalisation of Auxiliary Forces 6- Local Government Enhancement 	PRDP 2: <ul style="list-style-type: none"> 1- Local Government Enhancement 2- Police Enhancement 3- Judicial Services Enhancement 4- Prisons Enhancement 5- District Land administration
SO 2: Empowering Communities	
PRDP 1: <ul style="list-style-type: none"> 7- Emergency Assistance & IDPs 8- IDP Return/Resettlement 9- Community Development Programme 	PRDP 2: <ul style="list-style-type: none"> 6- Health 7- Education 8- Water
SO 3: Revitalisation of the Economy	
PRDP 1: <ul style="list-style-type: none"> 10- Production & Marketing 11- Infrastructure Rehabilitation 12- Land, Environment & Natural Resource Management 	PRDP 2: <ul style="list-style-type: none"> 9- Enterprise Development 10- Production & Marketing 11- Roads & Bridges 12- Natural Resource Management
SO 4: Peace Building & Reconciliation	
PRDP 1: <ul style="list-style-type: none"> 13- Information Education and Communication and Counselling Services 14- Amnesty, Demobilisation and Reintegration of ex-combatants 	PRDP 2: <ul style="list-style-type: none"> 13- Reintegration and Resettlement 14- Community dispute resolution & reconciliation

2.2.Guiding Principles

Based on the findings of the MTR, the resolutions of the fifth PMC meeting and feedback provided during the Needs Assessment, PRDP 2 programming is based on six guiding principles:

1. Provide an additional source of funding to address the specific needs of the North

PRDP 2 interventions are designed to provide additional funding to address the specific challenges and needs that arise from the post-conflict situation in the North, in order to help the region recover and catch up with the rest of the country. They do not address issues that are of a more national nature, affecting all regions in Uganda and not just the North, or that are most appropriately handled at a national level. In order to ensure programmatic sustainability, and to safeguard the principle of PRDP being a time-limited source of 'top-up' funding, interventions do not cover recurrent expenditures which would require funding beyond the lifetime of the PRDP (e.g. salaries, hard-to-reach allowances). These interventions are more appropriately catered for within mainstream sectoral plans and budgets.

2. Enhance the functionality of PRDP investments

PRDP 2 will focus on ensuring that lower level service delivery facilities constructed or rehabilitated under PRDP are functional. In order to do this, sectors will review local government plans for infrastructure investments to ensure that they adhere to sector guidelines and that the necessary staffing provisions have been made. Local governments will also be able to use PRDP 2 funds to equip facilities and purchase transport equipment as per the sector guidelines. Staff retention will continue to be targeted through the construction of staff accommodation in hard-to-reach areas. In addition, PRDP 2 programming will have a particular focus on enhancing sustainability through increased community participation in planning processes and service delivery, for example by training user committees and supporting the expansion of Village Health Teams.

3. Ensure a greater focus on economic revitalisation

The MTR highlighted that the PRDP needed to focus more on economic revitalisation in order to address the objective of reducing income poverty and to tackle youth unemployment in the North, which was identified as a potential conflict driver. In order to do this, the interventions under Strategic Objective 3 will be strengthened. A new Programme Area on 'Enterprise Development' has been included in PRDP 2. It focuses on access to finance and skills training, especially for the youth. In addition, the Production Programme Area has been strengthened, and it is proposed that Districts will be able to apply part of their PRDP budget grant to production activities, particularly pest, vector and disease control and market infrastructure. Likewise, PRDP 2 will emphasise using labour-based methods for road rehabilitation and periodic maintenance wherever possible. Finally, the proposal to scale-up funding channelled through the PRDP budget grant is primarily aimed at providing Local Governments with sufficient financing to undertake meaningful road rehabilitation and periodic maintenance covering distances of 30km or more at a go.

4. Mitigate Potential Conflict Drivers

The MTR found that the PRDP had not adequately addressed a number of potential conflict drivers in the North including; land disputes, youth unemployment and reintegration of ex-combatants. PRDP 2 programming will explicitly seek to address and mitigate these conflict drivers. A new Programme Area on 'District Land Administration' has been included under SO1. It focuses on land dispute mechanisms and sensitisation on land laws & ownership. Youth unemployment is targeted through labour-based infrastructure approaches and the new Programme Area on Enterprise Development under SO3. There is a strengthened focus on training lower level local courts and on transitional and traditional justice in both SO1 and SO4. SO4 has been reconfigured to provide greater support to communities recovering from conflict, and community dispute resolution. It also has a specific component addressing sexual and gender based violence, while gender issues are also mainstreamed in other areas. Finally, it highlights conflict analysis & monitoring and conflict sensitivity as key priorities.

5. Provide a greater sub-regional focus

The MTR recommended that the PRDP should consider whether to develop sub-regional programming within the overall plan so that it is better tailored to different sub-regional needs. However, the PRDP 2 Needs Assessment found that it is more appropriate for PRDP 2 to retain a bottom-up programming approach, whereby proposed interventions are based on District needs as identified by the individual Districts, rather than establishing a top-down planning approach based on sub-regional programming. PRDP2 will, instead, institute sub-regional monitoring so that progress in meeting PRDP objectives can be

tracked by sub-region. This will enable individual challenges at sub-regional level to be identified and discussed by the PMC as appropriate. In order to ensure that the relative needs of different sub-regions are appropriately catered for, the PRDP budget grant allocation to Districts will be weighted according to conflict-impact, so that the majority of funds are channelled to those sub-regions that were most conflict-affected. Districts will also be able to apply their grant funds to a wider range of activities (including environment, production, local government enhancement), enabling them to better tailor interventions to their particular needs. In addition, programming under SO 4 will have a differentiated sub-regional focus, while off-budget activities and certain special projects will focus on the most conflict-affected sub-regions.

6. Enhance PRDP Co-ordination

In order to enhance sectoral involvement in the PRDP 2, and the alignment of interventions with sector policies and frameworks, sectors will play an active role in reviewing PRDP budget grant work plans and quarterly reports. They will also be involved in monitoring sector interventions implemented through the PRDP 2. PRDP 2 will identify which funding modality should be used to support which interventions so that the link between on-budget and off-budget activities is strengthened. Consistent with this, OPM will request donors, through the donor group on the North (the NURD group), to provide a consolidated indication of their off-budget support to the PRDP, mapped to Programme Areas and sub-regions. Critical gaps in coverage can then be discussed in the PMC. OPM, working through its regional offices, in conjunction with local governments, also proposes to undertake spot-monitoring of off-budget activities.

2.3. Timeframe and Exit Strategy

A three year timeframe is proposed for PRDP 2. Therefore, it will run from July 2012 to June 2015. This aligns PRDP 2 to the lifecycle of the current National Development Plan (NDP), which also ends in June 2015, enabling future programming for the North beyond June 2015 to be integrated in to the next NDP. This timeframe is also coherent with the timeframes of the major PRDP special projects (NUSAF, KALIP/ALREP, PCDP), all of which are scheduled to come to an end by 2014/2015.

Within the three-year timeframe of PRDP 2 it is anticipated that the immediate recovery of the North will be complete, and that the current gaps between the North and other regions in terms of income poverty and other social indicators will have narrowed. However, the gaps are unlikely to have been eliminated in all cases, meaning that affirmative action for supporting the North will continue to remain relevant after the end of PRDP 2. However, it is envisaged that once PRDP 2 has come to an end, any such affirmative action will be folded into mainstream sector programming via mechanisms directed at addressing poverty and regional inequalities. PRDP 2's emphasis on enhanced sectoral involvement in PRDP 2 programming represents an important step in this transition. Thus, when PRDP 2 comes to an end in June 2015, donor funding for the North should be directly aligned to sector plans and channelled through sector budgets.

While affirmative action is envisaged to continue when PRDP 2 ends, PRDP 2 has prepared an exit strategy. This is based on the handover of responsibilities and activities to the stakeholders who will remain on the ground after the end of PRDP 2, each one of whom will be able to contribute to sustainability. These include: communities, local government and sector ministries.

Under the PRDP budget grant to districts and municipalities, provisions are made for community mobilisation and establishment of user communities to ensure community ownership and community participation wherever it is relevant. Special projects and off-budget projects are required to do likewise.

Districts and municipalities are implementers of activities under the PRDP budget grant and they are, in many cases, implementing agencies for activities of the special projects. This gives them a clear ownership and it contributes to their capacity to take care of facilities or support institutions created when PRDP ends. Furthermore, Programme Areas such as PA 1 - Local Government Capacity Enhancement are specifically aimed at strengthening local government capacity.

Under PRDP 2, OPM will reduce its role in district implementation of investments under the budget grant and give sector ministries a clearer responsibility for providing technical oversight and technical assistance to the district. This will contribute to sector ministries taking ownership and integrating provisions for recurrent expenditure items for investments made under the PRDP budget grant. Special projects and off-budget projects are also advised to ensure involvement of sector ministries.

3. PRDP 2 Interventions

PRDP 2 has the following 14 programme areas:

SO 1: Consolidation of State Authority
PA: 1- Local Government Enhancement 2- Police Enhancement 3- Judicial Services Enhancement 4- Prisons Enhancement 5- District Land administration
SO 2: Empowering Communities
PA: 6- Health 7- Education 8- Water
SO 3: Revitalisation of the Economy
PA: 9- Enterprise Development 10- Production & Marketing 11- Roads & Bridges 12- Natural Resource Management
SO 4: Peace Building & Reconciliation
PA: 13- Reintegration and Resettlement 14- Community dispute resolution & reconciliation

This section identifies the specific interventions that will take place under each Programme Area, consistent with PRDP 2's guiding principles.

3.2 Strategic Objective 1 – Consolidating State Authority

The aim of this Strategic Objective is to strengthen effective and efficient local administration, while embedding good governance and the rule of law by enhancing provision of formal justice, law and order structures and recognising the role of informal and traditional structures in promoting good governance. The activities proposed under PRDP 2 seek to build on the progress made by the PRDP in this area. While local government administration and justice, law and order structures are much more firmly embedded in the region than they were at the start of PRDP, coverage is not complete in all areas. Where structures do exist, their effectiveness in delivering services to local communities continues to be limited by physical, technical and human resource capacity constraints. PRDP 2 will also seek to strengthen capacity for land administration at the district level, as land disputes have emerged as a major potential conflict driver within the region since the inception of the PRDP.

PA1: Local Government Enhancement

Both the MTR and local government DDPs have indicated that there is a continued need for new local government infrastructure at sub-county level, and in some cases (particularly with respect to new districts) at district level. However, many existing facilities also lack the necessary equipment and logistics to enable effective local government administration, particularly in terms of power, IT equipment and transportation.

On the human resource side, the MTR found that capacity constraints at point of delivery in local governments had affected the implementation of PRDP and this was confirmed by local government participants during the sub-regional consultative meetings held in September 2011. Over 50% of the districts surveyed during the MTR reported problems related to the supervision of works while a third specifically reported that their engineering departments were understaffed. Inadequate staffing was cited as the biggest constraint for effective service delivery by over 50% of surveyed districts, rising to 80% in the new districts. Other sources reported that inadequate staffing and skills capacity in the engineering departments had led to procurement delays, inadequate procurement processes and weak and inadequate supervision of projects.

The MTR also found that capacity for participatory planning was generally weak and that community consultations and planning were not always conducted according to good practice. In the majority of sub-counties surveyed, over 80% of the communities noted that only local leaders were consulted when social infrastructure facilities were being planned (LC members, elders, school management committees) resulting in women and vulnerable groups being excluded from the process. In addition, the MTR identified cases where PRDP activities had actually caused disputes within or between communities and also with contractors.² Participatory planning is key to ensuring ownership of interventions which, in turn, contributes to their sustainability. It is also vital for ensuring that interventions are planned in a conflict sensitive manner so that they do not exacerbate existing tensions or create new ones.

In order to address these challenges, PRDP 2 proposes a range of interventions under Programme Area 1, *Local Government Capacity Enhancement*, aimed at improving the functionality of local government

² For example: in Arinyapi sub-county in Adjumani district there have been disputes between communities who have felt they have not benefited from interventions and those that have; in Lopei sub-county in Napak district there have been conflicts between contractors and communities and; in Namalu sub-county in Nakipiripit district there has been conflict over construction activities encroaching on people's land and soil being dumped.

administration and community-level participation in local government planning. The interventions are summarised in the box below.

PA 1 Interventions: Local Government Capacity Enhancement

Intervention	Proposal	Modality
Infrastructure, equipment and logistics	Provision of necessary equipment and logistics to ensure functionality of existing local government facilities	PRDP grant Special projects Off budget projects
Participatory Planning	Development of participatory planning capacity and strategy at the local government and community level, including conflict sensitive component.	Special projects Off budget projects
Local Government Capacity Development	Provision of technical advisory support and training to local government administrations	Special and Off-budget projects

Infrastructure, equipment and logistics: It is proposed that first and foremost, PRDP 2 focuses on ensuring functionality by enabling Districts to use the PRDP budget grant to rehabilitate existing administration buildings, provide solar panels and IT equipment where necessary, and purchase transport equipment (vehicles and motorbikes), particularly for new districts which are underprovided. Special projects and off-budget funding will be used to supplement these interventions, and help with the construction of new office infrastructure, as appropriate.

Participatory planning: PRDP 2 proposes that donor-funded special projects and off-budget activities involved in local government capacity enhancement should seek to strengthen participatory planning capacity and strategies at the local government and community level, particularly with respect to their conflict sensitivity, in line with the guidance issued by the Ministry of Local Government. This is in order to ensure that PRDP interventions are based on adequate participation and input from beneficiaries including vulnerable groups and women.

Local Government Capacity Development: The MTR and local government participants at the PRDP sub-regional consultative meetings in September confirmed that a lack of capacity had affected the implementation of the PRDP. Under PRDP 2, donor-funded special projects and off-budget activities are requested to continue to provide technical advisory support and training to district administrations to enhance their capacity, particularly in key areas such as planning, procurement and engineering. However, PRDP 2 also recognises the need for a more co-ordinated approach between development partners providing capacity support, local governments, and relevant central government institutions. This would ensure that there are no major gaps in coverage and that potential synergies of project-based capacity support are maximised. Capacity support provided by individual projects should not seek to resolve the implementation constraints faced by the project alone, but serve the needs of the local government administration as a whole. To this end, PRDP 2 will build on the work commenced under PRDP, whereby development partners have mapped out their capacity support at District level, and OPM has instituted a multi-stakeholder capacity development working group, tasked with agreeing a co-ordinated response

between government institutions and development partners to local government capacity development challenges in the PRDP region.

PA2: Police Enhancement

The findings from the MTR showed that the majority of communities feel more secure than they did two years ago and the overall security situation is currently fairly good in most districts, although there are some exceptions.

Using PRDP funds, the Uganda Police Force has, to date, been able to operationalise 277 sub-county police posts, construct 16 police stations, and procure almost 100 vehicles and 200 motorcycles to enhance police mobility and response capacity. These interventions have yielded positive results, as during the MTR over 85% of sub-counties reported that they now have a police presence of some kind, and that people go to the police to report security or conflict problems. In addition, problems are also reported to the Local Council in over 80% of sub-counties. Both these figures are encouraging as they show not only that state authority is improving but also that people are willing to report issues to these authorities.

However, sexual and gender based violence (SGBV) continues to be a serious problem. In the MTR, 58% of the surveyed sub-counties that SGBV was source of conflict at some level, while it was identified as an issue in three-quarters of the DDPs. Further training of police personnel is necessary to ensure that they have the specialised capacity required for conducting criminal investigations involving traumatised persons and victims of SGBV.

With regards to improving security, half of the sub-counties surveyed in the MTR said they still needed an increased police presence, and 15% said that the police needed to be better facilitated in terms of equipment, transport and accommodation. The importance of community sensitisation on the role of the police and crime prevention was also mentioned by two thirds of sub-counties during the MTR. It was also raised in a number of the DDPs as a priority area for action.

In order to address these challenges, PRDP 2 proposes a range of interventions under Programme Area 2, *Police Enhancement*, aimed at strengthening the police posts operationalised under the PRDP to date, particularly through provision of equipment and staff accommodation, and training police personnel. The interventions are summarised in the box below.

PA 2 Interventions: Police Enhancement

Intervention	Proposal	Modality
Infrastructure, equipment and logistics	Construct staff accommodation, particularly for female staff, at existing police posts, rehabilitate existing police posts and construct new ones	PRDP grant Special projects
	Equip existing and new police posts with necessary transport & communication equipments	

Human Resources	Refresher training for CID staff and SGBV training for selected staff	PRDP grant Off budget projects
	Human Rights training for all police personnel Training on community policing, liaison and outreach	

Infrastructure: The progress made under PRDP in operationalising police posts in 277 out of the 500 sub-counties in the PRDP sub-region needs to be continued under PRDP 2. However, while the construction of police posts is important, PRDP 2 will initially focus on construction of staff accommodation as this will help ensure that police posts are properly staffed at all times. During the sub-regional consultative meetings it was pointed out that police could ‘work under trees but not sleep under trees’. Accommodation for female staff will be prioritised as this will facilitate the operationalisation of the child and family protection units which play a vital role in addressing SGBV issues.

Logistics: In order to ensure the police posts are fully operational, PRDP 2 will equip existing police posts with the necessary transport and communication equipment. Provision of transport will also facilitate the movement of those held in custody to court so they do not have to move on foot which poses a security concern. This issue was flagged throughout the sub-regional consultative meetings with district officials.

Human Resources: PRDP budget grant funds will be used to ensure that all deployed police personnel are sufficiently trained to address the issues they are likely to have to handle, and CID personnel will undergo refresher training. It would be beneficial for at least one person in each post to be trained specifically in how to respond to SGBV incidents. Off-budget activities under PRDP 2 will also support training on community policing, liaison and outreach as this will help improve trust between police and communities and ensure both are aware of the mandate of the police and what can be expected from them. Supplementary training on human rights would ensure police are aware of how they should be respecting human rights.

PA3: Judicial Services Enhancement

Access to justice was highlighted as a continuing problem during the PRDP 2 sub-regional consultative meetings and the lack of lower level magistrate courts was also identified as contributing to the backlog of cases, which in turn impacts on congestion in prisons.

During both the MTR and the PRDP 2 sub-regional consultative meetings it was also widely acknowledged that the Local Council system and Local Council Courts play a key role in the local administration of justice, particularly given that they are often the entry point for many people. However, it was also noted that while both the LC system and LC Courts exist, they are not always functional and it is not always clear how their judicial processes should be run.

In addition, the post-conflict nature of the PRDP region means that transitional justice still has an important role to play in redressing grievances and building trust between perpetrators and victims. Transitional justice is an approach rather than a specific activity and involves both the formal and traditional justice systems. Given that traditional justice processes play a significant role in justice provision, particularly at

the community level, these processes need to be supported to that they are complementary to the formal justice system, are gender sensitive and respect human rights.

In order to address these challenges, PRDP 2 proposes a range of interventions under Programme Area 3, *Judicial Services Enhancement*, aimed at reducing the bottlenecks in judicial administration by constructing Grade 1 magistrates courts in under-served areas, strengthening LC courts and supporting the informal provision justice, particularly in terms of ensuring its alignment with the formal justice system. The interventions are summarised in the box below.

PA 3 Interventions: Judicial Services Enhancement

Intervention	Proposal	Modality
Infrastructure	Construction of grade 1 magistrates courts and staff accommodation in underserved areas	Special projects Off budget projects
Local level capacity development	LC training on local administration of justice in order to enhance functionality of LC courts (in collaboration with MoLG and MoJCA) Training on conflict sensitivity	Special projects Off budget projects
Traditional and Transitional Justice	Support to traditional and transitional justice processes, ensuring development is complementary to formal justice system, is gender sensitive and respects human rights	Off budget projects

Infrastructure: PRDP 2 will facilitate judicial processes and ensure greater access to justice at the local level through construction of Grade 1 courts, together with accommodation in hard to reach areas. As under PRDP, funding for this activity will be solicited through donor-funded special projects and off-budget projects working in conjunction with the Justice, Law and Order Sector.

Local level capacity development: The LC system and LC Courts exist but they are not always functional and there is a lack of clarity on how judicial processes should be run. PRDP 2 will solicit funding from donor-funded special and off-budget projects to work with the Justice, Law and Order Sector and the Ministry of Local Government to training LCs and LC Courts on judicial administration, together with training on conflict sensitivity to ensure that justice is administered in line with conflict sensitive principles.

Traditional and transitional justice: PRDP 2 proposes that off-budget donor activities working in the area of transitional justice should provide support to traditional and transitional justice processes, ensuring their development is complementary to the formal justice system, is gender sensitive and respects human rights.

PA4: Prisons Enhancement

During the PRDP 2 sub-regional consultative meetings a number of concerns were raised over congestion in prisons. Tackling this problem was considered essential for respecting human rights in Northern Uganda. In addition, the Uganda Prisons Service highlighted the importance of a strong focus on rehabilitation activities in order to reduce the incidence of re-offending. Not only would this ensure that offenders have

the opportunity to engage in income generating activities and reintegrate successfully back into their communities after the end of their prison term, but it would also help ease the pressure on prisons. Current reoffending rates stand at almost 30%, as compared to a target rate of 10%.

To date under the PRDP, the Prisons Service has been able to reconstruct Oyam and Patiko Prisons and to acquire equipment for three prison farms in Northern Uganda. They have also been able to purchase two lorries to help transport prisoners to court, a major challenge in the PRDP region, as courts are sometimes located in different towns to the detention facilities. They plan to reconstruct Kotido prison before the end of PRDP 1, as well as completing other works in three other facilities. However, in total, only nine out of 64 facilities in the PRDP region will have benefitted from PRDP funds by end June 2012.

Under Programme Area 4, *Prisons Enhancement*, PRDP 2 proposes roll out PRDP prisons interventions to other facilities in the PRDP region that have not yet benefitted from PRDP funding, particularly in terms of constructing prisoner wards to reduce congestion, as well as equipping prison farms and rehabilitation centres. The interventions are summarised in the box below.

PA 4 Interventions: Prisons Enhancement

Area	Proposal	Modality
Infrastructure, equipment and logistics	Construct new prisoner wards, including suitable facilities for juveniles, at over-congested prisons. Rehabilitate existing facilities Upgrade existing hygiene & sanitation facilities where necessary Construct staff accommodation (using hydraform where appropriate)	PRDP grant
Prisoner rehabilitation	Scale up prisoner rehabilitation programmes (education, vocational training, prison farms)	PRDP grant Off-budget

Infrastructure & Logistics: PRDP 2, through the PRDP budget grant, will support the rehabilitation of existing prison facilities in the most conflict-affected areas of the PRDP region. This will include the construction of new prison wards to reduce congestion, as well as construction of staff accommodation. Attention will also be paid to ensuring that suitable facilities are available for juveniles, to ensure that facilities in the PRDP region are in line with sector standards. As under the current PRDP, PRDP 2 budget grant funds will also be used to purchase lorries where necessary, to facilitate the transportation of prisoners to court.

Prisoner Rehabilitation: Rehabilitation activities under PRDP 2 will focus on scaling up rehabilitation programmes in order to reduce the re-offending rate from 28% to less than 10%. The PRDP budget grant will be used to rehabilitate prison workshops and purchase equipment to operationalise prison farms.

PA5: District Land Administration

During the PRDP 2 sub-regional consultative meetings participants in almost all the sub-regions raised land issues as a serious concern that needed addressing and the general consensus was that the problem was escalating. Disputes over land pose a serious threat to the safety and security of communities and there is a pressing need to address the issue of land allocation and ownership, amongst other things, to ensure that these disputes do not escalate.

Both the review of the DDPs and the MTR identified land disputes and wrangles as a significant issue. A total of 69% of the sub-counties surveyed during the MTR reported that land was a source of conflict. In over a quarter (27%) of these sub-counties representatives said that the frequency and seriousness of land disputes was increasing while others said there had been no improvement in the situation.

At present, districts lack the necessary equipment to enable District Land Boards to carry out their function of surveying land. Currently a large proportion of institutional land remains un-surveyed, including sites where PRDP interventions have been located, which potentially leaves them open to competing ownership claims.

A number of different mechanisms are used at the local level to determine land ownership and address land disputes. During the MTR and sub-regional consultative meetings it was acknowledged that District Land Boards, Area Land Committees and LC Courts exist but that they are rarely operational. In addition, and perhaps because of this, many people at the community level look to customary processes to resolve land disputes.

The MTR and participants at the sub-regional consultative meetings highlighted the need to sensitise both members of land administration bodies and community members about their respective roles and responsibilities, and provide information about the Land Act and other relevant laws. Community members also need to be sensitised on the difference between civil and criminal cases, because if civil cases are brought to the police they cannot take any action and yet this is often not understood, or accepted, by the person who brought the case.

To respond to the challenges posed by land disputes in the PRDP region, and to mitigate their potential as conflict drivers, PRDP 2 proposes to introduce a new programme area, Programme Area 5, *Land Administration*. This PA is designed to strengthen district capacity for surveying, support land dispute mechanisms, and increase awareness on the current land laws. The interventions are summarised in the box below.

PA 5 Interventions: District Land Administration:

Intervention	Proposal	Modality
Surveying Equipment	Provision of appropriate surveying equipment to District Land Boards	PRDP grant

Land Dispute mechanisms	Build the capacity of District Land Boards, Area Land Committees and LC Courts to carry out their mandate. Establish the role of local level dispute resolution processes and how these link to Institutional processes	Special projects Off budget
Land Law Sensitisation	Sensitise District Land Boards, Area Land Committees and LC Courts about their respective roles and responsibilities and about the latest land laws Sensitise communities on land laws and ownership processes, civil versus criminal cases and how to register land.	Special projects Off budget

Surveying equipment: Local governments will be able to use PRDP 2 budget grant funds to purchase surveying equipment. This will ensure that District Land Boards have the necessary capacity for surveying and are able to survey and demarcate the boundaries of institutional land.

Land Administration and Dispute Mechanisms: PRDP 2 will solicit support from development partners, through special projects and off-budget activities, to strengthen the capacity of District Land Boards, Area Land Committees and LC Courts. This will ensure that they are functional and will help to clarify the mandate of the different mechanisms (formal and informal) involved in land administration and how they connect to each other.

Land law sensitisation: PRDP 2 will solicit support from development partners, through special projects and off-budget activities, for sensitisation activities. This will include the provision of information about the Land Act and other relevant laws so all parties are clear about which laws apply. Specific community level sensitisation will also be targeted to ensure communities are aware of the difference between civil and criminal cases and how to register land.

3.3 Strategic Objective 2 – Empowering Communities

The aim of this Strategic Objective is to ensure that communities in Northern Uganda benefit from the recovery process through access to health care, education services and clean water in areas where these services were previously lacking or inadequate. Despite the progress made under the PRDP there is a need for continued investment in social service provision in the North. To date, the PRDP has focused on constructing infrastructure for health, education and water which has consisted of classrooms, lower level health units, staff accommodation and water points. According to the communities surveyed during the MTR, these interventions have led to better services being delivered. However, concerns were raised over lack of comprehensiveness of investments and lack of emphasis on functional service delivery. As a result the MTR recommended that more emphasis should be given to functionality, through ensuring that infrastructure is constructed according to sector guidelines and is properly equipped to enable the relevant services to be delivered. PRDP 2 will focus explicitly on the functionality of infrastructure as well as putting

more emphasis on empowering communities and establishing community ownership of facilities through user committees.³

PA6: Health

At the PRDP 2 sub-regional consultative meetings the majority of district representatives stated that priority should be given to rehabilitating and consolidating existing facilities and ensuring their functionality before building new ones. This is because existing facilities are not delivering the services they should due to a lack of essential inputs. This approach is consistent with the emphasis placed on increasing access to functional health facilities in the Health Sector Strategic Investment Plan (HSSIP) 2010/11 – 2014/15.

Analysis of the DDPs highlighted some of the following as issues impairing the functionality of existing facilities:

- Facilities are often severely understaffed, in part because accommodation is lacking
- Health equipment either needs to be repaired or is lacking
- There are no means of transport for health staff or patients
- Water and sanitation around health infrastructure is inadequate
- Essential drugs and vaccines are often out of stock.

Participants at the sub-regional consultative meetings noted that PRDP 2 needs to cater for equipment as part of the rehabilitation and construction of health facilities if it is to address functionality challenges. This includes the provision of: health equipment, means of transport, cold storage for vaccines, electrical power (in most cases to be based on installation of solar power), water supply, sanitation, and fencing of the facility. The importance of continuing to construct staff accommodation to help reduce absenteeism in hard-to-reach areas was also highlighted.

In line with PRDP 2 guiding principles, and in order not to replicate Ministry of Health mainstream activities, it was agreed that PRDP 2 funding should be not used to finance: drug procurement and distribution (which is handled centrally through the National Medical Stores), health worker salaries, and hard-to-reach allowances. These need to be catered for under the mainstream health sector budget to ensure sustainability. Instead, PRDP 2's contribution to improving staffing levels will be through the construction of staff accommodation in hard-to-reach areas. The Ministry of Health will review local government's PRDP 2 health work plans to ensure that they meet sector guidelines and contribute to functionality. Specific attention will be paid to ensuring that facility guidelines are being applied, that recurrent expenditures, including human resources, are properly catered for under the sector conditional grant, and that the establishment of new facilities is guided by service availability mapping.

The sub-regional consultative meetings also highlighted the importance of establishing and training Health Unit Management Committees. These Committees can act as important vehicles for empowering communities to take care of their health facilities and imbue a sense of ownership.

³ According to a survey conducted by MTR communities found that only 36% of interventions under the current phase of the PRDP had sufficiently trained user groups.

The vital role played by the community-based Village Health Teams in addressing community health issues and bridging any gaps between un-served households and the formal healthcare system was also highlighted. The National Health Policy has identified the Village Health Team (VHT) concept as the cornerstone to effective community participation in matters concerning their own health. This is because over 75% of the diseases are preventable if people changed and adopted appropriate and well known behaviours geared towards better health. The most effective way to achieve this is through interpersonal and group communication that VHTs can effectively perform in the villages where they live and are known. One of the diseases that the VHTs will have to address is HIV/AIDS, which has reached high rates in the conflict affected districts. Given the high rate of mental health problems in the conflict affected areas VHTs in these areas will be sensitised on mental health issues by off-budget projects. At the sub-regional consultative meetings most districts expressed a need to strengthen their existing VHTs, and in some cases, to establish new teams where they have ceased to function.

These activities are in line with the Health Sector Strategic Investment Plan which contains a specific objective for the Greater North: to 'Ensure equitable access by people in PRDP districts to Health Services'. The major activities envisaged under this objective are:

- Constructing, rehabilitating and equipping health facilities in Acholi & Lango, guided by service availability mapping
- Focusing on improving the quality of existing health facilities and services in other PRDP sub-regions.

Therefore, PRDP 2 proposes that Programme Area 6, *Health*, should focus on rehabilitating and equipping existing lower level health facilities, as well as provide training to Village Health Teams and Health Unit Management Committees. The interventions are summarised in the box below.

PA 6 Interventions: Health

Intervention	Proposal	Financing modality
Infrastructure, equipment and logistics	Rehabilitating and equipping existing facilities, constructing staff quarters, limited construction and equipping of new facilities (primarily maternity wards) Purchase of bikes (HC IIs), motorbikes & vehicles (HC IIIs & IVs)	PRDP grant Special projects Off-budget projects
Village Health Teams	Training and equipping Village Health Teams	PRDP grant Off-budget projects
Health Unit Management Committees	Training of Health Unit Management Committees.	PRDP grant Off-budget projects

Infrastructure, equipment and logistics: Under PRDP 2, local governments will be able to use PRDP 2 budget grant funds to rehabilitate health facilities, construct staff accommodation, and establish new facilities if necessary. The funds can be supplemented by financing through special projects and off-budget funding where available. Construction and rehabilitation of facilities can, if necessary, include: fencing, provision of electricity, including through solar power, cold storage for vaccines, lightening conductors,

provision of health equipment, water points, installation of rainwater harvesting systems, latrines etc. PRDP 2 funds will also be used to purchase bicycles (HC IIs), motorbikes and vehicles (HC IIIs & IVs), where needed, to facilitate outreach service and transport of patients. These items are in line with the Ministry of Health facility guidelines

Village Health Teams: PRDP 2, through the PRDP budget grant and off-budget funding where available, will place particular emphasis on community-level provision of health services through the expansion of Village Health Teams. The VHTs can be given basic training, if they have to be re-established, or refresher and update training. They can also be provided with health promotion materials and basic VHT kits from the Ministry of Health and, if appropriate, bicycles and facilitation for meetings.⁴

Health Unit Management Committees: PRDP 2, through the PRDP budget grant and off-budget funding where available, will provide Health Unit Management Committees with training on their roles and functions. The training will also seek to enhance participation of female members. The overall aim is to create a strong sense of community ownership and community participation.

PA7: Education

Priorities under this Programme Area, as highlighted in the PRDP 2 sub-regional consultations, include the construction of classrooms and staff accommodation, and provision of the necessary equipment to ensure that schools are fully functional. Construction and rehabilitation of education facilities should be comprehensive, rather than adding one or two classrooms here and there, and, where necessary, should include: provision of water and sanitation, desks, fencing, instalment of lightening conductors and electricity.

The Revised Education Sector Strategic Plan (2007 – 2015) of the Ministry of Education and Sports notes that providing teachers' houses in rural areas is a priority for enhancing school supervision and minimising absenteeism of both teachers and pupils. It also aims to provide hardship allowances to teachers working in (post) conflict areas.

The DDPs reinforce these priorities:

- 88% of DDPs prioritize constructions of more classrooms.
- 75% prioritize construction of housing for teaching staff
- Inputs identified as necessary for functionality and service delivery include: school furniture and supplies of school materials, sanitation facilities (including washrooms for girls), adequate staffing, and school inspection to ensure quality.

In line with its guiding principles, it was agreed that PRDP 2 should focus primarily on the provision of functional infrastructure, including equipment, and should not finance recurrent expenditures such as education materials and salaries. These recurrent expenditures should be catered for under the sector conditional grant allocations provided by the Ministry of Education which highlights the importance of ensuring that PRDP education interventions are consistent with Ministry plans. The Ministry of Education

⁴ There is a need to adapt to local circumstances. Districts in Elgon pointed out that bicycles are of no use in mountainous areas and indicated that boots and T-shirts are more appropriate means for motivating VHT members in this subregion.

and Sports is to review PRDP education work plans to ensure that facility guidelines are being applied and that new facilities are part of the sector plan.

The sub-regional consultative meetings identified School Management Committees as important vehicles for giving communities a sense of ownership of their schools and for empowering them to address education issues.

In line with the above, PRDP 2 proposes that Programme Area 7, *Education*, should focus on constructing and equipping classrooms, staff accommodation, provision of water and sanitation facilities, and transport equipment for school inspectors as necessary. PRDP 2 will also provide training to School Management Committee members on their roles and functions. Training female members to promote their active participation will be emphasized. The interventions are summarised in the box below.

PA 7 interventions: Education

Intervention	Proposal	Financing modality
Infrastructure, equipment and logistics	Classroom construction and rehabilitation, provision of school furniture, construction of staff quarters, motorbikes for district school inspectors	PRDP grant Special & Off-budget projects
Water and Sanitation	Construction of water points and latrine stances	PRDP grant Special projects Off-budget projects
School Management Committees	Training of School Management Committees.	PRDP grant Off-budget projects

Infrastructure and equipment: Under PRDP 2, local governments will be able to use PRDP budget grant funds to construct and rehabilitate classrooms, construct staff accommodation and provide school furniture. Thus funding can be supplemented by financing through special projects and off-budget funding where available. Construction and rehabilitation of education facilities can, if necessary, include: fencing, establishing lightening conductors, and provision of electricity, including solar power, amongst other things. School furniture can include items such as desks, teachers' desks and cupboards and chairs.

Water and Sanitation: Under PRDP 2, local governments will be able to use PRDP budget grant funds to construct water points and latrine stances (if need be emptyable latrines or water borne toilets) and install rainwater harvesting systems in schools and staff quarters. This funding can be supplemented by financing through special projects and off-budget funding where available. Improved access to appropriate sanitation is one of the key conditions for retaining the girl child in school.

School Management Committees: PRDP 2, through the PRDP budget grant and off-budget funding where available, will train SMCs on their roles and responsibilities. Amongst other things, this will focus on enhancing participation of female members and encouraging girl-child enrolment.

PA8: Water

Provision of water is a key issue in the PRDP region. Over 80 % of the DDPs identified the need for more water points in rural and urban areas as a main priority and this was confirmed by participants at the sub-regional consultative meetings.

However, there are serious problems with the functionality of the existing water points. Two thirds of the DDPs indicate that a large part of their facilities are not functional because facilities are broken down, boreholes have dried up or dams have silted up. In some of the districts which provided statistics on functionality, only half the boreholes were reported as being functional⁵. This is significantly worse than the Ministry of Water and Environment's target of 95 % functionality. The DDPs indicate that limited community participation in facility operation and maintenance is one of the major problems.

The Water & Sanitation Sector Strategic Investment Plan 2009 of the Ministry of Water and Sanitation identifies a number of rural water challenges relevant to the PRDP, including:

- Inadequate institutional capacity at local government level
- Inadequate sustainability of installed infrastructure
- Increasing per capita investment costs, due to decreasing availability of low cost options
- Limited community participation in facility operation and maintenance

In response to these challenges, the sector is:

- Using regional Technical Support Units to strengthen the capacity of weaker districts and assist in monitoring and quality control
- Providing support for district-level operation and maintenance, including training water user committee members

Under Programme Area 8, *Water*, PRDP 2 will provide funding for the provision of safe water for human consumption. These can include systems such as boreholes, gravity based systems, rainwater harvesting and piped systems. To ensure functionality a part of the funds will be for community mobilisation and for operation and maintenance according to the guidelines from Ministry of Water and Environment. District water plans under the PRDP are to be reviewed by the Ministry of Water and Environment Sector to ensure that guidelines are applied and that planned interventions are both known to the Ministry and consistent with the 2010 Water Supply Atlas. The interventions are summarised in the box below.

⁵ The DDPs for Kitgum and Manafwa both reported that 50% of the boreholes are functional. The DDP for Soroti reported that only 47% are functional.

PA 8 interventions: Water

Intervention	Proposal	Financing modality
Infrastructure	Construction of water points	PRDP grant Special projects Off-budget projects
Operation and Maintenance	Rehabilitation and maintenance of water points	PRDP grant Special projects Off-budget projects
Water User Committees	Community mobilisation and establishment of water user committees with strong female participation.	PRDP grant Off-budget projects
Public Sanitation	Sanitation in public places	PRDP grant Off-budget projects

Infrastructure: Under PRDP 2, local governments should aim at allocating not less than 70% of their funds from the PRDP budget grant for water for the construction of improved water supplies (i.e. spring protection, shallow well and deep borehole construction, piped water supply construction) and the promotion of domestic roof water harvesting. In the case of borehole provision, these funds cover the cost of siting and supervision by the private sector, as well as construction costs. These activities can be supplemented by financing through special projects and off-budget funding where available.

Operation and Maintenance: Under PRDP 2, local governments may use up to 11% of their PRDP budget grant for water for major rehabilitation of borehole and piped water supply systems that are beyond the capacity of the community to fully finance. Rehabilitation works above this percentage should be carried out with the approval of the Ministry of Water and Environment (Directorate of Water Development). These activities can be supplemented by financing through special projects and off-budget funding where available.

Water User Committees: Under PRDP 2, local governments may use up to 8% of their PRDP budget grant for water for 'software' activities including community mobilisation, establishment of water user committees and hygiene education. The steps comprise four phases: general planning and advocacy, preconstruction mobilization and training, construction phase, and post construction support. These activities can be supplemented by financing through special projects and off-budget funding where available.

Public Sanitation: Under PRDP 2, local governments may budget for up to 6% of their PRDP budget grant for planning and provision of sanitation and hygiene facilities in rural growth centres (RGCs) and public places. These activities can be supplemented by financing through special projects and off-budget funding where available.

3.4 Strategic Objective 3 – Economic Revitalisation

The aim of this Strategic Objective is to contribute to economic recovery in Northern Uganda by improving access to markets, strengthening production opportunities, providing skills training and access to finance, and protecting the environment. Economic growth and prosperity are key to ensuring sustainable peace and recovery. According to the MTR the provision of economic infrastructure (for example roads) under the PRDP has yielded positive results but support to farmers has not been adequately addressed. In addition, the MTR found that much more needs to be done to reduce income poverty and to provide economic opportunities for youth. As a result, SO3 has been remodelled under PRDP 2 to enable local governments to use the PRDP budget grant to finance a wider range of activities including: pest, vector and disease control, construction of market infrastructure, and environmental enforcement and sensitisation. In addition, a new programme area, 'Enterprise Development', has been developed, which focuses on skills training and access to finance.

PA9: Enterprise Development:

The MTR identified the need for a greater focus on revitalising the economy in the North, especially in the districts mostly affected by the conflict. Some of the DDPs also noted that one of the major challenges they face is significant youth unemployment. High levels of unemployment amongst youth can act as a conflict driver and so it is important to emphasise enterprise development as a means to promote gainful employment and prosperity.

It was noted in the DDPs that access to credit is a serious problem for would-be entrepreneurs and that the lack of emphasis on practical and vocational skills in the education system is also a challenge. The urgent need for skills training and access to finance to reduce unemployment was corroborated at the sub-regional consultative meetings.

In line with the above, PRDP 2 proposes that Programme Area 9, *Enterprise Development*, should focus on skills training and access to finance. The interventions are set out in the box below.

PA 9 interventions: Enterprise Development

Intervention	Proposal	Financing modality
Skills Training	Provision of enterprise and vocational skills training in particular to youth with little or no formal education.	Special Projects Off-budget
Access to Finance	Provision of finance for establishing and developing small and medium enterprises and promoting job creation – especially for the youth.	Special Projects Off-budget

Skills Training: A large proportion of youth, especially in the Acholi and Lango sub-regions, received little or no formal education due to the conflict. These youth have often been brought up in IDP camps and therefore have no farming skills. Under PRDP 2, special projects (through initiatives such as the Northern Uganda Youth Development Centre) and off-budget financing will be used to equip working-age adults, and particularly the youth, with basic enterprise and vocational skills and motivate them to start their own businesses or to gain employment.

Access to Finance: Entrepreneurs, especially youth, who attempt to set up their own business or who try develop them are often unable to do so due to lack of finance for the necessary investment. PRDP 2 will use special projects and off-budget funding to promote business development and create employment by providing credit to small and medium scale entrepreneurs, for example through the Private Sector Foundation Business Grant Scheme initiative.

PA10: Production and Marketing

The MTR noted that little had been done under the PRDP to revitalise the economy and that more needs to be done in order to reduce poverty and unemployment. The Agriculture Development Strategy & Investment Plan 2010/11 – 14/15 identifies improving agricultural livelihoods in Northern Uganda as one of its key objectives under the investment area of Enhancing Production and Productivity. It notes that the major challenges in the North are that:

- Returnees lack basic assets and capital
- Rural infrastructure is insufficient
- Skills levels are low
- Services are scarce
- Physical access to markets is poor
- Poorly functioning pest, vector and disease control contributes to high levels of losses

Participants at the sub-regional consultative meetings highlighted the need for support to rural producers particularly in relation to market access (including physical access which is dealt with under PA 11, *Roads and Bridges*). A wide range of other interventions were also suggested for inclusion under PRDP 2 including: provision of infrastructure and equipment for small scale irrigation, market and storage infrastructure, and establishment of agro-processing. The distribution of inputs and training of farmers was also raised but it was noted that there was a risk of replicating NAADS activities.

The DDPs set out plans for a number of interventions directed at agricultural producers:

- Three quarters of the DDPs aim to improve market access for producers.
- Two thirds aim to improve pest control.
- 53% want to strengthen extension to farmers,
- 47% want to support to cooperatives in order to give farmers a stronger bargaining power and to facilitate distribution of inputs etc.
- 41 % intend to improve distribution of improved inputs to farmers
- 31% prioritise restocking.

At present, special and off-budget projects under the PRDP are addressing the major needs indicated above. Under PRDP 2, a PRDP budget grant for production will also be added to empower districts to address two critical gaps in public service provision, namely disease control and construction of market infrastructure. The Ministry of Agriculture, Animal Industries and Fishing will review district plans for support to production and marketing to ensure that they are consistent with sector guidelines and to provide technical back up where necessary.

PRDP 2 proposes that Programme Area 10, *Production and Marketing*, should focus on: pest, vector and disease control, water for production, construction of market infrastructure, value addition, and household production support. The interventions are set out in the box below.

PA 10 interventions: Production and Marketing

Intervention	Proposal	Financing modality
Pest, Vector & Disease Control	Enhance district capacity to improve animal health and reduce the prevalence of crop diseases.	PRDP grant Special projects
Water for Production	Construction and rehabilitation of valley tanks, valley dams, canals, drainage, ponds.	Special projects
Market Infrastructure	Construction of market facilities	PRDP grant Special projects
Value Addition	Support to improved post-harvest handling, storage and processing	Special projects
Household Production Support	Provision of improved inputs and farmer training	Special & off-budget projects

Pest, Vector & Disease Control: This is a critical area for enhancing production due to the major losses resulting from various kinds of diseases. Under PRDP 2, districts will be able to use their PRDP budget grant to fund a range of pest, vector and disease control interventions including: construction of cattle dips, abattoirs in urban areas, testing labs, and plant clinics. These interventions will be supplemented by the efforts of special projects such as KALIP and ALREP in selected sub-counties.

Water for Production: Irrigation schemes and other facilities providing water for production are costly and need to be well organised and well managed to be economically viable. These interventions are largely managed under national programmes in the agriculture and water sectors. Under PRDP 2, ongoing national interventions will be supplemented by targeted intervention under special projects such as KALIP and ALREP.

Market Infrastructure: Market infrastructure is essential to facilitate market access for producers. In addition markets are important sources of revenue for local government. Under PRDP 2, districts will be able to supplement ongoing interventions in this area under the Ministry of Local Government through their PRDP budget grant allocations, while special projects such as KALIP and ALREP will also support market construction.

Value Addition: Support to the establishment of post market handling, storage capacity and development of agro-processing can increase income for farmers and create employment. The assessment of projects and setting up of mechanisms for supporting entrepreneurs requires special expertise. Therefore, under PRDP 2, these interventions will be undertaken by special projects.

Household Production Support: Under PRDP 2, special projects such as NUSAF II, KALIP and ALREP will provide improved inputs and training to farmers to supplement activities that NAADS is undertaking. Donors may also continue to finance off-budget interventions in this area, but if this is the case, these activities must be overseen by the District Production office.

PA11: Roads and Bridges

The majority of DDPs (over 90%) state that improvement of the district, urban and community road network (DUCAR) is a priority. They indicate that improved road access is necessary for farmers to be able to market their surpluses and is also needed for access to health and education facilities. The DDPs highlight that there are serious problems with the functionality of the existing road network due to poor maintenance, largely because of limited funds.

Funds received from the Uganda Road Fund are only sufficient for routine road maintenance, which is done every year. Therefore, PRDP 2 funds will be used for periodic maintenance, which is undertaken every 4-5 years, to ensure that roads that have been rehabilitated under the PRDP remain functional. PRDP 2 funds will also be used for road rehabilitation, which is required every 10 to 15 years. In some cases PRDP 2 funds may be used for opening roads, but this relates specifically to community access roads (not district roads). As part of this process, communities need to be sensitised about the importance of road maintenance and their role in it and road user committees need to be trained as, currently, local communities often do not play a part in maintaining community roads. PRDP 2 allocations should also be used to support the district's monitoring costs in order to ensure the quality of the works.

It was established at the sub-regional consultative meetings that many local contractors have been trained in labour-based road works through the Ministry of Work's Mount Elgon labour-based training centre. As a result there is the capacity to undertake labour-based road works in the PRDP region. Given the importance of reducing local unemployment, and in order to facilitate community participation and ownership, it was agreed that road works carried out under PRDP 2 should give preference to labour-based approaches wherever possible. The Ministry of Works will review and advise on district plans for DUCAR periodic maintenance, rehabilitation, and opening using PRDP 2 funds. Ministry of Works will also provide technical support and supervision to districts for related works on bridges, where necessary, and will monitor district performance on PRDP roads.

In line with the above, Programme Area 11, *Roads and Bridges*, will finance periodic maintenance and rehabilitation of the DUCAR network, including work on bridges and culverts, as well as opening community access roads where necessary. Where appropriate, works will be labour-based to generate employment opportunities at community level, and emphasis will also be placed on strengthening road user committees. The interventions are summarised in the box below.

PA 11 interventions: Roads & Bridges

Intervention	Proposal	Financing modality
Infrastructure	Rehabilitation and periodic maintenance of District, Urban and Community Access Roads (DUCAR network) and opening of community access roads using labour-based methods .	PRDP grant Special & off-budget Projects
Road User Committees	Training of Road User Committees for roads opened, rehabilitated or maintained under PRDP.	PRDP grant Special & off-budget Projects

Infrastructure: Under PRDP 2, the PRDP budget grant will be used to finance periodic maintenance and rehabilitation of the DUCAR network, including work on bridges and culverts. It will also be used for opening community access roads where necessary. These interventions will be supplemented by activities under special and off-budget projects, for example NUSAF II, the DANIDA U-Growth project for Northern roads and the JICA infrastructure rehabilitation projects in areas of high return. Labour based-methods will be prioritised in order to create local employment and inject money into the local economy. However, machine-based technologies may be used where there are good technical reasons for not using labour based technologies. Minimal tarmacking and street lights can also be established in municipalities under the PRDP budget grant provided it is consistent with Ministry of Works guidelines.

Road User Committees: PRDP 2 funds will be used to sensitise communities and to train Road User Committees to ensure community involvement and ownership of roads. This training is also aimed at enhancing female members' ability to participate.

PA12: Natural Resource Management Programme

This Programme Area has received limited attention under the PRDP to date, despite the fact that the majority of districts in the PRDP region face serious problems related to deforestation, erosion and soil degradation. Donors are funding ongoing off-budget programmes for initiatives that limit the consumption of firewood, for example the introduction of energy efficient stoves. However, the District Environmental Offices have little capacity for sensitisation and enforcement of environmental by-laws, owing to a lack of funding.

It is proposed that under Programme Area 12, *Natural Resource Management*, PRDP 2 will strengthen the capacity of the District Environment Office to work with communities and to enforce environmental laws. Through special projects PRDP will support tree planting as a protective measure. The Ministry of Water and Environment will review district plans and provide advice and technical backstopping to the District Environment Office. The interventions are set out in the box below

PA 12 interventions: Natural Resource Management

Intervention	Proposal	Financing modality
Sensitisation and Enforcement	Strengthening capacity of District Environment Office in two areas: community sensitization and monitoring and enforcement of environmental laws.	PRDP grant Off-budget projects
Tree planting	Planting of trees to reduce soil erosion	Special Projects Off-budget projects

Sensitisation and Enforcement: Under PRDP 2, districts will be able to use the PRDP budget grant to strengthen the activities of the District Environment Office in two areas: 1) community sensitisation and training Community Natural Resource Committees where appropriate, and 2) monitoring and enforcement of environmental laws as, while the legal framework is in place, little is being done to enforce them.

Tree Planting: Under PRDP 2, special and off-budget projects will assist with the establishment of nurseries and tree planting, mainly on land belonging to government institutions.

3.5 Strategic Objective 4 – Peacebuilding and Reconciliation

The aim of this Strategic Objective is to address the specific peacebuilding and reconciliation needs of the most conflict-affected regions. Failure to identify and mitigate conflict drivers could weaken the long-term sustainability of recovery in the North. To date, the PRDP has made some progress in addressing peacebuilding and reconciliation issues but the MTR found that, on the whole, interventions had been fragmented and weak. PRDP 2 will focus on addressing key conflict drivers, such as land issues, youth unemployment and reintegration in a more systematic way. More attention needs to be given to ongoing conflict and context analysis so that PRDP interventions are designed and implemented in a conflict sensitive way and do not exacerbate existing tensions or create new ones. Continued attention also needs to be paid to reintegration and reconciliation at the community level, where the impact of the conflict continues to be felt most and where low level tensions and disputes can be addressed before they escalate.

Activities under this strategic objective will be targeted at the most conflict-affected regions, essentially those districts which have been categorised as Significantly Conflict or Cattle-Rustling Affected or, Sporadically Conflict and/or Cattle-Rustling Affected. This will give priority to peace building and reconciliation activities in Acholi, Lango and Karamoja, as well as West Nile and some districts in Bunyoro and Teso.

The proportion of funding allocated to this area has been, and will be, lower than other strategic objectives, because many of the activities are not as resource heavy. This does not mean that this is not a priority area: the overall success of the PRDP and PRDP 2 is dependent on the peacebuilding and reconciliation activities conducted under SO4.

PA13: Reintegration and Resettlement

Over 40% of DDPs mention reintegration needs in the broad sense of the term, relating to the reintegration of IDPs after their return from the camps as well as the reintegration of ex-combatants.

Reintegration is a key aspect of long term peacebuilding and significantly affects the resilience of communities to withstand renewed conflict pressures. Despite the focus placed on reintegration under the PRDP to date, there appears to be a lack of substantive information about the success of reintegration activities, and their impact on ex-combatants and the communities they have returned to.

The MTR found that very few (26%) of the surveyed sub-counties had activities which focused on the socio-economic reintegration of ex-combatants. Where activities were in evidence, they tended to focus on enhancing access for ex-combatants to government programmes such as NAADS and NUSAF rather than specifically designed programmes. Other activities mentioned on a one-off basis included drama groups and help tracing families. However, while these activities are not relevant in all PRDP districts, their incidence seemed to be fairly low.

Counselling services for community members and ex-combatants were found to be available in less than half of the sub-counties surveyed during the MTR and of these only just over 50% are in areas which were heavily conflict or cattle-raiding affected. It is acknowledged that formal counselling may not be appropriate in some cases, but services should nonetheless be available to those who need them. Attention also needs to be paid to addressing mental health issues as the incidence of severe mental illness has been

found to be significantly higher in post-conflict contexts which not only has consequences for the individual but also for the resilience and coping capacity of communities.

PRDP 2 will maintain a strong programming focus on ex-combatants to ensure effective community level reintegration and resettlement. Groups such as former abductees, IDP's, vulnerable youth and host communities continue to have specific needs and concerns. They also represent the groups that are most vulnerable to ongoing conflict pressures.

The MTR found that conflict drivers such as land, youth unemployment and inadequate reintegration of ex-combatants were not adequately analysed or addressed under PRDP. In order to ensure the stability and development of the region PRDP 2 will also focus on mitigating these conflict drivers, including analysing and addressing them at the community level.

On this basis, it is proposed that PRDP 2 interventions under Programme Area 13, *Reintegration and Resettlement*, will focus on reintegration, psychosocial support and counselling, and conflict analysis and resolution. The interventions are set out in the box below.

PA 13 interventions: Reintegration and Resettlement:

Area	Proposal	Modality
Reintegration	Referral of reporters for skills and enterprise development training under existing PRDP programmes (e.g. Northern Uganda Youth Development Centre).	PRDP grant Off budget
	Support to community based reintegration activities focusing on ex-combatants, former abductees, the remaining IDP population, vulnerable youth, and host communities.	
	Dialogue with host communities and reporters to promote effective reintegration. Sensitisation on the Amnesty Law process to enhance community unity.	
	Strengthen systems to monitor whether ex-combatants have been successfully reintegrated into communities	
Psychosocial support and counselling	Provide psychosocial support and counselling to traumatised community members, abductees and vulnerable ex-combatants and address related mental health issues where appropriate.	Off-budget projects
Conflict analysis and monitoring	Analyse and address causes of community level conflict and promote reconciliation.	Off-budget projects

Reintegration: Under PRDP 2, this activity will be led by the Amnesty Commission under the PRDP budget grant, and be supplemented by off-budget projects as necessary. Skills and enterprise development

training will continue to be provided, as appropriate, to ex-combatants, former abductees, IDP's, vulnerable youth and host communities. This will include referral to the Northern Uganda Youth Centre and to other service providers identified by the Amnesty Commission. There will be an increased focus on community level reintegration with dialogue activities between host communities, and reports and sensitisation on the Amnesty Process. A monitoring system will also be established to track reintegration down to the community level and establish whether it has been successful.

Psychosocial support and counselling: Under PRDP 2, donor support will be solicited for the provision of psychosocial support and counselling services by NGOs. Services will be targeted at reporters, especially those who are traumatised and/or stigmatised, as well as associated vulnerable groups such as child-mothers, people living with HIV/AIDS, child soldiers and those disabled due to insurgency. Attention should also be paid to addressing mental health issues as appropriate.

Conflict analysis and monitoring: Under PRDP 2, development partners will be requested to support conflict analysis and mapping on a regular basis and to share this information appropriately so that local conflict drivers are identified and addressed and that space is created for reconciliation processes.

PA14: Community Dispute Resolution & Reconciliation

The MTR found that over 90% of sub-counties have, or have access to, a mechanism for dispute resolution and/or dialogue between communities. These dialogue mechanisms include peace meetings, dialogue between elders and traditional leaders and discussions between clan leaders. In addition 80% of sub-counties have forums where dispute/conflict issues can be raised. These include some of the mechanisms above but also sub-county meetings, local council courts and community meetings.

These mechanisms play a vital role in community level peacebuilding and a number of DDPs also mentioned their importance and the need to build the capacity of these mechanisms and raise awareness about their activities. This is particularly relevant in the case of land and sexual and gender based violence (SGBV) which has been raised as a serious conflict areas in many of the districts.

SGBV, involving psychological abuse, physical assault, rape, economic abuse, sexual assault and forced marriages, is widespread and increasingly recognised as a serious problem. In the MTR SGBV, was identified as the second most serious cause of conflict in the PRDP region after land, and 75% of the DDPs flagged gender and SGBV as priority areas of concern. The vulnerability of many girls and women undermines their safety and security and overall welfare. In addition, it has the potential to affect peacebuilding and reconciliation processes by excluding/marginalising a significant part of the population.

In light of the above, PRDP 2 is proposing that Programme Area 14, *Community Dispute Resolution and Reconciliation*, should focus on supporting community-level dispute resolution and reconciliation mechanisms, and sensitising communities on sexual and gender-based violence. The interventions are set out in the box below.

PA 14 interventions: Community Dispute Resolution and Reconciliation

Intervention	Proposal	Modality
Dispute Resolution and Reconciliation mechanisms	Enhance the roles of community level mechanisms, taking into account how traditional and formal mechanisms interact, especially regarding the nature of cases addressed.	Off budget projects
Sexual and Gender based violence (SGBV)	Sensitise local government, traditional justice structures and communities on SGBV issues.	Off budget projects

Dispute Resolution and Reconciliation mechanisms: Under PRDP 2, donor support will be solicited, through off-budget projects, to: provide training on conflict sensitive dispute resolution processes and on the roles and responsibilities of both formal and informal mechanisms/systems, and provide capacity building support, where appropriate, so that those who have been trained are able to put the training into practice. Building the capacity of community dispute and resolution mechanisms offers the opportunity to tackle conflicts and disputes as they arise. These activities will also help ensure that mechanisms/systems support rather than undermine each other and that serious cases are appropriately referred to the formal system.

Sexual and gender based violence (SGBV): Under PRDP 2 donor support will be solicited, through off-budget projects, to sensitise local government, traditional justice structures and communities on SGBV issues. This will help ensure that SGBV is understood and recognised as a serious issue. It is important that activities target traditional justice structures, given that they are heavily relied on by many communities but are often perceived as being gender insensitive, with women being unfairly discriminated against.

4. PRDP 2 Implementation and Monitoring Arrangements

4.1. PRDP 2 Implementation and Co-ordination Framework

The implementation of PRDP 2 will be coordinated by the Office of the Prime Minister (OPM), which is responsible for overseeing and coordinating all national programmes in Northern Uganda. PRDP 2 oversight will be undertaken by PRDP Monitoring Committee (PMC), which is chaired by the Rt.Hon. Prime Minister and includes representatives from all PRDP stakeholders including: other central government agencies, development partners, Members of Parliament, LCV Chairpersons from the eight PRDP sub-regions, NGOs and community representatives. The PMC meets twice annually. Two PRDP Technical Working Groups (TWGs), at national and regional level, will meet monthly to assist OPM in its task of managing and coordinating the PRDP, and to identify issues for discussion by the PMC. At national level, the TWG will comprise membership from OPM, sectors, development partners, Special Project implementation units and NGO representatives. At regional level, the TWG will comprise membership from the OPM regional office in Gulu, local governments, development partners with offices in the North and NGO representatives.

The PRDP 2 will be implemented through the following three modalities (or funding streams):

1. PRDP budget grant
2. On-budget special projects
3. Off-budget projects

The MTR identified the lack of overall co-ordination in activities funded through the three different modalities as a weakness in the PRDP's original implementation framework. This had knock-on effects for the efficiency of resource allocations and the functionality of investments. PRDP 2 aims to address this weakness by establishing a clearer framework for co-ordination between stakeholders and across funding streams. OPM will issue detailed guidelines for PRDP 2 implementation prior to its commencement, and the national and regional TWGs will play a central role in overseeing information flows at technical level, in order to increase the efficiency of PRDP implementation.

The PRDP Budget Grant

GoU provides PRDP grant funding through the budget as a top-up to the regular budget allocations of the districts and central government agencies involved in PRDP implementation. Under PRDP 2, it is anticipated that almost 90% of the PRDP grant will be directly transferred to implementing districts. The remainder will be allocated to GoU agencies in the Justice Law & Order Sector for activities in support of SO1, and to OPM for co-ordination and monitoring costs, including the running costs of the OPM regional office in Gulu and the Northern Uganda Data Centre (NUDC). Four donors⁶ currently support this modality with earmarked budget support and GoU hopes to solicit further support from other donors under PRDP 2.

The MTR noted that sector line ministries at the central government level need to play a more active role at the local level by overseeing PRDP budget grant implementation in their respective areas. In principle, interventions under the PRDP grant follow sector guidelines. However, the sectors have not systematically been able to ensure that these guidelines are adhered to, or that the construction of infrastructure fits into

⁶ Norway, Ireland, Sweden & Denmark

sector development priorities. This increases the risk of inefficient resource allocations at district level and has also meant that PRDP outputs, to date, have not been adequately reflected in sector plans at national level.

PRDP 2 will give sector line ministries a more prominent and well-defined role in PRDP 2 budget grant oversight. The procedures for approving and releasing PRDP sectoral grant allocations to local governments will be aligned to the mainstream sector conditional grant procedures overseen by sector line ministries as a part of the national budget process. Sector line ministries will review the work plans and quarterly implementation reports prepared by the local governments to ensure that sector guidelines are followed and that interventions are consistent with sector policies. The workplans and reports will be submitted by local governments to the sector line ministries, alongside their workplans and reports for the mainstream sector conditional grant, with copies to OPM. Once sector line ministries are satisfied with the quality of the workplans and reports they will advise OPM that the PRDP sector grant can be released. If, within five days of submission, sector line ministries do not advise OPM that the grant can be released, OPM may advise the Ministry of Finance Planning and Economic Development (MoFPED) to do so anyway.

OPM's role will be to:

- Provide overall guidance on PRDP budget grant implementation to MoFPED for incorporation in the annual budget framework (BFP) paper preparation guidelines,
- Provide initial planning figures (IPFs) for incorporation by MoFPED in to the BFP Medium Term Expenditure Framework (MTEF)
- Update MoFPED on any changes to the IPF allocations on a sectoral basis prior to submission of the National BFP to Parliament, based on local governments' prioritisation of their needs
- Request MoFPED to release PRDP budget grants to local governments upon the advice of the sector line ministry.

The Northern Uganda Data Centre (NUDC) will record local government's quarterly expenditures and progress in implementation by Programme Area in its PRDP output monitoring system. NUDC and the sector line ministries will conduct joint, semi-annual field exercises to monitor the outputs achieved by the local government using the PRDP budget grant. NUDC will incorporate the results in its output-monitoring system for submission to the PMC.

Under the PRDP 2 **local governments** will plan and implement activities. The **sector ministries** will provide technical support to local governments. **OPM** will play a co-ordination role and have overall responsibility for how the PRDP framework operates.

Special Projects

Some donors provide support for activities in Northern Uganda through on-budget 'special projects' which are managed by the Government through special implementation units in OPM (e.g. NUSAF II, funded by the World Bank & DFID, KALIP/ALREP, which is funded by the EU) or sector line ministries (e.g. U-GROWTH, funded by DANIDA and overseen by the Ministry of Works). The MTR noted that while individual institutions in GoU have oversight of the activities being implemented under the on-budget special projects they are not fully linked into the PRDP monitoring system and communities do not necessarily see them as part of the PRDP.

To address this, PRDP 2 will require all special projects operating in support of PRDP 2 to prepare consolidated annual workplans for the forthcoming GoU Financial Year. These must be mapped to the PRDP Programme Areas and broken down by district and will be submitted to the National TWG. Special Project Implementation Units will also be required to table consolidated quarterly & annual reports to the TWG. These must cover all their activities and be mapped to the PRDP Programme Areas and broken down by district. The NUDC will incorporate reported expenditures and outputs into the PRDP output-monitoring system, alongside the expenditures and outputs of the PRDP budget grant.

In some cases, activities funded by special projects at the district level are not implemented directly by local governments. In such cases, PRDP 2 will require that the local government, the implementing partner and the relevant sector ministries sign a tripartite Memorandum of Understanding (MoU) which detail roles and responsibilities and defines monitoring procedures for these activities. These tripartite MoUs will also ensure that the implementing partners are obliged to observe and adhere to sector standards in the execution of project activities.

Off-budget Projects

Off-budget projects are implemented directly at local government level by development partners or through sub-contracted NGOs and CSOs. The MTR found that while individual interventions may be known at the district level, sub-counties and communities often did not view off-budget interventions implemented by NGOs as part of the PRDP. NGOs who were consulted during the MTR acknowledged that they had not used the PRDP as a programming tool, nor had they made systematic efforts to link their activities into the PRDP framework.

According to the information submitted by donors to MoFPED, they funded over 170 off-budget interventions in Northern Uganda in 2009/10. The information reported by donors to MoFPED is highly aggregated, indicating primarily the project name, its annual expenditure estimate and its implementing partner. In most cases, the projects are not clearly mapped to the PRDP Programme Areas, and activities are not identified or broken down by district. As a result, the MTR found it has been difficult for the sector ministries and/or OPM to track the outputs of donor off-budget funding in support of the PRDP. This has posed significant challenges for overall PRDP co-ordination and monitoring, and raises the risk of sub-optimal allocation of resources in support of the PRDP.

PRDP 2 aims to establish a stronger basis for coordination of off-budget projects within the PRDP 2 framework at both the national and district level. At the national level the PRDP 2 framework clearly identifies the interventions that fall under each programme area, and indicates whether these interventions are candidates for support through off-budget funding. Donors will be requested to provide OPM with a consolidated indication of their planned annual off-budget support to the PRDP, mapped to programme areas and sub-regions, and to provide semi-annual updates prior to the PMC. This information should be channeled through the NURD and will be tabled to the TWG and PMC for information, enabling the PMC to discuss how to address any critical gaps in coverage. To ensure that the information provided supports PRDP co-ordination, it should only cover donor off-budget activities in Northern Uganda that are directly in support of the PRDP, as per the interventions identified in the PRDP 2 framework, rather than all donor activities in the North. Ideally, the information provided should constitute a subset of the overall

information provided by donors as a part of their aid reporting to MoFPED, but with additional details provided such as activities, geographic location and PRDP 2 programme area mapping⁷.

At district level, off-budget implementing partners will be required to sign tripartite MoUs with the local government and sector line ministry (where relevant) and OPM that detail roles and responsibilities and define monitoring procedures for these activities. The tripartite MoUs will also ensure that the implementing partners are obliged to observe and adhere to sector standards in the execution of project activities. OPM, will conduct spot monitoring on off-budget support activities through NUDC and the regional offices, in conjunction with local governments. The regional offices will also undertake an annual data collection exercise on IP activities, for cross-referencing with the information submitted by donors at national level.

The procedures embedded in the proposed operational framework for each of the three modalities are described in the diagrams below:

⁷ In the event that the Aid Management Information System that is in the process of being established by MoFPED is configured to capture this information, it can be drawn directly from the system.

Figure 1: Operational Framework for Implementation of the PRDP Budget Grant

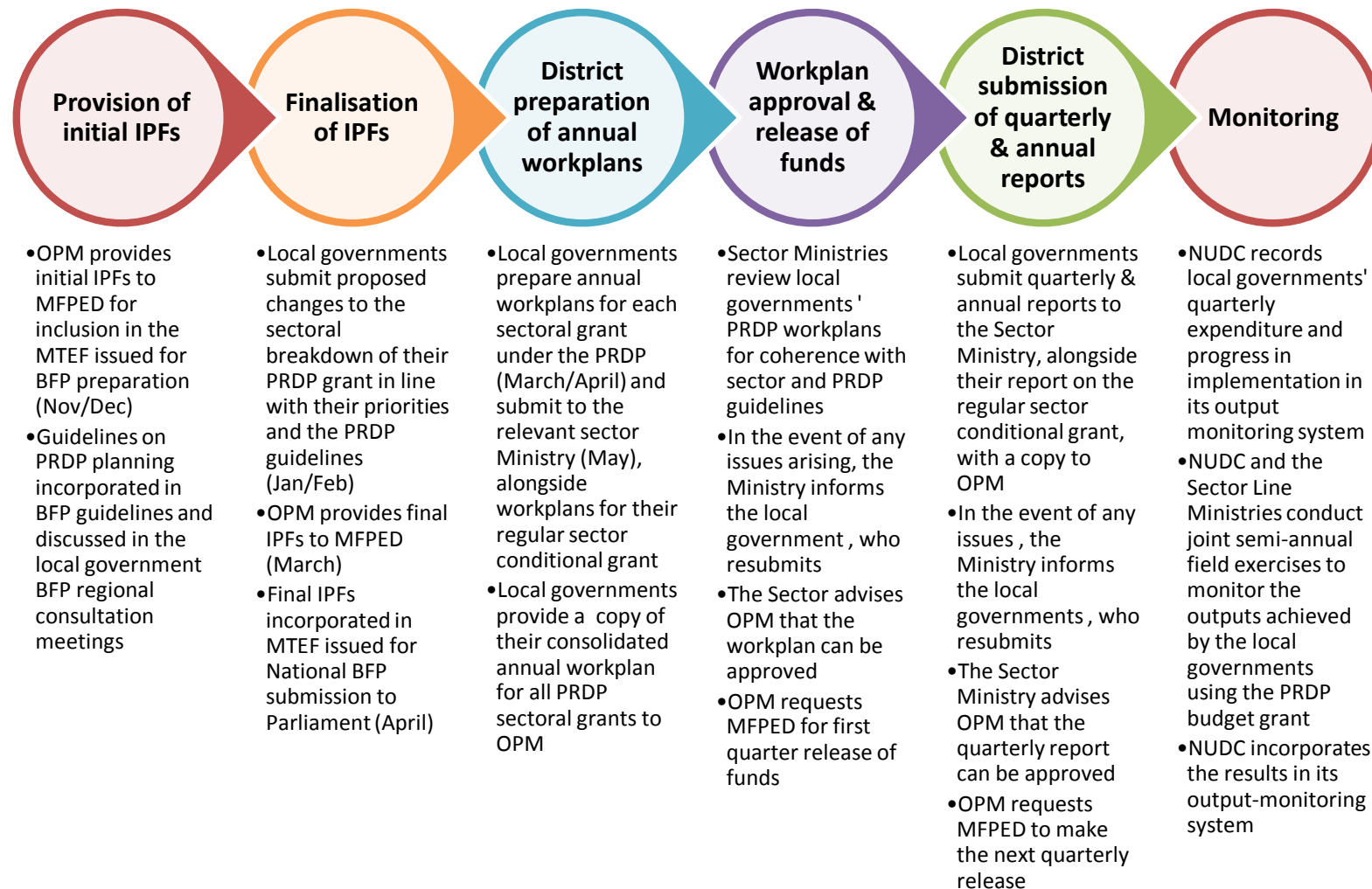


Figure 2: Co-ordination Framework for On-budget Special Projects

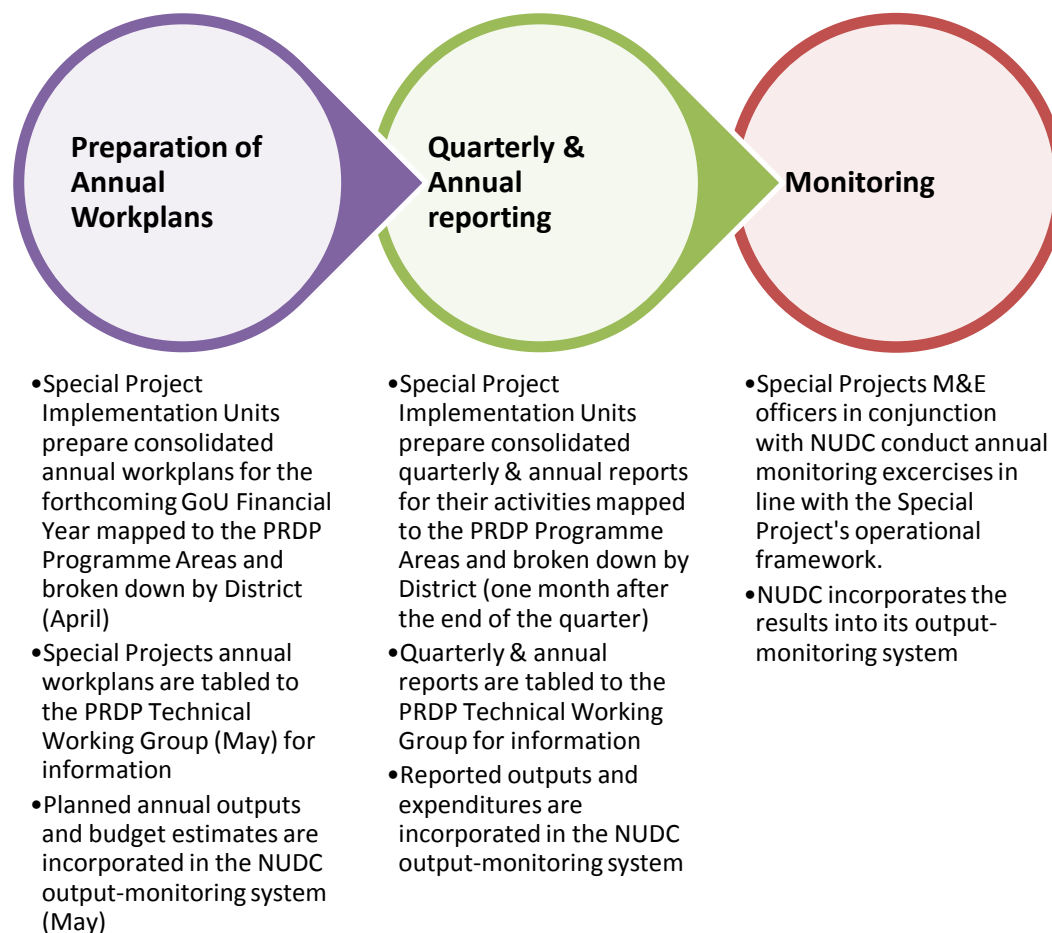
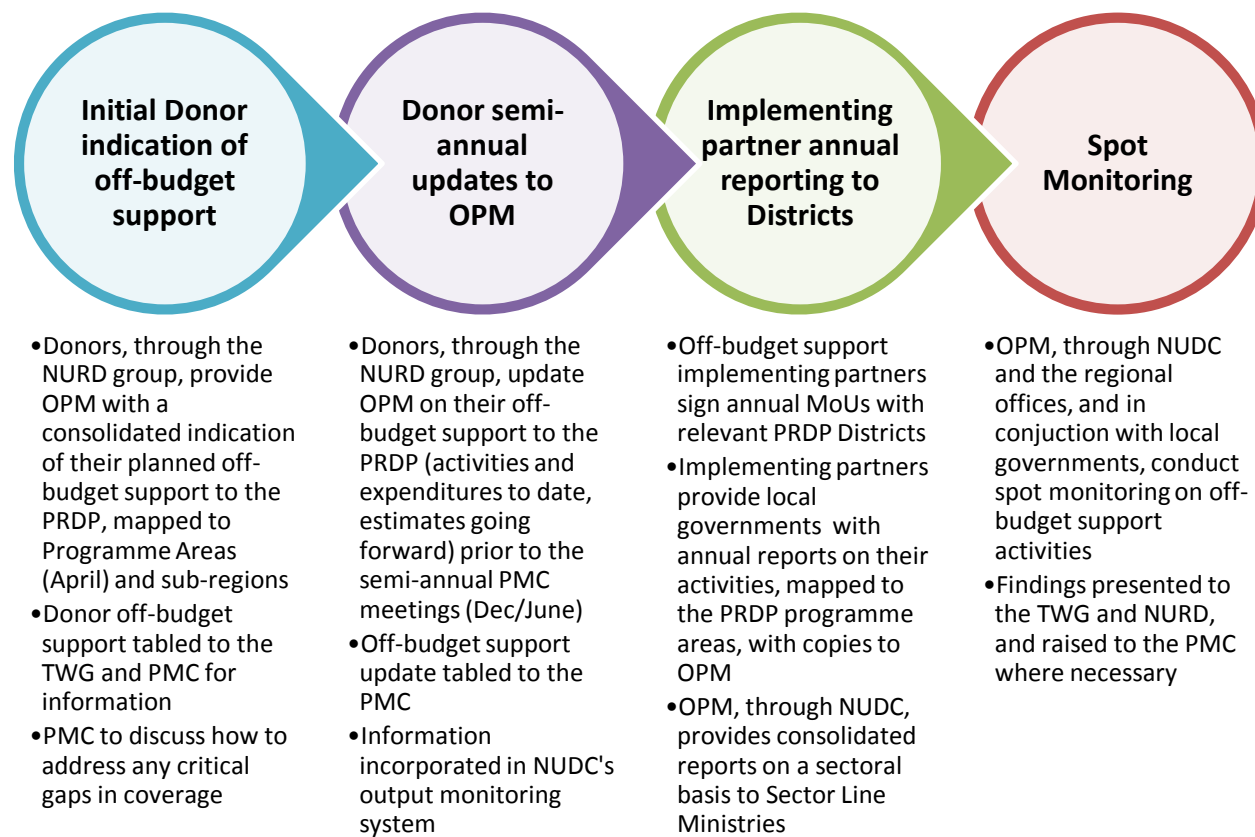


Figure 3: Co-ordination Framework for Off-budget projects



4.2. PRDP 2 Monitoring Framework

The original PRDP document outlined an ambitious monitoring system with a wide range of indicators, some of which would have been extremely difficult to measure in practice. As a first step in establishing a more robust framework, OPM set up a monitoring system tracking investments funded by the PRDP grant in order to provide information on outputs. However, the MTR found that there is need to improve the system so that it provides information on outputs realised through other funding streams, including special projects and off-budget activities implemented by NGOs. As already noted, although donor funding to the PRDP is reported through donor submissions to the MoFPED, limited information is available on the activities and outputs achieved through donor funding, particularly off-budget funding.

OPM attempted to rationalise the original monitoring framework by developing a results matrix for the PRDP, and administering a questionnaire to all districts in order to measure the indicators defined. However, the results matrix has proved hard to populate, as not all districts have been able to provide the data requested, and aggregation of the data received across districts has also proved challenging in some cases.

Without comprehensive data for the PRDP at all levels - input (funding)⁸, output and outcomes – the MTR found that it has proved difficult to use the PRDP as a programmatic tool to guide planned interventions across the three main funding streams (PRDP budget grant, on-budget special projects, off-budget activities). PRDP 2 aims to establish a system for monitoring at all levels - input (funding), output and outcomes in order to create coherence between different types of funding streams and investments, and to ensure agreement on targets for the various interventions. This system will help to guide planned interventions across the three main funding streams, identify the extent to which actual funding is in accordance with PRDP objectives and evolving needs, and establish how far the outputs are leading to the expected outcomes. This will enable the PMC to identify gaps, including in progress at a sub-regional level, on a timely basis, and to discuss and agree remedial measures as necessary.

OPM, in conjunction with all PRDP stakeholders, will develop PRDP 2's detailed Monitoring and Evaluation Framework in the first half of 2012, for approval by the PMC prior to the commencement of PRDP 2 in July 2012. The M&E framework will:

- define the reporting and monitoring responsibilities of relevant PRDP stakeholders across all PRDP funding streams
- establish a number of high-level baseline indicators, in accordance with the existing results matrix, for monitoring PRDP performance across the entire programme period (2009 – 2015)
- identify relevant output and outcome indicators for PRDP 2 monitoring, based on the PRDP 2 Programme Areas and Strategic Objectives
- establish guidelines on identifying how the outputs and results will be monitored on a regular basis and shared among various stakeholders for improvement of weak implementation areas.

⁸ The figures on funding in tables 1 and 2 have been generated as part of the review process.

The remainder of this section sets out the principles on which this system will be based.

Input and Output Monitoring

PRDP 2's system for input and output monitoring will cover interventions across all three PRDP funding streams (budget grant, special projects, off-budget funding). The system will:

- capture expenditure data for all **inputs** across all three funding streams, mapped to each PRDP 2 Programme Area.
- capture physical **output** data from interventions financed across all three funding streams, mapped to each PRDP 2 Programme Area and sub-region
- map physical output data for PRDP budget grant and special projects to **geographic location**.

OPM, through the NUDC, will operationalise this system, building on the output monitoring framework it has already established for PRDP budget grant interventions implemented by local governments. For the budget grant, this will involve capturing expenditure data from all implementing institutions, as per their quarterly reports. It will also require the integration of output data from central level implementing institutions (Police, Prisons, Amnesty Commission). For special projects, it will involve integrating expenditure and output data from their various M&E systems, mapped to the PRDP 2 programme areas. For off-budget activities this will involve: capturing the project and expenditure data provided by donor partners at national level, identifying implementing partners and activities mapped to PRDP 2 programme areas and sub-regions, and developing the implementing partner data collection system already instituted at regional level to capture district-level expenditure and output data.

Outcome Monitoring

OPM, through the NUDC, will hold overall responsibility for PRDP 2 outcome monitoring. However, the outcome data will be drawn from a range of data sources, including those managed by other stakeholders. PRDP 2's baseline data will draw on relevant regional and sub-regional indicators already collected by the Uganda Bureau of Statistics in household budget surveys and other specialised sample surveys like the Demographic Health Survey. It will also be based on the outcome indicators generated by sector ministries through their sector management information systems.

Where necessary, particularly with respect to monitoring outcomes under SO 4, the indicators will be supplemented by PRDP-specific indicators. The information for these will be collected through specialised surveys conducted by NUDC in conjunction with other stakeholders. OPM will pre-test these indicators in the first quarter of 2012 by conducting a primary data collection exercise at regional level, drawing on an appropriate sample from across the PRDP region. This will establish the feasibility of including the indicators in the PRDP 2 baseline prior to its finalisation.

The end objective will be to establish a baseline set of PRDP 2 outcome indicators at the regional level and, where possible, also the sub-regional level. The periodicity, source and modalities of data collection will be clearly indicated to give all PRDP stakeholders a degree of confidence that the results identified can be measured in a credible, timely and cost-effective way.

5. PRDP 2 Costing

This section provides an indicative costing for PRDP 2 in order to illustrate the scale of financing required, both through GoU own-financing and donor funding, and to provide a reference point against which actual funding provided for PRDP 2 can subsequently be measured. It also provides a preliminary indication of the outputs the programme could expect to achieve within a given level and distribution of funding.

5.1. Assumptions

The costing is based on a series of assumptions about the scale of financing provided through each funding modality, and the distribution of funding across PRDP 2 Strategic Objectives and Programme Areas. The assumptions for each funding stream are set out below.

PRDP Budget Grant

The costing assumes that Shs 200bn will be allocated through the PRDP Budget Grant each year, as compared to the current level (FY 2011/12) of Shs 138.7bn. This higher level builds in scope for an increased GoU allocation to the PRDP, as well as an increase in earmarked donor support. At current exchange rates this amounts to \$214m over the PRDP 2 period.

Within the Shs 200bn, the costing assumes that Shs 25bn is allocated centrally each year. This is to cater for Police, Prisons and the Amnesty Commission, as per their submitted workplans, and OPM's co-ordination costs, including the running costs of regional offices and NUDC. The remainder (Shs 175bn) is allocated to districts & municipalities. Currently, local governments are primarily allocating their PRDP grant in four areas: education, health, water and roads. Under PRDP 2, it is proposed that a further four areas will be added: production (for pest, vector & disease control and market infrastructure), environment (for sensitisation and enforcement), land administration (for surveying equipment) and local government capacity enhancement (for transport and office equipment to functionalise existing local government offices).

The costing includes a series of assumptions as to how local governments will divide their grants across the eight areas, according to their priorities as set out in their DDPs, and the relative cost of different inputs. In particular, it is assumed that only those local governments receiving an annual grant which is larger than Shs 1bn will make allocations to roads, given the relative costs of rehabilitation and maintenance per kilometre. This highlights the importance of achieving a certain scale in PRDP budget grant funding in order for PRDP 2 to be able to provide sufficient funding to Strategic Objective 3 to make an impact on the objective of revitalising the Northern economy in order to reduce income poverty.

As mentioned under the PRDP 2 guiding principles, the PRDP budget grant allocation to local governments will be weighted according to conflict impact, so that the majority of funds are channelled to those sub-regions that were most conflict-affected. The current weighting allocates 50 points to category 1 districts (severely conflict or cattle-rustling affected), 25 points to category 2 districts (sporadically conflict and/or cattle-rustling affected) and 12.5 points to category 3 districts (conflict spillovers).

Thus the IPF formula is calculated as follows:

IPF = [District score (conflict impact +/- any rewards for good or bad performance)] x [share of population of PRDP region (%)] x [total grant amount (shs bn)/sum of population adjusted scores across all districts]

Taking into account the population levels in each district, and before the incorporation of any rewards and penalties for good and bad performance, this can be expected to give rise to a grant distribution on a sub-regional basis of the following order of magnitude:

Table 2: Indicative PRDP 2 budget grant distribution by sub -region

Acholi	20%
Bukedi	6%
Bunyoro	5%
Elgon	5%
Karamoja	16%
Lango	19%
Teso	8%
West Nile	21%
Total	100%

The slightly higher share to West Nile as compared to Acholi and Lango reflects the significantly higher population levels in the West Nile region, offset against the sub-region's lower conflict impact. As of 2011/12, UBOS estimates that the population of West Nile amounts to 2.9 million people, as compared to 1.9 million in Lango and 1.5 million in Acholi.

Special Projects

The costing takes into account committed funding under existing special projects which is due to be spent during the PRDP 2 period. These special projects include NUSAF II, KALIP, ALREP, UK-PCDP, DANIDA-DAR, DANIDA-RANULC and DANIDA U-GROWTH (for Northern Uganda road rehabilitation). These funds, which amount to \$131 million, are allocated across the different PRDP 2 programme areas in line with the special project workplans. The costing assumes that no new major special project will be initiated during the PRDP 2 period, but builds in an assumption for special project funding in the JLOS sector (in the event of donor funding for judicial infrastructure in the North, as was the case under PRDP), bringing the special project total for PRDP 2 to \$136m. In the event that donors indicate that they are planning further special projects, the costing can be adjusted accordingly.

Off-budget Support

The costing takes into account off-budget funding, amounting to \$41m, which is already committed for community-based infrastructure and local government capacity development by JICA and USAID (the NUDEIL project) and, is expected to be spent during the PRDP 2 period. In addition, the costing assumes that donors will allocate a further \$63m to recovery and development activities off-budget during the PRDP 2 period. This builds in the likely continuation of existing USAID support in areas such as food security, a possible extension of the UN Peace Building Fund, continued funding by donors through the UN workplan, as well as ongoing funding to NGOs. The costing assumes that the off-budget funding will be allocated across the PRDP 2 programme areas in line with parameters for off-budget funding established in the PRDP 2 operational framework. Humanitarian and emergency funding is not considered to be part of the costing.

5.2. Indicative Costing

Given the assumptions set out above, the total indicative cost of PRDP 2 is estimated at \$455m over three years, of which:

- 47% (\$214m) will be through the PRDP budget grant
- 30% (\$136m) will be through special projects, and
- 23% (\$104m) will be through off-budget funding.

Funds already committed to PRDP 2 activities amount to \$303m, of which \$174m is committed to special projects and off-budget activities, and the equivalent of \$129m is committed to the PRDP budget grant at a rate of Shs 120 bn per year. Thus the level of funding remaining to be mobilised for PRDP 2 amounts to \$152m, of which \$86m is for the PRDP budget grant and \$66m for special projects and off-budget activities.

It is anticipated that 46% of PRDP 2 funding will be spent on Strategic Objective 3, 37% on Strategic Objective 2, 12% on Strategic Objective 1 and 3% on Strategic Objective 4. These allocations to a large extent reflect the capital-intensive nature or otherwise of the interventions involved. Details are set out in the table below.

Table 3: Indicative PRDP 2 costing by Strategic Objective - \$m

SO	Programme Area	Budget Grant	Special Projects	Off-budget	Total	
1	1 Local Government Capacity Enhancement	9	2	12	23	5%
	2 Police	11	1	0	13	3%
	3 Judicial Services Enhancement	0	5	4	9	2%
	4 Prisons	7	0	0	7	2%
	5 District Land Administration	1	0	2	3	1%
	sub-total				54	12%
2	6 Health	36	12	14	62	14%
	7 Education	46	21	14	81	18%
	8 Water	20	2	5	28	6%
	sub-total				170	37%
3	9 Enterprise Development	0	32	5	37	8%
	10 Production and Marketing	19	33	22	74	16%
	11 Roads & Bridges	56	27	13	96	21%
	12 Natural Resource Management	1	0	1	2	1%
	sub-total				210	46%
4	13 Reintegration & Resettlement	3	0	7	10	2%
	14 Community Dispute Resolution & Reconciliation	0	0	5	5	1%
	sub-total				15	3%
	OPM Co-ordination costs	5			5	1%
Total		214	136	104	455	100%

The proposed PRDP 2 operational framework makes clear that only donor funding allocated specifically to interventions identified under the relevant PRDP 2 Programme Areas will be counted as support to the PRDP. All other donor funding for or in Northern Uganda that falls outside of the PRDP 2's defined Programme Areas will be treated as mainstream sector support, not as PRDP 2 funding. Emergency and humanitarian funding will not be included in PRDP 2.

5.3. Indicative Outputs

Based on the overall costing set out above, and the indicative allocation of funds to Programme Areas, indicative estimates of PRDP 2 outputs have been developed. These estimates are illustrative only, as the actual allocation of funding to Programme Areas will vary according to local government priorities, particularly under the PRDP budget grant. However, the estimates provide an indication of the value-added (or 'additionality') that PRDP 2 could provide for Northern Uganda. They can also act as an illustrative baseline against which programme results can be measured.

The estimates of infrastructure outputs draw on unit costs provided by the sectors⁹, coupled with a series of assumptions about the proportion of funding that is likely to be channelled to capital spending in each Programme Area. Other output estimates (for example, number of people trained or employed) draw on information provided directly in the relevant sector or special project workplans. The results are set out in the table below.

Table 4: Indicative PRDP 2 outputs

Programme Area	Output	Quantity
2 Police	Staff accommodated at police posts	1,000
	Staff provided with relief accommodation	518
	Police stations renovated	15
	Police posts equipped with motorcycles	150
	Officers & ASTUs trained	3,600
4 Prisons	Prisoner wards constructed	19
	Staff accommodated	350
	Prisons farms/workshops equipped	5
6 Health	Construction of 2 bed room staff house	1,146
	HC III Out Patients Department	148
	HC III General/ Maternity Ward	63
7 Education	Primary Classroom with furniture	1,356
	5 Stance pit latrine with urinal & shower	2,299
	Admin block with furniture	207
	Construction of 2 bed room staff house	1,533
8 Water	Boreholes drilled	8,210
9 Enterprise Development	No. of youth trained through NUYDC	25,500
	No. of direct jobs created	6,108
10 Production and Marketing	25 sq m slaughter slab	37
	20,000 litre Dipping tank	12
	Crop pest & disease control	41
	Animal vector, parasites and disease control	29
	Rural produce market	328
	Urban produce market	11
11 Roads & Bridges	Periodic Road Maintenance (km)	3,124
	Road Rehabilitation & Opening (km)	3,074
	Number of persons employed in labour-based works for 5 months	129,115
13 Reintegration & Resettlement	Beneficiaries of community-based integration activities	4,500

⁹ See Annex 1 for Details

From the above it can be seen that if PRDP 2 is funded to the scale set out in this section, it has the potential to make a sizeable additional contribution to development in Northern Uganda over a three year period. Potential outputs include:

- over 6000km DUCAR roads maintained or rehabilitated
- over 8000 boreholes drilled (2.4m people provided with clean water)
- over 3000 teachers, 2000 health workers, and 1000 police personnel accommodated
- over 1300 primary classrooms constructed, 328 rural markets, 148 out-patient departments, 19 prison wards
- almost 130,000 people employed in labour-based works
- three-quarters of PRDP districts carrying out a pest, vector and disease control intervention.

It is important to note that these indicative outputs relate to the entire PRDP 2 programme, as funded through all three PRDP funding streams (budget grant, special project, off-budget), not just to interventions funded under the budget grant. This highlights the importance, as reflected in the proposed PRDP 2 operational and monitoring framework, of OPM (through the NUDC) establishing an integrated output monitoring system, covering all PRDP 2 activities whatever their source of funding. The proposed operational & monitoring framework sets out systems for output reporting against activities funded through all three funding streams, including for off-budget activities. Donors will be expected to table information in advance of each PMC, and the PMC will be used to hold non-reporters to account.

Output estimates for other aspects of PRDP 2 interventions, particularly those related to local government capacity enhancement, community-based participation (Village Health Teams, School Management Committees, Water Committees, Road User Committees, Health Unit Management Committees) and peace building and reconciliation will be developed as a part of the process of establishing the PRDP monitoring and evaluation baseline in the first quarter of 2012.

Annex 1: Indicative Unit Costs (shs m) for selected outputs

Programme Area	Item	Unit	Unit Cost	Mgt/M&E	Total
1 Local Government Capacity Enhancement					
2 Police	5-unit accommodation block	1 block	100		
	Unipot	1 unipot	3.5		
	Double cabin pick-up	1 pick-up	90		
	Motorcycle	1 motorcycle	5		
	Solar panels	1 set	5		
3 Judicial Services Enhancement					
4 Prisons	Prisoners ward	1 ward	250		
	Staff house	1 house	50		
	Admin block	1 block	500		
5 District Land Administration					
6 Health	Construction of 2 bed room staff house	1 house	81	5%	85.05
	1 bed room staff house	1 house	44		
	HC III OPD	1 OPD	157	5%	164.85
	HC III General/ Maternity Ward	1 Ward	246	5%	258.3
7 Education	Primary Classroom with furniture		15.26	5%	16.023
	5 Stance pit latrine with urinal & shower	1 stance	9	5%	9.45
	Admin block with furniture	1 block	50	5%	52.5
	Water Harvest system	1 system	6		6
	Construction of 2 bed room staff house	1 house	81	5%	85.05
8 Water	Borehole	1 borehole	18	5%	18.9
9 Enterprise Development					
10 Production and Marketing	25 sq m slaughter slab	1 slab	25		
	20,000 litre Dipping tank	1 tank	80		
	Plant clinic	1 clinic	2		
	Fish pond	1 pond	6		
	Pest & disease control demonstration plot (5 acre)	1 plot	8		
	Crop pest & disease control	1 intervention	205		
	Animal vector, parasites and disease control	1 intervention	194		
	Livestock market	1 market	500		
	Rural produce market	1 market	100		
	Urban produce market	1 market	750		
11 Roads & Bridges	Periodic Road Maintenance (km)	shs m/km	25	5%	26.25
	Road Rehabilitation & Opening (km)	shs m/km	36	5%	37.8
	15-20m span bridge	1 bridge	700	5%	735
12 Natural Resource Management					
13 Reintegration & Resettlement					
14 Community Dispute Resolution & Reconciliation					