



Eastern and Southern Africa
Small Scale Farmers' Forum

ESAFF - UGANDA

Small-scale Farmers' Perspectives

on the Implementation of the Parish Development Model (PDM)



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LIST OF ACRONYMS

ESAFF	Eastern and Southern Africa Small-scale Farmers' Forum
PDM	Parish Development Model
PDC	Parish Development Committee
YLP	Youth Livelihood Programme
OWC	Operation Wealth Creation
LC	Local Council
UWEP	Uganda Women Entrepreneurship Programme
SACCO	Savings and Credit Cooperative Organization
NUSAF	Northern Uganda Social Action Fund
NAADS	National Agricultural Advisory Services
FFS	Farmer Field School
PRDP	Peace, Recovery and Development Plan
DRDIP	Development Response to Displacement Impact Project
PPB	Participatory Plant Breeding
PVS	Participatory Variety Selection
PVE	Participatory Variety Enhancement
GALS	Gender Action Learning Systems
LGPAC	Local Government Public Accounts Committee
RDC	Resident District Commissioner
CAO	Chief Administrative Officer
DPO	District Production Officer
CDO	Community Development Officer
MoFPED	Ministry of Finance Planning and Economic Development
MoLG	Ministry of Local Government
MAAIF	Ministry of Agriculture Animal Industry and Fisheries
ACF	Agriculture Credit Facility
VSLA	Village Savings and Loans Association

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In a special way, ESAFF Uganda appreciates the Civil Society Organizations (CSOs) actors that provided information needed for the success of the study.

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1.0 INTRODUCTION

1.1.0 Background

In FY 2021/22, Government sought to rollout the Parish Development Model (PDM) as a national development strategy. The National Development Plan (NDPI & II Mid-Term assessments) recommended the adoption of the PDM as the last mile strategy for service delivery and improvement of incomes and welfare of all Ugandans at the household level¹. It is an extension of the whole-of-Government approach to development as envisaged under NDPIII, with the Parish as the lowest administrative and operational hub for delivering services closer to the people and hence foster local economic development². The PDM underlies the spirit of harmonization of Government interventions with every MDAs focusing on; delivering services closer to the people; and measurable results at the Parish level in order to ensure transformation of the subsistence households into the money economy. This transformation requires organized, integrated, well-coordinated and results-based efforts. The PDM is reinforced by village structures under the stewardship of the Parish chiefs. Under this, parishes are to enforce National programs on health, education and people's welfare in terms food security, household incomes and public health and they would mobilize communities in cases of epidemics, supervise social activities such as community road maintenance, water points and sacred places among others. All this information would be regularly shared through the sub-county to the National registry.

The PDM proposes building infrastructure and systems that support the processing and marketing of agricultural products and generating data from households country-wide to inform Government interventions. Farmers at the Parish level will be coordinated through area-based commodity clusters in order to increase production and productivity that will create sustainable agricultural production. On the other hand, farmers will get access to agricultural extension services, finance business management training, building infrastructure and systems that support the processing and marketing of Uganda's agricultural products.

Small scale farmers across the country are part of the 3.5 million households that are still in subsistence farming³, grappling with a lot of challenges to production and productivity, access to credit, value addition and marketing among others. The model was premised on supporting area-based enterprise selection, access to financial services, soil testing, and quality farming inputs, extension services and mechanization, deal with high post-harvest losses, bulking and marketing of agricultural produce and access to markets at local, regional and international levels among others.

1.2 Purpose and Objectives of the Study

1.2.1 Purpose of the Study

The goal of this study therefore, was to track the implementation and performance of the PDM especially the short-term impacts, the status of the implementation structures and small-scale farmers' participation in the PDM.

1.2.2 Objectives of the Study

The objectives of the PDM study include the following;

- 1). To identify key challenges faced by small-scale farmers in the agriculture sector in Uganda.
- 2). To understand small-scale farmers perceptions on previous government programs.
- 3). To highlight small-scale farmers' understanding of the Parish Development Model.
- 4). To identify the progress and challenges in the implementation of the Parish Development Model.

¹ Statement of the Leader of Opposition on the alternative development approach to the Parish Development Model 2021

² The Parish Development Model (PDM) Guide May 2022

³ UBOS Statistical Abstract 2021

2.0 STUDY METHODOLOGY

2.1 Introduction

This section highlights the rationale for the methodology and choice of stakeholders, study design, interview techniques, and discussions of limitations of methodologies.

2.2 Rationale for the Methodology

The choice of the methodology was to eliminate the gaps in existing pool of literature and contribute to improved implementation of the model. Objectively, the study was to track the implementation of the model especially the short-term impacts, implementation status and structures and small-scale farmers' participation, hence the use of FGD because of its ability to obtain in-depth information on perceptions, and farmers' participation. KII also gave in-depth engagement with people who know much about the model and its implementation as well as document reviews. The choice of the study methodology was useful in generating scenarios, suggestions and recommendations.

2.3 Study Design

The study mainly targeted small-scale farmers in Kasese, Mukono, Amuria, Mbale, Gulu, Apac and Adjumani districts. The study also purposively selected other stakeholders other than small-scale farmers due to their respective roles in the design and implementation of the Parish Development Model. CSOs, officials from the Local Governments including CAO, RDC, LCIII chairpersons, CDOs, Parish Chiefs/Town Agents among others in Soroti, Kabale, Mubende and Kassanda districts were conducted.

2.4 Data Collection Methods and Tools

Data collection was done by ESAFF Uganda research team. The study involved key document review of different materials like the budget analysis FY2021/2022, budget speech 2022/23, Auditor General's report 2021, and Leader of Opposition's report, PDM Implementation Guidelines and media posts. The extensive desk review was very useful for gathering facts to enrich the report. The study employed a purposive sampling strategy and conducted consultations with key stakeholders.

The study involved a qualitative data collection method, namely:

- 1). Key informant interviews (KIIs) with selected stakeholders like DLGs and NGOs.
- 2). Focus Group Discussions (FGDs) with selected farmer groups from the different districts.
- 3). Document review of relevant documentation on the PDM and its implementation. This helped to ascertain facts relevant to the study. Others included: news reports, policy documents among others.

2.5 Study Respondents

The study targeted local smallholder farmers, CSOs and selected officials from the local governments of Kasese, Mukono, Mubende, Kassanda, Amuria, Mbale, Gulu, Apac and Adjumani districts. These districts represent 5 sub-regions of the country including; Eastern, Northern, West Nile, Central and Western. In each of the regions, 1 FGD was held with smallholder farmers with an average of 10 participants each, a total of 96 participants (65 male and 31 female) smallholder farmers took part in the FGDs.

20 Key Informant Interviews were conducted with district leaders and officials and other stakeholders.

2.6 Limitations of the Study

The limitations of study included the following:

- 1). Limited sample size due to the resource constraints especially for fieldwork.
- 2). The study was limited by the small sample size. The study team wished that the study should have captured at least half of Uganda's total number of districts.
- 3). Unavailability of different stakeholders during the time of the interview.
- 4). Unwillingness of participants especially government official to freely share information on the implementation of the Parish Development Model and its financing.

3.0 BRIEF ABOUT THE PARISH DEVELOPMENT MODEL

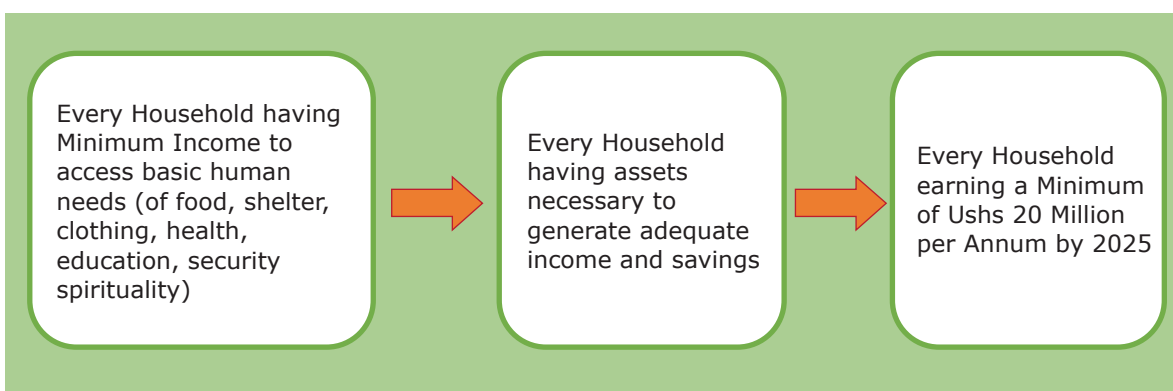
3.1 What is Parish Development Model?

The PDM is a multi-sectoral strategy to improve incomes and welfare of Ugandans by bringing services closer to the citizens. With this approach, the Parish is the lowest administrative epicenter for grassroots planning, budgeting, reporting and service delivery by both the state and non-state actors.

3.2 What does the PDM Aim to Achieve?

The main aim of the Parish Development Model is to increase household incomes and improve the quality of life of Ugandans with a specific focus on the total economic transformation of the households through getting Ugandans out of the subsistence economy into the money economy within 5 years.

Economic Transformation will be measured through the following;



3.3 Pillars of the Parish Development Model

The PDM is being implemented along seven Pillars, namely



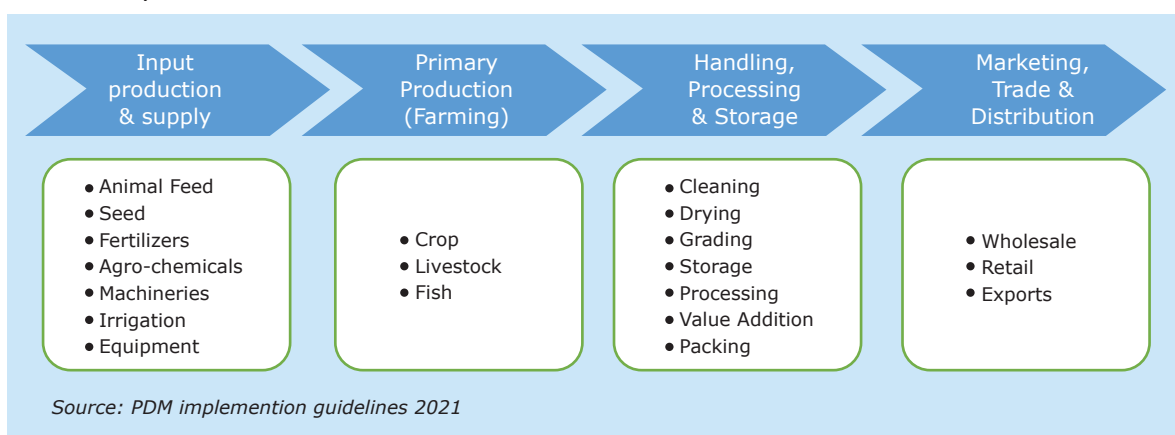
Source: National Budget Speech FY2022/23

3.4 What Enterprises are Eligible for Support under the PDM?

Each Parish shall choose projects that benefit all interested subsistence households. The flagship projects were to be identified and selected by the parish residents in a participatory manner guided by the Commercial Officer, CDO and relevant sector

experts. The flagship enterprises can be in any segment of the agricultural value chain as long as it offers a high return on investment and has an assured verifiable market. Accordingly, a value chain approach is promoted.

Figure1, below highlights the possible enterprises that can be established at each node of the value chain;



3.5 Financial Plan/Budget for the PDM

According to Minister of State for Finance, Planning and Economic Development (Planning) Hon. Amos Lugolobi, in the Financial Year 2021/2022, Shs139.38 billion out of the Shs234.3 billion appropriated by Parliament for PDM including supplementary funding was released, representing 60% budget performance. In the FY2022/23, each parish is expected to receive Shs100 million for disbursement through Savings and Credit

Cooperative Organizations (SACCOs), compared to the Shs17 million that was allocated in the Financial Year 2021/2022. In the Financial Year 2022/2023, Parliament appropriated Shs1.142 trillion for the PDM programme, of which Shs1.059 trillion has been appropriated for the revolving fund. So far, Shs134.83 billion has been released in the first quarter of the Financial Year 2022/2023 for PDM activities, representing 11.81%⁴.

⁴ National Budget Speech FY2022/23

4.0 PRESENTATION OF FINDINGS

4.1 Introduction

This section highlights the findings of the study based on the data collected from the respondents and this is done as per the research objectives.

4.2 KEY CHALLENGES FACED BY SMALL SCALE FARMERS IN THE AGRICULTURE SECTOR IN UGANDA

4.2.1 Access Rights and Land Management

The study revealed that most of the small-scale farmers reached operates an average land between 1 - 6 acres mostly in the Eastern, Western and Central region districts **"The land here in Kigezi region is sub-divided into small uneconomic units, and that has resulted in fragmented production systems and low productivity"** District production officer, Kabale district.

The study also revealed that most small scale farmers in Northern, Teso, and West Nile districts use customary land while some few farmers bought their land in which they are using for farming purposes with only one person among those interviewed was involved in renting of the land used for farming. Further the study discovered that most of this customary land, majority don't have formal documentation. In addition to this very low absolute level of land holdings, the distribution of available land is highly inequitable. **"The constraints related to the tenure system, such as insecurity of land tenure, unequal access to land, and lack of mechanism to transfer rights and consolidate plots, have resulted in under-developed agriculture, food insecurity and degraded natural resources here in central Buganda"** DLO Mityana district.

4.2.2 Financing Agriculture and Access to Credit

According to the FGDs in Kasese and Mukono districts, small scale farmers acknowledged that access to finance remains low for the vast majority of farmers. Specifically, the FGD in Mukono revealed that for any investment, **"farmers in Mukono depend on savings from their low incomes which limits their opportunities for transformation and expansion of their enterprises, besides, there are high interest rates charged by banks and this has made access to credit a nightmare for them"**. MFIs and SACCOs have tried to come up with innovative ways of taking financial services to farmers who previously were un-bankable clients however, these

MFIs make mostly short- term loan, often with group guarantees and frequent payment schedules. **"This type of financing is only good for trading enterprises with high turnover and not in farming enterprises with more irregular and seasonal cash flows"** Mayor, South Division, Mubende district. These scenarios are manifestations in the Uganda's FY 2021/22 post budget analysis that indicated that public spending on agriculture was low at an average of less than 4 per cent of total expenditure. This is far less than what Government pledged in Malabo 2014 Declaration. The low level of public spending in agriculture has serious concerns given that the target of Government in the PDM is to transform the 3.5 million subsistence farmers into the money economy.

4.2.3 Access to Agriculture Markets

The FGDs in Mukono, Kasese and other farmers interviewed in Northern and West Nile sub-regions revealed that small-scale farmers face the inability to link up to markets most especially high end markets like supermarkets, hotels, and exporting companies among others. Farmers acknowledged that this is due to the failure to add value and meet quality and safety demands as well as delivery schedules that these value chains require hence preventing them to compete in such markets. The findings also indicates that farmers have a low bargaining power and collective marketing, exacerbated by weak farmer organization- leaving them at exploitation by middlemen. **"In the community here, the middlemen come from town and they buy our products so cheaply since we don't have anywhere to sell the products"** said a respondent in Amuria district.

On the other hand the study reveals that small scale farmers continued to use adulterated/low levels of quality inputs such as seeds, fertilizers and pesticides which flooded the markets. This scenario is in line with the Uganda census of agriculture 2018 that revealed that 3.3 million households out of the 3.6 million interviewed use fake seeds and fertilizers on the markets while 91.7 percent used local seeds. The study further indicated that lack of adequate storage facilities constitute another constraint to both marketing and food security. It is therefore prudent to note that without a clear input and output or marketing strategy under the PDM for farmers, agriculture transformation will remain more of a myth than a reality.

4.2.4 Agricultural Extension and Innovation

In Mbale district, most of the respondents stated that at least there are two extension workers in most of the sub counties like an agronomist and animal. The respondents however noted that these extension workers are difficult to be accessed at the farm level due to high costs of facilitation to farm level. One of the LC3 Chairpersons in the district defended the experience adding that government is working towards fully facilitating the extension workers to farmers hence calling farmers to support in co-facilitating the needed available extensionists. The study further revealed that public sector extension services have been drastically reduced and extension services have suffered budget cuts and this has resulted in a situation where for many farmers, the national public extension services have all but disappeared. Adding, in 2015/16, government launched the NAEP/S and set a target of 1:500 extension farmer ratios. The NBFP FY2020/21 reveals that the ratio stood at 1:1800. This clearly indicates that small scale farmers participate in agriculture production with limited access to advisory services and information. The CAO Soroti DLG stated that the **"key challenge facing policy makers in Uganda now is to address the various ways in which small scale farmers in rural areas have become isolated from mainstream commerce and communication and one example of such isolation is a lack of access to good quality advisory services and training in farming practices"**.

4.2.5 Climate Change

Climate change resulting from mostly global warming is taking toll on small scale farmers given their over dependence on nature for agriculture. The study noted that 100 percent of the respondents acknowledged that their crop and livestock is rain fed and therefore highly susceptible to weather fluctuations. The FGD in Kasese district revealed that over the last decade the frequency of floods in Rwenzori sub region especially Kasese district has increased, resulting in livelihood destruction, crop failure and loss of livestock. Study respondents in Teso sub region testified that the rains are erratic, unpredictable and poorly distributed accompanied with long droughts characterized by high temperatures. In FGDs, small scale farmers stated that **"we have lost track of the planting season and we have incurred heavy losses when heavy rains set in on the verge of the harvesting season and this is aggravated with the absence of early warning systems"**. The small-scale farmer respondents added that the rise in temperatures has had significant impact on the yields of sensitive crops like maize, groundnuts and beans among others while increasing the incidence of pests and diseases.

4.2.6 Gender Inequality

Despite reducing gender gaps in rates of labor force participation and entrepreneurial activity, Uganda still faces gender inequality in economic empowerment and economic results. Women make less money than men. Although the Ugandan government has been successful in assisting women small-scale farmers in starting small businesses through programs like the Uganda Women Entrepreneurship Program, more female small-scale farmers must enter the larger business sector to help Uganda's economy recover and transition to an industrial economy. Under the PDM, women small-scale farmers' views are not being considered in the selection of enterprises and even in the groups, there are few women. **"When it came to the selection of the enterprises, men said that we don't know the enterprises that brings money faster"** A woman in Gulu district said. There is therefore need for men and women to work together for the success of the PDM.

4.2.7 Inadequate Access to Information

According to the study, most of the respondents testified that there was no information in the farming communities on the implementation of the PDM. Small-scale farmers are not being given the necessary information to guide them even in the enterprise selection that is very vital in the implementation of the model. **"For us here, we just see the Data Collectors getting information from households and we don't know why they are getting the information"** A small-scale farmer in Kasese district added. The study revealed that the district officials are not informing the beneficiaries or the farming communities on the financing for the PDM, and how the implementation is going. Majority of the respondents noted that this is the most critical area for the success of the program.

4.2.8 Conclusion

According to the study findings, the information gap will lead to confusion among the intended beneficiaries and ultimately poor performance of the model if not addressed. There is therefore the imminent need to address the challenges that were revealed by the study. The study revealed that more men are involved in the implementation of the PDM that women and this calls for addressing them for effective implementation of the model.

4.3 SMALL-SCALE FARMERS PERCEPTIONS ON THE PREVIOUS GOVERNMENT PROGRAMS

The Government of Uganda has implemented many programs in the last two decades. With the PDM being the latest program to be implemented, FGDs in Mukono and other study respondents targeted revealed that the only successful government programs implemented included the National Agricultural Advisory Services (NAADS) I, Northern Uganda Social Action Fund III (NUSAF III), Peace, Recovery and Development Plan (PRDP) and Development Response to Displacement Impact Project (DRDIP) in West Nile districts. The study noted that the success for the programs was that small-scale farmers were given hand on inputs to boost their agricultural production like seeds, poultry, fruit trees, dairy cows, and oxen after thorough consultations and needs assessment of the beneficiaries hence the deliveries of services on demand driven. ***"Under NUSAF III project, I received my dairy cow, given that I had some training with Heifer Uganda and that's the enterprise I dreamt venturing into, so I requested for the cow and it didn't take long for me to receive it. The cow helped me to take care of my family in terms of milk as food and income"*** a small scale farmer from Gulu district testified.

The study revealed that the Parish Development Model is a replica of the Rural Development Strategy (RDS) adopted in FY2005/06 and later the Economic Development Strategy (EDS) adopted in FY2006/07. The study noted that the strategy targeted increasing household incomes and necessities in rural communities. This was partly to be achieved through a zoning strategy where industrial activities and facilities were to be developed across the country to add value to agricultural produce, enhance shelf life and create wealth. The study acknowledges that the aspirations are similar to those of the pillar of the PDM on production, processing and marketing. It was also noted that the strategy targeted households through Sub County as the unit of planning. It focused on empowering sub-counties and their structures through organization, productivity, marketing, access to rural financial services and community information system. These components are similar to the current Parish Development Model apart from the pillar on mindset change and crosscutting issues and the study learnt that the strategy was a failure. Therefore the study noted that the model that was not successful over 15 years ago has been rebranded and reintroduced hence calling for a thorough assessment to understand why it failed on its initial attempt.

The study also discovered that the PDM is almost structured like the Project for the Restoration of Livelihoods in the Northern Region (PRELNOR). The study notes that unlike the model which has no projected time span, PRELNOR worth Ugx 248.150 billion started in July 2015 and is scheduled to close in 30th September 2022. The project operates only in 9 districts (Gulu, Omoro, Nwoya, Amuru, Adjumani, Pader, Agago, Kitgum and Lamwo), 100 parishes, 25 sub-counties and 491 villages. The project components include livelihood, market linkages and infrastructure as well as programme management and coordination. These are similar to the pillars of the PDM albeit under different nomenclature. Unfortunately study learnt that the committee on public service and local governments revealed that the project was a failure and called for a forensic audit. The study therefore recommends that it would be prudent to evaluate this and other failed strategies such as Etandikwa and Bona bagagawale among others to inform the PDM implementation.

4.4 SMALL-SCALE FARMERS' UNDERSTANDING OF THE PARISH DEVELOPMENT MODEL

The study revealed that majority of the respondents attributed the PDM to only one pillar of the model which is financial inclusion especially the Parish Revolving Fund established to enable subsistence households to access cheap credit to fund self-employment opportunities. The respondents acknowledged that new groups with new enterprises were developed and registered that shall apply for loans from a PDM SACCO at an interest rate of 5% per annum. The study reveals that some small scale farmers were concerned with the requirement to form new enterprises. The FGD in Mukono expressed concern about the fate of enterprises created under other government livelihood programmes and called that such enterprises would have been incorporated into the beneficiary groups under the Parish Development Model (PDM). ***"The groups that have been in existence should have a linkage with the new groups that will be supported during PDM. Many were formed, they have had historical experiences that would inform the programme,"*** said a small scale farmer from Mukono district.

The study therefore noted that different stakeholders reaching information and sensitizing small scale farmers on the model are interested in only one pillar of financial inclusion which is risking the understanding of the model and its

implementation process. Further the study was concerned that revolving funds set up by government have poor recovery rates. For stance in FY2019/20, the youth livelihood programme had so far recovered only Ugx 37.04 billion (40 percent) out of the UGX 93.3 billion disbursed while the Uganda Women Entrepreneurship Fund only recovered Ugx 16.9 billion (23 percent out of the Ugx 66.7 billion disbursed hence the need for financial literacy and management amongst the groups.

4.4.1 Financing the Parish Development Model

The study findings indicates that in FY 2021/22, Shs200 billion was budgeted for the entire model, of which sh182billion was appropriated under local government, with sh120billion as the revolving fund for the identified parishes in the 146 districts of Uganda. The study further reveals that government planned to send to each parish Shs17million in the FY2021/22. FGDs in Western Uganda, the parish SACCOs acknowledged receipt of UGX 17 million whereas in Northern Uganda in the districts of Apac and Gulu, as well as Mukono they acknowledged receipt of UGX 8 million sent to the parish SACCOs. The study respondents however noted that the funds were disbursed in May 2022 (Mukono) while Mubende in July 2022. This has caused misunderstanding among small-scale farmers on the exact amount that the parishes should receive. This change in the financing has not been explained to the people.

In FY2022/23, the study discovered that a total of Shs1.059 trillion was allocated for full implementation of the Model. Each of the 10,594 Parishes in the country will receive Shs 100 million as a revolving fund, earmarked for purchase of agricultural inputs by households still in subsistence. Further the study reveals that the PDM will be complemented by other Government programmes such as the Emyooga Fund; the Microfinance Support Centre credit to other SACCOs and Village Savings Groups and the Small Business Recovery Fund. The parish revolving money is to be channeled through SACCOs with the help of parish chiefs.

The study findings reveal a number of emerging issues around the PDM. First, the Ministry of Local Government (MoLG) just launched the implementation guidelines and enterprises groups. Second, there is lack of functional structures like District Service Commission in some districts to finalize the recruitment process of the parish chiefs. Despite government providing the necessary resources to all districts to recruit parish chiefs, 80 percent of them did not comply to the 30th September, 2021 deadline. Some districts were recruiting not following the qualification guidelines specified by the MoFPED hence delaying approval of positions by the public service

commission. The study also discovered that due to delays, the Ministry of Finance, Planning and Economic Development has halted disbursement of Sh200billion Parish Development Model cash. The district commercial officer Mubende district acknowledges the halt of the disbursements sitting that Ugx 7.5 million was sent to all the parishes in Mubende but parishes are not allowed use it pending rectification of certain issues in the model.

The study findings also reveal that there is a one size fit all. Every parish is getting the exact same amount of Ugx 17 million for FY2021/22 while Ugx 100 million for FY2022/23. **"Now, this sounds fairly interesting. This one size fit all is consistent with our fairly lazy approach to policy and practice. In a country where the parishes vary in terms of population, size and culture, while others still lack the most basic infrastructure, for a one size fit all to apply is to recognize that there was no expectation for the model to work"** Chairperson LCIII, Madudu S/C, Mubende district.

4.4.2 Operationalization of the Parish Development Model

The study findings reveal that the conceptual guidelines, governance structure, and implementation framework have been designed to guide the implementation of the program. This is to guide the different stakeholders in the implementation of the PDM in all parishes. The Parish Chief is the coordinator of all government efforts at the parish and report to the sub-county chief (as provided for in Sec 69 in LGA). Small-scale farmer groups have been formed to benefit from the Parish Development Plan. The study reveals further that farmer groups have been taken through the enterprise selection and the different groups have selected the enterprises that favor their group and will help them to utilize the PDM funds. A Parish Development Committee (PDC) is already constituted in different parishes comprising of both state and non-state actors to provide oversight of the PDM implementation and operations.

Photo 1: Composition of the Parish Development Committee in Iriaga Parish, Gulu District

IRIAGA PARISH DEVELOPMENT EXECUTIVE MEMBERS AS PER GOVERNMENT MODEL GUIDELINE				
No.	Title/Position	Name	Group	Contact
1.	The Chairman LC II	Mr. Otonga L. Daudi	LC II Chairman	077254514597
2.	Parish Chief [Accounting Officer]	Ramtoo Geoffrey Principal Town Agent		0772447729
3.	6 [six] LC II Executive members			
	a) Secretary For Information	Mr. Okiya James	Ex-member LC II	0772003784
	b) Secretary For Production	Mr. Oruma Alfred	Ex-member LC II	0782898544
	c) Secretary For Women Affairs	Mr. Lillian Lamunu	Ex-member LC II	
	d) Secretary For Youths Affairs	Mr. Akena Stephen	Ex-member LC II	07832633992
	e) Secretary for PWD	Mr. Otema Alfred	Ex-member LC II	
	f) Elder representative	Mr. Omona Wilson	Ex-member LC II	0782633992
4.	Opinion Leader [Male]	1 Mr. Semei Okwir	Opinion Leader	0772624278
5.	Opinion Leader [Female]	1 Ms Atim Christine	Opinion Leader	077364977
6.	CSO, NGOs, CBO representative	1 Mr. Ayella William	CSO, NGOs, CBO	0783743987
7.	Business /Private Sector	1 Mr. Irene Onek	Business Private	0773436809
8.	All LC I of the Parish/Cells	5 [Five] Cells	Chairperson	Contact
		i. Senior Quarters	Lokwiya Jimmy	0772331271
		ii. Iriaga East	Lubangakene Vincent	0787064570
		iii. Iriaga Central	Kizito Onen	0772979545
		iv. Iriaga Bwonagweno	Otema Alfred	0772025755
		v. Iriaga Laliya	Oling Charles	07783793195

The PDM SACCO, through which government support for wealth creation will be channeled, is also going to be formed in each Parish. The PDM SACCO is a **"special type of a cooperative"** that shall be prescribed and registered by the Registrar of Cooperatives. The 7 Focused Working Groups have been established for each of the 7 Pillars in the PDM. This will ensure a smooth operation and implementation of the different pillars.

The study findings indicates that enterprise groups have been formed in all the study areas and enterprises selected. The study also reveals that parish SACCOs has received the revolving funds. The study findings indicate that all the FGD and KII respondents none reported to have such enterprises insured as planned in the model. "Government shall promote the development and delivery of agricultural insurance products to scale-up the Uganda Agriculture Insurance Scheme (UAIS) in a sustainable manner and as one of the critical instruments to de-risk the agricultural sector in Uganda. The UAIS countrywide shall provide insurance premium (subsidies to farmers of 30%, 50% and 80%)⁵ depending on whether they are large scale, small-scale farmers, or in disaster prone areas, respectively. With such scenarios, government risk losing the revolving fund due uncertainties from climate change among others.

4.5 SHORT-TERM GAINS OF THE PDM THROUGH THE LENSES OF SMALL SCAE FARMERS

The study reveals that human resource to implement the Parish Development Model has been recruited. The structure from the district to the parish has been established. The Data Collectors are already on the ground getting the data from the different households in the farming community in the districts of Kasese, Amuria, Adjumani, Gulu and Apac among others.

Parish Development Model's formation of the PDM Committees to support the implementation of the program. The PDM Committee is based in the parish and they will closely monitor the implementation of the program. With the PDM supporting farmer groups, small-scale farmers are in position to work together and benefit from the program. This will bring about the collective participation by the group members to achieve their goals. **"I find it very easy to work with people in groups, and what I like about the groups here is that they know each member very well and they are cooperative"**, Town Agent, Central Division, Kasese district.

⁵ The Uganda Agriculture Insurance Scheme 2017

The active involvement of the Local Council I (LC I) and the Local Council II (LC II). These structures are supporting the mobilization of community members to form groups, select enterprises and this is raising awareness on the PDM. The group formation is done by the Chairperson Parish Development Committee (PDC) who is the Chairperson Local Council II (LC II) of the Parish. The involvement of small-scale farmer groups in the enterprise selection will lead to success of the PDM.

4.6 CHALLENGES IN THE IMPLEMENTATION OF THE PARISH DEVELOPMENT MODEL

The findings reveal that the community information system proposed in the model was initiated in the FY2005/06 as means of generating data from parish and sub county levels. Uganda Bureau of statistics indicated that community information system would be rolled out to all districts by 2024. The study further noted that it was earlier estimated that Ugx 336 million was required to roll out in each district. Amongst the activities funded included political mobilization, data base set up, data recording and entry. Suffice to note is the fact that the Auditor General has raised several queries on the functionality of the system. They included inactive community information system accounts, lack of accountability of appropriated funds, non-functional computer due to electricity connection challenges, failures in reporting and coordination among others. This lack of data and information has created inaccurate planning and difficulties in the model implementation.

The study findings reveal that the PDM budget is very little to take care of the different enterprises selected by the small-scale farmers in the parish. There are parishes with many villages, households and populations that make it hard for the revolving fund to be sufficient. According the PDM guidelines, each Parish SACCO is supposed to receive 17 million as a revolving fund. In Kasese district, UGX 17 million was deposited to the parish account while in Apac district, farmer groups received 8 million. Ugx 17 million is too little to create an impact in the sub county, **"Madudu Sub - County has 6 big parishes which are unevenly populated and each parish has over 6 villages where 3 million is supposed to go each village, I'm afraid whether we shall achieve the PDM goal as that is one of our operation areas."**

The study findings reveal that there are disjointed financing interventions. Government has severally initiated different financing interventions such as ACF, Micro support finance centre, Entandikwa,

youth livelihood fund, Uganda women Entrepreneurship Programme (UWEP) and Emyooga among others. Neither the less, over 49% of Ugandans still do not access financial services and 57% source credit from informal sources such as VSLAs among others⁶. These initiatives have been so disjointed to make any considerable impact even in the PDM as it was envisaged.

There is a lot of fraud in the process of group and enterprise development and registration. During the FGDs in Apac district, respondents revealed that farmer groups are being asked to pay UGX 30,000 for registration and those without have not been registered to benefit from the program.

The study revealed the challenge of leaving out the already existing groups and enterprises formed with the support of ongoing government programs and start new groups for the Parish Development Model. The new groups are not aware about the group management and operations yet old enterprises have tested and developed resilience. This will affect the implementation of the PDM in the communities. **"I still don't understand why they want us to form new groups yet we already have our MAFA Farmer Field School group that is very strong"**. Said small-scale Farmer from Amuria district

There is no clear measure for vulnerability to assess and determine the beneficiaries of the Parish Development Model. The study revealed that some community members are being left out of the PDM because according to those assessing them, they didn't look poor. This however left most of the people who are supposed to benefit from the program. **"In my community, all of us are poor and if they are to leave others out, that will not be fair to the small-scale farmers in my area who are eligible to benefit from the PDM"**, Chairperson ESAFF Kasese district said

The study findings reveals that members of the Parish Development Committees (PDCs) were are not fully trained on the implementation of the PDM and other management basics leaving them at the mercy of the parish chief who is a technical person. **"The members of the PDC that are supposed to implement the Parish Development Model in our parish do not even know their roles and responsibilities"**. Said a small-scale farmer in Mbale district.

The study further finds out that the Parish Development Committee (PDC) members are not allowed to belong to any SACCO or group which bars them from benefiting from the revolving fund yet there is no wage planned for them apart from the parish chief. The study notes that under such circumstances, these are members managing and endorsing loans which is creating and increasing corruption levels in the PDM implementation.

⁶ Statement of the Leader of Opposition on the alternative development approach to the Parish Development Model 2021

"So imagine I will be endorsing and giving out money through my hands and on my way back home I go and sleep hungry, this is unfair " member of the PDC from Mukono district cried out.

The study findings reveal that none of the respondents in their farmer groups have received or been issued a certificate of registration. For instance in Apac and Mukono districts, certificates of registration have not yet been given to the registered groups and more so the groups haven't been informed of their selection. This will in the end delay the implementation of the project.

The Parish Chiefs and Town Agents are facing difficulties in implementing the PDM due to frequent changes in the implementation guidelines for the Parish Development Model. **"So far after my recruitment, I have seen 3 changes in the implementation guideline for the model and it is really confusing us"** Said a Town Agent implementing the PDM in Gulu district.

The study findings reveal that despite government providing the necessary resources to all districts to recruit parish chiefs, 80 percent of them did not comply to the 30th September, 2021 deadline⁷. Some districts were recruiting not following the qualification guidelines specified by the MoFPED hence delaying approval of positions by the public service commission. The study also discovered that due to delays, the Ministry of Finance, Planning and Economic Development has halted disbursement of the Shs200billion to the Parish Development SACCOS.

4.7 SMALL-SCALE FARMERS METHODOLOGIES THAT SHOULD BE INTEGRATED INTO THE PARISH DEVELOPMENT MODEL

ESAFF Uganda has introduced different small-scale farmers' methodologies that are deemed perfect for the integration into the Parish Development Model. These are small-scale farmers' tested and proven as working and if integrated into the PDM, it will work perfectly; During the PDM study, the following community approaches were presented; Farmer Field School (FFS) approach: ESAFF Uganda is implementing the Farmer Field School approach in Amuria, Apac, Adjumani districts. The FFS is an approach that looks at crop variety selection and enhancement through Participatory Plant Breeding (PPB), Participatory Variety Selection (PVS) and Participatory Variety Enhancement (PVE).

Gender Action Learning System (GALS): GALS is an approach that ESAFF Uganda has executed in different districts in Uganda to support small-scale farmers to improve their household incomes and livelihoods through gender mainstreaming. This approach if integrated into the PDM, beneficiaries will work together and realize increase in their incomes to take care of the revolving fund.

⁷ Statement of the Leader of Opposition on the alternative development approach to the Parish Development Model 2021

5.0 CONCLUSION AND RECOMMENDATIONS

5.1 CONCLUSION

The Parish Development Model is a vital delivery mechanism for graduating the 39% of households from subsistence to money economy. Premised on the notion that the PDCs together with the common citizens in the village are better placed to identify and respond to their own needs, and that it is the beneficiaries of the social services who are the best to set priorities and direct the use of resources.

Mainstreaming the Parish Development Model (PDM) at the Parish as the lowest reference unit for planning, budgeting and delivery of interventions drives socio-economic transformation through extending to the Parish level the whole of Government approach to Development Governance. Adding to the growing body of evidence, this study therefore labors to improve the implementation of the PDM especially the short-term impacts, status of the implementation structures and small-scale farmers' participation.

5.2 RECOMMENDATIONS

Recommendations for different stakeholders for follow up, based on the study findings and conclusion:-

- 1). **Financial interventions such as Micro Support Centre, Pride microfinance limited and UWEP should be combined by government to re-establish cooperative bank and dedicated product lines developed to target the diversity in the informal sector. Hence based on the diversity in sources of livelihoods of targeted beneficiaries, they can benefit from different products based on their comparative and competitive advantage. Based on the appropriations made in FY2021/22, When combined Ugx 278.3 billion (Microfinance Support Centre - Ugx 133.29 billion, pride microfinance Ugx 113.01, pride microfinance limited and UWEP Ugx 32 billion) would be raised to re-establish the Cooperative bank. When the funds proposed for parish revolving fund Ugx 404 billion is included, the total amount of funds to run a cooperative bank will rise to Ugx 682.3 billion. With this capital base, the cooperative bank would ably compete in the financial market dominated by foreign run commercial banks.**
- 2). **Government needs to fast track the development of the community information system initiated in the FY2005/06 as means of generating data, political mobilization, and data base set up, data recording and entry, for effective community information system accounts, accountability of appropriated funds, functioning of computers, timely reporting and coordination among others.**
- 3). **Government needs to use the data bases on the different parishes and population in planning and allocation the revolving funds for equitable implementation and value for money than a one size fit all.**
- 4). **The model should build on already running or already existing groups and enterprises formed with the support of ongoing government programs like the UWEP, YLF among others than starting new groups for the Parish Development Model which are susceptible to suffer still birth.**
- 5). **Government should come up with a clear criterion for selecting the beneficiaries of the PDM in the farming communities. There should be a clear measure of vulnerability among small-scale farmers in Uganda.**
- 6). **The procurement, finance and sensitization committees should be established under the PDM for effective implementation of the program in the farming communities. With these committees supporting the PDM committee formed, there will be effective flow of work and clear roles and responsibilities.**
- 7). **The PDM money should be given to the beneficiaries (small-scale farmer groups) as grants not as loans. The revolving fund under the PDM is being taken as loans by the small-scale farmers and they prefer it as grants. "As for me in my life, I don't want loans because it puts me on pressure to pay back. Some loans have high interest rates and we end up paying back a lot of money as interests". A small-scale farmer from Adjumani district said.**
- 8). **Government should appreciate the tested small scale farmers' extension models like the Farmer Field School (FFS) for Participatory Plant Breeding and Gender Action Learning Systems Methodology**

(GAL) for gender justice in the PDM implementation.

- 9). *Government should fast track the finalization of the parish chief recruitment in all the districts and guarantee that all chiefs are selected following the specified guidelines and qualifications as well as tasking public service commission to approval quickly those selected through a rigorous process.***

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ANNEX 1 STUDY RESPONDENTS

A. List of Focus Group Discussions (FGDs)

No.	Name of the Farmer Group	District
1.	Road Barrier Upper Farmers Group	Kasese
2.	Kisanga Farmers Group	Kasese
3.	Road Barrier Farmers Association	Kasese
4.	Kasozi Farmers Group	Mbale
5.	Shitoto Farmers Group	Mbale
6.	Youth Liberation Exodus Farmers Group	Mbale
7.	Buyaka Women Farmers Group	Mbale
8.	Morungatuny Aduka Farmers Association (MAFA)	Amuria
9.	Aita Farmer Group	Amuria
10.	Golimori Farmers' Group	Adjumani
11.	Rural Women for Healthy Food and Economic Development (RWOHFED) Farmer Group.	Adjumani
12.	St. Mauritz Women Farmers Group	Gulu
13.	Can Kwiyaoro Farmer Group	Gulu
14.	Ddembe Women Farmer Group	Mukono
15.	Bagala Alina Farmer Group	Mukono
16.	Kiyanja Kawuna Farmer Group	Mukono
17.	Maziba Akwata Empola Farmer Group	Mukono
18.	Ntanzi Farmer Group	Mukono

B. List of Key Informant Interviews (KIIs)

1. Muramira Aggrey Winston, CAO Soroti
2. Namulindwa Fibi Phoebeh, RDC Kassanda district
3. Habiyaremye Edward, LC3 Chairperson, Madudu S/C, Mubende
4. Beatrice Katsigazi, Mayor, South Division, Mubende district
5. Beda Mwebesa, DPO, Kabale district local government
6. Anyuru Bob, Landnet Uganda
7. Ssebuliba Jude
8. Nabirye Peninah, Uganda Agri-business Alliance
9. Kayanja Carol, UCOBAC
10. Mbabazi Mwajuma, Town Agent, Central Division Kasese

ANNEX 2 TOOLS

A. Focus Group Discussion FGD Guide

1. What are the major challenges facing the agriculture sector in your community?
2. What are the successful government programs implemented in your community? Probe for Operation Wealth Creation (OWC), Youth Livelihood Program (YLP), Emyooga, Uganda Women Entrepreneurship Program (UWEP).
3. What are the reasons for the success of those government programs?
What is your understanding of the Parish Development Model (PDM)? Probe for pillars of the PDM, requirements to benefit from the PDM
5. How is the Parish Development Model going to be implemented? Probe for human resources, PDM committees (roles, criteria for selection), group formation, and access to money.
6. Is your farmer group part of the Parish Development Model?
 - a) *If yes, what motivated your group to be part of the PDM?*
 - b) *If no, why is your group not part of the PDM?*
7. Which commodities are grown or animals reared by members of your community for the market?
8. Which enterprise(s) was selected by your group or the enterprise (s) the group plans to select? Probe why the group selected that enterprise?
9. What are the benefits that you have realized from the Parish Development Model?
10. What are the challenges/likely challenges in the implementation of the Parish Development Model in your area?
11. How best can the challenges under the Parish Development Model be addressed?
12. What are the different community approaches in your community that you think can be integrated into the Parish Development Model?

B. Key Informant Interview (KII) Guide

1. What are the major challenges facing the agriculture sector in your district/sub-county?
2. What are the successful government programs implemented in your district/sub-county? Probe for Operation Wealth Creation (OWC), Youth Livelihood Program (YLP), Emyooga, Uganda Women Entrepreneurship Program (UWEP).
3. What are the reasons for the success of those government programs in your district/sub-county?
4. How is the first year of implementation of the Parish Development Model?
5. How is the availability of human resources to implement the Parish Development Model? Probe for Parish Chiefs recruitment, training and availability of tools/guidelines
6. How much money was released in your district/sub-county for the Parish Development Model? Would you say it is enough and why?
7. What are some of the views of small-scale farmers on the Parish Development Model?
8. Which enterprises are mostly being selected by farmer groups in your district? Why are farmers selecting those enterprises?
9. What achievements have you so far realized from the Parish Development Model?
10. What are the challenges/likely challenges in the implementation of the Parish Development Model in your district?
11. How best can the challenges under the Parish Development Model be addressed?






About ESAFF Uganda

Eastern and Southern Africa Small-scale Farmers' Forum (ESAFF) was formed in 2002 during the World Summit on Sustainable Agriculture which was being held in Johannesburg, South Africa by small-scale farmers. The main aim was to make small-scale farmers, pastoralists and fisher folks, who are central to sustainable natural resource management and development more visible. Eastern and Southern Africa Small-scale Farmers' Forum (ESAFF) was operationalized in Uganda in 2008 as a direct response to the need to create a regional Forum to bring together small-scale farmers into a farmer-led advocacy movement to influence policies and practices at global, continental, regional, national and local levels. ESAFF Uganda is a small-scale farmer-led advocacy movement formed to facilitate processes through which small-scale farmers' development concerns can be solicited, articulated, and ultimately addressed through policies and programs.

ESAFF Uganda focuses on advancing economic empowerment, agroecology and food sovereignty. ESAFF Uganda is currently having a membership of 12543 farmer groups with 384056 individual small-scale farmers of which 64 percent are women in 54 districts (under the administration of 30 historical districts' forums). ESAFF Uganda is also part of a bigger network of small-scale farmers in the other 15 countries in eastern and southern Africa including South Sudan, Rwanda, Burundi, Kenya, Tanzania, Swaziland, Zambia, Zimbabwe, Malawi, South Africa, Lesotho, DR Congo, Madagascar, Seychelles and Mozambique.



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