

Climate, Food, Trade

Analysis of Institutional Interplay and
Information Exchange

Uganda



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Acronyms

CSOs	Civil Society Organisations
CUTS ARC	Consumer Unity & Trust Society Africa Resource Centre
CUTS	Consumer Unity & Trust Society
DCOs	District Commercial Officers
DDA	Diary Development Authority
DICOSS	District Commercial Services Support
DSIP	Development Strategy and Investment Plan
FBOs	Faith Based Organisations
GDP	Gross Domestic Product
GoU	Government of Uganda
HIV/AIDS	Human Immunodeficiency Virus Infection and Acquired Immune Deficiency Syndrome
IITC	Inter-Institutional Trade Committee
IPC	Integrated Food Security Phase Classification
LG	Local Government
MAAIF	Ministry of Agriculture, Animal Industry and Fisheries
MDAs	Ministries, Departments and Agencies
MFPED	Ministry of Finance, Planning and Economic Development
MTIC	Ministry of Trade, Industry and Cooperatives
MWE	Ministry of Water and Environment
NAADS	National Agricultural Advisory Services
NARO	National Agricultural Research Organisation
NDP	National Development Plan
NEMA	National Environmental Management Authority
NGOs	Non-Governmental Organisations
NGRCDB	Natural Generic Resource Centre and Data Bank
PACT EAC	Promoting Agriculture, Climate and Trade Linkages in the East African Community
PMA	Plan for Modernisation of Agriculture
POPDEV	Population and Development
PPPs	Public Private Partnerships
PSFU	Private Sector Foundation Uganda

PSOs	Private Sector Organisations
UDC	Uganda Development Corporation
UEPB	Uganda Export Promotion Board
UIRI	Uganda Industrial Research Institute
UNBS	Uganda National Bureau of Standards
UNFCCC	United Nations Framework Convention on Climate Change
UTCC	Uganda Trypanosomiasis Control Council
VEDCO	Volunteer Efforts for Development Concerns

Executive Summary

Over the years, high and unstable food and agricultural commodity prices, concerns about population growth, increasing per capita food demands, and environmental constraints have pushed agriculture and food production into the national and international political, policy and research agendas (Doward A, 2013). Uganda has remained a net food importer despite the fact that agriculture is the backbone of her economy. These food deficits are attributed to a number of factors including poor governance, unfavorable trade policies, climate change, supply side constraints, poor infrastructure, and high food prices, among others.

Uganda's economy is made up of three major sub sectors, i.e. agriculture, forestry and fisheries, which entirely depend on the weather for their production and productivity. Other sectors include livestock, manufacturing, and services sub sectors. To a larger extent, therefore, Uganda's economy is highly climate change sensitive.

Generally, the approach taken by the Government of Uganda has been to improve agriculture productivity by increasing efficiency and effectiveness of the agriculture sector. This has been done through the adoption of a number of programmes in the form of environment, trade, as well as gender related issues. Most of these programmes have a common goal of contributing to poverty eradication, food security and environmental conservation and sustainability. The major challenge however, has been lack of adequate institutional coordination amongst the relevant Ministries and stakeholders dealing with the environmental, food security/agriculture, and trade related issues, be it vertically from the Central Government to the Local Government (LG) level or horizontally between the responsible institutions at the District level, which would be required for a holistic approach.

There is a fundamental linkage between trade, agriculture, and climate change as was established in a previous research undertaken by CUTS International in Uganda, which *inter-alia* found that this required effective coordination of the relevant institutions dealing with the three issues. As a follow-up, this study therefore provides a detailed analysis of the institutional coordination for climate, trade, and agricultural policy at national and district levels.

Chapter 1

Introduction

Agricultural trade matters for Uganda's development, as it is a major tool for generating opportunities for poverty alleviation and development. It has also been viewed as a vehicle for prosperity in many parts of Africa. By promoting economic growth and higher incomes, and by offering access to better goods, services, capital, knowledge and technology, trade in agriculture goods offers new and diverse opportunities for all. However, the kind of trade in which a country engages matters for its attainment of sustainable development.

For Uganda, agriculture remains the backbone of its economy. Despite its challenges and limitations, the country also enjoys a competitive advantage in the sector if compared to its EAC partners. The agriculture sector in Uganda forms one of the most fundamental economic sectors of the country's economy. Although dominated by the rural population, agriculture contributes up to 48 percent (MAAIF, 2010) of Uganda's trade exports, and employs about 73 percent of total population, with the proportion of women employed in the sector being 83 percent while that of men was approximated at 71 percent in 2005 (MAAIF, 2010).¹ Agricultural production and trade contributes up to 23.1 percent² of the country's Gross Domestic Product (GDP). The sector contributes significantly to the country's domestic food requirements.

Indeed, no country is immune to the impacts of climate change,³ and, therefore, this poses a great challenge to Uganda and the world, albeit Least Developed Countries, of which it belongs, are more vulnerable given their limited capacity to cope. Climate change is one of the greatest

challenges facing the world today. This is mainly because mitigating global warming and adapting to its consequences requires major economic investment and, above all, unequivocal determination on the part of country governments. Climate change is a threat to future development, peace, and prosperity and therefore must be tackled with the greatest sense of urgency by the entire community of nations.

Within Uganda, efforts have been made by the government to enhance the country's adaptation and mitigation of the impacts of climate change. Uganda is signatory to the United Nations Framework Convention on Climate Change (UNFCCC) and to the Kyoto Protocol. The government under the MWE put in place the Climate Change Unit as the focal point for the Kyoto Protocol and the UNFCCC in Uganda. Over the years, therefore, the country has been involved in the Conference of Parties (COP) negotiations for a multilateral agreement on climate change, with the most recent being the COP 20. Uganda, as a country, is committed to reducing the impacts of climate change for sustainable development and improved livelihoods.

Despite this, the country's human activities aimed at improving agriculture production and trade have led to land degradation, declining soil productivity, and climate change manifested in the form of unpredictable weather patterns, which in turn has affected the growth of the sector. Because of this, there is a need for well-coordinated policy and institutional inter-play of the country's climate, agriculture, and trade related organs in their efforts to increase

production, marketing, trade, and consumption in a sustainable way.

Arguably, achieving sustainable development requires a holistic approach in addressing impacts of climate change and maintaining or increasing agriculture productivity and trade. In order to attain this harmony at the national, regional, or global level, the linkage between these issues and policies and enhancing institutional coordination is critical. This research, therefore, aims to identify the institutional inter-play in Uganda on the issues of climate, trade, and food security.

1.1 Situation Analysis: Climate Change, Food Security, and Trade in Uganda

Uganda's carbon dioxide emissions have been attributed to area expansion through deforestation, inefficient technology (e.g. exhaust fumes from old vehicles) and industrialisation, although to a very small extent. These facilitate the production of greenhouse gases, which accelerate global warming and, therefore, climate change. To a large extent, trade has directly or indirectly influenced the major causes of climate change, but this has been more attributed to global emissions by industrialised and newly industrialising countries than to the country's economic and human activities. The desire for survival, especially amidst Uganda's growing population, has driven agricultural practices to increase food production for food security. Such practices include, but are not limited to, industrialisation, deforestation, and excessive land use for agriculture and grazing.

Uganda has an under-developed industrial sector and a largely agrarian economy dependent on rudimentary agriculture methods, i.e. agro ecology.⁴ In addition, the growing population, coupled with globalisation of the trading system has increased pressure on the agriculture sector for many developing countries including LDCs like Uganda. A June 2013 Integrated Food

Security Phase Classification (IPC) analysis carried out by food security partners and led by the MAAIF, a government institution focused on agriculture in Uganda, revealed that up to 975,000 people in the semi-arid region face "stressed" levels of food insecurity, while 234,000 more cannot meet their minimum food needs.⁵

1.1.1 Evidence of climate change occurrences and its effect on trade and food security

Climate change is real and its effects are already being experienced not only in Uganda and the EAC, but also in many parts of the world. Frequent extreme weather events have been reported that affect agricultural production structures and competitiveness. In the next 20 years, it has been projected that Uganda's temperature is likely to increase by up to 1.5 degrees celsius and by up to 4.3 degrees by 2080. Although evident today, changes in rainfall patterns are expected, but the extent of which is less certain than the changes in temperature. Rainfall has also been hypothesised to increase by 10-20 percent over most of the country. In recent years, some parts of the country have experienced mudslides, and droughts have also become more significant, with 13 droughts occurring in the period of 1991 to 2006. Studies in Mt. Elgon region indicate that landslides have been exacerbated by extreme climate, including the heavy rainfall (Knapen et al., 2005).

Food insecurity in some parts of the country has also been exacerbated by reduced production of major food crops and a scarcity of forage opportunities for livestock due to droughts and floods in dry land areas, such as the cattle corridor in Nakasongola. These weather vagaries have also affected wild life, mountains, rivers and forests. Such occurrences could adversely affect the performance of the tourism sector, Uganda's second largest export earner. The country's infrastructure has also been affected by these events, a situation that has had direct implications on food security and trade.

1.2 Why Strengthen Inter-institutional interplay in climate, food, and trade?

The emphasis for strengthening institutional interplay between institutions working on climate change, trade, and food security is based on the fact that these three issues are interlinked and dependent on each other. A research undertaken in Uganda by CUTS International, under the project of Promoting Agriculture Climate Change and Trade linkages, revealed that the absence of this coordination within policies of these three issues would, to some extent, impede the attainment of sustainable development. It also revealed that institutions, as key implementers of these policies, should also be linked for general institutional coherence in dealing with these issues.

Although efforts have been made by the government to link government ministries, departments and agencies (MDAs), and also civil society and private sector in mitigating climate change, increasing agriculture production, and enhancing trade, there are gaps that still exist and need to be tackled, a number of gaps exist, which undermines the ability for an effective institutional interplay to holistically address the three issues, more so at the district level. Establishing sound working relationship among the relevant institutions, whether government MDAs or non-state actors working on these three issues of trade, climate and agriculture/ food security, is fundamental for enhancing coherent policy development, planning, and coordinated implementation in Uganda.

Chapter 2

Brief Overview of Institutions Involved in the Coordination of Climate Change, Trade, and Food Security Policy

2.1 Inter-Institutional Coordination: Climate Change, Trade, and Food Security Institutions in Uganda

Africa has contributed very little to global warming, yet it will be affected severely by climate change. While the continent has a role to play in the mitigation of greenhouse gas emissions, Africa's major focus is on devising ways for adaptation. In order to address the challenges of adaptation to climate change, African countries like Uganda need to enhance their institutional interplay towards addressing these challenges, in addition to mobilising the financial and technical resources required at both national and global levels. Such institutional coordination is necessary in strengthening information systems, technical capacity, and the right policies and institutions. The governance of climate change adaptation will remain inadequate if institutional coordination between climate change and related issues, such as food security and trade, are not taken into account.

Governments, through the institutions responsible for climate, food and trade as well as ministries/agencies responsible for overall development planning, could take steps to improve regular two-way information flow and feedback between the ministries responsible for these three issues at the national level, on the one hand, and at the district level, on the other hand. To achieve this, it may require improving

the rules of procedure, inter-ministerial coordination mechanisms, and provision of human and financial resources. It could also require re-definition and assignment of responsibilities with mechanisms on climate, food and trade issues in the three relevant ministries/agencies whose primary mandate is of particular interest.⁶

In Uganda, the Ministry of Agriculture, Animal Industry and Fisheries (MAAIF), the Ministry of Water and Environment (MWE), and the Ministry of Trade, Industry and Cooperatives (MTIC) are the three institutions in charge of agriculture, food security, climate change, and trade, respectively. At the local government level, the District Agricultural Officer and District Production Officer, District Environment Department and the District Commercial Offices are each correspondingly responsible for agriculture, climate change, and trade issues, and they interact with the national level coordinating ministries, as well as government agencies, through the policy and legal frameworks in place.

2.2 National Level

2.2.1 Institutional Coordination in Planning, Policy Development, Implementation, and Monitoring and Evaluation

Although the responsibility for climate change adaptation, mitigation, and increasing trade and food security often lie within the line ministries, i.e. water and environment, trade, industry and

cooperatives, and agriculture (animal industry and fisheries) respectively, it is critical to have these issues recognised as economy-wide concerns.

In Uganda, generally, efforts to mainstream climate change, trade, and food security into national development planning are still at a relatively low level. The process of mainstreaming climate change adaptation and mitigation in the implementation of agriculture and trade activities should be coordinated by the relevant ministries, departments, and agencies with an economy-wide mandate/portfolio. This would promote an integration of the different mandates, which ultimately promotes a coherent approach. In addition, since climate change impacts are manifested at the local level, affecting the livelihoods, health and vulnerability of the population, especially the poorest, the responses put forward at the national level should be cognisant of the grassroots realities. Sustained government commitment, right from the political level to link the three issues at the highest level, is also prerequisite in addressing hunger eradication as well as facilitating increased trade which benefits the population and promotes sustainable development.

The Office of the Prime Minister is responsible for the coordination and implementation of government policies across ministries, departments, and other public institutions. It undertakes coordination of the implementation of the National Development Plan (NDP), communication of policies/practices and defining the ideal National Character and Values for Development, coordinating development of capacities for prevention, preparedness, and response to natural and human induced disasters and refugees, and coordinating and monitoring the implementation of Special Government Policies and programmes. The major shortcoming with regard to coordination, however, is the limited role the ministry has played in enhancing Uganda's trade capacity, be it internally or externally. The MFPED, on the other hand, plays a pivotal role in the coordination of development planning, mobilisation

of public resources (in this case for addressing climate change), developing the agricultural sector, and facilitating trade.

With regard to vertical interplay, the Ministry of Local Government is in charge of coordinating local governments (LGs). Under this arrangement, LGs are in charge of each district in the country and they operate under a decentralised system as a means of bringing services closer to the people. Proponents have argued that decentralisation provides an institutional mechanism for bringing divided groups into formal, rule-bound bargaining processes (Treismann, 1998).

It is important to note that different players, notably the private sector and civil society, actively compliment the government through its different ministries and agencies to undertake their mandates. These initiatives have been instrumental in linking the different stakeholders on agriculture, environmental protection and trade to promote holistic approaches in addressing issues. Examples include the Uganda Strategy Support Programme (USSP), where the International Food Policy Research Institute (IFPRI) works in partnership with the Ugandan government to implement the government's Agricultural Sector Development Strategy and Investment Plan (DSIP). Drawing on the skills and experience of local and international researchers, USSP generates policy-relevant evidence on priority agricultural and rural development issues.

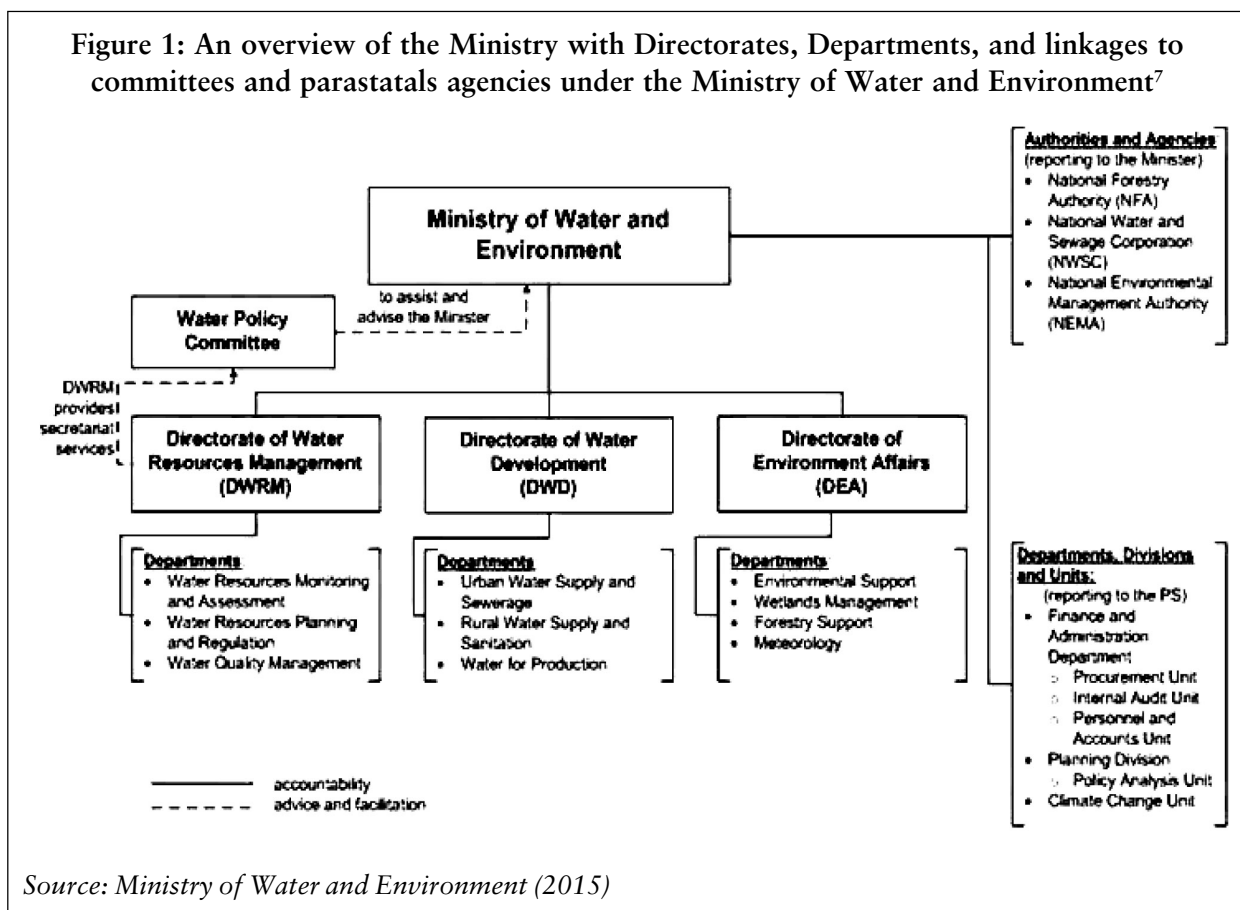
2.2.2 Institutions Responsible for Climate Change, Trade, and Food Security

National Level

At the national level, government ministries responsible for environmental, agriculture and trade issues are complimented by semi-autonomous agencies responsible for specialised areas. These are discussed below:

The MWE works with different directorates, committees and agencies as illustrated in Figure 1. For instance, National Environment Management Authority (NEMA), a semi-

Figure 1: An overview of the Ministry with Directorates, Departments, and linkages to committees and parastatals agencies under the Ministry of Water and Environment⁷



autonomous institution, established in May 1995, which focuses on the compliance and enforcement of the existing legal and institutional frameworks on environmental management in Uganda. Departments in the ministry, like that of Climate Change and Meteorology, work with the district officers at the Department of Environment to enhance climate change mitigation, adaptation, as well as disseminate weather information to farmers.

With regard to trade, the MTIC, hosts the Inter Institutional Trade Committee, which was set up in 2007 to bring all stakeholders from different sectors, including agriculture, environment, and human rights, together to contribute to the trade policy process. Through the Department of Internal Trade, the ministry aims 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. The department, therefore, undertakes strengthening of the commercial legal regime, eliminating non-tariff measures, enhancing capacity and effectiveness of District Commercial Offices, and trade and gender mainstreaming, among others. The Department of External Trade, on the other hand, is responsible for providing support to all other productive sectors of the economy to promote exports, and, in doing so, coordinates with the Department of Internal Trade.

The Department of Industry and Technology Development at the Ministry of Trade promotes expansion and diversification of competitive and environmentally sustainable industries by coordinating, promoting, and supporting the establishment of linkages and partnerships with other MDAs and the private sector to enhance values and benefits from the sector; promoting industrial research, science and innovation; acquiring, developing, advancing and promoting appropriate technologies; supporting the

development of Small and Micro Enterprises (SMEs) and industries with a major focus on backward and forward linkages; developing and promoting standardisation and enforcement compliance with technical regulations; and developing specialised skills to support industrial development, among others.

Other agencies have also been created at the MTIC. These include Uganda National Bureau of Standards (UNBS), which enforces standards for the protection of public health, safety and the environment; Uganda Industrial Research Institute, which focuses on value except for business incubation; Uganda Export Promotion Board (UEPB), which promotes private sector growth to enhance export earnings; and Uganda Development Corporation, whose mission is to make long-term investments in strategic sectors of the economy in order to stimulate industrial

and economic development and thus spur private sector growth.

With regard to agriculture, the MAAIF seeks to promote and support sustainable and market oriented agricultural production, food security and household incomes. The Ministry of Agriculture is divided into eight departments including agriculture planning, animal production and marketing, crop production and marketing, crop protection, farm development, fisheries resources, livestock health and entomology, and finance and administrations.

Figures 2 and 3 shows the different levels of interaction that the ministry is involved in. This ranges from working with LGs (through districts and sub counties) while at the same time engaging development partners, civil society, regional bodies and other ministries. Some of the

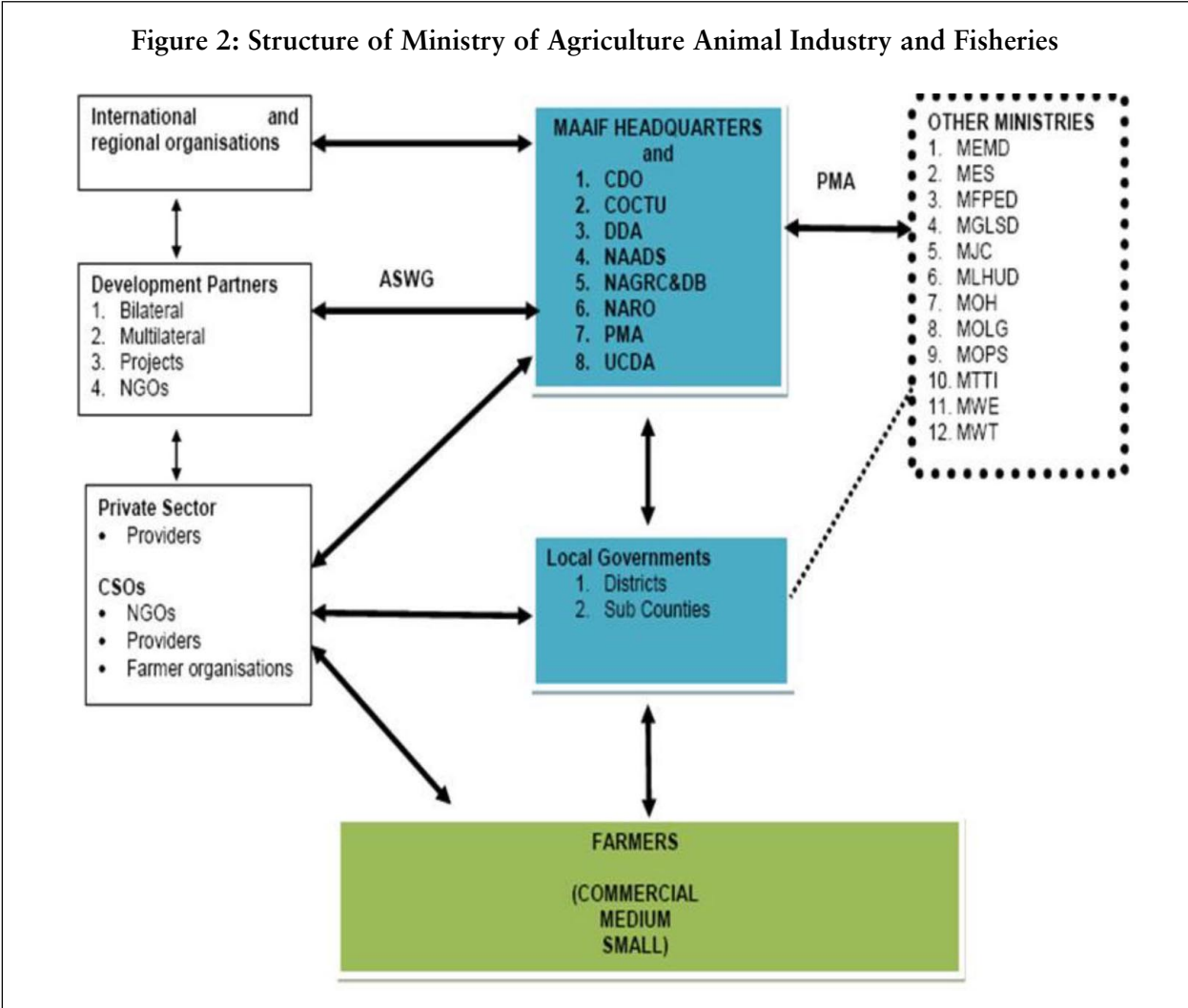
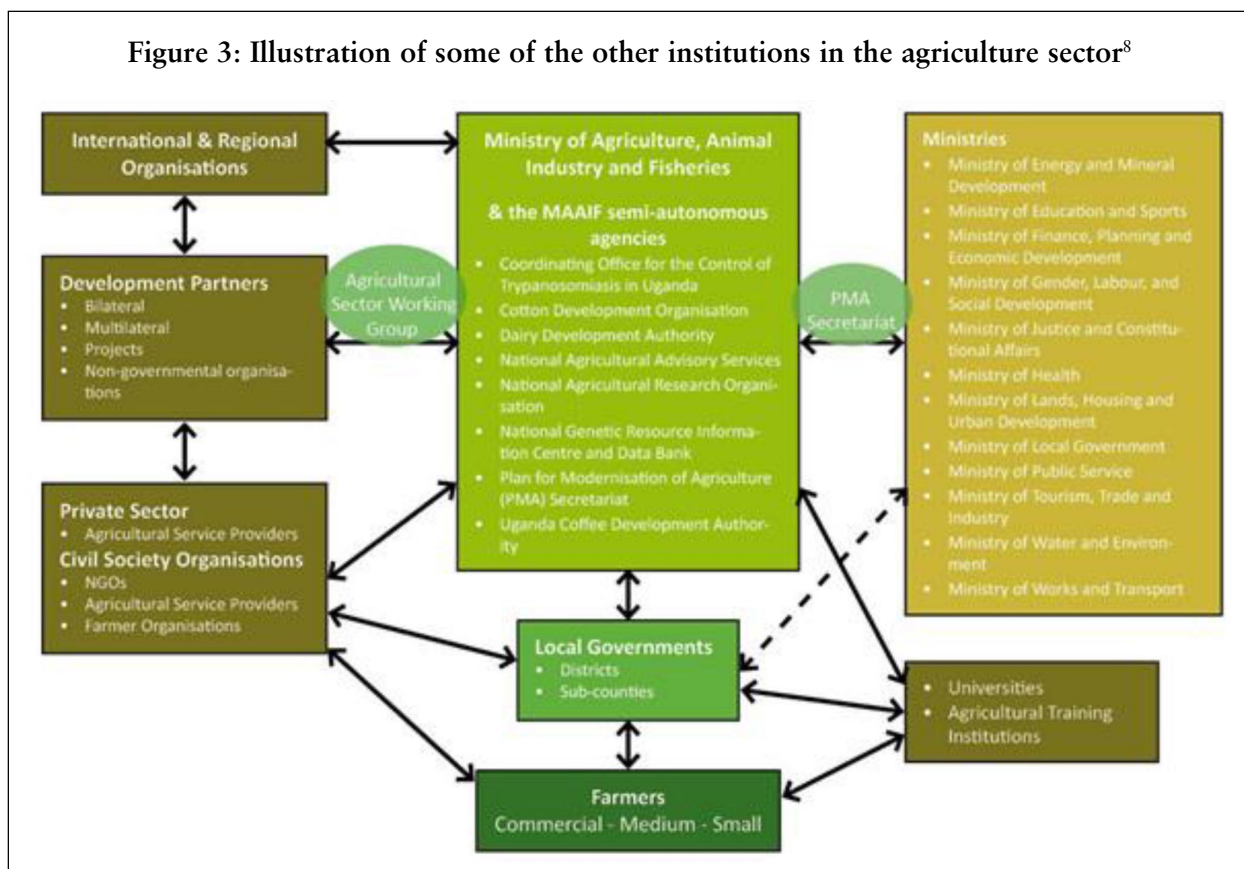


Figure 3: Illustration of some of the other institutions in the agriculture sector⁸



agencies created under the ministry include: the National Agriculture Research Organisation (NARO), which works with stakeholders to undertake, promote and coordinate research for crops, livestock, fish and forestry and to ensure the dissemination and application of research results; and the National Agriculture Advisory Services (NAADS), which seeks to contribute to the modernisation of the agricultural sector in order to increase total factor productivity of both the land and labour for the benefit of the farmers. It aims to promote food security, nutrition and household incomes through increased productivity and market-oriented farming. The Dairy Development Authority, Coffee Development Authority, and Cotton Development Authority are other agencies that coordinate players in the dairy, cotton and coffee sectors, respectively.

The MAAIF has put in place a Plan for Modernisation of Agriculture (PMA) Secretariat. The secretariat coordinates cross-sectoral activities, specifically, within the agriculture sector. The PMA applies a decentralised and

participatory approach to planning and service delivery and is implemented within the decentralised administrative and political framework of Uganda, i.e. the responsibility for implementation of activities in the field lies with districts and sub-counties. However, at the central level, a quite comprehensive institutional architecture has been set-up: a PMA Steering Committee, chaired by the MFPE, provides the overall coordination and guidance, while a wider PMA Forum of stakeholders is used to exchange views and follow the implementation.

Further, the National Genetic Resource Centre and Data Bank (NAGRC) was established by the MAAIF to offer and conduct specialised training to technicians dealing in breeding, to train staff and farmers in aspects of animal and fish breeding, collaborate in research on genetic improvement and characterisation of breeds and production environments, and develop guidelines and implement a field oriented breeding extension service for field workers and farmers. It, therefore, envisions optimised livestock production and productivity through animal

breeding to improve food security and eradicate poverty in Uganda.

2.2.3 Private Sector and Civil Society

CSOs and Private Sector Organisations (PSOs) have increasingly become very critical agents in development. The Secretary-General to the UN is quoted to have stated in a speech at the World Economic Forum in Davos, Switzerland (29 January 2009) that “Our times demand a new definition of leadership – global leadership. They demand a new constellation of international cooperation – governments, civil society and the private sector, working together for a collective global good”.

Uganda has, over the past few years, sought a private sector led economy. In order to reinforce this, the government of Uganda implements several projects and programmes in partnership with the private sector with the aim of strengthening the private sector as an engine of economic growth.

In Uganda, the representation/participation of the private sector is mostly through their umbrella organisations – these include: Private Sector Foundation (PSFU), Uganda National Chamber of Commerce and Industry, Uganda Manufacturers Association, etc. PSFU is Uganda’s apex body for the private sector. These bodies provide a framework for engagement with the government on policy issues affecting private sector development in the country, with regard to agricultural sector development.

The private sector also engages with farmers, mostly through middlemen who provide markets to farmers produce. This is done either individually or collectively through farmer groups, and has proven to be instrumental in facilitating dialogue between the farmers and the private sector, especially given the complaints of farmer exploitation by private buyers.

CSOs, which include Community Based Organisations, Faith Based Organisations (FBOs), and trade unions, among others, are actively involved in farmer extension services - for instance, Volunteer Efforts for Development

Concerns (VEDCO), which provides capacity building of farmers to increase production, access markets, and also advocate for favourable agricultural development policy at the national level.

2.3 District Level – Institutions in Charge of Agriculture, Trade and Climate Change

There are several institutions, each under an officer at the district level, charged with undertaking government mandates that interact with different players in the agriculture, climate change, and trade sector.

The District Agricultural Officer (DAO) supports farmers in modern productive methods, use of appropriate technologies, providing technical assistance to the sub county agriculture sub sector, monitoring and assessment of the progress of agricultural activities (including marketing), undertakes agricultural trainings, organises agricultural shows, collects, analyses and documents agricultural data and manages demonstration sites.

The District Production Officer (DPO) is responsible for facilitating the delivery of farm production, extension services, identifying market potentials, advising the producers appropriately, ensuring the detection and control of pests, vermin and animal epidemics in the district, and providing farmers with technical advice on the use of chemicals and pesticides. Through engagement with the private sector and civil society, the DPOs have been able to be more involved in training farmers to enhance agricultural productivity.

The District Fisheries Officer (DFO) monitors fishing activities, enforces the law, collects statistics, and is responsible for rehabilitation of fisheries resources. The officers are also responsible for aquaculture inspection, monitoring, evaluation and regulation of private service providers and fish farmers.

The District Commercial Officers (DCOs) report to the District Production Officer, who

works with National Agricultural Advisory Services (NAADS), mobilises farmers and trains them on marketing and cooperatives, planning, guiding, and advising them on the development of the commercial services, industrial cooperatives and related investments in agriculture, and enhancing the quality of goods and services.

The District Natural Resource Officer, as Secretary to the District Environment Committee, provides advice to the committee on all matters relating to the environment, promotes environmental and climate change awareness through public educational campaigns, and gathers and manages information on the environment and the utilisation of natural resources in the district. The officer is supposed to render all the necessary assistance to the other District Agricultural Officials, especially with regard to matters of the environment.

Finally, the District Environmental Officer liaises with all other offices on all matters relating to the environment, making such reports to the authority as may be prescribed, promoting environmental awareness through public educational campaigns, assisting local environment committees in the performance of their functions as provided for in this act, gathering and managing information on the environment and the utilisation of natural resources in the district, and serving as the Secretary to the District Environment Committee.

2.4 Linkage between National and District Level

2.4.1 Linkages between the Ministry of Agriculture, Animal Industry and Fisheries and the District Authorities

At the district level, MAAIF has aimed to support and build the capacity of district authorities so that they can better deliver regulatory and quality assurance services and can collect agricultural statistics and information. Under the Agriculture Advisory Services Vote Function, funding is provided to the districts to: 1) increase farmer access to improved

technologies, advisory service delivery, and “proactive participation in value chain development for profitable agricultural production”; and 2) empower farmers to demand for advisory services, technologies, and quality assurance services.

Under the District Production Services Vote Function, funding is provided to: 1) strengthen LG capacity in the delivery of services relating to regulatory services, quality assurance services, agriculture statistics and information, and capacity building for LGs; and 2) strengthen disease, pest, and vector control and quality assurance services, improve the agriculture statistics and information system, and build capacity in LG. However, the link between MAAIF and the districts is weak, due to limited numbers of staff. The current MAAIF establishment has a total of 411 positions out of which only 279 (67 percent) 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 (many of which are caused by climate change), which require minimum resources for effective execution of the function.⁹

The major link with the districts is through NAADS, where the parish, district, and sub-county councils have monitoring and general oversight roles and are expected to supervise counterpart financial contributions and NAADS’ performance. NAADS’ link at the district level is through the District Production Departments, which are supervised by the Production Committee (comprised of councilors). Impact Evaluations have revealed that the district level technical teams play a vital role in implementing NAADS.¹⁰

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

Table 1: The Mandate of Local Governments Regarding Food Security

Mandate of LGs regarding food security¹¹

- Implementation of the decentralised and devolved agricultural (extension) services
- Ensuring translation of national policies into local development plans
- Agricultural planning (prioritisation of agriculture in the local development plans, drafting budgets and annual actions plans based on local needs); Mobilisation and empowerment of farmers and farmer cooperatives
- Provision of agriculture permits, dissemination of (market) information, and capacity building of farmers
- Development, gazetting, and enforcement of by-laws to regulate food security

Source: MAAIF (2011)

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.

However, many of these posts are unfilled. Under this department, the ministry works together with the Ministry of Trade through the DCOs. Capacity in these District Production Departments has been negatively affected by a delay in implementation of planned reforms and, over the years, highly skilled and experienced 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 even more thinly. There is need to strengthen both LG capacities and MAAIF-LG coordination and plans, as elaborated under the DSIP.

2.4.2 Linkages between the Ministry of Trade, Industry and Cooperatives and the District Authorities

The Ministry of Trade is represented through District Commercial Officers (DCOs) at the district level, whose mandate is to promote vertical linkages. It should, however, be noted that staff shortages, due to the creation of many

districts and subsequent lack of funds to hire more personnel, have become a major challenge in the promotion of government mandates on trade issues at the district level.

Zackey Kalega, a Senior Commercial Officer under the Department of Internal Trade, during an interview, noted that the ministry, through the conditional grant system, works at the district level through projects such as the District Commercial Services Support (DICOSS) project, which links DCOs at grassroots with the MTIC. The project is being implemented in 25 selected districts in Uganda, with plans to extend it to 15 other districts. DICOSS is a capacity building and training project to enable DCOs to deliver commercial services at the grassroots more efficiently and effectively.

Elizabeth Tamale, an Assistant Commissioner at the ministry, under the Department of External Trade, notes that the planning process under the LG governing structure at the district level are, to some extent, influenced by the national level processes. This highlights the flow of information and policy direction from the central government to the district level.

The Commissioner further noted that the Inter-Institutional Trade Committee (IITC) at the national level, although weak, provides a platform for stakeholder engagement in influencing trade policy processes. The IITC was approved by the Cabinet in 2007 to assist in

Trade Policy Formulation and is currently under review.

At the district level, the link between agriculture and trade is undertaken through the Department of Production and Marketing at the MTIC. The ministry implements the One-Village-One-Product strategy, where it encourages value addition for products. Through the work on the warehouse receipt system being championed by the Ministry of Trade at the district level, the ministry has indirectly been able to contribute to improving food security in the country.

2.4.3 Linkages between the Ministry of Water and Environment and the District Authorities

The District Environment Officers are responsible for linking the Ministry of Environment and Water to the district level under the Ministry of Local Government. According to the literature reviewed, work at the district level under the District Environment Office mainly focuses on increasing water supply at the local level. This singular focus exists despite the fact that low food production, among other challenges facing farmers caused by climate change at the local level, remains one of the major causes of poverty and hunger.

The efforts undertaken to assist the locals at the district level to adapt to this reality have mainly been through the Ministry of Disaster Preparedness, under the Office of the Prime Minister, and non-government organisations such as the Red Cross. Such institutions, however, are specifically focused on getting communities back to their initial level of livelihood subsequent to the occurrence of a climate change disaster.

2.4.4 Analysis of Institutional Interplay of Officers/Institutions at National and District Levels

Based on the examination of the different institutions at both the national and district level, an analysis of the interplay between these institutions focuses on coordination and the gaps that exist therein as highlighted below:

Coordination in Uganda's national level planning, policy development and budgeting between the independent line ministries and the Planning Authority, as well as the LG, is clear and well structured, but the interaction between the independent line ministries during planning and policy development remains imprecise and inconsistent.

There is no clear coordination mechanism for building synergies across the staff members under the district offices in charge of climate, food security and trade. For example, there is no direct relationship between the environment, commerce and agriculture departments, yet in functional terms there is a close link between them. The parallel structures at the district are further replicated at sub county level. Agricultural Assistants, Fisheries, Veterinary, Entomology and Vermin Assistants are redundant due to the fact that they rely on funds from the district under decentralisation for community sensitisation and training, which is hardly disbursed. This overlap exists despite the fact that environment and market information are very crucial in increasing agricultural productivity in Uganda.

The Local Government Development planning guidelines,¹² which are intended to enable the alignment of LG plans to the NDP, specifically recognise the need to prioritise cross-cutting issues, i.e. issues that can contribute to accelerating or derailing the progress of development. The key crosscutting themes identified include environment, climate change, gender, population, HIV/AIDS, and human rights.¹³ In order to achieve sustainable development results, the government of Uganda also adopted a number of planning instruments that carry a strong influence on LG development planning. These include: The Population and Development (POPDEV) planning instrument; Gender Mainstreaming Planning Instrument; Environment Mainstreaming Planning Instrument; HIV/AIDS Mainstreaming Planning Instrument; Planning Instruments for Mainstreaming Human Rights; Planning Instruments for Integrating/Mainstreaming

Climate Change; and National Physical Planning Standards and Guidelines 2011. The guide also requires that during the planning process, an analysis be undertaken with specific attention given to identifying possible implications of development at the various levels of government and their inter-relation with issues such as food security and nutrition, among others. The main issue is therefore the implementation part, which needs to integrate the different departments under the three issues of agriculture, climate and trade with stakeholders.

In terms of engaging stakeholders, the LGs are usually invited to participate in the initiatives of CSOs. Such initiatives are often directed at agricultural sector development and they coordinate their responses with agents from NAADS as well as the District Agricultural Officers. In addition, the private sector is also involved, mostly through Public Private Partnerships (PPPs), where government officers engage with the private sector to promote the distribution of quality seeds and train farmers on techniques for increased productivity.

Chapter 3

Case Studies

3.1 The Case of Nakaseke District

Nakaseke District is located in the central region of Uganda, comprising one county with seven sub-counties and four town councils. The relief of Nakaseke District is generally low and flat, characterised by shallow seasonal wetlands in the North and flat-topped hills in the South. Its altitude ranges from 1000-1250m above sea level (average of 1150m). In most cases, the interfluves are broad, flat, or rounded and murram covered, and the valleys are wide.

Nakaseke District has two rainfall seasons, the main one lasting from March to June and the second one from August to November. The average rainfall is 1300mm and the mean annual rainfall is between 1450mm to 1500mm. However, in some instances, the rainfall pattern described may become irregular causing farmers' failure to plan. The variations in temperatures are not significant. The district recorded a mean annual maximum temperature of between 27.5°C-30°C and a minimum of 15°C and 17.5°C. It is also characterised by dry spells, which sometimes result in bush fires and loss of vegetation cover, as seen in Figure 4.

Three quarters of the district is covered with savannah. The soils are generally red, sandy loam, whereas the southern part is relatively fertile and can support crop farming. In the northern areas, fertility is low. In drier areas, cattle farming is the dominant occupation. Wide ranges of food

crops grow in the district. The major cash crop in the district is coffee. The citizens in the district also earn a living from the sale of surplus food, e.g. rice, cassava, banana, and a range of fruits. The district is predominantly rural.

In the more densely populated areas, annual multi-cropping is the norm, while in sparsely populated areas, nomadic pastoralism is practiced. Rural people use ecosystems as essential productive assets, whether on day-to-day basis or seasonally. The district is characterised by rain-fed agriculture with limited irrigation. The populace depends on selling agriculture produce for their incomes when agriculture output is high. The district is a rice-growing region. The rice is grown for both food and commercial purposes in virgin lands, such as wetlands, and areas initially covered under forest cover which are cleared to create land with fertile soils. This has resulted in environmental degradation, leading to increasing climate change challenges such as prolonged dry spells. The interaction between trade, climate and food security is linear, and can either be positive or negative, in such a way that increased agriculture production can positively impact trade and negatively impact climate change. Increased trade, on the other hand, can negatively and also positively impact food security. The weather condition, however, will either cause agriculture production and productivity to rise or fall.

Figure 4: Effect of bush fires in Nakaseke district



Source: Field photo by SEATINI Uganda (2015)

3.1.1 Horizontal Dimension for Institutional Interplay for Climate, Trade and Agriculture at the District Level

The field study undertaken in Nakaseke district targeted farmers, private sector, civil society and the district officials, i.e. the District Commercial Officer, District Environment Officer, District Agriculture Officer, and the District Production and Marketing Officer. The methodology of the research involved interviews and focused group discussions. The field research targeted a total of 30 respondents. The purpose of the fieldwork was to examine the interplay between various government departments (with regard to agriculture, environment and trade) in terms of the execution of their various mandates. Farmers, Private Sector and CSOs were also interviewed to ascertain the interplay on the ground.

In terms of planning and implementation, Nakaseke district officials constitute the Technical Committee of Planning, who regularly plan and budget for the implementation of activities. Every department within the district

is represented in this committee in an attempt to coordinate their work. However, there is no specific sub-committee for the relevant departments to holistically address the three issues of agriculture/food security, climate change and trade.

Within Nakaseke district, the Production and Marketing Department is in charge of agriculture production and trade. The district also has a District Commercial Officer who is in charge of trade, and is also the Senior Planner of the district. The District Environment Officer is in charge of environment related issues including climate change. The Department of Forest and Natural Resources is also responsible for ensuring forest and natural resource management in the district.

The district's highest amount of resources comes from forests through tree growing, charcoal burning and trading, among other natural resources. The economic attachment, perhaps, explains the commitment in terms of the

existence of an office for forests and natural resource management and another in charge of the environment.

Generally, some of the officials in charge of the three specific issues have knowledge and understanding of the linkages between environment/climate change, agriculture/food security and trade. The officials specifically have a greater understanding of the linkage between environment/climate change and agriculture/food security with very limited knowledge on the linkage between climate change and trade. They expressed their limited knowledge about the concept of climate change stressing that it is a relatively new issue. It is important to note that for the three departments to coordinate, the respective government officers must first understand and appreciate the linkages between the three issues. This would enable them see the urgency of coordination in order to achieve their respective mandates.

In terms of engagement with other stakeholders, Nakaseke district officials engage with different CSOs to undertake their mandates. This is more so with regard to climate change and environment issues as a number of projects undertaken are on climate change mitigation and adaptation. Moreover, there are few CSOs working on trade related issues at the district level, which hinders greater engagement between the District Commercial Officer and more stakeholders in the civil society.

3.1.1.1. Interactions within the district authorities for climate, trade and agriculture

The Senior Planner within the district heads the planning process. During the planning process, the aspects of food security, climate change and trade linkages are incorporated. The planning department encourages the linkages between the three issues in project implementation.

The district officials revealed that they are committed to mainstreaming the three issues; however, most of the work at the district level is largely dependent on projects. They, for example, cited that most of the projects, including Local Government Development

Grants, are often not cross cutting but conditional in nature, and may therefore not fully take into account all the three issues.

At the district level, all three identified departments operate independently of the others. The officers interviewed recalled that, in the past, the three officers used to undertake field visits as a team. However, presently, with the numerous changes and limitations as well as variations in funding among other resources, each of the officers undertakes their tasks independently. The issue of equity is not adequately taken into consideration in the allocation funds, thereby leaving some departments without the much-needed financial resources to even undertake activities. Currently, the Department of Water receives more allocations, but there is limited linkage between their activities with that of other departments, notably environment and trade.

The district authorities reaffirmed the strong link between environment/climate change, trade and agriculture. However, in Nakaseke district, the officers noted that climate change is a relatively new issue and thus most of the work undertaken by the two offices has mainly been geared towards protection and conservation of the environment. The operations within the district, especially under the Environment Department, work towards the MDG 7 on environmental sustainability.

The Department of Production and Marketing interacts with that of Agriculture at the district level to promote the production of crops that have a quick maturing period as a climate change adaptation strategy. This is because it would shield farmers from weather vagaries brought about by climate change. Farmers are encouraged by both departments to engage in agro-forestry, growing fruit trees and practicing sustainable land use management, conservation farming and run off farming, e.g. mulching. The district officers noted that farming techniques such as maize growing in basins, which helps to trap water until the maize matures, have also been introduced to farmers.

The weak policy framework, specifically the current *laissez faire* policy, was pointed out as one of the biggest challenges currently. Under this policy, there is lack of government push to support and coordinate the three issues. The role of the state in supporting local cooperatives, extension services among others would make it easier for the respective departments to coordinate in undertaking their mandates. Currently, each department seems to be undertaking its own mandate with limited engagement with each other. Moreover, unlike in the past when communities were obligated to produce certain crops and quantities and to also store for future purposes, today, communities are reluctant to maintain such policies because they do not exist, or those that are in place are weak or not implemented. Lack of a coherent approach from the government level through the departments has, therefore, translated into reluctance among communities as highlighted.

3.1.1.2 Small-Scale Farmers

All the farmers contacted for the interviews are members of farmers' associations, i.e. Wobulenzi Farmers' District Association and Gakolebwawamu Farmers' Forum. Farmers, upon interaction with different agencies, like NGOs and other government programmes have gained knowledge on adapting to climate change. Therefore, sometimes they change their planting area or they change the types of crops that they grow while responding to the changes in weather patterns. They also use trenches, mulching, planting shade trees, inter cropping, or grow different crops, especially amidst the diversity of foods such as climbing yams (kyetutumula).

In terms of engagement with the private sector, which is mostly through sale of their produce, farmers have been able to earn money hence contributing to the realisation of government objectives of promoting commercial agriculture, especially during bumper harvest. However, some homesteads were reported to face food insecurity due to the increasing demand by the market especially during seasons when the need for money is very high, e.g. when school terms

begin, in cases of emergencies, and others. For example, farmers in the Nakaseke district were introduced to rice growing for purposes of food security; however, this objective was not met because they sold all the rice that they had grown due to financial inadequacies that needed to be addressed.

Farmers reported of the existence of a working relationship with their district officials, although largely ad hoc. They noted that the District Production Officer, who also operates as the Agriculture Officer, engages them in climate change and food security issues during trainings. The Sub-county Community Development Officer likewise teaches the community against cutting down trees and engaging in bush burning. However, these trainings do not take into account trade issues.

3.1.1.3 The Private Sector

The engagement of private sector is purely on trade grounds. The private sector within the district is made up of food whole sellers, tree growers, timber traders, as well as charcoal burners and sellers. Besides farmers who grow food for home consumption and only sell where there is a surplus, within the district, there are large plantation owners who engage in growing maize, fruits and trees for profit. Farmers' interaction with the private sector has been mostly through sale of produce as well as farm implements. With regard to engagement with government officers in the district, the private sector players interviewed attributed the limited engagement with the district departments to lack of information they consider important to their business, notably market prices.

The overlapping membership of private sector players has been identified as a major challenge in terms of understanding institutional interplay. It is difficult to classify such a member as a farmer or a private sector player. As such, it is difficult to examine how the private sector engages with farmers in terms of price determination and market performance.

3.1.2 Vertical Dimensions for Institutional Interplay for Climate, Trade and Agriculture between the District Level and Government MDAs

The Department of Environment works closely with the National Environment Management Authority by undertaking stakeholder consultations for communities' views, which are used to determine terms of approval for any given establishment.

Information from the district level revealed a fragmented relation between the Department of Environment and the MWE. The operations of the ministry within the Nakaseke district are more concentrated in developing water resources, such as boreholes, to increase water supply in the district. However, concentration on improving and enhancing water supply in the district without conserving catchment areas could undermine future communities' water supply needs.

The National Agriculture Advisory Services programme under the Ministry of Agriculture, likewise, plays a fundamental role in strengthening the inter-linkage between the LG Departments of Agriculture, Production and Marketing, as well as Environment. For example, the programme advanced sustainable environment management practices and stressed the need to enhance food security, while also increasing their incomes.

With regard to trade, Nakaseke district was not selected as a beneficiary of the DICOSS programme. As such, there is limited interaction between the Ministry of Trade at the central government level and the district in terms of activities to promote trade. With the exception of salaries, the department does not receive any other funding from the central government, which would be used to undertake activities. It is, therefore, imperative for the government to allocate more funds to the department, as trade is central to poverty reduction efforts through its linkage with the agricultural sector, from which the district derives its livelihood.

3.1.2.1 Mechanisms in place within Nakaseke District

Within Nakaseke district, the following mechanisms exist for climate, trade and agriculture/ food security institutional inter linkages:

- The District Technical Planning Committee: this brings together the various departments to contribute to the development planning and implementation process.
- Global Climate Change Alliance: under this alliance, the District Agriculture Officer and the District Environment Officer, as well as Natural Resources work together, providing a platform for institutional coordination and interplay between the Department of Agriculture and that for Environment.
- District Farmers' Associations: this brings together farmers for advocacy around agricultural trade and development issues in the district. Through this forum, the farmers have been able to engage with the district authorities, CSOs and the private sector.

3.2 The Case of Nakasongola District

Nakasongola District is located in the northern part of the Central Region of Uganda. It is bordered by the districts of Apac to the North, Masindi in the West, Luweero in the South, and Kayunga in the East. Agriculture is one of the major activities (with over 80.1 percent of the economically active population engaged in agricultural production), with emphasis on food crops such as cassava, maize, sweet potatoes, sorghum, bananas and finger millet and cash crops, which include coffee and cotton. Fishing and livestock (cattle-rearing) are the other principal economic activities. This district comprises one county, with seven sub-counties and four town councils.

Nakasongola district covers a total area of 3510 km² (about 1.42 percent of the country's total surface area), of which 4.5 percent is covered by wetlands. The district is located in Uganda's cattle corridor, which is prone to climate change impacts. Due to limited tree cover and high

Figure 5: Charcoal Trading in Nakasongola



Source: Field photo by SEATINI Uganda (2015)

temperatures, it is highly vulnerable to prolonged drought, floods and erratic rains. Productivity has steadily declined and poverty levels are high. The region has been described as a severe poverty hotspot. The district has suffered considerably from soil degradation. The district is increasingly losing wetlands due to overgrazing, charcoal burning and encroachment. There are indications that the severe climate, causing drying up of vegetation and crops, is getting worse. Nakasongola is one of the leading charcoal trading districts within the central region due to the high demand for affordable energy which has increased trade in charcoal, as shown in Figure 5. The district has therefore suffered from severe deforestation. In cases where afforestation has been undertaken, the trees grown are usually sold as construction materials.

3.2.1 Horizontal Dimension for Institutional Interplay for Climate, Trade, and Agriculture at the District Level

By design and qualification, the Production and Marketing Department/Officer plays the coordinating role for the three issues of food security/agriculture, trade and climate change. The issues of climate change are discussed as a component of environment.

The respondents revealed that all the three departments develop one work plan and budget, as well as a similar procurement plan. The

activities to be undertaken by each department are agreed upon under the District Technical Planning Committee, where all the three officials are members. Mainstreaming the three issues at the district level is more organised today than in the past.

Joint implementation of activities is, however, not a routine as this depends on what a given department plans to do at a certain point in time. For example, activities focusing on post-harvest handling may necessitate engagement of both trade and food security officers and not necessarily the climate change officer; while, on the other hand, training on agronomic practices may require the presence and engagement of all the three officials.

The district also undertakes joint monitoring and evaluation programmes by both the technical and political leadership. However this has mainly been focused on programmes such as NAADS, a strategy that enhances coherence.

3.2.1.1 Interactions within the District Authorities for Climate, Trade and Agriculture

3.2.1.2 Small-scale Farmers

Nakasongola district is one of the driest regions in Uganda. The farmers within the district have, however, adopted a number of measures to reduce the effect of the drought conditions. They have, for example, adopted the use of water trenches and water ponds, which are put in their gardens to keep the crops supplied with water throughout the farming season. They also undertake mulching and the use of shade trees planted to provide shade during the dry season.

A coffee farmer in Nakasongola district, George Ongom, revealed that the January dry spells had negatively affected the productivity of his coffee. He, however, noted that the coffee seedlings, which he grows under the seedbed (shown in Figure 6), were only surviving because of the efforts and system of irrigation he has made available for the plants.

Figure 6: Coffee Production in Nakasongola District



Source: Field photo by SEATINI Uganda (2015)

In terms of information sharing, the information obtained by the farmers from government departments is not coordinated to include issues of climate, trade and food security. This is mainly due to the fact that the farmers in this district obtain the information individually from government offices as well as their farmers' groups, or from fellow farmers. Other information is obtained from the radio where different players in the agriculture, trade and climate change areas conduct radio talk shows and radio adverts.

Support from organisations and programmes such as the Global Climate Change Alliance Uganda with the Climate Change Adaptation programme through Kakooze Farmers' company provide information on climate change.

Similarly, during the Climate Change Adaptation Programme, issues of food security and trade are discussed. For example, while growing coffee, the farmers in Nakasongola have been encouraged by government extension workers as well as CSOs to undertake intercropping for food security purposes by planting climbing yams, mangoes, shade trees in order to reduce on the effect of the hot sun.

The farmers also noted that programmes such as NAADS were beneficial to farmers at the local level in terms of bringing together other players in the agricultural sector to support farmers. The programme has, therefore, been instrumental in linking agriculture to trade albeit without a direct link with climate change. However, the programme itself faced numerous challenges in all the districts across the country. For instance, there were complaints of corruption, which led the government to withdraw NAADS officers from the districts and replace them with soldiers to undertake the NAADS mandate. This transition has affected the programmes impact on linking the three issues.

3.2.1.3 Private Sector

The private sector players are mainly involved in the supply of seeds and other farm implements to farmers. They also provide a market for farmers' produce, especially coffee producers, who prepare the beans for export. The private sector focus on climate change has mostly been through the introduction of new technologies like solar panels for lighting, but this has not been expeditiously directed to the agricultural sector. The fact that climate change adaptation is an expensive venture has discouraged many

business people from entering into such a venture because farmers are faced with financial constraints and therefore may not afford equipment like solar powered irrigation pumps. However, private sector players have sold new and improved seeds, which are more resistant to drought, to farmers. The seed dealers in some cases provide extension services for its enhanced performance.

3.2.2 Vertical Dimensions for Institutional Interplay for Climate, Trade, and Agriculture at the District Level

Due to decentralisation and reporting formats, the interaction between the district department for the three issues and the respective line ministries is limited to a larger extent. For example, the Production and Marketing Department operates under the Ministry of Trade and Ministry of Agriculture, respectively, yet the department's link with the line ministries is weak. Periodically, however, line ministries obtain information from the districts on various aspects such as food prices and weather patterns, among others. The frequent/continuous reporting and interaction between the line ministries and district authorities is dependent on the existence of a particular project such as DICOSS, currently under the Ministry of Trade. This presents a major challenge on the sustainability of such initiatives upon close of such projects. Therefore, it is important for the ministries to focus on programmes that fall within their mandate such that a coordinated and sustainable approach can be created.

3.2.2.1 Mechanisms in place within Nakasongola District

The mechanisms that facilitate institution interaction in the district include the District Technical Planning Committee, Council Committee, Monitoring and Evaluation Department, and the Climate Change Committee, as highlighted below:

- **District Technical Planning Committee:** this committee brings together the technical officers in the district to plan for the implementation of activities within the districts. The committee is informed by the Local Government Development Planning Guidelines, which recognises the need to take into account the crosscutting issue of environment.
- **Local Council Committee:** this committee, comprised of the Local Councils I-V, supports initiatives on environment through the creation of by-laws and awareness raising on environmental concerns, especially the LC V. They also work together with CSOs on a campaign against deforestation, strengthening their ability to undertake their mandate. However, such an arrangement always depends on projects relevant to CSOs, which may not be sustainable.
- **Monitoring and Evaluation Department:** Undertakes joint monitoring programmes for agriculture, production and marketing, and environment and natural resources departments.
- **Climate Change Committee for the District:** the committee is chaired by the Department of Environment and Natural Resources and it coordinates all government responses/activities which impacts the environment/climate change.

Chapter 4

Identified Gaps/Shortcomings and Challenges

In the examination of institutional interplay in the two districts of Nakaseke and Nakasongola, it has emerged that there is lack of adequate coordination in the execution of their mandates with regard to the issues of climate change, food security, and trade. This is brought about by a number of gaps and challenges that are highlighted in this chapter.

The existence of a human resource gap required for the mainstreaming of the three issues in the respective government departments has undermined institutional interplay. The challenge of understaffing has subsequently led to multiple roles and responsibilities. For instance, even in cases where focal persons on environment have been assigned, they also work as Community Development Officers, which affects their performance in mainstreaming environmental issues in other areas.

Financial constraints at the district level are a major challenge affecting institutional coordination. Without adequate finances, implementation of programmes have either been slowed down or halted, especially in the Trade Department, which only receives funds for salaries. In addition, inadequate resources have affected monitoring and evaluation to ensure that actual mainstreaming is undertaken as planned.

Variations in funding hinder inter-departmental coordination. Much as the challenge of limited funds affects all departments, its effects are felt more in some due to the variation in funding levels. As such, the departments with lower funding, like trade, cannot effectively engage with other departments with relatively more funding, like that of agriculture, to enhance the

linkages. This is because funding from both departments facilitates engagement at the departmental level.

The failure to link the three issues at the institutional level emerges from the fact that coordination in the implementation of these issues is not deliberately planned for. Much as there is knowledge of the linkages between agriculture and environment among the officers, there is limited knowledge in terms of the inter-linkages with trade, and there are still gaps in the appreciation by actors at the district level of the inter-linkages.

Understaffing at the district level has been compounded by the reforms undertaken in the execution of NAADS Programme, which has affected work on the agricultural sector. All three sectors complained of the limited human resource capacities in terms of numbers, but also in terms of knowledge and skills. The Production Marketing Officer, for example, is also the Agriculture Officer within the district. Changes within the agriculture sector, i.e. the removal of the NAADS officers, also created a human resource gap within the district. It should be noted that the NAADS officer played a key role in enhancing the linkages between the three issues.

Forest produce generates the highest amount of revenue. For this reason, charcoal burning is high and individuals also continue to dedicate their land to tree growing for timber and charcoal, even though this continues to threaten food security in the districts. Moreover, the available market for charcoal has incentivised more people to engage in the business, which calls for greater

coordination between the responsible departments of agriculture and environment to address the challenge.

The changes within the district, created by the *laissez faire* policies, have affected collaboration among the district departments. The District Officers interviewed noted that in the past, all the three district officers worked as a group during their various field visits; however, there have been changes as funds are now limited for a sustained collaboration in executing their mandates.

District Production Officers focus on food production for trade and not food security. As such, their focus is more on private sector operations to facilitate trade while limited attention is given to the need to facilitate food security by increasing the productivity of farmers

alongside encouraging them to store some amounts of the produced food for their food security needs.

The marketing of the farmers' produce is done individually by the farmers or under their associations with limited, or no, support from the District Commercial Officer or the District Production and Marketing Officer. It is therefore important for the government to increase the support to these officers so that they can facilitate market access for farmers.

Community-based organisations that work closely with farmers within districts lack functioning guidelines as well as capacity on agriculture, climate and trade linkages. This has hindered their ability to engage with the district departments working on the three issues.

Chapter 5

Recommendations

Based on the analysis, a number of recommendations need to be undertaken at both national and LG levels in order to promote institutional interplay.

There is a need to adequately fund the three sectors of trade, environment/climate change and agriculture at the district level. This is because the interaction of the three issues has been affected by variations in funding which has led to poor performance of some departments, like that of trade. However, increased funding and greater institutional coordination at the national level would help the district institutions to coordinate their activities more.

Linkages between institutions within the LG and the central government in planning and policy development should be more defined in terms of specifically undertaking programmes that are directed to addressing the issues of trade and climate change to ensure coherence in policy development and implementation. This is especially in regard to district authorities and their coordination with the respective government ministries and agencies.

Conditional grant guidelines should be reviewed to ensure that they mainstream issues of climate change and food security in trade activities at the district level. This will enable each district to have development projects that are more coherent and responsive in terms of addressing the inter-linkages between the three issues from an institutional point of view.

There is a need to build the capacity of technocrats to better understand and appreciate the link between trade, climate change, and food

security at the national and district level for effective coordination. Undertaking awareness raising, capacity building, and information generation and dissemination on the linkages across all sections of society could provide a good mechanism to support such capacity building endeavors. This would help them appreciate the importance of coordination in helping each department achieve its mandate, which would subsequently translate into more collaboration in planning, budgeting, as well as implementation of their respective activities. There is need for greater collaboration at the district level to promote horizontal interplay for a holistic approach in dealing with the three issues. This is especially the case with the Office of the Agriculture Department and the Production and Marketing Department, which currently are disjointed in undertaking their respective mandates, the latter due to financial constraints.

To enhance a coordinated approach, it is important to strengthen government interaction with farmers by integrating the three issues of climate change, agriculture and trade in the respective government programmes, as well as deliberately seek greater involvement of farmers in such programmes. The NAADS programme, as well as government interaction with other non-state actors, could support such an endeavour.

Agriculture, climate change, and trade planning, implementation, and research and development should be linked in order to promote a more coherent and interlinked approach by the different actors involved in the three issues, which include the civil society, farmer groups and the private sector.

There is a need to establish and strengthen existing platforms to bring together stakeholders to discuss the issues. Platforms such as the Technical Committee of Planning and the NAADS programme implementation, among others, need to be strengthened such that their impacts can be widened and replicated in other areas. In addition the DCOSS programme should be urgently upscaled to districts that were not selected, like Nakaseke, so that they can also benefit from the platforms created by such programmes.

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About the Book

This study examines the institutional mechanisms in place in Uganda for interaction between the government agencies responsible for climate change, agriculture and trade issues. Efficient communication between these institutions has become critical in light of the ever increasing challenges brought about by climate change on agricultural livelihoods, and the potential role of trade in mitigating the resulting food insecurity.

It analyses two types of linkages, namely, vertical and horizontal linkages. Vertical linkages refer to collaboration and interaction between county governments and the national government, in terms of policy and administrative frameworks as well as institutional mechanisms in place. In horizontal linkages, the study analysed how local government institutions responsible for agriculture, environment and trade collaborate with each other in order to execute their respective mandates, as well as how stakeholders collaborate with the respective ministries and among each other in Uganda.

In Uganda, the examination of the institutional interplay in the two districts of Nakaseke and Nakasongola shed light on a number of challenges that have resulted in inadequate coordination in the execution of their mandates. For instance, the study finds that understaffing at the district level has led to assigning multiple roles to individual officers which has affected their performance in mainstreaming environmental issues in other areas. Among other recommendations, the author points to the need for formally establishing institutional linkages for specific cross-cutting aspects, especially towards increasing coordination of district authorities with the central government ministries and agencies.

This study builds on the recommendations from a previous research published under the title "Climate, Food, Trade: Where is the Policy Nexus?", which examined how climate change, food security, and trade issues interact in order to contribute to a more coherent and holistic response to climate-related challenges on food security, including through trade. Among the policy recommendations was the need for a common approach to ensure inter-institutional coordination and policy coherence on the three critical issues.

PACT EAC Project and CUTS International

In East Africa, where about 40 million people are undernourished, food security is further challenged by extreme weather conditions. In the next decades, the situation is expected to aggravate as climate change worsens in a region where as much as 80 percent of people rely on agriculture for their living. If sub-Saharan Africa is not to become the home of an additional 600 million hungry people, early action and adoption of sound and coherent policies, and harnessing the potential role of trade is a must. From October 2011 to June 2015, with funding support from the Swedish International Development Cooperation Agency (SIDA), CUTS International, Geneva and its partners in each East African Community (EAC) partner state will contribute to this process through a project entitled "Promoting Agriculture-Climate-Trade Linkages in the East African Community" (PACT EAC).

The PACT EAC project focuses on human and institutional capacity building of East African Community (EAC) stakeholders to take better advantage of trade for their food security, growth and development, particularly in the context of climate change. The two-tiered project focuses on issues related to trade-climate change-food security linkages in the EAC and on enhanced participation of the EAC WTO negotiators in the WTO discussions and negotiations in Geneva. Through research-based advocacy, training, networking and by linking grassroots with Geneva, the project is in a position to assist EAC stakeholders in better understanding and dealing with the critical challenges regarding the interlinking of the three issues.

CUTS International, Geneva, as part of the CUTS family of organisations, represents a pro-trade, pro-equity southern NGO voice in the multilateral, regional, and national processes on trade, development and related issues. It aims to contribute to the achievement of development and poverty reduction through trade in its economic, environmental, social and political dimensions. Prior to the PACT EAC project, and in collaboration with CUTS Nairobi and Lusaka offices, CUTS International, Geneva has implemented several projects in the East African Community.

<http://www.cuts-geneva.org/pacteac>



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