

# Focus Group Discussion under the Climate Change Agriculture and Food Security Programme

## Topic: Identifying power brokers in climate change adaptation policy and decision making in Uganda

<b>Date</b>	30 <sup>th</sup> August 2010
<b>Start time</b>	9:00am
<b>End time</b>	1:00pm
<b>Stakeholders Present</b>	<ol style="list-style-type: none"><li>1. Godber Tumushabe, Advocates Coalition for Development and Environment</li><li>2. Edith Kateme-Kasajja, National Planning Authority</li><li>3. Christine Nantongo, Environmental Alert</li><li>4. Paul Isabirye, Climate Change Unit (Ministry of Water and Environment)</li><li>5. Sara Namirembe, Katomba Group</li><li>6. Bashir Twesigye, Advocates Coalition for Development and Environment</li><li>7. Beatrice Anywar, Parliament of Uganda</li><li>8. Morrison Rwakakamba, Uganda National Chamber of Commerce and Industry</li><li>9. Sonja Vermeulen, Climate Change, Agriculture and Food Security.</li></ol>

### The Challenge Program

The Challenge Program on Climate Change, Agriculture and Food Security (CCAFS) is a strategic collaboration between the Consultative Group on International Agricultural Research (CGIAR) and the Earth System Science Partnership (ESSP). The overall goal of the programme is contribute to global efforts in overcoming threats posed by climate change to achieving food security, livelihoods and environmental management. It is implementing scientific research to help farmers, policy makers, researchers and donors improve food security.

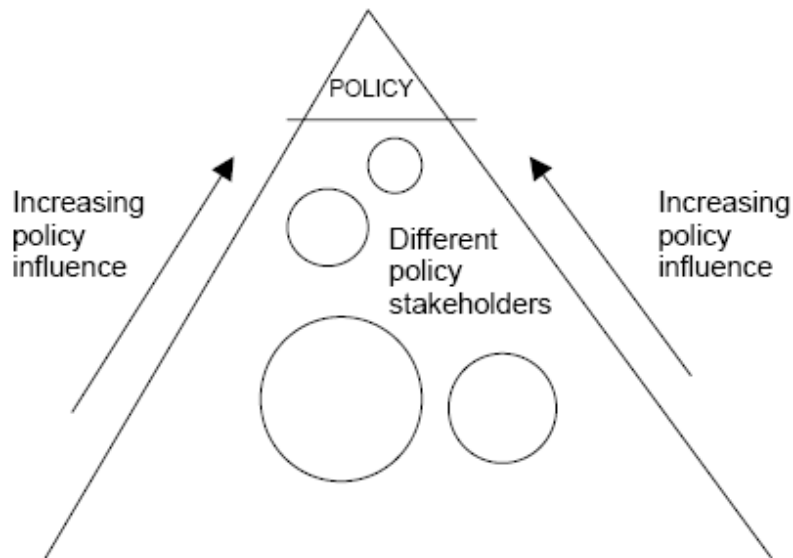
This program is challenged by disjuncture between scientific research and policy making. In many cases, scientific research and knowledge has not aided policy processes in many parts of the world, for a number of reasons including poor lobby and policy influence tactics, limited knowledge of policy processes and power structures through which policy decisions are made. This programme seeks to create channels through which scientific research on climate change will inform policy and decision making.

The Advocates Coalition for Development and Environment (ACODE), a policy research and advocacy think-tank based in Uganda was approached to help organize a Focus Group Discussion (FGD) on power brokering in the climate change sector in Uganda. The objective of

the FGD was to map out organizations, groups and individuals that influence climate change, agriculture and food security related policy making processes in the present (2010) setting.

### **Methodology**

This exercise was carried out using a tool for stakeholder influence mapping (<http://www.policy-powertools.org/Tools/Understanding/SIM.html>). ‘Stakeholder influence mapping’ is a visual technique that enables better understanding and explicit discussion of who influences policy. It is especially useful as an aid for discussion among several people. Participants arrange different policy players within a triangle or ‘pyramid’ to determine the level of policy influence. The closer to the policy at the top of the pyramid, the more influential one is to the policy in question.



### **Findings of Stakeholder influence mapping**

#### **Configuration of policy brokers**

There are numerous policy brokers of varying strength and influence in the climate change, agriculture and food security nexus. The exercise did not and perhaps needn't exhaust all of them. The following categories were identified as being most influential: (a) government technical bodies; (b) local administration structures; and (c) central political authorities. There are several other actors of marginal influence, albeit with immense potential. These include global cooperative frameworks like UN agencies, bi-lateral donor groups and civil society organizations.

#### **Government Technical bodies**

Policy is primarily a making of the government. Government technical bodies have the primary responsibility of identifying the country's policy needs, design, policy formulation, stakeholder consultations, policy implementation, monitoring and evaluation. In the climate change, agriculture and food security nexus, influential agencies include the National Agricultural Advisory Services (NAADS) and the National Agricultural Research Organization (NARO) in the ministry of Agriculture, and the Metrology Department and the Climate Change Unit in the Ministry of Water and Environment. In doing all this, central government agencies are assisted

by local/ district authorities who are locally present and working with farmers on a day-to-day basis.

### **Local Administration structures**

Over the last ten years, government has devolved many of the administration responsibilities to local authorities called local governments/ districts. They potentially wield a considerable amount of power in administration and budget allocation. They employ production officers and environmental officers who are responsible for agriculture and natural resources conservation respectively. However, policy influence is limited as the power of districts is in practice not there. Districts look to the central government for funding and policy direction and have almost been reduced to political stooges of the ruling government.

### **Central Political Authorities**

Political actors in the central government are most influential across all levels of administrative function. Political meddling and patronage have tended to blur the divide of political authority and technical work. As a result, often times, we have seen a usurpation of technical roles by political authorities. Within the legislature, the NRM caucus (caucus of the ruling party) is most influential, working at the behest of the president, who is arguably most influential in both political and administrative decision making. As a result, many technical functions have been suffocated by overzealous political leaders.

### **Other categories of policy brokers**

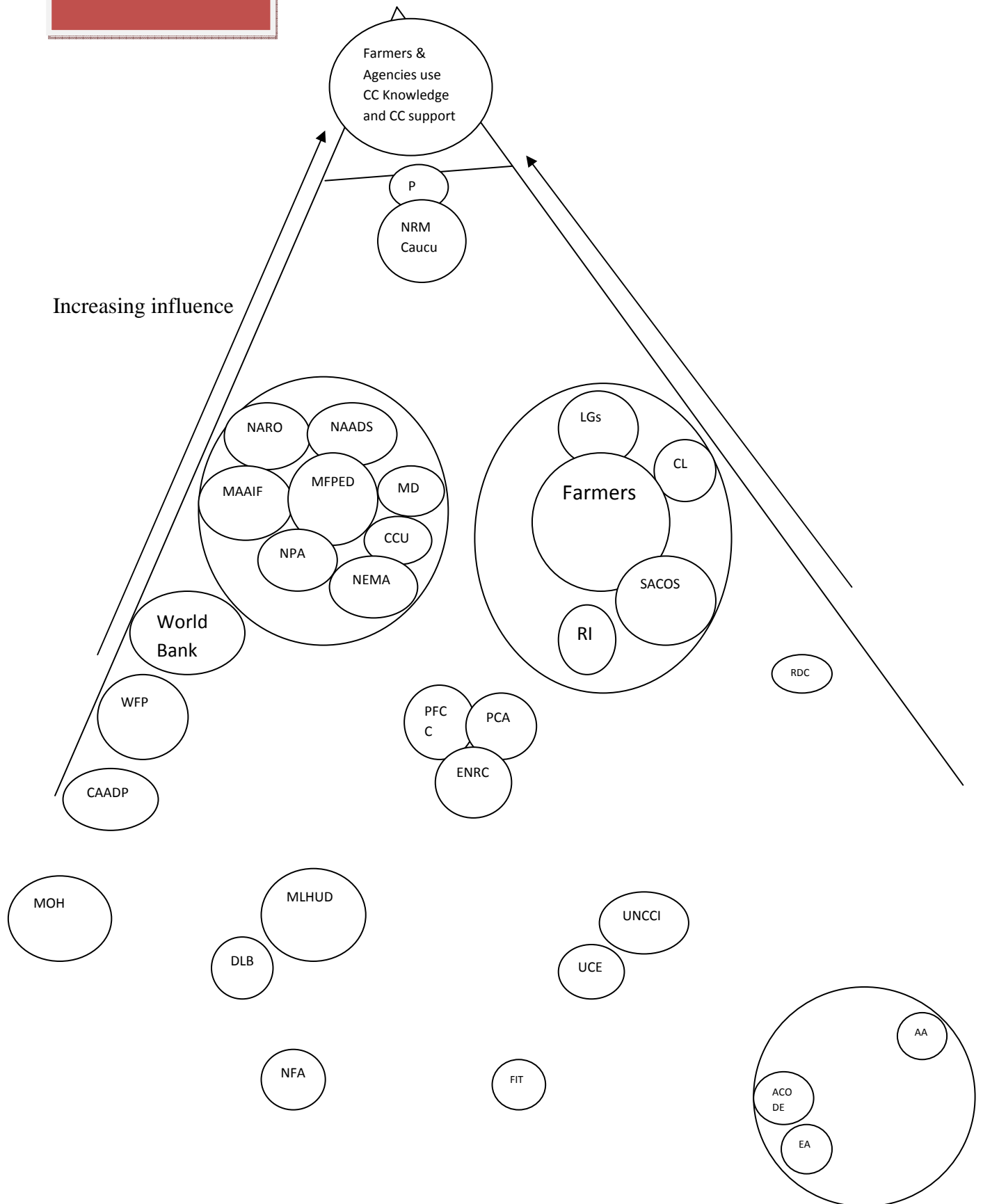
*Civil Society Organizations:* Although it is widely held that Civil Society Organizations (CSOs) play a pivotal role, they are thinly spread on the ground. They hold only very limited constituencies in either a limited geographical area or narrow scope of work. Generally, they have not managed to mobilize a big section of farmers to better demand for services. They have also not been able to deliver extension services to farmers' at larger scales.

*Parliamentary bodies:* Parliament plays important legislative and oversight roles. However, many times, parliamentary bodies are uninformed in issues of production and food security. In addition, many members are most times inclined to their party positions. In addition, parliament is most of the time preoccupied with political debate, with very limited time for issues like climate change and food security.

*Private sector:* For about twenty years now, the private sector has been growing. Some of the private sector institutions include the Uganda National Chamber of Commerce and Industry, the Uganda Commodities Exchange and the Private Sector Foundation. But these are still thinly spread on the ground.

*Donor agencies:* There was an argument amongst the group on the level of influence of donors. For the most part, donors have merely extended financial support with no specific agenda of influencing policy. They prefer diplomacy to engagement. Even if they wanted to, their space of influence has narrowed as government no longer feels obliged to listen. Some members disagreed, contending that donors lead in power brokering and government has no choice but to listen.

**POLICY BROKERS IN  
CLIMATE CHANGE  
AND FOOD SECURITY  
SECTORS: 2010**



## Acronyms

AA	Action Aid: An international NGO doing agriculture and climate change related work in Uganda
ACODE	Advocates Coalition for Development and Environment: an NGO doing related work focusing on Uganda and the eastern Africa region
CAADP	Comprehensive Africa Agricultural Development Programme: a programme under the New Partnership for Africa Development (NEPAD) that supports agriculture
CCU	Climate Change Unit: a newly created unit in the ministry responsible for environment, responsible for coordinating climate change related work
CL	Cultural Leaders: kings, chiefs, clan leaders etc who hold cultural authority under Uganda's diverse traditional settings
DLB	District Land Board: spread out across all districts and are responsible for land allocations
DPO	District Production Officer: officer responsible for managing agriculture related work at the local government/ district level
EA	Environmental Alert: an NGO working on environmental issues in Uganda
ENRC	Environment and Natural Resources Committee: a committee in parliament that oversee issues of environment and natural resources
FIT Uganda	FIT Uganda is a consultancy firm in business development, which has before been contracted by government and donors to support farmers
LGs	Local Governments: Uganda is divided into local administrative units called local governments/ districts
MAAIF	Ministry of Agriculture Animal Industries and Fisheries: responsible for agriculture development
MD	Metrology Department: responsible for climate research and providing climate related information
MFPEd	Ministry of Finance Planning and Economic Development: manages budget and budget allocations
MLHUD	Ministry of Lands, Housing and Urban Development: ministry responsible for regulating land tenure and land access
MOH	Ministry of Health: the environmental health department in this ministry is particularly relevant in climate change and food security issues
NAADS	National Agricultural Advisory Services: a programme on agricultural advisory and support services e.g. supplying farm inputs
NARO	National Agricultural Research Organization: government agency responsible for carrying out agricultural research
NEMA	National Environment Management Authority: government agency responsible for coordinating all work on environment
NFA	National Forestry Authority: government agency that is responsible for conservation and promoting forestry
NPA	National Planning Authority: a public agency that is responsible for developing national plans including the Poverty Reduction Strategy Plan
NRM Caucus	National Resistance Movement caucus: caucus of the ruling party, which also holds the majority in parliament.
PCA	Parliamentary Committee on Agriculture: a committee that oversees the agriculture sector
PF	President of the Uganda National Farmers Federation: head of the farmer organization
PFCC	Parliamentary Forum on Climate Change: a loose network of members of parliament working on climate change issues
P	President of Uganda: head of government; fountain of political and administrative authority. Many times, he works through the NRM caucus to have decision made.
RDCs	Resident District Commissioners: presidential appointees that oversee affairs in districts on behalf of the president
RI	Religious Institutions: such as churches-based institutions and mosques

SACOS	Savings and Cooperative Schemes: initiative to promote culture of savings but also a way through which government channels capital support to local people including farmers.
UCE	Uganda Commodities Exchange: a private sector institution that promotes ware house functions for producers
UNCCI	Uganda National Chamber of Commerce and Industry: an advocacy platform for workers and the private sector
UNFFE	Uganda National Farmers Federation: a farmers' lobby group
WFP	World Food Programme: global agency on food, and very active in Uganda

### **Recommendations for better policy processes for agriculture and climate change in Uganda**

In reality, the present configuration of power brokers in climate change and agriculture sectors, where political authorities and technical agencies of government wield most power is both adhoc, ineffective and conflictual. This is because the mandates are not well spelt and collaboration amongst the different technical agencies is either inexistent or unharnessed. In addition, the policy process is some times unpredictable with no defined timelines or consultation of relevant stakeholders. Technical agencies seem to be weaker than the individuals at their behest. According to the Participants in the FGD, such a configuration simply does not work.

In the long run, this configuration needs to be re-aligned. Farmers have not gotten the right services because they have not demanded for them. They neither know the appropriate channels for contributing to policy processes nor how to get their voices heard. CSOs, extension workers and other stakeholders with similar mandate can play an important role of raising the civic capacity of farmers to demand for better governance. CSOs in particular are well positioned to create channels for scientific research into policy and decision making processes. An example is when CSOs adopted scientific research to prove to government that the benefit of retaining Mabira forest was superior to benefits that accrue from sugar production.

Agriculture research institutions do not influence investment of government budgets and donor budgets, but they could via coalitions with farmers, local governments & extension agents (NAADS), which in turn provide a loud and legitimate political constituency. Furthermore, research institutions like NARO is purely technical and is currently delinked from policy research. Cogent links between NARO technical research and MAAIF/EPRC/IFPRI policy research would go a long way to increasing the chances for impacts in practice. The risk however is that, while this would mean that technical research would get into policy content such as the NAMA, there would be little guarantee that this would translate into practice on the ground (development of policies and plans at national level is a business in itself, and there are not strong incentives in place to make sure that policy gets implemented).

### **Recommendations for CCAFS to engage successfully**

CCAFS has three routes to influence Ugandan policy and implementation:

1. Via participation in coalitions among national-level research organizations, farmers' organizations (notably the Farmers' Federation), agricultural extension agencies and supportive civil society organizations – building strong partnerships with likeminded bodies that in turn are linked with legitimate political constituencies

2. Via talking to active individuals in the agencies closest to policy influence (see diagram and see table below for contact details) but not forgetting some of the agencies that are not presently influential but have great untapped potential (e.g. the Farmers' Federation, Climate Change Unit, and the National Planning Authority)
3. Via argumentation at the international level – basically the technocratic route only works at the international level; it is not directly influential at the national level but does filter through from international processes

Other than civil society organizations, the group identified four other specific institutions of policy influencing potential, which has not been optimally harnessed. These are donor agencies – WFP and CAADP, the Climate Change Unit, and the National Planning Authority. These should be empowered to maximize their potential.

In the short run, mapping individual policy brokers and talking to them could be useful in influencing policy.

#### Power brokers in climate change policy, agriculture and food security in Uganda

Institution/ Organization	Individual	Contact details
<b>(a) Government Institutions</b>		
President's office	Prof. JJ Otim Senior Presidential Adviser on Agriculture	State House Nakasero P.O.Box 24594, Kampala Tel: 256-41-234 522 <a href="mailto:info@statehouse.go.ug">info@statehouse.go.ug</a>
Ministry of Finance Planning and Economic Development	C.M Kasami Permanent Secretary and Secretary to the Treasury	Plot 2/12 Apollo Kaggwa Road P.O. Box 8147 Kampala (256)-414-707000, 235051/4
Ministry of Finance Planning and Economic Development	Keith J Muhakanizi Deputy Secretary to the Treasury	Plot 2/12 Apollo Kaggwa Road P.O. Box 8147 Kampala <a href="mailto:keith.muhakanizi@finance.go.ug">keith.muhakanizi@finance.go.ug</a> 0414-230290
National Agricultural Research Organization	Dr. Denis T. Kyetere Director General	Plot 3, Lugard Avenue, Entebbe P.O.Box 295, Entebbe Tel: 256 -41- 320512, 256 -41- 320341, 256 -41- 320178 Fax: 256 -41- 321070 Email: <a href="mailto:dgnaro@infocom.co.ug">dgnaro@infocom.co.ug</a> ; <a href="mailto:dgnaro@naro.go.ug">dgnaro@naro.go.ug</a>
National Agricultural Advisory Services	Salim M. Nahdy, Executive Director	Plot 39A Lumumba avenue, 2nd Floor Mukwasi House, Nakasero P.O. Box 25235, Kampala Tel: +256-41-345440/345065/345066 Fax: +256-41-347843 <a href="mailto:info@naads.or.ug">info@naads.or.ug</a> ;

		<a href="mailto:naads@iwayafrica.com">naads@iwayafrica.com</a> ; <a href="mailto:naads@utlonline.co.ug">naads@utlonline.co.ug</a>
Ministry of Water and Environment	Gershom Onyango Director, Environmental Affairs	Plot 21/28 Port Bell Road, Luzira P.O. Box 20026 Kampala Uganda Email: <a href="mailto:ggonyango@yahoo.co.uk">ggonyango@yahoo.co.uk</a>  Tel: 0414-505942 Mobile: 0772491807
Climate Change Unit	Paul Isabirye, UNFCCC National Focal Point/Ag. Coordinator-Climate Change Unit	Ministry of Water and Environment P.O. Box 28119 Kampala, Uganda Tel: +256-414-237690 Mob. +256-772-592032 Fax: +256-414-346530
Metrology Department	Paul Isabirye, Assistant Commissioner Department of Meteorology,	10th floor, Postel Building Clement Hill Road, P.O.Box 7025 Kampala, Uganda Tel: 256-414-251798 Mob. +256-772 592032 Fax: +256-414-251797
National Environment Management Authority	Dr. Aryamanya Mugisha, Executive Director	Executive Director, National Environment Management Authority (NEMA) NEMA House, Jinja Rd, P.O Box 22255, Kampala 0414 251064 Tel.0772477556 <a href="mailto:haryamanya@nemaug.org">haryamanya@nemaug.org</a>
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Ministry of Health		
National Planning Authority	Dr. Kisamba Mugerwa,	3rd Floor, Crested Towers, Short Tower P.

	Chairperson	O. Box 21434, Kampala 0414 250 211
Ministry of Lands, Housing and Urban Development	Richard Oput	Commissioner Land Management <a href="mailto:oputjr@aim.com">oputjr@aim.com</a> 0414251794
<b>(b) Cultural leaders</b>		
Kingdom of Buganda	Eng. J.B Walusimbi	
Kingdom of Bunyoro	Eng. Yabezi Kiiza Prime Minister	<a href="mailto:primeminister.bunyorokitara@ymail.com">primeminister.bunyorokitara@ymail.com</a>
<b>(c) Parliamentary bodies</b>		
Parliamentary Forum on Climate change	Hon. Arimpa John Kigyagi Vice Chairperson, Parliamentary Forum on Climate Change	Parliament of Uganda P.O Box 7178 Kampala <a href="mailto:jkigyagi@parliament.go.ug">jkigyagi@parliament.go.ug</a> <a href="mailto:kigyayi@yahoo.com">kigyayi@yahoo.com</a> 0772 482528 0414 343356/7
Committee on Natural Resources	Bukeni Gyabi Chairperson, Committee on Natural Resources Parliament of Uganda P.O Box 7178, Kampala	<a href="mailto:fgbukeni@parliament.go.ug">fgbukeni@parliament.go.ug</a> 0772-403200 / 0712-403200 041 373 293
Committee on Agriculture	Kabonesa Juliet, Chairperson Committee on Agriculture, Animal Industry and Fisheries Parliament of Uganda P.O Box 7178, Kampala	<a href="mailto:ksekitoleko@parliament.go.ug">ksekitoleko@parliament.go.ug</a> 0312-276555; 0772-683684
Shadow Minister for Agriculture	Hon. Christine Bako, Shadow Minister for Agriculture, Animal Industries and Fisheries	<a href="mailto:acbako@parliament.go.ug">acbako@parliament.go.ug</a> 0782-497483
<b>(d) Civil society organizations</b>		
Action Aid	Charles Mbeeta Businge Country Director	P. O. Box 676 Kampala, Kansanga Ggaba Road <a href="mailto:aaiuganda.info@actionaid.org">aaiuganda.info@actionaid.org</a> Tel: +256 392220002
Advocates Coalition for Development and Environment	Godber Tumushabe, Executive Director	Plot 96, Kanjokya Street, Kamwokya P.O Box 29836 Kampala <a href="mailto:g.tumushabe@acode-u.org">g.tumushabe@acode-u.org</a>

		Mobile: 0752841312
Environmental Alert	Christine Nantongo, Executive Director	Environmental Alert Gaba Road, Kabalagala, P.O. BOX 11259, Kampala <a href="mailto:cnantongo@envalert.org">cnantongo@envalert.org</a> 0712 941720
VECO Uganda	Agnes	P.O Box 7844, Kampala Email: <a href="mailto:vecou-ug@vecouganda.org">vecou-ug@vecouganda.org</a> 041- 533855/6
Uganda National Farmers Federation	Charles Ogang, President	Plot 27, Nakasero Road P.O Box 6213, Kampala +256-414-340249 / 230705 +256-414-230748
<b>(e) Local Governments</b>		
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Kampala City Council	Al Hajj Nasser Ntege Sebaggala  Mayor and Secretary for Finance, Planning, Administration & Investment	Tel : 0752-420741/ 0772460986
Kampala City Council	Doreen Naakatya Nsamba  Sec. for Production, Agriculture, Livestock, Fisheries, Forestry, Environment & Marketing	0712 187956
Hoima District Local Government	Tinkamanyire Bagonza  Chairperson L.C.V and Secretary for Production, Environment and Natural Resources.	<a href="mailto:bagonzageorge@yahoo.com">bagonzageorge@yahoo.com</a> 0773 277279
Hoima District Local Government	Joseline Nyangooma  District Environment Officer	0772628153

Ntungamo District Local Government	Karazaarwe John W Chairman LC V	0772 484328
Ntungamo District Local Government	Singahakye Denis District Speaker	0772 569883
<b>(f) Religious Institutions</b>		
Uganda Inter-religious Council	Joshua Kitakule, Secretary General	Inter-Religious Council of Uganda Plot 884, Centenary Road, Namirembe Hill P.O. Box 7502 Kampala +256 414 342877, +256 312 265670 <a href="mailto:ircu@ircu.or.ug">ircu@ircu.or.ug</a> Mobile: 0782551108
Uganda Muslim Supreme Council	Sheikh Shaban Ramadhan Mubajje	P.O Box 1146, Kampala <a href="mailto:umsc@utlonline.co.ug">umsc@utlonline.co.ug</a> +256- 41- 256500; +256-41-344499
Uganda Joint Christian Council (UJCC)	John Mary Oday	P.O Box 30154 Kampala 0414 254219, 0414 344250 <a href="mailto:honoday@yahoo.com">honoday@yahoo.com</a> , <a href="mailto:joday@ujcc.org">joday@ujcc.org</a> 0782457990
Justice and Peace Commission	Sophie Schrowange Mercier, Civil Peace Service Advisor	P.O Box 3051, Kampala <a href="mailto:Jandp.aok@gmail.com">Jandp.aok@gmail.com</a> 0414-577494, 0785-235173
Catholic Church of Uganda	Rt. Rev. Cyprian Kizito Lwanga  Kampala Archdiocese	P.O Box 14125, Kampala <a href="mailto:cklwanga@africaonline.co.ug">cklwanga@africaonline.co.ug</a> 041 245441 270183/4 0772 400850
Church of Uganda	Rt. Rev. Henry Luke Orombi,  Archbishop)	P.O Box 14123/335, Kampala <a href="mailto:abpcou@gmail.com">abpcou@gmail.com</a> <a href="mailto:orombih@yahoo.com">orombih@yahoo.com</a> 041-271128, 0717112211
Church of Uganda	Rt. Rev. Dr. Zac Niringiye, Suffragan Bishop Of Kampala Diocese Of Kampala	All Saints Cathedral P.O Box 335, Kampala <a href="mailto:bishopdzac@yahoo.com">bishopdzac@yahoo.com</a> 0772 653977
<b>(g) Private Sector</b>		
Uganda Commodity		Jinja Road

Exchange		Social Security House (Former Udyam House), 1st Floor, Northern Wing, P. O. Box 2215 Kampala, Uganda Tel: +256 312 262922 Fax: +256 412 258556 <a href="mailto:uce@uce.co.ug">uce@uce.co.ug</a>
Uganda National Chamber of Commerce and Industry	Morrison Rwakakamba, Chief Executive Officer	Plot 27, Nakasero Road P.O Box 6213, Kampala (U) <a href="mailto:rwakakamba@yahoo.co.uk">rwakakamba@yahoo.co.uk</a> Tel. 0712070181
<b>(h) Donor Agencies</b>		
The World Bank	Country Director Martin Fodo, Senior Environmental Adviser	Rwenzori House 1 Lumumba Avenue P.O. Box 4463 Kampala, Uganda <b>Phone:</b> 0414302215 <b>Fax:</b> (256) 414-230-092 <a href="mailto:mfodor@worldbank.org">mfodor@worldbank.org</a> Mobile: 0774-198268
The World Bank	Ms. Kundhavi Kadiresan Country Manager Uganda	Rwenzori House 1 Lumumba Avenue P.O. Box 4463 Kampala, Uganda <b>Phone:</b> (256) 414-230-094/ 256-312-221-416/7 <b>Fax:</b> (256) 414-230-092
World Food Programme		Clement Hill Road, Plot 17-19 P.O. Box 7159, Kampala, Uganda Fax: +256 41 250485 Phone: +256 31 242000

Annex: photo of stakeholder influence mapping

