

Scaling up community-based land registration and land use planning on customary land use in Uganda: Consolidation Phase (2021-2023)

Mid-Term Project Evaluation



September 2023



Final Evaluation of the Project

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This report is available from <http://www.unhabitat.org/evaluation>
First published in Nairobi in April 2023 by UN-Habitat.

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Produced by the Independent Evaluation Unit

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www.unhabitat.org

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Acknowledgements

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LIST OF ABBREVIATIONS AND ACRONYMS

ADR	Alternative Dispute Resolution	Mak-SBE	Makerere University - School of the Built Environment
AL	Area Land Committee	MLHUD	Ministry of Lands, Housing and Urban Development
CCO	Certificate of Customary Ownership	MoU	Memorandum of Understanding
DLB	District Land Board	MWE	Ministry of Water and Environment
DLG	District Local Government	NEMA	National Environment Management Authority
DLO	District Land Office	PDP	Physical Development Plan
EU	European Union	RAPPA	Rapid Physical Planning Appraisal
FGD	Focus Group Discussion	RVO	Netherlands Enterprise and Development Agency
FFP	Fit-for-Purpose	STDM	Social Tenure Domain Model
GEC	Gender Evaluation Criteria	TRLUP	Tenure Responsive Land Use Planning
GIZ	German Agency for International Cooperation	TORs	Terms of Reference
GLTN	Global Land Tool Network	UCOBAC	Uganda Community Based Association for Women and Children's Welfare
GPS	Global Positioning System	UN-Habitat	United Nations Human Settlements Programme
IIRR	Institute of International Rural Reconstruction	YLRC	Youth and Land Responsiveness Criteria
JLOS	Justice, Law and Order Sector		
LAC	Local Advisory Committee		
LC	Local Council		
LHSS	Land, Housing and Shelter Section		



EXECUTIVE SUMMARY

1. Overview of the Project

1. This report presents the mid-term evaluation (MTE) of the project “Scaling up Community-based Land Registration and Land Use Planning on Customary Land Use in Uganda” (henceforward the “Land at Scale” project). The project is funded by the Netherlands Enterprise Agency (RVO) through the Land-at-Scale programme of the Netherlands Government, for a budget of 3 million Euros. It is being implemented by the Global Land Tool Network (GLTN) programme that is hosted by UN-Habitat, over a four-year period that is divided into two phases: An initial 1.5-year Consolidation Phase, followed by an expanded Scaling-Up Phase over the remaining period. Uganda’s Ministry of Lands, Housing & Urban Development (MLHUD) is the designated national executing agency, and the implementation on the ground, is supported by the Uganda Community Based Association for Women and Children’s Welfare (UCOBAC), Mak-SBE, and the International Institute for Rural Reconstruction (IIRR).
2. The project objective is to develop a structured and scalable approach to customary land registration and climate-smart land use planning. Project design is centred on three Expected Accomplishments or Outcomes:
 - Outcome 1: Improved tenure security for men, women and youth.
 - Outcome 2: Sustainable, climate-smart, and inclusive land-use planning.
 - Outcome 3: Improved capacity and awareness of key land stakeholders on customary land registration and land use planning.
3. Project implementation began in September 2021 and is scheduled to end in September 2025. At present, the project is nearing the completion of its Consolidation Phase, which is the main focus of this evaluation. The Consolidation Phase is being implemented in two zones of Southwestern

Uganda (Kabale District) and Kyoga Plains (Butaleja District). In Kabale District, the project is active in Kitumba and Buhara Sub-Counties; whereas in Butaleja District project activities are taking place in Mazimasa, Naweyo and Kachonga Sub-Counties. The Scaling-Up Phase (2023-2025) will extend the project to selected districts in the West Nile and Mt. Elgon regions.

2. Purpose, Objectives and Scope of the Evaluation

4. As stated in the Terms of Reference, the main purpose of the mid-term evaluation is to provide an independent mid-term appraisal of the project, focussing on the Consolidation Phase that is scheduled to end in May 2023. This report serves the purpose of accountability by providing evidence on whether the project is on track towards achieving the project outcomes and objective; and enhance learning by understanding what is working well and areas needing improvement and through lessons learned.
5. The specific objectives of the mid-term evaluation are to:
 - Assess the performance of the project in terms of its progress towards the achievement of planned results at the expected accomplishment and output levels;
 - Assess the relevance, efficiency, effectiveness, coherence and sustainability of the project towards scaling up customary land registration and climate-smart land use planning processes;
 - Assess the planning, adequacy of resources, partnerships, coordination modalities and working arrangements and how these may be impacting the effectiveness of the project;
 - Assess how cross-cutting issues such as gender equality, environment, youth and human rights have been integrated into the project;

- Identify areas of improvement and lessons learned and recommend forward-looking strategic, technical, programmatic and management considerations to improve the performance and processes of the project for the remaining period of the project
6. The Mid-Term Evaluation focused on project activities in two agro-production zones of Southwestern Uganda (Kabale District) and the Kyoga Plains (Butaleja District). In Kabale district, this include the sub-counties of Kitumba and Buhara; whereas in Butaleja District, project activities are taking place in Mazimasa, Naweyo and Kachonga sub-counties. The evaluator conducted field visits and interviews in Kabale District (Kitumba and Buhara Sub-Counties) and Butaleja District (Kachonga Sub-County).
7. The intended audiences and users of the report are:
- The main international and national partners – the Netherlands Enterprise and Development Agency (RVO), the GLTN Secretariat and Uganda project team, and the Ministry of Lands Housing and Urban Development (MLHUD). The main lessons and best practices of the project are of interest to UN Habitat’s Land, Housing and Shelter Section
 - Partners supporting project implementation on the ground - Justice, Law and Order Sector (JLOS); Mak-SBE, the Uganda Community Based Association for Women and Children’s Welfare OCUBAC), and the International Institute of Rural Reconstruction (IIRR).
- Local Government Focal Points in participating Districts and Sub-Counties
 - District Land Boards, Area Land Committees, Sub- County Physical Planning Committees and Conflict Resolution Committee Focal Points
- ### 3. Evaluation Approach and Methodology
8. The MTE analysis and findings are based on the following evaluation criteria that are mandated by the Terms of Reference:
- Relevance
 - Coherence
 - Effectiveness
 - Efficiency
 - Likelihood of Impact
 - Sustainability
 - Consideration of Cross-Cutting Issues
 - Communication, Learning and Knowledge Management
9. These criteria were supported by sets of questions (Annex 1) that guided the evaluator in collecting data and conducting interviews with the different stakeholders. Project performance for the individual performance criteria was rated, applying the following guidelines:¹

Rating of performance	Characteristics
Highly Satisfactory/Highly Likely (5)	The programme had several significant positive factors with no defaults or weaknesses
Satisfactory/Likely (4)	The programme had positive factors with minor defaults or weaknesses
Partially Satisfactory/Part. Likely (3)	The programme had moderate to notable defaults or weaknesses
Unsatisfactory/Unlikely (2)	The programme had negative factors with major defaults or weaknesses
Highly unsatisfactory/Highly Unlikely (1)	The programme had negative factors with severe defaults or weaknesses

¹ Intermediate scores between these values were rounded off to the nearest category.

10. The evaluation employed a mix of approaches and methods. A Theory of Change (ToC) analysis, reconstructing the original version of the project document, is mandated for all evaluations. Theory of Change is a method and an approach that, in recent years, has been increasingly used for designing and monitoring development interventions and also as a framework for use in evaluations. It describes the processes of change by outlining the causal pathways from outputs (goods and services delivered by the project) through direct outcomes (changes resulting from the use of outputs by key stakeholders) through other 'intermediate states' towards impact. A Reconstructed Theory of Change model was designed to (i) highlight causal linkages and impact pathways that articulate the outputs and expected outcomes of the different project components, (ii) identify the Intermediate States that should be in place in order to achieve expected impacts, and (iii) ensure an adequate transition between the Consolidation and Scaling-Up phases. Data collection combined the desk review of relevant documents, online interviews with the GLTN Secretariat and RVO focal points, in-country interviews with national partners and beneficiaries at various levels, and field visits to the project sites. The MTE attempted to maximize the participation of District and Sub-County stakeholders through group meetings that stimulated discussion and exchange between participants. At the end of the country mission, preliminary findings were shared with national partners for discussion, feedback and validation. The same was done with the GLTN Secretariat Coordinator, the RVO Programme Specialist, the Director of UN-Habitat's Regional Office for Africa (ROA), and the Director of UN-Habitat's Land, Housing and Shelter section.

11. The evaluation was based on the following methodological stages:

Desk review and Inception Phase (3rd week of February – 2nd week of March)

12. The desk review enabled the evaluator to gain a detailed understanding of the project background through the analysis of the project document and baseline study, progress reports, reports of LAC meetings, and articles from the GLTN Land at Scale website. Related documentation on UN-Habitat's Strategic and Urban Policy Framework,

the Netherlands Land-at-Scale programme, and national land policies were also included in the desk review. Initial online meetings were also held with the GLTN Secretariat Coordinator, RVO Programme Specialist and Chief of UN-Habitat's Land, Housing and Shelter Section for initial briefing, during which issues of particular interest and expectations towards the evaluation were discussed. The evaluator participated as an observer in the third meeting of the Local Advisory Committee (LAC). The knowledge acquired guided the formulation of the Inception Report that outlined the evaluation approach, timelines and agenda. The Inception Report constituted the first evaluation deliverable.

In-country stakeholder interviews, field visits and data collection (2nd and 3rd weeks of March)

13. Direct interviews were conducted at several levels with different focus groups. An agenda of in-country meetings was prepared by the national project team for this purpose, prior to the evaluation mission. The evaluator met with the MLHUD, Netherlands Embassy and implementing partners in Kampala. Field visits were made to project sites in Butaleja District (Kachonga Sub-County) and Kabale District (Kitumba and Buhara Sub-Counties), where meetings were held with local government officials and technical staff, implementing partners, participating local committees and project beneficiaries.
14. The evaluator was able to meet with the following focus groups:

GLTN, International Partners and National Executing Agencies

- GLTN Secretariat
- UN-Habitat Land, Housing and Shelter Section
- Country GLTN Project Team
- Netherlands Enterprise and Development Agency (RVO)
- Netherlands Embassy
- Land Management and Physical Planning Directorates, Ministry of Lands, Housing & Urban Development (MLHUD)

Local Government

- District Government: District Land Boards, Physical Planners and Natural Resource Officers
- Sub-County Government: Planning Committees, Area Land Committees, Conflict Mediation Committees, Technical Officers

Communities and Local Stakeholders

- Local Councils
- Smallholder farmers and Certificate of Customary Ownership (CCO) recipients
- Wetland management committees

Project Implementing Partners

- Uganda Community Based Association for Women and Children's Welfare (UCOBAC)
- Makerere University - School of Built Environment (Mak-SBE)
- International Institute for Rural Reconstruction (IIRR)
- Justice Law and Order Sector Secretariat (JLOS)
- National Environment Management Authority (NEMA)
- Ministry of Water and Environment (MWE)

15. Towards the end of the country mission, the evaluator prepared a Power Point presentation of preliminary findings that was shared with project focal points from the MLHUD and implementing partners. This presentation (see Annex 8) was followed by a group discussion that provided feedback, clarification and quality assurance.

Analysis/triangulation of data collected (1st – 2nd weeks of April)

16. The qualitative and quantitative data collected from the desk review and interviews were analyzed to identify tendencies in stakeholder perceptions of project performance, and to identify challenges, opportunities and adaptive management needs for

the Scaling Up phase. The findings derived from the interviews were triangulated in parallel with data collected from the project reports, the Theory of Change and other documentation. This enabled the systematization of findings that address the evaluation criteria and are the foundation of this report. The findings also contributed to the formulation of a Reconstructed Theory of Change model adjusted to the present context.

Formulation of the draft Mid-term Evaluation Report (3rd- 4th weeks of April)

17. The evaluator devoted this period to the formulation of a draft Mid-Term Evaluation Report that was based on the evaluation criteria and reporting format outlined in the Terms of Reference.

Review of draft report, revision and completion of the final Mid-Term Evaluation Report (4th week of April – 2nd week of May)

18. The draft evaluation report was submitted to the UN-Habitat Evaluation Unit and project team for review and feedback. This was followed with further review by the Evaluation Reference Group (ERG) that was called by UN-Habitat's Independent Evaluation Unit for this purpose. Different texts of the draft report were adjusted based on the feedback received, and the final Mid-Term Evaluation Report submitted.
19. There were some methodological limitations to the evaluation exercise. The time allotted to the various interviews did not allow for the entire range of questions associated the evaluation criteria. During the interviews, evaluation questions were prioritized, grouped or addressed indirectly through proxy questions. The country mission did not include visits to project sites in the West Nile and Mt. Elgon regions that will be included under the project's Scaling-Up Phase; limiting the scope and depth of the forward-looking analysis. The evaluator largely relied on the support of translators for the group meetings that were held in the Sub-Counties; in such cases, it is likely that the richness of the exchanges and discussions were not fully captured. The assessments of sustainability and likelihood of impact were somewhat premature and speculative given at the present stage of project implementation.

4. Main Evaluation Findings

4.1. Relevance (Evaluation Rating: Highly Satisfactory ²)

20. The project is highly relevant to Uganda's land sector. Access to land is critical to the livelihoods of much of Uganda's population. The agricultural sector generates 23% of the total Gross Domestic Product (GDP), 70% of total export earnings and 64.3% of national employment³. An estimated 75% of Uganda's population lives in rural areas.⁴ More than 80% of Uganda's land is accessed through customary land tenure systems, for which most communities and families lack documentation. The tools, processes and structures needed to register customarily held land are unclear and in some cases contradictory. Formal land administration and land use planning institutions are generally weak, especially at the District and Sub-County levels. Wetlands management planning is being conducted in a district (Butaleja) that is 40% covered by wetlands and has 90% of its population engaged in farming in and around wetlands.
21. The combination of these factors generates high levels of land tenure insecurity, leading to conflicts over ownership and boundaries, discrimination towards vulnerable groups, lower agricultural productivity and unsustainable land uses. Land disputes between neighbors and among families or clans are high in rural Uganda: It is estimated that 1 in 4 farms are engaged in some form of land dispute, and that a majority of court cases are constituted by such disputes.⁵ Women and other vulnerable groups such as the disabled and orphans are disproportionately affected by land pressures. This is reinforced by patriarchal land tenure practices and traditional norms that restrict women's land rights.
22. The land issues being addressed by the project are very relevant to national development priorities:

Uganda's National Development Plans (2020-21, 2022-24) and Vision 2040 recognize the importance of climate resilience and tenure security for the customary land sector. The project is supporting the Ministry of Lands, Housing and Urban Development (MLHUD) in developing Standard Operating Procedures (SOPs) that will be used for customary land registration, land use planning and land dispute resolution on a national scale.

23. The project also has relevance to UN-Habitat's 2022-2023 Strategic Plan, which prioritizes reduced spatial inequality across the urban-rural continuum and secure land access as one of the outcomes of under the first Domain of Change. The Strategic Plan incorporates social inclusion – focusing on gender, youth and the disabled - as a transversal, cross-cutting theme aligned with SDG 10 "Social, Political and Economic Inclusion". Likewise, the project has direct relevance to – and builds on - the Netherlands Enterprise Agency's (RVO) Land at Scale programme and the Food Security Programme of the Netherlands Embassy in Uganda.

4.2. Coherence (Evaluation Rating: Satisfactory)

24. The project addresses a strong demand for customary land registration and tenure security and is coherent with Uganda's land and land use planning policies. The customary land tenure and land use planning components support the implementation of Uganda's 1998 Land Act (as amended), which recognizes customary land ownership, and the 2020 Physical Planning Act that was recently amended to decentralize land use planning to District, Sub-County and Parish levels. However, the operational compatibility of the project's approach to customary land registration – is based on the continuum of land rights and applies systematic "bulk" registration. It is recommended that local government planning and budgeting frameworks need to be further examined before this process can be fully assumed by Districts and Sub-Counties.
25. The project is very closely aligned to the global GLTN programme and benefits from its experience in applying STDM and pro-poor, gender-inclusive land tools over the past years. It is aligned to the Netherlands Enterprise Agency's (RVO)'s Land at Scale programme and Food Security thematic area.

² The evaluation rating criteria are explained under para. 9.

³ UBOS (2020)

⁴ This includes an estimated 4 million Ugandans whose livelihoods depend on wetlands that cover 11% of the national territory. While this number is not high in relation to the total number of households living on customary land, the development of wetlands management plans and physical plans at District and Sub-County level have a high demonstration value, and encourage interactions between technical officers.

⁵ Scaling Up Community-Based Land Registration and Land Use Planning on Customary Land in Uganda: Semi-annual Progress Narrative Progress Report (April 2022)

Likewise, there is coherence with the Netherlands Embassy's Food Security Programme, with the potential to develop further synergies with some of initiatives that are being implemented.

4.3. Effectiveness (Evaluation Rating: Highly Satisfactory)

26. Overall project effectiveness is satisfactory and highly satisfactory in some aspects. Given the current momentum and level of progress achieved, the Land at Scale project is likely to fully reach its expected outcomes under the Consolidation Phase and continue to advance towards the project objective during the second phase.⁶ The project has generated tenure security for men, women and youth (Outcome 1) at most of the project sites. Climate-smart and inclusive land use and wetland management plans have been drafted with community participation and are in process of validation and approval (Outcome 2). The project has developed local capacities and awareness (Outcome 3) on customary land registration, gender land rights and land use planning at District and Sub-County levels that enable the implementation of these initiatives.
27. Planned outputs are well underway and the project team considers that they will be fully delivered by the end of the Consolidation Phase in May 2023. The targets for customary land registration and ownership are likely to be met and, in some instances, surpassed, i.e. Kitumba Sub-County, as are the performance indicators for land conflict mediation. However, customary land registration is at a lower stage of completion in Kachonga and Buhara Sub-Counties. CCOs have yet to be issued in Buhara Sub-County, although applications are at a final stage of processing.
28. Effectiveness is influenced by the project's design and coordination arrangements. All outputs are causally linked on results chains or pathways that connect (and inter-connect) to the expected outcomes. These linkages raise the likelihood of achieving outcomes and impacts as implementation

progresses towards the second phase. The Theory of Change shows high degrees of inter-dependence between outputs and outcomes, both within and across project components. The implementation of a baseline study and early development of partnership and stakeholder engagement frameworks, combined with the cumulative experience that was carried over from earlier initiatives, have been decisive in ensuring effectiveness. Likewise, the engagement of local government officials and community volunteers, the frequent communications between project partners, and the technical capacity and methodological approaches of implementing partners, are also important drivers of implementation.

4.3. Efficiency (Evaluation Rating: Moderately Satisfactory)

29. Project resources are being used efficiently, based on the following findings: An estimated 70% of the project budget is allocated to national implementing partners on the ground. The approved budget is considered adequate for the project's scale by the main partners, and expenditures generally correspond to the stage of implementation (73.7% of the budget had been executed as of August 2022).⁷
30. Overall project efficiency is moderately satisfactory. This was influenced by several factors: The project's late approval by the Government of Uganda (due to an Ebola outbreak), and the delayed completion of Standard Operating Procedures for customary land registration, the pilot project evaluation, and a thematic study on women and land. Bulk land registration has been inconsistent in some cases due to willingness-to-pay and delays in paying full application fees for multiple parcels. As a result, progress towards customary land registration targets varies between project sites. At an administrative level, UN-Habitat and RVO use different accounting formats that require manual disaggregation of financial data from budget lines into outputs and activities; however, this has not influenced disbursement or delivery.

⁶ An approach for customary land registration has already been developed and tested in the field under the Consolidation Phase. This approach will now be extended to new sites in other regions during the second phase, where it will be further adjusted, validated and adopted as Standard Operating Procedures by MLHUD.

⁷ This is the most recent financial data that was available at the time of the evaluation. A final Financial Report is expected at the end of the Consolidation Phase.

4.4. Impact Outlook (Evaluation Rating: Likely)

31. There is a high probability of impact resulting from the customary land registration and land conflict mediation initiatives, and a moderate likelihood of impact associated with land use and wetlands management planning.
32. There are indications that the project is triggering changes in perception and attitude – in particular through customary land registration, awareness-raising at community level, and the issuing of Certificates of Customary Ownership (CCOs) - that could have transformational effects on smallholder livelihoods, social structures and gender relations at the project sites. Initial impacts are evident in the sense of confidence and security that the CCOs bring to smallholders who were vulnerable to land pressures, and widening opportunities for improved livelihoods from the appreciation of land values and improved access to financial credit.
33. Land use and wetland planning are facilitating smallholder dialogue and consensus-building. There are indications that improved soil and water management practices are being applied in the Muhula wetland along Namatala river as a result of this process. However, the likelihood of impact will depend on the extent to which the plans are implemented, adequately resourced, and supported by local government, MWE and NEMA. These are external factors that are outside the project scope and responsibility.

4.5. Sustainability (Evaluation Rating: Likely)

34. The capacity building, training, and awareness-raising activities implemented under the third project component have transversal effects and are important drivers of sustainability. However, an assessment of sustainability is premature at present and is likely to vary among project components, and between outputs and the processes that enabled their delivery. The tenure security provided by customary land registration and ownership are sustainable over the long term, as are the associated benefits, i.e. land valuation, access to financial credit, opportunities for more intensive farming and diversification. Improved capacities for land mapping, enumeration, registration and land

use planning are likely to remain within Districts and Sub-Counties, where technical staff are less affected by political turnover. Although the permanence of the Sub-County Conflict Mediation Committees is not clear at present, the skills and experience gained in Alternative Dispute Resolution (ADR) are likely to be retained by members and possibly applied through existing mechanisms such as the local Council Courts.

35. Decentralized land use planning is mandated by national policy and can be sustained by physical planners and technical officers at District and Sub-County governments (despite staffing and budget constraints). However, the integrated approach that is being used for customary land registration – involving systematic bulk registration, training, community awareness-raising and gender inclusion - may be difficult to sustain within local government unless adjustments are introduced to enable the cost-recuperation of land revenues and earmarking of budget resources for continued land registration.

4.6. Integration of Cross-Cutting Issues (Evaluation Rating: Highly Satisfactory)

36. The integration of cross-cutting issues is satisfactory in general, and highly satisfactory in the context of women's land rights and conflict mediation. The high demand for land tenure security - combined with the application of effective gender sensitization methodologies at community level – provide incentives both for the issuance of CCOs to women and for land co-registration with spouses. This is an important achievement given the context of patriarchal and patrilocality land management at the project sites. CCOs have also been awarded to disabled persons and youth (also vulnerable to land pressures and displacement) at the project sites. The project's contributions to land tenure security, women's land rights and the mediation of conflicts are supportive of human rights.
37. Capacity development has been a key enabler of project implementation. As noted in the Reconstructed Theory of Change, the third project component has been fundamental to ensure adequate capacities for implementing customary land registration, conflict mediation, and inclusive land use and wetland management planning. As

shown by the frequency of causal links in the Theory of Change analysis, the capacities developed under the third project component have transversal effects that feed into the delivery of outputs from other components.

4.7. Innovation, Learning and Knowledge Management (Evaluation Rating: Highly Satisfactory)

38. Innovation and learning play a strong role in the project, and indirectly contribute to knowledge management. The STDM approach and GLTN land tools are new to most of the project sites. New capacities have been developed among District and Sub-County technical officers, District Land Boards, Area Land Committees and community volunteers. Likewise, Makerere University graduates are developing new skills in STDM and geo-spatial surveying; this has influenced the teaching curriculum and carries long-term capacity benefits. The project has generated several "firsts": Kabale District is finalizing its first Physical Development Plan with the application of the Rapid Physical Planning Assessment tool (RAPPA) developed by MLHUD. Kitumba Sub-County is developing Uganda's first Physical Development Plan at Sub-County level through the Tenure Responsive Land Use Planning tool. Both the Kabale and Kitumba plans have demonstration value for decentralized local government planning, which is mandated by the 2022 amendment to Uganda's **Physical Planning Act**. Conflict Mediation Committees are applying Alternative Dispute Resolution (ADR) methods that are integrated with traditional conflict resolution practices, with civic participation. Standard Operating Procedures (SOPs) are being developed to regularize customary land registration, land use planning and land conflict resolution at a national level.
39. The project implementation and monitoring approaches support learning and knowledge management: Project experiences are uploaded to the GLTN Land at Scale website,⁸ and GLTN is participating in the Horizontal Learning Network that is coordinated by the Land-at-scale Programme. Research proposals have been developed to study the effects of land co-registration on women's land rights and the impact of tenure security on

agricultural productivity. A learning exchange was held between implementing partners, as was a peer-to-peer exchange between Butaleja and Pallisa Districts to observe wetland management practices applied under a Green Climate Fund project. Further learning exchanges have been requested by the multi-stakeholder Local Advisory Committee, which provides strategic guidance and oversight to the project. Learning and knowledge sharing are reinforced by the core practices of implementing partners such as UCOBAC, IIRR and Makerere University.

5. Evaluation Conclusions

40. The evaluation analysis and findings led to the following conclusions, that are developed further in the main report.:
41. Conclusion 1: ***Overall project performance is satisfactory in general and highly satisfactory in several aspects.*** The project is achieving its expected outcomes under the Consolidation Phase and advancing towards the achievement of the main objective, which is likely to be reached as the project progresses into its second phase. With regard to the evaluation criteria, the project has demonstrated highly satisfactory performance in its relevance, effectiveness, integration of cross-cutting issues (gender inclusion in particular), and innovation, learning and knowledge management. There is a high likelihood of impact resulting from customary land registration, conflict mediation and gender inclusion initiatives. Project management is effective, as are the partnership arrangements, coordination modalities and working approaches, all of which contribute to successful implementation. Project efficiency is moderately satisfactory due to external factors (late government approval, an Ebola outbreak) and the delayed completion of some outputs. Sustainability is likely to vary among the different components and initiatives: The benefits of customary land ownership and tenure security are sustainable over time. Capacities for land mapping, surveying, enumeration and CCO registration are likely to be retained at District and Sub-County levels (to the extent they are applied). Sustained conflict resolution and land use planning will largely depend on the continuity of Conflict Mediation Committees, and the degree to which Physical Development

and Wetland Management Plans are adequately resourced and implemented by local Planning Committees.

42. Conclusion 2: ***The progress and results achieved are the product of a cumulative support process that has enabled levels of continuity and learning that would not have been possible under a single project.***

The project's coherence and effectiveness are partly the result of field experience and learning that has been acquired over time – starting with GLTN Phase II and followed by the pilot project "Securing Land Tenure for Improved Food Security in Select Areas in Uganda" - with the same partners. The successive projects have enabled longer-term commitments on the ground and helped to strengthen relations with MLHUD in its capacity as national executing agency.

43. Conclusion 3: ***The project has a high demonstrative value that can contribute to learning and knowledge management within Uganda and beyond.***

The results achieved in land tenure security, conflict reduction and gender inclusion are potentially transformative and likely to have impact on gender relations, social structures and livelihoods at the project sites. The ability to trigger transformational changes through the project modality is an important accomplishment that is seldom realized. ***The utilization of customary land use registration as a 'driver' for land use planning and gender inclusion has been fundamental to overall project success.*** As with other GLTN initiatives, the Land at Scale project is expanding core concepts of human settlements towards a broader paradigm that incorporates the urban-rural continuum, land rights, tenure security and sustainable resource management. These aspects carry a high demonstration value and can offer knowledge products that are relevant within Uganda and beyond.

44. Conclusion 4: ***The Land at Scale project is strategically positioned to have impact on a more significant scale than is envisioned in the project's design.*** In retrospect, the Land at Scale project could have "aimed higher". The conditions for this to happen were in place: The project's design was built on the experience of prior initiatives (the pilot project; GLTN Phase II) involving the same partners. Land tools and approaches were

previously tested by GLTN, adjusted to local contexts, and will be fully validated by the end of the Scaling Up Phase. Standard Operating Procedures (SOPs) for customary land registration, conflict resolution and land use planning – foreseen in the project's design - are being finalized by MLHUD and should be approved in the coming months. With the momentum generated, the project partners have the opportunity build a forward-looking strategic vision that is broader and more ambitious in scope.

45. Conclusion 5: ***Systematic "bulk" registration approaches to customary land are non-linear, requiring reiteration and longer timelines.*** This is influenced by smallholder willingness-to-pay, risk management, and a tendency to register household parcels on a gradual basis (most smallholders farm two or more parcels). Workloads and timelines are subject to fluctuations as the demand for CCOs tends to rise sharply once the initial Certificates have been handed out.

6. Evaluation Recommendations

46. A set of short and medium-term recommendations are made that are forward looking and aim to (i) consolidate and transfer results under the present phase, (ii) improve conditions for implementing the Scaling-Up Phase, and (iii) encourage a more comprehensive strategic vision that enables customary land registration at a broader scale than envisioned.

6.1. Short-term Recommendations

47. ***Recommendation 1: GLTN and project partners should conduct a baseline study with situational analysis, stakeholder mapping and a capacity needs assessment for the West Nile and Mt. Elgon regions to improve project planning and preparedness for the Scaling Up Phase.*** The Consolidation Phase benefited from exploratory missions to the project sites and an early baseline study that addressed these aspects. Similar research is needed – perhaps more so – at the new project sites that join the Scaling-Up phase. The approaches and tools applied during the current phase have been validated and should be transferrable without major adaptation. However,

contextual factors specific to the West Nile and Mt. Elgon regions may require adjustments to the project approach and timelines.

48. **Recommendation 2: Adjust timelines and budget allocations for the Scaling Up Phase, building on the experience of the current phase and findings of the baseline study.** Project planning and adaptive management will be needed for the Scaling Up Phase. The findings of the MTE and recommended baseline study should lead to a Project Revision that adjusts output timelines and budget allocations to the new contexts the project will work in. For example, the ethnic diversity and refugee populations of the West Nile region may require adjustments to community engagement strategies or timelines for specific deliverables. Likewise, the experience of the first phase indicates that “bulk” customary land registration is a non-linear process that can require successive mapping, enumeration and social communications to achieve targets. These factors – or others such as terrain, tenure patterns or smallholder dispersion – may call for adjustments to timelines, logistics or budget lines.
49. **Recommendation 3: The main partners should review the proposed implementation strategy for the Scaling-Up phase through a reconstructed Theory of Change model.** The design and deliverables expected from the Scaling Up phase should be analyzed through the Theory of Change in order to identify the causal linkages and pathways connecting outputs, expected outcomes and impacts. The insight generated will benefit the planning of the remaining implementation period and scheduling of output delivery to maximize impact. The ToC exercise should also serve to broaden the project’s strategic vision by looking beyond the second phase and identifying follow-up actions that can enhance conditions for customary land registration on a national scale. This discussion should focus on the question of how the Land at Scale programme can feed into the “bigger picture”.
50. **Recommendation 4: Apply gradual exit strategies.** Newly acquired capacities and practices related to customary land registration, land use planning, conflict mediation and wetlands management need to be consolidated at the project sites to enable their retention and continued application. A gradual exit strategy with periodic technical backstopping and accompaniment by implementing partners is needed to ensure the transfer of these functions to Districts and Sub-Counties. The exit strategy should contemplate the gradual reduction of direct support by implementing partners, towards a mentoring or coaching role.
51. **Recommendation 5: Provide the minimum equipment required for secure and efficient customary land registration.** Adequate conditions for the processing and storing of CCO applications and related documents are lacking in the District and Sub-County government offices that were visited. Filing systems and furniture are absent, and sensitive documents are exposed to deterioration (as well as loss, theft or manipulation). GLTN and RVO should consider allocating funds to purchase a filing cabinet and photocopier for each site, for use by local government focal points, Area Land Committees and District Land Boards.
52. **Recommendation 6: Recognize the efforts of local government staff and volunteers.** Much of the progress achieved can be attributed to the work of District and Sub-County technical officers, and to the commitment of local volunteers who have assisted parcel mapping, surveying and enumeration; processed CCO applications, or served on Conflict Mediation Committees. The granting of Training Diplomas or Certificates of Recognition by GLTN, MLHUD or the implementing partner would acknowledge their contributions, encourage further commitment, and provide a stimulus for career advancement.

6.2. Medium Term Recommendations

53. **Recommendation 1: MLHUD and JLOS should explore options to sustain the work of Conflict Mediation Committees at Sub-County level.** The CMCs are applying Alternative Dispute Resolution methods effectively yet are not recognized under the Land Act and operate as pilot entities. Sooner or later, the options and trade-offs of their continuity need to be discussed. The formal recognition of the Committees may require an amendment to the Land Act, which in turn will need parliamentary approval (and extended lobbying over time). A more expedient alternative is to place the CMCs

or its members within the Local Council Courts to avoid duplication of functions; however, there are concerns that this could weaken the Committee's **ADR approach** and gender sensitivity.

54. **Recommendation 2: GLTN, the Netherlands**

Embassy and IFDC should explore the feasibility of extending the project approach to customary land registration to parallel projects within the Netherlands Embassy's Food Security Programme.

Consultations with IFDC managers suggest that the Bright, HortMap and Common Ground initiatives (some of which are finalizing their inception stage) could benefit from the transversal application of customary land registration for tenure security. The feasibility of extending this approach to FSP projects – and its integration with the proposed Results-Based Financing (RBF) modality - merits further discussion between the parties.

55. **Recommendation 3: Document the ex-post impacts and transformational changes generated by customary land registration and the issuance of CCOs.**

The changes in attitude and perception triggered by tenure security are likely to have impact on gender relations, social hierarchies and livelihoods. Unfortunately, conventional project M&E practices are not suited to capture such effects and an ex-post, interdisciplinary assessment is needed to fully understand the effects over time. An in-depth assessment of economic, social and food security impacts linked to customary land registration should be conducted after the conclusion of the Scaling Up Phase to ensure an ex-post perspective (parallel to the final project evaluation). The assessment should consider factors such as land value appreciation, access to financial credit, agricultural productivity, gender land rights and conflict reduction.

56. **Recommendation 4: Analyze the compatibility of the project's approach to customary land registration with local government planning and budgeting frameworks.**

Research should be undertaken to assess barriers, opportunities and alternative courses of action. This would encompass:

- A review of the legal and regulatory frameworks that have bearing on customary land registration and local government financing. This should

encompass the Land Act, Local Government Act and Public Finance Management Act among others; and relevant precedents or case studies such as the earmarking of game park revenues for local community development under the Wildlife Act. In addition, the Standard Operating Procedures and national Land Information System (in terms of incorporating CCOs into its data base) should be considered as well.

- An assessment of the other experiences implemented for customary land registration (i.e. the Results-Based Finance and Self-Financing models).
- A calculation of the real cost of customary land registration, with the inclusion of training, data management, minimum equipment and systematic demarcation.

57. The emergent findings of this analysis should feed into the development of a model for customary land registration that – combined with Standard Operating Procedures - can be shared, validated and up-scaled nationally.

58. **Recommendation 5. The main partners are positioned to systematize a model for customary land registration that is operationally feasible and applicable on a national scale, drawing from the project's experiences and lessons.**

The purpose is to develop a viable model that can be carried forward by MLHUD in coordination with local governments, other land actors and donors such as the Land Development Partners Working Group. Such a model should draw on best practices and address barriers to customary land tenure security at different levels. It should articulate a roadmap for reaching the "intermediate state" in which validated approaches to customary land registration are reflected in Standard Operating Procedures and applied by MLHUD, local governments, donors and other land actors. The formulation of an operational model will require consultations with other institutional actors – Min. of Local Government, Min. of Finance, Uganda Association of Local Governments, the Civil Society Budget Advocacy Group, the Land Development Working Group – that have not been part of this project.

59. ***Recommendation 6: MLHUD should socialize project’s achievements, the Standard Operating Procedures, and the strategic vision for implementing customary land registration with relevant ministries, donors, legislators and other land actors.*** This would represent a lobbying effort to encourage the “buy in” of key stakeholders;

and to discuss alternative scenarios for reaching customary land tenure security on a national level. The socialization process should be led by MLHUD with facilitation by GLTN and other project partners, through field visits to observe best practices on the ground and discussions to build consensus around a national scaling-up strategy.

1. INTRODUCTION

60. This Mid-Term Report describes the background, evaluation objectives, methodology, institutional arrangements, and timelines for the Mid-term Evaluation (MTE) of consolidation phase assessment of the project “Scaling up community-based land registration and land use planning on customary land use in Uganda”. The project is funded by the Netherlands Enterprise Agency (RVO) through the LAND-at-scale programme of the Netherlands Government, with a total budget of 3 million Euros. It is being implemented by the Global Land Tool Network (GLTN) with funding by the Netherlands Enterprise and Development Agency (RVO) and programmatic linkages to the Food Security Programme of the Netherlands Embassy in Uganda. The Ministry of Lands, Housing and Urban Development (MLHUD) is the national executing agency. The project is being implemented in two phases over a 4-year period (September 2021 - September 2025).
61. The United Nations Human Settlements Programme, UN-Habitat, is mandated by the United Nations General Assembly to promote socially and environmentally sustainable towns and cities. It is the focal point for urbanization and human settlement matters within the UN system. Within its mandate, UN-Habitat has the responsibility to conduct independent evaluations of its projects and programmes through its Independent Evaluation Unit. The present Mid-Term Evaluation is supportive of this mandate and is aligned to its monitoring and evaluation framework. The evaluation is programmed and budgeted in the project document.
62. The evaluation assesses project performance and achievements under the initial Consolidation Phase that ends in May 2023, applying the criteria of relevance, coherence, effectiveness, efficiency, likelihood of impact, integration of cross-cutting issues, and innovation, learning and knowledge management. In doing so, the evaluation identifies challenges and constraints that were faced and include a forward-looking analysis of opportunities, areas for improvement and adaptive management needs for the remaining project period.

2. DESCRIPTION OF THE PROJECT

63. The project is funded by the Netherlands Enterprise Agency (RVO) through the Land-at-Scale programme of the Netherlands Government, for a budget of 3 million Euros. It is being implemented by the Global Land Tool Network (GLTN) programme that is hosted by UN Habitat, over a four-year period that is divided into two phases: An initial 1.5-year Consolidation Phase, followed by an expanded Scaling-Up Phase for the remaining period. Uganda's Ministry of Lands, Housing & Urban Development (MLHUD) is the designated national executing agency, and the implementation on the ground, is supported by the Uganda Community Based Association for Women and Children's Welfare (UCOBAC), Mak-SBE, and the Institute of International Rural Reconstruction (IIRR).

2.1 Project Objective and Outcomes

64. The project's general objective is to develop a structured and scalable approach to customary land registration and climate-smart land use planning. The project is intended to achieve three Expected Accomplishments or Outcomes

- **Outcome 1: Improved tenure security for men, women, and youth.** This outcome encompasses the scaling-up of validated tools and approaches; the securing of customary land rights of smallholder farmers; and implementing alternative dispute resolution mechanisms.
- **Outcome 2: Sustainable, climate-smart, and inclusive land-use planning.** This component of the project links land tenure security to land use planning, through participatory mapping and enumeration, and tenure-responsive land use planning. Land use planning tools and approaches are expected to be adopted and implemented at decentralized levels. This includes the establishment of land use planning and wetland management committees, and development of Sub-County community land use plans and wetland management plans.

- **Outcome 3: Improved capacity and awareness of key land stakeholders on customary land registration and land use planning.** Capacity development initiatives will be implemented based on prior needs assessments, targeting change agents, land institutions, and local communities. Standard Operation Procedures (SOPs) and technical guidelines for the registration of customary lands, land use planning and dispute resolution. To ensure adequate levels of participation, a multi-stakeholder engagement plan will be designed and implemented with key partners.

65. The outputs foreseen by the project are:

- 1.1 *Gaps and priorities for land tools & approaches identified and priority land tools and approaches adopted, customized and implemented.*
- 1.2 *Smallholder farmers' land rights are documented, mapped and registered systematically.*
- 1.3 *Alternative disputes resolution mechanisms strengthened and implemented.*
- 2.1 *Gaps and priorities for land use planning tools & approaches identified and priority land use planning tools and approaches adopted, customized and implemented.*
- 2.2 *Land use planning and wetland management committees established.*
- 2.3 *Community Sub-County land use plans and wetland management plans developed.*
- 3.1 *Capacity needs identified, and plan developed.*
- 3.2 *Capacity development and training plan implemented, documented and disseminated.*
- 3.3 *Standard operation procedures for registration*

of customary lands, land use planning and dispute resolution developed.

3.4 *Multi-stakeholder engagement plan developed and implemented with partners*

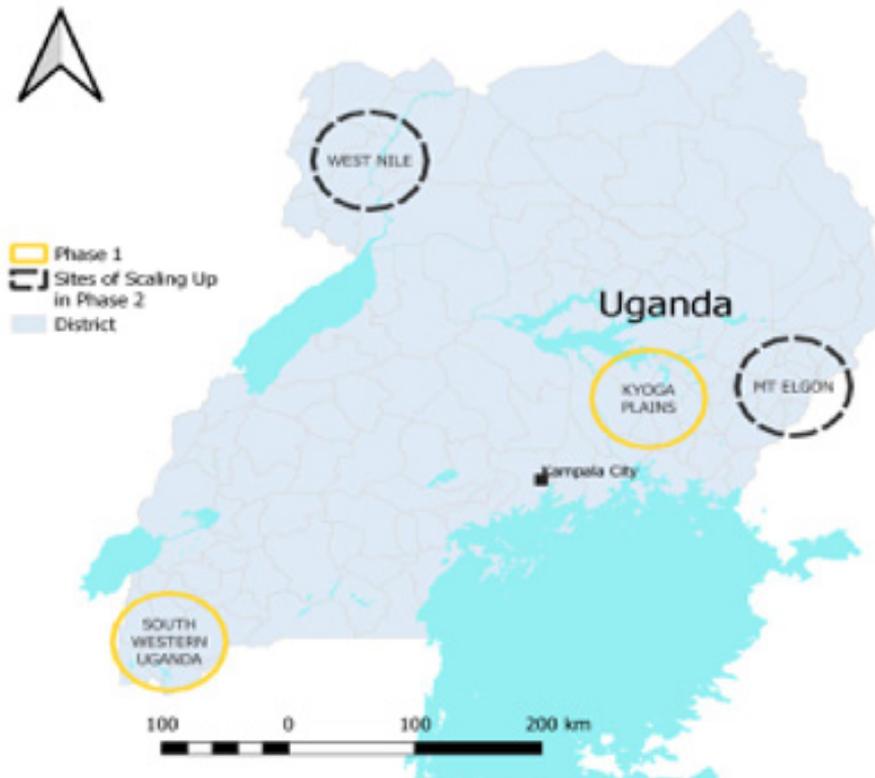
3.5 *Improved approaches for strengthening the security of land and natural resources tenure and land use planning of the poor documented and shared.*

66. The project approach follows the concept of the “continuum of land rights” that is promoted by the GLTN and UN-Habitat. This includes the use of pro-poor, gender-sensitive tools and approaches that are fit-for-purpose and improve land tenure security, support land use planning, strengthen stakeholder capacities, and enhance collaboration among land actors. They include the Social Tenure Domain Model (STDM), tenure-responsive land use planning,

participatory land mapping and enumeration (with accessible geo-spatial technology), land conflict mediation, gender evaluation checklists, and youth and land responsiveness criteria.

67. Project implementation applies a phased approach that aims to validate the land tools and approaches that were piloted by the previous project and apply them on a wider scale. The **Consolidation Phase (2021-2023)** is implemented in two zones of Southwestern Uganda (Kabale District) and Kyoga Plains (Butaleja District) as shown on the map (figure 1). In Kabale District, the project is being implemented in Kitumba and Buhara Sub-Counties, whereas in Butaleja District project activities are taking place in Mazimasa, Naweyo and Kachonga Sub-Counties. The second **Scaling-Up Phase (2023-2025)** will extend implementation to selected Districts in the West Nile and Mt. Elgon regions.

Figure 1. “Scaling up community-based land registration and land use planning on customary land use in Uganda”: Project Sites



68. Project design and implementation have benefited from exploratory field missions by the project partners and from a 2022 baseline study and situation analysis.⁹ The project document is well thought out and includes a detailed Results Framework (Annex 2) with measurable performance indicators. This is accompanied by a Theory of Change (ToC) model that identifies the basic project elements together with the drivers and assumptions that influence performance. However, the ToC does not identify causal linkages or results chains that articulate outputs and outcomes to the project objective and lead to the “intermediate state” preceding impact.

2.2. Key project partners and stakeholders

69. The project design, implementation and management are largely driven by partnership. Implementation is driven by the Global Land Tool Network (through its country office) as the designated international implementing agency,

and by the Ministry of Lands, Housing and Urban Development (MLHUD) as the national executing agency, through its Land Management and Physical Planning Directorates. The Netherlands Enterprise and Development Agency (ROA) and Netherlands Embassy in Uganda have played decisive roles in the project’s design and funding and provide oversight and management. Additional oversight, technical guidance and coordination are provided by a Local Advisory Committee that brings together a cross-section of stakeholder representatives on a bi-annual basis. The LAC is chaired by MLHUD with representatives from local governments in the project sites, implementing partners, EKN, RVO and GLTN. At an operational level, national partners (UCOBAC, IIRR, Makerere University, JLOS) working closely with District and Sub- County governments are implementing project initiatives on the ground in selected project sites, and report regularly to the country GLTN project coordinator.

70. The following table identifies the main stakeholder groups and constituents:

Table 1. Main Project Stakeholders

<p>Lead International and Government Partners</p> <ul style="list-style-type: none"> • GLTN Secretariat (Nairobi) and Country project team • UN-Habitat Land, Housing and Shelter Section - Urban Practices Branch • Netherlands Enterprise and Development Agency (RVO) • Ministry of Lands, Housing and Urban Development – Land Management and Physical Planning Directorates- • Netherlands Embassy in Uganda • Local Advisory Committee (LAC)
<p>Implementing Partners</p> <ul style="list-style-type: none"> • JLOS • UCOBAC • Mak-SBE • IIRR • NEMA • MWE
<p>Local Governments</p> <ul style="list-style-type: none"> • District Government: District Land Boards, District Land Office, and District Environment Office, District physical planning office. • Sub-County Government: Physical Planning Committees, Technical Officers, Area Land Committees, Conflict Mediation Committees
<p>Communities and Local Stakeholders</p> <ul style="list-style-type: none"> • Local Councils • Smallholder farmers and Certificate of Customary Ownership (CCO) recipients • Wetland management committees

⁹ The baseline study was done to inform further planning for the project. It reviewed project indicators to determine baselines, with needs assessment and stakeholder analysis. The study was focused on Kabale and Butaleja Districts, reaching 423 smallholders farmers through rapid appraisal surveys, in addition to key informant interviews.



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2.3. Linkages to UN-Habitat's Strategic Plan, Sustainable Development Goals (SDGs), and the New Urban Agenda

71. In its design, the project is aligned to UN-Habitat's 2023-2020 Strategic Plan... There are direct linkages to Domain of Change 1. "Reduced spatial inequality and poverty in communities across the urban-rural continuum", supporting the outcome of "Increased and secure access to land, and adequate and affordable housing". There are indirect linkages to Domain of Change 2. – "Enhanced shared prosperity of cities and regions" and Domain of Change 3. "Strengthened climate action and improved urban environment" under the third outcome of "Effective adaptation of communities and infrastructure to climate change." Likewise, the project's efforts to promote gender land rights and inclusion of refugee-hosting communities under the Scaling Up Phase have relevance to the outcome of "Enhanced

social integration and inclusive communities" under Domain 4. "Effective urban crisis prevention and response."

72. The project initiatives bear additional relevance to the following Sustainable Development Goals (SDGs):

- SDG 1 (End poverty in all its forms everywhere),
- SDG 2 (End hunger, achieve food security and improved nutrition and promote sustainable agriculture),
- SDG 5 (Achieve gender equality and empower all women and girls),
- SDG 11 (Make cities and human settlements inclusive, safe, resilient and sustainable),
- SDG 13 (Take urgent action to combat climate change and its impacts), and

- SDG 15 (Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss).
73. The project supports the implementation of the New Urban Agenda (NUA). This is reflected in the intention “to promote, at the appropriate level of government, including sub-national and local government, increased security of tenure for all, recognizing the plurality of tenure types, and to develop fit-for-purpose, and age, gender and environment-responsive solutions within the continuum of land and property rights, with particular attention to security of land tenure for women as key to their empowerment, including through effective administrative systems”.¹⁰ The project supports the sustainable management and use of natural resources and land, contributing to equitable regional development across the urban-rural continuum.¹¹ Likewise, it is providing effective instruments to perform municipal and metropolitan administrative tasks, deliver public services, and promote both local and regional development.¹²
75. Innovation is additionally reflected in several “first time” initiatives that were planned at project sites. These include the introduction of STD, geo-spatial surveying, and participatory mapping and enumeration tools for customary land registration. Likewise, Tenure Responsive Land Use Planning and the Rapid Physical Planning Appraisal (RAPPA) tools are applied to facilitate inclusive land use planning at District and Sub-County levels; these have enabled the design of Kabale District’s first Physical Development Framework and of Uganda’s first Sub-County Physical Development Plan (in Kitumba). Alternative Dispute Resolution (ADR) practices are also introduced at Sub-County levels to address land conflicts, through the creation of Conflict Mediation Committees with community participation. Finally, project design supports the development of Standard Operating Procedures (SOPs) that harmonize approaches to customary land registration, conflict resolution and land use planning initiatives on a national scale.

2.4. Innovative Elements

74. The project’s design is innovative in the integration of project components and frequency of causal linkages that connect them. Hence the implementation of the capacity building strategy (under the third outcome) enables the implementation of the other components by generating local capacities for customary land registration, conflict mediation, land use and wetland management planning. Likewise, customary land registration and ownership are drivers of gender land rights, land use planning and sustainable resource management. These linkages are described in greater depth in the Theory of Change analysis (Figure 1 and Section 5.3).

¹⁰ New Urban Agenda, para. 35

¹¹ Idem, para. 49

¹² Idem, para 96

3. PURPOSE, OBJECTIVES AND SCOPE OF THE EVALUATION

3.1 Purpose

76. As described in the Terms of Reference, the main purpose of the mid-term evaluation or Consolidation Phase assessment is to provide an independent mid-term appraisal of the project, "Scaling up community-based land registration and land use planning on customary land in Uganda". The MTE serves both accountability and learning objectives. It is intended to: (i) provide evidence on whether the project is on track towards achieving the project's expected accomplishments and objective; and (ii) enhance learning by identifying good practices, lessons and challenges which may need corrective measures and improvement. The evaluation is formative, focusing more on the functioning of the project processes - understanding how the project is working and producing its outputs and achieving or not achieving results - and informing planning and decision-making for the remaining period of the project. In this regard, the MTE combines retrospective and forward-looking aspects. It is expected that the evaluation findings will provide insight and recommendations on what works and what areas require improvement or adaptive management, in order to improve efficiency and effectiveness during the Scaling Up Phase.

77. The intended audiences and users of the report are:

- The main international and national partners – the Netherlands Enterprise and Development Agency (RVO), the GLTN Secretariat and Uganda project team, and the Ministry of Lands Housing and Urban Development (MLHUD). The main lessons and best practices of the project are of interest to UN Habitat's Land, Housing and Shelter Section
- Partners supporting project implementation on the ground – JLOS, Mak-SBE, OCUBAC and IIRR.
- Local Government Focal Points in participating Districts and Sub-Counties

- District Land Board, Sub- County Physical Planning Committee, Area Land Committee and Conflict Resolution Committee Focal Points

3.2 Objectives

78. Specific objectives of the mid-term evaluation are to:

- Assess project performance in terms of progress towards the achievement of planned results at the expected accomplishment and output levels;
- Assess the relevance, efficiency, effectiveness, coherence and sustainability of the project towards scaling up customary land registration and climate-smart land use planning processes;
- Assess the planning, adequacy of resources, partnerships, coordination modalities and working arrangements and how these may be impacting the effectiveness of the project;
- Assess how cross-cutting issues such as gender equality, environment, youth and human rights have been integrated into the project;
- Identify areas of improvement and lessons learned and recommend forward-looking strategic, technical, programmatic and management considerations to improve the performance and processes of the project for the remaining period of the project

3.3 Scope and Focus

79. The MTE covers the planning, implementation and reporting that took place during the project's initial Consolidation Phase between September 2021 and May 2023. It is guided by a set of evaluation criteria and key questions that are documented in the Terms of Reference. The evaluation assesses emergent outputs and progress towards outcomes,

analysing constraints, challenges and opportunities that may influence the upcoming Scaling-Up Phase during the remaining project period. The evaluation also considers how gender equality, human rights, youth, and environmental sustainability are integrated into project planning and implementation. It identifies aspects that are successful and should be continued or reinforced, and others that may need of require adjustments or adaptive management to ensure that the next phase is more efficient and effective.

80. The evaluation was programmed to coincide with the closure of the Consolidation Phase that terminates in May 2023. Its timing and scope enable that the evaluation findings, analysis and recommendations feed into the planning and implementation of the next project phase. Geographically, the MTE was focussed on two districts (i.e. Butaleja and Kabale) and five Sub-Counties (i.e. Kitumba, Buhara, Kachonga, Mazimasa and Naweyo) that are located in the eastern Kyoga plains and Kigezi Highlands of Uganda's South-Western Region.



4. APPROACH AND METHODOLOGY

81. The evaluation combined different approaches and methods. The project's Theory of Change was reconstructed to (i) highlight causal linkages and impact pathways that articulate the expected outputs and outcomes of the different project components, (ii) identify the intermediate states that should be in place to achieve impact, and (iii) ensure an adequate transition between the Consolidation and Scaling-Up phases. The evaluation approach was inclusive, and consultations were held with the international and national implementing partners, and a representative sample of local government and community stakeholders in two districts and three of the five participating sub-counties. Group meetings were held with local government officials, District Land Boards, Area Land Committees and Conflict Mediation Committees during field visits to encourage dialogue and exchange. The feedback provided by the different local actors has been fundamental in shaping the evaluation findings.
82. The MTE itinerary did not include visits to localities in the West Nile or Mt. Elgon regions that will join the project's Scaling Up phase. The lack of interaction with local government and other stakeholders at these sites limits the depth of the evaluation's forward-looking analysis, and its ability to formulate detailed recommendations specific to these locations.
83. The evaluation followed a sequence of methodological stages:

Desk review and Online Interviews (3rd week of February - 2nd week of March)

84. The desk review allowed the evaluator to gain a detailed understanding of the project's background and available data. The GLTN Secretariat and project coordinator provided essential documentation that included the project document, Annual Narrative & Financial Report, bi-annual progress reports, the baseline study, and the minutes of LAC meetings. Relevant documents related to UN Habitat's Strategic Plan and Urban Policy Framework, the
- Netherlands' Land-at-Scale programme, and national land policies (i.e. Uganda's Land Act and Physical Planning Act) were also included in the desk review. The GLTN website (<https://gltn.net/tag/land-at-scale/>) offered an additional source of information on project activities and achievements and was visited on several occasions. External studies of Uganda's land sector and local government planning and budget frameworks were reviewed,¹³ as were alternative financing approaches to customary land registration (self-financing, results-based financing). The review enabled a better understanding of the broader land context, and the challenges of sustaining customary land registration processes within the local government framework.
85. Evaluation interviews were conducted at several levels with different focus groups. Online meetings were held at an early stage with the GLTN Secretariat project manager, GLTN country project coordinator, RVO focal point and UNH Evaluation Unit to discuss the evaluation approach, timing and schedule, introducing adjustments as needed. These meetings also served to brief the evaluator on the current situation of the project, and share partner expectations towards the evaluation.

In-country stakeholder meetings and data collection (3rd - 4th weeks of March)

86. Most of the data on which the evaluation findings are based came from direct interviews and group meetings with the main stakeholders. The online interviews with the GLTN Secretariat Coordinator and RVO representative were followed by an agenda of in-country meetings and site visits that was organized by the GLTN country project coordinator. The evaluator conducted interviews and field visits in Kampala, Butaleja District (Kachonga Sub-County) and Kabale District (Kitumba and Buhara Sub-Counties). In doing so, the evaluator was able to reach out to the following focus groups:

13 i.e. *The Step-by-Step Guide to Customary Land Registration in Uganda* (Trócaire, no date) and *PRSPs in Decentralized Contexts: Comparative Lessons on Local Planning and Fiscal Dimensions* (Odero 2004)

International and National Implementing Partners:

- GLTN Secretariat, Project Manager (Nairobi)
- Chief, UNH Land, Housing and Shelter Section
- Country GLTN Project Coordinator
- RVO Programme Specialist and Focal Point (The Hague)
- Netherlands Embassy Land focal point
- Local Advisory Committee (LAC) – selected members
- Ministry of Lands, Housing & Urban Development (MLHUD) - Land Management and Physical Planning Focal Points

Regional Wetlands Director, Ministry of Water & Environment (Eastern Regional Office in Mbale)

- Justice Law and Order Sector (JLOS) – National Director
- Makerere University, Dept. Geomatics & Land Management focal point, field specialist
- International Institute for Rural Reconstruction (IIRR)- National Coordinator, field specialist
- Uganda Community-Based Association for Women and Children's Welfare (UCOBAC) - Land management and gender coordinators



Field visits and interviews were conducted in two Districts and three Sub-Counties
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Local Government and Partners (Kabale and Butaleja Districts; Kitumba, Kachonga and Buhara Sub-Counties):

- Local authorities
- District Land Boards
- Planning Committees and Technical Officers
- Area Land Committees
- Conflict Mediation Committees

Rural Communities and Local Stakeholders

- Local authorities
- Smallholder farmers and CCO recipients
- Wetland management committees

Analysis of data and formulation of Draft Mid-Term Evaluation Report (1st – 3rd week of April)

87. The qualitative and quantitative data collected from the interviews and the desk review were analyzed to identify tendencies in project performance, stakeholder perceptions and factors influencing performance; and to identify challenges, opportunities and adaptive management actions to enhance performance and likelihood of impact during the remainder of the project. The initial findings drawn from interviews with different focus groups were triangulated with those generated from the desk review. The resulting preliminary findings and recommendations were then presented in Power Point format to MLHUD counterparts and national project partners (and subsequently shared with GLTN and RVO) for discussion, adjustment and validation.

88. The evaluation findings were subsequently expanded and documented according to the evaluation criteria and reporting format contained in the ToRs. A rating scale was used to assess the achievement of outcomes and outputs, and to overall project performance based on the evaluation criteria (Table 2). The findings and supporting analysis were integrated into a Draft Mid-Term Evaluation Report and forwarded to the UN-Habitat Evaluation Office for review.



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Table 2: Project Performance Rating Scale

Rating of performance	Characteristics
Highly Satisfactory/Highly Likely (5)	The programme had several significant positive factors with no defaults or weaknesses
Satisfactory/Likely (4)	The programme had positive factors with minor defaults or weaknesses
Partially Satisfactory/Part. Likely(3)	The programme had moderate to notable defaults or weaknesses
Unsatisfactory/Unlikely (2)	The programme had negative factors with major defaults or weaknesses
Highly unsatisfactory/Highly Unlikely(1)	The programme had negative factors with severe defaults or weaknesses

Reconstruction of the project Theory of Change (2nd week of April)

89. The analysis of the project Results Framework and implementation dynamics led to the design of a Reconstructed Theory of Change model¹⁴ (Figure 2) that underscores the project's integrated approach and outlines the causal linkages that connect outputs and outcomes to impacts on sequential pathways or "results chains". The ToC model builds on an earlier version that is included in the project document yet does not consider these linkages.

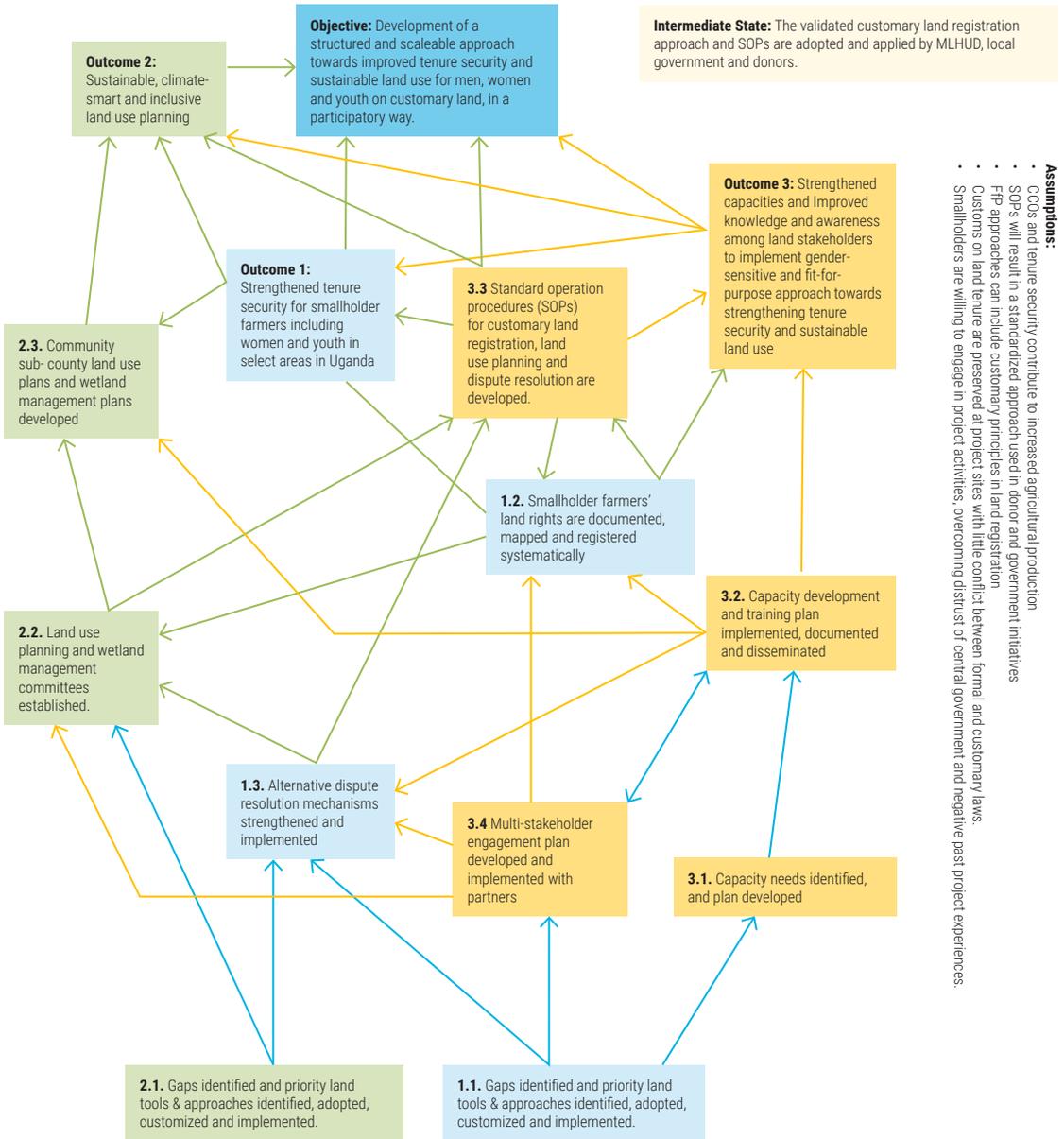
90. The Reconstructed ToC is presented below (Figure 1) and analyzed as part of the assessment of effectiveness (Section 5.3).

Review and adjustment of the Draft Report, and submission of the Final Mid-Term Evaluation Report (4th week of April)

91. The draft MTE report is reviewed by UN-Habitat's Evaluation Office, which shares the draft report with the members of the Evaluation Reference Group and the project partners for feedback and quality assurance purposes. Based on the comments received – in writing or at an online meeting – the evaluator will proceed to finalize the Mid-Term Evaluation report.

¹⁴ The Theory of Change approach applied to UN evaluations is described in the introductory section (para. 10).

Figure 2. Reconstructed Theory of Change



Drivers:

- 80% of national territory consists of customary lands that aren't mapped and lack documentation in most cases.
- Land Act Ch. 227 provides for customary land tenure and ownership.
- 2022 Amendment to the Physical Planning extends physical planning to district, sub-county and parish local governments
- High demand for CCOs to secure family customary land tenure against population pressures, land fragmentation and conflicts on ownership and boundaries.
- Customary land registration is an enabling driver of land use planning and gender inclusion.
- Certificates of Customary Ownership (CCOs) raise land values and will enable use of land as collateral for financial credit
- Community Wetland Management Plans will allow smallholders access to wetland resources that are vital to their livelihoods (with NEMA guidance), overcoming the present moratorium on the issuing of wetland use permits.



5. EVALUATION FINDINGS

5.1. Relevance (Evaluation Rating: Highly Satisfactory)

92. **Finding 1.1. The project objective and implementation approach are relevant to the programme priorities of its main partners, and to the challenges of Uganda’s customary land sector.** UN-Habitat is mandated by the U.N. General Assembly to promote socially and environmentally sustainable towns and cities. It is the focal point for urbanization and human settlement matters within the UN system. UN-Habitat envisions well-planned, well-governed, and efficient cities and other human settlements, with adequate housing, infrastructure and services. This vision has been expanded over time to include the urban-rural continuum and emergent challenges related to land tenure and land use. The 2022-2023 Strategic Plan’s first Domain of Change is “reduced spatial inequality and poverty in communities across the urban–rural continuum” with increased and secure land access as one of its outcomes. The Strategic incorporates social inclusion – focusing on gender, youth and the disabled - as a transversal, cross-cutting theme aligned with SDG 10 “Social, Political and Economic Inclusion”.
93. UN Habitat’s work in this area has been led by the Urban Practices branch of the Land, Housing and Shelter Section. Much of this has happened through the Global Land Tool Network (GLTN), a network of partners that promotes inclusive land governance and administration in addition to sustainable land management and land use. The GLTN network includes international civil society organizations, bilateral and multilateral organizations, international professional bodies, and research and training institutions. Since its inception in 2006, the GLTN has developed and implemented pro-poor and gender-responsive geospatial land tools that are Fit-for-Purpose (FFP) and reflect the Social Tenure Domain Model (STDM). A cumulative process of field implementation, adaptation and learning have
- generated tangible results in different national contexts.¹⁵
94. The Land at Scale project is part of this process. Its objective and approach are aligned with the current GLTN Strategy (2018-2023) and Phase III Programme (2019-2023). It is implemented by the GLTN as a follow-up to the pilot project “*Securing Land Tenure for Improved Food Security in Select Areas in Uganda*” that was funded by the Netherlands Embassy and involved the same partners. The pilot project applied FFP tools that were developed through the GLTN, adjusted to customary norms and land registration guidelines, and implemented with District and Sub-County governments. The land registration process led to the approval of Certificates of Customary Ownership (CCOs) that benefit approximately 3,000 households. This process is being consolidated and replicated on a larger scale by the current Land at Scale project; the next Scaling-Up Phase (2023-2025) will extend customary land registration to the West Nile and Mount Elgon regions, generating an estimated 30,000 Certificates of Customary Ownership.
95. The project has direct relevance to – and builds on – the Netherlands Enterprise Agency’s (RVO) Land at Scale programme that “...aims to contribute to fair and just tenure security, access to land and natural resources for all...and lead to more sustainable and efficient use of land.”¹⁶ RVO provides funding to Netherlands Embassies to implement Land at Scale initiatives and scale-up good practices and is the financial donor of the current project. At country level, the project is linked to the Netherlands Embassy’s Food Security Programme. As mentioned earlier, its design builds on the previous pilot project that was funded by the Embassy under the FSP.

¹⁵ This is documented in the Global Land Tool Network (GLTN) – Phase 2: End of Phase Evaluation (2018).

¹⁶ RVO website <https://english.rvo.nl>



An estimated 80% of Butaleja District's population are smallholder farmers who rely on wetlands for their livelihood © UN-Habitat

96. **Finding 1.2. The project is very relevant to the national and local contexts.** Access to land is critical to the livelihoods of much of Uganda's population. The agricultural sector generates 23% of the total Gross Domestic Product (GDP), 70% of total export earnings and 64.3% of national employment.¹⁷ An estimated 75% of Uganda's population lives in rural areas.¹⁸ More than 80% of Uganda's land is accessed through customary land tenure systems, for which most communities and families lack documentation. The tools, processes and structures needed to register customarily held land are unclear and in some cases contradictory. Formal land administration and land use planning institutions are generally weak, especially at the District and Sub-County levels. Wetlands management planning is being conducted in Butaleja District, where 40% of the land area is covered by wetlands and 90% of its population engages in farming within and around wetlands.

97. These combined factors generate high levels of land tenure insecurity, leading to conflicts over ownership and boundaries, discrimination towards vulnerable groups, lower agricultural productivity and unsustainable land uses. Land disputes between neighbors and among families or clans are high in rural Uganda: It is estimated that 1 in 4



Women – widows in particular – are vulnerable to land intrusions and can face eviction © UN-Habitat

farms are engaged in some form of land dispute, and that a majority of court cases are constituted by such disputes.¹⁹ Women and other vulnerable groups such as the disabled and orphans are disproportionately affected by land pressures. This is reinforced by patrilocal land tenure practices and traditional norms that restrict women's land rights.

98. **Finding 1.3. The project's customary land registration and land use planning components support the implementation of national land policies and physical planning mandates.** The 1998 Land Act provides for land tenure with customary ownership under Chapter 227. The Physical Planning Act and 2022 Amendment decentralizes physical planning to Districts, Sub-Counties and Parishes. Uganda's National Development Plans (2020-21, 2022-24) and Vision 2040 recognize the importance of climate resilience and tenure security for the customary land sector. The project is supporting the Ministry of Lands, Housing and Urban Development (MLHUD) in developing Standard Operating Procedures (SOPs) that will be used for customary land registration, land use planning and land dispute resolution on a national

¹⁷ UBOS (2020)

¹⁸ This includes an estimated 4 million Ugandans whose livelihoods depend on wetlands that cover 11% of the national territory. While this number is not high in relation to the total number of households living on customary land, the development of wetlands management plans and physical plans at District and Sub-County level have a high demonstration value and encourage interactions between technical officers.

¹⁹ Scaling Up Community-Based Land Registration and Land Use Planning on Customary Land in Uganda: Semi-annual Progress Narrative Progress Report (April 2022)

scale. The land registration and land use planning processes have encouraged interaction between technical officers from different sectors, in Butaleja District and Kitumba Sub-County.

99. **Finding 1.4. As noted earlier, the project’s design and implementation approach are relevant to UN-Habitat’s 2020-2023 Strategic Plan**, with direct linkages to Domain of Change 1. “Reduced spatial inequality and poverty in communities across the urban–rural continuum”; Domain of Change 2. “Enhanced shared prosperity of cities and regions”; and Domain of Change 3. “Strengthened climate action and improved urban environment”. The support given to gender land rights and the inclusion of refugee-hosting communities (under the Scaling Up Phase) are relevant to the outcome of “Enhanced social integration and inclusive communities” under Domain 4. “Effective urban crisis prevention and response.”

100. The different project initiatives have relevance to several Sustainable Development Goals (SDGs) that are identified below

- SDG 1 (End poverty in all its forms everywhere),
- SDG 2 (End hunger, achieve food security and improved nutrition and promote sustainable agriculture),
- SDG 5 (Achieve gender equality and empower all women and girls),
- SDG 11 (Make cities and human settlements inclusive, safe, resilient and sustainable),
- SDG 13 (Take urgent action to combat climate change and its impacts), and
- SDG 15 (Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss).

101. The project supports the New Urban Agenda’s (NUA) objectives of promoting increased tenure security for all, and of developing fit-for-purpose

(FFP), gender and environment-responsive solutions within the continuum of land and property rights and supporting the sustainable use of natural resources and land, contributing to equitable regional development across the urban-rural continuum. Likewise, the introduction of FFP land registration and planning tools supports the NUA goal of providing effective instruments to perform government tasks in support of local and regional development²⁰. The project is additional relevance to the mandate of the Africa Land Policy Initiative (ALPI) that is led by the African Development Bank (AfDB) and United Nations Economic Commission for Africa (ECA), which strives to ensure that all land users have equitable access to land and security of all bundles of land rights,²¹

5.2. Coherence (Evaluation Rating: *Satisfactory*)

102. **Finding 2.1. The project is coherent with national policy, partner priorities and issues on the ground.**

The project is demonstrating new approaches to customary land registration and land use planning that support policy directives such as the Land Act’s Chapter 227 and the 2020 Food Security Development Cooperation Theme, and County level are indirectly supportive of the Parish Development Model, by setting priorities and improving local planning capacities. At a pilot level, the project is expanding the scope of wetland policies²² to include communities that rely on wetlands, in coordination with NEMA and the Ministry of Water & Environment (MWE). According to the wetlands director of the Eastern regional MWE office²³, the Muhula Community Wetlands Management Plan is building on the Butaleja District wetlands management plan by proposing specific actions for the Namatala wetland.

103. **Finding 2.2. There is a continuum of experience and learning that starts with GLTN’s second phase, continues with the Land Tenure and Food Security pilot project funded by the Netherlands**

20 NUA paras. 46, 49 and 96

21 <https://www.uneca.org/african-land-policy-centre>

22 Such as the 1995 National Policy for the Conservation & Management of Wetland Resources

23 Interview with Mr. Geoffrey Gokaka, regional wetlands coordinator for MWE

Embassy, and feeds into the current project²⁴. The project's coherence with national land priorities builds on GLTN's collaboration with the MLHUD under its second phase and the pilot project, and on the culture of collaboration that exists between the MLHUD, JLOS, Makerere University and non-governmental organizations such as UCOBAC and IIRR. The evaluator attended a meeting at MLHUD where the various partners presented their quarterly work plans and discussed adjustments to improve alignment.

104. **Finding 2.3. The project is very closely aligned to the global GLTN programme and benefits from its experience with STDM and pro-poor, gender-inclusive land tools over the past years.** GLTN is the international implementing partner. Most of the tools, mapping, enumeration and awareness-raising activities that are being applied in the Districts and Sub-Counties were developed during previous GLTN phases. The GLTN Secretariat supports project coordination and ensures linkages with its global programme. The GLTN country team is responsible for implementation, monitoring and coordination on the ground, and oversees the day-to-day operations of the project.
105. **Finding 2.4. The project has direct relevance to – and builds on - the Netherlands Enterprise Agency's (RVO) Land at Scale programme and Food Security Development Cooperation Theme.** The LAS programme "...aims to contribute to fair and just tenure security, access to land and natural resources for all...and lead to more sustainable and efficient use of land."²⁵ RVO funding for the Land at Scale project in Uganda enables continued GLTN presence and field activity. The project is also beneficial for UN Habitat's Land, Housing & Urban Shelter section, as a case study on the linkages between land tenure, land use planning, climate resilience and social dynamics (i.e. the effect of co-registration on gender inclusion). This feeds into an expanding conceptual framework of human settlements that considers land rights, land use and sustainable resource management.
106. **Finding 2.4. There are potential linkages and synergies with other projects of the Netherlands Embassy's Food Security Programme that merit discussion.** The Land at Scale project is consistent in its aims with other projects managed by the International Fertilizer Development Center (IFDC), SNV, and other EKN partners under the Netherlands Embassy Food Security Programme, i.e. Bright, HortMap and Common Ground. Some are completing their inception stage and could benefit from applying the project approach to customary land registration, as a way to encourage smallholder engagement. There is potential for complementarity, as the Netherlands Embassy plans to incorporate land registration components to several projects using the Results-Based Financing (RBF) model.
107. **Finding 2.5. The compatibility of the project approach to customary land registration within the local government planning and budgeting framework needs to be further examined before these processes can be transferred to Districts and Sub-Counties.** Local government budget allocation and transfer mechanisms do not enable cost recuperation to sustain land registration. Under the Local Government Act, 35% of local government revenues are retained by central government. Local government income from customary land registration enters the general budget as local revenue, where it competes with other needs; cost recuperation is not possible and re-allocating land revenues for continued registration becomes a political decision. The associated costs of customary land registration – including capacity building, information management, staff and volunteer time, minimum equipment needs – have not been systematized. **With limited Own Source Revenue, Local governments rely mainly on central government transfers to deliver services.** Disbursements to local government from central government are often delayed due to reporting problems or other factors.

5.3. Effectiveness (Evaluation Rating: Highly Satisfactory)

108. **Finding 3.1. Project effectiveness is satisfactory in general and highly satisfactory in several aspects. Given the current momentum and level**

24 The impact evaluation of the previous pilot project is being conducted under the Land at Scale project.

25 From <https://english.rvo.nl/subsidies-programmes/land-at-scale>



Land cultivation in Bwindi, Uganda © Shutterstock

of progress achieved, the Land at Scale project is likely to fully reach its expected outcomes under the Consolidation Phase and continue to advance towards the project objective during the second phase.²⁶ The project has generated tenure security for men, women and youth (Outcome 1) at most of the project sites. Climate-smart and inclusive land use and wetland management plans have been drafted with community participation and are in process of validation and approval (Outcome 2). The project has developed local capacities and awareness (Outcome 3) on customary land

registration, gender land rights and land use planning at District and Sub-County levels that enable the implementation of these initiatives.

109. **Finding 3.2. Output targets are being met and in some instances will be surpassed by the end of the Consolidation Phase.** The project has demonstrated moderately satisfactory to highly satisfactory output delivery during the Consolidation Phase, which was extended until May 2023 to allow for the completion of Standard Operating Procedures/SOPs, a study on women and land, and the impact evaluation of the pilot project. Table 1 below summarizes the level of output achievement under each project component:

²⁶ An approach for customary land registration has already been developed and tested in the field under the Consolidation Phase. This approach will now be extended to new sites in other regions during the second phase, where it will be further adjusted, validated and adopted as Standard Operating Procedures by MLHUD.

Table 3. Status of Project Outcomes and Outputs under the Consolidation Phase (2021-2023) as of April 2023²⁷

	Consolidation Phase Targets (2021-2023)	Status (March 2023)	Comments	Evaluation Rating
<p>Outcome 1:</p> <p>Strengthened Tenure Security for Smallholder Farmers in Select Areas</p> <p>Outputs:</p>	N/A	Outcome was achieved at the project sites.	<ul style="list-style-type: none"> • Customary land registration is an effective driver of land use planning, gender land rights and conflict mediation. • Customary land registration targets have been met or surpassed at most of the project sites. The issuance of Certificates of Customary Ownership (CCOs) has been slower at some sites (i.e. Kachonga and Buhara Sub-Counties), yet are expected to be met or surpassed by the end of the present phase. • There is early evidence of impact at some sites in land value appreciation, improved productivity, access to financial credit, and smallholder confidence. • Conflict resolution targets have been surpassed, reflecting the effective performance of Conflict Mediation Committees at Sub-County level. 	Highly Satisfactory (4.6)
1.1. Gaps and priorities for land tools & approaches identified and priority land tools and approaches adopted, customized and implemented.	Baseline report, situation analysis and consultation meetings	<p>Output delivered.</p> <p>The output targets were met. The baseline report and situation analysis were undertaken. Land tools and approaches that were piloted are being implemented at the project sites.</p>	<ul style="list-style-type: none"> • A baseline study was done for Kabale and Butaleja Districts in 2022, to inform future planning for the project. The study reviewed project indicators to determine baselines, and included needs assessments with stakeholder analysis. The study encompassed 423 smallholder farmers through rapid appraisal surveys, in addition to key informant interviews. • A study on Women and Land has been delayed and is expected to be submitted by the end of the present Consolidation phase. It is can provide insight into project activities during the second Scaling Up Phase. • Although outside the Consolidation Phase, another baseline study with situation analyses should be considered for the West Nile and Mt. Elgon regions, which will be part of the Scaling Up phase. The project would benefit from a better understanding of baseline conditions and land tenure issues in West Nile in particular given its ethnic diversity and settled refugee populations. These factors may call for a different approach(es) or adjusted timelines. 	Satisfactory (4)
1.2. Smallholder farmers' land rights are documented, mapped and registered systematically	8,000 smallholder farmers' customary land rights and 1,500 famers' wetland use rights recorded	<p>Output in progress:</p> <ul style="list-style-type: none"> • 13,675 parcels mapped • 14,675 owners registered • 3,996 CCOs issued 	<ul style="list-style-type: none"> • Customary land registration is an effective driver of gender inclusion, land use planning and conflict mediation. • Customary land registration and the issuing of CCOs are in progress. The scale of land mapping and registration exceeds the stated target for recorded land rights, which are expected to be met and exceeded at some of the project sites, i.e. Kitumba Sub-County. Progress is slower in Kachonga 	Highly Satisfactory (5)

²⁷ This table applies the performance rating criteria described in Section 4 "Evaluation Approach and Methodology." The project results framework includes a fourth component devoted to project management and coordination. This component does not have outputs and therefore is not included in the table.

		<ul style="list-style-type: none"> 1,123 farmers' wetland use rights recorded 	<p>Sub-County where two communities need to be registered, and in Buhara where CCO applications are still being processed. Farming cycles and willingness-to-pay factors have required longer timelines in some case.</p> <ul style="list-style-type: none"> The Muhula community wetlands management plan is expected to provide local farmers with regulated access to the Namatala wetland for rice production, livestock and other activities essential to their livelihoods. The legal tenure security provided by CCOs are likely to have transformational impact on smallholder livelihoods through land appreciation, access to credit, and more intensive farming and crop diversification. Systematic parcel-by-parcel "bulk registration" is a gradual process that requires recurrent social communication and field visits. Many households farm on several parcels that are registered gradually. There is a tendency for CCO applications to rise sharply once the initial Certificates have been handed out. The volume of applications has significantly increased the workloads for ALC and DLC members who work on a voluntary basis, and without equipment or filing systems. This may require adjustments to the timelines and some level of equipment support. 	
1.3. Alternative dispute resolution mechanisms strengthened and implemented	<ul style="list-style-type: none"> At least one Conflict Mediation Committee (CMC) in each Sub-County, with a dispute registration desk At least 60% of disputes mediated 	Output delivered.	<ul style="list-style-type: none"> Conflict Mediation Committees (CMCs) were created in participating sub-counties with civic representation. 92 (78%) of 118 land boundary and ownership disputes were successfully mediated at the project sites using Alternative Dispute Resolution (ADR) methods. In Kachonga and Kitumba Sub-Counties, close to 80% of the land disputes that reached the CMCs were successfully mediated. The CMC has resolved a number of conflicts that otherwise would have been taken to the formal court system. In Kitumba Sub-County, local court cases have been referred to the CMC for mediation. Disputes over land boundaries and ownership are diminishing as parcels are systematically mapped and registered, with tools introduced by the project (the Social Tenure Domain Model, participatory enumeration, recording and mapping with hand-held GPS instruments). This is reduced the volume of land-related caseloads that enter the formal courts system. In Kitumba Sub-County, some cases have been referred from the courts to CMCs for mediation.²⁸ The continuity of CMCs beyond the project is not clear, yet the ADR capacities and experience gained are likely to remain in the Sub-Counties. 	Highly Satisfactory (5)

	Consolidation Phase Targets (2021-2023)	Status (March 2023)	Comments	Evaluation Rating
<p>Outcome 2: Sustainable, climate-smart and inclusive land use planning</p> <p>Outputs:</p>	N/A	Outcome was achieved at the relevant project sites.	Physical Development Plans were drafted in Kabale District and Kitumba Sub-County. The Kitumba Plan was socialized and approved in May 2023, whereas approval of the Kabale PDP is expected at the end of the fiscal year in July 2023. These initiatives were led by local Planning Committees that received training from the project on relevant tools, i.e. Tenure-Responsive Land Use Planning, RAPPAs. A Wetlands Management Plan has been completed in Butaleja District and is in process of review and approval by the district and sub county councils. The planning processes applied the Tenure-Based Land Use Planning and Rapid Physical Plan Assessment (RAPPAs) tools with local participation.	Satisfactory (4)
2.1. Gaps and priorities for land tools & approaches identified and priority land tools and approaches adopted, customized and implemented.	At least 2 tools identified, 1 customized and implemented	Output delivered.	Several land tools and approaches were identified and applied. They include the Social Tenure Domain Model (STDM), Tenure Responsive Land Use Planning (TRLUP) and the Rapid Physical Planning Appraisal (RAPPAs). Some were customized to meet project data and CCO requirements.	Satisfactory (4)
2.2. Land use planning and wetland management committees established.	<ul style="list-style-type: none"> 1 physical planning committee and 1 wetland management committee established 1 socio-economic profile 	Output delivered.	Land use planning committees were formed in Butaleja District and Kitumba Sub-County. The Muhula-Namatala community wetlands management committee was created in Butaleja District with guidance by NEMA and MWE.	Satisfactory (4)
2.3. Community Sub-County land use plans and wetland management plans developed	<ul style="list-style-type: none"> At least 1 Sub-County physical plans, 1 wetland management plans Plan validated by community and other key stakeholders Plan approved by relevant authorities 	Output delivered.	<ul style="list-style-type: none"> Kabale District's Physical Development Planning Framework was developed and validated using the RAPPAs methodology. A detailed Physical Plan is expected to be completed and adopted by the end of present budget year (July 2023). This provides the overarching planning framework for Kitumba Sub-County's land use plan. Kitumba Sub-County's Physical Development Plan has been drafted, reviewed and was approved in May 2023. It is the first Physical Plan to be formulated by local government at Sub-County level in Uganda. These initiatives support the extension of land use planning mandates to decentralized local governments under the 2022 Amendment to the Physical Planning Act. The Muhula Community Wetland Management Plan for the Namatala wetland was developed in Butaleja District and is in process of validation and adoption. 	Satisfactory (4)

	Consolidation Phase Targets (2021-2023)	Status (March 2023)	Comments	Evaluation Rating
			<p>However, the Plan does not encompass adjacent Districts – Palissa, Mbale, Namutumba – that also use the wetlands and should be included in the planning process. The Plan has been approved at District Level and final approval is expected from NEMA.</p> <ul style="list-style-type: none"> The pilot Community Wetland Management Plan expands the scope of the 1995 National Policy for the Conservation & Management of Wetland Resources, which had been limited to companies and individuals. It provides an option to the present Moratorium on wetland use permits by regulating land and water use, conserving buffer areas and reducing land use conflicts. 	
<p>Outcome 3: Strengthened capacities, knowledge and awareness to implement gender-sensitive and fit-for-purpose approaches.</p> <p>Outputs:</p>	N/A	Outcome was achieved at project sites but not beyond, for which SOPs are needed (Output 3.3)	<p>All outputs were delivered with the exception of Standard Operational Procedures (Output 3.3), which are in progress and expected by August, after the start of the Scaling Up Phase..</p> <p>Awareness and capacities for customary land registration and conflict mediation are in place at the project sites. However, SOPs are needed to strengthen capacities, knowledge and awareness beyond the project sites, i.e. central and local government, donors and other land actors. This is likely to occur during the Scaling Up Phase, after the SOPs have been finalized and adopted by MLHUD.</p>	Satisfactory (4)
3.1. Capacity needs identified, and plan developed	<ul style="list-style-type: none"> 1 capacity needs assessment report 1 capacity development plan per site 	Output delivered.	<ul style="list-style-type: none"> A baseline study that addressed capacity needs was conducted at the start of the project. MLHUD, GLTN and implementing partners conducted joint visits to project sites to consult on planned interventions on land use planning and development of the Physical Development Plan (PDP) for Kitumba Sub-County. The visits served to identify the need to assist Kabale District in developing its own Physical Plan framework that has been validated, using the Rapid Physical Planning Appraisal (RAPPA) approach developed by MLHUD. 	Satisfactory (4)
3.2. Capacity development and training plan implemented, documented and disseminated.	<ul style="list-style-type: none"> At least 2 ToT/ learning exchange interventions At least 4 CD interventions at District and Sub-County level Continuous technical backstopping and feedback support 	Output delivered.	<p>The project has been very effective in building local capacities and awareness on customary land registration and land use planning including wetlands management.</p> <ul style="list-style-type: none"> UCOBAC implements 7-week awareness raising, social norm transformation and training activities with communities that include a strong gender component. This has been decisive in achieving high levels of spouse co-registration at some of the project sites. 	Highly Satisfactory (5)

			<ul style="list-style-type: none"> • 16 training events were conducted for 890 participants. District and Sub-County technical officers, DLC and ALC members, and community volunteers were trained on land tools such as Tenure Responsive Land Use Planning (TRLUP), the Gender Evaluation Criteria (GEC), and participatory enumeration and recording tools. • The Rapid Physical Planning Appraisal (RAPPA) developed by the MLHUD was applied in Kabale District to address the lack of a land use plan, with the involvement of the local planner and technical staff. • Members of the Conflict Management Committees received training on Alternative Dispute Resolution (ADR) methods from the Justice, Law and Order Sector (JLOS). • Learning exchanges were held between the implementing partners, and with a group of Butaleja farmers who visited a nearby GCF project to observe their approach to wetland management. • Proposals have been submitted by GLTN to disseminate project results and lessons through the Land at Scale horizontal learning network. • There are consistent backstopping support and feedback loops. This should be continued at the Sub-County level after the Consolidation Phase to facilitate the gradual transfer of land registration and land use planning/wetlands management functions. 	
3.3. Standard operation procedures for registration of customary lands, land use planning and dispute resolution developed	<ul style="list-style-type: none"> • Stakeholder consultations to develop draft Standard Operating Procedures (SOPs). • Validation of draft SOPs • Promote inclusion of CCO spatial data into NLIS 	Output in progress.	<ul style="list-style-type: none"> • Draft SOPs were prepared and are being reviewed internally for validation by MLHUD. The SOPs are delayed and are expected in August 2023 for approval by MLHUD. • At present CCOs are not included in the National Land Information System 	Moderately Unsatisfactory (2)
3.4. Multi-stakeholder engagement plan developed and implemented with partners	<ul style="list-style-type: none"> • Stakeholder mapping • Key partnerships forged • Political champions identified and engaged • 5 multi-stakeholder events 	Output delivered.	<ul style="list-style-type: none"> • Stakeholder mapping and development of partnerships have been completed. This has enabled the coordinated implementation of activities at District and Sub-County levels with different stakeholders. Sub-county and parish leaders are supportive of project activities, and respected community members participate in the conflict mediation and land registration processes. The evaluator noted high levels of voluntarism and motivation at the Sub-County and community levels. • Implementing partners such as UCOBAC and IIRR are applying stakeholder engagement and communication strategies. At the community level, land registration is 	Highly Satisfactory (5)

			sensitization and training. In addition to preceded by several weeks of combined building technical skills for mapping and enumeration, the approach has generated high levels of spouse co-registration within a highly patriarchal and patrilocal land tenure context.	
3.5. Improved approaches for strengthening security of land and natural resources tenure and land use planning of the poor documented and shared.	<ul style="list-style-type: none"> At least 2 knowledge materials available At least 2 workshops, conferences or meetings 	Output Delivered	<ul style="list-style-type: none"> Makerere University and UC0BAC have completed the video documentaries. Reports on Youth and Land Responsive Criteria and Gender Evaluation Criteria were developed. The draft reports have been shared with the relevant stakeholders for input. This output should be re-visited at the end of the Scaling-Up phase and combined with site visits to capture a broader range of validated approaches and experience, as recommended in this report. 	Satisfactory (4)

110. **Finding 3.3. All outputs are causally linked on results chains or pathways that connect – and inter-connect - with the expected outcomes. These linkages raise the likelihood of achieving outcomes and impacts as implementation progresses into its second phase.** The project’s design is comprehensive and integrate land components (customary land registration, land use, sustainable land and resource management) with social goals (gender land rights, conflict mediation) that are mutually supportive. One of the project’s main strengths is its ability to use customary land registration as a driver of land use planning, conflict mediation, gender land rights and sustainable resource management. Likewise, the third outcome and associated outputs provide enabling capacities to implement the other components. However, an evaluation of progress towards outcomes is premature at the present stage. The project document contains a Theory of Change (ToC) model that is partially developed and does not show causal links or results chains. To better understand these linkages, a reconstructed ToC has been formulated that illustrates the interactions of outputs and outcomes as they build results chains towards impacts.

111. **Finding 3.4. The Reconstructed Theory of Change (Figure 2) shows high degrees of inter-dependence between outputs and outcomes, both within and across project components. The causal linkages that articulate the project’s results**

framework are organized on three results chains or impact pathways: *The first pathway* generates the frameworks that guide the implementation of the project components under the Consolidation Phase. This pathway begins with Outputs 1.1 and 2.1 that provide baseline assessments with stakeholder analysis, identification of capacity needs and selection of land tools and approaches. Both outputs lead to the design of multi-stakeholder engagement framework (Outputs 2.2., 3.4.) and capacity development strategy (Outputs 3.1-2) to support land registration, conflict mediation and land use planning. Outputs 1.1, 1.2, 3.1-2 and 3.4 are essential first steps that enable overall implementation, and should be implemented at the project’s initial stage.

112. *A second pathway focuses on capacity development services for the entire project and is largely driven by the third outcome component.* It is transversal chain that supports the delivery of outputs from the other project components as well. The implementation of the capacity development strategy (Output 3.2.) aims to ensure that adequate capacities are in place to implement customary land registration (Output 1.2), ADR (Output 1.3), and to develop land use and wetland management plans in a participatory manner (Outputs 2.2.-2.3).²⁹ As shown by the frequency of causal links, the capacities developed

²⁹ Likewise, the implementation of social norm transformation and community awareness modules (by UC0BAC and IIRR) have direct effect on traditional attitudes towards gender inclusion and encourage land co-registration under the first component.

under the third outcome feeds into the delivery of outputs from other components.

113. Once the stakeholder engagement frameworks and basic capacities are in place at the project sites, **a third pathway guides the implementation of each project component and connects the higher-placed outputs to their respective outcomes.** It is divided into smaller pathways that link outputs to outcomes for customary land registration (Outputs 1.2-3 to Outcome 1), conflict mediation and land use planning and wetland management (Outputs 2.2-3 to Outcome 3). The insight derived from the implementation of these initiatives will in turn inform the design of Standard Operating Procedures (Output 3.3) for customary land registration, land use planning and conflict mediation on a national scale. **The SOPs are fundamental to fully achieve the project outcomes and generate conditions for broader up-scaling and impact.** They should draw on experiences and best practices of customary land registration and land use planning that are validated in the field.
40. The general project objective of developing a structured and scalable approach to customary land registration and climate-smart land use planning is complemented by the specific objectives that replicate the expected outcomes:
- Improved tenure security for men, women and youth
 - Sustainable, climate-smart and inclusive land use planning
 - Improved capacity and awareness of key land stakeholders on customary land and land use planning
114. **Finding 3.5. The project’s strategic vision and Theory of Change can be expanded to fully reflect its potential to influence the national context. Although the geographic scope of the project is focused on selected Districts and Sub-Counties, the project is positioned to inform land policy and influence the design and application of national procedures for customary land registration and decentralized land use planning.** The project’s objectives are ambitious and could readily be

projected to a broader scale. The approaches and land tools that are being applied have been tested in different locations prior to this project, and will have been fully adjusted and validated by the completion of the Scaling Up Phase. Standard Operating Procedures (SOPs) for customary land registration, land dispute resolution and land use planning are expected to be finalized and adopted in the coming months. With the momentum generated, the main partners should consider developing a forward-looking strategic vision that addresses the challenges of transferring validated approaches and tools to MLHUD and local governments, in order to sustain customary land registration beyond the project. This should include an assessment of actions that are needed to ensure compatibility with local government planning and budgeting frameworks (including revisions of current legislation and regulations) that can be considered by the MLHUD, Local Government and Finance Ministries, and by key donors such as those in the Land Development Working Group. From the Theory of Change perspective, the internalization of these approaches within the public sector would represent the “intermediate state” preceding the achievement of the objective and transformational changes.

115. **Finding 3.6. Internal monitoring is conducted periodically, and the insight it provides appears to influence project planning and implementation. The implementing partners report on progress on a quarterly basis. The GLTN country project coordinator and GLTN Secretariat prepare six-monthly progress reports and Annual Narrative & Financial Reports that are well-documented and delivered on schedule.**
116. The project monitoring approach described in the project document highlights the following questions:
- What progress was made towards the intended outcomes and how? ☐
 - What worked, what did not work, and why? ☐
 - What would you do differently next time?
 - How will you incorporate the lessons learned in future project activities? ☐

117. Data is collected from different sources, and testimonials from partners and smallholders on the ground enrich the monitoring narrative. This provides a comprehensive view that informs the user. The detail and depth of monitoring data is reflected in the progress reports and Annual Narrative & Financial Report (which also looks at the broader implementation context and reflects on the process).

118. In accordance with the monitoring plan, the country project coordinator and GLTN team visit the project sites on a quarterly basis. However, regular communications with national implementing partners provides a regular stream of information. Monitoring and knowledge management are assisted by the M&E approaches applied by UCOBAC and IIRR. Monitoring is also supported by the presence of field technicians from Makerere University, IIRR and UCOBAC ; their insights were shared at a recent partner learning exchange.

119. The project produces six-monthly progress and annual Narrative and Financial Reports. At the end of the Consolidation Phase, a final Narrative and Financial Report will be submitted to RVO. Monitoring results are shared at bi-annual meetings of the Local Area Committee (LAC), whose members provide oversight and guidance to the project. Some of the interviewed participants felt that the LAC would be more effective if quarterly interim updates were provided between meetings, and the agenda and supporting documents provided with more advance of the meetings.

120. Output monitoring and reporting combine the tracking of quantitative progress with a broader qualitative analysis. The availability of baseline studies and measurable performance indicators assist this endeavor. During an early assessment visit the partners noted that Kabale District had lacked a physical plan, weakening the project's intention of developing a land use plan for one of its sub-counties. In response, the MLHUD's Rapid Physical Planning Appraisal (RAPPA) method was applied to generate the plan's framework and enable its formulation. The first Kabale Physical Plan is now under review and is expected to be approved and adopted by the end of the financial year.

File No: 1323




THE REPUBLIC OF UGANDA
THE LAND ACT, CAP 227
The Land Regulations, 2004
DISTRICT LAND BOARD

CERTIFICATE OF CUSTOMARY OWNERSHIP

PART I: DESCRIPTION OF LAND

1. CUSTOMARY LAND IDENTIFICATION NUMBER (CLIN): **T03090411-06**

District	County	Sub-County	Parish	Village	Portion Number
Butaleja	Bunyole East	Kachonga	Namawa	Ntinda	6

2. LOCATION

District: **Butaleja**

County: **Bunyole East**

Sub-County: **Kachonga**

Parish: **Namawa**

Village: **Ntinda**

3. AREA

Approximate area: **0.37** Acres

121. **Finding 3.7. The project provides products and services that are having positive effects and could trigger transformational changes to livelihoods, land conflicts and gender equity.** The confidence and tenure security provided by the Certificates of Customary Ownership (CCOs) have the potential to trigger transformational change through land valuation, more intensive land use, and access to financial credit.³⁰ A fundamental achievement is the granting of tenure security to women (widows and divorced in particular), orphans and disabled persons who are most vulnerable to land pressures and are often excluded from inheritance or displaced by force. The number of land disputes have fallen considerably as a result of systematic mapping, enumeration and registration. The Conflict Mediation Committees that were created to implement Alternative Dispute Resolution

³⁰ This will require the inclusion of CCOs in the National Land Information System (NLIS) that is still in development. While using land as collateral with financial institutions carries its own risks, informal interest rates are considerably higher according to interviewed small holders.

(ADR) methods under the guidance of JLOS, have successfully resolved most of the cases that were handled.

122. Land use planning builds on the mapping and registration of parcels, and brings smallholder together to discuss land issues and development priorities. The likelihood of tangible impacts will depend on the degree to which the pilot plans are implemented and resources are mobilized. Much of the effort will need to come from the local community and expectations have to be managed. The Muhula Community Wetland Management Plan, once approved by NEMA and MWE, will enable residents to continue to use wetland resources with designated boundaries, land uses and buffer zones. This would provide an option to the moratorium on wetland use permits that is in effect to discourage incompatible land use and the resulting environmental degradation.

123. **Finding 3.8. The engagement of country partners and local stakeholders is effective and drives the project's implementation.** Both GLTN and the Embassy of Netherlands have a prior history of collaboration with MLHUD that has helped to build trust and rapport. MLHUD provides the enabling policy framework for the project and appears highly committed to the project, as reflected in its early involvement in spite of delayed project approval by the government (due to an Ebola outbreak), and in its use of the Rapid Physical Planning Appraisal (RAPPA) tool to assist Kabale District. Project effectiveness has additionally benefited from the culture of institutional collaboration that exists between MLHUD, JLOS, Makerere University and UCOBAC on land-related issues.



A community land mapping team at work in Kabale District

124. The levels of stakeholder participation and ownership observed by the evaluator are generally high – and increasingly so at Sub-County levels where local volunteers provide essential support. The evaluator noted good participation and “buy-in” to the customary land registration and conflict mediation components by Sub-County leaders, technical officers and community volunteers. The demand for CCOs is high, and there are waiting lists for land registration. In Kachonga Sub-County, 140 applicants are awaiting registration, and requests have been received from two neighboring parishes that were not included in the project. The Butaleja District government allocated budget resources to fill vacant surveyor and recorder posts, in order to meet demand. An interesting observation made by the District technical officers is that their communication with smallholders has improved by working with UCOBAC and IIRR: By assuming a less hierarchical discourse and devoting more time to dialogue, District officials were able to build trust and encourage collaboration from farmers that are often skeptical (in some cases hostile) of government intentions.³¹

125. Considerable time and effort has been devoted to building partnerships and engaging local government and community members. Much of the land mapping, enumeration and registration activities are assisted by local government officials and ALC members with guidance by Makerere University, UCOBAC and IIRR. Land disputes are being handled by sub-county Conflict Mediation Committees with encouraging levels of success. During the evaluator's field visits, a palpable sense of motivation and ownership was perceived on the part of the local officials and community members involved in these processes. Stakeholder engagement and ownership are also reflected in the inclusion of national implementing partners and local government representatives within the Local Area Committee (LAC) that provides oversight and advisory support.

126. **Finding 3.9. The project is cost-effective. The resources assigned to deliver outputs and outcomes are well-justified and appear to be**

31 This aspect was highlighted by the Butaleja District Natural Resources Officer as critical to convincing Muhula smallholders to participate in the wetlands management planning initiative (without fear of eviction).

adequate for the project's scale. In retrospect, additional funding³² would have enabled a more significant degree of scaling-up with greater impact potential. Implementation relies on national organizations and technical resources that are cost-effective and bring technical knowledge and field experience to the project. There are low overhead costs, and approximately 70% of the funding received is allocated to implementation activities in the field. The evaluation mission did not include the West Nile and Mt. Elgon areas that will be added to the second phase; the presence of different ethnic groups and a substantial refugee population (in West Nile province) may require adjustments to budget allocations and timelines.

127. The evaluator was told that the GLTN had initially requested USD 5 million for a larger project. Resources permitting, this would have been justified to enable a more significant scaling-up contribution, given the capacities of the GLTN team, its partners and the demonstrated effectiveness of the project's approaches.

5.4. Efficiency (*Evaluation Rating: Moderately Satisfactory*)

128. **Finding 4.1. The project is generally efficient in output delivery. Implementation is on schedule for the most part and planned outputs expect to be completed by the end of the Consolidation Phase in May 2023.** Financial delivery appears to be on track, and by August 2022 the project had spent 73.7% of the Consolidation Phase budget.³³ Customary land registration targets are at an estimated 30-70% of completion³⁴ and are expected to be met (or surpassed in some cases) by the end of the phase. Most of the other outputs have been delivered or are close to being completed. As noted in the Annual Narrative and Financial Report, the project focus "...is now on building to the end of the first phase and on fast tracking delivery of pending outputs."³⁵

129. The donor, implementing partners and local stakeholders perceive the project as being efficient and critical efficiency issues were not raised during the interviews. The Netherlands Embassy focal points considers that the project should have focused exclusively on customary land registration instead of earmarking limited resources for wetlands management and other activities; this perception is perhaps more related to design and effectiveness than efficiency.
130. The finalization of Standard Operational Procedures (SOPs), the impact evaluation of the pilot project, and a thematic study on gender and land are delayed and have led to a no-cost extension of the Consolidation Phase until May 2023. The delivery of the SOPs in particular is fundamental to harmonize customary land registration on a national scale and move the scaling-up process forward with consistency.

131. **Finding 4.2. The project management framework contributes to efficiency and cost-effectiveness.** Internal overhead costs are low and approximately 70% of the total budget is earmarked for field implementation by national project partners.³⁶ Partnerships, coordination modalities and working arrangements are efficient and contribute to project effectiveness. Technical and administrative backstopping are provided by the GLTN Secretariat based at UN-Habitat headquarters in Nairobi. Fit-for-Purpose land tools have been field-tested and validated in different contexts, facilitating their application under the Land at Scale project. During GLTN's second phase, it was estimated that the STDM approach and FFP tools reduced the cost of registering land parcels in Uganda from US\$ 600 to US\$ 40-60.³⁷ This is an important indicator of efficiency that could make customary land registration accessible to a wider population.

³² GLTN had initially requested a higher budget to implement a larger project.

³³ Financial Report as of August 2022

³⁴ This is based on an estimated 30% progress towards the target in Kachonga Sub-County, where land registration activities have reached 9 of 28 villages; and approximately 70% completion in Kituba Sub-County (based on information provided during interviews). Applications are in process of approval in Buhara Sub-County, where Certificates have yet to be issued.

³⁵ Annual Narrative and Financial Report (2022), p. 26.

³⁶ This refers to the project's internal budget management by GLTN. In accordance with UN guidelines, RVO paid a 13% overhead to UN Habitat for extra-budgetary support costs, of which 1% is levied to UN Headquarters.

³⁷ This cost range includes associated costs for mapping, awareness raising and social preparation, training, equipment, conflict resolution and processing of CCOs. According to the GLTN country project coordinator, this could be reduced to less than USD 20 per parcel if implemented on a much larger scale, so as to benefit from economies of scale. There may also be potential cost variations across different regions, considering parcel size and customary ownership arrangements. These aspects need to be considered in calculating the real cost of customary land registration.

132. **Finding 4.3. There have been few obstacles to efficiency.** The project's formal approval was delayed (due to the outbreak of the Ebola virus), yet preliminary activities were initiated with the MLHUD. Project delivery and financial management are generally efficient (despite the delayed completion of Standard Operating Procedures) and critical observations were not raised during the evaluation mission.³⁸ RVO disburses funds in tranches that are deposited in the UN-Habitat account at UN Headquarters, and transferred to UNDP-Uganda for final disbursement to the project. UN-Habitat and RVO use different accounting formats that require the manual disaggregation of financial data from budget lines (as reported by the UN's UMOJA system) into outputs and activities as required by RVO's accounting system. However, there have not been discrepancies in the data presented and the accounting issues have not influenced project delivery.

133. **Finding 4.4. Systematic "bulk" registration is considered to be more inclusive and builds consensus on boundaries and land use, reducing conflict over time. However, its efficiency is affected by inconsistent cycles that have required follow-up mapping and enumeration campaigns.** Applications for CCOs are irregular, tending to start slow and rising sharply once the first certificates have been issued. Most households have multiple parcels and many cannot pay the full application fees and prefer to apply gradually. Others prefer to see the system working before applying to minimize risk, or prefer to defer payment until the harvest season. These factors affect the continuity and timelines for parcel mapping, enumeration and registration.

134. **Finding 4.5. Several of the approaches and tools used have proven to be efficient.** The GLTN land tools that are being applied have been tested in different contexts, adjusted and validated. They are efficient in terms of results generated vis-à-vis time invested. The community awareness-raising and sensitization modules implemented by UCOBAC and IIRR – which can be spread over several weeks – and by JLOS (for ADR) have led to tangible results

with women's land rights, spouse co-registration and conflict mediation. The Rapid Physical Planning Assessment (RAPPA) developed by MLHUD has enabled Mbale District to develop its physical plan in an efficient and expedient manner. RAPPA can be important in implementing the 2022 amendment to the Physical Planning Act, by making land use planning more accessible at District, Sub-county and Parish levels. The same applies to the Tenure-Responsive Land Use Planning tool has been applied in Kitumba Sub-County and the Muhala-Namatala wetland.

5.5. Impact Outlook (Evaluation Rating: Likely)

135. **Finding 5.1. The project is well-positioned to reach the expected outcomes and objective by the end of the Scaling Up phase. This finding is based on the momentum and progress that is being achieved under the present phase.** The causal linkages between components, outputs and outcomes generate synergies and a circular, self-reinforcing dynamic that improves the likelihood of achieving the expected outcomes (see Findings 3.2 - 3.4). This is reflected in the generally satisfactory to highly satisfactory progress in output delivery as summarized in Table 3.

136. **Finding 5.2. There is a high likelihood of impact resulting from customary land registration and conflict mediation, and a moderate likelihood of impact from the land use planning and wetlands management initiatives.** The issuing



Land tenure security can trigger transformational changes in rural communities

³⁸ One of the partner representatives and focal point to the project has questioned the efficiency (or opportunity cost) of allocating project funds for pilot wetlands management (which cover 11% of Uganda's territory) and other activities, instead of concentrating resources on customary land use registration to cover a greater area.

of Certificates of Customary Ownership and benefits of land tenure security are likely to trigger transformational changes, some of which are already starting to manifest. Initial impacts are evident in the sense of confidence and security that the Certificates of Customary Ownership bring to smallholders who were vulnerable to land pressures, and the widening of opportunities for improved livelihoods through the appreciation of land values and the access to financial credit (see findings 5.3-4 below). Most of the interviewed smallholders consider that their social standing has improved after receiving the CCOs. This is accompanied by significant reductions of land ownership and boundary conflicts, estimated at 70-80% in Kitumba and Kachonga Sub-Counties.

137. Land use and wetlands management planning processes are facilitating smallholder dialogue, awareness-raising and the building of consensus around land priorities. There are indications that improved soil and water management practices are being applied in the Namatala wetland as a result of this process. However, the likelihood of impact will depend on the extent to which these pilot plans are implemented, adequately resourced and supported by local government, MWE and NEMA. These are external factors that are outside the project scope and responsibility.

“Ever since I got the Certificate of Customary Ownership my mind has opened up. There are more possibilities.”

- Patrick Bendi, disabled smallholder, Butaleja District

“I am aware that I will be entitled to compensation if the road is widened next to my land.”

- Justus Orishaba, disabled smallholder, Kitumba Sub-County

“It’s an assurance. Even if I die my children will still have rights over the land that has been mapped in my name.”

- Paulino Leru, smallholder, Adjumani District (from the SALaR project)

138. **Finding 5.3. The changes in perception and attitude triggered by the project are potentially transformative and likely to have impact on gender relations, social structures and livelihoods at the project sites.** This is an important achievement that is often difficult to reach through conventional project mechanisms. The progress in changing attitudes on land and gender has benefitted from a cumulative support process by GLTN and the Netherlands Embassy at District and Sub-County levels; the use of validated STDM approaches and FFP land tools that are based on the continuum of land rights approach; and effective methodologies for awareness-raising and sensitization – on women’s land rights, on the advantages of spouse and family co-registration - that are implemented by partners such as UCObAC and IIRR before commencing with land mapping and registration.

139. As noted, an initial impact is already evident in the confidence and security of smallholders who have received Certificates of Customary Ownership, and who were vulnerable to land conflict and displacement. This is particularly true in the case of women – wives in polygamous marriages, widows, divorcees – who were often prone to displacement under traditionally patriarchal and patrilocal land tenure systems. Indeed, several of the interviewed women (and a disabled man) felt that receiving the CCOs had saved them from a likely eviction by neighbors or in-law relatives. They perceive that their social standing in the community has improved with their new status as land owners. Another early impact resulting from customary land registration is the pronounced reduction of land ownership and



Validating the Kitumba Sub-County Physical Development Plan with community members

boundary conflicts by 70-80% in Kachonga and Kitumba Sub-Counties. The changes in attitude and perception are likely to have transformational impacts on gender relations, social hierarchies and livelihoods at the project sites. Unfortunately, the standard project monitoring mechanisms are not suited to capture these effects and an ex-post, cross-disciplinary assessment may be needed to fully understand impacts generated over time.

140. **Finding 5.4. Customary land registration is likely to have economic impact on smallholder farming, food security and livelihoods.** According to interviewed beneficiaries, land values have appreciated by 100-300% with the issuance of CCOs. The registration of land ownership will improve access to financial credit from commercial banks, savings cooperatives and micro-finance programmes.³⁹ These factors are likely to have an economic impact in the medium-term: Interviewed CCO recipients in Kachonga and Kitumba Sub-Counties have plans to cultivate parcel boundaries that had been vulnerable, and use their land as collateral to access credit for seed and tools, school fees, or income-generating activities (for example, a small store or a room to rent). CCOs enable or improve access to credit from formal institutions: According to one recipient, having a certificate of ownership immediately raised his credit ceiling from 3 million to 10 million Ugandan shillings.⁴⁰ While there are risks to using land as collateral, respondents noted that formal banking institutions offer better terms than informal lenders who charge interests rates that considerably higher (up to 20% monthly).

141. The confidence brought by tenure security is likely to raise productivity as well: Smallholders are more inclined to plant crops – watermelon, cassava, cabbage, collard greens were mentioned - along parcel boundaries that were fallow due to recurrent conflicts. Several farmers who had limited cultivation to annual crops, are now intending to diversify into perennial, multi-year crops and fruit trees.



There are early indications of improved water and soil management practices resulting from the Muhula Community Wetland Management Plan

142. **Finding 5.5. The likelihood of impact from land use planning and wetland management are not clear at present and will depend on the extent to which the pilot plans are implemented.** This is conditioned by external factors - the availability of funding and technical support, institutional coordination, political commitment – that are outside the project scope. The impacts generated from land use planning and wetland management plans will be determined by their implementation over time and are unlikely to be supported or monitored by the project. This generates a degree of uncertainty on what might happen after planning process is concluded, and possibly the need to manage local expectations. District budgets are small and technical personnel are few - last year's natural resources budget for Butaleja District was approximately US\$ 2,000 for 15 Sub-Counties.⁴¹ Implementing the plans will depend foremost on the initiative of the communities themselves, with some guidance from the District planner and Sub-County technical officers. However, the land use planning capacities that were generated at the District and Sub-County levels are likely to remain within the local Planning Committees that were trained on RAPPa and Tenure-Responsive Land Use Planning.
143. While the likelihood of impact is uncertain at present, there are early indications of improved wetland management practices that support sustainable resource management and food security. Local

39 Although some smallholders have received credit and loans from local financial institutions, broader access will require the registration of customary land title in the National Land Information System, which currently registers freehold and leasehold properties.

40 Statement made during a group interview in Kitumba Sub-County.

41 Figures provided during the interview with Butaleja District's Natural Resources Officer.



Promotion of an event for the issuance of CCOs to farmers in Kabale District

agreements on water rights and rotating irrigation schedules will enable dry season farming in the Muhula-Namatata wetland, allowing for two annual harvests. The excess water and siltation brought by seasonal flooding of the Namatata river (descending from Mt. Elgon) are now being channeled with drainage canals. The illegal extraction of fuelwood from the wetland buffer areas is being discouraged and a 25 ha. conservation area has been zoned, where indigenous and fruit trees will be planted for soil stabilization.⁴²

5.6. Sustainability (Evaluation Rating: Likely)

144. Finding 6.1. An assessment of sustainability is premature at this stage of project implementation, and is likely to vary among project components.

These variations are addressed in the following paragraphs. Likewise, the sustainability of project outputs is not necessarily reflected in the sustainability of the approaches that enable their delivery.

142. Finding 6.2. The tenure security provided by customary land registration is sustainable over the long term, as are the associated benefits – social, economic – resulting from the Certificates of Customary Ownership.

The mapping and registration of customary land parcels, followed by the issuance of legally-recognized Certificates of Customary Ownership are likely to sustain smallholder tenure security over the long-term benefits with associated

benefits to gender land rights and conflict reduction. Customary land registration appreciates the value of smallholder parcels, encouraging more intensive agriculture and opening access to financial credit; both options can generate sustained livelihood improvements over time.

143. Finding 6.2. Improved capacities for land mapping, enumeration, registration and land use planning are likely to remain within Districts and Sub-Counties, where technical officers are less affected by political turnover.

Capacities are likely to remain within the Planning Committees that led the land use planning processes at Sub-County levels. **However, the approaches and tools used for customary land registration will be difficult to sustain within local governments under the current finance and budgeting frameworks.** The question is whether a customary land registration *system* that includes awareness raising, capacity development and essential equipment can be sustained by District and Sub-County governments without subsidization by central government or donors. Some of the barriers that are faced are systemic and may require amendments to the regulatory framework:

- The bulk of land revenue is generated by the freehold and leasehold sectors and not through customary land registration. The revenue generated from CCO applications is minimal (the application fee costs under US\$ 5) and enters the general budget; re-allocation of budget funds for continued land registration must compete with other budgetary needs and becomes a political decision.
- Under the Local Government Act, 35% of local government revenues are retained by central government. Disbursements to local government are often delayed due to reporting issues or other factors.
- Local government budget allocation and transfer mechanisms do not have provisions for the recuperation, reinvestment or earmarking of land revenues or other resources to sustain registration processes.⁴³

42 These are plans. The evaluator was told that the community does not have the funds to buy fruit tree seedlings.

43 There is a precedent with the national Wildlife Act, which earmarks 20% of game park revenues for local communities, that may offer a way forward. However, a similar amendment to the Land Act would require parliamentary approval and could involve an extensive process.

- The real costs of customary land registration – including capacity building, information management, minimum equipment and systematic demarcation – have not been systematized.
- The District Land Boards that process and approve customary land registration applications depend on volunteer support. The volume of land registration applications received by the DLBs have increased substantially, raising workloads to levels that may not be sustainable without additional staffing or remuneration. The evaluator noted that basic equipment and filing facilities are lacking: CCO applications are stacked in the corner of a conference room of the Kabale District government office, and similar situations were observed at other sites. This compromises the security of the documents document and raises the risk of loss, manipulation or damage by exposure.
- At present, customary land ownership certificates cannot be registered in Uganda’s National Land Information System, for which adjustments are needed.

144. **Finding 6.3. The sustainability of the Conflict Mediation Committees after the project is unclear at present. However, the experience and local capacities for Alternative Dispute Resolution are likely to be retained by members and applied through other venues.** The falling number of land ownership and boundary disputes and high levels of successful mediation justify the continuity of the Committees as a very cost-effective mechanism that reduces court caseloads. However, CMCs are not recognized by the Local Government Act and much of the work is sustained by voluntarism and ‘civic duty’. Their continuity may require an amendment to the Land Act to formalize their inclusion at Sub-County level. An alternative option is to discontinue the Committees and integrate their functions within Local Council Courts (although the quality of mediation could be affected by the loss of autonomy and engrained gender bias).

145. **Finding 6.4. Decentralized land use planning is mandated by national policy directives and can be sustained by physical planners and technical officers in District and Sub-County government**

(in spite of staffing and budget limitations). The Physical Planning Act and its 2022 Amendment decentralize physical planning to Districts, Sub-Counties and Parishes. There are capacities despite the limitations, and local government planners and natural resource officers have supported the design of land use and wetland management plans. The Physical Development Plans that were developed in Kabale District and Kitumba Sub-County were led by local Planning Committees. However, the sustainability of land use planning at District and especially Sub-County levels will depend on the technical and financial resources that are allocated. These are outside the project’s responsibility or ability to influence.

146. The sustainability of the Muhula Community Wetlands Management Plan, once approved by MWE and NEMA, will depend primarily on local initiative, the support provided by local government, and whatever external resources can be mobilized. The ongoing national moratorium on wetland use permits is an external factor that could affect the sustainability (and scaling-up) of this approach. On the other hand, smallholders will continue depending on wetlands for their livelihoods and may continue applying some of the sustainable practices - rotating irrigation, drainage, soil conservation and tree planting - that were acquired through the project.

147. **Finding 6.5. Capacity building, training, and awareness raising activities implemented under the third outcome have had transversal effects and are important drivers of sustainability.** The Theory of Change diagram (Figure 2) shows the causal linkages that connect the third project component to various outputs and outcomes, by developing the enabling capacities to implement customary land registration, conflict mediation, land use planning and wetland management initiatives.

148. **Finding 6.6. The transition from the Consolidation to Scaling Up Phase can benefit from baseline assessments and adaptive management.** The ethnic diversity and refugee settlements of the West Nile region indicate a more complex scenario that may call for adjustments to project approaches and timelines. The implementation of “bulk” customary land registration has been inconsistent, requiring successive mapping, surveying, enumeration and social communication to reach targets. These

factors and others such as terrain, tenure patterns or smallholder dispersion can affect delivery and should be considered at an early stage and factored into the work plans and logistics of the Scaling Up phase.

5.7. Adequacy of Resources, Partnerships, Coordination Modalities and Working Arrangements (*Evaluation Rating: Satisfactory*)

149. **Finding 7.1 The resources assigned to deliver outputs and outcomes are well-justified and appear to be adequate for the project's scale. However, the timelines (and resources) that were allocated for customary land registration within the upcoming Scaling Up phase may need adjustment.** Resource allocations appear to be adequate, which is indicative of good design and the insight gained from prior initiatives that have worked in the same areas. Examples of under-funding were not encountered or raised during the evaluation. An estimated 70% of the budget is earmarked for field implementation by the project partners.
150. One issue that could have budgetary implications is related to the implementation of bulk customary land registration, which has required additional field visits to systematically map and enumerate smallholder parcels; the additional time devoted to this activity is likely to have a cost dimension as well. The evaluation mission did not include the West Nile and Mt. Elgon areas that will be added to the second phase; the presence of different ethnic groups and a refugee population (in West Nile province) may require adjustments to budget allocations and timelines. Some of the evaluation's recommendations – applying gradual exit strategies by implementing partners, conducting applied research to support the transfer of the customary land registration approach to local government, documenting ex-post impacts beyond the implementation period – may also require additional resources.
151. **Finding 7.2. Partnerships arrangements and coordination modalities are contributing to effective implementation.** Project relevance, coherence and effectiveness are influenced by the implementing partners – GLTN, MLHUD, UCOBAC, IRR, Makerere University, JLOS - who bring field experience and technical expertise. The lead role played by MLHUD as national executing agency has ensured that project design and implementation are coherent with national policy priorities. Likewise, the GLTN Secretariat supports project coordination and ensures linkages with its global programme. The early development of partnership and stakeholder engagement frameworks, combined with the cumulative experience and insight that are carried over from earlier initiatives, have been decisive in ensuring successful implementation.
152. This reflects a cumulative process of support to the customary land sector – starting with GLTN Phase II and followed by the pilot project “*Securing Land Tenure for Improved Food Security in Select Areas in Uganda*” - that has involved the same partners (with the Netherlands Embassy). The successive initiatives have helped to consolidate partner relations and coordination arrangements that benefit the Land at Scale project. Partnership arrangements have also benefited from the culture of collaboration that exists between the MLHUD and JLO, Makerere University and non-governmental organizations such as UCOBAC and IIRR. These factors contribute to fluid communications and effective coordination: Internal monitoring reports are submitted on a quarterly basis, and a learning exchange was held between the various partners in 2022. The evaluator attended a work planning meeting at MLHUD where the various partners presented their semester work plans and discussed adjustments to improve alignment.
153. Technical guidance, oversight and institutional coordination are supported by the Local Advisory Committee (LAC) that is chaired by the MLHUD and brings together a cross-section of stakeholder representatives on a bi-annual basis. The constitution of the LAC is representative of the project universe with the inclusion of national and international implementing partners, and representatives from participating local governments. The review of LAC reports indicate that it has assisted project management by providing comments to project work plans, supporting the implementation of activities, and addressing policy and operational issues. The LAC has promoted learning exchanges between different implementing partners to

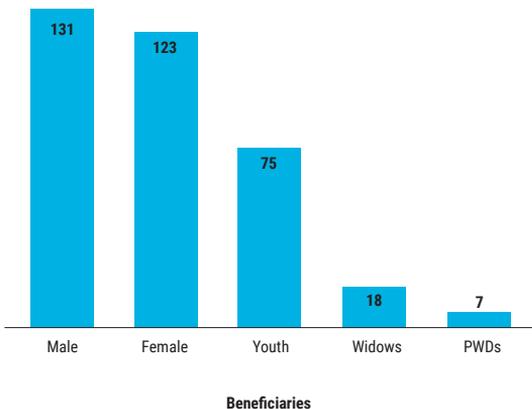
share lessons and experiences from the different project sites, and highlighted the need for relevant government ministries, departments and agencies to work together on the issues affecting project implementation.

5.8. Integration of Cross-Cutting Issues (Evaluation Rating: Highly Satisfactory)

154. **Finding 8.1. Customary land registration strengthens the land rights of vulnerable groups including women (widows in particular), youth and disabled persons.** The project has made efforts to ensure inclusiveness within traditionally patriarchal and patrilocal land contexts. This has led to high rates of spouse co-registration and registration of women, and the successful mediation of land disputes against women. As of March 2023, women represented 6,055 (44%) of the 13,693 owners that were adjudicated and registered through the project, with youth representing 35% and disabled persons 2%.⁴⁴

155. Gender inclusiveness is also reflected in the resolution of land disputes by the Conflict Mediation Committees at the Sub-County level. As of March 2023, women represented 123 (34.7%) of the 354 beneficiaries of conflict mediation and alternative dispute resolution (ADR).

Figure 3. Land Conflict Mediation Beneficiaries (March 2023)⁴⁵



44 Second LAC Presentation (March 2023)

45 Idem

"I am grateful and feel more secure. Since my husband died, the neighbors were trying to push the boundaries."

- Namukwe Lukia, smallholder, Butaleja District

"I feel secure. The joint registration reflects a good family relationship and gives me decision-making in case the house is sold."

- Gillian Kanyorobe, Kitumba Sub-County, Kabale District

156. **Finding 8.2. The project has been very successful in using customary land registration as an incentive for the co-registration of spouse and children.**

Co-registration with spouse (90% in Kitumba Sub-County) has contributed to reduced land conflict affecting gender. Ongoing court cases are now referred to Conflict Mediation Committees. Levels of successful mediation are increasing. As noted in several interviews, security of land tenure is perceived to raise the social stature of widows and other women who were discriminated against or risked eviction by neighbors or male relatives. The tangible advance in women's land rights and ownership are in many cases a direct result of the requisite 7-week community sensitization and awareness-raising modules that are implemented by UCOCAC prior to commencing land mapping and enumeration activities.

157. Youth and disabled persons have also benefitted from the land registration initiatives, albeit in smaller numbers. Young farmers are also engaged



Co-registration provides tenure security to the family and improves the social standing of women

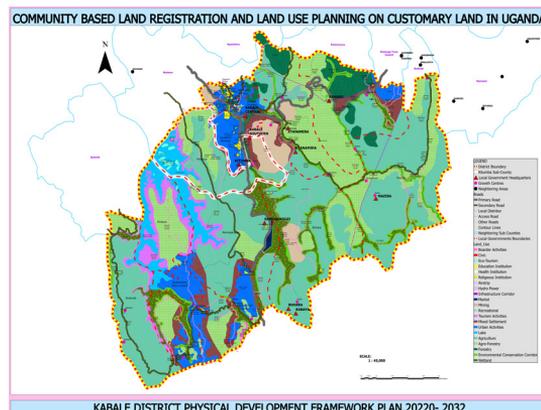
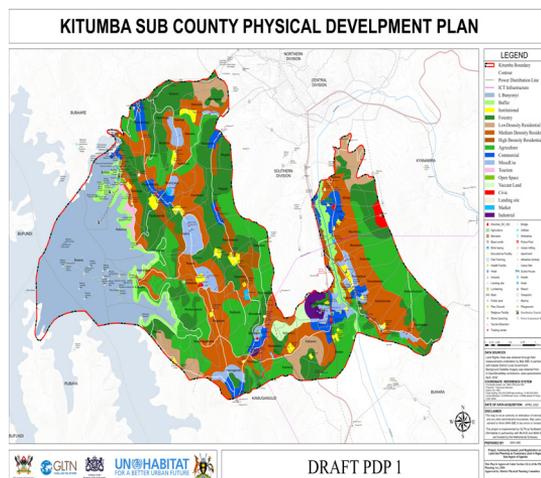
in wetland management activities that enable access to wetland resources and potentially greater productivity through regulated irrigation and soil conservation activities.

158. The fundamental importance of capacity development (under the third project components) a driver of land registration, conflict resolution and land use planning is highlighted in the analysis of causal linkages (Section 5.1). Likewise, one of the main project strengths lies in its ability to use customary land registration as an incentive to land use planning and wetlands management with environmental conservation components: A 25 ha. conservation area was recently designated under the Muhula Community Wetlands Management Plan; seasonal floodwaters and siltation from the Namatala River are now diverted to drainage areas, and rotating irrigation is enabling a second rice harvest.

5.9 Innovation, Learning and Knowledge Management

(Evaluation Rating: Highly Satisfactory)

159. **Finding 9.1. Several project approaches and tools are innovative, generating new capacities and learning.** The project's design is innovative in the frequency of causal linkages that intersect the different components. Hence the implementation of the capacity building strategy (under the third outcome) enables the implementation of the other components by ensuring decentralized capacities for customary land registration, conflict mediation, land use and wetland planning. Likewise, the utilization of customary land ownership as a driver of gender land rights and co-registration, land use planning and wetlands management is an innovative approach that is proving to be highly effective.
160. The project's support for innovation and learning are reflected in various "first time" initiatives that are being implemented:
- Technical officers and local volunteers in Districts and Sub-Counties are learning new mapping, surveying and enumeration skills that are being applied for the benefit of their communities.



The project supported the design of Uganda's first Sub-County Physical Development Plan (in Kitumba) and Kabale District's first Physical Plan

- Makerere University graduates are developing new skills with STDM, geo-spatial surveying tools, participatory enumeration and field practice. This has influenced curricular development and carries long-term capacity benefits.
- Conflict Mediation Committees integrate "best practices" of Alternative Dispute Resolution (ADR) practices and are generating capacities at the Sub-County level
- Kabale District is developing its first Physical Development Plan with assistance from the project and MLHUD, through the application of the Rapid Physical Planning Assessment tool (RAPPA).

- Kitumba is developing Uganda's first Physical Development Plan with assistance from the project and MLHUD, applying the Tenure Responsive Land Use Planning approach developed by GLTN.
- Both the Kabale and Kitumba plans are pilot initiatives that have demonstration value for the implementation of the decentralized local government planning as mandated by Uganda's Physical Planning Act (2022 Amendment).
- Standard Operating Procedures (SOPs) are being developed by MLHUD for adoption on a national scale. The SOPs, once adopted, are intended to harmonize customary land registration and land use planning initiatives that are implemented by decentralized local government, development agencies and donors.

161. **Finding 9.2. Project implementation and monitoring are supportive of learning and knowledge management.** Project experiences are regularly uploaded to the GLTN Land at Scale website.⁴⁶ GLTN is participating in the Horizontal Learning Network coordinated by the knowledge management team of the Land-at-scale Programme. Two research proposals have been developed and submitted; one on the effects of joint land registration on women's land rights and the

other on the impact of tenure security on agricultural productivity. The LAC has promoted learning exchanges between different implementing partners to share lessons and experiences from the different project sites. A learning exchange was recently organized between implementing partners and a peer-to-peer exchange held between Butaleja and Palissa Districts. A group of smallholders from the Muhula area visited a nearby GCF project to observe their approach to wetland management

162. Learning and knowledge management are likely to continue as implementation enters the Scaling-Up phase and is extended to new project sites in the West Nile and Mt. Elgon regions. However, this should not entail the termination of capacity support, technical backstopping or knowledge management activities in the Districts and Sub-Countries that participated in the present phase. There is need to consolidate new capacities that were developed through the project to endure their retention, and gradually transfer customary land mapping and registration, conflict management, land use planning and wetlands management processes to the local governments and committees so that they may fully assume these functions in the future. This may call for an "exit strategy" that permits gradual disengagement, with periodic site visits (declining over time) by national partners who can offer technical accompaniment and mentoring.



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6. CONCLUSIONS

163. **Conclusion 1: Project performance is satisfactory in general and highly satisfactory in several aspects. The project is achieving its expected outcomes under the Consolidation Phase and advancing towards the main objective, which is likely to be reached as the project progresses into its second phase.** The project is likely to deliver all outputs foreseen under the Consolidation Phase by May and has achieved the expected outcomes at the project sites. Given the momentum and progress achieved, the project is highly likely to achieve its objective as implementation advances under the Scaling-Up phase. Project management is effective, as are the partnership arrangements, coordination modalities and working approaches, all of which contribute to successful implementation.

164. With regard to the evaluation criteria, the project shows highly satisfactory performance in its relevance, effectiveness, integration of cross-cutting issues (gender inclusion in particular), and innovation, learning and knowledge management. There is a high likelihood of impact resulting from customary land registration and conflict mediation, and a moderate likelihood of impact from the land use planning and wetlands management initiatives. Project efficiency has been moderately satisfactory due to external factors (late government approval, an Ebola outbreak) and the delayed completion of some outputs. However, financial delivery is satisfactory and by August 2022 the project had spent 73.7% of the Consolidation Phase budget. Perspectives for post-project sustainability are variable: The benefits of customary land ownership and tenure security are likely to be sustained over time. Capacities for land mapping, surveying, enumeration and CCO registration are likely to be retained at District and Sub-County levels (to the extent they are applied). Sustained conflict resolution and land use planning will largely depend on the continuity of the Conflict Mediation Committees, and the degree to which the Physical Development Plans and Wetland Management Plan are adequately resourced and implemented.

165. The project performance ratings are summarized below, based on the analysis of the evaluation criteria in this report:

Evaluation Criteria	Performance Rating
Relevance	Highly Satisfactory (5)
Coherence	Satisfactory (4)
Effectiveness	Highly Satisfactory (5)
Efficiency	Moderately Satisfactory (3)
Impact Outlook	Likely (4)
Sustainability	Likely (4)
Integration of Cross-Cutting Issues	Highly Satisfactory (5)
Innovation, Learning & Knowledge Management	Highly Satisfactory (5)
Overall Project Performance Rating:	Satisfactory (4.4)

166. **Conclusion 2: The progress and results achieved are the product of a cumulative support process that has enabled levels of continuity and learning that would not have been possible under a single project.** The project's coherence and effectiveness are partly the result of field experience and learning that has been acquired over time – starting with GLTN Phase II and followed by the pilot project *"Securing Land Tenure for Improved Food Security in Select Areas in Uganda"* - with the same partners. The successive projects have enabled longer-term commitments on the ground and helped to strengthen relations with MLHUD in its capacity as national executing agency. The project has additionally benefited from a background of cooperation between MLHUD and national implementing partners (UCOBAC, JLOS, Makerere University).

167. **Conclusion 3: The project has a high demonstrative value that can contribute to learning and knowledge management within Uganda and beyond.** The results achieved in land tenure security, conflict reduction and gender inclusion are potentially transformative and likely to have impact on gender relations, social structures

and livelihoods at the project sites. The ability to trigger transformational changes through the project modality is an important accomplishment that is seldom realized. In this regard, the use of customary land use registration as a 'driver' for land use planning and gender inclusion has been fundamental to overall success. As with other GLTN initiatives, the Land at Scale project is expanding core concepts of human settlement towards a broader paradigm that recognizes the urban-rural continuum with the inclusion of land rights, tenure security, sustainable resource management and livelihoods. These aspects carry a high demonstration value and can offer knowledge products that are relevant within Uganda and beyond. Conventional project monitoring and evaluation are unlikely to capture the richness of these experiences, which may require an *ex-post* interdisciplinary assessment after the project's completion to fully document impacts that are generated over time.

168. **Conclusion 4: The Land at Scale project is strategically positioned to have impact on a more significant scale than envisioned in the project's design.** In retrospect, the Land at Scale project could have "aimed higher". The conditions for this to happen were in place: The project design was built on the experience of prior initiatives (the pilot project; GLTN Phase II) involving the same partners. Land tools and approaches were previously tested by GLTN, adjusted to local contexts, and will be fully validated by the end of the Scaling Up Phase. Standard Operating Procedures (SOPs) for customary land registration, conflict resolution and land use planning – foreseen in the project's design - are being finalized by MLHUD and should be approved in the coming months.

169. Given these factors, the expected deliverables do not reflect the project's impact potential and are unlikely to affect national demand for customary land tenure security. Targets for the issue of Certificates of Customary Ownership – from 10,000 to 30,000 by the end of the project - will have considerable impact at the various sites, yet are more about replication than scaling-up. Indeed, the project objective and approach could readily have been envisaged at a broader scale - regional or national - with the adequate funding. However, this does not represent a missed opportunity: With the momentum generated, the project partners have the opportunity build a forward-looking strategic vision that is broader and more ambitious in scope.

170. **Conclusion 5: Systematic "bulk" registration approaches to customary land are non-linear, requiring reiteration and longer timelines.** This is influenced by smallholder willingness-to-pay, risk management, and a tendency to register household parcels on a gradual basis (most smallholders farm two or more parcels). These factors affect the consistency of land mapping and enumeration activities that have require periodic campaigns to achieve full coverage. Workloads and timelines are also subject to fluctuation as local demand for CCOs tends to rise sharply once the initial Certificates have been handed out. The volume of incoming CCO applications has significantly increased workloads for ALC and DLC members, many of whom work on a voluntary basis without basic equipment or filing systems.

7. RECOMMENDATIONS

7.1. Short Term Recommendations:

171. **Recommendation 1: GLTN and project partners should conduct a baseline study with situational analysis, stakeholder mapping and a capacity needs assessment for the West Nile and Mt. Elgon regions to improve project planning and preparedness for the Scaling Up Phase.** The Consolidation Phase benefited from exploratory missions to the project sites and an early baseline study that addressed these aspects. Similar research is needed – perhaps more so – at the new project sites that join the Scaling-Up phase. The approaches and tools applied during the current phase have been validated and should be transferrable without major adaptation. However, contextual factors specific to the West Nile and Mt. Elgon regions may require adjustments to the project approach and timelines. *(Related to Finding 6.6).*
172. **Recommendation 2: Adjust timelines and budget allocations for the Scaling Up Phase, building on the experience of the current phase and findings of the baseline study.** Project planning and adaptive management will be needed for the Scaling Up Phase. The findings of the MTE and recommended baseline study should be led to a Project Revision that adjusts output timelines and budget allocations to the new contexts the project will work in. For example, the ethnic diversity and refugee populations of the West Nile region may require adjustments to community engagement strategies or timelines for specific deliverables. Likewise, the experience of the first phase indicates that “bulk” customary land registration is a non-linear process that can require successive mapping, enumeration and social communications to achieve targets. There is also need to consider guidelines for streamlining subsequent post-CCO land transactions. These factors – or others such as terrain, tenure patterns or smallholder dispersion – may call for adjustments to timelines, logistics or budget lines. *(Related to Finding 6.6.)*
173. **Recommendation 3: The main partners should review the proposed implementation strategy for the Scaling-Up phase through a reconstructed Theory of Change model.** The design and deliverables expected from the Scaling Up phase should be analyzed through the Theory of Change in order to identify the causal linkages and pathways connecting outputs, outcomes and impacts. The insight generated will benefit the planning of the remaining implementation period and scheduling of output delivery to maximize impact. The ToC exercise should also serve to broaden the project’s strategic vision by looking beyond the second phase and identifying follow-up actions that can enhance conditions for customary land registration on a national scale. This discussion should focus on the question of how the Land at Scale programme can feed into the “bigger picture”. *(Related to Paras. 7 and 11, Finding 3.2.).*
174. **Recommendation 4: Apply gradual exit strategies.** Newly acquired capacities and practices need to be consolidated at the project sites to enable their retention and continued application. The challenge is how to ensure conditions to sustain land registration, conflict resolution and land use planning at the project sites, beyond the Consolidation and Scaling-Up phases. A gradual exit strategy of intermittent technical backstopping and accompaniment by implementing partners – UCOBAC, IIRR, Makerere, JLOS – is needed to ensure the transfer and full appropriation of these functions at District and Sub-County levels. Similar arrangements may be needed to support the activation of land use and wetland management plans with MLHUD, NEMA and the regional MWE office.
175. The ‘boom-to-bust’ dynamics of the project cycle and abrupt terminations of external support should be avoided. The exit strategy should contemplate the gradual reduction of direct support provided by implementing partners, towards a mentoring or coaching role. This could involve a schedule of

periodic field visits (declining over time) for the remainder of the year, coordinated with the local government focal points. A gradual disengagement process over time would also facilitate a more in-depth assessment of *ex-post* impacts – social, economic, tenure-related - that are attributable to the project. **(Related to Finding 8.2.)**

176. **Recommendation 5: Provide the minimum equipment required for secure and efficient customary land registration.** Adequate conditions for the processing and storing of CCO applications and related documents are lacking in the District and Sub-County government offices that were visited. Filing systems and furniture are absent, and sensitive documents are exposed to deterioration (as well as loss, theft or manipulation). At the Kabale District office, CCO applications were piled in a corner of one of its conference rooms. GLTN and RVO should consider allocating funds to purchase a filing cabinet and photocopier for each site, for use by local government focal points, Area Land Committees and District Land Boards. **(Related to Findings 3.1., 6.2.)**
177. **Recommendation 6: Recognize the efforts of local government staff and volunteers.** Much of the progress achieved can be attributed to the work of District and Sub-County technical officers, and to the commitment of local volunteers who have assisted parcel mapping, surveying and enumeration; processed CCO applications, or served on Conflict Mediation Committees. The granting of Training Diplomas or Certificates of Recognition by GLTN, MLHUD or the implementing partner would acknowledge their contributions, encourage further commitment, and provide a stimulus for career advancement. **(Related to Findings 3.7., 6.3.)**

7.2. Medium Term Recommendations:

178. **Recommendation 6: MLHUD and JLOS should explore options to sustain the work of Conflict Mediation Committees at the Sub-County level.** The CMCs are applying Alternative Dispute Resolution methods effectively, yet are not recognized under the Land Act and operate as pilot entities. Sooner or later, the options and trade-

offs of their continuity need to be discussed. The formal recognition of the Committees may require amendments to the Land Act, which in turn will need parliamentary approval (and extended lobbying over time). A more expedient alternative is to place the CMCs or its members within the Local Council Courts to avoid duplication of functions; however, there are concerns that this could jeopardize Committee performance and gender sensitivity. **(Related to Findings 6.3., 7.1., 7.2.)**

179. **Recommendation 8: GLTN, the Netherlands Embassy and IFDC should consider the feasibility of extending the project’s approach to customary land registration to parallel projects within the Netherlands Embassy’s Food Security Programme.** Consultations with IFDC managers suggest that the Bright, HortMap and Common Ground initiatives (some of which are finalizing their inception stage) could benefit from the transversal application of customary land registration and tenure security components. The feasibility of introducing these dimensions to parallel FSP projects – and integrating validated Land at Scale approaches under the proposed Results-Based Financing (RBF) modality - merits further discussion between the parties. **(Related to Finding 2.4)**
180. **Recommendation 9: Document the ex-post impacts and transformational changes generated by customary land registration and the issuance of CCOs.** The changes in attitude and perception triggered by tenure security have transformative implications and are likely to have impact on gender relations, social hierarchies and livelihoods. Unfortunately, conventional project M&E practices are not suited to capture such effects and an ex-post, interdisciplinary assessment is needed to fully understand the effects over time. An in-depth, ex-post assessment of economic, social and food security impacts linked to customary land registration should be conducted after the conclusion of the second phase. The assessment should consider factors such as land appreciation, access to financial credit, agricultural productivity, gender land rights and conflict reduction. This should also address subsequent post-CCO land transactions. **(Related to Finding 5.3.)**

181. **Recommendation 10: Analyze the compatibility of the project’s approach to customary land registration with local government planning and budgeting frameworks.** A comprehensive research should be undertaken to assess barriers, opportunities and alternative courses of action. This would encompass:

- A review of the legal and regulatory frameworks that have bearing on customary land registration and local government financing. This should encompass the Land Act, Local Government Act and Public Finance Management Act among others; and relevant precedents and case studies such as the earmarking of game park revenues for local community development under the Wildlife Act. In addition, the Standard Operating Procedures and national Land Information System (in terms of incorporating customary land certificates into its data base) should be considered as well.
- An assessment of the other experiences implemented for customary land registration (i.e. applying the Results-Based Finance and Self-Financing models).
- A calculation of the real cost of customary land registration, with inclusion of training, data management, minimum equipment needs and systematic demarcation.

182. The emerging findings of this analysis should feed into the development of a model for customary land registration that – combined with Standard Operating Procedures - can be shared, validated and up-scaled nationally (see next recommendation). **(Related to Findings 2.5., 6.2.)**

183. **Recommendation 11. The main partners are positioned to systematize a model for customary land registration that is operationally feasible and applicable on a national scale, drawing from the project’s experiences and lessons.** This recommendation builds on the Theory of Change analysis, research and expanded strategic vision that are suggested in this report. Such a model should draw on best practices and address barriers to customary land tenure security at different levels.

It should articulate a roadmap for reaching the “intermediate state” in which validated approaches to customary land registration are reflected in Standard Operating Procedures and applied by MLHUD, local governments, donors and other land actors.

184. The research and formulation of an operational model will require consultations with other institutional actors – Min. of Local Government, Min. of Finance, Uganda Association of Local Governments, the Civil Society Budget Advocacy Group, the Land Development Working Group – that have not been part of this project. The purpose is to develop viable proposals that can be developed and carried forward by MLHUD in coordination with the Land Development Working Group and other key partners and donors. **(Related to Finding 3.2, 3.4., Short-Term Recommendation 3).**

185. **Recommendation 12: MLHUD should socialize the project’s achievements, the Standard Operating Procedures, and the strategic vision for implementing customary land registration with relevant ministries, donors, legislators and other land actors.** This would represent a lobbying effort to encourage the “buy in” of key stakeholders; and to discuss alternative scenarios for reaching customary land tenure security on a national level. The socialization process should be led by MLHUD with facilitation by GLTN and other project partners, through field visits to observe best practices on the ground and discussions for building consensus around a national scaling-up strategy. **(Related to Findings 2.5, 5.4, 6.2).**

ANNEXES

1. Evaluation Terms of Reference
2. Project Results Framework
3. Theory of Change (Project Document version)
4. Financial Report as of August 2022
5. Country Mission Agenda
6. Persons Interviewed
7. Bibliography
8. Ppt. Presentation of Preliminary Findings for Initial Discussion and Feedback



Annex 1: Terms of Reference (TOR)

Organizational location:	UN-Habitat
Duty station:	Home-based, with travel to Uganda and project sites
Functional title:	International Senior Project Evaluation Expert
Duration:	Two (2) months over Four (4) months

1. Introduction

These TOR concern the mid-term evaluation or consolidation phase assessment of scaling up community-based land registration and land use planning on customary land use in Uganda. The project is funded by Netherlands Enterprise Agency (RVO) through the LAND-at-scale programme of the Netherlands Government with a total budget of 3 million Euros. It is scheduled to be implemented in 4 years, starting in September 2021 and ending in September 2025. The mid-term, or consolidation phase assessment, was specified in the evaluation framework of the project and included in the agreement with the donor.

2. Background and Context

2.1 United Nations Human Settlements Programme and GLTN Programme

The United Nations Human Settlements Programme, UN-Habitat, is mandated by the United Nations General Assembly to promote socially and environmentally sustainable towns and cities. It is the focal point for urbanization and human settlement matters within the UN system. The agency supports national and local governments in laying the foundation for sustainable urban development.

UN-Habitat envisions well-planned, well-governed, and efficient cities and other human settlements, with adequate housing, infrastructure, and universal access

to employment and basic services such as water, energy and sanitation. To achieve these goals, UN-Habitat has adopted the Strategic Plan (2020–2023), which repositions UN-Habitat as a major global entity and a centre of excellence and innovation. In this respect, the organization is refocusing its niche position as the “thought leader” and the go-to programme for issues pertaining to its work, setting the global discourse and agenda on sustainable urban development.

The Land, Housing and Shelter Section (LHSS), within the Urban Practices Branch of UN-Habitat, hosts the secretariat of the Global Land Tool Network (GLTN), which is a network of over 80 international institutions established in 2006. Since then, the network has been working to promote secure land and property rights for all, through the development of pro-poor fit-for-purpose and gender-appropriate land tools within the continuum of land rights approach. From 2012, GLTN has been working at country level to test and implement developed land tools and approaches, support land policy development and implementation, and undertake capacity development initiatives and awareness and knowledge-building initiatives in collaboration with government authorities and partners.

The Global Land Tool Network (GLTN) is currently implementing the “Scaling up community-based land registration and land use planning on customary land in Uganda” Project funded by the Netherlands government through the Netherlands Enterprise and Development

Agency (RVO). The project builds on a successful pilot project “*Securing Land Tenure for Improved Food Security in Select Areas in Uganda*” implemented by GLTN with funding from the Embassy of the Kingdom of the Netherlands.

3. Project Description

It is reported that in Uganda, the agricultural sector provides about 64.3% of the employment and contributes to approximately about 23% of the total Gross Domestic Product (UBOS 2020). However, over 80% of the land in Uganda is customary-owned, and most of the communities and households who access land do not have formal ownership documents. Land disputes among families or clans are high. It is estimated that 70% of court cases are related to land disputes. Furthermore, refugee influx in Uganda has put enormous pressure on land and natural resources for settlement, food production, energy etc.

Against this background, this project aims to contribute to the development of a structured and scalable approach towards improved tenure security and sustainable land use for men, women and youth, which can be achieved using inclusive, gender-responsive, fit-for-purpose and participatory tools and approaches. The project builds on a pilot project of securing land tenure for improved security in selected areas in Uganda and also includes land registration and land use planning interventions in refugee-hosting areas.

The project was designed with three main Expected Accomplishments (outcomes)

Outcome 1: Improved tenure security for men, women and youth.

Outcome 2: Sustainable, climate-smart and inclusive land-use planning.

Outcome 3: Improved capacity and awareness of key land stakeholders on customary land registration and land use planning.

Under outcome 1, the project is expected to scale up gender-responsive tools and approaches; secure customary land rights of smallholder farmers, particularly women and youth; and strengthen and implement alternative dispute resolution mechanisms.

Under outcome 2, the project is expected to integrate land tenure security efforts and land use planning using GLTN tools such as participatory enumeration and tenure-responsive land use planning. Land use planning tools and approaches are expected to be adopted and implemented. Land use planning and wetland management committees were established, and community sub-county land use plans and wetland management plans were developed.

Under outcome 3, the project is expected to identify capacity development needs and deliver capacity development initiatives targeting change agents, land institutions, and local communities. Standard Operation Procedures and technical guidelines for the registration of customary lands, land use planning and dispute resolution will be developed in a participatory manner. Also multi-stake engagement plan will be developed and implemented with key partners

Overall the project contributes to the goal of Uganda’s National Development Plan III (2020/21–2004/25) to increase household incomes and improve the quality of life of Ugandans, especially through enhancing productivity and social well-being. It also supports the implementation of Uganda’s National Land Policy, 2013 and the implementation of the Sustainable Development Goals (SDGs) and Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security (VGGT).

3.1 Project management and implementation modalities

The project is implemented and managed by Land, Housing and Shelter Section and the GLTN Secretariat of the Urban Practices Branch. It is implemented in close collaboration with the Regional Office for Africa (ROAF) and Urban Planning, Finance and Economic Development Section. Externally, the project is implemented in collaboration with the Government of Uganda through the Ministry of Lands, Housing and Urban Development and the local Government units in respective project areas, land management institutions at district and lower level including District Land Boards, District Land Offices, local council courts etc. Other external key stakeholders are the Embassy of the kingdom of Netherlands, Netherlands Development Organization (SNV) and other development partners including IFAD, World Bank, FAO, UNDP and GIZ in Uganda. Other key internal stakeholders

are the Policy, Legislation and Governance section, the Human Rights and Social Inclusion Section; Programme Development Branch and Innovations Unit.

4. Purpose, objectives and scope of the evaluation

The main purpose of this Mid-term evaluation or consolidation phase assessment is to give an independent mid-term appraisal of the project, “Scaling up community-based land registration and land use planning on customary land in Uganda”. The mid-term evaluation or consolidation phase assessment will serve both the accountability and learning objectives. It is intended to: (i) provide evidence on whether the project is on track towards achieving the project’s expected accomplishments and objective; and (ii) enhance learning by identifying good practices, lessons, constraints and challenges which may need corrective measures and improvement. The evaluation will therefore be formative, focusing more on the functioning of the project processes, understanding how the project is working and producing its outputs and achieving or not results, and informing planning and decision-making for the remaining period of the project and the second Phase. It is expected that the consolidation phase assessment will provide the necessary findings on what works and what are areas for improvement to improve the project’s efficiency and effectiveness in the next phase.

Specific objectives of the mid-term evaluation are to:

- a. Assess the performance of the project in terms of its progress towards the achievement of planned results at the expected accomplishment and output levels;
- b. Assess the relevance, efficiency, effectiveness, coherence and sustainability of the project towards scaling up customary land registration and climate-smart land use planning processes;
- c. Assess the planning, adequacy of resources, partnerships, coordination modalities and working arrangements and how these may be impacting the effectiveness of the project;
- d. Assess how cross-cutting issues such as gender equality, environment, youth and human rights have been integrated into the project;
- e. Identify areas of improvement and lessons learned and recommend forward-looking strategic, technical, programmatic and management considerations to improve the performance and processes of the project for the remaining period of the project

In terms of time and scope, the evaluation will cover the planning, funding, implementation and reporting on the project phase I starting from September 2021 to date. It will assess the emerging achievements of outputs and expected accomplishments (outcomes) so far and identify and analyse constraints, challenges and opportunities. Further, it will include an assessment of how issues of gender equality, human rights, youth, and environmental sustainability have been integrated into the planning and implementation of the project. The evaluation shall focus on the areas that need improvement and provide analysis and recommendations to ensure that the next phase will be more efficient, effective and impactful. Regarding geographical scope, the evaluation will cover the priority sites of Kyoga plains and South-Western Region (Kigezi highlands).

5. Evaluation Questions based on the Evaluation Criteria

Relevance

- To what extent is the objective and implementation of the project consistent with GLTN Phase 3 strategy and programme, UN-Habitat’s Strategic Plan and the Netherlands’ Land-at-Scale Programme?
- How relevant are the project objectives, outcomes and outputs within current global (SDGs, VGGT, NUA, etc.), regional (Africa Land Policy Initiative) and national priorities and trends in tenure security and land sector management?
- How relevant is the project to the donor, partners, government authorities, target communities and intended beneficiaries?

Coherence

- To what extent does the implementation of the project support synergies and interlinkages with other projects of the Netherlands Embassy, partners and other development partners?

- To what extent do the project interventions complement and support UN-Habitat/GLTN, government, donor and key partners' efforts?

Effectiveness

- Do the implemented project activities result in the expected outputs and are likely to contribute to the achievement of the expected outcomes, or how likely are they to be achieved in line with the Theory of Change?
- Is there a clear causal link at each stage of the project results chain from output, outcomes and project objective (based on the theory of change and integrated with the logical framework)?
- What monitoring mechanisms and tools are identified to track the progress of the Project and is monitoring information delivered in a timely and meaningful way? Are the result indicator targets set realistic and achievable?
- What type of products and services does the project provide to target beneficiaries and what kind of positive changes have resulted from the products and services delivered? What are the reactions of the partners and target beneficiaries?
- How effective is the project in engaging key country partners and stakeholders on its objectives and implementation? What factors contribute to or inhibit the effectiveness of the project?
- To what extent are the resources used to implement the Project justified in delivering on the outcomes?

Efficiency

- How efficiently are resources (both financial and technical) used to deliver the outputs and outcomes of the project?
- What factors or types of obstacles (institutional, political, administrative, financial and managerial) contribute to or inhibit the efficient implementation of the project, affecting cost-effectiveness?
- What perceptions do partners, donors, and key stakeholders have about the efficiency of the project?

- How is the Project designed and implemented, and what are the most efficient activities implemented?

Impact Outlook

- What emerging outcomes, if any, can be attributed to the implementation of the project? To what extent has the project is attaining or not its objective and outcomes?
- What is the likelihood that the project will contribute to positive (or negative) impacts in the priority project sites, particularly on tenure security and land use planning?

Sustainability

- To what extent could the project's emerging outcomes and momentum be sustained, replicated or scaled up?
- To what extent have the project partners been able to design and implement the project activities, and to what extent could these be sustained or scaled up?
- To what extent is the project able to implement capacity development and learning exchange effectively, including across different project areas and different partners?

Integration of cross-cutting issues

- How effective is the Project in ensuring that crosscutting concerns such as gender, youth, capacity development, human rights and environment are incorporated in the design, planning, implementation, reporting and monitoring?

Innovation, Learning and Knowledge Management

- Which approaches (more efficient/cost-effective processes, information systems, capacity development etc.) are innovative in the project? What capacity gaps are addressed by the project? What are the continuing capacity needs of the government and other key stakeholders at the local level?
- To what extent has the innovation, learning and knowledge from the project been shared and disseminated within the Project (among key stakeholders, partners and other development partners).

- To what extent have the partners been able to document and share experiences and lessons and how these have been helpful to their learning process?
- What expectations/ideas do the project partners have to move forward with their KM work?

6. Evaluation Approach and Methods

The evaluation should employ a mix of approaches and methods. A results-based approach, (Theory of Change Approach) should be applied to this evaluation to demonstrate how the project is supposed to achieve its planned results. Also, the Context Input Process Product (CIPP) approach should be used to assess project implementation structures, procedures, collaboration, coordination, partnerships and targeted beneficiary needs. In addition, the evaluation should be inclusive, participatory and consultative with partners and stakeholders. It should be conducted in a transparent way in line with the Norms and Standards of evaluations in the UN system.

6.1 Evaluation Methods

A variety of methods will be used to collect information. They will include but not be limited to:

- Review of relevant documents in pursuit of specific data points or facts, including project documents, project logframe, performance reports, meeting minutes, UN-Habitat work programmes, etc
- Key informant Interviews and consultation including possible group discussions to explore the perspectives of main stakeholder constituents. An interview protocol to cover key evaluation questions should be developed by the consultant.
- A survey will be determined if it is necessary given the time constraints for this evaluation.
- Field visits in selected areas (TBD) because of Ebola situation.

The evaluation consultant will describe expected data analysis and instruments to be used in the evaluation inception report.

7. Evaluation Management and responsibilities

Impartiality is an important principle of evaluation because it ensures the credibility of the evaluation and avoids a conflict of interest. For this purpose, officers responsible for the design and implementation of the project will not manage the evaluation process.

The independent Evaluation Unit, in close coordination with LHSS/GLTN, will manage the evaluation process, ensuring that the evaluation is conducted by a suitable evaluation team, providing technical support and advice on methodology, explaining evaluation standards and ensuring they are respected, ensuring contractual requirements are met, approving all deliverables (TOR, Inception Reports; draft and final evaluation reports), sharing the evaluation results, supporting use and follow-up of the implementation of the evaluation recommendations.

The project team and the GLTN Secretariat will be responsible for supporting the evaluation by providing the information and documentation required, providing contacts of stakeholders to engage with, facilitating site visits and interview process, and other related support.

The Evaluation Reference Group (ERG), will be established as a consultative arrangement and have representatives of UN-Habitat, Donor, beneficiary representatives, and other key stakeholders. At the minimum, the Group will be composed of the members of the established Local Advisory Group. It will assist the evaluation process to maximize the relevance, credibility, quality, uptake and use of the evaluation. Responsibilities of the ERG will include providing inputs, comments and quality assurance on the inception report and the draft evaluation report. Other responsibilities may include acting as a source of knowledge for the evaluation; acting as an informant of the evaluation process; assisting in identifying other stakeholders to be consulted during the evaluation process; and participating in meetings of the reference group.

8. Provisional work schedule

The mid-term evaluation will be conducted during the period of December 2022-March 2023. The table 2 below indicates timelines and expected deliverables for the evaluation process.

Item	Description	Time frame
1	Vacancy announcement and Recruitment of the consultant	December 2022
2	Inception phase, including formal document review, development of inception report	January 2022
3	Data collection phase and report writing. The phase will include a visit to Uganda, where the consultant will engage with key stakeholders and visit the project sites.	January and February
4	Final Mid-term Evaluation Report	March 2022

9. Key evaluation deliverables

Three key deliverables (outputs) for this evaluation are:

- i. **Inception report.** The consultant is expected to review relevant information including TOR and develop fully informed inception report, detailing how the evaluation is to be conducted, what is to be delivered and when. The inception report should include evaluation purpose and objectives, scope and focus, evaluation issues and tailored questions, methodology, evaluation work plan and deliverables. Once approved, it will become the key management document for the evaluation, guiding the evaluation delivery in accordance with UN-Habitat's expectations. The inception report should include:
 - Context of evaluation
 - Purpose, objectives and scope of the evaluation
 - Theory of Change (Reconstruction of Intervention logic)
 - Approach and Methodology for the evaluation
 - Evaluation Questions and judgement criteria
 - Data collection and analysis methods
 - Stakeholder mapping
 - Consultation arrangements to maximize the relevance, credibility, quality and uptake of the evaluation
 - Field visit approach
 - Work plan and timelines of evaluation
- ii. **Draft evaluation report (s).** The consultant will prepare draft evaluation report (s) to be reviewed and endorsed the Evaluation Reference Group. It should contain an executive summary that can act as standalone document. The executive summary should include an overview of what is evaluated, purpose and objectives of the evaluation and intended audience, the evaluation methodology, most important findings and main recommendations.
- iii. **Final evaluation report** should not exceed 60 pages (including Executive Summary). In general, the report should be technically easy to comprehend for non-specialists, containing detailed evaluation findings, lessons learned and recommendations. Standard formats for evaluation reports and checklists will be provided by the Evaluation Unit, UN-Habitat.

10. Resources and Payments

The consultancy work is based on a lump-sum contract. Payments will be made to the consultants in three instalments and are to be released upon the completion of the reports in good quality as indicated above.

The **Payment Schedule** shall be as follows:

1. First payment (30%) – Upon submission of satisfactory inception report
2. Second Payment (40%) – Upon submission of satisfactory the draft report
3. Third (and last) Payment (30%) – Upon acceptance of the final report,

11. Evaluation consultant's competences, education, work experience

11.1 Competences

Professionalism: Knowledge and understanding of programme design and evaluation, results framework and land governance issues in developing countries. Ability to identify issues, analyze and participate in the resolution of issues/problems. Ability to collect data using various methods. Conceptual analytical and evaluative skills to conduct independent research and analysis, including familiarity with and experience in the use of various research sources, including electronic sources on the internet, intranet and other databases. Ability to apply judgment in the context of assignments given, plan own work and manage conflicting priorities. Shows pride in work and achievements; demonstrates professional competence and mastery of subject matter; is conscientious and efficient in meeting commitments, observing deadlines and achieving results; is motivated by professional rather than personal concerns; shows persistence when faced with difficult problems or challenges; remains calm in stressful situations. Takes responsibility for incorporating gender perspectives and ensuring the equal participation of women and men in all areas of work.

Planning and Organising: Develops clear goals that are consistent with agreed strategies; identifies priority activities and assignments; adjusts priorities as required; allocates appropriate amount of time and resources for completing work; foresees risks and allows for contingencies when planning; monitors and adjusts plans and actions as necessary; uses time efficiently.

Team Work: Works collaboratively with colleagues to achieve organizational goals; solicits input by genuinely valuing others' ideas and expertise; is willing to learn from others; places team agenda before personal agenda; supports and acts in accordance with final group decision, even when such decisions may not entirely reflect own position; shares credit for team accomplishments and accepts joint responsibility for team shortcomings.

11.2 Education

Advanced university degree (Master's degree or equivalent) in land administration, land economics, project design and management, project monitoring and evaluation, public administration, development economics, agriculture, rural development, sociology or related area.

11.3 Work experience

- A minimum of ten (10) years related experience in programme design and evaluation in developing countries, particularly in areas of land administration, agriculture and food security and natural resource management at the international level is required;
- At least five (5) years of experience in programme design and/or implementation of land and natural resources management programmes in developing countries is required;
- Knowledge and understanding of customary land issues in sub-Saharan Africa or developing countries, and the corresponding dynamics on gender, power structures, land registration and dispute resolution is highly preferred.
- Knowledge in addressing land sector issues in developing countries through policy and institutional changes, land tenure security, land tools and innovations is preferred;
- Previous experience with UN and/or international organization is highly preferred;
- Team working ability and flexibility;

11.4 Language skills

Fluency in English (both oral and written) is required; knowledge of the other UN languages is an added advantage.

ANNEX 2: PROJECT RESULTS FRAMEWORK

Project Title: Scaling up Community-based Land Registration and Land Use Planning on Customary Land in Uganda					
Project Goal	Indicators	Baseline ⁸	Target	Means of Verification	Assumptions
Development of a structured, participatory and scalable approach towards improved tenure security and sustainable land use for men, women and youth on customary land in Uganda, which is obtained using fit-forpurpose and participatory tools and approaches	# of smallholder farmers, disaggregated by sex and age, with improved tenure security on customary land and in wetland areas	TBD	30,000 smallholder farmers (of which at least 40% are in women's name and/or joint names) 15,000 people ⁹ At least 8 Institutions ¹⁰	Baseline survey study report Midterm and End of project assessment reports Country reports Assessment workshop reports Project documents and reports Web articles, videos and other information materials	Technical assistance is adequate and timely Resources are adequate and timely Sustained political will Sustained partnership and commitment
	# of people in select sub-counties that have statutory plans which are sustainable and obtained through participatory approaches	TBD			
	# of partners and institutions implementing fit-forpurpose land administration for a more effective customary land administration and land use planning	TBD			
Outcomes					
Outcome 1: Strengthened tenure security for smallholder farmers including women and youth in select areas in Uganda	# of smallholder farmers (f/m/y) issued tenure documents/ instruments by appropriate authorities	TBD	25,000 smallholder farmers (of which at least 40% are in women's name and/or joint names) 5,000 smallholder farmers (of which at least 40% are in women's name and/or joint names)	Baseline survey study report Midterm and End of project assessment reports Project reports GLTN and partners' websites Field visits/ observations	Technical assistance is adequate and timely Resources are adequate and timely Sustained political will Sustained commitment from change agents and community members
	# of smallholder farmers (f/m/y) issued Wetland Resource Use Permits and/or covered by wetland use management plans	TBD	At least 60% of the reported land disputes	Mission reports MoU between the disputing parties Minutes of ADR Sessions	
	% of land dispute cases resolved through Alternative Dispute Resolution (ADR) mechanism	TBD			

8 As the project moves to new sites, it is expected that most of the baselines will be nil. However, baselines will be confirmed in the next six months of project implementation after the conduct of baseline studies/situational analysis.

9 Tentative target; once sub-counties are selected and confirmed, this will be revised as appropriate.

10 The institutions include government institutions at national and local level responsible for land management, land use planning, environment protection but also nongovernment institutions such as CSOs, religious and cultural/traditional institutions.

Project Goal	Indicators	Baseline	Target	Means of Verification	Assumptions
Outcome 2: Sustainable, climate-smart and inclusive land use planning	# of sub-counties with sustainable, climate-smart and inclusive land use plans developed through participatory approaches	TBD	2 sub-counties 3 wetland use management plans	Baseline survey study report Midterm and End of project assessment reports Project reports GLTN website Field visits/mission reports	Technical assistance is adequate and timely Resources are adequate and timely Sustained political will Sustained commitment from change agents and community members
	# of wetland use management plans developed in a participatory way	TBD			
Outcome 3: Strengthened capacities and Improved knowledge and awareness among land stakeholders to implement gender-sensitive and fit-for-purpose approach towards strengthening tenure security and sustainable land use	# of institutions and individuals (f/m/y) with strengthened capacity on customary land registration and sustainable land use planning processes	TBD	400 individuals and 12 institutions 100 individuals and 6 institutions 30,000 individuals	Project report Learning events reports Knowledge management products (publications) GLTN website Workshop reports	Capacity development initiatives are effective and target groups are able to apply the learning Target groups are able to co-finance participation in learning events Local government officials and other change agents who gain the capacity to stay in their positions and pass on the skills to others Resources are adequate and timely Sustained political will
	# of formal and informal institutions with the strengthened capacity to resolve land-related disputes and apply mediation methods	TBD	3 platforms ¹¹ and 12 institutions ¹²		
	# of individuals and institutions with strengthened competencies and awareness to advance women's rights and gender equality	TBD			
	# of land rights holders with improved awareness on challenges, options and measures for improving their land and natural resource tenure security and land use	TBD			
	# of institutions and multi-stakeholder platforms engaged in the promotion of policy and institutional reforms and in the development of appropriate procedures on customary land registration, land use planning and dispute resolution	TBD			

11 Land Development Partners' Working Group, CCO Implementing Partners' Working Group, National Engagement Strategy (NES), Women Land Rights Movement and Northern Uganda Land Platform etc.

12 Both government and non-government institutions; such as Ministry of Lands Housing and Urban Development, Justice Law and Order Sector, NEMA, CSOs, academia and research, other Development Partners, district land management institutions (DLB, ALCs, Sub-county Physical Land Planning Committee, District Environment Office, Recorder etc.)

Outputs						
Project outputs	Indicators	Baseline	Targets for First 18 Months (Phase1)	Targets for Last 2.5 years (Phase 2)	Means of Verification	Assumptions
1.1 Gaps and priorities for land tools & approaches identified and priority land tools and approaches adopted, customized and implemented	# of priority land tools and approaches identified and agreed	TBD	At least 6	At least 6	Midterm Evaluation report, Project reports including annual reports, documents, minutes of meetings, web articles, mission reports	Technical assistance and resources are adequate and timely Sustained partners' commitment and cooperation The Covid-19 pandemic doesn't flare up in Uganda or worldwide, impacting on the movements of project partners and possibly shifting development priorities
	# of priority land tools and approaches adopted, customized and implemented	TBD	At least 3	At least 6		
1.2 Smallholder farmers' land rights are documented, mapped and registered systematically	# of smallholder farmers' customary tenure rights (f/m/y) enumerated, mapped and recorded	TBD	8,000 small holder farmers	17,000 small holder farmers	Midterm Evaluation report, Project reports including annual reports, documents, minutes of meetings, web articles, mission reports, maps	
	# of smallholder farmers (f/m/y) in wetland areas enumerated, mapped and recorded	TBD	1,500 smallholder farmers	3,500 smallholder farmers		
1.3 Alternative disputes resolution mechanisms strengthened and implemented.	# of mediation committees established/strengthen	0		2 committees	Project reports, documents, minutes of meetings, official documentation, web articles, mission reports, publications	
	# of land dispute case received and investigated	TBD		TBD		
2.1 Gaps and priorities for land use planning tools & approaches identified and priority land use planning tools and approaches adopted, customized and implemented	# of priority land use planning tools and approaches identified and agreed	TBD	At least 2	At least 3	Midterm and End term Evaluation report, Project reports including annual reports, documents, minutes of meetings, web articles, mission reports	Technical assistance and resources are adequate and timely Sustained partners' commitment and cooperation Acquired capacity is used and shared
	# of priority land use planning tools and approaches adopted, customized and implemented	TBD	At least 1	At least 2		
2.2 Land use planning and wetland management committees established	# of land use planning committees established/strengthened and supported	TBD	At least 1 land use planning committee	At least 2 land use planning committees	Midterm and End Evaluation reports, Project reports, documents, minutes of meetings, web articles, mission reports	The Covid-19 pandemic doesn't flare up in Uganda or worldwide, impacting on Midterm and End Evaluation reports, Project reports, documents, minutes of meetings, web articles, mission reports
	# of wetland management committees established	TBD	At least 1 wetland management committee	At least 3 wetland management committee		

2.3 Community sub-county land use plans and wetland management plans developed.	# of community sub-county land use plans drafted and approved in a bottom-up and participatory way	TBD	1 plan	1 sub county land use plan	Midterm and End Evaluation reports, Project reports, documents, minutes of meetings, web articles, mission reports
	# of wetland management plans drafted and finalized in a bottom-up and participatory way	TBD	1 wetland management plan	2 wetland management plans	
3.1 Capacity needs identified, and plan developed	# of capacity development and training plans developed	0	At least 4 (one per site)		Project reports, mission reports, project documents, minutes of meetings, web articles
3.2 Capacity development and training plan implemented, documented and disseminated	# of capacity development and training interventions implemented	0	At least 6 training interventions	At least 10 training interventions	Project reports, documents, minutes of meetings, web articles
3.3 Standard operation procedures for registration of customary lands, land use planning and dispute resolution developed	# of multi-stakeholder consultation workshop and meetings organized	0	At least 6 3 SOPs drafted	At least 3 3 SOPs finalized	Project reports, documents, minutes of meetings, web articles, mission reports, publications
	# of Standard Operational Procedures developed, endorsed and implementation supported	0			
3.4 Multi-stakeholder engagement plan developed and implemented with partners	# of multi-stakeholder engagement plan developed and implemented	TBD	At least 1 plan, At least 5 engagement meetings	At least 1 plan, At least 7 engagement meetings	Project reports, documents, minutes of meetings, web articles
	# of multi-stakeholder platforms established and/or strengthened	TBD	At least 1	At least 2	
3.5 Improved approaches for strengthening the security of land and natural resources tenure and land use planning of the poor documented and shared.	# of knowledge management products and information materials developed and disseminated	TBD	At least 2	At least 8	Project reports, documents, publications, events reports, mission reports, workshop reports
	# of workshops, conferences and meetings to share experience and best practices (at the international and national level)	TBD	At least 2	At least 5	

KEY ACTIVITIES

- 1.1.1 Conduct baseline research or situation analysis and consultation meetings with partners and/or stakeholders
- 1.1.2 Undertake Inception workshop launch the project and finalize work plans
- 1.1.3 Customize priority land tools and approaches
- 1.2.1 Support communities to apply for wetland use permits and CCOs
- 1.2.2 Undertake mapping, inventory and enumeration of land and wetland use rights
- 1.2.3 Display in the community and validation of database and maps
- 1.2.4 Prepare CCO files for approval and support printing of CCOs after approval.
- 1.2.5 Prepare action plans for scaling up CCO registration
- 1.2.6 Document processes and lessons learned
- 1.3.1 Identify existing ADR mechanisms and setting-up of mediation committees
- 1.3.2 Establish a registration desk of land disputes at sub-county
- 1.3.3 Conduct mediation sessions of land disputes
- 2.1.1 Conduct assessment to identify existing and priority land use planning tools and gaps
- 2.1.2 Customize and implement priority land use planning tools
- 2.2.1 Establish and Induction of sub-county physical planning and wetland management committee
- 2.2.2 Undertake baseline survey, profiling and social-economic analysis¹³
- 2.3.1 Conduct consultations with partners and/or stakeholders
- 2.3.2 Develop sub-county and wetland management plans in a participatory way
- 2.3.3 Validate the draft land use plans developed
- 2.3.4 Support approval and adoption of land use plans developed
- 2.3.5 Document processes and lessons learned
- 3.1.1 Undertake capacity gaps analysis and develop capacity development plans
- 3.2.1 Conduct ToTs and learning exchanges at the national level on priority tools and approaches
- 3.2.2 Conduct and document capacity development interventions at district and sub-county
- 3.2.3 Administer feedback mechanisms and provide continuous technical support
- 3.3.1 Undertake stakeholder consultations to develop draft SOPs for CCO registration, subsequent transactions and dispute resolution
- 3.3.2 Organize multi-stakeholder consultation meetings to discuss and validate draft SOPs
- 3.3.3 Promote the inclusion of CCO spatial data into the NLIS
- 3.4.1 Undertake stakeholder mapping and analysis
- 3.4.2 Forge partnerships at various levels
- 3.4.3 Identify key political champions
- 3.4.4 Organize and/or support multi-stakeholder workshops, meetings and events
- 3.5.1 Develop & disseminate knowledge and awareness materials

ANNEX 3: THEORY OF CHANGE (project document version)

THEORY OF CHANGE LAND AT SCALE: UGANDA														
IMPACT-LEVEL														
POLICY GOALS	<table border="1"> <tr> <td>Sustainable Development Goals New Urban Agenda</td> <td>Goals 1, 2, 5, 10, 11, 13, 15 Para 35, 49, 96</td> </tr> </table>	Sustainable Development Goals New Urban Agenda	Goals 1, 2, 5, 10, 11, 13, 15 Para 35, 49, 96											
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PROJECT IMPACT	<table border="1"> <tr> <td>1. Secure and equitable access to land and natural resources</td> <td>2. Sustainable and efficient use of land and natural resources</td> </tr> </table>	1. Secure and equitable access to land and natural resources	2. Sustainable and efficient use of land and natural resources											
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PROJECT OBJECTIVE	Contribute to the development of a structured and scalable approach towards improved tenure security and sustainable land use for men, women and youth, which is obtained using fit-for-purpose and participatory tools and approaches													
OUTCOME-LEVEL														
OUTCOME	<table border="1"> <tr> <td>1. Improved tenure security for men, women and youth</td> <td>2. Inclusive, climate-smart and sustainable land use</td> <td>3. Improved capacity and awareness of key land stakeholders on customary land registration and land use planning</td> </tr> </table>	1. Improved tenure security for men, women and youth	2. Inclusive, climate-smart and sustainable land use	3. Improved capacity and awareness of key land stakeholders on customary land registration and land use planning										
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OUTPUT-LEVEL

PROGRAMME STRATEGIES (outputs)

1. Application of a fit-for-purpose approach to secure customary lands with special attention to women, youth and vulnerable groups

2. Application of a fit-for-purpose approach to promote tenure responsive, inclusive and sustainable land use planning

3. Demand-driven, pro-active and multi-stakeholder approach towards building capacities and awareness towards customary land registration and land use planning

Output indicators

1.1 Number priority fit-for-purpose land tools and approaches, identified, agreed, customized and implemented

1.2 Number of smallholder farmers' customary tenure rights (f/m/y) enumerated, mapped and recorded

1.3 Number of smallholder farmers (f/m/y) in wetland areas enumerated, mapped and recorded

1.4 Number of mediation committees established/strengthened

1.5 Number of land dispute case received and mediated

2.1 Number of sub-county land use planning and wetland management committees established/strengthened and supported

2.2 Number of sub-county and wetland land use plans drafted and approved in a participatory way

3.1 Number of capacity development and training plans developed and implemented

3.2 Number of Standard Operational Procedures on customary land registration, land use planning and dispute resolution developed, endorsed and implementation supported

3.3 Number of multi-stakeholder engagement plan developed and implemented

3.4 Number of multi-stakeholder platforms established and/or strengthened

3.5 Number of knowledge management products and information materials developed and disseminated

3.6 Number of workshops, conferences and meetings to share experience and best practices

MAIN BOTTLENECKS LAND GOVERNANCE; MAIN RISKS; ASSUMPTIONS

PROBLEM ANALYSIS

Due to population growth, pressure on land and land fragmentation increases which causes unproductivity. In addition, 80% of Ugandan land is customary land which has not been registered, and causes the land governance not to function, increases disputes and increases insecurity about income and tenure.

RISKS

The Covid-19 pandemic could flare up in Uganda or worldwide, impacting on the movements of project partners and possibly shifting development priorities

Limited commitment and financial support from the Ugandan government.

Reluctance of stakeholders to join the project, especially in the wetlands area, because of distrust between rural areas and Kampala and because of experiences with large scale agricultural investments and expropriation.

No other donor can be found to cooperate with on the combination of food security/ agricultural development and land tenure security.



ANNEX 4: FINANCIAL REPORT AS OF AUGUST 2022

Financial Report as at August 2022

Project: LAND-at-Scale Uganda - Scaling up community-based land registration and land use planning on customary land in Uganda

Donor: Kingdom of Netherlands, through the Netherlands Enterprise Agency (Land-at-Scale Programme)

UN-Habitat Grant No: M1-32FOD-000206

Duration: September 2021 to September 2025

Grant Amount: 3 million Euros

Components/Outcomes	Expense Categories	Phase 1 Budget (In Euros)	Expenditures (in USD)	Expenditures (In Euros)	Difference (Bduget - Expenditures)
Outcome 1: Strengthened Tenure Security for Smallholder Farmers including Women and Youth in Select Areas in Uganda					
Tenure security improvement for small hold famers	Staff Personnel/Consultants	97,000	18,920	16,272	80,728
	Transfer/Grant to Partners	285,000	302,200	259,892	25,108
	Contractual Services	10,000	6,000	5,160	4,840
	Travels	10,000	882	758	9,242
	Operating costs	5,000	6,000	5,160	-160
	Sub-Total	407,000	334,002	287,242	119,758
Outcome 2: Sustainable and Inclusive Land Use Planning					
Sustainable land use Planning and wetland management planning	Staff Personnel/Consultants	86,000	22,820	19,625	66,375
	Transfer/Grant to Partners	114,000	115,500	99,330	14,670
	Contractual Services	5,000	4,000	3,440	1,560
	Travels	5,000	380	380	4,620
	Operating costs	5,000	6,675	5,740	-740
	Sub-Total	215,000	149,374	128,462	86,538
Outcome 3: Capacity Development Initiatives and Support to Multi-stakeholder Partnership and Knowledge Management					
Capacity development initiatives and improved knowledge and awareness	Staff Personnel/Consultants	54,000	11,479	9,872	44,128
	Transfer/Grant to Partners	85,500	91,800	78,948	6,552
	Contractual Services	5,000	13,568	11,668	-6,668
	Travels	10,000	3,584	3,082	6,918
	Operating costs	5,000	4,000	3,440	1,560
	Sub-Total	159,500	124,431	107,011	52,489
Overall Project Management and Coordination					
Planning, reporting, coordination and communications	Staff Personnel/Consultants	96,300	19,553	16,816	79,484
	Transfer/Grant to Partners	85,500	115,500	99,330	-13,830
	Contractual Services	20,000	24,404	20,987	-987
	Travels	30,000	2,806	2,413	27,587
	Operating costs (incl supplies)	21,533	13,192	11,345	10,188
	Equipment, Vehicle and Furniture	16,600			16,600
	Sub-Total	269,933	175,454	150,891	119,042
Total Direct Cost		1,051,433	783,262	673,605	377,828
Total Indirect Cost		148,567	101,824	117,272	31,295
	PSC	118,864	101,824	87,569	31,295
	1% Levy	29,703		29,703	0
Grand Total		1,200,000	885,086	790,877	409,123

Notes:

Amount Received = USD 1,360,810 plus 1% Levy (€ 29,703)

Exchange rate = 1.162790702

Transfer/Grant Partners This includes agreements with UCOBAC, IIRR and Makerere University

Certified by:

Maryanne Mwangi

Associate Programme Management Officer

Land, Housing and Shelter Section

UN-Habitat

Date: 12.10.2022

Approved by:


Robert Lewis-Lettington

Chief

Land, Housing and Shelter Section

UN-Habitat

Date: 14th October 2022

ANNEX 5: EVALUATION MISSION AGENDA

No	Date	Time (Hrs)	Purpose	Persons to meet	Location	Remarks
	19th March 2023		Arrival at Ebb Airport	Fairway Hotel to arrange pick-up		
DAY ONE						
1	20th March	9:00 am to 11:30 am	Ministry of Lands, Housing and Urban Development	PS, Directors for Land management and Physical Planning and Urban Development and other relevant technical officials	MLHUD Board room	Confirmed
		12: 00 pm to 1:00 pm	JLOS	Grace Angellina Chelimo	JLOS offices	
		2:00 pm to 4:00 pm	Makerere University-School of Built Environment	Professor Musinguzi Moses and Dr. Makabayi Brian and Ms Amanda Ngabirano	MAK-SBE board room	
DAY TWO						
		10:00 am to 11:00 am	UCOBAC	Frances Birungi, Mark Katusiime and Jordana Wamboga	UCOBAC Offices	
		12:00 pm to 1:00 pm	Embassy of the Kingdom of Netherlands in Uganda	Raadaschider Hans and Josephat Byaruhanga	EKN offices	
		2:00 pm to 5:30 pm	Travel to Mbale		Stay the night in Mbale	
DAY THREE						
3	22nd March 2023	9:00 am to 10:00 am	Ministry of Water and Environment	Regional officer	Regional Office in Mbale	
		10.30-11.30	District officials	Environmental Officer, CAO, DLB member, Physical Planner, LCV Chairperson, RDC, Senior Land management officer, Community Development officers	Butaleja district board room	
		12:00 am to 1:00pm	Meeting with Sub-county	ALC, Recorder, Physical Planning Committee, LC III Chairperson, Mediation Committee	TBD	
		1:30 am to 3:00pm	Visit CCO beneficiaries	Visit a few selected CCO beneficiaries	At the beneficiaries' homes/farms	
		3:30 pm to 5:00 pm	Visit selected wetland management association (s) and wetlands areas	FGD with wetland management association leaders and selected wetland users		
DAY FOUR						
4	23rd March 2023	7am to 5:00 pm	Travel from Mbale to Kabale		In total 10 hours by Road.	Possibility to split the journey by traveling from Butaleja to Jinja the previous day.
DAY FIVE						
		9:00 am to 11:00 pm	Meeting with Kabale District officials	Environmental Officer, CAO, DLB member, Physical Planner, LCV Chairperson, RDC, Senior Land management officer, Community Development officers	Kabale district board room	

	11:30 am to 1:00 pm	Kitumba sub county officials	ALC, physical planning committee, Meditation Committee, LC3	Kitumba sub county offices	
	2:00 pm to 4:00 pm	CCO Beneficiaries	Youth, woman, elder, jointly registered, and Vulnerable person	At the beneficiaries' homes	
DAY SIX					
24th March 2023	09am to 11:00 am	FGD with women in Kitumba	CCO beneficiaries and those that participated in the physical planning process	MAK-SBE to determine	
	12:00 pm to 2:00 pm	FGD with youth in Buhara	Beneficiaries involved in the youth evaluation criteria	IIRR team to determine	Visit Lake Bunyonyi after late lunch
DAY SEVEN					
26th March 2023		Travel back to Kampala			Possibility to split the journey by staying in Mbarara the previous night
DAY EIGHT					
27th March 2023	9:00 am to 10:00 am	Meeting with IFDC	Chief of Party	IFDC office	
	12:30 pm to 1:00 pm	Meeting with UNCDF	Joel Mundua: Land Focal Point and Deputy Head of Office	UNCDF office	
	3.00-4.00 PM	Meeting with IIRR	Pamela Nyamutoka	Hickory	
	4.30-5.30 PM	Meeting with GIZ	RELAPU Team leader	Bugolobi Office	
Use the afternoon to prepare for stakeholder breakfast meeting					
DAY NINE					
28th March 2023	8:00 am to 12:30 pm	Stakeholder Breakfast meeting on initial findings	Yet to be determined	Yet to be determined	
	2:00 pm to 3:30 pm	Recap with GLTN country team	GLTN team	UN-Habitat office in Kololo	
		Travel to Nairobi			Late Flight (after 8PM onwards) or early morning flight next day
DAY TEN					
29th March 2023	7:00 pm to 5:00 pm	Meeting (s) with GLTN Secretariat in Nairobi	Chief, LHSS and GLTN Secretary, Project Manager, Evaluation Unit, PMO/Finance, GLTN Staff supporting on Tools implementation etc.	Gigiri UN Compound	
DAY ELEVEN					
30th March 2023		Travel back home from JKIA			

ANNEX 6: PERSONS INTERVIEWED

UN-Habitat

- Robert Lewis-Lettington, Chief Land, Housing and Shelter Section

Netherlands Enterprise and Development Agency (RVO)

- Maaïke van den Berg, Programme Specialist and Project Focal Point

Netherlands Embassy in Uganda

- Hans Raadaschider, Programme Specialist and Project Focal Point

GLTN

- Danilo Antonio, Coordinator GLTN Secretariat
- Simon-Peter Mwesigye, GLTN Country Project Coordinator
- Maryanne Mwangi, Finance Officer

UNCDF

- Joel Mundua, Deputy Head of Office

Ministry of Lands, Housing & Urban Development (MLHUD):

- Kaganzi Emmanuel, Assistant Commissioner Lands
- Irumba Henry, Physical Planner, Physical Planning Dept.
- Murungi Ronald, Physical Planner, Physical Planning Dept.
- Mutaka S., Physical Planner, Physical Planning Dept.
- Byendamira Ateenyi Vincent, Acting Director Physical Planning Dept.
- Abdunasa Olekwa, Land Administration Dept.
- Morru Jesse, Land Administration Dept.

Ministry of Water and Environment

- Geoffrey Gokaka, Regional Wetlands Coordinator

JLOS

- Grace Angellina Chelimo, Director

Makerere University-School of Built Environment

- Professor Musinguzi Moses
- Dr. Makabayi Brian
- Ms Amanda Ngabirano

UCOBAC

- Frances Birungi
- Mark Katusiime
- Jordana Wamboga

IIRR

- Pamela Nyamutoka, Country Director
- Daniel Ogwang, Programme Director

GIZ

- Christina, Programme Director

KITUMBA SUBCOUNTY

<u>NAME</u>	<u>POSITION</u>	<u>CONTACT</u>
1- MAAKWINNIA	Chair Forest manager	1102 0783041521
2- MUTIGA DEMIS	Chair A.L.C.	0772344285
3 BIGIUKWA PATRICK	member Area Land C	0772669837
4 AKOREBIRUNGI BENJAMIN	FIELD ASSISTANT	0778791543
5 KLESICIA PHILEMON	FIELD ASSISTANT	0783804409
6 BYARUHANGA NARI	SEC. MEDIATION	0754287966/0774272000
7. TINDIMWEBWA JAMES	Mediation Comm.	0783450210
8 Rweggemens Francis	Mediation member	0783245929
Byaruhanga Wilson	SIC CHIEF KITUMBA	0774066622
10 EUNICE BAZIYE	Area Land C. member	0784556467
11 Ruzomushana Loy	Mediation member	075146535
12 Rev. Stephen Tabano	Chair Mediation	0782267594
13 Tukasingura Dinah	mediation comm	0771606260
14 ARINAITWE ANGELLA	Area Land C. member	0778840980
15 ATHARIMPISYA JESSY	Agriculture officer	0771606182
16 TUKAMUSHABA EDITH	Community Development Officer	0782203452
17. Mulhevera David	LC III person	078441970

BONARA PARISH (GUVU)

<u>NAME</u>	<u>EMAIL / PHONE</u>
Hon. councillor Ruhomisirize NELSON	0784053
AKAMPURIRA NICHOLAS	07788409
KITOMUKAMA SCVIA	0780560
Byamukama DICKSON	078415588
Tumuhirwe VASITINA	07889161
Kemigisha phionah	

ANNEX 7: BIBLIOGRAPHY

- Terms of Reference: Mid Term Evaluation of the Land-at-Scale Project
- Project Document: Scaling up community-based land registration and land use planning on customary land in Uganda (2021)
- Project Brief: Scaling up community-based land registration and land use planning on customary land in Uganda (2021)
- Semi-annual Progress Narrative Progress Report: Scaling up community-based land registration and land use planning on customary land in Uganda - May 2022
- Financial Report as of August 2022
- Annual Narrative and Financial Report: Scaling up community-based land registration and land use planning on customary land in Uganda (2022)
- Project Document: Securing Land Tenure for Improved Food Security in Select Areas in Uganda (2017)
- Mid-Term Review: Securing Land Tenure for Improved Food Security in Select Areas in Uganda (2018)
- Final Report: Securing Land Tenure for Improved Food Security in Select Areas in Uganda – Final Report (2020)
- 1998 Land Act
- 2020 Physical Planning Act (amended)
- Land Tenure and Food Security in Uganda: Focus on The International Fertilizer Development Center (IFDC) and Netherlands Embassy Focal Areas (2016)
- Baseline Study for “Securing Land Tenure for Improved Food Security in Select Areas in Uganda” project (2018)
- The Step-by-Step Guide to Customary Land Registration in Uganda, Trocaire/Democratic Governance Facility (no date)
- Consultancy Services to Review the Legal, Policy and Administrative Framework for Local Government Revenue Management and Design of a Local Government Own Source Revenue Mobilization Strategy, EFICON Consulting, 2020

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