

**National Agricultural Advisory
Services
(NAADS)**

***Programme
Implementation
Manual***

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ABBREVIATIONS AND ACRONYMS

ARDC	Agricultural Research and Development Centres
AWPB	Annual Workplans and Budgets
BOU	Bank of Uganda
CBOs	Community Based Organisations
GOU	Government of Uganda
JRM	Joint Review Mission
LGDP	Local Government Development Programme
M&E	Monitoring and Evaluation
MAAIF	Ministry of Agriculture, Animal Industries and Fisheries
MFPED	Ministry of Finance, Planning and Economic Development
MIS	Management Information System
MOLG	Ministry of Local Government
NAADS	National Agricultural Advisory Services Programme (this programme)
NARO	National Agricultural Research Organisation
NGOs	Non-governmental Organisations
PAF	Poverty Action Fund
PEAP	Poverty Eradication Action Plan
PMA	Plan for the Modernisation of Agriculture
PME	Planning, Monitoring and Evaluation
PRA	Participatory Rural Appraisal
SCDC	Sub-County Development Committee
TDS	Technology Development Site
UBOS	Uganda Bureau of Statistics

PREFACE

The National Agricultural Advisory Services (NAADS) Programme Implementation Manual (PIM) serves as a guide to the implementers of NAADS at the different administrative levels, on how to execute their responsibilities. The Manual comprises two volumes. Volume 1 provides a comprehensive overview of NAADS and the implementation arrangements. Volume 2 provides detailed guidelines on the financial management procedures.

In Volume 1, Chapter 1 provides a general overview of the NAADS. Chapter 2 provides the overall framework for implementation of the NAADS. Chapters 3, 4, and 5 focus on the implementation arrangements at National, District and Sub-County level, respectively. Each of Chapters 3, 4, and 5 begin with responsibilities and activities of a general nature for the respective level of implementation. Thereafter, the chapters set out responsibilities and activities in line with the NAADS components.

Other essential NAADS reference documents are the NAADS Organisation Act 2001, which establishes and regulates the operations of NAADS, and the NAADS Core Document and Working Papers.

During the trailblazing and subsequent implementation phases of NAADS, the implementing institutions and stakeholders may develop further and amend the PIM.

When a change in implementation procedure is required, a formal request outlining the proposed changes to the PIM should be submitted to the NAADS Secretariat. This will enable the Secretariat to make wide consultations for the benefit of all stakeholders.

To ensure circulation of each update to all holders, the NAADS Secretariat will keep a distribution list for the PIM.

CHAPTER 1

NAADS PROGRAMME OVERVIEW

1.1. Background

Since 1987, the Government of Uganda with the support of its development partners has implemented macroeconomic and development reforms, resulting in much improved economic performance. Uganda is recognised as one of the few countries in Sub-Saharan Africa making real progress towards economic development and assurance of social equity.

In spite of the positive advances, Uganda's population remains poor, with gross domestic product (GDP) per person averaging only about US\$330 per year and at least 40% of the population living in extreme poverty. The economy also remains largely dependent on external assistance, and on subsistence agriculture for both food and foreign exchange earnings. Most rural people have not benefited from the economic growth and, as they produce mainly for subsistence, they remain largely outside the monetary economy. Food crops still account for at least 65% of agricultural GDP, and the sector remains characterised by low input – low output cycles of production. The challenges of rural economic transformation and poverty eradication are highly dependent, therefore, on progress in the agricultural sector.

In response to the above challenges, the Government in 1997 put in place the Poverty Eradication Action Plan (PEAP) as a framework to guide sector planning. The PEAP has three main pillars for poverty eradication: increasing incomes of poor people; improving living standards of the population; and good governance. Under the PEAP, the Plan for the Modernisation of Agriculture (PMA) provides guidelines for the transformation of agriculture. It is envisaged that modernising agriculture will contribute to increasing incomes of the poor by raising farm productivity, increasing the share of agricultural production that is marketed, and creating on-farm and off-farm employment. The PMA mission is to “*eradicate poverty by transforming subsistence agriculture to commercial agriculture*”, in other words transforming the agricultural sector to one that is:

- Competitive, with lower unit costs of production and marketing.
- Technology based by adoption of improved farming practices.
- Diversified with higher value and higher demand for all agricultural products.
- Export oriented but at the same time ensuring food security in all households.
- Capable of increasing productivity of land and labour.

Broad strategies for achieving the PMA objectives include: deepening decentralisation for efficient service delivery; reducing public sector activities and promoting the role of the private sector; supporting the dissemination and adoption of productivity enhancing technologies; addressing food security through markets, rather than emphasising self-sufficiency; enhancing and strengthening stakeholder consultation and participation in planning; and design and implementation of gender balanced programmes.

1.2. NAADS Vision, Rationale, Objective and Strategy

The National Agricultural Advisory Services (NAADS) is one of five core programmes under the PMA. The PMA envisions that NAADS will be “*A decentralised, farmer-*

owned and private sector serviced extension system contributing to the realisation of the agricultural sector objectives". The mission of NAADS is "Increased farmer access to information, knowledge and technology through effective, efficient, sustainable and decentralised extension with increasing private sector involvement in line with government policy".

In very simplistic terms, farmers in Uganda can be divided into three categories. At the top, there are those educated and more wealthy farmers - mainly men - who are quickly able to organise and avail themselves of the advisory services offered. In the middle are those who are not as wealthy and connected as the top tier, but if properly supported could use their existing organisations and social networks to access advisory services. At the bottom, are the very poorest and socially excluded from society; these often include marginalised groups such as widows, the elderly and the handicapped. Those at the bottom are not usually members of groups that increase members' incomes and are rarely aware of existing opportunities to improve their livelihoods. Additional efforts will be required to include those farmers at the bottom level in farmers fora and to ensure that their voices are heard so that they too are able to access advisory services.

The rationale for NAADS is the failure of the traditional extension approach to bring about greater productivity and expansion of agriculture, despite costly government interventions. NAADS is a new approach aimed at overcoming institutional constraints undermining farmers' access to knowledge and productivity enhancing technologies. These constraints include weak research-extension-farmer linkages; uncoordinated and non-participatory extension services; high level of bureaucracy during service provision; low responsiveness to farmers' needs; and lack of financial and performance accountability.

For NAADS to be genuinely pro-poor and make the most effective contribution to the PMA and PEAP through increasing the incomes of the poor, then all three types of farmers must be represented in the farmers fora, Furthermore, different methods and levels of effort will be required to reach the different groups.

The fundamental aim of NAADS, therefore, is to develop a demand-driven, client oriented and farmer-led agricultural service delivery system, in particular targeting the poor and women. The strategic elements of NAADS are as follows:

- Create options for financing and delivery of appropriate advisory and technical services for different farmer types.
- Gradually reduce the share of public financing of farm advisory costs such that, by the end of 25 years of NAADS, public finance accounts for not more than 50% of farm advisory costs.
- Shift from public to private delivery of advisory services in the first 5-year phase.
- Empower subsistence farmers to access private extension services and market information.
- Develop private sector capacity and professional capability to supply agricultural services.

1.3. NAADS Principles

Implementation of NAADS will be in accordance with the following principles:

- Empowerment of farmers and building their capacity to demand appropriate technologies and agricultural advisory services.
- Targeting agricultural advisory services to the poor farmers especially women who constitute the major farming population.
- Mainstreaming of gender issues into the policy framework and integration of gender concerns into implementation plans.
- Deepening decentralisation to enable farmers to own and control agricultural services.
- Increased commercialisation – including intensification of productivity and specialisation.
- Use of participatory processes in planning, contracting, monitoring and evaluation.
- Ensure sustainable management of natural resource productivity.
- Increasing institutional efficiency in providing agricultural advisory services through contracting out of services.
- Creation of better linkages between research, advisors and farmers.
- Harmonisation of externally supported projects with PMA principles.

1.4. NAADS Components, Outputs, Costs and Financing

1.4.1. NAADS Components

NAADS has five components.

Component 1: Advisory and Information Services to Farmers

This component will support initiatives by men and women farmers, working together in groups with their Sub-County government, to contract agricultural advisors to deliver identified priority services. Matching grants will be channelled from the national level of Government through the Districts for farmers (through Farmer Fora and their Sub-County governments) to use in financing such contracts. Services contracted under this mechanism will include programme orientation and group mobilisation for farmers, participatory planning, farm advisory services, and information and communications.

Component 2: Technology Development and Linkages with Markets

This component will foster strong linkages among farmers, advisers and researchers, and between farmers and markets by making funding available to farmers and their farm advisors. Funds will be available at the District level with which to contract the services of researchers and others with relevant expertise to work with farmers and farm advisors in farmers' fields on specific technology, market development and adaptation.

Component 3: Quality Assurance - Regulation and Technical Auditing of Service Providers

Under this component, the NAADS Board and Secretariat in conjunction with the Ministry responsible for agriculture will set and enforce standards for qualification and performance of service providers. The component also provides for technical auditing of service providers.

Component 4: Private Sector Institutional Development

This component will establish a programme to assist firms and other institutions to become eligible for award of contracts to provide services to farmers with NAADS financing. Specific activities to be funded include local service provider development and national representative organisations/institutions support. In addition, NAADS will provide a comprehensive package of benefits, including training, which will enable the transition of public sector extensionists to employment in the private sector.

Component 5: Programme Management and Monitoring and Evaluation

This component will establish and support entities at both the National and District levels of Government, which shall coordinate and administer NAADS. At National level, this includes establishment and maintenance of the NAADS Board and Secretariat. At the local government level, NAADS will support District and Sub-County NAADS Coordinators to facilitate the bottom up planning process, and liaise with other stakeholders. It will support the facilitation, coordination, financial management and reporting, financial auditing of the Programme's financial flows, and oversight of service contracts. In addition, the component will support establishment of a management information system for monitoring of the NAADS, as well as baseline surveys and data gathering procedures for impact evaluation.

1.4.2. Generic Outputs of NAADS

Expected generic outputs of NAADS interventions are as follows:

Output for Component 1: Advisory and Information Services to Farmers

- **Appropriate advice and information made available to differentiated categories of farmers in a cost-effective manner.**

Output for Component 2: Technology Development and Linkages with Markets

- **Appropriate technologies available to meet identified farmer needs.**

Output for Component 3: Quality Assurance – Regulation and Technical Auditing of Service Providers

- **Quality of advice and information provided by service providers assured.**

Output for Component 4: Private Sector Institutional Development

- **Capacity of private sector service providers to meet identified farmer advice and information needs sustainably enhanced.**

Output for Component 5: Programme Management, Monitoring and Evaluation

- **Appropriate institutional structures and capacity developed at all implementation levels to operate NAADS effectively.**

1.4.3. NAADS Programme Costs and Financing

Over the first seven years, the estimated cost of NAADS is US\$108 million. Table 1 summarises the costs by component and by implementing agency level.

Table 1: NAADS Cost Estimates by Component and Level of Implementing Agency

Particulars	Cost Estimate	% Share
Component 1: Advisory and Information Services to Farmers		
National	2,189.11	2.0%
District	4,811.19	4.5%
Sub-County		65.2%
	70,426.98	
Sub Total	77,427.29	71.7%
Component 2: Technology and Market Development		
National		1.1%
	1,207.10	
District	1,808.43	1.7%
Sub-County	4,011.83	3.7%
Sub Total	7,027.35	6.5%
Component 3: Regulation and Technical Auditing of Service Providers		
National	726.16	0.7%
District	315.31	0.3%
Sub-County	434.02	0.4%
Sub Total	1,475.49	1.4%
Component 4: Private Sector Institutional Development		
National	1,467.42	1.4%
District	2,281.06	2.1%
Sub-County	-	0.0%
Sub Total	3,748.48	3.5%
Component 5: Programme Management and Monitoring		
National		9.3%
	10,025.26	
District	482.62	0.4%
Sub-County		7.2%
	7,754.94	
Sub Total	18,262.81	16.9%
Total Programme Cost	107,941.42	100.0%

The percentage share of expenditure at the different levels of implementation is as follows:

- Sub-County 77%
- District 9%
- National 14%

The high share allocated to Sub-County Governments in NAADS funding reflects a deliberate strategy for the Sub-Counties to undertake implementation in line with Government's decentralisation policy. The District and National levels will play regulatory, coordination and supervisory roles, and will undertake NAADS activities that reflect common interests beyond the Sub-County level.

Funds will come from the revenues of Central Government, Districts and Sub-Counties as well as contributions from development partners and the farmers themselves. NAADS will pool all funds sourced from the Central Government and development partners in a common 'basket' from which they will be allocated to Districts and thereafter to Sub-Counties. Receipt by the Ministry responsible for finance, through the NAADS Secretariat, of the plans of the farmer groups aggregated through their Fora will trigger the release of funds. Further allocations will be subject to annual performance evaluation against work-plan and accountability criteria. Development partners will plan, budget and mobilise their support in line with Government's planning and budgeting cycle.

1.5. Implementation Arrangements

In line with the above strategy, farmer institutions are the main vehicle for the implementation of NAADS. Farmer groups will aggregate into Fora at Sub-County, District and National levels. The Fora will be the major linkages between farmers and Government institutions. The NAADS Act 2001 legally recognises farmer institutions – the main avenues for farmers' empowerment.

The Ministry responsible for agriculture will have overall national responsibility for NAADS. The NAADS Organisation Act provides for establishment of a NAADS Board, supported by a Secretariat, to provide advice and guidance on programme policy and strategy at national level. At the Sub-County and District levels, the Local Councils and Administrations will carry this responsibility.

Other stakeholders will also be involved in NAADS as partners at all levels, including private sector organisations, professional bodies, research and training institutions, NGOs, community-based organisations, local and central government agencies, and external development partners.

Service provision will be predominantly through contracts with private service providers who may be individuals, small groups of advisers, professional companies, parastatal agencies, academic institutions or commercial companies. Award of contracts will be based on the expressed needs of the farmers, and will be through competitive bidding mechanisms. Farmers, through their institutions and with technical support will undertake planning, award of the contracts and the subsequent monitoring and evaluation of performance. The NAADS Act allows Sub-Counties to award higher value contracts for agricultural advisory services than under previously existing tender and contract regulations.

The development of the fully-fledged NAADS with all its functions and organs will take time. The tasks and activities in the interim phase of two years, will comprise of three main functional areas, namely:

- Establishment of the interim NAADS Secretariat
- Development and operationalisation of the NAADS law
- Trailblazing to test the NAADS principles and approaches

Major start-up activities required to facilitate the operationalisation and full implementation of the programmes include, among others:

- Capacity development of District and Sub-County key functionaries specifically targeting service provision, programme management and setting standards
- Capacity development of farmers to form sustainable farmer groups and fora
- Mentoring of District and Sub-County institutions on NAADS processes and implementation mechanisms
- Development of an appropriate legal and institutional framework
- Piloting of start-up programmes and activities and testing different modalities

Evaluation of the trailblazing period will provide useful lessons for the modification of the NAADS principles and practices.

1.6. Selection of Participating Districts and Sub-Counties

To participate in NAADS, each District and Sub-County will be expected to satisfy criteria laid down by the Government's Poverty Action Fund (PAF) and the Local Government Development Project (LGDP), as well as NAADS specific criteria. Minimum conditions for qualification and participation by individual Districts and Sub-Counties in NAADS are as follows:

- (i) 3-year rolling development/investment plan approved by the District Council.

- (ii) Annual budget approved by the District Council containing investments to be made and a below budget line for Sub-County investments.
- (iii) Capable staff in the Finance and Production Departments, the Planning Unit and the Internal Audit Section, or a clear commitment to out-source through private contract or hire arrangements, the skills to undertake:
 - Core NAADS functions at village and Sub-County levels;
 - Technical audit of service providers;
 - Supervision of contracts; and
 - Facilitation of Farmer Fora in prioritising advisory service needs.
- (iv) District and Sub-County matching funds in place.
- (v) Relevant NAADS Accounts are established and operational.
- (vi) Existence of functional District Technical Planning and Sub-County Development and Investment Committees.
- (vii) Signed Participation Agreements between the NAADS Secretariat and the relevant District, and signed Participation Agreements between the Sub-County, District and NAADS Secretariat.
- (viii) Recent and current budget and financial accountability reports and final accounts for at least 2 years are available.
- (ix) The District and Sub-County indicate progressive steps to include the vision and mission of PMA in their agricultural sector plans.
- (x) Planning reports for current and recent years covering activities and work plans targeting agricultural development and modernisation, indicating performance, variance against targets, reasons for variance, and corrective actions taken or proposed are available.
- (xi) Compliance with the requirements of the NAADS Organisation Act.
- (xii) Direct employment by the District of additional field-level extension staff stopped.
- (xiii) Existing field extension staff invited to accept voluntary redundancy.

CHAPTER 2

ORGANISATION AND IMPLEMENTATION OF NAADS INTERVENTIONS

2.1. Executing Agencies and Responsibilities

2.1.1. NAADS Organisation Structure

The institutional framework for NAADS is set out in the NAADS Organisation Act 2001 and as shown in Annex 2 comprises the following:

- Ministry responsible for Agriculture
- Ministry responsible for Finance, Planning and Economic Development
- Ministry responsible for Local Government
- NAADS Board
- NAADS Secretariat
- District Local Governments
- Sub-County Local Government
- Farmer Fora and Institutions
- Private sector service providers

2.1.2. Role of Ministry Responsible for Agriculture

The Ministry responsible for the agricultural sector has overall responsibility for supervision of NAADS through a NAADS Board established by an Act of Parliament [NAADS Act 2001]. The NAADS Board has an advisory role at national level and gives guidance on policy direction and strategies through a NAADS Secretariat. The Secretariat is responsible for NAADS management and closely coordinates the Programme with the Ministries responsible for finance and local governments. The Ministry responsible for Agriculture remains accountable to the Parliament on matters related to NAADS.

2.1.3. Role of Ministry Responsible for Finance

The flow of funds and accountability in the NAADS Programme follows the arrangements laid down under the Poverty Action Fund (PAF), which is implemented and supervised by the Ministry responsible for finance. This fiscal supervisory arrangement will apply to NAADS. The NAADS Secretariat will aggregate plans of the farmer groups and submit them to the Ministry to trigger release of funds as shown in Annex 3.

2.1.4. Role of Ministry Responsible for Local Government

Local governments in accordance with the Local Governments Act 1997 will implement NAADS activities. The Ministry responsible for local governments, through its Decentralisation Secretariat and the Local Government Finance Commission, will ensure the integration of NAADS into the Local Government Development Project (LGDP) and all other local government capacity building initiatives in the Districts. Through this arrangement, the Districts and Sub-Counties will each undertake full responsibility to implement and supervise the operation of NAADS in partnership with farmer groups or Fora.

2.1.5. NAADS Board

The NAADS Organisation Act establishes the NAADS Board under the Ministry responsible for agriculture. The Board is charged with advising and giving guidance on NAADS policy and strategy at national level, as well as supervising and supporting the NAADS Secretariat as the national agency mandated to administer the Programme. The Board is also responsible for setting targets and approving work plans and budgets for the organisation. The Board is answerable to the Minister responsible for agriculture. The Secretary to the Board is the Executive Director of the Secretariat.

2.1.6. NAADS Secretariat

Most decisions and functions of routine management will be the responsibility of the appropriate Farmer Fora, Sub-County and District personnel. Therefore, the major tasks of the Secretariat will be to provide technical guidance and operational oversight, and to facilitate outreach and impact. To achieve this, the Secretariat will contract and supervise private professional firms to provide specialised services according to the needs prioritised by farmers.

In addition, using contracted services, the Secretariat will engage in activities of a regional and national scope and those of special public interest. For example, such activities will include adaptive research trials, technology dissemination, social impact studies and policy-oriented research.

2.1.7. Local Governments

Local governments will provide the local administrative, regulatory and support services required for NAADS. The appropriate organs of the local authority will be responsible for execution of any new NAADS functions. Parish, Sub-County and District Councils will each be responsible for policy, assessment of effectiveness, general oversight of the NAADS, and for voting counterpart financial contributions to the NAADS account at that level. The following Local Government organs are responsible as follows:

- **Development, Investment and Production Committees** of Sub-Counties and Districts will be responsible for setting the development context and guidelines for advisory service provision, along lines laid down by the NAADS Secretariat. They will also be responsible for transmission and submission of farmers' prioritised recommendations to and from the Farmer Fora to other executive branches within the local government.
- **Production Departments** of the Districts and Sub-Counties will provide professional, regulatory and supervisory oversight of NAADS activities at their respective levels.
- **Technical Planning Committees** at both the Sub-County and District levels will be responsible for integrating farmers' priorities into development plans, budgets and monitoring and evaluation reports for NAADS. They will also be responsible for consolidating progress reports and for data collection and analysis.
- **Tender Boards and Committees.** The Districts and Sub-Counties will engage in procurement of advisory services. At the District level, the existing Tender Board will support the tender process in accordance with the Local Government Act. For a Sub-County to undertake procurement of advisory services the NAADS Organisation Act 2001 allows for establishment of a Sub-County Tender

Committee. The responsibility of the Tender Boards and Committees is to ensure compliance of advisory services to standard operating procedures laid down for the management of human, natural, physical and financial resources.

In each participating District, the District will undertake the recruitment of the NAADS Coordinators and the NAADS will provide the funding to ensure smooth operations and integration of NAADS into the Annual Work Plan and Budget of the Districts. At the Sub-County level, NAADS will finance the incremental operating costs of a staff member assigned as Sub-County NAADS Coordinator. NAADS Coordinators are absolutely critical to whether or not NAADS is properly targeted to the poor. They will not only have formal training in disciplines related to agricultural extension but also have training in gender and poverty issues.

2.1.8. Farmer Institutions

Farmers are the primary clients, managers and owners of the agricultural services, through collective action by farmers groups. The purpose of farmers groups is to create institutions that will enable farmers to effectively organise, formulate and prioritise their needs. The NAADS is to build farmers capacity in group formation, identifying and prioritising their needs and contracting and monitoring service providers. The main farmers institutions will include:

Farmers Groups:

A farmers group means a group of individual farmers, an association, co-operative or any legal entity with a common farming interest. Ideally, the members of each group should be engaged in similar agricultural activities, such as coffee growing, dairy farming, etc. NAADS emphasises that farmers groups should integrate equity concerns for gender, youths, and active people with disabilities. Special efforts will be made to increase the proportions of these groups in various activities of the programme. To ensure that the effects of socio-economic disparities among farmers groups are addressed, capacity building and resource allocation will be based on the needs of each group. Groups of poor farmers will certainly require more support than wealthy groups in capacity building and planning.

The formation and support of farmers groups will be initiated and fostered by NAADS, utilising the services of local community development staff, other change agents and specialist service providers.

Through a participatory planning process, each farmers group will identify its agricultural priority needs. The priorities of different farmers groups will form the basis for the formulation of the NAADS Sub-County plan.

Farmer groups are therefore the core grass roots institutions of the NAADS Programme and their effective participation and subsequent empowerment will be the principal determinant of success of NAADS and the PMA.

Farmers Fora:

A Farmers' Forum comprises of representatives of farmers groups at the Sub-County, District or national level. A Sub-County farmers forum is constituted by having two representatives from each farmers group, selected through an open and transparent elective process among farmer groups and associations. District Farmer

Fora are similarly constituted from Sub-County representation. The umbrella Farmer Forum at national level is composed of District Farmer Fora representatives.

Farmers fora will be the main institutional structures for increasing the participation of individuals and households in the NAADS processes to enable them access advisory services. The functions of the Farmer Fora at all levels will include:

- Planning, costing and contracting advisory services and monitoring and evaluation.
- Determining priorities and allocation of resources, and performance evaluation of service providers.
- Considering and approving NAADS work plans for final inclusion in the Sub-County development plans.
- Providing feedback and feed-forward between farmers and Fora at different levels.
- At national level, furnishing the farmer element of NAADS Board membership.
- Assessing the quality of service provision.
- Influencing policy direction in the agricultural sector.

2.1.9. Service Providers

Service providers are individual or corporate bodies (consultancy firms, professional companies, academic institutions, and parastatal agencies) contracted to deliver advisory services. Service providers must have capacity to enter legal contractual obligations. All service providers will be engaged on a contractual basis to foster accountability and quality service delivery. Service providers will register with the NAADS Board in accordance with Section 31 of the NAADS Act 2001. The functions of service providers will be:

- To advise and provide information, knowledge and skills to farmers on improved methods of farming and agricultural development.
- To advise and provide information to farmers on marketing and trading activities, input supply, storage and product processing.
- To report to the Sub-County Farmer Forum Executive Committee on the performance of agriculture in general, and on the performance of the farmer groups in the specific areas of operation.
- To arrange and perform advisory, research and development support services in response to the demands of farmers.

In the initial phase of implementation, NAADS will foster development of the service provider capacity on a cost-sharing basis [see Component 4].

To redress the tendency of service providers to serve the rich farmers more than the poor ones, NAADS will provide incentives to reach out to more remote areas with poor farmers groups.

2.1.10. Role of NGOs

NAADS will collaborate with NGOs in the interim phase during the delayering and retooling of existing extension workers and, ultimately, contracting them as private providers. During this period, NGOs will assist in the supervision of extension service delivery until service providers have been contracted. Not only will NGOs get

involved supervising extension services, they will also assist in the selection of service providers. Generally, NGOs have wide experience in community based activities and are thus in position to contribute to the development of procedures and guidelines for selecting service providers. Participating NGOs will be selected according to their experience in particular Districts. This will provide an opportunity for competent NGOs to take part in different parts of the country.

Secondly, NGOs may participate in NAADS Programme implementation as service providers. In this case, however, NGOs will be required to register a commercial arm to allow fair competition with other firms, including payment of taxes.

2.2. Planning and the Budget Process

Work plans are an essential tool of NAADS planning and management. Approval by the NAADS Secretariat of the work plans submitted by the Districts will trigger the release of Government/development partner funding to District and Sub-County NAADS activities. Districts and Sub-Counties will then have to submit copies of quarterly expenditure statements and quarterly implementation reports to the Ministry responsible for financial matters. These arrangements will guide the NAADS planning and implementation process.

2.2.1. Pooling of Financial Resources

To help finance NAADS, development partners will pool all new resources coming on stream through 'NAADS earmarked' budget support. Under this arrangement, development partners' funds will merge with Government's own resources. Use of all NAADS funds will be in accordance with current Government procedures, legislation and regulations.

Matching contributions from the District and Sub-County levels will be mandatory to reflect local commitment towards co-financing the agricultural sector. Thus, each tier of local government will have to indicate and commit its contribution for the coming year. To determine the total resource envelope available for NAADS, the Board will fix annually the proportion of funding by each level of government and communicate the proportions at the same time as the budget ceilings.

Annex 3 illustrates the above funding arrangement.

Development partners providing budget support will release funds to the foreign exchange account in the Bank of Uganda (BOU). Releases will be based on a set of triggers.

The trigger for the release of funds to Government of Uganda's (GOU) Consolidated Fund account at BOU in Ugandan Shillings (Ug. Shs) will be a statement of release of counterpart funds from the GOU Consolidated Fund. Transfer of funds from the Consolidated account to the NAADS Executive and District Grants Collection accounts should be within a period not exceeding two days after receipt from the foreign exchange account.

Government will establish a separate Budget Vote for the NAADS Executive Secretariat. The Budget Vote Holder/Accounting Officer will be the NAADS Board Secretary.

Disbursal of funds to the GOU Grants Collection account at the District will follow the PAF¹ Conditional Grant Guidelines.

Funds will be disbursed from the Collection account to the District NAADS account within a period not exceeding two days from date of receipt from the GOU Consolidated account. The trigger for disbursement of funds to the District NAADS account is the availability of the District Matching Grant in the account.

The trigger for disbursement of funds to the Sub-County NAADS account will be availability of the Sub-County Matching Grant and farmers' contributions (2% of total annual budget) in the account.

2.2.2. NAADS Budgeting Process

The process for planning and budgeting of NAADS follows Government's annual budgeting cycle. It starts in October each year when the annual budget for NAADS will be prepared as part of the Sub-County, District and Government annual budgets, and approved by the respective elected bodies at each level. Each District will forward its estimates to the NAADS Secretariat. The NAADS Board/Executive will then finalise the list of Districts and Sub-Counties eligible for financing, including new ones coming on board, for the forthcoming year. In November, the NAADS Executive will prepare 3-year planning ceilings for NAADS. The NAADS Executive will immediately thereafter communicate guidelines and ceilings to eligible Districts.

The basic criteria for allocation of resources amongst eligible Districts and Sub-Counties will be their population, geographical size and number of farming households. However, resource allocation will also take into account the relative levels of broadly defined poverty levels of the eligible Districts and Sub-Counties.

Districts and Sub-Counties operating below LGDP threshold levels and unable to meet NAADS compliance criteria will be encouraged to use the resources of ongoing District Development Projects to enable them to develop the required capacity to participate in NAADS. Sub-County and District annual work plans and budgets will reflect requisitions for such resources. The allocation principles, the data used for computation of the allocations and the resulting ceilings will be publicly disclosed to all stakeholders at National, District and Sub-County Fora planning meetings.

Based on the above, Districts will prepare and communicate guidelines and ceilings for the eligible Sub-Counties immediately. Based on the ceilings and estimates of mandatory matching contributions, the Sub-County Farmer Fora will identify activities to take place in the forthcoming financial year based on prioritised farmer group needs.

Sub-Counties and Districts must indicate and commit minimum levels of funding for services targeted at marginalized groups especially women and youth.

2.2.3. Planning Cycle

¹ The Poverty Action Fund (PAF) was set up in 1998 to mobilise and guarantee resources from GOU and external development partners, for essential sectors/programmes identified in the Poverty Eradication Action Plan. The PAF is an integral part (distribution earmarking channel) of the GOU Consolidated Fund Account. PAF programmes are integrated into GOU normal planning and budgeting systems (MTEF, PIP annual budget). GOU has established strengthened financial management, reporting and accountability procedures that apply to all funds spent under PAF. Resources allocated to NAADS out of GOU own revenues and the joint external partner funding will be accounted for under PAF system.

In Sub-counties, planning will be facilitated by a contracted worker initially and by the Sub-County administration and Production Development Committee, working closely with the Farmers' Forum. The Sub-County administration will ensure that the Sub-County preliminary plans are shared at an early stage with the District level organs (Production Department, Production Committee and District Technical Planning Committee). Each Sub-County Farmers' Forum will liaise with the District Farmers' Forum through their representatives at this level, to ensure that Sub-County farmers' priorities are taken into consideration at all stages in aggregating the Sub-County NAADS plans into the District NAADS plans. The Sub-County and District NAADS plans are then incorporated into the Sub-County and District Development Plans.

The District Production Department will integrate the Sub-County plans and budgets into the District work plan and budget. The District Technical Planning Committees will ensure that the work plans and budgets are included in the local government's medium-term expenditure framework and annual budget, for endorsement by the Local Council.

Although the poorer groups and women might be represented on the farmers fora, their voice might not be heard in the planning process. Thus service providers contracted to facilitate planning, will have in their terms of reference, specific actions to ensure that the voices of the less powerful are heard. Service providers will be evaluated on their ability to ensure that plans are inclusive and the priorities of the less powerful groups are reflected.

By March of each year, the NAADS Secretariat will review Districts NAADS work plans for conformity with NAADS principles and criteria stated in the respective Participation Agreements. The Participation Agreement samples are presented in Annex 5A and 5B. The NAADS Executive will sign a Participation Agreement with each District to formalise the process and to ensure that implementation follows the procedures agreed by both parties in the Participation Agreement.

Table 2 shows the planning and budget process outlined above.

Table 2: Planning Cycle

No.	Activities	Implementing Agency	Timing
<u>1</u>	Update of NAADS multi – annual financing plan and NAADS Conditional grant planning guidelines. Preparation of eligible Districts multi – annual budget ceilings for NAADS	NAADS Secretariat	Oct.
<u>2</u>	Submission of draft NAADS multi- annual financing plan to MFPED	NAADS Secretariat	Nov.
<u>3</u>	LGBFP meeting (organised by MFPED, all Districts). Presentation of District ceilings including general conditional grant guidelines (MFPED) and NAADS guidelines and ceilings	MFPED NAADS Secretariat	Nov.
<u>4</u>	Work planning and budgeting of national level Programmes		Dec.
	Preparation and communication of annual NAADS budget ceilings for Sub-counties	District	Dec.
	Identification of priorities for next budget year and workplan through meeting	Sub-County	Dec.
	Draft Sub-County NAADS workplan and budget submitted to District production committee for analysis	Sub-County	Jan.
<u>5</u>	Preparation of NAADS workplans for District level activities	District NAADS Secretariat	Jan. Jan.
	Review of District allocations of funds to Sub-counties and initial work plan at First Regional workshop	District Sub-County	Jan. Jan.
	LGBFP-workshop		
	Sub-County budget conference		
<u>6</u>	Integration of draft Sub-County workplans and budgets	District / Sub-County	Feb. Feb.
	District budget conference	District	
<u>7</u>	2 nd Regional LGBFP workplan-review		
	1 st draft integrated District workplans and budgets	NAADS Secretariat / District	March
	Consolidate draft District Workplans & budgets into draft aggregated National NAADS work plan and budget	NAADS Secretariat	March
<u>8</u>	District submission of final draft workplans for NAADS conditional grant to NAADS Secretariat	NAADS Secretariat / District	April
<u>9</u>	Analysis of District final draft NAADS workplans	NAADS Secretariat / District	May
<u>10</u>	Approval of District NAADS workplan	NAADS Secretariat	June
<u>11</u>	Alterations of workplans and budgets as required (based on final approved budget)	NAADS Secretariat / District / Sub-County	July

2.2.4. Annual Work Plans and Budgets

Annual work plans and budgets for NAADS will be prepared at two levels:

- Districts and Sub-Counties will prepare their work plans for NAADS activities for submission to the NAADS Secretariat.
- The NAADS Secretariat will consolidate these work plans to ensure synchronisation of activities to achieve NAADS objectives.

The work planning exercise will involve a series of consultations, meetings, and reviews between the Local Councils at each level and the Farmer Fora with a view to formulating relevant and achievable targets. The work plans will:

- Establish NAADS objectives and outputs for the year.
- Establish the essential tasks/activities to achieve the set objectives.
- Specify the responsible units or persons to undertake the tasks.
- Provide for a review process, which may be monthly, quarterly, half yearly.
- Provide estimates of the costs of implementation.

Annex 4 gives a format for work plans. The format links the work plans to the budgetary preparation in that it uses specified codes and categories that facilitate the identification of costs for each item / activity.

Quarterly work plans will draw on the overall annual plans. While the latter indicate targets and planned activities by month, the quarterly work plans will show activity schedules by week, starting from the first day of the week. The quarterly work plans are required to be prepared realistically, as budget releases will depend on them. Annex 4 gives a sample of a quarterly work plan.

At the Sub-County level, each officer involved in implementing NAADS activities will prepare a monthly work plan to translate the targets contained in the quarterly work plan into actions. The immediate supervisor will approve and monitor the monthly work plan.

2.2.5. Overall Programme Budgets

Table 1 gives formats for use in the budgeting process at each implementation level. The formats take into account projections for seven years (2001 through 2007) and include positive changes in implementation progress as well as gradual inclusion of new Sub-Counties and Districts as they qualify for the NAADS Programme. The formats are organised as follows:

- Programme component
- Expense codes
- Budget codes
- Quantities by year and unit values
- Budgeted expenditure by year
- Estimated contribution by concerned local authority and by category of expenditure
- Estimated contribution by higher local authority and central government.

Construction of the budgets took into account the following:

- Wherever possible, preparation of the budgets used uniform unit costs.

- Each expenditure category is sub-divided into sub-budget lines to facilitate internal control and monitoring of NAADS expenditure. Each budget line is allocated a 'Budget Code' to facilitate the computerisation of NAADS accounts and uniformity in compilation and presentation of accounting data.
- Each expenditure category indicates an unallocated/contingency line to accommodate physical and price variations in the cost estimates.
- The budgets were prepared in US dollars.

2.2.6. Annual Budgets

Based on the overall budget for each level of implementation, the implementing institutions will prepare their detailed annual budgets to reflect the financial cost of their Annual Work Plan. The annual budget should be prepared in the format given in Annex 4 and should contain the following information:

- NAADS component or part thereof
- Details of expense items
- Budget code
- Total NAADS budget (quantity and amount)
- Expenditure as at 28th February of current year (quantity and amount)
- Projected expenditure 1st March to June (quantity and amount)
- Budget for the following fiscal year (1st July to 30th June) – quantity & amount
- Budget for the subsequent 2 years.

The NAADS annual budget would have more details for each category of expenditure.

The NAADS annual budget would be prepared and approved by the Farmer Fora and endorsed by the Local Councils as follows:

- Sub-County Farmer Forum prepares and approves the NAADS budget for incorporation into the Sub-County Development Plan
- District Farmer Forum consolidates and integrates NAADS budgets for incorporation into the District Development Plan
- NAADS Secretariat prepares the NAADS Secretariat budget for approval by the NAADS Board.

Each District will submit its approved annual budget to the NAADS Secretariat for review and endorsement, latest by March of each year. The Secretariat will submit the Annual Budget to the Joint Donor Mission by April of each year for review.

2.3. Implementation of Work Plans

The NAADS Coordinators will be responsible for the implementation of the approved activities. Implementation of activities will be in accordance with the approved work plans and budgets. The quarterly progress reports will explain any deviations from work plans and budgets.

2.4. Programme Reporting

NAADS Programme and Component progress reports will be prepared according to NAADS guidelines for the various levels of implementing institutions. Monthly and

quarterly reports will be prepared. Whereas the first three summary reports will be of a quarterly nature, the fourth quarter report will cover the entire financial year (annual progress report). The Annual Progress Report will be the principle input to the end of year reviews.

2.5. Monitoring and Evaluation

Monitoring and Evaluation (M&E) is an important tool for management. Monitoring of NAADS will involve continuous oversight of the concerned institutions and performance through a systematic comparison of NAADS inputs and expected outputs at regular intervals.

Monitoring will assess inputs, activities and outputs in terms of farmer participation, timeliness of activities, service quality, economies of scale and costs, as well as any other complementary factors that may be critical to success of specific components. The M&E system will provide this information on a continuous and regular basis to all stakeholders at each level of implementation, to the NAADS Board, to the National Farmers' Forum, and to the Joint Donor Group. Annex 6 provides a more detailed description of the M&E system.

2.5.1. Monitoring Indicators

Monitoring indicators will target performance of NAADS management at each level. The evaluation of NAADS will therefore involve systematic analysis of completed or ongoing activities with a view to ascertain efficiency, impact and sustainability of NAADS interventions.

The monitoring and evaluation indicators can be classified broadly as follows:

- **Input indicators.** NAADS inputs consist of vehicles and equipment, staff, institutional arrangements and recurrent funds for operation. Input indicators will assess costs, timeliness and quality of delivery.
- **Operational indicators** measure NAADS execution in terms of farmer participation, timeliness, quality, and costs of various tasks and activities.
- **Performance indicators** will compare activity results with the set targets. The activity results will be measured in terms of achievements, for example, number of farmers reached, and yields, etc.
- **Indicators of external conditions.** External factors may constrain planned activities, inputs or budget. Control of these factors and timely corrective actions are essential.
- **Impact indicators** can be both direct and indirect measures of achievement of NAADS in terms of policy, institutional change and socio-economic benefits.

Monitoring and evaluation will be inclusive i.e. representation and active participation of farmers groups from different socio-economic status and gender is monitored.

2.5.2. Responsibility for Monitoring and Evaluation

Monitoring will take place at four levels as follows:

- **National.** The NAADS Secretariat and the National Farmers' Forum are responsible for overall monitoring of implementation. This will involve a consolidation of District reports on actual against AWPB target achievements of

works performed, inputs delivery, production of outputs, and impact, for inclusion in the six-monthly progress reports.

- **District.** Each District will consolidate and assemble data from Sub-Counties. Reports will indicate District-oriented and farmer service contract activities, against set targets and work plans for onward transmission to the NAADS Secretariat.
- **Sub-County.** This will involve reports to the Sub-County Development and Investment Committees on progress of NAADS activities in terms of Sub-County-wide interventions and in composite summary form of farmer group and Farmer Forum contracts.
- **Field.** Farm advisors (and all participating agencies) will have M&E responsibility as part of their contract obligations, with Farmer Forum representatives and/or Sub-County Production Department personnel operating as the focal points for recording.

2.5.3. Monitoring and Evaluation Methodology

As elaborated in Annex 6, the methodology includes a baseline survey to establish benchmarks against which NAADS can be measured, and time series studies to monitor and evaluate progress at each implementation level. The NAADS Secretariat will develop a monitoring framework for the national level.

The specific component objectives of NAADS provide the basis for monitoring indicators at all levels of implementation. These are as follows:

- To increase the availability of appropriate advice and information to all farmer types in an equitable and cost effective manner
- To make appropriate technologies available in sufficient quantities to meet identified farmer needs.
- To assure the quality of advice and information provided to farmers by service providers
- To enhance private sector service providers' capacity to meet farmer advisory and information needs.
- To develop appropriate farmer-controlled institutional structures and processes for managing the NAADS at all levels.

NAADS will adopt a participatory monitoring approach i.e. developing appropriate indicators and monitoring them with farmers from all socio-economic strata. Experience with participatory monitoring, demonstrates that the poor, medium and wealthy farmers are all equally able to develop indicators of their satisfaction with services, but the indicators from poor groups are often very different from those of medium and wealthy groups.

CHAPTER 3

NAADS IMPLEMENTATION GUIDELINES AT NATIONAL LEVEL

3.1 Introduction

This chapter provides the general operational guidelines for the NAADS Secretariat. Volume 2 details the financial management procedures.

NAADS organs at the national level are:

- The NAADS Board of Directors
- The NAADS Secretariat
- National Farmers Forum
- Private Sector Service Providers

3.2 The NAADS Board

The Ministry responsible for the agricultural sector has responsibility to over see the implementation of the Programme, including policy, planning, and monitoring & evaluation. Under this Ministry, a NAADS Board will provide advice and guidance on the overall NAADS policy and strategy. It will also facilitate, supervise and support the NAADS Secretariat. The Board is answerable to the Minister responsible for the agricultural sector.

To ensure that the Programme is demand driven, farmer-led, reflects different stakeholder interests and implemented within the decentralised framework, the constitution of the NAADS Board includes broad-based representation with a Chairperson nominated by the National Farmers Forum. Details of members to represent different interests on the NAADS Board are contained in the NAADS Act 2001. The Secretary to the Board is also the Executive Director to NAADS Secretariat. The Board reporting to the Minister and supported by a Secretariat works closely with the following institutions, among others:

- Ministry responsible for lands
- Ministry responsible for gender, labour and social affairs
- Ministry responsible for Local Government
- The Office of the Prime Minister
- The National Agricultural Research Organisation
- The National Environment Management Authority
- The National Council of Science and Technology;
- The Local Government Finance Commission
- The Uganda Local Authorities Association
- Agricultural training institutions
- Agricultural based non-government organisations (NGOs) and associations
- Operators of agro-industry and consumer organisations.

The Board will also play a coordinating role with the Ministry responsible for financial affairs, the Ministry in charge of local government, as well as external development partners and other stakeholders.

3.2.1 Functions of the NAADS Board

The functions of the NAADS Board are as follows:

- To formulate, advise and give guidance on NAADS policies and strategies
- To support and supervise the objectives and functions of NAADS.
- To facilitate, supervise and support the Secretariat in carrying out its functions.
- To set targets and approve work plans and budgets for NAADS.
- To review and assess implementation progress in line with NAADS objectives and mission.
- To appoint and discipline members of staff of the Secretariat.

3.3 The NAADS Secretariat

The NAADS Secretariat will consist of the Executive Director, Finance and Administration Manager, Planning Monitoring and Evaluation Manager, and the Technical Manager (Agricultural Extension and Community Mobilisation). When needed, the Secretariat will recruit other technical and support staff. The Secretariat is responsible for the following:

- Coordination with relevant government ministries and agencies.
- Coordination with development agencies.
- Development and issue of standards and regulations for performance of contracts under NAADS.
- Coordination of monitoring and evaluation for NAADS.
- Networking with national, regional and international agencies with similar interests as NAADS.
- Mobilisation of all stakeholders.
- Ensuring implementation of the NAADS in the country.

Most decisions and functions of routine management will be the responsibility of the appropriate Farmer Fora, Sub-County and District personnel. Therefore, the major task of the Secretariat will be to provide technical guidance and oversight over operations and to perform catalytic functions to ensure outreach, coverage and impact. These include information collection, management and dissemination of information, and development of management capacity among farmers, service providers and coordination staff.

To achieve this, the Secretariat will contract private firms in specialised areas according to identified needs. In exceptional cases, the NAADS Secretariat will contract implementation of activities that are beyond the scope of a single District, such as adaptive research trials. The Secretariat will also be responsible for generation and dissemination of up to date market information to the Districts.

3.4 Key Functions and Activities of the Secretariat

The main functions and activities of the Secretariat are as follows:

- Provide secretarial and other logistical support to facilitate the work of the Board.
- Provide the secretariat to the National Farmers' Forum.
- Process reports, proposals and papers on various issues for Board decision-making.

- Initiate, formulate, negotiate and implement any projects relating to the objects of NAADS in accordance with the NAADS Organisation Act 2001.
- Collect and disseminate to relevant stakeholders reports and other information relating to any research or projects relevant to the objectives of NAADS.
- Coordinate development of human resources necessary for all aspects for which NAADS is established.
- Establish and maintain relationship with national, regional and international organisations and agencies as may be appropriate to facilitate the implementation of NAADS.
- Orient and sensitise all stakeholders at National, District and Sub-County levels about the objectives and activities of NAADS.
- Review and endorse the approved District and Sub-County work-plans and budgets.
- Review District and Sub-County performance reports and financial accountability.
- Advise on development partners' activities in relation to the agricultural sector.
- Carry out any study, examination or test in respect of agricultural products of different specification whether produced in Uganda or elsewhere for the benefit of farmers.
- Arrange for periodic monitoring and evaluation of the performance of NAADS.
- Provide technical guidance to local governments and Farmers' Fora on the implementation of NAADS.
- Perform activities desirable or expedient for carrying out functions of NAADS.
- Contract technical studies on issues pertaining to NAADS implementation and policy matters.
- Contract adaptive research trials and information dissemination.
- Hosting and coordinating semi-annual development partner review missions.

3.5 Detailed NAADS Secretariat Activities by Programme Component

The Secretariat's main functions and responsibilities by component are as follows:

Component 1: Advisory and Information Services to Farmers

Under this component, the Secretariat is responsible for the following activities:

(i) Orientation and sensitisation of all stakeholders in the country

During and after launching the NAADS Programme, the NAADS Secretariat will conduct orientation and sensitisation workshops at the National, District and Sub-County levels targeting essential stakeholders at each level. National workshops will sensitise policy makers in Government ministries, Members of Parliament, development partners, agro-industrialists, service providers, companies and NGOs. District and Sub-County sensitisation workshops will include elected and civic leaders, and civil society including teachers and religious leaders and representatives of NGOs and the public. The orientation programme will aim at mobilising and developing farmer institutional capacity in four main areas:

- Definition and appreciation of NAADS principles, procedures and conditionalities – relating in particular to tendering, contracting and reporting.
- Planning monitoring and evaluation processes, including needs assessment and integration of gender and poverty concerns.
- Group dynamics, specific skills for group activities, and formation of groups and Farmer Fora.
- Multi-stakeholder dynamics.

It is important to point out that different groups of farmers will need different types of sensitisation to reach them. For example, a sensitisation workshop at the Sub-County will not capture the poorest groups that might require the use of CBOs working with these groups, to conduct specific outreach sessions. Relevant contracts given to agencies will specify that representation from all socio-economic strata be invited to sensitisation events. The effectiveness of the representation from lower socio-economic levels will be included as an issue to monitor in the contract.

(ii) Back-up technical services to individual Districts and Sub-Counties

Contractual services budgeted for by the Districts and Sub-Counties may not cover all the functional aspects of NAADS. For example, it is not viable to provide for a procurement officer at the Sub-County or to the District. Procurement staff at the Secretariat will assist individual Districts and Sub-Counties to obtain such services on contract terms.

(iii) Selection of participating Districts and Sub-Counties

NAADS is a Poverty Action Fund (PAF) programme. Therefore, the criteria laid down under the PAF guidelines for the Local Government Development Project (LGDP) and the NAADS specific qualifications will guide the selection of Districts and Sub-Counties to participate in NAADS (see Chapter 1.6). Districts may also participate in NAADS using their own resources and/or if they obtain specific support from a development partner.

In all cases, the NAADS Secretariat will sign with the Districts and Sub-Counties a Participation Agreement to ensure compliance with NAADS principles and Government accounting procedures.

(iv) Information and Communication

To facilitate commercialisation of the agricultural sector, the Secretariat will collect, collate, analyse and disseminate market, meteorological, research and other relevant information. In addition, from time to time the Secretariat will undertake commodity and market studies, and disseminate the results and recommendations of the studies to the Districts and Sub-Counties, for further dissemination to farmers.

Component 2: Technology Development and Linkages with Markets

This component aims to enable farmers to be pro-active in technology generation and development processes by putting at their disposal funds to contract researchers. At the national level, activities include:

(i) Scale up or adapt technologies to farmers needs

NAADS will support contracting of researchers to work closely with farmers and farmer groups in developing and adapting technologies arising directly out of their expressed needs. The NAADS Secretariat will be responsible for identifying, planning and supporting technology development that goes beyond the scope or funding capacity of an individual District or when highly specialised technical support is required. Districts will communicate farmers' requests through annual planning and needs assessments.

(ii) Coordination with NARO

NAADS will also coordinate with NARO Agricultural Research Development Centres (ARDC) for purposes of disseminating new technologies to farmers.

(iii) Creation of sustainable linkage to markets

On the other hand, before promoting new or existing enterprises, it will be necessary to identify potential market opportunities for the enterprises and to work out minimum investment cost implications for farmers. The Secretariat will undertake this function at national scale, because it has the capacity to source professional services that can more easily access up to date local and international market information.

For this purpose, the Secretariat will operate a research fund, in consultation with the National Farmer Forum and the concerned District Farmer Fora and with the approval of the NAADS Board. The Technical Services Manager will be responsible for day to day coordination of the studies and presentation of the reports to the NAADS executive and Board. The NAADS Board will approve the results of the studies before dissemination to the Districts. The annual planning and budgeting process will include identification and prioritisation of studies.

Component 3: Quality Assurance - Regulation and Technical Auditing of Service Providers

Privatisation of service delivery has the potential to enhance greatly the quality of services but if not properly overseen there is a danger of poor quality delivery of services. In all sectors privatised successfully, the role of Government has been to set standards for service provision and ensure their adherence. This component will fund activities in standard setting, regulation of service providers and technical auditing of advisory services offered to farmers. The Secretariat will undertake the following essential activities:

- (i) Conduct an assessment and prepare a national inventory of service provider capacity

This will be an intensive survey covering all Districts, with a view to establishing the professional capacity available to undertake various technical assignment contracts

under NAADS. It will seek to establish the numbers, qualifications, experience, and distribution of service providers among and within Districts, etc.

- (ii) Conduct training needs assessment of service provider individuals and organisations
- (iii) Undertake studies to document farmer perceptions of the quality of services in order to identify and document best practices and to develop regulations for the minimum standards required for delivery of appropriate services

These studies will aim to establish the standards for different types of assignments. The study will involve a study tour that will help to draw lessons and parallels on best international practices.

- (iv) Design methodologies and tools to guide and certify service providers, and to guide technical audits of standards and quality of services.
- (vi) Organise and conduct training workshops for service providers
- (vii) Conduct formal registration and certification of all service provider organisations

The aim is to establish a register in each District of individuals and firms who meet the NAADS standards for contracting various services. The register will therefore establish the potential numbers by type of service.

- (viii) Conduct training workshops in technical auditing of service providers

This workshop will train selected potential service providers in the implementation of the audit function. An annual audit review workshop will bring together the practising technical auditors to improve on the tools based on field experiences and developments.

- (ix) Conduct regular monitoring and evaluation of contracted advisory services
- (x) Provide annual status reports on service providers

The Secretariat's Technical Services Manager will take the lead in coordinating the above activities.

Component 4: Private Sector Institutional Development

Transformation of the advisory system will necessitate new basic competencies and attitude changes by agricultural advisors if they are to work effectively in a privatised and competitive environment. NAADS will provide limited funding on a competitive and cost-sharing basis for retraining and upgrading in relevant areas. The Secretariat will develop and issue guidelines for the following:

- (i) Technical support and institutional capacity development for private sector service providers.
- (ii) Certification of trainers / training institutions for training of private sector service providers under NAADS.

- (iii) Voluntary severance for local Council staff opting to move into the private sectors as independent advisers to NAADS.

Capacity and training needs assessment will be conducted to establish operational capacity and training requirements relevant for re-orientation of service providers in particular areas including the following:

- Understanding of the PMA, and the NAADS concept, approach and procedures.
- Use of participatory methodologies for planning, monitoring and evaluation.
- Gender and poverty analysis.
- Facilitation skills appropriate for trainers and teamwork, etc.
- Farm management and commercial farming.
- Natural resource management and other public good issues
- Innovative approaches to service provision for rural communities
- Group dynamics, community mobilisation and facilitation of farmers' institutional development.

NAADS will also support service providers to organise themselves and to form groups or associations for the purposes of professional and career development and collective bargaining. This will be in the interests of NAADS. Therefore, NAADS will provide grants to facilitate the start-up of such groupings and associations. To become self-sustaining, these associations will be required to levy membership contributions.

Activities under this component will fall under the responsibility of the Technical Services Manager.

Component 5: Programme Management and Monitoring

This component targets National and Local Government institutions responsible for managing NAADS activities. The component includes establishment and maintenance of the NAADS Board and Secretariat to oversee the day-to-day management of NAADS. The Secretariat will put in place systems for capacity building, technical and operational guidance, planning, budgeting, financial management, and monitoring and evaluation. The essential activities for the NAADS Secretariat under this component include the following:

(i) Programme management

There will be development of management capacity for all NAADS coordinators and provision of technical assistance to ensure consistency of systems used for planning, implementation, monitoring and evaluation. To develop a comprehensive Management Information System (MIS), the Secretariat will:

- Conduct baseline surveys to identify and establish MIS status and capacity within the Districts and their current suitability for the agricultural sector.
- Develop monitoring and evaluation (M&E) frameworks at the national level and supervise similar processes for Districts and Sub-Counties.
- Organise and conduct regular M&E review workshops.
- Conduct internal organisational assessments.
- Coordinate independent M&E activities (technical and financial auditing).

(ii) Coordination of external audit

The NAADS Secretariat will be responsible for the coordination of external audits for the entire Programme by reputable private firms appointed by the Auditor General.

Draft accounts of all the implementing agencies should be ready for the annual audit by October of the following financial year. A copy of the audit report shall be ready in December of each financial year for review by the Joint Donor Review Mission.

The Financial Controller will be responsible for the coordination of the audit exercise.

(iii) Development of Management Information System and agricultural statistics data base

Under this component NAADS will:

- Develop a framework for reporting and collection of information for all levels.
- Establish a management information system for monitoring activities, performance, resources and outputs in all Districts.
- Train coordination staff and develop private sector capacity to utilise and update the systems.
- Maintain and regularly update the data system in collaboration with the Uganda Bureau of Statistics.

In the early stages of launching NAADS, the Secretariat will organise a workshop with the participation of essential stakeholders, including the Uganda Bureau of Statistics (UBOS), to establish the framework for development of the system. The Secretariat will organise training of all NAADS staff and Coordinators in use of the system.

All levels will maintain a database of agricultural statistics. To avoid duplication of efforts, the NAADS shall not establish its own statistics capacity but shall collaborate with the UBOS in ensuring that the data needed by NAADS is incorporated in the routine collection by UBOS.

The Planning, Monitoring and Evaluation Manager will be responsible for all the MIS activities.

(iv) Monitoring and Evaluation

The NAADS Board and its Secretariat will be responsible for overall monitoring of implementation. The M&E officer will consolidate reports on actual achievements against annual work plan targets for inputs delivered, outputs and impact, for inclusion in the six-monthly progress reports to the Board and to the Ministry responsible for agriculture.

In the early stages of NAADS, an external consultant will undertake an M&E design study including the planning, formats and procedures, and the capacity building requirements. During trailblazing, the NAADS Secretariat will undertake process monitoring to capture problem areas and success factors, and document best practices. This is for purposes of fine-tuning the design of NAADS before full-scale implementation.

In year 3, as part of the Joint Review Mission (JRM) an interim impact assessment will be made of tasks completed, impacts and benefits accrued against baseline data and targets. In the final year of phase one and in each subsequent phase, NAADS will undertake a similar impact assessment.

The Secretariat will contract national and/or international consultants of repute to draft papers on NAADS impact and the achievement of objectives with respect to the beneficiaries and the local institutions involved. Both the interim and phase completion assessments will highlight the scope for continuation, adaptation, and expansion of NAADS activities.

(v) Technical Assistance to NAADS Secretariat

NAADS is pioneering a way of providing advisory services and will rely partly on the trailblazing phase to concretise some of the concepts and strategies. Local and international experiences will therefore be required in the initial years of its implementation.

During the trailblazing period, NAADS will finance technical assistance (TA) for periods of one to two years in the essential functional areas of the Secretariat. The Secretariat will recruit one international consultant to work and guide the Monitoring and Evaluation Manager and another consultant to work with the Technical Services Manager to develop systems and procedures. An additional consultant will support the Financial Controller for a period of six to twelve months.

CHAPTER 4

NAADS IMPLEMENTATION GUIDELINES FOR DISTRICTS

4 Introduction

This chapter provides the general operational guidelines for the NAADS at District level. Volume 2 details the financial management procedures.

NAADS organs at District level are as follows:

- The District Farmers Forum
- The District NAADS Coordination Office
- The District and Urban Councils.
- Private Sector Service Providers.

4.1 Responsibilities and Functions of the Districts

Districts will have the following responsibilities in relation to the NAADS programme:

- i. Undertake all necessary measures to meet the requirements for compliance by the District and its Sub-Counties to participate in NAADS (See Chapter 1.6 for compliance requirements).
- ii. Implement the requirements stipulated in the Participation Agreement with the NAADS Secretariat.
- iii. Facilitate the NAADS planning and budgeting processes for the District and its participating Sub-Counties.
- iv. Commit matching funds for the District NAADS activities.
- v. Obtain and facilitate the flow of funds to the Sub-Counties, including the enforcement of financial and technical accountability.
- vi. Provide technical backstopping to the Sub-Counties in the procurement of advisory services.
- vii. Ensure dissemination to farmers of market, meteorological and other relevant agricultural information.
- viii. In collaboration with the District Farmer Forum, support technology testing and adaptive research trials for the District-wide research and technology needs.
- ix. Conduct technical auditing of services provided to farmers.
- x. Undertake monitoring and evaluation of NAADS District activities.

The roles and responsibilities for the District Farmer Fora have been presented in section 2.1.8.

4.2 Supervision, Organisation and Management of the District NAADS Programme

In accordance with Uganda's decentralisation policies, Districts will implement NAADS through the existing political and technical structures. District Councils will be responsible for coordination and implementation of NAADS and publicly accountable for NAADS performance in their respective Districts. The Councils will also be accountable to the NAADS Board and Ministries (agriculture, local government, and finance).

To ensure sustainability and cost-effectiveness, Districts will avoid creation of parallel structures. Each eligible District will sign a Participation Agreement spelling out the roles and responsibilities of all involved parties, the terms and conditions for the support as well as the consequences in case of deviations from agreed conditions.

4.3 Staff Required to Manage NAADS Activities

Line administrative and technical staff responsible for NAADS Implementation at the District shall include:

- Chief Administrative Officer (CAO)
- District NAADS Coordinator
- Chief Finance Officer
- Internal Auditor
- District Planner/Economist/Statistician
- Subject Matter Specialists who are technical staff in the agricultural sector.

The CAO will be the ultimate authority for the management of NAADS at the District level and will be accountable for NAADS performance. The CAO will contract an officer to be the District NAADS Coordinator in charge of NAADS activities. NAADS will finance the remuneration (salary and other fringe benefits) of the District NAADS Coordinator. Subject Matter Specialists, including a monitoring officer and a financial controller, who will be part of the local government administration, will support the District NAADS Coordinator. NAADS will finance the incremental costs incurred as these members of staff perform NAADS duties. These expenditures must be budgeted for in advance.

4.4 Functions of District NAADS Coordinator

The NAADS Coordinator will be the first contact downstream and upstream for routine matters and the resolution of technical or operational problems – in conjunction with the District Farmer Forum members. Activities undertaken by the District NAADS Coordination office will be as follows:

- Consolidate the Sub-County annual work plans and Coordinate development of annual District NAADS plans and activities. The Coordinator has to ensure timely presentation of consolidated work plans, budgets, reports and accounts developed from individual service contracts and sub-projects.
- Supervise NAADS implementation in the District.
- Develop quantitative and qualitative indicators from the immediate objectives and outputs of the District NAADS activities.
- Ensure incorporation of the NAADS work plan and budget estimate into the overall District work plan.
- Ensure application of standards and criteria for selection of service providers and appraise project proposals.
- Facilitate District NAADS meetings and act as Secretary to the District Farmer Forum.
- Receive and review all reports including monitoring and evaluation studies of NAADS at District and Sub-County levels.
- As vote controller, supervise NAADS expenditures, ensure accountability and that value for money is delivered.
- Coordinate with the District Finance officer on financial management matters.

- In collaboration with the District Tender Board, arrange for technical assistance to Sub-Counties and Farmer Fora for the tendering process and review of all procurements for the District NAADS Programme.

4.5 Back-stopping by District Tender Boards to Sub-County Contract Committees

In accordance with the NAADS Organisation Act 2001, the executive committee of the Sub-County Farmers Forum shall be represented on the Contract Committee at the Sub-County for the purpose of awarding contracts to service providers. In the initial years of the NAADS Programme, when required, District Boards will make available some of their members to assist the Sub-County Contract Committees. The NAADS Secretariat will also backstop procurement.

4.6 Contribution of Matching Funds to NAADS Activities

Another important responsibility for the Districts is to commit adequate funds in their annual budgets as matching funds for the NAADS activities at the District and Sub-County levels. According to the funding arrangements, Districts participating in NAADS will provide 5% of the expenditure from their unconditional grants and/or local revenue.

The District NAADS Coordinator will ensure that the District Council approves and includes the contributions in the District budget.

4.7 Flow of Funds and Accountability

Within the PAF framework, Districts are responsible for the flow of funds to and accountability for the funds by Sub-Counties. The CAO through the NAADS Coordinator will ensure timely submission of financial reports to the NAADS Secretariat, as provided for in the financial management guidelines.

4.8 Detailed District Implementation Guidelines by NAADS Components

The main functions and responsibilities of the District authorities under the NAADS Programme by component are as follows:

Component 1: Advisory and Information Services to Farmers

Under this component, the District NAADS Programme will undertake the following activities:

(i) Mobilisation of stakeholders

During and after launching NAADS, the NAADS Secretariat will conduct orientation and sensitisation workshops at District and Sub-County levels targeting essential stakeholders at each level. The orientation programme will aim at mobilising and developing farmer institutional capacity in four main areas:

- Understanding of NAADS principles, procedures and conditionalities, relating in particular to tendering, contracting and reporting.
- Planning, monitoring and evaluation processes including needs assessments, gender and poverty issues.
- Group dynamics, specific skills for group activities, and formation of groups and Fora.
- Multi stakeholder dynamics within the Districts.

District workshops will comprise policy makers in the local governments, agro-industrialists and service providers, companies and NGOs in the District. The District authorities will assist the Secretariat in mobilisation of all stakeholders to participate in NAADS. The participants in Districts workshops will include elected and civic leaders, and civil society including teachers, religious leaders and representatives of NGOs and the public.

(ii) Contracting advisory services

In the initial stages of the NAADS Programme, Districts will advise and support Sub-Counties in drawing up and supervision of contracts, by providing technical backup support services and by contracting legal services when needed.

(iii) Back-up technical services

Districts will provide technical backstopping and assistance to Sub-Counties for services whose scope covers more than one Sub-County and for activities that Sub-Counties may lack periodical or temporary specialised capacity to undertake. In addition, Districts will provide technical support to Sub-Counties for needs assessments, strategic planning, extension planning, resource mobilisation, and monitoring and evaluation.

(iv) Legal services

Contractual obligations by the Sub-Counties and the Districts may result in legal issues. The formation of farmer groups and Farmers Fora in the Sub-Counties will require some legal backing in order for them to be able to enter into legal contracts as required under NAADS. NAADS will pay operational costs of the Resident State Attorney to provide the legal services.

(v) Information and communication

To facilitate commercialisation of the agricultural sector, the NAADS Secretariat will collect, analyse and disseminate market, meteorological, research and other relevant information. In addition, from time to time the Secretariat will undertake commodity and market studies, and disseminate the results and recommendations of the studies to the Districts and Sub-Counties, for further dissemination to farmers.

Component 2: Technology and Market Development

This component aims to enable farmers to be pro-active in technology and development processes by putting at their disposal funds to contract researchers. At the District level, activities include:

(i) Scale up or adapt technologies to farmers needs

Districts, through the District Farmer Fora, will plan for and make advance requisitions for adaptive research trials. These are adaptive research trials whose magnitude overlaps the interests of a single Sub-County. NAADS will support contract researchers to work closely with farmers in developing and adapting technologies arising directly out of their expressed needs. The District NAADS Programme will be responsible for identifying, planning and supporting technology developments required at District scale and those that cannot be undertaken by individual Sub-Counties for reasons such as economies of scale or when highly specialised technical support is required.

Sub-Counties will communicate farmers' requests through annual planning and needs assessments. Using a bottom-up approach. Research trials undertaken by the District will arise from expressed collective interests of the Sub-County Farmer Fora. The District NAADS Coordinator will, in consultation with the District Farmer Fora, review the requests for funding under the District Adaptive Research Trial Fund. When approved, this will constitute an essential NAADS activity for the District Coordinator. Conduct of the trials will be contracted out to competent service providers through a competitive process, where institutions like NARO would be free to bid. For this purpose, a Research and Market Development fund will operate at the District to be accessed in consultation with the District Farmer Forum. The process will be approved by the Secretariat.

(ii) Coordination with District Agricultural Research and Development Centres

The District will also coordinate with NARO branches or District Agricultural Research and Development Centres (ARDC) in the area for purposes of information on new technologies that need dissemination to farmers, and in providing feedback.

(iii) Linkage to markets

On the other hand, before promoting new or existing enterprises, it will be necessary to identify the market opportunities for the enterprises and to work out minimum investment cost implications for farmers. The component also aims at evolving mechanisms to ensure that the technologies generated are appropriate, relevant and affordable to farmers. Therefore, the component funds will be used to enable District contract services to create effective linkages between technology generation and commodity markets. Though the National NAADS Secretariat will undertake this activity as one of its prime activities, Districts will be required to provide feed forward

and feedback information on commodity prices, farm-gate prices, production costs, input costs, and to disseminate timely information to farmers on product movements.

Component 3: Quality Assurance - Regulation and Technical Auditing of Service Providers

(i) Coordination and supervision of service provider contracts

One of the essential NAADS concepts is to deliver services by contracting out services to competent private sector players. This has to be accompanied by intensive technical guidance, monitoring and audit of the services. In collaboration with stakeholders, the NAADS Secretariat will develop the standards and regulations as a basis for carrying out the audits. The Districts, however, will be responsible for coordinating the contracted monitoring and audit services on behalf of the Sub-Counties. The District NAADS Coordinator in collaboration with the District Farmer Forum will be responsible for coordination of this activity.

(ii) Maintenance and regular updating of the service provider register

The District will maintain and regularly update a register of organisations undertaking advisory services in the District. The register will provide information on the service provider's profile, types of services offered, accomplished contracts, ongoing contracts, and an assessment of performance. The District will report regularly on the performance of service providers to the Farmer Forum and to the NAADS Secretariat.

Component 4: Private Sector Institutional Development

Under this component, key activities for the Districts include:

(i) Staff redeployment

Service provision under NAADS has been privatised. All service providers will be engaged on a contractual basis.

The Ministry of Agriculture, Animal Industry and Fisheries will carry out a functional analysis to determine extension staff requirements at the District and Sub-County level. After the functional analysis, staff who will be designated to perform core District functions will be retained, while those who fall under the non-core functions and mainly related to field extension work will be retired through a gradual process of 'delayering' and 'retooling'. This process will involve orientation and training in order to build the capacity of extension workers to provide private advisory services under the NAADS contractual arrangement. NAADS will pay the terminal benefits of all extension staff retired from public service, in accordance with the terms and conditions of civil servants. The CAO will supervise this activity in accordance with the terms of the Participation Agreement.

(ii) Conduct training needs assessment for registered service providers

Districts will regularly assess private sector capacity to deliver agricultural services and furnish the NAADS Secretariat with needs assessment reports for use in planning support for private sector institutional development.

(iii) Coordinate local service provider development

Districts will identify and plan for priority training needs of private service providers that are relevant for NAADS implementation. Focal areas for training are as follows:

- Understanding of the PMA, and the NAADS concept, approach and procedures.
- Use of participatory methodologies for planning, monitoring and evaluation.
- Gender and poverty analysis and integration of gender and poverty concerns into District and Sub-County Plans.
- Facilitation skills appropriate for trainers and teamwork, etc.
- Farm management and commercial farming.
- Natural resource management and other public good issues
- Innovative approaches to service provision for rural communities
- Group dynamics, community mobilisation and facilitation of farmers' institutional development.

The NAADS Secretariat will review and approve all training programmes on submission of needs assessment reports by Districts.

Component 5: Programme Management and Monitoring

This component targets Local Government institutions responsible for managing NAADS activities. The component includes establishment of systems for capacity building, technical and operational guidance, planning, budgeting, financial management, and monitoring and evaluation, as provided in the respective guidelines issued from time to time by the mandated National Authorities.

At the District, the management function will be performed by the District NAADS Coordinator in collaboration with the District Farmer Forum, along with District officers identified by the CAO to perform the day-to-day financial management. The staff will operate as District officials and therefore will perform coordination and regulatory roles. Their incremental expenses while performing NAADS activities will be supported through the NAADS budget.

District NAADS Coordinators will be supported to facilitate bottom up planning processes, stakeholder coordination, resource management, and technical and financial auditing. Their role will be to provide oversight for service contracts, data collection, conduct of baseline surveys, monitoring and evaluation in liaison with the District Farmer Forum.

Essential activities for the District NAADS Programme under this component include the following:

(i) Programme management

There will be development of management capacity for all District and Sub-County NAADS Coordinators and provision of technical assistance to ensure consistency of systems used for planning, implementation, monitoring and evaluation. To develop a comprehensive Management Information System (MIS), the Districts will:

- Conduct baseline surveys to identify and establish MIS status and capacity within the Districts and their current suitability for the agricultural sector.
- Develop monitoring and evaluation frameworks to be used within the District and Sub-Counties.
- Coordinate M&E review workshops for Sub-County and District Farmer Fora as well as planning review workshops for all Coordinators within the District.
- Conduct internal organisational assessments.
- Coordinate independent M&E activities (technical and financial auditing).

(ii) Coordination of external audit

NAADS Coordinators will facilitate periodic external audits of the District Programme contracted by the Auditor General. Draft accounts of all the implementing agencies should be ready for the annual audit by October of the following financial year. A copy of the audit report shall be ready in December of each financial year for review by the Joint Donor Review Mission. The Financial Controller will be responsible for the coordination of the audit exercise.

(iii) Development of Management Information System and agricultural statistics data base

Under this component, NAADS will maintain a database of agricultural statistics at the District. Districts will be required to participate in:

- Development of a framework for reporting and collection of information for all Programme levels
- Establishment of an Management Information System (MIS) for monitoring activities, performance, resources and outputs in all Districts.
- Plan for training of all coordination staff, including private sector capacity development needs that will enable them to update and utilise the MIS for farmer advisory services.

In addition Districts will:

- Maintain close links with the National MIS.
- Maintain the District MIS.
- Facilitate information collection analysis and dissemination to all stakeholders.
- Ensure that Sub-Counties are updated on all information relevant for the agricultural sector.
- Plan for the above MIS activities in the normal planning cycles.

The NAADS Secretariat in collaboration with the Uganda Bureau of Statistics (UBOS) will undertake technical maintenance and updating of the data system. To develop District capacity to use the MIS the Secretariat will:

- Conduct Stakeholder workshops to develop a framework to data collection and inputting by Coordinators.

- Provide technical backstopping services to enable Coordinators to perform routine updating.
- Train Coordinators to use the MIS system.

To avoid duplication of efforts, the NAADS shall not establish its own statistics capacity but shall collaborate with the Uganda Bureau of Statistics in ensuring that the data needed by NAADS is incorporated in the routine collection by UBOS.

CHAPTER 5

NAADS IMPLEMENTATION GUIDELINES FOR SUB-COUNTIES

This chapter provides the general operational guidelines for the NAADS at Sub-County level. Volume 2 details the financial management procedures.

5 Introduction

The Sub-County is the most critical level for the implementation. Farmer empowerment, capacity to demand for appropriate advisory services and to own and manage them is an important concept that drives the NAADS Programme. In pursuance of this objective, the Sub-County NAADS Programme will be administered through a tripartite arrangement that deeply involves farmers, the local government technical and administrative staff, the respective organs of the local government production and planning committees. Farmers' institutions or Fora form the core of the NAADS Programme.

NAADS organs at the Sub-County level are:

- The Sub-County NAADS Forum
- The Sub-County NAADS Coordination Office
- The Sub-County Administration
- Private Sector Service Providers

5.1 General Sub-County Responsibilities

The main roles and functions of the Sub-County in relation to the NAADS programme are as follows:

- (i) Undertake all necessary measures to meet the requirements for compliance by the Sub-County to participate in NAADS.
- (ii) Empower farmers to own, demand and guide the advisory services.
- (iii) Commit matching funds for the Sub-County NAADS activities.
- (i) Establish Sub-County Contract Committees and facilitate the tendering process for advisory services.
- (iv) Facilitate the planning and budget processes.
- (v) In collaboration with the Sub-County Farmer Forum, contract services for all NAADS services.
- (vi) Undertake monitoring and evaluation of NAADS Sub-County activities.
- (vii) Facilitate information feedback and feed forward mechanisms between the Farmer Forum, the Sub-County Administration, NAADS and Farmers.

The roles and responsibilities for the Sub-County Farmer Fora have been presented in section 2.1.8.

5.2 Organisation and Management of the Sub-County NAADS Programme

In accordance with Uganda's decentralisation policies, Sub-Counties will implement NAADS through the existing political and technical structures. The Sub-County Council will be responsible for coordination and implementation of NAADS. In addition, the Sub-County Council will provide the political leadership and shoulder public accountability for NAADS performance in the Sub-County.

To ensure sustainability and cost-effectiveness, Sub-Counties will avoid creation of parallel structures. Each eligible Sub-County will enter a tripartite agreement by signing a Participation Agreement in which the parties include the Sub-County Council, the District and NAADS (see Participation Agreement samples in Annex 5A and 5B). The Participation Agreement will spell out the roles and responsibilities of all involved parties, the terms and conditions for the support as well as the consequences in case of deviations from agreed conditions.

5.3 Responsibilities of Sub-County Council in NAADS Implementation

The principle responsibilities of the Sub-County Council for implementing NAADS are as follows:

- Ensure availability of NAADS funding as well as counterpart fund contribution by Sub-County governments from unconditional grants and local revenue.
- Ensure proper management of all funds entrusted to the Programme.
- Involve the Farmer Forum in planning, supervision and management of funds.
- Ensure a clear vision of the NAADS mission is maintained.
- Ensure that there is a strategy and plan based on the NAADS principles and mission.
- Ensure that farmers' needs and priorities are identified and incorporated into the Sub-County NAADS and other development plans.
- Identify farmers' technology needs and priorities and ensure their incorporation in the planning process.
- Transmit Sub-County Farmer Forum plans to the District Council.
- Ensure selection and proper management of sites earmarked for technology development.

5.4 Roles and Functions of Sub-County Administrative and Technical Staff in relation to the NAADS programme

The principle role of the Sub-County Administration is to Coordinate and provide an interface between the NAADS Programme, the farmers' formal and informal groups or institutions and with other stakeholders in the agricultural system. Line administrative and technical staff at the Sub-County level shall include:

- Sub-County Administrative Officer/Sub-County Chief
- Sub-County NAADS Coordinator
- Sub-County Sub-Accountant

The Sub-County Chief will be the ultimate authority for the management of NAADS at the Sub-County level and will be accountable for NAADS performance. A Sub-County NAADS Coordinator will be appointed by the District Chief Administrative Officer to supervise and Coordinate NAADS activities. The Sub-County NAADS Coordinator will be part of the local government structure at the Sub-County level. The NAADS Coordinator will be the first contact downstream and upstream for routine matters and for resolution of technical or operational problems – in conjunction with the members of the Sub-County Farmer Forum. In collaboration with the Sub-County Farmer Fora and the Sub-County Technical Planning Committee, the Sub-County NAADS Co-ordinator will:

- Consolidate the annual work plan arising out of the Farmer Forum's prioritised and approved needs.
- Facilitate the planning process for Sub-County NAADS plans and activities. The Coordinator has to ensure timely presentation of consolidated work plans, budgets and financial reports developed from individual service contracts and sub-projects.
- Derive quantitative and qualitative indicators from the immediate objectives and outputs of the Sub-County NAADS activities.
- Ensure that the NAADS work plan and budget estimate is incorporated into the overall Sub-County work plan.
- Ensure application of standards and criteria for selecting service providers and for appraising project proposals.
- Facilitate Sub-County NAADS meetings and act as Secretary for the Sub-County Farmer Forum.
- Receive and review all reports including monitoring and evaluation studies of NAADS at the Sub-County level.
- Act as vote controller, supervise NAADS expenditures, and ensure accountability and that value for money is delivered.
- Coordinate with the Sub-County Sub-Accountant supervision of expenditures, and receive and submit all accounts for audit.
- Coordinate with the District Finance officer on financial management matters.
- In collaboration with the District Tender Board, arrange for technical assistance to the Sub-County and Farmer Forum for the tendering process and review of all procurements for the NAADS Programme.
- Generally supervise NAADS implementation.
- Continuously assess the scope of work for the Sub-County Technical Planning Committee in respect of NAADS and initiate changes for approval by the Farmers Forum.
- In collaboration with the Sub-County Contracts Committee, arrange for the tendering process of all procurements for the NAADS Programme.

5.5 Qualification for Participation

To participate in NAADS a Sub-County must be member of a participating District. Nevertheless to participate in NAADS each Sub-County must fulfil the eligibility criteria laid down by the Government's Poverty Action Fund (PAF) and the Local Government Development Project (LGDP), as well as some NAADS specific criteria. The minimum conditions for qualification and participation by individual Districts and Sub-Counties in NAADS are given in Chapter 1.6.

To create options for financing and delivery of advisory and technical services that are appropriate for different farmer types, NAADS financing of various activities will be apportioned among farmer types. Public resources will finance entirely expenditure on services for poor subsistence farmers. Support for larger commercial farmers will require increasing levels of cost sharing.

5.6 Contribution of Matching Funds to NAADS Activities

An important responsibility of the Sub-Counties is to commit adequate funds in their annual budgets to provide matching funds for the NAADS activities at Sub-County level. According to the NAADS funding arrangements, the participating Sub-Counties

are expected to provide 5% of the expenditure from their unconditional grants and/or local revenue.

It will be the responsibility of the NAADS Sub-County Coordinator to ensure that the contributions are approved by the Sub-County Council and included in the Sub-County budget.

5.7 Flow of Funds and Accountability

Under PAF (whose guidelines are applicable to NAADS funding), the Sub-County Chief, assisted by his accountant, is responsible for proper use of funds and accountability. The Sub-County NAADS Coordinator will ensure timely submission to the District NAADS Coordinator of financial reports. In line with the PAF regulations, failure to do this within 3 months will result in suspension of further funding under PAF.

5.8 Roles and Functions of Farmer Groups

Farmer groups are important for empowerment, demonstration and adoption of new technologies, sharing and dissemination of information and for achieving advisory services outreach. NAADS will support formation of these institutions through contracting services providers to mobilise the farmers into homogenous interest groups. Farmers sharing common agricultural interests will form autonomous groups at village and parish levels, in accordance with the terms set out under Sections 20 - 24 of the NAADS Act 2001. These groups will aggregate into a Forum for the Sub-County, which will provide the key interface between farmers and government institutions for planning and contracting advisory services.

Special efforts will be made to increase the proportions of females, youth and active people with disabilities in various activities of the programme. To ensure that the effects of socio-economic disparities among different farmers groups are addressed, capacity building and resource allocation will be based on the needs of each group. Groups of poor framers will certainly require more support than wealthy groups in capacity building and planning.

The formation and support of farmers groups will be initiated and fostered by NAADS, utilising the services of local community development staff, other change agents and specialist service providers.

The functions of farmer groups are as follows:

- Identify and prioritise members needs for advisory services.
- Develop operational plans for meeting members needs for advisory services.
- Raise financial contributions for the operation of advisory services at group level.
- Monitor and evaluate the performance of agricultural service providers.
- Elect representatives to the Farmer Forum.
- Participate (through elected representatives) in the Farmer Forum and activities of higher level NAADS organs.
- Develop linkages and partnerships with other stakeholders for purposes of increasing the efficiency and effectiveness of advisory services.

5.9 Roles and Functions of Farmer Forum

The Farmer Forum will comprise an assembly of farmer group representatives elected to provide a mechanism in which farmers consult, discuss issues of interest

to the farming profession and prepare a common viewpoint to interact with stakeholders and the administration. Registration of farmer groups and representatives to their respective Farmers Forum will be conducted in accordance with the provisions of Section 24 (1-9) of the NAADS Act 2001. At the Sub-County level, farmers through their groups and Forum members will participate in the planning and procurement of services, setting standards for quality control, in regulation, monitoring and evaluation of development processes.

In accordance with the NAADS Act 2001 Section 25 (a – e), the Sub-County Farmer Forum shall undertake the following functions:

- Consider and approve proposed annual work plans and budgets at the Sub-County level for implementation of the NAADS in their area, for incorporation into the Sub-County development plan
- Advise the NAADS Organisation on suitable strategies for implementation of NAADS.
- Support and facilitate the operations of the farmer groups in the Sub-County.
- Monitor and report the establishment, registration, physical and financial performance of the farmer groups, Forum and service providers in the Sub-County.

5.10 Sub-County Implementation Guidelines by NAADS Component

The main functions and responsibilities of the participating Sub-Counties in the NAADS Programme, by component are discussed below:

Component 1: Advisory and Information Services to Farmers

Activities under this component are designed to empower farmers to obtain agricultural advisory services, which respond to their different needs. The expected output is appropriate advice and information made available to different categories of farmers in a cost-effective manner. Under this component, the main activities undertaken by a participating Sub-County include:

- Orientation and sensitisation of farmers, elected and opinion leaders to enable them to understand the NAADS principles, procedures and conditionalities that relate to service access, contracting and reporting.
- Mobilisation of farmers to form groups and to elect representatives for the Farmer Forum.
- Guide farmers groups and the Forum during participatory planning, management and monitoring of the advisory services
- Provision of contracted technical advisory services that support increased productivity, improvement in processing and marketing etc.
- Provision of support for management of communication systems and dissemination of information.

Mechanisms for operationalising these activities include:

- Workshops, parish and Sub-County meetings, publications, use of mass media and existing community information systems.
- Facilitation of farmer type, gender disaggregated, interest oriented needs assessments, priority setting and planning.
- Use of consensus building and collaborative learning mechanisms to build farmers management capacity.

- Use of NAADS guidelines, tools and systems for contracting services.
- Conduct of Sub-County needs assessment studies for farmers and elected leaders.
- Regular collection, analysis, simplification and dissemination of information to and from farmers and all stakeholders.

On an annual basis, each Farmer Forum will contract short-term advisors, in collaboration with Sub-County Co-ordinator, to mobilise new farmers to join and or form new groups in order to access advisory services; assess their needs and through a participatory process, plan their activities for the year. The service provider will possess skills in community mobilisation, gender analysis and participatory appraisal.

To be eligible for advisory service provision, farmer organisations will have to be registered. The Sub-County Council will implement the registration process under guidelines to be issued by the NAADS Secretariat and the NAADS Organisation Act 2001.

Sensitisation and mobilisation of all stakeholders within the Sub-County will be undertaken through community workshops. A community is defined here as a village or cluster of villages consisting of about 200 households – a number that can allow for affordable and meaningful participation.

To ensure inclusion of all sections of the community, the following mechanisms are essential:

- Workshops will be publicised through media/local community channels e.g. road and village posters and notices, to ensure that groups that who do not usually participate in community level meetings such as women, poor households and youth are reached.
- Consultations shall be held with the communities to ensure that the workshop schedules do not coincide with other activities (such as market days, cultural festivals etc).
- Communities will choose the appropriate time of day for workshops with specific flexibility for women, so as to accommodate women's time constraints.
- Workshops will be scheduled outside periods of peak labour demand, so as to ensure that the workshops are inclusive of all farmer categories.
- Venues will be chosen (in consultation with community leaders) that are centrally located within the target community for equitable access by all community members especially women and the disabled.
- Workshops will be held on neutral ground not likely to alienate or prejudice any social/economic group in the community such as on the basis of religion, tribe or extension approaches.

Through needs assessments and planning workshops, the different groups in the Sub-County will forward their needs to the Sub-County Farmer Forum for inclusion in the Sub-County work plan and budget estimates.

Component 2: Technology Generation/Adaptation and Market Development

This component is designed to evolve and support mechanisms that ensure that the technologies generated are appropriate, relevant and affordable by farmers and

subsequently adopted. It is also intended to help the farmers integrate into and Coordinate with NAROs envisaged policy of decentralised technology generation.

In line with the basic principles of NAADS, activities will:

- Encourage farmers to demand, participate and plan for technology development and testing.
- Ensure that advisor-research linkages are farmer-driven.
- Support private sector initiatives to increase farmers' access to information, knowledge and technologies.
- Encourage farmers' indigenous technology initiatives.
- Encourage a multidisciplinary farming systems approach to adaptive research trials.
- Issue formal guidelines for allocating staff time and funds in work plans and budgets for major linkage activities at the District and Sub-County level.
- Train group farmers to participate in technology priority setting and diagnosis and in management of research and advisory activities.
- Involve farmers in management of technology development sites.

Mechanisms include dissemination of information through mass media, informal and formal communication systems used in rural areas.

The Research and Market Development fund will be operated at the District to be accessed by Sub-Counties in consultation with the District Farmer Forum. Under the component, NAADS will support four types of activities as follows:

(i) Technology generation / replication / adaptation

This involves contracting advisory services to support farmers' initiatives to drive the process of technology generation and development through research and development and to replicate or scale up/down technologies according to farmers' needs.

Sub-Counties will be in charge of planning for and making advance requisitions for adaptive research trials. These are adaptive research trials specific to the interests of farmer groups in a Sub-County. NAADS will support contract researchers to work closely with farmers in developing and adapting such technologies. Sub-Counties will communicate farmers' requests through the annual planning and needs assessment exercises. Using a bottom-up approach, request for research trials forwarded to the District will arise from the expressed collective interests of the Sub-County Farmer Forum. Conduct of the trials will be contracted out to competent service providers through a competitive process, where institutions like NARO would be free to bid.

(ii) Applied on-farm technology adaptation trials

NAADS will facilitate demonstration and field trials of technologies generated at research stations. Supervision of services under this component will be similar to advisory service contracts.

A Sub-County technology development fund will be established in each Sub-County participating in NAADS. Activities will form part of the annual need assessment and planning process.

Service providers to execute the activities will be contracted through competitive bidding and may include institutions like NARO.

To implement this component, Sub-Counties are responsible for:

- Use of participatory needs assessment to identify technology needs of farmers [i.e. scaling up / testing / adaptation of available options etc.].
- Ensuring that technology development needs form an integral part of the annual planning and budget and implementation cycles.
- Supervision of technology development contracts undertaken by NAADS, NARO and other national initiatives.
- Identifying and recommending farmers own technology initiatives and potential for dissemination to NAADS research programmes.
- Supervise adaptive research support staff at the Sub-County Agricultural Research Development Centre.
- Coordinate technology and other requirements in liaison with the District and the NAADS Secretariat.

(iii) Market development

Before promoting new or existing enterprises, it will be necessary to identify the market opportunities for the agricultural enterprises and to work out minimum investment cost implications for farmers. The component will therefore facilitate the development of sustainable linkages between technology generation and commodity markets and the dissemination of information on supply and demand of different types of technologies to meet farmers' needs.

The NAADS Secretariat will undertake this as one of its prime activities. Sub-Counties will be required to provide feed forward and feedback information on commodity prices, farm gate prices, production costs, input costs etc, and to disseminate timely information to farmers on product movements.

The Sub-Counties will make necessary provisions to facilitate the process of disseminating information on commodity markets.

(iv) Farmer focused Natural Resource Management studies

Component 3: Regulation and Technical Auditing of Service Providers

This component will fund activities in standard setting, regulation and technical auditing of service providers. The objective of this component is as follows:

- Ensure that private sector service providers deliver high quality services to farmers.
- Ensure consistency in service delivery in accordance with guidelines established by the NAADS Board, as well as by National and District statutory organs mandated to guide standards and quality control.
- Ensure that farmers participate in the award, monitoring and evaluation of advisory services.

The expected output is assured quality of advice and information provided by service providers.

Sub-County activities under the component include:

- Regular inventory and assessment of service provider capacity in the Sub-County.
- Ensuring standards for service delivery for all categories of contracts comply with national standards established by NAADS, and other statutory requirements of the state.
- Regular monitoring and evaluation, and data collection and dissemination concerning all advisory services conducted under NAADS in the Sub-County.
- Coordinating the system of award of service contracts.
- Management of agricultural development funds to ensure value for money is delivered in all service contracts.
- Supervise and monitor standards of agricultural advisory services in the Sub-County.
- Implement the necessary reward and sanctioning /disciplinary mechanisms for advisors on the recommendation of the contract committee and the Farmer Forum.
- Ensuring close liaison with the District and the NAADS Secretariat on standards and quality of performance by all service providers.

Mechanisms to be used by Sub-County include:

- Maintaining an up to date, Service Providers Register.
- Use of the NAADS Act 2001, NAADS procurement guidelines for procurement of service contracts (issued by the Secretariat), and expressed needs as per development plans from the Farmer Fora to guide the Sub-County Contract Committees in the award of contracts for services.
- Ensuring compliance to technical standards issued by NARO, the Ministry responsible for agriculture, the National Environmental Agency, the Uganda Coffee Development Authority, and the Cotton Development Authority.
- Review of periodic monitoring and evaluation reports.

Component 4: Private Sector Institutional Development

NAADS will provide limited funding on a competitive and cost sharing basis for retraining and up grading service providers in relevant areas to enable them to develop basic competence in areas relevant to successful implementation of NAADS. The expected output is enhanced capacity of private sector service providers to meet identified farmer advisory and information needs sustainably. Specific activities will include:

- Local service provider development.
- Institutional support for service provider farmer groups and associations.
- Assistance with the transfer of public extension staff to the private sector.

This component will be implemented at the District and National levels. The role of the Sub-County administrations is to make relevant communication with staff to enable them to make adequate consultations with the District and Public Service Commissions with respect to terms and conditions for redeployment and early

retirement. This will enable staff affected by the NAADS Programme to make informed decisions regarding their preferred terms of employment.

Component 5: Programme Management and Monitoring

This component targets National and Local government institutions responsible for managing the NAADS Programme. Its objective is to develop capacity within local governments to plan, manage and monitor NAADS activities in a sustainable manner. At Sub-County level, Coordinators will be supported to facilitate bottom up planning processes, stakeholder coordination, resource management, technical and financial auditing, oversight of service contracts, data collection, baseline surveys and monitoring and evaluation. A Management Information System (MIS) will be established for monitoring NAADS. The expected output is appropriate institutional structures, mechanisms and capacity developed at the Sub-County to operate NAADS effectively.

While the component will be administered and guided by the NAADS Secretariat, Sub-County Coordinators will undertake data input and privately contracted service providers will also execute external monitoring and evaluation activities to enable NAADS to obtain independent stakeholder views on implementation progress and impact. Specific activities to be undertaken at the Sub-County level are as follows:

(i) Planning, monitoring and evaluation, and management systems development

To contribute towards this component the Sub-Counties will:

- Participate in and Coordinate the design of M&E planning formats and procedures.
- Coordinate M&E capacity building activities for staff and other stakeholders in the Sub-County.
- Plan, facilitate and Coordinate routine and ad hoc impact assessments.
- Ensure consistency and integrate the planning, monitoring and evaluation processes in the annual planning cycles for components 1- 5.
- Ensure that all work plans consistently reflect the performance indicators relevant for effective monitoring and evaluation of the NAADS Programme.
- Facilitate baseline studies and internally and externally commissioned reviews of the NAADS Programme at times set by the NAADS Board and Forum.
- Plan for Sub-County staff retraining and orientation relevant to the NAADS Programme.
- Ensure that farmer capacity building programmes integrate M&E into training modules.

(ii) Management Information System (MIS) and agricultural statistics database in Sub-Counties

NAADS shall regularly record information on Programme activities and resource management. The MIS will be designed to generate standard reports needed for routine participatory monitoring & evaluation. NAADS Sub-County Coordinators will be trained in using and updating the MIS. Sub-Counties will be responsible for the following:

- Information collection and records management.
- Coordination of all information dissemination and publication activities.
- Maintaining a database of agricultural statistics in collaboration with the NAADS Secretariat, the Uganda Bureau of Statistics and other local government organs responsible for data management.

Mechanisms will include:

- Semi-annual review and planning workshops for all stakeholders.
- Participatory monitoring and evaluation programmes for all stakeholders

5.11 Funding Mechanisms for Sub-Counties

Funds are to be made available to Sub-Counties to engage private service providers, to be contracted through a competitive bidding process, for facilitation of participatory monitoring and evaluation of NAADS activities at their level.

The results of the exercise will be used in the semi-annual planning workshops that will bring together all the Sub-County NAADS stakeholders to define strategies to enhance effectiveness in advisory service delivery in forthcoming planning cycles.

The planning process for all NAADS will be incorporated into the normal cycle of local government planning and budgeting. Implementation of NAADS will follow Approved Annual Work Plans and Budgets (AWPBs). These documents will follow established Sub-County Government formats for planning, and budgeting and formats presented in the appendices attached to this implementation manual. The AWPB will be a guide for operation and expenditure. The Sub-County will prepare its plans in accordance with the NAADS and Government Calendar for national budgeting.

5.12 Planning Process

The NAADS executive will communicate funds allocations and budget ceilings for each sub- programme in November each year.

Approved Annual Work Plans and Budgets (AWPB) will be a derivative of an activity-based planning system that reflects farmers' concerns and advisory service needs. The AWPB will be prepared from the parish level and consolidated by the Sub-County. The Sub-County will forward its AWPB to the District. It is a conditionality that the NAADS AWPBs will be guided by the needs identified by the Farmer Forum in accordance with guidelines established by the NAADS Organisation Act, 2001. The Sub-County Farmer Forum and the Sub-County Administration and Planning/Production Committees will participate in and approve the pre-appraised work plan and budgets. The approved work plans and budgets will then be submitted to the Local Council to be endorsed and incorporated into the Sub-County development plan.

Development of AWPB may be contracted to private service providers who will be closely supervised by the Sub-County Administration and Planning/Production Committees if need arises.

Annexes

Annex 1: Project Design Summary

Hierarchy of Objectives	Key Performance Indicators	Monitoring & Evaluation	Critical Assumptions
<p>Sector-related Goal:</p> <p>To achieve poverty reduction through rapid economic growth; the revitalization of rural development; acceleration in human development; improvement in governance; capacity building in the public sector; improvement in the delivery of public services; political and economic empowerment of women; and improvement in environment management.</p>	<p>Sector Indicators:</p> <ul style="list-style-type: none"> • The agricultural sector achieves a growth rate equal to that of the rest of the economy over the period of NAADS three phases. • The gap between rural incomes and urban incomes is narrowed over the project period. • Non-farm rural economic activity grows steadily each year. • The share of public sector funds for the agricultural sector that is spent at District and Sub-County levels of government (combined) reaches 75%. 	<p>Sector/ Country reports:</p> <ul style="list-style-type: none"> • Normal accounts. • National household income surveys. • National and local government budgets and financial statements 	<ul style="list-style-type: none"> • Political stability • Further development of the decentralization of government. • Macroeconomic stability. • Maintenance of peace. • Further development of the state of rural infrastructure.
<p>To establish an effective and sustainable demand driven agricultural advisory service which men and women farmers will be able to manage and employ as a tool to help them to identify and pursue opportunities to</p>	<ul style="list-style-type: none"> • Measures of productivity in farm enterprises of NAADS participants exceed Ugandan averages. • Measures of household well being improved over time for the majority of participating farmers. 	<p><u>Monitoring through:</u></p> <ul style="list-style-type: none"> • Progress Reports and Disbursement Reports (quarterly and annual); <p><u>Evaluation of Progress through:</u></p> <ul style="list-style-type: none"> • Supervision Mission Reports (periodic); 	<ul style="list-style-type: none"> • Agricultural sector and policies are conducive to successful farming and to the development and expansion of the sector. • Continued integration of rural agricultural input and output markets with the national and international economics.

<p>increase their own productivity and incomes in a sustainable manner.</p>	<ul style="list-style-type: none"> • # of men and women farmers and percent of client farmers who are adopting improved technologies and management practices as a result of NAADS. • Men and women farmers' own opinions about their own productive and economic progress each year. 	<ul style="list-style-type: none"> • Client Surveys and Beneficiary Assessment (annual); • Evaluation Mission Reports (mid-term and ICR); and • Audit Reports (annual) 	<ul style="list-style-type: none"> • Continued development of the local levels of government and their capacity to generate and manage funds. • Farmers and their representatives are allowed and empowered to take progressively greater responsibility and control over the NAADS contract at local levels and over NAADS decisions at higher levels
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Hierarchy of Objectives	Key Performance Indicators	Monitoring & Evaluation	Critical Assumptions
<p>1. Output from each component:</p> <p>Component 1 – different categories of male and female farmers have demand –driven access to professional advice and guidance on the management of their farming and agri-business operations</p> <p>Component 2 – farmers and advisors receive demand-driven attention from:</p> <ol style="list-style-type: none"> 1. Agricultural scientists and technicians; 2. Input and output market advisers and entrepreneurs; and 3. Information and communications technicians and services. 	<ul style="list-style-type: none"> • Output Indicators: • # of Districts which have signed participation contracts to enter NAADS program. • # of sub-counties with Farmer Forum formally established and effectively operating; extension plan approved by Farmer Forum; advisory service provider contracted and operating in field. • # of agricultural advisers employed by NAADS (by gender) • # of farmers being served by NAADS (by gender) • % of farmers served who are satisfied with service (by gender). • # of technology development activities undertaken in participating sub-counties w/ the help of scientists and technicians contracted under the direction of NAADS advisers and farmers w/ funding from NAADS. • # of marketing workshops and marketing –oriented projects undertaken by farmers and advisers in participating sub- 	<ul style="list-style-type: none"> • Project reports: • Participatory monitoring and evaluation carried out at Sub-County level. • Financial records. • Audit reports. • Reports from Farmers Fora, compiled by Districts. • Surveys 	<p>(From Outputs to Objective)</p> <ul style="list-style-type: none"> • Relevant and already existing technology and market opportunities are developed and made available by public and private research institutions and by agri-business. • Continuous development of effective agricultural research, market information and information and communication s services at NARO, at the University level, by NGOs, and in the private sector; and open access to technologies being

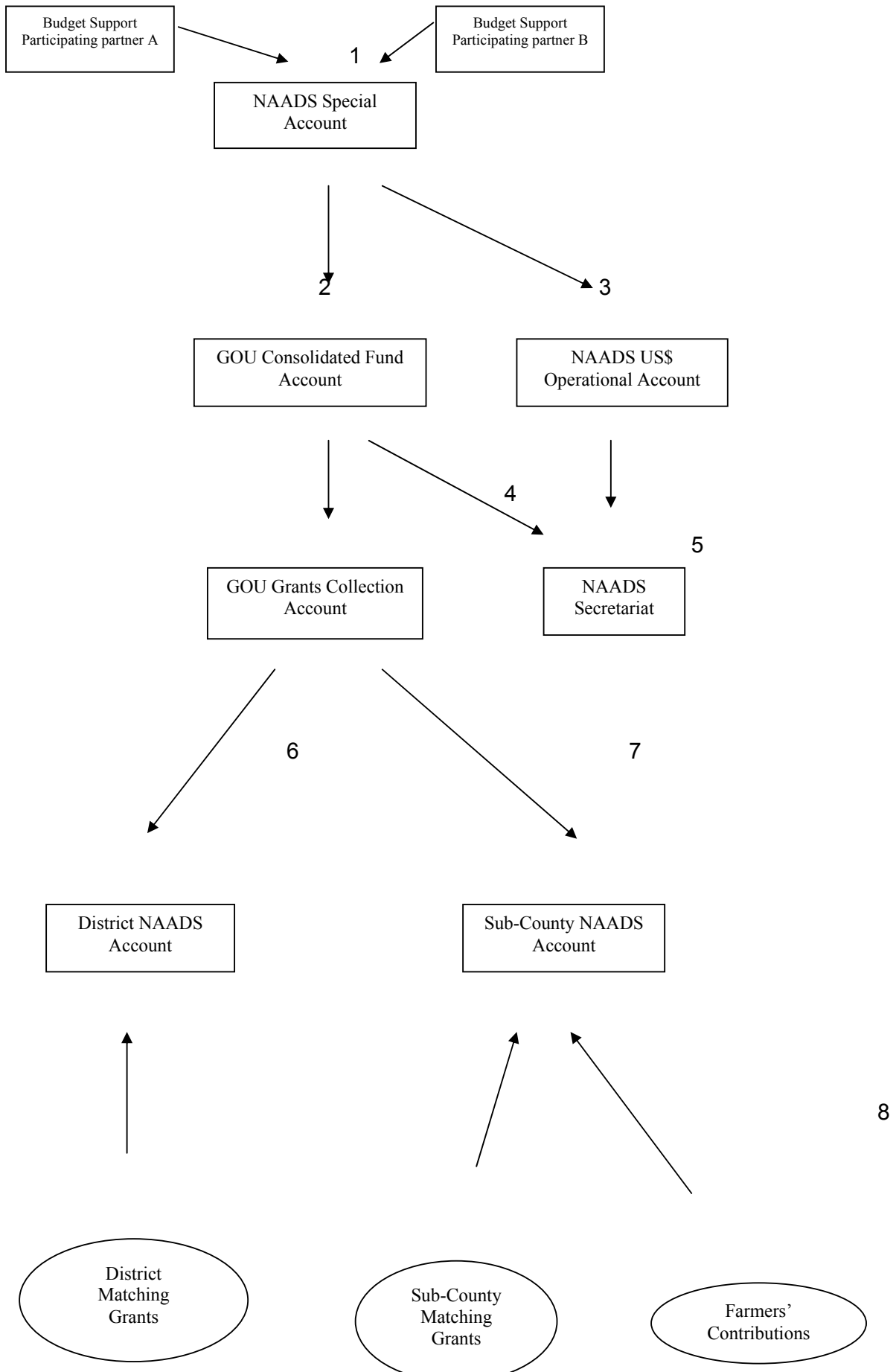
	<p>counties w/ the help of agri-business advisers and entrepreneurs contracted</p> <ul style="list-style-type: none">• # of information and communication initiatives undertaken in participating sub-counties w/ the help of technical assistance contracted.• Decrease in # of sub-counties where supply of technologies is a constraint.• Overall demand for improved technologies increased.	<p>developed in other countries.</p>
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Hierarchy of Objectives	Key Performance Indicators	Monitoring & Evaluation	Critical Assumptions
<p>Component 3 – potential advisory service providers receive orientation and assistance in establishing credentials and capacity to fulfil advisory service contracts under NAADS;</p> <p>And,</p> <p>Contracted service providers receive guidance and assistance in maintaining credentials and capacity to fulfil advisory service contracts under the program.</p>	<ul style="list-style-type: none"> • # of potential service providers which have participated in NAADS oriented workshops and induction training events. • # of contracted service providers participating in periodic training, facilitation, and coordination events. 	<ul style="list-style-type: none"> • Registration records. • Number of service contracts. 	<p>Maintenance and further developments of business environment that permits and encourages small enterprise to emerge and operate in rural areas.</p>
<p>Component 4 – the establishment of regulations and standards for service delivery, a registration scheme, and a regular process of technical audits of service providers.</p>	<ul style="list-style-type: none"> • # of potential service providers meeting required standards. • # of contracted service providers whose performance is assessed as satisfactory. 	<ul style="list-style-type: none"> • Regulations approved by NAADS Board. • Reports from technical audits. 	<p>(as above)</p>
<p>Component 5 – the institutional structures required to start-up and to operate NAADS are established and maintained at National and, in participating District and Sub-County levels.</p>	<ul style="list-style-type: none"> • NAADS Board established and functioning effectively. • Farmers Fora established and functioning in each participating District and Sub-County, enabling substantial participation in project decision making. 	<ul style="list-style-type: none"> • Progress Reports • Participatory Program Assessments. 	<ul style="list-style-type: none"> • Commitment is maintained and demonstrated within govt. to the independence and “lean-ness” of the NAADS structure at National and District levels • NAADS Board

			and Farmers Fora maintain substantial control over programme decision making
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Hierarchy of Objectives	Key Performance Indicators	Monitoring & Evaluation	Critical Assumptions
Project Components/ Sub – components:	Inputs: (budget for each component)	Project reports:	(From Components to Outputs)
Component 1 – Advisory and Information Services to Farmers.	US\$ 76.4 million	<u>Planning</u> through Annual Work Programs and Budgets (annually);	Parliament and Ministry of Finance provide adequate funding for NAADS budgets from national level and arrive on time at local govt. destinations.
Component 2 – Technology Development and Linkages with Markets.	US\$ 7.0 million	<u>Monitoring</u> through Progress Reports and Disbursement Reports (quarterly and annual);	Districts, Sub-counties & farmers all pay agreed share to NAADS.
Component 3 – Quality Assurance – Regulations and Technical Auditing of Service Providers.	US\$ 1.5 million	<u>Evaluation</u> of Progress through Supervision Mission Reports (periodic); Evaluation Mission Reports (mid-term and ICR); and Audit Reports (annual);	Capacity of District and Sub-County Governments to play their role in decentralization program continues to be strengthened through LGDP process.
Component 4 – Private Sector Institutional Development.	US\$ 4.7 million		
Component 5 – Program Management and Monitoring.	US\$ 18.3 million		

Annex 3: NAADS Programme Common Flow of Funds Mechanism



Notes

1. All donors providing Budget Support will release funds to the Special /Budget Support forex a/c in the Bank of Uganda (BOU). Releases will be based on a set of triggers.
2. Funds will be released to the GOU Consolidated Fund a/c at BOU in UG. Shs. Trigger for release of funds to Consolidated a/c will be Statement of Release of counterpart funds from the GOU Consolidated Fund. Transfer of funds from the Consolidated a/c to NAADS Executive and District Grants Collection a/c **should be within a period not exceeding two days** after receipt from the forex a/c.
3. NAADS Secretariat will operate a separate US\$ Account to facilitate transactions in US\$ directly. The Accounting Officer will be the NAADS Executive Director.
4. Funds will be disbursed to the GOU Grants Collection a/c at the District under the Poverty Alleviation Fund (PAF) Conditional Grant Guidelines.
5. NAADS Secretariat will be established with a separate Budget Vote. The Budget Vote Holder/Accounting Officer will be the NAADS Executive Director.
6. Funds will be disbursed from the Collection a/c to the District NAADS a/c within a period **not exceeding five days** from date of receipt from the GOU Consolidated a/c. The trigger for disbursement of funds to the District NAADS a/c is the availability of the District Matching Grant on the a/c.
7. Funds will be disbursed to the Sub- County NAADS a/c. The trigger for disbursement of funds to Sub- County NAADS a/c is availability of the Sub – County Matching Grant on the a/c.
8. Farmers' contributions (2% of total annual budget) will be deposited on the Sub – County NAADS a/c. This will be a trigger for disbursement of funds to the Sub – County NAADS a/c.

Annex 4: Format for Annual Work Plans

Component	Output	Activities	Responsible Officer	Time frame	Budget
1. Advisory & Information Services to Farmers					
2. Technology & Market Development.					
3.Regulation & Technical Auditing of Service Providers					
4. Private Sector Institutional Development					
5 Programme Management & Monitoring					
TOTAL BUDGET					

Annex 5A: Sample Participation Agreement for Districts

THE REPUBLIC OF UGANDA

THE NATIONAL AGRICULTURAL ADVISORY SERVICES PROGRAMME (NAADS)

DISTRICT PARTICIPATION AGREEMENT
BETWEEN

THE NATIONAL AGRICULTURAL ADVISORY SERVICES (NAADS)
AND

..... DISTRICT LOCAL GOVERNMENT
FOR THE USE OF FUNDS IN THE NATIONAL AGRICULTURAL ADVISORY
SERVICES (NAADS) CONDITIONAL GRANT
.....

This memorandum is made this.....day of

BETWEEN

THE GOVERNMENT OF THE REPUBLIC OF UGANDA, represented by the NAADS
BOARD

(hereinafter referred to as “Government “)

AND

DISTRICT LOCAL GOVERNMENT,
represented by the Chief Administrative Officer on the other part. (Hereinafter referred to
as “the District”)

1. INTRODUCTION

1.1 WHEREAS Government is alleviating Poverty through the funding of the Implementation of the Poverty Eradication Action Plan (PEAP) and is providing funds to the District through the Poverty Action Fund for the implementation of core elements of the PEAP. And

1.2 WHEREAS, Through the said Poverty Action Fund, Government is providing funds to the District specifically for the Agricultural sector in the form of the NAADS Grant (hereinafter referred to as “the Grant”), the specific objectives of which are set out in the for the Programme Implementation Manual of the NAADS Grant (hereinafter referred to as “the Grant Guidelines”) and forming part of this PARTICIPATION AGREEMENT. NOW THIS PARTICIPATION AGREEMENT witnessed as follows:

2. RESPONSIBILITIES OF THE DISTRICT

2.0 The District shall:

2.1 Make every reasonable effort to prepare costed Workplans for NAADS activities

2.2 Make reasonable effort to implement all activities as specified in the Workplans above

2.3 Implement the Workplan, plan and report on the use of funds, monitor activities and post public notices in accordance with the Grant Guidelines, and the General Guidelines for the Planning and Operation of Conditional Grants under the Poverty Action Fund (hereinafter referred to as the “General Guidelines”).

- 2.4 Submit a Quarterly Progress Report, including Financial Reports, Cumulative Progress Report and Budget Request to Government, as specified in the Grant Guidelines.
- 2.5.1 If it encounters problems in implementation of the Workplan, seek technical assistance from Government or any other party in a position to provide the necessary support and on receipt of technical assistance, act on this assistance, and make efforts to overcome any further problems in implementation. If the District does not act on technical advice from the Government, it must give reasons for the same.
- 2.5.2 Agree to the de-layering and retooling programme for the existing Field Extension Workers in the participating Sub-Counties and the subsequent arrangement for the Service Providers.
- 2.5.3 Ensure that it provides 5% co-financing to NAADS programme. The District contribution shall be transferred, on quarterly basis, to NAADS Account during each Financial Year.

2.6 *Minor Changes in the Workplan*

- 2.6.1 In the event of differing circumstances and priorities, the District may reallocate up to 10% of the District Annual Grant to different NAADS eligible activities **without** seeking the prior approval of Government.
- 2.6.2 In the event of change of less than 10% of the District Annual Grant, the District can change activities up to the value of the change in the annual budget without seeking approval prior of Government.
- 2.6.3 The District will write to and inform Government (the Executive Director, NAADS Secretariat, copied to the Permanent Secretaries, MAAIF and MFPED) of all changes in the Workplan
- 2.6.4 Once successive changes to the Workplan have resulted in a **cumulative** shift in resources of more than 10% within the annual budget of a conditional grant, Districts will write to Government (to the Executive Director, NAADS Secretariat copied to the Director Budget, MFPED & Permanent Secretary, MAAIF) requesting confirmation of the acceptability of the changes before further minor changes in the Workplan can be enacted.
- 2.6.5 If, under clause 2.6.4, no response has been received in writing within 30 days from the Government, Districts may undertake further minor changes to workplans.

2.7 *Major Changes in the Workplan*

- 2.7.1 If the District requires to make changes in activities within a workplan which require a reallocation of resources greater than 10% within the Grant, it will before implementing the changes, write to Government (to the Executive Director, NAADS Secretariat, copied to the Director Budget, MFPED and the Permanent Secretary, MAAIF) seeking authority to implement the changes. Only major shifts in the priorities of the District due to external factors (e.g. epidemics, drought) will result in alterations being approved.
- 2.7.2 If there is a change in the annual budget greater than 10%, the District shall make changes to the Workplan and, before implementing the changes, it will write to the Central Government (to the Executive Director, NAADS Secretariat, copied to the Director Budget, MFPED and the Permanent Secretary, MAAIF) seeking authority to implement the changes. Only major shifts in the priorities of the District due to external factors (e.g. epidemic, drought) will result in alterations being approved.
- 2.7.3 If under clauses 2.7.1 or 2.7.2 no response has been received in writing within 30 days from the Government, Districts may commence implementation of the changed activities.

3. RESPONSIBILITIES OF CENTRAL GOVERNMENT

3.0 Central Government shall:

- 3 3.1 Fund the implementation of NAADS eligible activities in the workplan and the implementation of any other activities resulting from changes in the Workplan, provided the District has followed the procedures for altering the Workplan set out under clauses 2.6 and 2.7 of this District Participation Agreement, and has acquired

the necessary authority. The receipt of the required reports on time will trigger timely release of funds.

- 3.2 Analyse all progress reports and Budget Requests submitted by the District, considering each Budget Request on its own merit and if the funds released are below the Budget Request, it gives reasons for the same in writing.
- 3.3 Provide District with technical assistance, given any reasonable request from the District within 30 days of receipt of the request
- 3.4 Monitor the activities of the District, and provide the District with the technical advice on the basis of observations from the monitoring
- 3.5 Provide technical assistance for the preparation of workplans for each Financial Year.
- 3.6 Inform the District of any relevant changes in policy, guidelines, and budget allocations
- 3.7 If Government fails to provide technical assistance, or fails to process Budget Requests in a timely manner, without due reason, the Ministry of Finance, Planning & Economic Development will withhold release of NAADS funds for monitoring and accountability to the Government. If the Government continues to fail in its aforementioned responsibilities, the Poverty Action Fund Committee, at the subsequent Quarterly Meetings, will consider reducing or withholding release of funds to the non-wage recurrent budget of the Government until such a time as it honours its responsibilities under this agreement.

3.8 Changes to the Workplan

- 3.8.1 Government will consider each request for authority to make changes to the Workplan on its own merit.
- 3.8.2 If Government does not find proposed changes in a workplan acceptable, it must give reasons for the same, and suggest viable alternatives to the District.
- 3.8.3 Central Government will reply to any authority within 30 days of receipt of the same from the District. If there is no reply received within this time frame the District can enact the changes without authority from Government.

4 VALIDITY OF PARTICIPATION AGREEMENT

- 4.1 This District Participation Agreement is valid from the date of signing until such a time Central Government decides to terminate it.
- 4.2 Any modification to this District Participation Agreement shall be by mutual agreement of both parties.

IN WITNESS WHEREOF: The authorised representatives of the parties have signed the District Participation Agreement on the **Date first above** written

For Central Government

For the District

.....
Executive Director
NAADS SECRETARIAT

.....
Chief Administrative Officer

In the Presence of

.....
Secretary for Production

In presence of

.....
Permanent Secretary
Ministry of Agriculture Animal Industry and Fisheries

And

In the presence of

.....
The Permanent Secretary, Ministry of Finance,
Planning and Economic Development

Annex 5B: Sample Participation Agreement for Sub-Counties

THE REPUBLIC OF UGANDA

THE NATIONAL AGRICULTURAL ADVISORY SERVICES PROGRAMME (NAADS)

SUB-COUNTY PARTICIPATION AGREEMENT
BETWEEN

THE NATIONAL AGRICULTURAL ADVISORY SERVICES (NAADS) BOARD,

DISTRICT COUNCIL OF

AND THE SUB-COUNTY COUNCIL OF

This Participation Agreement made this day of
among the Government of Uganda, represented by NAADS Board (hereinafter referred
to as "Government"), the District Local Government represented by Chief Administrative
Officer (hereinafter referred to as "District")
and Sub-County Local Government represented by the Sub-County Chief (hereinafter
referred as "Sub-County").

WHEREAS Government has negotiated a financial facility known as the Conditional
Grants for NAADS from the Participating Partners for the implementation of the NAADS
whose objectives are:

- Empowerment of farmers and building their capacity to demand for appropriate technologies and agricultural advisory services.
- Targeting agricultural advisory services to the poor farmers especially women who constitute the major farming population.
- Mainstreaming of gender issues into the policy framework and integration of gender concerns into implementation plans.
- Deepening decentralisation to enable farmers to own and control agricultural services.
- Increased commercialisation - including intensification of productivity and specialisation.
- Participatory processes in planning, contracting, monitoring and evaluation.
- Ensure sustainable management of natural resource productivity.
- Increasing institutional efficiency in providing agricultural advisory services through contracting out of services.
- Creation of better linkages between research, advisors and farmers.
- Harmonisation of externally supported projects with PMA principles.

WHEREAS the six Districts of Mukono, Tororo, Soroti, Arua, Kibaale and Kabale were
chosen as pilot Districts for the implementation of the Pilot Programme to better inform
Government of Uganda (GOU) on the best approach for the provision of extension
services:

WHEREAS the parties recognised the Constitutional provisions, the Local Government
Act 1997, the Local Government Financial and Accounting Regulations made thereunder
and rules and guidelines which govern Local Governments, in as far as the relationship
between and the responsibilities of the Central Government and the Local Government.

NOW THEREFORE THE PARTIES AGREE AS FOLLOWS.

1. The NAADS funds shall be used for investments falling under NAADS eligible activities as specified in the Sub-County Implementation Guidelines set out in the NAADS Programme Implementation Manual.
2. The Sub-County shall establish the Sub-County Farmers Forum and support its operation in accordance with the NAADS Act. In particular, the Sub-County will ensure that NAADS Workplans are developed and approved by the Farmers Forum and incorporated into the Sub-County Investment Plan.
3. Only those NAADS eligible activities which are contained in the three year Rolling Sub-County Investment Plan, have been budgeted for and approved by the Sub-County Council, which is the Planning Authority of the Sub-County by law, shall be financed by the NAADS Fund.
4. Accountability of quarterly NAADS funds transferred to Sub-County shall be submitted to the District by the second week after the end of the quarter, clearly indicating the component, output, and activity. This is to ensure timely processing of quarterly releases and continuous flows of financial resources to Sub-Counties. Failure to submit the indicated quarterly packages in accordance with the schedule outlined in the NAADS Programme Implementation Manual shall result in the withholding of replenishment disbursements by Government until such a time when the quarterly packages have been submitted.
5. Books of Accounts and all the necessary documents regarding disbursement and utilization of financial resources shall be retained by the Sub-County Accounting Officer and shall be produced on demand for Audit purposes.
6. The Sub-County will open and maintain a NAADS account for the purpose of implementing the programme in accordance with the NAADS Programme Implementation Manual.
7. The Sub-County will ensure that it provides 5% co-financing to NAADS Programme which should be transferred to NAADS Account. The transfers will be effected on quarterly basis by the beginning of every Financial Year.
8. The Sub-County will ensure that the necessary mechanism for the overall monitoring and evaluation of the Sub-County component of the NAADS is in place.
9. The Sub-County will establish and operate the Sub-County Procurement Committee in accordance with the NAADS Act. It will actively support the competitive contracting for NAADS goods and services for farmers groups.
10. The Sub-County will ensure that payments to contractors are effected on a timely manner as per contract agreements.
11. The Sub-County shall be responsible for the implementation, supervision and certification of Sub-County activities, where appropriate with backstopping by the District Technical Departments.

This Participation Agreement shall be effective from the date of signing until such a time Government decides to terminate it.

In witness hereof the parties hereto have signed this Participation Agreement on the **Date first above** written.

.....
Executive Director
NAADS Secretariat

.....
Chairperson
District Executive Committee of Farmers Forum

.....
Chief Administrative Officer
..... District

.....
Chairperson
Sub-County Executive Committee of Farmers Forum

.....
Sub-County Chief
..... Sub-County

WITNESSED BY

.....
District Secretary for Production
Production..... District

.....
Sub-County Secretary for
..... Sub-County

Annex 6: Monitoring and Evaluation Process

Introduction

The main purpose of monitoring and Evaluation, M&E, within NAADS will be to inform decisions at Sub- county level, which is where the operation and management of the services are concentrated. Monitoring will be carried out and acted upon at the nearest possible point to service delivery; a **minimum** of M&E activity and reporting will be carried out at higher levels to inform decisions that have to be taken at those levels.

M&E will be carried out at four levels:

Local: farmers, on whose behalf the services are contracted will monitor, through participatory systems and periodic Farmer Forum discussions, service provider performance; conversely, service providers will be obligated under their contract to monitor and evaluate the performance and impact of their inputs;

Sub-County: the Sub-County administration, which is responsible to District and Central Government for proper use of public funds entrusted to it, and to residents in the Sub-County for proper use of tax collected, will monitor overall and effectiveness of advisory services; and report to the Framers Forum and District Council;

District: Production Department and/ or Planning Unit staff will carry out periodic technical audits of advisory services provided under contract to assure that they are appropriate and of acceptable quality; and

National: at national level, M&E reporting will perform five main functions:

- Evaluate the effectiveness – and cost effectiveness – of advisory methods and approaches, so that best practice can be promoted by the NAADS Secretariat;
- Bring together, in synthesis form, reports from all locally conducted participatory M&E;
- Show whether NAADS gender and poverty targets are being met; and
- Advise District and Sub-County Administrations on appropriate procedures for service delivery M&E.

Mechanism and Processes

The overriding objective of the M&E is to bring the disparate voices of men and women farmers into the rural development process such that poverty may be reduced in an effective and sustained manner. M&E must be done by competent persons in a timely fashion using appropriate methodologies and producing useful outputs in a well-managed process. Each of these factors is discussed in turn:

Who: At least half of the M&E teams will be drawn from the communities themselves so as to increase the contextual relevance, participation and ownership for M&E in the Farmers Committee. For purposes of both credibility and objectivity it is important that some of the persons executing the Planning, Monitoring and Evaluation (PME) be external to the community of beneficiary farmers. These shall include at least one person competent in gender mainstreaming and poverty targeting. The NAADS Secretariat will maintain a register of competent organisations that are eligible to undertake PME. Sub-Counties will invite eligible organizations to bid for contracts to undertake PME. Before a contract is issued, the selected organization will undergo a process of review by the Farmers groups at Parish and Village level. Contracts will for one year, renewable on farmer group approval.

When: In each District, the PME exercise will take place at the outset of the program, as Districts enter, both to obtain baseline data and to assess the expectations of the intended beneficiaries as program activities commence. Subsequent PME survey will take place on an annual basis. Given the small sample size, not expected to exceed 100, of each beneficiary community, each PME should take no more than one month.

How: The mechanisms for M&E will include:

- *Participatory monitoring and evaluation* PME techniques/ methodologies used will include wealth ranking, one-on-one conversational interviews and gender disaggregated focus group discussions;
- *Route reporting:* by service providers, including Sub- County staff where they are providing services directly as well as contracted service providers;
- *Supervision of contracts* by Sub-County staff;
- *Technical Audit* of service provision by District staff;
- *Surveys* commissioned at national, District or Su- County level; and
- *Supervision visits* by national staff and Board members to Districts, and by District staff to Sub-Counties.

What: M&E will focus on process towards the attainment of NAADS outputs at all levels, using indicators appropriate to each level. The indicators shall be both *outputs and inputs*. The wider impact of NAADS on the performance of the agricultural sector cannot easily be separated out from the overall PMA effort. To avoid duplication, the impact assessment for the NAADS will be done through studies to monitor and evaluate the PMA as a whole.

At national and District levels a minimum set of indicators and data to be reported from the level below them will be specified. The remaining will be collected through surveys carried out under contract. At Sub-County level farmers Forum and Sub-County Production Department staff will develop specific outputs related to each of the five generic NAADS outputs as part of the planning process. In addition to data from PME, contracts will require service providers to provide specified information, and to keep records, which can be audited by Sub-County and District staff. This will include a written record of advice, countersigned by clients, which will be subject to audit. District staff will also make monitoring visits to the Sub-County.

At local levels, monitoring will be done by the clients of the service, with the help of professional researchers under contract to the Sub-County on behalf of the Farmers Forum. Specified local outputs related to generic outputs 1,2 and 3 will be set out in service contracts. A limited set of indicators will be compiled from PME and other sources to meet data needs at Sub-County, District and national levels. PME will be backed up by technical audits carried out by District Production Department staff, which will confirm whether or not the technical quality of the service and the advice provided meets acceptable standards. These standards will be set nationally by the NAADS Secretariat. The NAADS outputs and proposed indicators are set out below.

M&E outputs: The principal outputs will be reports. It is expected that these reports will be discussed at four levels:

- In the Parish and/ or village, by a farmer group committee, and in village/ Parish Forums;
- At the Sub- County, within the Farmers Forum and by the Council;
- At the District level, within the Farmers Forum and by the Council; and
- At the national policy level, when aggregated with other PME reports.

Management of M&E for empowerment, gender mainstreaming and poverty targeting

Farmers access to and control of NAADS structures and processes that transform their livelihood assets to the outcomes that they desire is the essence of farmer empowerment. The M&E arrangements will provide the farmers with objective information on the performance of service providers. Farmers will thus be in position to make decisions about the approval of payments to service providers, and about whether current contracts should be renewed. Reports from PME will be presented to representative bodies at Parish and village level and to the Farmers Forum AT Sub-County level for discussion indicators at all levels will be disaggregated by gender and category of farmer in line with the principles of gender mainstreaming and poverty targeting. The M&E processes will be guided by persons competent in gender mainstreaming and poverty targeting. In all M&E surveys equal numbers of men and women will be interviewed.

Program outputs and M&E indicators

The program outputs and monitoring and evaluation indicators are fully described in the logical framework chart in Appendix 1. Table A3, below, sets out the main stakeholder roles in monitoring and evaluation. Table A4 shows the analysis of likely impact on stakeholder interests. Table A5 presents proposed NAADS National / District output indicators.

Table A3: Stakeholder Roles in Monitoring and Evaluation

Stakeholder	Roles in M&E	Mechanism
<p>Producers:</p> <ul style="list-style-type: none"> - Commercial, and commercial / market oriented - Market oriented 	<ul style="list-style-type: none"> • Confirm satisfactory (or not) completion of contract • Take part in PME as interviewers • Respond to request for survey information • Through representatives, contribute to discussions in Farmer Forum. 	<ul style="list-style-type: none"> • Signing contract completion form • Surveys • Stakeholder forum • Participatory M&E
<ul style="list-style-type: none"> - Market and subsistence - Subsistence - Men in farm households - Women in farm households - CBOs 	<ul style="list-style-type: none"> • As service providers, maintain records and collect data required by contract and by standards 	<ul style="list-style-type: none"> • Routine record keeping • Farmers Forum
<p>Local NGOs International NGOs Input dealers/ stockists</p>	<ul style="list-style-type: none"> • Respond to surveys • Contribute to discussions in stakeholder for a 	<ul style="list-style-type: none"> • Surveys • Farmers Forum
<p>Local agro-processors Traders/produce buyers Elected LC members</p>	<ul style="list-style-type: none"> • Review/ debate monitoring reports 	<ul style="list-style-type: none"> • Production Committee
<p>LC Admin/ Finance staff</p>	<ul style="list-style-type: none"> • Compile monitoring reports for submission to LC • Report LC data to national level • Take action in response to monitoring data 	<ul style="list-style-type: none"> • Routine reporting • Summaries of technical audit reports.
<p>Sub-County extension staff</p>	<ul style="list-style-type: none"> • Supervise contracts for service delivery • Take action as appropriate in response to monitoring data 	<ul style="list-style-type: none"> • Field visits & reports; discussions with clients and contractors
<p>District extension staff</p>	<ul style="list-style-type: none"> • Carry out technical audits and report results to Sub-County and national levels 	<ul style="list-style-type: none"> • Technical audit.
<p>NAADS extension staff</p>	<ul style="list-style-type: none"> • Compile data reported 	<ul style="list-style-type: none"> • Contract

	<p>from Districts</p> <ul style="list-style-type: none"> • Commission surveys • Supervision visits to Districts • Carry out surveys and PME 	
<p>Universities Research organizations Consultancy firms MAAIF</p>	Overall monitoring of Program	Field visits and technical audit reports
OPM	Oversight	Reports

Table A4: Stakeholder Analysis: Likely Impact of NAADS on Stakeholders Interests

Stakeholder	Likely Effects (+,=, -)
<p>Producers</p> <ul style="list-style-type: none"> • Commercial, and commercial market oriented • Market oriented 	<p>=/ may lose free access to publicly funded extension; but many already have their own arrangements for advice, e.g. purchasing bodies in export crop sector.</p> <p>+ private (contracted) providers likely to have or develop better understanding of markets; partial cost-recovery will ensue greater accountability and responsiveness to clients.</p>
<ul style="list-style-type: none"> • Market + subsistence • Subsistence 	<p>+ greater influence, through FOR A, extension planning; contracts specifically for provision of service to this sector are likely to be given =</p>
<p>Men in farm households Women in farm households Organisations: CBOs</p>	<p>+ specific contracts to deliver advisory service to women can be given. + greater influence over extension (through stakeholder FOR A, etc); some may bid for contracts for service delivery</p>
<p>Local NGOs</p>	<p>+/- loss of public extension staff as subsidized resource; but opportunities to win contracts for service delivery.</p>
<p>International NGOs Private Sector: Input dealers/ stockists</p>	<p>=</p> <p>+ increased sales; improved knowledge (if they are given training to upgrade their performance as channel of information and advice to farmers)</p>
<p>Local agro-processors Traders/produce buyers LC Officials and Staff: Elected LC members LC Admin/ Finance staff Sub-County extension staff</p>	<p>+ increased / more regular supplies + increased / more regular supplies</p> <p>+ greater democratic influence on service provision - work load increase from administering many contracts +/- loss of job security; but options for jobs in private sector or as independent advisers; new roles for those staying in public sector</p>
<p>District extension staff</p>	<p>+/- - some retrenchment; new responsibilities</p>
<p>Others: Universities</p>	<p>+ potential contracts (training, evaluation surveys, specialist service provision)</p>
<p>Urban consumers NARO</p>	<p>+ improved food security and stable prices +/- improved linkages, leading to more effective targeting of research;</p>

	improved uptake of research outputs; but some perceived threat to the outreach role of NARO
Donors	+ improved co-ordination of approaches; efficiency in development program through joint/shared roles.

Table A5: Proposed NAADS National/ District Output Indicators

Outputs	Programs	Indicators	Type
Appropriate advice to farmers, provided by capable private providers	Advisory and Information Services to Farmers	<ol style="list-style-type: none"> 1. No. Sub-counties with extension plan 2. No. Sub-counties contracting out advisory services 3. No. Sub-counties with satisfactory audited activities 4. No. private advisors 5. Proportion of private advisers in total 6. No. private provider trainees achieving satisfying standards in NAADS sponsored training 7. Total % farmers getting advice, in <ul style="list-style-type: none"> • <i>Subsistence farmers</i> • <i>Market-oriented farmers</i> • <i>Commercial farmers</i> 8. Total % farmers satisfied with services, in: <ul style="list-style-type: none"> • <i>Subsistence farmers</i> • <i>Market-oriented farmers</i> • <i>Commercial farmers</i> 	<p>Process</p> <p>Process</p> <p>Process</p> <p>Process</p> <p>Process</p> <p>Process</p> <p>Process</p> <p>Process</p>
Appropriate technologies available	Research and Technology Development	<ol style="list-style-type: none"> 9. No. research contracts 10. Proportion of research contracts to private sectors 11. No. SC plans including research contracts 12. No. audited satisfactory research contracts 13. Total % farmers satisfied with services, in : <ul style="list-style-type: none"> • <i>Subsistence farmers</i> • <i>Market-oriented farmers</i> • <i>Commercial farmers</i> 	<p>Service Delivery</p> <p>Service Delivery</p>
Appropriate and capable structures at all levels, accountable to farmers	Institutional development	<ol style="list-style-type: none"> 14. NAADS Board established 15. NAADS Secretariat established and staffed (%age staffing level) 16. No. eligible Districts 17. No. eligible Sub- counties 18. No. registered Farmers Organisations 19. No. registered Farmers Forum at: <ul style="list-style-type: none"> • <i>District Level</i> • <i>SC level</i> 	<p>Process</p> <p>Process</p> <p>Process</p> <p>Process</p> <p>Process</p>
Quality, efficiency & effectiveness assured	NAADS management and monitoring	<ol style="list-style-type: none"> 20. Performance of planning, budgeting and reporting systems 21. Regulations and standards for service delivery established 22. No. / proportion Districts complying with regulations and standards 23. No. / proportion SC complying with regulations and standards. 24. No. service providers registered 25. No. technical audits 26. Proportion satisfactory technical audits. 	<p>All Processes</p>

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