

The impact of the World Bank funded National Agricultural Advisory Services on the livelihoods of Ugandan peasant farmers including farmers with disabilities:

[A case study of Tororo and Masaka districts.](#)



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1.0 Executive summary

NUDIPU in partnership with Bank Information Centre are conducting World Bank Safeguard Campaign aimed at influencing the World Bank to ensure that safeguard policies are inclusive of disability issues. This is a deliberate move that would guarantee disability/children inclusion in all programmes and interventions funded by the World Bank.

As part of the campaign, NUDIPU conducts surveys and media advocacy aimed at raising visibility of disability issues in regard to the World Bank Transactions. NUDIPU thus undertook a study to assess the impact of NAADS Program on Ugandan farmers including PWDs and children.

This study was conducted using qualitative techniques of data collection. Specially, key informative interviews (KIs), Focus Group Discussions were used to generate data. In addition, the study also reviewed secondary data relating to the National Agricultural Advisory Service (NAADS) Program.

The study used sample frame of districts implementing NAADS Program – where two district local governments from Eastern and Central Uganda were intentionally selected as a case study. The study was conducted in the districts of Tororo and Masaka.

The data was analysed with regard to programme awareness, implementation and effect on the livelihood of Ugandan farmers-including PWDs, children. The study was concerned with PWDs/children (children in the study mean young people below the age of 18years) participation, in project design, implementation and monitoring and actual number of beneficiaries.

The findings generally indicate that PWDs are benefiting from the Programme but at different levels (where NUDIPU has had formal interventions the benefit is high as opposed to places where NUDIPU has no interventions), while children benefit indirectly.

Findings indicated that the programme is good given the positive testimonies from respondents and can only improve once the challenges including; procurement gaps, limited information, high costs of the inputs, poor quality inputs, inaccessible distribution points, training fatigue, corruption, climate changes, poor monitoring, lack of training/skills to manage enterprises, absence of policy on how PWDs/children should benefit, and political interference among others are addressed.

1.1 Background.

Worldwide the importance of agricultural extension and rural development is known. Since the 1950s, agricultural extension has attracted the substantial investment of public resources when National Agricultural Advisory Services began to be formally established by Governments (Anderson 2007), and has returned strongly to the international development agenda (World Bank 2007a). In Uganda, the reforms of the agricultural sector began in 2001 with the establishment of the National Agricultural Advisory Services Organization as a semiautonomous agency of the MAAIF, to manage the 25-year National Agricultural Advisory Services (NAADS) program.

Women, PWDs and youth/children constitute a large share of the portion of Uganda's population that actively works in agriculture. However, they face inequities in terms of access to productive resources, including land and credit as well as extension services (IFA D 2000). In addition, both women and other marginalized persons face other constraints such as low levels of education and economic power that affect their production efficiency (UBoS 2006). Conversely, marginalization and a failure of access to resources by PWDs in Uganda is evident and tied to economic and social exclusion, isolation and neglect, resulting in increased poverty (Lwanga-Ntale 2003).

Women in Uganda are both seen as having productive and reproductive roles, contributing respectively to the national economy and household welfare. Their productive roles in society are increasingly acknowledged, yet are still marked by conspicuous gender inequality and labour market discrimination. The World Bank (2000) put forward the argument that women are one of Africa's hidden growth reserves, providing most of the region's labour force. Sub-Saharan women's contribution to households, food production systems and national economies are increasingly acknowledged, both on the African continent and by the international development community (Morgan, 2008). Vulnerability reduction is potentially an important aspect of public rural development policy. Many rural people have been left out of mainstream rural development policies because they are seen as "too poor" to participate, thus representing a welfare problem rather than being participants in a development process (World Bank 2002).

Bryceson (1995) argues that the basic right of people to the food they need is one of the greatest challenges facing the world community. She points out that many of Africa's agricultural and rural development problems have been related to misguided policies, weak institutions and lack of well-trained human resources. She further noted that African women are lead managers within the households for providing food, nutrition, water, health, education and family planning to an extent greater than elsewhere in developing world. Women are guardians of their children's welfare and have explicit responsibility to provide for them materially.

Research suggests that poverty and disability seem to be inextricably linked. It is often noted that disabled people are poorer, as a group, than the general population, and that people living in poverty are more likely than others to be disabled (Ann Elwan, December 1999) .

Pathways between disability and poverty: The onset of disability may lead to lower living standard and poverty through adverse impact on education, employment, earnings, and increased expenditures related to disability. Conversely, poverty may increase the risk of disability through several pathways, many of which are related to poor health and its determinants. Poverty, as a contextual factor, may also increase the likelihood that a health condition may result in disability.

In addition, stigma associated with a health condition may lead to activity limitations and participation restrictions given a particular social and cultural context and it might be worsened by the stigma associated with poverty. Finally, environmental factors due to limited resources in the community, leading for instance to an inaccessible physical environment,

make it difficult for an individual with a disability to have activities and participate in the community, (Sophie Mitra, et.al 2011).

The situation is no different in child-headed families. A study by Richter 2004 concluded that child-headed households are much more economically vulnerable than adult-headed households stating that "in several countries, income in orphan households has been found to be 20-30% lower than in non-orphaned households." Uganda has over 2 million orphaned children, the majority of whom were orphaned by HIV/AIDS (Uganda Poverty Status Report, 2003) however, this number has risen over the years. The child-headed household trend in Uganda is such that rural areas have 79.9%, of which 49.6% are male-headed and 30.3% are female-headed. The trend in urban areas is that of the 20% child-headed households, 10.5% are male-headed whereas 9.6% are female-headed (UBOS, 2000).

The rise in the percentage of child-headed households and child labourers means a rise in percentages of the illiterate, early pregnancies, and related consequences such as infant and maternal mortality rates, increased incidence of those who are infected by sexually transmitted diseases (STDs) and HIV/AIDS. While the Government will continue to increase spending on reproductive health services, it will also be losing valuable human resources if child headed families are not economically empowered. The cycle of child poverty will thus be passed on to next generation and become chronic.

According to the World Bank 1994;2002 and Brett 2002, in most developing countries, past efforts in development programmes have had limited success because of lack of sufficient participation by stakeholders in the development process. World Bank report (2000) points out that poverty has remained stubbornly high in Africa for decades due to inappropriate approaches used to alleviate it. It notes that top-down plans, donor-driven investment programmes have been less than successful. The World Bank therefore looked at prosperity through empowerment of local communities.

The NAADS program, which is a key strategy to implementing the government's poverty reduction and national development plan, was conceived as a move away from the top-down approach, which is publicly funded, with services provided by public agents, to a demand-driven approach, which is largely publicly funded, with services provided by the private sector.

The overall development objective of the NAADS extension system was to assist poor male and female farmers to become aware of and be able to adapt to improved technology and management practices in their farming enterprises so as to enhance their productive efficiency, economic welfare and the sustainability of farming operations (World Bank 2001). In particular, according to the legal act that established NAADS, the program was to target women, people living with disabilities (PWDs) and young people who were considered to be those most affected by the economic reforms of the 1990s (Republic of Uganda 2001). Given the fact that women were considered to be part of the programme, it meant that there would be an impact on the overall welfare of the household including that of children.

The NAADS programme is grounded in government policies of decentralization, liberalization, privatization and increased participation by people in the policy formulation and implementation process (NAADS, 2000). World Bank (1994) looks at popular participation from development perspective as a process through which beneficiaries influence and share control over development initiatives, decisions and resources that affect their lives.

Given that NAADS is a long-term program, its implementation was planned to take place in phases. The first phase was originally designed to last seven years (2001-2007), at a cost of \$108 million, but the project stretched on to June 2010. The second phase of NAADS (July 2010-June 2015), under the Agricultural Technology and Agribusiness Advisory Services (ATAAS) project, will cost at least \$450 million. Besides NAADS, the ATAA S project has another

component focusing on agricultural research as well joint activities on research and extension, and the whole project is estimated to cost \$666 million. The World Bank through the International Development Association (IDA) contributed USD 120 million for a period of five years running from 2010 to 2015.

Table 1. The NAADS Financing Plan (millions of US\$)

Source	NAADS I (2001/2–2009)		ATAAS (NARO & NAADS II) (2010/11–2014/15)	
	Millions of Dollars	%	Millions of Dollars	%
International Development Agency (IDA)	45	41.7	120	18
International Fund for Agricultural Development (IFAD)	17.5	16.2		
Global Environment Facility (GEF)			7.2	1.1
Bilateral agencies and IFAD	23.34	21.6	41	6.2
Government of Uganda	9.12	8.5	497.3	74.7
Local government (district and subcounty)	10.8	10		
Farmers' organizations	2.16	2		
Total	107.92	100	665.5	100

Sources: World Bank 2001; 2010.

Note: NAADS I refers to the first phase and NARO/NAADS II to the second phase.

2.0 STATEMENT OF THE PROBLEM

Despite the attention and resources devoted to the NAADS program to support households in accessing extension services in order to improve their productivity and hence welfare, there is limited public information on the impact of the program. National Agricultural Advisory Services (NAADS) Programme was designed to correct the past failures of traditional extension delivery and to bring out greater productivity, poverty reduction and sustainable household food security (GOU 2000). However, there is uncertainty on whether the objectives of NAADS are being realized.

Implementation of the NAADS program has not been without challenges. For example, although NAADS guidelines indicate that participation of farmers in NAADS is supposed to be through the self-selection of farmers through their farmer groups (NAADS 2007), in practice, it is mainly at the discretion of program administrators to determine who is eligible to participate (Okoboi et al. 2011). The unanswered question still remains, did the project meet the intended beneficiaries and if so, what has been its impact on Ugandan livelihoods including PWDs and children's welfare?

Nonetheless, due to political interference and nepotism, the guidelines are often overlooked such that some farmers are categorized in a level into which they do not fit and provided with goods and services for which they are not qualified. Other challenges in NAADS implementation include late disbursement of funds to district and sub-counties where activities are implemented, embezzlement of funds, distribution of poor-quality inputs and government disruption of activities (Office of the Auditor General 2007; Monitor, February 5, 2008; Okoboi et al. 2011).

There seems to be many challenges that constrain the successful implementation of NAADS Program. Rural farmers seem not to have technical or professional connection to participate and take advantage of the new situation. National Farmers Federation projected that 95% of Ugandan small farmers might not be able to afford the full costs of agriculture extension services under NAADS program (SAPRI, 2001).

The issue of market liberalization and privatization of agricultural services and their effects on the livelihood of peasant farmers seems to be pausing many unanswered questions. Cost recovery from the poor and food insecure peasants for agricultural services and other services like health, education proclaimed to be pro-poor, appear to be unrealistic. Besides that, government has not developed a comprehensive policy on food security and there is lack of adequate marketing strategy for food agricultural produce, (Bibangambah, 2002, Byarugaba, 1987) Farmer interest groups formed to oversee NAADS activities might not be knowledgeable about what to do and may be easily influenced by self-interest seekers.

The NAADS programme being one of the World Bank funded programmes in Uganda, there is need to ascertain whether the programme implementation process / modalities are congruent to the tenets of the vision of the World Bank as stipulated in the 2000 report.

2.1 Rationale

Over time, however, rather than stay focused on and achieve the ambitions set for it by its funders, NAADS fell victim to a combination of political intrigue, indiscipline, poor coordination and oversight and theft.

The study has come when the Government of Uganda has decided to use the Military to monitor the implementation of the NAADS programme. Recently, it has been reported in the mass media that the National Agricultural Advisory Services (NAADS) will be disbanded and in its place the Uganda Peoples Defence Forces (UPDF) or Veterans will come on board to offer agricultural advisory and extension services (The East African June 21st 2014). However, other information indicates the veterans will work under the army organ dubbed as the Operation Wealth Creation, which will actually not offer the advisory and extension services. They will do the coordination role, ensuring that the programme reaches the target beneficiaries. They would as well address the challenges of middle men by spearheading the procurement processes. This is one of the areas that had many gaps such as overpricing, and purchase of wrong inputs among other issues, the reasons why the President was paranoid and decided to halt the programme. According to the FGDs each constituency has received one UPDF officer who are answerable to the Chief Administrative Officers (CAO). It is therefore important that the opinions and views of peasant farmers and communities be incorporated in the programme for increased production, poverty reduction and food security. It is also imperative to analyse the constraints and challenges of this policy implementation so that appropriate solutions are suggested.

2.2 General objective

To assess the impact of NAADS programme on the livelihoods of Ugandan peasant farmers including farmers with disabilities, children, and youth; a case study of Tororo and Masaka districts.

2.3 Specific objectives

1. To find out the impact of NAADS on the livelihoods of peasant farmers and their families
2. To find out the impact of NAADS on the livelihoods of farmers with disabilities
3. To find out the impact of NAADS on children
4. To find out the challenges the programme faced.

2.4 Scope of the study

The scope of the study is limited to the impact of the NAADS programme on the livelihoods of Ugandan farmers and their families, including persons with disabilities, and the challenges of policy implementation of NAADS program among farmers of Tororo and Masaka Districts. Respondents in this study will be peasant farmers, both men and women, including children and persons with disabilities, NAADS coordinators and other stakeholders in agricultural production.

2.5 Methodology

2.5.0 Design: This study was conducted using qualitative techniques of data collection. Specially, key informative interviews (KIIs), Focus Group Discussions were used to generate data. In addition, the study also reviewed secondary data relating to the National Agricultural Advisory Service (NAADS) Program. The qualitative approach was used in order to maximise the contextual benefits of NAADS Program to PWDs and children in regard to the design of the program, implementation and monitoring. 100 respondents were interviewed. These included Farmers with disabilities, child headed families, non-NAADS beneficiaries and Implementers.

2.5.1 Sampling and Data Collection:

The study used sample frame of districts implementing NAADS Program – where two district local governments from Eastern and Central Uganda were intentionally selected as a case study. The study was conducted in the districts of Tororo and Masaka. In Tororo, the research team visited Peta, Kisoko and Mulanda Sub Counties. And in Masaka, the research team visited kyanamukaka sub county, Masaka town council as well as met district officials.

2.5.2 Data collection and Analysis:

Primary data collection was done using FGDs and Key informant interviews. FGDs were held with the farmers (with disabilities, and those without disabilities benefiting from NAADs), and community members (who are not benefiting from the programme). Informative Interviews (KII) were held with programme implementers who included; the Chief Administrative officers, Local Council III Chairpersons, Local Council III Councillors, district Councillors, PWDs Leaders, Operation Wealth creation officers, former NAADs implementers and community members.

The field transcript data was analysed using programme's systems functional conceptual framework. These were then summarised into themes. During the analysis the researcher identified relevant systems structures, capabilities and functioning, coordination and feedback mechanism as well as contextual facilitators and inhibitors to effective benefit of the NAADs Program.

2.5.3 Ethical Consideration:

The research team members were fully aware of anything that could compromise adherence to ethical standards equally compromises the validity of the study findings. The researchers sought informed consent from respondents prior to the interviews. The interviews took place in socially approved settings and were conducted in consideration and honour of community values and norms. Respondents were assured of confidentiality of their responses and that information would not be used for anything else other than the purpose for which they are interviewed. In respect of confidentiality, individual identifications have been removed from the findings.

2.5.4 Challenges:

There were some challenges experienced during the fieldwork. The researchers could not easily find data on how the NAADS Program is impacting on the livelihoods of farmers with disabilities and children. In all places visited, no concrete data on how PWDs/children are benefiting from the Uganda NAADS Program was made available. Most of the information was estimates. Despite this challenges, it did not have substantial effect on the validity of the findings.

3.0 Presentation of the Findings

The findings generally indicate that PWDs are benefiting from the Programme at different levels, while children benefit indirectly. The data was analysed with regard to programme awareness, implementation and effect on the livelihood of Ugandan farmers-including PWDs, children. The study was concerned with PWDs/children participation, in project design, implementation and monitoring and actual number of beneficiaries.

3.1 Access to information

From the findings, it is notable that respondents have at least heard about the NAADS programme through the PWDs' representatives, the programme implementers and local leaders. While NAADS information was disseminated, gaps in information flow were notable which restricted the participation of PWDs' and children. For instance, the information was not in accessible formats, and there are no sign language interpreters during the NAADS community meetings.

Almost all respondents reported having heard about the programme through the leader in charge whom they already had a relationship with, and many of these relatives or friends had reportedly benefited from the program more than once. It was also noted that the guidelines and forms used in group formations and enterprise selections do not reach the target audience as the Local Council One chairpersons tend to keep the information to themselves. Most other community members only found out about NAADS activities after registration had taken place.

It has been shown that households with members on Local Council committees tend to have a higher probability to access information for poverty reduction projects such as NAADS given that service delivery agents tend to work directly through them. This increases the awareness of their households on the available services and subsequent access to them (UBOS, 2010). Children and children from child headed homes were not privy to the NAADS information as they were neither part of the project meetings nor management committees although they do form part of the project target. This is due to societal negative attitudes that tend to undermine the potential of children, hence their exclusion. The same story, is said about adults who didn't take part in NAADS I & II. Non-participants urged that access to information was limited as the local leaders called for meetings haphazardly and often only informing a few people. Where the information is/has been provided, sometimes the information is given late and in the process they missed out on community project meetings that usually determine the beneficiaries. Given the high illiteracy levels, some community

members are not able to read or fill out the forms provided for community members to request for enterprises of their choice.

It should be noted that the NAADs programme operates through groups formulated by the members of the communities with common interests and willing to work together, while meeting their obligations as group members. However, this is much dependent on the level of awareness and access to information regarding the programme. Where one has no information regarding NAADs, it is rather becomes difficult for him/her to participate in the programme.

One parent of a child with disability who didn't benefit in Kisoko Sub County said most community members are not benefiting because of lack of information. "At times when meetings take place, I am not aware because I am also a commercial motorcyclist," he said. "Our leaders sometimes have a negative attitude on PWDs so they tend to leaves us out," adds another respondent.

Nevertheless, the majority of the respondents who said they heard about the Programme did not know who funds the programme, let alone the implication of their participation in the programme design, monitoring and implementation. In fact, respondents believed it is the National Resistance Movement (NRM), a ruling party, which is funding the programme. This resonates with some respondents' perception that selection of the beneficiaries many times could have been based on political affiliation of community members.

The programme implementers therefore did not do much to provide the target beneficiaries with relevant information regarding the programme. There was very limited commitment and ownership of the programme. In most cases the enterprises were referred to as 'NAADs' and therefore, a responsibility of NAADs' officials, not that of beneficiaries.

Such inadequacies however, curtail access and participation of farmers with disabilities and children in the programme. This violates their right to access information contrary to the provision of the UNCRPD. Sufficing to note; every citizen has a right of access to information in the possession of the State or any other organ or agency (Uganda's Constitution 1995).

It is imperative that these information gaps be addressed if the NAADs programme is to have positive impact on the lives of farmers. This can be addressed through application of various approaches during information dissemination. These may include: use of community based rehabilitation volunteers (CBR), Village Health teams (VHTs), church, media, community leaders and, of course, provide disability sensitive information.

3.2 Programme design

NAADs programmes initially aimed to provide technologies to enhance farmers' income. However, with time it was expanded to include provision of inputs. This meant that the number of beneficiaries per zone would reduce from twenty (20) people to three (3). The programme basically supports three categories of beneficiaries: (I) Food Security Farmers: those households who are mainly food insecure, (II) Market oriented: those farmers who are productive and need market linkages for the products and (III) commercialised farmers: those farmers who need support in order to be able to add value to their products.

The groups are trained on enterprise selection before they benefit. Those who qualify under food security category, receives less than shs 100,000 (approximately \$35 USD) each group. Farmers under market oriented receive inputs worth shs 570,000 (approximately \$200 USD) each group, while commercialised Farmers receive farm inputs worth over shs 2million (approximately \$700 USD) each group. The categorisation is done by the farmers' fora (Farmer institutions are organs, bodies or entities formed by farmers to champion for their cause. The NAADS program recognises the role of Farmer groups, HLFOs /Cooperatives and Farmer fora (Village Farmer Fora, Sub county Farmer Fora, District Farmer Fora and National Farmer Fora) as the farmer institutions) and benefit is ideally based on the farmers' capacity

(what the farmer can manage to handle, whether he/she has land although at times they are just given whatever the sub county authorities deem fit for a particular farmer). The inputs given include fertilizer, beans, banana sackers, tree seedlings, dairy cows, pigs, goats, chicken, turkeys, ground nuts, to mention a few.

Ideally procurement committees established from parish level up to the district, with support of the Farmers Fora handle different procurement needs of various groups. The selection of the beneficiaries as well as the enterprise is done by farmers themselves during the village meetings under the supervision of NAADS officials and Farmer Fora Executive, which has PWDs representatives. The enterprise selection is guided by national priorities.

This criteria did work for some categories of disabilities especially those without mobility and hearing challenges. This criteria also worked against children and youth who do not attend village meetings or possess land. As a result, many children and youth were left out.



This community
needs deliberate
attention

However, with NUDIPU's intervention under the farming Partnership project, NUDIPU signed an MOU with the Tororo district officials to ensure that each group at least had a PWD. As a result, a considerable number of PWDs have been able to benefit in the second NAADS phase as compared to the first where they were left out.

From the village to the district level, the NAADS programme was managed through committees. The committees supposedly comprised of youth, women, PWDs, Local Council members and technical sub county representatives. These committees were responsible for community self-assessment to identify beneficiaries of various farmer categories-food insecurity, commercialised, and market oriented.

However, from the respondents, there were no elderly or child headed household (A child headed family is that headed by a young person below the age of 18 years), representatives on these committees. This meant that no one advocated for children or the elderly. Having no child headed household representative at the committee and not allowing them to speak during the village meetings greatly limited their participation in the NAADS programme.

During the KII in Tororo district, it was revealed that in the initial phase of 2001-2010 children were left out, but that was rectified for the 2012-2013 phase. However, no list or evidence was available indicating child headed homes that had received direct support. One respondent reported that their farmer's group identified and paid membership fees on behalf of one child headed family. Respondents reported that whereas the programme benefited some of them, they were not consulted during the programme design and were only mobilised to benefit.

3.3 Programme participation

The aforementioned PWDs representation on the farmers committees may not necessarily guarantee their participation or benefit. For instance, it was not until Tororo district signed an MOU with NUDIPU (under Farming Partnership Project¹) to increase PWDs participation in NAADS programme that a directive requiring each group to include PWDs as part of the beneficiaries was issued. This, as a result has seen a considerable number of PWDs in Tororo

¹ This Project is completely independent and is funded by the Norwegian Association of the Disabled (NAD).

benefit. In 2013/2014, at least 161 PWDs were reported to have benefited from NAADs. This deliberate effort can only be found in districts where Farming Partnership operates. It was notable however, that data on the number of PWDs/Children who benefited from the programme was not easily available hence making assessment rather difficult.

"There is no policy to support the benefit of farmers with disabilities. It is evident that few PWDs have benefited. There is no affirmative action. If we are to benefit from NAADs as PWDs, then we need an affirmative action," a respondent in Masaka said.

To benefit, the group must be registered, have a bank account, and its members must regularly attend meetings. In some instances, the benefit is dependent on the individual capacity in terms of land ownership or ownership of the required structures such as shelter or the ability to construct one. At times it would depend on someone's ability to follow up with the NAADs officials to ensure that the enterprise is not diverted. Failure to keep following up the NAADs officials means the target beneficiary would definitely miss out. This is a serious gap, especially that majority of PWDs have limited resources to invest in following up with NAADs officials.

During the FGDs in Tororo, respondents reported that PWDs were participating, but that some of them were experiencing land shortages, implying that they have to hire land for use. In instances where PWDs cannot hire land, benefiting is almost impossible. The situation was evident in Masaka district as well. In Masaka for example, some community members took advantage of the situation to benefit more. They register PWDs/or needy people without land and, after they have received the inputs, they buy them at a giveaway price.

Although findings indicate some level of benefit, specific data indicating how many farmers with disabilities/children have benefited from the programme since 2001 was unavailable. Apart from Farming Partnership data, both districts could not readily avail data on the level of programme benefit. For children, the story is even worse because they are not deliberately targeted-- they are simply secondary beneficiaries.

Moses Adola narrates his experience thus: I am an orphan and had to drop out of school in P.6. I struggled with getting food to eat after that. I heard about NAADS and I went to register but I was turned away. I saw people getting cows, goats and seedlings. I am not sure who is responsible for selecting who can get support. The LC [Local Council] chairman informed me that there was a NAADS meeting and I attended but I wasn't allowed to speak. They said in the meeting that one must have land to access support and I don't have any. I just do casual jobs around the village and earn one thousand five hundred or two thousand shillings per day. If I had a chance to express my needs, I would like to get some goats so that I can rear them and eventually buy some land.

3.4 Challenges/gaps

Findings indicated that the programme is good given the positive testimonies from respondents and can only improve once the challenges identified below are addressed. These include procurement gaps, limited information, high costs of the inputs, poor quality inputs, inaccessible distribution points, training fatigue, corruption, climate changes, poor monitoring, lack of training/skills to manage enterprises, absence of policy on how PWDs/children should benefit, and political interference among others.

3.4.1 Procurement flaws:

Both FDGs and KII indicate that the programme seriously suffered from procurement issues. It was reported that whereas groups request for specific farm inputs/enterprise, on several occasions they may end up receiving what they did not ask for.

One of the respondents said: "I received 20kgs of ground nut seed. I planted it in the first season and got some three bags. The second season, it all died due to weather changes. Apparently I have nothing to show from NAADs programme. I wish they had given me turkeys, I am sure I would have been much better. We should be given chance to choose what we can do best. If I had a chance, I would go for turkeys."

Apart from receiving items that beneficiaries did not ask for, the study also indicates that for some of the farmer inputs distributed, were of poor quality. The seeds either give poor yields or do not germinate at all. This is coupled with the fact that the farmer inputs are not given according to the soil fertility. It was noted that although some regions are known for growing certain kind of crops, NAAD implementers did little to advise the farmers on which enterprise is suitable for specific soil/region.

3.4.2 Poor monitoring:

The study indicates that there was no proper monitoring of the programme beneficiaries. After receiving the inputs, the implementers could rarely visit farmers to assess their performance. This greatly affected the impact of the programme. In Peta Sub County, for instance, one of the beneficiary said after receiving 12 turkeys, the NAADs official never returned to support her in terms of the required knowledge to take care of the turkeys.

"I was given 12 turkeys, but most of them died because I did not know how to take care of them. The sub county just gave them to me without any training. When they fell sick, I informed NAADs people but none of them came," a female respondent said.

This scenario was also observed in Kyanamukaka Sub County, Masaka district, where beneficiaries said the coffee seedlings being supplied were not suitable for their region. This resonates with the fact that beneficiaries were receiving enterprises they did not ask for, nor were they trained in enterprise management. Under such circumstance, the programme cannot produce expected results especially without proper monitoring. It was also noted while this happened not even the World Bank officials have had time to monitor how their funding is performing.

As much as district officials reported one or two visits from the World Bank, none of the community beneficiaries had ever been visited by World Bank Officials. Actually in both districts, none of the community members knew that this programme was funded by the World Bank. To them, it was funded by the National Resistance Movement (NRM) the country's leading political party.

If the World Bank is to achieve its mission to reduce poverty, the home offices should be more interested in monitoring the impact of the programmes against the set out objectives rather than relying on National reports which many times could be fabricated by government officials. With an aim to reduce poverty through child investment, the World Bank should be very interested in this programme as it directly speaks to household wellbeing.

3.4.3 Climate change issues:

During the FDGs, respondents reported that they were experiencing climate change effects. This is more pronounced with farmers who received farming inputs such as maize, beans, coffee, and ground nuts. It was noted that as much as many PWDs

received the seeds, they had suffered a climate setback since some of the seeds could not germinate.

Uganda like many countries is seriously experiencing climatic changes especially where the rains have now become more unpredictable for farmers. Traditionally, farmers knew specific periods when it would rain but now things have changed yet majority of them are unable to adapt to the climate effects. As a result some of them plough and plant their seeds with lot of uncertainty with regard to rain fall. This was made worse with the fact that the seeds given were of poor quality and were oftentimes distributed late. In Masaka for example, respondents said the seeds could often arrive late and by the time they plant, the season for planting is long gone. As a result some farmers end up selling the seeds, others may end up eating and, those who dare to plant, do not gain anything.

3.4.4 Training fatigue/wastage:

While farmers in Tororo claimed they were not trained on enterprise management, those in Masaka said the programme had unnecessary amount of time and resources spent on trainings. FGDs noted that trainings were unnecessarily a burden because the beneficiaries had to attend meetings every week as a requirement for one to benefit. This, according to the respondents was a waste of resources because the trainings could hardly offer anything new. In fact, this kind of waste is one of the reasons the president halted the programme, 'sacked' all NAADs officials and introduced the new system called 'Operation Wealth Creation.'

3.4.5 Inaccessible distribution points:

Although it was noted that PWDs are benefiting, the findings indicate that PWDs were experiencing challenges accessing the distribution venues. Many of them have to travel long distance to access the farm inputs. As a result, some of the PWDs with mobility challenges would end up not turning up to receive the farm inputs. The inputs are then diverted to other farmers. This situation was reported in Kyanamukaka Sub County, Masaka district.

3.4.6 Corruption:

Like many other sectors affected by corruption, NAADs is not spared either. Reports in the field indicate that the implementers were deliberately diverting enterprises to either benefit themselves or their relatives. During the FDGs in Kisoko Sub County, for instance, respondents said the corruption tendencies included giving information about the programme to relatives and friends who then benefit more than once as the rest of the community members miss out.

"There is too much corruption in this programme. Some people don't attend meetings, but you find them benefiting. Names often change after submitting to the sub county. You can find five people benefiting from one family, how possible is that?" a respondent wondered.

In some places, although this could not independently be verified, FDGs said some beneficiaries had to part with money in order to benefit. There were also complaints that some local leaders would only give information to those who subscribe to their political affiliation.

3.4.7 Absence of a policy on how PWDs/children would participate in the programme

While the programme aims at increasing household incomes of farmers in Uganda including famers with disabilities, the findings indicate that the absence of a policy on how PWDs/children would benefit affected the benefit of PWDs/children. This meant that in districts such as Masaka where affirmative action was not considered as a guiding standard, the level of participation was limited. Where affirmative action was

considered, for instance in Tororo district, at least a considerable number of PWDs benefited because there was a structured way of inclusion.

3.4.8 Grant is insufficient

The findings further indicate that the allocations by the programme as farming inputs is insufficient to make meaningful impact on the lives of farmers. According to FGDs and KII interviews, the government provides indicative figures from which the district makes appropriation for sub counties. On average, a group receives between shs100,000- 2m depending on the category of farmers. This is usually treated as a revolving fund.

For food security farmers, an individual group member could receive Ushs 100,000. However, field findings indicated that beneficiaries received 5kg of maize, 20kgs of ground nuts, and between 1-10kgs of beans. For market oriented farmers, one member of the group receives inputs worth Ushs 500,000, which is supposed to serve as a revolving fund. It was noted that in most cases after receiving the inputs, individuals rarely return the principal capital, implying that other members of the group may end up not benefiting. Let alone missing out, respondents reported that the grant given cannot in any way cause significant change in their lives.

4.0 Programme Impact

Despite the various limitations provided above, the programme is ultimately key in promoting the livelihoods of farmers. According to the respondents, families that benefited from the NAADS programme reported a slight improvement in food security, household incomes, and property/assets such as land, animals and bicycles, larger networks from exchange visits to other farmers, more food available at a cheaper price, trainings and advisory services. Many women who participated in the programme report that they are now able to better feed, clothe and educate their children compared to the non-beneficiaries. Households that participated in NAADS had healthier children compared to those that didn't.

"I received 10 kilograms of maize from NAADS. I had dropped out of school to get married. But now I went back and did S.4. My mother in law stays at home with the baby and my husband has 2 acres of land. He sells the produce to pay for my fees. I want to go to nursing school," a female respondent said.

It was also reported that NAADs has changed community's attitude towards farmers with disabilities. Initially PWDs would be seen as people who can't work for themselves. This has changed. One of the farmers with disability was recognised and visited the president in Tororo district after he emerged best model farmer. Generally, there is a feeling that the programme is helping PWDs/children even if it is little, it supports the vulnerable. Several respondents said they had actually been able to afford fees for their children, built houses, accessed medical services, and mate their basic needs.

"We are benefiting. For instance, our group Bulegaya women's group, received Ushs 1000,000 that we used to buy pigs and each members receive one piglet, which have since have multiplied. I was able to sell some to raise [school] fees," a respondent noted.

One of the beneficiaries in Kisoko Sub County, Tororo district, Mr. Samuel Owere who received 15 turkeys has been able to construct a permanent house for his family.



Samuel Owere (C) with family take a picture in front of his newly constructed house.

The majority of the beneficiaries who received support from NAADs believe that their lives have changed and are better placed than those members of the community who have not benefited. One respondent indicated that initially she would have challenges feeding her family. Now her children eat beans and are very healthy compared to the children of her neighbours who did not benefit.

"I no longer lack what to feed my children on because I am able to sell part of beans to access other basic needs and feed on the balance," she said. A community member who did not benefit from the programme attests to this. He said: "I don't find support to help my children unlike my community members who have benefited from the programme."

However, the situation was the opposite for non-beneficiaries who reported cases of food insecurity, high school drop outs and early marriages. Although the programme was meant to target the poor, according to the respondents, this was not the case. Cases of corruption and unfair treatment were reported right from the villages to the district level. To the community members, NAADS greatly benefited those who were already better off but not the very poor in the communities.

In both districts, respondents showed concern for a high number of vulnerable girl children in the communities who drop out of primary school due to poverty. Respondents felt that these children should also be specifically targeted by the NAADS programme.

"I have trouble looking after my children. I didn't benefit from NAADS neither the first or second. Every time I come to register, I was always told that the list was full and will have to wait. I however never got to know when the registration was ongoing. The chairman has never come to my home to tell me about NAADS. If only I can benefit, I would be able to send my children to better schools, feed and clothe them better. The income I earn from riding a bike is not enough to look after my family, I also need to be involved in agriculture to supplement my income," a male respondent – non-beneficiary

5.0 Conclusion:

From the findings it is crystal clear the NAADs programme is important in the livelihood of farmers, especially farmers with disabilities just like any other development programme. Unfortunately, there are very many glaring implementation gaps that will/ have affected the amount of results the programme would probably create. There is no doubt that the government is spot on addressing the challenge of the biting poverty that PWDs/children are swimming in, but rather her capacity to deliver on this programme leaves a lot to be desired. It's imperative therefore, that the little allocations made to programme ought to reach the actual target beneficiaries. As it stands the respondents believe that they are not yet benefiting as expected owing the various gaps as discussed above.

The World Bank officials however, note that while this report points out critical issues that need attention, it is also important that the report recognises the Bank's limitations with regard to its roles in order to avoid over expectations. This notion meanwhile may imply that the World Bank's safeguards are not very explicit in regard to how much influence the Bank may have on the implementation of the programmes it funds. It is imperative therefore, that World Bank Safeguards should explicitly provide for disability issues in order to address the challenges highlighted.

5.1 What should be done differently by new NAADs?

After halting the implementation of NAADs phase II, the President introduced a new approach that he believes could support the programme achieve its objectives. The 'Operation Wealth Creation' aims at reducing the gaps in the programme implementation that affected the programme's performance over the last 13 years. This means the new NAADs must come up with new strategies to reach the target audience.

During the FGDs and KII discussion almost all respondents agreed that the new NAADs under Operation Wealth Creation, needs to overhaul the entire way of operations especially making sure that the target beneficiaries receive what can make meaningful change in their lives.

Recommendations:

- The Ministry of Agriculture, Animal Industry and Fisheries (MAAIF) and the World Bank should carry out independent evaluations on the impact of the entire NAADS programme on the vulnerable such as PWDs, elderly and children to increase on the resource base and inform future policies and programmes both at the National and World Bank level.
- It is further suggested that local communities should be involved in identifying and designing appropriate and effective programs to address local challenges. Although the World Bank report (2000) looked at prosperity through empowerment of local communities, the NAADS programme funded by the World Bank has not achieved this purpose. Community members reported that they were not involved in the design of the programme nor allowed to choose what enterprise they wanted to do. In the end, there was

no ownership from the communities and they referred to the enterprises such as goats or cattle as "NAADS goat or cattle."

- The World Bank as the funders should have independent monitoring teams to assess the impact of the programme, including meeting with community members who had benefitted as well as those that had not. If this was done, maybe most of the challenges that were identified in NAADS, which include but not limited to; corruption, political affiliation, lack of community involvement in the planning and implementation, delay in delivering agricultural inputs so to say, would have been resolved before funding NAADS II. The result has been failure of the programme which led to the President resorting to the army to monitor the programme. The challenge to this however is that the communities have not been sensitized about the army's involvement which has created lots of tension amongst people.
- The World Bank needs to pay particular attention to the rights and interests of children, including children with disabilities, when funding a programme. A country like Uganda where almost half of the population are children, for any development programme to succeed children and youth must embrace it. This was not the case with NAADS, thus the need to include child rights in the on-going World Bank Safe guard review.
- Government should also endeavour to engage and coordinate disability, and child rights advocacy groups' approaches and standardise these so that they are included in all policies and programmes. Many times although guidelines are present at the national level, these are not followed on the ground. Civil society then tends to fill this gap at community level, sometimes duplicating other stakeholders' activities.
- Children, women, people with disabilities and the elderly are vulnerable groups that could benefit more from government initiatives that are well coordinated through civil society actors. Disability legal frameworks and Child protection guidelines exist that can be standardised and incorporated into all programmes and policies at the national level in conjunction with the Ministry of Gender, Labour and Social Development (MoGLSD).
- Particularly, it is worth noting that offering inputs such as 1kg of maize, for instance does not add value. What should be done is provide opportunities for value addition. This in turn can provide several communities with jobs and markets for their products.
- Establishment of the stabilisation fund is key in encouraging production. The stabilisation fund is meant to stabilise market prices as well as support in subsidising the cost of production. The production could be streamlined with implementation of zoning issue to ensure high yields to farmers. This is especially so that different regions have cooperative advantage over other regions.

In fact, one of them said: "We are tired of hand-outs. What we need now is value addition equipment. We have given people seedlings for coffee for so many years but how come we can't cover the land. Which kind of village is that that land can never be filled up with coffee seedlings?"

- NAADs secretariat/Operation Wealth Creation, thus ought to consider providing beneficiaries with a comprehensive package. Providing farmers

inputs without trainings and fertiliser is like treating symptoms without the actual cause of disease. This affects their level of benefit.

- There is a need to develop policy and guidelines on how to include PWDs/children. There is a need to train the wealth creation team on disability issues. There is need to streamline the issues of procurement to ensure that the inputs are procured in time. The mobilisation of the target beneficiaries should be improved.
- The new NAADs should not over rely on local leaders to deliver information. There should be a deliberate effort to use multiple approaches such as including PWDs leadership in mobilisation. There is need to borrow the good practices from the previous NAADs interventions.

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