



TOWARDS A WORLDWIDE INFLUENCING NETWORK:

CITIZENS' ATTITUDES, NORMS AND VOICE IN UGANDA:  
IMPACT EVALUATION OF THE *RIGHT TO FOOD*  
*PROGRAMME*

RESULTS OF THE STRATEGIC PARTNERSHIP OF OXFAM  
NOVIB AND SOMO WITH THE MINISTRY OF FOREIGN  
AFFAIRS IN THE NETHERLANDS

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This evaluation was achieved through the extensive contributions and expertise of the entire Right to Food team, including the partners Coalition of Pastoralists Civil Society Organization (COPACSO), Participatory Ecological Land Use Management (PELUM) and Eastern and Southern Africa Small scale Farmers' Forum (ESAFF) and Oxfam staff in Uganda, the Impact Measurement and Knowledge team and of course the interviewers. The interviewers were trained by Oxfam staff during an endline workshop, organized by the Impact Measurement and Knowledge team of Oxfam Novib, in Gulu in October 2019. In addition, the interviewers, partners COPACSO, PELUM and ESAFF and Oxfam staff contributed to a reflection workshop on the data in Gulu in February 2020.

The endline survey is part of the broader Monitoring, Evaluation and Learning strategy of the Strategic Partnership Towards a Worldwide Influencing Network between the Dutch Ministry of Foreign affairs, Oxfam Novib and the Centre for Research on Multinational Corporations (SOMO).

# EXECUTIVE SUMMARY

This report presents the findings of the impact evaluation for the outcome areas of increasing the citizens' voice and shifting norms and attitudes for the Right to Food project in Uganda. This project works towards access to and governance of systems that support the resilient livelihoods of smallholder food producers, such as land, inputs (especially seeds) and adaptation. This project was implemented as part of the Strategic Partnership – 'Towards a Worldwide Influencing Network' – of Oxfam Novib, the Centre for Research on Multinational Corporations (SOMO) and the Dutch Ministry of Foreign Affairs. This impact evaluation report compares the results of the baseline survey conducted in June 2016 and the endline survey conducted in October and November 2019 to assess the contribution of the Right to Food (R2F) project on increasing the citizens' voice and shifting norms and attitudes.

## OBJECTIVES OF THE REPORT AND EVALUATION QUESTIONS

The objective of the impact evaluation was to determine to what extent project activities had contributed to changes in the citizens' voice and shifting norms and attitudes between the baseline and the endline (see section 1.2).

This objective was formulated in one main evaluation question:

- To what extent did the project's activities contribute to **changes in the citizens' voice and shifted norms and attitudes concerning land rights?**

## RIGHT TO FOOD IN UGANDA AND ITS ACTIVITIES

The overall objective of the R2F project in Uganda is to ensure that food producers, especially women, pastoralists and their communities, enjoy greater local, national and global public and private sector policies that protect and promote their prosperity and resilience in relation to land and seed rights. Secondly, the project aims to ensure a positive shift in the norms and attitudes of pastoralists, farmers and public duty-bearers on pasture, farmer-managed seed systems and land rights.

The R2F project in Uganda raises the citizens' voice on land rights and quality seed management through different capacity building and awareness interventions in communities. In these communities, women and men who are active in community land associations and farmers' groups are particularly targeted for these interventions. The project also implements mobilizations and public campaigns. Supported by the project partners, community land associations mobilize citizens around issues of farmers' rights and land rights, gender equality and quality seed management.

## METHODOLOGY AND SAMPLING

This evaluation assessed the contribution of the project to changes in increased citizens' voice and shifted attitudes and norms. It did so by comparing a sample of project participants at the start of the project (baseline) with a sample at the end of the project (endline). This allowed us to see to what extent changes in the citizens' voice, attitudes and norms had occurred among the project participants. Additionally, for the key outcomes of citizens' voice and shifted norms and attitudes, we looked at differences between gender and the provinces. For the baseline evaluation, we spoke to 558 people participating in the project. For the endline evaluation, we spoke to 461 people participating in the project.

## FINDINGS

The evaluation question reflected on changes in the citizens' voice and shifting norms and attitudes concerning land rights. The results showed that project participants were stable in their civic engagement over time. For action on injustice or to fight for rights, we saw that project participants took the same amount of action as those at the baseline. For citizens taking action on right to food topics, we saw a decline from the baseline to the endline, indicating that the project had not contributed to changes in taking action on R2F topics in general. However, focusing on specific topics, we found that the two main topics were supporting the security of land rights and the rights of farmers in general. For this latter topic, we also found a shift towards more project participants taking action on the farmers' rights at the endline compared with the baseline. This could indicate that the project contributed to a change in taking action on farmers' rights.

The majority of the project participants indicated that they had access to land, and the land was primarily used for agriculture. For control over land, decisions were made by the entire household, indicating that the right of control was not an individual's right but a household right. We saw nuances in the differing control rights of men and women. The majority of the project participants indicated that the land was theirs, and men indicated this significantly more than women. Similarly, land ownership also often fell on the entire family. On average, project participants agreed that they were able to influence negotiations concerning their land. Female project participants indicated higher capabilities for influencing land negotiations within the household at the endline than at the baseline. It is therefore likely that the project contributed to female project participants perceiving themselves as more capable of influencing negotiations on land in the household at the endline than at the baseline. However, the differences between men and women still showed gender inequality in authority rights.

Project participants, on average, rated themselves as neutral (neither agree nor disagree) when it came to being aware of how to get a certificate that can prove ownership of the land. If the land of project participants were taken, project participants again rated themselves, on average, as neutral (neither agree nor disagree) in knowing the procedural steps to claim back the land. Similarly, on a scale from 1 to 10, project participants, on average, rated themselves as 6.3 when it came to having the confidence to do something to claim back their land if they would not be allowed to access their land anymore. Taking these three results together, there is still a lot of room for people to gain knowledge of how to claim back their land, which might result in them having more confidence in claiming back their land.

Land rights are predominantly determined by gender norms favourable to men. The majority of both men and women hold attitudes that favoured male-dominant inheritance rights, but there is room for a different, gender-equal norm, as one-third of the project participants would divide their land equally. On average, project participants at the endline had more gender-equal attitudes than at the baseline. This increase in gender-equal attitudes especially accounts for men, who started at a lower point at the baseline. The project contributed to the rise in the gender attitudes of men to a level similar to that of women. However, when reflecting on the current level of gender-equal attitudes, there is still room for improvement. Tying the two findings together, for both men and women, we found a positive and significant relationship between the two types of attitudes. For both men and women participating in the project, if they had more gender-equal attitudes (hence if they disagreed more with male privilege), they were more likely to state that they would divide the inheritance rights of their land equally among sons and daughters. This finding could indicate that the R2F project should continue working on gender-equal attitudes, which in turn could lead to improved women's land rights.

We found that project participants rated their access to good quality seeds on average as 6.4 (out of 10). The respondents that had access to these seeds mainly accessed them through previous harvests or through buying them at the market. We did not find significant contributions from the R2F project to increasing the likelihood of being involved in trading seeds: the proportion of project participants at the baseline and the endline were similar. Project participants at the baseline and the endline had similar perceptions of the capacity of farmers to control and manage good quality seeds – on average they agreed that farmers had this capacity.

## CONCLUSIONS

The evaluation showed that the project did not contribute to an increase in the citizens' voice in general – but stabilized civic engagement among project participants. Thematically, the project did contribute to increasing the citizens' voice on the topic of farmers' rights. Additionally, the most frequently mentioned topics that the project participants find important were land rights and especially farmers' rights. On average, project participants took 1–2 actions (regardless of the topic) and more men than women took follow-up actions. We found that the majority of the project participants had access to land. Project participants, on average, agreed that they were able to influence negotiations on their land. Female project participants indicated higher capabilities for influencing negotiations on land within the household at the endline than at the baseline. However, the control rights and the authoritative rights fall within the male-dominant norms of Ugandan society. We found that these norms held for both men and women, indicating that there is a need to influence both men and women on gender-equal land rights. In Acholi, project participants were more inclined to divide the land equally than the other regions. We found that when project participants had more gender-equal attitudes, they were more likely to divide the land equally between sons and daughters. Over one-third of project participants had experience of disputes over land claims. These results differed hugely in the different regions, with the highest number experiencing disputes in Acholi and the lowest in Karamoja. Project participants rated their access and timeliness to good quality seeds as somewhat sufficient. Project participants thought that farmers had the capacity to control and manage good quality seeds. Project participants in Karamoja and Teso were more positive about farmers' capacity to control and manage seeds than project participants in Acholi and West Nile.

## LIMITATIONS

This evaluation did not compare target and 'true' comparison groups, but instead, compared project participants at the baseline and the endline. There was no comparison group. Factors such as spillover of some of the project actions from targeted groups to non-targeted groups and the arrangement of society in Uganda made it hard to work exclusively with a planned target group. The design of this study, therefore, could have been improved by sampling a comparison group further away from the project locations. Additionally, differences were measured between male and female project participants, and between project participants from Acholi, Karamoja, Teso and West-Nile. As the project's mode of implementation caused the level of engagement in project activities of community land association (CLA) members to change, the changes that we have found might be different from those that were expected originally.

Due to the adaptive nature of the project, not all concepts were seen as relevant at the start of project implementation. Therefore, we did not measure these concepts at the baseline. This means that we cannot compare the baseline and endline, and therefore cannot say anything about the contribution of the R2F project. We can only determine the likelihood of the contribution of the R2F project. Additionally, project participants might have found it difficult to understand some key concepts. Therefore, we accepted the reflections and explanations of Oxfam's project partners on what these concepts mean in the context of the lives of people living in the Northern and Eastern districts in Uganda. The results of the evaluation were indicative of the project in general. Even though this evaluation presents differences between sub-regions in Northern and Eastern Uganda, it is unclear whether the project alone contributed to the significant changes in these sub-regions because of the limited statistical power for each sub-region in the sample.

## RECOMMENDATIONS

### Citizens' voice

- To increase the citizens' voice, CLAs have received various training sessions on different topics given by the partners, and public awareness has been raised through radio talk shows, dialogues, and community gatherings. However, local communities can be educated further on how to take action to acquire justice as this has been stagnating. The decline in the citizens' voice on issues related to right to food themes could be because the project did not focus on

these themes right from the start of the project. Therefore, there is a need to create more awareness of land rights and the benefits of seed banks.

## Land rights

- From the evaluation, it seems that there is still a lot capacity for people to gain knowledge of how to claim back their land, which might result in them having more confidence in claiming back their land and actually succeeding in recovering their land.
- Partners have recommended the creation of more awareness of land rights. A second recommendation was to identify farmers to pilot land registration. This could be done by strengthening and empowering the area land committees and the district land board.
- The government seems to embrace the R2F activities and provided a platform for participants to gain more knowledge of the acquisition of land certificates. Moreover, the engagement with cultural leaders increased awareness and knowledge of how to obtain land certificates. To ensure the uptake of R2F activities by cultural leaders will also increase in districts such as Karamoja, partners recommend facilitating dialogues with clan leaders, helping pastoralists to register their customary lands, implementing media awareness such as radio talk shows on land, and lastly, organizing exposure visits for CLAs to other districts where the practice of land registration has been successful.

## Gender equality

- Even though gender-equal attitudes have increased for male project participants, there is still room for improvement for both women and men. For example, more sensitization on land rights and ownership for both men and women, and economic empowerment for women, so they can purchase their own land, is needed.
- Partners have recommended that there should be more knowledge and awareness of gender-equal land rights in the CLAs and at the community level. Additionally, empowerment activities for women should be organized such as on (household) decision-making on land issues.

## Quality seed management

- Partners thought that there is a need for the continuous provision of exposure visits on quality seed management. Moreover, there is a need for a central seed bank at the sub-county level. Lastly, there is a need to encourage farmer field schools to train the communities to produce and multiply their own seeds.
- Partners have recommended that training on post-harvest handling should be encouraged. There are also quality indigenous seeds, and the partners could encourage farmers to use and continue growing the indigenous seeds. Additionally, research institutes (in Uganda) need to identify the aspects of climate condition, to learn how the climate is affecting seeds.
- It is clear that results differ between regions. It is advisable to take into account regional differences when adapting and designing the implementation of the programme.



# 1 INTRODUCTION

This report presents the findings of the impact evaluation for the outcome areas of increased citizens' voice and shifted norms and attitudes for the Right to Food (R2F) project in Uganda<sup>1</sup>. The R2F project works towards access to and governance of systems that support resilient livelihoods of smallholder food producers, such as land, inputs (especially seeds) and adaptation. This project is implemented as part of the Strategic Partnership 'Towards a Worldwide Influencing Network' of Oxfam Novib, the Centre for Research on Multinational Corporations (SOMO) and the Dutch Ministry of Foreign Affairs. This impact evaluation report compares the results of the baseline survey conducted in June 2016 and the endline survey conducted in October and November 2019 to assess the contribution of the R2F project to increased citizens' voice and shifted norms and attitudes.

The main audience of this report is Oxfam in Uganda, the partners Coalition of Pastoralists Civil Society Organization (COPACSO), Participatory Ecological Land Use Management (PELUM) and Eastern and Southern Africa Small scale Farmers' Forum (ESAFF) and the programme management team of Right to Food. This report will be used to be accountable to our participants and our funders, to learn about the effectiveness of activities of increasing citizens voice and shifting norms and attitudes and to provide input to the development of thematic narratives on the SP's contribution to systemic change for the final evaluation. The findings will also directly feed future programme design and strengthen the thought leadership of Oxfam Novib and its local partners in the area raising citizens' voices for influencing policies. In that context, the findings of this endline survey will also be used for additional analysis and subsequent knowledge products within the context of the Strategic Partnership.

The objective of this impact evaluation was to determine to what extent project activities contributed to changes in the citizens' voice and shifted norms and attitudes – were there changes between the baseline and the endline? Where possible, we assessed to what extent the project contributed to the observed changes. We did this by comparing the baseline data with the endline data for a group of citizens who participated in the project. However, we need to be cautious when drawing conclusions regarding project contributions because of the methodological challenges faced during the study.

Helping to encourage and empower citizens to raise their voice and working to shift norms and attitudes are very difficult tasks, especially in a challenging socioeconomic context like that of the Northern and Eastern regions of Uganda. Challenging circumstances include poverty, power disparity among women, low literacy rates and limited access to information, including legal information. The reader is encouraged to keep these realities in mind while reading these pages, to recognize the inherent difficulty of the ambition of the project and the challenge of achieving the desired results in a context such as this.

This report is organized as follows: the next section **Introduction** briefly describes the Strategic Partnership and the R2F project in Uganda. Section 2 introduces the **Evaluation Questions** for this study. Section 3 provides an overview of the **Evaluation Design**, with a focus on the structuring of the evaluation, the sampling and the analysis. Section 4 presents the **Findings** grouped by theme. Within these thematic sub-sections, results are also summarized in overview tables. Section 5 presents the **Conclusions** and limitations of this study, and Section 6 offers a list of **Recommendations** based on the results and reflections of project staff and partners.

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<sup>1</sup> From this point onwards, the Right to Food project is referred to only by the abbreviation R2F project.

## 1.1 STRATEGIC PARTNERSHIP

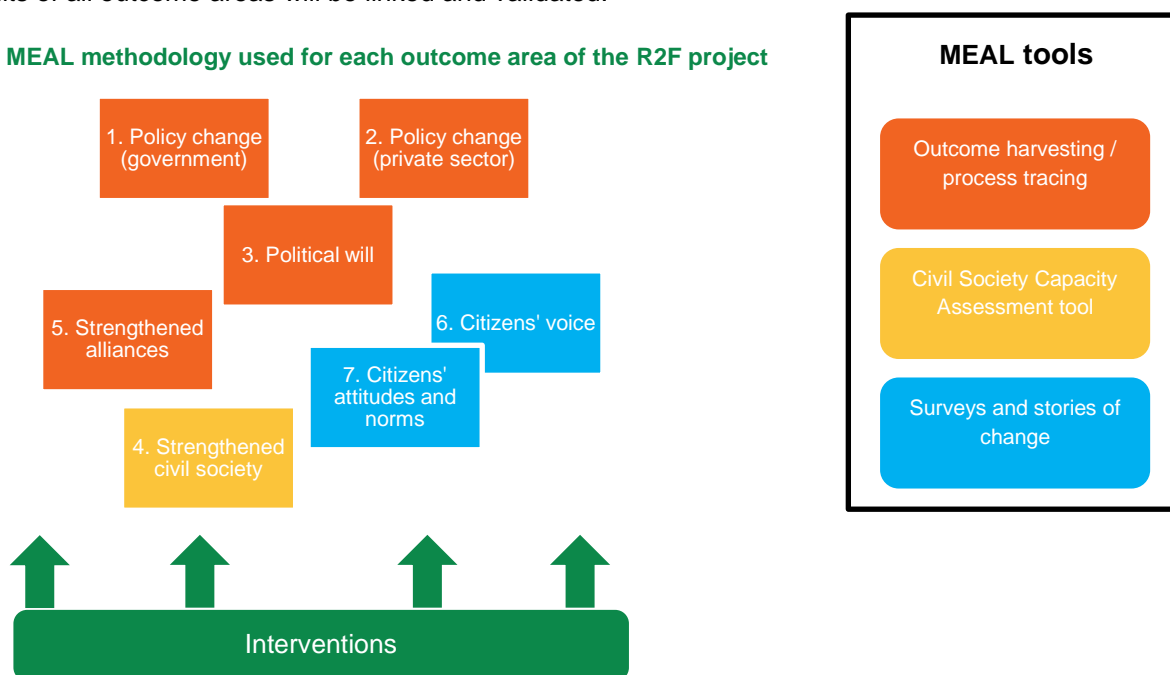
Oxfam Novib and the Centre for Research on Multinational Corporations (SOMO) have a strategic partnership with the Dutch Ministry of Foreign Affairs – ‘Towards a worldwide influencing network’<sup>2</sup>. This programme runs from 2016 until the end of 2020 and covers three thematic areas: Right to Food (R2F), Greater Responsibility for Finance for Development (F4D) and Conflict and Fragility (C&F). The thematic programmes are operationalised through 23 projects in 16 countries and three global projects.

All thematic programmes work towards several or all of the following seven outcome areas: improved policies and practices of governments and global actors, improved policies and practices of private sector actors, increased political will, strengthened civil society organizations (CSO), stronger and wider alliances, increased citizens’ voice and shifted norms and attitudes.

This impact evaluation is part of the larger Monitoring, Evaluation, Accountability and Learning (MEAL) framework of the R2F project. The MEAL framework ensures that relevant, high quality and comparable data are collected for all seven outcome areas. Each outcome area has one or more designated methodologies. The different components of the MEAL framework, as well as the position of the impact evaluation (baseline and endline surveys) in this framework, are shown in Figure 1

Findings presented here feed into the final evaluation of the Strategic Partnership programme in which the results of all outcome areas will be linked and validated.

**Figure 1 MEAL methodology used for each outcome area of the R2F project**



## 1.2 PROJECT OVERVIEW OF R2F IN UGANDA

The long term outcome of the R2F project is to ensure that food producers especially women, pastoralists and their communities, enjoy better local, national and global public and private sector policies that protect and promote their prosperity and resilience in relation to land and seed rights. To achieve this long term outcome, Oxfam works with and through partners, which are mostly women’s organizations, farmers’ organizations and CSOs, who have direct links with smallholder farmers, especially rural women, who are the primary target for the R2F project. Secondly, the project aims to ensure a positive shift in the norms and attitudes of pastoralists, farmers and public duty-bearers towards pasture, farmer-managed seed systems and land rights.

<sup>2</sup> The Strategic Partnership is funded by the Dutch Ministry of Foreign Affairs.

The R2F project was set up in 2016, and is implemented in a consortium of five organizations with unique expertise and roles aligned to the key thematic areas:

- Participatory Ecological Land Use Management (PELUM Uganda) is a thematic leader for both seeds and land and provides thematic technical guidance and support to other consortium members in addition to its member organizations that co-implement the project with PELUM Uganda.
- Eastern and Southern Africa Small Scale Farmers Forum (ESAFF Uganda) is tasked with the responsibility of mobilizing the voices of small-scale food producers and linking them to national, regional and international platforms to advocate for farmers rights.
- Coalition of Pastoralists Civil Society Organisations (COPACSO) is mandated with promoting and protecting pastoralists' rights, and by using the pasture seeds model, they help to generate evidential cases to influence the content of the draft National Rangeland and Pastoralism policy. COPACSO works with the International Food Policy Research Institute (IFPRI), which is charged with the responsibility for investigating the impact of the pasture seeds model in shifting the attitudes of pastoralists towards growing pasture for their livestock and so positively changing the livelihoods of the pastoralist communities.
- Food Rights Alliance (FRA) has a very good track record in amplifying farmers voices at the national level and engaging the media. It is the lead national convener of the national stakeholders. FRA uses cases and facts generated by partners to organize and conduct high-profile convenings at the national level.
- Oxfam Country office is the contract manager. Oxfam coordinates the actions of the partners, steers the capacity building of and by consortium members, and leads the research and strategic development for the R2F influencing programming in Uganda.

This project structure ensures that partners are working together at the national level on improving policies and increasing political will and at the sub-national level on increasing the citizens' voice and shifting norms and attitudes. At the national level, Oxfam, FRA, COPACSO, IFPRI, PELUM and ESAFF implement the project, whereas PELUM and COPACSO work with their member organizations (IIRR, CIDI, CEFORD, DADO & WSF) at the sub-national level. In this report, we focus on changes at the sub-national level as those are supported by increasing the citizens' voice.

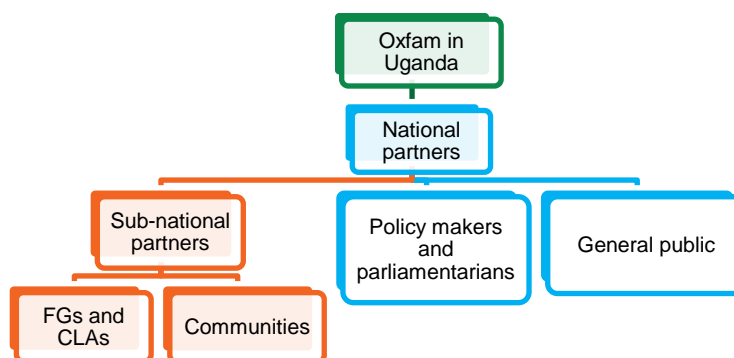
At the sub-national level, ESAFF, COPACSO and PELUM began the implementation of the project through farmers' groups (FGs) and community land associations (CLAs). Some of these FGs and CLAs were involved in Oxfam's interventions 10 years ago. These interventions were to increase water access through the construction of dams in pastoralist communities and economic empowerment projects. At the beginning of the R2F project, PELUM, COPACSO and ESAFF selected FGs and CLAs to become involved in the R2F project. The FGs and CLAs that were not selected were to be part of other Oxfam projects, and therefore they were not targeted by the R2F project. Implementation was through training of trainers (ToTs), mobilizing citizens and equipping them with relevant information for engagements with influential stakeholders, providing platforms, connecting citizens to duty-bearers and supporting them in voicing their concerns through position papers and petitions. The representatives of the selected CLAs and FGs were trained as trainers, identified as champions and were given platforms to speak out on R2F topics. Additionally, after being trained as trainers, these representatives were expected to train members of their own CLAs and FGs and to rally the support of citizens when speaking out on R2F topics.

The reach of PELUM and ESAFF was therefore intended to mainly address the selected FGs and CLAs in the West Nile, North and Eastern regions of Uganda. However, because of the nature and arrangement of society in Northern Uganda, it was challenging for both the partners and the targeted CLAs and FGs to work in complete isolation from the non-targeted CLAs and FGs. This was especially difficult if they were close to each other as some non-targeted CLA and FGs members benefited from the project activities on several occasions. Such activities included civic awareness sessions and media advocacy. This change in the mode of implementation means that we cannot assess to what extent the project has attributed to any changes, as a comparison group cannot be formed. However, one unexpected and positive outcome is that the target group for the R2F project was broader than

expected. Therefore, we will focus on comparing project participants who were directly and indirectly targeted over time.

At the national level, the Oxfam partners, FRA, ESAFF, COPACSO and PELUM, together with the sub-national implementing organizations, aimed to influence policies and political will. The partners planned to do this influencing by amplifying farmers' voices at the national level and by engaging the media. They also planned to collect input from communities to promote and protect pastoralists' rights to promote the use of the pasture seeds model and to use this input in their influencing campaigns (such as the campaign against amending article 26 of Uganda's constitutions and the Genetically Modified Organisms (GMO) bill).

**Figure 2 Project governance structure**



### 1.2.1 GROUPS OF PROJECT PARTICIPANTS

The R2F project works with CLAs and FGs. The CLAs are legally recognized structures at the community level (Land act 1998) and were established to manage and protect the customary land rights held by a group. The project works with the CLAs as the land is owned by the community. Moreover, it is the nature of the communities to organize themselves to collectively defend their land rights through registration. Working from FGs helps in mobilizing citizens to pressurize duty-bearers to listen to their voice and make policies that favour small-scale food producers. The CLAs and FGs were already active groups. They are considered to be very powerful, as the constitution says power belongs to the citizens, but less influential than for example cultural leaders,. The relationship of the CLAs and FGs to other citizens is that they represent the voice of the citizens, and in mass activities, they mobilize other citizens to participate.

In total, the project aimed to target 400,000 citizens with the interventions. In each CLA, up to 300 pastoralists are estimated to be members. In FGs, membership ranges between 25 to 30 farmers. CLAs and FGs consist of women, young people and men, who meet regularly. R2F partners visit these groups to build their capacity and raise their awareness of land rights and farmers' rights. The CLAs were first formed as early as 2015/16 under the Uganda Land Alliance (ULA), and R2F smoothed their collaborations with the Ministry of Lands and completed their process of registration. Some of the members of the CLAs are also members of the Neighborhood Assemblies (NAs), which are part of the F4D programme.

The primary rightsholders of the R2F project are the citizens (60% women and 40% men) who participate actively in CLAs and FGs. These are the participants targeted directly by the R2F programme. Indirectly targeted participants are members of CLAs who are not directly linked to the R2F project but are living in the same or neighbouring areas and have benefitted from the activities of the project (see section 1.2).

The CLAs and FGs are reached directly by R2F activities in the Karamoja, West-Nile, Teso, Lango, and Acholi regions in Eastern and Northern Uganda. These regions were selected based on poverty and

food security levels. Statistics from the Government of Uganda<sup>3</sup>, the World Bank<sup>4</sup>, Uganda Demographic Health Surveys, Uganda Bureau of Statistics and reports such as the Oxfam in Uganda Inequality report of 2016 indicate high poverty rates in Uganda. Oxfam's inequality report estimates that the Greater North region is 5 to 8 times poorer than the Central and Western regions of Uganda. Food utilization in the Greater North is the lowest at 1999 kcal/person/day and women in Northern Uganda were found to lack access to and control over land, which is one of the key productive resources.

### 1.2.2 ACTIVITIES TO INCREASE CITIZENS' VOICE, AND SHIFT NORMS AND ATTITUDES

Three types of activities in the R2F project in Uganda contribute to achievements in the outcome areas of increased citizens' voice and shifted norms and attitudes:

- **Raising awareness** among citizens about their individual and collective land rights (especially women's land rights), land legislation, claiming land and quality seed management. Through the CLAs and FGs, the R2F project can meet with citizens regularly and engage them on the topics of land and seeds, and pastoralists' rights.
- **Mobilization** of citizens. Supported by the CLAs, the partners mobilize citizens around issues of, for example, gender-equal land rights, claiming land, and seed management. The R2F project focuses mainly on changes in the local government policies and practices, not on private companies or their investors.
- **Capacity strengthening** of CLAs. Their capacity is strengthened so that they can, for example, claim back their land if their land or the land of someone in the community has been claimed. Knowing how to claim back your land or where to go for advice or to initiate judicial procedures is key. This is especially important in the rural areas of Uganda, where land rights might not always be documented,

These activities revolve around three key topics: land rights, gender-equal land rights and access to quality seeds. During the reflection workshop, Oxfam and its partners reflected on the activities of the R2F programme and how these linked to these topics.

#### ***Land rights***

The R2F project has implemented several activities to change citizens' attitudes on land rights and to increase their voice on land rights and the rights of farmers. All CLAs and FGs have been able to map their respective community landholdings, including resources such as water points, grazing and sacred lands. The partners have worked together with the traditional justice committees of nine members (four women and five men). They have sensitized the communities to the importance of registering land rights. At the policy level, R2F partners have influenced policies and laws concerning land. For example, they have been able to stop a land act amendment that was not favourable to smallholder farmers. Partners reviewed local government budgets and supported farmers and pastoralists in participating in local planning processes.

#### ***Gender-equal land rights***

In this R2F project, there is a particular focus on women's rights from identifying the proportion of women in FGs and CLAs (the R2F project aimed to have 60% as women), to ensuring women take an active role in these structures. To ensure gender-equal land rights, partners have reached the community as a whole with interventions such as community dialogues to discuss gender equality and influence gender norms in the community. Deliberate efforts are made in training sessions to build the capacities

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<sup>3</sup> GOU (2012), Uganda National Household Survey 2012/13. Uganda Bureau of Statistics, Kampala Uganda

<sup>4</sup> World Bank (2015) Investigating the gender Gap in Agricultural Productivity: Evidence from Uganda. Policy Research Working Paper 7262, Agriculture and Rural Development Team, Development Research Group, Washington D.C

of local institutions<sup>5</sup> for gender equality. Furthermore, partners have used the Gender Action Learning Systems (GALS) methodology of Oxfam, which proved successful in addressing power imbalances between women and men at both household and community levels.

### **Quality seed management**

Partners have built the capacity of CLAs for quality seed management by giving ToTs sessions. They have given training sessions on good agricultural practices (land conservation methods) for continuous seed production. FGs and CLAs have received training sessions on the bulking of seeds and post-harvest handling techniques for pasture. Additionally, partners have engaged in the seed policy formulation at both local and national levels.

All activities of the R2F project have been made possible through the holistic program approach. This approach made engagements at all levels possible, which seemed to affect citizens targeted by other Oxfam programmes as well. For example, a link has been made with the F4D project, in which the neighbourhood assemblies that broadly look at societies' challenges were linked to FGs. In this way, a critical mass was generated. For example, mobile money and social media tax were jointly tackled by farmers and other groups of citizens. But most alliances were built around the critical R2F sub-themes.

With the exceptions of Karamoja sub-region, where the major focus is on the pasture seed model, all other regions have similar interventions. PELUM's Community Managed Seeds security model, the Climate Resilient Agro-ecosystems model, the Farmers Advocacy Consultative Tool (FACT) and the GALS methodology are used by ESAFF in Acholi and Teso sub-regions. PELUM implements these activities directly through its member organizations in some districts of the Teso, Acholi and West Nile areas. FRA did not engage directly with communities but liaised with the consortium partners to collect evidence and generate facts for national and media engagements. IFPRI is charged with the responsibility for investigating the impacts of the pasture seeds model to see whether it leads to increases in animal health, productivity and household nutrition.

### **1.2.3 PROJECT CONTEXT**

Food insecurity remains high in Uganda as 19.7% of all Ugandans are absolutely poor, 3% are food poor and 38% food energy deficient<sup>6</sup>. Access to food is affected by poverty levels and gender, as women lack the income to purchase food. There is price instability, poor road infrastructure and imperfect market conditions. Consequently, 22% of households in Uganda consume one meal per day. This low consumption of food affects the production of food and, consequently, food availability. Food utilization is worrying as the Northern and Eastern regions of Uganda have a daily caloric intake of only 1999 kcal/person/day, which is the lowest of all the regions of Uganda<sup>7,8</sup>. Women food producers in Northern Uganda are not able to increase their production and productivity due to the lack of key factors of production such as land, seeds and extension services, all of which result in food insecurity

Whereas Uganda's national land laws and legislation have strengthened land rights and recognize the collective rights of all Ugandans on land, the ownership and control of land by women has only increased to 39% (individual ownership by women is 14%, and joint ownership is 25%<sup>9</sup>). Despite this increase, most women in Northern Uganda still lack access to land and control over land according to the Uganda Bureau of Statistics (UBOS) in 2011. This is due to the existence of cultural beliefs and institutions which give land ownership to the male in the household and clan heads, while women enjoy

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<sup>5</sup> FGs, CLAs and some representative of local structures, such as cultural institutions

<sup>6</sup> Government of Uganda, (2011) Uganda Demographic and Health Survey. Uganda Bureau of Statistics, Kampala, Uganda

<sup>7</sup> DEC: Dietary Energy Consumption

<sup>8</sup> Oxfam Country Strategy Uganda page 33

<sup>9</sup> The 1995 Constitution, Land act 1998, Land amendment acts of 2004 and 2010, National Land Policy 2013, and the National land Use policy 2008

secondary rights in the form of access to and use of land through their husbands, fathers, brothers or other male relatives. In addition, traditional institutions involved in the mediation of land disputes have not incorporated national and international human rights norms into the administration of land law at the local level.

The Ugandan seed system is dominated by a large informal seed sector comprising 80% of the sector, and which is controlled by smallholder food producers and a small, disorganized and poorly regulated private sector. The National Seed Policy<sup>10</sup>, which would regulate the seed sector in Uganda, remained in draft form until March 2019, when it was approved by the cabinet. The Plant Varieties Protection Act 2014, which should recognize and promote farmers' rights to seed, instead outlawed seeds saved informally by farmers, on which most food producers depend. There is also a lack of extension services resulting from a deficit of 10,816 extension service providers at district, local government and sub-county level. In 2013, only 2522 out of the 13,338 technical positions were filled<sup>11</sup>. This implies that women producers do not benefit from improved technologies in seed preservation, selection and production and thus have limited access to quality seed

The food security of the majority of Uganda's population, who are mainly small-scale food producers, is largely dependent on how safely, securely and sustainably they can access and use food production resources – land, seeds and extension services. The Government of Uganda made significant strides in providing extension services to farmers through recruitment and retooling agricultural extension service providers. However, progress on seeds and land tenure security has not made much progress as many farmers still lack adequate, secure and sustainable access to quality seeds and land. Some policy discussions, such as genetically modified organisms, and land (art. 26 amendment), have remained distasteful to farmers as they see it as a way of capturing and controlling their food production system.

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<sup>10</sup> ISSD Africa (2012) Uganda Seed Sector Assessment. ISSD Briefing Note, September 2012

<sup>11</sup> Government of Uganda, (2013/14) Budget Framework paper. Ministry of Finance, Planning and Economic Development. Kampala Uganda

## 2 EVALUATION QUESTIONS

The objective of this evaluation was to determine the contribution of the R2F project to changes in the citizens' voice and shifted norms and attitudes on land rights and quality seed management. This objective was guided by the evaluation questions listed in Table 1. These evaluation questions reflected the focus areas of the R2F project and identified which indicators needed to be assessed to determine whether the R2F project contributed to a change in the outcome areas of increased citizens' voice and shifted norms and attitudes towards land rights and quality seed management.

**Table 1 Overview of evaluation questions**

<b>Main evaluation question:</b>			
<b>To what extent did the project's activities contribute to changes in the citizens' voice and shifted norms and attitudes concerning land rights?</b>			
<b>Sub-questions:</b>			
<b>1. Participation/voice:</b>	<b>2. Land rights</b>	<b>3. Women's land rights:</b>	<b>4. Quality seed access:</b>
To what extent do changes in the citizens' voice occur?  To what extent did the projects' activities contribute to changes in taking action on R2F topics?	What are the current land rights of project participants?  What are the current attitudes of project participants towards land rights?	To what extent do changes in women's land rights occur?  To what extent do changes in gender-equal attitudes occur?  To what extent did the changes in gender-equal attitudes contribute to changes in women's land rights?	To what extent do changes in access to quality seed occur?  To what extent did the projects' activities contribute to changes in access to quality seed?

In addition to investigating the contribution of the project on changes in increased citizens' voice and shifted norms and attitudes, the R2F project in Uganda was interested in identifying differences between men and women participating in the project activities. This analysis has been used to learn about gender transformation in current and future project activities of the R2F project in Uganda.



# 3 EVALUATION DESIGN

## 3.1 EVALUATION DESIGN

This evaluation assessed the contribution of the project to changes in increased citizens' voice and shifted attitudes and norms. It did so by comparing a sample of project participants at the start of the project (baseline) with a sample at the end of the project (endline). This allowed us to see to what extent changes in the citizens' voice, attitudes and norms have occurred among the project participants. Additionally, for the key outcomes of increased citizens' voice and shifted norms and attitudes, we looked at differences between gender and between provinces.

## 3.2 SAMPLE AND TREATMENT GROUPS

An overview of the sample selection process is shown in Figure 3. The total sample size was 600 CLA or FG members in both the baseline and the endline samples<sup>12</sup>. When calculating the sample, we choose to sample respondents in a multistage cluster sampling process. First we created two strata: stratum 1 for the directly targeted project participants (50% of the total sample size, n = 300), and stratum 2 for the indirectly targeted project participants group (50% of the total sample size, n = 300)<sup>13</sup>.

Next, within each stratum, we selected the CLAs to survey. These selections were proportional to the population sizes of the respective districts and sub-counties based on population estimates drawn up for the baseline sample using the 2014 Uganda Census.

In the last stage of sampling (selecting respondents to interview), the enumerators selected a pre-determined number of people from each CLA following a random sampling technique. These numbers were proportional to the size of the CLAs and FGs. The R2F project has a particular focus on womens' land rights, and 60% of CLAs are women. Consequently, the sample aimed to select 60% women and 40% men.

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<sup>12</sup> The sample size and selection at the endline was identical to that at the baseline where possible. However, even though the samples had the same numbers of people, not all people who were sampled at the endline were also sampled at the baseline. This was because not all respondents who were CLA members during the baseline, were still CLA members during the endline. In the cases where this happened, people were replaced by another CLA member.

<sup>13</sup> This number can deviate with every survey question, as some questions were not asked to all people, and due to the data cleaning process.

Figure 3: Overview of sample selection

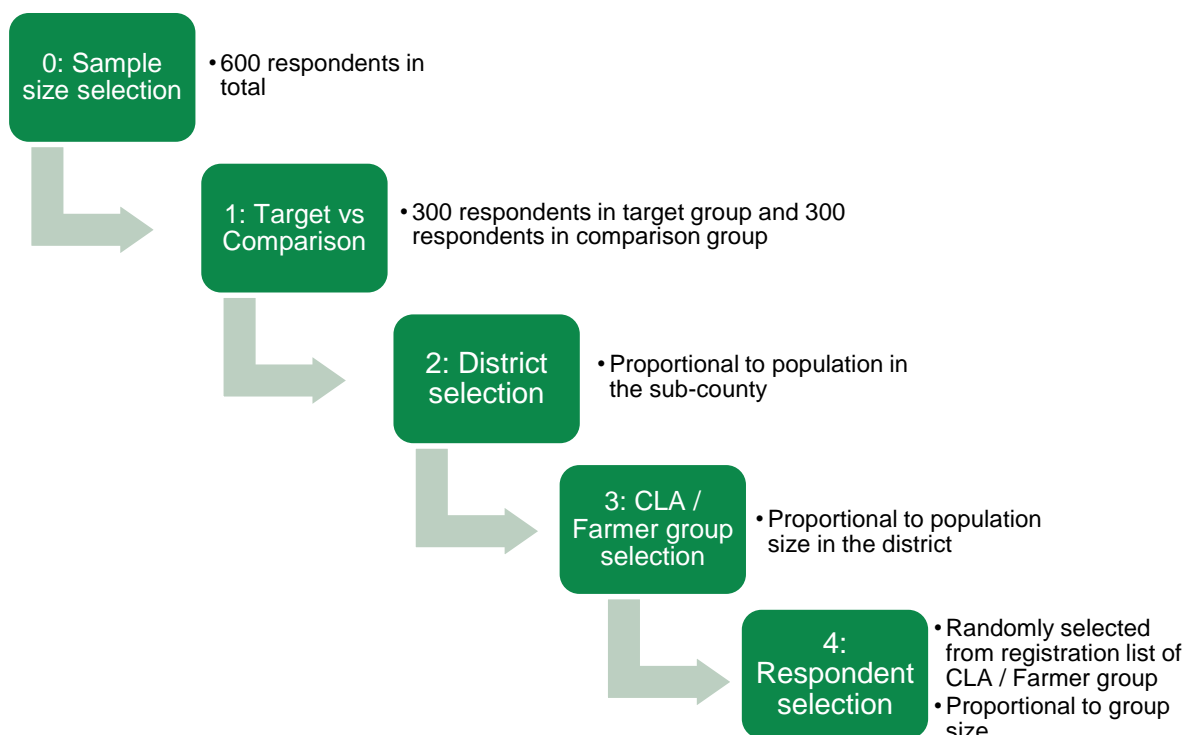
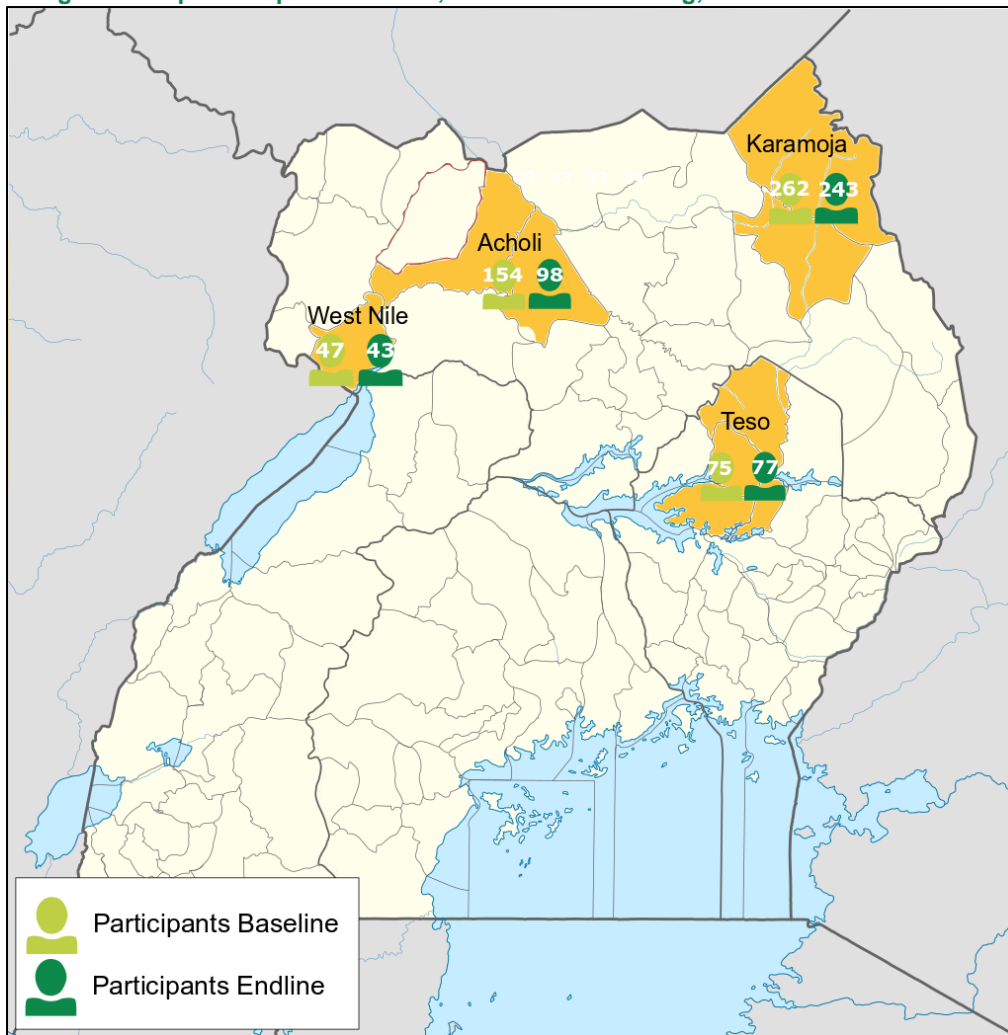


Figure 4 shows the locations and sample sizes of each district for people participating at the baseline and the endline. The numbers shown on the map are after cleaning of the collected data, and before matching (the matching process is explained in section 3.3). At the baseline, 52% of respondents were in the target group, and 48% in the comparison group. At the baseline, membership of the target group was based on the geographical locations of planned project activities. Because treatment status based on CLA/FG membership at the endline did not apply, we also updated the treatment status at the baseline – we treated all baseline respondents as potential project participants. The sample sizes were 558 respondents at the baseline, and 461 respondents at the endline. A detailed description of the sampled CLAs for both baseline and endline is shown in Table 10 in Annex 7.2.

Figure 4: Map of sampled locations, before PSM matching, at baseline and endline<sup>14</sup>



### 3.3 ANALYSIS TECHNIQUES

As described in section 1.2, the mode of implementation of the project activities, and, more importantly, the reach of the ToTs changed from reaching only the targeted CLAs to including non-targeted CLAs. This ensured that members of all CLA and FGs in the districts could join the ToTs and other activities. When exploring the rate of participation, of the combined target and comparison groups participated in an activity organized by the R2F project<sup>15</sup>. This change in the mode of implementation means that we could not assess to what extent the project has contributed to any changes (as no suitable comparison group was possible). However, a broader target group than the R2F project might have anticipated was a positive development. Therefore, we focused on comparing directly and indirectly targeted project participants over time.

<sup>14</sup> Base map sourced from Wikipedia: [https://commons.wikimedia.org/wiki/Category:SVG\\_locator\\_maps\\_of\\_Districts\\_in\\_Uganda\\_\(location\\_map\\_scheme\)](https://commons.wikimedia.org/wiki/Category:SVG_locator_maps_of_Districts_in_Uganda_(location_map_scheme))

<sup>15</sup> Activities include: Capacity building and training (76%) Writing petition papers (6%), Local dialogues with community stakeholders (19%), National dialogues on land and seeds (11%), Campaigns against constitutional amendment of article 26 (7%), Press conferences (9%), Media engagements (9%), Participating in land awareness week (22%), Participating in sector reviews for the Ministry of Agriculture and Ministry of Land (9%), Participating in activities of other organizations/alliance members (19%), Organizing joint campaigns (25%), Policy dialogues (23%), Policy lobby meetings (5%), Demonstrations (19%), Contribution to CSO position papers (19%), Setting up community seed banks and seed gardens (47%), and Other (8%). Respondents could select multiple activities or select 'no' or 'refuse to answer'.

To measure the contribution of the programme to changes in the citizens' voice, norms and attitudes, we compared project participants in the baseline and the endline surveys to verify whether a significant change could be identified. Attempts were made to find a suitable comparison group. Comparisons between project participants and non-project participants, or between the types of project activities were considered, but it was concluded that it was not possible to identify a statistically reliable comparison group, due to the lack of statistical power of the treatment or the comparison group.

The primary objective of the statistical technique used was to make sure that we were making a valid comparison over time between the sample of respondents at the baseline and the sample of respondents at the endline. To assess changes over time in any outcome indicator, one would ideally want to interview the same people at least twice. However, as this was not possible because not all CLA/FGs members interviewed during the baseline were still members at the time of the endline survey, we surveyed a mirror image of the project's participants at both baseline and endline by randomly selecting the CLAs and respondents. However, as these were not the same people, we knew that it was very likely that the people surveyed were not directly comparable as they differed in a range of characteristics, such as age, education and occupation. When a project's aim is to increase the extent to which people voice their concerns towards duty-bearers, it may be that citizens with a higher socioeconomic status might be more likely to voice their concerns towards duty-bearers or might be more likely to join in the project's activities. The statistical technique we used to overcome this problem was propensity score matching (PSM). Even though the respondents from the baseline were not the same people as those interviewed in the endline survey, PSM ensured that they were comparable at least in their socio-economic and demographic characteristics (age, gender, household head's gender, marital status, education, occupation, household head's occupation, literacy, and district).

In econometric terms, the probability of a respondent from the baseline being similar to a respondent from the endline is called the propensity score<sup>16</sup>. By calculating the propensity scores, we ensured that we assessed changes over time for a comparable set of people, enabling us to assess the contribution of the project to changes in a given outcome indicator. In other words, we created a so-called 'pseudo-panel'.

Each person in the baseline survey received a weighting, based on their propensity score<sup>17</sup>. This weighting can be interpreted colloquially as a measure of similarity between the particular person in the baseline survey and their match in the endline survey. We also calculated the values of the relevant outcome indicator for the baseline respondents using a weighting for each observation in the baseline survey. By doing so, bad matches, or in other words, people in the baseline survey who were not very comparable to those in the endline survey, received a lower weighting in the calculation of the outcome for the baseline survey. Better matches (people in the baseline survey that were more comparable to the people in the endline survey) received a higher weighting. In this way, we ensured that the respondents were comparable and balanced while still employing a large proportion of the collected sample. Finally, we calculated the change in the outcome indicator between the baseline and the endline, so that we could assess to what extent the R2F project had made a significant contribution to these changes. For most indicators, we show the results at the baseline and at the endline for people participating in the project. As explained in section 3.2, we defined someone as a project participant if they had participated in at least one high-intensity and specific R2F activity.

Some outcome indicators only became clear in the process of setting up the endline research (for example, the concept of women's land rights). For these indicators, we only have endline data. As a consequence, we could not compare project participants over time for these indicators, and the analysis was at a single point in time.

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<sup>16</sup> For more information, please see Table 9 in Annex 7.2

<sup>17</sup> We implemented propensity score matching using a normal (Gaussian) kernel estimator, where each project participant in the baseline group was given a weighting based on the characteristics used in the matching model. This weighting was a kernel-weighted average, where the weighting was expressed as the proportion of closeness between the subject in the baseline survey and the subject in endline survey.

To assess whether the project made different contributions for women and men, we compared male vs female project participants – controlling for socioeconomic and demographic characteristics. To compare results between regions, we have also added descriptive statistics for comparisons between regions.

### 3.4 READER'S NOTE ON THE RESULTS FIGURES AND TABLES

Most figures in this report visualize the results as bar graphs, visualizing the proportion of respondents in the target group at the baseline and in the target group at the endline answering a question in a certain way or visualizing the average response to a given question by respondents in these two groups. Because data were based on responses from a sample of the people in the baseline and endline surveys, the results were subject to a degree of sampling error. These errors are visualized with a confidence interval in most figures, representing the range of the estimate at a confidence level of 95%. This means that if the survey were re-run 20 times, the result obtained should fall within the range indicated by the confidence interval 19 of those 20 times. As a general rule of thumb, if the confidence intervals of two estimates overlap, then, it is likely that there is no statistically significant difference between the estimates. If the confidence intervals do not overlap, then there is likely to be a significant difference between the estimates. However, there are exceptions to this general rule and readers are encouraged to rely on the report text and summary tables for definitive results on which comparisons or associations are significant and which not.

The next chapter presents the main findings<sup>18</sup> of the evaluation. We explored whether the project had contributed to the changes in an outcome indicator for the project participants only. The difference between baseline and endline results for project participants only is called the contribution of the project, and it is judged as significant if the change among project participants was statistically significant at a confidence level of 95%. Generally speaking, a significant contribution means that we had enough statistical evidence to point out that the project contributed to a change in an outcome indicator, but other factors external to the project may also have influenced the results. In this case, we cannot say that a change was entirely due to the project activities. However, it is worth reflecting on these changes as well, even in the absence of statistical evidence.

We do not discuss any contribution that was not statistically significant; hence, if the text does not mention a change, it means that we did not find a significant change at a confidence level of 95%.

The following chapter on findings contains summary tables at the end of each section. These tables present the results of a number of separate analyses. Most of these specific analyses are described in the text, but the tables provide an overview of all the analysis performed for this report. In these tables, the equal sign (=) means that there is no significant difference or result to report. An upward-facing arrow (↗) means that there is a significant and positive relationship. A downward-facing arrow (↘) means that there is a significant and negative relationship.

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<sup>18</sup> Please note that the sample size for each outcome indicator can be different from the sample size mentioned in section 3.2. This could be due to one or more of the following reasons: respondents did not answer the question(s) related to that outcome indicator or respondents answered 'I don't know'.

# 4 FINDINGS

## 4.1 DEMOGRAPHIC AND SOCIO-ECONOMIC PROFILE OF RESPONDENTS

The following data provide a snapshot of the key socioeconomic characteristics of the target respondents and their households at the endline<sup>19</sup>. The average age of target respondents was 41 years old, and 65% were female. The majority of respondents (78%) were married. More than half of the target respondents (61%) had not completed any form of education; only 13% of respondents had completed secondary education or higher. The literacy rate was 32%, which was much lower than the national average of 77%<sup>20</sup>.

The majority of respondents (89%) were farmers or pastoralists. The remainder of the respondents were engaged in other types of employment<sup>21</sup>, and almost no respondents were unemployed (2%).

## 4.2 CITIZENS RAISING THEIR VOICE ON LAND RIGHTS

Increasing the citizens' voice involves citizens taking action to have their concerns heard by those who bear the duty of ensuring that human rights are respected, protected and fulfilled (henceforth, "duty-bearers"). Citizens also raise their voice when they take action to challenge the power of the state and the corporate sector and to have a say in the future direction of their society. This ensures that duty-bearers consult and take into account the citizens to whom they are accountable<sup>22</sup>. R2F project aims to ensure that citizens take action on the topics which matter to them. It does this by giving training sessions to increase citizens' knowledge of equal land rights and by strengthening the mobilization of farmers and pastoralists to influence the agenda of farmer-managed seed systems and to deal with land injustices in their communities. This section focuses on the effect of the R2F project activities on citizens raising their voice. We aimed to answer the following research questions:

- *To what extent do changes in the citizens' voice occur?*
- *To what extent did the projects' activities contribute to changes in taking action on R2F topics?*

In the survey, we used the outcome indicator formulated to monitor the progress of outcome area 4 (increased citizens' voice): More people (men and women) took action on *land rights and fair seed systems* following Oxfam Novib/partners' actions (Oxfam Novib, 2015). Citizens can raise their voice in different ways and on different occasions. Hence, we measured citizens reports of having taken action on a particular topic (*land rights, fair seed systems*) according to an established set of questions from Afro barometer on participation and civic engagement. These questions asked whether citizens had taken any of a wide range of civil actions to contact duty-bearers and demand their rights, including online and offline actions.

Contrary to the expectation and the experience of the R2F project, when comparing the baseline with the endline results, project participants were not taking more action at the endline. Figure 5 shows there is no significant difference between the percentage of project participants taking action on injustice or fighting for rights at the baseline and at the endline. When we compared different districts at the endline, citizens in Karamoja and West Nile were most likely to take action on (62% and 72%, respectively) on

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<sup>19</sup> We are presenting the data of target respondents at the endline *after matching* (see chapter 3).

<sup>20</sup> World Bank, Uganda data. *Literacy rate, adult total (% of people ages 15 and above)*. <https://data.worldbank.org/indicator/SE.ADT.LITR.ZS?locations=UG>, accessed 26<sup>th</sup> November 2019.

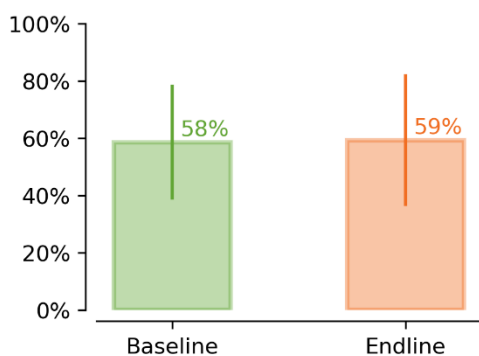
<sup>21</sup> In total, there are only 12 target respondents in the endline sample who indicated that they were pastoralists.

<sup>22</sup> Surveys did not measure this aspect of increasing the citizens' voice. It will, instead, be measured using the outcome harvesting methodology.

injustice or to fight for rights. The people in Acholi and Teso were least likely to action (38% and 49%, respectively). Figure 6 shows that there is a significant decline in the percentage of project participants who took action on issues related to right to food themes, such as land rights or defending farmers' rights in general<sup>23</sup>. Also, the total number of types of different actions taken on right to food themes significantly declined from the baseline (2.8) to the endline (1.3). Reflection of the R2F project on these findings led to the view that these numbers do not entirely reflect the experience of the project teams, as they have experienced more farmers becoming empowered. The R2F project has provided platforms, such as the sector reviews, dialogues, national conferences, land awareness week events, and demonstrating on many days celebrated internationally and nationally where CLA and FG members took action and spoke up. This is contrary to the findings of the survey.

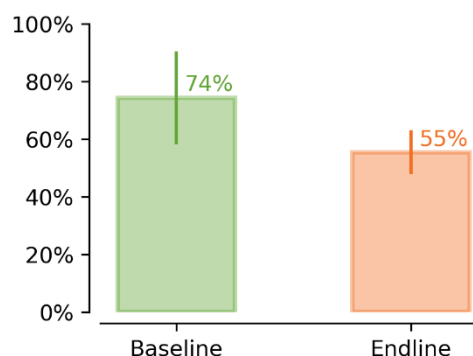
When reflecting on these findings with partners, it was said that CLAs had received various training sessions and information on different topics, and there had been public awareness through radio talk shows, dialogues, and community gathering in which the CLA and FG members also contributed by making phone calls and submissions. However, partners think that local communities should be educated more on how to take action to access justice as this is still problematic. Therefore, there is a need to create more awareness on land rights and the benefits of seed banks.

**Figure 5: Project participants at baseline and endline similarly take collective/community action against injustice or to fight for rights**



Source: SP UGA R2F surveys, n=960

**Figure 6: At endline, fewer project participants took at least one action as compared to project participants at baseline**



Source: SP UGA R2F surveys, n=962

Respondents who have taken at least one action were asked on which topics they had spoken up. The most frequently mentioned topics at the endline were supporting the security of land rights and the rights of farmers in general<sup>24</sup>. This latter topic was most important for project participants in Teso (76%) and least important for those in Acholi (48%). Figure 7 shows that significantly fewer project participants at the endline took action on the security of land rights than at baseline. This is consistent with the decline in the percentage of project participants who took at least one action (Figure 6), but this finding contradicted the experience of the R2F project. For example, CLA and FG members were mobilized to support a national campaign against the amendment of article 26 of Uganda's constitution, which

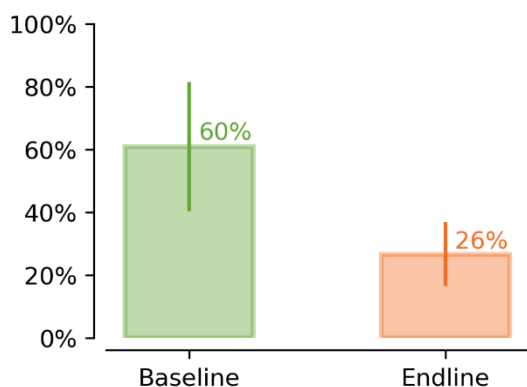
<sup>23</sup> This variable is constructed by looking at a list of actions that respondents indicated they have taken. This list consists of *joining a demonstration, participating in a strike, signing a petition, participating in debates at the local level, participating in online activism, contacting a central government representative, contacting a local government official, contacting a member of a CSO, writing to a newspaper/calling a radio show, and other*. Note that at endline the activities of *speaking up/presenting on an organized platform, (co-)creating a platform for speaking up, having an one-on-one encounter with a local government official, having an one-on-one encounter with a central government representative, and motivating others to join activities for speaking up* were added. For making valid comparisons of the baseline to the endline, the 'voice indicator' was constructed using only those categories for which we had both baseline and endline data (the first list of activities). If respondents took at least one of these actions they were labeled as 'have taken action'. The average level of project participants at the endline that took action did not differ much when we added the 'endline activities' to the list: it increased from 55% to 58%.

<sup>24</sup> Respondents could choose from a list of topics: land rights, access to water, dealing with the effects of climate change, dealing with the influence of big companies, supporting farmers' rights in general, and 'other'.

equipped them to reject the proposed amendment that would have disempowered the citizens and given the government soft grounds to acquire private land and properties even on unfavourable terms.

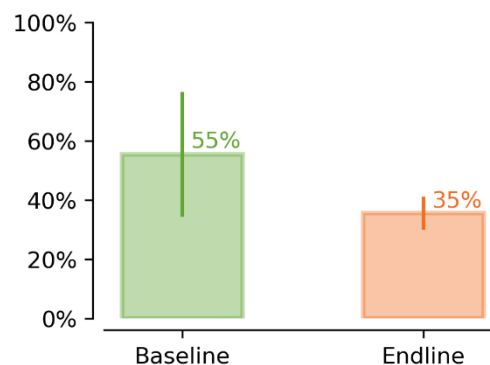
There was no significant difference in project participants taking action on the rights of farmers between the baseline and the endline (Figure 8). Partners recommended creating more awareness of land rights. A second recommendation was to identify farmers to complete the land registration process until they obtained land certificates. This could be done by strengthening and empowering the Area Land Committees (ALC) and the District Land Board (DLB).

**Figure 7: Significantly fewer project participants at endline took action on land rights than project participants at baseline**



Source: SP UGA R2F surveys, n=962

**Figure 8: Project participants at baseline and endline take similar action on farmers' rights in general**



Source: SP UGA R2F surveys, n=962

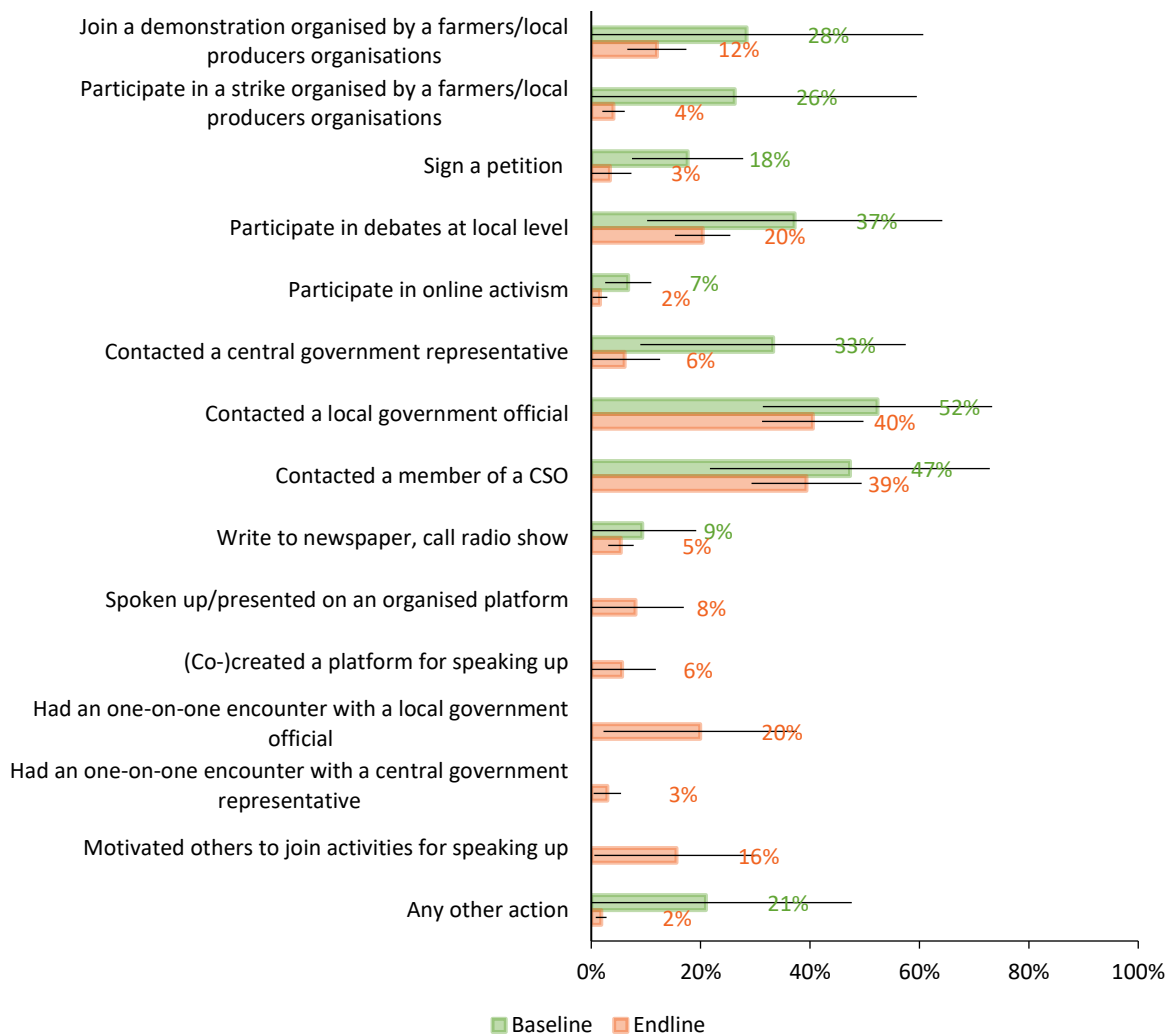
When looking at the subgroup of only those respondents who took at least one action (Figure 6), we found positive contributions of the project to the *popularity* of the topic 'farmers' rights in general'<sup>25</sup>. For those project participants that took action, a higher percentage at the endline than at the baseline said the main topic of their action was the rights of farmers. In conclusion, fewer project participants took action on R2F issues in general, but when they did take action on issues related to lands, seeds, gender or climate change, there was a shift towards taking action on the rights of farmers. This finding was acknowledged by partners, as the members of CLAs had been trained about farmer rights.

Figure 6 shows that slightly over half (55%) of the project participants at the endline were (actively) raising their voice. Levels of taking at least one action are similar across regions. On average, project participants took between 1–2 different types of action. The actions that were taken most often at the endline were contacting a member of a CSO, contacting a local government official, having one-on-one encounters with government officials, participating in local-level debates and motivating others to join activities for speaking up (Figure 9). We saw a significant decrease in the percentage of project participants that took action by a strike, signing a petition, participating in online activism, contacting a central government representative, and 'other'.

<sup>25</sup> With popularity we mean whether this topic was picked as 'the main topic' on which action has been taken by respondents .



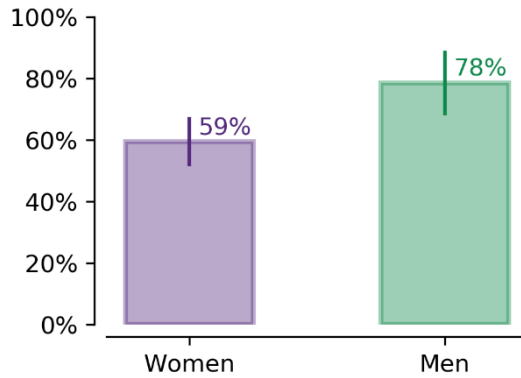
**Figure 9: What action did you take?**  
 [Data presented for project participants only]<sup>26</sup>



Respondents at the endline were asked whether they had taken any follow-up action after having taken in at least one actions (this includes the actions only asked at the endline, see footnote 24). Figure 10 shows the results at the endline only, as this question was not asked at the baseline. On average, the majority of project participants (67%) indicated that they took follow-up actions. This percentage was higher for men than for women (78% and 59%, respectively). During the reflection workshop, partners proposed that more emphasis should be placed on the empowerment of women to take follow-up actions. We did not find significant differences when comparing different regions.

<sup>26</sup> Some actions were only asked at the endline.

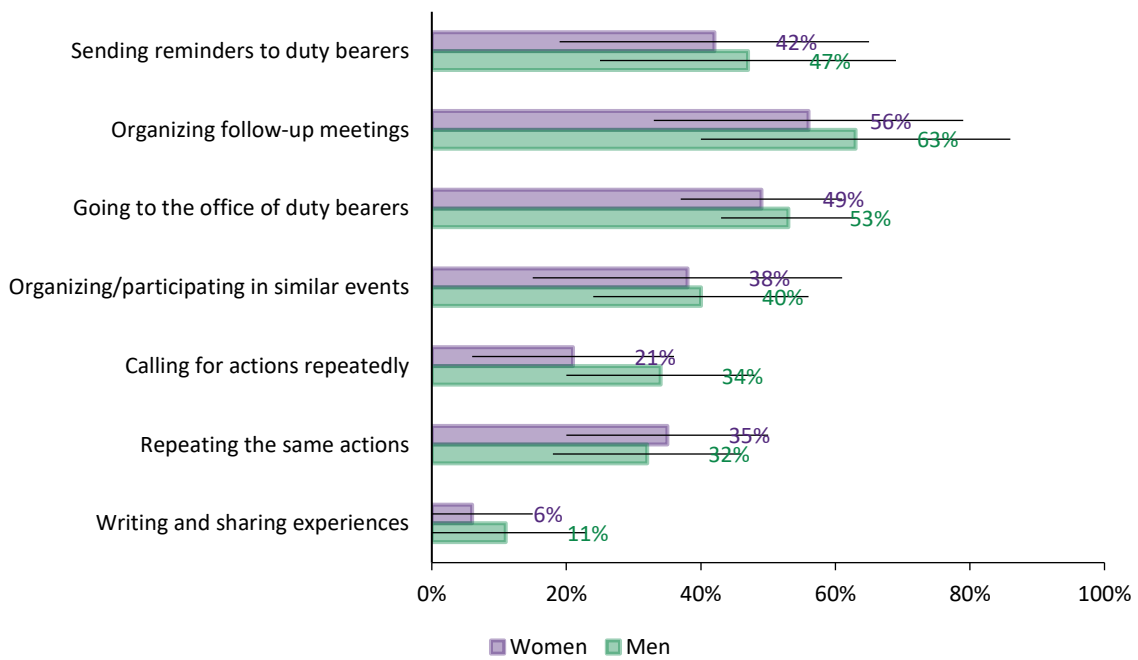
**Figure 10: Endline only: Male project participants undertook follow-up activities significantly more often than female project participants after having taken action on right to food themes.**



Source: SP UGA R2F surveys, n=260

Those respondents that did follow-up activities were asked what kind of activities these were. The most frequently mentioned follow-up activities were organizing follow-up meetings, going to the office of duty bearers, and sending reminders to duty bearers, see Figure 11. Male project participants engaged in follow-up activities significantly more often than female project participants. These follow-up included organizing follow-up meetings, going to the office of duty bearers, organizing/participating in similar events, calling for actions repeatedly, and repeating the same actions.

**Figure 11: Endline only: Did you do some follow-up activity to the activities mentioned previously?**



## 4.2.1 TENTATIVE SUMMARY

Table 2 Summary table on citizens raising their voice on R2F topics<sup>27</sup>

Theme	Outcome variable	Is there a significant contribution for the target group as a whole?	Is there a significant contribution for the subgroup of men?	Is there a significant contribution for the subgroup of women?
<b>To what extent do changes in the citizens' voice occur?</b>				
<b>To what extent did the projects' activities contribute to changes in taking action on R2F topics?</b>				
<b>Voice</b>	Have you participated in any collective/community action against any injustice or to fight for rights, in the past year?	=	=	=
	In the past 12 months did you take action on R2F themes by participating in at least one of these activities: joining a demonstration, participating in a strike, signing a petition, participating in debates at the local level, participating in online activism, contacting a central government representative, contacting a local government official, contacting a member of a CSO, writing to a newspaper/calling a radio show, and/or other?	↘	=	=
	Did you take action on farmers' rights? [Respondent participated in at least one of the activities mentioned above, and mentioned the main topic of action was farmers' rights in general]	=	=	=
	Did you take action on land rights? [Respondent participated in at least one of the activities mentioned above, and mentioned the main topic of action was land rights]	↘	↘	↘
	[ENDLINE only]: If having taken action, did you do some follow-up activities?	NA	NA	NA

This section focused on the effect of R2F project activities on citizens' raising their voice, and we aimed to answer the following research questions:

- *To what extent do changes in the citizens' voice occur?*
- *To what extent did the projects' activities contribute to changes in taking action on R2F topics?*

In the analysis, we compared project participants at the baseline with project participants at the endline. In general, we found that project participants were not taking more action over time. For action on injustice or to fight rights, we saw that project participants took the same amount of action as at the baseline. In Karamoja and West Nile, citizens took most action. When we looked at citizens taking action on right to food topics, we even saw a decline from the baseline to the endline. At the endline, 55% of the project participants took action on right to food topics. When we focused on the specific topics, we found that the two main topics were supporting the security of land rights and the rights of

<sup>27</sup> In these tables, the equal sign (=) means that there is no significant difference or result to report. An upward-facing arrow (↗) means that there is a significant and positive relationship. A downward-facing arrow (↘) means that there is a significant and negative relationship.

farmers in general. For this latter topic, we also found a shift towards more project participants taking action on farmers' rights at the endline than at the baseline.

On average, project participants took between 1–2 different types of actions. The actions that were taken most often at the endline were contacting a member of a CSO, contacting a local government official, having one-on-one encounters with government officials, participating in local-level debates and motivating others to join activities for speaking up. When project participants were asked if they had taken any follow-up actions (endline only), we found that on average, the majority of project participants (67%) indicated they had taken follow-up actions. This percentage was higher for men than for women. The most frequent follow-up activities were organizing follow-up meetings, going to the office of duty bearers, and sending reminders to duty bearers.

## 4.3 CURRENT LAND RIGHTS AND ATTITUDES TOWARDS LAND RIGHTS

One of the key components of the R2F project is land rights. The rights associated with land can be grouped as follow:

- *Use* rights, such as the right to access the resource (for example, to walk across a field), withdraw something from a resource (pick some wild plants), or exploit a resource for economic benefit (farming, feeding animals);
- *Control* rights, such as the rights to management (decide which crop to plant), exclusion (prevent others from accessing the field), and alienation/transfer (rent out, sell, or give away the rights);
- *Authoritative* rights, the rights to decide on the use and control of land (this might not imply a direct relation to the resources), it also includes the right to negotiate with regards to the land;
- *Land ownership* is characterised by the most comprehensive 'bundle of use and control rights' and either by statutory or customary systems, or both.

In the case of Uganda, the State recognized land rights under customary systems. Any person, family or community holding land under customary tenure, may acquire a certificate of customary ownership for that land.

In this section, we will look at the different components of land rights. First, we look at the current levels of use, control, authoritative rights and land ownership. We also assess whether project participants were aware of how to claim back land when it has been taken. Overall, we will explore what knowledge and attitudes project participants held on land rights and whether we saw any changes in their knowledge attitudes over time. The questions that we will focus on are:

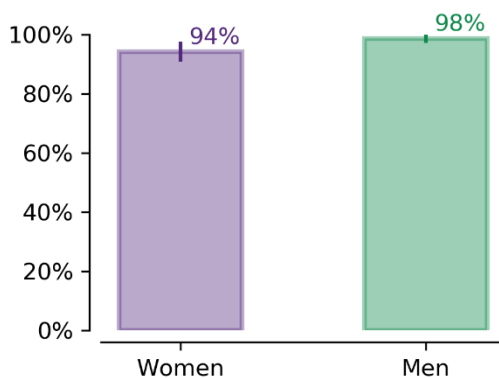
- *What are the current land rights of project participants?*
- *What are the current attitudes of project participants towards land rights?*

Please note that most of the questions presented in this section were only asked at the endline. Therefore, we cannot estimate the contribution of the R2F project to these indicators. Instead, we focused on the data for project participants at the endline and analyzed the results for men and women separately.

### 4.3.1 RIGHT TO ACCESS AND USE LAND

*Use rights* is defined as being able to use the land for production without interference from other actors. As one of the key components of land tenure rights, we measured this by asking respondents whether they had access to land for production (Figure 12). The majority of project participants indicated they had access to land (on average 96%). Almost all project participants with access to land used the land primarily for agriculture (97%). There was no significant difference between men and women for access to land or the purpose of land use. We did not find significant differences between regions.

**Figure 12: Endline only: The majority of project participants have access to land for production. There is no significant difference in land access between men and women.**



Source: SP UGA R2F surveys, n=456

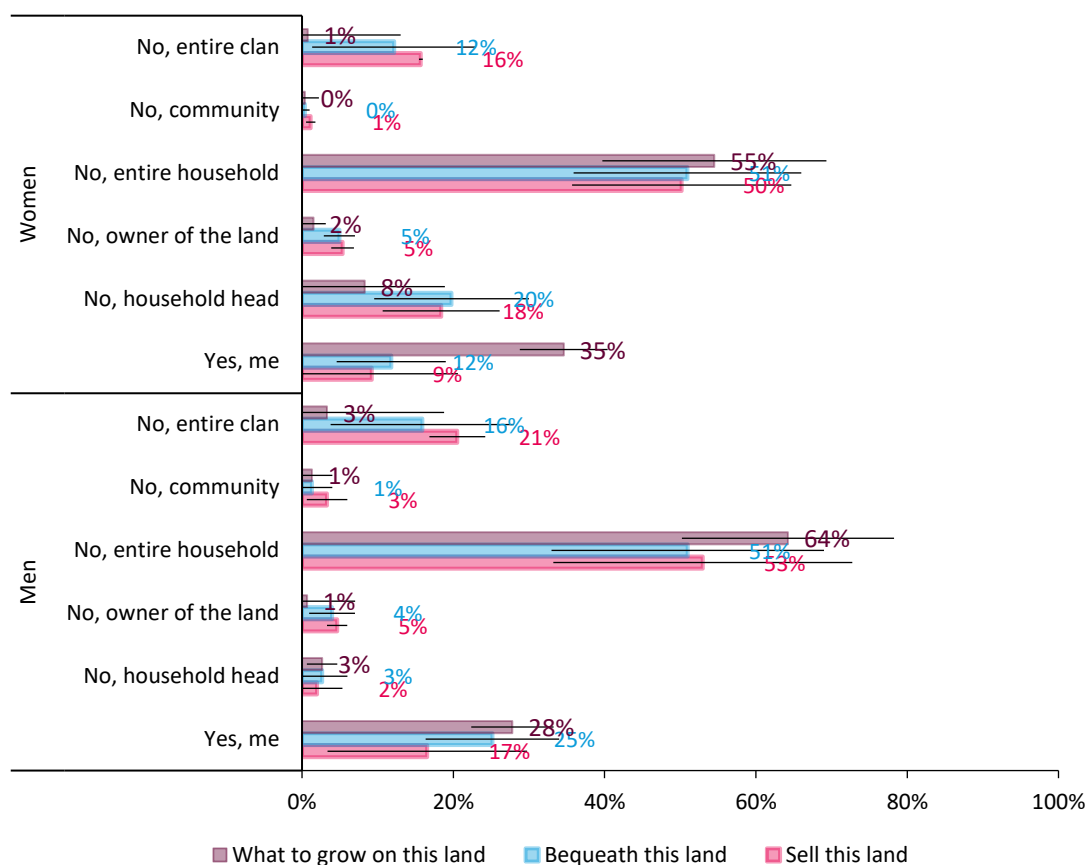
### 4.3.2 CONTROL AND ALIENATION/TRANSFER RIGHTS

The second component of land rights is control, for example, having the right to decide what to grow on the land, to prevent others from accessing the land, and to decide to rent out, sell or give away the rights. We measured the extent of control over land by asking respondents three different questions, each tackling a different level of decision-making;

- *Can you decide to sell this land, either alone or jointly with someone else?*
- *Can you decide to bequeath this land, either alone or jointly with someone else?*
- *Can you decide what to grow on the land?*

For all three topics, both most male and female project participants indicated that the entire household made these decisions (Figure 13)). It, therefore, seems that the *control* right is not an individual right, but a household right, but it varies from household to household. Due to deeply entrenched patriarchal norms and attitudes, control largely lies in the hands of the household head, which in most cases is a man. However, the situation is different with lands that are bought jointly by a household.

**Figure 13: Endline only: The majority of decisions are made by the entire household (NB: Data presented for the question ‘Can you decide to [...]?’ for project participants only)**



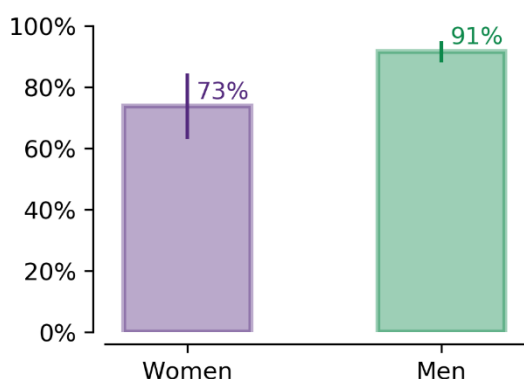
### 4.3.3 AUTHORITATIVE RIGHTS AND LAND OWNERSHIP

Having authority, or ownership means that a person or a family/community owns the land, either by reference to formal law or to customary tenure arrangements (often not documented). The majority of project participants answered that the land was “theirs”<sup>28</sup> (81%). Men indicated ownership significantly more often than women (91% vs 73%, Figure 14). Project participants in West Nile had the highest levels of land ownership (100%), and project participants in Karamoja the lowest (73%).

Undocumented customary rights are at higher risk of being challenged by land grabbing and illegal land acquisitions. In these land conflicts, it is therefore key to have some form of documentation for land ownership. It is common in the Northern and Eastern parts of Uganda to have land ownership without documentation. For the respondents of the R2F project, the majority of the respondents (on average, 80%) did *not* have documentation (Figure 15). There were no significant differences in documentation of land ownership between the regions. When land ownership was documented, the entire family was most often listed as the owner (36%), followed by the respondent themselves (27%) and another male household member (18%).

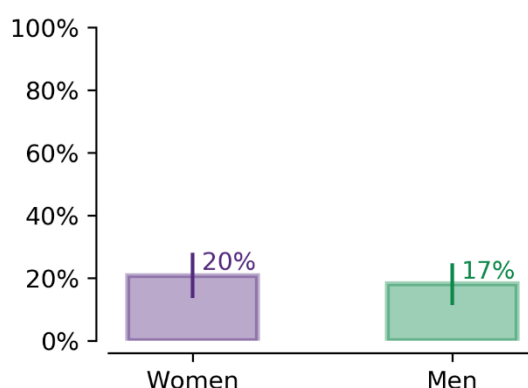
<sup>28</sup> This is according to customary tenure arrangements. Uganda’s constitution recognizes customary land tenure systems, the only challenge is that there is no registry. The other types of tenure in Uganda are freehold, leasehold and mailo tenure systems. All of these land tenures are constitutionally formal.

**Figure 14: Endline only: The majority of project participants indicated that they own their land; men significantly more often than women.**



Source: SP UGA R2F surveys, n=436

**Figure 15: Endline only: One-fifth of project participants indicated that their land ownership rights are documented; this percentage is similar for men and women.**



Source: SP UGA R2F surveys, n=348

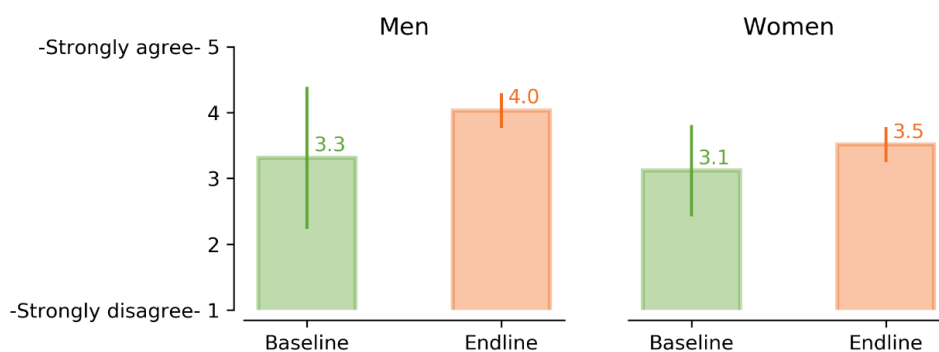
The R2F project aims to strengthen the capability of farmers' groups and women to deal with land injustices in their communities, through statutory and customary mechanisms, as part of enhancing authoritative land rights. One of these capabilities is to be able to influence land negotiations.

Over time, respondents became significantly more capable of influencing land negotiations both within the household and the community. Figure 16 shows the mean values for these two statements:

- i. *I regard myself as a person who is capable of influencing negotiations on land in my household.*
- ii. *I regard myself as a person who is capable of influencing negotiations on land in my community.*

Project participants at the baseline and the endline perceive that they had the capacity to influence land negotiations – the average response to statement i) was *agree* (Figure 16). This was the case for both men and women. When we looked at gender separately, we saw higher capabilities for women at the endline than at the baseline for influencing land negotiations within the household. It is, therefore, likely that the project contributed to female project participants perceiving themselves as more capable of influencing land negotiations in the household at endline than at the baseline. However, when comparing the endline results for men and women, men's perceived capabilities increased from the baseline to the endline more than those of women. This could indicate the persistence of gender inequality in land authority. At the endline, project participants in West Nile and Teso had higher perceived capabilities for influencing land negotiations (on average, 4.0 and 3.8, respectively ) than project participants in Karamoja and Acholi (on average, 3.2 and 3.4, respectively ).

**Figure 16: Project participants at the baseline and the endline similarly rate themselves as people who are capable of influencing land negotiations, both in their household and in their community. When focusing on the two statements separately, we find higher capabilities for influencing land negotiations in the household for women at the endline than at the baseline.**



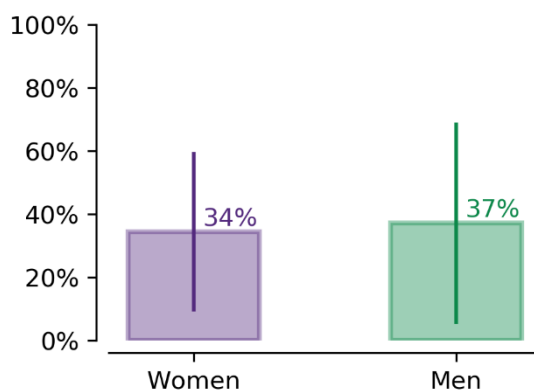
Source: SP UGA R2F surveys, n men=343, n women=552

### 4.3.4 KNOWLEDGE AND ATTITUDES ON CLAIMING BACK LAND RIGHTS

After exploring project participants' knowledge and attitudes on land rights, we also looked into whether project participants were aware of how to claim back land when it has been taken. First, we asked whether respondents knew of a situation in the past four years, where someone else claimed their land for themselves or others. Figure 17 shows that slightly over one-third (36%) of project participants with access to land knew of experiences in their family with land that was claimed by others. We did not find any differences between male and female participants. There was a sharp difference between regions: 91% of project participants in Acholi knew of land being claimed by others, compared with 43% in Teso, 13% in Karamoja and 23% in West Nile.

When someone claimed the land, it was, on average, most often by relatives within the same community (36%), followed by other members of the community/village (24%) (Figure 18). Oxfam's partners thought that this was most probably due to culture and limited formalisation of land (lack of documentation of land). In Northern Uganda, land conflicts occur at household, family, community levels and even tribal, district and government levels –, involving authorities such as the National Forestry Authority and Uganda Wild Life Authority. With this in mind, the project focused on conflicts at multiple levels, with specific strategies and tools for each level. For example, at the community level, dialogues, mediation and awareness creation have been implemented. For the private sector, the project used a gendered land tool<sup>29</sup> and public campaigns. Only 0–4% of project participants had experience of land that was claimed by private companies, local governing authorities, national government, or the military. We did not find any differences between men and women.

**Figure 17: Endline only: Slightly over a third of project participants knows of a situation in the past four years in which land was claimed. There are no significant differences between men and women.**



Source: SP UGA R2F surveys, n=433

<sup>29</sup> Oxfam in Uganda, 2020. Enabling Voices- Demanding Rights: A guide to gender-sensitive investments in Agriculture



**Figure 18: Endline only: Who has claimed the land?  
[NB: Data presented for project participants only]**

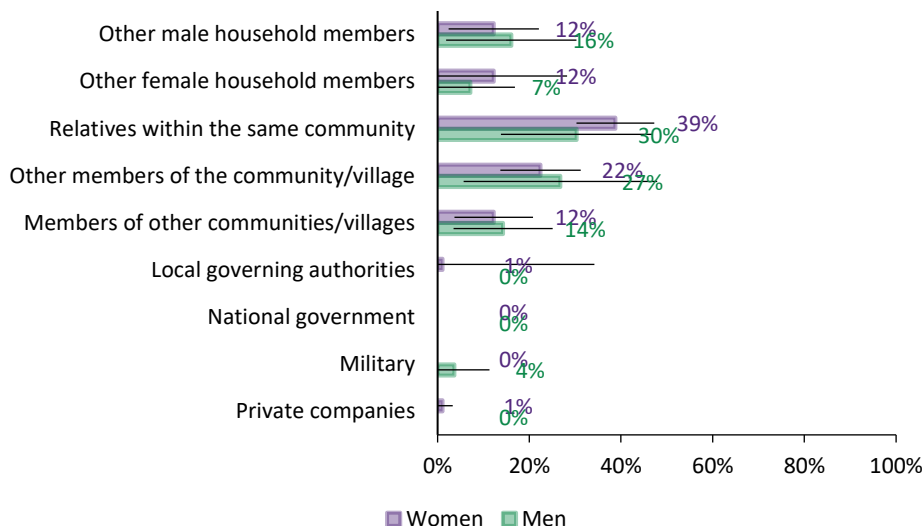
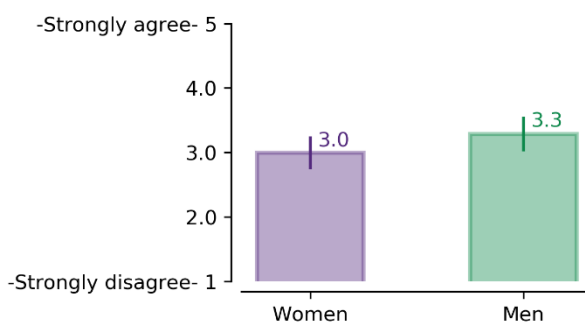


Figure 17 shows that slightly over one-third of respondents with access to land had experienced either their land or someone else's land in their family being claimed by other actors. Additionally, 80% of the respondents owning land did not have their ownership documented (Figure 15). In these cases, and certainly in the vulnerable cases in which documentation of the land was lacking, there is a need for people to be aware on how to claim back their land in cases of illegal acquisition. The R2F project has provided training sessions for farmers' groups to increase their knowledge of land rights, how to engage with actors in land disputes, how to avoid illegal acquisition, how to make fair agreements, and how to ensure land ownership in cases of illegal acquisition.

On a scale from 1 to 5, project participants rated themselves as 3.2 (neither agree nor disagree), on average, when it came to being aware of how to get a certificate that can prove ownership of the land. We did not see a difference between the answers for male and female respondents (Figure 19). If the land of project participants were taken, project participants rated themselves, on average, 3.3 (neither agree nor disagree) in knowing the procedural steps to claim back the land. Again, male and female respondents expressed similar levels of knowledge (Figure 20). Project participants in West Nile were most aware of proving the ownership of land, and knowing the procedural steps for claiming back land (on average, 4.0 and 3.8, respectively).

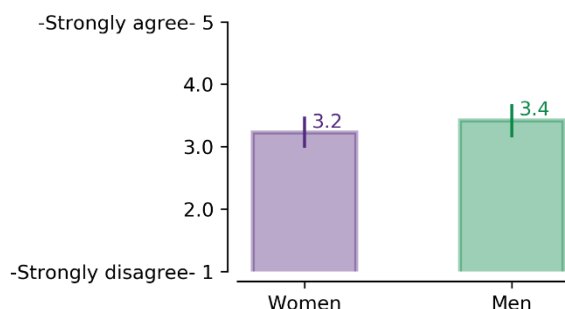
Partners reflected on this finding, and they observed that the government seems to embrace the R2F activities and provided a platform for participants to gain more knowledge of acquiring of land certificates. Moreover, the engagement of cultural leaders increased awareness and knowledge of how to get land certificates. To ensure the update of cultural leaders will also increase in districts such as Karamoja, partners recommended facilitating dialogues with clan leaders, helping pastoralists to register their customary lands, implementing media awareness, such as radio talk shows on land, and lastly, organizing exposure visits for CLAs to other districts where the practice of land registration has been successful.

**Figure 19: Endline only: Male and female project participants have similar levels of awareness of how to get a certificate to prove land ownership**



Source: SP UGA R2F surveys, n=412

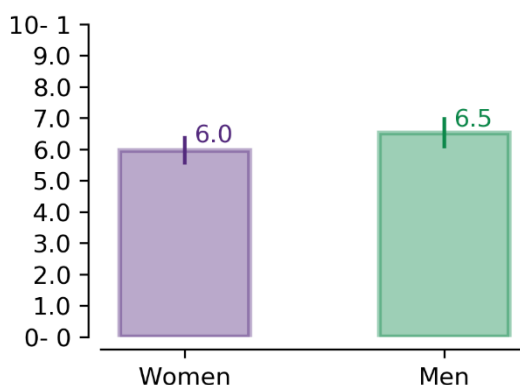
**Figure 20: Endline only: Male and female project participants have similar levels of knowledge of the procedural steps to follow when claiming back land**



Source: SP UGA R2F surveys, n=416

Similarly, on a scale from 1 to 10, project participants, on average, rated themselves as 6.3 when it came to having the confidence to do something to claim back their land if they would not be allowed to access their land anymore (Figure 21). There were no significant differences between the regions and or between gender. Taking these three results together (Figure 19 – Figure 21), there is still a lot of room for people to gain knowledge of how to claim back their land, which might also lead to them having more confidence in claiming back their land.

**Figure 21: Endline only: Male and female project participants have similar levels of confidence about being able to do something to claim back their land if they would not be allowed to access their land anymore**




Source: SP UGA R2F surveys, n=456

### 4.3.5 TENTATIVE SUMMARY



**Table 3 Summary table of attitudes towards land rights**

Theme	Outcome variable	Is there a significant contribution for the target group as a whole?	Is there a significant contribution for the subgroup of men?	Is there a significant contribution for the subgroup of women?
<b>What are the current land rights of project participants?</b>				
<b>What are the current attitudes of project participants towards land rights?</b>				
<b>Land negotiations</b>	Capacity to influence land negotiations (mean value of two statements below).	=	=	=

	I regard myself as a person who is capable of influencing land negotiations in my household.	=	=	
	I regard myself as a person who is capable of influencing land negotiations in my community.	=	=	=

The following survey questions were only asked at the endline. Therefore, the contribution of the R2F project could not be estimated. Instead, we compared the outcomes for male versus female project participants.

**Table 4 Summary table on land rights**

Theme	Outcome variable	Is there a significant difference between male and female project participants? (And if yes, which gender has the better outcomes?)
<b>Access and ownership of land</b>	Do you have access to land for production?	=
	Are you the owner of this land?	 > 
	Are these ownership rights documented?	=
<b>Access and control over land</b>	Do you know of a situation in the past four years when somebody (inside or outside your family) claimed your land, the land of a neighbour, or the land of another member of your family, which you or they are working or living on?	=
	I am very aware of how to get a certificate to prove this is my land.	=
	I know the procedural steps to follow when claiming back my land.	=
	If somebody would say you are not allowed to access your land anymore, how confident are you that you would be able to do something to claim back your land?	=

In this section, we focused on knowledge and attitudes regarding land rights. To be able to assess the current levels of land rights, and the attitudes of project participants towards land rights, we had the following research questions:

- *What are the current land rights of project participants?*
- *What are the current attitudes of project participants on land rights?*

Our data showed the current land rights and the components of use rights, control rights and authority rights. The majority of project participants (98%) indicated that they had access to land, and the land

was primarily used for agriculture (97%). Decisions about control of land are made by the entire household, indicating that control rights are a household right, not an individual right. A large majority of the project participants (81%) indicated that the land was theirs, with men indicating this significantly more often (91%) than women (73%). Most of the respondents owning land (80%) did not have their ownership documented. However, as with control rights, this ownership was often by the entire family (36%), followed by the respondent themselves (27%) and another male household member (18%). Over one-third of project participants with access to land knew of experiences in their family where land was claimed. This experience was highest in Acholi (91%), compared to 43% in Teso, 13% in Karamoja and 23% in West Nile. When someone had claimed the land, it was, on average, most often by relatives within the same community (36%), followed by other members of the community/village (24%).

These data also gave us an insight into the attitudes towards land rights and the claiming of land. Project participants, on average, agreed that they were able to influence land negotiations concerning their land. Female project participants indicated higher capabilities for influencing land negotiations within the household at the endline than at the baseline. In other words, the project contributed to female project participants perceiving themselves as more capable of influencing land negotiations in the household at that endline than at the baseline. However, the differences between men and women still showed the gender inequality in authority rights. Project participants in West Nile and Teso had higher perceived capabilities for influencing land negotiations (on average, 4.0 and 3.8, respectively) than project participants in Karamoja and Acholi (on average, 3.2 and 3.4, respectively).

Project participants, on average, rated themselves as neutral (neither agree nor disagree) when it came to being aware of how to get a certificate that can prove ownership of the land. If the land of project participants were taken, project participants rated themselves, on average, as neutral (neither agree nor disagree) in knowing the procedural steps to claim back the land. Project participants in West Nile were most aware of proving land ownership, and knowing the procedural steps for claiming back land (answering agree when asked if they knew how to prove ownership or how to follow the steps to prove ownership). Similarly, on a scale from 1 to 10, project participants, on average, rated themselves as 6.3 when it came to having the confidence to do something to claim back their land if they would not be allowed to access their land anymore. Considering these results for future programming, more can be done to ensure people gain knowledge of how to claim back their land, and this might also lead to them having more confidence in claiming back their land as well.

## 4.4 ATTITUDES ON WOMEN'S LAND RIGHTS

One of the aims of the R2F project is to focus on the role and empowerment of women within the household. Customary land systems/tenure describe how land is governed according to the customs, cultures, values and beliefs of a particular society. For customary land tenure arrangements, which is more dominant in Northern Uganda, there is no individual land ownership, and land belongs to the dead (ancestors), the living (current generation) and the future children (descendants), and it is held in trust. In Uganda, women's rights depend on marital status. Therefore, protecting women's rights on land in a Ugandan context (as stated by the Uganda constitution and land law) means primarily protecting women's inheritance rights (for example, widows and daughters) and also means enhancing women's capacity to have a say in land control rights (use and transfer). These rights are influenced by household attitudes towards gender equality. Therefore, in this section asked the following research questions:

- *To what extent do changes in women's land rights occur?*
- *To what extent do changes in gender-equal attitudes occur?*
- *To what extent did the changes in gender-equal attitudes contribute to changes in women's land rights?*

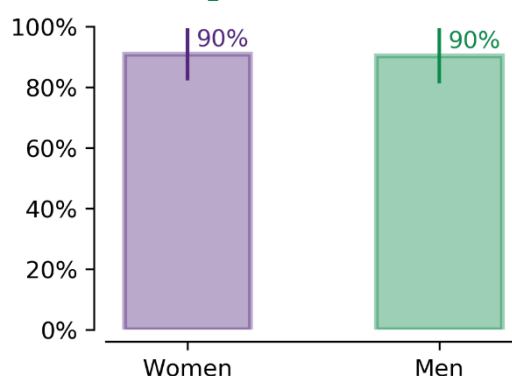
### 4.4.1 ATTITUDES TOWARDS WOMEN'S LAND RIGHTS

Land rights are predominantly determined by gender norms favourable to men. The project aimed to change these norms, or create new norms around land rights, in which it was acceptable for women to either inherit or own the rights to their land. As the survey questions presented in this section were only

asked at the endline, we could not attribute any changes between the baseline and the endline to the R2F project.

Respondents were asked who should have inheritance rights of their land: daughters, sons, partner, former partner, or other. The majority of project participants were in favour of inheritance rights going to sons (90% on average). Hence, it seems traditional norms on land inheritance play a big role in people's thinking on land division. We did not see any significant differences between men and women with regard to favouring sons over one of the other groups (see Figure 22), which could indicate that male inheritance is strongly entrenched in the society. When the data were analyzed by region, we found that project participants in Karamoja most often indicated land inheritance rights going to sons (98%) and project participants in Acholi least often (74%). This percentage was 86% for Teso and 95% for West Nile. The R2F presence for this topic was evenly distributed, but in West Nile and Acholi the R2F partners interacted more with project participants.

**Figure 22: Endline only: Male and female project participants agree that sons should have the inheritance rights to land**

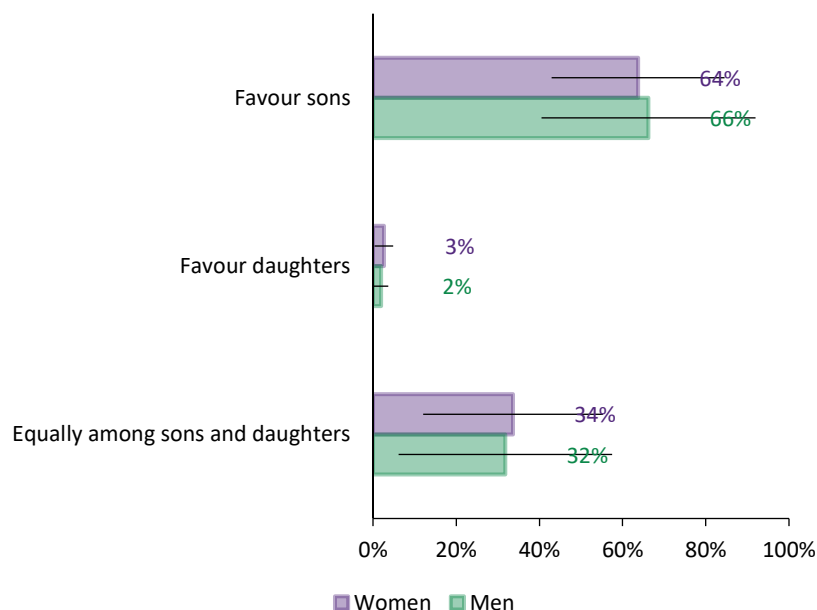


Source: SP UGA R2F surveys, n=455

We also asked a hypothetical question in which project participants were asked how they would divide the inheritance of their land between sons and daughters, even if the project participants did not actually have children. The majority of project participants (65%) indicated inheritance rights in favour of boys (Figure 23). Around one-third of respondents indicated that they would divide it equally among sons and daughters. Only 3% favoured the inheritance rights being given to daughters. There was no significant difference between male and female project participants when it came to equally dividing land among sons and daughters. We did find that project participants in Acholi were significantly more progressive when it came to dividing land inheritance among their sons and daughters than project participants in all other regions, especially Karamoja. Two-thirds (67%) of project participants in Acholi would divide their land equally among sons and daughters, compared with only 18% of project participants in Karamoja, 33% in Teso, and 37% in West Nile.

Comparing the questions on who should have inheritance rights, and how they would hypothetically divide their land, we found that project participants answered the 'should' question according to the pertinent male-dominant norms. However, there is room for a different gender-equal norm, as one-third of the project participants would divide their land equally.

**Figure 23: Endline only: The majority of project participants would favour sons in dividing their inheritance of land among their children.**



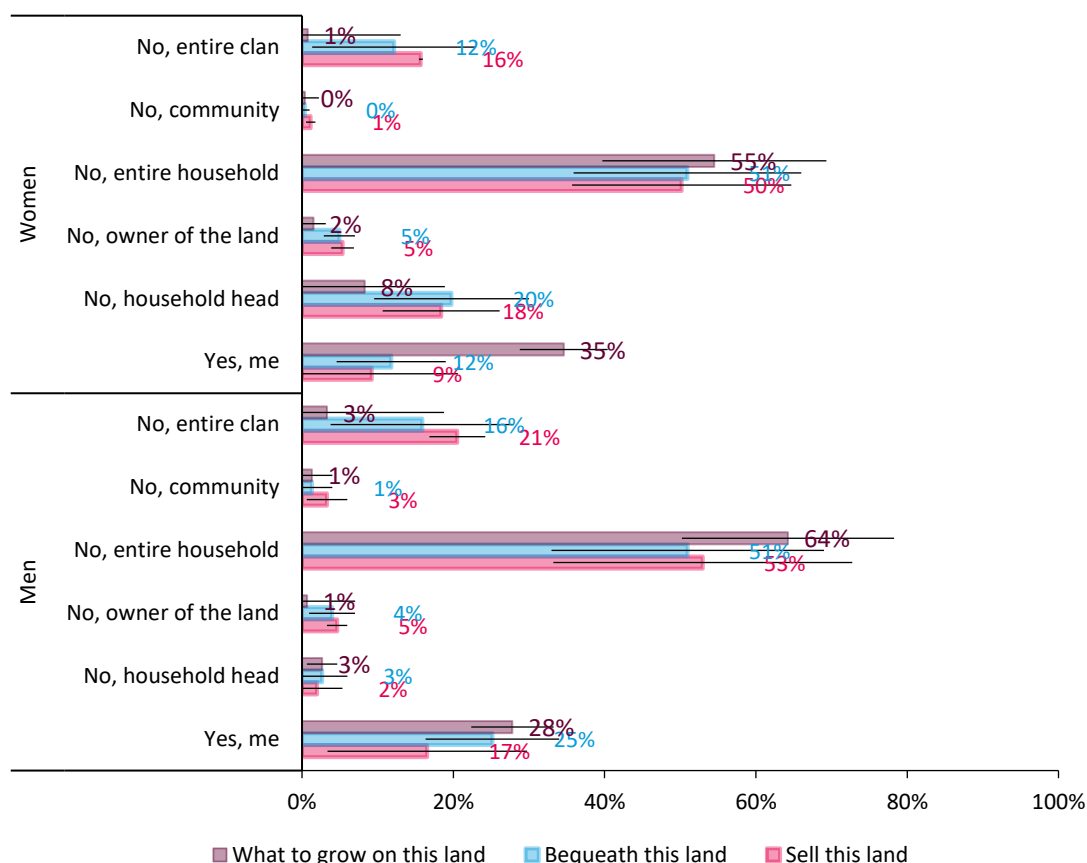
In this section, we also reflect on the rights to control land, for example, having the right to decide what to grow on the land, to prevent others from accessing the land, and to decide to rent out, sell or give away the rights. We measured the extent of the land control by asking respondents three different questions, each tackling a different level of decision-making:

- *Can you decide to sell this land, either alone or jointly with someone else?*
- *Can you decide to bequeath this land, either alone or jointly with someone else?*
- *Can you decide to make decisions on what to grow on the land?*

In section 4.3.2, we concluded that it seems that the right of *control* is not an individual right, but a household right. However, if we look even closer at Figure 24, we see that for women respondents deciding 35% answered that they decided what to grow on the land compared with 28% of the men (note that this difference was *not* statistically significant). However, significantly more men answered that they decided whether to bequeath the land (23%) or to sell the land (17%) compared with 12% and 9% of women, respectively. Women have more say in deciding what to grow. This could be connected to self-consumption crops – women have a say about what they need to grow for the family to eat, and therefore also are the household members who grow and harvest the crops for self-consumption. These are tasks linked to care work, a responsibility that is often for the women in the household. On the other hand, on economic/profitable decisions, such as selling or bequeathing the land, women do not have much say. Men make the decisions about economic/profitable activities related to land.

Another difference is that men are often the household head, and therefore the decision more often probably lies with them. This is also shown in the answer of the *household head decided*, which was higher for women than men. During the reflection workshop, Oxfam’s partners acknowledged this finding, as men hold the power to take decisions concerning land more often than women. They recommended that there should be more knowledge and awareness of gender-equal land rights and empowerment activities for women, such as on household decisions concerning land issues.

**Figure 24: Endline only: The majority of decisions are made by the entire household (NB: Data presented for the question ‘Can you decide to [...]?’ for project participants only)**



#### 4.4.2 GENDER-EQUAL ATTITUDES

Fostering **gender justice** is at the heart of our programming. Women are often at a disadvantage in comparison to men when it comes to empowerment. In the case of the R2F project in Uganda, there has been a focus on engaging women in the farmers’ groups to ensure their inclusion. The research question guiding this section is:

- *To what extent do changes in gender-equal attitudes occur?*

We measured attitudes on gender equality to provide a general picture of attitudes towards women’s empowerment and women’s rights. Such attitudes, whether held by women themselves or by others in society, may influence the willingness and possibilities for women to raise their voices. Project participants were asked about their attitude to gender equality in three domains: education, work and political leaders:

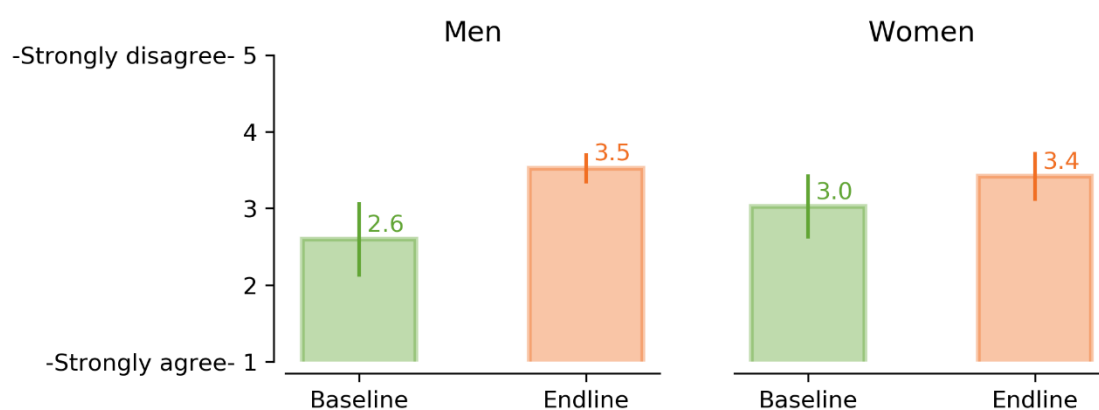
- i. *A good education is more important for a boy than for a girl.*
- ii. *When women work outside the home, the whole family suffers.*
- iii. *On the whole, men make better political leaders than women do.*

We estimated the mean value of these three statements to get a general sense of gender-equal attitudes (see Figure 25). On a scale from 1 to 5, on average, the project participants at endline rated 3.5 – which is a significant increase from the rating of 3.0 at the baseline. For men, project participants at the endline had more gender-equal attitudes than project participants at the baseline. For women, project participants at the baseline and the endline had similar attitudes towards gender justice. Men started at a lower point, but the project contributed to the rise in the gender attitudes of men to a similar level as that for women (3.5 and 3.4, respectively). Reasons for these increases are the empowerment of women through tools like the Gender Action Learning System (GALS) and training sessions on land rights. For GALS, both men and women were targeted because men are the ones who hold strong

cultural norms that are prohibitive to gender-equal land and resource rights. The targeting of both women and men allowed for the emergence of GALS champions who were both women and men.

However, when reflecting on the current level of gender-equal attitudes (which is close to agreeing to the statements), there is still room for improvement. For example, more sensitization on land rights and ownership for both men and women or economic empowerment for women so they can purchase their own land. When looking at each of the three treatment groups separately, for all groups – apart from the group that only did capacity building – we found that project participants at the endline had attitudes that were more equal than those of project participants at the baseline. Project participants in West Nile had the highest gender-equal attitudes (3.8), whereas project participants in Karamoja and Acholi had the lowest gender-equal attitudes (3.0 and 3.1, respectively). This difference between regions could be explained by the implementation of GALS in West Nile, which was implemented by a member organization under PELUM, called, CEFORD – Community Empowerment for Rural Development, which is experienced in GALS.

**Figure 25: Male project participants at endline have attitudes that are more gender-equal than those of male project participants at baseline. When taking men and women together, we find more gender-equal attitudes at endline than at baseline.**



Source: SP UGA R2F surveys, n men=370, n women=606

#### 4.4.3 EFFECT OF GENDER-EQUAL ATTITUDES ON WOMEN'S ACCESS TO LAND

The project aims to encourage people to adopt gender-equal attitudes and assumed that *if* attitudes were more gender-equal, *then* this would positively influence women's access to land. However, due to the patriarchal society in Uganda and the fact that women's rights depend on marital status, the project aims to protect women's rights on land by protecting their inheritance rights and by enhancing their capacity to have a say in control rights and the ability to negotiate in decisions on land. The research question used was:

- *To what extent did the changes in gender-equal attitudes contribute to changes in women's land rights?*

This question was analysed with two different sets of regression models. We first looked at the relationship between **attitudes towards gender equality** and **attitudes towards gender-equal land inheritance rights** for a subgroup of men and women separately, controlling for socioeconomic status<sup>30</sup>. In this regression, we wanted to test whether project participants who disagreed with male privilege (hence had gender-equal attitudes), also agreed with dividing their land equally between daughters and sons. Subsequently, we looked at the relationship between **having taken action on R2F themes** and **attitudes towards gender-equal land inheritance rights**, again for a subgroup of

<sup>30</sup> Covariates included in the model are age, marital status, level of education, level of education of the household head, occupation, district, and Poverty Probability Index (PPI). Occupation of the household head was not included because of multicollinearity.



men and women separately and controlling for socioeconomic status<sup>31</sup>. Hence, we wanted to test whether project participants who took action on R2F themes, agreed with dividing their land equally between daughters and sons.

Figure 26 shows the predicted value for the percentage of project participants who agreed to divide their land equally between daughters and sons for each level of gender-equal land attitudes, these attitudes are depicted from low to high<sup>32</sup>. For both men and women, the model estimated a positive and significant relationship between the two types of attitudes. We found for both men and women participating in the project, that if they had more gender-equal attitudes, they were more likely to state that they would divide the inheritance rights of their land equally among sons and daughters. The full regression results of the model can be found in Annex 7.3.

**Figure 26: Relation between attitudes towards women's empowerment and attitudes towards gender-equal land inheritance rights**



Figure 27 shows the predicted value for the percentage of project participants who agreed to divide their land equally between daughters and sons for respondents who had taken action on R2F themes, and for respondents that had not taken action on R2F themes<sup>33</sup>. For both men and women, the model estimated no significant relationship between the two concepts. In other words, we did not find that project participants who were vocal on R2F themes were also agreeing to divide the inheritance rights

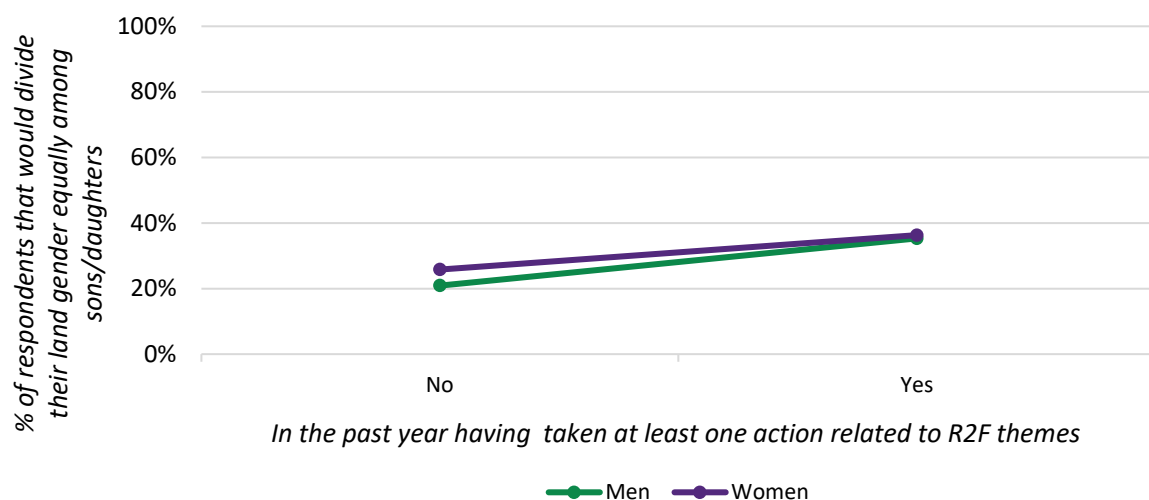
<sup>31</sup> We also explored other types dependent variables, including access to land, ownership of land, and awareness of how to claim back land. The results are not included in the report as they did not lead to clear conclusions.

<sup>32</sup> Attitudes towards women's empowerment were operationalized by the 'male privilege scale': three statements that privilege men over women. If respondents disagreed with these statements they were assumed to have attitudes in favour of women's empowerment. For the estimation of the model, we have taken the mean value of these three statements. Attitudes towards gender-equal land inheritance rights were operationalized by looking at the percentage of respondents that would divide the inheritance rights of their land equally among sons and daughters. First we have run a probit model. The predicted values in figure 26 follow from a post-estimation (margins at the means) after the probit model. The post-estimation of these margins was done on each of the three 'male privilege scale' statements separately, as the method does not allow for non-factorial variables as independent variables (= the mean value of these three statements). The mean value of the three margins was estimated as a next step, which is plotted in Figure 26.

<sup>33</sup> Having taken action on R2F themes is operationalized by a dummy variable, which equals 1 (= Yes) if respondents acknowledged having taken at least one of the following actions: joining a demonstration, participating in a strike, signing a petition, participating in debates at the local level, participating in online activism, contacting a central government representative, contacting a local government official, contacting a member of a CSO, writing to a newspaper/calling a radio show, and other actions. If respondents did not take any action the dummy variable indicates 0 (= No). Attitudes towards gender-equal land inheritance rights are operationalized by looking at the percentage of respondents that would divide the inheritance rights of their land equally among sons and daughters. Similarly, as with the Figure 26, first we ran a probit model. The predicted values in Figure 27 follow from a post-estimation (margins at the means) after the probit model.

of land equally among sons and daughters. The full regression results of the model can be found in Annex 7.3.

**Figure 27: Relationship between having taken action on R2F themes and attitudes towards gender-equal land inheritance rights**



#### 4.4.4 TENTATIVE SUMMARY

The following survey questions were only asked at the endline. Therefore, we show the outcomes for male versus female project participants.

**Table 5 Summary table on women's land rights**

Theme	Outcome variable	Is there a significant difference between male and female project participants? (And if yes, which gender has better outcomes?)
<b>To what extent do changes in women's land rights occur?</b>		
<b>Inheritance rights of land</b>	Who should have inheritance rights on the land? = Sons	=
	[Hypothetical question] How would you divide the inheritance of your land among your sons and daughters? = Equally between daughters and sons	=
	[Hypothetical question] How would you divide the inheritance of your land among your sons and daughters? = Favour sons	=
	[Hypothetical question] How would you divide the inheritance of your land among your sons and daughters? = Favour daughters	=

**Table 6 Summary table on gender-equal attitudes**

Theme	Outcome variable	Is there a significant contribution for the target	Is there a significant contribution for the subgroup of men?	Is there a significant contribution for the subgroup of women?

		group as a whole?		
<b>To what extent do changes in gender-equal attitudes occur?</b>				
<b>Women's empowerment</b>	Attitudes on women's empowerment (mean value of three statements below).	↗	↗	=
	Disagree with: A good education is more important for a boy than for a girl.	=	↗	=
	Disagree with: When women work outside the home, the whole family suffers.	↗	↗	=
	Disagree with: On the whole, men make better political leaders than women do.	↗	↗	=

In this section, we focused on women's land rights and gender-equal attitudes. The research questions that we looked at were:

- *To what extent do changes in women's land rights occur?*
- *To what extent do changes in gender-equal attitudes occur?*
- *To what extent did the changes in gender-equal attitudes contribute to changes in women's land rights?*

Land rights are predominantly determined by gender norms favourable to men. This was also reflected in our findings. The majority of project participants answered that the inheritance rights of their land should go to sons (90% on average). These findings held for both men and women, which could indicate that male inheritance is strongly entrenched in the society. When comparing the findings for each region, we found that project participants in Karamoja most often indicated land inheritance rights going to sons (98%) and project participants in Acholi least often (74%). This percentage was 86% for Teso and 95% for West Nile. When asked the hypothetical question about how they would divide the inheritance of their land, the majority of project participants (65%) indicated inheritance rights in favour of boys. Around one-third of respondents indicated they would divide it equally among sons and daughters. Only 3% favoured inheritance rights for daughters. These findings held for both men and women. It, therefore, seems that the majority of both men and women held attitudes favourable for male-dominant inheritance rights, but that there was room for a different, gender-equal norm, as one-third of the project participants would divide their land equally. We found that project participants in Acholi were significantly more progressive when it came to dividing inheritance of land among their sons and daughters than project participants in the other regions, especially Karamoja. Two-thirds (67%) of project participants in Acholi would divide their land equally among sons and daughters, compared with only 18% of project participants in Karamoja. In Teso, this was 33% of project participants and in West Nile 37% of project participants.

Comparing gender-equal attitudes over time, on average project participants at the endline had more gender-equal attitudes than at the baseline. For men, project participants at the endline had more gender-equal attitudes than project participants at the baseline. For women, project participants at the baseline and the endline had similar attitudes towards gender justice. Men started at a lower point, but the project contributed to a rise in the gender attitudes of men to a similar level to that of women. However, when reflecting on the current level of gender-equal attitudes, there is still room for improvement. Project participants in West Nile had the highest gender-equal attitudes (3.8), whereas

project participants in Karamoja and Acholi had the lowest gender-equal attitudes (3.0 and 3.1, respectively).

If we then try to tie both findings together – project participants currently have attitudes favouring male inheritance rights, and project participants seem to have more gender-equal attitudes over time – did these changes in gender-equal attitudes affect women's land rights? For both men and women, the model estimated a positive and significant relationship between the two types of attitude. We found for both men and women participating in the project that if they had more gender-equal attitudes (hence the more they disagreed with male privilege), then they were more likely to state that they would divide the inheritance rights of their land equally among sons and daughters. This finding could indicate that the R2F project should continue working on gender-equal attitudes, which in turn could lead to improved women's land rights.

We also tested whether project participants who had taken action on R2F themes were more likely to agree to divide their land equal between daughters and sons. For both men and women, the model estimated no significant relationship between the two concepts. In other words, we did not find those project participants who were vocal on R2F themes also agreed with dividing the inheritance rights of land equally among sons and daughters.

## 4.5 QUALITY SEEDS ACCESS

Scientifically, seeds are a basic unit of life. Seed is one of the vital productive resources for agriculture which farmers rely on. Therefore, seeds must be able to germinate to grow into mature crops that will eventually produce foods. Seeds should be of the right type, size and purity to be considered quality seeds. Other important aspects of seeds include preference by farmers, availability and timeliness of access and affordability. Therefore, germinability, size, type and purity determine good seed quality. The Ugandan seeds sector has a dual nature, with farmers' seeds systems existing alongside the formal seeds sector comprised of 26 registered seeds companies. The farmers' seed systems supply up to 80% of the seed demand in Uganda and the seed companies the other 20%. However, 60% of the seeds dealt in by the seed companies are for grain crops such as maize because of the higher profit margins. The seed companies commonly supply a lower diversity of seeds whereas the farmers' seed systems encompass a diversity of crops that guarantee resilience to harsh conditions such as droughts, floods, pests and diseases.

The Ugandan seeds sector had no approved national seed policy until 2018 when the National Seeds Policy and the strategy for its implementation were approved. The plant variety protection Act of 2014 was passed in parliament with a low quorum of lawmakers, and it favoured plant breeders at the expense of farmers. The recognition of farmers as breeders is implied by the act, but it does not take into consideration the benefits that should accrue to the farmers who hold the parent materials for breeding. This Act was challenged in court by a group of CSOs in Uganda. The National Plant Genetic Resources Policy for Food and Agriculture (PGRFA), which holistically recognises farmers rights, has remained as a draft to date, just like the National Rangeland and Pastoralism Policy that protects pastoralists' rights to access and protect important rangeland resources including pasture seeds.

Due to the importance of seeds for farmers, quality seed management is a key component in the Right to Food project in Uganda. Therefore, we asked the research questions:

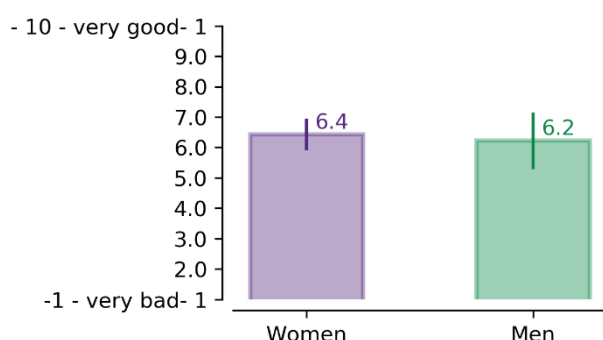
- *To what extent do changes in access to quality seed occur?*
- *To what extent did the projects' activities contribute to changes in access to quality seed?*

On a scale from 0 to 10, project participants rated their access to good quality seeds, on average as 6.4. There was no significant difference between male and female respondents (Figure 28). When analyzed by region, project participants in Teso had lower levels of access to seeds than project participants in the other regions (4.8 vs 6.2–6.8). On a scale from 1 to 5, on average, project participants rated their access to seeds in a timely manner as 3.5. Again, there was no significant difference between male and female respondents (Figure 29). When it came to the timeliness of access to seeds, project participants in Karamoja had significantly lower levels of access to seeds in a timely manner than project participants in the other regions (3.2 vs 3.7–4.1). Activities contributing to these findings were the

engagement of research institutes, such as National Agriculture Research Organization (NARO), training sessions with the community seed banks on quality seed management, and pre- and post-harvest handling.

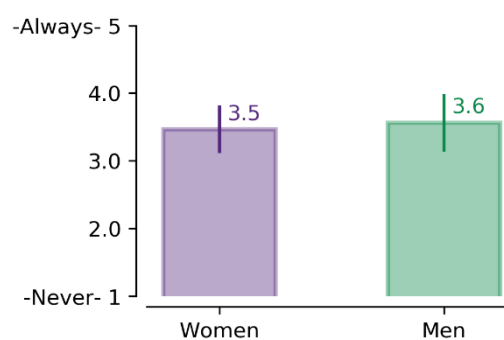
Oxfam’s partners feel there is a need for continuous provision of exposure visits. Moreover, there is a need for a central seed bank at the sub-county level. Lastly, there is a need to encourage farmers’ field schools to train the communities to produce and multiply their own seeds. This is because when farmers learn improved ways of developing their own seeds as a result of empowerment, which happens in farmer field schools, it will ensure availability, timely access and affordability (cheapness) of planting materials that are in line with farmers needs and climatic conditions. As a result, community seed banks will be adequately stocked and can develop a social seeds enterprise that can make seeds available, accessible and affordable. It is possible to do so because the National Quality Declared Seeds Guidelines allows local seeds business operations

**Figure 28: Endline only: Male and female project participants rate their access to good quality seeds similarly**



Source: SP UGA R2F surveys, n=456

**Figure 29: Endline only: Male and female project participants have similar levels of access to these seeds in a timely manner**



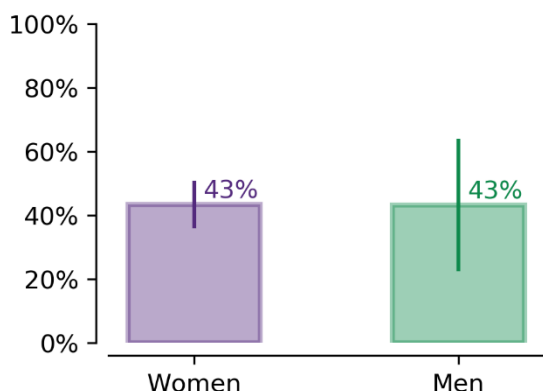
Source: SP UGA R2F surveys, n=330

At the endline, 30% of project participants rated their access to quality seeds with a five or below (insufficient access). Those respondents were asked what constrained them from accessing these seeds. The most frequently mentioned reasons were the seeds being too expensive (43%), and not available in the area (30%). One-fifth of those respondents (20%) mentioned that it was too complicated to get access to these seeds.

The 70% of respondents that did have access to these seeds mainly accessed them through previous harvests (44%) or through buying them at the market (35%). The project aimed for project participants to be self-sustaining in their seed through seed and harvest training sessions. More project participants were getting their seeds from their own harvest instead of buying them at the market. However, the project has yet to reach the goal of ensuring farmers are completely self-sufficient. There was no significant difference between male and female project participants in terms of where they access their seeds (see Figure 30 and Figure 31). Project participants in all regions had similar sources for seed access.

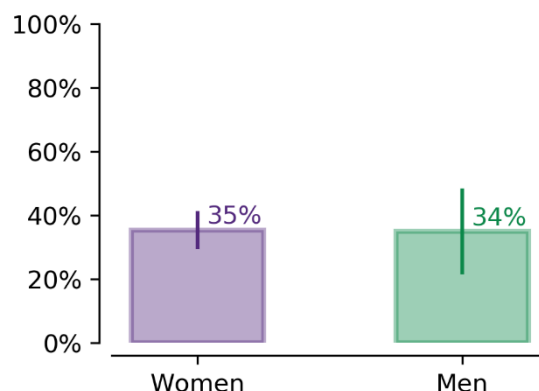
The recommendations of Oxfam’s partners were to encourage training on post-harvest handling. There are also quality seeds within the indigenous seeds, and the partners can encourage farmers to use those and to continue growing the indigenous seeds. Additionally, the research institutes need to identify the aspects of climate condition, to learn how the climate is affecting seeds.

**Figure 30: Endline only: Male and female project participants access seeds through previous harvests similarly**



Source: SP UGA R2F surveys, n=330

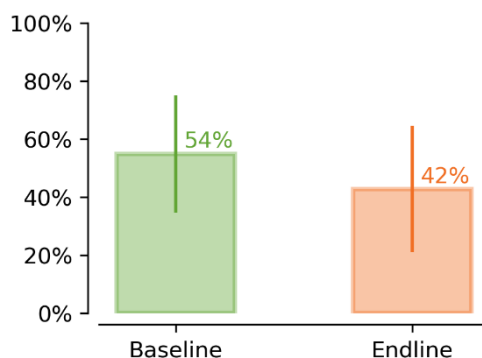
**Figure 31: Endline only: Male and female project participants access seeds through markets similarly**



Source: SP UGA R2F surveys, n=330

During the last 12 months, 42% of the project participants were involved in the trade of seeds. We did not find a significant contribution from the project for the likelihood of being involved in trading seeds (Figure 32). When analyzed by region, we found that project participants in Karamoja were significantly less often involved in seed trading than project participants in the other regions (29% vs 60-64%). The majority of project participants that did not trade seeds indicated that this was because they did not have seeds to trade (87%). At the endline, of the project participants who traded seeds, on average, 22% were involved in *selling* seeds only, 35% were involved in *sharing* of seeds only, and 43% were involved in both *selling* and *sharing* seeds.

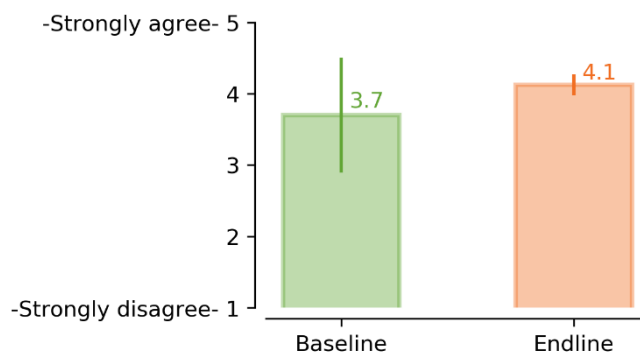
**Figure 32: Project participants at baseline and endline are similarly involved with seeds trading**



Source: SP UGA R2F surveys, n=962

Lastly, project participants were asked whether, in general, they thought that farmers had the capacity to control and manage good quality seeds. Project participants at the baseline and the endline had similar perceptions of this capacity, and, on average, they agreed that farmers had this capacity (Figure 33). This was also the case when focusing on the three treatment groups separately. Project participants in Karamoja and Teso were more positive about farmers' capacity to control and manage seeds than project participants in Acholi and West Nile (3.9 and 4.1 vs 3.4 and 3.8, respectively).

**Figure 33: Project participants at baseline and endline have similar perceptions on whether farmers have the capacity to control and manage good quality seeds**



Source: SP UGA R2F surveys, n=951

### 4.5.1 TENTATIVE SUMMARY

The following survey questions were only asked at the endline. Therefore, we have compared the outcomes for male versus female project participants.

**Table 7 Summary table on access to quality seed**

Theme	Outcome variable	Is there a significant difference between male and female project participants? (And if yes, which gender has better outcomes?)
<b>To what extent do changes in access to quality seed occur?</b>		
<b>To what extent did the projects' activities contribute to changes in access to quality seed?</b>		
<b>Quality seed access</b>	How would you rate your access to good quality seeds?	=
	Do you have access to these good quality seeds in a timely manner (i.e. upfront the planting season)?	=
	From where do you get these good quality seeds? = through previous harvests	=
	From where do you get these good quality seeds? = through markets	=

For the following two questions, we do have baseline and endline data, and thus can estimate the contribution of the R2F project.

**Table 8 Summary table on access to quality seed**

Theme	Outcome variable	Is there a significant contribution for the target group as a whole?	Is there a significant contribution for the subgroup of men?	Is there a significant contribution for the subgroup of women?
<b>To what extent do changes in access to quality seed occur?</b>				
<b>To what extent did the projects' activities contribute to changes in access to quality seed?</b>				

<b>Quality seed access</b>	During the past 12 months, did you trade any planting seeds?	==	==	==
	Farmers have the capacity to control and manage good quality seed.	==	==	==

In this section, we focused on the research questions:

- *To what extent do changes in access to quality seed occur?*
- *To what extent did the projects' activities contribute to changes in access to quality seed?*

, Since we only had endline data concerning access to seed, we looked at the current situation. Project participants rated their access to good quality seeds on average as 6.4 (out of 10). In Teso, project participants had lower levels of access to seeds than project participants in the other regions. On average, project participants rated their access in a timely manner with 3.5 (out of 5). Project participants in Karamoja had significantly lower levels of access to seeds in a timely manner than project participants in the other regions.

For the project participants who rated their access to quality seeds as insufficient (30%), the most frequently mentioned reasons were these seeds being too expensive (43%), and these seeds being unavailable in the area (30%). One-fifth of those respondents (20%) mentioned that it was too complicated to get access to these seeds. The 70% of respondents that did have access to these seeds mainly accessed them through previous harvests (44%) or through buying them at the market (35%).

Regarding the contribution of the R2F project to access to seeds, we did not find a significant contribution by the project for the likelihood of being involved in trading seeds: project participants at the baseline and the endline are similarly involved. When analyzed by region, we found that project participants in Karamoja were significantly less often involved in seed trading than project participants in all other regions (29% vs 60–64%). The majority of project participants that did not trade seeds indicated that this was because they did not have seeds to trade (87%). At the endline, on average, 22% of the project participants who traded seeds, were involved in the *selling* of seeds only, 35% were involved in *sharing* of seeds only, and 43% were involved in both *selling* and *sharing* seeds.

Project participants at the baseline and the endline had similar perceptions of the capacity of farmers to control and manage good quality seeds; on average, they agreed that farmers had this capacity. Project participants in Karamoja and Teso were more positive about farmers' capacity to control and manage seeds than project participants in Acholi and West Nile.



# 5 CONCLUSION

This section presents the main conclusions of the evaluation report of the R2F project in Uganda. The conclusions are presented in three parts. The first part presents the main conclusions from the research questions and is divided into four sub-sections: citizens' voice, land rights, women's land rights and quality seed management. The second part presents the limitations, and the third part presents the main conclusions of the evaluation.

## 5.1 CONCLUSIONS FOR EACH RESEARCH QUESTION

### 5.1.1 CITIZENS' VOICE

In this sub-section, we examine the questions:

- *To what extent do changes in the citizens' voice occur?*
- *To what extent did the projects' activities contribute to changes in taking action on R2F topics?*

The results showed that project participants were stable in their civic engagement over time. For both injustice and to fight for rights, we saw that project participants took the same number of actions as at the baseline. Citizens in Karamoja and West Nile were more active compared to citizens from Acholi and Teso. For citizens taking action on right to food topics, we saw overall a decline from in the number actions from the baseline to the endline, indicating that the project participants took less actions on R2F topics over the course of time. However, when we focused on specific topics, we found that the two main topics to the project – land- and farmers rights – were the themes on which this decrease was not visible. We even found an increase in active citizenship in farmers rights; more project participants were taking action on farmers' rights at the endline than at the baseline. This increase could indicate that the project contributed to a change in taking action on farmers' rights.

On average, project participants took 1–2 different types of actions. The actions most often taken at the endline were contacting a member of a CSO, contacting a local government official, having one-on-one meetings with government officials, participating in local-level debates and motivating others to join activities for speaking up. When project participants were asked whether they took any follow-up actions (endline only), we found that on average, the majority of project participants (67%) did take follow-up actions. This percentage was higher for men than for women. The most frequently mentioned follow-up activities were organizing follow-up meetings, going to the office of duty-bearers, and sending reminders to duty-bearers.

### 5.1.2 LAND RIGHTS

In this sub-section, we examine the questions:

- *What are the current land rights of project participants?*
- *What are the current attitudes of project participants towards land rights?*

The results showed that the majority of project participants (98%) had access to land, and the land was primarily used for agriculture (97%). When we investigated control over land, we found that decisions were made by the entire household, indicating that control rights are not an individual right, but a household right. A large majority of the project participants (81%) indicated that the land was theirs, but men indicated this significantly more often (91%) than women (73%). A large majority of the respondents owning land (80%) did not have their ownership documented. However, as with control rights, land was often owned by the entire family (36%). More than a third of project participants with access to land knew of experiences in their family when land was claimed by someone else. This experience was highest in Acholi (91%) – compared with Teso (43%), Karamoja (13%) and West Nile

(23%). When someone claimed the land, it was most often relatives within the same community (36%), or other members of the community/village (24%).

Project participants agreed that they could influence negotiations on their land. Female project participants indicated higher capabilities of influencing these negotiations within the household at the endline than at the baseline. It is, therefore, likely that the project contributed to this difference. However, the difference between men and women still showed the gender inequality in authority rights. Project participants in West Nile and Teso had higher perceived capabilities of influencing land negotiations (4.0 and 3.8 on average, respectively) than project participants in Karamoja and Acholi (3.2 and 3.4 on average, respectively).

Project participants, on average, rated themselves as neutral (neither agree nor disagree) in their awareness of how to get a certificate that can prove ownership of their land. If their land were taken, project participants rated themselves, on average, as neutral (neither agree nor disagree) in knowing the procedural steps to claim back the land. Project participants in West Nile were most aware of proving the ownership of land and knowing the procedural steps for claiming back land. Similarly, on average, participants rated themselves as 6.3 (on a scale of 1 to 10) when it came to having the confidence to do something to claim back their land if they would not be allowed to access their land. Taking these three results together, there are still a lot of people who need to gain knowledge of how to claim back their land, and this knowledge might also give them more confidence in claiming back their land.

### 5.1.3 WOMEN'S LAND RIGHTS

In this sub-section, we examine the questions

- *To what extent do changes in women's land rights occur?*
- *To what extent do changes in gender-equal attitudes occur?*
- *To what extent did the changes in gender-equal attitudes contribute to changes in women's land rights?*

Land rights are predominantly determined by gender norms favourable to men, and this was reflected in the findings. The majority of project participants (90%) thought that the inheritance rights of their land should go to sons. When asked the hypothetical question of how they would divide the inheritance of their land, the majority of project participants (65%) indicated inheritance rights in favour of boys. Around one-third of respondents indicated that they would divide it equally among sons and daughters. Only 3% favoured inheritance rights in favour of daughters. Consequently, it seems that the majority of both men and women hold attitudes favouring male-dominated inheritance rights. However, there is room for a different view, one of gender-equal norms, as one-third of the project participants would divide their land equally. We found that project participants in Acholi were significantly more progressive when it came to dividing land inheritance among their sons and daughters compared with project participants in the other regions, and especially those of Karamoja.

On average, project participants at the endline had more gender-equal attitudes than at the baseline. For men, project participants at the endline had more gender-equal attitudes than project participants at the baseline. For women, project participants had similar attitudes towards gender justice at the baseline and the endline. Men started at a lower point, but the project contributed to a rise in the gender attitudes of men to a level similar to those of women. However, when reflecting on the current level of gender-equal attitudes, there is still room for improvement.

If we combine both findings on women's land rights, did these changes in gender-equal attitudes affect women's land rights? For both men and women, the analysis estimates a positive and significant relationship between the two attitudes – for both men and women participating in the project. We found that if they had more gender-equal attitudes (hence if they disagree more with male privilege), they were more likely to state that they would divide the inheritance rights of their land equally among sons and daughters. This finding suggests that the R2F project should continue working on gender-equal attitudes, as this could lead to improved women's land rights. We did not find that project participants

who were vocal on R2F themes also agreed to divide the inheritance rights of land equally among sons and daughters.

### 5.1.4 QUALITY SEED ACCESS

The questions that we used to investigate the effect of knowledge on the citizens' voice were:

- *To what extent do changes in access to quality seed occur?*
- *To what extent did the projects' activities contribute to changes in access to quality seed?*

We found that, on average, project participants rated their access to good quality seeds as 6.4 out of 10. In Teso, project participants had lower levels of access to seeds than project participants in the other regions. On average, project participants rated their having access to seeds in a timely manner as 3.5 out of 5. Project participants in Karamoja had significantly lower levels of access to seeds in a timely manner than project participants in the other regions.

For the project participants who rated their access to quality seeds as insufficient (30%), the most frequently mentioned reasons were the seeds being too expensive (43%), and the seeds not being available in the area (30%). One-fifth of those respondents (20%) mentioned that it was too complicated to access the seeds. The 70% of respondents who did have access to the seeds mainly accessed them through previous harvests (44%) or through buying them at the market (35%).

We did not find any significant contribution by the R2F project to the likelihood of being involved in trading seeds: project participants at the baseline and the endline were similarly involved. By considering the findings by region, we found that project participants in Karamoja were significantly less often involved in trading seeds than project participants in the other regions (29% vs 60–64%). The majority of project participants that did not trade seeds indicated that this was because they did not have seeds to trade (87%). Of the project participants who traded seeds, on average, 22% of project participants at the endline were involved only in selling seeds, 35% were only involved with sharing seeds, and 43% were involved with both selling and sharing seeds.

Project participants at the baseline and the endline had similar perceptions of the capacity of farmers to control and manage good quality seeds. On average, they agreed that farmers had the capacity to control and manage good quality seeds. Project participants in Karamoja and Teso were more positive about farmers' capacity to control and manage seeds than project participants in Acholi and West Nile.

## 5.2 LIMITATIONS

This evaluation did not compare target and 'true' comparison groups, but instead, compared project participants at the baseline and the endline. There was no comparison group. Factors such as spillover of some of the project actions from targeted groups to non-targeted groups and the arrangement of society in Uganda made it hard to work exclusively with a planned target group. The design of this study, therefore, could have been improved by sampling a comparison group further away from the project locations. Additionally, differences were measured between male and female project participants, and between project participants from Acholi, Karamoja, Teso and West-Nile. As the project's mode of implementation caused the level of engagement in project activities of CLA members to change, the changes that we have found might be different from those that were expected originally.

Due to the adaptive nature of the project, not all concepts were seen as relevant from the start of project implementation. Therefore, we did not measure these concepts at the baseline. This had the effect that we cannot compare between the baseline and the endline, and, therefore, we cannot say anything about the contribution of the R2F project, only about the likelihood of the contribution of the R2F project. Additionally, some key concepts might have been challenging to understand for project participants. Therefore, we accepted the reflections and explanation of Oxfam's project partners on what these concepts mean in the context of the lives of people living in the Northern and Eastern districts in Uganda.

The results of the evaluation were indicative of the project in general. Even though the evaluation presents differences between sub-regions in Northern and Eastern Uganda, it is unclear whether only the project had contributed to significant changes in the sub-regions because of the limited statistical power for each sub-region in the sample.

### 5.3 CONCLUSION

The evaluation showed that, in general, the project did not contribute to an increase in the citizens' voice, but the project ensured stable engagement of citizens. On the topic of farmers' rights, the project did contribute to an increase in the citizens' voice. We also found a shift in the topics that the participants found important: land rights and, especially, farmers' rights. On average, project participants took 1–2 actions and more men than women took follow-up actions. We found that the majority of the project participants had access to land. On average, project participants agreed that they had the capability to influence negotiations on their land. Female project participants indicated higher capabilities for influencing negotiations on land within the household at the endline than at the baseline. However, the control rights and the authoritative rights fall within the male-dominant norms in Ugandan society. We found that these norms hold for both men and women, indicating that there is a need to influence both men and women on gender-equal land rights. In Acholi, project participants were more inclined to divide the land equally than in the other regions. We found that when project participants had more gender-equal attitudes, they were more likely to divide the land equally between sons and daughters. Over one-third of project participants knew of disputes over land claims. These results differed hugely between the different regions, with the highest number of participants in Acholi and the lowest in Karamoja. Project participants rated their access and timeliness to good quality seeds as somewhat sufficient. Project participants thought that farmers had the capacity to control and manage good quality seeds. Project participants in Karamoja and Teso were more positive about farmers' capacity to control and manage seeds than project participants in Acholi and West Nile.

# 6 RECOMMENDATIONS

## Citizens' voice

- To increase the citizens' voice, CLAs have received various training sessions on different topics by the partners, and public awareness has been raised through radio talk shows, dialogues, and community gatherings. However, local communities can be educated further on how to take action to acquire justice as this has been stagnating. The decline in the citizens' voice on issues related to R2F themes could be explained because the project did not focus on these themes right from the start of the project. Therefore, there is a need to create more awareness of land rights and the benefits of seed banks.

## Land rights

- From the results, it seems that there is still a lot of room for people to gain knowledge of how to claim back their land, which might result in them having more confidence in claiming back their land successfully.
- Partners recommend creating more awareness of land rights. A second recommendation was to identify farmers to pilot land registration. This could be done by strengthening and empowering the area land committees and the district land board.
- The government seems to embrace the R2F activities and provided a platform for participants to gain more knowledge of the acquisition of land certificates. Moreover, the engagement of cultural leaders increased awareness and knowledge of how to obtain land certificates. To ensure the uptake of R2F activities by cultural leaders will also increase in districts such as Karamoja, partners recommend that dialogues with clan leaders are facilitated to help pastoralists to register their customary lands, to raise media awareness of land ownership issues (for example, on radio talk shows), and lastly, to organise exposure visits for CLAs to other districts where the practice of land registration has been successful.

## Gender equality

- Even though gender-equal attitudes have increased for male project participants, there is still room for improvement for both women and men. For example, more sensitization on land rights and ownership for both men and women and economic empowerment for women is required, so they can purchase their own land.
- Partners recommend that there should be more knowledge and awareness of gender-equal land rights in the CLAs and at the community level. Additionally, empowerment activities for women should be organized, for example, on household decision-making on land issues.

## Quality seed management

- Partners thought that there is a need for continuous provision of exposure visits on quality seed management. Moreover, there is a need for a central seed bank at the sub-county level. Lastly, there is a need to encourage field schools for farmers to train the communities to produce and multiply their own seeds.
- Partners recommend encouraging training sessions on post-harvest handling. There are also quality seeds amongst the indigenous seeds, and the partners can encourage farmers to use those and to continue growing the indigenous seeds. Additionally, the research institutes (in Uganda) need to identify the aspects of climate condition, to learn how the climate is affecting seeds.
- It is clear from the findings that results differ between regions. It is advisable to take into account regional differences when adapting and designing the implementation of the programme.

# 7 ANNEX

## 7.1 STATISTICAL ANNEX

We have implemented propensity score matching using a normal (Gaussian) kernel estimator, where each project participant in the baseline group is given a weighting based on the characteristics used in the matching model. This weighting is a kernel-weighted average, where the weighting is expressed as the proportion of closeness between the subject in the baseline survey and the endline survey. Subsequently, when calculating the average values of the outcome indicator for people in the baseline survey, each person is given a weight, so that closer and better matches (more comparable people) have a greater influence on this average than worse matches.

The matching model for this evaluation included these covariates: age, gender, the gender of the household head, level of education, marital status, literacy, occupation, occupation of the household head, and district. With the matching model, we calculated the propensity scores in order to select or match project participants in the baseline survey where their distribution of covariates is similar to the distribution of covariates of project participants in the endline survey.

The model we used ensured that the respondents from the baseline and the endline had comparable socio-economic and demographic characteristics on a wider range of covariates. In addition to the set of covariates that we used in the model, the respondents are also balanced in these characteristics: the education of the household head, and the Poverty Probability Index (PPI). In other words, we chose to use the model with the fewest number of covariates that ensured a balance between all the characteristics that we considered relevant. The extent to which these groups are balanced before and after matching on the relevant characteristics used is shown in Table 9.

**Table 9: Balance table before and after matching**

Variable	Pre-balance			Post-balance		
	(1) Target Baseline	(2) Target Endline	Difference	(1) Target Baseline	(2) Target Endline	Difference
	Mean/SE	Mean/SE	(1)-(2)	Mean/SE	Mean/SE	(1)-(2)
Age (average)	41.962 [0.686]	40.794 [0.588]	1.168	41.435 [0.779]	41.005 [0.599]	0.430
% of female respondents	0.583 [0.022]	0.664 [0.022]	-0.081***	0.643 [0.026]	0.654 [0.023]	-0.011
% of female household heads	0.501 [0.022]	0.287 [0.021]	0.214***	0.288 [0.022]	0.296 [0.022]	-0.008
% of respondents who are married	0.768 [0.019]	0.794 [0.019]	-0.026	0.760 [0.024]	0.790 [0.019]	-0.030
% of respondents who can read and write	0.322 [0.020]	0.311 [0.022]	0.011	0.328 [0.026]	0.308 [0.022]	0.021
% of respondents who completed no education	0.620 [0.021]	0.601 [0.023]	0.019	0.605 [0.027]	0.611 [0.023]	-0.006
% of respondents who completed primary education	0.265 [0.019]	0.270 [0.021]	-0.005	0.258 [0.024]	0.265 [0.021]	-0.007
	0.115	0.129	-0.014	0.137	0.124	0.013

% of respondents who completed secondary education or higher	[0.014]	[0.016]		[0.019]	[0.016]	
% of respondents who are farmers	0.777	0.888	-0.111***	0.888	0.887	0.001
	[0.018]	[0.015]		[0.014]	[0.015]	
% of respondents who have irregular work / are unemployed	0.013	0.015	-0.002	0.018	0.016	0.002
	[0.005]	[0.006]		[0.008]	[0.006]	
% of respondents who have non-farm employment	0.209	0.096	0.113***	0.094	0.097	-0.004
	[0.018]	[0.014]		[0.012]	[0.014]	
% of household heads who have a farmer	0.760	0.840	-0.080***	0.867	0.848	0.019
	[0.019]	[0.017]		[0.016]	[0.017]	
% of household heads who have irregular work / are unemployed	0.013	0.033	-0.019**	0.025	0.020	0.005
	[0.005]	[0.008]		[0.010]	[0.007]	
% of household heads who have non-farm employment	0.226	0.127	0.099***	0.107	0.131	-0.024
	[0.018]	[0.016]		[0.013]	[0.016]	
% of respondents living in Gulu	0.065	0.061	0.004	0.088	0.063	0.025
	[0.011]	[0.011]		[0.017]	[0.012]	
% of respondents living in Serere	0.027	0.057	-0.030**	0.050	0.050	-0.000
	[0.007]	[0.011]		[0.014]	[0.010]	
% of respondents living in Amuria	0.071	0.061	0.010	0.082	0.063	0.019
	[0.011]	[0.011]		[0.015]	[0.012]	
% of respondents living in Amuru	0.119	0.075	0.044**	0.075	0.077	-0.002
	[0.014]	[0.012]		[0.011]	[0.013]	
% of respondents living in Soroti	0.040	0.048	-0.008	0.044	0.050	-0.006
	[0.009]	[0.010]		[0.010]	[0.010]	
% of respondents living in Nebbi	0.086	0.094	-0.008	0.082	0.095	-0.013
	[0.012]	[0.014]		[0.014]	[0.014]	
% of respondents living in Kotido	0.317	0.342	-0.025	0.350	0.342	0.008
	[0.020]	[0.022]		[0.029]	[0.023]	
% of respondents living in Kaabong	0.169	0.184	-0.015	0.152	0.181	-0.029
	[0.016]	[0.018]		[0.019]	[0.018]	
% of respondents living in Omoro	0.106	0.077	0.029	0.078	0.079	-0.001
	[0.013]	[0.012]		[0.013]	[0.013]	
N	521	456		520	442	
The values displayed for t-tests are the differences in the means across the groups.						
***, **, and * indicate significance at the 1, 5, and 10 % critical level.						

## 7.2 SAMPLING TABLE

Table 10 Overview of baseline and endline samples

District	CLA/farmer group	Baseline	Endline	
		Project participants	Non-project participants	Project participants
Gulu	Mon Paco farmers group	10	0	8
Serere	Nachelikitei Atoy	0	0	27
	Aitemtem	0	0	2
	Koma Farmer Group	0	2	0
	Olupe Moru Women's group	0	1	8
	Amorata farmers group	0	0	2
	Atamaisi Women's Group	14	3	13
Amuria	Alek lek Echatata	0	1	1
	Toto Ere	10	6	2
	Aduka Farmer Association	10	2	8
	Ojalam United group	10	0	8
	Otubet Development Initiative	10	0	10
Amuru	Rubanga Lakica	0	0	3
	Akwo Ki Cing	0	0	2
	Can Dek	0	4	0
	Akwuuoki Cilea	9	2	4
	Cube-Ber	10	3	7
	Picuing	11	0	0
	Akonye kena	9	2	4
	Bertitloyolo	6	0	5
	Tica taru banga	10	0	5
Gulu	Lit-Ki-Lanyeko	8	8	7
	Rubanga-Aye Miyo	10	6	7
	Opit-Kic	6	0	6
	Canne Pi Kwon	9	1	5
	Tic ryemo can	10	1	6
Omoro	Omoro	0	0	1
	PUR BER	9	4	7
	Cling Kwate FG	7	0	5
	Penongi Labego	10	0	6
Soroti	AWALI WAL WHITE ACTION	11	0	10
	OGWOLO ATAMAKISI	10	1	12
Nebbi	Sayo Kwo Group (Gosi village)	10	2	6
	EMIN PASHA SAVING GROUP	10	1	10
	MIC PARWOTH SAVINGS GROUP	27	2	20
Kotido	Ngikacherio CLA	26	0	21
	Ngikotido CLA	30	0	13
	Ngiwathia CLA	40	0	19
	NGICHAOCHAON CLA	18	5	25
	NGIKAPELIMORWO CLA	25	0	25
	NGIPANYANGARA CLA	35	0	29



Kaabong	Kalapata Women's group	0	0	12
	Lolelia Women Pastoral Group	9	1	9
	Morukori Women Pastoral Group	19	0	7
	Nameri Women Pastoral Group	20	1	18
	NGIBONGIA CLA	20	1	20
	NGIKASMERI CLA	20	0	18
Unknown	RIBE AYE KWO	10	1	5
	KULUKWACH FARMERS	10	0	0
	OKUM CAN	10	2	4
	YESUKONYO JUCAN GOTACIKO WOMEN GROUP	10	5	7
	Unknown	0	0	2
<b>Total</b>		<b>558</b>	<b>68</b>	<b>461</b>

### 7.3 REGRESSION MODELS

Table 11: Regression output for the relation between attitudes on women's empowerment vs gender-equal land inheritance rights

<b>Dependent variable=</b> % of people that would divide the inheritance of their land gender equally among sons and daughters <i>[NB: this was a hypothetical questions, asked to all respondents (regardless of whether they own land, and have sons/daughters)]</i>		
<b>Model=</b> Probit		
	1	2
	Subgroup men	Subgroup women
Attitudes on women's empowerment (Mean value of three male privilege statements, recoded such that the higher value means the more gender equal attitudes)	0.30596** (0.152)	0.20603** (0.095)
Age	0.00718 (0.009)	0.01602** (0.007)
PPI	0.33420 (0.665)	0.69894 (0.493)
Marital status	-0.06963 (0.311)	0.28964 (0.202)
Education: primary	5.71510*** (0.615)	-0.03912 (0.245)
Education: secondary or higher	-4.89047*** (0.625)	-0.44434 (0.427)
Education household head: primary	-5.51233*** (0.610)	-0.02579 (0.247)
Education household head: secondary or higher	5.72575*** (0.509)	0.23713 (0.290)
Literacy	-0.41457 (0.390)	0.77323*** (0.249)
Occupation: irregular work/unemployed	-0.29845 (0.896)	-
Occupation: other	0.47044 (0.400)	1.03716*** (0.281)
District: Serere	-1.36457* (0.725)	-1.41333*** (0.417)
District: Amuria	-0.47368 (0.600)	-1.36634*** (0.410)
District: Amuru	0.11470 (0.587)	-0.43002 (0.350)
District: Soroti	-1.16765* (0.648)	-0.72352* (0.440)
District: Nebbi	-0.95097 (0.594)	-0.55365 (0.353)
District: Kotido	-1.98744*** (0.581)	-1.32570*** (0.343)
District: Kaabong	-1.65569*** (0.597)	-0.27165 (0.322)
District: Omoro	0.14150 (0.568)	0.00481 (0.366)
Constant	-0.84772 (0.805)	-1.71950*** (0.560)
Observations	178	339
Robust standard errors in parentheses (robust or sandwich estimator of variance) *** p<0.01, ** p<0.05, * p<0.1		
Covariates included are: age, marital status, level of education, level of education of the household head, occupation, district, and Poverty Probability Index (PPI).		

**Table 12: Regression output for the relation between having taken action on R2F themes vs gender-equal land inheritance rights**

<b>Dependent variable=</b> % of people that would divide the inheritance of their land gender equally among sons and daughters <i>[NB: this was a hypothetical questions, asked to all respondents (regardless of whether they own land, and have sons/daughters)]</i> <b>Model=</b> Probit		
	1	2
	Subgroup men	Subgroup women
Having taken at least one action related to R2F themes in the past year (The list of actions includes: joining a demonstration, participating in a strike, signing a petition, participating in debates at the local level, participating in online activism, contacting a central government representative, contacting a local government official, contacting a member of a CSO, writing to a newspaper/calling a radio show, and other)	0.43234* (0.245)	0.29944* (0.166)
Age	0.00719 (0.008)	0.01418** (0.007)
PPI	0.12268 (0.676)	0.42282 (0.501)
Marital status	0.02452 (0.310)	0.27723 (0.199)
Education: primary	6.02443*** (0.674)	-0.06526 (0.239)
Education: secondary or higher	-5.09190*** (0.608)	-0.44457 (0.427)
Education household head: primary	-5.71512*** (0.663)	-0.01878 (0.241)
Education household head: secondary or higher	6.01633*** (0.495)	0.21386 (0.285)
Literacy	-0.42836 (0.380)	0.75896*** (0.249)
Occupation: irregular work/unemployed	-0.39019 (0.888)	-
Occupation: other	0.26741 (0.399)	1.00908*** (0.282)
District: Serere	-1.40778** (0.692)	-1.37621*** (0.416)
District: Amuria	-0.26088 (0.611)	-1.32066*** (0.421)
District: Amuru	0.12103 (0.584)	-0.46830 (0.349)
District: Soroti	-1.04266 (0.660)	-0.58642 (0.431)
District: Nebbi	-0.86714 (0.581)	-0.46288 (0.343)
District: Kotido	-1.87009*** (0.571)	-1.37120*** (0.345)
District: Kaabong	-1.46329** (0.608)	-0.29410 (0.325)
District: Omoro	0.09677 (0.565)	-0.02720 (0.369)
Constant	-0.20793 (0.697)	-1.01542** (0.457)
Observations	178	339
*** p<0.01, ** p<0.05, * p<0.1		
Covariates included are: age, marital status, level of education, level of education of the household head, occupation, district, and Poverty Probability Index (PPI).		

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