



## **Karamoja Integrated Development Programme: What is Constraining its Effective Implementation?**

### **Overview**

The Government of Uganda (GoU) through the Office of the Prime Minister (OPM) adopted the Karamoja Integrated Development Programme (KIDP) as a medium term development framework tailored to address the unique context and development challenges in the Karamoja region. The overall objective is to contribute towards human security and promote conditions for recovery and development in Karamoja as part of the broader second National Development Plan (NDP II) and the Peace, Recovery and Development Programme (PRDP).

The Budget Monitoring and Accountability Unit (BMAU) reports for FY2015/16, and FY2016/17 revealed a number of constraints hindering KIDP's effective implementation.

This briefing paper discusses the key constraints to effective implementation of KIDP and proposes policy recommendations.

### **Background**

Karamoja is an agro pastoralist area, the main economic activity is cattle herding, the most suitable type of livelihood for people living in a dry environment. The region consists of the districts of Abim, Amudat, Kaabong, Kotido, Moroto, Nakapiripit and Napak. The region is lagging behind the rest of the country in terms of development, especially access to clean and safe water for human consumption and for production, agriculture, housing and education.

### **Key Issues**

The slow implementation of all KIDP outputs /targets is attributed to:

- Poor project planning and prioritization in outputs to guide the budgeting and implementation.
- Inadequate service providers/ contractors resulting into work overload hence delayed completion of works.
- Delayed payments as a result of lengthy bureaucratic processes in approval of completed civil works.
- Unjustified delays in the procurement disposal unit (PDU).

In a bid to address development challenges in Karamoja region, the Government formulated the Karamoja Integrated Development Programme (KIDP) in 2009 with the current phase covering the period 1<sup>st</sup> July, 2015 to 30<sup>th</sup> June, 2020. The development challenges are to be achieved through the following expected outputs:

1. Housing facilities for people in Karamoja improved.
2. Food and nutrition security for the poor and vulnerable households of the region improved.
3. Crop and livestock production and productivity increased.
4. Quality of education for the people of Karamoja improved.
5. Clean and safe water for human consumption and for livestock production provided.

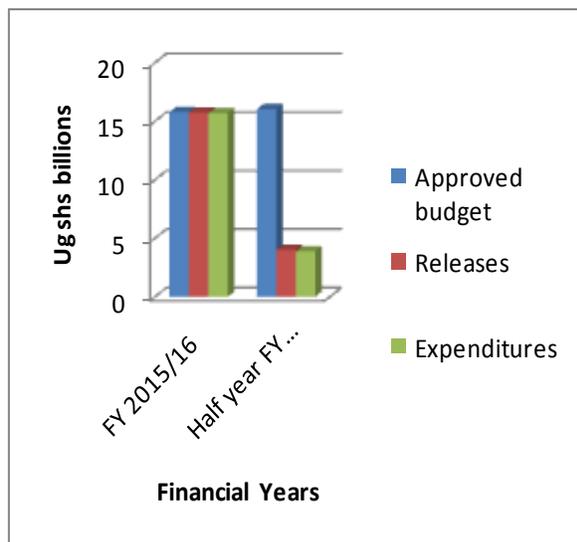


- 6. Institutional structures built.
- 7. Gardens for crop growing opened up.

**Financial performance**

For FY2015/16 and semi-annual FY 2016/17 under Public Sector Management (PSM), the KIDP received approximately Ug shs 16 billion under the GoU funding to implement its planned outputs - all funds released were spent (**Figure 1**).

**Figure 1: Financial trends of KIDP from FY2015/16- to half year FY2016/17 (Ug shs billions)**



Source: MFPED Data

**Physical performance**

Physical performance of KIDP for FY2015/16 and semi-annual FY2016/17 was poor (below 50%) as less than half of the planned outputs/targets were implemented in the period under review.

Activities implemented involved construction of valley dams and cattle dips; procurement of oxen, ox-ploughs, heifers,

goats, bulls and cassava cuttings and iron sheets; cattle branding; supporting prisons by opening up gardens; and provision of irrigation water to farmers.

Other outputs include construction of dormitory blocks, teachers’ housing facilities, school kitchens, and shelters for grinding mills.

Despite the funds released for the above outputs, there are still factors constraining implementation as highlighted below.

**Implementation constraints**

**Poor project planning and prioritization of outputs to guide in implementation:**

The project has ambiguous planned outputs with uncoordinated performance targets. This makes it difficult to prioritize expenditure on outputs, which has led to inefficiency and wastage in public resources. For the semi-annual FY2016/17, the highest release and expenditure under coordination of KIDP output was on consultancy services, where 55% of released funds were spent.

Secondly, poor planning has resulted in relocation of funds to implement unplanned outputs and also roll over of outputs to the next financial year. Under Government Buildings and Administrative Infrastructure, from a budget of Ug shs 2.2billion a total of Ug shs 900 million was released to construct five cattle crushes in Abim district for Q1 and Q2 of FY 2016/17, however the funds were instead re-allocated to pay contractors for construction of grinding shelters, kitchens and dormitories.



**Inadequate service providers/ contractors in the Karamoja region:** The south region was allocated one contractor M/s BMK and M/s Plan World Ltd, whereas the North has M/s Yovel Logistics as contractors for school kitchens and girls dormitories. This has resulted in work overload and partly explains why the contractor has delayed with the civil works (17<sup>th</sup> June, 2016-17<sup>th</sup> May, 2017). By February 2017, kitchen civil works had not yet commenced although the contract period was left with three months ending in May 2017.

**Unpredictable weather patterns:** This remains a huge threat to implementation of planned outputs. Nine out of the twelve months of the year are dry season. The wet season is April, May and June. As a result of the hot weather conditions, cultivation is affected and out-migration increases as kraal leaders migrate with animals and never return home for fear of the impending dry spell. This has made it difficult to ascertain outputs and impacts of the project as some animals procured by the project are not seen.

**Unexplained delays in the procurement disposal unit (PDU):** This has resulted in rollover of projects and delayed payments. In Q1 FY2015/16, the KIDP coordinating office had requested for 500 improved goats as planned, however PDU instead approved procurement and distribution of 1,000 local breed goats which was implemented in Q4 FY 2015/16.

**Delayed payments to contractors** has stalled completion of planned activities

hence rollover to a new FY. This was attributed to inadequate release of funds and lengthy bureaucratic processes in approval of paper work at OPM hindering timely and effective implementation of project activities. For FY2015/16, findings indicate that dormitories at Lolachat and Karita primary schools in Nakapiripirit and Amudat districts respectively were rolled over outputs from FY2014/15 to FY2016/17. By February 2017, the dormitories were incomplete as shown below.



**Incomplete girl's dormitory block at Lolachat Primary School in Lolachat sub county, Nakapiripirit district**

**Poor record keeping coupled with uncoordinated project activities between the OPM and LGs:** The records management of the project is poor. There is conflicting information between contract managers, the coordinator of KIDP and district community mobilizers regarding distribution of animals at districts in the Karamoja region. This makes it difficult to ascertain the numbers and the beneficiaries of the project.



This was evident in Nakapiripirit and Napak districts where there were discrepancies in the total number of animals procured and distributed between the OPM records and the district community mobilizer's records. Nakapiripit OPM records showed 203 animals procured and distributed whereas district community mobilizer had 40 animals including heifers and oxen procured and distributed. In Napak, OPM records showed 148 heifers and oxen procured and distributed, whereas district community mobilizer had 75 animals distributed.

### **Conclusion**

The KIDP is a good strategy to address the development challenges in the Karamoja region, however, implementation of planned outputs is still constrained by poor project planning and prioritization in output implementation, inadequate service providers/contractors, delayed payments to contractors, and weaknesses in the procurement disposal unit. These, if not addressed by the Office of the Prime Minister and various stakeholders will affect the project in achieving its intended objective.

### **Policy Recommendations**

1. The OPM Human Resource Department in liaison with the Civil Service College should train staff in project management skills and records management to address the poor planning, prioritization issue, and records keeping.
2. The procurement unit under OPM should adhere to procurement principles while awarding contracts to service

providers/contractors to enhance efficiency.

3. The OPM should review and develop clear systems and procedures on procurements and payments of submitted certificates for contractors in LGs under KIDP. The officers who delay paper work should be disciplined by the Accounting Officer.
4. The responsible officer for Pacification and Development should ensure that all original documents for distribution of animals for KIDP are kept at Central Registry for easy reference.
5. The OPM through the Monitoring and Evaluation Department should conduct annual reviews of KIDP to ascertain the outputs and outcomes of the project.

### **References**

1. OPM; KIDP Performance Reports; FY2015/16, FY2016/17
2. BMAU: Annual and semi-annual Budget Monitoring Reports FY 2015/16, FY 2016/17
3. OPM Ministerial Policy Statement FY 2015/16, 2016/17.

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