



Agricultural and Food Security Policies and Small Scale Farmers in the East African Community

6 - Uganda

Contribution to ESAFF regional advocacy strategy

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Summary:

The study *Agricultural and Food Security policies and small-scale farmers in the East African Community* was conducted by Gret as part of INVOLVE project conducted by ESAFF (*Eastern and Southern Africa Small Scale Farmers' Forum*) to review:

- the main policy commitments on agriculture and food security in East Africa, at national and regional levels, as well as the state of implementation and the main strengths, weaknesses and constraints for this implementation,
- the degree of involvement the civil society organisations, and specifically small scale farmers' organisations, in the policy process and their positions on these policies.

The present report is related to the study conducted in Uganda.

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INTRODUCTION

The present report was produced as part of INVOLVE project (*Involving small scale farmers in policy dialogue and monitoring for improved food security in the East African Region*) implemented by ESAFF (*Eastern and Southern Africa Small Scale Farmers' Forum*) in the five countries of the East African Community (EAC), namely Burundi, Kenya, Rwanda, Tanzania and Uganda, in partnership with the Tanzanian small-scale farmers organisation MVIWATA and the French NGO Gret, with the participation of the other ESAFF members in Burundi, Kenya, Rwanda and Uganda, and with the financial support of the European Union. INVOLVE project aims at strengthening the capacities of ESAFF and its members in the five countries of the East African Community (EAC):

- to contribute to the formulation and monitoring of the policies that have an impact on food security at local, national and regional levels;
- to foster agricultural commodities' trade within the region, building on MVIWATA-managed district based bulk markets as pilot experience. MVIWATA has been supporting these bulk markets in various regions for more than ten years, in order to enhance market access for small scale farmers and improve trade conditions to their benefit.

This report presents the findings of the study on agricultural and food security policies in Uganda. It is part of a study on agricultural and Food security policies in the EAC regions that also includes specific studies on Kenya, Rwanda, and Tanzania, as well as a study on the regional level.

The study aims at reviewing:

- the main policy commitments on agriculture and food security in East Africa, at national and regional levels, as well as the state of implementation and the main strengths, weaknesses and constraints for this implementation;
- the degree of involvement the civil society organisations, and specifically small scale farmers organisations, in the policy process their positions on these policies.

The study is part of INVOLVE project (*Involving small scale farmers in policy dialogue and monitoring for improved food security in the East African Region*) implemented by ESAFF (*Eastern and Southern Africa Farmers Forum*) in the five countries of the East African Community (EAC), namely Burundi, Kenya, Rwanda, Tanzania and Uganda, in partnership with Tanzanian small-scale farmers organisation MVIWATA and the French NGO Gret, with the participation of the other ESAFF members in Burundi, Kenya, Rwanda and Uganda, and with the financial support of the European Union.

Objectives and scope of the study

The objective of the study *Agricultural and Food Security policies and small-scale farmers in the East African Community* is to enable each ESAFF organisation to influence the situation in the countries of the EAC, as well at regional level. Specifically, the study is aimed at helping ESAFF organisations to build their national advocacy strategy and a regional strategy at EAC level.

The study does not intend to bring ready-made solutions or advocacy positions to be taken directly by ESAFF members. It intends to create a common understanding of food and agricultural policies of the five countries among ESAFF members.

An essential step of this study will be to put in debate the observations and the findings. Such debates will hopefully bring new questions on the table, new perspectives from other countries' experiences and fresh ideas to advance small scale farmers' interests.

This debate should help each ESAFF member organisation to make its own choices in terms of policy they want and advocacy they need to conduct.

The geographical coverage of the study is the same as the East African Community. This is due to the coverage of INVOLVE project and it makes sense in terms of regional agricultural policies. However, linkages among ESAFF members could be done at a large scale, involving other neighbouring countries.

The study focused on the following questions:

- What are the main policy commitments on food security in East Africa, at national and regional levels?
- What are the positions of civil society organisations on these policies?
- How is the civil society involved in the policy process and how does it monitor such commitments?

Methodological approach

As explained above, the purpose of the work is not to conduct an exhaustive research on agricultural and food security policies. It is more to mobilise knowledge of each country's situation to create exchange and debate among ESAFF members, in order to build the best possible advocacy strategies.

The methodological approach remained pragmatic and tried to use the best the limited resources available:

- Desk research on the context for food and nutrition security in the region and in the countries: situation, trends and key policies; and
- Interviews in country of key stakeholders: farmers' organisations, NGOs, civil society networks, ministries, academics, etc.

Study work was conducted by Laurent Levard and Louis Pautrizel, Gret experts in agricultural policies, with the participation of Cécile Laval for literature review activities, as part of a traineeship, in close relationship with ESAFF member organisations in the countries. Due to the constraints in time and resources, interviews and meetings had to be conducted in one week per country, leading to some gaps in the collection of data and interviews with stakeholders. However, as explained above, the study doesn't aim at being exhaustive in all policies and actors involved, but at creating debate and exchange among ESAFF members.

The findings were presented to and discussed with ESAFF members during a regional workshop, held in Dar es Salaam in September 2014.

The support provided by ESAFF members was extremely useful in identifying stakeholders, getting contacts, analysing primary raw information, etc. The result of the study is obviously influenced by what ESAFF members in the countries consider as key issues.

The authors thank all of the people they have interviewed for their cooperation in making this study possible.

The report on *Uganda*

This report presents the findings of the specific study conducted on *agricultural and food security policies in Uganda*, in complement of specific studies conducted *in the other countries* and at *regional level*. A *summary report* of all the specific studies is also available.

The study for Uganda was conducted by Louis Pautrizel (pautrizel@gret.org), Gret expert on agricultural policies. The report successively presents:

- a brief outlook on agriculture and food and nutrition security in Uganda,
- the main commitments, achievements and gaps regarding agricultural and food security policies,
- the main civil society actors and their participation in agricultural policy processes,
- conclusions and recommendations.

The author particularly thanks Nancy Mugimba, Hakim Baliraine and George Asiimwe, respectively national coordinator, chairman and advocacy officer of ESAFF Uganda at the time of the mission (April 2014).



Source: ezilon.com

Uganda is a landlocked country located in Eastern Africa with a surface of 241 550 km² (including 83% of land), bordered by Kenya to the East, Tanzania to the South, Rwanda to the Southwest, The Democratic Republic of the Congo to the West and South Sudan to the North.

I. BRIEF OUTLOOK ON AGRICULTURE AND FOOD AND NUTRITION SECURITY IN UGANDA

This outlook is essential to understand the rationale of the agricultural and food security policies (section 2) and the structuration of civil society in the agricultural sector (section 3).

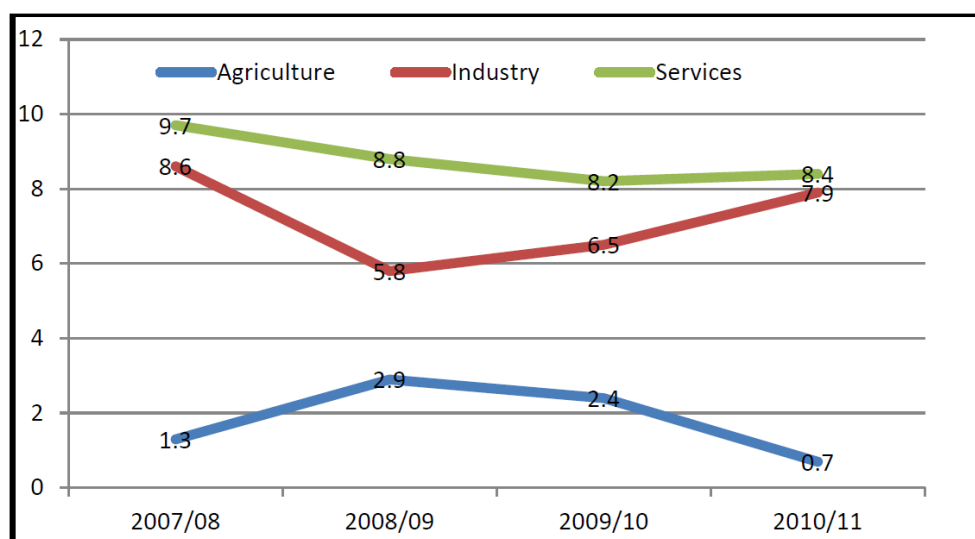
This section presents the main patterns of the agricultural production, with a specific focus on small scale farmers. Cross-border trade of agricultural products is also discussed as it is a major topic in EAC policy framework. A second part is briefly describing the situation of food and nutrition security and see how they reflect, or not, with the evolution of agricultural production. Finally, some constraints faced by small scale farmers are developed.

1. Agriculture

Agriculture contribution to national GDP is currently around 15% (for 2011/2012). The share of agriculture was 25% in 2003 and 51% in 1988. It has been declining sharply since other sectors (industry and services) recorded much faster growth rates (see table below).

The growth rate of agriculture sector has been 1.1% in average from 2004 to 2008. In recent years, the growth rate has increased to nearly 3% (2008/2009) before declining again to below 1% in 2010/2011. The latest data available for 2011/2012 shows an increase of 3% of the agri GDP.

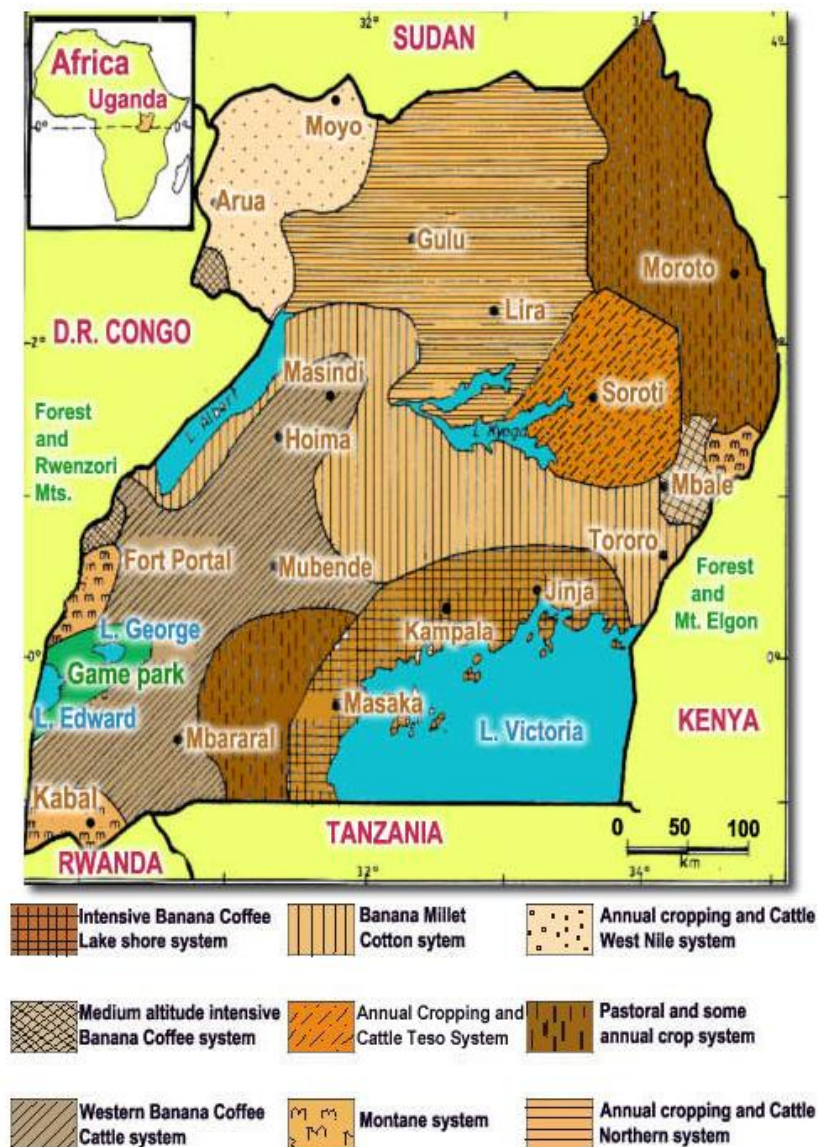
Figure 1: Real GDP growth by sector (%), source: MFPED



Agriculture remains the main provider of jobs in the country, employing 73% of the total labour force in 2013, down from 81% in 1998 (FAOStat, 2014). Despite this relative decrease, the labour force in agriculture has increased from 8 million in 1998 to 12 million in 2013. Women represent 49% of the labour force in agriculture. Overall about 81 % of all households (4.2 million) are en-

gaged in agriculture¹ though it's as high as 95 %, 93 % and 91 % in the northern, western and eastern regions respectively and dips to 74 % in central Uganda.

The map below shows the main agricultural systems in Uganda. The country is usually divided into nine agro ecological zones.



FAO describes these agro ecological zones as follows:

- **The pastoral system that** covers some districts in the north-east; parts of Western and Central Districts. Annual rainfall is under 1 000 mm. It is characterized by short grassland where pastoralism prevails with nomadic extensive grazing.

¹ A household is said to be engaged in agriculture if any member of the household is involved in cultivating crops during the first and/or the second cropping season.

- **The banana-coffee system:** the rainfall is evenly distributed (1 000 - 1 500 mm) on soils of medium to high productivity. The areas cultivated per capita are small (under 1 hectare). Banana and coffee are the main cash crops; root crops and several annual or biennial food crops are on the increase. Maize is a secondary cash crop and sweet potatoes a secondary food to bananas. Livestock is generally not integrated into the system, but dairy cattle are gaining prominence. The typical land holding is 2 - 4 hectares. The vegetation is mainly forest-savannah mosaic with pastures suitable for intensive livestock products.
- **The banana-millet-cotton system.** Rainfall is less stable than for the banana-coffee system, so there is greater reliance on annual food crops (millet, sorghum and maize). In the drier areas, livestock is a main activity.
- **The montane system** (elevations between 1500 -1750 m). Banana, sweet potatoes, cassava and Irish potatoes are the major staple. Wheat is also grown.
- **The Teso system:** The area receives bimodal rainfall on sandy-loams of medium to low fertility. The dry season is longer, from December to March. Mixed agriculture (crops and livestock) is practised; cultivation by oxen is the main agricultural technology. Livestock are kept. The average farm size is about 3 hectares.
- **The northern system** there is about 800 mm rain annually. The dry season is severe that drought tolerant annuals are cultivated: finger millet, simsim, cassava and sorghum. Tobacco and cotton are major cash crops. The grassland is short. This area is essentially characterized by a pastoral system.
- **The West Nile system.** The rainfall system is nearly the same than in the North. Mixed cropping is common with a wide variety of crops, with mainly livestock. Tobacco and cotton are major cash crops.

According to the national census 2008/2009, the country has 3.95 million agricultural households. The same census estimates the number of agricultural households population as 19.3 million persons. Out of this, 50.5 % were men and 49.5 % were women².

Ugandan agriculture is dominated by small scale family farming. On average Ugandan agricultural households have 1.34 hectares (3.3 acres) and 61% of them cultivate less than a hectare³. Those in the north have more land available, but it takes them longer to reach it.

The total arable land has increased in the past decades to the expense of forests. However, this increase of arable land has been slower than the growth rate of the agriculture population, resulting in a smaller area per person (from 0.92ha in 1996 to 0.78 in 2011).

Apart from smallholder farming, commercial farming is the category of larger estates, oriented towards exports or agro processing (sugar).

Uganda is perceived as having among the most fertile land in tropical Africa but the rate of soil depletion and degradation is also among the highest in sub-Saharan Africa, with an estimated average nutrient depletion of 70kg of nitrogen (N), phosphorus (P) and potassium (K) per year⁴.

² MAIIF, Statistical Abstract, 2011.

³ World Food Programme, Comprehensive Food Security and Vulnerability Analysis – Uganda, 2013

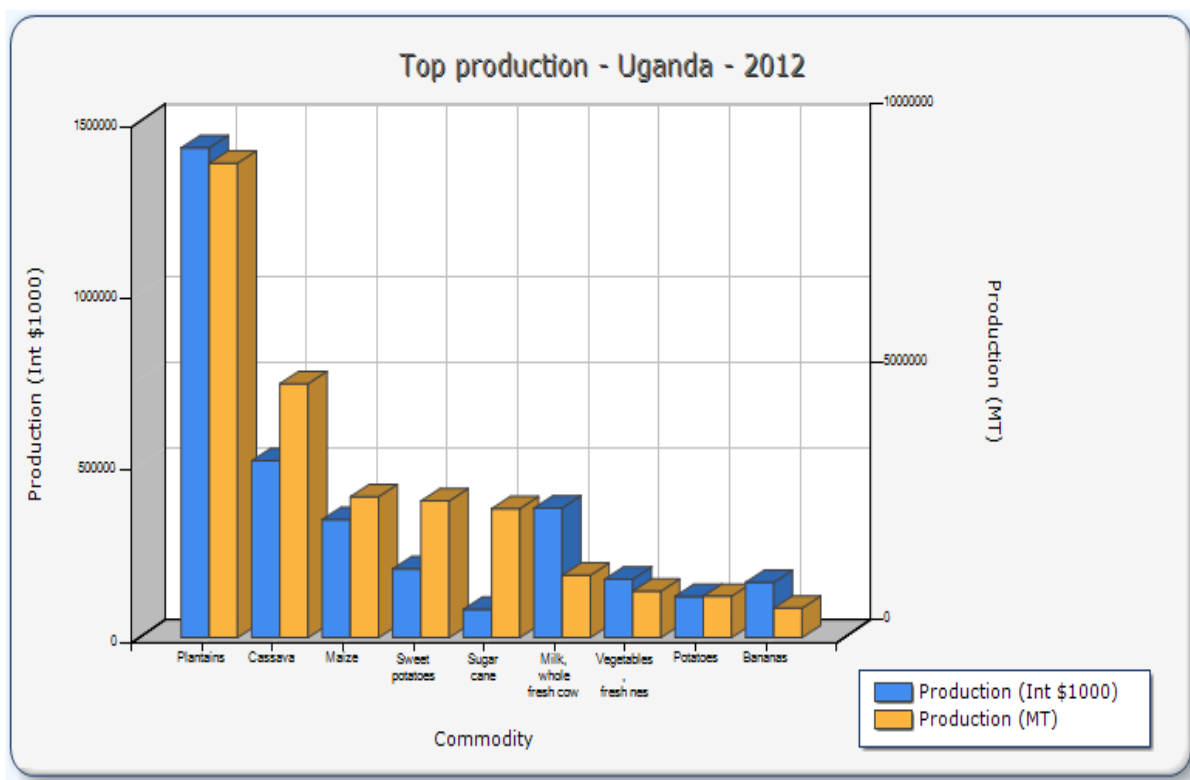
⁴ MAFAP, Uganda Country Report, 2013.

Regarding the adoption of technologies following modern standards, Uganda lays well behind other countries of the region. The last data shows that⁵:

- Chemical fertiliser: 2.1kg/ha in average countrywide, only 1% of farmers are using them.
- 6.3% of farmers use improved seeds
- 3.4% of farmers use agro-chemicals (pesticide, herbicide, fungicide)
- 6.8% of farmers use manure for fertilisation.

The agricultural sector of Uganda is divided by the ministry in 5 main subsectors: food crops, cash crops, fishing, livestock and forestry. The food crops contribute 14.6% to the national GDP in 2009-10. About one third of cultivated land is under perennial crops, the rest under annuals.

The graph below shows the main food produce per volume and per value in 2012. In volume, plantains, cassava and maize rank at as the three first food produce; in value the same ranking gives plantains, cassava and milk.



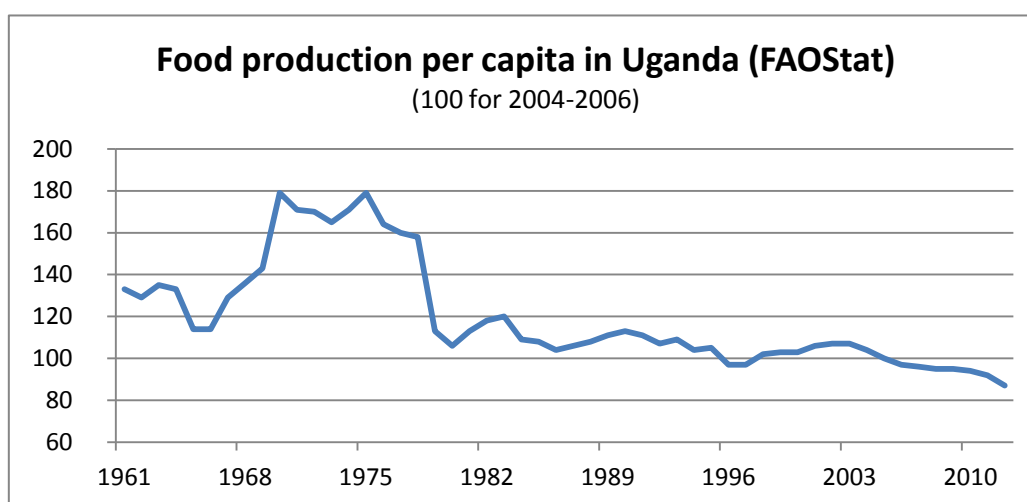
Source: FAOStat, 2012.

⁵ Data from 2005/2006 agricultural survey. MAFAP, Review of food and agricultural policies in Uganda 2005-2011, February 2013.

Decrease of the food produced per farmer

One striking element in Ugandan agricultural background is the **relative stagnation of the agricultural production compared with the fast growth of the population**. This growth has even lead to a reduction of the food produced per capita.

FAO Stat provides data back to the 1960s. Using index100 for the agricultural production per capita for the period 2004-2006 we see that during 1960s and 1970s, the same indicator was above 140 (i.e. there was 40% more value of agricultural production per Ugandan in the 1960s than in 2005-2006), between 100 and 120 from 1980 till 2006 and then below 100 (87 for 2012). This situation can be explained by the population increase while land is limited (resulting the reduction of land per capita and per agricultural worker), and by a lack of important progress of the productivity per hectare. The recent increase (since mid-2000s) of the fertiliser use is not sufficient to increase substantially the overall agricultural production due to the other constraining factors (see below).



Main crops

Cereals occupy 17% of the total area of food crops (maize is dominant with 63% of cereals area). After maize (above 1 million ha), the largest areas cultivated are for banana/plantains (979 000 ha) and cassava (822 000 ha)

With smallholder farming dominating the agriculture in Uganda, most of the food produced is consumed at home with surplus marketed in local and district markets. The biggest percentage of maize production (40.5 %) and rice production (54.5 %) is sold while most of the finger millet (37.7 %) and sorghum (46.9 %) are consumed by the households⁶.

Maize

Over the last two decades (1990-2010), maize production in Uganda increased from about from 0.57 million tons in to 1.37 million tons in 2010 (as a result of area expansion rather than yield improvement), mostly grown by small scale farmers.

⁶ MAFAP, Review of food and agricultural policies in Uganda 2005-2011, February 2013.

Maize is one of Uganda's non-traditional exports and food security commodities. Uganda exports is estimated a quarter of its maize production, the market is mainly regional. Exports of maize and beans to Kenya doubled from 2004 to 2009⁷. However, it is estimated that less than half of this trade is done formally.

Maize is sold essentially across borders through Mutkula for Tanzania, Busia for Kenya and Gatu-na for Rwanda. Of all the five neighbouring countries, Kenya dominates the informal export destinations followed by DRC, Southern Sudan, Rwanda and Tanzania⁸. The value of informal maize grain and flour exports to neighbouring countries is estimated around USD 40 million in 2010.

Main actors of the maize market are World Food Programme (from national and regional deliveries), Ugandan Grain Traders (UGT), the Maisindi Seed and Grain Growers Association (MSGGA) and the Uganda National Farmers Federation (UNEFFE).

Rice

Rice production is meant to have increased a little, but is still well far to other staple food productions (cassava, maize, sweet potatoes). However, it has become a major food security crop in several districts in Uganda. The domestic market is dominated by farmers who consume 40% of their produced rice. The rest is sold directly to middle men or milled by farmers and sold to traders or consumers. The major domestic market out let for rice is Kampala⁹.

The country, to meet its deficit, imports rice from Vietnam, Pakistan and Tanzania.

Cash crops

Cash crops include coffee, tea, cotton and tobacco are classified as the traditional cash crops of Uganda, aiming at generating export earnings. Coffee is by far the most important cash crop in terms of production and export earnings. Over the period of 2008-2011, the quantity of coffee produced declined considerably (see table below). Tea also performed poorly with a marked decline (28.4%) in 2011. Tobacco continued to register high procurement increments from 2009 although there was minimal increase (4.8%) in 2011¹⁰.

Tea production in Uganda has fluctuated considerably over time. From high levels in the early 1970s, it experienced a steep decline till now. In the early 1970s, Uganda produced about 23 400 tonnes it reached historical low levels in the 1980s, when the government began the implementation of the Smallholder Tea Rehabilitation Project (STRP). Since then, the tea sector appears to slowly recover in terms of production resulting primarily from increasingly rising productivity as area under tea production is relatively stable.

⁷ Ministry of Agriculture, 2010.

⁸ MAFAP, Analysis of incentives and disincentives for maize in Uganda, December 2012.

⁹ MAFAP, Analysis of incentives and disincentives for rice in Uganda, December 2012.

¹⁰ MAFAP, Review of food and agricultural policies in Uganda 2005-2011, February 2013.

Production of traditional cash crops, 2008-2011, in thousand metric tons (source: MAAIF, 2011)

Crop	2008	2009	2010	2011
Coffee	218 781	195 871	166 968	191 371
Tea	45 680	48 663	49 182	35 194
Cotton	12 303	23 182	13 006	no data
Tobacco	29 040	18 846	27 138	28 44

Fish

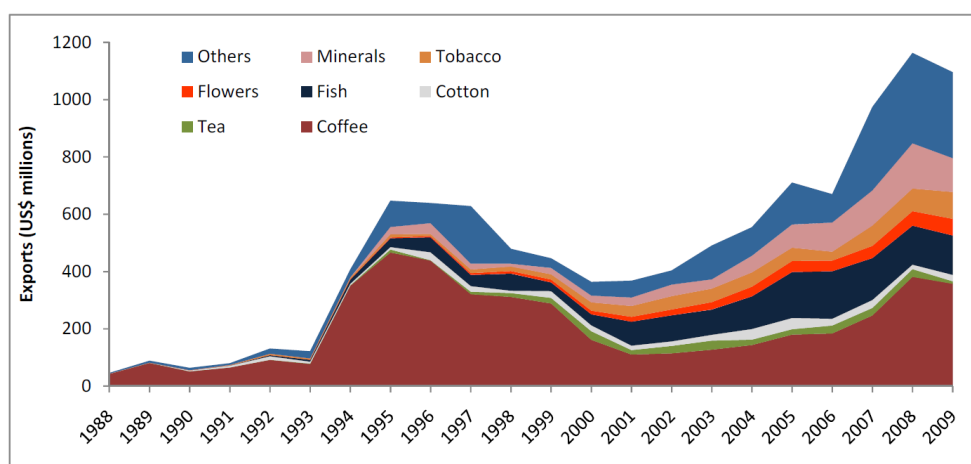
About 20 percent of Uganda's surface area is water and capture fisheries is one of the country's key industries. Nile perch, Nile tilapia and Mukene are the major fish species of commercial importance in Uganda. According to the Poverty Eradication Action Plan (PEAP), the fisheries sector contributes 6% of the national economy although only 2.4% is captured in the national accounts by the Uganda Bureau of Statistics (UBOS). At the same time, other studies including World Bank (2003) have indicated that it can go as high as 12% if properly valued¹¹.

In 2010, it was estimated that fish exports accounted for about 8% of total exports earnings¹². The level of informal cross-border trade is also very important to fish.

Over the past two decades, levels of catch have continuously decreased while more people are getting involved in fishery industries. Concerns of overfishing are slowly addressed by the government.

International trade of agricultural products

The agricultural products represent 52.4% of total Uganda's exports. International trade has grown and has become more diverse. Main destinations of the country's exports are European Union, Sudan, Kenya, Congo (DRC) and Rwanda.



¹¹ MAFAP, Review of food and agricultural policies in Uganda 2005-2011, February 2013.

¹² MAAIF, Statistical abstract, 2011

Source: UNcomtrade, FREIT, 2010.

However, given the large amount of informal trade, it is difficult to have a reliable figure on international trade, especially when related to neighbouring countries.

Official figures for imports have increased much faster than exports ones, resulting in an expanding trade deficit. Agricultural products represent a smaller share of total imports, around 15%¹³. Most important agricultural products imported are, by value between 2005 and 2011, wheat, palm oil and sugar.

Globally, the trade balance for agricultural products remains positive, exports being in average one third higher than imports, in value.

2. Food and nutrition security

2.1 Population

Uganda's population has continued to grow rapidly over time. It increased from 9.5 million in 1969 to 24.2 million in 2002. The population has reached 37.6 million in 2013¹⁴. Uganda's current population growth rate is estimated at 3.5 % annually and is the third highest rate of population increase in the world. The majority of the population is under 18 years old.

Poverty has decreased over the past decade, from 31% of the population below the national poverty line in 2005 to 24.5% in 2009 (last data available¹⁵). However poverty is unequally affecting urban and rural dwellings: 27% of rural population is under the poverty line while only 9% in urban areas. Inequalities, measured by the Gini coefficient¹⁶ have also increased slightly in the same period.

The economy of Uganda has experienced continuous GDP growth since the mid-1985. For the decade 2003-2013, the average annual growth rate reached 6.9%. However, due to the population increase, the average annual growth rate per capita for the same decade is only 3.4%.

Official unemployment rate is 3.6% (UBOS, 2012), with 79% of the employment being self-employed (mostly in agriculture) and 21% with paid employment.

2.2 Food security

Unlike neighbouring countries, the situation of food and nutrition security was not so alarming since the end of the 1990s but it has worsened in the very recent years.

According to the Global Hunger Index, a comprehensive measure of food security, including hunger and malnutrition¹⁷, food insecurity in Uganda is serious with an index of 19.2 in 2013. This

¹³ MAFAP, 2013.

¹⁴ World Bank population database: <http://data.worldbank.org/country/uganda>

¹⁵ MFPED, Poverty status report, 2012.

¹⁶ The Gini coefficient is a measure of inequality in household consumption per adult equivalent.

¹⁷ Following three main indicators: proportion of people with calorie deficiency, child malnutrition prevalence and child mortality. <http://www.ifpri.org/sites/default/files/publications/ghi13.pdf>

figure remained stable since 2000 while other countries in the region have experienced improvements, with Rwanda and Kenya reaching a better figure (respectively 15.3 and 18.0).

According to FAO, 30% is of the population undernourished for 2011/2013. The prevalence of undernourishment has increased by 5% over the past ten years¹⁸.

Food security is more strongly affecting rural areas as well as the northeast region (see box below).

Situation in northeast Uganda (Karamoja region)¹⁹

Unlike the rest of Uganda, Karamoja, which comprises five districts (Abim, Kaabong, Kotido, Moroto and Nakapiripirit) has a 'unimodal' climate with roughly six months of rains (April – October) followed by a six month dry season so it benefits from only one annual harvest, normally around the month of October. This means that the effects of a poor harvest are felt more keenly in Karamoja than elsewhere in the country, because the resulting 'food gap' lasts for twice as long. Its hunger season generally lasts from April through to the following harvest (Sept/Oct) though it can often start earlier if the previous harvest has been poor because of climatic conditions.

The region experienced three consecutive seasons of poor harvests (2006 – 2009) with delayed, lower than normal and poorly distributed rains reducing crop yields, pastures and livestock production and prompting high crop prices – all of which led to greater food insecurity. In July 2009 FEWSNET reported that some 1.15 million people in Karamoja were food insecure rising to about 1.4 million by January 2010. More than 95% of the region population was reliant on WFP food aid.

The most recent reports observe that a third consecutive year of well below-average harvests is likely in northern and central Karamoja, especially in Moroto and Kaabong Districts. The situation in the region is far away from improving and food assistance remains needed for a large part of the population²⁰.

The average prevalence of malnutrition in Uganda hides important variation related to differences in underlying regional and socioeconomic characteristics. Children from rural areas face higher risk of being malnourished: 40% of rural children under five years are stunted versus 26% of their urban cohorts; 17% of children under five are underweight in rural areas, compared with 11% in urban areas.

Ugandans consume a wide range of staples by comparison with most countries in the region, deriving 69% of their food energy from them. Plantains, cassava and maize are the most important staples in terms of caloric intake followed by sweet potatoes. Rice and wheat are not traditional staples but they are growing in importance especially for urban and high income households. Beans, groundnuts, sorghum, millet, Irish potatoes, peas and green leafy vegetables generally complement a diet of staples²¹.

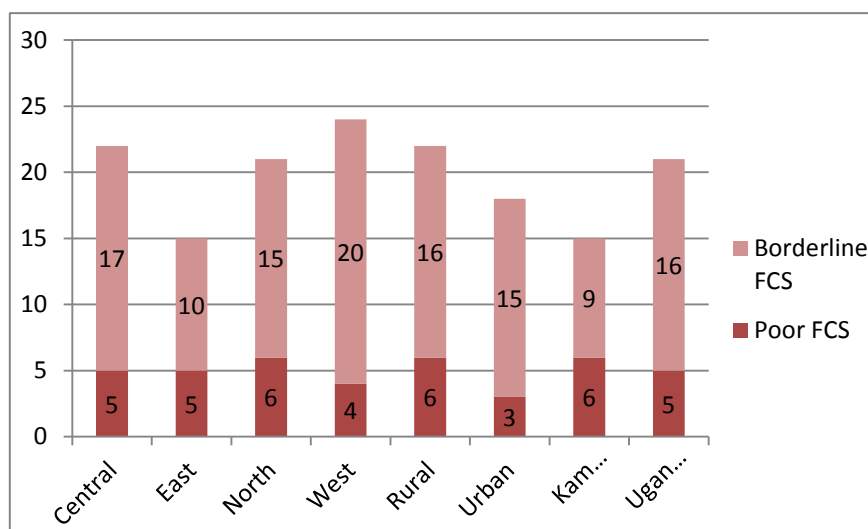
More than a fifth (20.3%) of Ugandans has 'unacceptable' food consumption (4.7% poor and 15.6% borderline).

¹⁸ FAO, State of Food Insecurity in the World, 2013.

¹⁹ Adapted from WFP, CFSVA, 2013

²⁰ FEWSNET, Crisis likely to persist in Karamoja given expectations of another poor harvest, 29 August 2014.

Percentage of household with poor and borderline consumption



Source: WFP, 2013²¹

Distribution and profile

Those **living in rural Uganda** are more likely to have unacceptable food consumption than those in urban (21.5% vs 20.3%). Westerners fare much better on the food consumption score than elsewhere with fewer than 3% of households having poor food consumption and 14.6% borderline²².

The food insecure and malnourished population is the poor (that still represents 25% of the population) as poor households lack the resources required to access enough nutritious food. Households headed by women are 50% energy deficient.

Also, subsistence farmers constitute some of Uganda's poorest. Their food consumption score particularly badly, more than half have low dietary diversity, most of energy comes from staples. "However, when rural subsistence farmers also engage in non-agricultural enterprises their food security situation improves, indicating that subsistence farming is positive if the household is diversifying its income)"²³.

2.3 Nutrition

48% of Ugandans were food energy deficient in 2009-2010.

The average prevalence of malnutrition in Uganda hides important variation related to differences in underlying **regional and socioeconomic characteristics**. "Children from **rural areas** face higher risk of being malnourished: 40% of rural children under five years are stunted versus 26%

²¹ The data for the analysis is from the Uganda National Panel Survey (UNPS) 2009/2010.

²² WFP, Comprehensive Food Security And Vulnerability Analysis (CFSVA), Uganda, April 2013.

²³ WFP, P. 21.

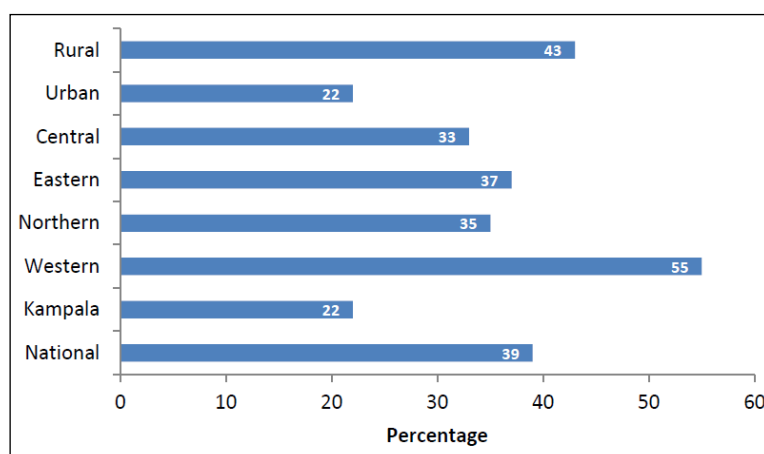
of their urban cohorts; 17% of children under five are underweight in rural areas, compared with 11% in urban areas”²⁴.

Low dietary diversity is a key problem.

“Ugandans consume a wide range of staples by comparison with most countries in the region, deriving 69% of their food energy from them. Plantains, cassava and maize are the most important staples in terms of caloric intake followed by sweet potatoes. Rice and wheat are not traditional staples but they are growing in importance especially for urban and high income households. Beans, groundnuts, sorghum, millet, Irish potatoes, peas and green leafy vegetables generally complement a diet of staples”.

On average Ugandans eat cereals every day, vegetables six days a week and pulses four times a week. Fruits, animal protein and milk are consumed twice a week²⁵.

Percentage of households with low dietary diversity



Source: WFP, 2013.

3. Constraints faced by small scale farmers

Despite its significant contribution to the economy, the agricultural sector, however, faces a daunting set of output-level challenges in its effort to increase farmers' income²⁶. These include low levels of productivity across most enterprises, **degradation of land resources** and declining soil fertility, low application rates of productivity enhancing inputs, high loss due to pests, vectors and diseases, uncertain **land rights** (underinvestment in agricultural land), struggle to comply with increasingly demanding international quality standards for traded food and agricultural products.

²⁴ SHIVELY, G., HAO, J., A Review of Agriculture, Food Security and Human Nutrition Issues in Uganda, Department of Agricultural Economics, Purdue University, August 2012.

²⁵ WFP, Comprehensive Food Security And Vulnerability Analysis (CFSVA), Uganda, April 2013.

²⁶ MAFAP, Review of food and agricultural policies in Uganda 2005-2011, February 2013. P.45.

They result in the situation explained above with a strong reduction of the agricultural production per capita over the past decade. Due to the land limits and the fast demographic growth, the only solution is to intensify sharply the production (increasing productivity per acre). In the absence of such progress, the country might face difficulties to feed its fast growing population.

Agriculture is mainly rain-fed with **limited irrigation**. Potential irrigable area is estimated approximately 200 000 ha and only 14 400 ha is under irrigation²⁷.

In terms of **pests and disease**, coffee wilt disease and banana bacteria wilt has widely affected the production of these two crops in the recent years. Coffee wilt disease appeared in 1993 and has destroyed more than 50% of the country robusta trees. Banana bacteria wilt is affecting banana cultivars creating loss of 70-80% in some plantations²⁸.

Also, the majority of smallholders remain without access to **financial services** and to market. Just 10% of agricultural households accessed credit in the five years up to 2009/2010²⁹.

From farmers' point of view, a major constraint is the **scarcity of land**, with, in average 1.3ha of cultivable land per household. Most farmers only manage to produce for their own consumption and face difficulties to produce surplus that can be marketed.

In the same time, **services** that could help farmers to intensify farming on their small acreage are not in place. Inputs like improved or at least good quality seeds, are not available widely or at an expensive price. Advisory services are very limited in terms of coverage (à détailler rapport CSBAG) and often propose technical solutions that are far from farmers' needs. Finally, the value chains are weak in getting smallholder farmers to be able to market their surplus when they exist; this doesn't create an incentive to produce more than what is needed because farmers are not if they will be able to sell and at which price.

Land degradation in Uganda is also widespread, varying from one part of the country to another, depending on farming practices, population pressure, vulnerability of the soil to denudation and local relief. Land degradation is most pronounced in the dry lands of the cattle corridor where sustainable land management is threatened by overgrazing by local and mobile pastoralist herds, deforestation by excessive use of fuel wood resources and poor and inappropriate agriculture on marginal land³⁰.

Land disputes are prevalent all over the country, for several different reasons: frictions between investors and local communities (over oil and minerals), speculation, overlapping rights of landlords and tenants (e.g. on mailo land in Central region), post-conflict re-settlement in the North, etc. With district land tribunals no longer functional except in law and with the judiciary and local land administration offices all operating below capacity primarily due to budget constraints, land disputes have flourished and remain unsolved, often at the expense of smallholder farmers³¹.

²⁷ Japanese International Cooperating Agency.

²⁸ MAAIF, ASDSIP, 2010.

²⁹ WFP, CFSVA, 2013.

³⁰ MAAIF, ASDSIP, 2010.

³¹ Byamugisha, Land Reform and Investments in Agriculture for Socio-Economic Transformation of Uganda, World Bank, 2014

II. AGRICULTURAL AND FOOD SECURITY POLICIES: COMMITMENTS, ACHIEVEMENTS AND GAPS

Uganda has produced a large number of policies, strategies, and programmes documents. According to the civil society organisations (CSOs), despite the usual good quality of these documents, they have systematically remained unimplemented, especially in the agricultural sector.

We present below the overall policy framework and a short analysis of its coherence regarding the challenges faced by small scale farmers.

1. General policy framework

1.1 Background: ERP, PEAPS and PRSP

In Uganda, main reforms began in the end of the 1980s. The Economic Recovery Programme was characterized by a liberalization policy, and then privatization policy (Public Enterprise Reform and Divestiture Act). The Poverty Eradication Action Plan (PEAP) was the poverty reduction framework made in 1997, and then revised in 2001 with the introduction of the poverty reduction strategy paper (PSRP) initiative by the World Bank. A new revision of the PEAP occurred in 2004.

1.2 The Comprehensive National Development Planning Framework

In 2007, the government announced a reform of its strategies and planning process. The Comprehensive National Development Planning Framework (CNDPF) would provide a synchronized and holistic approach to development planning through different mid-term to long-term processes.

Vision 2040

In 2007, the cabinet approved a statement for a long-term vision for the country coined Vision 2040: “A transformed Ugandan society, from a peasant to a modern and prosperous country within 30 years”. Even if this statement didn’t firstly translated into action, the terms used here are very important: “peasant” is opposed to “modern” and “prosperous”. We can already imagine that small scale farmers are considered from above, as non-modern and that they will have to change.

This statement was operationalised in 2013 into the Uganda Vision 2040 document³². This document summarises the key features of the CNDPF.

10-year and 5-year National Development Plans (NDPs)

The CNDPF intends to build three 10-year NDPs, subsequently elaborated into six 5-year NDPs³³. To date, only a 5-year NDP has been published.

In 2010, the National Development Plan (NDP) became the main mid-term planning framework. The NDP is to be implemented between 2010/2011 and 2014/2015. While the PEAP stressed poverty eradication and prioritised social services, the NDP maintains the poverty eradication vision

³² Republic of Uganda, Uganda Vision 2040, April 2013.

³³ <http://npa.ug/development-plans/planning-frameworks/cndpf/>

but with additional emphasis on economic transformation and wealth creation³⁴. The NDP designed and formulated strategies and interventions to address the above constraints including improving agricultural technology development; ensuring effective delivery of advisory services and improved technology; controlling diseases, pests and vectors, and enhancing productivity of land through sustainable land use and management of soil and water resources among others.

Public Investment Plan is the framework for implementing policies and priority actions identified in the national plans. It lists the government's highest priorities for the next 3 years with expenditure estimates for each project. The last one is from 2013 to 2016³⁵.

A **mid-term review (MTR) of the NDP** has been conducted but it is not available to the public³⁶. According to the Chairperson Uganda National Planning Authority (NPA), Mr Kisamba Mugerwa, the MTR has pointed the "lack of proper coordination between the government ministries, departments and agencies as being responsible for the poor enforcement of the national development plan"....."we must all be on board to avoid a situation where some ministers in cabinet say: we are not part of this—NDP, because we have not been consulted"³⁷.

According to news reports³⁸, a second 5-years NDP is under preparation but no information has yet been shared with CSOs and the public.

³⁴ Republic of Uganda, National Development Plan 2010/2011 – 2014/2015, 2010.

³⁵ Republic of Uganda, Public Investment Plan 2013/15-2015/16, Agriculture, P. 4-153.

³⁶ The page dedicated to this MTR on the National Planning Authority website is empty: <http://npa.ug/development-performance/ndp-midterm-review-reports/>

³⁷ Daily monitor, *National development plans not in line with govt priorities – NPA chief*, 14/02/2014, <http://www.monitor.co.ug/Business/National-development-plans/-/688322/2205194/-/495p44/-/index.html>

³⁸ New Vision, *Second 5-year national development plan in offing*, 21/02/2014 <http://www.newvision.co.ug/news/652803-second-5-year-national-development-plan-in-offing.html>

Some elements of the overall policy framework related to agriculture

Long term	Vision 2040 2007 and 2013
	Plan for Modernization of Agriculture (PMA) 2000-2017
Medium term	National development Plan (NDP) 2010/2011 – 2014/2015
	Public Investment Plan 2013-2016
	Uganda Nutrition Action Plan (UNAP) 2011-2016
CAADP financing Mechanism and framework	Agricultural Sector Development Strategy and Investment Plan (ASDSIP) 2010/2011 – 2014/2015
Sector level	<u>ASDSIP Component 1</u> : Agricultural Technology and Agribusiness Advisory Services (ATAAS), launched in 2012
	<u>ASDSIP Component 2</u> : Non-ATAAS “The Agricultural Revolution of Uganda”, launched in 2012
	Community Agricultural Infrastructure Improvement Project (CAIIP)
	Markets and Agriculture Trade Improvement Projects (MATIP)

2. Agriculture

Several strategies and programmes related to agriculture have been elaborated in the 2000 decade. Very quickly, some of them have been replaced by newer ones. We'll only develop the most recent

2.1 Plan for the Modernisation of Agriculture (PMA)

As for the agriculture sector itself, investments have, since 2000, been guided by the Plan for Modernisation of Agriculture (PMA) whose main objective was poverty reduction through agricultural commercialisation³⁹. The PMA was designed as a multi-sectoral approach to agricultural development, based on the recognition that some of the investments needed to make a difference in agriculture lie outside the mandate of MAAIF. Examples included roads, financial services, energy, natural resource management and agricultural education.

However, implementing the PMA proved more difficult than was envisaged because of problems in coordinating the activities of some thirteen ministries and agencies. As a result, the seven interventions under the PMA, namely, agricultural research, advisory services, rural finance, agro-processing and marketing, rural infrastructure, agricultural education, and sustainable natural resource management were not all implemented to the extent envisaged during formulation.

While the National Agricultural Research Organisation (NARO) and the National Agricultural Advisory Services (NAADS) made progress with Acts of Parliament supporting their implementation, the other PMA pillars lagged behind. As NAADS implementation expanded to cover most districts by 2005, glaring gaps had emerged in two main areas: (i) The need to provide financial services to farmers to enable them to purchase agricultural inputs; and (ii) The need for farmers to add value to their products as well as to improve access to markets. While both rural financial services and agro-processing and marketing were pillars of the PMA, little progress was made on their implementation⁴⁰.

2.2 Vision 2040 targets related to agriculture

Even though Vision 2040 is a very long-term document without clear definition of means, it is supposed to inspire the successive NDPs (six five-year NDPs are planned)⁴¹.

- Labour productivity per worker is multiplied by 20 (from 390USD in 2010 to 6,790USD in 2040);
- Level of urbanisation (population living in towns), from 13% to 60%
- Labour force in agriculture from 66% to 31%
- Population in planned settlement in rural areas, from 0% to 100%

To reach these targets, the document plans the following actions, per broad sector:

³⁹ MAAIF, MFPED, Plan for Modernisation of Agriculture: Eradicating Poverty in Uganda, 2000.

⁴⁰ MAAIF, ASDSIP, 2010

⁴¹ Republic of Uganda, Uganda Vision 2040, April 2013.

- Investment: to invest in the development of all major irrigation schemes in the country; ensure continued investment in technology improvement through research for improved seeds, breeds and stocking materials; invest in the development of the phosphates industry in Tororo to reduce the cost of fertilizer.
- Extension and information: to reform the extension system in the country to increase information access, knowledge and technologies to the farmers; ensure that land fragmentation is reversed to secure land for mechanization; collect adequate agricultural statistics; improve weather information and its dissemination and intensify environmental control measures to halt the decline in soil fertility.
- Regulations: to strengthen and harmonise the legal, regulatory and institutional framework and ensure the sector client charter is developed, popularised and enforced. Appropriate human resource in agriculture will also be developed, retooled and motivated.
- Markets: to improve capacity for regulation and enforcement especially in safety standards and quality assurance; attract private sector participation in value addition activities and investments; improve access to credit through the development of rural financing schemes and markets; expand the network of market infrastructure including appropriate structures to reduce post-harvest losses; strengthen cooperatives in order to build capacity of farmers in management, entrepreneurship and group dynamics.
- Agro-industries: agriculture specific industrial clusters will be supported in various regions to add value to agricultural products.

We see a clear focus on commercial farming: small scale subsistence farmers will have to change or disappear. Farmers' organisations and cooperatives are only considered under the standpoint of markets. They are never mentioned as an actor for delivering services to farmers or discussing the agricultural issues at policy level.

Civil society is mentioned several times in the Vision 2040 document⁴². In the diagnosis, the weakness of the civil society (p.5) appears as one the challenges faced by Uganda, even though it is not explained to which standards the civil society is weak. Then this civil society is requested to align its plans and strategies to the Vision 2040, to disseminate the Vision (p. 115), to implement the Vision (p. 116) and to mobilise resources and funding interventions towards its realization (p. 119). The civil society is also invited to engage in the planning, monitoring and reporting process, through the Comprehensive National Development Planning Framework (CNDPF).

More generally, the **model** envisioned through this document is to follow the path of East Asian countries (e.g. South Korea and Thailand are quoted). But such models are only dealt with from their current high-tech and infrastructure intensive economy. The development of their agricultural sector with a strong support to small scale farmers is omitted while it was central to the growth of these economies⁴³.

2.3 Comprehensive Africa Agriculture Development Programme (CAADP)⁴⁴

The Comprehensive Africa Agriculture Development Programme (CAADP) was developed by the Food and Agricultural Organization (FAO) and the NEPAD Steering Committee, endorsed at the

⁴² Republic of Uganda, Uganda Vision 2040, April 2013.

⁴³ FAO, Rapid growth of selected Asian economies. Lessons and implications for agriculture and food security: Synthesis report, 2006.

⁴⁴ For more details on the CAADP in general and its implications in Uganda, refer to the research carried by ESAFF Uganda in 2011 (ESAFF, 2011)

Conference of African Ministers of Agriculture, in Rome in June 2002. The African Union (AU) and NEPAD have given the programme high priority. During the Africa Union Food Summit (July 2003), African Heads of State and Government adopted the so called “Maputo Declaration on Agriculture and Food Security in Africa,” and agreed to implement CAADP by making agriculture a top priority and to raise budget allocations for agriculture to a minimum of 10% of their individual countries’ total public spending by 2008 (African Union and NEPAD (2010). The aim was to achieve at least 6% annual rate of growth in the sector which is required in order to reduce poverty and hunger.

CAADP is presented as a genuinely Africa-owned and Africa-led initiative. The agriculture unit of the NEPAD Planning and Coordinating Agency (NPCA) works with its partners at country level, the Regional Economic Communities (RECs) and Development Partners (DP) to accelerate the implementation of the CAADP agenda.

The CAADP process identified four Africa-wide entry point for agricultural development, they are called pillars:

1. Extending area under Sustainable Land Management (SLM) and reliable water control systems
2. Improving rural infrastructure and trade-related capacities for market access
3. Improved food supply, reduced hunger and improved response to food emergency crises
4. Improving agriculture research technology dissemination and adoption

These four pillars have been adapted to the specific Ugandan context (see ADSIP section below).

The CAADP process relies on the definition of national and regional plans (compacts), an agreement between all stakeholders (public, private as well as donors) serving as a framework for partnerships, alliances, and dialogue to design and implement the required policy interventions and investment programs⁴⁵. The investments required for the implementation of the compacts are included in an investment plan that also defines the roles of stakeholders, estimates the costs of executing certain actions and identifies sources of funding⁴⁶.

A general critique to CAADP is its emphasis on commercial farming. This results in targeting the 20% of smallholder farmers in a position to stepping up production for commercial lucrative markets and to invest in input supply (mainly seeds and fertilisers). But this approach neglects 80% of the farmers that are in a subsistence situation. According to the European think tank ECDPM, “different farming communities and schemes need different approaches. It is not viable to invest all in commercial markets. The right support strategy for small scale farmers can allow them to become sustainable and viable economic units”⁴⁷.

2.4 Agricultural Sector Development Strategy and Investment Plan (ASDSIP)

“The current ASDSIP was developed as a coherent plan to consolidate and harmonize all policy frameworks in the agricultural sector. The DSIP guides all stakeholders on the set sector priorities

⁴⁵ Rosengren Anna, *The CAADP and Emerging countries – The case of Tanzania*, ecdpm, July 2013.

⁴⁶ Gabagambi Damian, *Assessing Implementation of CAADP in Tanzania and Engagement of Smallholder Farmers*, Mviwata, 2013

⁴⁷ ECDPM, Roundtable on Sustainable African Agriculture and CAADP 2014 review, November 2013.

for the five years and defines spending plans for each financial year under the Medium Term Expenditure Framework”⁴⁸.

This DSIP is the foundation document for the CAADP Compact that was signed on March 31, 2010. In the CAADP, Uganda has committed, firstly, to the principle of agriculture-led growth as a main strategy; secondly, to the pursuit of a 6% average annual growth rate for the agricultural sector; and thirdly, to increase the share of the national budget allocated to the agricultural sector to reach an eventual target of 10%⁴⁹.

DSIP implementation is meant to simultaneously achieve both the national and CAADP outcomes and targets. The development objectives are rural incomes and livelihoods increased and household food and nutrition security improved:

- i. factor productivity (land, labour, capital) in crops, livestock, and fisheries sustainably enhanced;
- ii. markets for primary and secondary agricultural products within Uganda, the region and beyond developed and sustained;
- iii. favorable legal, policy and institutional frameworks that facilitate private sector expansion and increased profitability along the entire value chain developed;
- iv. MAAIF and Agencies functioning as modern, client-oriented organizations within an innovative, accountable, supportive environment.

The DSIP will be operationalized through the Medium Term Expenditure Framework, which provides 3 year-budget ceilings for the sector.

The ASDSID is detailed into 22 sub-programmes. Two of them fall under Agricultural Technology and Agribusiness Advisory Services (ATAAS), namely NAADS and NARO (see below).

The remaining 20 sub-programmes are considered under non-ATAAS framework and divided into 3 components:

1. **Strategic commodities:** coffee, cotton, tea, grains staples (maize, rice, beans), roots and tubers (cassava, Irish potatoes), bananas and fruits (citrus, pineapples, apples, bananas); meat (beef cattle, poultry, goats), dairy (dairy cattle), fisheries (capture, aquaculture).
2. **Thematic areas** related to inputs for these commodities: seeds and planting materials; fertilizer (organic, inorganic); labour saving technology and mechanisation; water for agricultural production (irrigation, livestock and aquaculture).
3. Transformative investments aimed at modernizing MAAIF and its agencies.

Most of DSIP activities will be implemented by districts under the responsibility of local governments. They will also need to establish the necessary coordination institutions and linkages with other stakeholder organizations including sub counties, CSOs, private sector players and farmers.

The elaboration of the ASDSIP framework created a momentum among the stakeholders (ministries, agencies, DP, CSOs, private sector). But once the different documents were finalised, such

⁴⁸ Ministry of Agriculture, Agriculture Sector performance Summarized Report, The second joint agriculture sector annual review (JASAR), November 2012.

⁴⁹ MAAIF, ASDSIP, 2010.

collaboration has vanished, leaving CSOs out of the frame despite the commitments from the documents to involve all stakeholders in the monitoring and evaluation of these programmes.

2.5 National Agricultural Advisory Services (NAADS) and ATAAS

The National Agricultural and Advisory Services (NAADS) Programme was created in 2001, as a pillar of the PMA, to address constraints of lack of access to agricultural information, knowledge and improved technology among rural poor farmers in the country. The programme was designed to be a decentralized, farmer-owned and private sector serviced extension system; contributing to the realization of the agricultural sector objectives⁵⁰. NAADS is established as a semi-autonomous agency under the supervision of the MAAIF. The purpose of keeping it semi-autonomous is to allow direct funding from development partners (DPs) and avoid political interference.

NAADS benefits from a 25-year programme, mostly funded by donors. The first phase of implementation was 2001-2010 and the second phase started officially at the end of 2010 but operationally in 2011 for a period of 5 years. This second phase is part of the ATAAS project (along with support to the research institution NARO). ATAAS total costs is budgeted 665.5 million USD funded by the Government of Uganda (80%) and DPs (20%), with about half of the total costs targeted to NAADS⁵¹.

NAADS, since its first days, relied on a **market based approach** to advisory services. Farmers and farmers groups are supposed to make a demand of advisory services to NAADS, which will procure through private local service providers. NAADS also provides inputs to enable new technologies among pioneer farmers.

This market based approach have proven challenges for small scale farmers who don't have access to information or lack the social capital to request such services. It is also difficult for a farmer to define precisely his/her needs in terms of technical support without being able to interact with an external advisor.

The component on input delivery for technical innovations has also proven to be biased towards farmers with the highest social capital and influence. It has nurtured corruption due to unclear rules and lack of supervision and audit.

Another component of NAADS is seeking to support the establishment and strengthening of farmers' groups. NAADS website quotes:

Farmer institutions are organs, bodies or entities formed by farmers to champion for their cause. The NAADS program recognises the role of Farmer groups, Cooperatives and Farmer fora (Village Farmer Fora, Sub county Farmer Fora, District Farmer Fora and National Farmer Fora) as the farmer institutions and supported under our Farmer Institutional Development (FID) Programme.

The purpose of the FID is to create institutions that will enable farmers to effectively organize, formulate and prioritise their needs. NAADS Secretariat is responsible for building farmers ca-

⁵⁰ NAADS, Cumulative Progress Report, FY 2011/2012 - 2012/2013, Draft 1, August 2013

⁵¹ World Bank, ATAAS Project Appraisal Document, May 2010.

capacity in group formation, identifying and prioritizing needs and contracting and monitoring service providers.⁵²

Beyond the speech, NAADS Phase 1 was implemented in a very top-down and prescriptive approach, as it was acknowledged by MAAIF⁵³. NAADS officers would tell farmers which crop they have to grow, without taking into account constraints and interest of each farmer. The efforts put into categorizing farmers reflect this will to put farmers in boxes and telling them what is best for them.

The second phase of NAADS, funded through ATAAS project follows a similar pattern. The purpose of ATAAS is described as follows:

*The Project Development Objective (PDO) is to increase agricultural productivity and incomes of participating households by improving the performance of agricultural research and advisory service systems in the Republic of Uganda. The indicator for this objective is the percentage increase in average agricultural yields and agricultural incomes of participating households who directly benefit from NAADS support through farmer groups (disaggregated by gender).*⁵⁴

We see clearly that ATAAS, and consequently NAADS is keeping a strong focus on commercial farming, excluding therefore farmers who are seeking subsistence.

What future for Advisory Services?

Discussions are held currently to prepare the future of NAADS and advisory services in general⁵⁵. All stakeholders seem to agree on the failure of advisory services to improve the farming situation in Uganda.

Some point out the confusion and lack of focus of NAADS which provides both inputs and advice. Others explain the failure by the lack of capacities of private service providers. However the main point of debate remains the organisational structure for advisory services: MAAIF is in favour of getting back advisory services under its direct management while DPs want to keep a semi-autonomous structure that reduces corruption and political interference.

The voice of farmers, especially smallholders, doesn't seem to be of interest for both parties (MAAIF and DPs) in the elaboration of future advisory services. Farmers will have to speak out very loud to be heard...

2.6 Community Agricultural Infrastructure Improvement Project (CAIP)

The first CAAIP has been implemented from 2007 to 2013 with the objective "to increase agricultural productivity and hence rural household incomes through investment in infrastructure". The actions consisted in building or improving rural feeder roads, agricultural markets and agro-

⁵² NAADS website : <http://www.naads.or.ug/data/sdmenu/108/NAADS%20Structure.html>

⁵³ MAAIF, ASDSIP, 2010.

⁵⁴ <http://www.naads.or.ug/data/dprogram/79/Objectives-and-Components-of-ATAAS>

⁵⁵ The author had the chance to attend a stakeholder workshop on the future of advisory services in Uganda, organised by the CSOs, with MAAIF, development partners and private sector.

processing units⁵⁶. The total budget of 83 million USD was co-funded by AfDB (45m), IFAD (32m) and the Government of Uganda (6m)⁵⁷.

Based on positive evaluation, the stakeholders decided to extend these actions to more districts with CAIIP-II (started in 2009⁵⁸) and CAIIP-III (started in 2012⁵⁹).

Even though all districts are more or less covered, inside the districts, many areas remain untouched by these projects, making it expensive for farmers to access markets to sell their products⁶⁰.

Moreover, a field study conducted by Gret has shown that the markets built thanks to CAIIP are not really designed properly to address the needs of small scale farmers in terms of marketing⁶¹. In comparison with Mviwata experience in Tanzania, issues faced in Uganda CAIIP are, among others: choice of the location, choice of the crops, difficult physical access (roads), lack of complementing services (financial, processing), weak involvement of small scale farmers' representatives and weak maintenance.

3. Other policies: decentralisation, land tenure, pastoralism

3.1 Decentralisation and the roles of local governments

The role of local governments (LGs) has increased sharply in the past decades in the agricultural sector, especially since 1992 and the decentralisation policy. LGs have duties to supervise the work of NAADS at all local levels (parish, sub-counties and districts). District also provides, through district production officials, extension services besides NAADS. Other services include provided by LGs include regulatory services, quality assurance services, agriculture statistics and information.

Even though most of the resources are available at district level, MAAIF is still unable to operate properly its duties with district LGs. The presentation from the website of MAAIF gives interesting insight on how the situation the management of agricultural tasks is done (or not), at local levels:

The reality is that the link between MAAIF HQ and the districts is very weak, exacerbated by the limited numbers of staff. The current MAAIF HQ establishment has a total of 411 positions out of which only 279 (67%) are filled. Even where the positions are filled, the established posts are not sufficient to meet the minimum numbers necessary to cultivate the links. This is especially critical in regard to the regulatory and pest and disease control functions, which require minimum resources for effective execution of the function.

The major link with the districts is through NAADS where the parish, district and sub-county councils have assessment and general oversight roles and are expected to supervise counterpart financial contributions and NAADS' performance. NAADS' link at the district level is through

⁵⁶ In detail, 74 agricultural markets, 14 coffee hullers, 39 maize mills, 33 rice hullers, 37 milk coolers.

⁵⁷ AfDB, Uganda: Community Agricultural Infrastructure Improvement Programme, Project -1 (CAIIP-1)

⁵⁸ <http://www.afdb.org/fr/projects-and-operations/project-portfolio/project/p-ug-ab0-002/>

⁵⁹ <http://www.afdb.org/fr/projects-and-operations/project-portfolio/project/p-ug-ab0-003/>

⁶⁰ MAFAP, Review of food and agricultural policies in Uganda 2005-2011, 2013

⁶¹ Berchoux and Bauge, Marketing systems in Tanzania, Rwanda and Uganda: what role can bulk-markets play in reducing market imperfections and in improving small-scale farmers' bargaining power?, 2013.

the District Production Departments, which are supervised by the Production Committee (comprised of councillors).

The district technical teams ordinarily consist of the District Production Coordinator (who provides oversight of the work of the NAADS District Coordinator), the District NAADS Coordinator, the District Veterinary Officer, the District Entomologist, the District Forest Officer, the District Agricultural Officer, the District Fisheries Officer, the District Planner, the Internal Auditor, the District Information Officer, and the District Community Development Officer. The Production Department typically has a number of divisions: Entomology, Crops, Livestock, Commerce, Fisheries and, in some cases, Forestry. Many of these posts are unfilled.

Capacity in these district Production Departments has been negatively affected by a delay in implementation of planned reforms and, over five years now, personnel have either retired or resigned but have not been replaced due to a suspension of recruitment. This situation has been further aggravated by the formation of new districts that has resulted in existing staff having to be shared, thereby spreading the available human resources ever more thinly. Very clearly, there is need to strengthen both LG capacities and MAAIF-LG coordination and plans to do this will be elaborated under DSIP.

Actual implementation of a large proportion of ASDSIP activities will take place at district level and will fall under the responsibility of local governments. MAAIF and its agencies will therefore strive to improve the links with these entities. The local governments will need to establish the necessary coordination institutions and linkages with other stakeholder organisations including sub-counties, CSOs, private sector actors and farmers⁶².

3.2 Land tenure and pastoralism

The ASDSIP document acknowledges the current “mining of the land including rampant tree cutting without replanting”. Although the recently approved Land Use Policy is expected to improve sustainable land management in the cattle corridor, there is still no land policy for the country as a whole. There is also no rangeland policy or pastoral code for the pastoralists who graze their cattle in the dry lands⁶³.

Uganda has witnessed several tribal clashes involving pastoralists in the last few years. These conflicts relate mainly to the harsh conditions in the cattle corridor which are influenced by frequent droughts, land degradation, rapidly changing land tenure regimes including changing life styles, conversion of large chunks of land to private ranches, etc.

The topic of the annual National Development Forum in 2014 was “Land reform and investment in agriculture for socio economic transformation”. A paper was prepared by a World Bank consultant to provide some avenues for a proper land tenure policy. The

4. Agriculture budget

Through Maputo declaration and CAADP signature, Uganda had agreed to allocate 10% of its national budget to agriculture. The government has claimed the same target in several national-level policy planning documents but the results are very far from visible. Agriculture is allocated

⁶² Quoted extensively from MAAIF website : <http://www.agriculture.go.ug/districts>

⁶³ MAAIF, ASDSIP, 2010

around 3% of the national budget with what appears to be a disjunction between agricultural policies and strategies on one hand, and budget management by the ministry of finances on the other hand.

4.1 Budget process in brief

Each sector working group (e.g. agricultural sector working group – ASWG) is responsible for budget process after receiving guidelines from MFPED. These guidelines include MTEF ceiling, provided for both MAAIF and semi-autonomous agencies that have a separate budget⁶⁴.

Under the decentralized system of government, the agricultural sector budget formulation also involves local governments (districts) that implement some of the sectors' programmes and projects.

The budget formulation process is supposed to be open and participatory to include inputs from stakeholders such as the civil society and the private sector, besides government. In reality however, there is very little participation or inclusion of inputs from civil society and/or the private sector with regard to allocations in priority areas of investment. Rather than this, the major budgetary decisions are made based solely on the discussions between the MFPED, the World Bank, and the International Monetary Fund (IMF)⁶⁵.

In the budget speech of the MFPED for the fiscal year 2014/2015, agriculture is allocated Sh. 473.7bn⁶⁶ in an increase from Sh. 394.4bn for 2013/2014⁶⁷. These amounts include both GoU funding and external funding and represent MTEF ceilings. The same budget speech makes some projection for the coming years, and forecasts a decrease for 2015/2016 (down to Sh. 430bn). **This budget is well below Maputo commitments, with only 3% of the national budget** dedicated to the agricultural sector⁶⁸.

4.2 Agricultural sector strategies budgets

The ASDSIP proposes an “ideal” budget for its duration that would enable proper implementation of the sub-programmes. This “ideal” would bring Uganda closer to the Maputo target of 10% of the national budget allocated to agriculture. However, the same document stipulates that such budget “has to be cut by 25% to get it to fit into the ceiling” of the Medium Term Expenditure Framework (MTEF)⁶⁹.

The NDP is an ambitious plan with an agricultural sector budget even larger than that of the DSIP ‘ideal’ budget, its first year being estimated at Sh. 630bn and with a total cost of Sh. 3.53 trillion over five years. How this will relate to the existing MTEF process is not still clear but it will be necessary to rationalise the DSIP budget with the NDP when it is finally published. If more funds become available to the agriculture sector, it will be possible to adjust the DSIP to fit the NDP budget.

⁶⁴ There are eight agencies, including NAADS, NARO and product specific authority (coffee, cotton, dairy).

⁶⁵ MAFAP, 2013.

⁶⁶ Republic of Uganda, Budget Speech Financial Year 2014/2015, June 2014.

⁶⁷ Republic of Uganda, Budget Speech Financial Year 2013/2014, June 2013.

⁶⁸ 3.1% for 2014/2015.

⁶⁹ In the 2010/11, the MTEF for agriculture has been agreed at UGX 342.2 billion with authorization given for MAAIF to project subsequent years to rise at a further 10% per annum. It is on this basis that another (MTEF-related) budget has been prepared for DSIP.

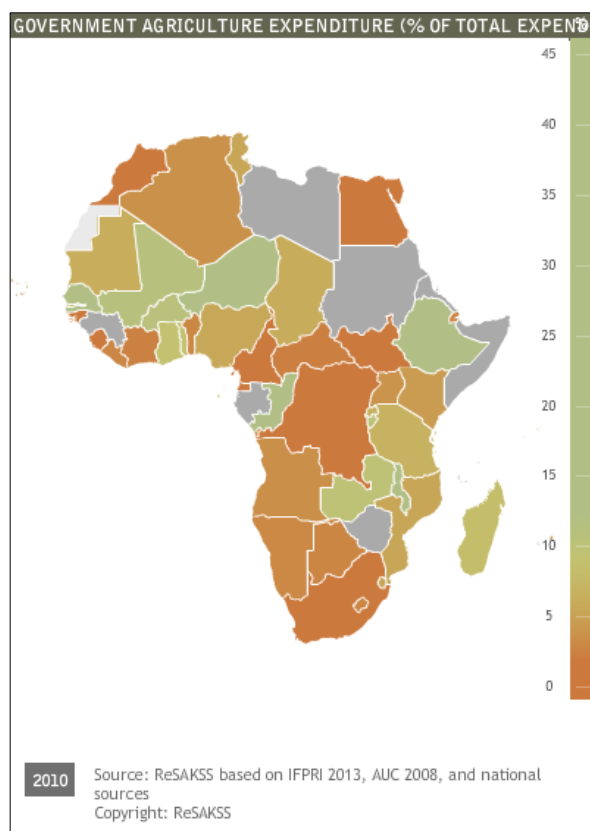
4.3 Monitoring of agriculture budget

ReSAKSS

Established in 2006 under the CAADP, the Regional Strategic Analysis and Knowledge Support System (ReSAKSS) supports efforts to promote evidence and outcome-based policy planning and implementation, as part of the CAADP agenda. In particular, ReSAKSS provides data and related analytical and knowledge products to facilitate benchmarking, review and mutual learning processes. It is facilitated by the International Food Policy Research Institute (IFPRI), in partnership with the African Union Commission (AUC), the NEPAD Planning and Coordinating Agency (NPCA), and leading regional economic communities (RECs). At the regional level, ReSAKSS is supported by three Africa-based CGIAR centers: the International Livestock Research Institute (ILRI) in Kenya, International Water Management Institute (IWMI) in South Africa, and International Institute of Tropical Agriculture (IITA) in Nigeria.

As per its creation, ReSAKSS follows, among others, the indicators set in the Maputo declaration and CAAPD: 10% of national budget allocated to agriculture and 6% annual agricultural growth.

The reports of ReSAKSS are covering the whole continent (see map) and aim at facilitating comparison between countries. The last figures available for Uganda data back from 2010 and show a level of 3.9% of the national expenditures into agriculture. This figure is the same as Africa average but below the one for Eastern Africa (8.7%) and EAC (5.2%). It is noticeable that all other EAC countries have higher level of agricultural expenditures in 2010 (Burundi 10.3%, Kenya 4.6%, Rwanda 6.6% and Tanzania 6.8%). However, there is no detail on the national data mobilised to reach such figures.



MAFAP (FAO)

Maputo Declaration in 2003 and subsequent policies have created a momentum for the monitoring for food and agricultural policies in Africa. FAO has created in 2009 MAFAP (Monitoring and Analysing Food and Agricultural Policies) in partnership with NEPAD and ten countries (including Uganda, Kenya and Tanzania). It has since then expended to Rwanda and Burundi among others. MAFAP is working with research institutions in partner countries to fulfil its mandate. MAFAP conducts a wide range of studies in each country to assess the progress of agricultural policies and compare with the situations in several value chains. For Uganda, a country report has been published along with reports on maize, rice, beef, coffee, cotton, fish and tea.

In the country report, MAFAP acknowledges the difficulty of the government to reach the targets set up by 2003 Maputo Declaration in terms of agricultural budget. However, it also claims that the government is not far from its target if all rural development expenditures are taken into account (i.e. rural education, health, roads, water and sanitation and energy).

Civil society budget monitoring

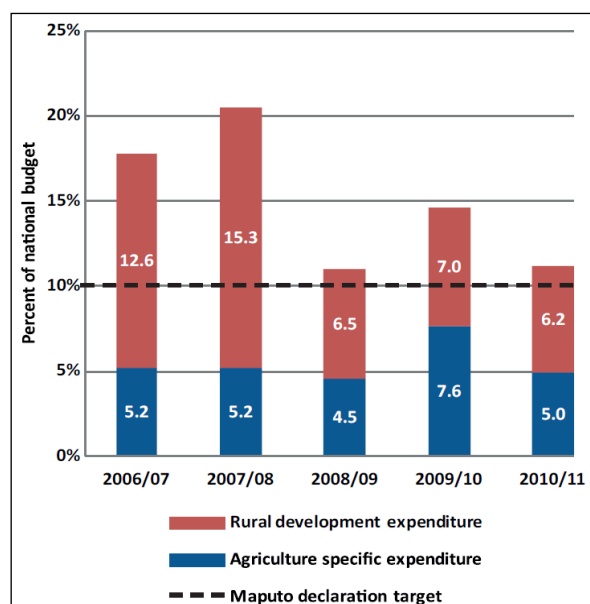
CSBAG is the Civil Society Budget Advocacy Group. It is a coalition formed in 2004⁷⁰ to bring together CSOs at national and district levels to influence Government decisions on resource mobilisation and utilisation for equitable and sustainable development. It was formed by a group of NGOs in Uganda.

Activities of CSBAG include:

- To build capacities of citizens and CSOs to effectively engage with economic policies and budgets that meet their needs.
- To mobilize and organise for meaningful citizens participation in budgeting processes and stimulate grassroots-led accountability.
- To maintain dialogue with the Government to ensure that fiscal policies and budgeting processes are pro-poor, gender sensitive and sustainable.
- To conduct extensive research on budgets and policies to enhance CSBAG's ability to influence budget decisions.
- To create awareness and public understanding of budget related matters to demystify the budget discourse.

As a result, they publish annually a report of the main observations of the civil society to the budget decided by MFPED. For 2014/2015, the main points of concern and recommendations regarding agriculture budget are⁷¹:

- Budget allocations to agriculture have not demonstrated convergence between the NDP and the MTEF, making the agricultural sector development plan objective untenable over the NDP period, and as results to achieve Maputo commitments.
- To invest in credit provision for farmers by a revision of the Agriculture Finance Facility from commercial farmers' focus to small-holder farmers.



MAFAP table on the agricultural and rural development budget (MAFAP, 2013)

⁷⁰ Led by Uganda Debt Network (UDN), Uganda National NGO Forum, Forum for Women in Democracy (FOWODE) and Oxfam GB

⁷¹ CSBAG, Citizen's Budget – Civil Society Position Paper on the National Budget Framework, June 2014.

- To implement a unified agricultural extension system and transfer the extension function to the MAAIF.

Action Aid in Uganda is also conducting activities of budget monitoring and advocacy as part of its regional campaign, and also in partnership with NEPAD (see section 3 below).

5. Trade of food products

In Uganda, trade is considered as an engine for economic growth, and there had been intensification of export since the 1990s. A first generation of policies, associated to the structural reforms agreed between the National Resistance Movement (NRM) and the international institutions, wanted to limit state intervention and impose a free market oriented economy open to international trade⁷².

Uganda implements trade liberalization policy, especially through the National Standards and Quality policy, the National Industry Policy and the National Trade Policy. Despite increases in exports earning (since 2007), the country still experience **a negative trade balance**. The trade deficit doubled from 2007 to 2011 while it remained positive for the agricultural goods only⁷³.

Given the relative and stable food security of the country and the openness of its economy, Uganda doesn't have a recent history of export bans for food products (unlike its neighbours). But it considers that its farmers are suffering from non-tariffs barriers, especially from Kenya and Tanzania side⁷⁴.

5.1 The National Trade policy⁷⁵

The government has the role of eliminating barriers to trade and providing an enabling environment, "in which the private sector can thrive, and build capacity to produce quality goods and services"⁷⁶.

The overall goal of the Policy is "to develop and nurture **private sector competitiveness**, and to support the productive sectors of the economy to trade at both domestic and international levels, with the ultimate objective of creating wealth, employment, enhancing social welfare and transforming Uganda from a poor peasant society into a modern and prosperous society".

It is implemented following the EAC Customs Union Protocol (2004). A value-added tax (VAT) is levied at a standard rate of 18% on the sale price of locally produced goods and services and on the customs-duty inclusive of value import. VAT is zero-rated for a number of goods and services including: seeds, fertilizers, pesticides and hoes, locally produced cereals and agricultural equipment⁷⁷.

⁷² JAIMOVICH, D., KAMUGANGA, D., Three decades of trade policy in Uganda: two generations of reforms in the quest to become part of the global market, Forum for Research in Empirical International Trade, 2010.

⁷³ WTO, *Trade policy review, Report by the EAC Members*, Trade Policy Review Body, 17 october 2012.

⁷⁴ Levard and Gabagambi, *Intra-Regional Trade Limitations for Agricultural Commodities in the East African Community*, December 2012

⁷⁵ Ministry of tourism, trade and industry, *The National Trade Policy*, August 2007.

⁷⁶ WTO, *Trade policy review*. P. 77.

⁷⁷ MAFAP, *Uganda Country profile*, 2013.

5.2 Agricultural products trade policies

The domestic and international trade for agricultural products is handled by **the private sector**. The government does not control prices and therefore all prices are determined by the market and private stakeholders⁷⁸.

However, since a few years, the reforms (unlike the first generation of reforms in the early 2000s), **include active participation of the public sector in trade policy** related actions. It is the continuity of regional integration, with the negotiating, the promotion of export diversification and the reduction of various non-tariff barriers to trade⁷⁹. Though, price control (as a development and trade policy measure) is not practiced anymore by the government.

The import taxes have been harmonized with trade partners of EAC. Uganda grants tariff preferences to EAC and COMESA member countries.

Uganda has **no export taxes**, but exporters must have a phytosanitary and a quality standards certificate.

The maize markets (like other agricultural products) is totally liberalized, the government wants this sector to be as open as possible (no maize export taxes or bans)

5.3 One Stop Border Posts Project⁸⁰

To government of Uganda signed a Memorandum of Understanding (MoU) with Trade Mark East Africa (TMEA) for the construction of One Stop Border Posts (OSBPs) to ease movement and enhance trade in the region by eliminating some of the non-tariff barriers.

The MoU provides the frame work under which four OSBPs will be constructed at the borders of Busia (Uganda/Kenya), Mutukula (Uganda/Tanzania), Mirama Hills (Uganda/Rwanda) and Elegu (Uganda/ South Sudan) under the East Africa Trade and Transport Facilitation Project (EATTFP).

Under the MoU, TMEA will provide parallel and direct financing for the project and will conduct bi-annual reviews, among others while the Government of Uganda will provide land and undertake matters to do with procurement and contracting among others.

5.4 Markets and Agriculture Trade Improvement Projects (MATIP)

The project is implemented over 5 years (2009-2014) in 19 Town Councils in all four regions of Uganda with the objective to re-construct 21 urban markets along with a strong capacity building of the operators and the involvement of stakeholders. This first phase had a budget of USD 66.7 million, mostly in the form of a loan from AfDB. A second phase has been agreed in 2014 to cover 14 other markets in 12 new districts, for a budget of USD 96.8 million.

6. Food and nutrition security

Food security is one of the main 2 objectives in the ASDSIP: “The underlying logic is that if long run productivity can be improved, through existing or new enterprises and/or farmers can be

⁷⁸ MAFAP, Uganda Country profile, 2013.

⁷⁹ JAIMOVICH, D., KAMUGANGA, D., Three decades of trade policy in Uganda: two generations of reforms in the quest to become part of the global market, Forum for Research in Empirical International Trade, 2010.

⁸⁰ <http://npa.ug/one-stop-border-posts/>

helped to move “up” the value chain by public investments in value addition activities, then rural incomes and livelihoods and general prosperity will rise. At the same time, parallel but associated investments around staples and basic foods, usually with a different target group, will deliver improved food security at the household level”.

6.1 The Uganda Food and Nutrition Strategy (NSNS)⁸¹

Following the National Food and Nutrition policy and as part of the Rural Development Strategy, the GoU launched the NFNS in **2005**. It is still implemented. Its over-arching goal is to transform Uganda into a properly nourished country **within 10 years**. The vision of the NFNS is a hunger-free country without malnutrition.

To implement its strategy, government has identified **3 categories of nutritionally vulnerable** groups in Uganda : those who have specific increased nutritional requirements due to their *demographic or health status*, those whose vulnerability is related to *conflict*, and those who are nutritionally vulnerable due to the nature of the *livelihood strategies* they pursue.

Also, the Cabinet is considering a legal and institutional framework that is described in a draft Food and Nutrition Bill for the establishment of a **National Food and Nutrition Council** (NFNC). Once passed into law (as an Act of Parliament), the NFNC shall serve as the Apex Body for guidance and coordination of all food and nutrition issues in the country⁸².

Stakeholders in Uganda didn't seem to be aware of this law and little follow-up is found from official sources. Also, the situation of malnutrition in Uganda, with an increase since 2010, doesn't plead for a real success of this policy.

6.2 Uganda Nutrition Action Plan⁸³

This is a **5-year plan (2011-2016)** that provides the framework for addressing nutrition issues in the country sequentially to develop strong and quality human capital that will propel socio-economic transformation. The UNAP has been formulated within the context of the National Development Plan (the overall vision for Uganda: transforming Uganda into a modern and prosperous country). The plan was elaborated by a technical committee formed by officers from the ministries of Agriculture, Animal Industry and Fisheries; Health; and Education and Sports; and the National Planning Authority.

The goal of this plan is to improve the nutrition status of all Ugandans, with special emphasis on women of reproductive age, infants, and young children (“target groups”).

The UNAP focuses on four broad action areas:

1. Promoting key maternal, infant, and young child feeding and nutrition practices to improve feeding behaviour (breastfeeding, dietary diversification, increased coverage of micronutrient).
2. Supporting households and communities to increase access to and consumption of diversified foods throughout the year through their own food production or purchased food

⁸¹ Ministry of Agriculture and Ministry of Health, The National Food and nutrition Strategy, 2005.

⁸² MAFAP, P.73.

⁸³ Republic of Uganda, Uganda Nutrition Action Plan 2011-2016, 2011.

(focus on reducing post-harvest losses and spoilage and on addressing issues related to women's workload within the household).

3. Providing care and support to individuals with severe acute malnutrition.

4. Mobilising the community to promote the adoption of healthy nutrition behaviours.

Again, there was little mobilisation of the stakeholders met in Uganda on this Action Plan.

III. CIVIL SOCIETY ACTORS AND THEIR PARTICIPATION IN AGRICULTURAL POLICY PROCESSES

1. The main civil society actors for agriculture

1.1 ESAFF Uganda

ESAFF Uganda is a relatively new organisation among all ESAFFs. It began in 2006 and has a permanent secretariat since 2010 only, even though the dynamics was initiated for the World Summit on Sustainable Development in Johannesburg in 2002. It has membership in 30 district farmer associations (27%) out of 112 districts of Uganda.

Between 2008 and 2012, the number of districts in which ESAFF Uganda was operational rose from 6 to 30. In 2009, no projects were implemented as there was no funding but since 2010, three donors have been supporting ESAFF Uganda (OXFAM Novib, VSF; and International Development Research Centre – IDRC) partly because they were able to deliver on the project that they implemented in 2008. Increased work and funding resulted in ESAFF Uganda recruiting more staff, which stood around ten in 2014. Two local volunteers who are youth and degree holders support the staff in project implementation. In 2009, ESAFF Uganda was registered as a Private Limited Company and in 2012 it was the registered under a more appropriate Act – the Non-Governmental Organisation (NGO) Act. In 2010, the Board revised its constitution and among other things, provided for the position of a General Secretary. The organisation also developed and implements the Human Resources, Financial, HIV and Gender policies⁸⁴.

ESAFF Uganda has important capacity strengths that other newly established national small scale farmer associations can learn from. One of the most important capacities was identified as the ability to manage relations with partner organisations, as well as managing the associated change processes. The example that stood out was how they worked with Participatory Ecological Land Use Management Association (PELUM) as a host organisation; developed a Memo of Understanding which lasted for one year; and then ended the arrangement after the period when they (ESAFF Uganda) were able to stand on their own. During their partnership with PELUM Uganda they benefited from the more developed systems and capacities. Another important capacity was identified as being able to expand and prepared work in the most difficult parts of the country. ESAFF Uganda has been able to develop and implement organisational policies in a relatively short space of time, and has a decent number of staff to implement its strategic plan. The Board has also trans-

⁸⁴ ESAFF, Organisational Capacity Assessment of the Eastern and Southern African Small Scale Farmers' Forum (ESAFF), May 2013

formed itself to take into account the memberships on new districts. In the area of governance, ESAFF leadership has tended to renew itself over time⁸⁵.

ESAFF Uganda reported that it is well known at district, national and regional levels because of its advocacy work and its genuine interest in small scale agriculture, food security and sustainable agriculture. For example, it contributed to influencing Uganda's agricultural budget to move towards the 10 % target agreed on at the Africa Union level. ESAFF Uganda is well engaged in the process of building a strong, farmers' based organisation that is able to deliver services to its members and carry their voices.

ESAFF Uganda has developed a strategic plan for 2013-2017 with the objective to become "*a strong small scale farmer' forum effectively engaging its membership at all levels for effective representation and self-reliance*".

To reach this goal, ESAFF Uganda has decided not to extend its coverage in terms of districts. It will remain with the 30 current districts with the idea of strengthening its presence and the promoting the leadership among farmers.

ESAFF Uganda is part of a thriving civil society environment on food security and agriculture issues. However, these partners have NGO or environmental group mandates rather than farmers' direct representation, which is the mandate of ESAFF. This means that messages can be carried out differently if they come from farmers rather than from other civil society organisations.

1.2 Uganda National Farmers Federation - UNFFE⁸⁶

UNFFE is the largest farmers' organisation in Uganda. It was formed in 1992 and started as Uganda National Farmers Association (UNFA) and changed to a Federation in 2002 to embrace various commodity associations and service providers. As a result, it is now formed of district-based farmers organisations, commodity specific farmers organisations (e.g. NUCAFE, TUNADEO, USOSPA, UFA, USGA, UNADA, etc.) and agricultural services providers.

It was not possible to meet UNFFE during the mission in Kampala but they seem to have a strong relationship with the government. Some current farmers' (like the ones in ESAFF Uganda) do not intend to join UNFFE as they would not feel represented by the positions of UNFFE.

UNFFE is member of the East African Farmers Federation.

1.3 Uganda Cooperative Alliance - UCA

Uganda Co-operative Alliance (UCA) Ltd is a national umbrella body of all co-operatives in Uganda⁸⁷. It was formed and registered in 1961 and is owned by member co-operatives from agriculture and micro-financial sector (SACCOs). UCA is mostly active in agriculture and rural areas. It intends to develop a model of services to farmers, from productive services (inputs, extension, storage, marketing) to financial (through SACCOs).

UCA is the key advocacy actor on advocacy at national level to represent the interest of cooperative movement, many of its members being farmers.

⁸⁵ ESAFF, Organisational Capacity Assessment of the Eastern and Southern African Small Scale Farmers' Forum (ESAFF), May 2013

⁸⁶ <http://unffe.org/>

⁸⁷ <http://www.uca.co.ug/>

UCA is also member of the East African Farmers Federation.

1.4 Food Rights Alliance – FRA⁸⁸

Food Rights Alliance is coalition constituted in 1999 to bring together Civil Social Organisations working in the field of sustainable agriculture and food security in Uganda. At the formation, it focused on the launch of the WTO's new rounds of talks, which would take place in Seattle, concerning international agreements, globalization processes and generic modification. In 2000, other important issues were tabled for discussion, including the Government of Uganda's Plan for Modernization of Agriculture (PMA).

Over the years the Alliance has grown from the three institutions to more than 60 national, international and local organizations, four regional food security networks in Central, Western (and Rwenzori inclusive), and Eastern Uganda regions and individuals. ESAFF Uganda is one of the key members of the Alliance.

In 2013, the Alliance was formally appointed and charged with a new responsibility of coordinating the activities of the Alliance Against hunger and Malnutrition of the Food and Agriculture Organisation (FAO) in Uganda and in the East African Region.

The Alliance is implementing its Five Year Strategic plan 2013-2017 geared towards strengthening the Alliance to effectively engage her membership and stakeholders to influence policy, systems and practices that affect the realization of the right to adequate food. The Alliance is regularly facilitating the participation of small scale farmers to national-level events but it is not advocating on behalf of small scale farmers as most of its members are NGOs. but rather promoting their rights and roles as main food producers.

The Alliance is publishing regularly papers on the situation of farmers, on food insecurity and on policies planned and implemented⁸⁹. It is currently undertaking an important role in carrying the civil society's voice in the revision process of the extension system in Uganda.

1.5 Civil Society Budget Advocacy Group - CSBAG⁹⁰

The Civil Society Budget Advocacy Group (CSBAG) is a coalition formed in 2004 to bring together CSOs at national and district levels to influence government decisions on resource mobilisation and utilisation for equitable and sustainable development.

CSBAG was created out of a desire to collectively influence government and effectively participate in setting national budget priorities. It was formed by a group of NGOs led by Uganda Debt Network (UDN), Uganda National NGO Forum, Forum for Women in Democracy (FOWODE) and Oxfam GB in Uganda. Currently, more than 50 organisations and networks, including ESAFF Uganda, are member of CSBAG.

Since 2004, CSOs in Uganda under CSBAG have been engaging in influencing the budget process to ensure that both the local and national budgets incorporate the views of the poor and that they are gender sensitive.

⁸⁸ www.fra.ug

⁸⁹ For example: [FRA and Action Aid, An Assessment of Progress in Implementing Uganda's Agricultural Development Strategy and Investment Plan \(DSIP\) 2010/11 - 2014/15, May 2013.](#)

⁹⁰ <http://csbag.org/>

Agriculture is one of the main topics of focus of CSBAG activity. The Group has published several papers on analysing the budget allocation to agriculture by the government⁹¹. CSBAG is also working at the district level to monitor the budget elaboration and public spending.

1.6 Other organisations and networks

This report does not aim at drawing a complete picture of the civil society landscape in Uganda. Besides the organisations and networks mentioned above, some other actors bear also an important role with regards to agricultural and food security policies. The **Uganda National NGO Forum** (UNNGOF)⁹² is an independent and inclusive national platform for NGOs in Uganda. **Action Aid Uganda**⁹³ is very active in the area of budget advocacy. **Seatini**⁹⁴ is active in the fields of international trade agreements and regional integration, by elaborating positions and building the capacities of other stakeholders. While being more field based organisations, **Vedco**⁹⁵ and **Pelum**⁹⁶ also often bring their point of view on issues related to small scale farmers into the discussions at national level.

AFSA

Agricultural and food policies geared to corporate interests. All of the highlighted initiatives point in the same direction: handing over the responsibility to feed Africa to the corporations. Together the New Alliance and the Grow Africa partnership co-opt the agenda of the CAADP towards corporate agendas. AGRA does the same, and African governments are asked to provide the proper legislative framework (such as IPRs) to facilitate the transition

Promotion of industrial agriculture and the “Green Revolution”. The kind of food production envisioned by these initiatives are strongly biased towards the industrialization of agriculture, relying on hybrid seeds, GMOs, and increased use of fertilizer and pesticides – as well as on mechanized large scale farming. Rather than being supported, small farmers are being thrown off their land. Rather than incorporate available knowledge and experience of farmers, they give the impression that the majority of the farmers are not needed anymore.

Allowing Africa's genetic heritage to be privatised by a handful of multinational corporations, while undermining the contribution and role of local seed diversity and exchange networks.

And perhaps the most important of all: yet another missed opportunity to support Africa's farmers to grow enough food, to promote agro-ecological approaches that don't harm the environment, and to take the right steps in the direction of food sovereignty.

Extract from AFSA declaration in 2013 to which ESAFF and PELUM participate.

⁹¹ CSBAG, Citizens' Budget – Civil Position Paper on the National Budget Framework, June 2014

⁹² <http://ngoforum.or.ug/>

⁹³ <http://www.actionaid.org/uganda> Action Aid is also active on advocacy at the continental level. They have signed a MoU with AU and NEPAD to assess the level of implementation of the CAADP in the countries.

⁹⁴ <http://www.seatiniuganda.org/>

⁹⁵ <http://www.vedcouganda.org/>

⁹⁶ <http://pelumuganda.org/>

2. Advocacy, influence and consultation of civil society

- Low budget on agriculture (around 3% currently)
- Towards a more and more participatory approach, under the pressure of CS
- External pressure has been a driver of policy orientation (e.g. DP). Electoral pressure is getting stronger due to CS pressure

IV. CONCLUSIONS AND RECOMMENDATIONS

- Strong CS alliances but weak SSF organisations' participation
- Decentralisation of ESAFF Uganda for better policy involvement and monitoring

1. Conclusions

Lack of coherence in the policy framework on agriculture. The ASDSIP gives this truthful statement:

Recently, there have been a number of different policy frameworks operating in the agriculture sector, sometimes in parallel, and this has raised concerns with regard to issues of policy consistency and the extent to which this might affect the performance of the sector. (ASDSIP, 2011, p. 27)

2. Recommendations

2.1 For ESAFF Uganda

- **To learn from other ESAFF national chapters' experiences**
- **To collaborate further at EAC level**

Identify the issues that require climbing one step up, or where there is a strong risk to lose all the progress from EAC bills...

From the discussions, the following topics have arose but they require to be detailed:

- Trade:
 - SPS
 - EPA and other bilateral agreement that put east-African farmers in unfair competition with EU, US, etc. farmers.
 -

- GMOs
- IPR and farmers' seeds
- Consultation, recognition of the role of SSF (but this is a large scale advocacy)
- Inclusiveness of farmers in infrastructure projects
- Climate change (where things will be decided)

- **Pointing out inconsistencies on the definition and the role of the private sector**

DSIP (2010) mentions “private sector” 118 times and “civil society” 10 times (in 149 pages). However, it never gives any definition of what is the private sector. While the country agriculture value chains have long been managed by the state, the current conditions private companies involved in agriculture – input companies, agri-processors, large scale brokers, agriculture financial institutions, etc – is very limited. This situation is never dealt with by the DSIP or any other policy document. They only mention the important to strengthen the private sector but never which one.

The DSIP tries a definition to the private sector that is all but clear:

The private sector comprises of service providers in agriculture, CSOs and NGOs, and farmers and farmers' organisations, the latter involved in a range of activities, from advocacy and provision of inputs to financial services and marketing. (DSIP, 2010)

They seem to explain that CSOs, NGOs and farmers are member of the private sector, but this is inconsistent with the rest of the document.

- **Put farmers at the heart of all argumentation (NAADS, Infrastructure, etc.)**

Emphasis is often put on the situation of the country, how to include it in the market, how to fight poverty, etc. But ESAFF has a key argument is that they carry the voice of the small farmers who are 70% of the population.

By definition, if you address the needs of these farmers, you can solve issues of poverty and food insecurity, and eventually develop the other sectors. But, as a farmers' organisation, ESAFF has to consider its members as farmers and not poor or hungry.

- **And keep building the structure that will help to get farmers into the national picture.**

2.2 For ESAFF regional

- **Improved flow of information between ESAFF national chapters**

Without knowing what happens in the other countries, it's difficult to know how they can mobilise their experience and expertise. Putting all publications, processes, leaflets, etc, on a website, under the responsibility of each country, will enable the others to have an idea of what's happening.

This is not sufficient to create the linkage between the different ESAFF, facilitation is also needed (see below).

- **Facilitation of the experience sharing**

To provide more space for national organisations to promote their actions and link with each other. From the privileged position of visiting different structures it was clear that there is a lack of communication at operational level, most of the exchange among national ESAFFs focus on political and strategy of ESAFF regional.

An organisation like ESAFF Uganda would largely benefit from being able to exchange with fellow members of ESAFF on operational issues, for example:

- Services provided to farmers
- Advocacy practices
- How to organise itself to increase the involvement of farmers groups (structure, governance, accountability, etc.)
- How to steer leadership among farmers involved in the organisation
- Etc.

ESAFF Uganda is currently brainstorming and testing on these topics (and others), as per its strategic plan. It would be interesting to know from other organisations, not in a very formal way (studies, reports) but rather in a day to day exchange and discussion, sharing material and experienced, using internet.

ESAFF regional secretariat should enable this by providing easy to use tools and steer exchanges where possible. But the work of this has to be limited to facilitation while national organisations will provide the material for reflexion and exchange.

Discussions happening at regional level to go down to the members

Key actions and topics of concern to go up to regional level (including all members)

- **Identify joint topics of work where the regional level is relevant for advocacy:**

- o IPR and seeds
- o GMOs
- o Trade, including SPS (but actually the real challenges are national)
- o Overall agricultural framework that gives the direction to each country and bind to its commitments

- **Consider the most relevant regional level for the different advocacy actions:**

- o SADC agricultural policy
- o Etc.

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Acronyms

AA	Action Aid
ASDSIP	Agricultural Sector Development Strategy and Investment Plan
ATAAS	Agricultural Technology and Agribusiness Advisory Services
AU	African Union
CAADP	Comprehensive Africa Agriculture Development Programme
CNDPF	Comprehensive National Development Planning Framework
COMESA	Common Market for Eastern and Southern Africa
CSBAG	Civil Society Budget Advocacy Group
DP	Development Partners
EAC	East African Community
ESAFF	East and Southern African Small Scale Farmer Forum
FRA	Food Rights Alliance
MAAIF	Ministry of Agriculture, Animal Industries and Fisheries (Uganda)
MoU	Memorandum of Understanding
MTEF	Mid-Term Expenditure Framework
MFPED	Ministry of Finance Planning and Economic Development
NAADS	National Agricultural Advisory Services
NARO	National Agricultural Research Organisation
NDP	National Development Plan
NEPAD	New Economic Partnership for African Development
OSBP	One Stop Border Post
PEAP	Poverty Eradication Action Plan
PMA	Plan for Modernisation of Agriculture
PELUM	Participatory Ecological Land Use Management
TMEA	Trade-Mark East Africa

Conversion

1,000 Uganda Shilling (UGX) = 0.29 Euro (September 2014)

1 Euro = 3443 UGX

1 hectare (ha) = 2.47 acres (ac)

1 ac = 0.4047 ha