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Summary Analysis of Identified Capacity and Training Needs for the Uganda Ministry of Agriculture, Animal Industry and Fisheries (MAAIF)

I. Background

This report provides an analysis of potential capacity and training needs based upon a review of the following documents:

- A. Adam Smith International. (2011, February). Functional Review of the Ministry of Agriculture Animal Industry and Fisheries. First Draft.
- B. Lang, T. & Grosen, J. (2000, November). Untitled Interim Report (Assessment of the MAAIF Functional Analysis).
- C. Pasipanodya, D. (2011). Institutional rivalry and organizational challenges in agriculture administration – the case of the Agriculture Planning Department and the PMA Secretariat in Uganda. IFPRI.
- D. Sabiiti, E., Pasipanodya, D., & Kebba, A. (2010, February). Review of the MAAIF Restructuring and Reform Process and Proposals for Inclusion in the Forthcoming Development Strategy and Investment Plan. Draft Final Report. MAAIF.

II. Analysis

Training and technical assistance needs have been divided into the following two broad categories:

- **Organizational management capacity:** This includes general organizational structure and functions, policy coordination, monitoring and evaluation, statistics (related to M&E), financial management, and communications. Needs in these areas can be addressed through training, technical assistance, or a combination of both.
- **Technical skills capacity:** This includes climate change, rodent and pest control, agricultural statistics and food safety. In most cases these needs can probably be addressed through training.

A. Recommendations

Caveat: There are limits to the level and accuracy of analysis that can be undertaken from a desk review. The analysis that follows is based on an extraction and review of key findings and recommendations from the documents reviewed. Some of these ideas may have already been addressed, and some may no longer be pertinent. In addition, the different reports sometimes make recommendations that do not align with one another. The recommendations and suggestions made here should be ground-tested with key ministry officials. Despite these limitations, it is our view that several areas worthy of pursuit have been identified.

In addition, it should be mentioned that several of the reports cite a need to increase overall MAAIF staffing and funding.

Recommendations to explore:

- **General ministerial structure:** There are a significant number of findings with regard to the ministry's structure, which include: the PMA Secretariat is detached from the MAAIF and duplicates some of the functions of the planning department; linkages with local government and other ministries (e.g., Ministry of LG and LGs) are weak; and there is limited coordination between main ministry departments. At least two reports mention that there is a lot of duplication of effort between ministry departments, and between the ministry and other agencies, such as between the ministry and local government.

This would indicate there is a need to review and perhaps realign the ministry's overall structure (or at least clarify the structure and functions). A common way to address these issues would be through a strategic planning process that clarifies organizational objectives, roles and responsibilities, and aligns the ministerial structure with its core functions – both programmatic and support functions.

- **Policy analysis:** There is weak capability for policy planning and coordination. Several of the issues related to policy have to do with inadequate coordination and can probably be best addressed by clarifying the MAAIF's structure and the roles and responsibilities of the various units. There is also an issue raised with regard to the inadequacy of coordination with the private sector. There is not much mention of the Ministry's actual policy making and implementation capacity (other than a general need to improve the development of sector policies, plans and programs), but many of the findings relate to the need for better coordination. There are several actions that could be taken to improve policy coordination overall and, in particular with the private sector. Actions to consider include establishing a more effective ministerial outreach capacity, supporting private sector advocacy forums, and working with key stakeholders to develop an "action agenda" around pressing policy issues.
- **Monitoring and evaluation:** An improved monitoring and evaluation system is needed that can better assess the impacts of programs and projects, and is able to use the results of the monitoring system to make management and design improvements. Several reports mention the need to strengthen the system used to collect agricultural statistics. This could likely be

improved by clarifying the M&E function, ensuring program objectives are clear, and developing practical indicator and data collection systems. Providing training to ensure that M&E and agricultural statistics skills are sufficient for the tasks required would likely also be useful – probably at a central and district level.

- **Financial management and budget:** There is a need to improve the budgeting and resource allocation process. There are several issues that need to be clarified, including a more realistic approach to budgeting in line with available resources, and clarity on how to apportion resources among departments and between the ministry and districts.
- **Food security:** There is a need to establish a food security management capability with MAAIF. This could be a stand-alone function, or it could be integrated into an existing unit, such as the PMA. If such a unit were established, this could potentially address several other concerns raised in the report. For example, the unit could be charged with improved sector coordination (as food security is a broad cross-cutting issue) and with improving outreach to the private sector (together or under a policy analysis unit). Such a unit could also play a lead role in CAADP associated activities, if there is an interest in Uganda to use CAADP as a guiding program principle. Training in policy and inter-sectoral coordination could be helpful, as would skills in stakeholder outreach, workshop management, and strategic communications.
- **Reward and incentive structures.** Several of the documents identify the ministry’s difficulty in attracting and retaining qualified staff due to inadequate incentive structures. These are likely issues that go beyond the ministry itself and require general civil service reform.
- **Specific technical needs:** There are a number of skill areas that could be strengthened through short-term technical training, including: monitoring and evaluation, statistics, pest and rodent control, climate change, and food safety. In some cases, it will also be necessary to clarify how these roles fit within the ministry in terms of coordination, supervision and reporting.

Overall, the documents reviewed indicate a need to develop a comprehensive staff training plan. This could be a task unto itself, if such a system doesn’t exist. Staff training should be tied to the development of key competencies/skills areas which, in turn, should be linked to overall organizational objectives and functions.

B. The Way Forward

The following actions have been identified as potential next steps:

1. **Hold a workshop to review the various recommendations, prioritize actions, and develop an implementation plan.** One immediate next step would be to organize a review of the various recommendations by topic and explore with the ministry which recommendations are relevant and which are priorities. This would be a relatively straightforward process and would need to involve senior ministry decision-makers.

2. **Institutional assessment.** Use the information provided in the various assessment reports as a basis for conducting a relatively quick institutional assessment that would focus on the topics mentioned in this report, including ministry structure, monitoring and evaluation, policy coordination, and outreach. The assessment would seek to update and synthesize the information available from the previous reports and use the updated information to develop an institutional improvement action plan. While it is clear that the ministry has undergone a number of assessments, it is not clear whether these recommendations have been processed or whether an action/organizational improvement plan has been developed.

If desired, the assessment could also include a focus on capacities related to USAID Forward, which would include a focus on capacities in the areas of procurement, financial management and managing for development results.

3. **Strategic planning workshop.** Given the significant number of recommendations that deal with the ministry's organizations and functions, it would be useful to facilitate a strategic planning exercise. The purpose of the exercise would be to develop/review/clarify the ministry's medium-term strategic plan, and ensure that organizational structure and functions are aligned with the organization's purpose and objectives.

Depending on USAID and MAAIF needs, some combination of the above could be supported by Africa Lead. For example, a quick assessment of the current status of prior recommendations and issues could be conducted, and this information could be used as a platform for strategic planning -- essentially letting the analysis serve as a SWOT analysis (of Strengths, Weaknesses, Opportunities, and Threats). It is also possible to focus efforts on one aspect of the ministry's operation as opposed to looking at the overall structure. For example, assessment and a capacity needs review could focus on the establishment of a food security unit, or the development of a robust monitoring and evaluation system.

4. **Support short-term training in particular high-priority areas.** A number of areas have been identified where skills development could be beneficial. The mission, together with the MAAIF, could select a few areas where training could be provided over the near-term (as these skills will be needed no matter what else is done). Training areas could include monitoring and evaluation, agricultural statistics, food safety, climate change, and pest and rodent control management. Africa Lead could provide or organize training in these areas, or training could be provided from other sources.

III. Findings – Extracted from Document Review

This section provides an extraction of key capacity and training needs as identified in the above documents.

Capacity Building Areas	Directorate/ Agency	Overview of Needs	
Organizational Management Capacity			
General organizational and functional structure	MAAIF overall, PMA Secretariat	-PMA Secretariat is viewed as detached from MAAIF, duplicates function of MAAIF’s Agricultural Planning Department, lost its focus on cross-sectoral coordination	IFPRI p2-4
General organizational and functional structure	MAAIF overall, Planning Dept/Policy and Planning Dept	-Linkages between MAAIF-Sector Agencies, MAAIF-local gov’t., and MAAIF-other MDAs are very weak -Ministry of Public Service has observed that there is a lot of duplication of activities -Guiding Principle for an effective MAAIF organizational structure #4: “Reduction or elimination of overlap and duplication of activities by providing a clear delineation of roles and responsibilities for the main commodity groupings, i.e., livestock, crops and fisheries.” -Policy and planning should be more closely aligned to marketing, ag infrastructure and water - Coordination and responsibility for DSIP	Sabiiti et al. p5, 15, 19, 26
General organizational and functional structure	MAAIF overall	-Clarity on Mandate, Mission and functions is helpful in identifying an organization’s strategic objectives and human resource and budget requirements. - Strengthen mechanism for coordination and conflict resolution regarding policymaking and with COCTU -Set up resource allocation and coordination Framework or Mechanism -Strengthen mechanism for coordination and harmonization of institutional capacity building with MPS and MoLG and LGs -MAAIF should improve consistency in developing mechanisms for East African integration -Linkages between Ministry Headquarters and local governments and between District Production Dept. and sub-counties be strengthened -identify Lead Agencies and Collaborators for cross cutting issues where there are shared responsibilities	Adam Smith p23,27, 30, 65, 66

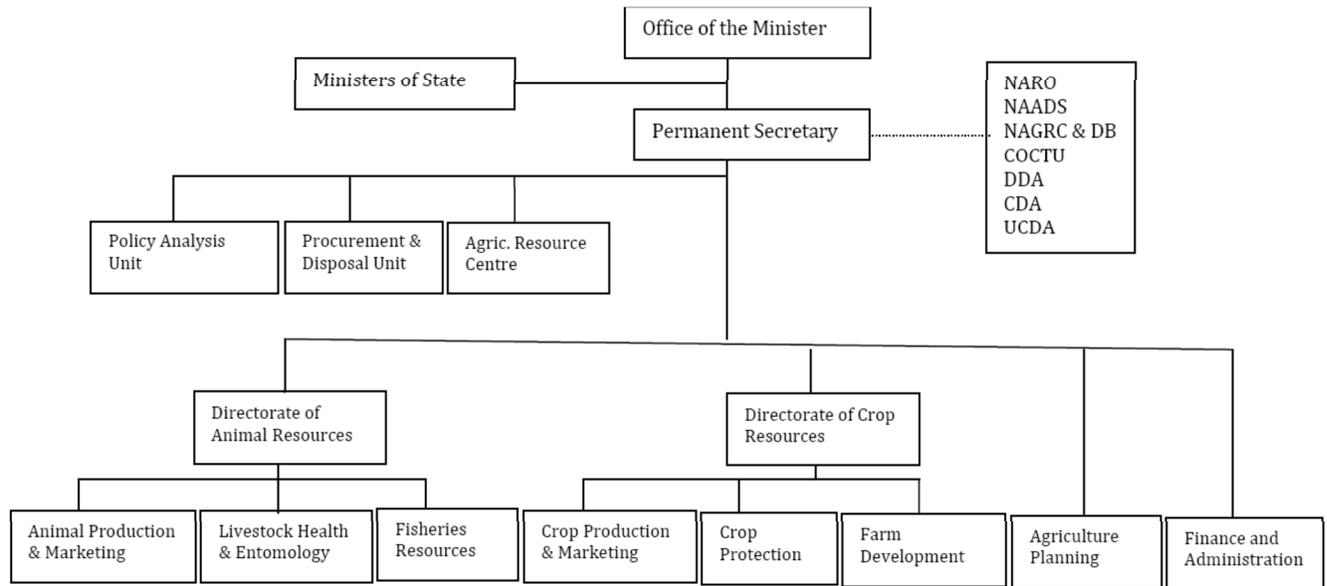
Capacity Building Areas	Directorate/ Agency	Overview of Needs	
General organizational and functional structure	MAAIF overall	-Weak linkages between MAAIF and local governments -Departments within the directorates seem to operate rather independently and there is only limited co-operation between the various “department kingdoms.” Co-operation between divisions within a department is much stronger.	<i>Lang & Grosen p1, 10, 11</i>
Policy analysis and coordination	MAAIF overall, PMA Secretariat	-Policy and planning function disjointed/policy formulation and implementation disconnected - Policy Analysis Unit separate from Agricultural Planning Department	IFPRI p2-4
Policy analysis and coordination		-Improve the development and coordination of sector policies, plans, programmes and projects geared towards enhancing a conducive and enabling environment necessary for the private sector to operate effectively	Adam Smith p49
Policy analysis and coordination	MAAIF overall, PMA Secretariat	-PMA Secretariat is viewed as detached from MAAIF, duplicates function of MAAIF’s Agricultural Planning Department, lost its focus on cross-sectoral coordination	IFPRI p2-4
Policy analysis and coordination		-Strengthen mechanism for coordination and conflict resolution regarding policymaking and with COCTU -Strengthen mechanism for coordination and harmonization of institutional capacity building with MPS and MoLG and LGs -MAAIF should improve consistency in developing mechanisms for East African integration -Linkages between Ministry Headquarters and local governments and between District Production Dept. and sub-counties be strengthened -Identify Lead Agencies and Collaborators for cross cutting issues where there are shared responsibilities	Adam Smith p27, 30, 65, 66
Policy analysis and coordination		-Limited co-operation between policy and planning	Lang & Grosen p1, 10, 11

Capacity Building Areas	Directorate/ Agency	Overview of Needs	
Monitoring and evaluation		-Management must study M&E reports and implement recommendations, take corrective measures and identify constraints -Improve on monitoring the implementation and impacts of public programmes and projects to ensure value for money and enhanced attainment of sector objectives	Adam Smith p28, 50
Monitoring and evaluation - Harmonization		-Harmonize M&E and reporting mechanism, clearly spelling out activities vs. local gov't.	Adam Smith p21
Monitoring and evaluation - Statistics		-Strengthen agricultural statistics accounting and surveys	Sabiiti et al p25
Monitoring and evaluation		-Establish a feedback mechanism about MAAIF's service delivery so that it can take corrective measures where necessary	Adam Smith p62
Monitoring and evaluation		-The agricultural statistics system at various levels needs to be revitalized, based on new policy developments - Strengthen agricultural statistics, based on NDP -Continue to improve on the generation and provision of agricultural data and information to enhance the capacity of the sector to take advantage of and compete in the regional and global agricultural market	Adam Smith p34, 35, 49
Financial management		-Need improved resource allocation and utilization -Strengthen budgeting, based on NDP	Adam Smith p6, 35
Financial Management		-Clarify and improve the budgeting process so that MAAIF management can make evidence-based claims for future resources -In order for budgets to have the desired impact, need to be derived from the organizational objectives and these in turn need to originate from the sector objectives as well as the PEAP policy action.	Adam Smith p31, 49
Financial Management	Policy and planning	-Set up resource allocation and coordination Framework or Mechanism	Adam Smith
Develop an organized ICT		-Augment ICT and steadily computerize all departments	Adam Smith p63, 64

Capacity Building Areas	Directorate/ Agency	Overview of Needs	
unit			
Training		-Developing and articulating training needs, developing appropriate training programs and contracting training providers	Sabiiti et al p20
Staff Development – Training System		- Develop staff development plans	Adam Smith p65
Food security and safety responsibility		-Need to establish a clear responsibility center for food security and safety with overlapping functions	Adam Smith p21, 65
Marketing function		-Market intelligence, market development and agribusiness	Sabiiti et al. p19
Develop internal communication system		-Strengthen/develop internal communication system	Adam Smith p61
Develop reward and incentive structures	MAAIF overall	-Other agencies with more competitive reward structures attract staff away from MAAIF -Agricultural Planning Department has difficulty attracting motivated staff with required qualifications -“Poor reward systems adversely affect staff motivation and productivity, particularly in the departments and directorates of MAAIF.”	IFPRI p2, 4
Develop reward and incentive structures		-Prevailing reward and incentive structures should be assessed to establish their capacity to attract and retain staff -Ministry of Public Service has been consulted to explore and determine impacts	Sabiiti et al. p12-15
Technical Skills Capacity			
Water for Agricultural Production		-Building capacity to implement this new role (if Water for Agricultural Production function is moved to MAAIF, based on new policy developments)	Adam Smith p34
Pest and rodent control		-“proposed revitalization” of services	Sabiiti et al p25
Pest and rodent control		-Need to shoulder increased responsibility for pest and rodent control and regulatory services across sub-sectors, based on new policy developments	Adam Smith p34

Capacity Building Areas	Directorate/ Agency	Overview of Needs	
Climate change	Policy and Planning Dept.	-Develop internal capacity to capture, analyze and interpret the data for use in developing policies	Sabiiti et al. p19
Food safety		-Food control system should be strengthened from promotion to export including chemicals used	Adam Smith p21, 65

Appendix I: Existing Ministry of Agriculture, Animal Industry & Fisheries



Source: Adam Smith International. (2011). Functional Review of the Ministry of Agriculture Animal Industry and Fisheries, First Draft. Page 33.