



THE REPUBLIC OF UGANDA

**IN THE MATTER OF THE CONSTITUTION OF THE REPUBLIC OF UGANDA
AND THE LOCAL GOVERNMENTS ACT (CAP 243)**

**CONDITIONAL GRANTS UTILIZATION AGREEMENT UNDER AGRO
INDUSTRIALISATION PROGRAMME FOR FINANCIAL YEAR 2024/2025**

BETWEEN

MINISTRY OF AGRICULTURE, ANIMAL INDUSTRY & FISHERIES

AND

LOCAL GOVERNMENTS

THIS Agreement is made this **27th day of August 2024** between the **Ministry of Agriculture, Animal Industry & Fisheries (MAAIF)** of P.O. Box 102, Entebbe (hereinafter referred to as the **“First Party”**) of the one part and which expression where the context so permits shall include its assignees, representatives and anyone acting under its authority, and **the Local Governments (LGs) represented by Uganda Local Governments Negotiation and Advocacy Team (UNAT)** of c/o P.O. Box 23120 or P. O. Box 23092 Kampala (hereinafter referred to as the **“Second Party”**) of the other part and where the context so permits shall include its assignees, representatives and any one acting under its authority. For purpose of this Agreement, the two shall be jointly referred to as **“the Parties”**.

Preamble:

Article 193(3) of the Constitution of the Republic of Uganda and Section 83(3) of the Local Governments Act Cap 243 provide that “Conditional grants shall consist of monies given to Local Governments to finance programmes agreed upon between the Government and Local Governments; and shall be expended only for purposes for which it was made and in accordance with the conditions agreed upon”. The above provision requires the expenditure of the conditional grants in accordance with the conditions agreed upon and this necessitates for the Local Governments to interface with the Line ministries (Government) to agree upon programmes and the conditions attached.

Pursuant to the above, the Uganda Local Governments Association and Urban Authorities Association of Uganda, acting on behalf of the Local Governments, established the Uganda Local Governments Negotiation and Advocacy Team

(UNAT) in 2004 with an aim of representing them and negotiating on behalf of the Local Governments, with the Line Ministries, on programmes and conditions for Conditional Grants utilization.

The negotiations are organized and chaired by the Local Government Finance Commission (LGFC). They are witnessed by the Office of the Prime Minister (OPM); Ministry of Local Government (MoLG); Ministry of Finance, Planning and Economic Development (MoFPED); Ministry of Public Service (MoPS), the National Planning Authority (NPA), selected Civil Service Organizations, and Equal Opportunities Commission.

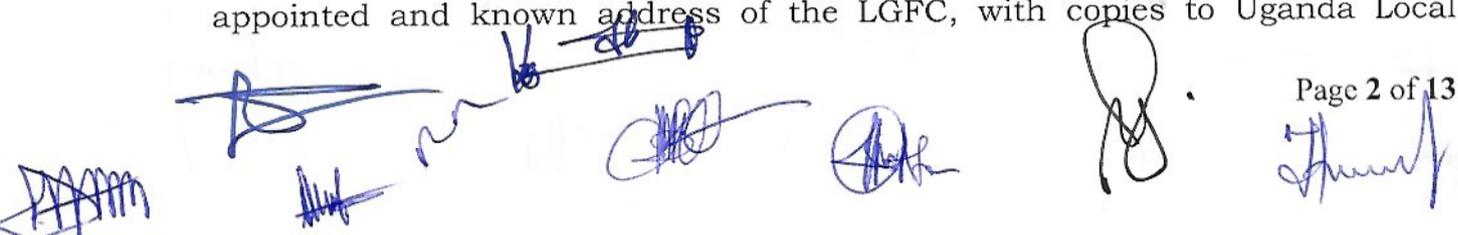
WHEREAS;

- a. The Ministry of Agriculture, Animal Industry & Fisheries and its constituent departments and agencies have the statutory responsibility of inspection, supervision, monitoring, regulation, coordination, mentoring, and provision of standards, policy guidance and technical guidance to LGs in the implementation of government programmes;
- b. The Local Governments are the implementers of government programmes within their locality and jurisdiction in accordance with the Constitution of the Republic of Uganda and the Local Governments Act (Cap 243).
- c. Both parties have a common objective of implementing agreed upon conditions for expenditure of the Conditional grants in the Programmes.

NOW THEREFORE, having deliberated, do hereby agree to work together towards achieving the above common goal and in so doing, the Parties agree to be bound by the terms and conditions as stipulated here below;

Agreement

- a) The Agreement shall come into effect on the date of last endorsement of signature to this agreement and shall apply during budget formulation and implementation for Financial Year 2025/26.
- b) Modification of the terms and conditions of this Agreement shall only be made by written and signed Agreement between the Parties here-to.
- c) None of the parties to this agreement shall be held liable on any of their obligations here-in if owing to an occurrence or event beyond their control or reasonable foresight and without negligence on their part, execution of this Agreement has been rendered impossible. In such circumstances, the parties shall mutually agree on the appropriate way forward.
- d) Failure to implement any of the provisions of this Agreement by any of the parties shall be communicated to the affected party by the defaulting party within two (2) months from the date of failure to implement. The notification shall clearly state the reasons for failure and shall be delivered at the duly appointed and known address of the LGFC, with copies to Uganda Local

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Governments Association (ULGA), Urban Authorities Association of Uganda (UAAU), MoLG, MOFPED, MAAIF, NPA and MoPS.

PURPOSE

1. The purpose of this agreement is to define the programmes and the conditions for the expenditure of the conditional grants for the Financial Year 2025/2026 under the Agro-Industrialization programme.

Mid-term Review (MTR)

The Parties shall have a (MTR) to discuss the progress in implementation; highlight challenges faced and make recommendations to improve the performance. This review shall be organized with the following framework:

- 1) There shall be a Joint Technical Committee (JTC) comprising of Fourteen (14) members drawn in the following ratios;
 - a) Local Governments Finance Commission: 2
 - b) Uganda Local Governments Association: 2
 - c) Urban Authorities Association of Uganda: 2
 - d) Ministry of Agriculture, Animal Industry & Fisheries: 2
 - e) Office of the Prime Minister: 1
 - f) Ministry of Finance Planning and Economic Development: 1
 - g) Ministry of Local Government: 1
 - h) Ministry of Public Service: 1
 - i) National Planning Authority: 1
 - j) Equal Opportunities Commission: 1
- 2) The Local Government Finance Commission shall be the Chair and Secretariat of the Joint Technical Committee (JTC).
- 3) The JTC shall sit at least once a year in a place determined and communicated by the Local Government Finance Commission.
- 4) The JTC shall execute the following tasks;
 - a) Oversee implementation of the agreements and monitor the progress of either party.
 - b) Ensure that the Agreements are disseminated to all stakeholders.
 - c) Conduct a mid-term review of the implementation process so as to obtain feedback and disseminate it to the parties.
 - d) Identify the non-complying parties and make recommendations to MoFPED, and Office of the Prime Minister and MoLG for appropriate sanction
 - e) Handle any other upcoming issues.
- 5) The JTC shall report to the respective Policy Organs of their Institutions.

GENERAL OBLIGATIONS OF THE PARTIES

The Parties shall perform the services and carry out their obligations with all due diligence, efficiency, and economy.

OBLIGATIONS OF THE MINISTRY OF AGRICULTURE, ANIMAL INDUSTRY & FISHERIES

The Ministry shall;

- a) Prepare and disseminate the final grant utilization guidelines for (FY 2025/26) based on agreed programs and projects during the Regional LG Budget Consultative Workshops incorporating this agreement.
- b) Include the signed agreement for the financial year 2025/2026 as an annex to its Ministerial Policy Statement and provide a report to the Committee of Parliament responsible for MAAIF, regarding the agreed positions reached with UNAT during the negotiations.
- c) Communicate through circulars addressed to the Chief Administrative Officers (CAOs) /Town Clerks (TCs) copied to District Chairpersons/Mayors and Speakers, the issues agreed upon in the negotiations for Local Governments to implement in their respective programs.
- d) The Office of Prime Minister shall issue a circular to all MDAs, informing them of the requirement to coordinate with LGs before implementing any activities and subject the MDAs that implement activities in LGs without prior notification to corrective measures.
- e) Ensure timely response to issues raised by the Local Governments, Local Government Associations and Local Government Finance Commission.
- f) Implement its obligations in accordance with this agreement.
- g) Ensure adequate involvement and participation of the Accounting Officers of Local Governments during the Agro-Industrialization Annual Programme review.
- h) Invite and provide a slot to the Local Government Associations (ULGA and UAAU) to make a presentation on the key issues affecting service delivery in the Agro-Industrialization Annual Programme Review.

OBLIGATIONS OF THE LOCAL GOVERNMENTS

Local Governments shall:

- a) Through their Constituent organizations (ULGA and UAAU) disseminate the agreements to their members;
- b) Implement the agreed obligations in accordance with this agreement and the guidelines issued by the MAAIF;
- c) Ensure timely response to issues raised by the MAAIF;
- d) Provide timely and accurate data on their plans, achievements and status on programme implementation to the MAAIF;

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- e) Adhere to the programme Grant Utilization Guidelines issued by the Ministry;
- f) Ensure timely submission of Monitoring and Inspection reports to the MAAIF; and
- g) Ensure timely submission of the quarterly and annual performance reports to the MAAIF.

SPECIFIC OBLIGATIONS OF THE PARTIES

1. Agro-Industrialization Programme

In the Negotiations for FY 2024/25, MAAIF undertook to officially write to the MoFPED on the need to release funds for Production and Marketing, and Agricultural Extension during the planting season.

MAAIF reported that they were guided to request for money from quarter two instead of quarter one hence they could not adhere to seasonal releases.

It was agreed that MAAIF shall officially write to the MoFPED on the need to release funds for Production and Marketing, and Agricultural Extension during the planting season by October 2024.

2. Performance indicators for Agricultural Extension Workers

LGs emphasized the need for MAAIF in consultation with NPA, OPM, MoLG and LGFC to develop, review, and disseminate parameters, indicators and standard outputs for measuring the performance of Agricultural Extension workers taking into account the PDM.

MAAIF reported that the review of the Performance Indicators for Extension Workers awaited the roll out of the Balanced Score Card by the MoPS for all civil servants. Extension workers will be handled when it is time for MAAIF according to its roadmap.

It was agreed that MoPs shall expedite the review of the Performance Indicators for Extension Workers under the Balanced Score Card.

3. Transport and other Equipment

The LGs noted the need to reinstate the agricultural, extension grant to support extension services. The LGs noted that extension should be stated as a priority and not funded in supplementary manner. It was noted that 40% of the Extension development grant was used to procure Motorcycles for LG extension staff to offer extension services efficiently and these were procured through the Buy Uganda Build Uganda (BUBU) policy.

MAAIF reported that it had distributed 162 Motorcycles to 81 Districts of Lango, Bunyoro, Greater Luwero, Sebei, Teso, Acholi and West Nile. These LGs are those benefiting from the National Oil Seed Project (NOSP). More Motorcycles will be procured and distributed to LGs under the Uganda Climate Smart Project. However, LGs emphasized that apart from the motorcycles, the grant was required to procure computers and other equipment for pests and disease control.

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It was agreed that MAAIF shall prioritize the re-instatement and enhancement of the Agricultural Extension Grant under the Agro-industrialization Programme to provide motorcycles and other equipment for the extension workers as well as support other PDM activities.

4. Finalization of the National Disease Control Strategy.

It was reported that MAAIF had not finalized the Draft National Disease Control Strategy as had been agreed in the previous negotiations.

The Ministry reported that it had disease-specific control strategies such as the National Rabies Eradication strategy, Foot and Mouth Disease (FMD) Control strategy, PPR Control strategy, Contagious Bovine Pleuropneumonia (CBPP) Control strategy, Anthrax control strategy, and Contagious Bovine Pleuro pneumonia (lung disease of Cattle) control strategy). Much as the focus was on Foot and Mouth Disease whose proposed control strategy was already presented to Cabinet, the Ministry was in process of reviewing the various disease control strategies to establish the possibility of amalgamating them into one main National Disease Control Strategy.

It was agreed that the MAAIF shall finalize the National Disease Control Strategy by February 2025.

5. Inadequacy of Resources for Operation Wealth Creation (OWC) and NAADS

LG reported that NAADS and OWC persistently experienced inadequate funding and were, therefore, unable to effectively support farmers in the communities not served by PDM.

The MAAIF further responded that the Vote had suffered budget cuts which made increasing resources difficult. It emphasized that due to the ongoing rationalization of Government MDAs, the future of NAADS and OWC was not yet clear. However, if rationalized, its budget would go to their Mother Ministry but they would still continue to advocate for resource increase for these programmes.

It was agreed that MAAIF shall lobby for increased resources for OWC and NAADS as it awaits results from the rationalization of Government MDAs.

6. Guidelines for Regional Mechanization Centers

LGs observed the need to publicize and disseminate the guidelines and services of the Regional Mechanization Centers to all LGs and farmers to ensure their widespread awareness and utilization.

MAAIF reported that the guidelines had existed for the past five years, and were under review to cater for new equipment provided to the mechanization centers.

Additionally, MAAIF had secured financing from the World Bank to equip and construct and fully operationalize 19 mechanization centers in locations such as

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Namalele, Gulu, Kabale, Fort Portal, Kiryandongo, Moroto (Karamoja), Soroti (Teso), Karuma, Kampala, Buyende, Nebbi, Butaleja, Kapchorwa, Dokolo, and more. However, currently, only five centers—Namalele, Gulu, Kabale, Fort Portal, and Kiryandongo—are fully functional.

It was agreed that MAAIF shall disseminate the existing guidelines and services of the Regional Mechanization Centers during the Regional Local Government Budget Consultative Workshops for FY 2025/26.

7. Inadequate Collaboration between LGs and UPDF Fisheries Protection Unit

LGs raised concerns that the UPDF Fisheries Protection Unit does not collaborate with LG leadership when enforcing regulations on water bodies. Additionally, there was a need for more sensitization on the recent ban on fishing the 'mukene' (silver fish), which had rendered severely impacted livelihoods in areas such as Bukakata in Masaka District.

MAAIF reported that they awaited guidance by President of the Republic of Uganda regarding his promise of disbanding the UPDF Fisheries Protection Unit. Once disbanded, the responsibility for fisheries enforcement would revert to the LGs. MAAIF had accounted for this transition in their NDP IV plans.

LGs further noted that the Fisheries Act had been rendered ineffective, hence they were not benefiting from its provisions. Therefore, it was important for the Local Government Finance Commission (LGFC) and MAAIF to work together to advocate for the harmonization of the Fisheries Act and the Fisheries Protection Unit (FPU) to address these challenges and better regulate fishing activities in LGs.

It was agreed that LGFC shall review the challenges faced by LGs in implementing the Fisheries Act effectively and issue an advisory note to Government on how to resolve them.

8. Lake Patrol Boats for LGs

LGs noted that the lake patrol boats returned to the districts were outdated, and they emphasized the need for new boats to be procured for sub-counties bordering the lakes.

MAAIF acknowledged the concern but reported that it had inadequate resources for procuring new boats. Despite this, they were prioritizing support for the most affected areas.

It was further emphasized that it was essential for MAAIF to determine the exact number of lake patrol boats currently in service and the specific locations where they were deployed.

It was noted that there was need for an insight into ongoing efforts, challenges, and areas for collaboration with Local Governments.



It was agreed that:

- a) **MAAIF shall make a presentation on the current status of fisheries during the Local Government Regional Budget Consultative Workshops for FY 2025/26.**
- b) **MAAIF shall provide an update on the number of Lake Patrol Boats in LGs and their locations.**

9. Recruitment of the Agricultural Extension Workers

LGs reported that they were unable to recruit extension workers due to the ongoing payroll audit. However, they were recently cleared by the Ministry of Public Service (MoPS) to recruit on a replacement basis. The LGs also emphasized the need for establishing linkages between their staff and research institutes, Zonal Agricultural Research and Development Institutes (ZARDIs), as well as academic institutions.

MoPS confirmed that recruitment on a replacement basis was acceptable. MOPS further reported that wage allocated to LGs depending on the payroll analysis but there were mismatches. These issues would be resolved in the wage harmonization meeting organized by MoPS and MoFPED scheduled to start on 28th August 2024. The purpose of the meeting to confirm if the particular Votes had enough wage for recruitment. after which LGs would be able to proceed with recruitment.

It was agreed that:

- a) **LGs shall prioritize recruitment of HoDs and critical positions such as agricultural extension workers for resource allocation after the wage harmonization meeting.**
- b) **MAAIF shall support capacity building initiatives for the production department.**

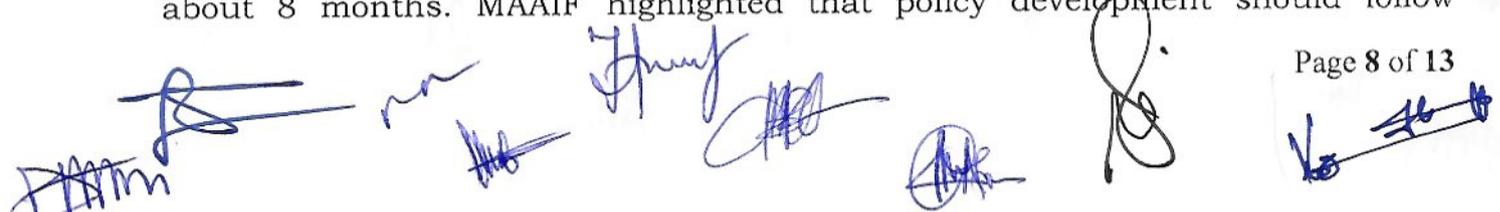
10. Urban Agricultural Policy

LGs expressed concern over the significant delay in the formulation of the Urban Agriculture Policy, which had hindered the provision of proper guidance to LGs and farmers on orderly farming in urban areas. LGs emphasized the importance of their involvement in ensuring orderly farming within urban areas.

The LGFC noted that this issue had been outstanding for a long time and urban leaders were facing immense challenges in enforcing urban agriculture standards for piggery, poultry and other farmers considering the fast growth of urbanization in the country. This policy could potentially help urban councils to generate more revenue in terms of fines among others.

MAAIF observed that Government had provided guidance on the meaning of intensive and extensive agriculture and the 4-Acre Model.

It plans to initiate the Urban Agricultural Policy by December 2024. However, this will require consultations with stake holders and a Regulatory Impact Assessment (RIA) of whether we need a Policy or guidelines instead. This process usually takes about 8 months. MAAIF highlighted that policy development should follow



established guidelines and stressed that certain required actions fall outside its control.

It was agreed that:

- a) **The MAAIF shall embark on consultations on the preliminaries for starting the policy such as conducting the Regulatory Impact Assessment, and report on the progress by May 2025.**
- b) **MAAIF shall involve the LGs and other stakeholders in the formulation of the Urban Agriculture Policy.**

11. Recruitment of Agricultural Engineers

A concern was raised about the difficulty faced by LGs in hiring Agricultural Engineers due to a shortage of qualified personnel for U4 and U3 positions. To address this, it was suggested that the qualification requirements be adjusted from U3 to U4 levels to facilitate recruitment. This adjustment was particularly important given the critical role of irrigation systems, which require skilled Agricultural Engineers.

Despite their importance, attracting Agricultural Engineers to Local Governments remained a challenge.

The Ministry and other responsible MDAs were requested to take a proactive role in supporting LG Agricultural Engineers. Additionally, MOPS guided that the LGs can customize the position of Agricultural Engineers to their respective needs.

It was agreed that MAAIF shall in consultation with MoPS consider the possibility of reducing the entry requirements of the Agricultural Engineer from Senior to Officer level by end of September 2024 and provide feedback to LGFC.

12. Coffee Development Grant

The following issues were noted:

- i. LGs observed the absence of a coffee development grant and highlighted the need to reinstate it. This grant would ensure the provision of subsidized high-quality coffee seedlings to large-scale farmers not covered by the Parish Development Model. It would also support the supply of assorted disease control chemicals (including pesticides, fungicides, and disease control equipment) and provide subsidized fertilizers to boost productivity.
- ii. MAAIF has in place a framework to finance coffee production, recognizing coffee as a priority crop in the National Development Plan (NDP) IV.
- iii. LGs should prioritize coffee development within their respective regions.
- iv. Much as the future of UCDA was dependent on the rationalization of Government MDAs, the farmers still needed this support despite the rationalization efforts whose end date was unknown.

- v. The factors that contributed to the declining tea industry such as lack of fertilizers, pesticides and seedlings should not be ignored lest they affect the coffee industry as well.
- vi. Coffee development alone required over 350 bn for the 7 major growing districts (UGX 5 bn per district).
- vii. There is need for a coffee development Grant to sustain the coffee industry in the face of the declining tea industry.

It was agreed that MAAIF shall prioritize the allocation of resources for Coffee development within the Agro-Industrialization Programme.

13. Inadequate Production and Marketing; and Agricultural Extension Grants - Recurrent

LGs noted a continuous reduction in the recurrent PMG and Agricultural Extension grants despite the growing demand for extension services. Currently, the most highly facilitated extension workers receive 800,000 UGX per quarter while LGs like Mityana received 400,000 UGX and Kassanda 550,000 UGX.

MAAIF explained that this decrease was due to competing priorities within the recurrent budget and the significant costs associated with enhancing salaries for scientists, which had impacted available resources.

It was agreed that MAAIF shall advocate for increase of the recurrent grant to support the Extension work services in the programme working group

14. Inability of the Grant Allocation Formula to adequately address needs of hard-to reach areas

LGs expressed concern that the 2% parameter for hard-to-reach LGs in the current grant allocation formula had failed to adequately address the needs of hard-to-reach areas such as island and mountainous districts and those with peculiar geographical challenges. It was, therefore, necessary to enhance it and add more elaborate parameters responsive to hard-to-reach areas.

It was agreed that:

- a) **The MAAIF grant allocation formula should be reviewed to adequately cater for the needs of hard-to-reach LGs.**
- b) **MoPs shall provide clarification on hard-to-reach areas.**

15. Micro-Scale Irrigation under UGIFT

LGs expressed concern that the current co-funding requirement of 15% was too high, which had made it difficult for farmers to access these funds. This had resulted into low absorption rates and significant unspent balances. It was noted that the UGIFT project is ending this Financial Year. However, in case of extension and other future projects, it was proposed that the co-funding percentage be

reduced to 10%. Additionally, there is a need for LGs to advocate for the revision of the grant allocation formula to incorporate new parameters such as the Expression of Interest and access to water sources, to better address the unique needs of different regions and improve the overall effectiveness of the allocation process."

It was agreed that:

- a) **For future projects MAAIF shall engage the development partners to revise the allocation formula to include Expression of Interest and access to water sources as parameters.**
- b) **For future projects MAAIF shall engage the development partners to consider the proposal of reducing the co-funding requirement from 15% to 10%.**

16. Disease Control

MAAIF expressed the need for LGs to support Government to minimize disease outbreaks. It was emphasized that to effectively manage disease outbreaks in LGs, the Government will provide vaccines to farmers at a cost. While the Government will cover the expenses related to vaccine administration, the allocation of resources will be based on livestock population that was captured during the recent census. MAAIF reported that the guidelines for this process had already been discussed and awaited implementation.

LGs welcomed the initiative, acknowledging that it would simplify farmers' access to vaccines. However, they pointed out that under the current arrangements, farmers are accustomed to receiving vaccines for free from government. Therefore, it is vital for the Ministry to issue a circular to inform all farmers that they will need to contribute to the cost of the vaccines.

Additionally, LGs reported that the UGX 200 per cow, which was to be paid to the veterinary officers, has not yet been disbursed to them.

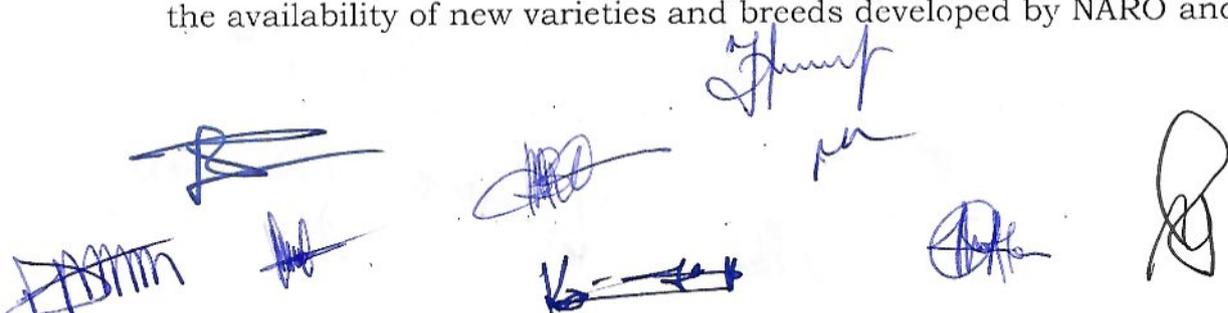
MAAIF reported that disbursement of these funds was being processed, and Chief Administrative Officers (CAOs) had been requested to provide their account details for the transfer of these funds.

It was agreed that:

- a) **MAAIF shall issue a circular to the LGs and farmers informing them that vaccines will be availed at a cost.**
- b) **LGs shall mobilize farmers to utilize this facility.**
- c) **MAAIF shall fast-track the disbursement of the UGX 200 per Cow funds to Veterinary Officers.**

17. Research and Technology Uptake

MAAIF reported poor uptake of new technologies as a significant issue. Despite the availability of new varieties and breeds developed by NARO and NAGRIC & B,

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farmers were not accessing these innovations. The Ministry highlighted that one of the primary reasons for this low uptake was failure by the Production Officers to adequately share information on new technologies and demonstrating them to farmers.

It was agreed that LGs shall utilize the extension grant to link farmers and other value chain actors to the Zonal Agricultural Research and Development Institutes and facilitate technology transfer.

18. Reporting

The following issues were observed:

- i. LGs were failing to submit timely periodic reports to the Ministry in regards to the projects they implemented.
- ii. The Ministry had developed the E-diary system to improve the monitoring of extension workers. This system has been piloted in 47 District Local Governments (DLGs) and is a work in progress that MAAIF aims to fully operationalize.
- iii. LGs received gadgets to report under IRRI track MIS to monitor farm visits but they were not using them diligently and input poor quality data. This was partially because reported the developers retained some user rights which made it difficult for users to input data.
- iv. The Performance-Based System (PBS) reporting system was too generic regarding certain performance aspects. It only captured standard outputs which don't capture small details which necessitated the LGs to submit hard copies for the Ministry to acknowledge the full scope of activities and achievements by LGs.
- v. The e-diary system was currently not available on the Google Store.

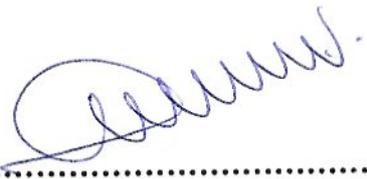
It was agreed that:

- a) **LGs shall utilize the available ICT tools provided by the Ministry to submit timely reports.**
- b) **MAAIF shall rollout the E- Diary System to all LGs.**

IN WITNESS WHERE-OF the appointed representatives of Parties hereto have set their hands on this agreement on the day, month and year first above written.

Signed for and On Behalf of Local Governments:

Mr. Richard Rwabuhinga


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Authorized Representative
UNAT



Signed for and on behalf of The Ministry of Agriculture, Animal Industry & Fisheries

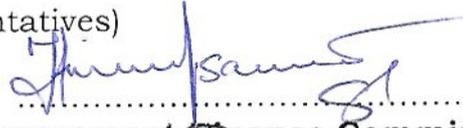
Mr. Stephen T. Byantwale


.....
Authorized Representative

The Ministry of Agriculture, Animal Industry & Fisheries

IN WITNESS HEREOF: (Authorized Representatives)

Hon. Isaac Musumba Isanga


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Local Government Finance Commission

Mr. Silver Tindizirarira


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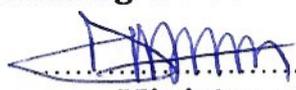
Ministry of Local Government

Mr. Charles Matovu


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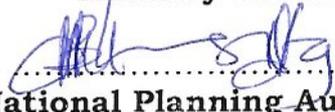
Ministry of Finance, Planning & Economic Development

Mr. Adam Tusiime


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Ministry of Public Service

Mr. Dhikusooka Gyaviira


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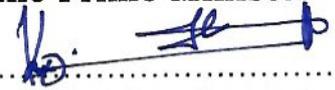
National Planning Authority

Mr. Nathan Otutu


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Office of the Prime Minister

Ms. Manasseh Kwihangana


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Equal Opportunities Commission