



TERMS OF REFERENCE FOR UNDERTAKING A BASELINE STUDY

Project Title	Strengthening the Capacity of Maize Value Chain Actors to Comply with the Set Standards in Gulu and Amuru Districts, and Elegu Market
Districts	Gulu and Amuru (Elegu Market)
Duration of the Assignment	1 Month
Date of Issue	23/December/2025

Introduction

SEATINI Uganda is implementing a project on “***Strengthening the capacity of maize value chain actors to comply with the set standards in Gulu and Amuru Districts, and Elegu Market***” In order to establish the baseline data required to design and implement targeted interventions, a comprehensive study will be conducted. This study will assess the current capacities, practices, challenges, and opportunities faced by maize value chain actors in complying with the existing set maize standards. The findings will inform the development of measures to enhance compliance with the maize by-laws, improve market access, and promote sustainability within the maize value chain in Gulu and Elegu Market.

Background

Maize is a highly cultivated crop and a staple food for most of the households in Gulu and Amuru district, Amuru. Efforts to boost production of maize in Gulu have been realized through initiatives like the Gulu Logistics Hub which responds to the logistics needs by providing functions such as container and break-bulk, handling and storage facilities including bonded and non-bonded warehouses, space for stakeholders dealing with freight transport and the provision of accompanying services such as customs inspections, tax payment, maintenance and repair, banking, and information communication technology connections.

The establishment of the Elegu market which links to South Sudan is another important strategy to support the Gulu and Amuru maize producers by enabling them to penetrate the export market and broadly managing the trade losses of the country broadly.

However, despite the efforts made to enhance production of maize in Gulu and Amuru District, the maize marketability is constrained by a number of factors, key among which is the failure to meet set market standards due to poor quality of maize produce. This arises as a result of poor



post-harvest handling systems and through the absence of adequate and appropriate food infrastructure in harvest and post-harvest systems.

As such, this has negatively affected the competitiveness of maize produce in higher value market segments across the East African Community (EAC) region especially in Kenya where Uganda's maize was rejected and regarded as 'not-fit' for human consumption because of containing high levels of mycotoxins¹. Kenya being the destination for 90% of Uganda's maize export, such a ban was estimated to cost Uganda about \$121m (UGX 447b) in annual revenue. In addition, the effects of such a ban trickle down to the smallholder producers as it affects demand and hence prices for their commodities leading to loss of household income².

The continued failure by maize value chain actors to meet the requisite standards can be attributed to various factors including; limited capacity by the Uganda National Bureau of Standards (UNBS) to enforce standards compliance and continuously sensitize stakeholders on how to meet the set standards; lack of access to information on standards for maize amongst various value chain actors such as; producers, traders, and even implementing authorities such as District Commercial Officers (DCOs), Local Government and CSOs, limited access to extension services, absence of regulatory frameworks like Ordinances and by-laws to compel value chain actors to adhere to the set quality standards. The limited information that is available is highly technical and elitist hence hindering ability by the stakeholders at the lower levels to appreciate and utilize it. In 2021, UNBS closed over 20 maize mills in Gulu city for non-compliance to the required standards³.

At the policy implementation level, there is also limited coordination amongst implementing agencies to ensure that set standards are adhered to and that value chain actors receive harmonized information on standards compliance. As a result, there is no clear institutional support mechanism to compel the maize value chain actors towards compliance with standards at the district level. This has also resulted in a delink between interventions by both state and non-state actors on efforts towards implementation of quality standards.

SEATINI Uganda with support from Trade Mark East Africa previously undertook a project on ***“Upgrading quality standards in agriculture for Uganda in the maize and sesame sector.”***⁴ Through the project, capacity of the maize value chain actors in Nakaseke and Masindi District was strengthened through several interventions and mainly SEATINI in partnership with Nakaseke district Local Government and UNBS facilitated the development of a district maize Ordinance which is crucial in the enforcement, implementation and compliance of the set standards.

During the evaluation of the project, a recommendation was highlighted on the need that Trade Mark East Africa supports the expansion of the project especially in the leading producing districts

¹ <https://www.parliament.go.ug/news/5015/mps-call-retaliation-against-kenya>

² <https://allafrica.com/stories/202103080611.html>

³ UNBS closes over 20 maize mills in Gulu city for non-compliance

⁴ <https://seatiniuganda.org/download/upgrading-quality-standards-in-agriculture-for-uganda-maize-and-sesame/>



of maize like Gulu and Amuru Districts⁵.

Therefore, SEATINI Uganda Intends to build on its achievements gained from the previous projects to “***Strengthen capacity of the maize value chain actors to comply with the set standards in Gulu district and Elegu market.***”

Specific objectives of the project

- Raise awareness and enhance capacity of the maize value chain actors in Gulu and Amuru Districts and Elegu market on the existing standards for maize and the importance of compliance.
- Enhance capacity of the maize value chain actors to adhere to standards during production and marketing of maize and capacity of the Local Government in the implementation of standards.
- Support Gulu and Amuru districts, and Elegu Market to develop maize by-laws to enforce and regulate maize value chain standards.

Purpose of the baseline study

SEATINI is undertaking a baseline study to assess the current capacities, practices, challenges, and opportunities faced by maize value chain actors in Gulu and Amuru Districts, and Elegu Market in complying with the existing set maize standards. The outcomes will inform the project interventions on strengthening their capacity to effectively implement and comply with the standards so as to improve food safety, market access and sustainability of the maize value chain in the selected districts.

Objectives of the baseline

1. To assess the awareness, practices, knowledge, and attitudes of maize value chain actors in Gulu and Amuru Districts and Elegu Market towards compliance with the existing maize standards and laws.
2. To evaluate the capacity of maize value chain actors in Gulu and Amuru Districts, and Elegu Market to effectively implement and adhere to maize standards.
3. To analyze the effectiveness of existing measures or laws in supporting the enforcement and regulation of maize value chain standards in Gulu and Amuru districts, and Elegu Market.

⁵ <https://seatiniuganda.org/download/upgrading-quality-standards-in-agriculture-for-uganda-maize-and-sesame/>

Project Target population

The project will primarily target the maize value chain actors in the Districts of Gulu and Amuru Districts and Elegu Market

Farmers	Individual Farmers, Farmer Groups and Associations
Maize Processors	Individual Maize Processing Firms and Processors' Associations
Traders	Traders' Associations, e.g. Elegu Market Women Cross-Border Traders' Associations, Retailers, Whole Sellers and Exporters.
Government Officials	Local Government Technical Staff (Production, Marketing and Agricultural Officers including extension workers). Local Government Political Leaders, Legal Officers, UNBS

Baseline survey questions

The baseline survey questions are structured to address the three key project outcome areas aligned with the baseline objectives. These questions will guide the survey process; however, the consultant can formulate alternative questions to obtain the best results. The targeted value chain actors for these questions include farmers, processors, traders (Including Market Women), and government officials, each contributing insights relevant to their roles in the maize value chain.

Outcome 1: Increased awareness among maize value chain actors in Gulu and Amuru Districts and Elegu Market on the existing standards for maize and the importance of compliance.

Farmers

1. Are you aware of the standards for maize quality, such as acceptable moisture content, cleanliness, and pest control?
2. What practices do you follow to ensure your maize meets market quality standards?
3. How important do you think it is to comply with maize standards for accessing better markets?
4. What challenges do you face in implementing these standards on your farm?

Maize Processors

1. What do you know about the requirements for maize processing standards, including cleanliness and quality control?



2. How do you ensure the maize you process complies with the established standards?
3. How do you perceive the role of maize standards in improving the quality of processed maize for buyers?
4. What resources or training have you received to help you comply with processing standards?

Traders (Including Market Women)

1. What standards do you look for when buying maize from farmers or processors?
2. How do you store and handle maize to maintain its quality and comply with standards?
3. What do you think adherence to maize standards impacts your ability to access local or international markets?
4. What support or information do you need to improve compliance with maize trading standards?

Government Officials

1. How familiar are you with the maize quality standards and by-laws applicable to Gulu, Amuru Districts and Elegu Market?
2. What measures have you taken to raise awareness of maize standards among farmers, processors, and traders?
3. How do you perceive the enforcement of maize standards as contributing to the development of the maize value chain?
4. What additional tools or knowledge would help you enforce compliance with maize standards more effectively?

Outcome 2: Enhanced capacity of maize value chain actors in Gulu and Amuru Districts and Elegu market to implement maize standards.

Farmers

1. What tools or resources do you have to test and maintain the quality of your maize (e.g., moisture meters, storage facilities)?
2. Have you received any training or technical support on implementing maize standards in production, harvesting, or post-harvest handling?

Processors

1. What infrastructure or equipment do you use to ensure that processed maize meets the required standards (e.g., cleaning, grading, or packaging facilities)?
2. What specific skills or knowledge do you have to monitor and comply with maize processing standards?



Traders (Including Market Women)

1. What storage and handling facilities do you have to maintain maize quality and meet compliance standards?
2. How many workshops or programs you participated in last year aimed at improving your capacity to adhere to maize standards in trading activities?

Government Officials

1. What mechanisms or tools are available to you to monitor and enforce compliance with maize standards among value chain actors?
2. How many maize value chain actors have you trained in the previous years on implementing maize standards?

Outcome 3: Maize By-laws developed to support the enforcement and regulation of maize value chain standards in Gulu and Amuru districts, and Elegu Market.

Farmers

1. Are you aware of the maize by-laws and regulations that govern the quality, handling, and storage of maize in Gulu and Amuru districts?
2. Have you experienced any inspections or enforcement actions related to compliance with maize standards?

Processors

1. How often do local authorities or enforcement teams inspect your processing operations to ensure compliance with maize by-laws?
2. What challenges do you face in adhering to maize value chain regulations, and how are these addressed during enforcement activities?

Traders (Including market women)

1. Have you encountered enforcement checks at trading points (e.g., Elegu Market) to ensure the maize you trade meets the required standards?
2. What support or guidance have you received from government authorities regarding compliance with maize by-laws?



Government Officials

1. What measures or mechanisms are in place to enforce maize by-laws and standards in Gulu and Amuru districts?
2. How frequently do you conduct inspections, audits, or awareness campaigns to ensure compliance among maize value chain actors?

Scope of the baseline study

The consultant will develop a detailed workplan and methodology for conducting the baseline study in Gulu and Amuru Districts, and Elegu Market. The consultant will develop and design data collection tools and techniques, ensuring inclusivity and relevance to the objectives. Both quantitative and qualitative data will be collected through field visits, interviews, focus group discussions, and surveys. The data will then be analyzed to provide insights into the gaps and opportunities in the maize value chain. Finally, a comprehensive baseline report will be produced including actionable recommendations.

Methodology

The consultant is expected to adopt a participatory and mixed-methods approach including but not limited to: desk reviews of relevant literature, policies and project documents. Surveys, key informant interviews and focus group discussions with maize farmers, traders, processors, exporters, local government and regulatory bodies will also be conducted to gather qualitative, quantitative data from Gulu and Amuru Districts, and Elegu Market.

Expected Deliverables

- **Inception Report:** Detailing the methodology, tools, work plan, and timelines.
- **Draft Baseline Report:** Including initial findings and analysis.
- **Final Baseline Report:** A 25 to 30 Paged Report structured as follows

Title page (title of assignment, author(s) of report)

- Table of contents

- List of tables and figures

- Executive summary (maximum 2 pages; summarizes ToR, methodology, findings, lessons, conclusions and recommendations)

- Introduction (background of study, contextual issues, methodology)

- Findings (addresses requirement from ToR)

- Conclusions (well supported by evidence from findings)

- Recommendations (realistic and clearly set out and cross referenced to the relevant section within the main body of the text)



- Appendices (supplementary data: questionnaires, maps, full ToR, list of contacts/resources, references etc).

- **Presentation PPT File** for the report.

Management of the process

The consultant will be working closely with the SEATINI project team that will include the Programs Manager, MEAL Officer and Program Officer in charge of the project.

The Executive Director of SEATINI Uganda will oversee entire the baseline survey process.

Duration of the study

The baseline survey is expected to commence on the 2nd of January 2025 and take one period of month.

Qualifications for the consultant

The suitable consultant shall have the following qualifications:

1. A Masters or Postgraduate in Agriculture, Agribusiness, Development studies, or a related field.
2. Proven experience in conducting baseline studies, particularly in agriculture or value chain analysis.
3. Strong knowledge of quality and safety standards in agricultural value chains specifically maize value chain.
4. Proficiency in both qualitative and quantitative research methods.
5. Excellent report-writing and presentation skills.
6. Familiarity with the maize value chain in Uganda is an added advantage.

Method of application

- The consultant will submit a technical and financial proposal including a brief on their understanding of the ToRs, the proposed methodology, timelines and an indicative budget including tax.
- This should also be followed by a CV and an Expression of Interest that highlights previous similar experiences.



- Submission deadline by COB on 31st December 2024 to: procurement@seatiniuganda.org and info@seatiniuganda.org