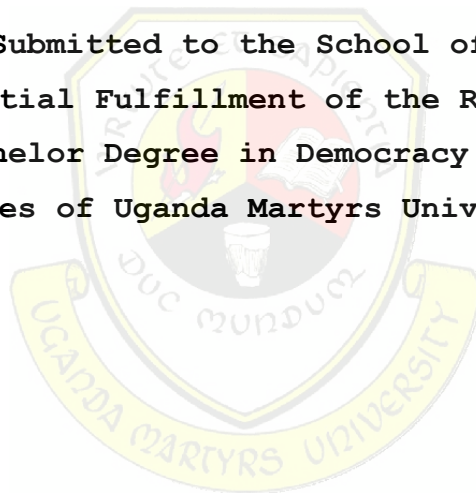


**ASSESSING THE EFFECTIVENESS OF POLICY IMPLEMENTATION OF PUBLIC  
POLICIES**

**Case study: NAADS Program, Moyo Sub-County, Moyo District.**

**A Dissertation Submitted to the School of Arts and Social  
Science in the Partial Fulfillment of the Requirements for the  
Award of a Bachelor Degree in Democracy and Development  
Studies of Uganda Martyrs University**



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## **LIST OF ABBREVIATIONS**

- AASP:** Agricultural advisory service provider
- CDO:** Community development officer
- MAAIF:** Ministry of agriculture animal industries and fisheries
- MFPEDE:** Ministry of planning and expenditure department
- NGOS:** Nongovernmental organizations



## **ABSTRACT**

The study is to assess the effectiveness of policy implementation of public policies. The Case study was the NAADS program. The main objective was to examine the effectiveness of implementation of the NAADS program. Specific objectives are to find out how NAADS program is implemented; to find out the gaps in the effective implementation of NAADS program; and to find out the strategies to improve the effectiveness in the implementation of NAADS program in Moyo sub-county.

Case study was used as the research design; both quantitative and quantitative approach was used. It targeted 50 respondents which include the NAADS coordinator, sub-county chief, parish chiefs, extension workers, CDO's, LCIII, LCII, LCI, beneficiaries. The data was collected using questionnaires and interview guides administered to the sampled population, and it was later presented in form of tables, frequency counts, percentage and narratives.

After analyzing the data the study found that NAADS program was implemented through selection of beneficiaries, training, participations of farmers, Advisory providers, distribution of seeds. The study also established that there are gaps which affected the effective implementation of the NAADS program like corruption and embezzlement of funds, poor facilitation of the extension workers, limited training of the farmers, delay in tendering and procurement, lack of ownership of the NAADS program, distribution of poor quality seeds. The study established strategies to improve effectiveness in the implementation of NAADS program in Moyo sub-county which include; close monitoring of beneficiaries by different stakeholders, steady guidelines in the NAADS program, change of attitudes among the beneficiaries, timely release of funds, tendering and procurement should also be done locally at community level, payment of subscription fees, set of by-laws.

In conclusion: there is need to ensure that the NAADS program is effectively implemented to achieve its objectives, to reduce the gaps in effective implementation of the NAADS, and to use initiated strategies to address issues of corruption and embezzlement, lack of ownership, distribution of poor quality seeds, continuous changes in the guidelines.

My recommendation is to the government it should ensure that there is creation of awareness among the beneficiaries to own the NAADS program, change of attitudes of the beneficiaries to own the program as a major source of livelihood, procurement should also be at local community levels so that it can boost and increase the income of the beneficiary farmers. There should also be close monitoring of beneficiaries.

## CHAPTER ONE

### INTRODUCTION

#### 1.0 General introduction

The study examines the effectiveness of policy implementation of public policies. Case study, NAADS program in Moyo sub-county, Moyo District. This chapter one presents the general introduction which included the back ground to the study, statement of the problem stated, followed by the objectives of the study, from which research questions are derived, it also presented the scope of the study, significance of the study and justification of the study, the conceptual framework.

#### 1.1 Definition of key terms

**Effectiveness:** Refers to the desired outcome of something that is being put into practice expected to produce an impressive result.

**Policy implementation:** refers to carrying out a government decision to accomplish, fulfill, produce, complete program it becomes effective when acted upon by public authority.

**Public Policies:** is a goal-oriented course of action that the government follows in dealing with a problem or an issue in a particular country, Public policies are based on laws formulate by public authorities in the legislature.

**NAADS programme:** is a government program implemented to support farmers improve their farming productivity by government of Uganda.

## **1.2 Background to the study**

According to Luther et al, (2012) Public administration is centrally concerned with the organization of government policies and programme as well as the behavior of officials (usually non-elected) formally who are responsible for their conducts. Many unelected public servants can be considered as public administrators.

Public administrators are public servants who are working in public departments and agencies, at all levels of the government. Public policy is a purposive course of action by public authorities to solve a problem or interrelated set of public problem that concerns the public interest.

According to Carroll et al, (2007) implementation refer to any innovation in the delivery of a specific programme, a purposeful set of activities undertaken to incorporate the distinct components of that programme into a service of a community setting. Similarly it can be relate to policy, which involves a series of activities undertaken by government and its institutions.

Peter, (2012) states that effectiveness as the capability of producing a desired result when something deemed effective, it means it has an intended or expected outcome, or produces a deep, vivid impression. The issues of ineffective implementation are bad governance and corruption, particularly among politicians and civil servants, described as a major obstacle to proper policy implementation.

Parsons, (1995) suggests that a study of effectiveness of policy implementation is a study of how change occurs, possibly how it may be induced, it is important for an implementer to understand the effectiveness of policy implementation process in part because many social programs

are publicly funded, and they are initiated and influenced by public authority.

Pressman & Wildavsky, (1973a) said that it means to carry out, accomplish, fulfill, produce, complete. Policies become programs when implemented by authoritative action, the ability to forge subsequent decisions to fulfill legislative, executive and judicial functions of government so as to provide and regulate services of society as a whole to obtain the desired result.

Pressman and Wildavsky, (1973b) Policies are set at higher levels in a political process and are then communicated to subordinate levels which are then charged with the technical, managerial and administrative tasks of putting policy into practice.

Matland, (1995) asserts that the top-down approach policy actors should concentrate their attention on factors that can enhance development of the people's livelihood which targets the group of the beneficiaries and service delivery.

ANAO, (2011) stated that strong leadership as an inclusive approach, sound processes and the effective use of resources, in the implementation of a policy is essential to establish clear governance and accountability arrangements everyone needs to be clear as to who is in charge underpinned by a commitment to work cooperatively.

For successful policy implementation to take place there is need to have adequate resources in terms of enough money, personnel, time and political commitment, the willingness of the personnel to implement the policy. The emphasis on the effectiveness of policy implementation on public policies to public servants could greatly impact on national decisions on service delivery in the global economy.

Grindle, (1980) asserted that the capacity of the public sector should be conceptualized in general systems terms as to implement the policy objectives of the program, the ability to deliver those public services aimed at raising the quality of life of citizens, which the government has set out to deliver, as planned over time availability of and access to concrete or tangible resources.

Luther et al, (2002) recognized that the overall objectives of the organization is as well as the specific purposes of the functional units on proper use of policies, It becomes effective if only public sector have administrators who have no personal interests in the policy decisions making process and the politics of the country but for the good of the people.

Ottoson, (2000) acknowledges that globally multiple levels of agencies, institutions, organizations, and their actors are influenced by the context of public policy. Effective implementation of policy is aimed at social betterment most frequently it manifests as programs, procedures, regulations or practices.

Effective implementation of public policy has long been recognized as a distinctive stage in the policy process, the uniqueness in representing the transformation of policy idea or expectation to take action is aimed at remedying social problems. It helps to inform ongoing program and it also enables decision makers to explore on how and why outcomes has not been achieved.

It is useful to make the conceptual distinction between the policy implementation process and policy outcomes, even though these are interactive in practice, the process should involve action on behalf of the policy, where as policy outcomes refer to the ultimate effect on the policy problem.

Spillane et al, (2002) suggest that the relationship between effectiveness and implementation of policies has been widely researched in Europe. It has run from macro-level and top-down analysis focusing on how organizational and bureaucratic norms influence policy implementation. The micro-level analysis highlights the roles of the individuals in the process of policy implementation of public policies. The effective implementation is lacking in the literature that is research-based which applies to the large and heterogeneous population of workers who do not fit well under the label of either policy maker or practitioner.

Mclaughlin, (1987a) points out, that a single model of analysis has difficulty explaining macro and micro-level phenomena. It is a strategy that the growing body of research on effectiveness of policy implementation should be used to support the development of mechanisms and strategies that will promote policy implementation.

However the current literatures are still unclear; much of the difficulty faced by theorists attempting to unite macro and micro models with emphasize placed on developing explanatory frameworks that can be used to analyze the process of policy.

Researcher's like Mclaughlin, (1987b) call for more research to strengthen the study on the effective implementation of public policies. Mclaughlin,(1987c) who has focused on how individual's come to understand and act upon various policy. It also need not to be crafted with anticipation of adaptation among policy implementers, but also with the knowledge that there is always an important, but many times overlooked roles of policy implementers to play in this process; Communicating and coordinating roles, using specific skills, processes, and knowledge to support the construction and implementation of public policies.

Dunleavy, (2006) also states that issues related to assessing effectiveness of policy implementation of Public policies Service remains relevant. The intentions to carry out the research on policies in South Africa was critical for both the public and private sectors called 'White Paper Era' which has been studied over many decades which has contributed to finding out the positive and negative aspect of effective implementation of the public policies.

Petrus, (2005) asserts that the effectiveness of policy implementation of public policies and the nature of the policy being implemented involves developing and managing contracts, establishing and administering grants, programs, planning and approving projects, managing of assets or developing and administering regulatory schemes.

Khosa, (2003) states that many public sector services in East Africa have been reported to have negative attitude towards the effectiveness of policy implementation of public policies in both public and private sector, the community viewed that the discrepancies between effectiveness and implementation of public policies are largely caused by unrealistic policies, lack of managerial expertise, absence of a people driven process, insufficient coordination are being viewed by the studies to be the most significant factors that influenced ineffective implementation of public policies.

Nwachukwu, M.U (2004) asserts that as mentioned in all the public services sectors in addition with the insufficient staffing and limited capacity of all the three spheres of government, as well as the linkages between them have largely worked against the effectiveness of policy implementation to achieve desired objectives.

Hizaamu, (2014) stated that public sector are over extended yet it is attempting to do too much with little resources. Its decision-making processes are irrational, staffs are presumed to be largely mismanaged, accountability systems are weak, public programs are poorly designed and public services are in general poorly delivered. It is very important to note that assessing the effectiveness of policy implementation provides public services government employer and private sector administrators to discuss the areas in which policies implementers excel and the areas which also need improvement.

It is very important for the functioning of the public sector services like the government and private sector to deliver service as series of activities by institutions in the mobilization and processing of resources and presenting them to a target group in the form that is satisfactory and sufficient So as to be of value to them.

ANAO Audit Report, (2010) asserts that assessing the effectiveness of policy implementation of public policies are very important in an organization it helps individuals and public service as a whole in the attainment of organizational policies output and the overall public administration system objectives on the implementation of the most important public policy and administration practices.

Hizaamu, (2014) asserts that it is one of the most heavily researched in service delivery so it remains Relevant for further research, as it has received attention from many different researchers from Uganda, the political leadership and civil servants. Policy incoherence may also be triggered by a confused overall policy framework, often linked to popular or donor-driven policy decisions made in inconsistent ways. Therkildsens, (2008) states that Malawi has several examples of this kind of policy incoherence. It has also led



to the suspension of local council election and disband of local councils and limited decentralization.

Kuite et al, (2012) reports indicates that managers and researchers have considered implementation of policies in the existing structures but the processes are not in line with the implementation of the innovation. Leaders make changes before the stakeholders are ready, these can cause resistance, Breakdowns in vertical coherence which are also evident in Uganda in NAADS program under the ministry of Agriculture animal industry and fisheries.

MFPED, (2014) report indicates that the NAADS programme was put in place by an Act of parliament in 2001 as one of the seven pillars of the Plan for Modernization of Agriculture. These institutions are farmer institutions, local Governments, private sector, NGOs, the NAADS board, NAADS secretariat, the MFPED and MAAIF.

Local governments are charged with the responsibility of implementing NAADS activities in their respective districts. They are responsible for the assessment of the effectiveness of policy implementation and general oversight of NAADS activities and for vote of counterpart financial contributions which helps to facilitate activities involved in the selection of the beneficiaries, participation, training and advisory service as provided in the guidelines of NAADS programme by the administrators.

The NAADS program is a 25-year public-funded private sector-contracted extension system that is being implemented into phases. Its first phase started in July 2001 and ended in June 2010, and its second phase started in July 2010 and ended in June 2015.

Benin et al, (2011) asserted that NAADS started in 24 sub-counties in six districts of Uganda, and by the end of the financial year 2006/2007, the program had reached 545 sub counties representing 83% of the total number of the sub counties in Uganda at that time.

The primary mandate of NAADS is to increase in the proportion of market-oriented production by empowering farmers to demand and control agricultural advisory and information services that could enable the farmers to increase total productivity. MAAIF, (2012) report states that since it was hijacked by the politicians NAADS has become a political project and its guiding principles were orientated towards political management.

Lukwago, (2010) stated that it was at cross-road, both the politicians and technocrats had different expectations from NAADS, the un-harmonized expectations between technocrats and politicians resulted into little success of the NAADS program being registered in the beginning. Before the policy makers finalized on the mechanisms for the implementation of the unified (single spine) agricultural extension system to deal with the legal issues.

The President directed that the senior army officers (Uganda Peoples Defence Forces) should implement the NAADS programme. During the Heroes day celebrations in Mityana district, on 9th June, 2014 new vision report indicates that President Museveni said that he is going to scrap NAADS Coordinators and deploy soldiers to implement the NAADS program.

It was because of the ineffectiveness of the implementation of the NAADS program that is why the president suspended the NAADS co-coordinators and replaced them with military officers because of corruption and misappropriation of fund in the

recent years. There is a clear policy on how extension services should be effectively implemented in Uganda.

NAADS report, (2010) states that In accordance with Uganda's decentralization policies, Sub-Counties are implementing NAADS program through the existing political and technical structures which started in 2006 in Moyo sub-county, the Sub-County is the most critical level for the implementation. Small holder farmers occupied the majority of the land and produce most of the crop and livestock products predominately in Moyo sub-county.

NAADS program is implemented in Moyo sub-county and it runs in the five parishes of Vurra, Eria, Logoba, Ebihwa and Aluru. The main goal is to promote food security, nutrition and household incomes through increased productivity and market oriented farming.

NAADS program implement farmers activities through the extension workers who play an outstanding role of mobilizing, training, empowering and building capacity of the farmers' to demand for advisory services in modern methods of agricultural technology and distribution of improved seeds like (cassava stock, banana stems, maize seeds, beans, groundnuts) and livestock like (goats, pigs, poultry) to the Individual farmers who are being selected through their farmer groups in the Village Farmers Forum.

Despite the attention and resources devoted by the government to the NAADS program to support farmers to improve their productivity of the crops and livestock productions, value addition, food security, increase income. NAADS program has decline, there are indicators that the NAADS program is facing key challenges in achieving its objectives. This calls for investigation through research.

### **1.3 Problem statement**

Though Moyo sub-county has been implementing the NAADS from 2009-2013, there are indications that NAADS has not been effectively implemented to achieve the objectives of the program in the sub-county. Despite the government and its development partners have injected resources into the NAADS program to improve on productivity, value addition, food security and increase on the farmers' earnings from agriculture, NAADS program has been declining over the last four years. If it remains unchecked it can lead to the closer of the program. Therefore, the researcher found it very relevant to conduct a study to assess the effectiveness of the implementation of NAADS program in Moyo sub-county.

### **1.4 General objective**

To examine the effectiveness of the implementation of NAADS program in Moyo sub-County.

#### **Specific objective**

- I. To find out how the NAADS program is implemented in Moyo sub-county.
- II. To find out the gaps in the effective implementation of the NAAD programme.
- III. To find out the strategies to improve the effectiveness of the implementation of NAADS program.

### **1.5 Research Question**

- I. How is NAADS program implemented in Moyo sub-county?
- II. What are the gaps in the effective implementation of NAADS program?
- III. What are the strategies to improve effectiveness in the implementation of NAADS program?

## **1.6 Scope of the study**

### **1.6.1 Conceptual scope**

The study is focused on the relationship between the (independent variables) of how the NAADS was implemented and (dependant variables) of effectiveness of policy implementation, intervening variables Moyo sub-county.

### **1.6.2 Geographical scope**

The study was conducted in Moyo sub-county; Moyo sub-county is located in the North western part of Moyo district. It covered the parishes of Ebihwa, Aluru, Vuru, Logoba and Eria. The population is predominantly rural and agriculture is the main source of livelihood and this is where the beneficiaries of NAADS programme are, with over 95% of the population engaged in farming.

### **1.6.3 Time scope**

The study covered the period under its second phase in implementation of the NAADS program 2010-2014 the NAADS program has not been effectively implemented despite the injecting of abundant resources to increase household income, value addition and productivity improved technology. There are indicators that the implementation of NAADS program is facing key challenges to achieve its objective of effective implementation.

Therefore, it is important to consider this period in the study to find out why the NAADS program is not effectively implemented.

### **1.7 Significance**

The study will help to guide the policy makers in the implementation of the NAADS program.

The study will help to assess the effectiveness of the NAADS program in identifying gaps and strategies for improvement.

The study will act as a source of literature review for other researchers, Ministry of agriculture animal industry and fisheries (MAAIF), extension workers, production department, civil servants, beneficiaries (farmers) to improve livelihood of the people.

The study will focus the attention of the government and development partner on proper use of resources (funds) to ensure that there is accountability and efficiency.

### **1.8 Justification**

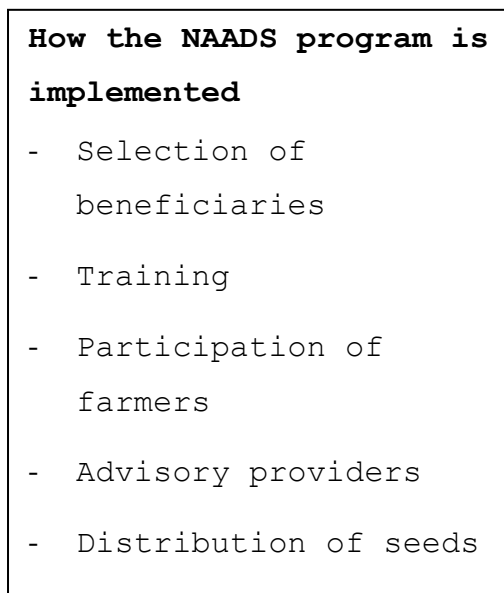
There are indications that NAADS has not been effectively implemented to achieve the objectives of the program in Moyo sub-county. The study tries to find out why the NAADS program is not effectively implemented. Despite the fact that government and its development partners have injected resources into the NAADS program to improve on productivity, value addition, food security and increase on the farmers' earnings from agriculture. The implementation of NAAD program has decline, there are indicators that NAADS program implementers are facing key challenges in achieving its objective of effective implementation of the NAADS program. This study is as a partial fulfillment of the requirements for the award of bachelor's degree in DDS.

## 1.9 Conceptual framework

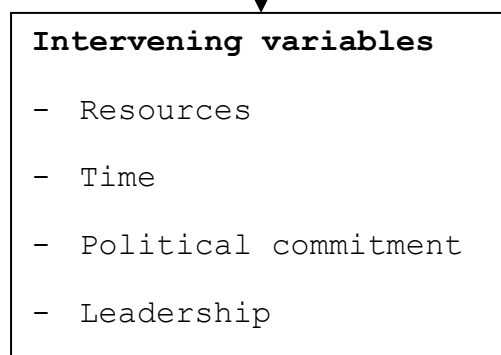
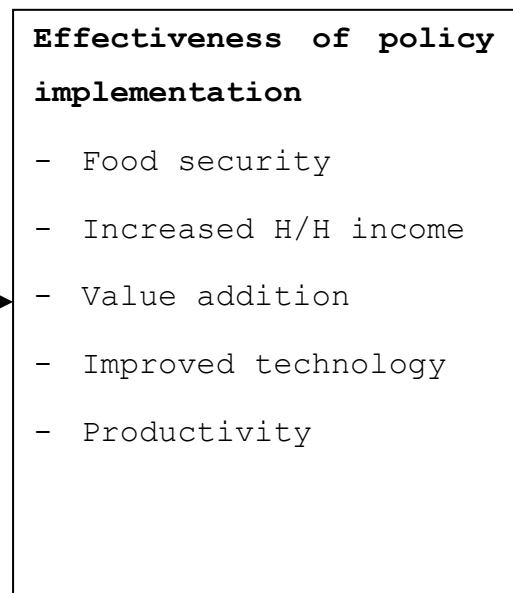
**Figure 1: Conceptual framework**

Conceptual framework is showing the relationship between the how the NAADS program is implemented and effectiveness of policy implementation.

### Independent variable



### Dependent variable



Source: Personal initiative

The conceptual framework provides the functional relationship between the independent variable of how NAADS program is implemented these includes the selection of beneficiaries, training, participation of farmers, advisory providers,

distribution of seeds, and Dependant variable of effectiveness of policy implementation it includes food security, increased household income, value addition, improved technology, productivity and intervening variable also include resources, time, political commitment, leadership.

## Conclusion

This chapter includes the background of the study, statement of the problem, the objectives of study, the research question, the scope of the study, significances of the study, justification, conceptual frame work, and Definitions of the key terms.



## **CHAPTER TWO**

### **LITERATURE REVIEW**

#### **2.1 General introduction**

This particular section presents views of various scholars and researchers on the research topic according to study objectives using the conceptual framework.

#### **2.2 How the NAADS program is implemented**

As Parsons, (1995) suggests that a study of effectiveness of policy implementation is a study of how change occurs, possibly how it may be induced, It is important for an implementer to understand the effectiveness of policy implementation process in part because many social programs are publicly funded, and they are initiated and influenced by public authority.

In addition, frequently assessing policies implementation inform ongoing programme, decision making and to explore how and why outcomes were or were not achieved.

Benin et al, (2007) said that program activity in the distribution of inputs by NAADS is now perhaps one of the program's most prominent supportive activities for participating farmers.

According to the NAADS goals, those farmers receiving free improved inputs-coupled with extension training, advice and market information are expected to exhibit higher levels of sustained use (adoption) of the technology compared with those farmers of similar backgrounds who are not participating in NAADS.

Okecho et al, (2011) states that new agricultural enterprises, productivity, commercialization, income, food security and nutrition, value addition in their production through changing

the crop products like maize, cassava into flour which add value to the product and it also increases income in return that leads to effective implementation of the NAADS program.

The authors Benin et al & Okecho et al, observed that NAADS has substantial positive impact on the availability and the quality of advisory services provided to farmers it has promoted the adoption of new crops and livestock enterprises, including modern agricultural Production technologies and practices , post harvest technologies and commercial marketing of commodities.

Buse et al, (2005) said that effective implementation of NAADS program results into the effectiveness of policy implementation which leads to achieving the objectives of the program. Policies are set at higher levels in a political process and are then communicated to subordinate levels which are then charged with the technical, managerial and administrative tasks of putting policy into practice. Political scientists have theorized that the top-down approach requires that certain conditions be in place for policy implementation to be effective.

According to Carroll et al,(2007) implementation refer to any innovation in the delivery of a specific programme, a purposeful set of activities undertaken to incorporate the distinct components of that programme into a service of a community setting. Similarly it can be relate to policy, which involves a series of activities undertaken by government and its institutions to achieve the goals and objectives of effective implementation of NAADS program.

Benin et al,(2011) said that NAADS is under the second phase of implementation. Supports activities to increase participation of farmers in the NAADS program is by enhancing households' access to extension services, farmers access to

new improved technologies, knowledge and technical advice for increased productivity and profitability, Value addition and enhancing market linkage in order to fast track commercialization of agriculture.

Kibwika et al, (2010) asserts that government counterpart funding is mainly through annual budgetary allocations and existing physical assets such as office equipment and infrastructure rollovers. Following the dismissal of non performance by the local government and farmers toward NAADS co-founding in the second phase, this component of funding has been removed from phase II of the NAADS budgeting process. Lack of counterpart funding from farmers however has also weaken farmers' commitment toward effectiveness of the program implementation.

Nunez and McCann, (2004) asserts that under component one, for example NAADS contracts private agricultural services providers (ASPs) to train selected farmers in modern production practices of crops, livestock and other enterprises such as apiary and aquaculture. Under this component, NAADS also hires ASPs to deliver solicited and unsolicited extension advice and information. Under the second component, the government contracts business agencies to supply and distribute improved inputs, such as seeds, fertilizer, heifers, day-old chicks and feeds to beneficiary farmers.

Salamon, (2002) states that where effectiveness in policy implementation is viewed as a product of strong bureaucratic management involving control, coercion, and compliance to ensure fidelity with the policy in NAADS to achieve its objectives. Mazmanian & Sabatier, (1989) in contrast with argument that the bottom-up model the implementation occurs only when those affected are involved earlier in the policy process—that is, in stages such as issue definition and policy formulation, also during the implementation stage of the

debate between the top-downers and bottom-uppers it was essentially to take note of integrated, contingency-based models.

Goggin et al. (1990) proposed that when given increased attention to the role of the intergovernmental relationships, the political context, and the role conflict play in shaping the implementation process some leaders in the policy field began promoting more democratic approaches to public policy, including policy implementation and evaluation, recognizing the broader purposes of enlightenment, citizen participation, and social consensus.

Salamon (2002b) research showed that there is a relationship in merging different policy objectives concerning the service delivery among beneficiaries and service providers in given setting. He further offered advice to public sector senior leaders on the effectiveness of policy implementation of public policies so that unintended consequences, which deny the beneficiaries the full benefits of a new programme or waste public resources, can be avoided. That specific objective leads to better planning and decision.

The researcher argued that effective implementation of NAADS programme is reliant upon good linkages between levels of government and organizations at local level. Where these linkages are fractured or missing it becomes ineffective policy implementation the researcher occurred with the authors like Salamon, (2002), Mazmanian & Sabatier, (1989), Goggin et al. (1990). Sometimes the staffs are not qualified to perform technical work.

### **2.3 Gaps in effective implementation of NAADS program**

Okoboi et al, (2012) with the increase in the number of local government sector, the NAADS budget has continuously declined yet the number of beneficiaries has increased. Consequently; the amount of inputs provided to farmers has declined each year and could not meet the growing demand.

The amount of money released to sub counties is inadequate to meet the people's expectations and demands. There is an increasing number of beneficiaries and the categorization of farmers for support has made it even very difficult for effective implementation of the programme.

Grindle, (1980) supplemented that though a wealth of advice has been directed at individuals who are asked to implement the policy; the bulk of that advice is either incomplete or misplaced. Wallenstein & Duran,(2006) states that without a research-grounded understanding of what the role of the policy implementers actually can do in the process of effective policy implementation.

Much of the difficulty faced by theorists attempting to unite macro and micro models of policy implementation has to do with the emphasis placed on developing explanatory frameworks that can be used to analyze the process effectiveness of policy implementation.

Okoboi et al. (2011) said that the Implementation of the NAADS program has met a lot of challenges in the NAADS guidelines; it is indicating that the participation of farmers in NAADS is supposed to be through the selection of farmers from their farmer groups. But in practice, it is mainly at the discretion of program administrators to determine who is eligible to participate.

The guidelines also indicates that farmers are selected to participate in NAADS under the three levels of the NAADS program which include the demonstration farmer, lead, model and nucleus farmers groups who should have specific credentials. The level of entry in NAADS determines the value of the goods and services that the farmer receives from the NAADS program.

Semana, (2004) asserts that nonetheless due to political interference and nepotism, the guidelines are often overlooked such that some farmers are categorized in a level into which they do not fit and provided with goods and services for which they are not qualified. Other challenges in the NAADS implementation include late disbursement of funds to districts and sub-counties where activities are implemented, embezzlement of funds, distribution of poor-quality inputs and government disruption of activities.

Okoboi et al, (2012) found out that high prices were the reason most frequently cited by farmers for not using improved inputs even with training and advice on the benefits of using improved technologies, most farmers in households still are not using these inputs due to high prices, let alone the distance to farm-input shops to which the farmers had to track to buy the inputs. NAADS also contract sub-standard service providers who do not supply quality inputs.

Gautam, (2000) asserts that late supply of inputs when the rainy/planting season is ending was also another important cause of poor yields. The amount of funds or its equivalency that the beneficiaries receive is inadequate to enhance their agricultural productivity. Besides being inadequate the release sometime delay, which affects the implementation of planned activities. NAADS funding program has been crowded with budget allocation for the entire agricultural sector at local government levels. NAADS is seen by policymakers and

politicians as a method for addressing agricultural constraints faced by farmers. Yet it has only causes decline in productivity such over 90 percent of central government funds releases to local government for agriculture are NAADS funds.

Okeke et al, (2011) the gap that often exist between effectiveness of policy and implementation of programme is the problem of policy implementation which is traced back to the planning stage which comes immediately after policy formulation, having stated clearly that good planning will ensure effective implementation of a program.

Stokols, (2006) asserts that good planning can facilitate effective implementation which ought to consider such factors as the planning environment, social environment, political environment, and financial and statistical problems. It is in recognition of these two authors Stokols and Okeke et al, observed that. For a programme to achieve all ends, it has to be carefully planned. The plan must take into consideration the needs of the beneficiaries and the researcher also concurred with their research findings.

Leni et al, (2012) lamented that The Government's expectation is that better policy outcomes will be achieved through a culture that emphasizes adequate consideration of implementation challenges in the provision of policy advice. Whereas effectiveness of policy implementation does not receive sufficient and early attention, experience shows that problems will arise during subsequent delivery of the program.

Lowi, (1963) states that these problems may include sub-optimal delivery methods, over ambitious time frames, resources not being available when required, inappropriate skills or capability for the initiative and insufficient consultation and contingency planning the researcher concurred with the

author basing on the factor gaps in the effective implementation of the NAADS program.

Degroff, (2009) said that in addition to this frequently assessing the gaps in the effective Implementation in NAADS program also helps to inform ongoing programme, planning, decision making and to explore how and why objectives outcomes were achieved or were not achieved. That when effective implementation of public policies is positively in corporate with delivery of programmes as an outcome of appropriate use of resources, decision-making, leadership skills and knowledge.

Peter, (2012) states that effectiveness as the capability of producing a desired result when something deemed effective, it means it has an intended or expected outcome, or produces a deep, vivid impression. The issues of ineffective implementation are bad governance and corruption, particularly among politicians and civil servants, described as a major obstacle to proper policy implementation of the NAADS programme.

Grindle, (1980) asserted that generally effectiveness in systems is terms as the structural, functional and cultural ability to implement the policy objectives of the NAADS programme of the government, i.e. the ability to deliver those services aimed at raising the quality of life of citizens, which the government has set out to deliver, as planned over time availability and access to concrete or tangible resources human, financial, material, technological, logistical, and other intangible attributes needed to transform into action.

The researcher concurred with Grindle, (1980) arguments .Lack of availability of the resource, the high cost for implementation, also contribute to delay in the decision making process; and it also leads to poor planning process



which results into ineffectiveness of policy implementation in the NAADS program.

Savitch, (1998) regards capacity building as a total transformation of government in order to mobilize all available resources to achieve policy objectives. One of the major reasons for the ineffectiveness of a policy implementation is poor governance, lack of coordination, communication and lack of trust among political representatives and government officials, also the lack of cooperation among different government departments.

Cochran et al, (1998) asserts that the political decisions for implementing the programme is to achieve societal objective of the NAADS program which is related to poverty reduction, increased household income, productivity, participation in market and improved technology. For the government and its institutions to achieve objectives articulated in policy guideline of the NAADS programme there should be political commitment in the leadership, time and enough resources allocation for its development.

Effectiveness of Policy implementation should sit within the Community level factors which are relevant to the implementation of the programmes which include the community capacity, community readiness for prevention, community competence, community empowerment, social capital, and collective efficiency. These factors focus on the importance of connections within the community, resources, leadership, participation, sense of ownership of the community, and the willingness to intervene directly in to community problems.

## **2.4 Strategies to improve implementation of NAADS**

ANAO, (2011) stated that Strong leadership as an inclusive approach, sound processes and the effective use of resources, in the implementation of NAADS programme is essential to establish clear governance and accountability arrangements everyone needs to be clear as to who is in charge underpinned by a commitment to work cooperatively.

Pressman and Wildasky, (1973) Policies are set at higher levels in a political process and are then communicated to subordinate levels which are then charged with the technical, managerial and administrative tasks of putting policy into practice. Matland, (1995) asserts that the top-down approach policy actors should concentrate their attention on factors that can enhance development of the people's livelihood which targets the group of the beneficiaries and service delivery.

Grindle, (1980) asserted that the capacity of the public sector should be conceptualized in general systems terms as to implement the policy objectives of the program, the ability to deliver those public services aimed at raising the quality of life of citizens, which the government has set out to deliver, as planned over time availability of and access to concrete or tangible resources.

It obviously refers to the availability of and access to concrete or tangible resources (human, financial, material, technological, logistical, etc). Capacity also includes the intangible requirements of leadership, motivation, commitment, willingness, endurance, The political, administrative, economic, technological, cultural and social environments within which action is taken must also be sympathetic or conducive for successful implementation.

Wild and Harris, (2012) There is also need for public authorities like the senior leaders to demonstrate leadership by example, so as to promote co-operation and avoid territoriality, an increasingly common feature of service delivery is collaborative or co-production arrangements between public authorities to take action for successful Implementation of the NAADS programme leadership should focus on issues of participation and training, used of improved technology to enhance livelihood of the locals.

Gertler et al. (2011) states that to improve yields or farm income is by addressing market linkage failures, easing access to technologically enhanced inputs and promoting farmers knowledge through advisory services which has the highest share of positive effects. The NAADS program is to provide insights into the dynamics of household participation in the NAADS program and the associated agricultural-related outcomes.

Scharpf, (1978) suggest that increased participation in planning and decision making in programs helps in achieving the objectives in the effective implementation of public policies under NAADS programme there should also be relevant guidelines for the effective implementation of the program through formalization, operating procedures, allocation of resources within the relevant programme.

Sabatier & Mazmanian, (1983), states that both financial and technical resources along with quality human resources are key factors that contribute to the proper implementation of any policy, particularly if a policy requires the creation of new structures and the hiring of new personnel.

Wallenstin .B. and Duran .B, (2006) the government and its institutions to achieve the goals and objectives articulated in the policy should focus on the importance of the connection

within the community settings, resources available, leadership styles, participation, sense of ownership by the community and the willingness to intervene directly into community problems.

Savitch, (1998) assert that the actual issuing deterrence to offenders at various levels of policy implementation of NAADS program will reduce corruption and abuse of inputs by the beneficiaries. On the other hand, some study contradicts the effectiveness of implementation of policies to enhance public service delivery in the NAADS programme.

Some scholars of policy science saw that effectiveness of policy implementation of public policies merely as an administrative choice which had been legislated. This view has however been challenged by other researcher. If only the skills and knowledge are relevant to the implementers.

### **Conclusion**

This literature discussed shows that there is a significant relationship between effectiveness of policy implementation and implementation of NAADS programme as it has been identified by some scholars and researchers.

## **CHAPTER THREE**

### **METHODOLOGY**

#### **3.1 Introduction**

This chapter encompasses the methodology of the study. It presents the research design, area of the study, population of the study, sampling size and sampling techniques, data collection methods and instrument, quality control method, reliability and validity, data analysis technique, ethical consideration and limitation.

#### **3.2 Research design**

Amin, (2005) noted that research design refers to an arrangement that aid conceptualizing of the variables, handling of data, sampling of respondents and data analysis techniques, research design guides the researcher in planning and implementing the study with the aim of solving the research problem. The research design adopted in this study was a Case study because it places emphasis on the full analysis of limited number of events or conditions and their inter-relations. Robert, (2009) asserts that case study is essentially an intensive investigation of a particular unit under consideration; it excels at bringing us to an understanding of a complex issue to that extend or add strength to what is already known through pervious research.

In this particular study the researcher used predominately qualitative approach. Oso and onen, (2008) observed that qualitative research aims to better understanding through first hand information experiences, truthful reporting and quotations, actual conservation it was used to qualify results and has the ability to permit the research to go beyond statistical results while quantitative approach was also used to ensure complementarities and elaboration.

### **3.3 Area of the study**

The study was conducted in Moyo sub-county, Moyo District, Northern part of Uganda. It is 4km from north western of Moyo town and covers the parishes of Ebihwa, Aluru, Vuura, Longoba and Eria. The population is predominantly rural and agriculture was the main source of livelihood, with over 95% farmers.

### **3.4 Population of the study**

The researcher based the study in Moyo sub-county. Data was collected from targeted population of (50) respondents. This includes the sub-county chief, NAADS co-coordinator, parish chiefs, extension workers, beneficiaries (farmer groups), CDOs, local leaders council (I, II, III) this are the categories of people who were interviewed as respondents in this area of the study.

### **3.5 Sample size and sampling techniques**

#### **3.5.1 Sample size**

The study has representations of a sample size of 50 respondent this includes; (1)sub-county chief,(6)parish chiefs,(1)CDO,(08)LCI,(28)beneficiaries,(5)LCII,(1)LCIII,(1)NA ADscoordinator,(2)extension worker. The researcher focused the study on their roles, experience in the program.

#### **3.5.2 Sample technique**

Simple random and purposive sampling technique was used to select the sample intended to minimize biasness so as to attain the purpose of the study.

### 3.5.3 Simple random sampling

Ezeani, (2003) asserts that simple random sampling was used when sample was selected from the population in such a manner that all members have an equal chance of being selected. It is because the population contains various distinct groups that differ on their attribute that is being researched in this category it include the beneficiaries (Farmers).

### 3.5.4 Purposive sampling

Mugenda, (1999) states that purposive sampling was used to focus on a particular character of the population of interest and the individuals who have special qualifications of some sort. This includes the category of the NAADS co-coordinator, CDOs, LCIII, LCII, LCI, extension workers and parish chiefs.

## 3.6 Data collection methods and instrument

**Table 1: Data collection and the instrument**

Study population	Sample size of each cat	Sampling techniques	Data collection method	Data collection instruments
LCI	8	purposive	Questionnaire	Questionnaire guide, semi-structured, structured
Sub-county chief	1	purposive	Questionnaire	Questionnaire guide
CDO	1	purposive	Questionnaire	Questionnaire guide
Extension worker	2	purposive	Questionnaire	Questionnaire guide,
NAADS coordinator	1	purposive	Questionnaire	Questionnaire guide
LCII	5	purposive	Questionnaire	Questionnaire guide
Parish chiefs	6	purposive	Questionnaire	Questionnaire guide
LC (III)	1	purposive	Questionnaire	Questionnaire guide,
Beneficiaries (farmers)	28	Simple random	Interview	Interview guide,
<b>Total</b>	<b>50</b>			

### **3.6.1 Questionnaire**

Questionnaires method was used to gather data over a large sample views, perceptions, opinions, and feeling from sub-county chiefs, CDOS, NAADS coordinators, LCIII and 1 because the population is literate and the information needed was easily described in writing to give room for in depth information, it is the most flexible method because the respondents can give views at their own convenient time.

### **3.6.2 Interviews**

Interview method was used to get responses from key informants the beneficiary farmers. The interview method of data collection used presentation of oral-verbal question, the interview guide was the tool used during the study, the guide help in giving more clarity on some questions and statements that are in semi and standardized structure to get information from the respondents it was used during the face to face interviews, responses and answers from interviews were written down during the interview to avoid omission of critical information.

## **3.7 Quality control methods**

### **3.7.1 Validity**

According to Sarandakos, (1998) asserts that validity means the ability to produce findings that are in agreement with theoretical or conceptual values in other words to produce accurate results and measure what is supposed to be measured Validity measure produces true results that reflect true situation and conditions of the environment of the study. The researcher ensured validity by use of unambiguous questions in the questionnaire that are used in the field and there was pre-testing of the questionnaire on a group of ten respondents selected to see the validity of the questionnaire.



### **3.7.2 Reliability**

According to Sarandakos, (1998) stated that Reliability refers to the ability of an instrument to produce consistency. A method is reliable if it produces the same result whenever it is being repeated, even by other researchers. Reliability is also characterized by precision and objectivity. The researcher constantly checked and verified questions on any other information to be collected during the process of data collection to ensure completeness and accuracy, these involves constant editing of the data and the results to ensure that there is minimal error rate.

### **3.8 Data analysis techniques**

Data analysis is the process a researcher uses to reduce data to a story and its interpretation (Lecompte and Schensul,1999) the process involves three things, first data is organized secondly data is categorized as per the themes or patterns in the data, finally data is linked(patton,1987).The researcher adopted the content analysis of miles and huberman to analyze data, by reducing data through editing and summarizing with the intent to extract useful information and develop conclusion without changing the meaning of what respondents said Amin, (2003) asserts that. Both qualitative and quantitative was applied to interpret and analyze the data, the researcher provided explanations and discuss the results with help of simple descriptive form and conclusion were made based on the narrations in the theme description of variables, statistics which include percentages, frequency and tables. Enable the researcher to explore new areas, deal with the value laden question, build theories, and to do in-depth. Data was further sorted and coded and then tallies. However data analysis was mainly involving a qualitative method which includes narrative description and observation with limited quantitative. Analyzed and interpreted from which a report was

written based on the objectives and research question used, finding are included in the report and conclusion and recommendation have been made.

### **3.9 Ethical consideration**

Free and informed consent the researcher allow the respondents to participate in the research freely.

Respect for the respondent by the researcher ensured minimal pressure and the purpose.

The right to confidentiality of information offered by the respondents was for the purpose of the study.

The right to anonymity the data collected by the researcher, no writing of names on the Questionnaire.

### **3.10 Limitation**

There was information concealment by some respondents on the fear of exposure of sensitive information to other people. Here researcher encouraged the respondents to be as open as possible as this research could help government to improve on the methods of identifying beneficiaries and also to help the beneficiaries to find ways of solving the challenges the beneficiaries had been going through.

Financial constraint was also another major challenge for the study as it is an expensive venture. On the issue of financial constraints the researcher used the available funds at hand to reach the respondents and finish the study.

### **Conclusion:**

These chapter presents; the research designs, area of study, population of the study, sample size and sample techniques, data collection and instruments, quality control data analysis, ethical considerations, limitation of the study.

## CHAPTER FOUR

### DATA PRESENTATION AND DISCUSSION

#### 4.0 Introduction

This chapter presents the findings. The findings present results and their interpretation of important variables, objectives of the study and the research question. This was followed by description of different responses obtained from respondents during the research as per the objectives of this research. Qualitative and quantitative methodology was used both questionnaire, and interview.

#### 4.1 Findings on general information

##### Bio-Data

Respondents were described according to gender, age, marital status, level of education in order to appreciate the reliability and the accuracy of the research findings.

**Table 2: Gender of the respondents**

Sex	Frequency	Percentage
Male	30	60%
Female	20	40%
Total	50	100%

Source: field research

Table 2, indicates that 60% of the respondents were male, and 40% were female. This implies that, there was difference in gender in the study meaning that less female participate or they are not at all that interested in the NAADS program.

**Table 3: Age range of the respondents**

AGE Range	Frequency	Percentage
20-24 years	4	8%
25-28 years	10	20%
31-34 years	15	30%
35-50 years	18	36%
Above 50	3	6%
Total	50	100

Source: field research

Table 3 above, findings indicated that (4)8% of the respondents were aged between 20-24 years, (10)20% between 25-28 years, (15)30% between 31-34 years, (18)36% between 35-50 years, 3(6%) were above 50 years of age. This showed that the respondents that were approached were adults who were actively involved in implementation of the NAADS or as stakeholders, and beneficiaries of the program who are mature enough to answer the questions in the questionnaires and interview schedules guide.

**Table 4: Marital status of the respondents**

Status	Frequency	Percentage
Married	26	52%
Single	5	10%
widows	12	24%
Separated	7	14%
Total	50	100

Source: field research

Table 4: findings showed that (26)52% of the respondents were married, (5)10% were single, (12)24% were widows and (7)14% were separated. This shows that there was no discrimination of respondents because of marital status.

**Table 5: Level of education of respondents**

LEVEL	Frequency	Percentage
Degree	2	4%
Diploma	12	24%
certificate	3	6%
A' Level	4	8%
O'level	6	12%
PLE	16	32%
School dropout	7	14%
Total	50	100%

Source: field research

Table 5: indicated that, (4)8% of the respondents had degree (12) 24% had diplomas, (3)6% had certificate, (4)8% had A 'level, (6)12% had O'level, (16)32% has PLE and (7)14% were drop out this indicated that NAADS does not segregate in participation it involved all those who are interested to join the group of the farmers.

## 4.2 How the NAADS program is implemented

The First objective of this study established the views of the respondents on how the NAADS program was implemented to achieve this objective in the questionnaire/interview guides the respondents were asked the following question; how is NAADS program implemented/who are the people involved in the implementations of the NAADS it was analyzed under the research questions of how is NAADS program implemented? The results of the respondents are summarized in the table 6 below.

**Table 6: Opinion of the respondents on how the NAADS program is implemented**

Description	Variables	Frequency	percentage
How is NAADS program implemented in Moyo sub-county	Selection of beneficiaries	15	30%
	Training of the framers	8	16%
	Participation of farmers	12	24%
	Advisory providers	9	18%
	Distribution of seeds	6	12%
<b>Total</b>		50	100%

Source: field research

### Selection of beneficiaries

Table 6: Above, research findings revealed that 15(30%) of the respondents said that NAADS program was implemented through the selection of beneficiaries based on the criteria that a farmer must be registered member of farmer groups, must have land for cultivation, paid subscription fees of membership,

resident of the area, this was in line with the questionnaire guide with the NAAD co-coordinator in Opi village said that

*"It is important to select farmers from their groups because of follow-up in the training, distribution of inputs and to market their products in group"*  
(questionnaire guide2/06/2016)

In addition the respondents in Aluru parish affirmed that selection criteria has helped in giving right and quality quantity of input and benefits involved in it.

Okoboi et al. (2011) said that Implementation of the NAADS program has met a lot of challenges NAADS guidelines indicate that participation of farmers in NAADS is supposed to be through the selection of farmers through their farmer groups. In practice, it is mainly at the discretion of program administrators to determine who is eligible to participate.

#### Training of the farmers

Another 8(16%) of the respondents responded that it was training of the farmers that is key factor to acquire skills and knowledge in group formation value addition, food security, income generating activities, environmental protection, land use and conservation, savings and credit management in order to achieve productivity this was according to an interview with a beneficiary in Eria village she said that

*"they kept on for getting what they have learnt because the extension workers do not visit them frequently to see their progress otherwise the training they have received has improved their ways of planting their crops and livestock keeping", (interview 30/05/2016)*

On contrary to the interview guide the parish chief in Logoba parish argued that training depends on the availability of fund couple with lack of seriousness of some farmers the parish chief commented that;

*"Sometimes beneficiaries receive technologies when they are not ready or the beneficiaries are prepared/ready the suppliers also take long to supply the enterprises, thereby it discouraged the farmers from utilizing them" (questionnaire guide 5/06/2016)*

#### Participation of farmer

In general it was agreed that 12(24%) of the respondents in the questionnaire and interview guide rated that participation of farmer was paramount. It was also noted that farmers needs are reflected in the NAADS programme, since they participated in village farmers forum, election of beneficiaries, identify their enterprises and needs; because the benefit of participating in NAADS was to obtain assistances in form of farm inputs, improved standards of living, ability to educate their children, acquire knowledge and skills, attend trainings, to increase household income, and enhanced productivity.

Benin et al,(2011) states that NAADS is under the second phase of implementation. Supports activities to increase participation of farmers in the NAADS program by enhancing households income, access to extension services, farmers access to new improved technologies, knowledge and technical advice for increased productivity and profitability, Value addition and enhancing market linkage in order to fast track commercialization of agriculture However in an interview with a lead farmer in Toloro village said that;

*"Farmer mobilization and participation role should have been left to farmer owned associations who know their members well because sometimes food security farmers sell off their farm input"(interview 2/06/2016)*



### Advisory providers

9(18%) of the respondents responded that the Advisory providers are to train selected farmers in prevention and disease control, value addition, food security, preservation and marketing who are to ensure that program activities are active and provides services for the farmers.

Pointed by Nunez and McCann, (2004) under component one, for example NAADS contracts private agricultural services providers (ASPs) to train selected farmers in modern production practices of crops, livestock and other enterprises such as apiary and aquaculture has not achieved the objective of the implementation of NAADS program.

Following the dismissal of non performance by the local government and farmers toward NAADS co-founding in the first phase, this component of funding has been removed from phase II of the NAADS, budgeting process. Lack of counterpart funding from farmers, however has weakened farmers' commitment toward effectiveness of the program implementation.

It was argued by the respondents in the interview guide that the advisory service have helped to improve their existing projects and also to generate new projects which is making profit besides our subsistence farming meaning farming has become a source of livelihood for us.

### Distribution of seeds

6(12%) of the respondents rated distribution of seeds as an increase in supply of seeds that comes from their farms, which is given according to the category of farmers for example lead farmer gets twenty kilograms of maize to plant his/her farm, but food security farmer get five cups of maize to plant and it is distributed randomly depending on your lack and inputs which was to increase food security, increased income this was

in line with the questionnaire guide with LCIII in Moyo sub-county said that.

*"our government help our farmers with seeds but some are not serious they do not use the rain seasons correctly for planting crops couple with unpredictable rain patterns there is even extreme hunger in the households of farmers who are NAADS beneficiaries"(questionnaire 2/6/2016)*

In addition to this the sub-county chief in Opi village in questionnaire said that

*"The NAADS program was implemented by the local government and the farmers institution and the private advisory providers played the role of seeing that the NAADS program is effectively implemented which include the NAADS coordinators, the sub-county chiefs, AASP, farmer forum, parish chiefs, extension workers in the implementation process. The sub-county co-funds NAADS program for every financial year" (Questionnaire guide 6/6/2016)*

Kibwika et al, (2010) government counterpart funding is mainly through annual budgetary allocations and existing physical assets such as office equipment and infrastructure rollovers.

In addition to the interview with respondents evidences conflicted the implemented NAADS program being farmers owned program through the farmers groups farmers get little benefit, much of the money go to the private services providers who provide inputs and seeds that are procured sub-standard inputs from outside the region centrally organized by the district committee, policy implemented are even interfered by the politicians.

#### **4.3 Gaps in the effective implementation of the NAADS program**

The second objective was to find out the gaps in the effective implementation of the NAADS program in the view/opinion of the respondents in the interview/questionnaire guide were asked the following questions, Are there gaps in the implementation of the NAADS program No/Yes?, If YES why is NAADS program not

effectively implemented. The data was analyzed under the research question. What are the gaps in effective implementation of the NAADS program?

The respondent's responses are summarized in the table 7;

**Table 7: Illustrating the gaps in effective implementation of the NAADS program.**

Description	Variables	Frequency	percentage
What are the gaps in effective implementation	Corruption and embezzlement	20	40%
	Poor facilitation of extension workers	11	22%
	Limited training of farmers	3	6%
	Delay in tendering and procurement	4	8%
	Lack of ownership of the program by beneficiaries	5	10%
	Distribution of poor quality seeds	2	4%
	Frequent change in guidelines	5	10%
Total		50	100%

Source: field research

Corruption and embezzlement of the NAADS funds

Table 7: above findings revealed that 25(40%) of the respondents in the interview and questionnaire guide rated corruption and embezzlement of NAADS program funds by the implementers at the sub-county, is an Issues of concern and other financial irregularities in the implementation of the NAADS programme participation in decisions making over how

funds are allocated, suggested that local political leaders and technical staffs have the major influence over funds, fueling corruption and misuse of resources in line with an interview with beneficiary in pamjou west said that

*"NAADS does not bear results on the farmers always giving accountability without results in the spending of the funds NAADS came to make enrich civil servant but not farmers" (interview 4/6/2016)*

Okeke et al. (2011) the gap that often exists between effectiveness and implementation of programme is the problem of policy implementation which is traced back to the planning stage which comes immediately after policy formulation, stated clearly that good planning will ensure effective implementation of a program.

#### Poor facilitation of extension workers

11(22%) of the respondents said that Failure to have adequate facilitation for extension staff has crippled the implementation of NAADS programme and agricultural extension in general. The Sub-county lack extension staff; on average each sub county has two extension staff (one NAADS coordinator and one extension staff), poor facilitation of extension staff with funds to monitor the progress of farmer at sub-county levels has meant that majority of the farmers are losing out on the critical knowledge for improving their productivity in questionnaire guide with extension worker in Vurra Obilingo village.

*"We facilitate when there is training and monitoring activities imagine two extension workers supervising farmer's progress in different parish that are far apart there is no permanent earning for us." (3/06/2016)*

### Limited training of farmers

3(6%) of the respondent responded in questionnaires and interview guides said that limited training of farmers in vital areas like prevention and disease control of pests, value addition to the farm products has contributed to poor harvest because sometimes crops are attacked by common diseases that becomes complicated to control like cassava mosaic came into the sub-county because of failure to identify that the cassava variety has disease due limited training skills in an interview with a farmer in lama village said that

*"The implementation of the programme is frustrate by poor coordination between the preparation for the technologies by beneficiaries and the delivery of technologies by service providers" (interview 3/06/2016)*

### Delay in tendering and procurement

4(8%)of the respondents responded that, tendering and procurement done centrally also delays planting season for good harvest, Community-based procurement was introduced in 2008 with the aim of ensuring value for money without compromising quality, promoting transparency, deepening farmer empowerment and minimizing bureaucracy for timely availability of inputs. In an interview with a beneficiary farmer in Opiro village

*"We get cassava stalk that are half way dried up and in the wrong season which does not germinate because of the long process in purchasing it." (Interview 4/6/2016)*

In addition the respondents from the questionnaire and interview guide said that though it is a very good idea, community procurement has a lot of hidden costs between parish procurement committees and suppliers who are to supply bring sub-standard inputs; because of improper timing of procurement

and delivery of inputs. This is contributed by the fact that majority of the members of the Parish Procurement Committee members are illiterate, and despite the training they underwent, they are still being manipulated by the service providers who sometimes give them bribes to influence their work.

#### Lack of ownership of the program by the beneficiaries

5(10%) of the respondents rated that lack of ownership of the program by the beneficiaries has resulted to sale of inputs by the beneficiaries, Most beneficiaries; especially food security farmers, don't own projects, they sell-off inputs, don't care about inputs provided to them, which undermines the sustainability of the programme.

This is partly due to low level of participation in decision making especially on enterprise selection and lack of cost-funding mechanisms. However, in an interview with the LCII of Vurra parish said that

*"Lack of participation and failure to contribute to government programme reduce ownership and sustainability which has resulted into the farmers calling it these program of NAAD meaning they are not part of it"(Questionnaire 27/06/2016)*

Savitch, (1998) regards capacity building as a total transformation of government in order to mobilize all available resources to achieve policy objectives. One of the major reasons for the ineffectiveness of the program is poor governance, lack of coordination, communication and lack of trust among political representatives and government officials, also the lack of cooperation among different government departments.

### Distribution of Poor quality Seeds

2(4%) of the respondents revealed that distribution of poor quality seeds like groundnuts, maize and cassava stalk gives poor yields in harvest because it even lacks variability in germination. In livestock it has resulted into death of animals like goats and cows because of the harsh weather conditions that could not easily cope with unpredictable seasons, food security farmers make little use of improved technology to improve productivity they are still use ordinary hand hoes for the preparation of the land and use of local manure was minimal to get good harvest from their crops in questionnaire guide of with LCII of Eria parish said that.

*"We did not asked for hoes we ask for ox-plough, a tractor per sub-county to improve our productivity with improved seeds of good quality that fits our environment hear our voice first before planning for us" (Questionnaire 6/6/2016)*

Okoboi et al, (2012) asserts that high prices were the reason most frequently cited by farmers for not using improved inputs even with training and advice on the benefits of using improved technologies, most farm households still were not using these inputs due to high prices, let alone the distance to farm-input shops to which the farmers had to track to buy the inputs. NAADS contracted sub-standard service providers who do not qualify supply quality inputs.

According to my observation there are beneficiaries who due to unpredictable rainy seasons either consume or sell-off inputs provided to them it fails to meet farmer's agricultural needs and this leads to abuse of the programs resources by both NAADS administrators and beneficiaries.

### Changes in the guidelines

(5)10% of the respondents said that in Questionnaire and interview guide, there was continuous changes in the NAADS guidelines with minimal consultation with the implementers and beneficiaries. The NAADS programme is viewed as a top-down rather than a bottom-up programme. This has affected the stakeholders' ability to internalize the programme especially among the beneficiary farmers.

Semana, (2004) asserts that nonetheless due to political interference and nepotism, the guidelines are often overlooked such that some farmers are categorized in a level into which they do not fit and provided with goods and services for which they are not qualified.

The guidelines also indicated that farmers selected to participate in NAADS are under the three levels of the NAADS farmers phase II which demonstration, lead, model and nucleus farmers groups who should have specific credentials. The level of entry in NAADS determines the value of the goods and services that the farmer receives from NAADS.

Buse et al, (2005) said that effective implementation of NAADS program results into the effectiveness of policy implementation which leads to achieving the objectives of the program. Policies are set at higher levels in a political process and are then communicated to subordinate levels which are then charged with the technical, managerial, and administrative tasks of putting policy into practice. Political scientists have theorized that the top-down approach requires that certain conditions be in place for program implementation to be effective.



#### 4.4 Strategies to improve the effectiveness in the implementation of the NAADS

The third objective was to find out the strategies to improve the effectiveness in the implementation of the NAADS program to achieve this objective the respondents were asked the following questions what do think are the strategies in the implementation of the NAADS program, The data was analyzed under the research questions what are the strategies to improve effectiveness in the implementation of NAADS program?

The respondents responses were summarized in table 8 below;

**Table 8: strategies to improve NAADS**

Description	Variables	Frequency	Percentage
Strategies to improve effectiveness in implementation of the NAADS	Close monitoring of beneficiaries by stakeholders	10	20%
	Steady guidelines	12	24%
	Change of attitudes of beneficiaries	7	14%
	Time release of funds	5	10%
	Procurement be done locally	8	16%
	Subscription fees	5	10%
	Set bye-laws	3	6%
Total		50	100

Source: field research

#### Close monitoring of beneficiaries by the stakeholders

Table 8: above, the findings results indicated that majority 10(20%) of the respondents rated that there should be close monitoring of the beneficiaries by different stakeholders to ensure effectiveness and efficiency.

Wild and Harris, (2012) There is also need for public authorities like the senior leaders to demonstrate leadership by example, so as to promote co-operation and avoid territoriality, an increasingly common feature of service delivery is collaborative or co-production arrangements between public authorities to take action for successful implementation of the NAADS programme leadership should focus on issues of participation and training, used of improved technology to enhance livelihood of the locals.

#### Steady guidelines of NAADS program

12(24%) of the respondents revealed that there should also be steady guidelines to ensure effectiveness in the top bottom approach.

Scharpf, (1978) discussed that increased participation in planning and decision making helps in achieving its objectives in the effective the implementation of public policies in the NAADS programme there should also be relevant guidelines for the effective implementation of the program through formalization of operating procedures, allocation of resources within relevant programme.

#### Change of attitudes of the beneficiaries

7(14%) of the respondents suggested that there should be change of attitudes of beneficiaries farmers to own the NAADS program this can be done through advocacy sensitization by the government and the NGOS to ensure that there is increased households income/food security and encouraged them to part in planning and decision making process which promotes sustainability in the livelihood programs.

This is was in accordance with Gertler et al. (2011) suggestion is that there need to improve yields or farm income by addressing market linkage failures, easing access to

technologically enhanced inputs and promoting farmer knowledge through advisory services had the highest share of positive effects on the NAADS program, to provide insights into the dynamics of household participation in the NAADS program and the associated agricultural-related outcomes in an interview with a respondent beneficiary (farmer) in pameri village said that

*"We do not feel as part of the program they impose their program on us we only get what officers have offered for us" (interview 2/6/2016)*

#### Timely release of funds

5(10%) of the respondents suggested that there should be timely release of funds by the NAADS secretariats at right time helps in planning.

#### Procurement done locally

8(16%) of the respondents said that procurement should also be done at local level so that such money can boost per capita income of the suppliers, in an interview with One of the beneficiary farmer in moipi village said that

*"We taught local procurement was the best but still there is bureaucracy in the bidding process which delays planting season." (interview 3/06/2016)*

#### Subscription fees

5(10%) of the respondents suggested that subscription fees should be charged among the group members so that people take the enterprise seriously to ensure sustainability and ownership of the program.

#### Set by-laws

3(6%) of the respondents said that there should be by-laws to arrest farmers and the implementers who default the program.

**Conclusion:**

The researcher has reason to mention that although NAADS is being implemented in Moyo sub-county with the aim to increase food security, households, value addition, productivity it has not achieved its objective of effective implementation. It remains one of the most impoverished and underdeveloped in agricultural production because of the gaps, to change the situation government and other stakeholders should encourage farmers to additional income generating activities for a better livelihood.

## **CHAPTER FIVE**

### **SUMMARY, CONCLUSION AND RECOMMENDATIONS**

#### **5.1 Introduction**

This Chapter is the presentation of summary, conclusions and recommendations of the research findings from the previous chapter the recommendation made to improve the implementation of the NAADS program the study was carried out to assess the effectiveness of policy implementation of public policies case study NAADS program in Moyo sub-county Moyo District.

#### **5.2 Summary of the findings**

From the study, implementation of NAADS has an impact on the development of the people in Moyo sub-county. This was because of the rich views from elites which include political authorities (local council leaders), civil servants, extension worker farmers (beneficiaries) the findings were based on the objectives of the study including the socio- demographic characteristics of the respondents. How NAADS program was implemented which was done through selection of beneficiaries, training of farmers, participation of framers, advisory providers, distribution of seeds were presented as way of implementing the NAADS program.

It was worth mentioning the extent of gaps in effective implementation of NAADS program on the development of the beneficiaries who are the farmers that led to ineffective implementation like high corruption and embezzlement of NAADS program funds by the implementers, poor facilitation of the extension worker, tendering and procurement done centrally delay planting season for good harvest, lack of ownership of the program.

In accordance to the research findings, It was suggested that there should be close monitoring of beneficiaries by the different stakeholders, steady guidelines, change of attitudes of beneficiaries farmers to own the NAADS as program, timely release of funds by the NAADS secretariats, tendering and procurement should also be done at local level, subscription fees should be charged so that people take the enterprise seriously to ensure stability, set bye-law.

### **5.3 Conclusion**

The NAADS program was evaluated to have contributed to development of farmers in the given community setting this can be seen in the change of the livelihoods of the people, food security and household income increased, productivity and value addition, improved technology. However NAADS has not achieved its objective in Moyo sub-county. It is worth to mention that NAADS had gaps in effective implementation like corruption and embezzlement of funds, poor facilitation of extension workers, limited training of farmers, and delay in procurement, distribution of poor quality seeds that resulted into poor implementation and failure of the program.

However with the commitment to the initiated strategies there can be improvement in NAADS if the government can ensure that there is adherence to them, ensure close monitoring of beneficiaries by the stakeholders, steady guidelines, change of attitudes of beneficiaries farmers to own the NAADS as program, timely release of funds by the NAADS secretariats, tendering and procurement should also be at local level, subscription fees should be charged, set bye-laws. I therefore, NAADS program is one of the powerful livelihoods in agricultural development as the back bone of Uganda.

#### **5.4 Recommendation**

##### Timely release of funds

The research recommends that Moyo district local government when planning should ensure that early disbursement of funds for training of farmers and early procurement of good quality seeds for distribution in the right seasons to give time for planting their crops and harvesting.

##### Change of attitudes of the beneficiaries

There is an indication that beneficiaries do not own the program; change of attitudes of beneficiaries farmers to own the NAADS as a program of livelihood is paramount, the government and the NGOS should ensure that there is advocacy sensitization to encouraged their participation in planning and decision making process which enhances sustainability to increase household incomes/food security.

##### Tendering and procurement to be done locally

The research recommends that government should also encourage procurement to be done at local levels so that such earning can boosts income of the beneficiary farmers.

##### Close monitoring of beneficiaries

The research recommends that there should be close monitoring of beneficiaries by different stakeholders as a way of good governances and accountability.

##### Steady guideline

The research recommends there should be effective steady guidelines under the program for effective implementation.

### Subscription fees

The research recommends farmer's forum should encourage membership by payment of Subscription fees among the group members so that people take the enterprise seriously to ensure sustainability and ownership of the program.

### Set by-laws

The research recommends there should also be by-laws set to arrest farmers and the implementers who are defaulting NAADS.

### **5.5 Suggestions for further research**

The researcher suggests that there should be further research conducted under this study. Assessing the impact of NAADS on marketing of agricultural product in case study of households, sub-county Moyo. Assessing the effectiveness of food security in poverty reduction case study NAADS program, Moyo sub-county.



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**APPENDICES**

**APPENDIX I: QUESTIONNAIRE**

**UGANDA MARTYRS UNIVERSITY**

**QUESTIONNAIRE FOR INTRVIEWING RESPONDENTS: ASSESSING THE EFFECTIVENESS OF POLICY IMPLEMENTATION OF PUBLIC POLICIES IN MOYO DISTRICT.CASESTUDY: NAADS program, Moyo sub-county**

I am Mazapkwe Beatrice, Reg No: 2012-B103-10035. Student from Uganda martyrs university studying Democracy and Development studies doing a research on. Assessing the effectiveness of policy implementation under case study of NAADS program in Moyo sub-county, it is requirement to produce a research report from this study as part of the partial fulfillment for the completion of my course of bachelors Degree in DDS.

I promise to treat this information you will provide for me with utmost confidentiality. I will be grateful for your co-operation

General information:

Respondents No..... Sex..... AGE.....

Occupation..... Department.....

Sub-county..... Parish.....Village.....

**NAADS CO-ORDINATOR AND OTHER STAFFS IN SUB-COUNTY**

How is NAADS program implemented in Moyo sub-county?

.....

Who are the people to be involve in the implementation of NAADS program.

.....

Are there gaps in the implementation Yes/No tick one

If yes why is the NAADS program not effectively implemented?

.....

What do you think are the strategies that can improve the implementation of the NAADS program?

.....

What factors do you consider in the selection of the beneficiaries in the NAADS program?

.....

What are the criteria in the selection of the beneficiaries in the NAADS programs?

.....

Who are categories to be selected in the NAADS program?

.....

How many times is a beneficiary selected in the NAADS program?

.....

How do you identify the training needs of the farmer in Moyo sub-county?

.....

What are the training programs offered by the NAADS program in Moyo sub-county?

.....

Who are the beneficiaries to be involved in the training under the NAADS program in Moyo sub-county?

.....



What factors influence the participation of farmers in the NAADS program in Moyo sub-county?

.....

Do you participate in the NAADS Yes/No?

Yes  No

If yes what is the benefit of participation in NAADS program in Moyo sub-county?

.....

Who are the advisory providers in NAADS program in Moyo sub-county?

.....

What are the categories of the advisory providers?

.....

What criteria do you consider in the distribution of seeds to beneficiaries (farmers)?

.....

Is there food security among beneficiaries?

Yes  No

Given reasons to support your answer

.....

Is there increase in household income?

Yes  No

why.....

Is there value addition in the crops produced by the beneficiaries in the NAADS program?

Yes

No

If no why is there no value added to the product?

.....

What shows that there is improved technology among the beneficiaries in the NAAD program?

.....

Is there productivity in the NAADS program among the beneficiaries?

Yes

No

Support your reason for the answer.

.....

THANKS FOR PARTICIPATION.

**APPENDIX II: INTERVIEW GUIDE**

**RESEARCH INSTRUMENT**

**Dear sir/madam**

I am a student of Uganda Martyrs University pursuing study. Assessing the effectiveness of policy implementation under case study of NAADS program in Moyo sub-county, Moyo District; it is requirement to produce a research report from this study as part of the partial fulfillment for the completion of my course of Degree in DDS

I promise to treat this information you will provide for me with utmost confidentiality. I will be greatly for your co-operation

**Section A**

**General information**

Please tick your appropriate choice provided in the box

Respondents No.....

Parish..... village..... Occupation.....

**1. Gender**

Male  Female

**2. Age (years)**

20-24  25- 30  31-34  34-50

50 Above 50

**3. Marital status**

Married  Separated

Widowed  Single

**4. Educational level**

Degree  Diploma  Certificate

A' Level  O'level  PLE

Dropout

### How the NAADS program is implemented

Description	Variables	Codes				
		1	2	3	4	5
How the NAADS program was implemented	NAADS is effectively implemented					
	Selection is based on criteria i.e. group member, register in farmers group of substance farmer, must of land					
	Type of farmers for selection are food security, lead farmer, nucleus, model					
	Training of farmers to acquire skills and knowledge in value addition, increase in food security and household income					
	Support activities to encourage participation like input, training in improved technology					
	Advisory providers to train select farmers in prevention and disease control in crops and livestock, value addition, and marketing					
	Distributions of seeds depends on the categories of maize, groundnuts, livestock animals the like goats chicken					

**Gaps in the effective implementation of the NAADS program**

Description	VARIABLE	Codes						
What are the gaps in the effective implementation of the NAAD program	NAADS program is not effectively implemented	1	2	3	4	5	6	7
	High corruption and embezzlement of funds in NAADS by implementers							
	Poor facilitation of the extension workers to effectively monitor the farmers							
	Limited training for the farmers in vital areas like prevention and control of diseases, value addition, food security household income							
	Tendering and procurement done centrally delay planting seasons for good harvest							
	Lack of ownership of the program the beneficiaries							
	Distribution of poor quality seeds							
	Continues changes in the guidelines							

**Strategies to improve effectiveness in NAADS program**

Description	Variable	Codes					
		1	2	3	4	5	6
What are the strategies to	Strategies for improving effectiveness						
improve effectiveness in the implementation of the NAADS program	Close monitoring of the beneficiaries by the stakeholders						
	Steady guidelines of the program police						
	Change of attitudes of the beneficiaries to own the program						
	Timely release of funds by the NAADS secretariats						
	Tendering and procurement should be at local levels						
	Charging of subscription fees to encourage participation						
	Set bye-laws to punish culprits						