



KILLING THE GOOSE THAT LAYS THE GOLDEN EGG

An Analysis of Budget Allocations and Revenue from the Environment and Natural Resource Sector in Karamoja Region



**Caroline Adoch
Eugene Gerald Ssemakula**

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List of Acronyms

ACODE	Advocates Coalition for Development and Environment
APF	Action Plan for Food Security
ASM	Artisanal and Small-scale Miners
DDP	District Development Plan
CAO	Chief Administrative Officer
CFRs	Central Forest Reserves
CG	Central Government
ECO	Ecological Christian Organization
ENRs	Environment and Natural Resources
FY	Financial Year
KIDDP	Karamoja Integrated Disarmament and Development Programme
KVNP	Kidepo Valley National Park
LFRs	Local Forest Reserves
LG	Local Government
NDP	National Development Plan
NFA	National Forestry Authority
NPA	National Planning Authority
NPPA	National Priority Programme Areas
NUSAF	Northern Uganda Social Action Fund
PAMSU	Protected Areas Management for Sustainable Use
PEAP	Poverty Eradication Action Plan
PRDP	Peace, Recovery and Development Plan
PAs	Protected Areas
UBOS	Uganda Bureau of Statistics
UNHPC	Uganda National Housing and Population Census
URA	Uganda Revenue Authority
UWA	Uganda Wildlife Authority

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Executive Summary

The Karamoja region, situated in the far north-eastern part of Uganda, is one of the richest and most highly-endowed of all the five regions of the country in terms of natural resources. Up to 40% of the wildlife protected areas (PAs) in Uganda are found within the region, and there are at least 19 forest reserves covering a total area of 3, 222 square kilometres. Karamoja also boasts of, among others, numerous and quite rare mineral deposits that are not easily found elsewhere in Uganda; Kotido has colouring metallic minerals, rare earth minerals, radioactive minerals and non-metallic minerals. Still in Kotido District, Kacheri and Dopeth rivers have substantial deposits of precious alluvial gold. In Moroto District, the foot of Mt. Moroto contains iron ore and magnetite, while at its border with Kaabong - on the eastern part of Nakapelimoru, there is a large bed of marble. There are also prospects for natural oil and gas in Matakul, Kacheri Sub-county. Despite the substantial amounts and large variety of natural resources, Karamoja is still the poorest and the most underdeveloped region in Uganda. The local governments in each of the seven districts in the region have barely been able to raise 1% of their annual budgets from local revenue in any of the last five financial years.

This study provides an analysis of the budgetary allocations to the Environment and Natural Resource (ENR) sector and the revenue arising from the sector in the Karamoja region. Given the fact that over 60% of the land in the region is under protected area management and that the region also has vast mineral resources, Karamoja cannot develop without the effective harnessing of the ENR potential in the region. The ecological and legal integrity of ENR sector and its integration into the development planning process is therefore critical to the current and future efforts towards the development and transformation of Karamoja

To inform this study, the study team carried out an assessment of district budgets, development plans, work plans, audit reports, requisition forms and specifically reviewed actual disbursement forms for ENR sector budget items of the local governments in the region. We also conducted interviews with key technical staff in the different districts; and as part of the study analysis, an inventory of ENRs in the region was developed. This served as a guide in the course of analysis by building a fair assessment of the potential revenue that should ordinarily accrue from the ENR sector. The inventory covered forestry, wildlife and mineral resources.

From this analysis, we make the following conclusions;

- i) Although local governments and communities in Karamoja own the ENRs in the region, they are completely divorced from the direct management of the sector.

- ii) All revenue from the ENR sector is collected by the central government or its agencies. Under the existing revenue-sharing policies, the central government collects all revenue and remits a share to the local governments where applicable. The study shows that there is great inequality in the current revenue-sharing framework, with the central government taking the biggest percentage of revenue from ENRs. The revenue share due to the local governments from wildlife PAs is 20% from gate entry fees. However, in spite of the fact that Karamoja has up to seven wildlife PAs, the UWA has not remitted any revenue share to the respective local governments of Karamoja for the last five years. Similarly, the 20% share of mineral royalties is rarely remitted by the ministry concerned. Further, of yet greater concern is the fact that under the existing policy framework, the region does not receive any revenue from the 19 central forest reserves which cover a total of 3,222 sq. km. of the region's land area.
- iii) The revenue sharing framework is a great hindrance to conservation and sustainable use of ENR resources. Under the current framework, all revenue is collected by the central government. As a result, the respective local governments have lost interest and desire to invest in the ENR sector as natural resources are mainly viewed as solely belonging to the central government. This is evidenced by the high levels of negligence and, in extreme cases, destruction of ENRs by the local government authorities that are supposed to protect them. A case in point is the plan by Moroto District Local Government to build charcoal stores in every sub-county.
- iv) Furthermore, it has been established that the revenue generated by both the central and local governments from the ENR sector is not commensurate with the level of resource exploitation being carried on in the region. This is because most of the activities, which include the cutting down of trees for charcoal and timber, sand quarrying and the mining activities of ASM, are unregulated.
- v) In terms of budgeting, the ENR sector is not a priority area for the central government. Over the last five years, the central government has made very minimal allocations to the ENR sector with an average per capita expenditure of UGX 26 (twenty six shillings) only per year in ENR conditional grants to each of the local governments of the Karamoja region, while the ENR conditional grants account for between 0.05-0.07% of the total central government releases to local governments.
- vi) The largest percentage of central government expenditure on ENRs is channelled through national agencies like the Uganda Wildlife Authority (UWA) and the National Forestry Authority (NFA), and yet these agencies are not in any way directly linked to the decentralization system. This makes for fragmented planning in the ENR sector.

- vii) Local governments have discretion over the allocation of all locally-generated revenue. However, local government allocations to the ENR sector over the last five years have been absolutely minimal. In some extreme cases, districts like Abim have not made any allocations to the sector over the last five years. This is because the local governments do not collect any significant amounts in local revenue to enable them invest in the ENR sector.

In view of the above, we therefore propose the following policy recommendations:

- a) The government should undertake concrete and targeted interventions aimed at mainstreaming ENR at the local government level countrywide.
- b) Parliament should review ENR sector policies that govern the existing revenue sharing framework with a view to giving local governments more control over revenue accruing from their localities and to enhance local government control and authority over ENR exploitation.
- c) The funding modalities of the ENR agencies at national level should be streamlined to provide for local government control of investments in ENR resources under their jurisdiction.
- d) There should be concerted planning by the ENR national agencies and the respective local governments and communities over ENR in their localities.
- e) A special conditional grant to the ENR sector should be introduced for areas like Karamoja where ENRs provide a substantial or the only livelihood option.

Karamoja Region: An Introduction

1.1 Location and administrative set-up

Compared to the other regions of Uganda, the Karamoja region is quite unique in almost every aspect ranging from topology, to natural resource endowment, the nature of the people's livelihood, level of development and culture. Located in the north-eastern part of Uganda, Karamoja spans over 27,900 sq. km,¹ comprising seven districts. During the colonial times, Karamoja region was referred to as Karamoja province, with its headquarters in Moroto town - the current Moroto Municipal Council, a name it adopted upon the abolition of provinces and adoption of the district as the main unit of local government administration.

Moroto District has since then been subdivided to give birth to six other districts beginning with Kotido District in the early 70s; Nakapiripirit in July 2000; Kaabong and Abim in July 2005 and 2006 respectively; while Amudat and Napak were created in July 2009 and 2010 respectively.

1.2 Population Composition and Pattern

Karamoja region is estimated to have a total population of 1.1 million people, comprising three main ethnic groups: the Dodoth, the Jie and the Karimojong: Within these main groups, there are nine different tribal groups.² Some of the literature on the region indicates that up to 50% of the Karamoja population is composed of under-18s (Knaute and Kagan, 2008). According to the 2002 Uganda National Population and Housing Census (UNPHC), the population of Karamoja grew at an annual average rate of 7.2% from 370,423 in 1991 to 966,245 in 2002.³ The highest annual population growth rate of 9.7% was recorded in Kotido District against the national average of 3.2% at the

1 About 10,550 sq. miles

2 These ethnic groups are the Matheniko, Tepeth and the Bokora of Moroto District (with the creation of a new district, the Bokora were given Napak District); the Pian and Pokot of Nakapiripirit District; the Jie and Tobur (sometimes called the Acholi Labwor) of Kotido District; the Tobur have largely been relocated to Abim District; and the Dodoth, Nyangia (sometimes called the Napore) and Ik (sometimes called the Teuso, but distinct from the Teso to the west) of Kaabong District. All these groups speak Ngakaramojong, both at school, and sometimes in offices. For more information on different groups, see, inter alia, Ben Knighton, 2005; Sandra Gray et al., "Cattle Raiding, Cultural Survival, and Adaptability of East African Pastoralists," *Current Anthropology*, vol. 44, December 2003. Sites and Akabway, 2009, *Changing Roles, Shifting Risks: Livelihood Impacts of Disarmament in Karamoja*, Uganda. Feinstein International Centre

3 Against the national average of 3.2% at the time

time. At present, the population growth rate in Moroto District stands at an average of 4.85% per year. Meanwhile, up to 20% of the total population are children under the age of five.

The population density in Karamoja stands at an average of 47 people per sq. km. According to a spotty detailed analysis, it ranges from between 23.34 people per sq. km. in Abim and 65.6 people per sq. km. in Kotido.⁴ Yet, even at its highest, this is still less than half of the national average of 124 people per sq. km. Table 1 indicates the 2011 population projections for the region.

Table 1: Karamoja 2011 Population Projection per District⁵

	District	Date Created	Origin	Population
1	Abim	July 2006	Kotido	55,200
2	Kaabong	July 2005	Kotido	369,500
3	Amudat	July 2009	Moroto	
4	Moroto	1971	Karamoja Province	315,300
5	Nakapiripirit	July 2001	Moroto	259,700
6	Napak	July 2010	Moroto	
7	Kotido		Moroto	222,900

Source: Uganda Bureau of Statistics, 2010 Statistical Abstract

1.3 Poverty indices

Out of the estimated 1.1 million people in the Karamoja region, 82 per cent live below the poverty line as compared to the national average of 31 per cent (World Bank 2006; OCHA/OPM, 2008; OPM, 2010). Key human development indicators paint a rather grim picture, as evidenced by the high maternal mortality rate of 750 per 100,000 live births against the national average of 435 per 100,000 live births (UDHS, 2006; WHO, 2008). Infant mortality rate is estimated at 105 per 1000 live births against the national average of 76, while under-five mortality rate stands at 174 per 1,000 live births, compared to the national average of 134 per 1,000 live births (UNICEF, 2008). Other human development indicators portray an equally depressing situation in the whole region. As of 2008, UNICEF and WHO estimated Global Acute Malnutrition (GAM) in Karamoja to have been at 11% and rising, compared to the national average of 6% (UNICEF/WHO, 2008.) Access to sanitation units was estimated at 9% compared to the national average of 59%; access to safe water stood at 43% against the national average of 67%. Literacy rate was at 11% compared to a national average of 67%. At 40%, Abim District had

4 Populated Area excludes forest and game reserves, rangeland, lakes/water bodies

5 2011 Population Projections. The 2002 census results gave the population as being: Abim (51,903), Kaabong (202,757), Kotido (122,442), Moroto (189,940) and Nakapiripirit (154,494). Moroto statistics include present-day Moroto, Amudat and Napak. Uganda Bureau of Statistics, 2010 Statistical Abstract, p. 97.

the highest literacy rates in the region.⁶ In Kaabong the literacy rate is estimated to be at 6%, while it is at 4% in Kotido. According to Irishaid (2007), an estimated 68% of 6-25 year-olds has never been to school, as compared to the national average of 13.8%; and approximately 44.8% of the children live in households that eat only one meal a day. In short, the Karamoja sub-region lags behind in almost every aspect of human development in comparison to the rest of the country as summarised in Table 2 below:

Table 2: Summary of Karamoja Development Indices

	Indicator	National	Karamoja
a)	Population living below poverty	31%	82%
b)	Maternal mortality rate (per 100,000 live births)	435	750
c)	Infant mortality rate (per 1,000 live births)	76	105
d)	Under 5 mortality rate (per 1,000 live births)	134	174
e)	Global Acute Malnutrition (GAM)	6%	9.5%
f)	Access to sanitation facilities	62%	9%
g)	Access to safe water	63%	30%
h)	Literacy rate	67%	11%

Source: Various sources (UDHS 2006, UNICEF/WHO 2008, UNICEF/WFP 2008)

1.4 Livelihood options in the region

The Karamoja Action Plan for Food Security (KAPFS) drew up three key livelihood zones in Karamoja, that is; the Wet-Agricultural Zone, the Agro-Pastoral Zone and the Arid-Pastoral Zone.⁷ These livelihood zones are based on the climatic conditions experienced in each zone.

The wet-agricultural zone covers the Western parts of Kaabong, Moroto and Nakapiripirit, while in Abim, it covers the whole district. The agriculture practised in this zone, is mainly for subsistence. According to the District Chief Finance Officer of Abim: *“People are concerned with food security, Every household tries to grow everything that they will possibly need and it is common to find one household with ten different plots of land, located in different areas, growing different food items. They are not a commercial community and may sell a little of the food for essential needs. There is nothing to tax from the agriculture.”*⁸

The agro-pastoral zone comprises the central parts of Kaabong, Moroto, Nakapiripirit and some parts of Kotido. There are 41,470 households in this zone.⁹

6 UNOCHA, Situation Report No.1 Focus on Karamoja, Jan-Apr. 2008

7 Karamoja Action Plan for Food Security-KAPFS (2010-2015), OPM, February 2010.

8 ACODE interview with Mr. Ben Oryono, the Chief Finance Officer, Abim District.

9 According to the Karamoja Action Plan for Food Security, (KAPFS) (2010-2015), OPM, February 2010, a typical Karimojong Household is made up of seven people on average.

The pastoral livelihood zone runs along the extreme eastern border with Turkana-Kenya, which comprises mostly eastern Kaabong and Nakapiripirit, a big part of Kotido, Napak and Amudat. It is characterised by prolonged dry spells and erratic rainfall. An approximated 51,299 households in the Karamoja region depend on this livelihood zone. Pastoral communities in Karamoja practice a unique dual settlement system that has been developed over time by the agro-pastoralists as a means of overcoming vulnerability to weather conditions and aftershocks.¹⁰

The three key livelihood options are all directly dependant on the environment and for the last few years, cyclical droughts and erratic rainfall have drastically affected crop production and pasture for livestock in the sub-region, thereby causing a direct negative impact on the livelihood of the populace. The people in turn, have resorted to charcoal burning, selling of firewood¹¹ and brick laying.¹² In Moroto and Abim specifically, people are resorting to Artisan and Small-scale Mining. In one way or another, all these activities lead to cutting down of trees and vegetation cover, thus compounding the environmental challenges in the region.

1.5 Geo-political dynamics of the region

1.5.1 Internal and cross-border conflict

Karamoja region is prone to conflict and insecurity. The conflict in Karamoja can be understood at three levels: intra-Karamojong conflict – mainly confined within the region among the different ethnic groups of Karamoja; inter-district conflicts – mainly involving Karamojong and communities in the neighbouring districts of Lango and Teso sub-regions; and cross-border conflict - mainly involving the Karamojong and communities along Uganda's international borders, especially the Turkana and Pokot of Kenya. Quite a number of reasons explain the high level of conflicts and insecurity in the region. According to Oxfam,¹³ these conflicts are mainly caused by, among other problems: cultural norms (like cattle rustling); poverty and political isolation; absence of effective government; lack of clear government policy on pastoralism; availability of small arms; collapse of traditional authority; ineffectiveness of modern institutions of governance; and, the failure of the Karamojong local political leadership and elites to make a positive impact on the development of the region. While these factors may not be exhaustive, it is important to recognize the fact that the constant conflict and insecurity escalates the ingenuity gap which reduces the capacity of communities and households to cope

10 A majority of the elderly, women and children live in Manyattas that are almost permanent homesteads and are usually near the cultivation sites. Alongside this, they use mobile kraals as they follow grass and water over the year and these support the adolescent males and females and mainly the stronger men. Certain areas are kept for grazing during the dry season. Water points that have perennial supplies of water are well known to all Karimojong and are associated with pastures. What to do about Karamoja-A food security analysis of Karamoja, Simon Levine, FAO/ECHO (2010).

11 Mainly in Nakapiripirit and Napak

12 This is especially true of Abim district.

13 Oxfam, (2000). Oxfam Karamoja Conflict Study; A Report, Oxfam.

with the adverse ecological phenomena that have become common occurrences in Karamoja region. Indeed, the causal relationship is clearly highlighted by Bainomugisha et al 2007 in which they make a key observation that, "... *inter-districts conflicts worsen environmental degradation and accelerate underdevelopment*".¹⁴

1.5.2 Marginalization/Isolation

The isolation and marginalization of Karamoja region dates back to the colonial times. Mamdani, Kasoma and Katende¹⁵ describe how the history of Karamoja was characterized by military occupation right from the beginning of colonial rule, and how it was always a closed province throughout the period of colonial occupation. Karamoja was declared a closed zone under military restriction in November 1911, whereafter, the colonial administration was able to plunder and repress the locals at will. This means that since the colonial times, Karamoja has always been treated differently and separately from the rest of Uganda; and consequently, the area has consistently lagged behind as compared to the rest of the country.¹⁶ The isolation of Karamoja is also partly explained by its great distance from the administrative centre of the country - Kampala. Located along the border of Uganda and Kenya, over 600kms from Kampala, Karamoja is one of the furthest parts of the country. The insecurity that has plagued the region in the past, coupled with the appalling state of the roads, further cut it off from the rest of the country.

1.5.3 Special Projects/ Interventions

Owing to its unique socio-economic status, Karamoja has had a number of target interventions, ranging from the creation of a special ministry for the region to the development of specifically tailored programmes intended to spur development. The target interventions include: The Northern Uganda Social Action Fund (NUSAF), Peace Rehabilitation and Development Programme (PRDP) and Karamoja Integrated Disarmament and Development Programme (KIDDP).

The Northern Uganda Social Action Fund (NUSAF) is primarily funded by the World Bank to initiate development and reconstruction projects in 29 districts of Uganda. Over \$100m (sh175b) has been invested in the project since 2003. In Karamoja, NUSAF has focussed on infrastructure development, including schools infrastructure, health centres, boreholes and roads.

The PRDP, launched in 2007 is one of the largest concerted efforts towards the re-development of Northern Uganda, with a total budget of US\$ 606m for a period of three years. One of the objectives of the PRDP is to revitalize the economy. Among the

14 Arthur Bainomugisha et al, The tragedy of Natural Resources Dependant Pastoral Communities; A case of Teso-Karamoja Border Land Conflict, ACODE Policy Research Series, No. 23,2007

15 Mahmood Mamdani, with P.M.B. Kasoma and A.B. Katende, Karamoja: Ecology and History. CBR Working Paper No. 22. Quoted in Oxfam, Karamoja Conflict Study; A report, p. 19

16 Oxfam, Karamoja Conflict Study; A report, p. 19

Sub-Objectives of Strategic Objective 3 of the PRDP, is the reactivation of the productive sectors in Northern Uganda, particularly that of production and marketing, services and industry. This development entails large-scale rehabilitation of critical infrastructure. In terms of ENR, it was envisioned that as the revitalization of the economy has both positive and negative environmental impacts, mechanisms for a sound management of the environment and natural resources had to be reinforced. This was intended to be achieved through the establishment of a mechanism for sound management of land, environment and natural resources with activities aimed at increasing forest cover, and the development of district wetland plans, as well as training in environmental mainstreaming.¹⁷ In reality, however, the budget support under the PRDP in Karamoja is presently going towards the construction and maintenance of roads, rehabilitation and construction of schools, health centres and boreholes.¹⁸

The KIDDP is a medium-term framework document that harmonises the various development interventions by government (through the medium-term sector budget framework processes), bi-lateral and multi-lateral development partners, international and national non-governmental organizations. The KIDDP, therefore, feeds not only into the overall five-year Draft Karamoja Strategic Plan, but also, among other things, elaborates the Karamoja component of the Peace, Recovery and Development Plan (PRDP) for Northern Uganda. The PRDP provides the overall strategic framework for interventions in Northern Uganda, including Karamoja. While much of the emphasis in the PRDP is placed on peace, recovery and development, interventions proposed in the KIDDP are intended primarily to create a gun-free society, which will create parity between Karamoja and the greater northern part of the country. As far as ENR and livelihood is concerned, one of the objectives of the KIDDP is to: *Empower the Karimojong to harness the potential of their natural resources and support economic diversification interventions in Karamoja to reduce reliance on livestock as the sole means of living.*¹⁹

17 Harmonised PRDP District and Municipality Workplans (2009-2010), Northern Uganda Data Centre, Office of the Prime Minister, 2009 and Harmonised PRDP District and Municipality Workplans (2010-2011) Northern Uganda Data Centre, Office of the Prime Minister, 2010.

18 Ibid

19 KIDDP Component 4: Support for the Development of Alternative Means of Livelihoods

2

Methodological Approach of the Study

2.1 Research design and rationale

This paper is based on a descriptive research design that seeks to provide information on the existing budget architecture for the Environment and Natural Resource Sector in Karamoja region. It should, however, be noted that this study is part of a series of other studies being conducted dealing with the same subject matter, the major difference being that this study goes a step further to explain the causal relationship between governance and environmental accountability in the Karamoja region. In essence, this particular study provides a baseline description of the ENR budget in the region. The overall objective of the study is to document and analyze central and local government allocations to the ENR sector in the Karamoja region. Specifically, the study seeks to:

- a) Document and analyse the trends of budgetary allocations and investment in protected areas in the districts of Abim, Amudat, Kaabong, Kotido, Moroto, Nakapiripirit and Napak over the last five years.
- b) Document the amount of revenue generated by central government from the ENR sector in the above-mentioned districts over the past five years.
- c) Analyze and present in a simplified form a comparison between the budget allocations and revenue generated from the sector over the last five years.
- d) Indicate the livelihood implications of the trends in allocations to the ENR sector.

2.2 Scope of the study

Geographically, Karamoja region currently comprises seven districts. However, for the purpose of this study, the number of districts considered is six. Napak is excluded because at the time of the study it was still being administered under the mother district, Moroto, and did not have an independent budget. The time line considered for the study is between the Financial Years 2004/05 and 2010/11. The districts analysed over the financial years vary, depending on the years the districts were created. For example, while data for Moroto, Kotido and Nakapiripirit districts are analysed for the financial years starting from 2004/2005, Kabong, Abim and Amudat are analysed starting from FY 2005/06, 2006/2007 and 2009/10 respectively.

2.3 Nature of data, sources and collection methodology

The study took a multifaceted approach that employs both qualitative and quantitative methodologies. Quantitative methodologies were mainly employed to collect budgetary information on the actual allocations to the ENR sector in the region. Qualitative methodologies sought to provide explanatory information on the process and determinants of the allocations at both the national and local levels.

- a) **Documentary review:** This involved an assessment of district budgets, development plans, work plans, audit reports, requisition forms and actual disbursement forms. The analysis of these documents provided empirical data on the discrepancies between planned, budgeted and actual disbursements to the ENR sector in the region. Attention was also given to the annual revenue accruing to the region from the ENR sector.
- b) **Key Informant interviews:** These entailed one-on-one discussions with key technical staff at the district level that included the chief administrative officers (CAOs), environmental officers and district planners.
- c) **ENR Inventory:** As part of the analysis, the study undertook an inventory of ENRs in the region. The inventory covered forest, wildlife and mineral resources available in each district of the region.

3

Environment and Natural Resources in the Karamoja Region

The term ‘natural resource’ covers and describes a wide range of items. In this study, the definition of natural resources as materials or substances such as minerals, forests, water, and fertile land that occur in nature and can be used for economic gain was adopted. The specific focus of this study is on land, minerals, forests and wildlife reserves. This section of the report provides an inventory of the key ENR resources in the Karamoja region.

3.1 Forests

Karamoja region has got at least 19 forest reserves covering a total area of 3, 222 sq. km, which is 11.6% of the total area of the whole region.²⁰

Table 3: Inventory of CFRs in the Karamoja Region

District	CFRs	Size (hectares)
Nakapiripirit	Kadam CFR	39,917
Napak	Napak CFR	20,316
Moroto	Moroto CFR	48,210
Abim	• Nangolibwel CFR	20,210
	• Kano CFR	8,293
	• Akur CFR	6,434
	• Ating CFR	1,318
	• Alerek CFR	7,433
Kotido	-	-

²⁰ Land Tenure in Mystery: Status of Land under Wildlife, Forestry and Mining Concessions in Karamoja Region, Uganda, Margaret A. Rugadya, et al, Associates Research, 2010.

Kaabong	• Lomej CFR	No data
	• Timu CFR	11,751
	• Zula CFR	102,893
	• Morongole CFR	15,063
	• Lwala CFR	5,884
	• Lolimputa CFR	1,958

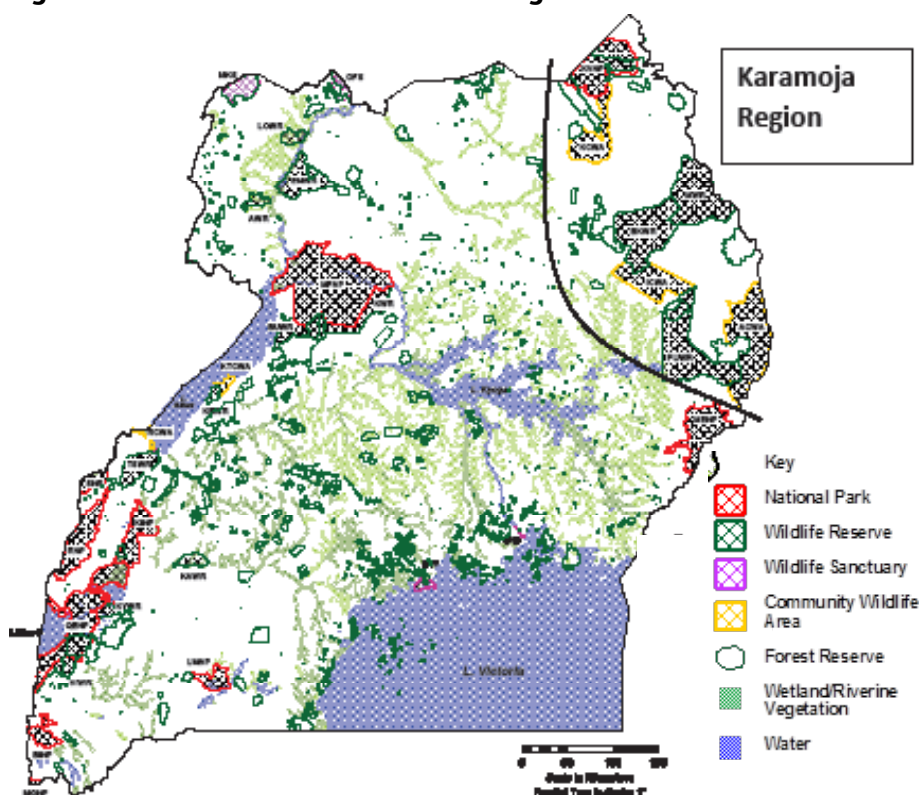
Source: National Forestry Authority 2011²¹

In addition to the CFRs, there are several LFRS in the region, including Kaabong LFR that covers 41 hectares of land, and Nyangea-Napore that covers 27,677 hectares.

3.2 Wildlife Protected Areas

Wildlife protected areas in Uganda cover approximately 26,230 sq. km. out of which, 11026 sq. km or 42% are located in Karamoja, taking up 40% of the total land area in the region.²²

Figure 1: Wildlife Protected Areas in Uganda



21 Data provided by Mr. Levi Etwodu, Ag. Coordinator Natural Forest Mgmt, National Forestry Authority.

22 Annex 1 shows the Protected Areas in Uganda- Karamoja -region are italicised. Information provided by the UWA Planning Unit, 25 March 2011.

Table 4: Wildlife Protected Areas in Karamoja

Wildlife Protected Areas	Size in sq.km	Location
National Parks		
Kidepo National park	1,436	Kaabong
Wildlife Reserves		
Pian Upe	2,043	Nakapiripirit & Napak
Matheniko	1,753	Moroto & Kotido
Bokora Corridor	1,833	Kotido, Abim and Moroto
Community Wildlife Areas		
Amudat	2,053	Amudat
Iriri	1,046	Napak
Karenga	956	Kaabong

Source; Uganda Wildlife Authority Planning Unit, 2011

Of the various wildlife protected areas in Karamoja, Kidepo Valley National Park is the largest. Kidepo is one of Uganda's most spectacular parks, covering approximately up to 10 % of Kotido District. The park hosts over 86 mammal species including lions, cheetahs, leopards, bat-eared foxes and giraffes, and close to 500 bird species. The park has a permanent stock of wildlife and although very isolated, it is still one of the finest savannah wildernesses in East Africa with substantial populations of wildlife that disperse broadly into surrounding community areas. In addition, Kidepo harbours the most unique scenery unsurpassed by any other park in the East African region.

3.3 Mineral Potential of the Karamoja region

There is great mineral potential in each of the districts in Karamoja.²³ For instance, Kotido alone has minerals like colouring metallic minerals, rare earth minerals, radioactive minerals, non-metallic minerals and alluvial gold. There is iron ore and magnetite at the foot of Mt. Moroto, marble on the eastern part of Nakapelimoru, at the border of Kaabong and Moroto districts. There are also prospects for natural oil and gas in Matakul, Kacheri Sub-county. However, despite the existence of numerous natural resources in the region, the minerals remain largely underexplored and unexploited. There is no economically viable level of resource exploitation taking place as yet. The general lack of information on the definite quantity and quality of the minerals mentioned above

²³ Annex 2. shows list of existing prospecting licences and locations of various minerals.

makes it even worse.²⁴ Although each of the districts recognizes the existence of various minerals within its boundaries and the potential of the ENR sector to contribute a significant amount of revenue that would subsequently lead to serious development of their region, none has ever developed a plan that would integrate the sector or, at least, ensure optimal exploitation of the natural resources.

At present, there are, at least 21 companies with exploration or mining licenses to operate in the region. Out of all these, however, it is only Tororo Cement that is carrying out large-scale mining and remitting revenue to the respective districts. Even then, according to the district officials, the company's level of transparency in relation to the mining operations is highly questionable. The local government authorities generally lack adequate information on the licensed companies and their activities in the region.

Table 5: Summary of Exploration and Mining Entities in Karamoja Region

	Exploration and/ or Mining Entity	Sum of Area (sq.km)	Sum of Mineral Rent per Year (UGX '000)	No. of Licenses
1	Aurua Green Metals Limited	13.50	140.00	1
2	AVR Engineering & Infrastructure Limited	170.00	1,700.00	4
3	Baracat Minerla (U) Limited	3.70	40.00	1
4	Blue Earth Refineries Uganda	50.00	500.00	1
5	Dohar Industries Limited	457.50	4,580	2
6	H K Mining Limited	266.30	2,670.00	1
7	Kush Management Services Limited	500.00	5,000.00	1
8	Megha Mineral & Mines Limited	77.0	770.0	1
9	Moroto Cement Industries (U) Limited	130.00	1,300.00	1
10	Mota Limited	152.50	1,530.00	1
11	NPK Resources Limited	90.00	900.00	1
12	Omaniman Gem Prospectors Cooperative Society Limited	48.00	480.00	1
13	Saba Saba Mining Limited	161.00	1,610.00	2
14	Savannah Mines Limited	15.00	150.00	1

²⁴ Kotido DDP 2010-2013, pp. 12-13.

15	Sunder Wallia	164.00	1,640.00	1
16	Supercom International Limited	57.00	570.00	1
17	Tiger Cement Limited	917.00	9,170.00	2
18	Tororo Cement Limited	192.28	69,778.00	3
19	XL Mining Limited	21.30	220.00	1
20	Zamani Mining Limited	117.00	1,170	1
21	ChnHenaaZhonghua Geology and Mines (U) Limited	108.00	1,080.00	3
Grand Total		3,711.08	69,814,150.00	31

Source: Ecological Christian Organisation: Baseline Assessment for Mining Sector and Minerals Sector in Karamoja Region²⁵

²⁵ ECO, Baseline Assessment Report of the Mining and Minerals Sector in Karamoja Region: Development Opportunities and Constraints, 2011

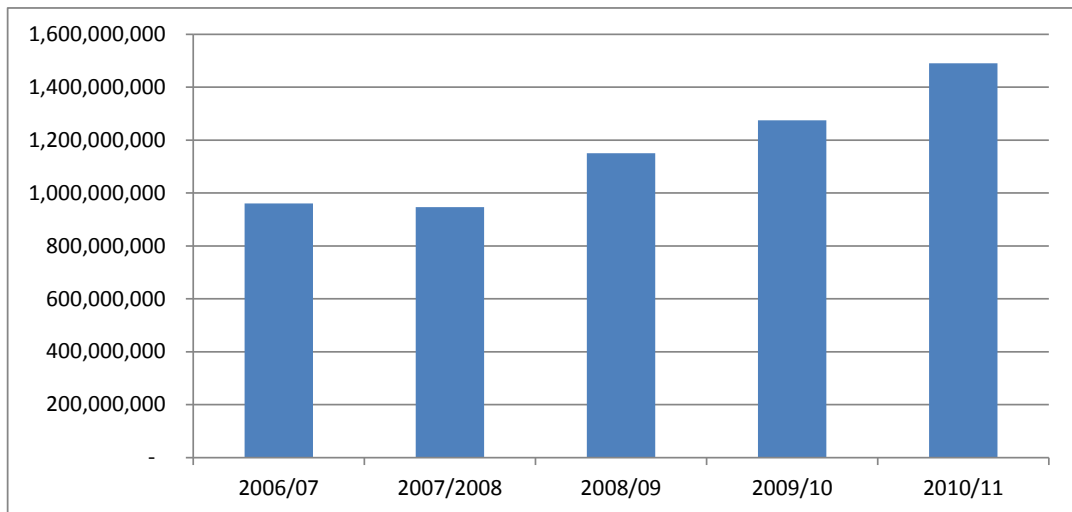
4

Budgetary Allocations to the Environment and Natural Resources Sector in Karamoja Region

4.1 National Allocation to the ENR Sector by the Central Government over the last five years

Local governments receive the biggest percentage of their funding from the central government in form of conditional and unconditional grants.²⁶

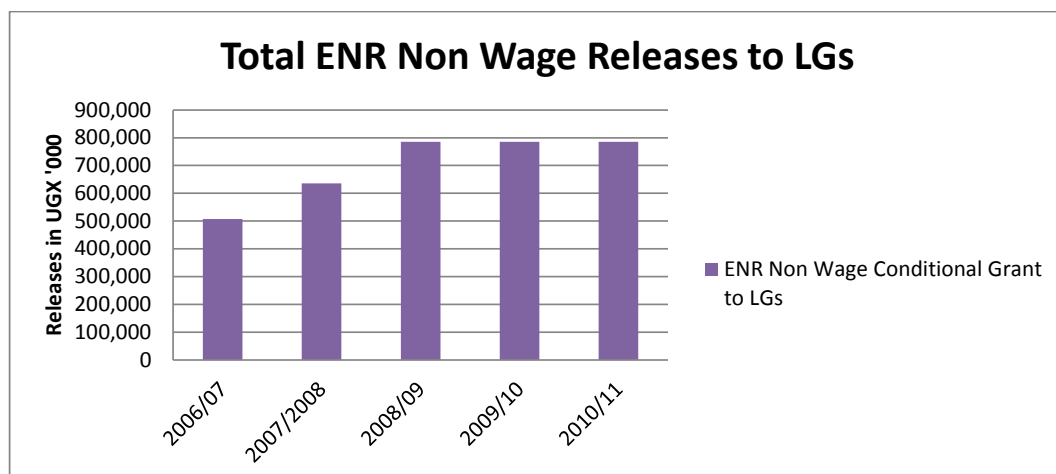
Figure 2: Total CG Releases to LGs 2006-10²⁷



Central government releases to local governments have been steadily increasing over the last five financial years. However, allocations to the ENR sector in conditional grants have not recorded any substantial increase despite the rising inflation, increase in population, greater effects of climate change and environmental degradation due to population pressure, the allocations have remained nearly constant over the last three financial years.

²⁶ Conditional grants 90% and unconditional grants 10%

²⁷ 2010/2011 figures are budget not actual releases

Figure 3: Total ENR Non-Wage Releases to Local Governments

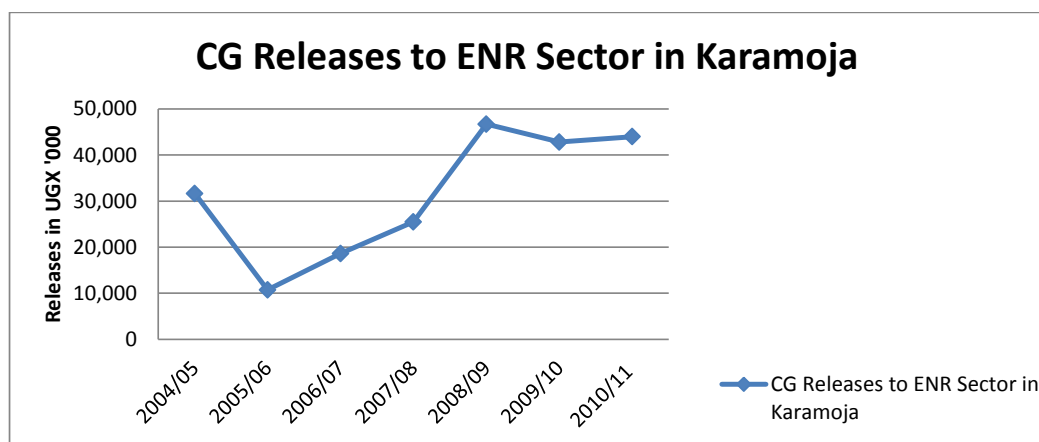
In real terms, the central government allocations to the ENR sector constitute a very negligible and insignificant part of the budget for each financial year. It constitutes less than 0.1% of the total releases to LGs countrywide every financial year.

Table 6: ENR Non-Wage as a percentage of Total Government Releases to Karamoja

FY	2006/07	2007/08	2008/09	2009/10	2010/11
ENR Non-wage conditional grant to LGs ('000)	507,062	636,129	785,000	784,922	785,000
Total Releases to LGs ('000)	959,962,397	946,776,863	1,150,249,821	1,274,208,066	1,490,008,256
ENR as % of total releases to LGs	0.05%	0.07%	0.07%	0.06%	0.05%

4.2 Central Government Releases to ENR Sector - Karamoja Sub-Region

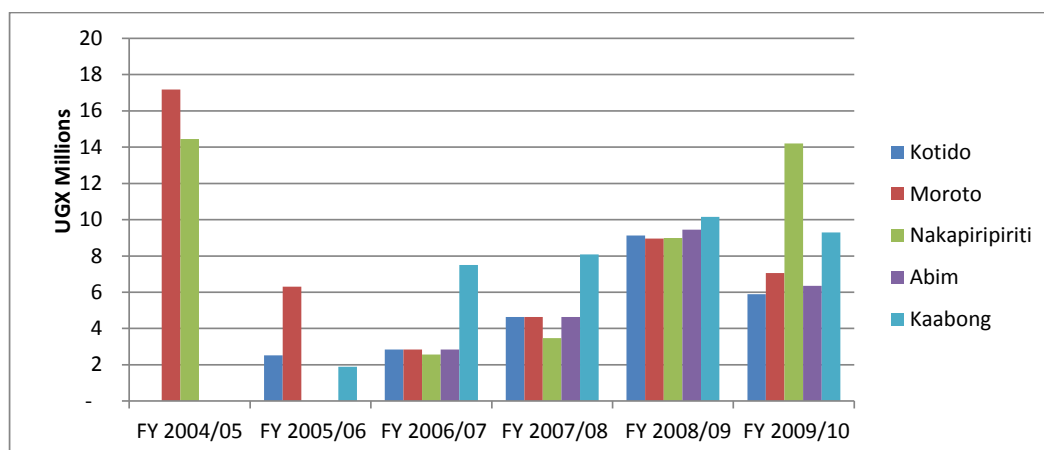
Figure 4: CG Releases to ENR Sector in Karamoja



Between 2005 and 2010, central government released a total of UGX 144,272,000 in conditional grants to the ENR sector in the region; an average of UGX 28,854,000 per year. Considering that the region has a total population of 1.1 million people, whose livelihoods are directly linked to the environment, this budgetary allocation translates into an average per capita expenditure of UGX 26 (twenty six shillings) per year, with the highest allocation being 46,691,000 for the 2008/09 financial year.

Table 7: CG Releases to Individual Districts

	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10
Kotido District	-	2,520	2,845	4,638	9,131	5,888
Moroto District	17,172	6,300	2,845	4,638	8,961	7,058
Nakapiripirit District	14,444	-	2,561	3,478	8,993	14,206
Abim District	*	*	2,845	4,638	9,454	6,352
Amudat District	*	*	*	*	*	*
Kaabong	*	1,890	7,500	8,083	10,152	9,298
Napak	*	*	*	*	*	*

Figure 5: CG Releases to Individual Districts FYs 04/05 to 09/10

To make matters worse, the negligible amounts that are allocated to the sector are all being spent on recurrent as opposed to new development expenditures. The actual allocations and expenditures of the respective districts show that except for activities related to the national land policy, none of them has made allocations to development expenditures on ENR for the last five financial years.

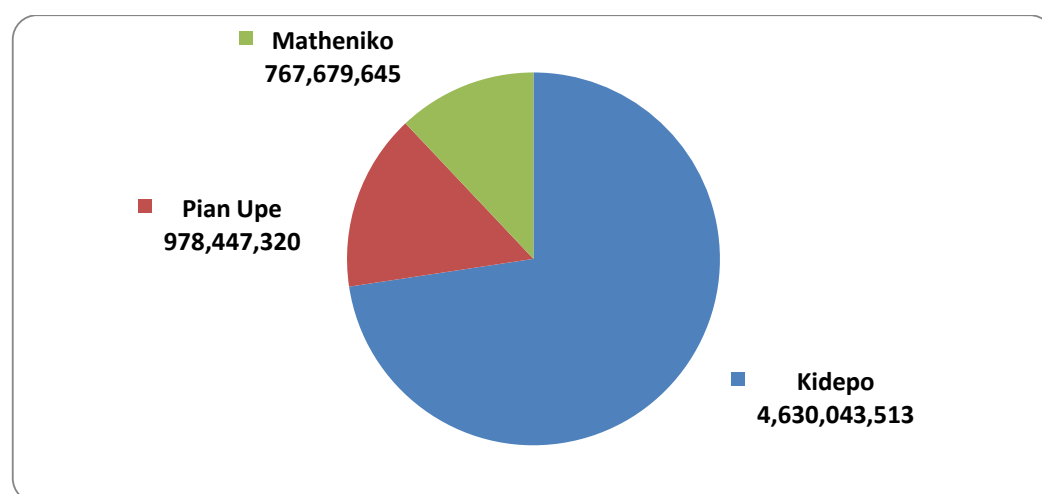
In addition to the releases to the local governments in conditional and unconditional grants, there are other direct expenditures by the central government in the ENR sector in the region through the national agencies including UWA, NFA and NEMA under whose mandates the various natural resources fall.

Regarding the Wildlife PAs, the Uganda Wildlife Authority (UWA) entered into a management agreement with the district local governments in the Karamoja region to manage and generate revenues from wildlife in their respective areas according to the Wild Life Act (200 CAP 2000). According to UWA, to achieve this function, there was need for fair budgetary allocation and investment into wildlife, both inside and outside protected areas, to enable wildlife growth for the realization of direct and indirect benefits by the local people, local governments as well as the private sector. This was aimed at gaining appreciation and support for wildlife conservation inside and outside protected areas, including protection and safeguarding of the wildlife habitats in the region by the local people and the local governments.

Table 8: Summary of Government Budgetary Allocations to the Karamoja Wildlife Protected Areas

Wildlife PA	Budget Allocations and Investment in the last 5 years					
	FY2009/10	2008/09	2007/08	2006/07	2005/06	2004/05
Kidepo	892,357,374	846,273,311	741,162,260	720,267,519	707,631,953	722,351,096
Pian Upe	179,437,088	162,121,814	149,793,010	148,324,649	165,911,081	172,859,678
Matheniko	149,329,687	126,806,944	111,196,252	121,084,512	118,901,459	140,360,791

Source: UWA Financial Performance Reports 2009/10, 2008/9, 2007/8, 2006/7, 2005/6, 2004/5

Figure 6: Total Budgetary Allocation to Management of Wildlife in Karamoja for the last 5 FYs

As can be seen from Table 8 and Figure 6 above, Kidepo National Park received the highest budgetary allocations and investments of up to UGX 4,630,043,513, equivalent to (72.6%) over the last five years, while Pian received UGX 978,447,320 UGX (15.4%) and Matheniko UGX 767,679, 645 (12%). The total central government budgetary allocations to Karamoja Wildlife PAs over the last five financial years totalled to Six billion, three hundred and seventy six million, one hundred and seventy thousand, four hundred seventy eight (UGX 6,376,170,478). In spite of the fact that Bokora is a Wildlife Reserve, there is absolutely nothing on record to show that any budgetary allocations were made to manage the wildlife resource therein.

4.3 Budgetary Allocations to the ENR Sector by the Karamoja Region LGs over the last five years

Local governments have discretion over how to spend locally-generated revenue as well as 10% of the releases from the central government that comes to the districts in form of unconditional grants. However, LGs countrywide struggle with raising local revenue; and hence most of them rely almost entirely on the releases from the central government. For instance, in the 2008/09 Financial Year, Moroto District planned to raise the sum of UGX 223,900,000 from local revenue and managed to meet 60% of its target; but this translated into only 2% of its total budget for that financial year.²⁸

The implication of this is that in real terms, the resources over which local governments have discretion to spend based on local priorities are severely limited. This is exacerbated by the fact that after the 2004/05 financial years, there have been no wage releases to the ENR sector from the central government. In the FY 2005/06, however, there was a trial budgetary provision of UGX 74,598,000 in wages to the ENR sector in the Karamoja sub-region,²⁹ but no actual allocations were made; and since then there have been no budgetary provisions of that nature. Whenever releases are made to the local governments, priority in allocation of the unconditional grant is given to the wage bill and, for most local governments, this takes more than 80% of the unconditional grants.³⁰ For instance, Kotido district, can raise only about 1% of its budget from local revenue and yet, for the FY 2010/11 (from July 2010 to April 2011) all funds received in unconditional grants had been spent on salaries. The district local revenue, on the other hand, went towards co-funding development projects under ABEK and NAADS. Similarly, Nakapiripirit District in the FY 2009/2010 was able to raise 1.2% of its budget from local revenue, but this was not spent on the district's capital budget as expected but to co-fund the LGMSD and NAADS.

The trend in allocations by the central government to the ENR sector is directly reflected in the local government budgets. All the districts in the region accord very little priority to the ENR sector because they focus solely on the national priority programme areas, namely: education, health, works and agriculture.

In September 2008, the Ministry of Local Government introduced a participatory planning approach for local governments at all levels as a mandatory requirement in the budgeting process. The Moroto District Council held its Budget Conference in January 2009. During the budget conference, the council made prioritization of the different departments for the medium plan (2009/10 to 2011/12) and came out with priority area results as shown in Table 9 below:

28 Which had a total actual expenditure of UGX 7,983,440,555

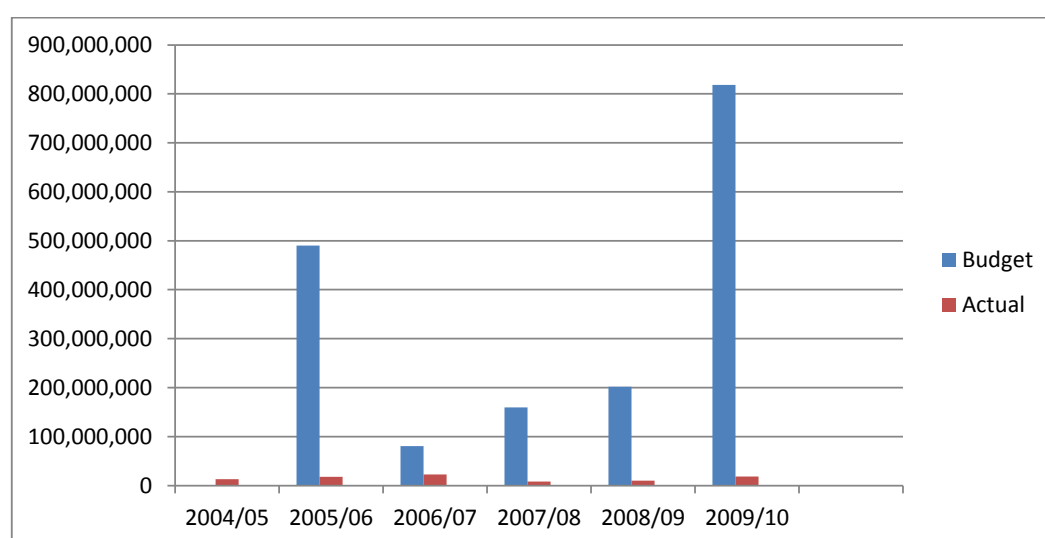
29 UGX 18,924,000 for Kotido, 22,556,000 for Moroto, 18,924,000 for Nakapiripirit and 14,193,00 for Kaabong

30 ACODE interview with Accountant, Kotido District Local Government, 12 April 2011

Table 9: Moroto Budget Conference Prioritization Results, 19 January 2009

	Rank	Overall Ranking	%
1	Administration	5	7.6
2	Finance	8	2.2
3	Council and Statutory bodies	6	5.1
4	Production	3	14.8
5	Health	1	27.4
6	Education	2	22.7
7	Works	4	13.1
8	Natural Resources	9	2.0
9	Community Based Services	7	3.3
10	Planning Unit	10	0.9
11	Internal Audit	11	0.9

As can be observed, Natural Resources was ranked among the least (No. 9 out of 11); only higher in priority to the Planning Unit and Internal Audit. At the end of the day, it constituted only 2% of the budget. Even with the low priority accorded the sector during the planning and budgeting process, however, the worst bit is that when it comes to actual resource allocation, even the very little that is budgeted may not even be effected. The great disparity between budget and actual allocation to ENR for the last five financial years for Moroto District is illustrated in Figure 7.

Figure 7: Comparison between Moroto District ENR Budget and Actual Allocations

As shown by the chart, the differences between the budgeted and actual allocation is simply too great for any planned activities to be implemented. A similar situation was recorded in Nakapiripirit District. For instance in the 2009/10 FY; the district budget, for ENR was UGX 766,263,840, but actual allocation was only UGX 141,685,648 - which was just 18% of the planned; and yet even out of the 18%, 28% were FIEFOC³¹ transfers.

In Abim District, the situation is even worse as the district, since its establishment in 2006, has never allocated any local revenue to the ENR sector. The district expends on natural resources only the conditional grants allocated to ENR by the central government. For example, in the FY 2010/2011, the ENR budget was UGX 6,600,000 (Six million six hundred thousand shillings only) which was then reduced and the actual allocation was UGX 6,200,000 (Six million two hundred thousand shillings), translating into a monthly budget of five hundred thousand shillings. According to the Chief Finance Officer, this amount in most cases goes towards recurrent expenditure. In the 2010/2011 FY all district CAOs in the region were tasked to plant a specific number of trees and the district allocated UGX 500,000 for this purpose. This is the only development expenditure they have ever made on the ENR sector since the district was established. The district reportedly spends local revenue *"...on areas that have an immediate impact on the development...already local revenue is little and cannot even take care of the critical areas for the district."*³² Similar sentiments were recorded elsewhere in the region: *"Government doesn't spend money on the environment because it is not a priority, is it an emergency? Does it kill our people?"*³³

While it may not be an emergency at the moment, the weather pattern of Karamoja is changing. One key reason behind this change is the unpredictability in the timing and levels of rainfall. In recent years, there have been extended periods of back-to-back droughts, and when the rain comes it is too much to the extent of flooding the area, while its pattern is no longer predictable. And, above all, the temperature is rising very rapidly.³⁴ Although all the agro-ecological zones of Uganda are grappling with the effects of climate change and variability, the Karamoja sub-region is most affected. This is attributable to the fact that it is the least socially and economically developed in Uganda, even when compared to other generally poor parts of Northern Uganda as a whole (GOU, 2009). In 2011, after an extended period of drought, Karamoja received unprecedented amounts of rainfall leading to landslides, floods and burst bridges.

Karamoja has a mono-modal rainfall pattern (with only one planting season) as opposed to the rest of the country's bi-modal rainfall pattern (with multiple planting seasons). In the last four years, the rains have been sparse³⁵ and the region has experienced

31 Farm Income Enhancement and Forest Conservation Project

32 Interview with the Abim District Chief Finance Officer, 11 April 2011

33 ACODE interview with the RDC Moroto, 13 April 2011

34 Minority Voices, Uganda: Climate change worsening food insecurity in Karamoja

35 DanchurchAid, Climate Change and Adaptation Strategies in the Karamoja Sub-Region, May 2010

extended periods of drought in many areas. As a result, crop production has failed, leading to rampant famine. With the limited livelihood options, people have since then resorted to the exploitation of the natural resources through undertaking artisan work and small-scale mining. However, the selling of firewood, charcoal and burnt bricks have become the main sources of income to avert famine. All these activities are extremely detrimental to the environment: mining and brick laying destabilize soil, while brick and charcoal burning involve cutting down trees. Without a corresponding investment in the sector, this trend is not only unsustainable but risks making the region inhabitable.

The problem in ENR management is not only in the budget and resource allocation but also in conceptualization of the role of the ENR department, skewed planning process and poor prioritization. In all the districts visited in the course of this study, although the technical teams pointed out lack of resources as the major constraint, they often had no clear definition of their role and did not have any plans or ideas of activities they would like to implement or urgent interventions needed for the district if resources were available.

The shortcomings in the planning process mean that, even where funds are available, the ENR departments cannot undertake development activities because they have no tangible planned activities or a concerted vision for the ENR sector. For instance, in Kotido District, the ENR department expended its 2009/10 sector budget as shown in Table 10:

Table 10: Expenditure by Kotido ENR Department in the FY 2009/2010

Activity	Cost
ENR Training of Trainers	464,000
National Land Policy Consultation	871,000
Facilitate National Land Policy Conference	871,000
Facilitate official to submit work plan and budget for environmental training	524,000
Purchase of stationary	467,000
Attend meeting in Entebbe	490,000
Travel to Kampala	524,000
Transport to Kampala to deliver wetlands and environment reports 2008/09	474,000
Travel to Entebbe	615,000

Source: From a review of Kotido District Requisition Vouchers and payment schedules.

Although the department complained of limited funding, at the end of the financial year it had some unspent funds.

4.4 ENR Allocations under the Special Projects for Karamoja

There are various development projects being implemented in the Karamoja region under the auspices of the OPM.³⁶ These projects in one way or the other channel funds to Karamoja region either through independent funding of activities, or through direct budget support to the respective local governments.

NUSAF has been going on since 2003 and NUSAF II was launched in 2010. The project target is development and poverty eradication. However, environment and natural resource-related activities are not among the interventions being undertaken in NUSAF II. According to the Liaison Office, there is no specific provision for the environment because of the complication involved in following up and monitoring ENR-related activities. Right from its framework, NUSAF does not see ENR as a development propeller, but rather as an intervention that can only yield results in the long term. NUSAF looks at projects that can provide quick returns. If, for instance, a grant was committed to tree planting, it would take 10-20 years before any returns would be recorded and that would be extremely long. NUSAF is aware though, that implementation of some activities under the project may have environmental implications and, therefore, attempts to have inbuilt mitigation mechanisms.³⁷ This outlook is rather myopic because any interventions aimed at eradicating poverty in Karamoja must pursue sustainable development; otherwise the gains will fizzle out soon after the project is closed.

Strategic objective three of the PRDP is 'Revitalization of the Economy'. One of the priority actions is reinforcing mechanisms for sound management of the environment and natural resources.³⁸ Some of the strategies envisaged include: formation of ENR management structures; capacity building for ENR action planning; mainstreaming and implementation; promotion of energy saving woodlots; and, establishment of community nurseries and woodlots. The total budget for this in the PRDP districts over a three-year period is UGX 93,923,642,948. However, a look at the Harmonised PRDP District and Municipality Work Plans for the FYs 2009/2010 and 2010-2011 shows that no ENR-related activities were planned and budgeted for under the PRDP in any of the districts in the Karamoja region. According to the OPM, PRDP is a framework document from which districts are supposed to draw their plans. Districts receive resources under the PRDP based on priorities identified and submitted by the districts themselves. None of the districts in the Karamoja region has so far identified ENR as a priority or requested funding for it and, therefore, no allocations have been made for ENR-related activities in the region.³⁹

The Karamoja Integrated Disarmament and Development Programme (KIDDP) is a medium-term framework document that harmonises the various development

36 Various projects as listed in 1.3.4 above

37 Tele interview with NUSAF liaison officer on 10 May 2011

38 PRDP, p.17

39 ACODE telephone interview with Mr. Peter Amu, OPM, 10 May 2011

interventions by government in Karamoja. Component 4 of the KIDDP is 'Support the Development of Alternative Means of Livelihood for the people of Karamoja'. Some of the objectives under this component include: empowerment of the Karimojong to harness the potential of their natural resources; promote sustainable utilisation of gum Arabic and related dry land products for improved livelihood and biodiversity conservation.⁴⁰ Some of the recommended activities under the component include: development of tourism infrastructure; bee keeping, and mineral development including extraction and processing; identification and improvement of traditional resource management practices; and, strengthening environment management functions. The estimated three-year budget for the component is UGX 16,390,000,000.⁴¹

While the national budget, which is based on the national development plan priorities, cannot address the specific and peculiar development needs of Karamoja, it is expected that the special projects designed for Karamoja should have a different architecture since they were put in place to fill in existing gaps, spur the development of Karamoja and bring it to the same level as the rest of the country. However, the reality is that the projects are also geared towards addressing the national priorities, the same priorities whose overemphasis has always left Karamoja lagging behind the rest of the country in development.

4.5 Generation and Sharing of Revenue from the ENR sector in Karamoja

All ENR-related activities and investments should ordinarily benefit both the local and central governments and ultimately the people of Uganda. There are, indeed, several instruments in place that create the framework for sharing of revenue generated from the ENR sector.

Article 244 of the Constitution makes reference to minerals and places an obligation on Parliament to make laws regulating their exploitation, sharing of royalties arising from mineral exploitation, payment of indemnities arising out of mineral exploitation and restoration of mining area lands. In conducting exploitation of minerals, the interests of landowners, local and central governments should be taken into account. Under Section 98 of the Mining Act 2003, all minerals obtained or mined in the course of exploration, prospecting or mining are subject to the payment of royalties on the gross value of the minerals, based on the prevailing market price of the minerals and royalties are to be shared by the government, local government and the owners or lawful occupants of the land subject to mineral rights in the amounts of 80% to the government, 17% to the local government, and 3% to the owners of the land.⁴²

40 KIDDP pg 138

41 KIDDP at pg 146

42 S.98 and Schedule 2 of the Mining Act 2003

In terms of forest revenue, the National Forestry and Tree Planting Act and the National Forestry Policy, 2001 do not expressly provide for forestry revenue sharing. However, the various policy statements make reference to supporting the private sector and communities in accessing forest resources from the CFRs. While the law gives responsibility for managing CFRs to the NFA, districts own and in theory derive all the benefits accruing from LFRs. These benefits are theoretical, especially since most natural forest LFRs are preserved for the ecological benefits (water catchment mostly) and hence provide no tangible monetary benefit flowing into the district treasury. Secondly, the remaining LFRs are suitable for plantation forestry but are, at the moment, highly degraded. The districts lack funds to invest in plantation forestry. Consequently, LFRs do not generate any significant revenues at the moment.⁴³

From wildlife, the Uganda Wildlife Act, Cap 200 provides that 20% of the revenue generated from PAs in gate entry fees should be paid to DLGs where the PAs are located to benefit communities neighbouring the protected areas; but for various reasons, this is often not effected.⁴⁴

4.5.1 Revenue Generated by the Local Government⁴⁵

Local revenue from ENRs for LGS should comprise of 17% share of royalties from mining-related activities, 20% remitted from gate entry fees raised by UWA and all moneys generated from local forest reserves. On the whole, however, local governments perform dismally in revenue generation and despite the great wealth of resources in the region, the revenue raised by the district from the ENRs is insignificant.

In Kotido District, local revenue as a whole performs dismally. At best, the district is able to fund 4% of its budget from local revenue. The revenue generated from the ENR sector is negligible as shown in Table 11:

Table 11: ENR Revenue Kotido District

FY	2007/08	2008/09	2009/010	2010/March 11
ENR Revenue (UGX)	360,000	90,000	2,161,001	1,146,839

Of all the districts in the region, Moroto is so far the best performing in terms of revenue generation from ENR, and has been recording a steady increase in the amounts generated over the last four years. This has mainly been attributed to the quarrying activities of Tororo Cement Limited in the district.

43 Yakobo Monyini et al., *Sharing Natural Resource Revenue: Towards Derivation Funds for Uganda*, UWS, 2006.

44 Section 69 (4), Uganda Wildlife Act, Cap 200

45 Most of the information in this section is aggregated because most LGs record local revenue as aggregates and not by source.

Table 12: Revenue Generated from ENR by Moroto District in the FYs 05/06 to 09/10

	2005/06	2006/07	2007/08	2008/09	2009/10
Land Fees	2,353,000	865,000	1,730,000	-	10,115,000
Sale Non produced assets (Royalties)	-	-	50,968,340	9,529,614	111,083,566
Rent non produced assets	-	45,011,600	150,000	25,882,577	-
Total	2,353,000	45,876,600	52,848,340	35,412,191	121,198,566
Total ENR Allocation (non-wage)	18,031,961	22,863,451	8,333,084	10,267,172	18,492,860
ENR Allocation as a % of ENR revenue	766%	50%	16%	29%	15%

The greatest percentage of ENR revenue generated by Moroto comes from mining of limestone and marble. The ENR sector is the highest contributor to local revenue in Moroto District, contributing between 26-40% of the district local revenue.

Table 13: Royalty Payment Schedule for Marble/Limestone produced in Moroto for the year 2010

Taxpayer	Sum of total royalties paid	17% share to LG	3% share to land owner
Africa Minerals Limited	4,313,000	733,210	129,390
Great Lakes Cement Limited	5,669,220	963,767	170,077
Harambe Africa (U) Limited	2,451,000	416,670	73,530
Tororo Cement Limited	498,063,630	84,670,817	14,941,909
Grand Total	510,496,850	86,784,465	15,314,906

The most baffling situation on revenue generation from the ENR sector was recorded in Abim District where the local government reported that they do not raise any revenue at all from the sector in spite of the fact that it is richly endowed with natural resources and that there are several ENR-related activities being carried on in the district. Abim is home to five central forest reserves, namely; Nangolibwel CFR, Kano CFR, Akur CFR, Ating CFR and Alerek CFR - all covering a total area of 43,688 hectares. Part of Bokora Corridor is also found in Abim.

The district does not benefit from the hundreds of hectares of central forest reserves because since the passing of the National Forestry and Tree Planting Act 2003, all revenue generated from CFR goes to the central government. The Act established the National Forestry Authority (NFA) and re-classified forests into CFRs and LFRs. Before the establishment of NFA, the Forest Department, its predecessor institution, was mandated to pay local governments 40% of the gross revenue it collected within their respective

boundaries. The Act removed the local governments' 40% share of gross revenue from CFRs, hence diverting all revenue generated from CFRs to the NFA. The Act deprived local governments of a substantive source of revenue as shown in Tables 14 and 15.

Table 14: Summary of Forest Revenue Collection and Allocation from 1995 to 2000 (Millions Uganda Shillings)⁴⁶

Year	Central Government	Local (District) Governments	Total
1999/2000	665.0	443.4	1,108.4
1998/1999	540.1	360.0	900.1
1997/1998	507.0	337.6	844.6
1996/1997	430.4	286.8	717.2
1995/1996	108.6	72.4	181.0
	2,251.1	1,500.2	3,751.3

Table 15: Revenue Collection by NFA from Forest Products⁴⁷

Year	Total (in UGX Billions)
2004/05	4.828
2005/06	5.513
2006/07	6.616
2007/08	**
2008/09	9.552
2009/10	12.368

Since 2004, the volume of forest revenue has increased steadily. At present, NFA is able to raise more revenue than every local government in the country with perhaps the exception of Kampala.⁴⁸ If local governments were still entitled to a 40% share, they would have received UGX 4,947,200,000 in the 2009/10 financial year. If this amount were distributed equally among all the 111 districts of the country, they would each have received UGX 44,569,369, which would have been more than double the average ENR conditional grant to each district in 2009/10. In the same financial year, the government allocated UGX 784,922,000 to the ENR sector in non-wage releases to local governments, which translates into an average of UGX 7,071,369; and this, in reality, is what each of the LGs received.⁴⁹

46 Yakobo Monyini et al, Sharing Natural Resource Revenue: Towards Derivation Funds for Uganda, UWS, 2006.

47 NFA Annual Reports 2004/05, 2005/06, 2006/07 and 2009/10.

48 Kampala is the only district that is able to raise more than UGX 10bn in local revenue.

49 See Table 7 above; Moroto 7m, Abim 6m, Kaabong 9m, Nakapiripirit 14m and Kotido 5m.

The argument for scrapping the 60-40% revenue sharing was that local governments would generate revenues from LFRs. This argument is faulty in the short and medium terms. For one, the LFRs are either 'protection' forests, or natural forests in critical watersheds where timber harvesting has traditionally never been allowed. Secondly, the remainder of LFRs are unafforested/deforested woodland and grassland, and delicate eucalyptus plantations. Realising any meaningful amounts of revenues from LFRs, therefore, requires significant investment in forest rehabilitation and a forestation.⁵⁰ Unfortunately, neither the local governments, nor central government have the funds required for such activities.

The low levels of revenue generated are partly due to a failure by the districts to regulate ENR exploitation and put in place effective governance mechanisms at the local level. Taking Abim as an example, the district reported massive exploitation of natural resources, in form of charcoal burning, sand mining and quarrying that. However, none of these activities was taxed. There were also various mining operations: for example, hundreds of artisanal miners were engaged in mining gold and fluorspar. In Morulem Sub-county alone, year-round miners numbered around 600 (women constituting up to 90% and men only 10%) and this number reportedly, almost doubled or even tripled in the rainy season.⁵¹ There were also at least eight exploration licenses in the district as at February 2011 and each of these license holders was required to pay an annual rent, a percentage of which was due to the district. All these operations combined should be able to give the district a fairly reasonable amount of revenue.

The absolute failure by the LG to record any revenue in view of all these activities imputes/implies either loopholes in the collection procedure or improper recording of revenue sources or misappropriation because the idea of zero per cent collection is definitely next to impossible.

4.5.2 Revenue Accruing to the Central Government

a) Mineral Royalties

At the moment, Tororo Cement Limited undertakes the largest mining operation in Karamoja, specifically in Moroto District. The company holds three licenses over an area of about 190 sq. km. It is not clear exactly how much limestone the company takes out of Karamoja every year; but in 2010, from the marble and limestone mined from Moroto, the government generated UGX 408,397,480 as its share of royalties as detailed in Table 16:

⁵⁰ Yakobo Monyini et al, Sharing Natural Resource Revenue: Towards Derivation Funds for Uganda, UWS, 2006

⁵¹ ECO, supra

Table 16: Royalty Payment Schedule for Marble/Limestone produced in Moroto for the year 2010 (in UGX)

Taxpayer	Sum of total royalties paid	80% share to Central Government	17% share to land owner
Africa Minerals Limited	4,313,000	3,450,400	733,210
Great Lakes Cement Limited	5,669,220	4,535,376	963,767
Harambe Africa (U) Limited	2,451,000	1,960,800	416,670
Tororo Cement Limited	498,063,630	398,450,904	84,670,817
Grand Total	510,496,850	408,397,480	86,784,465

In 2010, the central government allocated UGX 7,058,000 to Moroto District in conditional grants to the ENR sector and UGX 42,083,000 to the entire Karamoja region. This was equal to 1.72 % and 10% respectively of the revenue generated by the central government from mining royalties in Moroto District alone. Over the last five years, the government released a total of UGX 144,272,000 in conditional grants to the ENR sector in the region and generated up to 355% of it in just one financial year from royalties in the region. In other words, in five years, the government spent on the sector 35% of what it generated in one year alone.

b) Revenue from Wildlife Protected Areas

Karamoja region is well known for its rich eco-system. For instance, Kidepo is one of the finest savanna wildernesses in Eastern Africa with substantial populations of wildlife comprising of at least 77 species of mammals, several of which can only be found in the Kidepo and Karamoja region, as well as spectacular scenery.

With the management agreement between Uganda Wildlife Authority and Karamoja local governments to manage wildlife and generate revenue, the government through UWA has supported wildlife conservation in the region, with budget allocations amounting to UGX 7,632,231,117 over the last five years (FY 2004/5 to FY 2009/10). The Uganda Wildlife Authority entered into agreements with the local governments, communities, and Karamojong Overland Safaris Ltd and Karamoja Safaris Ltd who are private investors, to manage wildlife inside and outside PianUpe and Matheniko-Bokora Wildlife Reserves respectively. In Kidepo National Park, Apoka Lodge was concessioned to Uganda Safaris Ltd on behalf of UWA, while in Lopainie village, Karenga Sub-County, adjacent to Kidepo National Park, the local community leased land to AFRIMARKS to construct and manage a tourist tented camp. However, returns on investments are still very low. Kidepo National Park has so far remitted UGX 30,270,000 and, as of March 2011, it had saved on a revenue sharing account a total sum of UGX 82,019,078. Table 17 summaries the revenues generated from these areas over the last five years.

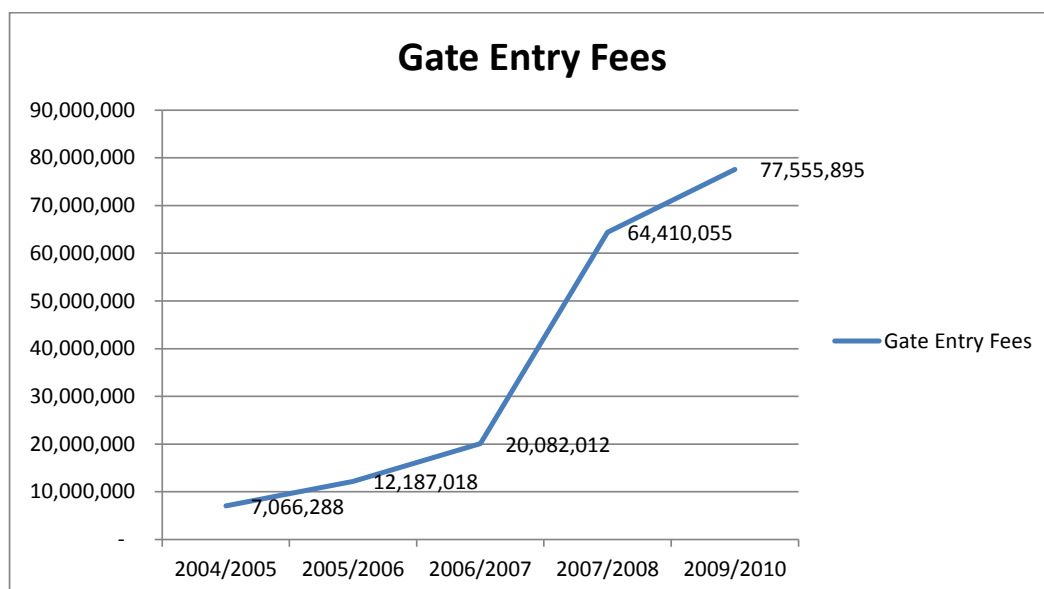
Table 17: Revenues Generated from Karamoja Wild Life Protected Areas

Wildlife PA	Revenues generated in the last 5 Financial Years per site					
	FY2009/10	2008/09	2007/08	2006/07	2005/06	2004/05
Kidepo	3,319,154	22,939,315	8,005,100	5,202,555	4,073,522	2,460,947
Pian Upe	223,500	172,500	2,741,900	212,200	67,450	157,000
Matheniko		-	-	-	-	-

Source: Financial Performance Reports 2009/10, 2008/9, 2007/8, 2006/7, 2005/6, 2004/5

Sources of revenue from wildlife PAs include: protected areas entry and recreational activities, income from concessions and the sale of items. At the moment, it is only Kidepo National Park and PianUpe that generate reasonable amounts of income. However, even these have been consistently declining. The decline is attributed to the insurgency in Karamoja as a result of armed cattle rustling by the Karamojong and massive waylaying of unarmed civilians that affects tourism activities - although it is hoped that with the relative success of the disarmament programme, much will change. The other major challenge is the general reduction of financial allocation to protected areas, following the end of the PAMSU project. At present, none of the PAs generate sufficient revenue to meet their operational costs.

Over the last ten years, there has been no revenue sharing between UWA and the communities surrounding wildlife PAs in Karamoja. According to UWA, this is because the region has suffered from an extended period of insecurity which has had a negative impact on the tourism industry. A review of the gate entry fees collections by UWA shows that the revenue is low but has been steadily increasing.

Figure 8: Trends in Gate Entry Fees Collection at Kidepo Valley National Park

Under the current revenue-sharing framework, communities neighbouring the park are entitled to a 20% share of the gate entry fees. A sum of UGX 30,270,000 was approved for sharing in the 2010/2011 FY while a sum of UGX 51,749,078 remained on the accounts. Considering that some sub-counties in Karamoja do not realise any local revenue whatsoever, this is a considerable sum and a mechanism should be put in place to ensure that it is readily shared and remitted to the communities as appropriate and does not remain at the discretion of the UWA.

However, in spite of the PAs' rich endowments, the revenue generated by the PAs in the Karamoja region does not in any way compare to that generated by PAs in other wildlife rich areas such as Murchison Falls National Park, Bwindi Impenetrable National Park, Queen Elizabeth National Park and Kibale National Park. This is attributed to several factors, including poor infrastructure, insecurity, low levels of investment, habitat degradation and poaching, that lead to extirpation of some animal species like hunting dogs, cheetah and antelopes, among others.

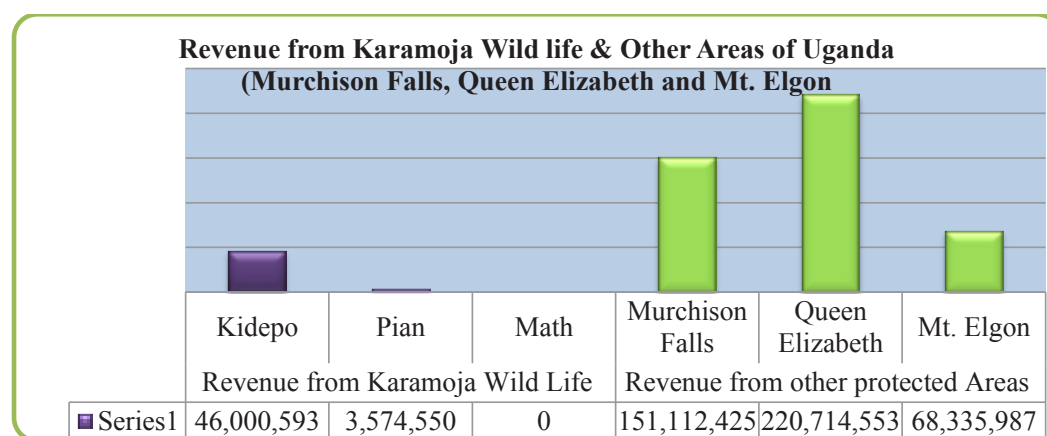
Table 18: Comparison between Revenue from Karamoja Wildlife PAs and other PAs

Revenue from Karamoja Wildlife PAs				Revenue from other Protected Areas		
Financial Years	Kidepo	Pian	Matheniko	Murchison Falls	Queen Elizabeth	Mt. Elgon
2009/10	3,319,154	223,500	0	44,744,597	32,814,357	22,084,142

2008/09	22,939,315	172,500	0	37,609,346	60,286,019	18,179,482
2007/08	8,005,100	2,741,900	0	17,741,472	32,188,770	9,863,087
2006/07	5,202,555	212,200	0	15,331,137	37,223,836	6,724,540
2005/06	4,073,522	67,450	0	18,841,218	33,427,354	4,284,651
2004/05	2,460,947	157,000	0	16,844,655	24,774,217	7,200,085
	46,000,593	3,574,550	0	151,112,425	220,714,553	68,335,987

From Table 18 above, Queen Elizabeth National Park raised the highest revenue of UGX 60,286,019 in the FY2008/9, though it fell to UGX 32,814,357 in the FY 2009/10. In Karamoja region, Kidepo raised the highest revenues of UGX 22,939,315 in the FY 2008/9, and this fell to UGX 3,319,154 in the FY 2009/10. In general, FY 2008/9 realized high revenues generated by PAs in both Karamoja and those outside Karamoja Wildlife areas. But it can be clearly seen that, compared to the rest, the amount generated in Karamoja is much less.

Figure 9: Comparison of Total Revenues generated from Karamoja Wildlife and other Areas



From Figure 9 above, Queen Elizabeth National Park had the highest revenue (UGX 220,714,553) followed by Murchison Falls Park (UGX 151, 112,425), Mt Elgon Park (UGX 68,335,987), Kidepo National Park (UGX 46,000,593) and Pian with UGX 3, 574, 550. Total income generated from Karamoja areas amounted to UGX 49,575,143 while that from other selected areas totalled to UGX 440,162,965. The Karamoja Wildlife areas generated considerably less revenues compared to other areas. In short, Wildlife PAs outside Karamoja performed much better than those inside Karamoja even though Kidepo Valley National Park is ranked higher than those in other regions. Due to the low revenue raised by the wildlife PAs in Karamoja, there has been no revenue sharing; and in spite of the fact that 40% of the land in the sub-region is taken up by Wildlife PAs, the LGs in Karamoja are not receiving any direct revenue from the sector.

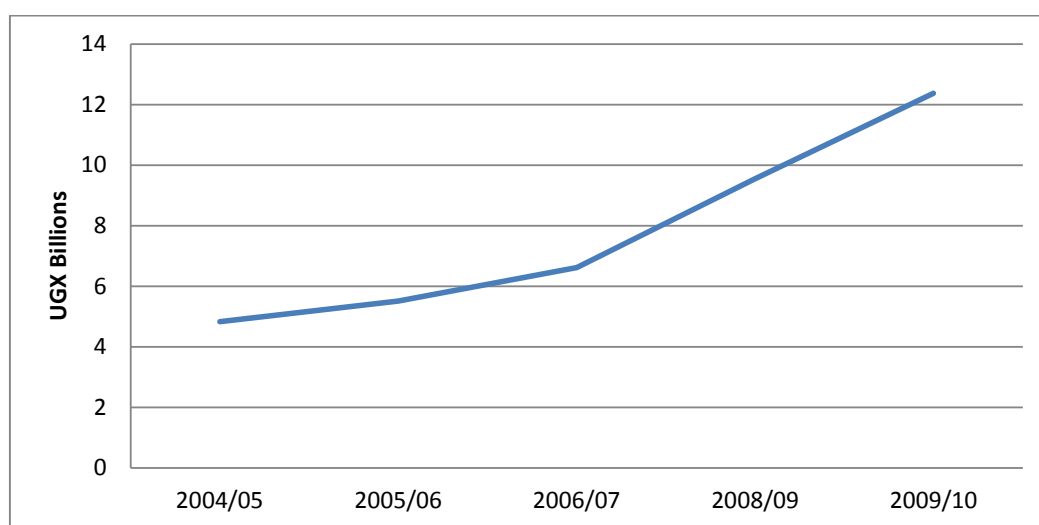
c) Revenue from the Forestry Sector

It was not possible to get the details of revenue generated from each CFR in Karamoja. However, on the whole, the income generated by the NFA from CFRs and forest products has been steadily and consistently increasing over the years (see Tables 14 and 15 above).

Table 19: Revenue Collection by NFA from Forest Products⁵²

Year	Total (in UGX Billions)
2004/05	4.828
2005/06	5.513
2006/07	6.616
2007/08	**
2008/09	9.552
2009/10	12.368

Figure 10: Revenue Generated by NFA from CFRS and Forest Products



From the foregoing, it is evident that the ENR sector is the most productive in the region, with great unexplored revenue potential. Failure to make investments corresponding to the revenue generated means that the trend is unsustainable and ignores the cherished wisdom contained in the old adages that warn about the danger of killing the goose that lays the golden egg, or behaving like a herdsman who milks his cow dry.

52 NFA Annual Reports; 2004/05, 2005/06, 2006/07 and 2009/10

5

Conclusion and Recommendations

5.1 General Conclusion

The greater Karamoja region is richly endowed with a variety of natural resources and represents an important conservation landscape for its unique biodiversity value. There are several wildlife protected areas in the landscape such as: Kidepo Valley National Park (KVNP), Bokora, Matheniko, and PianUpe Wildlife Reserves; the Nyangea-Napore, Morungole, Moroto, Zulia, and Rom forest reserves; community wildlife reserves such as Karenga, and community controlled hunting areas. Due to the uniqueness of the biodiversity in the region, there is great potential for wildlife to be one of the leading investments in terms of revenue generation for the local communities, both central and local governments as well as UWA. There are also several forest reserves, numerous mineral deposits and the mining activities, both small and large-scale that are ongoing and should be a great source of revenue to the region.

The current budget architecture and implementation of the NPPA makes mention of the ENR sector, but does not integrate it as an essential development component. While the existing national budget architecture in relation to ENRs may not have immediate implications for the rest of the country, for Karamoja, it has unintentional direct consequences towards the people's livelihoods as they are extremely vulnerable to environmental challenges. The investments that are currently being made cannot support the ENR sector as a livelihood option. This is further exacerbated by the inequalities in the existing revenue-sharing mechanism where the CG makes minimal resource investment into the sector but takes all the pecuniary benefits. It also means that there is exploitation of the sector without corresponding investment support.

In a country where land is the most valuable natural resource and with over 60% of the land in the region under PA management, any interventions in Karamoja that do not focus on stabilizing the natural ecosystem and ensure sustainable use of natural resources will definitely fail the sustainability test. The ecological and legal integrity of ENRs is critical to the current and future development and transformation of Karamoja. Sustainable development cannot be achieved in the region without deliberate efforts to secure the ecological and legal integrity of the natural resource base.⁵³ Perhaps this is

⁵³ These proposals have been previously presented to the OPM in an Acode Policy Memo on Critical Public Policy Issues that may Impact on the Short and Long-Term Implementation Of the PRDP and the Sustainability of Public Investments in Uganda, 14 March 2011

the underlying reason as to why the various interventions made in the past have so far failed to pull the region out of poverty and underdevelopment.⁵⁴

5.2 Recommendations

In view of the evidence presented above; considering the untapped potential of the ENR sector in Karamoja; and, bearing in mind the failures of past interventions in developing Karamoja region, this study recommends the following:

- a) The central government should undertake concrete and targeted interventions aimed at mainstreaming ENRs at the local government level countrywide.
- b) Parliament should review ENR sector policies that govern the existing revenue-sharing framework with a view to giving local governments more control over revenue accruing from their localities and to enhance local government control and authority over ENR exploitation.
- c) The funding modalities of the ENR sector agencies at national level should be streamlined to provide for local government control of investments in ENR resources in their jurisdictions.
- d) There should be concerted planning by the ENR national agencies and the respective local governments and communities over ENR in their localities.
- e) A special conditional grant should be introduced to the ENR sector for areas like Karamoja where ENRs provide a substantial or the only livelihood option.
- f) CG in collaboration with the Local Governments should develop a Tourism Area Plan for Karamoja.
- g) The Central Government and the special projects for Karamoja should work with the local governments and partners to support communities in the region to improve and diversify their livelihoods as well as strengthening the local natural resource governance in a way that supports conservation objectives.

⁵⁴ In spite of investments in various projects including NUSAF, KIDDP, PRDP etc, the poverty rate of 82% living below the poverty line among the population in Karamoja almost triples the national average.

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Annex 1; Wildlife PAs in Uganda; (Karamoja sub-region highlighted)

National Parks		Area
BINP	Bwindi Impenetrable	321
KINP	Kibale	793
KVNP	Kidepo Valley	1,436
LMNP	Lake Mburo	371
MENP	Mt. Elgon	1,121
MFNP	Murchison Falls	3,893
QENP	Queen Elizabeth	2,085
RNP	Rwenzori	998
SNP	Semliki	221
MGNP	Mgahinga Gorilla	39
Wildlife Reserves		
AWR	Ajai	160
BKWR	Bokora Corridor	1,833
BUWR	Bugungu	473
EMWR	East Madi	834
KAWR	Katonga	211
KBWR	Kabwoya	87
KWR	Karuma	678
KIWR	Kigezi	265
KYWR	Kyambura	156
LOWR	Lomunga	185
MWR	Matheniko	1,753
PUWR	Pian Upe	2,043
TSWR	Toro-Semliki	536
Community Wildlife Areas		
ACWA	Amudat	2,025
ICWA	Irir	1,030
KCWA	Karenga	912
KTCWA	Kaiso-Tonya	107
RCWA	Rwengara	81
Wildlife Sanctuaries		

EAS	Entebbe	50
JAS	Jinja	10
MKS	Mt. Kei	418
OFS	Otze Forest	187
Sanctuaries in QENP/Kyambura		
	Kahendero	0.72
	Kashaka	0.29
	Kayanja	0.28
	Kazinga	0.33
	Kisenyi	0.41
	Rwenshama	0.93
	Ntoroko-Kanara	2.54

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