

# **STRENGTHENING CITIZENS' ENGAGEMENT IN GOVERNMENT ACCOUNTABILITY AND NATURAL RESOURCE GOVERNANCE**



## **CRITICAL ISSUES FROM CITIZENS FEEDBACK ON AGRICULTURE AND PRODUCTION SECTOR**

**Position paper by TIU**

**FEBRUARY  
2020**

## INTRODUCTION

---

Transparency International Uganda (TIU) is a national chapter of Transparency International (TI), the global coalition against corruption. TI Uganda was founded in 1993 and is registered as a non-governmental organization with the Uganda NGO Board. TI Uganda works to create change towards a Uganda free of corruption and its effects. It has national jurisdiction and promotes good governance (transparency, integrity and accountability) with specific emphasis on education, health, water, private sector, extractive industry, and corruption in politics

Its program thematic areas include: Transparency and accountability in service delivery in education, health and production; Deepening democracy and political accountability; Transparency and accountability in public and private sectors and; Transparency and accountability in the extractive industries.

Under the first thematic area, TIU in the last one year has attached a strong emphasis in ensuring there is improved service delivery in Agriculture services to the citizens.

### A SNAPSHOT OF AGRICULTURE SECTOR IN UGANDA

---

According to the [World Bank](#)<sup>1</sup>, Agricultural still remains the back bone of Uganda's economy with 25% of the GDP. The importance of this sector emerges also from the country's constitution. In fact, Objective XI (ii) of the Constitution provides that the state shall "stimulate agricultural, industrial, technological and scientific development by adopting appropriate policies and enactment of enabling legislation." Noteworthy is also the Objective XXII (a) which provides that the state shall "take appropriate steps to encourage people to grow and store adequate food."

The agriculture production in Uganda is mainly dominated by smallholder farmers who are mostly engaged in food and industrial crops, forestry, horticulture, fishing and livestock farming for their livelihood. Historically Uganda is one of the leading producers of coffee and bananas in the World. It is also a major producer of tea, cotton, tobacco, cereals, livestock and fishing products among many others. However, agriculture productivity of most crops has been reducing over the last decades mainly due to a number of factors including: high costs of inputs, poor production techniques, limited extension services to the farmers, most farmers depend on rain fed agriculture, limited markets, fragmented land tenure system, limited application of technology and innovation, reduced accountability etc.

---

1 <http://documents.worldbank.org/curated/en/996921529090717586/pdf/127252-WP-PUBLIC-UG-AgGAP-Final-Synthesis-Report-FINAL-lowres.pdf>

Uganda's Agriculture sector contributes to the Sustainable Development Goal 2, which is about ending hunger, achieving food security, improving nutrition and promoting sustainable agriculture. Furthermore, it also helps making progress towards Goal 8, which is about promoting sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all Ugandans.

Since 2018, under the Democratic Governance facility (DGF), TIU has been implementing projects with the aim of strengthening citizens' engagement in governance accountability and natural resource governance. Moreover, TIU has also been deeply involved in the sectors of education, health, agriculture, natural resources management, and National Resources Management and TIU experience indicates that Much as Uganda aspires in [Vision 2040 Uganda](#)<sup>2</sup> to transform the agriculture sector from subsistence farming to commercial agriculture with the aims of making agriculture profitable, competitive and sustainable to provide food and income security to all the people of Uganda as well as creating employment and opportunities to the youth.

The Agriculture sector still faces serious challenges especially in resource mobilization to sustain the Sector. According to the National budget of the FY 2019/2020, Uganda only allocated 3.6% of the total national budget to Agriculture sector. This is an indication that the national budgetary resources towards agriculture in the 2019/20 budget, has failed to honour the 10% target set by the Maputo Declaration in 2003. As a consequence, it is anticipated that if the numerous cry and issues raised by the citizens are not addressed, all the efforts by different actors like Ministry of Agriculture, Fisheries and Animal Industry, NAADS, NARO, OWC, Local government, etc. would result in to being a waste of time.

In the recent years Uganda has demonstrated its commitment to fight corruption by being party to many international Anti-Corruption treaties such as such as the [United Nations Convention<sup>3</sup> against Corruption \(UNCAC\)](#), as well as the [African Union Convention on Preventing and Combating Corruption](#) and Uganda has been working had to ensure that she complies with the international accountability and transparency standards, especially regarding the enactment of appropriate legislation and creation of certain agencies. This is been seen by the recently launched ZERO tolerance to corruption policy, creation of Anti-corruption Unit in the office of the president all aimed at ensuring the occurrences of corruption in the country

---

2 [npa.go.ug/uganda-vision-2040/](http://npa.go.ug/uganda-vision-2040/)

3 [.unodc.org/documents/brussels/UN\\_Convention\\_Against\\_Corruption.pdf](http://.unodc.org/documents/brussels/UN_Convention_Against_Corruption.pdf)  
[\\_african\\_union\\_convention\\_on\\_preventing\\_and\\_combating\\_corruption\\_e.pdf](#)  
[National%20Budget%20Framework%20Paper%20FY%202019-20.pdf](#)

is reduced. Also in the recent year Uganda is been seen in making strides towards minimizing corruption especially through the amendment of the Anti-Corruption Act 2009 to provide for mandatory confiscation of properties attached to persons implicated of corruption.

Though this initiative was aimed at reducing corruption by mostly targeting illicit wealth, there are still problems with dealing with the “big fish” This is evident with the numerous corruption case as observed at Judiciary, Tax Services, Land Services, registration and the Police.

Although the government has increased resources in this sector and supported institutions such as MAAIF and other several institutions such as National Agricultural Research, (NARO) National Agricultural Advisory Services (NAADS). Dairy Development Authority (DDA) Cotton Development Organization (CDO) etc. But due to limited follow up and lack of transparency and accountability, there is still a lot of cry from the citizens. In the recent year it was observed that government increased resources allocation to agriculture sector from 893 billion in FY 2018/2019 to 828 billion in FY 2017/2018. While in the [2019/2020 budget](#), public spending on agriculture has risen to 919,8 billion there still existed numerous challenges affecting the citizens in this sector.

## **TIU'S INTERVENTION**

---

TIU with Support from DGF is implementing a project called Strengthening Citizens' Engagement in Government Accountability and Natural Resource Governance. The project aims to empower citizens to actively demand for transparency and accountability in service delivery; Contribute to the process of rebuilding ethics and integrity in the management of public funds; Sensitize and mobilize communities to actively demand for transparency and accountability in Natural Resources governance; Impart skills to the citizens to effectively participate in decision making. As part of the project, in 2019, TIU conducted a research that identified knowledge gaps and bottlenecks in resource allocation, human resource and structures that govern central and local governments with a focus on the production and agriculture sector. TIU also created platforms to give citizens opportunity to interact with their leaders and raise issues that are affecting them in service delivery. TIU envisioned that addressing the issues found in this research will enhancing Accountability in Production and Agriculture sector.



*Mr. Joyhn Mary Odoy the TU BOD Chairperson giving remarks during the community baraza in Nakigo sub county - Iganga district.*

This position paper is therefore presenting the critical issues generated by the research in the project district areas of of Kyotera, Masaka, Rakai, Iganga, Lyantonde, Buliisa, Sembabule and Lwengo. The research questions sought to understand whether the key stakeholders have an understanding of the guiding framework of the agriculture and production sector, and whether the key actors and institutions that have the mandate to make decisions related to the development have understood their roles and responsibilities as well as what are some of the challenges experience by the duty bearers, Citizens and CSOs. Lastly citizens were also asked about their participation in budgeting for agriculture and production sector.

## **RESEARCH METHODOLOGY**

The study was carried out by Transparency International Uganda with support from DGF. The study population was the district leaders, the CSO leaders, farmers and Suppliers. Purposive sampling was applied to select only 9 project districts for the study and these districts included; Kyotera, Masaka, Rakai, Iganga, Lyantonde, Sembabule, Lwengo Hoima Buliisa. Primary data originates from a study in which the staff of TIU collects information from the field to

answer a particular research question as stipulated in the interview guide, later this was combined with the secondary data that already exists in literature specifically the policy documents in relation to Agriculture. Interview guide was prepared to gather information from the district leaders, CSO leaders and farmers. One on one interviews were conducted to get responses on research questions. Here, a targeted referral sampling methodology was used where respondents were identified by resourceful persons. Focus group discussions were also conducted especially with women development groups. In total, 246 people participated; 163 men and 83 women.



*A youth being interviewed by the Research Assistant from transparency international Uganda.*

## **KEY ISSUES WERE REPEATEDLY STRESSED OUT FROM THE RESEARCH.**

The following are the issues that were raised by the citizens, duty bearers and CSOS during the research at the sub national levels

### **Issue 1. Limited citizens inclusion**

Decisions in the agricultural and production sector are centralized including budgeting and budget allocation. Local government have minimal mandates and farmers are not consulted with or fully included in the decision-making, resulting in miscommunication of demand and thus wastage. Additionally, embezzlement of funds and fraud has largely affected the sector,

resulting in a major lack of trust from the farmers.

### **Issue 2. Lack of finances**

There is a highly limited budget allocation for agriculture only 3.6% in the total national budget. The seeds, fertilizers and equipment are very expensive to the farmers due to high taxation.

### **Issue 3. Poor quality supply of inputs**

The suppliers commit fraud and provide very poor-quality inputs; Farmers pointed this issue as a major barrier to improved agriculture productivity. Low quality of many agricultural inputs coupled with a lack of reliable information on input quality was stressed so much by farmers and their leaders. The prevalence of poor-quality or counterfeit seeds and other inputs in the market has affected small-scale farmers who take risk of purchasing inputs that promise higher yields. Some farmers responded that they rely on seeds from their own harvest, resulting in substantially lower yields. TIU therefore concluded that information gaps play a critical role in these input market inefficiencies in Uganda.

### **Issues 4. Limited Use of ICT**

ICT technologies are critical in sharing of information by both the duty bearers and other actors in agriculture, especially getting information on transactions amongst the players in agriculture. Secondly sharing of information using ICT has a direct benefit such as improved productivity market access, and financial inclusion of small holder farmers. The research findings indicated that there is still limited use of ICT by both technical, political leaders of local government and CSOs as well as other players in Agriculture.

### **Issue 5. Limited of knowledge of laws and policies**

The study found a lack of comprehensive knowledge of laws, policies, Acts, regulations, processing, strategies, implementation, usage of equipment, usage of chemicals, and frameworks governing the agricultural and production sector. This was coupled with the problem of language barriers that prevents non-English speakers to gain information, and information is rarely shared with the farmers by the leaders. Most of the policies just remain at the central levels hence making it inevitable to be implemented for the benefit of the farmers. This has obvious consequences for safety, profit, quality of product, efficiency of work, well-being of farmers, etc.

## Issue 6. Lack of structured, coherent policies and their implementation

The research finding indicated that Uganda has in the recent years put efforts to improve on this sector and such efforts have translated in the design of a variety of policies, such as: the 2013 National Development Plan, <sup>4</sup>the Comprehensive National Development Planning Framework Policy<sup>5</sup>, the National Development Plan III, The National Agricultural Extension Policy.<sup>6</sup> All those policies have attempted to increase productivity in the agricultural sector through capacity-building, the use of technology and better access of Markets to farmers among others. However, the research findings indicated that these policies are affected with poor implementation and have not translated in to achieving their stated objectives.

For example the in 2013, [Uganda passed the National Agricultural Policy \(NAP\)](#) <sup>7</sup>which encourages and support local governments to enact and enforce bylaws and ordinances that promote household food security through appropriate food production and storage practices. Also under this policy MAAIF is the only institution that is responsible for managing and coordinating agricultural policies and interventions where by it is supposed to coordinate local governments, farmers and farmers' organizations, other ministries, departments and agencies (MDAs), the private agribusiness and agro-processing sector, civil society, academia, development partners and academia.

However, feedback from the research findings indicated that districts local governments have limited powers to enforce these laws but only work on directives from the central government making it difficult to implement the policy.

This same policy aims to create a strategy to enhance efficiency in the delivery of agricultural goods and services, through coordinating the semi-autonomous institutions under MAAIF, including National Agricultural Research Organization (NARO); ii. National Agricultural Advisory Services (NAADS); iii. National Animal Genetic Resources Centre and Data Bank (NAGRC&DB); iv. Cotton Development Organization (CDO); v. Coordinating Office for the Control of Trypanosomiasis in Uganda (COCTU); vi. Dairy Development Authority (DDA); and vii. Uganda Coffee Development Authority (UCDA). However according to the findings of the research, it was found out that these institutions are not coordinated in the delivery of agricultural services to the citizens.

---

4 2013 National Development Plan

5 Comprehensive National Development Planning Framework Policy

6 Uganda National Seed Policy (2018)

7 [Uganda passed the National Agricultural Policy \(NAP\)](#)



The policy highlights the roles of MAAIF and the different agencies especially in manage agricultural policy formulation, planning, regulation, disease and pest control, monitoring, and the supervision of the sector and the actual service delivery to the citizens. However, the study findings indicated that these institutions do not fulfill their roles and responsibilities as well as citizens not being involved in the planning processes.

The policy document supports the development of a well-coordinated system for collecting, collating and disseminating information on agricultural production, there is no such systems that enhances coherent collection of information of agricultural activities in a coordinated manner. Due to the lack of knowledge and finances and thus proper monitoring, policy implementation as well as the interpretation and articulation of policies is inefficient, making policies less effective

In 2015, Uganda developed the National Development Plan II and Now III (2015/16 – 2019-20). This policy identified Agriculture as one of five priority investment areas. The policy and was designed to propel Uganda towards middle income status by 2020. However, as the World Bank has stated, disconnection between policy formulation and implementation as well as weak capacity, have undermined the effectiveness of such policies.

Also, the following issues emerged from the review of the policy documents

It was observed that thought the policy documents emphasize the importance of agriculture and its contributions to the GDP, budget allocations to the sector have remained modest. Up to half of the total agricultural budget has been devoted to purchasing and disseminating inputs through the OWC rather than to critically needed public goods such as training on when and how to use those inputs.

The free distribution of subsidized inputs has undermined quality seed production by the private sector and led to the crowding out of the private sector from distribution.

Institutional challenges are inefficiencies in staffing patterns, weak data collection and monitoring of sector trends, and a lack of monitoring and evaluation capacity by the Government.

Producer price incentives for traditional exports such as coffee and tea are often not well correlated with world market prices.

## CONCLUSION

---

Provision of information to the citizens on the government programs helps to increase citizens participation on government programs and it provides a powerful tool to fight corruption and improve on accountability and enhanced transparency. Agriculture has a potential to transform the communities and country as a whole. The loss of confidence of the citizens on the government programs can pose a risk to this sector if the issues identified are not address. However, if these issues are addressed, they can lead to social economic development of the economy.

**Note:** One of the issues addressed in this report is training of the technical, political and CSO leaders on their roles and responsibilities by PPDA and OWC. TIU presented these issues to the affected institutions and training needs were identified and together TIU trained 252 officials in the month of, November and December in three districts of Rakai, Sembabule and Iganga. Experience indicate that working together with stakeholders in this sector will lead to improvement.

## RECOMMENDATIONS / CAPACITY NEEDS

---

Recommendations and capacity need for accommodating the key issues have been identified by this position paper.

### Citizens inclusion and participation

The government should put more emphasis on quality demand driven consultations and ensure a bottom-top approach process in order to avoid provision of wrong and poor-quality seedlings to farmers. Farmers need to be engaged in service delivery processes and not be at the receiving end since they know their needs best. A demand driven advisory services needs to be assured where farmers should be active in demanding for accountability and service delivery.

Improve government financial management and strategy for agriculture and production sector at local levels.

The government should properly allocate funds to ensure proper monitoring of services and to increase production. More funds should be allocated to the District Local Governments to ensure better implementation processes and purchase of genuine and quality products.

In general, there is need for government to increase the resource allocation to agriculture to

meet the requirements of Maputo declaration which requires at least 10% <sup>8</sup>of the total budget to be allocated to Agriculture.

The government should also advise farmers on enterprise identification especially for OWC programme. The government should sensitize farmers on which crops to grow for sustainability and establish conservation of wetlands and forests to prevent desertification.

### **Monitoring of supply of inputs**

The supplied inputs and their outcome need to be followed up to ensure value for money, and seasons should be put into consideration while supplying the seeds to minimize wastage. The government should also implement its plan to have one stop supply seed centre in each district to ensure quality of the seeds and also avoid time wastage for farmers as they tend to wait on the national suppliers who are mostly from Central.

### **Improve information knowledge gap**

The government should provide information on all government programmes to the citizens. There is a need for capacity building and routine monitoring. Information should be publicized in public places and access to information as well as information sharing should be ensured at all time. To prevent the issue of the language barrier, the government should publish information in the relevant languages. Collaboration between the local government and CSO's to achieve the set objectives are encouraged.

### **Implementation of legal framework**

The legal and policy frameworks governing the agricultural sector need to be re-tabled to narrow the gaps so as to meet the standards of the agricultural sector. The government needs to revise the policies to ensure better benefits for farmers. This will ensure a collective approach on proper implementation processes. Collaboration between the local government and CSO's to achieve set objectives are encouraged.

---

8 Maputo declaration on Agriculture



### **AGRICULTURE POLICIES ASSESSED IN RELATION TO THE RESEARCH**

The National Development Plan (NDP) 2 that just ended and now the NDP 3 and the Agriculture Sector Strategic Plan are the most common policies in related to the sector. In addition, there are other agriculture specific policies that have been adopted by Uganda in the recent years.

**These Main recent policies include;**

Policy	Policy expectation	Policy Gaps
<p>National Fertilizer Policy (2017)</p>	<ul style="list-style-type: none"> <li>• The Agriculture Sector Strategic Plan (ASSP) 2015/16-2019/20, emphasise the crucial role of fertiliser use in boosting agricultural production and productivity.</li> <li>• The related Abuja Fertiliser Summit 2006 Declaration recommends that African countries apply at least 50 kg of nutrients per hectare by 2015 to attain and sustain the Comprehensive Africa Agriculture Development Programme (CAADP) target of 6% annual growth in the agricultural sector. <sup>1</sup></li> <li>• The policy aims strengthen the capacity of farmers to engage in safe, profitable and sustainable fertiliser use.</li> <li>• Set up effective demonstrations and field days in partnership with both the private sector and Non-Government Organisations (NGOs) to visualise the impact of fertilisers;</li> <li>• Develop the ability of the farmer groups/ organisations or cooperatives to negotiate and engage with traders (including fertiliser dealers) and other actors in the value chain, e.g., the Village Agent Model;</li> </ul>	<p>Responses from the farmers indicated that they are not trained on how to use these fertilizers</p> <p>Information on how to use the fertilizers is not disseminate factual information related to fertiliser use via posters, leaflets (also translated into the appropriate local languages); iii) Apply a variety of methods and tools (including start-up packs) to encourage the mind-set change among farmers and other actors in the fertiliser value chain;</p> <p>Those that get the fertilizers especially under OWC reported that sometimes the input arrives very late.</p> <p>TIU therefore recommends training of the farmers on the use of fertilizers.</p> <p>Uganda is far from achieving this target, and</p>

<p>National Agricultural Extension Policy (2016)</p>	<ul style="list-style-type: none"> <li>• Establishment of a well-coordinated, harmonized agricultural extension delivery system for increased efficiency and effectiveness.</li> <li>• Creation of an extension service able to empower farmers and other value chain actors (youth, women and other vulnerable groups) to effectively participate and benefit equitably from agricultural extension processes and demand for services through the development of a sustainable mechanism for packaging and disseminating appropriate technologies to all categories of farmers and other beneficiaries in the agricultural sector</li> <li>• Capacity building</li> </ul>	<p>The findings established that the service delivery is not in a coherent manner for example there is supply of inputs by OWC at the same time MAAIF with the support of world Bank is also supplying seeds and also other NGOs. It becomes difficult to exactly which farmers are benefiting and those that are not benefiting since the data collection and tracking system at the local level is limited.</p> <p>The extension workers at the local levels are still few and they are constrained with resources such as mobility to ensure that they deliver services to the farmers</p> <p>It was established that there is a disconnect between this policy and actual implementation. The findings indicted</p>
--	--	---

National Seed Policy <sup>1</sup>		
The agriculture sector strategic plan ii (2015-16 – 2019-20)	<ul style="list-style-type: none"> <li>• Increased productivity through sustainable intensification.</li> <li>• Create a suitable environment for investment in agriculture and strengthen institutions in the agricultural sector.</li> <li>• Major target of increasing agriculture growth rates of 6% per year, for the next 5 years.</li> <li>• Agriculture sector strategic plan hopes to achieve a competitive, profitable, and sustainable agricultural sector.</li> <li>• Agriculture sector strategic plan emphasizes the need to increase production and productivity of agricultural commodities and enterprises through increased access to critical farm inputs.</li> </ul>	<p>There is limited access to finances by farmers to buy inputs and increase their productivity.</p> <p>Today the agriculture sector growth is less than the 6% as stated in the policy</p> <p>The farmers are still not in position to compete favourably in the international and regional markets since they lack still depend on the rain fed agriculture and value addition is still very low by small farmers.</p> <p>The policy does not highlight how small farmers can be supported freely by the government.</p> <p>There is a piece meal supply of inputs to the farmers by OWC.</p>

**(Endnotes)**

1 <http://extwprlegs1.fao.org/docs/pdf/uga172925.pdf>

**(Footnotes)**

1 Uganda National Seed Policy (2018)