FINAL PROJECT REPORT

UGANDA FOOD PRODUCTION SUPPORT PROJECT
(Contract No. 617-0102)

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Submitted to:
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I feel that I have had a special privilege being one of over thirty ACDI consultants who have worked at various assignments in Uganda during the seven years of the Food Production Support Project. It is the end of a project but not the end of the memories nor, hopefully, the end of the work that was initiated by the project for the benefit of the Ministry and the cooperative movement in Uganda. The ultimate purpose for all the money and labour spent, for all the training and all the supplies and equipment procured; a purpose which is sometimes lost in the corridors of Farmers House, in the ledgers of donor agencies and in the offices of district unions; is that somehow, somewhere, there is a rural farmer, a cooperative member, who is better off today because of the work all of us did yesterday.

On behalf of all the ACDI advisors, consultants and the ACDI Washington staff, I would like to express my appreciation to all the people of Uganda who are associated with the cooperative movement and who have worked side by side with us, sometimes under adverse conditions, but with true professionalism and dedication, for the purpose of improving the standard of living for the Ugandan people.

Thomas H. Carr
ACDI Team Leader-FPSP
September 1988

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LIST OF ACRONYMS

ACDI	Agricultural Cooperative Development International
ACO	Assistant Cooperative Officer
ADB	African Development Bank
AGM	Annual General Meeting
AO	Agricultural Officer
BOD	Board of Directors
BOU	Bank of Uganda
CA	Cooperative Assistant
CBU	Cooperative Bank of Uganda
CCD	Commissioner for Cooperative Development
CCS	Cooperative Credit Scheme
CM	Commissioner for Marketing
CMB	Coffee Marketing Board
CO	Cooperative Officer
DAO	District Agricultural Officer
DCO	District Cooperative Officer
DFD	Development Finance Depart
DFI	District Farm Institute
DTT	District Training Team
DU	District Union
DVO	District Veterinary Officer
FPSP	Food Production Support Project
GOU	Government of Uganda
IPA	Institute for Public Administration
LMB	Lint Marketing Board
MAIF	Ministry of Animal Industry and Fisheries
MCM	Ministry of Cooperatives and Marketing
MOA	Ministry of Agriculture
NGO	Non-Government Organization
PMB	Produce Marketing Board
PPE	Principle Planning Economist
PS	Permanent Secretary
PU	Planning Unit
RCO	Regional Cooperative Officer
RMO	Regional Marketing Officer
TOT	Training of Trainers
UAFA	Uganda Agricultural Finance Agency
UCA	Uganda Cooperative Alliance
UCB	Uganda Commercial Bank
UCCU	Uganda Central Cooperative Union
USAID	U.S. Agency for International Development
Ush	Uganda shilling
VOCA	Volunteers in Overseas Cooperative Assistance

FOREWORD

The ACDI Cooperative Agreement with the U.S. Agency For International Development under the Uganda Food Production Support Project (FPSP) has been amended six times over the past seven years. There have been a total of thirty-two consultants who have participated in the project and over thirty-seven consulting reports have been submitted.

As stipulated in the contract there has been eight progress reports prepared and submitted. It was not known at the time of the July 1985 coup whether the forth contract amendment, which extended the time of the credit advisor for an additional year, would be implemented or, if so, at what time the advisor would be allowed to return. ACDI, therefore, initiated the work on the "Interim Project Report, Uganda Food Production Support Project" which covered the time period from 1982 to 1985. This report was submitted to USAID in August of 1985.

The credit advisor did return in March of 1986 and another contract amendment was negotiated to extend both him and the credit planning advisor up to September 1987. This time period, from March 1986 to September 1987, was devoted almost entirely to the revival of the former cooperative credit scheme and the subsequent attempt to create the Uganda Agricultural Finance Agency (UAFA). Another progress report was submitted to cover this contract period: "The final Report of the Credit Advisor, FPSP", September 1987.

A sixth and final contract amendment was approved to allow for the credit planning advisor to remain in Uganda for an additional year and to resume the position of cooperative planning advisor to the Ministry of Cooperative and Marketing; the extension also serving, in addition to the planning responsibilities, as a bridging mechanism between the FPSP and the CAAS project which was in the design stage.

This report is in two parts: the first part being the summary of project events from 1982 to 1987 which has already been officially reported in the two previously mentioned reports; and the second part is the final report of the activities of the Cooperative Planning Advisor covering the period from July 1st, 1987 to September 30th, 1988. It is the last report to be submitted by ACDI under the Food Production Support Project.

ACDI Final Reports

Time Period	ACDI Report
May 1982 to July 1985	"Interim Project Report, Uganda Food Production Support Project, 1982-1985", Lew Clark; August 1985.
March 1986 to Sept. 1987	"Final Report of the Credit Advisor", Lew Clark; September 1987.
Oct. 1987 to Sept. 1988	"Final Project Report, Uganda Food Production Support Project", Thomas Carr; September 1988.

PART ONE

PROJECT SUMMARY

UGANDA FOOD PRODUCTION SUPPORT PROJECT

I. Summary of Activities: 1982 - 1985

The U.S. Agency for International Development resumed economic assistance to the Republic of Uganda in 1979 after an absence of several years during Idi Amin's reign. Most of this aid was disbursed through the Food Production Support Project (FPSP) and was directed toward rehabilitating the small farm sector which produces the bulk of Uganda's domestic and export farm products. At its inception, the project focused on importing those agricultural inputs most needed by farmers, particularly hoes, seeds and bicycles. AID was concerned that these inputs be distributed to farmers efficiently and without delay. Based on ten years of assistance to the Ugandan cooperative sector from 1963 - 1973, ACDI suggested and AID agreed that cooperatives should become involved with distributing the inputs. AID asked ACDI to assess the technical assistance and agricultural rehabilitation and, in 1981, ACDI project officer Donald Crane and Newton J. Guderyon, ACDI training specialist in Kenya, prepared a proposal which resulted in a cooperative agreement with AID.

In May 1982, ACDI and AID entered into Cooperative Agreement No.617-0102-A-2005-00 to provide technical assistance and training services, under FPSP. The agreement was amended three times, in 1983, 1984, and 1985, to modify and extend the type and duration of services provided by ACDI.

The initial agreement called for one long-term planning advisor/team leader for 18 months assisted by 7 short-term consultants for a total of 31 months. It also provided 700 person-weeks of in-country seminars, 55 person-months of specialized short-term U.S. technical training and four person-years of U.S. academic degree programs.

The April 1983 amendment provided for 27,000 participant-weeks of in-country seminars and 116 participant-months of specialized short-term training in the U.S. In addition, the first amendment revised the technical assistance requirements to include four long-term advisors for 64 person-months plus 54 months of short-term consultancies.

The second amendment in March 1984 extended the agreement from September 30, 1984 through September 30, 1985, extending the long-term advisors' assignments (planning/team leader, primary training, credit and distribution/warehousing) and the part-time services of the womens' cooperative development advisor and continuing the short-term transportation, sales management and management development consultancies. This amendment also provided for a short-term, three-member cooperative sector study team, a planning consultant for nine months, and short-term U.S. training for about 32 people and long-term degree programs for two additional people.

The August 1985 amendment called for an extension of the agricultural credit component and the credit advisor's services through August 1986 as well as for short-term credit consultancies for six months and short-term advisory services to the Uganda Cooperative Central Union. This third amendment states that the total periods of technical assistance and training would be as follows:

> The program is expected to include approximately 27,000 participant-weeks of in-country seminars, 212 participants-months of specialized short-term training in the United States, and 4 participant-years of long term degree oriented training. A total of approximately 227 person-months of technical assistance will now be employed throughout the life of the project including four long-term advisors for 121 person months plus 106 person-months of short term consultancies.

When ACDI advisors arrived in Uganda in 1982, they were greeted warmly by officials and farmers who remembered ACDI's previous cooperative development program and staff. Everyone was eager to express their ideas concerning implementation of the project and the need for strengthening the cooperative sector. The Cooperative Development Department of the Ministry of Cooperatives and Marketing (MCM) served as the host government implementing agency for ACDI's FPSP activities. Much of the credit for the smooth operation of the technical assistance and training activities can be attributed to the cooperation and support of the Permanent Secretary of the Ministry of Cooperatives and Marketing, the Commissioner for Cooperative Development, the Assistant Commissioners of Cooperative Development and the head of the AIDS and Projects Section. Long-term advisors and short-term consultants, their families and the project all benefited from the congenial working and social relationships.

The activities carried out under FPSP were implemented during the reconstruction/rehabilitation period between the "War of Liberation" in 1979 and the disposing of President Obote on July 27, 1985. This was a period of severe economic stress and uncertainty during which security posed real problems. In spite of these physical and economic difficulties, Ugandans worked hand-in-hand with ACDI personnel to make development efforts a success. Deprived of opportunities to enhance their knowledge of cooperative operations and management during the Amin period, Ugandan farmers, cooperative officials and ministry personnel demonstrated their eagerness to learn skills which enable them to strengthen their institutions.

At the time of the coup, the project was approaching its successful conclusion. With the exception of the team leader who was scheduled to finish up project affairs during September and the credit advisor whose assignment was in the process of being extended through August 1986, all other personnel were scheduled to complete their assignments on or before August 31, 1985.

ACDI team members had made excellent progress toward achieving project objectives and completing their assignments prior to July 27th. Marketing consultant, William Aldworth had completed his fifth and final consultancy and departed from Entebbe airport on y minutes before the coup and credit advisor, Lewis E. Clark was on R & R leave in the U.S.; scheduled to return August 7. Team leader, Roger H. Newburn; womens' cooperative development advisor Teresa Newburn; distribution and advisor, Lee Rosner; Transportation consultant, Dale Bonde and Planning Advisor, Thomas H. Carr were in Uganda and on July 31, they and their families were evacuated to Nairobi, Kenya under orders from the American Embassy in Kampala.

Following their arrival in Nairobi, ACDI team members were placed on temporary duty status to enable them to prepare final reports and complete project matters which could be done outside Uganda. USAID/Kampala decided that ACDI personnel whose assignments were due to end on or before August 31, 1985 would not be authorized to return to Uganda even if conditions improved. Lee Rosner departed August 17; William Stonefield on August 23, Teresa Newburn on August 30, and Roger Newburn and Thomas H. Carr on August 31. Lewis Clark, who had returned to Nairobi on August 9 to help with project affairs due for completion by September 30 and to prepare for his eventual return to Uganda, remained. Continuing unstable security conditions precluded an early return to Uganda and so Clark left Nairobi on September 11.

The technical assistance and training carried out by ACDI during the period 5/82 - 7/85 conformed to Cooperative Agreement and amendment guidelines. Of the estimated total of 227 person-months of technical assistance called for, approximately 208 months had been provided through September 30,

1985. The 19 person-months remaining represents TA called for under the third amendment covering the period through August 31, 1986. Approximately 224 person-months of short-term technical training in the U.S. had been provided. Of the four years of degree training indicated, three years had been completed and two masters degrees awarded and the bachelor degree candidate's second year had been funded for a total of four years of academic training. In-country seminars provided approximately 27,000 person-weeks of training to more than 13,000 cooperative officials and trainers. Training was conducted for 89 percent of all primary society secretary managers and 43 percent of all cooperative board chairpersons based on statistics obtained from the "National Cooperative Survey Project Uganda 1985" which was conducted by the MCM Planning Unit under the direction of planning advisor, Thomas H. Carr. Thus, in a macro sense, the planned levels of technical assistance and training were achieved by ACDI.

For more information regarding specific consulting assignments, refer to Appendix II where all the progress reports and the 37 consulting reports are listed. All reports are available at ACDI Washington D.C., USAID/Kampala and at the ACDI office in Kampala.

For additional information concerning this time period, refer to the "Interim Project Report, Uganda Food Production Support Project", ACDI. August 1985.

II. Summary of Activities: 1986

At the time of the July 1985 coup which resulted in the collapse of the Obote regime and the brief rule of General Okello, the Uganda Food Production Support Project (FPSP) was nearing the successful conclusion of four years of farm supply and cooperative assistance effort. Under the project, trainers had been trained and cooperative education training given to over 12,000 cooperative staff and directors; most union managers had attended at least one two-week management seminar; driver training and motor pool reorganization had greatly improved the efficiency of cooperative transport; cooperative farm supply distribution and marketing had been greatly improved; a survey of cooperatives was carried out and a data gathering system launched; and a strong beginning made on the development of women's cooperative programs.

However, start-up of a small farmer credit program had been held up by the poor condition of the cooperative bank and organization disagreements on how else to proceed. These difficulties were resolved in principle in early 1985. An agreement was reached on the establishment of a new Uganda Agricultural Finance Agency (UAFA), to provide small farmer credit through the cooperative societies, under the supervision of the Bank of Uganda and with major participation by both the cooperative unions and the commercial banks. Prior to the coup, the cooperative agreement had been amended to extend the tour of the credit adviser for a year to help the establishment of the new agency and the reestablishment of the cooperative small farmer credit program.

Disturbances accompanying the coup forced the evacuation of all ACDI personnel in July of 1985. It was not until March 1986, after President Yoweri Museveni came to power, that ACDI's credit adviser Lewis E. Clark and other project personnel were authorized to return to Kampala.

Uganda Agricultural Finance Agency (UAFA)

At the end of March 1986, the Management Committee of the Bank of Uganda sanctioned the establishment of the Uganda Agricultural Finance Agency(UAFA). It assigned the task of guiding the effort to the Development Finance Department and an inter-agency UAFA Establishment Committee under the chairmanship of Mr. Joseph Nsereko, senior principal banking officer. The committee membership included senior representatives from the cooperative movement, the Bank of Uganda, the Ministry of Cooperatives and Marketing(MCM) and the Ministry of Agriculture and Forestry(MAF). The committee met more than twenty times during the year and numerous sub-committee meetings were held.

The Bank of Uganda also demonstrated its strong support for the establishment of UAFA through the provision of leased office space, the purchase of office furniture and equipment and the contribution of pre-incorporation operating expenses. Likewise, the MCM provided three professional members of its savings and credit staff and an administrative assistant to serve as counterparts to three ACDI consultants and to carry on during the pre-incorporation phase. The MCM and the U.S. Agency for International Development (AID) also dedicated local currency funds to augment the pre-incorporation budgetary contribution of the Bank of Uganda.

In addition to the credit adviser, ACDI provided assistance to the UAFA Establishment Committee through three consultancies of four months each. Thomas Carr gathered data and provided economic analyses necessary for planning UAFA's initial scope. John W.Gardner and Lawrence Wisniewski prepared the initial system design and credit manual draft. These consultancies were followed by a one-month consultancy by Edward Murray, computer systems analyst who made recommendations for computerizing UAFA's accounting and management information systems. In October, Thomas Carr returned to begin a one-year assignment as credit planning adviser to UAFA.

By early December, UAFA's Memorandum and Articles of Association had been drafted. Manuals relating to operations at the headquarters, branch office and primary cooperative society levels had been prepared and were being refined. Since UAFA was planned to be a joint venture of the commercial banks, the cooperative unions and the marketing boards, a substantial effort was planned to be undertaken by the Ministry of Cooperatives and Marketing and the Bank of Uganda to bring the shareholders together and to finalize the incorporation in order that lending operations may be initiated in 1987. In addition, massive training in credit operations of cooperative society committee members and secretaries, as well as of staff of the new agency, was planned and ready for implementation. The intention was that UAFA should be able to access the growing and eventually large volume of funds needed to sustain a viable credit program for the operators of small farms who are the bulwark of the Ugandan economy.

Training

In August 1986, Mr.Augustine Nyamayarwo, an experienced training officer in the Education and Training Section of the MCM, received a bachelor of science degree in agricultural economics from the University of Georgia. He returned to his leadership role in cooperative education and training in the ministry, including membership in the training sub-committee of the UAFA Establishment Committee.

ACDI's Director of Training, Lee Rosner, returned to Uganda for a two week period in December at the request of the MCM and the Agricultural Secretariat of the Bank of Uganda. He reviewed ongoing training programs of the MCM and the Uganda Cooperative Alliance, which was being revitalized under new leadership, and discussed future training requirements of the cooperative movement. He also assisted the Agricultural Secretariat of the Bank of Uganda, the implementing Agency for the World Bank/IDA Agricultural Rehabilitation Project credit(ARP 1328-UG) to develop plans for in-country and overseas training for rehabilitation of the agricultural sector.

ACDI also arranged for and coordinated training in the U.S. for four cooperative union employees. Funding for this training was arranged by the Agricultural Secretariat of the Bank of Uganda under the World Bank/IDA Agricultural Rehabilitation Project credit. Three of the participants attended programs conducted by ACDI member Land O'Lakes and the fourth completed a Postharvest Grain Handling and Marketing course at Kansas State University.

Additional material on the history of the UAFA program can be found in the following three reports:

1. "Final Report of the ACDI Credit Planning Advisor", Thomas Carr; July 1987.

2. "Final Report of the ACDI Credit Advisor and Team Leader", Lew Clark; September 1987.

3. "Termination Report of the UAFA Establishment Committee", Joseph Nsereko; August 1987.

For more information regarding specific consultant assignments refer to Part Two of this report and to Appendix II where individual consultant reports are listed.

III. Summary of Activities: 1987

UAFA

The UAFA establishment team, comprised of technicians from the Ministry of Cooperatives and Marketing, Ministry of Agriculture, Bank of Uganda and ACDI, worked effectively together in 1987 to establish a strong foundation necessary for the creation of the credit program. The Articles of Association and related Cabinet Memorandum were finalized; the four volume UAFA Operations Manual was edited and a final copy was completed and printed; a five year Cooperative Credit Training Program was prepared and submitted with funding approved by AID in association with the Uganda Cooperative Alliance; a comprehensive Cost of Production Study and Regional Farm Production Model Report was specially prepared for credit analysis; and the UAFA budget and other financial data was updated. Due to their expertise in the field of agricultural credit in Uganda, the ACDI consultants and some of the members of the UAFA team participated on the World Bank Agricultural Task Force on Agricultural Credit which was chaired by the Chairman of the UAFA Establishment Committee. Joseph Nsereko.

However, due to the depressed economic climate and high rate of inflation that existed in early 1987, the parties involved agreed that under such disadvantageous circumstances the UAFA program should be put on hold until the Ugandan economy improved sufficiently to support such a program. The UAFA documentation and support material has been properly collected and stored for the day that the UAFA concept may be revived.

Lew Clark, the ACDI Credit Specialist and Chief of Party, completed his contract in September after working four years in Uganda. His work on the revival of the cooperative credit scheme, aimed at assisting the two million rural farmers of Uganda with their credit needs, although never completed, deserves special mention for his dedication, professionalism and the example he set for others.

Planning Unit, Ministry of Cooperatives and Marketing

In July of 1987 year Thomas Carr was officially transferred from his duties with the UAFA program to become the Planning Advisor to the Planning Unit of the Ministry of cooperatives and Marketing, a position he had previously held in 1985. With the official handing over of an IBM compatible computer to the

Ministry, Tom Carr began the process of introducing a statistical and data processing capability into the Planning Unit which included the statistical data generated from the 1985 National Cooperative Survey. A Ministry-wide planning needs assessment was also completed to assist in the re-organization of the Planning Unit.

Uganda Cooperative Alliance (UCA)

ACDI worked closely with UCA during 1987. The creation of the Cooperative Act Panel, of which Lewis Clark was a active member, was one of the recommendations made by the 1984 ACDI Cooperative Sector Study which was followed up by Charles Kabuga, the General Secretary of UCA. At the request of UCA, ACDI sent Louis Cosho, a cooperative law expert to Uganda in April of 1987 to act as advisor to the panel which was made up of representatives from the cooperative movement, the Ministry of Cooperatives and Marketing and the Agricultural Secretariat.

Uganda Central Cooperative Union (UCCU)

In February, John Evavold, a cooperative management specialist conducted a four week organizational systems analysis of UCCU with emphasis on the input distribution system. His work took him to several district unions and primary societies for interviews with line management and inspection of the farm supply distribution facilities. He conducted an extensive study of the UCCU operational system and input distribution procedures. The result of his work was presented in his report: "Assessment of the Uganda Central Cooperative Union Ltd. and the Uganda Supply System"; april 1987.

Training

In April, USAID donated two computers to the UAFA program and three to the cooperative movement to be used at Uganda Central Cooperative Union, Uganda Cooperative Alliance, and the Planning Unit of the Ministry of Cooperatives and Marketing. USAID funded an eight week computer training course through UCA which was organized by ACDI and implemented by Rank Consult, a local computer consulting firm.

Additional material on the history of the UAFA program can be found in the following three reports:

1. "Final Report of the ACDI Credit Planning Advisor", Thomas Carr; July 1987.

2. "Final Report of the ACDI Credit Advisor and Team Leader", Lew Clark; September 1987.

3. "Termination Report of the UAFA Establishment Committee", Joseph Nsereko; August 1987.

For more information regarding specific consultant assignments refer to Part Two of this report and to Appendix II where individual consultant reports are listed.

PART TWO

FINAL REPORT OF THE ACDI COOPERATIVE PLANNING ADVISOR

UGANDA FOOD PRODUCTION SUPPORT PROJECT

Scope of Work

In July of 1987, the Planning Advisor, Thomas H. Carr, was officially transferred from his duties as Credit Planning Advisor with the UAFA rural credit program to become the Cooperative Planning Advisor to the Planning Unit (PU) of the Ministry of Cooperatives and Marketing (MCM), a position he had previously held in 1985. His duties during the final year of the FPSP (October 1987 to September 30, 1988) were fourfold:

1. To assist the Ministry, through the Planning Unit, in providing input into the design of the forthcoming CAAS project;

2. To continue the work on creating a data collection and analysis capability within the Planning Unit which the advisor started in 1985 with the National Cooperative Surv

3. To work with the Planning Unit to assess its role & objectives and to determine whether organizational changes are needed;

4. To work closely with the Uganda Cooperative Alliance (UCA) and to coordinate activities between the Unit and UCA.

The advisor was not restricted only to the above mentioned terms of reference and several additional assignments were undertaken during the course of the year. Depending on the urgency and scope of the assignment, regular duties sometimes had to be re-prioritized. The complete terms of reference can be found in Appendix I.

I. Cooperative Agriculture and Agribusiness Support (CAAS)

Cooperative Data Report

Although the advisor worked with the Ministry and USAID on CAAS project development throughout the year, the initial emphasis was to prepare the Ministry's input into the development of the CAAS project design during the early planning and development stage which took place during the middle of 1987. During the months of July, August and September, the advisor worked closely with Aloysious Kyamulesire, a retired Ministry official hired through the Aids and Projects Section, and the Planning Unit, to work on compiling material which could be utilized in the formation of Ministry objectives which could be incorporated into the CAAS project paper.

The efforts of this joint effort resulted in the production of two major reports. The first by the advisor, referred to as simply "The Cooperative Data Report", is a collection of topic reports, statistical tables and graphs, which attempts to present an overall picture or profile of the cooperative movement based on accurate statistics which were compiled during the 1985 cooperative survey. Although the report was prepared for the Ministry's use in developing it's own input into the CAAS project, it stands alone as a informative resource paper on cooperatives in Uganda.

The second report, by Aloysious Kamulesire, identifies potential economic activities which District Unions could invest in and implement if funding and materials were available. This part was extensively researched by Kyamulesire who personally toured the country for several weeks collecting data.

Other topic papers in the main report by the advisor included the "Cooperative Classification System" which assesses the current methodology of classifying District Unions, and makes recommendations on criteria, procedures, and provides sample tests which prove existing inconsistencies of the current system and demonstrates the merits of a proposed formula for accurate measuring.

Another paper, "General Status of Primary Societies" covers several topics pertaining to cooperative societies and is presented in a statistical format with data generated from the 1985 survey. It includes information on number (over 5000) and type (over 30) of societies, membership, management, stores and equipment. It provides a financial analysis by type of society and includes figures on quantity and quality of audits.

The Permanent Secretary examined the reports extensively, commented on specific points through memorandums and called a special meeting on November 9th with Ministry officials to discuss how the information could best be used to provide input into the CAAS project.

CAAS Project Implementation Plans

In February of 1988, USAID requested ACDI to provide the services of a consultant to assist in the preparation of work plans and consequent budgets for the first year of CAAS. Dr. R. Newberg from Ronco was contracted and arrived late February on this four week assignment.

The Planning Advisor assisted Dr. Newberg in developing first year work plans and shilling budget estimates for the Planning Unit, Department of Cooperative Development and Department of Marketing; all in the Ministry of Marketing. These work plans were completed in March and were incorporated in Dr. Newberg's final report: "New Project Implementation Plans".

In July of 1988, USAID/Kampala requested the advisor to prepared information on vehicle requirements for the CAAS project and a memo which presented five different options was submitted. Also in July , the advisor prepared a draft local shilling budget for the Prime Contractor Local Cost Budget for CAAS. This budget, plus a formal funding request proposal, were submitted to USAID. To determine the quantity and related cost of equipment required under the CAAS project, the advisor submitted inventories of major cost items: appliances, generators, radios, vehicles, furniture; which were procured under FPSP but have been handed over to USAID or other projects and hence were not on ACDI's inventory.

Working in his capacity as an advisor to UCA as well as the Planning Unit, the advisor met with the UCA team in August to assist in the preparation of the CAAS matching grant program. The subcommittee has proposed recommendations to the Core Committee on eligibility criteria, program procedures and roles of the district unions in grant operations and supervision.

UCA Input Trust Fund

Due to the concern that district unions and UCCU are not sufficiently liquid to participate in the forthcoming CIP component of the CAAS project, I initiated a study, conducted by two Ministry staff members, to investigate the strength of union

working capital and to assess the potential demand for agricultural inputs at the society level. The resulting report concluded that the working capital situation for most unions (especially the category B, C and D unions) is inadequate and that it would be extremely difficult for UCCU to generate or borrow sufficient finds to participate in the CAAS CIP program.

Consequently USAID requested the advisor to work with UCA and the Cooperative Bank to develop a loan program using PL-480 funding which would specifically address this liquidity problem as it pertains to the CAAS project. After several planning meetings it was decided that the funding would take the form of a trust fund under the control of UCA, that it would be deposited and dispersed through the Cooperative Bank under agreed conditions, and that it could only be loaned to UCCU for use as local cover in obtaining foreign exchange as provided in the CIP program. After weeks of deliberations between USAID, UCA and the Cooperative Bank, with the advisor acting as liaison and author, a final proposal was submitted to, and approved by, USAID and the Ministry of Planning and Economic Development for the sum of Ush 30 million (now worth only $200,000). During the five months of negotiations the original request of $1,000,000 was reduced to $500,000 and the shilling was devalued from Ush 60:$1.00 to Ush 150:$1.00.

The money is now deposited in a Trust Account at the Cooperative Bank and a contractual agreement following the terms as stated in the proposal is being drawn up by UCA and the bank.

II. MINISTRY PLANNING ASSESSMENT

One of the primary tasks performed by the advisor under the amended contract of 1988 was the assessment of the role and organization of the Planning Unit. This assessment spearheaded the advisor's work into the development of the Planning Unit and was instrumental in determining priorities which were subsequently addressed by the advisor during the course of the year.

The original concept for this study was expanded to included a survey of the planning operations of both the Cooperative and Marketing Departments to determine how to best design a ministry planning system. Since data management and the availability of reliable information is a must for effective planning, the assessment was again expanded to include a section on data management and the benefits a data bank. The results of the work was presented in a report titled " Assessment of the Role and Organization of the Planning Unit, MCM; February 1988.

Planning Unit

The first task was to assess the existing terms of reference or "Mission Statement" of the Planning Unit to determine if they adequately provided for the planning needs of the Ministry. The fact that no official mission statement even existed was indicative of the crises that the planning unit was experiencing. What exactly was their objective, their role? Once this could be established then an organization design could be developed, staff requirements identified, job descriptions developed and logistical needs prioritized to ensure that staff had the physical means to carry out assigned tasks.

The objectives and the mission statement as developed by the advisor and the staff of the unit, discussed with other ministry officials and approved by the Permanent Secretary is as follows:

The recommended objectives of the Planning Unit are:

1. To provide the executive officers of the Ministry with reliable and timely information in the form of specific data or suggested alternative approaches to particular issues with which they can formulate policy and carry out the responsibilities of their respective offices.

2. To identify, plan, appraise, monitor and evaluate Ministry related programs, projects and policies and to keep the Ministry advised on the results.

3. To coordinate planning activities within the Ministry and other organizations in the sub-sector and to liaise with the Ministry of Planning and Economic Development with the aim of establishing effective short, medium and long term development objectives.

With the major objectives of the unit approved, it was then possible to develop the mission statement:

1. Maintain a comprehensive and up-to-date computerized data base. This requires the collection, compilation and storage of all relevant data sent to the Ministry via regular sectional/divisional reports, field reports, weekly or monthly statistical returns, special surveys and data generated by other agencies. Utilizing and improving the field-to-headquarter reporting system will be emphasized as an alternative to special data collecting safaris.

2. Analyse all data input and make specific conclusions for the purpose of identifying trends, problems, weaknesses and strengths of the cooperative movement and ministry's operations. All processed information will be forwarded to the relative department or section/division for follow-up action and/or feedback.

3. Research and submit policy and program alternatives at the request of the ministry's decision makers. To evaluate the effects of existing policies and programs in terms of short, medium and long-range positive or negative ramifications/results.

4. Research and submit comprehensive development strategies which strive to identify sub-sector trends and consequent problem areas and recommend alternative strategies/actions as solutions.

5. Conduct development planning in accordance with ministerial and national development objectives. This includes the identification and preparation of concept studies for specific ministerial programmes and development projects which address key sub-sector issues.

6. Carry out research and design activities for identified and approved national development project concepts and, where appropriate, proposed economic activities relating to the movement.

7. Conduct preliminary feasibility assessment studies of prepared development project designs.

8. Conduct economic feasibility analysis on economic activities being proposed by movement institutions.

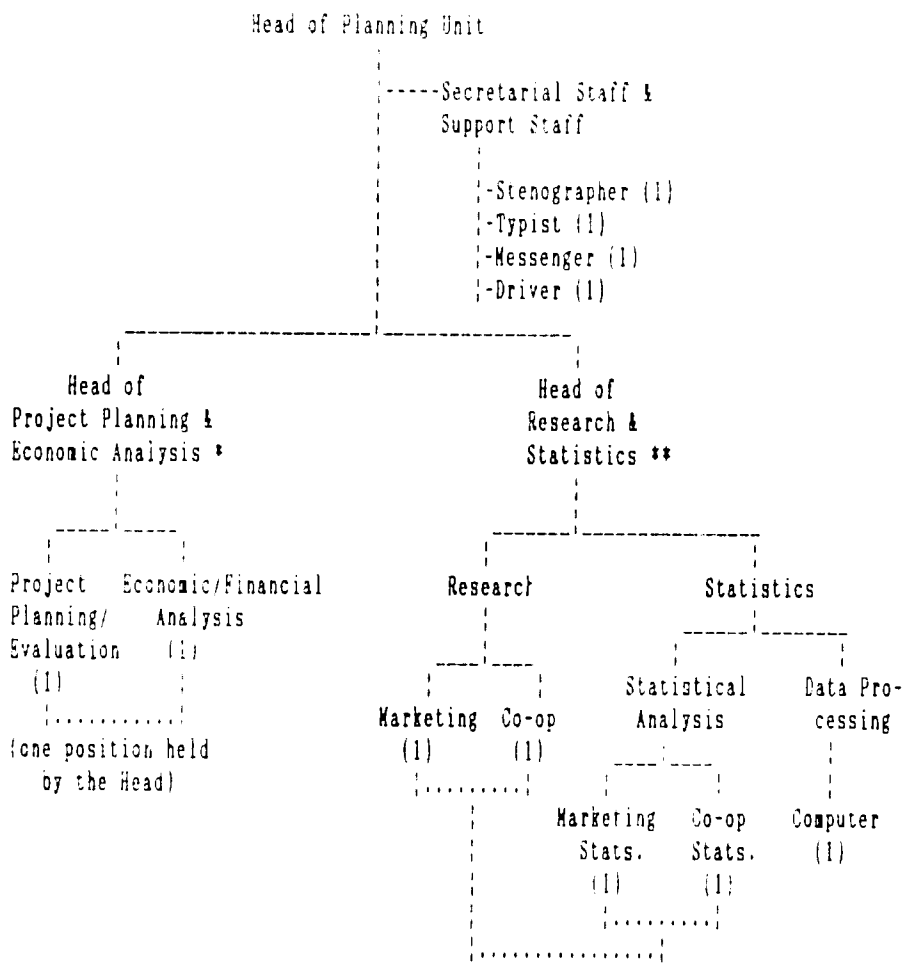
9. Where applicable, perform periodic monitoring functions on ministerial programs and development projects.

10. When requested, conduct evaluation exercises on national development projects being implemented through the ministry. Evaluation should concern the quantitative assessment of success in achieving project objectives.

11. Coordinate and liaise with other planning entities attached to the various government organizations.

12. Maintain all records, reports, reference books, files and data printouts in a library so that there is easy access to information by all Ministry personnel.

Once the mission statement was prepared and approved it was possible to design an appropriate organizational design:



(1) Number of staff required the first year (1988)
* The Head of this sub-unit fills one of the two sub-unit positions.
** The head of the sub-unit also doubles as a researcher.
¦....¦ Indicates a possible overlapping of duties.

Total Officer requirement: 9
Total with support staff: 13

The recommended staff size was 13, but the unit had at the time of the report and still has only five staff members:

Name	Rank	Position
M. Kaliisa	Principal Planning Economist	Head-Planning Unit
W. Ssenfuma	Planning Economist	Head Research/Stat
G. Opito	Agricultural Economist	Head Projects/Anal
J. Ddumba	Marketing Officer (Seconded from Mkt Dept.)	Research/Stat Sect
L. Byensi	Cooperative Officer (seconded from Co-op Dept.)	Research/Stat

Although requests have been officially submitted for additional staff, the process is long and sometimes unsuccessful, especially when budgetary constraints hinder expansion.

Data Management

The advisor took a serious look at the volume and quality of data flowing in and out of the ministry and in some instances there has been major progress in rectifying the data flow problems. Special attention has been leveled at the submittal of annual audits from national and district unions. Attempts are currently under way to standardize the monthly reporting system from the District Cooperative Officers (DCO) and a quarterly reporting procedure is being implemented for District Unions. There is discussion under way concerning the reconciliation of the records of the Office of Registration with District Union and DCO records. The Planning Unit has successfully completed a complete staff list of all the Ministry employees, a list which has been out of date and maintained only casually. These few accomplishments are to be commended but the submittal of reports is only one part of the problem; what happens to the data once it reaches HQ is the major weakness in the information chain.

1. Too often reports from the field are qualitative and not quantitative, making the analysis of the reports difficult and burdensome. The Ministry should not be interested in what was not accomplished (due to the well known constraints of field work) but in what was accomplished in measurable terms. How many societies were audited? How many made a surplus? What is the current membership? What is the average business conducted by a member? Such data has immediate use in the decision making process.

2. Some data is imperative for short-term analysis of the marketing system. Important statistics concerning crop finance and produce flow must be submitted from the field on a regular basis or the effectiveness of decision making is l-st.

3. But what happens to the data when it is submitted? An analysis of this question reveals that such data is not processed into a usable form and some is never analysed at all. Comparisons between specific time periods are not carried out and accumulated totals are not stored.

   The emphasis on data management should be directed at establishing performance indicators; data which is measurable and comparable, and at improving the quality of data needed for current policy analysis and decision making. Simply recording data as it is received is not enough; there must be a "yard stick" by which performance is measured and tracked over time. Well documented information can provide a measurement of District Union economic performance (comparable over time or between unions) or on ministry staff effectiveness. For the time being, emphasis should be placed on short-term management and control information than on sophisticated techniques of long-term forecasting or projection models.

4. There is a definite problem concerning the targets of some of the data flow. For example, if the Statistical Division of the Marketing Department is responsible for marketing information and analysis, then all such data should be targeted there. But some data is sent to the Cooperative Department and some to the Planning Unit via the Minister's Office. Data from the private processors is almost never sent at all regardless of licensing regulations, and the Produce Marketing Board sends almost no data at all.

5. A major criticism from the field is that there is little feedback or follow-up of the problems revealed in the reports. Often, little is done with information which in some cases was difficult to compile. Although official action on field reports is necessary, what is of concern here is data feedback. How does one district compare to another? Has a union improved its equity ratio? How do coffee purchases relate to sales and inventory? How does crop finance allocation compare to produce flow? This enforces the need to develop performance indicators into the data processing operation. But more important, the processed and analysed information must be sent back to the field personnel for their use.

   One positive step towards utilizing data for the benefit of field use is the Management Information System that is currently being planned in the Cooperative Department and the Market Information System which is in the planning stage for the Marketing Department. But before these systems can be implemented, a more precise method of data reporting must be identified and enforced.

6. A final comment on the existing reporting system concerns the centralization of accumulated data and its distribution. Much of the reported data is filed at the various sections/division which receive it. Except for reports that flow up the chain of command there is little distribution of information throughout the Ministry.

Once the assessment was completed in February and submitted to the Head of the Planning Unit and his immediate superior, the Permanent Secretary, a series of meetings were held with ministry officials to discuss both the report and specific topics which were presented in the report. The Permanent Secretary, in special meeting on the 9th of February went through the assessment report in great detail which succeeded in clearing up misconceptions and resulted in an understanding by the ranking ministry officials on the real purpose of the Planning Unit and how it relates to their respective operations.

The unit moved quickly to incorporate the new structure and to assign personnel to designated positions using the suggested job descriptions. Credit for this goes to the Principal Planning Economist and Head of the Unit, Mr. A. Kaliisa. A Planning Unit "Operations Manual" was extracted from the advisor's report, and where desired, was adapted and adopted by the unit. This manual which includes, objectives, mission statement, organizational design, staff requirements and schedules of duties, was reprinted separately from the assessment report and is in use today.

Comments

The unit also benefited from supplies and equipment made available from the FPSP. The IBM electric typewriter, the IBM compatible microcomputer with accessories, adding machine, filing cabinet, office supplies and stationery were provided to enable the unit to fulfill its obligations as stated in the assessment (and the Operations Manual).

Although the purpose of the unit is clearer and the morale improved, there remains some room for improvement. Staff and budget limitations prevent the total achievement of the unit's objectives. The current roster of five officers falls short of the ten that are recommended but financial restrictions would hinder effective achievement of duties even with a full roster. The unit is restricted to only one vehicle which is inadequate for the day to day work responsibilities that are recommended in the assessment report.

There still may be some hesitation or lack of enthusiasm on behalf of the unit to take the lead in ministry data management and to improve the statistical base of the ministry. A Planning Unit without a data management capability is a misnomer; planning without facts is a contradiction of terms. There has been some

success in this area which will be discussed in the next section but real the issue is whether this component will be effectively continued in the long run.

Recommendations:

The timing of the forthcoming CAAS project could not be better. Most of the recommendations can be addressed, either partially or completely, by the one or more components of CAAS and it is fortunate that the Planning Unit has been included into the design and budget of the CAAS project.

The budget support provided under CAAS for planning and policy work will greatly assist the unit in pursuing its stated objectives. This will allow for greater mobility and, knowing that financial support is available, will create a stronger desire on behalf of the staff to carry out their respective assignments as stated in the Operations Manual.

Additional equipment and much needed supplies and stationery, the lack of which is usually an unfortunate hindrance to achieving stated goals and objectives, will also be provided through the CAAS project.

There is also a training component which should be fully exploited by the unit. Training opportunities are available but care should be taken to avoid turning the unit into a establishment of permanent students. Not all training programs are relevant, nor is the best personal always selected to attend. The Planning Unit, more than any other department, should be capable of effectively planning for future training needs. It is recommended that this be done on a unit basis, and not pursued on an individual basis as is currently the case.

Technical assistance should focus immediately on data management and the use of the computer in this field. Follow-on assistance should concentrate on project development, project evaluation, statistical analysis, financial analysis, and the use of the computer in these fields.

III. DATA MANAGEMENT PROGRAM

Data Base

The planning assessment was instrumental in identifying the crucial need for, but the noticeable absence of, an effective data management process or management information system (MIS) inside the Ministry. After recognizing the serious shortcomings of available statistical information the advisor expanded his terms of reference to include a study of the data input/output, and in the report, he identified data requirements and made recommendations on implementing an effective data processing system.

The 1985 National Cooperative Survey made available an unprecedented amount of current and reliable data to the Ministry for the first time. The data was presented in both a statistical and an explanatory text format. The data, originally compiled using an Epson portable CP/M computer, was also printed in hard copy form, commonly called the "black book" (due to its cover) which constituted the only data base in the Ministry. Two text reports were developed from the black book, one summarizing the most important information and demonstrating the use of the data base, and the other providing information on data collection techniques.

With the arrival of the new IBM compatible microcomputer to the unit, an attempt was made by the advisor, through the services of Rank Consult, Ltd., a reputable local computer consulting firm, to transfer the data from the CP/M format to that of DOS. Although such a transfer was feasible, it turned out not to be practical and Rank advised against it for three major reasons.

1. The CP/M to DOS transfer of information is feasible but the large volume of information, combined with two different sets of hard ware (the Epson being older and much slower), made the transfer an uneconomical and tedious process. Cables had to be made, and special programs for the Epson had to be sent from the States.

2. The second reason concerned the technical difficulty of transferring information stored on 3.5 inch disks to a microcomputer hard disk or 5.25 inch floppy disks. Although feasible, Rank did not have the equipment to do this.

3. The third reason was the clincher. The 1985 data was prepared on a program called Calcstar. Even if the other obstacles were overcome, once the data was installed in Lotus 123 it would not conform to Lotus commands and over 500 pages of spreadsheets would have to be reformatted with new functions, etc.

The data was becoming dated and it was decided to forgo the data transfer process and get on with developing new programs for the new computer. The emphasis was to expand on the 1985 survey and concentrate on data that was supposed to "flow" into the ministry on a regular basis.

The 1985 data had to be collected using a time consuming and expensive field survey (safari) approach which, although it increases reliability, cannot be conducted on a constant basis. The main recommendation of the assessment report was to improve on, or where necessary, create a constant flow of data into the ministry through normal reporting channels. Safari collection techniques would only be used when accurate and timely primary information was called for.

It was the main task of the Research and Statistical Section of the Planning Unit to follow this procedure up using seconded staff from the two departments who would act as liaison people between the data generating sections of their respective departments and the computer office of the Planning Unit.

The first target was marketing board data, and this approach was successful for a short time until the data "dried up". A meeting called by the Research and Statistical (R&S) Section on the 16th of June 1988 for all Ministry and marketing board statisticians, revealed that the boards were either ill equipped to handle statistics or did not feel compelled to forward the data to Farmer's House. The Head of the R&S is presently pursuing the issue with ministry and board officials.

A second approach towards ministry data processing was adopted. Since the flow of data was not effective in the short term and had to be developed over time, it was necessary to identify other more immediate d ta requirements. Two major data gaps were identified: cooperative registration statistics and ministry staff information. Who worked for the Ministry and who did the Ministry work for? These question are not easily answered with available information.

a. Staff List

The first task was the development of an official Ministry Staff List, a document last developed in 1984. Using DBase III Plus, a program was developed by the newly hired computer operator, Andrew Obalang, using 12 fields per file for over 1500 files. The assignment took three months, mainly because the Personnel Office was constantly making corrections which indicates the level of accuracy of the existing records. Even now, the computerized data should be reconciled for accuracy at regional and district offices and within the various sections and divisions of Farmers House. The first draft was presented to the Permanent Secretary in September with Department copies sent to the Commissioners. The Personnel Office has a working copy which they are still using to make changes. A updated version will be printed on a quarterly basis.

b. Society Registration

The second assignment of computerizing the cooperative registration records was started at the same time but was delayed to allow for the completion of the staff list. Work has resumed but due to the large number of files (5000) and fields (6), the work will probably not be completed until the end of October.

There are two stages to this program: the first being the input of constant or fixed information which will not change (such as names, registration number, etc). The second is the input of variable or current information which changes on an annual basis with the submittal of annual audits. This information includes membership size, turnover, volumes, and profit/loss data. Society status, whether a society is active or dormant, is also a main function of the program. This component will probably identify between one to two thousand societies which are either permanently dormant or which never legitimately existed. Due to the rather ragged condition of the registration books and the degree of difficulty in extracting collective information, this task should be completed as soon as possible.

Other programs have been developed by the computer section and are ready for implementation. The District Union Financial Analysis program which summaries and provides an assessment of union performance, has been designed by the advisor and is waiting to be fined tuned by the operator. Once this is done, the Audit Section can forward annual audit reports to the computer section for analysis and storage. The program is set up to compare several audits for a single union over a period of several years, as well as to compare all the unions for one particular year.

The Union Classification Program, designed by the advisor, is a tool by which the Management Development Section can test the classification criteria for a union on an annual basis to determine improvement (or decline) in management performance. The program is ready to go and is only waiting for input from the Management Development officers. It is anticipated that this program can be eventually combined with the Financial Analysis program.

Ministry Computer Committee

As wonderful a tool as the computer is, it is not without its limitations. It requires constant attention, it is susceptible to environmental hazards (dust, humidity and power fluctuations) and its effectiveness depends totally on the capability of the operator and on the quality of the data input.

The Planning Unit identified the need for a specialized computer operator but was unable to retain a qualified person hired from outside the Ministry. The first operator was never paid and left after two months. The second operator was hired under FPSP, and although assisted by the advisor, was answerable to the Head of the R&S section.

This episode led the advisor to prepare a paper in July for the PPE and the Permanent Secretary titled "The Ministry Enters the Computer Age", which attempted to spell out the responsibilities and problems that computerization incurs. To further develop this issue, it was recommended in the paper that a Ministry Computer Committee be formed to recommend policy and present issues to the Ministry, a recommendation that the Permanent Secretary quickly endorsed.

The committee was quickly formed, has met twice and has made effective progress towards establishing a sound computer policy for the Ministry. The terms of reference which were adopted at the first meeting of the 25th of July and approved by the Permanent Secretary with recommendations are as follows:

1. To determine the computer needs of the Ministry, in terms of each position, section and department.

2. To determine the type, number and location of computer units required to fulfill the identified needs.

3. To identify and recommend private contractors or donor agencies to assist in the computer development of the Ministry.

4. To identify finance requirements for computer supplies and upkeep and to identify sources of funding for these expenditures.

5. To identify type and number of personnel to be trained and retained as computer operators, in such operations as word processing, data management, programming and care and maintenance.

6. Through the office of the Under Secretary, propose Ministry standards and recommend policy concerning computer hardware, software, operating systems, recruiting, training, procurement procedures.

7. To coordinate and communicate with the UCA computer services department.

8. Through the office of the Under Secretary, propose recommendations to the Ministry in respect of all computer and computer supply procurement to ensure standardization, appropriateness and quality.

9. To identify ways of establishing posts for technical cadre of staff for the computer operations, such as computer operators and Systems Analysts, in the Ministry.

10. To recommend types of training required for the computer operations of the Ministry.

Computer Needs Assessment

To fulfill terms of reference numbers one and two the advisor undertook the task of conducting a very general and very preliminary computer needs assessment as viewed by a layman (the advisor admits to a very limited knowledge of computer technology but does know the Ministry and its needs). It is expected that the computer experts contracted under the CAAS project will expand on this subject and the report is for their benefit as well as for the Ministry's.

Also recommended by the committee was the training of ministry personnel in computer operations. This was in preparation for the computer equipment which will be received from the CAAS project. A new policy states that computer operators will be selected from "in house" staff and trained by the ministry, versus the hiring of experienced people from outside. This method is more cost effective, provides advancement opportunities and discourages early terminations. Training and experience are the only drawbacks but the policy will have good long run effects.

Computer training opportunities for Ministry staff have been available since 1987. Under the former UAFA program three Planning Unit staff members were able to brush up on old skills or learn new ones. Of the five planning officers only one is lacking computer skills. The unit's secretary was also fortunate to be trained in word processing and she and another typist are currently attending a course sponsored by FPSP.

As a follow up to the training recommendation, the advisor, with FPSP funding, arranged a fifteen week course with Hitech Computer Services Ltd, a local computer training school, for eight ministry secretaries who will be handling data management tasks under the CAAS project. This may be a bit ambitious for inexperienced secretaries but the CAAS consultants will also be providing on the job training and experienced is gained with time.

Computer Backstopping

Two firms, already mentioned, have been contracted by the advisor during the course of the past year to provide either consulting services or training. Rank Consult Ltd. has been under contract since 1987 and was in charge of the first training course under

the UAFA program. Their contract was extended in 1988 to cover data processing requirements at the Planning Unit.

Hitech Computer Services Ltd. has a good reputation for training and is currently conducting a course for the Ministry. They have also trained on a private basis, other individuals working in the unit.

The Uganda Cooperative Alliance's subsidiary company has a computer service department which will be available for training and program assistance. They have already offerred the Ministry some options on providing backstopping services and the computer committee is deliberating on these in order to make recommendations to the Permanent Secretary.

It has been recommended and approved that the Ministry begin to budget for computer related expenses but until that is possible it is a policy that computers be supported by project funding, namely CAAS at this stage. Part of the CAAS budget allocated to each department will be designated for computer support. If possible, special tranches in addition to the money already set aside will be allocated for this purpose under CAAS.

IV. UGANDA COOPERATIVE ALLIANCE

Advisor Support

Under the terms of reference, the advisor was to work closely with UCA and act as a coordinator between the Planning Unit and the departments within UCA. Despite the advisor's workload and the separate location of UCA, the enthusiastic UCA team and productive atmosphere of the Alliance headquarters, has enabled the advisor to fulfill this task with a high degree of success.

The advisor participated in the planning workshop for UCA management staff, held at Colleen Hotel in Mukono on the 8th of September. Because of the major role that UCA was to play in the CAAS project, the advisor explained the goals and objectives of CAAS, clarified the five main elements and led discussions on UCA's potential role and how UCA should prepare their own plans and programs in a documented format in order to have an effective input into the project design. The result of this meeting was the compilation of the UCA five year Cooperative Development Program, a very professional and well prepared document which became instrumental in defining UCA's role in development assistance to the movement and in determining their participation in the CAAS program.

One of the more successful assignments was the creation of a UCA Input Trust Fund, a USAID/PL-480 financed fund to be administered by the Cooperative Bank but under control of UCA on behalf of its membership. This trust fund has already been described in the section on CAAS found on page 13.

Another PL-480 project which is still under development is the "Cooperative Development Fund" which, combined with a UCA budget support component for noneconomic activities such as training, provides financial assistance to cooperatives for various purposes, either using the Cooperative Bank's normal lending procedures or through special grant or soft loan programs.

The concept which was developed by the advisor and reworked and submitted by the Mission Director, Dr. Podel, has been given the green light from Washington. USAID/UCA are jointly developing the final proposal which, barring any problems, could be approved for implementation sometime in FY 1988/89 or possible FY 1989/90.

The advisor is aware of the importance of good communication and reliable information in the planning process and has made it a point to liaise closely with Professor Bibangamba, the Head of the Development and Planning Department of UCA. An initial meeting on the 24th of February for statisticians and economists from the Ministry and UCA made an attempt to start a dialog to identify sources and methods of data collection and dissemination. All statistical documentation compiled by the

advisor in the course of his work at MCM was made available to UCA. All data concerning cost of production studies, which was developed by the advisor under the auspices of UAFA, was handed over to UCA to be pursued by the Professor and his college, Bengt Jansson, a Swedish consultant whose primary task was to study the pricing issues.

Training and Education Needs Assessment

The advisor assisted UCA in arranging an ACDI consultant to come and conduct a training and needs assessment of the cooperative movement and in February John King arrived for a four month assignment He had three major tasks. The first was to conduct a field survey for the needs assessment and to prepared a report on his findings, conclusions and recommendations. This was completed and submitted to UCA in April. The second task was to assist in the planning of, and participate in, a education and training planning workshop which would deliberate on the findings and recommendations of the assessment report. The workshop took place in the International Conference Center on the 18th and 19th of May. With the recommendations of the workshop, John King's third task was to assist UCA in the preparation of a five year training and education plan. The plan was originally intended to be a UCA product, developed by the UCA Rural Training Department and assisted by King. However, due to conflicting schedules, the planning document was prepared by King and his counterpart team of Augustine Nyamayarwo and Ben Baseeta, both seconded from the Ministry. The five-year plan was submitted in June and approved by the UCA General Secretary.

Sufficient copies of both reports by John King: "Consultancy Report on the Cooperative Training and Education Needs Assessment for Uganda"; June 1988; and the "Five Year Education and Training Plan for Uganda's Cooperative Movement"; June 1988, were printed by ACDI/Washington and sent to UCA in September.

Cooperative Development Plan

Both the Ministry and UCA have been very receptive to the idea of developing a long term cooperative development plan. It was advisor's opinion that it was imperative that the Ministry should also develop its own internal operational plan, one that was conducive to the fulfillment of a cooperative movement plan and one that was also coordinated with UCA's own development program. The concept of such a plan was presented in the advisor's planning assessment report:

> "...At the moment there is no long-term development plan for the Ministry, nor is there a development plan for the Movement, although one is currently being considered. It is recommended that one single Cooperative Sector Development Plan be compiled with

input from both the Movement and Ministry but that the roles and objectives of both entities be separately and clearly defined. A single Cooperative Sector Development Plan must be produced and implemented through a team effort and everyone is clear on the objectives, methodology and division of responsibility.

There is a misconception that the target of all Ministry planning operations should be on the Movement only. The Ministry needs to consider internal operational planning so that they don't contradict, overlap or duplicate the Movement's planning objectives. A joint Ministry/Movement development planning workshop would provide an excellent opportunity to coordinate planning operations in an all encompassing cooperative sub-sector plan.

The Ministry has a large field extension service with over 1200 personnel posted at the Regional, District, County and Sub-county levels. The Movement itself also has an extremely large grass roots base with 5000 cooperative societies and 1.6 million registered members. The development of any sub-sector long-term development plan must include the participation of these "bottom" segments. The major cause of program failures is the lack of enthusiasm by those who are in the implementation position but who were left out of the planning process. This is especially true of the District level cooperatives which should be involved in any planning deliberations which directly concern their operations.

Effective plans are the products of quality data and quality thinking, but they depend on the acceptance of the plan by those who have to implement it.

The function of a budget maker is to translate a plan, whether it be administrative, economic or social, into financial terms. There must be a strong link between the planners and budgeters but historically this has been difficult to put into effect. In this Ministry, all the sections/divisions submit annual budgets to their respective Department heads. At the same time they should also submit their annual operational plans based on departmental development objectives for the year. These annual plans should be part of the long term development plan of the Ministry which is integrated with the overall cooperative sector development plan. All departmental activities which have been identified in the annual plan should be covered in the Recurrent Budget or the Development Budget depending on the type of activity and source of funding. Not every activity or annual objective has to be tied to an identified development project. A objective may concern an internal ministry program or policy.

> Annual objectives should be formed on the basis of sectional/divisional performance capabilities. What are the functions of the Section? Are they carried out? What can be done to increase the effectiveness of the Section? If budget constraints limit the role of a Department then key responsibilities must be prioritized. What objectives must be met this year? What is essential for achieving these objectives? It is understood that budget constraints limit the activities the Ministry would like to pursue. Annual objectives need to be fine-tuned to the realities of available finance..."

Soon after the above report was submitted the advisor attended a UCA sponsored Union Managers Workshop at Mweya Lodge on the 3rd of March where he presented a paper titled "Cooperative Sub-sector Development Plan". The workshop later passed a resolution that a special planning workshop be held in the near future to develop such a movement development plan.

The paper was also made accessible to Ministry officials and on the 14th of April the Permanent Secretary called a special meeting of officials to discuss the preparation of such a plan. It was resolved that the Planning Unit, with the assistance of the advisor, was to prepare a step-by-step approach to the development of a cooperative development plan and a ministry operational plan. Meanwhile the staff of UCA's development section have planned a cooperative policy conference; once scheduled for May, it is now scheduled for the 29th and 30th of September.

This conference will be the all important first step towards the creation of a movement wide development plan. The next step would be to sit down and prioritize programs, set time lines, assign responsibility, identify sources of finance and, above all, put the plan in writing. The next step would be to put the plan into action.

The Ministry would then be capable of calling its own planning workshop and, using the movement plan as a guide, establish its own operational plan. It is critical that throughout this process of meetings and documentation, that every institution involved, whether it be the ministry, national or district unions or UCA, is coordinated and synchronized.

The ministry may be hampered in this process by budget limitations, a constraint which affects UCA les seriously. UCA has attached the highest priority to this development plan and has budgeted accordingly, and the Ministry must adopt the same mentality towards the planning process if it wants to establish a viable institution.

It is recommended that a portion of the CAAS budget support, allocated as local currency to the Cooperative Department, Marketing Department and the Planning Unit, be utilized to run a Ministry planning work shop, the aim of which would be to develop a five year operation plan which is coordinated with that of UCA and the movement.

Other Activities

Although not part of the contract, the advisor worked closely with UCA and the author, Aloysious Kyamulesire, in the development of a complete history of the Uganda cooperative movement. This three hundred page book, which will be published by UCA with a $10,000 grant from the ACDI Development Fund, took nine months, six drafts, and countless hours of writing, editing and typing before it was considered complete enough to send to the States for printing. For Kyamulesire, who originally wrote the book back in 1971, it was a dream which took 18 years to fulfill. It is hoped that the books will be available for the Diamond Jubilee ceremonies which will take place in early December.

On occasion, the advisor would be invited to participate in various seminars, workshops or courses and conduct lectures; requests he was glad to honour.

One such lecture was to the Regional Credit Officers of the Ministry of Agriculture at the Mukono District Farm Institute on the 9th of December 1987. The subject matter was "Principals of Constructive Lending", a topic the advisor became familiar with during his work as credit planning advisor for the Ministry.

Another lecture was given to the Directors of National Unions at the Colleen Hotel on the 13th of April. The subject this time was "Planning and Business Control", a topic more in tune with the advisor's work as the planning advisor.

It has been mentioned previously that the advisor presented a paper and led a discussion on "Cooperative Development Planning" at the Union Managers Workshop held at Mweya lodge on March 3rd, 1988.

Concluding Remarks

Cooperative development is a never ending affair. The advisor has been fortunate in being able to return to Uganda on four different contracts in as many years, a fact which has allowed him to pursue development objectives and to follow up on issues

which normally would have been neglected. It also kept the advisor "on his toes" because a consultant is often judged by his previous work.

It appears that this trend will continue; the advisor has been designated to return under the CAAS project as the Contractor;s Representative, a role he is looking forward to. Therefore, there is no need to say farewell, a standard procedure in such a report as this; but he will say thank you to all the people he has had the pleasure to associate with over the past four years both professionally and socially, and to wish them the very best in the efforts they and their countrymen are making in developing Uganda.

Terms of Reference

Thomas Carr

-ACDI Team Leader, Food Production Support Project

-Cooperative Planning Advisor, Planning Unit, Ministry of Cooperatives and Marketings

As amended under Cooperative Agreement No. 617-0102-A-00-2005-00, Amendment 6, August 10, 1988, and prepared by USAID/Kampala:

The terms of reference for the long term planning advisor will focus of four main tasks that need to be addressed and which will form the basis for the expanded terms of reference. This will include: 1) assisting the Ministry in providing quantitative and qualitative input into the planned follow-on Cooperative Agriculture and Agribusiness Support (CAAS) project; 2) completion of the data analysis for the 1985 National Cooperative Survey; 3) conduct an assessment of the objectives and organization of the Planning Unit; 4) coordinate assistance between UCA and MCM. Specific terms are provided as follows:

A. Input For Follow On Project

1. By late October the consultant will work with the Planning Unit to provide additional data and analysis useful for the design of a new project. Specifically questions need answers for the primary societies. How many have functioning stores and how many need assistance including reconstruction and supply with safes, scales and other items? What should be the recommended criteria for a viable self-sustaining primary society and which societies could and should operate a small co-op supply store?

2. In a similar vein, similar information should be provided on District Unions with specifics on what is needed to move District Unions from the C to B category and from B to an A. What support should the new project provide to facilitate and strengthen the District Unions in this regard?

B. Completion of Data Analysis

1. Conclude the presentation of the data collected during the 1985 National Cooperative Survey which was interrupted by the disturbances of July 27, 1985. This would include transferring the statistical data currently in a CP/M format to the Planning Unit's IBM compatible microcomputer.

2. From presented (compiled) data, identify and prioritize issues that require attention, make recommendations and submit reports topic format to relative departments/personnel.

3. Set up procedures for data request and educate personnel on its purpose and benefits including the establishment of self perpetuating data collection system from the field to the Planning Unit.

C. Planning Unit Assessment

1. Identify and prioritize the role and objective of the Planning Unit and assess current performance in meeting these objectives.

2. Conduct an organizational study of the Planning Unit in terms of staff, equipment, and logistical requirements in relation to meeting objectives identified.

3. Identify roles and responsibilities of other sections (Projects) and departments (Marketing) in MCM that may overlap or conflict with those of the Planning Unit and make recommendations on MCM planned consolidation of all planning activities.

4. Assist the Planning Unit in identifying and prioritizing cooperative development objectives, needs, and requirements for a three to five year period.

D. Coordinate Assistance Between UCA/MCM

1. In establishing a computerized data bank on the cooperatives.

2. To obtain the computerized cost of production and pricing models prepared earlier for UAFA and to update and run them periodically as needed.

3. Serve as a coordinating mechanism between the MCM Planning Unit and the UCA Development Unit.

REPORTS PREPARED BY ACDI UNDER THE UGANDA FOOD PRODUCTION SUPPORT PROGRAM

I. PROGRESS REPORTS

August, 1982 - December, 1983
January 1, 1984 - June 30, 1984
July 1, 1984 - December 31, 1984
January 1, 1985 - June 30, 1985
Interim Progress Report August 1982 - July 1985 (Final Report)
March 1, 1986 - June 30, 1986
July 1, 1986 - December 31, 1986
January 1, 1987 - June 30, 1987
September 30, 1988, Final Report-FPSP

II. CONSULTANT REPORTS

Aldworth, William R.: Report on the Sales Program of the Uganda Cooperative Central Union, Ltd., April 1984

Aldworth, William R.: Report on the Marketing Program of the Uganda Cooperative Central Union, Ltd., December 1984

Aldworth William: The Marketing Program of the Uganda Cooperative Central Union, Ltd., April 1985

Aldworth William: Report on the Marketing Program of the Uganda Cooperative Union, Ltd., July 1985

Arata, Edward: Report on Sekalala Engineering Industries, December 1984

Bonde, Dale S. and Ross Mann: Report on the Training Program for Uganda Cooperative Transport Managers and Mechanics, 1983

Bonde, Dale S. and Ron Glaeser: Training Program Report for Uganda Cooperative Transport Managers and Drivers Trainers, June 10, 1984 - September 5, 1985

Bonde, Dale S. and Duane W Fruin: Training Program Report Phase II Uganda Cooperative Transport Training, January 8, 1985 - April 3, 1985

Carr, Thomas H. Report on the National Cooperative Survey Project, August, 1985

Carr, Thomas H.: Final Report of the Planning Unit Advisor, August 1985

Carr, Thomas H.: Final Report and Working Papers of the UAFA Planning Specialist (UAFA Planning Report), Sept. 1986

Carr, Thomas H.: UAFA Training and Education Proposal, March 1987

Carr, Thomas H.: UAFA, Cost of Production Studies and Farm Production Models for Eleven Agricultural Zones, Uganda, March 1987

Carr, Thomas H.: Final Report of the Credit Planning Advisor, July 1, 1987

Carr, Thomas H.: CAAS, Cooperative Data Report, September 1987 (refer to TOR No.A.1.,A.2.,B.2.)

Carr, Thomas H.: Assessment of the Role and Organization of the Planning Unit, MCM, February 1988

Carr, Thomas H.: Planning Unit Operations Manual, MCM; April 1988

Carr, Thomas H.: Final Report, Cooperative Planning Advisor, September 1988

Carter, Joseph M.: Report on the Uganda Cooperative Bank, Ltd., for ACDI, June, 1983

Gaarder, Robert: Training Plan for Advanced Management Training, November, 1982

Gaarder, Robert: Union and Ministry Organizational and Management Development, MAy, 1984

Gaarder, Robert: Cooperative Bank Training, May - June, 1985

Gaarder, Robert: Activities and Results of Management Development, Final Report, 1985

Gaarder, Robert and Rosner, Lee: Rebuilding Cooperative Institutions in Uganda: A Human Resource Development Project, 1982 - 1985

Guderyon, Newton J.: Report on the Activities and Recommendations of the Curriculum Development Specialist, December, 1984

Marti, Fred R. and Runnebaum, Bernard E. and Torres, James E.: Report on and Recommendations for the Cooperative Sector of Uganda, December, 1984

Rosner, Lee: Report of Activities as Advisor to Ministry of Cooperatives in Uganda, April - July 1985

Stonefield, William H.: Report on the Warehousing and Distribution System of the Uganda Cooperative Central Union, Ltd.

Whitney, Howard: A Study of the Uganda Cooperative College with Recommended Changes and Improvements, May, 1983.

Gardner, John: UAFA Operations Manual, Volume IV, Field Operations; May 1987

Gardner, John: UAFA Operations Manual, Volume I, Management, May 1987

Wisniewski, Lawrence: UAFA Operations Manual, Volume III, Internal Audit; May 1987

Murry, Edward: UAFA, Review of the Computer Requirements; November 1986

Evavold, John: Assessment of the Uganda Central Cooperative Union Ltd. and the Uganda Cooperative Supply System, April 1987

King, John: Consultancy Report on the Cooperative Training and Education Needs Assessment for Uganda; June 1988

King, John: UCA, Five Year Education and Training Plan for Uganda's Cooperative Movement, June 1988

Newberg, Dr. Richard: CAAS, New Project Implementation Plans, March 1988

Clark, Lewis: UAFA, Final Reort of the Credit Advisor; September 1987

SCHEDULE OF ACDI TECHNICAL ASSISTANCE TO UGANDA FPSP
AUGUST, 1982 - SEPTEMBER, 1988

NAME	POSITION
1. Roger Newburn	Team Leader (82/85)
	Planning Advisor
2. William stonefield	Dist. & Warehousing Advisor
3. Lee Rosner	Primary Training Advisor
4. Lewis Clark	Credit Advisor
	Team Leader (85/87)
5. Teresa Newburn	Women's Coop Dev. Advisor
6. Robert Gaarder	Mgmnt. Dev. Consultant
7. Dorothy Tucker	Mgmnt. Psycol. Consultant
8. Donald Spears	Mgmnt. Training Consultant
9. Jacqueline Fox	Mgmnt. Dev. Consultant
10. Dale Bonde	Transportation Consultant
11. Ross Mann	Transportation Consultant
12. Ron Glaeser	Transportation Consultant
13. Duane Fruin	Transportation Consultant
14. Dennis Frederikson	Coop. Mgmnt. Tr. Consultant
15. Howard Whitney	Coop. Ed. & Test. Consultant
16. M. Joseph Carter	Cooperative Bank Consultant
17. William Aldworth	Sales Mgmnt. Consultant
18. Fred Marti	Cooperative Study Team
19. Bernard Runnebaum	Cooperative Study Team
20. James Torres	Cooperative Study Team
21. Thomas Carr	Planning Advisor
	Credit Planning Specialist
	Team Leader (87/88)
22. James Guderyon	Curriculum Dev. Consultant
23. Suzanne Rucker	Publications Consultant
24. Edward Arata	Industrial Eng. Consultant
25. Umesh Mally	Logistics Consultant
26. John W. Gardner	Credit Systems Design Specialist
27. Lawrence Wisniewski	Credit Manual Design Specialist
28. Edward E. Murry	Computer Systems Analyst
29. Louis Cosho	Cooperative Law Specialist
30. John Evavold	Cooperative Management Specialist
31. Richard Newberg	Project Planning Specialist
32. John King	Training and Education Specialist

ACDI U.S TRAINING FOR UGANDA PARTICIPANTS
1983 - 1985

ACADEMIC TRAINING PARTICIPANTS

NAME	POSITION	ACADEMIC INSTITUTION	DEGREE	YEAR
Joseph Ruguudo	Lecturer, Cooperative College	A.D. Little Management Education Institute	M.S.*	1985
Dison Duke Ulama	Lecturer, Cooperative College	University of Wisconsin, Madison	M.S.**	1985
Augustine Nyamayarwo	Assistant Cooperative Officer	University of Georgia, Athens	B.S.	1986***

TECHNICAL TRAINING (NON-DEGREE) PARTICIPANTS

GROUP	NO. OF PERSONS	DURATION (Months) 1983	1984	1985	TOTAL PERSON MONTHS
MCM and Min. Ag. Officers	18	2.0			36.0
Senior MCM Officers	9	2.0			18.0
MCM Coop. Officer	17	2.0			34.0
MCM Permanent Sec. CCD and CCM	3	1.5			4.5
Makerere University Faculty and MPs	4	3.5			14.0
Uganda Cooperative College Lecturers	5	3.5	5.		45.0
Operations Mgr. U. Coop. Trans. Union	1	2.0			2.0
Assistant Commissioner of Coop. Dev.	1	2.5			2.5
Credit Officer MCM	1		1.0		1.0
Cooperative Officers	36		1.0		36.0
Ass't CCD/Education & Project Mgr.	2		1.5		3.0
Cooperative Members/Leaders	14			2.0	2.0
TOTAL NUMBER OF PERSONS	111		TOTAL PERSONS MONTH		224.0

* M.S. Degree in Management
** M.A. Degree in Public Policy and Administration
*** B.S. Degree in Agriculture Economics (anticipated)