

SUSTAINABLE DIETS FOR ALL

Uganda Case Study

End-Term Evaluation of the
Citizen Agency Consortium
Sustainable Diets for All Program



**END-TERM EVALUATION OF THE SUSTAINABLE DIETS FOR ALL PROGRAMME
IMPLEMENTED BY CITIZEN AGENCY CONSORTIUM**

Report of the Uganda Country Case Study

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1. Introduction

1.1. Objectives of the evaluation

The objective of the evaluation is to assess the effectiveness, relevance, sustainability and efficiency of the SD4All programme. These evaluation criteria relate to the changes that the programme has contributed to:

- in capacities for Lobby and Advocacy of (Southern) partner organisations,
- in agendas, policies and practices of government and market actors (and possibly other actors, depending on the specific ToC of the programme).

1.2. Methodology of the evaluation

Country-based case studies constitute the backbone of the evaluation of the SD4All programme. In Uganda, the team met various stakeholders in Kampala and Entebbe, and visited two partners at location namely KRC in Kabarole District (4 days) and Slow Food Uganda in Buikwe District (2 days). Country case studies were centred around the research matrix that was developed during inception. The matrix is structured along 5 topical questions covering the aspects of: effectiveness, relevance, efficiency, sustainability and finally relationships.

In the districts as well as at national level, the methodologies used for exploring key programme-related processes and outcomes and assessing the programme's contribution to stated outcomes included¹

- Focus group discussions with stakeholders such as different farmer groups, women groups (Orugali), members of street vendors association, etc.
- Semi-structured interviews with programme and partner staff and informants from national and district governments, media, influencers, etc.
- Participative workshops with programme and partner staff: start-up workshop at the beginning and sense-making workshop at the end of the field work.

In addition, specific methodologies were used to for some of the stipulated areas, namely:

- Effectiveness analysis: timeline and process tracing in combination with contribution analysis was carried out on 3 outcomes² that were selected in consultation with the programme coordinator in Uganda and partners KRC and Slow Food Uganda.
- Efficiency analysis was done using a method based on the *multi-attribute decision making* approach.

2. Brief description of the country programme

Uganda is known as the food basket of East Africa, supplying 72 percent of the region's commodity exports. Yet 4 out of 10 Ugandans are not getting their required dietary intake. In fact, 16 percent of households are chronically undernourished and only 4 percent are food secure.

Sustainable Diets for All (SD4All) is an advocacy programme that uses evidence, including evidence generated by citizens, to help low-income communities to improve their access to sustainable, diverse and nutritious food. The programme aims to build the lobbying and advocacy capacity of CSOs and citizen groups in selected countries to jointly challenge unsustainable practices and incentives in food

¹ See annex 1 for the itinerary and annex 2 for persons met

² For respectively KRC (Kabarole District production and environment ordinance), Slow Food (Buikwe District resolution limiting monoculture of sugarcane), and at national level amendments to the Genetic Engineering Regulatory Act

production and consumption, while fostering changes in policy and practice to help make sustainable diets attainable for all.

The programme aims to deliver policy change in relation to three key areas:

- I. Healthy and diverse consumption
- II. Small & Medium Enterprises (SME) and informal market linkages
- III. Nutritious and diverse production

In Uganda, SD4All convenes local multi-stakeholder platforms to allow marginalized groups to influence rural and urban food policy debates. The programme targets elected and appointed duty bearers notably at district levels and in national policy settings with a view to influence food-related policies. The programme works with youth, women and men, producers, farmers, consumers, food vendors, small businesses and professional cooks to increase healthy, affordable and diverse food options for low-income communities in Uganda. Over the years, Hivos and IIED established partnerships with 4 organisations in the country, being:

- **Food Rights Alliance (FRA)** is a coalition of non-governmental actors working on food security and sustainable agriculture. The FRA builds knowledge and broad-based cross-sector engagement to aid multi-stakeholder influencing of national agriculture and nutrition policy, planning and investment.
- **Kabarole Research and Resource Centre (KRC)** is a research-based development non-governmental organisation with a focus on food security and agribusiness development. KRC hosts a 'food lab to assess local food systems from the collective perspective of citizens, including low-income farmers, food vendors, women and young people. KRC influences attitudes, policy and practice and government and market actors and promotes the indigenous foods and food habits (Orugali).
- **Slow Food Uganda** brings together stakeholders to improve diets and food and nutrition security in Buikwe district of Uganda. Slow Food promotes, protects and preserves plant biodiversity, particularly related to indigenous foods for low income rural and urban populations.
- **Volunteer Efforts for Development concerns (VEDCO)** supports small and medium farmers and their organisations to achieve food and nutrition security and increase agricultural trade. VEDCO promotes 'diet champions' that influence local policy to support the successful production of indigenous vegetables and increased dietary diversity.

3. Programme achievements

Since its inception till present, the programme has initiated multiple initiatives to address challenges faced by actors in the food system - from producers to consumers - to promote sustainable food systems and improve access of people to sustainable, diverse, green, affordable, healthy, and nutritious food. Many diverse outcomes were realised in different domains related to either changes in agendas, policies and practice of Governments and market actors and/or capacities of various stakeholders in society to influence food system-related policies and practices.

Following is a (non-exhaustive) list of what the evaluation team considers to be key achievements realised by the programme in the period 2016 to present:

- ✓ Successful and relevant policy influencing at district level for adoption of issues related to

- nutrition as a cross-cutting issue in sector policies,
- production, preservation and consumption of indigenous crops,
- agricultural diversity and limitations to mono-cropping practices,
- recognition of informal food sector actors by district authorities,
- and other related context-specific areas.
- ✓ Promotion of a nutrition sensitive agriculture sector and related policy influencing at national level in - among others:
 - Nutrition Action Plan 2
 - Agriculture Sector Strategic Plan and national budget
 - Joint Agricultural Sector Annual Review
 - Plant Genetic Resources for Food and Agriculture
 - Genetic Engineering Regulatory Act
- ✓ Strengthened partners capacity (and confidence) in strategic and operational aspects of lobby and advocacy in the aforementioned policy areas as well as in embedding evidence in advocacy,
- ✓ Partners being recognised as subject-matter specialists by local and national governments and for that reason being invited to contribute in different policy development processes and settings,
- ✓ The programme introduced and deepened the concept of Citizen Agency and operationalised the concept through various forms of citizen groups such as farmers groups, Orugali (traditional food) groups, Chefs Alliance, Street Vendors Association, Coalition of the Willing, and so on,
- ✓ Generation of grounded evidence on food and nutrition security that is used in policy influencing but also for other purposes like awareness raising, mobilisation of actors, communications with other actors - including for instance informal exchanges between Government departments for foster joint engagement in SD4All-related policy developments, etc.
- ✓ Well-positioned citizens who became “Food Ambassadors”, are now the most powerful and successful influencers in matters of sustainable diets and the promotion of traditional food crops and reach out to large number of people more effectively and efficiently than through other orchestrated methods like media.
- ✓ Actors in the food chain and system like chefs or food vendors have become effective mobilisers and promoters of healthy, green, fair, affordable and safe traditional food crops.
- ✓ Support to extension departments of local government departments in the implementation of policies and regulations (mainly on indigenous crops and limitations to mono-cropping),
- ✓ Farmers training and support services (like seedbanks) which were not necessarily directly funded and organised by the SD4All programme but in some cases the linkages to SD4All benefitted their implementation.
- ✓ Establishment of community-based facilities to preserve indigenous food varieties using seed banks

Please **note** that for most of the above listed achievements, there will be further elaboration on the underlying dynamics and influencing factors in the following chapters that cover the respective research clusters of the evaluation’s research matrix.

In general, from the above succinct summary of achievements, one may conclude that the programme has indeed succeeded in realising a wide variety of outcomes that contribute to the stated objectives of

the programme. Obviously, the programme also faced a number of challenges that may have hampered or slowed down the realisation of certain outcomes. These challenges will be discussed in more detail in the following chapters.

4. Analysis of the level of effectiveness

Evaluation Question 1:

Which changes have occurred in agendas, policies and practices of targeted social actors and in the L&A capacities of participating organisations (effectiveness)?

4.1. Policy changes

The SD4All programme engaged in policy influencing for the purpose of strengthening the regulatory framework and also to tap into the opportunities existing in the government, civil society and private sectors to achieve sustainable food security and nutrition values. The program's policy influencing focus has been at three levels - *national government, local government, and community* levels.

At the national level, SD4All partners have worked with national government agencies including the Ministry of Agriculture Animal Industry and Fisheries (MAAIF), the Ministry of Health (MoH), the Office of the Prime Minister (OPM) and the National Planning Authority (NPA) to influence various national level policies, programmes as well as budget priorities. A number of significant achievements were scored by the programme at this level including:

- SD4All Partners advocating and lobbying successfully for the incorporation of the food and nutrition security as a crosscutting area in the third Agriculture Sector Strategic Plan for Uganda. With SD4All support, Food Rights Alliance (FRA) took the lead in developing and drafting a CSO position paper which communicated the most critical aspects of sustainable food and nutrition advocated by CSOs. Though non-SD4All CSOs contributed to this position paper, it was largely influenced by the SD4All agenda.
- Hivos and SD4All partners playing a significant role in the formulation of the second nutrition action plan for Uganda working through multi-stakeholder technical teams comprising of participants from multiple government sectors, development partners and civil society under the overall coordination of the Office of the Prime Minister. Advocacy, communication, and social mobilization were selected as some of the critical intervention areas prioritized in this nutrition Action plan. In addition, the indigenous foods agenda was incorporated in the discussion of the UNAP 2, thanks to the influence by SD4All partners.
- Influencing the Genetic Engineering Regulatory Act (GERA) by reviewing the bill, lobbying the office of the president, educating members of parliament about the dangers of some of the clauses in bill, public awareness raising through media engagement, and joining other CSOs to petition the speaker of parliament.
- Partners (like FRA) creating spaces of engagement through, for example, multi stakeholder consultative meetings on food system policies. These spaces resulted in partnerships for the indigenous and traditional food systems agenda, sometimes, going beyond the known SD4All partners.

- Enabling national level actors' participation in local level sustainable diet activities has been effective in mobilising national level contacts that have turned into good champions for SD4All objectives at the ministry level. For example, ministry of agriculture staffs appreciated gaining extensive understanding of the concept of sustainable food and nutrition through participation in KRC activities such as food festivals, and the launch of the seed bank in Kabalore district. This influence has motivated the ministry to initiate guidelines for preservation of indigenous seeds, although these were not yet completed.

At the local government level the SD4All programme has tried to work on streamlining local level laws, regulations, and policies to garner local efforts and commitment into promoting food security and good nutrition practices at the household level. Like in the case of national level, a number of significant achievements were scored by the programme at influencing local government policy and regulatory framework including:

- SD4All programme partners working with local governments to draft local laws and operational guidelines to enforce desired practices in sustainable food production and consumption. These local laws and regulations have been directed at enforcing practices in areas of the food system where there is lack of national policies and regulatory frameworks for production, processing, marketing and consumption of indigenous food crops. Example of such laws and guidelines included the Production and Environment Ordinance for the Kabalore district, or the district resolution on food production limiting the increasing monoculture of sugarcane in Buikwe district.
- Engaging technical staffs and politicians from programme local governments right from the start has been instrumental in building a conducive atmosphere for lobby and advocacy in addition to building commitment and strengthen comprehension of the objectives and relevance of the envisaged policy changes. The programme has been appreciated for sponsoring useful study tours and exchange with other local governments which have further mobilised local leaders' understanding of the issues at hand and enhanced formation of common stand with regard to policy decision that had to be taken.

At community level, SD4All partners have worked with citizen groups and individuals to generate evidences on promotion of sustainable food and nutrition practices that have been used by SD4All partners and their collaborators in the Civil society sector to make policy propositions to government. SD4All community activities including those with farmer groups, schools, youth groups, etc. as well as seed banks, food festivals, etc. at different community levels have served as a breeding ground for evidences that have been used by national level actors for policy influencing. In this case major achievements related to policy influencing have included the following:

- Individual champions / ambassadors who have played critical roles both individually and in groups to represent the interests of consumers, producers, traders, etc. in local and national policy discourses. Also, deployment of Food Ambassadors was an effective (and efficient) tool in reaching out to public and other stakeholder for awareness raising and agenda setting. In Kabalore district, for example, the Coalition of the Willing, an umbrella group made up of

vendors, chefs, and Orugali women's groups were instrumental in sensitizing community during the process of revising the Production and Environment Ordinance in Kabarole district.

- The Food parliaments which have been instrumental in mobilising citizens to form a common agenda and a collective voice regarding sustainable food and nutrition and also for providing a forum for farmers to share views with their leaders. The food parliament committees have provided the institutional framework for pushing grassroots issue to higher level.
- Community food festivals have served as events for sharing information and sensitizing communities about food varieties and food preparation and preservation. Many of these festivals have focused on indigenous food varieties. Besides mobilising communities to become interested in indigenous foods, these food festivals have also been attended by officials of the Ministry of Agriculture who have appreciated the events for enlightening them further on the concepts of sustainable diet. As testified by Ministry officials interviewed in this evaluation, the awareness and enlightenment gained from these events have been used to “push for putting nutrition high on the ministry's expenditure agenda within the ASSP”. The ministry officials also appreciated the SD4All's cookbook as a useful tool for enhancing nutrition at the household level. Ministry officials thought that these cookbooks could be integrated and harmonised in the ministry's Receipt Book.
- The seed banks supported by the SD4All programme in Kabalore has also been appreciated by the ministry of agriculture for providing a learning example on how the ministry can design standard guidelines on preservation of indigenous seeds alongside the certified seeds.

Contribution analysis

Extended contribution analyses were carried out on three outcome cases in Uganda being two cases of influencing the formulation, approval and enactment of district-based decrees and ordinances respectively by KRC in Kabarole and Slow Food in Buikwe district and the influencing by FRA of a national act on bio-engineering. The cases yielded comparable insights and conclusions on the contribution of the SD4All programme (Hivos, partners and citizen groups) to observed outcomes in policy development in these 3 levels. The thread being that in all 3 cases, there was robust evidence of the meaningful contribution of SD4All to realising this policy outcome whereby the programme's contribution was deemed necessary to achieve the stated intermediate outcomes. However, in all cases the final outcome being policy change was not yet realised and would require more efforts on the part of partners but also by other actors and stakeholders. For that reason, SD4All's contribution was significant but not be sufficient to ensure the final policy outcome. Apart from the programme's, pro-active support of government officials and/or the collaborative support of other civil society actors were needed as well to achieve the stated result in the same time period. Following is a summary of the outcome of one assessment. Details for all 3 cases are to be found in annex 5.

Table . Contribution analysis of amendments and enactment of the Production and Environment Ordinance in Kabarole District

Change: The amendment of draft text and eventually enactment of the ordinance to fill in gaps related to agricultural diversification, food safety, seed preservation, kitchen gardening, post-harvest handling and storage.

Causal question: did KRC with support of citizen (Coalition of the Willing) influence the district government / councillors to adapt the draft text and eventually approve the ordinance?

Explanatory mechanisms and factors	Evidence (+) or counterevidence (-).
1. KRC with local stakeholders initiated the revision of the ordinance and mobilised the top-level district authorities to pursue the amendments and enact the ordinance	++ Stakeholders including two top officials in district being commissioner and speaker confirm that the campaign of KRC and Coalition of the Willing initiated the policy dynamics around this ordinance
2. The District Chairperson and Speaker were the key drivers and promoters of the approval and (pending) enactment of the adapted ordinance	+ both officials have used their authority to push the revision of the amendments through the formal procedures and levels; this was more influential than civil society campaigning once that the ordinance and amendments were on the agenda of the council
3. Almost all members of the council fully supported the amendments to and enactment of the ordinance	Members of the council indicated being sensitive to public interest in sustainable and healthy food; this according to the Speaker enhanced the proceedings at the council
4. Policy developments at national level have influenced political interest in this area at district level	+/- (neutral) The Commissioner was aware of some shifts in policy debates at national level towards SD4All related values but no evidence that this influenced district level dynamics – maybe even the opposite: local dynamics may have influenced national level policy debate
5. Council approved certain amendments of the ordinance because it created opportunities for resource mobilisation (levies on products and taxing marketeers on higher turnover fo food stuff)	- Very unlikely that additional levies and taxes would amount to any substantial income for local government; social / health return from consumption of healthy foods were mentioned, and none on public income generation

Concluding statement about contribution: There is robust evidence of the contribution of the SD4All partner and a citizen platform (that it helped establish) in influencing the high-level officials and council members at Kabarole district to review and later approve the adapted Production and Environment Ordinance. Most outspoken contributions were in (1) awareness raising about deficiencies / gaps in the original text, contributions, (2) the actual review and adaptation of the text (amendments suggested were taken over literally by council) and (3) in influencing agenda setting of the Council. The contribution of SD4All was very crucial to the process, otherwise the process would not have started or possibly much later and 'weaker in content. The role of internal actors like the chairperson, the speaker and other technical staff of the district council was also significant in bringing about the observed results, thanks also to influencing and technical support by SD4All program which played a big part in mobilising commitment from these actors. However,

although the contribution of the SD4All was crucial, it was **not sufficient** to bring about final outcome in form of a gazzeted / enactment ordinance. It was noted that after all the successful process at the local government level were done, the final enactment of the ordinance depended on the opinion and speed of action by the Attorney General's office at the national level

4.2. Changes in food system and with actors

SD4All focus for influencing food systems in Uganda has targeted multi-faceted actors, relationships and activities related to the production, processing, packaging, distribution, retailing, consumption and recycling happening at both national and local levels.

At the national level, the bulk of food system related activities are around policy, regulation, operating systems, planning and funding. The SD4All programme interventions and achievements listed section in 4.1 on policy influencing are therefore equally relevant for the program's influencing of national food systems. The main action centres at the national level have been the following:

- The Ministry of Agriculture, where focus has been on influencing the policy and regulatory frameworks affecting food production and productivity, food security, farmers' income enhancement etc.
- The office of the prime Minister where focus has been on National Nutrition Policy, the National Advocacy and Communication Strategy for UNAP, and the Nutrition Forum.
- The National planning authority, where focus was supposed to be on integration of issues of food security and nutrition into national and local government development plans

However, the evaluation has observed that most SD4All activities have been concentrated at the ministry of agriculture, which, as elaborated in section 4.1, has involved working on a number of policy and legal instruments as well as on the agriculture sector strategic plan. Fewer SD4All engagements also happened at the office of the Prime Minister within the process of formulating the second national nutrition action plan. Reportedly, there has been some (limited) engagement between the SD4All and the national planning authority during the first food summit in Fort Portal. We also noticed that the food and nutrition priorities in the agriculture sector strategic plan NPA were derived from the strategic directions of the second National Development Plan (NDP2) which is coordinated by the NPA. Achieving food security and improved nutrition is also one of the priorities included in the NDP2.

Most direct SD4All effects on the food systems have happened with selected local governments running from district, municipality, sub-county to community levels in the areas where the programme has been implemented (Buikwe and Kabalore). At these levels the programme has pursued a number of interventions and scored a number of, mostly interim, outcomes. The following achievements were realised by the programme at these levels.

- **Supportive legislation:** The programme has supported initiatives to establish supportive legislation to guide and promote diversified and indigenous food production and consumption with local governments (Kabalore and Buikwe districts). Even though the enacting and gazetting at national level of these local legislations was not completed by the time of the evaluation, local stakeholders (district political leaders, technical staff, and food ambassadors and

champions) highly appreciated the legal instruments and the role of the SD4All programme in facilitating the process as well as its relations management with relevant officials (at local level). Follow-up on completion of the process until national level process would require another type of advocacy which the programme could have done better, more consistent. It also shows that often successful lobby can only happen when working at local and national level simultaneously. This is an important lesson in lobby and advocacy strategizing.

- **Production and preservation of indigenous food varieties:** Mobilizing and sensitizing farmers in production and preservation of indigenous food varieties. This has happened through various interventions supported by the SD4All programme, including training of farmers in appropriate agronomic practices for indigenous foods, creating seed banks for indigenous food varieties, establishment of demonstration gardens for indigenous food varieties, etc.
- **Consumption and preservation of indigenous foods:** Mobilising and educating households on preparation, consumption and preservation of indigenous foods. This has happened via various SD4All-supported interventions including; community sensitization programmes on good nutrition practices, training of restaurant owners, food vendors, chefs and women groups in preparation and preservation of different indigenous dishes (e.g. Orugali groups in Kabalole), and food festivals to sensitize community on indigenous food. The programme has aimed at breaking beyond the limits of traditions, attitudes and practices. However, it was observed that the mind-set of the youth requires further influencing.
- **Engagement with Informal actor:** The programme has successfully engaged with (small-scale) food actors in the informal economy to have them legitimised with a clear understanding on the benefits and sustainability of the food system. These actors have included food vendors in Fortportal Municipality, Orugali women in Kabalole district, market food sellers, etc.

4.3. Capacity development

Preliminary note: it was found that a good number of observations and findings of the evaluation *team to a large extent coincide with conclusions and lessons learnt presented in the internal CAC document Building Block for Dialogue and Dissent 2 – Background to Capacity Assessment and Development.*³ This section of the report may thus show some overlap with the content of the stated document but where applicable and possible, the section in this report may provide some context-specific illustration of the validity of these (shared) conclusions.

Observations

The SD4All programme in Uganda engaged in capacity development in various forms and approaches and with different modalities that were directed at a diverse range of stakeholders. In the programmatic context, CD was about building capacities of programme actors to do advocacy more effectively and efficiently to achieve the programme's Theory of Change. The partners first and foremost indicated that thanks to the programme, they gained confidence in preparation, planning and carrying out of advocacy campaigns as well as in embedding evidence in advocacy. CD in the context of SD4All covered a wider scope of areas. CD-related initiatives were directed towards Hivos programme staff, staff of the four

³ Version 14 June 2019

implementing partners in the country, to members of citizens groups established and/or supported by CAC partners and finally, towards *third parties* such as with national or local Governments, private actors or (potential) allies. In the latter cases (citizen groups and third parties), it is not always possible (or meaningful) to distinguish between CD for advocacy and CD as an advocacy strategy. A good example of CD as an advocacy strategy was the CD and orientation of Buikwe district technocrats on multi-sectoral nutrition planning and coordination which eventually resulted in the development of a 2018-2020 Multi-Sectoral Nutrition Action Plan for the district. Similar effects were realised while sensitising a large group of MP's on pitfalls in and possible improvements to the national Genetic Engineering Regulatory Act by FRA and Slow Food Uganda.

Programme stakeholders appreciated the variety of CD-related initiatives which stretched well beyond the conventional training of staff or partners and included generally well-appreciated initiatives like

- peer-to-peer linking and learning – some examples:
 - o like KRC supporting Slow Food Uganda and vice-versa Slow Food inspiring KRC on MAIs
 - o the linkages that FRA and KRC developed inspiring a mutual learning and exchange of views and insights)
- exchange visits and exposure to international events such as the SFS partners' conference in South Africa or the 'Labing your World' workshop in the Netherlands, but also exchange visits to SD4All partners in other countries.

FRA reporting in their 2019 report: This opportunity to dialogue with other SD4All partners in Zambia gave us a new outlook on the inner policy workings; food system challenges and solutions and their relationship with media. In addition, these interactions helped us pick a leaf in relation to how to better define, redesign and reconstruct our country campaign using the Zambian food system experience as a case study.

- hands-on learning by being engaged with others in policy influencing and advocacy activities such as in preparation of policy briefs or development of media content,
 - involvement in multi-actor initiatives that allowed for exposure to and learning from the processes and practices in L&A of other organisations,
 - similarly, participation in the Partners' Annual Review Meetings that created opportunities to share experiences, lessons learnt and best practices for cross learning and replication,
 - research outcomes as an entry point for CD such as in the feedback session on the household food diaries research with community groups but also with district level officials and counsellors,
 - linking district- based partners to national partners (notably in national policy influencing spearheaded by FRA) intrinsically created space and opportunity for mutual learning and capacity development,
 - ad-hoc subject-matter advice by Hivos, IIED or other experts such as on production and/or processing of indigenous food crops,
- and so on.

Content-wise there was also a wide variety of topics covered in CD. Ample attention was given to organisational development of implementing partners but also of citizens groups like the Food Vendor Association and the COW in Fort Portal or the Youth Academy and the Food Communities in Buikwe District. In interviews and FGDs, ample reference was made to L&A related topics, first and foremost the

Advocacy Toolkit (by IIED) but also in related areas of public policy analysis, communications and media for influencing policy and practice or on gender mainstreaming in L&A. Staff capacity development was organised in programme management such as on outcome harvesting, M&E of advocacy, reporting as well as on financial planning (budgeting), management and control. Respondents (partners and citizens groups) expressed their appreciation for the quality and relevance of the CD initiatives under the programme. Members of citizens groups indicated that - different forms and approaches of - CD offered to citizens groups were thought to be functional and relevant and contributed to strengthening the performance of these groups. This result was perceived in terms of performance in policy influencing such as agenda setting, in interactions and dialogue with governments, in developing advocacy engagement plans, etc. but equally so in more operational or technical domains such as event organisation, sanitation and food preparation by food vendors, or establishment of seed banks or nutrition gardens, to name but a few.

Reflections

When asked about possible gaps in CD so far, partners mentioned but a few issues whereby they often referred to outstanding challenges in the implementation of intended pathways of change. As one respondent indicated: *'We have now moved beyond 5C model to the reality that we face in the programme'*. There is indeed evidence that the TOC and intermittent adjustments to ToC have - to some extent - influenced assessment of CD needs and subsequently informed identification and planning of CD-related interventions by the programme team. The M&E and reporting outlines, especially the attention that is paid to 'lessons learnt' in annual reporting and reflection meetings, reportedly informed the assessment of capacity development needs. This mechanism was even more important as it established the – otherwise little pronounced – linkages between programme achievements (and challenges) and capacity development needs and priorities. The senior policy officer agriculture at the Netherlands Embassy observed that in his view, there is no shortage of good policies and frameworks in Uganda, but the challenge is more in policy implementation. What CSOs therefore need is more knowledge and capacity to follow-up on policy implementation as well as more experience and evidence of how to bring policies into practice.

On capacity needs assessments, respondents indicated that 5C model remains relevant for a broad assessment of capacity development needs at organisational level but that the model is not well geared to explore capacities that are specifically linked to planning and implementation of advocacy. The broader application of 5C may be particularly the relevant citizens groups supported by partners. As a matter of fact, in view of the wide diversity in mandates, functionality, operational modalities and organisational *maturity* of the many citizens initiatives supported by the programme, there simply is no one-size-fits-all approach towards CD planning and design that would suit all different types of groups. As many of these groups are still in infant stage of organisational development, a broader 5C-like approach in combination with a contextualised (quick scan) assessment of envisaged pathways of change for L&A may be best suited to identify target-specific CD needs.

A few reflections based on 5C model :

Capability	Observations
To act and commit	Maybe relatively less focus on strengthening governance structures and dynamics because at least 3 out of 4 partners were already well-established organisations with existing linkages to different donor agencies. Only Slow Food Uganda was still relatively young and reportedly benefitted from peer-to-peer exchange and support by other partners. In general, ample attention for capabilities for effective monitoring e.g. in outcome harvesting, reporting, ToC and so on
To deliver on development objectives	Good adherence to ToC as guidance for developing work plans and (partly) assessing capacity needs with all partners. Financial resources made available by programme but all have other funding agencies as well. IIED's advocacy tool kit was instrumental in strengthening L&A capacities even though partners like FRA or KRC were already quite experienced and capable even without programme support. As often is the case, all partners are continuously and actively pursuing resource mobilisation with external (foreign) donors, less so with domestic funders or in exploring other sources of funding.
To adapt and self-renew	In general, Hivos and partners are keen on learning and flexible in their strategic and operational development. Advocacy toolkit has helped to strengthen their ability to assess and analyse the political and policy contexts and develop L&A strategies accordingly (even though some like FRA were already very strong in this respect). There are regular joint reflections on performance and strategy whereby Hivos and partners together seek to assess their actions and realisations and assess the same against stated pathways of change.
To relate to external stakeholders	Most partners have well-established networks both domestically as with foreign agencies and donors. FRA and KRC are particularly strong and may be even somewhat dominant actors in their networks (e.g. reflected in KRC's stated adherence to FRA as preferred partner rather than joining wider networks like PELUM ⁴). All partners and have gained political credibility either at national level (FRA) or in their districts (KRC, Slow Food Uganda, VEDCO). All participate in multi-stakeholder platforms for policy influencing and connecting to other players in the field of food and nutrition security or sustainable food systems.
To achieve coherence	Partners have a clear and coherent mandate, vision and strategy, which is used by its management to guide its decision-making process. Hivos has supported them in establishing and using a PM&E system geared to monitoring fulfilment of the operational principles and progress / realisations in policy influencing, but less so for changes in capacity as result of the programmes CD efforts. Leadership is strong in all partners but difficult to assess how much space leadership allows for individual creativity and initiatives.

Learning topics

- How to further strengthen the link between TOC (adjustments) and CD needs assessment to inform, plan and design of further capacity development initiatives?
- CD needs assessment for citizens groups: how to deal with diversity of mandates and functions and identify diverse CD needs?

4.4. Research

⁴ A network for Participatory Ecological Land Use Management with >50 member organisations both domestic and international

Observations

The overriding approach used in the SD4All programme is evidence-based lobby and advocacy towards local and national governments. Generation and use of evidence in L&A therefore has a strong focus in programme implementation. IIED, the consortium partner of Hivos in SD4All, played a central role in support of the partner organisations through strengthening their research capacities and offering technical advice. IIED supported in design and rolling out the research planning, and in developing research tools and methods in co-creation with the partner. IIED was also instrumental in assisting in data analysis and reporting.

An important study in Uganda was the baseline nutrition assessment in Kabarole (and other) districts. The outcome of this study was appreciated by many stakeholders including public sector actors. More specifically, the striking outcome on child malnutrition in the Kabarole district⁵ has indeed been widely quoted as a (compelling) entry point for triggering affirmative action by duty bearers not only at district government level but reportedly also at national level. The Nutrition office at the regional Hospital, for example, testified that the data generated by the food diaries was more grounded than the national data sets that are often generalised for entire western region. His office therefore used the results of the KRC study for planning and reporting purposes.

The Food Diaries research implemented by IIED and KRC provided a rich source of information and grounded evidence that was used for agenda setting in policy influencing but also in strategic orientation of the programme by KRC and other actors (both government and CSO actors). As mentioned before, the results of the food diaries were an eye opener that showed, with robust evidence, the magnitude of the nutrition problem in the district. It was the major driver that raised awareness and mobilised local governments, KRC, other CSOs, and citizen actors to develop and implement nutrition-focused policies and interventions to address the challenges identified thanks to the research. On the other hand, a few respondents raised some doubts on the value-for-money of such exercise. In other words, they were wondering whether possibly other (less resourceful) approaches might have yielded similar benefits in terms of relevant evidence for use in policy influencing (agenda setting). Respondents (SD4All partners) who were involved in research, expressed their appreciation for the quality of support in and outcomes of research by IIED.

In 2020, IIED, Hivos and their partners jointly produced and published a discussion paper entitled *“Putting indigenous foods and food systems at the heart of sustainable food and nutrition security in Uganda⁶”*. In the paper it is argued that although some national policy documents mention the conservation, production or consumption of indigenous foods, in general this is not very pronounced. The authors suggest that nevertheless, the focus on these issues in relevant policies provides a small window of opportunity to advocate for the protection and promotion of the indigenous foods and food systems. The report provides practical recommendations at the three levels: government, programme and community, such as on how to support small-scale indigenous food processing enterprises. The publication was very recent at the time of evaluation, therefore there wasn't evidence yet if, and to what extent this paper may have influenced stated actors to take initiatives in policy influencing or otherwise to protect and promote indigenous foods.

⁵ Showing that 41% of children in Kabarole district are stunted

⁶ Kimani, A., Mayer, A. and Swiderska, K. 2020. Putting indigenous foods and food systems at the heart of sustainable food and nutrition security in Uganda. Discussion Paper. IIED and Hivos, London and The Hague.

SD4All partners also conducted specific research on their own accord. Following are a few extracted from the 2019 country report:

- Food Rights Alliance doing an assessment of the concluding Agriculture Sector Strategic Plan (ASSP) with aim to analyse the current nutrition security status of the country and the extent to which the ASSP guides prioritization of indigenous foods. This was used to develop a detailed non-state actors (NSA) advocacy strategy on promotion, protection and preservation of indigenous food systems that was validated by a multi-sectoral group of experts.
- VEDCO doing a rapid assessment to explore community's perception and attitudes towards the consumption of local vegetables and identify the preferred local vegetable varieties to be prioritized in the project and advocacy issues.
- VEDCO also doing review of the National Seed Policy 2018 to identify gaps related to production, preservation and marketing of indigenous seeds especially vegetables.

Reflections

As indicated Food Diaries provided a rich source of context-specific information and insights in nutritional habits and challenges in the district and was therefore instrumental in agenda setting for policy influencing. Nevertheless, the evidence provided may not have been sufficient for informing / feeding the policy agenda. Some partners expressed a need for research that could yield more insights in nutritional adequacy of household diets, others pointed at need for more market research to fill in gaps in knowledge and insights on value chain dynamics (value chain mapping) and on consumer demand and preferences for traditional / indigenous food crops.

Learning topics

- ✓ How can research capacity (collect, analysis, reporting, disseminate) be grounded more with local agencies?

4.5. Inclusiveness

Observations

Inclusiveness in the ToC and practice of the SD4All programme in Uganda is largely focusing on low income groups, women and youth. In the overriding objectives of the SD4All country strategy as presented by the Hivos to the evaluation team there was no specific mention of low-income groups⁷. Similarly, in presentation by the partners, there was far more focus on working with women and youth than on targeting low income groups. Nevertheless, the evaluation clearly observed an admittedly more implicit focus on low income consumers and producers especially so in localised initiatives with KRC, Slow Food and VEDCO. As stated in KRC's ToC, the bottom line in their work with food vendors is indeed *to provide safe and nutritious recipes to low income consumers*. Similarly work on protecting, preserving and promoting indigenous food by all 3 stated partners has a strong bias towards smallholder producers as well as with low income consumers, among others, The support to Orugali women group is a striking example of such dual inclination. Similar examples can be cited for VEDCO in promotion of safe

⁷ Three key areas were presented: (1) Healthy and diverse consumption, focusing on changing knowledge and attitudes and promoting healthy food choices that improve diets, (2) Small and medium enterprises (SMEs) and informal market linkages, focusing on how the informal food sector and small businesses can help connect cities with rural areas and (3) Nutritious and diverse production, focusing on crop and seed diversity, including the preservation and promotion of traditional varieties

indigenous vegetables to help address the high levels of malnutrition in Gulu District or Slow Food Uganda who actively seeks engagement with low income citizens such as in the Food Parliament.

There is a general recognition among Hivos and partners as well as other resource persons of the relevance and importance of gender and youth inclusion in matters related to sustainable food systems and diets for all (some said: *by default* pointing at the central role women play in production, processing and preparation of food crops for consumption by the family). Partners indicated that aspects of gender and youth inclusion were not very strongly embedded in the original programme design. Capacity development on gender mainstreaming in policy influencing was organised for all partners but even then, they (partners) indicated in interviews or FGDs that they are still 'struggling' to adequately position / embed gender in L&A strategies and practice. This gap is caused by lack of contextualised evidence and insights in gender- and youth-related dynamics in the actual food system in their area, by limited capacity in gender- and youth-sensitive agenda setting for policy influencing, lack of knowledge of best practices by others in this respect, among others. Specific activities oriented towards or led by women include the Buikwe District Women Leaders Group (Slow Food Uganda) or women groups that promote traditional *Orugali* food diets (KRC) while others indicated that they adopted an institutional approach for gender mainstreaming (e.g. GALS approach with VEDCO) or are systematically paying attention to inclusion in their policy influencing (FRA). Slow Food Uganda also convened an only female consultative meeting on the food ordinance for Buikwe District to create an opportunity and safe space for women to comfortably raise the issues they strongly felt should be part of the law.

When exploring the youth-related interventions, partners but also government officials often refer to deliberate interventions that are targeting school children, e.g. improving knowledge and practice of nutrition and balanced diets, production of food crops in school gardens, or efforts to improve quality and dietary diversity of school meals. Programme interventions around sustainable diets or food systems to reach out to out-of-school youth say in the age range of 16 to late 20's are somewhat less common, although some of the SD4All partners implemented youth targeted activities such as youth academy in Buikwe district supported by SFU. SD4All programs offered some peripheral support to such activities like in facilitating youth training workshops. It was also indicated that many food vendors are young men and women and thus support to this group by KRC is a substantial and relatively important component of the youth-*"strategy"* of in the programme. Others (Vedco & FRA) do not target specifically on youth.

Reflections

Different initiatives have been launched to engage women and youth in the programme. Nevertheless, capacity development on gender and youth in policy influencing has not yet truly resulted in the development and roll-out by partners (individually or jointly) of contextualised strategies to strengthen inclusiveness in the planning and implementation of lobby and advocacy.

Uganda, as most other countries in Africa, is facing tremendous challenges in assuring the younger generation of hopeful prospects for job creation and rewarding economic livelihoods. Innovative investments in diverse, green and sustainable food systems that are rooted in local citizen-led dynamics may offer interesting opportunities for youth as economic agents.

Stakeholders in the SD4All programme consistently acknowledge the need for a pro-active engagement with and support to youth. KRC specifically indicated that they realise focus should also be on youth as

consumers of food whereby a number of issues may arise such as affordability of food e.g. income restrictions that youth face in buying sustainably produced, healthy foods especially when they are unemployed or in low-wage jobs. Other factors at play are convenience of buying food e.g. in terms of location of purchase (youth seek easy access to prepared foods) and changing preferences in terms of composition and diversity (e.g. fast foods). Despite positive intentions, results so far of working with youth on food-and diet-related issues are rather moderate and have not been realised at any substantial scale, with the possible exception of the food vendors in Fort Portal who are in majority young entrepreneurs. It must be noted, however, that also Government policies and programmes (some of which the programme is trying to influence) equally fail to systematically and structurally address challenges that youth face in becoming economic agents in the agricultural sector or related food systems. Moreover, there are more facets to address in this respect than just job creation, e.g. on matters of attitude and mindset (e.g. the *unpopularity* of employment in agriculture or of rural life in general among youngsters), the *Westernisation* of popular food (popular fast food culture), lack of incentives that may attract youth to *food entrepreneurship*, and so on.

Finally, on a more programmatic note, many programme partners still pointed at the need to develop more specific strategies and pathways of change to guide programme interventions in support of inclusiveness as well as a to continue working on adjusting the monitoring framework with the appropriate indicators that would better capture targets, developments and outcomes with respect to gender and diversity inclusion in the programme.

Learning topics

There is a need to better specify key challenges for gender and youth inclusion in policy influencing on sustainable food systems and diets and subsequently develop contextualised L&A strategies to address these challenges.

5. Analysis of the relevance

Evaluation Question 2:

How relevant are the changes in the context in which the programme is operating?

5.1. Relevance of policy changes

Strategically, it was observed that the promotion of a nutrition sensitive agriculture sector which is the main drive of the policy influencing aspects of the SD4All programme aligned very closely with the strategic direction of the long-term national development vision for Uganda and the Sustainable Development Goals as adapted by government of Uganda in the second National Development Plan (NDP2).

It was noted that, at the policy level, areas covered by the SD4All programme were all areas that are regarded as top priorities by government, both local and national governments. In Kabarole, for example, the programme rejuvenated an old ordinance that lay uncompleted for a number of years. Similarly at the national level, the Genetic Engineering Regulatory Act and all the planning and review processes (*Agriculture Sector Strategic Plan, the Nutrition Action Plan, Joint Agricultural Sector Annual Review, the Plant Genetic Resources for Food and Agriculture*) in which SD4All partners participated were initiatives started by government under the formal national planning framework.

It is also important to highlight that the approach to lobby and advocacy adopted by SD4All partners was one that allowed harmonious collaboration and active interaction with government actors. As a result, most government actors appreciated the added value of SD4All partners sitting on various technical working committees. There was collective planning and strategizing for coordinated lobby and advocacy actions between government actors and CSOs. Similarly, CSOs were active in joint review and planning sessions of government, which provided a rare opportunity for partners to consolidate and focus their lobby and advocacy without creating conflict and confrontation with government actors.

At the local government level, the promotion of a nutrition sensitive agriculture sector, healthy and sustainable diets, and diverse indigenous foods was also highly relevant since agriculture production is one of the decentralised function for which local governments hold the full mandate and the institutional framework to execute. As observed by political leader interviewed, issues concerning sustainable diet and nutrition are also high on the local political agenda since they directly touch on the lives and wellbeing of the citizens.

At the community level, besides generating grassroots evidences used in upstream policy influencing, the involvement of citizens in the lobby and advocacy programme for sustainable food and nutrition was also appreciated for causing first hand effects on the behaviour and practices of the target groups. For example, it was informed that the food diaries exercise in Kabalore district generated awareness raising for the households that took part in the survey. Many of them were later to take part in other SD4All programme processes like the Orugali women's groups, the village saving and lending associations and the food festivals.

5.2. Citizens agency

The programme has stimulated, capacitated, mobilised and elevated agency for citizens to reach targets for policy influencing. Adequate guidance was given to citizens and their groups to pursue their objectives whereby the programme partners acted as facilitator of citizen agency (not being in the lead apart from offering capacity development support and coaching to citizens groups). Citizen groups that were supported, covered a broad scope of functional mandates within the food systems ranging from farmers groups, Orugali women groups, street vendor associations to chefs' alliances. Other groups were formed as multi-stakeholder platforms and coalitions for policy influencing such as the Coalition of the Willing in Kabarole District or the Food Parliament in Buikwe District. In some cases, policy changes originated from citizen agency such as the resolution of Buikwe District Council addressing the monoculture of sugarcane that found its origin in Slow Food Uganda's collaboration with the (informal) Food Parliament.

Reflection from partners' report 2019

"We also participated in the advocacy training by Hivos and has further informed the reflection on citizen agency. The role and mandate of CoW has been reviewed to reflect citizen agency and the advocacy agenda has been anchored more on the members of CoW and associated structures such as the food ambassadors, chief alliance and vendors association"

The programme not only introduced and deepened the concept of Citizen Agency, but its key merit was to bring the concept into practice in different contexts. Citizen Agency really became a concrete and practical way of empowerment of citizens to influence policy development.

While the range of citizens groups was quite broad, it did not (yet) offer a comprehensive coverage of all food system actors. As a matter of fact, representation of commercial (intermediate) value chain actors (especially traders and processors interested in and dealing with indigenous food crops) and of (urban) consumers was not common in the citizen groups and multi-actor initiatives that the programme has been supporting such as the Coalition of the Willing. Reportedly, there are few organisations representing consumer interests in matters of food and nutrition. Nevertheless, it may be worth looking into options to broaden representation in existing MAIs under the programme (like COW or Food Parliament) to establish stronger representation of (especially urban) consumers.

Where possible, the approach of SD4All has been to *seek common cause around a sustainable diets agenda*⁸. In a number of cases, *the location of existing or incipient spots of energy and struggle around a food system issue did form the base of common cause and innovation*⁹. Value-based motivation such as striking evidence on malnutrition among children in Kabarole, can thus be an important incentive and driver for citizens to raise their voice and deploy agency for improved and diversified family diets. While such value-driven motivation is important, however, it may not be sufficient to mobilise (economic) actors such as food vendors, traders or even farmers. These actors will also need economic incentives for them to support a food system transformation that eventually contributes to sustainable diets for all. After all, they may be socially oriented citizens but at the same time the food system means business to them, business that must generate the needed family income. As a matter of fact, such economic actors act as social entrepreneurs who seek to blend creation of social values (in line with SD4All objectives) with economic (commercial) values (being able to run profitable businesses). For these actors it is all about *blended value creation*. In supporting of citizen agency, CSO and citizens groups should therefore duly acknowledge, respect and foster the business interests of (small- and medium-scale) entrepreneurs that constitute the economic backbone of a food system.

The programme has proven that Multi-Actor Initiatives can be a powerful tool to link citizens with differing interests in win-win alliances aiming at or supporting transformation towards more sustainable food systems, such as by the Coalition of the Willing (in Fort Portal) or the Food Parliament (in Buikwe). While these two MAIs are still in an infant stage, they do nevertheless show promising features for effective and sustainable functioning in multi-stakeholder settings, e.g. with alignment in goals, active participation of different parties, evidence of agility in the face of changing conditions, broad representation of stakeholders and stated intentions for transparency and shared decision making. The most critical conditions for sustained operations however, will be trust, leadership and adequate management of power dynamics within the MAI. These are areas where SD4All partners should not take the lead but rather be facilitating and where possible and feasible, strengthen internal capacities of the MAIs. Finally, from the feedback received, the evaluators concluded that ensuring all-round effective citizens participation and agency often (or in most cases) requires more resources and more time than originally factored into budgets and work plans.

⁸ Quote— draft position paper by IIED (unpublished): *Agency and advocacy in the food system of the majority*.

⁹ Ibid.

Learning topics

- ✓ How to broaden strategic positioning of Citizen Agency to embed business-related interests of economic actors in food systems in addition to value-based (social) motivational factors?
- ✓ How can actors (including local governments) support the concretisation and functioning of social entrepreneurship that blends social and economic value creation (and obviously will apply to both formal and informal sectors)?
- ✓ How to engage consumers and other value chain actors and strengthen their agency in functional groups or MAIs?

5.3. L&A strategy

Local and national government representatives recognise the utility and role of L&A by civil society actors. The L&A *targets* do appreciate the strategy that the programme has adopted which can be characterised as an approach that is partly-inside (advisory), partly-outside (advocacy) and largely evidence-based, be it embedded in an overall value-based programme mandate (based on the Right to Food as well as SDG2 Zero Hunger and SDG12 Responsible Consumption and Production).

Moreover, Governments and other stakeholders nowadays consider the subject of nutrition and sustainable diets to be topical at national as well as local level, now and in future.

Under the present coordinator, the SD4All programme broadened its institutional scope from a focus on local (district) level in earlier years to local and national level from end 2017 onwards. This was done by engaging in new partnerships, especially so with Food Rights Alliance (FRA) which is a lobby and advocacy organisation that was already firmly grounded in matters of national policy development on agriculture, food and nutrition.

As far as the objectives of sustainable diets for all are concerned, there is a critical lack in legal framework at national level especially for indigenous foods. This in fact necessitated the development of local ordinances and regulations to make up for the gap at national level. As a matter of fact, the result is duplication of efforts at local government levels which is indeed inefficient and holds a high risk of incoherent policy development.

The programme is supporting / influencing multi-sectoral settings to develop and improve nutrition-related policies. Such settings are most visible at national level (e.g. in the development of Nutrition Action Plans¹⁰) but less so at local level where local governments (Kabarole and Buikwe Districts) apparently have taken less steps towards bringing together these different departments to develop joint strategies and policies for strengthening food and nutrition security in their constituency. Nutrition often seems an *unfunded priority* especially at local government levels. At implementation level, national and local governments are still putting much more emphasis on commercial agriculture (with strong focus on the production side) and far less on food & nutrition security-sensitive agriculture that follows a more comprehensive food systems approach.

In practice, communication has played a very significant role augmenting the effectiveness of other SD4All programme activities through i) influencing target groups to take action, ii) mobilising citizens iii) raising awareness about sustainable diets, and iv) enhancing program visibility. Communication has been a

¹⁰ Engaging different ministries mandated in areas of agriculture (and related sectors), health, education, industry and trade

crucial component of the L&A strategy of the SD4All programme in Uganda. Different media houses have partnered with Hivos and partners, to make direct contribution to program activities. In return the program has offered training and skills development to actors from the media on the subject of sustainable diets and nutrition. As result, the evaluation has received reports of extensive media coverage and participation in the different events hosted by programme countries such as food festivals, conferences, youth fora, community festivities, food markets, etc.

The move in 2018 to broaden the initial local (district) focus of the programme to a more integrated approach with local -to-national (and vice versa) scope was a welcome move that has brought benefits in terms of improved capacity and networking and that strengthened the quality and influence of policy campaigning, both for existing (KRC and Slow Food Uganda) and the newly engaged partners (FRA and VEDCO).

The interaction and exchange between SD4All partners in Uganda reportedly contributed not only to mutual learning (see earlier section on capacity development) but also to strengthening the local-national linkages in agenda setting and policy influencing as witnesses by FRA (2019 report):

Being part of the SD4All partners in Uganda, Food Rights Alliance plays the role of a convener at the national level. We work to leverage information from her fellow SD4All partners to influence, define, reshape and reconstruct a new National strategic investment framework in the Agriculture Sector Strategic Plan 2019/20 –2023/24 by the Ministry of Agriculture that plans for responsive food systems to the emerging food and nutrition needs of the country.

Learning topics

- ✓ What L&A strategies can CSOs design and implement to influence policy makers at national level to build upon local initiatives and come up with a national guiding legal framework that supports SD4All objectives such as on indigenous food varieties and against mono-culture?
- ✓ What L&A strategies can be the programme adopt to promote and realise multi-sectoral approaches for policy development on food and nutrition security at district level?

6. Analysis of the sustainability

Evaluation Question 3: To what degree are these changes sustainable?

6.1. Sustainability of changes in policies

One of the measures taken by the SD4All programme to provide for continuity of programme campaign and sustainability of changes in the food systems was to support a supportive regulatory / guiding framework for promoting sustainable food systems in programme local governments. At the national level, the programme has worked to influence public policies and programmes that have linkages with sustainable food and nutrition. However, many of the policy and legal instruments worked on by the programme in this phase are still work-in-progress that call for continued action to ensure that the initiatives started in this phase will reach the planned outcomes. For example, the local ordinances in Kabalore and Buikwe districts remain unfinished with the office of the Attorney General. Equally, the GERA process is still hanging at the national parliament waiting for reconsideration by the parliament after the president sent it back. The main challenge here is that the remaining processes for the policy and legal instruments in question are largely government-led and CSO may not have much influence beyond lobbying government agencies to take action.

Also, while working at the local government level to promote nutrition sensitive agriculture sector was highly relevant, there were limitations arising mainly from the limited discretionary resources available to local government for executing their budgetary priorities. Government literature shows that currently, over 95% of local government budgets in Uganda are financed by central government transfers that are highly conditional¹¹. As such, most of the priorities that local governments will select for their annual expenditure will be dictated by national ministries through budgetary sector guidelines. This therefore leaves very limited room for local governments to allocate resource to areas that they feel to be a local priority. It is for this very reason that the District extension coordinator in Buikwe, for example, informed that food and nutrition has remained an un-funded priority over the years.

While Individual champions / ambassadors have played critical roles both individually and in groups in reaching out to public and other stakeholders, awareness raising, policy influencing and evidence generation for agenda setting, the sustainability of these actors remain an outstanding question. For example, the ability of citizen groups to conceive their own advocacy agenda and initiate their own engagement with government institutions is yet to be strengthened. It is also true that for multi stakeholder platforms to be effective as a tool for linking differing citizen interests, a number of enabling conditions such as effective leadership and power dynamics of the platforms are essential.

6.2. Sustainability to changes in food system

Largely, sustainability of the changes in the food systems supported by the SD4All programme was a mixed scenario. On the one hand there was a number of factors which stood for continuity of the innovations and achievements scored by the SD4All programme with regard to food system. On the other side, however, the evaluation observed a number of risks / uncertainties with some of the outcomes/ changes in the food system.

The positive factors:

- It was largely found that indigenous food varieties have got a strong connection with the food traditions and cultures in the SD4All programme areas. This factor was already visible in the positive ways the target groups received and accepted the indigenous foods promoted by the programme (e.g. through the food festivals and food parliament sessions). This connection with the food tradition therefore was assessed to be a plus factor for sustainability practices promoted by the program. The only difficult targets in awareness raising and a sensitisation identified in the interviews were the middle class who shy away from traditional food crops because they are regarded to be the food for the poor. The other critical group is the youths whose attitudes and mind are often in favour of fast foods.

- On the production side of the food systems, it was found that generally the climate and weather conditions as well as the existing agronomic practices in the SD4All area of operation are highly conducive for growing of most indigenous food varieties promoted by the program. The only remaining challenge, however, was that despite the programme efforts to support seed banks, there was still limited access to sources of seeds for most varieties.

¹¹ Local Government Finance Commission, 2019

- Active collaboration with the local government system (both political leaders and, to a less extent, technical staff) provides a strength for continuity and sustainability of programme innovations and interventions. In both the two districts that were visited by the evaluation team, there was a strong buy-in of the food varieties and practices promoted by the program, especially from the political leadership. Partners have maintained that this direct engagement with district and lower government staffs will create the necessary goodwill for ensuring some degree of sustainability of the changes in the food systems that have been initiated by the program.

Remaining risks / uncertainties

It was observed that the motivations and changes in practices influenced by SD4All programme interventions in the food system have been limited to a few participants and localities. At the start of the SD4All programme, it was thought that other complementary programmes could be developed and funded to work on the ground, trying out food innovations (diverse production, local processing, added value creation, etc.). Hivos tried to work together with other Dutch organizations (Oxfam Novib, ICCO, SNV) to create this synergy. This yielded some results: a joint seed seminar and a SME event with AgriProFocus, but overall the outcomes were limited. The programme has been focusing on a few players in the food system- producers and consumers, with very limited focus on other market actors. For example, In the coverage of the food system, relatively little attention was paid to (more commercially oriented) intermediate levels and actors in the value chains of indigenous food crops notably in processing (by SMEs) and in commercial trade (by SME intermediates) in indigenous foods (fresh or processed). While this was a deliberate choice (partly because of capacity and resource constraints), optimisation of sustained value chain operations for these food crops may require more focus on linkages and vertical scaling in the value chain of indigenous food crops. In 2019 collaboration took off with APF and Ministry of Trade and Industry in relation to SME support. This part is receiving more attention in 2020 programme but has not yet produced tangible outcomes.

- It was also observed that even within the present project target group there was further need for continued action to have sustained change in knowledge, attitudes and practices. Continued action aiming at creating a critical mass to sustain the changes in food systems was validly proposed. Replication of programme interventions to cover other areas is also a valid proposition to consider by the programme
- Another risk was that the public sector agriculture extension system in Uganda is not structured to cover the entire food system. The system puts much more emphasis on production and harvesting functions of the food chain. The other functions in the food system (marketing, transportation, storage, processing, etc.) fall under different government sectors and there is very limited collaboration between these sectors and the local agriculture extension system. This therefore affects the SD4All programme objective of influencing the entire food system
- Also, working with economic actors (like food vendors) especially in urban areas often requires some form of private-public partnership to establish a conducive policy and market environment that contributes to a better urban food system. That level of collaboration was not strongly pursued in the present phase of the SD4All program. An exception was found in the Kabalore where the KRC has attempted to organise the vendors into an association of the informal food sector to comply with the law in Fortportal municipality.

6.3. Sustainability of partners and citizen groups

Working with and through citizen groups who take development in their own hands, definitely contributes to sustainability of the programme. However, partners also indicated that in case

programme supports would stop, they expect to face challenges in ensuring sustainable motivation and functioning of citizens groups that they presently support (unless other sources of funding are found for these groups). The sustainability of MAIs that focus on awareness raising and policy influencing (like the COW in Fort Portal or the Buikwe Food Parliament) is the most challenging aspect as few donor agencies offer options for institutional funding while there are very few ways in which this type of multi-stakeholder platforms can successfully engage in local resource mobilisation. Much will depend on the personal commitment of members of these MAIs to remain engaged and willing to contribute to the platforms. This commitment must find its roots in individual and collective acknowledgement of the relevance and importance of the MAI in bringing agency and influence of citizens to the policy arena (in development and implementation). Another factor that may contribute to sustained functioning of such MAIs is the supporting role played by Food Ambassadors (or similar positions) who often are well-respected and influential personalities in their respective community or constituency.

The sustainability of functionally homogenous groups of economic actors like food vendors association, chefs' alliance or farmers group will require economic feasibility of the changes in food systems that are being pursued. For instance: the gains that members of food vendors association derive from being organised cannot be solely based on social impact (i.e. give consumers access to affordable, healthy and diverse foods) but must include direct or indirect economic benefits for the vendors themselves in terms of reduced costs, less harassment or rent-seeking by governments, access to better and more efficient technologies or facilities (prototypes), improved business support service delivery by governments or others, increased demand by consumers, and so on. In short: an enabling business environment is often equally (if not more) important than social incentives for economic actors to join groups and remain engaged in the longer run in food system transformation and promotion of improved diversified diets.

SD4All Partners in Uganda are well-established CSOs who collaborate and are supported by other agencies or programmes and who in the past have proven to be able to attract donor interest. For them, SD4All is not the largest source of funding but nevertheless an important one. Hence the challenges of financial sustainability and future resource mobilisation will need to be addressed when programme support is ending. Institutional sustainability of the partners is well ensured given the fact that they are mature organisations with a well-established organisational setting for governance and operational & financial management and control. Slow Food Uganda is somewhat more *junior* than the others but then it has strong and - most likely - sustained backing by the international Slow Food Movement. Also, the organisation has been strengthened institutionally by the program to be able to receive other donor support.

Overall, on the question whether functioning and impact of the programme and especially of the dynamics of Citizen Agency for policy influencing will stretch beyond the programme and not be affected by stop-and-go mechanisms. The answer is fairly positive in view of the programme's achievements in terms of increased interest in SD principles among key actors especially so in the public sector, their increased embedment of SD values in local and national policy frameworks, the commitment of Ugandan programme stakeholders to sustain and possibly further strengthen the outcomes so far, and the organisational strength and firm positioning of key partners in their areas of work.

Finally, SD4ALL is not the only programme that is focussing on food systems and improving diets in the country. Other organisations are already or increasingly so interested in (aspects of) the SD4All approach such as other INGOs such as Broederlijk Delen, Isles de Paix, Save the Children, Solidaridad, etc. They will to some extent and in specific areas contribute to sustaining achievements of the SD4All.

6.4. Environment and climate change

The Uganda programme did not develop specific pathways of change to address or integrate aspects of environmental conservation or climate change into the Theory of Change of partners or at country level. However, reportedly, these aspects have been integrated in a number of concrete initiatives by partners. Scanning through the annual country reports of 2017 to 2019, mention is made of

- Slow Food Uganda promoting agro-ecological farming practices in schools and communities. based on principles of diversity and indigenous food production.
- They also promoted planting of fruit trees amidst crops (agro-forestry) to counter the excessive destruction of trees.
- In KRC policy influencing on the Kabarole District Production and Environment Ordinance of 2006, making reference to climate change and its effects on food production with emphasis on tangible actions to conserve the environment such as soil and land management practices.
- VEDCO advocating for changes in gender roles in the households to cope up with the effects of climate change, consequently making some men and women taking on non-traditionally prescribed roles

It must be noted also that some partners like KRC have programmes funded by other agencies (such the INGO Broederlijk Delen) that specifically address environmental and climate issues operating in parallel but somehow also in synergy with the SD4All programme.

It is in a way assumed that the concepts of Sustainable Food Systems and Sustainable Diets have a (presumably strong) implicit ambition to strive for environmentally sound practices (from production to consumption of food including food waste management practices) and that approaches to bring these concepts to practice have (ideally) been informed by contextualised assessment of the likely impacts of climate change. These assumptions may be true but do not yet offer an assurance of that robust evidence-based strategies have been developed and are being implemented in the programme. There is a challenge for future programming to deliver more specifically on good intentions in this respect.

7. Analysis of efficiency

Evaluation question 4:

What has the programme done to ensure proper use of available / limited resources? What was learned from this?

In the evaluator's approach two perspectives were adopted to look at efficiency.

The first one is organisational efficiency and looks at strategies, procedures and norms that the organisation (Hivos) and/or the CAC consortium is using to maximise returns on resources used in the programme. This dimension of efficiency is situated at the organisational level and falls beyond the scope of the country research.

A second dimension is programme efficiency, whereby a link is established between programme effects and the costs incurred. The approach used for learning on programme efficiency is inspired by the Multi-Attribute Decision Making (MADM) method and basically let programme stakeholders assess the 'usefulness' of a number of interventions in realising programme outcomes (from the ToC) against the amount of resources (time, money, effort) needed to implement said outcomes.

The programme coordinator together with partners in Uganda identified five different interventions that they wanted to assess against 9 criteria of effectiveness. In a first basis assessment, it was decided to assign equal weights to all 9 criteria. In a further revision, one may consider assign different weights for instance to attach less weight to criteria related to outputs (like reach out to public) and more weight to strategic outcome-related effects such as influence on policy makers or increased inclusiveness of policies and practices. For now, however, the result of the basic assessment is presented below:

Interventions	Cap Dev for Citizen Groups	Food Diaries research	Food Ambassadors / Champions	Dialogue with National / Local Government	Promotion of Multistakeholder platforms	
1 = low 5 = high						
how useful is the intervention for						Weight
Reach out to public for awareness raising	5	5	5	3	4	11%
Source of evidence for L&A agenda setting	2	4	3	3	3	11%
Use of content in policy debate	1	4	3	5	4	11%
Influence policy makers	4	4	4	5	4	11%
Promote consumption indigenous foods	5	3	5	3	4	11%
Promote production indigenous food	4	3	5	4	4	11%
Follow-up policy implementation	3	3	4	3	4	11%
Expanding Civic Space for Lobby and Advocacy	4	2	4	4	5	11%
Gender Youth	5	2	3	4	3	11%
Weighted Score	3.67	3.33	4.00	3.78	3.89	100%
Cost 1= low / 5 = high	4	3	3	4	3	
Efficiency ratio (effect per unit cost)	0.92	1.11	1.33	0.94	1.30	

Participants in the workshop somehow found it difficult to bring in clearly diverting scores on effectiveness of different interventions on specified criteria. In other words, there was a tendency to score interventions roughly at similar levels, hence a multitude of scores 3-4-5 and but a few low scores. The result was that, when disregarding resource use and only looking at levels of effectiveness, the different interventions had similar overall scores. Outstanding in terms of effectiveness was the use of Food Ambassadors or *Diety Champions*. This was also confirmed in the subsequent reflection among participants. Food Ambassadors are indeed considered to be very important and influential drivers of change at many levels such as raising public awareness or in ‘convincing’ farmers and consumers to grow respectively eat more traditional foods. Also multi-stakeholder platforms and dialogue with local or national governments were considered to be quite effective. Food diaries research and capacity development of citizens groups were thought to be slightly less effective even though both still scored high on many criteria. The group found it difficult to assess differences in resource use for the different interventions, as a result they ranked them in comparable cost levels (all 3 or 4 on a scale of 1-5). As a result, comparative efficiency levels for different interventions show similar ranking as effectiveness, i.e Food Ambassadors and Multi-Actor Initiatives again ranking at 1st and 2nd position. Somewhat surprisingly, Food Diaries Research moved to a 3rd position while in earlier discussions with global and national staff, a question came up of whether such research would indeed be considered Value for Money given the presumed high cost. However, the latter opinion (high cost) was not shared by participants in the exercise who claimed that this research was a one-off investment with longer term returns and thus potentially more efficient than recurring investments in – say – capacity development of groups or actual lobbying and advocacy activities.

8. Conclusions and lessons learnt

Following is a non-narrative listing of conclusions and lessons learnt that were either extracted from the annual progress reports or from the interviews and FGDs that the evaluators had with Hivos coordinator, partners and other informants in Uganda.

The concept of food systems and programmatic approaches to promote sustainable diets

- ✓ The programme has successfully engaged with (small-scale) food actors in the informal economy to have them legitimised with a clear understanding on the benefits and sustainability of the food system.
- ✓ However, in the coverage of the food system, relatively little attention was paid to (more commercially oriented) intermediate levels and actors in the value chains of indigenous food crops notably in Processing of indigenous foods (by SMEs), and commercial trade (by SME intermediates) in indigenous foods (fresh or processed).
- ✓ While this was a deliberate choice (partly because of capacity and resource constraints), optimisation of sustained value chain operations for these food crops may require more focus on linkages and vertical scaling in the value chain of indigenous food crops.
- ✓ Support to and coaching of small- and medium-scale actors could be embedded in social entrepreneurship models that social objectives of sustainable diets with the economic reality of the small businesses.
- ✓ Moreover, there is need for sector-specific feasibility studies to assess the costs and benefits for business models of engagement in a healthier food system that would appeal to the private sector.
- ✓ An enabling business environment is often equally (if not more) important than social incentives for economic actors to join groups and remain engaged in the longer run in food system transformation and promotion of improved diversified diets.
- ✓ Working with economic actors (like food vendors) especially in urban areas often requires some form of private-public partnership to establish a conducive policy and market environment that contributes to a better urban food system.
- ✓ Some partners have been engaged in fostering and streamlining partnerships (e.g. KRC facilitating partnership between Fort Portal City Council and food vendors) but generally speaking, there is need to capacitate all parties (public, private and CSOs) further in supporting the functioning of PPPs.
- ✓ In order to have clear understanding of opportunities and challenges in the food system, there is need to research and document the food pathways from producers to consumers to clearly understand the social and economic constraints of diverse consumption (see also research related conclusions under heading: policy influencing).
- ✓ Extension services should pay more attention to indigenous food crop production, processing and marketing.
- ✓ Maybe the most difficult targets in awareness raising and a sensitisation is the middle class who shy away from traditional food crops because this is food for the poor.
- ✓ This is an area for influencing but with the observation that the programme had more success in convincing Local Government to adopt food system thinking but faced more challenges in getting technical departments and lower governments (LC1 – LC3) on board.
- ✓ In order to inform policy making (and extension services to farmers), there is need for more applied research on indigenous food crops (from different perspectives).

- ✓ Some partners expressed a need for further research to get insights in nutritional adequacy of household diets, others pointed at need for more market research to fill in gaps in knowledge and insights on value chain dynamics as well as on consumer demand and preferences – all specifically for traditional / indigenous food crops.
- ✓ There is need for strategic reflection on the challenge of horizontal scaling of best practices in promotion of indigenous food crops for sustainable diets.
- ✓ the PPP-Lab scaling scan (<https://ppplab.org/2018/11/3223/>) may inform and inspire these reflections.

Citizen agency

- ✓ The programme not only introduced and deepened the concept of Citizen Agency, but its key merit was to bring the concept into practice in different contexts. Citizen Agency really became a concrete and practical way of empowerment of citizens to influence policy development.
- ✓ Value-driven motivation is an important driver of citizen agency, however, it may not be sufficient to mobilise (economic) actors such as food vendors, traders or even farmers. These actors will also need economic incentives for them to support a food system transformation.
- ✓ In supporting of citizen agency, CSO and citizens groups should therefore duly acknowledge, respect and foster the business interests of (small- and medium-scale) entrepreneurs that constitute the economic backbone of a food system.
- ✓ Diverse multi-actor initiatives like COW in Fort Portal have proven to be instrumental in reaching out to and influencing policy makers.
- ✓ Established MAIs show promising features for effective and sustainable functioning, e.g. with alignment in goals, active participation of different parties, evidence of agility in the face of changing conditions, broad representation of stakeholders and stated intentions for transparency and shared decision making. The most critical conditions for sustained operations, however, will be trust, leadership and adequate management of power dynamics within the MAI.
- ✓ Citizen generated evidence has proven to be very relevant and powerful in informing advocacy strategies.
- ✓ Citizen agency needs time to emerge, mature and become effective in policy influencing
- ✓ Managing expectations of the community and local actors is critical in influencing policies and laws – the process of policy making takes long which can discourage the community from effectively participating in the processes.
- ✓ The programme should not shy away from low-hanging fruit and *cherish* intermediate outcomes while working patiently towards longer term goals.
- ✓ Evidenced by observations that ensuring all-round citizens participation (e.g. for influencing food ordinances and bye laws in Buikwe and Kabarole districts) required more resources which hadn't been factored in the programme budget.

Dynamics of policy influencing

- ✓ There is wide-spread appreciation among stakeholders and targets for the different approaches to L&A that the programme has been using.
- ✓ Deployment of Food Ambassadors (or similar initiatives) is considered to be among the most effective (and efficient) tools in lobby and advocacy.

- ✓ The role of food ambassadors is important in influencing the food system. Food Ambassadors have proven their relevance and effectiveness in reach out to public and other stakeholder, awareness raising, agenda setting, direct lobbying, promoting production of traditional food crops, and so on.
- ✓ There is a lack of national policies and regulatory frameworks for production, processing, marketing and consumption of indigenous food crops.
- ✓ This in fact necessitates the development of local ordinances and regulations to make up for the gap at national level, resulting in duplication of efforts at local government levels which is less efficient and holds a risk of incoherence in policy development (between different districts).
- ✓ Collective planning and strategizing for coordinated lobby and advocacy actions is important, notably the joint review and planning which have given an opportunity for partners to consolidate their work plans and find areas of convergence within the programme overall goal.
- ✓ Partners like FRA created spaces of engagement through convening multi stakeholder consultative meetings on the agricultural and food system related policies. This has resulted in the growth in partnerships for the indigenous and traditional food systems agenda beyond the known SD4All partners.
- ✓ Such expanded inclusive spaces also created engagement to leverage resources.
- ✓ It is crucial to engage in politicians from the start of L&A campaigning in order to build commitment and strengthen their comprehension of the objectives and relevance of the envisaged policy changes.
- ✓ Performance tracking in L&A was streamlined and deepened with the adoption and use of outcome harvesting by all partners as well as more systematic use of narratives in M&E.

Gender and youth

- ✓ Capacity development on gender and youth in policy influencing has not yet truly resulted in the development and roll-out by partners of contextualised strategies to strengthen inclusiveness in the planning and implementation of lobby and advocacy.
- ✓ Youth and women play key role in realising Food and Nutrition Security and promoting sustainable diets that include nutritious, green, healthy, affordable and accessible food crops
- ✓ There is need for more contextualised evidence and insights in gender- and youth-related dynamics in the actual food system.
- ✓ Capacity in gender- and youth-sensitive agenda setting for policy influencing is still rather limited.
- ✓ Stakeholders in the SD4All programme consistently acknowledge the need for a pro-active engagement with and support to youth. Despite such positive intentions, results so far are rather moderate and have not been realised at any substantial scale.
- ✓ Capacity development could include more exploration of knowledge and best practices by others (external parties) on youth and women inclusion in policy development and practice on food systems and sustainable diets.
- ✓ Although progress was made in this matter, still more attention needs to be paid to identify and apply specific indicators on inclusiveness.

Capacity development

- ✓ Partners and citizen groups appreciated the variety of CD-related initiatives.

- ✓ The M&E and reporting outlines, especially the attention that is paid to 'lessons learnt' in annual reporting and reflection meetings, reportedly informed the assessment of capacity development needs. This mechanism is important as it established the – otherwise little pronounced – linkages between programme achievements (and challenges) and capacity development needs and priorities.
- ✓ Participation in multi-actor initiatives allowed for exposure to and learning from the processes and practices in L&A of other organisations.
- ✓ Participation in the Partners' Annual Review Meetings created opportunities to share experiences, lessons learnt and best practices for cross learning and replication.
- ✓ Linking district- based partners to national partners (notably in national policy influencing spearheaded by FRA) intrinsically created space and opportunity for mutual learning and capacity development.
- ✓ The TOC and intermittent adjustments to ToC have - to some extent - influenced assessment of CD needs and subsequently informed identification and planning of CD-related interventions by the programme team.
- ✓ Key target groups like vendors, chefs, households etc. need more awareness and sensitisation on improving diets and how traditional food crops can play a role in making diets more healthy, nutritious and diverse.
- ✓ in view of the wide diversity in mandates, functionality, operational modalities and organisational maturity of the different citizens initiatives supported by the partners, there simply is no one-size-fits-all approach towards CD planning and design that would suit all different types of groups. 5C model might be useful to manage this diversity provided it is adjusted to better reflect capacity requirements for lobby and advocacy.

Environment and Climate Change

- ✓ It was assumed that Sustainable Food Systems and Sustainable Diets have an implicit and inherent ambition to strive for environmentally sound practices and furthermore, that approaches to bring these concepts to practice have been informed by likely impacts of climate change.
- ✓ Back in 2017, food diversity was linked to climate change and environment: see the Spice of life report. In other reports, evidence is provided that diverse production is more climate resilient. But overall the programme could have focused more on climate change with a pathway of chance that would lead to outcomes related to climate adaptation and/or mitigation. Admittedly, initially this was not in the mandate of the programme.
- ✓ These stated assumption is thus confirmed in programme practice but it does not yet offer an assurance that evidence-based strategies have been developed and deployed by the programme to address environmental and climate change-related challenges.

Annex 1 - Abbreviations

ASSP	Agriculture Sector Strategic Plan (Uganda)
CAC	Citizen's Agency Consortium
CD	Capacity development
CFS	Committee on Food Security (Rome)
COW	Coalition of the Willing (Uganda)
CSA	Climate Smart Agriculture
CSO	Civil Society Organisation
DMEL	Design, Monitoring, Evaluation and Learning
DW4W	Decent Work for Women
EKN	Embassy of the Kingdom of the Netherlands
ETE	End-Term Evaluation
FGD	Focus Group Discussion
FRA	Food Rights Alliance (Uganda)
GERA	Genetic Engineering Regulatory Act
HR	Human resources
IIED	International Institute for Environment and Development
KRC	Kabarole Research & Resource Centre (Uganda)
L&A	Lobby and Advocacy
MADM	Multi-Attribute Decision Making
MAI	Multi-Actor Initiatives
MFA	Ministry of Foreign Affairs
MSP	Multi-Stakeholder Process / Platform
NAP	Nutrition Action Plan
SD4ALL	Sustainable Diets for All
SFS	Sustainable Food Systems
SME	Small & Medium Enterprise
ToC	Theory of Change
ToE	Theory of efficiency
ToR	Terms of Reference
VEDCO	Volunteers Effort for Development Concern (Uganda)

Annex 2 – Persons met

Activity	Name	
Briefing Meeting at Hivos	Immaculate Yossa	Regional Advocacy Manager Hivos Uganda- East-Africa
EKN	Josephat Byaruhanga	Senior Policy Officer Agriculture and Agribusiness Embassy of the Kingdom of the Netherlands
Start-up workshop at Hivos	Mohammed Ahmad Sharif	KRC
	Agnes Kirabo	FRA
	Eduard Mukiibi	Slow food Uganda
	Grace Babinje	FRA
	Berna Ndagire	M&E officer VEDCO
	Winifred Nambuusi	Hivos
Meeting KRC team	Mwanga Julius	Director KRC
	Violet Kanyigiya	
District Local Leadership	Richard Rwabuhinga	District Chairperson Kabarole District
	Stella XXX	District Speaker Kabarole District
Coalition of the Willing (Food lab contributors)	Harriet Komuhendao	Food vendor / treasurer
	Edward Ampaire	Health for street vendors
	Patrick Kaahwe	Chairperson COW
	Patrick Rwamkwenge	Member COW
	Rashid Jamidah	Member COW
	B. Basemera	Member COW
	Vincent Semakula	Chairperson Chef Alliance
	David Katungi Tinka	Chairperson street vendor member COW
	Tadeo Mwikiriza	Secretary COW
Chef Alliance	Vincent Semakula	Chairperson Chef's Alliance
Orugali Women Association	Rehema Mabykeera	Vice Chairperson Orugali
	Rashid Jamidah	Chairperson Orugali
Street Vendors association	David Katungi Tinka	Chairperson street vendor
	Moses Baguma	Street vendor
	Eduard Ampaire	Health street vendors
	Baetege Babemera	Street Vendor
	Harriet Komuhendao	Treasurer street vendors
Lutete Sub-county	NAME	Chairperson LC 3 + Sub-county Chief (KII) Food Ambassador
Jopurnalist UBC TV	Theo Gracias	Journalist
ORIGIN	Katima Josephine	
	Musanguzi Solomon	Agricultural Officer
South Division		Chairman South Division
Kabalore Regional Referral Hospital		Hospital Nutritionist
Collaborating International NGO	Dennis Hees	Country Director Iles de Paix
Food ambassador	Hon. Alex Ruhunda	Member of Parliament
Farmer Group		
Kanyatete Women's Group	Florence Kakyo	Member
	Jenifer Kesime	Member
	M Kiiza Ampaire	Chairperson
	Joan Mbabazi	Secretary
	Gatrude Kabatalya	Vice Chairperson
	Malren Mbabazi	Member
	Alice Biringi	Defence

Activity	Name	
	Conjolada Tungumisirizi	Vice Secretary
	Charles Ballinjunaki	Member
	Annet Kunihira	Member
	Rose Nyakwever	Member
Food Rights Alliance	Virginia Kabasoni	Food Governance Officer
	Jude	
	Mathilde	
VEDCO	Betty Tayona	Gender & Advocacy coordinator
	Abigail Kalenda	Advocacy Officer
	Berna Ndaagire	Monitoring & Evaluation
	Junus Ssemamko	Monitoring & Evaluation
	Kizito Oola	Project Coordination
Ministry of Agriculture	Alex Bamboona	Food and Nutrition Division- Assistant Commissioner
Slow Food Uganda Team	John Kiwagalo	
	James	
	Isaac	
Media Representative	Paddy Nsobuia	Journalist Bukete Newspaper
Buikwe District Local Government		District Agricultural Officer
		District production officer
		District chairperson, BDLC
Food Parliament	Sulayiti Ssemwezi	Bukinja organic link
	Medi Ddumba	Kibali youth community garden
	Josephine Nalwadda	KISLDA
	Milly Hamtabo	
	Hussein Ssebadduka	
	Danda Mugali	Food parliament mobiliser
Kibali Youth Groups	James Wakake	
	Prossy Nakkazi	
	Medi Ddumba	
	John Ndials	
	Enokia Muwangizi	
Twekembe farmer Groups	Hamiat Kambejja	Nakatyba twekembe farmers group
	Teddy Nakiyana	Nakatyba twekembe farmers group
	Dezi Zalwango	Vice Chairperson Nakatyba twekembe farmers group
	Florence Malunga	Secretary Nakatyba twekembe farmers group
	Daudr Mugalu	Chairperson Nakatyba twekembe farmers group

Annex 3 – Itinerary

Date	Activity	person	Place
Saturday 25	Arrival of Pol, Kampala	Winifred arranged transfer + booking	Athena Hotel
Monday, 27/01	Briefing Meeting at Hivos	Immaculate	Kampala
	Meeting at RNE		Kampala
	Start-up workshop with SD4All team	Hivos country office, Program Manager (Nairobi)??, Heads of Partners- KRC, FRA, SFU, VEDCO	Kampala- Hivos office
Tuesday 28 /01	Travel to Fort portal for Field work	Evaluation Team	
	Meeting KRC team	Heads of KRC	Fortportal
Wednesday, 29/ 01	District Local Leadership	District Chairperson (both as a local leader and food ambassador)	District HQ
		District Speaker (local leader and food ambassador)	District Headquarters
	Coalition of the Willing (Food lab contributors)	Coalition Executive committee (FGD)	KRC offices
	Chef Alliance (Food lab contributors)	Alliance Leaders (FGD)	Fortportal
	(2nd) Meeting KRC team	KRC team	KRC offices
Thursday 30 / 01	Street Vendors association (Food lab contributors)	Executive Committee (FGD)	Fortportal
	Olugali Women Association	Association Chairperson (KII)	KRC Office, Fortportal
	Lutete Sub-county (Lower Local Governments)	Chairperson LC 3 + Sub-county Chief (KII)	Sub-county HQ, Lutete
		Agriculture Officer (KII)	Sub-county HQ, Lutete
	Collaborating Local CSOs	SATNet : Manager (KII)	Fortportal
Visit Food Festival	Kanyatete Food festival	Kanyatete	
Friday 31 / 01	South Division (Urban Lower Local Government)	Division Asst. Town Clerk (KII)	South Division HQ
		Division Mayor (KII)	Division HQ
	Kabalore Regional Referral Hospital	Hospital Nutritionist + Unit Staff (KII)	Kabalore Regional Hospital
	Collaborating International NGO	IDP : Manager (KII)	Fortportal
Food ambassador	Member of Parliament (Hon. Alex Ruhunda)	Fortportal	
Saturday 01 / 02	Private Sector Operators	Restaurant Operator (Robinah)	
	Food ambassador	(to be identified by KRC)	
	Farmer Group	Busaige Sacco; Group Leaders (FGD)	Kichwamba
Sunday 02 /	Return to Kampala		
Monday 3 Feb	SD4All coordinator	Hivos	
	Food Rights Alliance	FRA Team	FRA office, Kampala
	VEDCO	VEDCO team	VEDCO office, Kampala

Date	Activity	person	Place
Tuesday 04 / 02	Ministry of Agriculture	Food and Nutrition Division- Ast. Commiss- Alex Bamboona	Entebbe
	Travel to Mukono		
	Slow Food Uganda Team	SFU Team- project coordinator, executive director, M&E officer, etc	SFU offices, Mukono
Wednesday 05/02	Media Representative (Influencers)	Vision group, CBS, Salt media, daily monitor	Mukono
	Buikwe District Local Government	CAO's office	Buikwe
	Buikwe District Local Government	District production officer	Buikwe
	Buikwe District Local Government	District chairperson, BDLC	Buikwe
	Food Parliament (Participants in MAI)	Food parliament committee (FGD)	Ngogwe sub county headquarters
Thursday 06 / 02	SFU collaborating Youth Groups	Selected Representatives of Youth groups (FGD)	Ngogwe sub county
	SFU collaborating farmer Groups	Selected Representatives of Youth groups (FGD)	Ngogwe sub county
	Workshop – contribution analysis for SFU outcome	SFU Team	SFU offices, Mukono
	After Field meeting with SD4All team- Preparing for Workshop	Immaculate	Mukono
	Return to Kampala	Evaluation Team	
Friday 07/ 02	Workshop – contribution analysis national level outcome	SD4All + partners in this initiative	Hivos
	Sense-making workshop	Hivos country office, KRC, FRA, SFU, VEDCO, RNE,	Kampala
	Efficiency analysis	Hivos country office, KRC, FRA, SFU, VEDCO	

Annex 4 – Summary of contribution analyses

No.	Causal question	Explaining mechanisms / factor	Type (optional)	Likelihood	Implication	Item of evidence	Validity Reliability
1	Did the engagement of KRC with the Kabarole District authorities contribute to amendments of and eventually enactment of the Production and Environment Ordinance?	KRC with local stakeholders initiated the revision of the ordinance and mobilised the top level district authorities to pursue the amendments and enact the ordinance	primary explanation	certainly or very likely happened	meaningful contribution	KRC reports, interviews with KRC as well as District Chairperson and Speaker	strong
2		The District Chairperson and Speaker have used their authority to push the revision of the amendments through the formal procedures and levels	complementary explanation	certainly or very likely happened	meaningful contribution	interviews with KRC as well as District Chairperson and Speaker	strong
3		Members of the council are sensitive to public interest in sustainable and healthy food and therefore felt an urge to manifest their political ambition by supporting the amendments to the act	influencing factor	somewhat likely	partial contribution	interview chairperson	weak
4		Policy developments at national level have influenced political interest in this area at district level	influencing factor	somewhat unlikely	small contribution	MAAIF interview	weak

1	Did the engagement of Slow Food Uganda with the Buikwe District local government lead to the approval of a resolution on food production limiting the increasing monoculture of sugarcane in Buikwe District?	Slow Food Uganda was instrumental in bringing a concern of farmers about monocropping of sugarcane into a multi-actor process that eventually resulted in the adoption of a resolution by the district council	primary explanation	certainly or very likely happened	meaningful contribution	interviews with Slow Food as well as District Production Officer	strong
2		Farmers raised concern about monoculture of sugarcane and the adverse impact on food and nutrition security in the district	complementary explanation	certainly or very likely happened	meaningful contribution	Interview members of food parliament committee and with Slow food	strong
3		The Food Parliament committee (a MAI) brought the case of monoculture to the council level	complementary explanation	certainly or very likely happened	meaningful contribution	Interview members of food parliament committee and with Slow food	strong
4		The secretary for production of the district council took personal interest and pushed the case of the resolution to the council	influencing factor	certainly or very likely happened	meaningful contribution	Interview Slow Food and Secretary of Production	strong
5		evidence from other districts (on adverse impacts of monoculture) convinced councillors that a resolution was needed	influencing factor	somewhat likely	partial contribution	Interview Secretary for Production	weak

1	Provisions that protect indigenous foods and biodiversity such as a redress mechanism including the strict liability clause were added to the Genetic Engineering Regulatory Act thanks to policy influencing upon an initiative of Hivos and its partners who also got other CSOs / INGOs involved.	SD4ALL partners Slow Food and FRA together with Hivos initiated a policy influencing campaign to add specific provisions to the GMO (GERA) act	primary explanation	certainly or very likely happened	meaningful contribution	Interview Hivos and partners	strong
2		ACCORD shared information and influenced MPS on the same act	complementary explanation	somewhat likely	partial contribution	Hivos and partners	weak
3		President choose sides by rejecting the bill twice	influencing factor	certainly or very likely happened	partial contribution	Newspapers, interviews, formal documents	strong
4		Other coalitions (greens) were active as advocates and in media to have bill amended	complementary explanation	certainly or very likely happened	meaningful contribution	interview coordinator	strong
5		Media interested in the GMO issue and thus exerted pressure on politicians to be vigilant on issues of biodiversity and protection of smallholders	influencing factor	somewhat likely	partial contribution	programme reports	weak
6		Resistance by Parliamentary Committee on Technology	influencing factor	somewhat likely	rival explanation	interviews	weak
Format - Adapted from Lemire et al., 2012							