



MINISTRY OF AGRICULTURE, ANIMAL  
INDUSTRY AND FISHERIES

# NATIONAL AGRICULTURE POLICY

SEPTEMBER 2013



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AGRICULTURE POLICY**

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# ACRONYMS AND ABBREVIATIONS

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|                     |  |
|---------------------|--|
| <b>ASRDS</b>        | National Agriculture Sector and Rural Development Secretariat    |
| <b>CDO</b>          | Cotton Development Authority                                     |
| <b>COCTU</b>        | Coordinating Office for the Control of Trypanosomiasis in Uganda |
| <b>DDA</b>          | Dairy Development Authority                                      |
| <b>DSIP</b>         | Development Strategy and Investment Plan                         |
| <b>HIV/AIDS</b>     | Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome  |
| <b>MAAIF</b>        | Ministry of Agriculture, Animal Industry and Fisheries           |
| <b>M&amp;E</b>      | Monitoring and Evaluation  |
| <b>MDAs</b>         | Ministries, Departments and Agencies                             |
| <b>MTIC</b>         | Ministry of Trade, Industry and Cooperatives                     |
| <b>MWE</b>          | Ministry of Water and Environment                                |
| <b>NAADS</b>        | National Agricultural Advisory Services                          |
| <b>NAGRC&amp;DB</b> | National Agricultural Genetic Resources Centre and Data Bank     |
| <b>NARO</b>         | National Agricultural Research Organisation                      |
| <b>NDP</b>          | National Development Plan  |
| <b>PEAP</b>         | Poverty Eradication Action Plan                                  |
| <b>PFA</b>          | Prosperity for All   |
| <b>PMA</b>          | Plan for Modernization of Agriculture                            |
| <b>PNSD</b>         | Plan for National Statistical Development                        |
| <b>RDS</b>          | Rural Development Strategy                                       |
| <b>SACCO</b>        | Savings and Credit Cooperative Organisation                      |
| <b>TPM</b>          | Top Policy Management  |
| <b>UCDA</b>         | Uganda Coffee Development Authority                              |

# GLOSSARY

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**Agriculture** (also called farming or husbandry): The growing of crops, livestock or fish.

**Agricultural sector:** Includes crops, livestock, agroforestry and fishing activities.

**Commercial agriculture:** Production of crops, livestock or fish for sale.

**Farmer:** A person who grows crops, and/or rears livestock and/or fish.

**Private sector:** That part of the economy, which is run by private individuals or groups, usually as an enterprise for profit, and is not operated by the state.

**Subsistence agriculture:** A type of farming in which most of the produce is consumed by the farmer and his or her household, rather than being produced for sale.

# FOREWORD

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I am pleased to present this National Agriculture Policy to the people of Uganda and our Development Partners. This Policy is important because it responds to the demand by the agriculture sector stakeholders but also because it provides a shared vision for the development of sustainable agriculture.

Agriculture has made significant contribution to Uganda's socioeconomic development through generation of household and national incomes; reduction of hunger; growth in trade, investments, industrialization, economic diversification and job creation. As we look to the future, agriculture will continue to be essential to Uganda's development and to achieve the ambitious goals of Vision 2040, whose strategic goal is **“A Transformed Uganda Society from a Peasant to a Modern and Prosperous Country within 30 Years”**. Vision 2040 recognizes the central role of agriculture in this transformation process.

The vision of the National Agriculture Policy is **“A Competitive, Profitable and Sustainable Agriculture Sector”**. The overall objective is to promote food and nutrition security and to improve household incomes through coordinated interventions that will enhance sustainable agricultural productivity and value addition; provide employment opportunities, and promote agribusinesses, investments and trade.

For this objective to be achieved interventions under this Policy will cater for all farmer categories and the private sector. It will also require that all stakeholders, including farmers, government ministries, local governments, the private sector, civil society and development partners work closely together.

This Policy is a result of close consultation and partnership between the Ministry of Agriculture, Animal Industry and Fisheries and farmers' organizations, the private sector, civil society, development partners, local governments and other government ministries, departments and agencies. I thank all of those who were engaged in the process of formulating this policy. The Ministry of Agriculture,

Animal Industry and Fisheries is committed to maintaining this partnership during its implementation.

Together we shall realize an agricultural revolution in this country.

For God and My Country

A handwritten signature in black ink, appearing to read 'Tress Bucyanayandi', with a stylized flourish at the end.

Tress Bucyanayandi (MP)

Minister

**MINISTRY OF AGRICULTURE, ANIMAL INDUSTRY AND FISHERIES**

# 1.0 INTRODUCTION

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1. This National Agriculture Policy (NAP) has been formulated in line with the Constitution of the Republic of Uganda. Objective XI (ii) of the Constitution provides that the state shall “stimulate agricultural, industrial, technological and scientific development by adopting appropriate policies and enactment of enabling legislation.”Objective XXII (a) provides that the state shall “take appropriate steps to encourage people to grow and store adequate food.”
2. The National Agriculture Policy is aimed at translating these high level national obligations into policies and strategies to enable their achievement. The policy shall guide all agriculture and agriculture related sub-sector plans, policy frameworks and strategies existing and those to be formulated in future.
3. In addition to its constitutional obligations, the Government has a national vision aimed at achieving Prosperity For All (PFA). Agricultural development is a central strategy for achieving this Prosperity For All vision.
4. The policy is derived from the need to achieve the national development objectives of increasing household incomes, food and nutrition security and employment as stipulated by the National Development Plan (NDP) in which agriculture is identified as one of the primary drivers of growth in the economy.
5. The detailed investments to operationalise this policy are laid out in periodic Agriculture Sector Development Strategies and Investment Plans (DSIP).

## 2.0 BACKGROUND

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### 2.1 Importance of Agriculture

6. Agriculture has been and continues to be the most important sector in Uganda's economy in terms of food and nutrition security, employment, income, raw materials for industry and exports to regional and international markets. Agriculture has the potential to sustain its historical reputation as the primary driver of economic growth and poverty reduction. Therefore, agriculture has to be given the highest degree of attention in national development planning.

### 2.2 Agricultural Sector Performance

7. Despite the importance of agriculture in the economy, the sector's performance in recent years in terms of production, productivity and food and nutrition security has been mixed. For the sector to have a sustained positive impact on economic growth, poverty reduction and food security, the growth rate of the agricultural sector must be higher than the national population growth, attaining the NDP average of 5.6 percent, and even better, the DSIP target of 6 percent. The DSIP target is aligned to the annual target of the African Union's Comprehensive Africa Agriculture Development Programme (CAADP).

### 2.3 Agricultural Policy Environment since 1997

8. The policy environment for agriculture in Uganda since 1997 has been shaped by several national level policy frameworks. These include the Poverty Eradication Action Plan (PEAP) and its successor the National Development Plan (NDP); as well as the Prosperity for All (PFA). At agriculture sector level, these frameworks were implemented through the Plan for Modernisation of Agriculture (PMA) and the Rural Development Strategy (RDS). For a while, the PMA and RDS existed in parallel, were duplicative and recommended varied approaches. The Ministry of Agriculture, Animal Industry and Fisheries (MAAIF) published the first DSIP in 2005 to implement the MAAIF component of the PMA and the second DSIP in 2010 to implement the agriculture chapter of the NDP. This policy is intended to harmonize the different thoughts and approaches to national agricultural development.

## 2.4 Agricultural Sector Management

9. MAAIF is responsible for managing and coordinating agricultural policies and interventions. It does so through the Ministry's autonomous and semi-autonomous agencies, local governments, farmers and farmers' organizations, other ministries, departments and agencies (MDAs), the private agribusiness and agro-processing sector, civil society, development partners and academia.
10. As a strategy to enhance efficiency in the delivery of agricultural goods and services, seven statutory semi-autonomous institutions were formed under MAAIF, these are the:
  - i. National Agricultural Research Organisation (NARO);
  - ii. National Agricultural Advisory Services (NAADS);
  - iii. National Animal Genetic Resources Centre and Data Bank (NAGRC&DB);
  - iv. Cotton Development Organisation (CDO);
  - v. Coordinating Office for the Control of Trypanosomiasis in Uganda (COCTU);
  - vi. Dairy Development Authority (DDA); and
  - vii. Uganda Coffee Development Authority (UCDA).
11. The Secretariat for the Plan for Modernisation of Agriculture (PMA) is an administrative (management services) Unit for policy harmonisation and inter-sectoral coordination. Actualisation of the agricultural development targets is highly dependent on the interventions of other government sectors.
12. The creation of these agencies has in turn resulted into the restructuring of divisions and departments of the ministry headquarters to manage agricultural policy formulation, planning, regulation, disease and pest control, monitoring, and the supervision of the sector.

## 2.5 Agricultural Development Challenges

13. Agriculture in Uganda faces several challenges at the different stages of the commodity value chain. These include:
  - i. low production and productivity;
  - ii. low value addition to agricultural produce;
  - iii. lack of sustainable or dependable access to markets;
  - iv. failure to maintain a consistent policy regime and functional institutions;
  - v. insufficient skilled agricultural labour force;

- vi. high human disease burdens; and
- vii. inadequate attention to natural resources sustainability.

## **2.6 Potential for Agriculture**

14. There are many factors that favour agricultural development in Uganda. These include:
  - i. adequate land and water resources for agricultural production;
  - ii. high potential to improve productivity;
  - iii. high export potential for agricultural products to regional and international markets; and
  - iv. support from the renewed regional and international focus on agriculture as a critical mechanism for sustainable social and economic development.

## **2.7 Emerging Opportunities and Threats to Agricultural Development**

15. In addition to existing challenges and potentials within the agricultural sector, there are several emerging opportunities and threats affecting the sector. These include:
  - i. Multiple and contradictory land tenure systems, often leading to land fragmentation, land degradation, and insecurity of tenure;
  - ii. High population growth at 3.4% which is decreasing per capita land availability for agricultural production;
  - iii. Climate change effects which are adversely impacting agricultural productivity and sustainability of farmer livelihoods;
  - iv. The discovery of oil which may provide an opportunity for increased investment in agriculture sector or alternatively, could turn attention and investment away from the agriculture; and
  - v. Increasing medium and large scale private sector investment in agricultural value chains, which has the potential to increase private sector agricultural financing and more efficient use of agricultural resources.
16. The National Agriculture Policy will address the above challenges and potential threats, exploit the existing potentials and optimize the opportunities for the future.

## 3.0 GUIDING PRINCIPLES, OBJECTIVES AND STRATEGIES

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### 3.1 Guiding Principles

17. Agricultural policy in Uganda shall be guided by six principles. These principles are derived from the country's experiences and lessons learned in implementing the PEAP, the PMA, and from implementation of decentralized governance through the Local Government Act of 1997.
- i. The Government of Uganda is pursuing a private sector-led and market-oriented economy. In doing this, the government shall work on constraints that hinder the private sector from increasing investment in agriculture. Government shall support existing partnerships and form new partnerships with private sector actors. Government actions shall aim to strengthen the private sector through improved public service delivery and by putting in place an enhanced regulatory environment for the agricultural sector in Uganda.
  - ii. Agricultural development strategies will be developed and pursued according to the agricultural production zones through a commodity-based approach. Commodities that are best suited for each zone will receive public sector support for the purposes of food security and for commercialization. Efforts will be made to support commodity value chain development of strategic commodities in the different zones in order to develop viable agro-industrial centres.
  - iii. Agricultural development services will be provided to all farmer categories as individuals or in groups, ensuring gender equity. The focus on strategic commodities in the different zones will be in addition to the continued provision of agricultural services for general agricultural production through central government agencies and local governments.
  - iv. Government shall continue to provide agricultural services

through the decentralized system of government and will work to strengthen this system. In particular, MAAIF will increase its collaboration with and support to district and sub-county local governments to improve accessibility and quality of service delivery to farmers. MAAIF shall also improve its supervisory, inspection and monitoring functions through enhanced collaboration with local governments.

- v. Government interventions will strive to achieve equity in agricultural growth by ensuring that agricultural interventions are balanced across the different regions, agricultural zones, and between genders. Where necessary, government shall give focused attention to parts of the country with specific needs and to vulnerable or marginalized groups.
- vi. Government shall ensure that key agricultural resources, including soils and water for agricultural production, are sustainably used and managed to support adequate production for the current and for future generations.

## **3.2 Policy Objectives and Strategies**

### **3.2.1 Vision**

- 18. The vision of the policy is “A Competitive, Profitable and Sustainable Agricultural Sector”.

### **3.2.2 Mission**

- 19. The mission of the policy is to: “Transform subsistence farming to sustainable commercial agriculture.”

### **3.2.3 Objectives and Strategies**

- 20. The overall objective of the agriculture policy is to achieve food and nutrition security and improve household incomes through coordinated interventions that focus on enhancing sustainable agricultural productivity and value addition; providing employment opportunities, and promoting domestic and international trade.
- 21. To achieve the broad objective, Government shall pursue six inter-related specific objectives. For each of the objectives, Government shall employ specific strategies to achieve the objectives, working closely with all stakeholders in agriculture, including central government ministries, departments and agencies, local governments, private sec-

tor, civil society, farmers, and development partners. These strategies were formulated with consideration and reference to existing policies.

### **Objective 1: Ensure household and national food and nutrition security for all Ugandans**

22. Increasing household food and nutrition security is dependent on expanded production, increased incomes to support purchases of food and other elements necessary for improved nutrition, enhanced storage capacity, and improved access to key markets and market information. To realize this objective, Government shall:
- i. Promote agricultural enterprises that enable households to earn daily, periodic and long-term incomes to support food purchases;
  - ii. Promote and facilitate the construction of appropriate agro-processing and storage infrastructure at appropriate levels to improve post harvest management, add value and to enhance marketing;
  - iii. Develop and improve food handling, marketing and distribution systems and linkages to domestic, regional and international markets;
  - iv. Support the establishment of a national strategic food reserve system;
  - v. Support the development of a well coordinated system for collecting, collating and disseminating information on agricultural production, food and nutrition security across households, communities and agricultural zones;
  - vi. Encourage and support local governments to enact and enforce by-laws and ordinances that promote household food security through appropriate food production or storage practices;
  - vii. Promote the production of nutritious foods, including indigenous foods (enterprise mix) to meet household needs and for sale;
  - viii. Promote consumption of diversified nutritious foods including indigenous foods at household and community levels; and
  - ix. Promote appropriate technologies and practices for minimizing post harvest losses along the entire commodity value chain.

### **Objective 2: Increase incomes of farming households from crops, livestock, fisheries and all other agriculture related activities**

23. To increase household incomes in an economy where the prices are

determined by the market, farmers have to increase the volume of their output, improve quality, undertake market discovery and organize for collective marketing. Increased access to recommended technologies and inputs and mechanization is critical for raising farm productivity. Therefore, Government shall implement the following strategies to boost production and productivity as a means of raising household incomes:

- i. Increase the access of the population to agricultural training and skills development opportunities;
- ii. Facilitate farmers to organize themselves into production and marketing groups or cooperatives to increase their bargaining power in commodity and input markets and to facilitate efficient service delivery;
- iii. Generate, demonstrate and disseminate appropriate, safe, and cost-effective agricultural technologies and research services to enhance production and increase quality of products through access to high quality agricultural technology, agribusiness and advisory services for all categories of farmers;
- iv. Promote agricultural mechanization through the application of appropriate machinery and expansion of animal traction;
- v. Encourage and promote dry season livestock feeding through pasture preservation and other feeding practices;
- vi. Promote strategic partnerships between technology development research and advisory services at all levels;
- vii. Provide vaccination services for animal vector and disease control. Stock vaccines and essential drugs for all notifiable diseases;
- viii. Strengthen capacity for pest, weed, disease, and vermin control at all levels;
- ix. Promote large scale farming enterprises, block farming, and out grower schemes where appropriate;
- x. Promote financial services to enable farmers to access agricultural inputs, services, and equipment along the value chain;
- xi. Promote the growth of a vibrant private sector-led agricultural input supply system that is responsive to farmer and sector needs. Strengthen the certification and regulatory system to guarantee the quality of agriculture inputs at all levels;
- xii. Develop and implement a policy and regulatory framework for biotechnology in agriculture; and

- xiii. Support development and sustainable use, management, and maintenance of water and land resources for agriculture to boost production, enhance value-addition, and reduce the effects of climatic shocks.

**Objective 3: Promote specialization in strategic, profitable and viable enterprises and value addition through agro-zoning**

- 24. Commodity specialization and agro-zoning strengthens agri business, enhances profitability and market access and leads to creation of on-farm and off-farm employment. Creating additional employment opportunities will necessitate increased commercialization of agriculture and the establishment of industries for value addition to agricultural products. Adding value to agricultural products is vital for the development of agriculture in Uganda. The benefits include reducing losses by increasing the shelf life of products, reducing transport costs associated with the movement of unprocessed bulk produce; resulting into increased earnings. Government shall:
  - i. Review, operationalise and deepen (sub-zone specific) agriculture production zones in Uganda;
  - ii. Ensure the provision of basic infrastructure and reliable access to utilities to encourage investment in agro-processing;
  - iii. Promote the development and dissemination of efficient, cost-effective and appropriate technologies for processing and preserving agricultural commodities;
  - iv. Promote the establishment of large scale farming enterprises and outgrower schemes as appropriate;
  - v. Support private and public sector initiatives aimed at establishing agro-processing industries; and
  - vi. Establish and enforce safety standards and quality assurance to ensure that agricultural products from Uganda compete effectively in domestic, regional and international markets.

**Objective 4: Promote domestic, regional and international trade in agricultural products**

- 25. In order to sustain improvements in agriculture, farmers need to be assured of market outlets for their produce. They need sustainable and reliable market access. Market reliability and efficiency supports sus-

tainable agriculture production plans. To promote trade in agricultural products, government shall:

- i. Develop and expand a sustainable nationwide market information system that is transparent and accessible to all agricultural sector stakeholders;
- ii. Ensure the development, maintenance and improvement of physical agricultural market infrastructure at strategic locations, including crop and livestock markets, abattoirs, and fish landing sites;
- iii. Ensure the development of infrastructure and utilities that are necessary for agricultural trade, including transport infrastructure and reliable access to fuel and electricity;
- iv. Strengthen national capacity for quality assurance, regulation, and safety standards to promote increased trade at all levels;
- v. Promote Uganda's agricultural products in local and international markets and in trade fairs as a recognizable national brand; and
- vi. Address supply and demand constraints to domestic, regional and international markets, such as those related to inadequate information, inappropriate production and value-addition technologies, or poor handling, transportation and marketing infrastructure.

### **Objective 5: Ensure sustainable use and management of agricultural resources**

26. Achievement of the above four objectives largely hinges on the extent to which the environment and natural resources that are necessary for agricultural production are sustainably managed and utilized. Society as a whole needs to be guided on the proper use and maintenance of key agricultural resources particularly soils and water for agricultural production. To ensure sustainable use and management of these resources, government shall:

- i. Periodically map and document the state of agricultural resources and their use patterns in the country;
- ii. Regulate the exploitation of agricultural resources within ecologically sustainable levels, including addressing the hazards of land fragmentation;
- iii. Ensure the collection, analysis and dissemination of information to households and communities regarding proper use and conservation of agricultural resources;
- iv. Promote and support the dissemination of appropriate technol-

- ogies and practices for agricultural resources conservation and maintenance among all categories of farmers, including Sustainable Land Management and Conservation Agriculture;
- v. Work collaboratively with the sector responsible for environment to strengthen the capacity for collection, analysis and dissemination of agricultural meteorological data at all levels;
  - vi. Promote a sustainable network of community-level meteorological stations across the country;
  - vii. Develop capacity to harvest and utilize rain water for agricultural production;
  - viii. Encourage and support local governments to enact and enforce ordinances and by-laws regarding local utilization and management of agriculture resources;
  - ix. Promote land use and farm planning services among farmers; and
  - x. Develop capacity at all levels for planning and implementation of activities to address climate change and its impact on agriculture.

## **Objective 6: Develop human resources for agricultural development**

27. Successful implementation of this policy will require a skilled labour force. The sector requires well-trained professionals in a wide range of disciplines for both planning and programme design at central government level and programme implementation at local government level in order to provide effective delivery of services to farmers and agribusinesses. In addition, farmers themselves need regular training and constant access to new knowledge and agricultural practices and technologies. In order to achieve this objective, government shall:
  - i. Support agricultural training institutions including their sustainable funding and increase agricultural training at all levels of education;
  - ii. Promote professionalism in agriculture, strengthening the linkage between formal and non-formal agriculture education including practical skills;
  - iii. Promote positive attitudes towards agriculture, by integration of agriculture in the national education and value systems;
  - iv. Develop capacity of farmers and farmer organizations to engage more effectively in agribusiness. Provide education programmes

- to engage farmers more effectively in the competitive market environment;
- v. Provide information including other support to farmers to aid them with their enterprise selection, production and marketing decisions;
  - vi. Undertake education programmes to engage farmers more effectively in the liberalized market environment;
  - vii. Encourage continuous training and career development in order to retain effective agricultural staff at MAAIF Headquarters; in local government positions that support agriculture; as well as ensuring a critical mass of agricultural technologists and service providers in the private sector;
  - viii. Enhance research capacity to generate new knowledge and technologies for agricultural development;
  - ix. Reorient the curriculum at universities and agricultural training institutions to focus on the needs of the agricultural sector. Encourage sustainable funding for the institutions that offer agricultural training;
  - x. Promote the preservation and utilization of appropriate indigenous knowledge; and
  - xi. Encourage, promote and support the formation of strong self-regulating professional associations, guilds and partnerships committed to agricultural development.

## 4.0 AGRICULTURAL SUPPORT SECTOR POLICIES AND SERVICES

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28. The achievement of the objectives laid out in this policy is dependent on complementary policies and actions by other supporting sectors. These sectors include energy, transport, agricultural finance, education and training, and natural resource use and management. Government shall set up a planning and coordination mechanism that will link MAAIF and the relevant support sectors and services. The responsibilities of these other sectors in supporting agricultural development are clearly specified in the NDP. The Office of the Prime Minister is identified as the most robust coordinating entity to establish a mechanism for the linkages between sectors.

### 4.1 Ministry Responsible for Energy and Minerals

29. The policy strategies on agricultural mechanization, transportation, storage and value addition will require increased, affordable and reliable energy resources. Currently, energy sources for agricultural production, processing, and agribusiness include hydroelectric power and petroleum products, but the costs of these sources are high. Other forms of energy, including wind, biogas, and solar, are not well developed. The Energy Policy for Uganda shall ensure that appropriate strategies are in place to ensure that energy and associated services are available for agriculture and agriculture-related services. The Ministry responsible for energy will initiate new investments and scale up existing investments in energy for agriculture.

30. The policy strategies to increase agricultural production and productivity require access to quality and affordable fertilizers. The country's known mineral potential including oil, lime, vermiculite and phosphates provides an opportunity to develop a local fertilizer industry. These opportunities need to be fully exploited. The Ministry responsible for mineral development will promote investment in the local manufacture of fertilizers.

## **4.2 Ministry Responsible for Transport Infrastructure**

31. The strategies for agricultural production, marketing, and trade and processing under this policy will require a well-developed and maintained rural feeder, national and international transport infrastructure. Transport in Uganda includes roads, rail, water, and air transport. The roads, especially feeder and community roads are currently in a poor state, while the other forms of transport are characterized by high cost, inefficiency and insufficient capacity. The Government Transport Policy aims at developing transport services that will support increased agricultural and industrial production and promote trade. The Ministries and agencies responsible for transport infrastructure and local governments will ensure that their policies, strategies and investments address the transport needs of the agricultural sector.

## **4.3 Ministry Responsible for Agricultural Finance**

32. Commercialisation of small holder agriculture will require access to financial products and services – loans and savings. Further, along the commodity value chains, there is a similar demand for both short term working capital and medium to longer term finance for productivity and quality enhancing investments in marketing and processing. From the point of view of liberalised financial institutions, the agricultural sector, especially at the production end, is unattractive due to the twin issues of risk and cost of capital. The farming investments of borrowers are vulnerable to unreliable weather patterns and pest and disease attacks, while a scattered and small-scale clientele means that a financial institution faces high costs of information capture and client servicing. The Ministry responsible for finance, in collaboration with other financial sector players, will continue to develop policies, financial products, and services that are appropriate for use by the agriculture sector for short, medium, and long-term financing along the value chain. Complete information on the financial products and services available will be appropriately packaged and disseminated to all potential beneficiaries.

## **4.4 Ministry Responsible for Water, Environment and Natural Resources**

33. The strategy for water for agricultural production laid out in this policy is based partly on the availability of bulk water supply, which is currently under-developed. Therefore, the ministries responsible for

agriculture and water must continue planning jointly for provision of adequate water for agricultural production to cover irrigation for improved crop production, livestock production needs, and aquaculture. Accordingly, the Ministry responsible for water shall increase investment in off-farm bulk water development, including larger reservoir dam construction, bulk water transfer systems, water diversion systems, and aquifer exploration, in collaboration with MAAIF.

34. The increased frequency and intensity of weather events linked to climate change including heavy rainfall, floods, and hailstorms, negatively affect agricultural activities and food security. Currently, there are no reliable predictions or early warning systems of the likely impacts of climate change in Uganda. In addition, drought and other climatic extremes are factors contributing to food insecurity in the famine prone areas of the Karamoja region and the cattle corridor between south-western Uganda and Karamoja. Most of these areas are semi-arid, with annual rainfall of less than 700 mm, which is subject to a high degree of unreliability both from year to year and in the distribution within each year.
35. The environment and natural resources sector shall mainstream appropriate policy measures on environmental management and natural resources in their programmes and intervene, in collaboration with MAAIF and other relevant ministries and agencies, to mitigate the impact of climate change and extreme weather events on agriculture in areas of high risk. An Environment and Natural Resources Sector Investment Plan has been developed and it addresses the points of concern relevant to the agriculture sector. Implementation of this Sector Investment Plan will be coordinated in collaboration with MAAIF, other relevant ministries, and local governments.

#### **4.5 Ministry Responsible for Market Infrastructure Development**

36. The policy strategies on production, storage, marketing and quality assurance and control require a well developed and maintained agricultural marketing infrastructure. The infrastructure includes, but is not limited to physical crop and livestock markets, fish handling facilities, abattoirs, warehouses, silos and cold chain storage. Though the quantity and quality of market infrastructure has improved over time due to investments by the national government, local governments, and the private sector; infrastructure is still inadequate, generally in

poor condition, and unevenly distributed. The Ministry responsible for Local Government, in collaboration with other relevant ministries and local governments, will work with the private sector to establish, rehabilitate, improve, and manage marketing infrastructure and ensure that the facilities are located at strategic points for optimal access by producers, processors, traders, and consumers.

#### **4.6 Ministry Responsible for Market Information**

37. Farmers and agri businesses require market information to take advantage of market opportunities in the domestic, regional and international markets. While there are several market information products and services in Uganda in both the public and private sectors, their scope, access, quality and timeliness are generally insufficient. The Ministry responsible for Trade and Industry shall collaborate with MAAIF, other relevant ministries and the private sector to implement policies, that will foster efficient, sustainable and timely market information systems for farmers, traders and processors. In addition, market information users shall be educated on optimal utilization of the information provided.

#### **4.7 Ministry Responsible for Trade and Industry**

38. Trade services include financial services, market information, storage and transport. As Uganda's domestic and external trade in food and agricultural products expands, there is need to ensure compliance with internationally recognized product safety regulations and standards. The Ministry responsible for Trade and Industry in collaboration with MAAIF and the private sector will review or enact necessary laws and regulations and enhance private and public sector capacities to enforce and implement them. The curricula at agribusiness-related training institutions will be upgraded in order to build the capacity of agribusinesses to comply with these standards and regulations. It will also be responsible for deepening and increasing coverage of the Warehouse Receipt System (WRS).
39. Agricultural trade related services include trade information, trade finance, standards and regulations. The Ministry responsible for Trade and Industry shall, in collaboration with MAAIF, the private sector and other related MDAs, develop and implement a national agricultural trade and marketing information system; increase awareness of the

private sector on available financing options and standards; formulate and implement agriculture and food safety standards and policies on sanitary and phytosanitary measures and promote the effective positioning of Uganda's agricultural products and services in regional and international markets.

#### **4.8 Agricultural Training and Skills Development**

40. The strategies pursued by this policy on production, marketing and value addition require skilled and creative human resources. The Ministries responsible for training and skills development will promote investments in agricultural education, research and advisory services in collaboration with MAAIF, the Ministries of Education and Local Government and the local governments.

#### **4.9 Agricultural Labour**

41. The number and diversity of large scale agricultural enterprises (e.g. plantations and estates) in Uganda, while relatively low, is increasing. Effective delivery of the strategies of this policy on production and farm employment will require the improvement of labour issues related to working conditions (e.g. wages, hours of work and leave policies) and conditions of life (e.g. medical benefits, education facilities, housing, occupational safety and health) for workers on these large-scale agricultural enterprises. Labour laws are still inadequate to adequately govern all labour issues arising for large-scale agricultural enterprises. The Ministry responsible for Labour will ensure that the fundamental principles and rights for agricultural workers and labour standards are understood and adhered to by large-scale agricultural employers.

#### **4.10 Agricultural Statistics**

42. Planning of agricultural production, marketing, measuring performance and agricultural forecasting requires timely and high quality agricultural statistics. Government developed a Plan for National Statistical Development (PNSD) which provides a base for collection of agriculture sector statistics. Sources of agricultural data include censuses, surveys and administrative records. The success of the statistical plan in the agriculture sector will depend on the financial and technical input of other stakeholders including Uganda Bureau of Statistics, other MDAs, Bank of Uganda, local governments and farmers.

The Uganda Bureau of Statistics and local governments shall continue to integrate agricultural data needs into their statistical systems. A functional national agricultural statistics system will be strengthened to deepen a direct linkage between the Uganda Bureau of Statistics, the statistics division in MAAIF and its semi-autonomous agencies, and local governments.

#### **4.11 Agro-processing**

43. A principle focus of the National Industrial Policy is agro-processing, which includes processing of food commodities, leather and leather products, textiles and garments, sugar, dairy products, and value added products for niche export markets. The Prosperity For All policy assigned oversight of primary processing activities to MAAIF and tertiary processing to the Ministry responsible for Trade and Industry. The Uganda Industrial Research Institute has also provided research and development services to agro-processing. The Ministry in charge of Trade and Industry, in collaboration with MAAIF will foster the link between primary and tertiary agro-processing levels and encourage development and support of start-up agro processing enterprises in agricultural zones.

#### **4.12 Community Empowerment and Development**

44. Community mobilization and empowerment is necessary for this policy to achieve its objectives of engaging women, men, youth, and vulnerable populations in agricultural programs and ensuring optimal utilization of agricultural services. The ministries and agencies responsible for community mobilization and empowerment will work to build the demand for agricultural programmes and services by mobilizing communities to recognize the value of these services and for communities to understand the process for accessing them.

#### **4.13 Health and Nutrition**

45. The strategies covered by this policy for increasing labour productivity and improving household food and nutrition security require an agricultural workforce that is healthy and well-nourished. Therefore, partnerships will be strengthened between MAAIF, the Ministry of Health, and other partners to ensure that issues of nutrition and health are mainstreamed so that farming households are empowered to adopt positive behaviours that mitigate the effects of disease and poor nutrition.

#### **4.14 Land for Agricultural Production**

46. There are major challenges related to the different land tenure systems existing in Uganda; as well as the major and emerging risks of land fragmentation occasioned by poor property inheritance practices. Sustainable use and management of agricultural resources is an objective of this policy that is fundamental to future development of the agriculture sector. This objective is also addressed in several policies and laws on land management, including the land use policy and amendments to the Land Act. MAAIF will collaborate with MWE, the Ministry of Lands, Housing and Urban Development, and local governments to increase awareness for achievement of this objective.

#### **4.15 Population**

47. With a 3.4 percent per annum growth rate in 2010, Uganda's has one of the fastest going populations in the world. The momentum of population growth remains strong because of the age structure of the population and high fertility rates. While the youthfulness of the population is an opportunity for the country's labour intensive agriculture sector, the extremely high growth rate also poses challenges to assuring adequate food security and gainful employment. In the past, agricultural growth was sustained mainly through area expansion. In many parts of Uganda, family-based land sub-division practices and population pressure are contributing to smaller farm sizes. The ministries and agencies responsible for population affairs, in collaboration with MAAIF, shall take necessary policy measures both to address the challenges and to take advantage of population growth.

#### **4.16 Farmers Organizations**

48. Facilitated farmers working together in groups are able to realize significant increases in their productivity and incomes. Farmer institutions can be powerful advocates for new policies to support agricultural development. Over the years, the Uganda National Farmers Federation; the National Farmers Forum, which is legally bound to the National Agricultural Advisory Services; and the Uganda Co-operative Alliance have mobilized small-scale farmers into groups or co-operatives, so that now there over 45,000 farmer groups nationwide. In addition to offering avenues for extension service delivery, some of these groups have engaged in collective production and marketing. There are also commodity specific farmer organisations, for

example in coffee, fisheries and dairy. The promotion of the system of warehouse receipts and Savings and Credit Co-operative Societies (SACCOs) shall further strengthen these organisations to undertake joint activities, especially with respect to marketing. Government will empower farmers and farmers' organisations through building their capacity in management, entrepreneurship, and group dynamics skills. These efforts will contribute to mobilising farmers to increase production and productivity, as well as to engage in higher-level value chain activities, including collective marketing.

#### **4.17 Vulnerability**

49. Vulnerable groups include households headed by women and children, the elderly, the poor, and people living with disabilities and disease. In 2006, about nine percent of rural households were headed by widows or widowers – widowed largely due to HIV/AIDS – and seven percent had members who were disabled. Vulnerable households are less productive and are more likely to suffer from food insecurity. MAAIF shall mainstream active responses to the needs of vulnerable groups in sector plans and interventions.

#### **4.18 Agencies Responsible for Early Warning, Disaster Preparedness and Management**

50. The strategies covered by this policy on national food and nutrition security require the establishment of effective forecasting, early warning mechanisms, and strategic food reserves in order to respond to emergency situations. The agencies responsible for early warning, disaster preparedness and management, in collaboration with MAAIF, will prioritize and implement these interventions at all levels. The office of the Prime Minister shall continue to lead, coordinate and galvanise all responsible MDAs and local governments to timely respond to disasters in the country.

## 5.0 IMPLEMENTATION FRAMEWORK

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### 5.1 Implementation Issues

51. This policy shall be implemented by the Government of Uganda through the Ministry of Agriculture, Animal Industries and Fisheries, other related MDAs, the private sector, farmers and farmers groups, civil society organisations, and development partners. For effective implementation of the policy, Government shall ensure that the following implementation actions are taken:
- i. Establish and operationalise an agriculture service delivery system with optimal structures and capacities at all levels;
  - ii. Improve coordination and supervision by the sector ministry (MAAIF) of the semi-autonomous agencies, local governments, and other actors in the agricultural sector;
  - iii. Ensure functional and well-coordinated inter-sectoral linkages and alignment of strategies and implementation plans between MAAIF and the other MDAs;
  - iv. Enhance private sector capacity to support Government in policy implementation; and
  - v. Improve inspection and monitoring of policy implementation across different agencies centrally and at the local government level.

### 5.2 Institutional Roles and Responsibilities

52. The institutional roles that are specified for MAAIF refer to the ministry as well as all its semi-autonomous agencies. The roles of other MDAs that are critical for effective implementation of this policy are elaborated above. MAAIF has overall responsibility of ensuring that this policy is fully implemented and monitored. This will necessitate strengthening intra-sectoral and inter-sectoral linkages with other MDAs as well as the local governments, private sector, civil society, development partners and the farmers.

## 5.2.1 Ministry of Agriculture, Animal Industry and Fisheries (MAAIF)

53. The mandate of MAAIF is to *“support, promote and guide production of crops, livestock and fisheries, so as to improve quality and increased quantity of agricultural produce and products for domestic consumption, food security and export”*.

54. MAAIF’s core functions shall be:

### 5.2.1.1 Policy and Programme Coordination and Monitoring

- i. Formulate and review national policies, plans and legislation, standards and programmes supporting the agricultural sector;
- ii. Design, develop and maintain a national information base on the agriculture sector including agricultural statistics;
- iii. Mobilise financial and technical assistance for the development of the agricultural sector;
- iv. Promote the interests of local governments, private sector, farmers, and other sector stakeholders in relation to the sector;
- v. Coordinate, facilitate, monitor, supervise and evaluate (a) national agricultural development projects and programmes; (b) the operations of the Ministry’s semi-autonomous agencies; and (c) sector outputs;
- vi. Regulate and monitor private providers of services in the agricultural sector to ensure compliance with national standards;
- vii. Account to the President, Cabinet and Parliament on the performance of the sector; and
- viii. Maintain effective national platforms for engagement and active ownership of programmes by all agriculture sector stakeholders.

### 5.2.1.2 Regulation and Quality Assurance

- i. Control and manage crop and animal epidemic diseases, pests and vectors affecting production;
- ii. Intensify regulatory services to ensure that all actors adhere to rules and standards;
- iii. Control the use of agricultural chemicals, and enforce animal health and phytosanitary regulations, including seed quality standards;
- iv. Promote and regulate livestock and fisheries activities including aquaculture;
- v. Support and regulate the agricultural input supply system; and
- vi. Establish technical specifications and quality assurance standards for agricultural infrastructure.

### 5.2.1.3 Advisory and Training Services

- i. Provide technical advice, quality assurance, technical audits and support supervision through agricultural and agribusiness advisory services for crop, livestock, fisheries and entomology; and
- ii. Provide training and capacity building in the fields of agricultural extension and vector and vermin control, as required by the local governments.

### 5.2.1.4 Research Services

- i. Generate and disseminate appropriate, safe and cost effective agricultural technologies;
- ii. Enhance the participation and coordination of the public and private service providers in the delivery of high quality and efficient agricultural research services; and
- iii. Empower farmers by involving them in identifying and prioritizing their research needs and in procuring agricultural research services, while technically and professionally guiding them to make informed production and marketing decisions.

### 5.2.1.5 Value chain Development and Commercialisation

- i. Promote and support commercialization of the agricultural sector through value chain development;
- ii. Review and fully operationalise agricultural production, processing and marketing zones countrywide;
- iii. Guide strategic enterprise selection at farm level to ensure competitiveness and profitability of the chosen commodities;
- iv. Promote primary and secondary processing of agricultural commodities
- v. Promote non-traditional high value agricultural production, including apiculture, sericulture and spices;
- vi. Operationalise water for value chain development, especially for agricultural production and primary processing;
- vii. Promote labour saving technologies, agricultural mechanization and engineering; and
- viii. Promote, coordinate, monitor and build capacity of farmer organisations.

### 5.2.1.6 MAAIF Support to Local Government

- i. Inspect, monitor and evaluate the agricultural activities of local governments;

- ii. Co-coordinate Government's agricultural policies, initiatives, projects and programmes as they apply to local governments;
- iii. Provide technical assistance, support supervision and training to agricultural advisory services personnel within local governments;
- iv. Facilitate development of local-level agricultural services infrastructure in coordination with local governments;
- v. Restock, multiply and ensure access to improved genetic resources by producers;
- vi. Strengthen human and financial capacity of local governments to plan and implement agricultural projects and programmes; and
- vii. Promote collaboration among districts in the same agricultural production and marketing zone to achieve economies of scale.

### **5.2.2 Local Governments**

55. The core functions of the districts and lower-level local governments shall be to:
- i. Implement all of the decentralized and devolved agricultural services, including advisory and regulatory services;
  - ii. Develop and implement appropriate by-laws to regulate food security, animal movement, local taxation and any other areas that support the effective local implementation of agricultural programmes;
  - iii. Monitor implementation of agricultural plans and policies at the district and within the lower-level local governments;
  - iv. Mobilise and empower farmers and farmer groups to produce, process and market their commodities;
  - v. Sensitize and guide communities and implementers on addressing traditional and cultural issues affecting selection, promotion and utilization of strategic agricultural enterprises; and
  - vi. Increase awareness of the farmers to protect agricultural production natural resources, especially land and water.

### **5.2.3 Private Sector**

56. The private sector shall complement public sector institutions and be responsible for the following core activities:
- i. Invest in agricultural production at small, medium and large scales;
  - ii. Invest in agricultural commodity processing and value addition;

- iii. Participate actively in technology development, multiplication and dissemination;
- iv. Participate in marketing of both inputs and outputs domestically, regionally and internationally;
- v. Provide agricultural finance services to support investment in production, processing and marketing of agricultural produce;
- vi. Advocate for improved policy, regulatory and institutional frameworks that effectively support private sector activities. Dialogue with government and other stakeholders on strategic actions needed for agricultural development;
- vii. Improve farmer access to key agricultural support services; and
- viii. Invest in rural infrastructure through public-private partnerships.

### **5.2.4 Civil Society**

57. Civil society organisations, including the higher-level farmer organisations, and traditional, cultural and faith based institutions shall undertake the following core functions:
- i. Mobilise farmers to access financial products and services, farm inputs, markets and other relevant agricultural goods and services;
  - ii. Advocate for improvement in agricultural services within the prevailing policy and regulatory environment;
  - iii. Monitor implementation of government programmes;
  - iv. Develop and implement complementary agricultural programmes in line with government policy and plans; and
  - v. Contribute to policy formulation and reviews at all levels.

### **5.2.5 Development Partners**

58. The role of development partners shall be to:
- i. Share good practices and alternative approaches to agricultural development;
  - ii. Provide financial support and technical support to the agriculture sector; and
  - iii. Adhere to partnership principles between Government and donors.

## **5.3 Implementation Coordination**

59. This policy shall be implemented through a sector wide approach that

involves both state and non-state actors at both central and local government levels. Effective implementation will necessitate two types of coordination mechanisms to be established: intra-sectoral coordination to deal with internal issues within the agriculture sector; and inter-sectoral coordination to create functional linkages between MAAIF, other MDAs and local governments.

### **5.3.1 Intra-sectoral Coordination**

60. The Top Policy Management (TPM) of MAAIF will ensure that there is consistency and coherence in policy formulation, implementation and monitoring by MAAIF and all its affiliated semi-autonomous agencies. The TPM will ensure that the programmes that fall under the semi-autonomous agencies are properly integrated to meet the overall vision, mission and objectives of the agriculture sector. This will necessitate bringing together the plans and budgets of the ministry headquarters and its agencies within the sector wide approach to address common goals in line with this agriculture policy. The decisions of TPM shall be guided by the Agriculture Sector Working Group which is broader than the TPM of MAAIF and is comprised of a wider section of stakeholders in the agriculture sector.

### **5.3.2 Inter-sectoral Coordination**

61. The Cabinet and Parliament will ensure that implementation of this policy is well coordinated. An inter-ministerial coordination arrangement will be established to advocate and lobby for cross-sectoral collaboration to address the needs of this policy. In particular, this mechanism shall guide and strengthen the vertical linkages between MAAIF and local governments to ensure effective implementation of the policy. For this purpose, a National Agriculture Sector and Rural Development Secretariat (ASRDS) shall be created. It is accordingly proposed to designate the existing PMA Secretariat as the ASRDS. The Parliamentary Committee on Agriculture will play an oversight role to ensure that the agricultural sector is allocated adequate resources to enable implementation of the strategies that are identified in this policy.

## **6.0 MONITORING AND EVALUATION**

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### **6.1 Purpose of the Monitoring and Evaluation System**

62. MAAIF under its DSIP has developed a monitoring and evaluation (M&E) system. The purpose of the system is to regularly and transparently assess the implementation of this policy, sector investments, sector performance and the welfare indicators of Ugandan households, including incomes and food and nutrition security. MAAIF shall use the M&E results to make necessary adjustments for better performance and improved outcomes for the sector. MAAIF shall develop this system in collaboration with other agricultural sector stakeholders and shall link it with other relevant national policy monitoring and evaluation systems.

### **6.2 Operationalising the Monitoring and Evaluation Framework**

63. MAAIF shall collaborate with other agricultural sector stakeholders in the operationalisation of the M&E system. The operational framework will also define roles and responsibilities in the M&E system.

64. MAAIF shall collaborate with other stakeholders including local governments and set up effective agricultural statistics and management information systems to collect, manage and analyse data and report information that can be used in the M&E system. Mechanisms to review progress to ensure that the policy, programmes and processes are on track to meet sector objectives, are part of the M&E system. The review processes shall be transparent, broad and inclusive. MAAIF shall disseminate the outcomes of the reviews to the public through agreed channels.

65. MAAIF shall develop and promote linkages and networking between all its agencies, programmes and projects as well as with agricultural sector stakeholders in order to improve knowledge sharing, information exchange and learning from M&E results.

## 7.0 COMMUNICATION STRATEGY

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66. The communication strategy shall address agriculture and agriculture related information and knowledge from within and from outside the sector. MAAIF has developed a communication strategy which sets out a framework for communicating such information and knowledge both to agricultural sector stakeholders and to those outside the sector. The framework provides for refining and synthesizing the knowledge generated so that it can be shared through accredited communication channels. The information provided will improve awareness and understanding of agriculture in Uganda and enhance dialogue, buy-in, collaboration and participation of all agricultural stakeholders in policy implementation.
67. Two-way communication between government and other stakeholders will be institutionalised through facilitating opportunities for public dialogue, knowledge sharing, and enabling information flows from grassroots levels. These communication activities will promote and inform evidence-based planning at all levels. The Agriculture Sector Working Group of MAAIF will use this information to debate and provide appropriate feedback on Government strategies for agricultural development. Awareness of the potential for agricultural development in Uganda and political commitment to development will be fostered through communication between and among different technical and non-technical audiences, government and non-government audiences, development partners, and the wider population at farming community level, sub-county, district, regional and national levels.

## 8.0 CONCLUSION

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68. The National Agriculture Policy (NAP) is specifically designed to actualize an agricultural revolution in Uganda.





**MINISTRY OF AGRICULTURE, ANIMAL INDUSTRY AND FISHERIES**

P.O. Box 102

Entebbe, Uganda

Tel: +256 414 320 004

Website: [www.agriculture.go.ug](http://www.agriculture.go.ug)