



UGANDA

JOINT SECTOR REVIEW ASSESSMENT

Advancing Mutual Accountability through Comprehensive, Inclusive, and Technically Robust Review and Dialogue



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This report was prepared in October 2015

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This report was compiled by Mr. Mark Robert Otim, independent Consultant, through consultation with key agriculture stakeholders in Uganda on behalf of the Ministry of Agriculture, Animal Industry and Fisheries, and the African Union Commission. We acknowledge and appreciate the contributions of those stakeholders in Uganda from whom consultations were sought (see Annexes).

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ACRONYMS AND ABBREVIATIONS

ACF	Agricultural Credit Facility
APD	Agricultural Planning Department
ASWG	Agriculture Sector Working Group
ATAAS	Agricultural Technology and Agribusiness Advisory Services
AU	African Union
CAADP	Comprehensive Africa Agriculture Development Program
CDO	Cotton Development Organisation
COCTU	Coordinating Office for Control of Trypanosomiasis in Uganda
COMESA	Common Market for Eastern and Southern Africa
CSO	Civil Society Organization
DDA	Dairy Development Authority
DPG	Donor Partners Group
DSIP	Agriculture Sector Development Strategy and Investment Plan
EAC	East African Community
FIP	Framework Implementation Plan
FY	Fiscal Year
GAPR	Government Annual Performance Report
GDP	Gross Domestic Product
GoU	Government of Uganda
IFPRI	International Food Policy Research Institute
JAR	Joint Annual Reviews
JASAR	Joint Agricultural Sector Annual Review
JSR	Joint Sector Review
M&E	Monitoring and Evaluation
MAAIF	Ministry of Agriculture, Animal Industry and Fisheries
MDA	Government Ministries, Departments and Agencies
MFPED	Ministry of Finance, Planning and Economic Development
MSME	Micro, Small, and Medium-size Enterprises

MTEF	Medium-Term Expenditure Framework
MTR	Medium Term Review
NAADS	National Agricultural Advisory Services
NAGRC	National Animal Genetic Resources Centre
NAP	National Agriculture Policy
NARO	National Agricultural Research Organisation
NDP	National Development Plan
NEPAD	New Partnership for Africa’s Development
NGO	Non Governmental Organisation
NPA	National Planning Authority
NPCA	NEPAD Planning and Coordinating Agency
OPM	Office of the Prime Minister
PEAP	Poverty Eradication Action Plan
PFI	Participating Financial Institution
PIR	PEAP Implementation Review
PMA	Plan for the Modernisation of Agriculture
PSFU	Private Sector Foundation Uganda
ReSAKSS	Regional Strategic Analysis and Knowledge Support System
SC	Steering committee
ToRs	Terms of Reference
TWG	Technical Working Group
UBOS	Uganda Bureau of Statistics
USh	Ugandan shilling
UCDA	Uganda Coffee Development Authority
UNAP	Uganda Nutrition Action Plan
UNFFE	Uganda National Farmers’ Federation

EXECUTIVE SUMMARY

The Republic of Uganda has committed to implementing the Comprehensive Africa Agriculture Development Programme (CAADP) by having signed the national CAADP Compact for Uganda in March 2010. At the time, the country had finalized and approved the Agriculture Sector Development Strategy and Investment Plan (DSIP). The Uganda CAADP Compact signing confirmed DSIP as the framework for achieving Uganda’s agriculture sector development objectives within the CAADP framework. DSIP is a five-year (2010/11–2014/15) sector-wide mechanism to promote investments in the agriculture sector under four priority programs through 22 sub-programs (investment areas). The four programs are (i) enhancing agricultural production and productivity, (ii) increasing market access and value addition, (iii) improving the enabling environment, and (d) strengthening institutions in the sector. The government is formulating an Agriculture Sector Strategic Plan (2015/16–2019/20) as a successor to the DSIP.

A Joint Sector Review (JSR) of Uganda’s agriculture sector was undertaken from May to July 2015 to evaluate progress in Uganda under CAADP and, in particular, to review progress in the implementation of DSIP. This report for the JSR was produced under the leadership of the Ministry of Agriculture, Animal Industry and Fisheries (MAAIF). The Regional Strategic Analysis and Knowledge Support System (ReSAKSS) office for Eastern and Central Africa supported national stakeholders to undertake the review. The assessment drew information from desk reviews and stakeholder consultations carried out through key informant interviews and focus group discussions. The findings of the assessment were validated at a workshop in June 2015 that brought together a wide range of stakeholders from Uganda’s agriculture sector.

Implementation of the recently approved National Agriculture Policy—the first of its kind in Uganda—and a range of strategies and commitments in Uganda under DSIP are strongly guided by a number of overarching national policies, including Prosperity for All, Uganda Vision 2040, and the National Development Plan, which are implemented by the government through the National Budget Framework Paper. Several initiatives that add value and synergy to the efforts under DSIP include a number of donor-funded initiatives. Several agricultural projects implemented by non-governmental organizations, individual farmers, and private firms also contribute to ensuring food and nutrition security and reduction of poverty in Uganda.

The 2015 JSR has assessed the quality of the policy framework guiding DSIP’s implementation, the institutions involved, and the finances made available for the plan. Table ES.1 summarizes these assessments.

TABLE ES.1: SUMMARY OF AGRICULTURE POLICY PERFORMANCE IN UGANDA

Area	Notes	Rating
Alignment of agriculture policies with national goals	All agriculture policies, strategies, and laws formulated in support of DSIP are aligned to the goals of the National Development Plan and Vision 2040. There is a high degree of alignment in the setting of objectives and targets. The use of government policy formulation standards also ensures alignment.	 Green
Agriculture policy coverage and adequacy	The DSIP undertook a situation analysis and the program areas adequately address most of the priority areas. Some areas, however, were not adequately covered or elaborated. These include how policy reforms, interministerial coordination, coordination with local governments, institutional capacity development, and stimulation of market development and private sector investment would be managed or implemented. The Framework Implementation Plans elaborated on most of them.	 Green
Inclusiveness of the policy-making process	There are some deficiencies with regard to the inclusiveness of the agriculture policy formulation process. The level and quality of involvement of the nonstate actors is inadequate. In cases where nonstate actors are involved in the policy process, issues of timeliness in their involvement and legitimacy of representation has been raised. For example, civil society and some other agriculture nonstate actors are not represented on the Agriculture Sector Working Group, the sector technical policy coordination, harmonization, and financing body.	 Amber
Policy consistency and predictability	Government has policy formulation guidelines that are supposed to make policy formulation consistent. There have been policy reversals, however, especially in agricultural extension/ advisory services and attempts to introduce taxes on agricultural inputs, although the government has withdrawn them under political and civic pressure.	 Amber
Legal, institutional, and regulatory framework	There is a predictable legislative process, with the relevant parliamentary committee active in reviewing and advocating for sector legislation and policies, and ensuring they are consistent with national laws and policies. Some of the policies and legislations, however, have taken time for them to be passed. The institutional structure of the sector is complex, with the many types of actors and coordination being a challenge.	 Amber
Policy implementation	Inadequacies in policy implementation are due to inadequate planning, financing, and regulation in addition to human, institutional and infrastructural capacity for financial, procurement, and implementation management. Inclusion of nonstate actors in planning, financing and implementation is inadequate. Coordination of sectoral policy formulation and implementation is generally weak. The government is now working to address some of these challenges.	 Amber
Policy monitoring and evaluation	The Ministry of Agriculture, Animal Industry and Fisheries (MAAIF) uses a standard output-based budgeting tool for annual and quarterly planning and budgeting. This also is used for reporting and for monitoring and evaluation (M&E). Nevertheless, sector-wide outcome and impact-based studies must be undertaken. Uganda has adopted a National M&E Policy, and MAAIF plans to adapt it to the sector's needs. MAAIF is supposed to be monitoring policy implementation at the district level although, in practice, it does not have the financial or human resources to effectively undertake such M&E activities.	 Amber

Source: Author.

Key:

	Commitment has been achieved to a reasonable degree
	Commitment has been partly achieved, although additional attention is required
	Commitment has not been achieved

1. INTRODUCTION AND BACKGROUND

1.1. Background

To accelerate growth through agriculture-led development while reducing poverty, hunger, and malnutrition, Uganda signed a Comprehensive Africa Agriculture Development Programme (CAADP) Compact in March 2010 (GoU 2010b). The Uganda CAADP Compact is a partnership between the Government of Uganda (GoU), farmers' organizations, the private sector, civil society organizations (CSO), researchers, development partners, and regional representatives to promote successful implementation of the Agriculture Sector Development Strategy and Investment Plan (DSIP) (GoU 2010a). DSIP is an agriculture sector-wide approach that is consistent with CAADP principles, modalities, and commitments, and is aimed toward achieving the two key CAADP targets: (i) allocate at least 10 percent of the national budget to the agriculture sector, and (ii) achieve at least 6 percent annual economic growth in the agriculture sector.

The Uganda CAADP Compact also commits the partnership members to mutual accountability mechanisms of promoting evidence-based policy planning and implementation processes through peer review, dialogue, benchmarking, and the adoption of best practices. The African Union Commission and the NEPAD Planning and Coordinating Agency (NPCA) have developed a Mutual Accountability Framework that sets out principles for mutual review that are to guide the identification of priority areas and the definition of performance indicators for the next decade of CAADP (Oruko et al. 2011). Agriculture Joint Sector Reviews (JSR) are a key instrument for supporting mutual accountability and implementing the CAADP Results Framework. JSRs are an integral part of the transition to evidence-based policy planning and implementation in national agriculture sectors. In particular, JSRs provide a platform to collectively review the effectiveness of policies and institutions in the sector, as well as to assess the extent to which intended results and outcomes in the sector are being realized. They allow state and nonstate stakeholders to hold each other accountable with respect to fulfilling pledges and commitments stipulated in the CAADP Compacts, National Agricultural Investment Plans, and related cooperation agreements. By allowing a broad spectrum of stakeholders to obtain insight into and influence over the policies and priorities of the agriculture sector, JSRs serve as a management and policy support tool for inclusive stakeholder planning, programming, budget preparation and execution, monitoring and evaluation (M&E), and overall sectoral development.

As the main CAADP platform for review, learning, and benchmarking, the Regional Strategic Analysis and Knowledge Support System (ReSAKSS) has been designated by the African Union Commission and NPCA to support efforts to introduce JSR practices in countries where they do not exist and to improve their quality where they do. JSRs were completed in seven countries in 2014; 11 countries, including Uganda, are targeted in 2015.

The JSR assessment for Uganda's agriculture sector aims to achieve the following objectives:

- Assess the nature and quality of mutual accountability and review processes in the agriculture sector;
- Assess the adequacy of existing mutual accountability processes in the sector to effectively carry out such reviews in the future, and identify actions to remedy any weaknesses observed;
- Evaluate the policy and institutional environment for the implementation of DSIP, which is Uganda's National Agricultural Investment Plan; and

- Examine progress made toward achieving key target outcomes, and thus create baselines for future reviews.

The Uganda JSR assessment is consistent with the government’s commitment to mutual accountability. This has been articulated in Uganda Vision 2040 (GoU 2013j), National Development Plan (NDP) (2010/11–2014/15) (GoU 2010c), and DSIP (2010/11–2014/15) (GoU 2010a).

1.2. Methodology

This assessment is based on desk reviews and stakeholder consultations. Desk reviews were used to gather information to address various issues on policies, institutions, sector reviews, and commitments relating to assessment objectives. Stakeholder consultations through key informant interviews and focus group discussions augmented information for the report.

ReSAKSS provided a detailed outline of the report and an Excel spreadsheet which, together, have guided the identification of required data and information and potential source documents and databases. The documents reviewed were mainly official government reports on policy, institutional issues, public expenditures, agriculture sector reviews, various agriculture-related program implementation reviews, M&E reports from the agriculture sector, private sector reports, research reports, and other technical reports. The key databases reviewed were those of the Ministry of Finance, Planning and Economic Development (MFPED), Uganda Bureau of Statistics (UBOS), and Bank of Uganda. Cross-referencing, analysis, and synthesis of data and information were conducted in accordance with the report outline.

Stakeholder consultations involved face-to-face interviews and focus group discussions with selected stakeholders, including: government officials, research institutions, development partners, and nonstate actors in the agriculture sector. The discussions were guided by a predesigned checklist. Through the focus group discussions and face-to-face consultations, information was gathered on key issues that either could not be obtained from the literature or needed further clarification. Information was also gathered through telephone and e-mail consultation. Annex Table A1 lists those stakeholders who were consulted.

1.3. Report Structure

This report is organized into seven chapters. Chapter 1 presents an introduction with background information, while Chapter 2 assesses the status and quality of agriculture review processes in Uganda, paying particular attention to the adequacy of existing processes to carry out an effective JSR. In Chapter 3 and Chapter 4, the policy and institutional environments for implementing the DSIP are reviewed and discussed. The report in Chapter 5 examines the financial and nonfinancial commitments of stakeholders and, in Chapter 6, the progress made toward achieving targets. Finally, Chapter 7 identifies actions to remedy weaknesses in the agricultural JSR process in Uganda.

1.4. Brief Overview of the Agriculture Sector Development Strategy and Investment Plan

In Uganda, CAADP is implemented through DSIP. The goal of DSIP is to support Uganda’s agricultural development, in order to achieve sectoral growth, raise farm incomes, reduce poverty, and ensure food and nutrition security. The key outcome of DSIP is the achievement of at least 6 percent annual agricultural growth, consistent with the national development objective of achieving prosperity for all. The government intends to achieve this goal through four programs that cover priority areas and through 22 subprograms, termed investment areas, as outlined in Table 1.1.

TABLE 1.1: AGRICULTURE SECTOR DEVELOPMENT STRATEGY AND INVESTMENT PLAN: PRIORITY PROGRAMS AND INVESTMENT AREA SUB-PROGRAMS

Program	Priority Investment Areas	Program	Priority Investment Areas
1. Enhancing production and productivity	1.1. Agricultural research and technology development 1.2. Advisory services and technology delivery 1.3. Pest and disease control 1.4. Sustainable land management 1.5. Water for agricultural production 1.6. Labor-saving technologies and mechanization 1.7. Agricultural livelihoods in northern Uganda 1.8. Promoting strategic enterprises	3. Improving the enabling environment	3.1. National Policy Framework 3.2. Planning and policy development within Ministry of Agriculture, Animal Industry and Fisheries (MAAIF) 3.3. Public education programs for agriculture 3.4. Sector coordination 3.5. Agricultural statistics 3.6. Capacity building for climate change planning
2. Increasing market access and value addition	2.1. Regulatory services 2.2. Promoting use of high-quality inputs, planting, and stocking materials 2.3. Promoting value addition activities 2.4. Rural market infrastructure 2.5. Promoting collective marketing	4. Strengthening institutions in the sector	4.1. Reconfiguring MAAIF and its agencies 4.2. Relocating MAAIF headquarters to Kampala 4.3. Building capacity in MAAIF

Source: GoU (2010a).

DSIP is designed to guide interventions by the government, the private sector, farmers’ organizations, civil society, and development partners that will help meet the sector’s goals. It is a combination of policies and programs around which stakeholders can build consensus and mobilize the resources needed.

1.5. Agriculture-Related Policy Commitments by the Government of Uganda

Uganda is a signatory to various national and international commitments that aim to improve the performance of the agriculture and food security sector. Some of the more recent commitments follow below.

Maputo Declaration on Agriculture and Food Security, 2003

In 2003 in Maputo, African Heads of State and Government through the Maputo Declaration committed African countries to accelerate the transformation of the agriculture sector. It did so by allocating at least 10 percent of the national budget to agriculture in order to attain 6 percent annual agricultural growth (AU 2003).

CAADP Compact for Uganda

Uganda signed the CAADP Compact on March 31, 2010 for the period 2010/11-2014/15. In the Compact, 17 partners made the following commitments (GoU 2010b).

Government of Uganda

- The Minister of Finance, Planning and Economic Development and the Minister of Agriculture, Animal Industry and Fisheries signed on behalf of the GoU. The following were the commitments from the government:
 - i. Confirmed its commitment to promoting long-term economic development and social transformation in order to increase incomes, reduce poverty, and achieve food and nutrition security, as identified in Uganda's NDP and DSIP.
 - ii. Confirmed DSIP as Uganda's framework to achieve the objectives of the agriculture sector through development of the private sector, supported by market-led development; regional integration; continued maintenance of macroeconomic stability; and a conducive policy, fiscal, and regulatory environment.
 - iii. Committed to develop strategic and viable programs with sound implementation arrangements in line with DSIP.
 - iv. Committed to ensure efficiency and effectiveness in pursuing the implementation of DSIP as its strategy to achieve and exceed the 6 percent CAADP agricultural growth target over the next five years.
 - v. Committed to work toward fulfilling the CAADP target of allocating 10 percent of the national budget to the agriculture sector.
 - vi. Committed to work to ensure efficiency, effectiveness, and accountability in the utilization of resources in the sector.

- vii. Committed to the dialogue, coordination, joint program reviews, and accountability mechanisms and modalities specified in its aid policy.
- viii. Committed to strong collaboration and coordination arrangements with key stakeholders through the Agriculture Sector Working Group (ASWG).
- ix. Committed to institutional reforms in the sector to ensure that MAAIF and related agencies are strengthened, appropriately configured, and equipped for effective implementation of DSIP.
- x. Committed to strengthen the planning, monitoring, evaluation, and coordination of the activities and entities that play a role in the implementation of DSIP, including the semi-autonomous agencies, local governments, and other agriculture-related ministries.

Development Partners

Development partners that signed the CAADP Compact were the African Development Bank (AfDB), Alliance for a Green Revolution in Africa (AGRA), European Union (EU), Food and Agriculture Organization of the United Nations (FAO), Government of Denmark, Government of Japan, International Fund for Agricultural Development (IFAD), Government of the United States, World Bank, and World Food Programme of the United Nations (WFP). Under the CAADP Compact, development partners committed to align and scale up their support to the agriculture sector in Uganda, in line with DSIP priorities and programs over the next five years in order to meet investment requirements under DSIP.

African Union, COMESA, and other regional partners

The African Union, NPCA, and Common Market for Eastern and Southern Africa (COMESA) signed on behalf of the regional partners. They committed to support Uganda's national strategies, as defined in the NDP and DSIP, by mobilizing political, financial, and technical support for their implementation.

Private Sector, Farmers' Organizations, and Civil Society

The Uganda National Farmers Federation (UNFFE), NGO Forum, and Private Sector Foundation Uganda signed the Compact on behalf of farmers' organizations, CSOs, and the private sector, respectively. Collectively, they committed to partner with the government and people of Uganda in establishing enterprises and initiatives that will have measurable impact on increasing farm incomes, creating employment, adding value to and trading in agricultural produce, reducing poverty levels in the country, and increasing overall economic growth. They also committed to actively engage with MAAIF and other stakeholders to collaborate, review, and inform government in shaping policy through the ASWG and to ensure that the public sector is accountable and delivers effective and results-driven programs.

Sirte Declaration of 2004

In 2004, African Union (AU) Heads of State and Government issued the Sirte Declaration on the Challenges of Implementing Integrated and Sustainable Development on Agriculture and Water in Africa. African countries committed to the prudent use and management of water and land resources for agriculture (AU 2004).

Abuja Declaration on Fertilizer for an African Green Revolution, 2006

The Abuja Declaration issued by AU Heads of State and Government in 2006 commits African countries to increase fertilizer use to at least 50 kilograms per hectare per year by 2015 (AU 2006). Uganda has drafted a national fertilizer policy to work toward this target in the medium to long term.

Protocol on the Establishment of the East African Community Common Market, 2010

Under this protocol (EAC 2009), signed by the Heads of State of partner states of the East African Community (EAC) in 2010, Heads of State specifically undertook to cooperate in the following agriculture-related areas to achieve their set objectives:

- i. Promote the production and distribution of quality seeds of crops, livestock, fish, and forest trees;
- ii. Develop capacity in the agriculture sector;
- iii. Establish early warning systems and manage food security;
- iv. Stabilize markets and ensure the availability of supplies for domestic consumption and exports;
- v. Establish an effective regime of sanitary and phytosanitary measures, standards, and technical regulations;
- vi. Establish and promote the production and availability of farm inputs and implements in sufficient quantities; and
- vii. Promote and encourage private-sector participation in commercial agricultural activities and in the provision of support services.

East African Community Development Strategy, 2011/12–2015/16

This strategy emphasizes the need for the East African Community (EAC) to give agriculture more serious attention in the next decade to tap the sector's significant economic development potential (EAC 2011). This objective is to be achieved through the implementation of the EAC Food Security Action Plan (2010–2015) (EAC 2010), which will ensure the structural change and technological upgrading of agriculture, especially in the face of adverse climate change. It was endorsed by the Heads of State of the partner states of the EAC.

East African Community Agriculture and Rural Development Policy, 2006

This policy (EAC 2006a), signed by the partner state Ministers responsible for Agriculture, was developed as an initial step toward realization of the following goals of the EAC Treaty on agriculture:

- i. Facilitate trade liberalization for agricultural commodities;
- ii. Develop trans-boundary market infrastructure, increase the flow of market information and research results, accelerate the supply of power to facilitate agro processing and rural industrialization, and expand the participation of the private sector in the agriculture sector;

- iii. Eliminate applicable tariffs on agricultural produce in accordance with the EAC Customs Union;
- iv. Harmonize sanitary and phytosanitary requirements; and
- v. Establish joint marketing efforts and negotiations for the export of agricultural commodities.

East African Community Agriculture and Rural Development Strategy, 2005–30

This strategy was signed by the partner state Ministers responsible for Agriculture, covering the period 2005 to 2030. The strategy (EAC 2006b) was developed to implement the 2006 EAC Agriculture and Rural Development Policy through strategic interventions in the following key areas:

- i. Increasing intra- and inter-regional trade and commerce;
- ii. Promoting agro-based industries and value addition;
- iii. Financing of agriculture and agroprocessing;
- iv. Improving food security;
- v. Enhancing natural resource management and tourism;
- vi. Providing access to productive resources; and
- vii. Strengthening early warning systems.

East African Community Food Security Action Plan, 2010–15

This action plan (EAC 2010) was developed to help address food insecurity in the region. It is aligned to the CAADP framework and principles, in particular focusing on CAADP Pillar 3 of Food Security. The plan guides coordination and implementation of the region's joint programs and projects on enhancing agriculture and food security. The Plan shall be implemented over a period of five years, from 2010 to 2015. It was confirmed by the Sectoral Council of Ministers Responsible for Agriculture and Food Security.

COMESA Seed Harmonization Implementation Plan

The COMESA Seed Harmonization Implementation Plan (Mukuka, 2014) is COMESA's 2014-20 strategy to implement its seed trade harmonization regulations. It was validated by COMESA member states in April 2014 and approved by the Council of Ministers in March 2015 with the objective to strategically:

- i. Ensure that national seed laws and regulations are aligned to the COMESA Seed Trade Harmonization Regulations;
- ii. Sensitize all seed stakeholders at the national and regional levels on the COMESA Seed Trade Harmonization Regulations;
- iii. Demonstrate the benefits of using quality and improved seed, with a special focus on smallholder farmers;

- iv. Monitor and measure improvement during implementation of the COMESA Seed Trade Harmonization Regulations; and
- v. Support the COMESA member states' production of country-preferred seed.

Kampala Declaration on Promoting Cross-Regional Cooperation on Sharing and Using Knowledge on Climate Products and Services, 2015

The Kampala Declaration (USAID et al. 2015) led to the establishment of the Regional Network of Farmers of Africa and South Asia, which aims to develop an implementation plan to promote cooperation; disseminate weather and climate information and services to farmers in a timely manner through information and communications technologies and training seminars; and establish advisory teams to interact with farmers and improve the uptake of weather and climate services. The GoU has offered to support the establishment of an office to support the network.

Building on the above commitments, Uganda is implementing a number of agriculture-related initiatives. The initiatives are funded and implemented by various agriculture stakeholders in the public and the private domains.

2. STATUS AND QUALITY OF THE JSR PROCESS IN UGANDA

Uganda has had relatively strong national and sector review processes that allow internal appraisals for efficiency. This section describes the consultative and review processes in Uganda for public policies. Some of the consultative processes covered here focus on agriculture, while others focus on broad national goals that also include agriculture. The section also highlights stakeholder involvement in various review processes, with a view to capturing the involvement of government, farmers and farmers' organizations, the private sector, civil society, and development partners.

2.1. Review Processes Relevant for the Agriculture Sector

2.1.1. Annual Poverty Eradication Action Plan Implementation Review

The Poverty Eradication Action Plan (PEAP) was Uganda's overarching plan to eradicate poverty between 1997 and 2008 (GoU 1997). Prior to 2006, the PEAP was regularly reviewed through biennial Poverty Status Reports, which were prepared under the leadership of the MFPED. In 2006/07, the Office of the Prime Minister (OPM) carried out an inclusive PEAP Implementation Review (PIR). The focus of the PIR was on (i) reviewing PEAP strategic outcomes, results, and performance actions in the annualized PEAP Results and Policy Matrix, and (ii) recommending measures to improve PEAP outcomes and implementation.

The OPM provided overall coordination of the PIR. The sectors, local governments, and other stakeholders participated in the PIR by providing data and participating in meetings of various working groups set up to prepare the PIR. The PIR draft report, consolidated from the reports of working groups, was circulated by OPM to all stakeholders for their comments. The revised PIR report was then reviewed in a workshop of more than 200 participants from Parliament; GoU ministries, departments, and agencies (MDA); local governments; CSOs; the private sector; and development partners. Key decisions stemming from the review were that OPM should develop an annual policy calendar, taking into account political decisions, national budget cycles, and annual sector reviews; and the PIR process should be institutionalized and effectively communicated to stakeholders. The main challenges were, (i) delays in the procurement of required services and materials; (ii) inconsistency in or unavailability of updated data; (iii) delays by MDAs and local governments to provide data, despite repeated requests; and (iv) differing timetables of sector reviews on the one hand and government-led surveys, such as the Uganda Demographic and Health Survey and the Uganda National Household Survey, on the other hand. There was no other PIR held before the PEAP ended.

2.1.2. Plan for Modernisation of Agriculture Joint Annual Review

As part of the PEAP, GoU implemented the Plan for Modernisation of Agriculture (PMA) between 2001 and 2008 as a strategic framework to improve household incomes and food security through coordinated actions across several sectors (GoU 2000). The PMA was examined in Joint Annual Reviews (JAR) that were held between 2002 and 2006. The JAR process was led by the PMA Steering Committee, a policy-making body made up of the permanent secretaries of line ministries, heads of selected nonstate actors' organizations, local government associations, and development partners. The PMA Steering Committee provided oversight, while the PMA subcommittee and Secretariat coordinated data collection from PMA-implementing government institutions, donors, the private sector, civil society, local governments and farmers' associations, as well as prepared a consolidated PMA Performance Report. GoU and development partners funded the JAR.

Two-day JAR workshops were held annually, at least two months prior to the start of a new national budgeting cycle. The performance of the PMA was measured against previous JAR undertakings, and the implementation of PMA-related policy actions in the PEAP Results and Policy Matrix were reviewed, including emerging issues affecting the PMA, as well as institutional, financial, and policy issues. Key actions for the next 12 to 18 months subsequently were agreed upon. A draft plan of action was agreed upon at the JAR workshop, which was then reviewed and approved by the PMA Steering Committee. The Aide Memoire and the Workshop Report was then prepared and uploaded on the PMA website and copies were circulated to all stakeholders. The Chairperson of the PMA Steering Committee (the MFPED Permanent Secretary/Secretary to the Treasury) also wrote to the PMA line ministries to incorporate these actions into their next budget planning cycle.

In the last JAR under PMA in 2006, more than 100 people took part in the JAR workshop. Participants included representatives of parliamentarians, political parties, PMA line ministries and agencies, local governments, CSOs, the private sector, development partners, research institutions, and universities. Parliament, the PMA Poverty and Gender Working Group, the PMA-Civil Society Working Group, local governments, and the private sector made statements. Papers were presented by the World Bank on the performance of the agriculture sector over the previous 15 years; by OPM on the Northern Uganda Peace and Recovery Programme and its implications on the PMA performance; and by the World Bank on the planned agricultural survey program. The PMA Secretariat presented the PMA progress report. After plenary and group discussions, the following key decisions were made: (i) a study on PMA outcomes and impacts should be undertaken before the next JAR; (ii) the contribution of nonstate actors should be captured continuously by the PMA M&E process and should become part of the JAR; (iii) GoU should fully fund an agriculture census; and (iv) the actions agreed upon at JAR should be linked to the PEAP strategic objectives and outcomes to which they are contributing.

The 2006 JAR noted the main challenges in implementing the PMA as follows:

1. While many undertakings were completed, most of them remained partly completed or entirely incomplete. For example, at the 2005 JAR, 54 undertakings were agreed; however, by June 2006, 35 percent of them had been fully implemented, 54 percent were partially implemented, and 11 percent had not been implemented. The main reasons for this status were financial and institutional constraints (e.g., slow pace of passing various laws and policies, low buy-in by political leaders).
2. Reporting was oriented more toward public actions and undertakings than toward PMA outcomes.
3. Attendance or representation by some line ministries was low, yet actions for them to implement were being agreed upon.
4. Involvement by CSOs in the JAR process was low.
5. The relevance of discussions and decisions toward farmers at the JAR was questioned because they were not deliberately consulted.

As part of the fulfilment of decisions at the 2006 JAR, the Makerere University's Department of Agricultural Economics undertook an independent study on PMA outcomes and impacts (EMU 2007). The findings provided input into the preparation of the DSIP. For the first time also, the MFPED asked line ministries—through a budget call circular for 2006/07—to incorporate their PMA-related actions into their budgets.

2.1.3. National Development Plan Joint Review

The NDP replaced the PEAP in 2010. The first phase of the NDP (NDP 1) covered the period 2010/11–2014/15. Since 2011, the NDP was reviewed through cabinet retreats. In mid-2013, the National Planning Authority (NPA) undertook an NDP Mid-Term Review. Table 2.1 outlines key aspects of the NDP joint review.

TABLE 2.1: NATIONAL DEVELOPMENT PLAN JOINT REVIEW PROCESS

Program	Brief Notes
Responsibility for the review process	<ul style="list-style-type: none"> Office of the Prime Minister (OPM) and National Planning Authority (NPA).
Type of review	<ul style="list-style-type: none"> Biennial cabinet retreats are organized by OPM, with the first to review the government's semi-annual performance and the second to review the government's annual performance. NPA undertook the Mid-Term Review (MTR).
Review objectives	<ul style="list-style-type: none"> Cabinet retreats reviewed government performance and made decisions on actions to improve performance. The Mid-Term Review assessed the performance of the National Development Plan (NDP) with respect to expected results; policy and institutional issues; economic management; political economy; development partnerships; and cross-cutting issues.
Data and data sources	<ul style="list-style-type: none"> Sectors provide OPM output and financial data through the Output Budgeting Tool. OPM uses the Tool to prepare the Government Semi-Annual Performance Report and Government Annual Performance Report (GAPR), in addition to secondary data on outcomes and sector reports on progress on actions agreed upon in the last review. NDP MTR used data reported by GAPRs; ministries, departments, and agencies (MDA); selected local governments; and international sources. The data include outcomes and results of policy and institutional changes and partnerships.
Key questions, areas, and sectors reviewed	<ul style="list-style-type: none"> The cabinet retreat reviews trends in NDP and sector indicators, including underlying factors; progress against intended outcomes, planned outputs, and use of resources; reasons for variance in planned and actual outputs and resource utilization; and performance of all sectors, including agriculture. NDP MTR assessed progress on NDP goals, objectives, binding constraints, funding, NDP coherence and realism, and cross-cutting issues. All sectors, including agriculture, were reviewed (NPA 2014)
Those involved in the last review	<ul style="list-style-type: none"> Last Cabinet retreat was held in December 2014 for the 2013/14 annual performance review. It was attended by ministers, permanent secretaries, and accounting officers of Government of Uganda ministries, departments, and agencies and by representatives of local governments (GoU 2014g) The NDP MTR included representatives of MDAs, local governments, donors, civil society, and the private sector.
Key decisions in the last review	<ul style="list-style-type: none"> The cabinet retreat decided that future reviews should focus on service delivery and the impact of government services on wealth creation among the citizenry (GoU 2014g). The MTR recommended 141 actions across 7 thematic areas (NPA 2014)
Key challenges in the last review	<ul style="list-style-type: none"> In the GAPR, some indicators did not have data, and some sectors reported late (GoU 2014g) In preparing the MTR, many inconsistencies in data were reported in the GAPR; MDA reports; and international reports (NPA 2014).

2.1.4. Joint Agriculture Sector Annual Review

A Joint Agriculture Sector Annual Review (JASAR) is provided for in NDP 1, the Uganda CAADP Compact, and the DSIP. Since 2011, the MAAIF has organized four JASARs. Currently, these annual reviews are the main mutual accountability processes in the agriculture sector in Uganda. The rest of this section outlines the process, roles of different stakeholders, key questions, and areas covered by the JASAR. It also focuses on the decisions and commitments that resulted from the 2014 JASAR. Annex Table A.2 provides details of current practices against best practices, as well as recommended actions and time frames for improving or for further enhancing the JASAR.

The JASAR process consists of three main phases: (i) planning, (ii) data and information collection and analysis, and (iii) holding the JASAR workshop

Planning

Planning begins with the Agricultural Planning Department (APD)—in particular the M&E Division—drafting a concept note or terms of reference for the JASAR and the process facilitator. These are approved by the ASWG, which is also the JASAR Steering Committee. The Permanent Secretary of the MAAIF chairs the ASWG, provides overall leadership to the JASAR process, and briefs the Top Policy Management (TPM) of the MAAIF on the progress of the JASAR preparations.

Once the ASWG approves the Terms of Reference, the APD establishes a technical working group (TWG) and a secretariat for the JASAR. The TWG is mainly drawn from staff in MAAIF departments and agencies, and includes a representative of development partners, UNFFE, the Uganda Local Government Association, and some MDAs (e.g., MFPED, OPM). The ASWG mobilizes resources, including a process facilitator. There have been some challenges regarding the quality of the JASARs in terms of representation, as well as reports and the process in general. The quality of the most recent phase has improved, because the APD has continuously learned from experience from stakeholder recommendations and through adoption of some of the elements of the CAADP JSR guidelines. This has also been enhanced by continuity in the membership of the JASAR Secretariat and TWG over the last four reviews. Some challenges still remain, however. For example, CSOs and the private sector are not represented on the TWG. Similarly, planning for the JASAR is constrained by a lack of resources. Quite often, planning begins late, after approval of the financial year budget— in approximately July while the JASAR is expected by September.

Data and Information Collection and Analysis

The APD develops guidelines for collecting data and preparing performance reports of MAAIF departments and agencies. TWG members, in collaboration with the facilitator, subsequently coordinate the preparation of their respective departmental or agency reports. The APD coordinates the preparation of sector-wide financial, institutional, and policy performance reports. A report on the status of the Action Plan Matrix of the preceding JASAR is also prepared. The facilitator consolidates these reports into one draft report. APD also prepares guidelines for presentations by state and nonstate actors. The presentations and the presenters are selected by the TWG, based on the theme of the annual JASAR, and approved by the Permanent Secretary.

Since 2012, the APD, in collaboration with departments and agencies, has organized field visits to selected districts and institutions for an on-site assessment of sector activities and to capture the input of farmers and other stakeholders in the review. The districts and institutions selected for visits are proposed by the TWG and approved by the Permanent Secretary, based on the theme, issues arising in the draft performance report, and financial resources available to facilitate the visits. The APD also organizes a two-day internal meeting prior to the JASAR workshop (referred to as a pre-JASAR workshop) to assess the MAAIF's readiness to hold the JASAR workshop. This meeting involves a review and improvement of the quality of the performance reports submitted for the JASAR, as well as the review of logistical issues among other arrangements.

The quality and scope of the performance reports has been improving. Whereas, initially, these reports focused on activity and output implementation, they have since expanded to include the macro- and sectoral-level developments that affect agriculture, a limited public expenditure review, and preliminary outcomes that can be attributed to departmental and agency activities, such as availability, access, and utilization of agricultural inputs and services. JASAR is now incorporating the experiences of other ministries and public agencies and those of nonstate actors. For example, in 2012, the Bank of Uganda presented a paper on agricultural financing and, in 2013, Private Sector Foundation Uganda made a presentation on private sector investments in the agriculture sector. In 2014, the Uganda Local Government Association presented a paper on agricultural growth, challenges, and opportunities; the banking sector (Centenary Bank, Development Finance Company of Uganda, and Pride Microfinance) presented papers on the sector's contribution to agricultural financing; the inputs sector (Uganda National Agro-Input Dealers Association) presented a paper on the status of agricultural inputs; and the Uganda Fish Processors and Exporters Association presented on fish marketing and processing. These presentations are in addition to the general statements of development partners, local governments, and nonstate actors who are usually requested to make a presentation on overall sector performance and outlook.

Joint Agriculture Sector Annual Review Workshop

The last phase of the JASAR process is the two-day JASAR workshop. The MAAIF organizes publicity activities that include a press conference by the Minister and the release of print media messages. The workshop has attracted more participants each year (Table 2.2), although attendance is heavily biased toward the MAAIF, its agencies and local governments. Data indicate a decline in the participation of CSOs, but a rise in private sector participation.

TABLE 2.2: PARTICIPANTS AT JOINT AGRICULTURE SECTOR ANNUAL REVIEW WORKSHOPS, BY CATEGORY

Assessment Factor	2011		2012		2013		2014	
	Number	%	Number	%	Number	%	Number	%
Members of parliament and ministers	4	1.8	9	3.4	18	5.0	13	3.2
Local government (political and technical)	54	24.4	89	33.2	116	32.0	99	24.4
Staff of MAAIF and its agencies	116	52.5	100	37.3	127	35.0	168	41.5
Other ministries and agencies	13	5.9	22	8.2	29	8.0	42	10.4
Nongovernmental and civil society organizations	11	5.0	9	3.4	12	3.3	4	1.0
Private sector	3	1.4	13	4.9	12	3.3	14	3.5
Farmers' groups and organizations	5	2.3	4	1.5	15	4.1	20	4.9
Media	No data	-	No data	-	16	4.4	35	8.6
Development partners	7	3.2	15	5.6	15	4.1	10	2.5
Research and training institutions	8	3.6	7	2.6	3	0.8	No data	-
Total	221	100.0	268	100.0	363	100.0	405	100.0

Note: Authors' computation based on JASAR workshop reports for years 2011-2-14 produced by MAAIF

The JASAR workshop uses plenary and group session approaches. Subsector performance reports for crops, livestock, and fisheries are presented by their respective directors or commissioners, while policy, financial, and institutional performance is presented by the APD Commissioner. The National Agricultural Research Organisation (NARO) and the National Agricultural Advisory Services (NAADS) also make presentations about their performance in agricultural research and agricultural advisory and extension services, respectively. They are given this prominent role among the sector agencies because they take up over 60 percent of the agriculture sector's budget. JASAR also incorporates reports on topical issues, as noted above. Plenary sessions are often chaired by sector ministers. The main workshop output is an Aide Memoire containing agreed-upon actions. The APD then draws up an Action Plan for implementing them.

Key Questions and Areas Covered by Joint Agriculture Sector Annual Reviews

A number of key questions and areas have been common and recurrent over the years, although there have been a few changes. Table 2.3 summarizes the key objectives of each JASAR since 2011.

TABLE 2.3: OBJECTIVES OF THE JOINT AGRICULTURE SECTOR ANNUAL REVIEWS, 2011-2014

Areas	2011	2012	2013	2014
Use the forum to disseminate DSIP to stakeholders	✓			
Create a platform for stakeholders in the agriculture sector to discuss and review agriculture sector performance		✓		✓
Describe and analyze the structure and performance of the agriculture sector and associated policies and programs		✓		
Assess the performance of the agriculture sector during the fiscal year	✓		✓	
Identify the achievements and challenges of the agriculture sector		✓	✓	✓
Assess public budget allocation and expenditures			✓	
Assess the status and results of implementation of previous JASAR recommendations		✓	✓	✓
Provide recommendations for increased effectiveness and efficiency in sector performance	✓	✓	✓	✓

Source: Authors' computation based on JSAR workshop reports (GoU and MAAIF 2011-14).

The agenda items covered by JASAR over the years have remained almost the same. They are mainly subsector performance and the implementation of the extension and research components of the DSIP, as indicated in Table 2.4.

TABLE 2.4: AGENDA ITEMS FOR JOINT AGRICULTURE SECTOR ANNUAL REVIEWS, 2011-2014

2011	2012	2013	2014
1. Overview of agriculture sector performance in 2010/11	1. Agriculture sector performance in 2011/12	1. Agriculture sector performance in 2012/13 by subsector (crops, livestock, fisheries)	1. Agriculture sector performance in 2013/14 by subsector (crops, livestock, fisheries)
2. Policy and institutional issues in the agriculture sector	2. DSIP implementation—Agricultural Technology and Agribusiness Advisory Services progress, challenges, and lessons	2. Advisory services delivery in 2012/13	2. Advisory services delivery in 2013/14
3. Sector strategic planning for agricultural development	3. “Fast tracking DSIP implementation: Action Plan for the Agricultural Revolution in Uganda” (in GoU 2012b)	3. Research services delivery in 2012/13	3. Research services delivery in 2013/14
4. Overview of DSIP) and CAADP		4. JASAR 2012 recommendations and action taken	4. JASAR 2013 agreed-upon actions

Source: JASAR workshop reports (GoU and MAAIF 2011-14).

Key Decisions and Commitments Arising from the JASARs and Responsible Actors

Since the inception of the JASAR in 2011, participants in each JASAR workshop identify key issues and make recommendations. These recommendations are often contained in an Aide Memoire or a workshop report and are developed into an action plan by the APD, and the ASWG discusses and approves them. These issues and recommendations are always numerous and, except in a few cases, the responsibility for their implementation is allocated to the MAAIF and its agencies. Table 2.5 indicates the number of issues, recommended actions, and responsible actors that have resulted from each JASAR over the period 2011-14. Table A.3 provides an example of an action matrix for the 2014 JASAR decisions and the responsible actors.

TABLE 2.5: NUMBER OF ISSUES AND ACTIONS ARISING FROM THE JASARS AND THE RESPONSIBLE ACTORS

Year	Number of Issues	Number of Action Points	Responsible Actors by Share of Action Points
2011	7	8	MAAIF (departments and agencies (100%))
2012	12	25	MAAIF and agencies (96%) Ministry of Public Service (4%)
2013	28	28	MAAIF and agencies (75%) Ministry of Education and Sports (4%) Local governments (14%) Ministry of Finance, Planning and Economic Development (MFPED) (4%) Agriculture Sector Working Group (ASWG) (4%)
2014	14	18	MAAIF and agencies (100%)

Note: Authors’ computation based on JASAR workshop reports

The implementation of these actions is usually monitored at the next JASAR through reports and presentations by the APD or implementing departments and agencies. The implementation of the 2014 JASAR recommendations will be reviewed in the JASAR of 2015 (September or October 2015). For the first time, the MAAIF, in its performance report for fiscal year (FY) 2013/14 (GoU 2014d), summarized the implementation status of the 2013 JASAR recommended actions. Of the 28 actions, progress was only reported for 13, and the implementation process for all of them is still ongoing. The status of the remaining 15 was not reported.

2.2 Gaps in the Joint Agriculture Sector Annual Review and Recommended Actions

This assessment found that, despite the JASAR in Uganda containing a number of exceptional items that are in close alignment with the principles of an effective JSR—as proposed by the African Union and NEPAD—there remains a number of gaps that require attention. The gaps and recommended action points are summarized in Annex Table A2. Some of the priority issues, raised by the consulted stakeholders, are discussed below.

Timing

The period between the start of the JASAR process (July) and its mandatory completion (September/October) is short. The MAAIF cannot initiate the process earlier, since the JASAR budget is part of the next budget, which begins in July. Until the next budget's funds are appropriated, public financial management regulations do not allow it to contract or procure goods and services without an approved budget. The contribution of development partners often comes late and frequently is tied to specific items in the JASAR budget.

The time between the JASAR workshop and the pre-JASAR meeting and field visits is too short to allow the TWG and facilitators to incorporate outcomes into workshop reports. The recommended action was that JASARs should focus on a few areas or some other sectors (e.g., Ministry of Education and Sports), as well as use consultants to prepare the review papers that report mainly on outcomes or provide a synthesis of performance, rather than have each subsector present its report, as is current practice. Allowing for more time would improve the quality of the reports and, hence, the quality of the JASAR. Furthermore, it would provide adequate time for other actors to report on their activities, and thus allow for more active participation. The MAAIF can continue to prepare its detailed performance report, which it can circulate at or after the JASAR workshop, or it can prepare fact sheets for each subsector and agency, which can be displayed at the venue or handed out to workshop participants.

The timing of the JASAR in September and October does not allow for adequate time for the MAAIF and its agencies to incorporate the actions into their next budget cycle. For example, the 2014 JASAR actions feed into the budget cycle for FY 2015/16 rather than for FY 2014/15.

Stakeholder Participation in the JASAR

During consultations undertaken in this assessment, several issues were raised regarding the adequacy and quality of the participation of nonstate actors in the JASAR process. First, CSOs raised the question of the legitimacy and representativeness of nonstate actors in the review. There was a concern that UNFFE, which has been involved from the beginning of the JASAR process, does not adequately represent all CSOs. Thus, civil societies felt disadvantaged because they are not involved from the JASAR planning process, despite the fact that they are invited in the final JASAR workshop.

This first issue closely relates to the second issue, the quality of involvement. There was a concern that nonstate actors mostly get involved in the dissemination workshops, which tends to be too large, with little room for quality contribution. Moreover, civil society is not well represented in field visits; hence, its participation is considered to be peripheral.

The third issue was the organization of the JASAR workshops. These are often chaired by sector ministers or directors, which was found to be intimidating by most nonstate actors. There were also concerns that government officials sometimes take defensive positions, rather than provide constructive explanations regarding the issues raised.

Scope of Reports

The consulted stakeholders recommended expansion of the coverage of JASAR reports beyond reporting on outputs of activities of the MAAIF and its agencies. The need to have reports that capture intermediate outcomes and impacts was raised. Since the outcomes cannot be attributed to a single department, agency, or actor, it was recommended that some of the special studies under the JASAR should include an impact assessment on selected themes. Annex 3 provides a summary on some of the recommendations around this topic. The need to have special studies on donor reviews and nonstate actors reviews was also raised.

Publicity

The MAAIF makes an effort to inform the public on the JASAR through the media and by way of invitation letters to the JASAR event. Publicity is meant to provide prior information to the public— those invited and those not invited—about the event, key performance areas, and challenges in implementation. In addition, the publicity reminds invited participants about their attendance. While the MAAIF was commended for this effort during consultations for this assessment, the perception was that this was not sufficiently adequate, especially for nonstate actors, since the information was highly summarized and the invitations were not very succinct about the objectives, expected outcomes, and the role of the nonstate actors. These deficiencies in communication were partly responsible for the low participation in the JASAR by nonstate actors. The recommended actions are:

- i. MAAIF and nonstate actors should work together to establish and constantly update a database of nonstate actors stakeholders;
- ii. The MAAIF should send invitations to the umbrella bodies of nonstate actors in the agriculture sector, rather than to individual members of civil society, and allow the association(s) themselves to select their representatives; and
- iii. The MAAIF should constantly update its website about the JASAR calendar and reports relating to the JASAR.

Number of Participants

As seen in Table 2.2, attendance at JASAR workshops is large, with an average of 300 participants. This does not allow for adequate and quality participation by all workshop participants. The recommendation of holding regional and national level workshops should address this challenge.

Joint Agriculture Sector Annual Review Action Plan and Follow Up

The JASAR Action Plan does not promote mutual accountability principles because, on average, more than 92 percent of annual actions are the responsibility of the MAAIF (Table 2.5). Monitoring and reporting on these actions is also undertaken by the MAAIF. Focus group discussions and other stakeholder consultations also noted that the agreed-upon actions are overly numerous, with some being routine MAAIF activities rather than strategic.

The recommended actions are:

1. The MAAIF should enable nonstate actors to be part of the entire DSIP implementation, monitoring, and reporting process.
2. The JASAR facilitator should guide the JASAR workshop so that a manageable number of strategic decisions and actions is established. The MAAIF can also learn from the experiences of other sector reviews in the country regarding how those sectors manage this process.
3. The ASWG should be proactive and monitor the integration of JASAR actions into sector work plans and budgets, and should monitor their implementation, instead of waiting for the next JASAR.

3. POLICY REVIEW

This section summarizes the key existing and emerging policies inside and outside of agriculture that affect the implementation of Uganda’s DSIP (GoU 2010a).

3.1. Overview of Existing and Emerging Policies

Since the signing of the Uganda CAADP Compact in 2010, the government has continued to implement or has instituted a number of agriculture and rural development policies (GoU 2010b). These can be grouped into two broad categories, as either overarching policies or as new policies and laws that were introduced explicitly or implicitly through the DSIP. Both groups are summarized below.

3.1.1. Overarching Policies

3.1.1.1. Prosperity for All

Prosperity for All is the government’s vision for improving the lives of all Ugandans in all aspects, including improved incomes and access to services. It refocused the fight against poverty at the household level (GoU 2010a). With respect to improving the incomes of poor people and transforming their lives on a sustainable basis, GoU has established and is committed to ensuring that all households in Uganda earn at least Uganda shillings (USh) 20 million a year. The main approach to reaching this target is to identify and support a combination of agricultural and other economic enterprises that will maximize returns to the households and also enable them to earn daily, periodic, and long-term incomes. Although it predates the CAADP Compact and DSIP, the Prosperity for All vision has influenced the direction of agriculture and nonagriculture sector policies since its announcement in 2006.

3.1.1.2. Uganda Vision 2040

As the country’s long-term development strategy, Uganda Vision 2040 elaborates the development paths and strategies for operationalizing Uganda’s vision of “A transformed Ugandan society from a peasant to a modern and prosperous country within 30 years” (GoU 2013j). Launched in April 2013, this vision is to be realized through implementation of successive five-year NDPs.

One of the priorities of Vision 2040 is enhancing agricultural productivity and value addition by government investment in new technologies such as improved seeds, the phosphate fertilizer industry, and large-scale irrigation infrastructure; reform of the agricultural extension service; and improvement of land governance. Increasing market access and value addition are also priorities to enhance the contribution of the agriculture sector to Vision 2040.

3.1.1.3. National Development Plan

Launched in April 2010 by the GoU, the current NDP stipulates the country’s medium-term strategic direction, development priorities, and implementation strategies for the period 2010/11–2014/15 (GoU 2010c). The NDP is also the vehicle for operationalizing the Prosperity for All vision. Its objective is to accelerate socioeconomic transformation by increasing employment, per capita incomes, improvements in human development, and the country’s competitiveness.

The main sources of economic growth are expected to come from eight “primary growth sectors,” including agriculture; tourism; forestry; mining; oil and gas; manufacturing; information and communications technology; and housing development. The second phase of the NDP (NDP II), covering fiscal years 2015/16–2019/20, has been approved and launched (GoU 2015). Agriculture remains one of the development priorities for economic growth and poverty reduction.

During NDP II, the agriculture sector objectives are to:

1. Increase production and productivity;
2. Increasing access to critical farm inputs (seeds, planting and stocking materials; fertilizers; water for agricultural production, mechanization);
3. Improve agricultural markets and value addition for the 12 prioritized commodities (cotton, coffee, tea, maize, rice, cassava, beans, fish, beef, milk, citrus, and bananas); and
4. Strengthen the institutional capacity of the MAAIF and public agricultural agencies (local governments, agricultural training institutes) and mainstream crosscutting issues, including HIV/AIDS, climate change, gender, and the environment.

The key targets are:

1. Increasing agricultural exports from the current US\$1.3 billion to US\$4 billion by 2020;
2. Reducing the number of the labor force in subsistence production from 6 million in 2012/13 to 3 million in 2019/20.

3.1.1.4. National Budget Framework Paper

This is a key instrument through which GoU implements its medium-term (five-year) policy objectives, as specified in the NDP (GoU 2013e). It provides the link between these policies and the annual planning and budgeting cycle. The paper is revised every year to take into account changes in the macroeconomic framework, including resource projections. Enhancing agricultural production and productivity has been a recurring theme in the National Budget Framework Papers, given that agriculture is one of the primary growth sectors for Uganda.

3.1.1.5. National Monitoring and Evaluation Policy

Approved by the Cabinet in 2013, Uganda’s National Policy on Public Sector Monitoring and Evaluation aims to enhance evidence-based public policy and programmatic decisions by Cabinet, Parliament, permanent secretaries, and local councils; strengthen accountability regarding GoU policies and programs; and improve the confidence of Ugandans in the capability of Parliament and the government to systematically hold MDAs and local governments to account for achieving results based on reliable information (GoU 2013g). The MAAIF will adapt this policy to its needs in its second medium-term sector strategy (2015/16-2019/20), which is in the process of being completed.

3.1.1.6 Uganda Nutrition Action Plan

The goal of the Uganda Nutrition Action Plan (UNAP) is to improve the nutrition status of all Ugandans with emphasis on women of reproductive age, infants and young children over five years (2010-2015) and beyond by scaling-up the implementation of a package of proven and cost-effective interventions (GoU 2011b).

UNAP prioritizes multisectoral interventions that have the swiftest impact on improving key nutritional indicators. Key intervention areas are:

1. Improving access to and utilization of maternal, infant, and young child nutrition-related services;
2. Enhancing consumption of diverse diets;
3. Mitigating and responding to the impacts of acute malnutrition and providing nutrition services in emergencies;
4. Strengthening the legal and institutional framework and the capacity to plan and implement nutrition programs;
5. Creating awareness and maintaining national interest and commitment to improving and supporting nutrition programs.

UNAP is aligned to the NDP, DSIP, and Health Sector Investment Plan. The MAAIF and Ministry of Health are the main implementing agencies, while the Office of the Prime Minister coordinates the implementation of the plan.

3.1.2 New Policies and Laws Introduced Explicitly or Implicitly through the Agriculture Sector Development Strategy and Investment Plan

3.1.2.1. National Agriculture Policy

Finalizing the National Agriculture Policy was one of the GoU's commitments in the CAADP Compact (GoU 2010b) and DSIP (GoU 2010a). Approved by cabinet in September 2013, NAP is the first comprehensive national policy for agriculture in Uganda, and is now a policy guide for all agriculture sector planning and implementation (GoU 2013c). The NAP's main objectives are to achieve food and nutrition security and improve household incomes. The result areas of the NAP are production and value addition according to agricultural zones, internal and external trade, sustainable use and management of agricultural resources, and development of agriculture's human resources.

NAP will be implemented through five-year strategies and plans, which will set the targets and the means of attaining them. By implementing its NAP, the GoU aspires to transform the agriculture sector from subsistence farming to commercial agriculture; to make agriculture profitable, competitive, and sustainable; and to provide food and income security to Ugandans. In other words, farming should be conducted as a business and not only as a way of life.

3.1.2.2 Agricultural Extension Reform

Since 2001, Uganda has been running two public extension systems: one that is a traditional public sector-led system, and the NAADS which is a demand-driven, but largely publicly funded system. NAADS has set up structures parallel to those at the national and local government levels. In 2014, the Cabinet adopted a single-spine national agricultural extension policy aimed at harmonizing agricultural production and extension structures in local governments in order to remove the parallel structures. At the national level, a Directorate of Agricultural Extension has been created to mainstream agricultural extension functions into the MAAIF so that the Ministry assumes responsibility for coordinating extension service delivery throughout the country. The NAADS Secretariat is concentrating on procurement and the provision of production and value addition technologies. At the local government level, NAADS has been mainstreamed into the production departments. Extension workers will no longer handle inputs for farmers, except those required for demonstration purposes; instead, it will concentrate on the extension of delivery services. The reforms will also promote the development of an efficient private sector distribution system. Government institutions, such as the Army, MAAIF, Ministry of Public Service, and local governments, have started implementing these reforms.

3.1.2.3. National Coffee Policy

Coffee remains Uganda's most important agricultural foreign exchange earner, representing an annual average of 20 percent of Uganda's total export revenue over the last 10 years. Despite the importance of this strategic commodity, Uganda has never had a comprehensive coffee policy. Approved by the Cabinet in 2013, the National Coffee Policy aims to guide and regulate the activities of various stakeholders in the coffee industry to boost coffee production and productivity; increase the participation of women and youth in the coffee value chain; promote farmers' organizations and value addition; support the establishment of a coffee research trust fund to ensure sustainable financing for coffee research; and strengthen the linkages in coffee research, development, and extension (GoU 2013f). Although the policy has no specific quantitative targets, it mentions that monitorable indicators will be identified, reviewed, and—if necessary—revised in the course of its implementation.

3.1.2.4. Draft National Fertilizer Policy

The policy has been presented to the Cabinet for approval (GoU 2014d). It emerged from the need to reverse declining soil fertility and boost agricultural productivity and profitability by increasing the sustainable adoption and use of inorganic fertilizer in Uganda from the negligible level of 1 kilogram/hectare/year to the 2006 Abuja Declaration's target of 50 kilograms/hectare/year by 2015 (AU 2006). The main objective is to increase agricultural productivity and profitability through increased and sustainable access to fertilizers (EPRC, MAAIF, and AGRA, undated). The MAAIF and stakeholders have also drafted a Uganda National Fertilizer Sub-Sector Development Strategy and Investment Plan as a tool for guiding the fertilizer subsector to achieve sustained availability of fertilizers (GoU 2013h). The strategy aims to create an enabling environment for the fertilizer business, augment the demand for and supply of fertilizers, enhance fertilizer supply and distribution, and increase farmers' knowledge about using fertilizers.

3.1.2.5. Draft National Seed Policy

This draft seed policy is currently before the Cabinet for approval (GoU 2014d). Its objective is to ensure the availability of adequate and high-quality seed on the market. Among other objectives, the policy will guide the production, processing, and distribution of seed; protect plant breeders and users' rights; and guide the transformation of the informal seed sector into the formal seed sector.

3.1.2.6. Plant Variety Protection Act, 2014

This Act provides for the promotion and development of new plant varieties and their protection as a means of enhancing plant breeders' innovations and rewards by granting their rights. The Act is in line with the DSIP objective of increasing the availability of seed and planting materials (GoU 2014f).

3.1.2.7. Plant Protection and Health Act

This act aims to consolidate and reform the law relating to the protection of plants against destructive diseases, pests, and weeds; to prevent the introduction and spread of harmful organisms that may adversely affect Uganda's agriculture; to regulate the export and import of plant and plant products; and to protect and enhance the international reputation of Uganda's agricultural products. The act further provides for a phytosanitary and inspection service (GoU 2014d).

3.2. Quality of Policy Planning and Execution

There is a clearly articulated, transparent, and consultative policy development process in Uganda in the form of Cabinet guidelines and standard formats for policy planning and execution (GoU 2009a). These lay out detailed steps that ministries should follow in making, implementing, and evaluating policy. Briefly, they indicate that a new policy idea in agriculture (or in any other ministry) can come from several sources, including political, institutional, technical, or social actions. The MAAIF (through the lead department or agency and with the support of the Policy Analysis Unit) drafts the policy proposal, which is reviewed by the ASWG and approved by the ministry's TPM. It also provides for a broad consultative process and the issuance by the MFPED of a certificate of financial implications confirming that the policy is consistent with the NDP and available resources. Thereafter, it is presented to Cabinet for approval. Where there is need for legislation, Cabinet will approve the principles of the law and the Attorney General drafts the bill, which the Minister will submit to Parliament. Parliament studies the new legislation for consistency with existing policies and approves it. It then is presented to the President for assent. Implementation and funding of the Policy and the legislation is the primary responsibility of the MAAIF, with the support of other relevant MDAs, nonstate actors, and development partners.

3.2.1. Alignment of Agriculture Policies with National Goals

All agriculture policies, strategies, and laws formulated in support of the DSIP (GoU 2010a) are aligned to the goals and objectives of the NDP (GoU 2010c), Vision 2040 (GoU 2013j), and the CAADP framework. The consultations and use of standard policy formulation standards, as outlined above, also ensures alignment to national policies.

3.2.2. Agriculture Policy Coverage and Adequacy

The Independent Technical Review of the DSIP concluded that within the scope of the MAAF, the DSIP was comprehensive. The authors of the review, however, have noted there were areas of the DSIP where it was not clear how they will be achieved; for example, policy reform, interministerial coordination, coordination with local governments, institutional capacity development, and market development (AU 2010). The Framework Implementation Plans (FIPs), however, has addressed some of the shortcomings in the DSIP (GoU 2012d).

3.2.3. Inclusiveness of the Policy-Making Process

The MAAIF is the lead ministry in the formulation of policies in the agriculture sector. Within the MAAIF, the ASWG, Policy Analysis Unit, and TPM are the key institutions in the development of the draft policy. The MAAIF often holds open dialogue on proposed policies with stakeholders, including Parliament, related ministries, civil society, the private sector, development partners, and local governments during the policy formulation process. This consultation is provided for in the policy development guidelines (GoU 2009a). For example, in the formulation of FIPs, over 1,000 stakeholders in the agriculture sector were consulted through various forums (GoU 2012d). During the JSR assessment, however, the stakeholders consulted mentioned that these consultations are largely ad hoc and unstructured. It was also mentioned that the Ministry does not have guidelines for the consultations or for the selection of stakeholders to consult, which left out certain key groups from the process.

3.2.4. Consistency and Predictability of Agriculture Policy

The policy development process is predictable and transparent, with clearly defined processes and systems for open consultation. Emerging policies appear to be consistent and to reinforce each other (e.g., the seed and fertilizer draft policies) and tend to support or bridge existing policy gaps.

Nevertheless, there have been some policy changes that appear to have been undertaken without proper analysis and consultation on their impact. The President of Uganda castigated the NAADS program and suspended it several times, threatening to scrap it all together (Mukiibi 2013). Finally, the government announced the single-spine extension system in 2014 (Section 3.1.2.2) to replace the NAADS approach of demand-driven extension delivery. The change is being implemented before the amendment of the NAADS Act or a new Act to guide the implementation of the single-spine extension system. The disbanding of NAADS and laying off of staff at subcounty levels has resulted in an acute shortage of extension staff at the grassroots level. Approximately 52 percent of the subcounties operated without extension staff in FY 2014/15 (UFAAS 2014). It was also not clear how the challenges that have led to the policy shift in 2001 from the same extension system to the NAADS will be addressed this time.

Another example of policy inconsistency was taxation of agricultural inputs. The Laws of Uganda give tax exemption to agricultural inputs and equipment (URA 2011), and yet agricultural inputs supplied in the NAADS program were subject to a withholding tax of 6 percent. A study by the MFPED (GoU 2012c) noted that supplies valued at over US\$ 1 million were subjected to withholding tax. The study concluded that the way the tax was being implemented was distortionary as the cost of the tax was being transferred by the input suppliers to farmers.

In the 2014 national budget speech for FY 2014/15 (GoU 2014i), The government proposed to tax agriculture by terminating exemption on interest income on agricultural loans and introducing an 18 percent value added tax on previously exempted agricultural inputs and machinery and tools. These taxes were considered inconsistent with the government objectives of enhancing production and productivity and increasing adoption and use of improved inputs and value addition, employment, and exports. The Parliamentary Sessional Committee on Agriculture report (Parliament of Uganda 2014) concluded that, in the short term, exports would decline by 12 percent, resulting in a fall in real GDP growth of 2.7 percent; unemployment would rise by 4.7 percent; and the NARO would need supplementary funding of US\$ 3.6 billion, which had not been budgeted. CSOs concluded that this would have significant negative implications on food security and income distribution, particularly among poor and vulnerable consumers (CSBAG 2014a).

3.2.5. Legal, Institutional, and Regulatory Framework

The legislative processes in Uganda are clear and widely understood. Parliament receives bills on agricultural issues mainly from the MAAIF. These are first scrutinized by the Parliamentary Sessional Committee on Agriculture, Animal Industry and Fisheries before Parliament passes them. Once the law is assented to by the President, the MAAIF develops a set of regulations and guidelines to operationalize the law. The system functions and reacts slowly to changing situations, however, with bottlenecks at the ministry and parliamentary levels. Draft bills, such as the Biotechnology and Biosafety Bill and the Food and Nutrition Bill, have been delayed in Parliament since 2009, when they were submitted (SEATINI 2014). The Seed Board, instituted under the 2006 Act to advise the Minister, has never met and some of the laws, such as Seeds and Plant Act 2006, were in place earlier than the policy (SEATINI 2014)

There is no single or common institutional and regulatory framework in the sector. Some of the agencies of the MAAIF were established by Acts of Parliament (NAADS, NARO, Cotton Development Organisation (CDO), Dairy Development Authority (DDA), and National Animal Genetic Resources Centre (NAGRC); others by statute (Uganda Coffee Development Authority (UCDA) and Coordinating Office for Control of Trypanosomiasis in Uganda (COCTU)); and one (PMA Secretariat) did not have a specific legal framework. On the one hand, the different regulatory frameworks meant that there was no one single prescription or approach to achieve coordinated DSIP implementation. On the other hand, the lack of a common regulatory framework meant that there was greater flexibility in the manner in which institutions could relate to each other. At the start of DSIP implementation, there were no common funding arrangements for the agencies. Four had their own votes (NAADS, NARO, CDO and UCDA), while others were funded through MAAIF subvention (DDA, NAGRC, COCTU and PMA Secretariat). Eventually, DDA and NAGRC also obtain budgetary votes. Institutions which have their own votes tend to enjoy greater autonomy, while those that are funded through a MAAIF subvention have much more limited autonomy. The nature of the activities of these agencies also differ (Table 4.1). Three (CDO, UCDA and DDA) provide commodity specific services, while the rest provide cross-sector services of a technical or professional nature. Each of these institutions serves a specific and unique objective. For example, MAAIF Headquarters provides policy formulation, sector regulation, and performance monitoring and the NAADS provides advisory and extension services, while the three commodity-based agencies have responsibilities for the development of their respective commodities.

3.3 Policy Implementation and Monitoring and Evaluation

3.3.1. Policy Implementation

The MAAIF is the public institution in the agriculture sector with a mandate for policy formulation, sector regulation, and performance monitoring (GoU 2010a). These roles are executed directly by MAAIF through its departments or delegated to its agencies. The MAAIF and its agencies implement the DSIP through two components: the Agricultural Technology and Agribusiness Advisory Services (ATAAS) component that focuses on the provision of services in research and extension (priority areas 1.1 and 1.2 in Table 1.1); and the non-ATAAS component for the rest of the priority areas in Table 1.1.

A MAAIF restructuring exercise, undertaken in 2010 (GoU 2010a), to improve the structure and capacity of the MAAIF to deliver on its mandate identified areas of weakness, opportunities for improvement, and priorities; its implementation, however, has been limited. The MAAIF is severely understaffed in critical departments, such as those relating to planning, policy analysis, and M&E. The ministry operates at approximately 59 percent of its authorized staff establishment (GoU 2014d). This lack of human resources has adversely affected policy implementation and has distorted operational processes. For example, in the coffee sector, while the UCDA is not authorized to engage in production support, lack of capacity within the MAAIF has meant that the UCDA is now actively engaged in providing extension services (which should be done through the MAAIF) with its 18 extension officers operating at the regional level.

The weak capacity of the MAAIF is currently being addressed. Additional staff members, specifically for statistics and M&E, have been recruited or contracted. Training is being provided to existing staff members to improve their knowledge and capabilities.

The Government Annual Performance Reports for years 2012 to 2014 and DSIP Review (Adupa et al. 2015) indicate a mixed picture in the implementation of the DSIP. In terms of planned outputs, GAPRs indicate that between 2011/12 and 2013/14, annual service delivery targets (outputs) achieved ranged between 42 percent and 65 percent.

In terms of outcomes, sector growth, share of agriculture in gross domestic product (GDP), and agricultural value-added were lower than planned in the NDP (Adupa et al. 2015). The DSIP review also noted that there were some mismatches between the design of the DSIP and the designs of its ATAAS and non-ATAAS components. The targets set in the DSIP for the national priority commodities were not the same as those in the ATAAS and FIPs. Moreover, while the FIPs were developed as an implementation guide to the DSIP, they were developed two years after implementation of the DSIP. Similarly, there was a mismatch in resource allocations between the DSIP and the ATAAS and non-ATAAS components.

Implementation of agriculture policies in Uganda has been limited by a number of factors. These include (GoU 2010a; Bategeka et al. 2013):

1. Inadequate compliance with previous plans
2. Inadequate financing and weak procurement performance
3. Low involvement of the private sector in policy implementation
4. Poor infrastructure to facilitate policy implementation
5. Weak human and technical capacity
6. Inadequate regulations
7. Poor coordination of implementation of sector policies
8. Institutional weaknesses.

3.3.2. Policy Monitoring and Evaluation

The MAAIF and UBOS are the main institutions responsible for producing food and agricultural statistics. Nevertheless, there are data gaps in terms of adequacy and quality of data. Data that would inform policy decisions (e.g., crop and livestock production data) and facilitate effective M&E are not regularly collected. The last agricultural census was held in 2008/09 and, although the DSIP planned that government would establish a statistical methodology for estimating production and update the census data, this did not take place. That the data is inadequate is partly due to inadequate human and financial resources in the UBOS, MAAIF, and local governments, although this is improving at the MAAIF in terms of the recruitment of statisticians and in local governments relating to the recruitment of extension workers.

The DSIP lays out broad program outcome indicators. Through its M&E Working Group, the M&E Division in the MAAIF elaborated them further into a set of impact, outcome, and output indicators. The baseline data, however, was never compiled and did not operationalize the M&E system. Instead, the MAAIF has been using a standard Output-Based Budgeting tool for annual and quarterly planning and budgeting, which it also uses for output and financial reporting and for M&E (GoU 2012d). While input and output data and project-based outcomes data are available, MAAIF has not undertaken sector-wide outcome- and impact-based studies. The MAAIF also developed an M&E FIP that has elaborated specific actions and plans around human and institutional capacity building for data collection and analysis, use, and lesson learning (GoU 2012d). The DSIP review (Adupa et al. 2015), however, concluded that most of these actions were not implemented.

The primary objective of the DSIP review was to assess the implementation of the DSIP and draw lessons that would be used in the design and implementation of the next sector investment plan for the five years (2015/16-2019/20). The review used 26 thematic teams selected by MAAIF, with each team consisting of 13 to 17 members, drawn mainly from the public sector, and guided by a subject matter specialist and a process consultant. Team members held discussions on issues relevant to their Terms of Reference and implementation of the FIPs. The review report (Adupa et al. 2015) noted the following as the main shortcomings of the review:

1. The process was not allowed ample time. As a result, primary data from key informants and beneficiaries, as well as secondary data or other information from other sources that would have complemented internal MAAIF reports, was not collected.
2. The participation of key MAAIF staff in the teams was often poor or irregular. These are the people who would have provided first-hand information.
3. Most implemented and planned projects lacked baseline data and, therefore, it was difficult to assess their level of success. Most reports did not have explanations as to why many planned activities were not carried out. Therefore, the thematic teams could neither objectively analyze, discuss, nor make valid conclusions on such performance gaps.
4. The process was not informed by independent studies.

Table 3.1 summarizes an assessment of Uganda's performance on various areas relating to agricultural policy.

TABLE 3.1: SUMMARY OF PERFORMANCE IN AREAS RELATING TO AGRICULTURE POLICY

Indicators	Rating
Alignment of agriculture policies with national goals	 Green
Agriculture policy coverage and adequacy	 Amber
Inclusiveness of the policy-making process	 Amber
Consistency and predictability of agriculture policy	 Amber
Legal, institutional, and regulatory framework	 Amber
Policy implementation	 Amber
Policy monitoring and evaluation	 Amber

Source: Author.

Key:

-  **Green** Commitment has been achieved to a reasonable degree
-  **Amber** Commitment has been partly achieved, although additional attention is required
-  **Red** Commitment has not been achieved

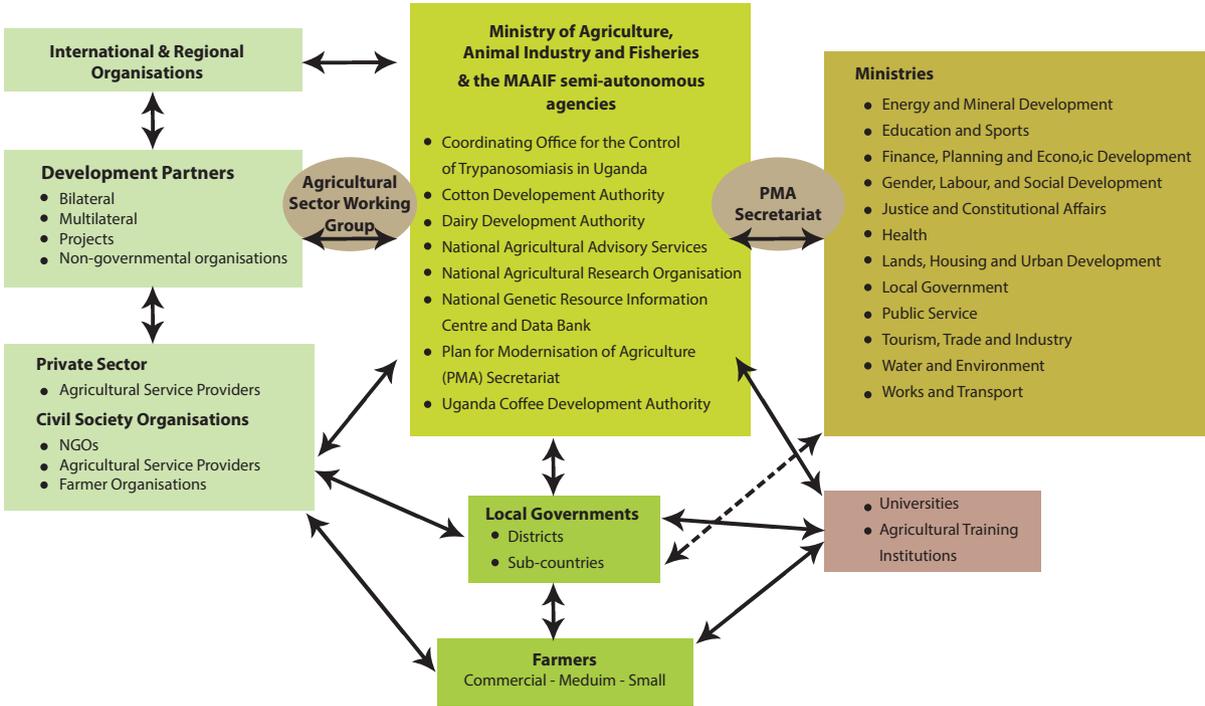
4. INSTITUTIONAL REVIEW

This section reviews the institutions involved in the implementation of the DSIP and other cooperation agreements relating to agriculture and food security in Uganda. It also considers how the institutional architecture is aligned with the needs for the successful implementation of the DSIP and cooperation agreements.

4.1. Institutional Landscape of the Agriculture Sector Development Strategy and Investment Plan

Agriculture in Uganda is a complex and diverse sector—one core ministry; eight sector agencies; 111 district local governments; at least 14 other ministries, more than a dozen development partners; education and training institutions; innumerable CSOs, including nongovernmental organizations (NGO), private sector organizations, professional associations, farmers’ organizations, and co-operatives; and millions of farmers and farming families (GoU 2010d). These stakeholders affect or are affected by DSIP implementation, either directly or indirectly.

FIGURE 4.1: INSTITUTIONS INVOLVED IN THE FORMULATION AND IMPLEMENTATION OF AGRICULTURE POLICY IN UGANDA



Source: Author’s adaptation from GoU 2010a.

The sector roles are summarized as follows:

MAAIF: Key roles are policy formulation, sector regulation, and performance monitoring. These roles are executed directly by MAAIF or delegated to its agencies. These agencies are the NARO, NAADS Secretariat, CDO, UCDA, COCTU, DDA, NAGRC and its Data Bank, and PMA Secretariat. Three of these are commodity focused (cotton, coffee, and dairy), while the rest are service related. Table 4.1 summarizes the roles of the MAAIF and its agencies.

TABLE 4.1: MANDATES AND ACTIVITIES OF MINISTRY OF AGRICULTURE, ANIMAL INDUSTRY AND FISHERIES AND ITS AGENCIES

Mandate	MAAIF	NAADS	NARO	NAGRC	COCTU	CDO	UCDA	DDA	PMA
Regulation	✓			✓		✓	✓	✓	
Registration	✓			✓		✓	✓	✓	
Certification	✓			✓		✓	✓	✓	
Inspection	✓			✓		✓	✓	✓	
Enforcement	✓			✓		✓	✓	✓	
Marketing/promotion	✓	✓		✓		✓	✓	✓	
Pricing/subsidies						✓			
Input provision	✓	✓		✓		✓		✓	
Agriculture policy	✓	✓	✓	✓	✓	✓	✓		✓
Agricultural research			✓	✓			✓		
Extension/advisory		✓				✓	✓	✓	
Capacity development	✓	✓	✓	✓	✓	✓	✓	✓	
Institutional development	✓	✓	✓	✓	✓	✓	✓	✓	
Information and statistics	✓	✓	✓	✓	✓	✓	✓		

Source: GoU (2010d).

Notes: MAAIF = Ministry of Agriculture, Animal Industry and Fisheries; NAADS = National Agricultural Advisory Services; NARO = National Agricultural Research Organisation; NAGRC = National Animal Genetic Resources Centre; COCTU = Coordinating Office for Control of Trypanosomiasis in Uganda; CDO = Cotton Development Organisation; UCDA = Uganda Coffee Development Authority; DDA = Dairy Development Authority; PMA = Plan for the Modernisation of Agriculture

In 2010, the government transferred to the MAAIF three agricultural training institutions from the Ministry of Education and Sports (GoU 2014d). These provide practical training in crops, livestock, and fisheries. This action expanded MAAIF functions to include delivery of agriculture training for public and private sectors, in addition to its existing role in sector staff training, skills and knowledge transfer, and development. In 2014, the MAAIF set up a National Farmers' Leadership Centre to foster leadership and mindset change in agriculture, based on the South Korean model of rural development through mindset change.

Other ministries: Agriculture policy cannot be achieved in isolation. Policies and investments outside the mandate of the sector are vitally important for successful implementation of agriculture sector plans and activities. Figure 4.1 lists these ministries.

Local governments: The roles of local governments include extension service delivery, statistical services; land administration; forests and wetlands; licensing agricultural trade; and cooperative development. They have the ultimate and primary responsibility for implementation of the DSIP. This includes the translation of DSIP programs into detailed annual work plans and the execution and achievement of the plans.

Nonstate actors: These include the private sector, farmers, and CSOs. Their roles include advocacy and dialogue with government on policy formulation and reviews; investment along the value chain; farmer mobilization and provision of agricultural inputs and services; and involvement in regulatory and control activities.

Development partners: These include multilateral and bilateral organizations and agencies. Their support includes provision of funding and technical assistance; participation in sector reviews; and harmonization of donor support.

4.2. Coordination within Government Institutions

Parliamentary Sessional Committee on Agriculture Animal Industry and Fisheries: This committee provides oversight and review of sector policies and strategies. It acts on behalf of Parliament. The committee is active in scrutinizing sector policies, budgets, accountability, and undertakings, as well as M&E.

Parliamentary Forum for Food Security, Population and Development is a voluntary nonpolitical forum that promotes advocacy and legislation on issues of food security, nutrition, and improved livelihoods.

Office of the Prime Minister: This office is responsible for overall coordination and M&E of implementation of all government policies and programs.

TPM: In the agriculture sector, there are various intra- and interministerial mechanisms for coordination. The TPM committee is the most senior body for sector management and is comprised of the political leadership (Minister and state ministers) and technical leadership (Permanent Secretary, directors, and heads of agencies). It is responsible for ensuring consistency and coherence in agriculture policy formulation, implementation, and monitoring.

ASWG is a broader consultative group that coordinates and harmonizes policy development, financing, and implementation in the sector. Chaired by the Permanent Secretary, its stated membership includes the MAAIF; other ministries, CSOs; the private sector; farmers' organizations; and development partners.

Local government councils at the district, urban, and subcounty levels are political organs that oversee the implementation of agriculture policy and mobilize farmers. The administrative and technical levels in these local governments are responsible for overall administration, supervision, and service delivery.

While there are numerous coordination entities for the agriculture sector, cross-sectoral coordination, particularly at the technical level, is still limited. Apart from the PMA Secretariat, the rest of the MAAIF agencies are managed through separate Acts of Parliament, are self-accounting, and have their own Boards. The DSIP commitment was that the Ministry's oversight and coordination functions over these agencies would improve, but this was not achieved (Adupa et al. 2015). The linkage between the sector agencies themselves is weak. An example of this weakness in coordination are the unsuccessful efforts between UCDA and NARO to deal with coffee wilt disease (GoU 2010d, Bategeka et al. 2013). The same goes for MAAIF's linkages with other ministries and local government bodies.

4.3. Participation by Nonstate Actors in Policy and Program Formulation and Implementation

There are numerous CSOs and private sector organizations involved in agriculture and food security in Uganda. The list below is not exhaustive.

Umbrella CSOs include:

UNFFE: The largest nongovernmental farmers' organization in Uganda, it aims to promote favorable policies for farmer empowerment and strengthen member farmer organizations. It brings together farmers' groups at the national and district levels.

Food Rights Alliance: Made up of over 60 member CSOs, the organization provides capacity development, advocacy, and knowledge management support to its members at the local and national levels to promote the right to food. It is a key player in agriculture, food security, and nutrition policies.

Eastern and Southern Africa Small Scale Farmers Uganda: A coalition of more than 70 small-scale farmer groups and organizations that work together to empower farmers to participate and have a voice in issues affecting them. They organize farmer groups at the district level and train and carry out advocacy campaigns.

Participatory Ecological Land Use Management—Uganda: A network of CSOs that work to improve the livelihoods of small-scale farmers and the sustainability of rural communities by promoting ecological land use management. Their approach is to share skills and knowledge about good practices and techniques; undertake research and demonstration projects; and advocate for policies that better support small-scale farmers.

Uganda Civil Society Coalition on Scaling Up Nutrition: A platform for nutrition and “nutrition-sensitive” CSOs in Uganda, the coalition contributes to the Global Scaling Up Nutrition initiative through advocacy and monitoring for accountability. It is a partnership of over 20 active national and international NGOs, the media, academia, professional bodies, and other alliances relevant to nutrition.

Civil Society Budget Advocacy Group: A coalition of CSOs, it advocates for transparent, accountable, and inclusive national and local government budgets. It has undertaken independent research on agriculture sector budgets and policies, produced publications, and held meetings with government to create awareness and public understanding of the budget process and issues.

Private sector bodies include:

- **Presidential Investors Round Table:** A high-level forum, chaired by the President, it brings together selected national and international business leaders and government to offer guidance on how to improve the enabling environment for business.
- **Private Sector Foundation Uganda:** An apex body for the private sector, it is made up of over 150 business associations, corporate bodies, and major public sector agencies that support private sector growth. Its activities include research and advocacy, facilitating a forum for policy dialogue with government, and undertaking capacity building. Annually, it generates a list of priority policy issues from its members, called the Platform for Action, to guide its advocacy and policy dialogue effort. It partners with government to implement projects and programs aimed at private sector growth.

- **Uganda National Chamber of Commerce and Industry:** It is a national wide business association with members drawn from diverse sectors, including agriculture, tourism, and manufacturing. Its services include business advisory services, vocational skills development, lobbying, advocacy and dialogue to promote public-private partnerships, and business matching.
- **Uganda Small Scale Industries Association:** It aims to enhance the development and competitiveness of micro-, small-, and medium-scale industries and supportive service enterprises through services delivery and advocacy. The processing of food and beverages is one of its 12 industrial clusters.

The general perspective in the stakeholder consultations carried out for this JSR assessment is that nonstate actors appreciated that the MAAIF includes and consults them, and they feel they have had an important influence on certain policies. They were concerned, however, that the quality of involvement of nonstate actors was low. The forums for participation and dialogue are usually ad hoc and not provided for by law or regulation; sometimes multiple rounds of consultation are undertaken; and key stakeholders are often left out. They are also critical of the slow pace of policy formulation and implementation processes and the low impact of programs on food and nutrition security. They were concerned that, apart from UNFEE, there was no other representation of nonstate actors on the ASWG, despite some of them (e.g., Food Rights Alliance) having reminded the MAAIF about the need for greater CSO representation in its deliberations on policy and strategies.

There is poor coordination among CSOs in the agriculture sector. This creates confusion and makes it difficult for the MAAIF to work with them. For example, there is no single dedicated CSO umbrella platform for agriculture. In its absence, the MAAIF has often engaged with individual CSOs that are not necessarily representative of all agriculture-related CSOs. There is also no reference database for CSOs engaged in the sector which would enable the MAAIF to understand the nature and coverage of the CSOs. Agriculture-related CSOs are now in the process of setting up such a platform.

Individually, many nonstate actors in the sector face constraints (Table 4.2), although they also have great potential for contributing to agriculture and food security policy. Many nonstate actors, especially those operating at the national level, have good capacity for policy analysis, policy dialogue, and advocacy, which they have used to influence policy. For instance, nonstate actors successfully lobbied Parliament and government for the removal of value added tax on agricultural inputs and machinery and the withdrawal of the ban on the import of bull semen from a number of countries.

TABLE 4.2: CONSTRAINTS FACED BY NONSTATE ACTORS IN UGANDA’S AGRICULTURE SECTOR

Constraint	Description
Inadequate organizational and financial capacity	Nonstate actors generally have an organizational structure that includes board members or steering committees. Many small and community-based civil society organizations (CSO) do not have adequate funding for their core activities. Membership fees are small or not paid. To raise resources, they seek funding and business contracts from governmental bodies such as district local governments. These CSOs, however, also are supposed to monitor and demand accountability from local government bodies on behalf of the citizenry, so they face conflicts of interest. The private sector, especially micro-, small- and medium-size enterprises (MSMEs), face challenges of limited access to affordable business finance.
Weak governance and, hence, inadequate capacity to discharge anticipated roles	Large nonstate actors have organizational structures that include governing boards or steering committees. However, some small and local-level nonstate actors face poor governance issues that make them ineffective.
Lack of awareness about agricultural commitments and initiatives	Nonstate actors at the local level have limited capacity for research and knowledge management. They have knowledge gaps about national and international commitments, such as Comprehensive Africa Agriculture Development Program (CAADP). This information gap limits the quality of their engagement with government. Nonstate actors at the national level engage in policy formulation, have relatively stronger research and knowledge management capacities, and are thus more knowledgeable on these commitments and initiatives.
Lack of awareness about the right to contribute to planning and reviews	In some cases, especially at the local level, the knowledge of CAADP by nonstate actors remains very limited, as is their understanding of processes.
Inadequate capacity of nonstate actors to engage effectively in planning, implementation, and review processes	The capacity of nonstate actors to engage effectively in planning, implementation, and review processes in the agriculture sector is varied. Whereas national level civil society organizations and the private sector appear to have better capacity in this area, nongovernmental organizations at the local level, farmers’ groups, and MSMEs still face challenges. There is a need for investments in strengthening the capacity of nonstate actors to engage more effectively in agriculture policy, planning, programming, implementation, and review processes.
Inadequate level of advocacy by nonstate actors	Not all private sector organizations are actively advocating for policy change, since this activity tends to be time consuming and is not likely to bring immediate financial gains.
Inadequate skills in conceptual and analytical thinking	The need for nonstate actors to undertake or commission studies to generate evidence to inform their contribution to agriculture policy making is growing. Many nonstate actors, however, do not have the human and financial capacities to undertake good policy analysis.
Inadequate capacity to use evidence for advocacy and policy dialogue (among the nonstate actors involved in advocacy)	Evidence-based policy advocacy is possible if nonstate actors have the capacity to support their arguments with reliable data. This capacity is always limited among small nonstate actors. It is important to increase the capacity of nonstate actors for advocacy and policy analysis in the areas of agriculture, food security, and nutrition. Some nonstate actors have the capacity to participate in government-led discussions on food security policy, because they can articulate and communicate policy positions and can provide some level of evidence-based analysis to support their viewpoints.
Poor access to information, particularly in remote areas	Nonstate actors have limited access to information on various issues, such as agriculture policies, marketing information, and regulations. This limits their ability to lobby for and participate in the design and implementation of agriculture policies.
Issues of legitimacy and representativeness of the nonstate actor organizations	Civil society and private sector members in the agriculture policy sector identified as a major gap the lack of representation on the Agriculture Sector Working Group, although they are generally involved in many other agriculture-related activities. A number of groups are working to rectify this.

Source: Authors, based on focus group discussions and consultation with key informants; Fourie and Kakumba (2011); Kiely (2014); and PSFU (2011).

4.4. Institutional Alignment with the Agriculture Sector Development Strategy and Investment Plan and Institutional Gaps

The DSIP requires an institutional configuration that is adequate and capable of implementing the plan (GoU 2010a). A number of institutional and capacity assessment studies were undertaken for the DSIP (GoU 2009b; GoU 2010d; GoU 2012a). These studies identified areas of weakness, opportunities for improvement, and priorities. Implementation of the recommended actions has been limited.

Across all its departments and agencies, the MAAIF is operating below approved and required staffing levels to implement the DSIP effectively, especially in areas where it has critical challenges in policy and planning; regulation; data management; and water for agricultural production (GoU 2012d; GoU 2014d). This has had negative outcomes. A DSIP review report noted that limited capacity to enforce the various regulations has had negative effects (e.g., proliferation of non-certified or fake inputs such as seeds and counterfeit fertilizers sold under the label of reputable companies). Only 35 percent of formal sector seed is currently certified, and trade in some agricultural products from Uganda has been suspended on the international market (Adupa et al. 2015). The human capacity needs are acute in local governments where some subcounties did not have any extension worker in FY 2014/15.

The TPM is considered to be cumbersome and ineffective, and not sufficiently well designed to be a decision-making body. It constitutes a bottleneck in agricultural policy making (GoU 2010d). A TPM Technical Committee, which had been formed to support the TPM by undertaking technical analysis for the TPM, only operated for a short time and is now dormant. The ASWG, which should have all sector stakeholders represented, is dominated by the MAAIF and development partners. Only the UNFFE, among the nonstate actors, is represented on the ASWG.

The MAAIF has undertaken various interventions to improve its capacity, such as recruiting additional technical staff in such areas as veterinary and fisheries regulation, statistics, M&E, nutrition, pest and disease control, and soil and water management, as well as providing training to existing staff to improve their knowledge and skills. MAAIF is also supporting local governments to augment their agricultural extension and production structures (GoU 2014d). Nevertheless, the capacity gap remains wide within the MAAIF and its agencies as well as within local governments. It is recommended that a sustained commitment to institutional building capacity and reforms be fostered to deliver the agriculture sector's policy objectives by increasing funding and enhancing human resources in the MAAIF and local governments.

4.5 Coordination among Development Partners

The donors that support the agriculture sector are coordinated through an Agriculture Development Partners Group (DPG). The purpose of the DPG is to promote coherence and consistency in development assistance to the agriculture sector and to achieve harmonization, promote coordinated policy dialogue, and reduce transaction costs. Table 4.3 summarizes some of the areas of coordination.

TABLE 4.3: COORDINATION AMONG DEVELOPMENT PARTNERS

Coordination area	Status
Shared work or action plans	Donors share their action plans through their Donor Partners Group (DPG), as well as the projects that they individually implement or fund. The work of the DPG has been focused on the Ministry of Agriculture, Animal Industry and Fisheries and agriculture, so has not developed strong linkages with other sector-focused donor groups, such as those supporting nutrition, climate change, or natural resource management.
Conduct joint analytical work and joint missions, pooling technical or other capacities	Donors conduct some joint analytical work. These include joint funding of Joint Agricultural Sector Annual Reviews. Joint missions and pooling of technical capacities is often undertaken for jointly funded projects such as the Agricultural Technology and Agribusiness Advisory Services and Agribusiness Trust Fund.
Share knowledge and information	The DPG meets monthly to share information and coordinate their activities. Through the DPG, donors share information and coordinate activities on the sector. They have drawn up a comprehensive matrix detailing financial and technical assistance provided to the agriculture sector by DPG members, which they update often. The financial status only indicates commitments, although disbursements are not shared in the matrix. Donors have agreed on a division of labor and on the necessary areas of focus in the sector. The development partners share information on their areas of support.

Source: Compiled through consultations with the Donor Partners Group for agriculture.

Table 4.4 summarizes an assessment of Uganda’s performance on various areas relating to agricultural stakeholder institutions

TABLE 4.4: SUMMARY OF RATINGS ON INSTITUTIONAL DIMENSIONS IN UGANDA

Institutional Assessment Factor	Rating
Coordination within government institutions	 Green
Participation by nonstate actors in policy and program formulation	 Amber
Institutional alignment with Agriculture Sector Development Strategy and Investment Plan and institutional gaps	 Amber
Institutional implementation capacity	 Amber
Coordination among development partners	 Amber

Source: Author.

Key:

-  Green Commitment has been achieved to a reasonable degree
-  Amber Commitment has been partly achieved, although additional attention is required
-  Red Commitment has not been achieved

5. REVIEW OF KEY FINANCIAL AND NONFINANCIAL COMMITMENTS

The CAADP Compact and the DSIP provide the principal details on stakeholders' financial and non-financial commitments to the agriculture sector. This section assesses progress made in achieving respective commitments by government, nonstate actors, and development partners. It also covers commitments in the NDP and others that have been made since 2010.

5.1. Government Financial Commitments

The cost of implementing the DSIP is shared by the GoU and donors. The DSIP had two budget projections: (i) the ideal budget and, (ii) the constrained budget of the Medium-Term Expenditure Framework (MTEF). The ideal budget was the level of funding that would enable government to implement the DSIP fully and achieve intended outputs and outcomes. This budget totaled US\$ 2,731 billion for five years. The DSIP, however, is implemented through the MTEF which is constrained by available funding. The five-year DSIP MTEF-constrained budget was US\$ 2,089 billion, or 75 percent of the ideal budget. In terms of the national budgetary framework sector classification, the MAAIF constitutes the agriculture sector. Therefore, public funding of the MAAIF is considered as the agriculture sector budget.

The MTEF ceiling for the MAAIF for FY 2010/11 was US\$ 342.2 billion. The MFPED authorized the MAAIF to project an increase in the DSIP budget by 10 percent a year (GoU 2010a). The US\$ 342.2 billion included GoU and donor funding, of which US\$ 289.4 billion was funded by the GoU.

On an annual basis, the government provides a budget ceiling to each sector, including agriculture. Table 5.1 shows that the annual budget commitments to agriculture have been below the DSIP requirements, although projections average an increase of 10 percent a year, but with the variance widening over time (Column 3, Table 5.1).

TABLE 5.1: PROJECTED AND APPROVED GOVERNMENT OF UGANDA BUDGETS FOR THE AGRICULTURE SECTOR, 2010/11-2013/14

FY	DSIP MTEF (billions of Ugandan shillings)	Annual Approved Budget (billions of Ugandan shillings)	Variance of the Approved Budget from DSIP MTEF Budget (percent)	Share of Agriculture Budget to Total Budget in the NDP MTEF (percent)	Share of Approved Agriculture Budget to Total Approved Budget (percent)	Agriculture Expenditure as Share of Total GoU Expenditure (percent)
	(1)	(2)	(3)=((1)-(2))/(1)	(4)	(5)	(6)
2010/11	289.4	289.4	0.0	6.6	5.1	3.8
2011/12	318.3	318.3	7.4	6.0	4.7	3.7
2012/13	350.2	350.2	12.9	5.3	3.8	3.9
2013/14	385.2	385.2	18.2	4.6	3.3	4.0
Average	335.8	335.8	10.4	5.6	4.2	3.8

Source: Column (1) computed from GoU (2010a); Columns 2, 5, and 6 from GoU and MFPED (2011-2014) and Column 4 from GoU (2010c).

Notes: DSIP = Agriculture Sector Development Strategy and Investment Plan; MTEF = Medium-Term Expenditure Framework; NDP = National Development Plan; GoU = Government of Uganda

As the DSIP document was being completed, the NDP was also nearing finalization (GoU 2010a). The NDP made budget projections (GoU and donor) for the agriculture sector, which were different from those in the DSIP and were declining over the medium term. Column 4 of Table 5.1 indicates that NDP projections of the share of budget allocations to agriculture were to decline from 6.6 percent in FY 2010/11 to 4.6 percent in FY 2013/14. The government never intended to reach the CAADP target of 10 percent of the national annual budget. Nevertheless, it was expected that MAAIF would make a case for a rise in its budget toward the 10 percent CAADP target by demonstrating commitment to efficient and effective spending (GoU 2010a). This does not imply that the government was not committed to agriculture being a primary growth sector in the NDP; rather, it had to weigh the trade-offs between spending in agriculture and in infrastructure (transport and energy) and human resource development (education and health), which it considered necessary investments to remove binding constraints to market access, value addition, and human capital (GoU 2010c).

The share of national expenditure on agriculture has averaged 3.8 percent, which is below the share of the approved sector budget (Column 5) and the budget commitments in the budget NDP (5.4 percent). These target commitments will not be met considering current trends and because the budget allocation to agriculture for FY 2014/15 was only 3.3 percent (GoU 2014c).

5.2. Allocative Efficiency

This section analyzes the sector's allocative efficiency; that is, whether it is allocating public funds to the right things or whether priorities are capable of spurring pro-poor growth (World Bank 2010). Allocative efficiency is analyzed in terms of the economic and functional composition of the expenditure.

TABLE 5.2: ECONOMIC COMPOSITION OF GOVERNMENT OF UGANDA EXPENDITURE IN AGRICULTURE

Year	Recurrent, (billions of Ugandan shillings)	Development (billions of Ugandan shillings)	Total (billions of Ugandan shillings)	Recurrent (percent of total)	Development (percent of total)
2010/11	62.9	218.5	281.4	22.4	77.6
2011/12	67.8	201.9	269.7	25.1	74.9
2012/13	85.0	196.6	271.6	31.3	68.7
2013/14	112.6	219.7	342.3	32.9	67.1
Average	82.1	209.2	291.3	27.9	72.1

Source: GoU MFPED (2011-14).

Table 5.2 indicates that the share of GoU development funding as a share of total agriculture expenditure declined continuously from 78 percent in FY 2010/11 to 67 percent in FY 2013/14, averaging 72 percent. This gives an impression that, despite the decline, the GoU agriculture expenditure is highly oriented toward productive investments or capital accumulation rather than consumptive or recurrent expenditure. There is evidence, however, that most GoU development expenditure goes to recurrent spending such as allowances, workshops and operating costs for project staff.

The following examples illustrate this point.

- An agriculture public expenditure review (World Bank 2010) estimated that between FY 2005/06 and FY 2008/09, capital spending was only 24 percent of the GoU development budget. The rest was recurrent spending.
- An MFPED Briefing Paper (GoU 2011a) estimated that capital expenditure was only 8 percent of GoU development spending in FY 2008/09 and approximately 39 percent in FY 2009/10.
- An MFPED agriculture sector annual monitoring report for FY 2013/14 (GoU 2014a) reported that more than half of NAADS expenditure in local governments was used to pay staff contracts, allowances, coordination costs, and operational expenses. Only an average of 30 percent was spent on technologies for farmers.
- The report of the Parliamentary Committee on Agriculture on the sector's budget for FY 2014/15 noted that NARO spends 72 percent of its annual budget on consumptive items and only 28 percent on investments (Parliament of Uganda 2014).

Another indicator of allocative efficiency in the agriculture sector is performance against set service delivery targets. A MFPED Policy Brief of agriculture sector performance (GoU 2014e) concluded that sector spending was not commensurate with service delivery over the previous five years (Box 1).

Box 1: Agriculture Sector Performance: Are Set Targets for Public Spending and Service Provision Being Met?

Conclusion

The agriculture sector is underperforming in terms of meeting service provision targets, especially for projects funded by the Government of Uganda, despite the fact that 97 percent of budgeted resources are released every year and 99 percent of the released funds are spent. Only 52 percent of the set performance targets for service delivery for the eight sampled programs were met in the last five years. This implies that the sector is unlikely to meet its mission of transforming agriculture. Donor funds have contributed significantly to the achievement of sector targets, especially through infrastructure development.

Recommendations

- i. The Ministry of Agriculture, Animal Industry and Fisheries (MAAIF) and sister agencies should improve budgeting for capital investments, especially in multiyear infrastructure programs;
- ii. The MAAIF should reduce the proportion of funds earmarked to workshops, allowances, and travel relative to development expenses;
- iii. The MAAIF and local governments should initiate procurement processes early; and
- iv. The Ministry of Planning and Economic Development and Ministry of Public Service should strengthen and enforce performance contracts for accounting officers to ensure that agreed activities are implemented on time and targets are met.

Source: GoU (2014e).

Sector budget and expenditure figures are not disaggregated according to the DSIP priorities summarized in Table 1.1, but according to votes (i.e., institutions) and vote functions (i.e., programs, projects, and local government grants). Some vote functions cut across several of the DSIP's four programs. Table 5.3 shows the relative share of the total expenditure per vote and vote function.

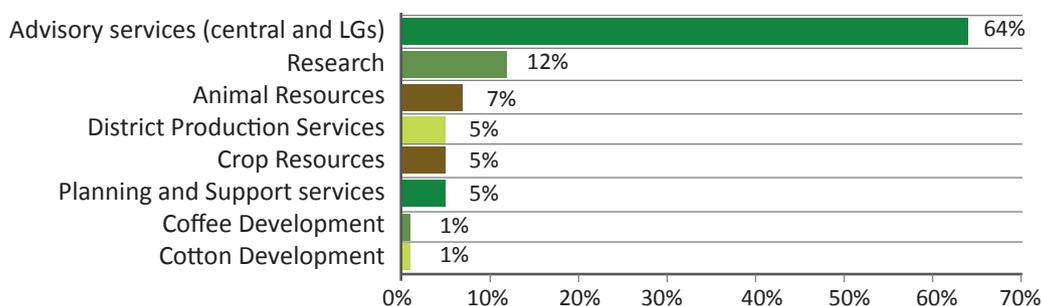
Table 5.3 and Figure 5.1 indicate that the highest expenditure vote functions are for agricultural advisory services (NAADS Secretariat and local government votes), with an average of 63 percent of the sector, followed by agricultural research with 12 percent. On this account, the MAAIF invested in the right priority areas because these types of expenditures yield the highest returns to public agriculture investment in Uganda (Fan, Zhang, and Rao 2004). There are, however, many other core public goods and services, such as water for agricultural production and pest and disease control, that have remained underfunded, and this undermines the potential impact of the investments in research and agricultural advisory services (World Bank 2010).

TABLE 5.3: AGRICULTURE SECTOR VOTES AND VOTE FUNCTIONS WITHIN THE BUDGET OF THE GOVERNMENT OF UGANDA: 2010/11–2014/15, BY PERCENT OF TOTAL GOVERNMENT EXPENDITURE IN AGRICULTURE

Vote	Vote Functions	2010/11	2011/12	2012/13	2013/14
Headquarters of Ministry of Agriculture, Animal Industry and Fisheries	Crops	3.7	5.4	4.2	7.4
	Animal resources	6.5	6.4	6.5	6.7
	Planning, policy, and support services	4.6	4.2	3.5	5.5
	Sub-total	14.8	16.0	14.2	19.6
Dairy Development Authority	Dairy development	-	1.3	1.5	1.3
Kampala Capital City Authority	Urban commercial and production services	-	0.4	0.3	0.4
National Animal Genetic Resource Centre and Databank	Breeding and genetic development	-	-	-	1.4
National Agricultural Research Organization	Agricultural research	14.1	11.0	12.4	9.4
Secretariat of the National Agricultural Advisory Services	Agricultural advisory services	18.3	17.0	15.6	21.0
Uganda Cotton Development Organization	Cotton development	2.0	0.7	1.2	1.0
Uganda Coffee Development Authority	Coffee development	0.3	0.4	1.1	2.3
Sub-total		34.7	29.1	30.3	35.1
Local governments	Agriculture advisory services	47.1	48.7	47.1	38.3
	District production services	3.3	4.4	6.6	5.4
Sub-total		50.4	53.1	53.7	43.7
Uganda Coffee Development Authority		100.0	100.0	100.0	100.0

Source: (GoU, 2011c; GoU, 2012h; GoU, 2013k and GoU, 2014c).

FIGURE 5.1: AVERAGE SHARES OF AGRICULTURE SECTOR EXPENDITURE BY FUNCTION: 2010/11–2013/14



Source: Computed from GoU MFPED (GoU, 2011c; GoU, 2012h; GoU, 2013k and GoU, 2014c).

Note: LG = local government

Local governments deliver the bulk of agricultural services. Their share in agriculture sector expenditure has been declining, from 50 percent in FY 2010/11 to 44 percent in FY 2013/14. Over 90 percent of agriculture sector budgetary resources allocated to local governments goes to advisory services.

5.3. Agricultural Credit Facility

In the NDP, government committed to increase availability of affordable financial credit to farmers to commercialize their farms and to add value to their commodities (GoU 2010c). To mobilize these resources, in 2009, Government and Participating Financial Institutions (PFI), including commercial banks, the Uganda Development Bank, micro deposit-taking institutions, and credit institutions, established an Agricultural Credit Facility (ACF) to extend subsidized loans to agricultural processing and mechanization projects (GoU 2014a). Eligible projects include agroprocessing and any other related agricultural and agroprocessing machinery and equipment; agricultural machinery; and post-harvest handling equipment and storage facilities. The government contributes US\$ 30 billion annually and PFIs match the GoU contribution, thereby creating a pool of annual loanable fund of US\$ 60 billion (GoU 2014). Table 5.3 shows the performance of the Agricultural Credit Facility between FY2009/10 and 2012/13.

TABLE 5.4: PERFORMANCE OF AGRICULTURAL CREDIT FACILITY, 2009/10-2012/13

(billions of Ugandan shillings)

Source of Funding	2009/10	2010/11	2011/12	2012/13	2012/14
Expected GoU funding	30.0	30.0	30.0	30.0	120.0
Actual GoU funding	28.5	12.1	7.5	15.0	63.1
% GoU funded	95	40	25	50	53
Expected PFIs funding	30.0	60.0	30.0	30.0	150.0
Actual PFIs funding	29.5	5.2	20.5	5.5	60.6
% PFIs funded					40
Total expected funding	60.0	90.0	60.0	60.0	270.0
Total actual funding	57.9	17.2	28.0	20.5	123.6
ACF performance (%)	97	19	47	34	46

Source: GoU MFPED (2011-14).

Notes: ACF = Agricultural Credit Facility; GoU = Government of Uganda; PFI = Participating Financial Institutions (commercial banks, Uganda Development Bank, micro deposit-taking institutions, and credit institutions).

In the second year of the ACF, PFIs pledged US\$ 60 billion. By 30 June 2013, the GoU and PFIs were expected to have contributed a total of US\$ 270 billion toward the implementation of the facility. Total funding by the GoU and PFIs, however, amounted to US\$ 123.6 billion, representing 46 percent of the total expected contributions for this period. This was attributed to low disbursement performance by the GoU and PFIs, which stood at 53 percent and 40 percent, respectively. Although the government did not fully remit the committed budgetary allocations, the Bank of Uganda did not run out of funds for onward disbursement to PFIs in respect of eligible borrowers. The slow pace of disbursements was attributed to low absorption caused by failures by beneficiaries to meet the criteria for obtaining loans, which the targeted potential borrowers considered stringent (GoU 2014h).

An MFPED monitoring report (GoU 2014a) reported that US\$ 162.5 billion (or 67 percent of the released funds, including committed funds) had been expended on ACF projects by the end of June 2014 (Table 5.4). Approximately 59 percent had been invested on agroprocessing machinery, 17 percent on farm infrastructure, and 14 percent on the purchase of farm equipment and machinery. Of this total, small- and medium-size enterprises (loans below US\$ 200million) comprised 58 percent.

TABLE 5.5: AGRICULTURAL CREDIT FACILITY EXPENDITURES BY INVESTMENT AREAS, 2009–JUNE 2014

Investment Area	Total Spent (billions of Ugandan shillings)	Share (percent)
Agroprocessing machinery (including for wheat, tea, rice, maize, milk, cotton)	95.7	59
Farm expansion (poultry houses, piggeries, farm structures, and modernization)	27.9	17
Tractors and farm equipment	23.5	14
Irrigation and greenhouse facilities	4.2	3
Other agricultural machinery and activities (such as hatcheries, generators)	4.7	3
Total	162.5	100

Source: GoU (2014a).

5.4. Government Policy, Institutional and Capacity Development Commitments

In the CAADP Compact and NDP, the GoU committed to successfully implementing DSIP programs aimed at promoting long-term economic growth and development to reduce poverty and achieve food and nutrition security. Some specific commitments were in the areas of funding, strengthening planning and M&E, developing value chains, and improving consultation and dialogue. Table 5.5 summarizes the GoU's progress on these commitments and the rating of performance.

TABLE 5.6: KEY GOVERNMENT NONFINANCIAL COMMITMENTS UNDER THE COMPREHENSIVE AFRICA AGRICULTURE DEVELOPMENT PROGRAM COMPACT AND NATIONAL DEVELOPMENT PLAN

Commitment	Progress	Rating
Comprehensive Africa Agriculture Development Program Compact		
Finalize the draft National Agriculture Policy	This was completed in 2012 and was approved by Cabinet in 2013 (GoU, 2013c). It was launched in 2014 and is being disseminated to stakeholders.	 Green
Finalize operational investment plans for the remaining components, and start implementing them in FY 2011/12	The research and advisory services components of the Agriculture Sector Development Strategy and Investment Plan (DSIP) were operationalized shortly after the Plan was launched. Little progress was made for some time until late-2012 when the Government of Uganda (GoU), supported by the donors, formulated "Framework Implementation Plans" to operationalize the remaining components (GoU 2012d). These provided the basis for the Ministry of Agriculture, Animal Industry and Fisheries' (MAAIF) annual work plans and budgets since FY 2013/14. Their implementation is slower than planned (Adupa et al. 2015).	 Amber
Strengthen planning, monitoring and evaluation, and coordination of activities and entities that play a role in DSIP's implementation	The MAAIF structure has not yet been fully implemented and inadequate capacity remains a major challenge (GoU 2014d; Adupa et al. 2015). Capacities in monitoring and evaluation, statistics, policy analysis, and planning have improved with additional staff and training, although more needs to be done (GoU 2014d). Local government capacities in these functions and in general service delivery remain severely limited. Intrasectoral coordination is still weak, as is the MAAIF's coordination with local governments, other ministries, and nonstate actor.	 Amber
Develop strong collaboration and coordination arrangements with key stakeholders through the Agriculture Sector Working Group	Although the Agriculture Sector Working Group is instrumental in aligning sector programs with DSIP priorities and promoting coordination and dialogue, its efficiency is low; its meetings are irregular and information sharing is slow. It is dominated by the MAAIF and donors. Moreover, the Uganda National Farmers' Federation is the only nonstate actor represented. Few other ministries attend.	 Amber
Commitment		
Progress		
Rating		
Agriculture Sector Development Strategy and Investment Plan		
Develop commodity value chains and establish national commodity platforms	In 2011, the GoU adopted a commodity approach to implementing the DSIP. Where appropriate, this approach has been used to align the Framework Implementation Plans (FIP). Thirteen commodity-specific FIPs were among the 23 produced (GoU 2012d). MAAIF budgeting and expenditure are now oriented toward the commodity approach. Three commodities have established or strengthened multistakeholder platforms.	 Amber

Commitment	Progress	Rating
CAADP Roundtable and Business Meeting; National Resistance Movement (ruling political party) Retreat in October 2011		
<p>Government committed to 10 percent growth of the MAAIF budget from 2009/10 to 2014/15. In 2011, the National Resistance Movement committed the GoU to raise MAAIF funding from 4.8 percent in FY 2011/12 to 7 percent in FY 2012/13, and thereafter to 10 percent</p>	<p>Table 5.1 shows that this commitment will not be achieved in the medium term</p>	<p> Red</p>
National Development Plan (NDP)		
<p>Construct five irrigation systems, and construct and develop a phosphate fertilizer industry</p>	<p>Three irrigation schemes (Mubuku, Agoro, and Doho) have been completed and commissioned, and farmers are using them, while the rest (Olweny and Kiige) are at early stages of rehabilitation (GoU 2014d).</p> <p>A Memorandum of Understanding has been signed with a construction company for the fertilizer industry, and funding is being sought (GoU 2014d).</p> <p>Progress has been slow but initial activities are ongoing (e.g., community mobilization, designing irrigation systems, and conducting feasibility studies) and have been included in Vision 2040 (NPA 2014).</p>	<p> Amber</p>
Joint Agriculture Sector Annual Reviews (JASAR)		
<p>The JASARs agree on actions to implement</p>	<p>The JASARs identify issues and recommend actions to implement them, although in most cases, there are so many and some of them are not strategic.</p>	<p> Green</p>

Source: Author

Key:

Green	Commitment has been achieved to a reasonable degree
Amber	Commitment has been partly achieved, although additional attention is required
Red	Commitment has not been achieved

5.5. Financial and Nonfinancial Commitments of Nonstate Actors

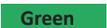
The CAADP Compact and DSIP do not include financial commitments by nonstate actors, apart from recognizing their important contribution to financing and promoting the DSIP. The CAADP Compact, however, has two specific nonfinancial commitments for nonstate actors. Table 5.6 shows the progress made on these commitments.

TABLE 5.7: PROGRESS ON NONSTATE ACTORS’ COMMITMENTS

Commitment	Progress	Rating
Comprehensive Africa Agriculture Development Program Compact		
The private sector, civil society organizations, and farmers’ organizations partner with the GoU to establish enterprises and initiatives that will have measurable impacts	Mobilization of the private sector and the provision of requisite incentives, especially for small and medium enterprises, have been insufficient (Adupa et al. 2015). Nonetheless, several commodity specific public–private partnerships, e.g., oil palm, citrus fruits and tea value chains, have been successful in increasing production and value addition and have linked smallholder farmers to big businesses (GoU 2014d).	 Amber
Nonstate actors actively engage with the Ministry of Agriculture, Animal Industry and Fisheries to dialogue, review, and inform the Government of Uganda in shaping policy through active stakeholder consultations and Agriculture Sector Working Group (ASWG).	There is active dialogue between the Ministry of Agriculture, Animal Industry and Fisheries and nonstate actors in policy formulation and review. This mainly is outside the ASWG, although this could be improved. Currently, apart from Uganda National Farmers’ Federation, no other nonstate actors are represented on the ASWG.	 Amber

Source: Author

Key:

-  **Green** Commitment has been achieved to a reasonable degree
-  **Amber** Commitment has been partly achieved, although additional attention is required
-  **Red** Commitment has not been achieved

Principal actions that should be undertaken to fulfil these commitments by nonstate actors include: (i) improved representation on the ASWG by nonstate actors and taking more active participation in policy formulation, implementation, and monitoring; (ii) MAAIF and nonstate actors should design or update a reference database of nonstate actors engaged in the sector; and (iii) sector nonstate actors should organize themselves into platforms through which they can coordinate their engagement with other actors in the sector.

5.6. Donor Financial and Nonfinancial Commitments

This section focuses on partnerships between the GoU and its official bilateral and multilateral development partners (donors).

5.6.1. Financial Commitments

Donors supplement government funding of the agriculture sector through on-budget (i.e., aid captured in government budgets) and off-budget (i.e., not reflected in government budgets) project aid. The DPG maintains a detailed matrix of projects that it supports in the agriculture sector. The matrix shows budget commitments, excluding disbursements. Although individual donors were requested for data on disbursements through the DPG Chairperson for the purpose of this assessment, only one responded. Whereas reliable on-budget aid data is available in various MFPEP reports in Ugandan shillings, off-budget aid data that was accessed from these reports was incomplete and inconsistent. For this report, therefore, data from the website of the Organisation for Economic Co-operation and Development was used for on-budget and off-budget aid for comparable and complete data on commitments and disbursements (Table 5.7).

TABLE 5.8: COMMITTED AND DISBURSED ON-AND OFF-BUDGET DONOR PROJECT AID TO UGANDA'S AGRICULTURE SECTOR, 2010-2013

Year	On-Budget			On-Budget		
	Amount Committed (millions of US dollars)	Amount Disbursed (millions of US dollars)	Disbursed as Share of Committed (percent)	Amount Committed (millions of US dollars)	Amount Disbursed (millions of US dollars)	Disbursed as Share of Committed (percent)
2010	44.2	45.4	102.7	182.8	26.9	14.7
2011	77.0	59.5	77.3	38.4	43.6	113.5
2012	79.7	90.4	113.4	61.3	44.8	73.1
2013	27.7	113.9	411.2	145.0	52.0	35.9
Average	57.1	77.3	135.3	106.9	41.8	39.1

Source: OECD Statistics (database), <http://stats.oecd.org>.

Table 5.7 indicates that over the period 2010 to 2013, donors committed most of their project support to agriculture through the off-budget funding modality. On average, they committed US\$107 million annually through the off-budget modality compared to US\$57 million through the on-budget modality. Discussions with some members of the DPG and reports indicate that they are as concerned about the MAAIF (and general government) capacities in accounting, procurement, and implementation as they were in 2010 (GoU 2012f). They also prefer nonstate actors as project executing agencies for projects that involve close interaction with target groups, such as poor and vulnerable populations, and for projects that directly aim strengthening nonstate actors. Some donors are institutionally inflexible and prefer to use their own procurement procedures, rules, and implementation modalities (GoU 2012f).

Based on available data, off-budget disbursements are shown to be relatively lower when compared to on-budget disbursements. On average, over 100 percent of on-budget commitments were disbursed during 2010-13 compared to only 39 percent of off-budget commitments. This implies that on-budget funding is more predictable than off-budget funding.

Trends in on-budget commitments and disbursements imply that a large proportion of commitments are not disbursed in the year in which they are committed, but in the following years. This is attributed to (i) inadequate and untimely release of GoU counterpart funds, (ii) low absorption capacity, and (iii) procurement delays caused by complex donor procurement procedures (GoU 2012e).

The main donors in the agriculture sector of Uganda over the period 2010–13 were the United States, World Bank, African Development Bank, European Union institutions, International Fund for Agricultural Development, and Japan. Table 5.8 shows the total commitments and disbursements for 2010–13 for key donors.

TABLE 5.9: TOTAL COMMITMENTS AND DISBURSEMENTS (ON- AND OFF-BUDGET) BY THE TOP TENDONORS TO THE UGANDAN AGRICULTURE SECTOR, 2010–2013

Donor Country or Agency	Commitment (millions of US dollars)	Total Spent (millions of US dollars)	Spent as Share of Commitment (percent)
United States/United States Agency for International Development	144.4	60.6	42
World Bank/International Development Association	118.2	122.3	103
International Fund for Agricultural Development	91.0	n/a	n/a
African Development Bank	63.2	130.6	207
Netherlands	55.1	18.8	34
European Union institutions	48.5	54.8	113
Islamic Development Bank	28.3	n/a	n/a
Japan	23.9	23.7	99
Belgium	17.6	15.6	89
Ireland	12.0	11.8	98

Source: OECD Statistics (database), <http://stats.oecd.org>.

5.6.2. Nonfinancial Commitments

In the CAADP Compact and Business Meetings, donors made two key nonfinancial commitments. Table 5.9 shows the progress on these commitments.

TABLE 6: PROGRESS ON DONOR NONFINANCIAL COMMITMENTS

Commitment	Progress	Rating
Comprehensive Africa Agriculture Development Program Compact		
Development partners scale up their assistance over the next five years	In less than 3 years after signing the CAADP Compact, donors committed more than US\$ 100 million to the sector. The Global Agriculture and Food Security Program (GAFSP) approved US\$ 27.6million in 2013. The number of donors in agriculture increased from 13 in 2009 to 19 by the end of 2013. The sector attracted nontraditional development partners, such as India, China, and South Korea.	 Green
Development partners align their support to Agriculture Sector Development Strategy and Investment Plan (DSIP) priorities and programs	Project aid is the sole funding modality used by sector donors, the bulk of which is off-budget. Many off-budget projects are not reviewed by the Agriculture Sector Working Group. Sector donors have aligned their support to the commodity approach or DSIP thematic areas. For example, the United States is supporting three value chains (coffee, maize, beans); Japan (rice); International Fund for Agricultural Development (IFAD) (oil palm and oilseeds); African Development Bank (rehabilitation/construction of irrigation and community roads infrastructure); GAFSP and the Food and Agriculture Organization of the United Nations (food and nutrition security programs) and World Bank, IFAD, and DANIDA (Agricultural Technology and Agribusiness Advisory Services).	 Amber
Agriculture Sector Development Strategy and Investment Plan		
Donor financing mechanisms move toward Sector Budget Support	Consultations with donors indicated that they remain concerned about the absorption capacity and financial management of the Ministry of Agriculture, Animal Industry and Fisheries. Examples given were that the European Union diverted €15 million from agriculture sector support to an equity fund for private sector development and that the Ministry has not fulfilled the budget support criteria it agreed with donors. It is expected that sector budget support would enhance the predictability of aid flows.	 Red

Source: Author

Key:

-  **Green** Commitment has been achieved to a reasonable degree
-  **Amber** Commitment has been partly achieved, although additional attention is required
-  **Red** Commitment has not been achieved

6. AGRICULTURE SECTOR PERFORMANCE

This section assesses the progress of Uganda’s agriculture sector in achieving the targets or indicators in the NDP, DSIP M&E Framework, and CAADP M&E Framework (GoU 2010a, 2010b, 2010c). These targets and indicators are given at four levels:

- Input indicators—these are efforts to promote agricultural growth. They include processes, policies, and investments. The preceding sections of this report have assessed country performance indicators in processes, policies, and institutions. This section will focus on assessing investment indicators.
- Output indicators—efficient investments should lead to increased agricultural output, improved provision of services in the agriculture sector, and greater coverage and utilization of improved agricultural inputs.
- Outcome indicators—the anticipated changes from provision and utilization of products and services generated are improvements in productivity, competitiveness, and market access.
- Impact indicators—ultimately, CAADP and DSIP should contribute to the national and development goals of growth, poverty, and hunger reduction.

The MAAIF is currently formulating an Agriculture Sector Strategic Plan as a successor to the DSIP, and it has proposed some indicators and targets around which an M&E system will be designed. The NPCA has also prepared a CAADP Results Framework that proposes a set of indicators to guide the monitoring of and reporting on the implementation of the CAADP and Malabo Declaration (NPCA 2015). The data is reported at four levels:

- The baseline year for assessing progress with respect to recent trends or targets is 2008/09. This corresponds to the NDP Results Matrix from which the DSIP draws some of its indicators.
- The end target year is 2014/15, which is the last year for NDP and DSIP implementation.
- The current status year is 2013/14.
- The average is for the years 2010/11–2012/13, in cases where data are reported on a fiscal-year basis, or 2010–2013 where data are reported on a calendar-year basis. These averages may form the baseline for the Agriculture Sector Strategic Plan and Malabo Declaration indicators.

The main challenge was that, for some indicators, data sets were incomplete or were not available to conform to the above timelines.

6.1. Input-Level Indicators

The focus is on two result areas: (i) increased investment in agriculture and (ii) increased capacity for agricultural research and development. The results summarized in Table 6.1 indicate declining trends in public spending in agriculture. Between 2008/09 and 2013/14, the share of total agriculture public expenditure in agriculture gross domestic product and total GDP declined from 3.8 percent to 2.9 percent and from 0.9 percent to 0.6 percent, respectively. Given that agriculture represents approximately 23 percent of GDP, more than 50 percent of exports and 66 percent of employment—and considering the challenges that the sector faces (Table 6.3 and Table 6.4)—these levels of spending are very low and the trends need to be reversed.

TABLE 6.1: INPUT-LEVEL INDICATORS OF INVESTMENTS IN AGRICULTURE

Input Indicator	Baseline 2008/09	Target 2014/15	Current Status 2013/14	Average 2010/11– 2012/13	Data Sources and Remarks
Result Area: Increased public and private investment in agriculture					
Share of agriculture in total expenditure (%)	5.4	4.8	3.2	3.8	GoU 2011-14, www.finance.go.ug, and GoU 2010c. (Public agriculture expenditure = Government of Uganda (GoU) + donor on-budget expenditure).
Share of agriculture public expenditure in agriculture gross domestic product (GDP) (%)	3.8	n/a	2.9	3.2	GoU/Uganda Bureau of Statistics Statistical Abstract (various years)
Share of agriculture public expenditure in total GDP (%)	0.9	n/a	0.6	0.7	GoU/Uganda Bureau of Statistics Statistical Abstract (various years)
Share of agriculture in total official development assistance (ODA) disbursed (%)	8.3 (2009)	n/a	11.3 (2013)	8.8 (2010–2013)	www.stats.oecd.org, accessed on May 12, 2015
New advances to agriculture value chain by regulated commercial banks, credit institutions, and microfinance deposit-taking institutions (billions of Ugandan shillings)	291 (2009)	n/a	837 (2013)	641 (2010–2013)	BOU and PMA, 2011; BOU and MAAIF, 2012; BOU and MAAIF, 2014
Share of new advances to agriculture value chain by regulated commercial banks; credit and microfinance deposit-taking and microfinance deposit-taking institutions in total new lending (%)	9.0 (2009)	n/a	10.9 (2012)	11.0 (2013)	BOU and PMA, 2011; BOU and MAAIF, 2012; BOU and MAAIF, 2014
Share of licensed investments in agriculture in total value of licensed investments (%)	6.4 (2009)	n/a	9.0 (2013)	14.4 (2010–2013)	Uganda Investment Authority (www.ugandainvest.go.ug)
Result Area: Strengthened capacity for research and innovation					
Public expenditure in agricultural research (billions of Ugandan shillings) in constant 2005 prices	57.7 (2008)	n/a	66.2 (2011)	n/a	IFPRI 2014
Share of public expenditure in agricultural research in agriculture GDP (%)	1.3 (2008)	n/a	1.2 (2011)	n/a	IFPRI 2014

Private sector investment in agriculture, as indicated by levels of lending, value of new loans, and value of new licensed projects, indicates an upward trend. In nominal and relative terms, lending to the agriculture value chain by regulated financial institutions (i.e., commercial banks, credit institutions, and microfinance deposit-taking institutions) has been rising. When these new loans to agriculture are disaggregated further, loans for agricultural processing activities accounted for 41 percent, marketing 30 percent, and production 29 percent for the period 2011–13 (BOU and GTZ, various). The share of licensed private-sector investments in agriculture, fisheries, and hunting increased from 6 percent in 2009 to an average of 14 percent in 2010–13. This excludes agricultural processing and marketing projects.

The most recent data available on public agricultural research spending (defined by IFPRI 2014, to include spending by NARO, UCDA, National Environment Management Authority, five faculties of Makerere University and a forestry college) are not available. Nevertheless, total spending on agricultural research and development grew by 15 percent during 2008–11, mainly stemming from increased government spending through the NARO, Uganda’s main agricultural research agency.

6.2. Output-Level Indicators

Good processes and policies lead to efficient investment interventions which, in turn, lead to improved provision, coverage, and utilization of products and services in the sector. Table 6.2 reports on indicators of provision, coverage, and utilization of these services and factors of agricultural production. The result areas considered here are improved agricultural research and development; increased availability and use of water management systems; improved technology adoption; improved use of markets; and sector human, institutional, and financial capacity.

TABLE 6.2: OUTPUT INDICATORS ON PROVISION, COVERAGE, AND UTILIZATION OF AGRICULTURAL SERVICES

Output Indicator	Baseline 2008/09	Target 2014/15	Current Status 2013/14	Average 2010/11– 2012/13	Data Sources and Remarks
Result Area: Improved agricultural research and technology development					
Seed varieties released (%)	18 (2010)	n/a	23 (2013)	24 (2010–2013)	GoU 2010–2013; GoU 2014d
New seed varieties submitted to National Variety Release Committee	29	n/a	25	29	GoU 2010–2013; GoU 2014d
Technological innovations generated for dissemination (%)	76 (2010/11)	n/a	80	85	GoU 2010–2013; GoU 2014d
Result Area: Increased use of water management systems					
Agricultural land area under irrigation (%)	3.6 (2010)	5.5	5.0	n/a	GoU 2010–2013; GoU 2014d
Water for agricultural production infra-structures rehabilitated and built (%)	0	5	3	3	GoU 2010–2013; GoU 2014d

Output Indicator	Baseline 2008/09	Target 2014/15	Current Status 2013/14	Average 2010/11– 2012/13	Data Sources and Remarks
Result Area: Improved technology adoption					
Agricultural land area under improved seeds (%)	n/a	20	n/a	13	GoU 2012d
Amount of inorganic fertilizers used (kilogram/hectare)	1.0	n/a	n/a	n/a	GoU 2012d
Result Area: Increased utilization of markets					
Share of agricultural production that is marketed, monetary gross domestic product (GDP) as percentage of total agriculture GDP	58.6	59.3	59.6	60.0	Uganda Bureau of Statistics Statistical Abstract (various years)
Result Area: Improved capacity of Ministry of Agriculture, Animal Industry and Fisheries (MAAIF) and its agencies and local governments					
Share of filled positions in the approved structure of MAAIF headquarters (%)	n/a	71.5	48.5	n/a	GoU 2012a, 2014d
Share of filled positions in recommended number of extension workers at subcounty level (% and #)	n/a	100 (7,248)	14 (1,000)	n/a	Unpublished MAAIF internal report "Implementation Modalities on Cabinet Decisions on Agricultural Extension Reforms in Uganda."
Share of filled positions of scientists in National Agricultural Research Organisation in total established positions for scientists (%)	87	100 (=268)	90	91	GoU 2011-14
Recurrent expenditure as share of total agriculture expenditure (%)	18.6	17.9	19.3	21.4	GoU 2011-14 www.finance.go.ug

Agricultural research and technology development indicators indicate an active national research system in terms of seed and overall technology generation. This, however, does not appear to be translating into higher agricultural technology adoption rates.

6.3. Outcome-Level Indicators

The result areas assessed are increased agricultural production and productivity, food supply, and trade.

TABLE 6.3: OUTCOME INDICATORS OF AGRICULTURAL OUTPUT AND TRADE PERFORMANCE IN UGANDA

Output Indicator	Baseline 2008/09	Target 2014/15	Current Status 2013/14	Average 2010/11– 2012/13	Data Sources and Remarks
Result Area: Increased agricultural production					
Agricultural output growth (%)	2.9	5.7	1.5	1.1	Uganda Bureau of Statistics (UBOS) Statistical Abstract 2013 for annual growth rates; GoU 2010c for targets
Cash crops (%)	29	n/a	25	29	
Food crops (%)	2.6	4.8	1.9	-0.3	
Livestock (%)	3.0	5.5	3.3	3.1	
Fishing (%)	-7.0	7.1	-5.1	2.1	
Forestry (%)	6.0	6.0	2.2	2.7	
Output for selected strategic commodities					
Coffee ('000 metric tons (MT))	219 (2008)	270 (2018)	233 (2013)	194 (2010–2013)	UBOS Statistical Abstract 2013 for outputs
Tea ('000 MT)	46 (2008)	100 (2018)	60 (2013)	55 (2010–2013)	
Cotton ('000 MT)	n/a	n/a	19 (2013)	25 (2010–2013)	
Milk (millions of liters)	1,337 (2008)	2,000 (2015)	1,934 (2013)	1,740 (2010–2013)	
Maize ('000 MT)	2,362	3,500 (2018)	2,750 (2013)	2,600 (2010–2013)	
Rice ('000 MT)	191	680 (2018)	214 (2013)	220 (2010–2013)	
Result Area: Increased food supply					
Food production per capita(kilogram/capita)	455 (2008)	n/a	410 (2013)	430 (2010–2013)	UBOS Statistical Abstract 2013 (for production of major crops and mid-year population estimates data)
Result Area: Increased agricultural trade					
Value of total agricultural exports ('000 U.S. dollars)	962,400 (2008)	n/a	1,370,000 (2013)	430 (2010–2013)	GoU 2014c; UBOS Statistical Abstract 2013, 2014 (formal trade data organized using Standard International Trade Classification)
Value of agricultural imports to value of agricultural exports ratio	0.4 (2008)	n/a	0.4 (2013)	0.5 (2010–2013)	
Food import-export ratio	0.5 (2008)	n/a	0.4 (2013)	0.5 (2010–2013)	

The performance of the agriculture sector in terms of overall and subsector growth has been far below target, mainly because of Uganda’s heavy dependence on rainfall and dominance of a few agricultural products. For example, coffee contributes more than 60 percent of the cash crop total value added, and matooke (cooking banana) dominates the food crops subsector (GoU 2012a, 2014c). Consequently, in years when these crops perform poorly, overall production in the sector is adversely affected. The recent improvement in the growth of the agriculture sector is attributed mainly to the strong performance of the coffee subsector.

Trends in farm-level yields are not available and when they are, they are often inconsistent. Nevertheless, crop yields are clearly very low (GoU 2010a; GoU 2012d). Yields data in the Uganda Census of Agriculture in 2008/09 indicate that average farm-level crop yields are less than 50 percent of the potential crop yields attained at the country’s research stations.

TABLE 6.4: COMPARISON OF AVERAGE CROP YIELDS ON FARM AND AT NATIONAL RESEARCH STATIONS
(kilogram/hectare)

Yield (kg/ha)	Maize	Beans	Rice	Cassava
Farm level	2,300	1,500	2,500	3,300
Potential	5,000	3,500	4,500	8,000

Source: GoU (2010e); GoU (2012d)

The effect of low yields, coupled with high population growth (3.2percent a year), is reflected in the declining food production per capita (Table 6.3). The production of specific commodities and the value of total agricultural exports indicate rising trends. Uganda has had a favorable trade balance in agricultural products and food, with the country having low average food import-to-export ratios.

6.4. Impact-Level Indicators

When agricultural growth targets are attained, the expectation is that Uganda will have better performance in terms of wealth creation and food and nutrition security. Performance in these areas is summarized in Table 6.5.

Uganda has made progress on the wealth creation indicators of poverty incidence (as measured by reduction in the population living below the poverty line), standards of living (as measured by reduction in poverty gap), and income (as measured by size and growth of real GDP per capita). The modest shift of the economy from agriculture (as measured by changes in agriculture share in GDP) did not happen as targeted.

The trend in the nutritional status of children less than five years of age (measured by underweight) shows an improvement, and Uganda is on track to meet the hunger-reduction Millennium Development Goal target of 10 percent (GoU 2013b). The share of food in total household expenditure has remained constant, despite an increase in per capita incomes. The Global Hunger Index, which is an aggregate measure that reflects multidimensional causes and manifestations of hunger, shows that Uganda currently has a serious hunger problem, although it has been improving (von Grebmer et al. 2014).

TABLE 6.5: PROGRESS IN UGANDA ON IMPACT LEVEL INDICATORS FOR AGRICULTURAL DEVELOPMENT

Impact Indicator	Baseline 2008/09	Target 2014/15	Current Status 2013/14	Average 2010/11– 2012/13	Data Sources and Remarks
Result Area: Wealth creation					
Share of agriculture in total gross domestic product (%)	21.4	22.2	1.5	23.0	Uganda Bureau of Statistics (UBOS) Statistical Abstract (various) GoU 2010c for target
Real GDP per capita (U.S. dollars)	837	650	25	564	UBOS Statistical Abstract (various) GoU 2010c for target
Real GDP per capita growth rate	no data	1.1	1.9	1.4	UBOS Statistical Abstract (various)
Population with income less than national the poverty level (%)	28.0	19.7 (2012/13)	3.3	no data	GoU 2010cfor baseline; GoU 2013b for target; GoU 2013i for current level
Poverty gap ratio	no data	5.2 (2012/13)	–5.1	no data	GoU 2013i
Result Area: Food and nutrition security					
Prevalence of underweight in children under five years of age (%)	16 (2006)	10	14 (2011)	no data	GoU 2013b for target; GoU 2012g for current status
Share of food in total household expenditure (%)	45 (2009/10)	no data	46 (2012/13)	no data	GoU 2013h
Global Hunger Index	18.4 (2003–2007)	no data	17.0 (2012/13)	no data	von Grebmer et al. 2014

6.5. Enabling Environment

An enabling environment is important for setting the right incentives to unleash the full potential of the private sector in the agriculture value chain. The CAADP M&E Framework (ReSAKSS 2010) identified three result areas with indicators for monitoring the enabling environment: (i) political and economic governance, (ii) policies for private-sector development and, (iii) macroeconomic management. Table 6.6 indicates the progress on the indicators.

The perception of the population on the GoU’s effectiveness was ranked as fair to good since the 2008/09 baseline, implying that there is still room for GoU to improve its policy formulation and implementation, along with its commitment to these policies. In terms of private sector development, Uganda recorded a significant decline in the Ease of Doing Business survey ranking in 2013, compared with its 2008 ranking (World Bank 2013). All of the following indicators in the index declined: starting a business, getting electricity, obtaining access to credit, dealing with construction permits, trading across borders, developing legal and regulatory frameworks, gaining access to business finance, and addressing infrastructure deficiencies.

The GoU has made progress in economic governance and management and in promoting sound economic management policies. This progress has enabled Uganda’s economy to register declining levels of inflation and achieve a modest increase in domestic revenue.

TABLE 6.6: PROGRESS IN UGANDA ON THE ENABLING ENVIRONMENT FOR AGRICULTURAL DEVELOPMENT

Enabling Environment Indicators	Baseline 2008/09	Target 2014/15	Current Status 2013/14	Average 2010/11–2012/13	Data Sources and Remarks
Result Area: Political and economic governance					
Perception of the population on government effectiveness, index score	-0.57 (2008)	no data	-0.58 (2013)	-0.54 (2010–2013)	World Bank 2014. This measure ranges between -2.5 (worst) and +2.5 (best).
Result Area: Private sector development					
Ease of doing business rank globally	112 out of 183	no data	132 out of 189	no data	GoU 2013k, GoU 2014c
Percentage of total value of commercial loans for agriculture value chains	6.9 (2008)	no data	8.0 (2013)	7.1 (2010–2013)	Bank of Uganda (www.bou.or.ug) Data represent average share of annual outstanding commercial bank loans
Result Area: Macroeconomic management					
Inflation rate (%)	14.1	5.0	6.7	11.9	Uganda Bureau of Statistics Statistical Abstract, various
Ratio of domestic revenue to gross domestic product	12.6	no data	13.3	14.3	GoU 2010c

A MAAIF report (GoU 2012d) identified the components of the enabling environment as:

- Developing agricultural and food policies to provide guidance to sector stakeholders;
- Strengthening policy implementation through reviewing policies where necessary, improving service delivery, and enforcing regulations;
- Creating an incentive system for private and public actors to undertake actions that lead to productive interaction among the private actors on the one hand and promote private-public sector partnerships on the other;
- Clearly clarifying the roles of government and the private sector; and
- Strengthening markets.

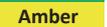
Table 6.7 rates these components of the enabling environment, based on information from stakeholder consultations and the recent DSIP review (Adupa et al. 2015).

TABLE 6.7: SUMMARY OF THE PROGRESS IN CREATING AN ENABLING ENVIRONMENT

Component	Current Status	Rating
Developing agricultural and food policies	DSIP identified policies and laws that needed to be reviewed and harmonized in order to clarify and simplify the policy and regulatory environment. Many policies and legislation, however, remain in draft form at the levels of Parliament, Cabinet, and the Ministry of Agriculture, Animal Industry and Fisheries (MAAIF) (Annex Table A.4), including those policies and laws approved and spent a long time. The 2012 JAR was concerned by the slow pace at which bills are prepared, discussed, and passed into law.	 Amber
Strengthening policy implementation	Adupa et al. 2015 show slow progress and a considerable implementation shortfall in DSIP implementation. The capacity of the MAAIF is supposed to monitor policy implementation and enforce various subsector policies and regulations. While it is improving, it remains weak, especially in terms of local governments where programs are implemented. Intra- and intersectoral coordination is also weak. The MAAIF does not have the necessary financial resources to finance the DSIP.	 Amber
Clarifying roles between government and the private sector	The DSIP recognizes the private sector and civil society as strategic partners for government. The Framework Implementation Plans address the roles of various actors in the agriculture sector and provide the various forums for their interaction (e.g., Agriculture Sector Working Group (ASWG), commodity platforms).	 Green
Creating an incentive system for public-private partnerships	The DSIP outlined several areas of strategic partnership between the private sector and government. These include policy formulation, financing, regulation, research, and farmers' access to inputs and equipment. The private sector has had the opportunity to participate formally and informally in these areas, including the Presidential Investors Round Table. The DSIP review concluded that the capacity of private sector actors is still low. Some of the weaknesses are due to the government's failure to include them in relevant structures (e.g., ASWG) and its inability to provide the necessary infrastructure and services (e.g., research, extension, regulation). There was some progress in financing of private enterprises through public private partnerships in the National Agricultural Research Organisation, National Agricultural Advisory Services, and specific commodities (e.g., oil palm, sunflower, and citrus).	 Green
Strengthening markets	The DSIP outlines several interventions to promote a market-oriented value chain approach. These include promoting collective marketing, establishing and strengthening commodity platforms, building farmers' capacity, and building a market infrastructure. Some progress has been made, including promoting regional trade, constructing market infrastructure, and promoting a collective marketing and warehouse receipts system. The DSIP review noted, however, that many challenges persist, including poor markets and marketing infrastructure, weak farmers' groups and institutions, poor market information flow, and strong mistrust between government and farmers toward buyers.	 Amber

Source: Author

Key:

-  Green Commitment has been achieved to a reasonable degree
-  Amber Commitment has been partly achieved, although additional attention is required
-  Red Commitment has not been achieved

7. CONCLUSIONS AND RECOMMENDATIONS

7.1. Sector Performance

The DSIP and CAADP Compact demonstrated the commitment of the Government, its donors, and nonstate actor partners in the sector to an agriculture-led economic and social transformation in Uganda. Agriculture is also recognized as a primary growth sector in all national policy frameworks (e.g., Vision 2040 and the NDP).

The performance of the sector has been mixed. Several enabling policies and legislation have been drafted to operationalize the DSIP. Some of them have been adopted by government, but most remain in draft form at the MAAIF, Cabinet, or Parliament level. The DSIP defined the levels of human capacities and institutional arrangements for DSIP implementation. MAAIF has carried out actions to improve institutional capacity for policy formulation, planning, implementation, and M&E by filling some key positions in the organizational structure and it has invested in skills development capacities. Nevertheless, additional efforts are essential, in particular, at the local government level where program activities are implemented and there is need for capacity building.

The ASWG was established as a coordination mechanism between the MAAIF, other ministries, nonstate actors in the sector, and donors. Current membership, however, is not inclusive of all stakeholders; it meets only occasionally, and information sharing among members is poor. It was expected that the MAAIF would exercise more oversight over its agencies, but this remains a challenge. Most of the agencies were established by Acts of Parliament, have their own Boards, and are self-accounting.

Overall sector and subsector growth has been sluggish. Some of the contributing factors include heavy dependence on rainfed agriculture, low yields, low funding, low use of improved inputs, and dependence of sector growth on a few agricultural products.

Attainment of government financial commitments to DSIP implementation in terms of level and efficiency remains low. The share of the national budget to agriculture remains lower than targets set in the DSIP and NDP, which were already far below the CAADP target, and has been declining. Efficiency of sector expenditure is low, with consumption expenditure exceeding capital expenditure. Nonetheless, government allocates to the sector an average of 90 percent of the DSIP MTEF budget, which can be considered good performance on its commitment. It is important to reverse the trend of low funding to agriculture so as to address the challenges that the sector faces. The DSIP has attracted greater donor support in terms of commitments and number of donors. While they had increased funding, they still execute their support mainly through an off-budget project aid modality, which is less predictable than on-budget aid. The GoU and donors had committed to move toward sector budget support. Despite this, the MAAIF has been making efforts to qualify for direct budget support; so far, it has been unable to meet the qualifying criteria for this aid disbursement mechanism due to donor concerns about financial management capacities across the government, in general, and in the MAAIF in particular.

Uganda has made progress on several outcome and impact level indicators, including overall standards of living, poverty reduction, nutrition, and economic governance and management. Nevertheless, the country still faces a serious hunger problem, although it has been improving.

7.2. Required Actions for Improvement in Sector Performance

While significant progress has been made in terms of policy formulation, implementation of sector policies and plans, and achievement of agriculture sector objectives, there remain a number of constraints that should be addressed. Actions required are as follows:

- Increase productivity through enhanced availability and use of improved inputs, irrigation, among others;
- Allocate more funding to the sector by the government, while the MAAIF improve its budget allocative efficiency and effectiveness, as well as its financial management.
- Manage, gradually, the human capacity limitations at all levels of government in the sector that are currently limiting DSIP implementation by increasing the number of personnel and through capacity building.
- The MAAIF to swiftly finalize the policies and legislation that remain in draft form, as well as the MAAIF political leadership to lobby Cabinet or Parliament to expedite these policies and laws, thus improving the environment for private sector investment in agricultural value chains.
- Stakeholders on the ASWG to organize themselves and participate effectively and meaningfully in ASWG activities.
- Strengthen sector M&E systems to comprehensively report on all initiatives, and support knowledge and its dissemination to promote evidence-based decision making in line with CAADP principles.

7.3. Synthesis of Findings on the Quality of the Joint Sector Review Process

CAADP's guiding principles require planning, implementation, and review processes to be inclusive, participatory, and based on evidence. The following observations were made regarding the quality of the JSR process.

- The MAAIF has effectively mobilized key actors to participate in reviews of draft sector reviews, which have been prepared largely by the MAAIF. There has been some participation by nonstate actors, but this participation should be expanded.
- There is a shared mutual accountability system, whereby government and donors work together toward implementation of strategic objectives that have been agreed. The involvement of nonstate actors in the mutual accountability framework continues to be weak and requires strengthening to enhance the quality of the process.
- The government has committed resources and deployed officials to engage in the JSR process. It organizes an annual platform to assess the performance of the sector. The assessment, however, is not as inclusive as it should be, since it focuses on MAAIF performance rather than on that of all sector actors.

7.4. Actions to Improve the Joint Agriculture Sector Annual Review Process

Annex Table A.2 recommends actions and timelines for improving the JASAR process. The following is a summary of the recommendations:

- Enhance the representation of nonstate actors within core JASAR teams. The MAAIF should invite umbrella bodies for nonstate actors to nominate their representatives for the ASWG. The MAAIF should appoint Desk Officers to improve linkages between CSOs, private sector firms, and farmers' organizations.
- Strengthen the capacity of JASAR technical teams, such as the JASAR Secretariat and TWG, for better leadership and management of the JASAR process.
- Undertake technical studies, including public expenditure review, impact assessments, civil society score cards, private sector score cards, and donor reviews to inform and strengthen the JASAR process, thereby improving DSIP planning and implementation. This would increase the quality of the JASARs and extend the analysis beyond the MAAIF and beyond the current focus on input and output indicators.
- Design and implement an M&E system for the Agriculture Sector Strategic Plan, building on the NDP and CAADP Results Frameworks to monitor and evaluate sector performance. The focus should be on strengthening the coordination of the existing sector and partners' M&E systems so that they contribute to JASAR processes in the sector.
- The MAAIF should organize regional review workshops prior to the national level review in order to increase the participation of farmers and local governments in the JASAR. This will require the MAAIF to provide adequate funding for the expanded JASAR process.
- The ASWG should ensure that the actors responsible for implementing those actions agreed by the JASAR prepare an action plan to implement and regularly monitor them.
- Improve the quality of agriculture statistics.
- JASAR sessions should be chaired by neutral but influential stakeholders, rather than by MAAIF ministers and directors.
- Mobilize technical and financial resources for JASAR from all actors, including nonstate actors.
- The practice of field visits should continue, as it provides opportunities to observe various issues relevant to agriculture, as well as to learn valuable lessons. The visits should be well planned, inclusive, and given adequate time.

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ANNEXES

ANNEX TABLE A.1: LIST OF STAKEHOLDERS CONSULTED

NAME	INSTITUTION
1. Khaukha Robert	Ministry of Agriculture, Animal Industry and Fisheries
2. Muteo Rebecca	Uganda National Farmers' Federation, Jinja District
3. Lubega Ben	Mityana District Farmers' Association
4. Serunjogi Sarah	Luwero Distinct Farmers' Association
5. Kakuba Tom	Ministry of Agriculture, Animal Industry and Fisheries
6. Mugarura Samuel	FEWS NET
7. Najjuma Irene	Uganda Cooperative Alliance
8. Rimweaje Watter	National Association of Women of Uganda
9. Illa Sanjeev	Grow More Seed Co Ltd.
10. Mugisha Richard	AgriProFocus Uganda
11. Kintu James	World Vision Uganda
12. Katabaazi Patrick	Civil Society Budget Advocacy Group (CSBAG)
13. Asiiimwe George	Nonstate Actors Coalition
14. Mugambe Bridget	Alliance for Food Sovereignty in Africa
15. Kirabo Agnes	Food Rights Alliance
16. Kalule Peter Claver	ActionAid Uganda
17. Owaro Johnson	Office of the Prime Minister
18. Bukenya Christopher	National Agricultural Advisory Services
19. Tanyima Edward	Ministry of Agriculture, Animal Industry and Fisheries
20. Ssentongo Mukisa Peter	Private sector
21. Kimbowa Emmanuel	Ministry of Agriculture, Animal Industry and Fisheries
22. Kasirye Martin	Ministry of Agriculture, Animal Industry and Fisheries

NAME	INSTITUTION
23. Dothi William	Common Market for Eastern and Southern Africa
24. Okuku Richard	Uganda Local Government Association
25. Byaruhanga Josephat	Embassy of the Netherlands
26. Vuzzi Azza Victor	Danish International Development Agency
27. Kabuleta Richard	Vegetable Oil Development Project
28. Wanyama Joshua	Makerere University
29. Birantana John C	Ministry of Agriculture, Animal Industry and Fisheries
30. Shinyenkwa Isaac	Economic Policy Research Centre
31. Bageya J Angulo	Local Government Finance Committee
32. Seruyange Patrick	European Union Delegation in Uganda
33. Nyeko Joyce	Ministry of Agriculture, Animal Industry and Fisheries
34. Kashaija Imelda N.	National Agriculture Research Organisation
35. Wadulo Jeff G.	Civil Society Budget Advocacy Group
36. Iyamulemye Niyibigira Emmanuel	Office of the Prime Minister
37. Twine Hope Rebecca	Dairy Development Authority
38. Nahurira Colline	Cotton Development Organization
39. Adupa Larry	Independent Consultant
40. Byantwale Stephen	Ministry of Agriculture, Animal Industry and Fisheries
41. Sekitoleko Victoria	Uganda Agribusiness Alliance
42. Katende Edward	Uganda Agribusiness Alliance
43. Fowler Martin	United States Agency for International Development
44. Mbalangu Gonzaga	Food Rights Alliance
45. 9. Wamibu Michael	Ministry of Trade, Industry and Cooperatives
46. 10. Mulengani Moses	Ministry of Works and Transport
47. Mwendya Augustine	Uganda National Farmers' Federation

NAME	INSTITUTION
48. Kabasinguzi Sarah K	Private Sector Foundation Uganda
49. Aguti Betty Rose	CARITAS Uganda
50. Sunday Godfrey	Ministry of Agriculture, Animal Industry and Fisheries
51. Gimei Allan Wassa	Ministry of Finance, Planning and Economic Development
52. Namubiru Mariam	Ministry of Education and Sports
53. Namaloba Beatrice	Ministry of Agriculture, Animal Industry and Fisheries
54. Kaweesi James	Ministry of Water and Environment
55. Tukwasibwe Nicholas	Ministry of Trade, Industry and Cooperative
56. Nakuya Leticia	Ministry of Agriculture, Animal Industry and Fisheries
57. Mugabi Crispus	Ministry of Finance, Planning and Economic Development
58. Mwesigye Johnson	Ministry of Water and Environment
59. Mzana Ritah	Ministry of Water and Environment
60. Nsereko Simon Peter	Ministry of Agriculture, Animal Industry and Fisheries
61. Olweny Charles M	Action Aid Uganda
62. Obua Florence	ActionAid Uganda
63. Owach, Charles	Food and Agriculture Organization of the United Nations, Uganda

ANNEX TABLE A.2: ACTION PLAN FOR STRENGTHENING MUTUAL ACCOUNTABILITY THROUGH THE JOINT AGRICULTURE SECTOR ANNUAL REVIEW PROCESS

N°	JSR Building Blocks	Purpose/Tasks: Best Practices	Current Practice and How It Differs from Best Practice	Actions Needed to Achieve Best Practice	Responsible	Time Frame
1	Set up a Joint Sector Review (JSR) Steering Committee (SC)	Provides strategic direction for the operation of the JSR. Usually chaired by the Ministry of Agriculture, Animal Industries and Fisheries (MAAIF) and includes, as members, leading donors and three to four representatives of other key stakeholder groups.	The Agriculture Sector Working Group (ASWG), chaired by Permanent Secretary (PS) of MAAIF, is the Joint Agricultural Sector Annual Review (JASAR) SC. The MAAIF, some ministries and donors, and the Uganda National Farmers' Federation (UNFFE) are included. Civil society organizations (CSO) and the private sector are currently not, contrary to DSIP and CAADP Compact commitment.	The MAAIF should invite umbrella bodies for CSOs and the private sector to nominate their representatives to take up their positions on the ASWG.	PS MAAIF, Assistant Commissioner M&E, MAAIF, NGO Forum, Private Sector Foundation Uganda (PSFU), Uganda National Chamber of Commerce and Industry	August 2015
2	Establish a JSR Secretariat	JSR Secretariat coordinates activities and operations of the JSR and SC. It can be made up of core staff from the Agriculture Planning and Development (APD) department of MAAIF	The current practice is similar to best practice. A JASAR Secretariat with a coordination mandate is already established in the MAAIF APD. It works through a Technical Working Group (TWG).	The MAAIF should request umbrella bodies for CSOs, the private sector, farmers' organizations, and local governments to nominate representatives to the TWG so that planning for JASAR is inclusive.	PS MAAIF, UNFFE, NGO Forum, PSFU, Uganda Local Governments Association, development partners	Every year and beginning with 2015 JASAR
3	Develop terms of reference (ToR) for the JSR	ToR that lays out JSR objectives; roles of SC, Secretariat, state and nonstate actors; operating principles, structure, and frequency of JSR meetings; follow up and implementation of actions; among others. ToR may also need to be developed for consultants hired to conduct JSR studies	APD drafts ToR for JASAR and facilitates which the ASWG approves. JASAR ToRs are comprehensive although, in practice, the review is dominated by MAAIF output performance. Some areas (e.g., public expenditure, outcome and impact performance, development partners' performance, and nonstate actors' performance) are not reviewed in detail. The MAAIF also invites selected institutions to make presentations on topical issues	JASAR ToR should prioritize key areas, using the CAADP Mutual Accountability Framework and CAADP Results Framework. As was recommended by the ASWG in 2011, independent analytical papers should inform the JASAR, in addition to invited papers. Reviews should also involve detailed review of performance of development partners and nonstate actors in meeting their commitments	APD, ASWG, development partners, nonstate actors	Every year and beginning with 2015 JASAR

N°	JSR Building Blocks	Purpose/Tasks: Best Practices	Current Practice and How It Differs from Best Practice	Actions Needed to Achieve Best Practice	Responsible	Time Frame
4	Mobilize resources	Mobilize resources (human and financial) to support JSR operations	JASAR is funded by MAAIF and donors. MAAIF funding has been inadequate; donor funding is often tied to specific budget items. The human resource is adequate	The MAAIF should mainstream JASAR in the Medium-Term Expenditure Framework (Adopt national monitoring and evaluation (M&E) guidelines on funding). The MAAIF should also involve CSOs, the private sector, and farmers' organizations in the entire process of planning, execution, and funding of the JASAR through the ASWG and TWG.	PS MAAIF, development partners, private sector	Commencing with 2015 JASAR
5	Secretariat should invite a broad and inclusive group of state and nonstate actors and stakeholders to participate in the JSR with clear objectives, expected outcomes, and roles for different actors	JSR allows a broad group of state and nonstate actors to influence sector policies and priorities by assessing how well they have implemented commitments stipulated in the CAADP Compact, DSIP, and related cooperation agreements.	CSOs and private sector are currently on the periphery in the JASAR process. Consultations show that current JASAR workshops do not represent interests of farmers and lower local governments because there are no mechanisms to capture their views.	MAAIF should involve nonstate actors in the JASAR planning, co-financing and implementation (e.g., field visits, workshops). The MAAIF should also set up Desks (appoint Desk Officers) to improve linkages between CSOs, the private sector, and farmers' organizations. To avoid having too many people in one workshop, which affects the quality of discussions, the MAAIF should organize two to three regional workshops that culminate in a national level review. Details of how to proceed will require evaluation of various options to ensure cost effectiveness.	PS MAAIF	Every year beginning with 2015 JASAR; every year beginning with 2016 JASAR

N°	JSR Building Blocks	Purpose/Tasks: Best Practices	Current Practice and How It Differs from Best Practice	Actions Needed to Achieve Best Practice	Responsible	Time Frame
6	Assess existing agriculture policy dialogue and review processes, along with data quality and analytical capacities	Assess existing agriculture policy dialogue and review processes, data quality, and analytical capacities and tools and networks, as well as existing knowledge systems, which are key to identifying gaps and establishing ways to fill gaps and enhance capacities, tools, and processes through the JSR.	<p>The ASWG is the main forum for dialogue and monitoring of policy implementation. It is currently not representative of all sector stakeholders, however, and meets less frequently. Information sharing and communication among the members and sector actors remains weak.</p> <p>While MAAIF input and output data are considered to be of good quality, most available survey data is not up to date and does not capture required outcome and impact indicators. Capacity of the M&E Division (staffing, analytical capacity) is limited</p>	<p>The MAAIF should strengthen technical, institutional, and organizational capacity for planning, M&E, and statistics, at the center and in local governments. This would include use of ICT tools for data and knowledge management and working with the Uganda Bureau of Statistics and local governments to build the capacity of District Planners to collect agricultural data. There is room for enhancing JASAR through learning from the experiences of other sectors such as transport, health, and water. Nonstate actors should strategically organize policy dialogues and present independent position papers (e.g., during the budgeting process). MAAIF should strengthen research and academia linkages and its communication and engagement strategies with all sector actors.</p>	MAAIF and other sector actors (including development partners)	Continuous
7	Commission JSR studies	Consultants may need to be hired and supervised by the SC to conduct JSR studies. Consultants may come from think tanks, universities, or private companies, and should work closely with staff from the Agricultural Planning Unit, and the JSR SC and Secretariat.	The JASAR focuses on output performance of the MAAIF against its annual plans and budgets. JSR SC does not undertake any other JSR-related studies.	<p>There are many good studies in the sector which are done annually by research and academic institutions (e.g., Economic Policy Research Centre, International Food Policy Research Institute, universities), civil society, Private Sector Foundation Uganda (PSFU), World Bank, among others. Initially, the JSR SC and Secretariat can review the relevant studies and, where necessary, commission others.</p>	PS MAAIF	<p>Every year beginning with 2015 JASAR;</p> <p>every year beginning with 2016 JASAR</p>

N°	JSR Building Blocks	Purpose/Tasks: Best Practices	Current Practice and How It Differs from Best Practice	Actions Needed to Achieve Best Practice	Responsible	Time Frame
8	Establish a JSR Review Team	Team made up of a multistakeholder group with technical expertise to review and comment on various JSR studies and reports, and to ensure outputs of reviews are implemented.	The JSR Secretariat and TWGs are largely comprised of MAAIF staff, with limited multistakeholder involvement. They review performance reports of the MAAIF and its agencies. Solicited papers are not reviewed in advance of the JSAR workshop.	JASAR agenda should be structured to accommodate these studies. The Uganda SAKSS Node is being revived in the MAAIF and can provide such a network as envisaged in the best practice. As already recommended, TWGs should include nonstate actors. The Uganda SAKSS Node network, which is being revived, should support the JSR Secretariat and TWG to identify existing relevant studies and review them or commission others as an input in the JASAR.	MAAIF	Continuous. Team composition can change, based on the special studies carried out
9	Prepare a JSR report	To be an effective mutual accountability process, the JSR Report should be grounded in high quality data and analysis, as well as transparency and inclusive stakeholder participation.	There are no special studies done for the JASAR. The MAAIF performance report is prepared by ministry staff and is based on ministry data and reports.	JASAR needs to be restructured to include MAAIF performance and that of other sector actors, in addition to the studies in #7 above	MAAIF	August or September each year
10	Conduct a JSR meeting	Organize meeting over one to three days, using various formats to allow stakeholders to discuss/verify the evidence and recommendations presented in the JSR Report. This can be done at different levels (national and subnational). The process should assist in identifying sector priorities, policies, and specific actions for different stakeholders. These would be captured in a JSR Aide Memoire.	The current practice is similar to the best practice, except that the JASAR Report and recommended actions focus on the MAAIF. Agreed actions are many, some of which are not strategic but routine sector activities. The agenda is often packed and does not allow for ample discussion. Chairing of sessions is mainly by MAAIF ministers and directors, and some stakeholders consider this intimidating.	A decentralized and inclusive review is already recommended in #5. The facilitator should guide the JASAR meeting to focus on fewer but strategic and feasible recommendations. The session chairpersons in the JASAR workshops should be by more neutral, respectable stakeholders.	MAAIF, ASWG	Starting with 2015 JASAR and every year

N°	JSR Building Blocks	Purpose/Tasks: Best Practices	Current Practice and How It Differs from Best Practice	Actions Needed to Achieve Best Practice	Responsible	Time Frame
11	Follow up on JSR meeting actions	Closely monitor and ensure implementation of decisions of the JSR meeting (embodied in the JSR Aide Memoire). Groups that meet more regularly, such as the ASWG, can help with follow up and monitoring. The monitoring forms the basis of the next JSR cycle.	The MAAIF has not regularly reported on the progress of implementing these actions to the Top Policy Management and ASWG, nor explicitly indicated in their Ministerial Policy Statement how they will be/have been incorporated into the sector work plan and budget.	The MAAIF should indicate within the annual Ministerial Policy Statement or in a separate document how these actions have been integrated. The ASWG should include the monitoring of the JASAR Action Plan in its annual calendar of activities.	MAAIF, ASWG	Starting with 2016/17 budget cycle and every year
12	Share JSR experience with other countries	Share lessons learned, best practices, and experiences to further strengthen country JSRs.	Uganda has printed and uploaded some of its JASAR workshop reports and annual performance reports on its website. It has also made presentations at regional and continental meetings, although few events have been dedicated by African Union Commission (AUC)/NEPAD Planning and Coordinating Agency (NPCA) for this purpose.	AUC/NPCA and regional economic communities (RECs) increase forums (and have "sharing of experiences" on agenda for such meetings as African Union and COMESA Agriculture Ministers meetings, annual meetings of the Regional Strategic Analysis and Knowledge Support System) for sharing of lessons learned, best practices, and experiences of the JSR with other countries.	MAAIF, AUC/NPCA	Continuous

ANNEX TABLE A.3: JOINT AGRICULTURE SECTOR ANNUAL REVIEW: 2014 ACTION MATRIX

No.	Issue and Explanation	Action	Responsible Institution
1	A weak extension system due to shortage of extension workers in local governments. <i>There is a huge staffing gap of extension workers in local governments. Contracts of National Agricultural Advisory Service providers were terminated/not renewed in anticipation of establishing a single-spine extension system. Staff recruitment has delayed, however, and is coupled with an ongoing ban on recruitment of extension staff in local governments.</i>	Develop guidelines for a single-spine extension system. Create toll free hotlines to help farmers reach researchers and other agricultural service providers as and when they need their services. Support establishment of infrastructure in regions.	Permanent Secretary, Ministry of Agriculture, Animal Industry and Fisheries (MAAIF); Principal Information Scientist, MAAIF; Directors (Crops, Animal and Fisheries), MAAIF
2	Unclear mechanism for accessing MAAIF machinery to desilt valley dams and excavate fish ponds. <i>Agricultural engineering machinery (earth moving equipment) had been acquired through a Japanese grant in FY 2012/13 to support farmers to set up water for production infrastructure, especially desilting valley dams and excavate fish ponds. The machines are inadequate due to high demand by farmers in different parts of the country.</i>	Disseminate guidelines to facilitate rationalized use of agricultural machinery	Commissioner of Farm Development, MAAIF
3	Uncoordinated enforcement initiatives in the fisheries sector. <i>Vices such as using illegal nets and dealing in immature fish have continued due to deployment of uncoordinated task forces with different instructions.</i>	Develop guidelines to streamline the enforcement function among fisheries stakeholders.	Commissioner of Fisheries, MAAIF
4	Absence of an evidence-based fisheries database. <i>MAAIF lacks an evidence-based fisheries database to support planning for fisheries resources.</i>	Commission a fisheries survey to provide sufficient data and statistics for planning.	Commissioner of Fisheries, MAAIF
5	Inadequate information on the restructuring of NAADS. <i>NAADS was going through a restructuring process and this had generated mixed feelings among the farming community. There were some people giving confusing information about NAADS restructuring and there was also a need to communicate on management of NAADS assets.</i>	Develop and disseminate guidelines to inform the NAADS transformation process.	Permanent Secretary, MAAIF
6	The continued generation of agricultural technologies without a clear mechanism to address farmers' needs. <i>This was regarded as unsustainable and should be addressed so that technologies reach and are used by farmers.</i>	Strengthen the linkage between research and farmers.	Director General, National Agricultural Research Organisation (NARO)
7	Poor attitude among farmers receiving inputs. <i>Agriculture was being used as a punishment in schools and this had a negative impact on people's perception toward agriculture. Some farmers perceived the inputs they received under NAADS as political gifts and this led to misuse. This was undermining commercialization of the sector.</i>	Distribute inputs based on farmers' needs	Executive Director, NAADS

No.	Issue and Explanation	Action	Responsible Institution
8	Continued existence of fake inputs on the market. <i>The demand for good quality agricultural inputs on the market was higher than the supply. This was the reason for continued existence of fake inputs (seeds, chemicals, etc.) on the market, coupled with unpredictable seasonal changes that have affected production and farmers' returns to investment</i>	Upscale the regulatory activities to control counterfeit inputs	Commissioner Crop Inspection and Certification, MAAIF; Commissioner Livestock Health, MAAIF; Commissioner Fisheries, MAAIF
9	Encroachment on NARO land. <i>NARO has vast lands for its operations. However, massive encroachment on this land is taking place. For example, the land in Tororo has been encroached by the local community.</i>	Survey and acquire land titles for all NARO land	Director General, NARO
10	Weak mechanisms to promote collaboration and synergies between academic and training institutions and MAAIF interventions. <i>There is no harmonized framework that brings on board the different actors in the agriculture sector. Collaboration of the MAAIF with academic/training institutions as a strategy for positive mindset change among learners was singled out.</i>	Promote joint development of agriculture-related programs	Human Resources Department, MAAIF
11	Absence of an agricultural information hub to inform farmer practices. <i>Many farmers are using rudimentary agronomic practices and this was due to lack of adequate knowledge and skills.</i>	Provide adequate, reliable and timely information to farmers; establish a communication strategy to facilitate information flow linkages.	Principal Information Scientist, MAAIF
12	Inadequate agricultural credit and facilities to farmers to aid in production and value addition initiatives.	Government adopt Islamic ordinances in credit as another avenue for enhancing agriculture financing to farmers; promote public private partnerships.	Assistant Commissioner, Agribusiness, MAAIF
13	Inability of the national JASAR to capture the unique agricultural concerns from regions. <i>The continued practice of holding JASAR in Kampala neither provides an opportunity to capture the unique challenges facing farmers in different parts of the country nor provides input into the national JASAR. Further holding the JASAR after the end of the fiscal year does not provide opportunities for adjustments during the course of implementation.</i>	Conduct JASARs at regional levels	Commissioner Agricultural Planning, MAAIF
14	Annual JASARs do not capture the intermediate and long-term outcomes of agricultural interventions. <i>The annual performance reports presented in the JASARs do not capture intermediate and long-term outcomes of agricultural interventions, mainly due to design of the reviews to cover a year and yet results of many interventions are realized after two to three years.</i>	MAAIF should conduct mid-term and end-of program reviews and evaluation (including in-depth special studies and establish outcomes and impacts that cannot be captured in progress reports).	Commissioner Agricultural Planning, MAAIF

Source: GoU (2014b).

ANNEX TABLE A.4: STATUS OF POLICIES IN VARIOUS STAGES OF DEVELOPMENT IN ALIGNMENT TO AGRICULTURE SECTOR DEVELOPMENT STRATEGY AND INVESTMENT PLAN

Policy / Bill	Action	Status
Policies	National Agriculture Policy	Launched.
	National Coffee Policy	Launched.
	National Fertilizer Policy	Approved by MAAIF Top Policy Management Committee (TPM)
	National Seed Policy	Approved by TPM
	National Apiculture Policy	Draft completed by the technical team.
	National Cassava Policy	Consultations by the Cassava Platform are ongoing.
	National Policy on Eradication of Tsetse and Trypanosomiasis in Uganda	Awaiting approval by TPM
	Rangelands and Pastoralism Policy	Awaiting approval by TPM
	Organic Agriculture Policy	Awaiting approval by TPM
Bills	Plant Variety Protection Act, 2014	Assented to by President
	Plant Protection and Health Bill	Passed by Parliament, awaiting Presidential assent
	Review of Several Livestock Legislations	Technical review

Source: Adupa et al. (2015).

