GLOBAL LAND TOOL NETWORK

COUNTRY LEVEL ENGAGEMENT

PLAN OF ACTION

UGANDA

GLTN
GLOBAL LAND TOOL NETWORK

Executive Summary

Uganda has a number of land tenure issues, of which tenure insecurity is identified as a major impediment to development. Land has been recognized as a driver of economic progress and a factor for achieving food security. Over 90% of Uganda's population does not have any form of land documents to protect their land rights and small-holder farmers' land rights are being squeezed by multiple external factors. Demographic pressures, changes in consumption patterns and financial speculation have generated an unprecedented increase in the price of food accompanied by the globalization of land markets and increased competition for land, with national elites increasing their investments. Extractive industries are also playing an increasingly prominent role in Uganda with a significant proportion of the country currently covered by mining and oil exploration concessions. Though legislation is generally regarded as strong, current implementation of the land governance systems are not sufficiently robust or widespread enough to protect the security of tenure of the urban and rural poor and small-holder farmers.

There are several challenges facing Uganda's land sector. Key challenges include, but are not limited to: outdated legislation and limited implementation of land policies; gaps in the integration of customary land and statutory institutions; multiple claims to the same plots of land; inadequate funds for land administration; inadequate mapping capacity; deteriorating and missing land administration records; inadequate decentralization of land registration services; inadequate security of land ownership and insecure land–related investments; inadequate dispute resolution mechanisms; increasing land evictions on registered land and customary land; unregistered land rights in areas of interest to the extractive industry and, shortage in personnel and resources for land management in districts, among others. As the challenges are enormous and the capacity of land stakeholders remains limited, it is expected that appropriate interventions will take time and will require political commitment, more resources and capacity development. The Government of Uganda is keen to address these issues and has encouraged GLTN to support them.

GLTN already has numerous interventions in Uganda particularly in regards to piloting the Social Tenure Domain Model (STDM) in collaboration with Slum Dwellers International/ACTogether and government authorities; the use and application of the Gender Evaluation Criteria (GEC) in more than 10 districts by the Uganda Land Alliance (ULA), an affiliate of the International Land Coalition (ILC); and as an identified priority country with the International Fund for Agricultural Development (IFAD)-supported Land Tenure Security Learning Initiative for East and Southern Africa (TSLI-ESA).

This Plan of Action (PoA) for Uganda articulates the objectives, partnerships and change model linked to GLTN's interventions in the country. It presents a fit-for-purpose change vision to guide GLTN's support to government and partners. The fit-for-purpose change model for GLTN's engagement in Uganda combines the Results-Based Management (RBM) approach, Soft Systems Methodology (SSM), capacity development and the impact pathways framework for improved tenure security for the urban and rural poor. It highlights capacity development as a main driver of social changes in a complex country environment and uses an assessment framework for guiding GLTN's choices of partners, projects and interventions in the short to medium term. It identifies arenas where change happens, and emphasizes the importance of champions, institutions and multi-sided platforms in influencing behaviour, relationships, communicative interactions and power relations. The assessment criteria guide the selection of entry

points as well as identifying who are the change agents at country level by recognizing the stakeholders that could produce the desired change over time.

This approach allows GLTN to:

1. Identify fit-for-purpose project activities, outputs and outcomes and fit them into the impact pathways for improved tenure security for the urban and rural poor
2. Move beyond static models while retaining the strength of the RBM approach
3. Identify the appropriate entry points to reach at least the intermediate outcomes as identified in the RBM framework
4. Assess and adapt interventions to a complex changing environment
5. Create pathways to change that are operational at the detailed level, but also aspirational at the outcome levels
6. Propose multiple entry and exit points for engagement in different arena.
7. Emphasize action learning that will drive change at the individual, organizational, systemic and societal levels through undertaking short, medium and long-term capacity interventions
8. Take into account that GLTN interventions are limited and ultimately only part of a myriad of factors that contribute to over-all change. There are other interventions, projects and initiatives that contribute to the change vision. Also, there are unplanned and uncontrollable processes in which additional levers and factors emerge from complex interactions among all actors in the country.
9. Support existing country level platforms rather than becoming a platform itself

Against this background of analysis within the fit-for-purpose change model, GLTN focuses on three strategic interventions in Uganda from the period 2014 to 2017:

1. **Implementing Pro-Poor Land Tools and Approaches**. This key intervention ensures that pro-poor land tools are developed, adapted implemented and adopted at scale.

2. **Supporting National Land Policy Development, Implementation and Tracking**. This key intervention ensures that land policy implementation is geared towards securing tenure of the poor, women and vulnerable groups including the adoption of specific laws and regulations.

3. **Enhancing Multi-Stakeholder Partnership and Platform Engagement**. This intervention is about supporting existing platforms and partnership and constituency building towards ensuring multi-stakeholder support, cooperation and active involvement towards influencing land sector improvement.

This plan of action articulates the objectives, partnership and change model for Uganda. It also identifies the projects that will receive catalytic support and seed funding and explains why they have been chosen. It also outlines the implementation plan, budget, institutional arrangements, risk assessment management and monitoring, resource mobilization and monitoring and evaluation. Within the framework of the change model, there will be on-going needs analysis and strategic changes as appropriate. The approach makes it possible for GLTN to remain within the RBM and impact pathways framework while remaining sufficiently flexible to accommodate changes at country level.

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LIST OF ACRONYMS

AISRGD	Africa Institute for Strategic Research Governance and Development
ATAASP	Agricultural Technology and Agribusiness Advisory Services Project
CAADP	Comprehensive Africa Agriculture Development Programme
CBO	Community Based Organization
CCO	Certificate of Customary Ownership
CICS	Competitiveness and Investment Climate Strategy
CLA	Communal Land Association
CPS	Civil Peace Service
DeSILISoR	Design, Supply, Installation, Implementation of the Land Information System and Securing of Land Records
DFID	Department for International Development / UK Aid
DGF	Democratic Governance Facility
DLM	Directorate for Land Management

DLO	District Land Office
DLSP	District Livelihood Support Programme
EKN	Embassy of the Kingdom of Netherlands
FAO	Food and Agriculture Organization of the United Nations
GEC	Gender Evaluation Criteria
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GLTN	Global Land Tool Network
IAP	Implementation Action Plan
IFAD	International Fund for Agricultural Development
IGN	Institut Géographique National / France
IOM	International Organization for Migration
KCCA	Kampala Capital City Authority
LEMU	Land and Equity Movement Uganda
LFA	Logical Framework Approach
LGAF	Land Governance Assessment Framework
LIS	Land Information System
LSSP	Land Sector Strategic Plan
M&E	Monitoring and Evaluation
MAAIF	Ministry of Agriculture, Animal Industry and Fisheries
MLG	Ministry of Local Government
MLHUD	Ministry of Lands Housing and Urban Development
MWE	Ministry of Water and Environment
NEMA	National Environment Management Authority
NFA	National Forestry Association
NGO	Non-Governmental Organization
NLP	National Land Policy
NSDFU	National Slum Dwellers Federation of Uganda
NULP	Northern Uganda Land Platform
OHCHR	Office of the High Commissioner for Human Rights
PMA	Plan for Modernization of Agriculture
PRDSL	Programme of Rural Development and Sustainable Livelihoods
PSCP	Private Sector Competitiveness Project
PSFU	Private Sector Foundation Uganda
RBM	Result Based Management

SDI	Slum Dwellers International
STDM	Social Tenure Domain Model
TSLI-ESA	Land Tenure Security Learning for East and Southern Africa
UBOS	Uganda Bureau of Statistics
ULA	Uganda Land Alliance
ULS	Uganda Law Society
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNFPA	United Nations Population Fund
USAID	United States Agency for International Development
USMID	Uganda Support to Municipal Infrastructure Development
UWA	Uganda Wildlife Authority
VGGT	Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests
VODP	Vegetable Oil Development Project
WFP	World Food Programme

1. INTRODUCTION

1.1. Securing Tenure and Property Rights

Secure land tenure and property rights are fundamental to shelter and livelihoods, and for the realization of human rights, poverty reduction, food security, economic prosperity and sustainable development. Secure land rights are also critical in achieving the various new priorities and thematic areas of UN-Habitat including urban legislation and governance, urban planning and design and urban economy and job creation, amongst others. Likewise, access to land and security of tenure are prerequisites for providing shelter and for the realization of food security and sustainable rural and urban development, in particular in the developing world. Yet, in most countries of the South, life in both rural and urban areas is marked by widespread and pervasive land tenure insecurity. In most developing countries over 70% of the land falls outside any formal land register recording the land rights of its holders. This has profound, negative consequences for a large proportion of the world's population, presenting enormous challenges and opportunities to governments, citizens, and the many agencies and bodies involved in land, poverty alleviation, food security and development. It also impacts land management in regard to food security, city, water and environmental management and sustainable development in general.

Securing land and land-based natural resources (e.g. water) is also central to the mission of GLTN, particularly for the poor, women and vulnerable groups in both rural and urban areas. About 70% of people in most developing countries do not have any form of land documents to protect their land rights, leaving them vulnerable in a world of increasing competition over land. Developing appropriate land tools to address such challenge is becoming an urgent undertaking. Such tools would include regional land use planning; pro-poor land information management systems; mapping from satellite imagery for use by Ministries of Environment, Water, Agriculture; pro-poor land records based on co-management approaches also for irrigation schemes, watershed management and land readjustment and slum upgrading; gender evaluation frameworks to assess the gender-responsiveness of the various components of land systems; the valuation of unregistered land; capacity development for land policy development and implementation.

1.2. GLTN's Objectives, Core Values and Principles

The Global Land Tool Network (GLTN) was launched in 2006 in response to global challenges and opportunities in the land sector, after a global needs assessment undertaken with partners and potential partners. GLTN is an alliance of global, regional and national partners with the long-term goal to contribute to poverty reduction and sustainable development through promoting secure land and property rights for all. Since its inception the Network has grown steadily and is now composed of more than 66 GLTN partners, as of January 2015.[1]

GLTN aims to strengthen existing land networks and increase the level and dissemination of knowledge and skills on how to promote tenure security at scale. It does this by developing, testing and promoting pro-poor and gender-responsive land management and land tenure tools. It advocates the establishment of

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[1]See: http://www.gltn.net/en/suggest-link/gltn-partners-2.html

a continuum of land rights, rather than just focusing on formal land titling. Additionally it aims to improve global and regional coordination on land by catalysing and promoting a shared agenda and multi-faceted partnerships through the Network itself and by strengthening other key land actors and networks. To support its aims and agenda GLTN prioritised 18 land tools plus 8 cross-cutting themes for development, grouped under the five priority themes. The five thematic areas are access to land and tenure security; land management and planning; land administration and information; land-based financing; and land policy and legislation. As these land tools cannot be implemented in isolation, GLTN has also identified eight key cross-cutting issues for the development and use of land tools: capacity development; conflict / disaster; environment; gender; grassroots; Islamic aspects; land governance; and youth.   Human rights food security and economic development are also considered as key cross cutting themes for the Network. (For more information see www.gltn.net)

During its first phase of operations (Phase 1, 2006-2011) significant progress was made by GLTN. This was confirmed and described by a Mid-Term Assessment (2010) and in '*Handling land: Innovative tools for land governance and secure tenure'*, a book jointly written by 20 representatives of GLTN partners.[2] Guided by its Secretariat based in UN-Habitat in Nairobi, Kenya, GLTN developed into an influential global network including most important actors in the global land sector setting a new pro-poor direction, wielding influence and credibility in the international land arena. GLTN has played a key role in a number of global and legal land initiatives, such as the World Bank-led Land Governance Assessment Framework (LGAF); the *Voluntary Guidelines on Responsible Governance of Tenure of Land, Fisheries and Forests in the context of National Food Security* by the Committee on Food Security; and the African Union (AU), United Nations Economic Commission for Africa (UNECA) and African Development Bank-led Land Policy Initiative (LPI). At the end of phase 1, ten land tools were at an advanced stage of development or have been completed; and some of these have been piloted and implemented in countries such as Kenya, Democratic Republic of Congo, Uganda, Liberia, Ghana, Iraq, India, Haiti and Brazil.

1.3. GLTN Phase 2 (2012-2017)

GLTN Phase 2 programme puts a particular emphasis on expanding the work and impact at the country level, in line with Expected Accomplishment 3: "Strengthened capacity of partners, land actors and targeted countries, cities and municipalities to promote and implement appropriate land policies, tools and approaches that are pro-poor, gender appropriate, effective and sustainable". The essence of the GLTN strategy for engagement at country level is value-addition to on-going land processes and initiatives, working through and with GLTN and non-GLTN partners active in the selected countries for engagement. GLTN provides support to the implementation of pro-poor gender-responsive reforms in the land sector. It does this through five main interconnected areas: (1) knowledge and awareness-building, (2) land policy reform, (3) donor coordination, (4) capacity development, and (5) tool development and implementation.

The intermediate goal of GLTN Phase 2 is: "International partner-organisations and related land programmes/projects and targeted countries and/or cities/municipalities better able to improve tenure security of the urban and rural poor through the adoption and implementation of land policies, tools and

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[2]See:http://www.unhabitat.org/downloads/docs/8502_98906_GLTN_Midterm_assessment.pdfand
http://www.unhabitat.org/pmss/listItemDetails.aspx?publicationID=3318

approaches that are pro-poor, gender appropriate, effective and sustainable".[3] Work during this phase is intended to substantially realize this goal through three Expected Accomplishments or outcomes:

1. Strengthened land-related policy, institutional and technical frameworks and tools and approaches to address the challenges in delivering security of tenure at scale particularly for the urban and rural poor.
2. Improved global knowledge and awareness on land-related policies, tools and approaches that are pro-poor, gender appropriate, effective and sustainable towards securing land and property rights for all.
3. Strengthened capacity of partners, land actors and targeted countries, cities and municipalities to promote and implement appropriate land policies, tools and approaches that are pro-poor, gender appropriate, effective and sustainable.

While these expected accomplishments and their related outputs are interlinked and mutually reinforcing, Output 3 under Expected Accomplishment 3 will provide direct guidance particularly to the GLTN country-level implementation plan: It states "Targeted in-country support for tool implementation: Country-level support and operation will be expanded. Implementation of in-country activities, either at national or local government levels, will also be harmonised with UN-Habitat's priority countries and focus areas and the on-going implementation of its project-based operational framework".

During Phase 2 GLTN will therefore continue to address global and regional needs and priorities, particularly in influencing global and regional land actors and international organisations to shift their operations and policies towards recognition of the continuum of land rights and pro-poor and gender sensitive land policies, tools and approaches. At the same time, GLTN partners will be expanding their activities in a selection of targeted countries, municipalities and local governments mainly through value-added engagements for the implementation, at scale, of pro-poor and gender-responsive reforms in the land sector.

1.4. Why Uganda as Pilot Country for GLTN Intervention

Uganda was chosen, together with the Democratic Republic of Congo, to be the priority countries for GLTN engagement in 2014 until 2017. Selection criteria was agreed during the GLTN Partners meeting held in the Hague in 2013 where the following conditions are present: existing GLTN work, existing partner leading at country level, government buy-in, availability of resources, commitment from donors to support, a group of partners willing to work together and where existing stream of activities going on in country are consistent with GLTN vision. Additional criteria by GLTN Secretariat were developed, this time to look into the operational dimensions of working in-countries:

1. Where there is maximum traction as the first priority countries are where we should have quick gains and learn fast
2. Resource mobilization potential as GLTN only has seed funding
3. Presence of strong partners and international donors

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[3] UN-Habitat, "Global Land Tool Network Phase 2: Secure Land and Property Rights for All" (as amended July 2012).

4. Where partners, donors and government are willing to lead and collaborate as GLTN will focus on value addition and act as a catalyst of change
5. List of partners priorities
6. Request for value added support
7. Relatively low transaction costs

Uganda fulfilled all the above criteria for selection as a pilot country for GLTN.

2. CONCEPTUAL FRAMEWORK

2.1. A Fit-for-Purpose Model of Change for Country Engagement

This plan of action summarizes the goals, objectives and underlying assumptions of GLTN's interventions in Uganda. It proposes a fit-for-purpose change model which is anchored on strengthening capacity of land actors and targeted cities, municipalities and districts to promote and implement appropriate land policies, tools and approaches that are pro-poor, gender appropriate, effective and sustainable. It also unpacks what are the elements of capacity development that articulates a vision for change over a short, medium and long term period. It argues that relationship between change conditions is non-linear, dynamic and iterative. With this background, an assessment framework has been developed as a lens to analyse the stakeholders in the land sector and explain the reasons why GLTN chose a particular set of project interventions in the short term period. This plan of action unpacks what GLTN's catalytic support means, which can be summarized as:

1. GLTN is not intending to be the country level platform, but instead will support existing platforms and initiatives at country level
2. GLTN capacity interventions will be short, medium and long term and will include multiple entry and exit points for engagement at various points
3. GLTN emphasizes action learning, communication, building new knowledge using GLTN tools and strengthening in-country alliances and formations around agreed shared messages that will drive change at the individual, organizational and societal levels.
4. GLTN is aware that the interventions are ultimately only part of a myriad of factors that contribute to over-all change. Therefore, this fit-for-purpose model takes into account that there are unplanned and uncontrollable processes in which additional levers and factors emerge from complex interactions among all actors in the country. GLTN's role is to try and catalyse the right actions which lead to change around land and power relations at the right time.
5. By emphasizing catalytic support, GLTN has to undertake on-going risk and strategic assessments for better identification of options and stakeholders that will produce the desired changes over time. It also needs to reflect and recalibrate the level and quality of support to country actors, organizations and platforms.

The fit-for-purpose change model emphasizes capacity development as a main driver for supporting land policy development and implementation, catalysing platforms and constituency-building and scaling up of pro-poor land tools.

GLTN as a partners' network must maximize its catalytic role at country level by supporting linkages for both GLTN funded and non-funded projects to larger processes and outcomes. Given the complex political nature of the land sector, the GLTN partners and its Secretariat must make sure, at least internally, that the sum of in country GLTN projects contributes to a logical development model or theory of change. This will involve increasing GLTN's ability to read and learn from complex environments, understand linkages with other development sectors and processes, and develop strategies from a systems perspective; as well as supporting partners to work with other development actors from different sectors and interests to tackle themes that cannot be addressed effectively on its own. GLTN is already engaged in Uganda using this change model to asses and identify stakeholders for engagement.

2.2. GLTN Capacity Development Strategy

The GLTN Capacity Development Strategy sets out an approach that brings together different types of capacity, skills and experience to enable joint learning and shared capacity development.[4] The GLTN Secretariat, working closely with partners and the relevant thematic clusters, will play the role of catalyst, bridge builder and facilitator of the necessary linkages, methodologies and learning partnerships for action. The Strategy identifies a long-term capacity development goal as well as an intermediate goal and two strategic objectives that will contribute to achieving the long-term goal, as below:

THE GLTN CAPACITY DEVELOPMENT STRATEGY		
Ultimate goal	*Intermediate goal*	*Strategic objectives*
Sufficient capacity among all the key actors (including governments, non-state actors, GLTN partners, capacity developers, multi / bilateral agencies) to promote and implement secure land and property rights for women and men, for poverty reduction and economic growth	Strategic partners have the capacity to develop, promote and implement priority pro-poor, gender-responsive land policies, tools and approaches for specific countries as drivers of national, regional and global change towards secure land rights for all	• Key capacity developers on land (national and international universities, training institutes and others) have moved from conventional technical training curricula to also include pro-poor, gender-responsive, multi-disciplinary approaches • Within each country, the relevant group of partners has the capacity to adapt, pilot, evaluate, use and disseminate each tool • Create new ways of doing business at greater scale through shared messages, new knowledge and constituency development.

The approach is designed to recognise, leverage, extend and develop urgently needed 'hard' and 'soft' land capacities within a holistic framework, using the principles and practice of action learning, good practice learning and complementary tools, techniques and methods. Its strategic objectives focus on practice and results, targeting key in-country partners on land to adapt, pilot, evaluate, use and disseminate the land tools that are needed to achieve tenure security at scale. This represents a decisive

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[4] See http://www.gltn.net/index.php/resources/publications/recent-publications/334-the-gltn-capacity-development-strategy

move away from once-off training interventions to integrated capacity development at catalytic social, political and institutional entry and exit points. Key to the approach is the linkage between learning and capacity development and tool application in practice, within a change model approach.

In this regard there is a good example in 2012-13 in a selection of municipalities in Uganda. Tool development and testing, training of trainers, practical learning through action, institution building, active networking and development of partnerships were combined in a good practice learning cycle on STDM and participatory enumerations.

Figure 1: The GLTN Good Practice Learning Cycle
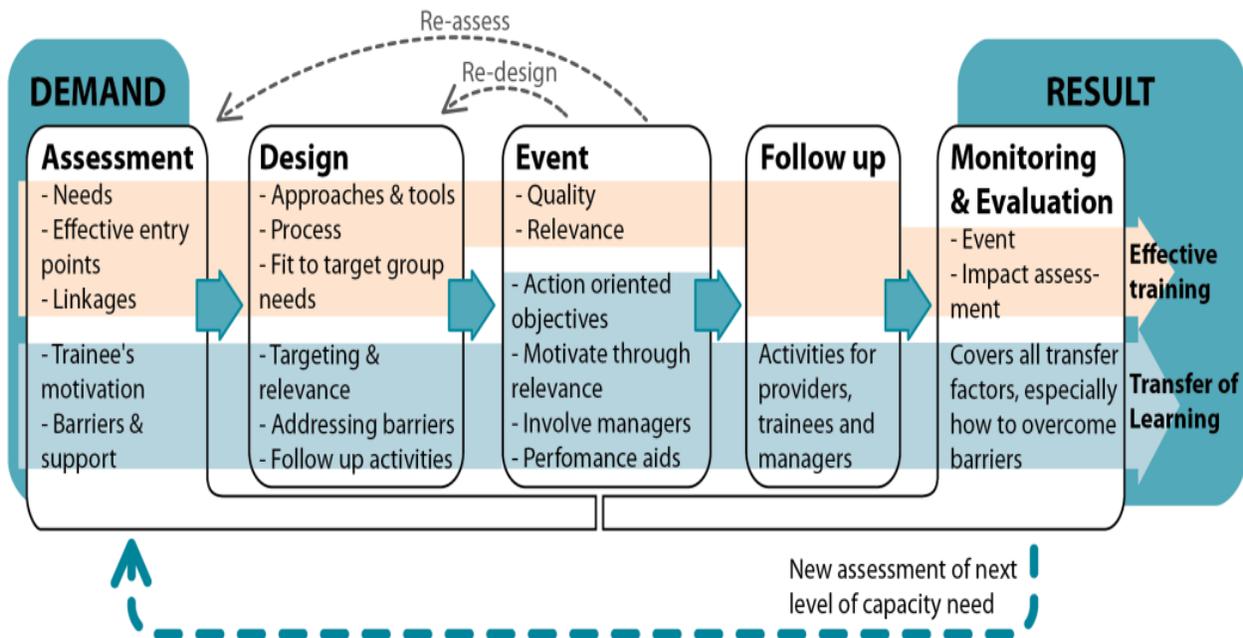
What had commenced in 2012 as one pilot with a few key actors and GLTN partners (University of Twente (ITC), Kadaster, and Shack dwellers International) had by 2013-14 grown into a multi-institutional, cross-sector learning and implementation process involving 14 Uganda municipalities. The inclusion of community leadership, local support NGOs, local and the Department of Land, Housing and Urban Development, and dedicated GLTN partners has been crucial for success in this ongoing programme.

Figure 2:   STDM and Participatory Enumeration: Learning, Testing, Application, Adaptation, Improvement Cycle.
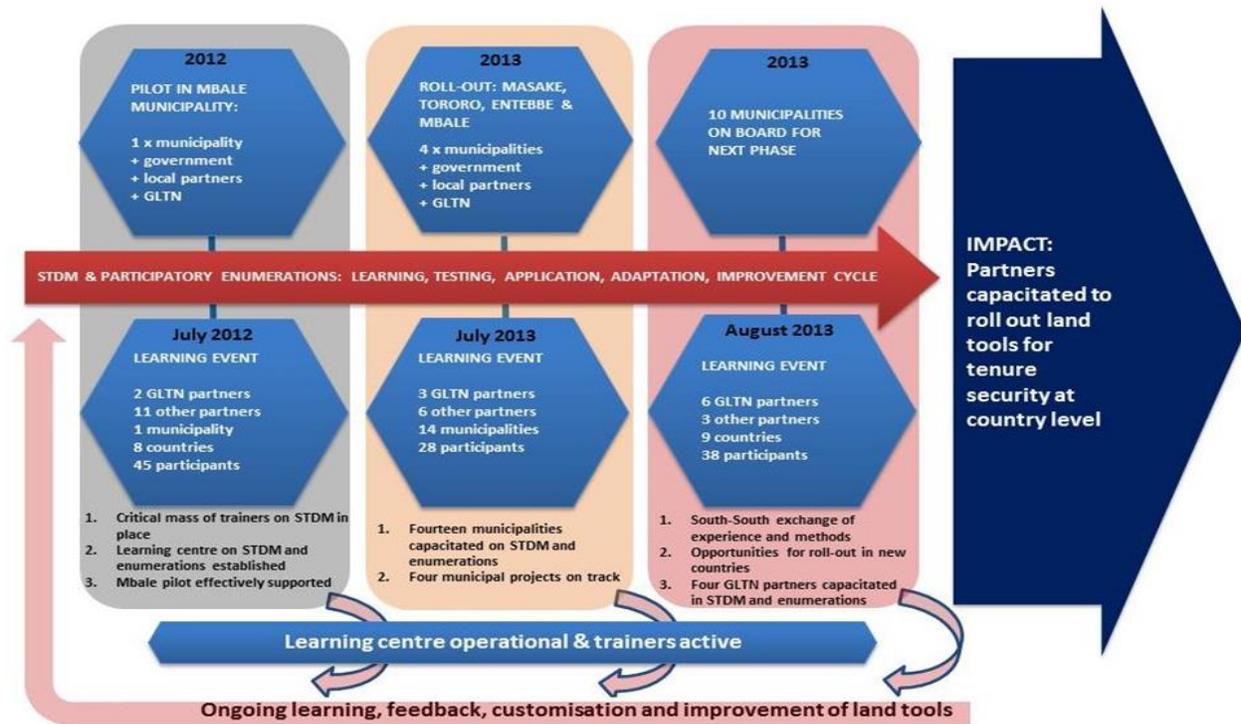
Continuity of involvement of participants throughout the learning cycle provided momentum to the process, and enhanced prospects of sustainability in going to scale. The participation of institutions and individual land professionals from outside of Uganda, not only significantly elevated the learning process through introduction of comparative experience and methodologies, but also enabled other GLTN partners (Habitat for Humanity, Huairou Commission, IFAD) to apply the Social Tenure Domain Model and other associated GLTN tools in their work elsewhere in Africa and beyond. This was done through a shared development of new knowledge across partners, building trust between partners so that they could also collaborate with each and learn from each other. This method of capacity development linked to a change model is at the core of GLTN's engagement at country level.

2.3. GLTN's Assessment Framework

A growing number of stakeholders in Uganda are focusing on land and related issues in an attempt to improve security of tenure for all. Understanding the complexity of Uganda's land sector requires an in-depth analysis of the various stakeholders, including individuals, organizations and initiatives their capacities and potentials to influence power relations, their potential to create and share new knowledge and develop shared messages as well as sustaining relationships in land and other related sectors. Different stakeholders have different interests and motivations which will be analysed in the section below:

One of the most important tasks GLTN must undertake at country level is to assess and choose entry points or projects and champion. The assessment framework below is built from the change model and will be applied to assess the land champions, institutions and initiatives in Uganda identified in Section 4.

Orientation and Approach

1. What is the organization or initiative's worldview on land? On poverty? On the linkage between land and poverty?
    i. Does the organization(s) share the GLTN core values and principles on:
    ii. Continuum of land rights
    iii. Pro-poor, gender-responsive actions
    iv. Partnerships
    v. Diversity of stakeholders
    vi. Focus on the poor

Internal

1. What is the organization or initiative's track record in delivering tenure for the poor? For women and men? Is there a willingness and potential to learn better ways of doing this?
2. Are there champions within the organization that could expand influence around the shifting or improvement of land policies, programmes and activities towards the poor?
3. What is the organization or initiative's momentum to deliver on the goals even without GLTN support?
4. What is the organization or initiative's capacity to fund raise for its own programme of activities?

Capacity and Potential to Build Relationships

1. What is the organization or initiative's capacity to network within its own sector (vertically and horizontally)?
2. What is the organization or initiative's capacity to engage with other stakeholders in the land sector and other related sectors?
3. What is the organization or initiative's capacity to lead a multi-sided platform?
4. What is the organization or initiative's ability to establish and manage linkages, alliances, and/or partnerships with others to leverage resources and actions for the land community?
5. What is the organization or initiative's capacity to create shared messages with other organizations?

Capacity and Potential to Create New Knowledge

1. What is the organization or initiative's capacity to develop, adopt and upscale the use of innovative land tools?
2. What is the organization or initiative's capacity to reflect on the lessons learnt, document/ synthesize them?
3. What is the organization or initiative's capacity to accommodate diverse views – including debates on issues?
4. What is the organization or initiative's capacity to enable others or become the platform for learning in their field of expertise?

Capacity and Potential to Influence Power Relations

1. What is the organization or initiative's capacity to influence policies towards the poor? Men and women?

2. What is the organization or initiative's capacity to deal effectively with competition, politics and power differentials?
3. What is organization or initiative's capacity to avoid being co-opted or captured by the agenda of any particular actor in the land sector?

Assessment for Champions

For assessing of potential champions, it is important to look at the individual's worldview, capacities and potentials along the same lines, which includes the following potential criteria:

1. What is the motivation of the individual? What is their world view on land and poverty? Their view on creating public goods?
2. How does the individual see issues, challenges and opportunities in changing gender relations in land?
3. What risks is the individual willing to take to contribute to changes in the land sector that will work for the poor and vulnerable?
4. Which platforms and support structures does this individual have for influencing behaviours, relationships and power relations on land?

GLTN will actively seek out these champions in-country as well as outside of Uganda. Already, there are existing individuals within the partner organizations that GLTN has been engaged with; it is important to track the conversations with them and support or strengthen their capacities as well.

2.4. Capacity Development as Catalyst for Change at Country Level

Drawing from this assessment framework at country level GLTN will serve as a catalyst for individual champions, organizations of all different types, platforms of different kinds and specific activities/outputs. GLTN will not itself become a country level platform. In terms of the fit-for-purpose change model outlined above, there is a need to identify entry points and develop and implement interventions that will achieve the desired outcomes, goals and objectives. Accordingly, country level land champions, institutions and initiatives should in general:

1. Follow GLTN values, tool/s and approaches, and therefore build new knowledge particularly in regard to the poor, women's' and youth's security of tenure at scale. Through their collaborative learning and work they should develop and use GLTN tools and approaches
2. Represent multiple entry points already and be linked to a diverse range of actors and world views
3. Engage with a range of actors including grassroots and if possible government most, if not all, of the time
4. Be already linked with each other and undertake joint messaging activities together
5. Have adopted pro-poor and gender responsive approaches to other stakeholders including government because of their own business models and GLTN tools should empower them to increase their advocacy and influence. GLTN will seek to increase the communications of these projects to better reach planned outcomes and objectives
6. Be already following the pro poor business model focused around addressing security of tenure issues, and as new knowledge is being created and shared which will increase the opportunity of

reaching pro-poor approaches, planned outcomes and objectives to strengthen existing alliances around shared values and core messages

7. Be implementing projects that are process oriented which automatically implies that relationship building is at the heart of their activities. GLTN activities are also structured in such a way as to bring a range of stakeholders' together and overcome silos, talk through issues, build and validate new knowledge. GLTN will seek to increase the communications of these projects to better reach pro-poor planned outcomes and objectives

8. Be prepared for reflection on learning moments to ensure that change is tracked and outcomes evaluated, and ongoing needs assessment is done for new strategize and engagement. At a global tool development level, GLTN is using workshops with partners to both think about how to develop a tool and to validate any developments. Reflection is key to tool development and change. At country level, GLTN has supported piloting and demonstration so that the tools could be verified and used by communities.

Not all partners may meet all the above conditions. GLTN will identify gaps in the partners and support them during as appropriate. GLTN focuses heavily on developing the capacity of partners, stakeholders and government, which implies the development of new knowledge including gaining new technical knowledge, and learning through doing (action research), communicating, reflecting and building relationship, the country projects. The growing momentum created through this approach will as we have already seen in some situations change power relationships in regard to land. All of the above is being applied in Uganda.

3.   UNDERSTANDING THE PROBLEM OF TENURE INSECURITY IN UGANDA

3.1. Introduction

GLTN's interventions in Uganda aim to directly contribute to improving tenure security for the urban and rural poor, particularly women and youth, as an important component of food security and poverty reduction.

Uganda's efforts to strengthen tenure security underlie multiple political, economic and social domains. Full tenure security countrywide is still a difficult issue. In some areas, access, use and control of land resources has been a complex mix of ethnic and political orientations. Despite the legal and structural reforms taken to revamp the land sector and tenure security, much is still required. Even with the legal instruments meant to protect vulnerable groups (women, children, ethnic minorities and the poor) and smallholder farmers from irresponsible sales, to promote investment and the smooth operation of the market, the adequacy of land tenure policy is still being questioned. Conventional land administration systems have not adequately resulted in the proposed reforms at scale. GLTN has already worked in Uganda to address some of these issues. Work will be further scaled through partners and following this action plan.

3.2. Historical Background

Uganda is a land-locked country astride the equator and covers a total area of 236, 000 square kilometres of which 194,000 square kilometres is dry land and the rest being either open water or permanent swamp. Uganda has a population of over 30 million people out of which more than 80% of the population are

resident in rural areas and derive their livelihood directly from agriculture that is completely land based. Population growth rate is 3.23% and this is one of the highest in the world. The population is unevenly distributed in the country with some districts in the south west (Kabale, Kisoroetc) and East (Mbale area) with population densities as high as 350 persons per square kilometres while the population density in some areas like Acholi land and Karamojong sub-region population is less than 70 persons per square kilometre. In the locations with high population densities and in locations around big urban areas, there is increasing scarcity of land. Even in relatively rural locations, good quality arable land and common pool resources are becoming more valuable due to greater market engagement, changes in production systems, population growth, migration and environment changes. The legal and policy framework for land in Uganda is complex. Uganda law recognizes four categories of land tenure: customary, freehold, mailo (similar to freehold, but subject to the rights of the occupiers) and leasehold. The land policy envisages to also categorize land in private, community, public and government land.

In Uganda, 75 to 80 per cent of land is under customary ownership, combined with largely malfunctioning Ugandan land administration institutions, this limits citizens and investors to fully utilize one of Uganda's most valuable assets. Though a juxtaposition of customary and statutory tenure systems exist in most rural areas of Africa, and as such does not necessarily hamper investments, this situation frustrates the growth of the Ugandan economy, particularly in agriculture, because of lack of clear rules and regulations and enforcement by institutions.

The GLTN tools are designed in a way that can assist the government and stakeholders to address some of these issues.

3.3. Land as a factor for economic growth

Uganda lies smack in the middle of Africa; connected to regional security issues like the Horn of Africa and the Great Lakes Region. The country has a total surface area of 241,038 square kilometres of which 18.2% is water and 81.7% is land. Cultivated land cover increased from 84,010 km2 in 1990 to 99,018.4 km2 in 2005. While land-cover types pose limitations for potential land-uses, other factors such as technology, tenure type and population pressure influence the speed and nature of land-uses. A total of 42% of the available land is arable land although only 21% is currently utilized mostly in the southern parts of the country. Land resources play an important complementary role for economic growth, employment and general socio-economic development. Land constitutes the main capital that is available to the people of Uganda. Land is a key resource in agriculture, industry and forestry and it underpins rural livelihoods of the majority of landholders in the rural area. About 50% of households' wealth in Uganda is held in the form of land and land provides the majority of employment opportunities.

The land sector by far remains the bedrock of all development and is expected to play a crucial role in the development of other sectors (e.g. agriculture, forestry, tourism, mining, oil and gas etc.) and, especially, in provision of leverage for efforts in poverty reduction, the promotion of governance and social justice, political accountability and democratic governance, the management of conflict and ecological stress and sustainable transformation of Uganda's economy as a whole.

According to the 1995 Constitution, land is vested in the citizens of Uganda in accordance with four land tenure systems namely: customary, freehold, leasehold and mailo land tenure. The complex and multiple land tenure systems have severely limited land use planning and utilization. Majority (95%) of land

owners do not have land titles to guarantee their security of tenure. The problem of accessing land titles is compounded by: bureaucracy, manual operations, corruption, low level of funding to the sector, legal and regulatory constraints, attitude, culture, squatters, historical issues, shortage of relevant skills such as land surveying and many other related problems (NDP 2010/11-2014/15).

Given that 80% of the land in Uganda is under customary tenure, and outside the conventional land administration systems, GLTN's core interventions will be on strengthening capacities of individuals, institutions and initiatives to improve tenure security, particularly in customary settings. GLTN will also support existing platforms to engage in debates and dialogues on land that will strengthen relationships among stakeholders and generate new knowledge. This will help to contribute to economic growth and poverty reduction in Uganda. GLTN is already supporting the Government of Uganda in this work.

3.4. Land as one of the necessary conditions for food security

Land is a foundation upon which the food security of a majority of Ugandan citizens living in poverty will depend. For the foundation to be strong, good land governance is necessary, to improve livelihoods of the poor, women and other vulnerable groups in order to meet their needs. The Ugandan government has also put a lot of effort in strengthening internal and regional stability and security, which is an imperative for reaching its ambition of being a middle income country by year 2040. This plan of action seeks to support Uganda in reaching its goal of economic and social transformation by focusing on secure tenure as an impact pathway for change.

3.5. A review of the legal and institutional framework for land governance

Uganda has a plural legal system where both formal and informal laws co-exist and are applied in the management and administration of land. Until independence (9th October 1962), colonial tenure legislations – some of which were archaic, were largely retained. Post-independence reforms aimed at incorporating local land rights into the national legal framework, but with little or no modifications.

The 1995 Constitution was the first legislation to reform land by reversing the 1975 Idi Amin Land Reform Decree that had nationalized all land by declaring it public land, but did not provide much protection of the user rights of smallholder farmers. Article 237(1) of the 1995 Constitution vested land in the citizens in accordance to the four land tenure systems; freehold, leasehold, Mailo, and customary. With the enactment of the 1995 Constitution Uganda opted for an innovative change in its land legislation, which was re-iterated and detailed with the 1998 Land Act. This is implemented through a legal and institutional framework for land governance in Uganda (see Figure 3 below).

The 1998 Land Act provides a legal framework for the various land tenure, ownership and management of land; amendment and consolidation of the law relating to tenure, and other associated or incidental matters. The Land Act also strengthens the rights of bonafide occupants on mailo land. Although the Land Act recognizes customary rights alongside formal, State-backed property rights, it is not very clear about how customary land should be regulated. The Land Act was amended in 2010 with the intention to protect customary land owners and lawful/bonafide occupants on registered land against eviction. A number of policies (e.g. National Land Policy 2013, National Land Use Policy 2007, National Forestry Policy 2001, etc.) have been initiated by GoU to improve land governance.

Figure 3: Legal and Institutional Framework for Land Governance in Uganda

RESPONSIBLE INSTITUTION

CONSTITUTION, 1995 Supreme Law of Uganda	Government of Uganda

Land Related Laws

Land Act, Cap.227, 1998	Ministry of Land, Housing and Urban Development (MLHUD)
Town and Country Planning Act, Cap. 246, 1951	
National Environment Act, Cap. 153, 1995	Ministry of Water and Environment (MWE)
National Environment Statute, 1995	
National Forestry & Tree Planting Act, 2003	
Local Government Act, 1997	Ministry of Local Government (MLG)

Land Related Policies

National Land Policy, 2011	Ministry of Land, Housing and Urban Development (MLHUD)
National Land Use Policy, 2007	
National Environment Management Policy, 1994	Ministry of Water and Environment (MWE)
National Forestry Policy, 2001	
National Wildlife Policy, 1999	
National Gender Policy, 2001	Ministry of Gender Labour and Social Development (MGLSD)

In conclusion, there is a growing consensus among land actors in the country to address the issues on improving tenure security for the poor by strengthening the existing legal and policy frameworks governing land in Uganda. GLTN's catalytic support is valued by the government and civil society stakeholders, particularly the MLHUD where a collaborative relationship already exists at different levels. It is also important to build on the momentum already achieved with the passage of the National Land Policy, and the growing desire among change agents to move the policy to implementation phase. At all levels, GLTN continues to identify champions, catalyse dialogue and debate, and strengthen relationships among different key actors. GLTN tools will facilitate the intentions of the government   and stakeholder plans through supporting the implementation of the 1998 Land Act which underpins the 1995 Constitution.

# 4. ASSESSING THE CAPACITY OF LAND STAKEHOLDERS

4.1. Introduction

In Uganda GLTN chose its first interventions with land stakeholders who strongly agree with GLTN's core values and principles and have had a track record in delivering tenure for the poor as per the

assessment framework above. Stakeholders are defined as individual champions, organizations that have projects or initiatives on land, and multi-stakeholder platforms.

Civil society organizations include the Uganda Land Alliance and ACTogether, scored high in their capacity and potential to fundraise and mobilize resources beyond GLTN's catalytic support. These partners have the capacity and potential to build and maintain relationships with other key stakeholders at local, municipal and national level. GLTN's assessment also shows that these partners have the capacity and potential to influence power relations and create and share new knowledge. For instance ULA is an alliance that consists of over 50 national NGOs and Community Based Organizations promoting secure tenure. ACTogether has established several platforms in over 14 Municipalities to influence national policies. GLTN continues to identify key champions and entry points among key actors and institutions involved in land.

GLTN is aware that the success of its interventions depends on political support and commitment of the Government of Uganda to lead. GLTN's assessment shows that parts of the Ministry of Land and the Ministry of Agriculture – particularly through the Vegetable Oil Development Project (VODP) shares GLTN's core values and principles for securing tenure for poor women and men. Both ministries have demonstrated capacity and potential to pilot and upscale pro-poor land tools such as STDM and GEC in their project areas. GLTN has identified a number of champions within these ministries who have the capacity and ability to influence power relations. The Ministry of Lands and the Ministry of Agriculture through VODP have demonstrated the capacity and potential to fund raise beyond GLTN's catalytic seed fund. VODP in particular has on several interventions invested financial and human resources to upscale the use of STDM in the oil palm projects. GLTN's catalytic role has already strengthened relationships within and among the Ministry of Lands and Ministry of Agriculture through VODP to share experiences and new knowledge on land tenure issues in their projects. An example is a recent joint field mission organized in December 2014 by the Ministry of Lands through Department of Urban Development and the Ministry of Agriculture through VODP to explore the implementation of STDM in the urban and rural contexts of Mbale Municipality and palm oil farmers in Kalangala district. The complexity of relationships in Uganda among land stakeholders is shown in figure 4 below.

Figure 4: Complex interrelations among major land stakeholders in Uganda
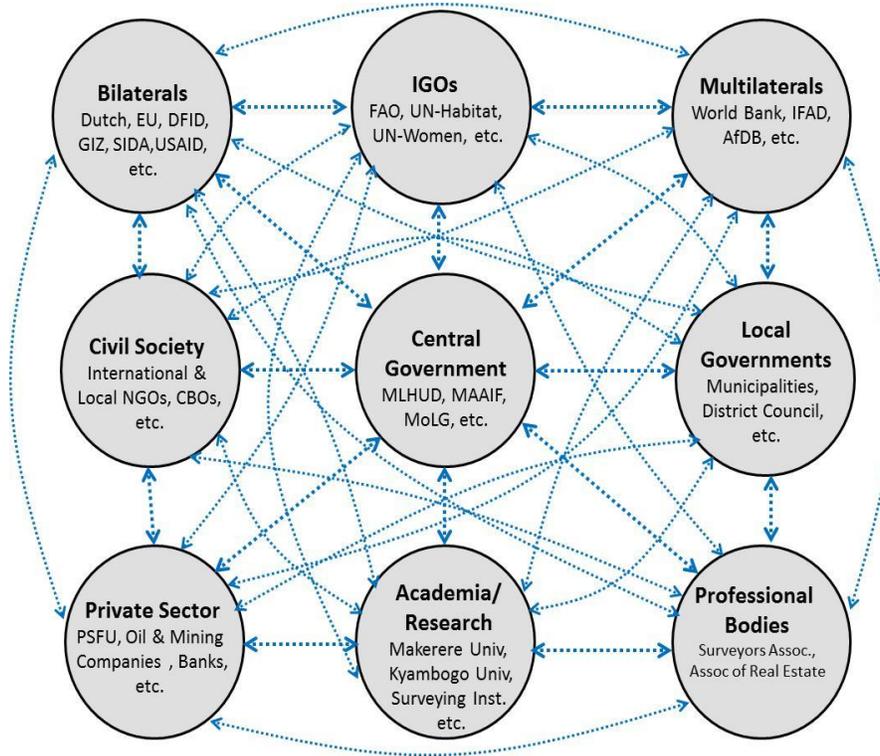
4.2. Ministry of Lands Housing and Urban Development (MLHUD)

The government is a key driver of change in land governance.   The central leadership role of the Ministry of Lands Housing and Urban Development (MLHUD) in providing policy direction, setting national standards and coordinating on all matters concerning land, housing and urban development in Uganda is essential for the achievement of the change vision. MLHUD is responsible for putting in place policies and initiating laws that ensure sustainable land management, promoting sustainable housing for all citizens of Uganda and fostering orderly urban development in the country. Based on GLTN's previous interventions in Uganda particularly in regards to piloting the Social Tenure Domain Model (STDM), in collaboration with Slum Dwellers International/ACTogether and the use and application of the Gender Evaluation Criteria (GEC) in more than 10 districts by the Uganda Land Alliance (ULA), among other interventions, the MLHUD approached GLTN/UN-Habitat for support in addressing challenges to the land sector in Uganda. This demonstrates the willingness of the Ministry to lead and pro-actively engage with GLTN partners and the new knowledge being developed. A work plan led by the Ministry of Lands has been formulated for funding.

Why the Ministry of Lands?
Before GLTN's full country level engagement, the Department of Urban Development (DUD) in the MLHUD played a key role in the ***Implementation of the Social Tenure Domain Model (STDM) in Urban and Peri-Urban Context.*** Through the Department of Urban Development and in partnership with the Slum Dwellers International (SDI), ACTogether, and various municipal councils, recognized the value of STDM in planning and urban development in Mbale Municipality. The Ministry together with

Slum Dwellers International (SDI) and ACTogether are key drivers in scaling-up the implementation of STDM in the additional 14 municipalities across Uganda. The objective is to use the tool in the context of participatory enumerations and continuum of land rights approach for settlement profiling and household enumeration to improve tenure security, inclusive planning and access to basic services and infrastructure. To date, approximately 89 informal settlements in Kampala, Entebbe, Mbale, Tororo, Masaka and Arua districts were completed. In addition, through GLTN support, four data resource centres were established in partnership with local governments. The experience and lessons on this initiative will provide feedback to the on-going land policy implementation particularly in regards to development of appropriate laws to improve tenure security for the urban poor. Likewise, the data generated from these initiatives are already informing the local government development plans and in some cases, are being used in the implementation of the World Bank supported Municipal Infrastructure Development (USMID) project, showing building relationships with other key actors. The Ministry has also demonstrated the capacity to create and share new knowledge on other innovative land tools (e.g. GEC) with other stakeholders.

The key entry point to engage with the MLHUD is through *Supporting Land Policy Implementation.* GLTN was approached by the Department of Land Administration (DLA) for support in the implementation of the National Land Policy (NLP) with a particular focus on building capacity on gender and providing support to establish a land stakeholder's platform. This engagement also aims at strengthening the capacity of the NLP Implementation Secretariat and establishment of a monitoring and evaluation system to analyse the implementation of Uganda's national land policy. GLTN's support to the MLHUD is also aimed at increasing the capacity of the Ministry of Lands to engage stakeholders through the establishment of a stakeholders' platform to support the implementation of NLP in Uganda including awareness building. GLTN's internal assessment of the MLHUD to deliver tenure security for the poor revealed that there is a growing number of champions within the different departments of the Ministry that could expand influence in improvement of land policies, programs, and activities towards the poor. GLTN identified capacity development as a key intervention for the MLHUD to deliver on pro-poor, gender responsive approaches. The Ministry is a key driver of change in the development, adoption, and upscaling the use of innovative land tools like the Gender Evaluation Criteria, Participatory Enumerations, STDM and the Continuum of Land Rights among others. The Ministry has expressed interest to explore the possible use of GLTN tools like STDM in the development of a Land Information System (LIS) for Certificates of Customary Ownership (CCO) initially in Kasese and northern Uganda.

HIGH LEVEL ACTIVITY FROM GLTN IMPLEMENTATION PLAN	KEY MILESTONES/ FINAL PRODUCTS
Supporting the MLHUD on the Implementation of the National Land Policy (NLP)	Strengthened Capacity of the NLP Secretariat to implement, monitor and evaluate the national land policy and increased stakeholder engagement in the implementation of the National Land Policy in Uganda

4.3. Uganda Land Alliance (ULA)

The Uganda Land Alliance (ULA) is a membership consortium of national, regional and international civil society organizations and individuals, lobbying and advocating for fair land laws and policies that

address the land rights of the poor, disadvantaged and vulnerable groups and individuals in Uganda. Established in 1995 as an independent non-governmental legal entity, ULA's aims at increasing land rights awareness among poor women, men, children, and other marginalized groups; and lobbying and advocating for fair land laws and policies to protect and promote the land rights of poor women, men, children and other marginalized groups. ULA is a member of the International Land Coalition (ILC) and is actively engaged in a large number of global, regional and local forums and partnerships including Landesa, Landnet East Africa, Landac Women's Land Rights Movement, Coalition of Pastoralist Civil Society Organizations (COPACSO) and the Northern Uganda Land Platform (NULP).

Why Uganda Land Alliance?
ULA shares the GLTN core values and principles on the continuum of land rights, pro-poor gender responsive actions, and partnerships, diversity of stakeholders, equity, sustainability, and large scale approach among others. ULA has a track record for delivering tenure for the poor – particularly poor women and men. ULA has a long experience of implementing pro-poor gender responsive tools like the GEC in 10 urban and rural districts in Uganda. Due to its broad network within Uganda and internationally ULA has the capacity and potential to build and sustain relationships with government, local government and other key actors in the land sector to promote pro-poor gender responsive approaches. For instance, ULA was a major driver of change influencing the development of Uganda's National Land Policy to incorporate pro-poor gender responsive approaches.

Through GLTN support, ULA is currently spearheading the initiative to *Strengthen Women's Access to Land and Land Governance in Northern Uganda*. Through this initiative, GLTN is catalyzing the capacity of ULA and other civil society organizations on the use and application of the GEC tool as a tool to promote gender justice and land governance in a post-conflict setting. In addition, an assessment of the gender responsiveness of district plans and other land related instruments has started through a series of stakeholder dialogues at national and local levels. Support is also being provided towards the functionality and co-existence of women advocates and male champions to strengthen women's access to land and related resources. This map (below) shows the 10 districts where ULA has piloted the GEC.

Gender Evaluation Criteria Piloting in Uganda
As up to February 2015
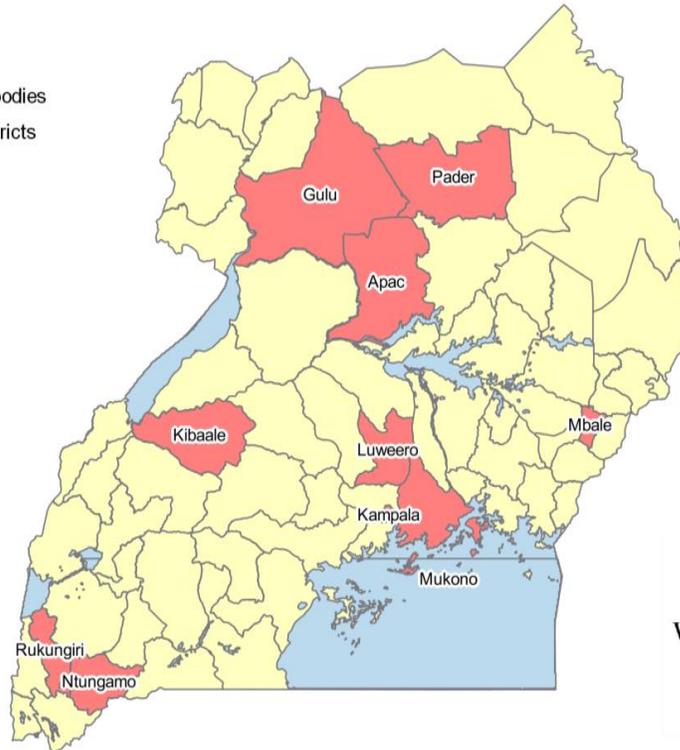
HIGH LEVEL ACTIVITY FROM GLTN IMPLEMENTATION PLAN	KEY MILESTONES/ FINAL PRODUCTS
Strengthen Women's Access to Land and Land Governance through upscaling the GEC in Northern Uganda.	Improved knowledge and awareness on issues and measures for strengthening land and natural resource tenure security of poor women and men. Information available on the status of district level policy on gender equity in 10 districts.

4.4. ACTogether/Slum Dwellers International (SDI)

Slum Dwellers International (SDI) established ACTogether to support the National Slum Dwellers Federation of Uganda (NSDFU). ACTogether facilitates processes that develop organizational capacity at the local level and promotes pro-poor policy and practice in Uganda's urban development arena. ACTogether operates in partnership with organized communities of urban poor to increase access to secure tenure, adequate shelter, basic services, information and many of the other building blocks required for healthy communities.

Why ACTogether?
ACTogether is among the few local NGO focused on delivering tenure security for the urban poor. ACTogether has proved capacity and potential to engage with other stakeholders in the land and other related sectors. Through partnership with the Cities Alliance, a total of 89 settlements have now been profiled in the upscaling of the STDM work. ACTogether is also partnering with Kampala Capital City Authority (KCCA) in the use of STDM in one of the big slums (Kinawataka) located in a wetland. ACTogether has demonstrated the capacity and potential to create and share new knowledge within the SDI network and with other urban civil society groups. Several learning materials including a video on STDM implementation have been documented and disseminated widely

HIGH LEVEL ACTIVITY FROM GLTN IMPLEMENTATION PLAN (as few as possible)	KEY MILESTONES/ FINAL PRODUCTS
Upscaling of STDM tool implementation in select municipalities	Increased uptake of GLTN tools, approaches and methodology by land practitioners: Increased access to and use of land information and resources by community in 4 districts. LCs in 15 municipalities have the requisite skills for profiling and management of data centers. LC3 (divisional leaders) in 15 municipalities have the skills to implement the Land Policy.

4.5. Ministry of Agriculture, Animal Industry and Fisheries (MAAIF)

The Government of Uganda's policy on agriculture and food security enshrined in the Development Strategy and Investment Plan 2011-2015 (DSIP) supports adaptive interventions that farmers (both women and men) can engage in to adjust to climate change and environmental pressures. Through financial support from the International Fund for Agricultural Development (IFAD), the Ministry of Agriculture, Animal Industry and Fisheries (MAAIF) through the Vegetable Oil Development Project (VODP) have identified the need to incorporate innovative tools for securing land and property rights in their project implementation. Through GLTN and IFAD partnership on Land and Natural Resources Tenure Security Learning Initiative for East and Southern Africa (TSLI-ESA) project, VODP is upscaling the implementation of STDM in rural and agricultural context. VODP is using STDM to link farm landholdings with tenure security status and productivity of smallholder farmers in Bugala Islands in Kalangala District. The on-going process is expected to reduce land disputes, improve land tenure security and identify further land-related interventions under the management of the farmers' association. VODP has expressed interest to upscale STDM and other innovative tools like the GEC in its proposed

expansion on Buvuma Island and under the Oil Seed component covering 51 districts in customary areas of Northern and Eastern Uganda.

Through partnership with IFAD on Land and Natural Resources Tenure Security Learning Initiative for East and Southern Africa (TSLI-ESA) project, GLTN is working with the African Institute for Strategic Research Governance and Development (AISRGD) to map key actors and institutions engaged in land governance across Uganda which is intended to be shared to key stakeholders and partners. AISRGD is additionally, documenting the issuance of Certificates of Customary Ownership (CCOs) within the IFAD supported District Livelihood Support Programme (DLSP) in the Ministry of Local Government Uganda. This will inform GLTN and partners on potential work and interventions on customary tenure particularly in regards to tools implementation and informing the development of appropriate land laws and regulations.

VODP shares GLTN's core values and principles. It has demonstrated a positive attitude towards upscaling pro-poor land tools like STDM in 51 districts in Northern and Eastern Uganda. VODP has committed both financial and human resources while GLTN will continue to offer technical support during the rollout of STDM in VODP's oil seed districts. VODP has demonstrated interest in piloting other GLTN tools like GEC and pro-poor land recordation among others. It has committed to cost-sharing missions and exposure trips to Kalangala together with the University of Twente (ITC) from the Netherlands. This map shows the status of STDM implementation in Uganda, championed by ACTogether and VODP.

STDM Implementation Status in Uganda
As up to February 2015

Legend
- VODP2 oil seeds project area
- Inland water bodies

STDM implementation status
- Pilot
- Rollout
- Municipalities

Arua, Mbale, Tororo, Kampala, Entebbe, Masaka, Kalangala
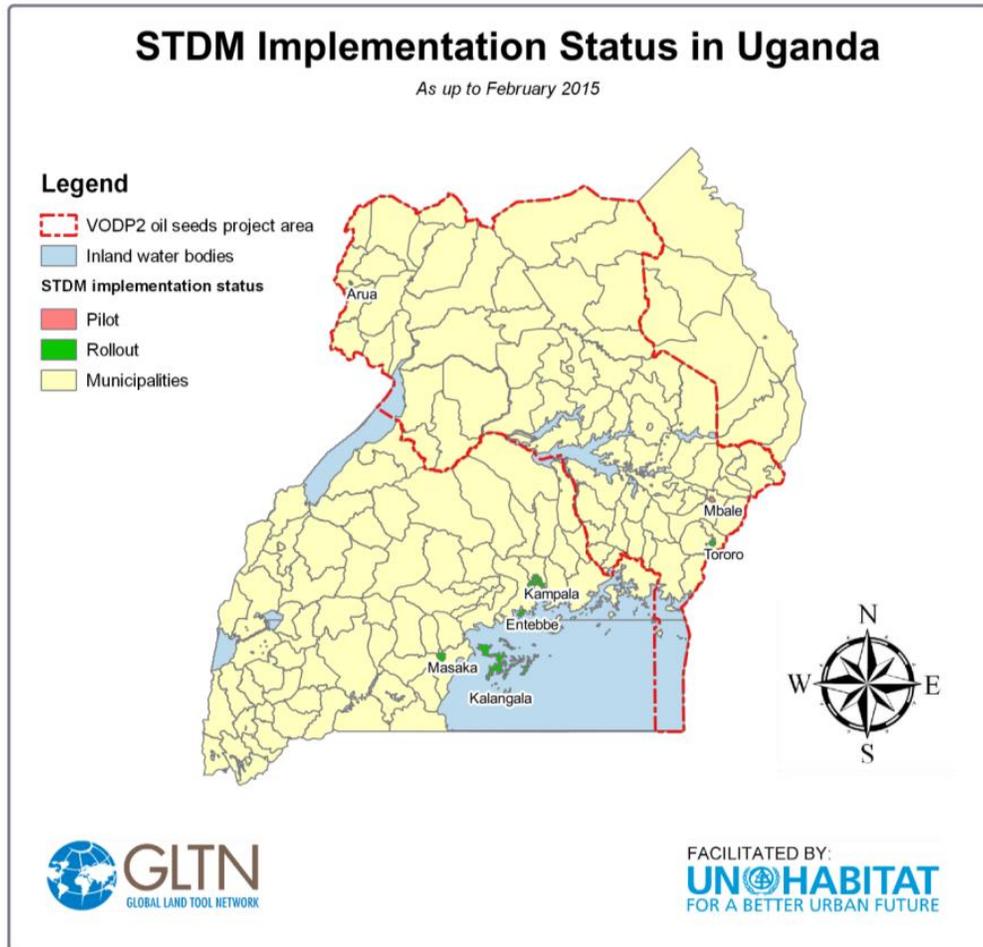
4.6. Other Key Players in Uganda's Land Sector

4.6.1. The Embassy of the Kingdom of Netherlands (EKN)

Although land tenure may not be among the current core areas of the EKN's programme in Uganda, the EKN has identified land tenure in its Multi-Annual Strategic Plan 2014-2017 as a new priority are necessary for improving food security in Uganda. The EKN has built a solid reputation in Uganda for being innovative and solution-oriented. Through a focus on security, rule of law and governance programs, approached in a multi donor way, it supports key activities underpinning the transition of Uganda towards it social-economic goals. The security and rule of law program focuses on legal inclusion, human rights and empowerment of women and youth. The embassy's food security program launched in 2012 aims at increasing agricultural productivity, income generation, regional trade and investments, directly links with the change of GLTN for increasing tenure security for all.

The EKN shares GLTN core values, principles and approaches, particularly on increasing secure tenure for women and youth. It has also supported multi-sided platforms that will expand the engagement of various land stakeholders in the country. The EKN is a strong ally, therefore, GLTN's engagement

strategy with the EKN is to inform and advise on potential entry points for supporting Ugandan partners in improving land governance and ensuring food security in the country.

4.6.2. World Bank Initiatives in Uganda

The World Bank initiated the ***Land Governance Assessment Framework (LGAF)*** as an approach for participatory benchmarking, monitoring and dialogue. LGAF was developed to ensure that land sector reforms are driven by country level – evidence based assessments and based on participatory dialogue between government and other stakeholder. In so doing, LGAF would also help to keep track of progress both in-country policy reforms and for regional / global initiatives like Land Policy Initiative (LPI) and Voluntary Guidelines (VGGT).

The World Bank also has ***Design, Supply, Installation and Implementation of the Land Information System and Securing of Land Records (DeSILISoR) initiative*** which is directly focused on conventional land administration. While others like the Agricultural Technology and Agribusiness Advisory Services Project (ATAASP), Programme of Rural Development and Sustainable Livelihoods (PRDSL) are focused on agriculture and rural development in Uganda, GLTN will continue to identify strategies to engage using pro poor business models. Through the Ministry of Lands (MLHUD), the World Bank is financing a project on Uganda Support to Municipal Infrastructure Development (USMID). GLTN has continued to partner with ACTogether/ Slum Dwellers International Federation in generating data using STDM which is used in informing Local Government Development Plans to improve municipal infrastructure like roads, tap water and improved pit latrines funded under the World Bank USMID project.

The World Bank is also funding the Government of Uganda for the Land Component under the ***Private Sector Competitiveness Project II (PSCP II)***, which was managed by the Private Sector Foundation of Uganda (PSFU). The development objective of the Second Private Sector Competitiveness Project for Uganda was to support the Government's efforts for the creation of sustainable conditions conducive to enterprise development and growth, encouraging investment, facilitating private sector development, increasing micro, small and medium-sized enterprises, increasing competitiveness in local and export markets and employment opportunities in its territory, through: (a) reduction of the cost of doing business; and (b) improvement of business environment and public-private dialogue. Under this support, the MLHUD has developed a Land Information System (LIS), computerized land records and established Ministry Zonal Offices (MZO) across the country. So far 6 pilot MZOs have been established in Jinja, Mukono, Kampala, Wakiso, Masaka, and Mbarara districts. An additional 15 MZOs will be established in the remaining Cadastral Zones to cover the rest of the country. Although this initiative aims at issuing freehold titles in the select district, the MLHUD recognizes the need to improve security of tenure for the bigger part of country which is held under customary tenure. As such, pro-poor innovative approaches like the use of STDM are being explored by the MLHUD to support the issuance of Certificates of Customary Ownership (CCOs) across Uganda as well.

GLTN's engagement strategy is to keep the World Bank informed of the progress of STDM implementation, particularly under the customary tenure; continue to dialogue on how to incorporate lessons learned and complement the LIS to promote tenure security for the poor, also by using STDM.

4.6.3. Food and Agriculture Organization (FAO)

The Voluntary Guidelines on the Responsible Governance of Tenure seek to ensure that land benefits all, especially vulnerable and marginalized people, with the goals of achieving food security and progressive realization of the right to adequate food, poverty eradication, sustainable livelihoods, social stability, housing security, rural development, environmental protection and sustainable social and economic development and sustainable rural and urban development where the latter is critical for urban constituency. GLTN partners at global level embrace the Voluntary Guidelines and urban constituency of the GLTN Partners are working on VGGTs in their activities in urban setting. They have requested GLTN support to operationalize VGGTs in urban and peri-urban areas. In order to strengthen urban-rural linkages, GLTN is working with FAO to develop approaches that support countries wishing to implement the Voluntary Guidelines in urban and rural areas. The draft discussion paper has been developed and more consultations and trials of the approaches will ensue. The outcome of this collaboration will enhance GLTN engagement in Uganda.

FAO shares GLTN's core values and principles on pro-poor and gender-responsive land interventions at scale. Although FAO is not directly involved in Land Administration and Management (LAM) in Uganda, it has heavily engaged in improving the country's agricultural sector. FAO is exploring ways to support capacity development needs of key stakeholders to implement the *Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests (VGGT).* Recently FAO launched the national VGGT implementation workshop. Under this initiative, FAO is also exploring how to support the implementation of Certificates of Customary Ownership (CCOs) as provided for in the 1998 Land Act.

4.6.4. The Democratic Governance Facility (DGF)

DGF was established by the Netherlands, Austria, Denmark, Ireland, Norway, Sweden, the United Kingdom and the European Union to support state and non-state partners to strengthen democratization, protect human rights, improve access to justice and enhance accountability in Uganda. Built on the principles and values enshrined in Uganda's 1995 Constitution and reiterated in its current National Development Plan it is guided by the belief that sustainable development is best achieved through constructive engagement by Ugandan citizens with the state at national and sub-national levels. The facility does not implement activities directly, but works with a diverse range of national, regional and district-based partners to promote the development of centers of excellence in specific areas related to democratic governance to ensure peace, prosperity and justice for all. The overall goal of the DGF is to contribute to equitable growth, poverty eradication, rule of law and long term stability in Uganda and programming approach focusses on three interlinked and mutually reinforcing components: 1) deepening democracy; 2) rights, justice and peace; and 3) voice and accountability.

GLTN's engagement is to keep the DGF informed of the progress of GLTN country implementation, with the potential for their support to key partners such as ULA and ACTogether in upscaling the use of pro-poor land tools and to expand the space for grassroots engagement in land debates and dialogues. GLTN's engagement will also provide DGF with the opportunity to learn how GLTN pro poor tools can better assist democratic governance.

4.6.5.   United Nations Resident Coordinator and UN Country Team

The UN Country Team in Uganda, led by the UN Resident Coordinator, is mandated to support the government in reaching its development goals through an instrument called the United Nations Development Assistance Framework (UNDAF). The goal is to maximize efficiency, avoid duplication of effort, avoid unnecessary waste of resources and realize the goal of the UN delivering as one in the country. The three primary areas of focus include good governance, human capital and environment and natural resources.

The RC in particular, has pro-actively sought out GLTN's strategic advice in articulating the land agenda in the UNDAF, and in the use of GLTN tools in the urban, rural and pastoralist corridors.   GLTN's engagement with the UNCT, through the Resident Coordinator, is to inform, engage and identify potential entry points for joint programming.   A key area could be increasing women's security of tenure in Northern Uganda using the GEC, STDM, participatory enumeration and other tools.

4.6.6.   Land Policy Initiative

The Land Policy Initiative is a joint programme of the tripartite consortium consisting of the African Union Commission (AUC), the African Development Bank (AfDB) and United Nations Economic Commission for Africa (ECA). Its purpose is to enable the use of land to lend impetus to the process of African development. The programme is governed by a Steering Committee that meets periodically, while a joint secretariat implements day to day activities. The secretariat is assisted by an African Taskforce on Land.   After having developed the Framework and Guidelines (F&G) on land policy in Africa, and received the mandate from the African Union (AU) to use it in support of national and regional land policy processes, the LPI is now moving towards assisting AU Member States in developing or reviewing their land policies as well as in implementing and evaluating these policies. LPI shares the core values, principles and approaches of GLTN. There is a long history of engagement between the two platforms particularly in the areas of capacity development and gender equality in the land sector. In February 2015, LPI in collaboration with the MLHUD, held a validation workshop on Gender Strategy and re-affirmed its support to the implementation of the national land policy in the country. GLTN's strategy with LPI is to engage actively for joint learning and for replication of the value-added interventions in other African countries to keep them informed about the GLTN funded work in Uganda for onward reporting to the African Union (AU).

4.6.7.   Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH (GIZ)

 GIZ is currently implementing a programme titled Civil Peace Service (CPS) to support government and civil society partner organisations to dismantle prejudice between groups in West Nile, Teso and Karamoja by building capacities to engage in dialogue and work towards the non-violent resolution of conflict. GIZ also organized a four day Karamoja Land Stakeholders Meeting held in Kotido in March 2014 that brought together a number of stakeholders including government and key lead agencies like Uganda Wildlife Authority (UWA) and the National Forestry Authority (NFA) in addition to a large number of Civil Society Organizations as well as community/ traditional leaders working on land in the Karamoja to share perspectives on land and identify key issues. GIZ has a robust network and very good relations with government and local level organizations with a number of staff permanently stationed in the field. They have adopted a strong pro-poor approach to their work and have expressed interest to

explore the possible implementation of pro-poor land recordation and STDM as a joint pilot project to map cattle corridors in Karamoja region.

GIZ and GLTN shares the core values, principles and approaches. GIZ actively supports the development of pro-poor tools particularly Land Use Planning tools for tenure security and global research on land tenure security in Africa, Asia and Latin America. GIZ is an active partner of GLTN at the global level. In Uganda, there might be potential to engage GIZ with potential programme for the implementation of STDM and other tools for securing tenure for pastoralists in the Karamoja region but support to the Civil Peace Service programme with funding is not envisaged apart from political support as may be requested.

4.6.8. USAID Supporting Access to Justice, Fostering Equity and Peace (SAFE) Project

USAID/SAFE is a five-year development program (2012 - 2017) implemented by the Center for State Courts (CSC) headquartered in the US. The program targets 20 districts across Uganda aimed at strengthening the Government of Uganda's capacity with respect to peace building and conflict mitigation. The initiative is heavily focused on creating awareness of the land tenure and administration systems enhancing the capacity of local actors, strengthening mechanisms for the resolution and mitigation of conflict related to land, and transforming emerging conflicts into peaceful outcomes. Valued at around US$15 million, the programme operates through a grants scheme awarded to civil society organizations (CSOs) and other institutions to implement activities central to provide technical assistance, training and capacity building for local government structures, district land boards, area land committees, CSOs, and establish traditional/community based dispute resolution mechanisms to mitigate conflict while taking into account the cross cutting themes of youth, gender, population, anti-corruption and oil production.

USAID/SAFE has focused its activities on engagement with local government at the sub-county and district levels. GLTN's short term engagement is to keep USAID informed especially on women and youth engagement in land, with the aim of sharing lessons learned and creating spaces for joint advocacy on how to increase tenure security for women and youth.

4.6.9. Trócaire

Trócaire is operating throughout north and north eastern Uganda in partnership with local civil society organisations such as ULA and LEMU. Trócaire is focused on reconciling communities that were formerly in conflict and supporting communities, particularly vulnerable widows, who are recovering from the war to hold their government to account on issues such as land and inheritance rights. Trócaire initiated the establishment of the Northern Uganda Land Platform (NULP) to support the coordination of different actors engaged in land related issues across the region and continue to provide financial and logistical support to the platform. They supported ULA to pilot the use of STDM in Apac in Lango and Nepak in Karamoja and are currently in dialogue with the Democratic Governance Facility (DGF) on ways to support a large scale initiative focused on customary law in the Acholi Sub-Region. The organization is relatively small, but with a long history of operations in Uganda it has developed a strong network and a coherent pro-poor perspective focused at local levels of engagement.

GLTN's engagement is to inform on progress of implementation, share lessons learned and potentially, develop a joint programme that will promote the use of pro-poor tools such the STDM and GEC in Northern Uganda.

4.6.10. Land Equity Movement of Uganda (LEMU)

LEMU aims to unite the efforts of government and civil society including students, elders, volunteers and individuals to make land work for the poor through the development and implementation of laws and structures to develop tenure security with a particular focus on the poor. LEMU is particularly focused on family and community land and has implemented several initiatives to document the principles, practices, rights and responsibilities (PPRR) of customary land tenure in north and eastern Uganda (Teso, Acholi, Lango and Kumam). They are currently supporting talks on revenue sharing and the development of a PPRR in the Bunyoro region in western Uganda. Working in close cooperation with the respective traditional leaders, LEMU has led the documentation of customary land law practices in Acholi, Lango, Teso and Kumam and is currently leading up a similar initiative in the oil producing area on Bunyoro in very close cooperation with the Bunyoro Kingdom.

GLTN's engagement is to inform on progress of implementation, share lessons learned and potentially, develop a joint programme that will promote the use of pro-poor tools such the STDM and GEC in Northern Uganda.

5. IMPACT PATHWAYS FOR IMPROVED TENURE SECURITY FOR THE URBAN AND RURAL POOR IN UGANDA

5.1. Introduction

The fit-for-purpose change model for GLTN's engagement in Uganda combines the essential elements of the Results-Based Management (RBM) approach, Soft Systems Methodology (SSM), capacity development and the impact pathway for improved tenure security for the urban and rural poor.

In the earlier section, the GLTN Phase 2 expected accomplishment is, "strengthened capacity of partners, land actors and targeted countries, cities and municipalities to promote and implement appropriate land policies, tools and approaches that are pro-poor, gender appropriate, effective and sustainable (EA 3). This is formulated as a results-based statement which provides implementers as framework for the delivery of outcomes, outputs and for tracking delivery.

A layer of analysis using the essential elements of the softs systems methodology, linked to capacity development was added. This widened the scope of analysis and assessment by taking into account complexities and the changing dynamics of the macro-environments at the country level. It makes it possible to select partners and projects for intervention, as well as record change happening in a complex environment as part of an ongoing needs analysis and strategic assessment. For instance, the shifts in relationships, alliances and the generation of new knowledge during an STDM learning event in Kampala, is a good example which highlights the importance of using a soft systems lens and capacity development. It also allows flexibility to include top down and bottom up work simultaneously as there is no hierarchy of engagement. This facilitates multiple entry points needed for land sector work at country level.

The fit-for purpose change model then includes with impact pathways for improved tenure security for the urban and rural poor in Uganda, which is the long term change vision of the GLTN interventions. There are other impact pathways such as increased food security, decreased land conflicts, urban development, which GLTN may also need to be aware of and be engaged in if and when necessary. For this period of 2014 to 2017, however, GLTN has chosen the impact pathways for improving tenure security as the goal. Impact pathways guide the logic of desired outcomes on different timelines and show the interconnections of the outcomes. They also show the logic of interventions and points of integration and collaboration. It identifies areas for collaboration and integration and produces an impact narrative describing the logic and relationships of the chosen interventions. What this brings is an articulation of a theory of change that clearly communicates the logic of GLTN interventions and potentials for achieving impact in the land sector.

For the purposes of the Uganda action plan, GLTN has created a fit-for-purpose change model that integrates the RBM, soft systems and capacity development, and impact pathways. This makes a robust approach which allows GLTN to:

1. Assess and adapt interventions to a complex changing environment
2. Create pathways to change that is operational at the detailed level, while also being aspirational at the outcome level
3. Identify the appropriate entry points to reach at least the intermediate outcomes in terms of RBM
4. Fit the RBM project activities, outputs and outcomes into an impact pathway for tenure security for all the urban and rural poor
5. Move beyond static models while retaining the strength of the RBM approaches

The GLTN Secretariat at all times tries to balance its annual work plan and budget with the types of adaptive planning that is required against its long-term strategy and vision of secure tenure for all in urban and rural areas. To do this the GLTN Secretariat is always trying to adapt, do systematic learning, repositioning, manage change, and ongoing strategic thinking from experience at country level and develop new knowledge with partners to make sense of this complex sector, which includes the underlying patterns of behaviour which are resistant to simple solutions, reposition, manage change, and do ongoing strategic thinking. This means critically assessing the capacity of individuals and organizations at country level to engage as actors in processes of development and change prior to supporting them financially or with technical assistance. An important part of GLTN strategy in Uganda is working out how these capacities might be applied towards some developmental change, and whether enabling conditions are in place that allows this to be possible.

5.1.1. Impact

The impact is to have a larger proportion of the poor population, particularly women and youth have perceived and actual tenure instruments that will protect their rights to access, use and control on land and property. It also envisions a land administration system that supports the poor rather than only supporting those who can afford expensive land administration services. It also envisions a land administration

system that does not entrench poverty through lack access to assets or an important factor production, evictions/displacement and recurrent conflicts.

5.1.2. Long-Term Outcome

It also envisages supporting the Government of Uganda to strengthen the implementation of the 1995 constitution and 1998 Land Act and poverty eradication strategies. The long-term outcome is for Ugandan land actors and institutions better able to implement large-scale and pro-poor land policies and projects, which necessitates the existence of alternative land administration and management systems that cater to the needs of the poor includes, where equitable laws and regulations exist and are operational, and where high public confidence and support to these actors and institutions. It also assumes that there is an expanded democratic space for shared meanings on land governance and where political and financing support is in place.

5.1.3. Intermediate Outcome

The intermediate outcome is for change agents to have improved capacity to scale-up pro-poor land interventions.   This assumes that there is an increased number of champions and change agents for the pro-poor model of change in the land sector, and the interaction between and among them are supported by multi-sided platforms where healthy debates, dialogues and collaborative partnerships are happening. It further assumes that there are increased number of pro-poor land programmes developed and supported, including donors and strategic partners within and outside the country, and where pro-poor laws and regulations are endorsed and being implemented.   Continuous learning is encouraged where more partners are influenced to adopt, implement and scale-up tools for demonstration, for learning and for influencing systemic changes in land administration and management for tenure security. GLTN engagement assumes only being able to reach intermediate outcomes.

5.2. The GLTN's Catalytic Interventions

Given the impact pathways framework, GLTN's key interventions are in the three main areas below:

1. **Implementing Pro-Poor Land Tools and Approaches.** This key intervention ensures that pro-poor land tools are developed, adopted and implemented in Uganda. To support this intervention, it is necessary to organize learning programs, to mainstream joint development, customization and implementation of tools with partners, to build knowledge and awareness and to document and disseminate the key experiences and lessons learned. This involves creating new knowledge and capacity development around land tools, and sharing good practices. It also involves reaching new agreements around what form the land administration system should take.

   The core partners are ACTogether, Uganda Land Alliance, Ministry of Lands Housing and Urban Development (MLHUD), VODP / Ministry of Agriculture Animal Industry and Fisheries and the International Fund for Agricultural Development (IFAD)

   Other Partners include local government authorities, World Bank, FAO and Cities Alliance.

2. **Supporting National Land Policy Implementation and Tracking**. This key intervention ensures that land policy implementation is geared towards securing tenure of the poor, women and vulnerable groups including the adoption of specific laws and regulations. The intervention

necessitates providing support in establishing and operationalizing the NLP implementation Coordination Unit, undertaking of priority researches, drafting or formulation of laws and regulations, supporting multi-stakeholder consultations and supporting implementation of specific laws and regulations as applicable.

The core partners for this is the Ministry of Lands Housing and Urban Development (MLHUD) in terms of leading the implementation, and ACTogether and ULA for demonstrating at community and district levels how pro-poor tools can be used as evidence for influencing policy development and implementation.

Other partners are the Embassy of the Kingdom of Netherlands (EKN), - Local Government (Municipal councils e.g. Mbale, Entebbe, Tororo, Masaka, etc.), the Justice Law and Order Sector (JLOS) and the African Institute for Strategic Research in Governance and Development (AISGRD).

3. **Enhancing Multi-Stakeholder Partnership and Platform Engagement –** This intervention is about supporting existing platforms and partnership and constituency building towards ensuring multi-stakeholder support, cooperation and active involvement towards influencing land sector improvement. This would entail supporting the development of a strategy, supporting multi-stakeholder dialogues and conducting consultation meetings, supporting joint partners' programmes, initiatives and learning exchanges and supporting implementation of partners' agreements or partnerships.

The core partners include the Ministry of Lands Housing and Urban Development (MLHUD), Uganda Land Alliance, and ACTogether.

Other partners include: Local Government (Municipal councils e.g. Mbale, Entebbe, Tororo, Masaka, etc.), VODP / Ministry of Agriculture Animal Industry and Fisheries , DLSP/ Ministry of Local Government, Embassy of the Kingdom of Netherlands (EKN), Local Governments (Municipalities, District councils), UN Resident Coordinator's Office and the International Fund for Agricultural Development (IFAD). Other potential partnerships in an embryonic stage may be with FAO in Uganda.

Apart from these direct catalytic interventions, GLTN will also be engaged in creating spaces for continuing debates, dialogues and expanding shared messages on improving tenure security in the country, and at global level in respect to Uganda activities. This would involve the following potential actions:

1. Engaging with the Government and the World Bank on the LIS and STDM interface to deliver tenure security at scale for people living under customary and urban settings;
2. Engaging with FAO on the application and implementation of the principles of the Voluntary Guidelines, and testing or joint implementation of pro-poor land information models such as FAO's SOLA and GLTN's STDM and support to their platform;

3. Engaging with the Democratic Governance Facility on improving land governance and food security initiatives and in strengthening the understanding on how GLTN tools can better assist and promote democratic governance in general;

4. Engaging with the UN Country Team on improving delivery as one for land governance interventions in Uganda; and

5. Engaging with other Ministries and related land programmes and initiatives such as the Justice, Law and Order Sector (JLOS)

GLTN's country level engagement work in Uganda will continuously reflect, identify, assess and support programmes and initiatives that build constituencies and empower change agents and poor communities to better engage at various levels towards improving tenure security of the poor, women and vulnerable groups. This includes supporting learning events/exchanges, documenting and sharing experiences and lessons learned, synthesizing them for inputs policy changes and engaging with change agents who have demonstrated interest and influence in reforming the land sector with the view of changing power relations.

The figure below presents the impact pathways framework for improving tenure for the urban and rural poor in Uganda and shows key GLTN interventions and expected outcomes

Figure 8. Impact Pathway for Secure Tenure for the Urban and Rural Poor
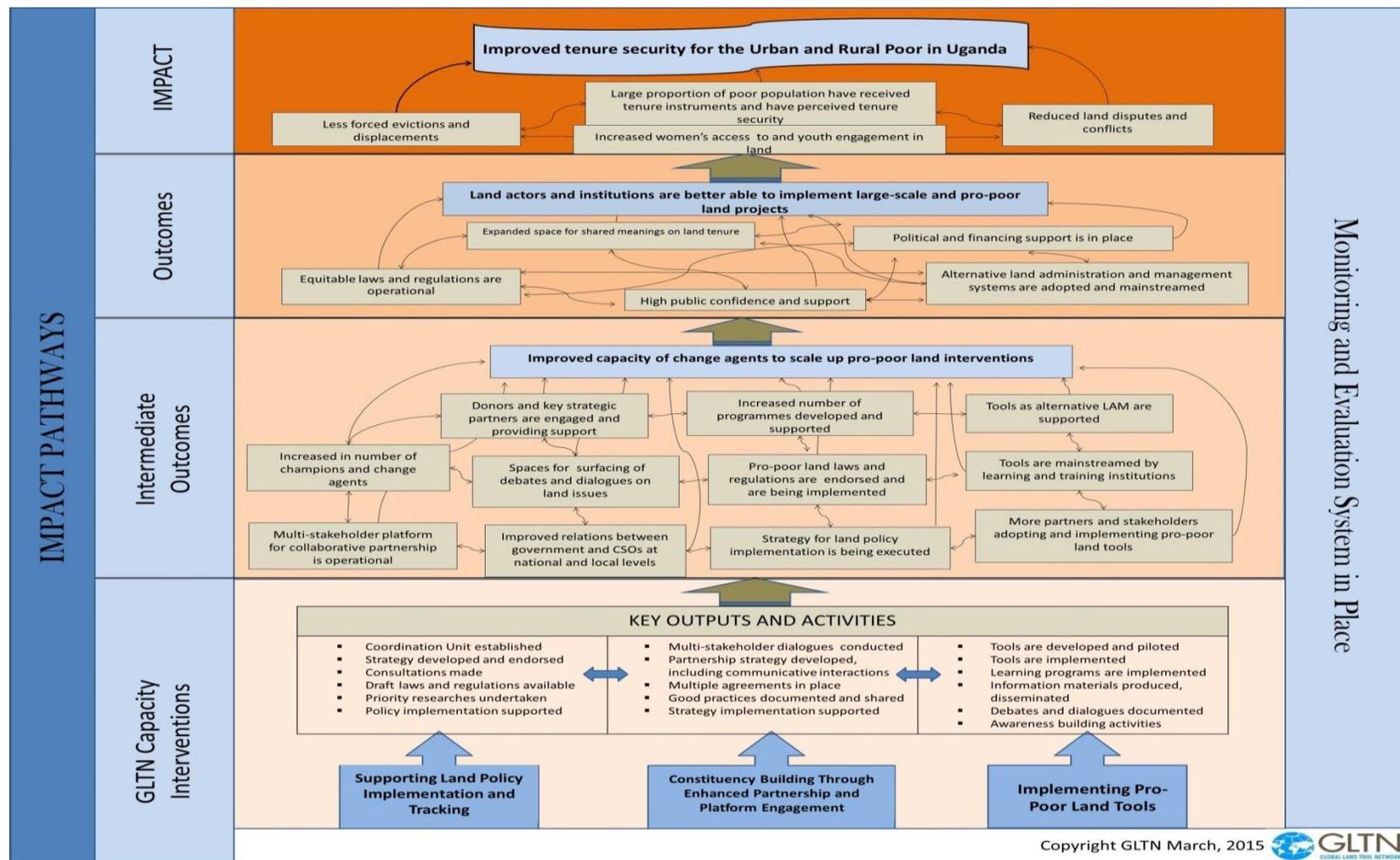
6. IMPLEMENTATION PLAN

As discussed in previous sections, GLTN's core strategy is to provide catalytic support and seed funding for in-country change agents (i.e. land stakeholders, institutions and multi-sided platforms). The main objective of GLTN's interventions in Uganda is to improve capacity of change agents to scale up pro-poor land interventions. Land interventions include, but not limited to, development and implementation of land policies, laws and regulations, tools, capacity development initiatives and programmes/projects. This objective has to be seen within the catalytic approach of GLTN's country level engagement and the related limits of its inputs in terms of available human and funding resources and the limited duration of its implementation. While GLTN country level work will contribute to the objective including to the long-term goal, there is no doubt that there other on-going and future initiatives and projects in the country that can complement what GLTN is doing and can also contribute to the achievement of the objective and to the long-term goal.

GLTN's key interventions in Uganda are focused on the following: 1) Implementing pro-poor land tools; 2) Strengthening the implementation of the National Land Policy and 3) Enhancing land sector multi-stakeholder partnership and platform engagement. Within the context of GLTN's catalytic and seed funding approach to country level engagement, these interventions are also envisaged to produce key 'outcomes', build on the strengths of the key partners, existing platforms, programmes and initiatives and provide value additions. Moreover, these interventions should not be seen as independent and separate interventions. On the contrary, they are supporting and complementing one another. As reflected in the impact pathways framework, these interventions have strong linkages and reinforce each other to produce interrelated outcomes towards reaching the ultimate goal.

For example, the shared practical experience and enhanced capacity in developing and implementing pro-poor land tools will inform and guide the implementation of the National Land Policy in terms of the development of specific laws and regulations and appropriate mechanisms for their implementation. The enhancement of multi-stakeholder partnership and platform engagement will act as a vehicle to promote wide scale consultations on the proposed laws and regulations as part of the NLP implementation and can promote knowledge and awareness building around the use and application of pro-poor land tools. However, GLTN support in enhancing multi-stakeholder partnerships and multi-sided platforms, will not only be limited towards supporting the specific GLTN interventions but also will create spaces for other initiatives, programmes and learning exchanges towards land sector improvement in Uganda. It could be that other land stakeholders or institutions can offer additional pro-poor land tools and approaches to improve tenure security of the urban and rural poor.

Key outputs and activities were also identified to support the achievement of the three key interventions (or outcomes). Identified key outputs include the following:

- Priority tools piloted and implemented
- Learning programmes implemented
- Priority researches undertaken
- National Land Policy implementation strategy agreed and implementation supported
- Multi-stakeholder partnership and platform strategy adopted and implementation supported

- Joint programmes, initiatives, learning exchanges amongst partners agreed and implementation supported

As the country level engagement work in Uganda progresses, new opportunities may emerge that may necessitate adding, modifying or even changing the identified outputs and activities. It is important to note that the country level work in Uganda is flexible enough to adjust accordingly due to emerging opportunities and to appropriately mitigate risks.

The table below provides a more detailed description of the implementation plan.

Implementation Plan for Country Level Engagement in Uganda

Objective: Improved capacity of change agents to scale up pro-poor land interventions							
Key Interventions or Outcomes	**Outputs/Activities**	**Timeline**				**Involved Partners**	
		2014	**2015**	**2016**	**2017**		
1. Strengthened capacity of change agents to implement pro-poor land tools	1.1 Priority tools piloted and implemented	■	■	■	■	**Core Partners:** ACTogether, ULA, MLHUD, MAAIF/ VODP, Municipal governments	
	Identify gaps on tools and appropriate interventions	■	■				
	Pilot and implement appropriate land tools and approaches	■	■				
	Document and disseminate lessons and experience	■	■	■	■		
	Inform policies, plans and strategies of change agents	■	■	■	■	**Other Partners:** NEMA, LEMU, GIZ, Trócaire, USAID, UN-Women, FAO, IFAD, IOM	
	Implement awareness building activities	■	■	■	■		
	Produce and disseminate knowledge management materials	■	■	■	■		
	1.2 Learning programmes implemented		■	■	■		
	Conduct learning programmes		■	■	■		
2. Strengthened implementation of the National Land Policy towards securing tenure for the poor, women and vulnerable groups	2.1 Priority researches undertaken	■	■			**Core Partners:** MLHUD	
	Identify policy research gaps and opportunities	■	■				
	Undertake priority research studies including documenting good practices	■	■	■	■		
	2.2 National Land Policy implementation strategy agreed and implementation supported		■	■	■	**Other Partners:** ULA, ACTogether, EKN, JLOS, DGF, PSFU, Makerere University, AISGRD, LEMU, GIZ, Trócaire, UN-Women	
	Support establishment of a NLP coordination unit		■	■	■		
	Support development of NLP implementation strategy and plan		■	■			
	Review, amend and draft laws and regulations		■	■			

Result	Activity	Q1	Q2	Q3	Q4	Partners
	Undertake multi-stakeholders' consultations, awareness-building and engagement	▓	▓	▓	▓	
	Produce and disseminate information and knowledge management materials	▓	▓	▓	▓	
3. Enhanced land sector multi-stakeholder partnership and platform engagement	3.1 Multi-stakeholder partnership and platform strategy adopted and implementation supported		▓			**Core Partners:** MLHUD, ULA, ACTogether
	Undertake mapping of key change agents (i.e. land institutions, platforms, champions and stakeholders)		▓			
	Support development of multi-stakeholder partnership and platform engagement strategy		▓			
	Hold consultations with relevant change agents	▓	▓			**Other Partners:**
	Support implementation of the strategy		▓			EKN, World Bank, JLOS, DGF, PSFU, Makerere University, AISGRD, LEMU, GIZ, Trócaire, UN-Women
	Support state and non-state actors engagement on multi-stakeholder debates and dialogues on land	▓	▓	▓		
	3.2 Joint programmes, initiatives, learning exchanges amongst partners agreed and implementation supported		▓	▓		
	Promote information sharing and learning exchanges amongst change agents	▓	▓	▓	▓	
	Support implementation of joint programmes, initiatives and learning exchanges	▓	▓	▓	▓	

6.1. In country platforms and partners

In 2014, GLTN has signed partnership agreements with MLHUD, ACTogether and ULA with the assumptions that they will be the initial main drivers of changes in the land sector in Uganda. GLTN has also continued providing technical assistance to VODP in implementing STDM in IFAD supported project sites under the TSLI-ESA programme. These initial work needs to be seen as a 'learning' phase for GLTN's country level engagement in Uganda and subsequent follow-ups or scaled up interventions are expected building from the experiences of the on-going initiatives.

In 2015, it will continue to implement these on-going partnership agreements as well as explore options for expanding influence and presence in other platforms and initiatives such as the Northern Uganda Platform and the JLOS. Support to the UN Country Team, which in itself is a UN-wide platform in the country will be likewise strengthened. GLTN will further identify more strategic change agents and platforms to strengthen its capacity to influence and implement pro-poor land interventions.

With the scaling up of the GEC and STDM tools, it is also envisioned that more local government authorities, community-based organizations and local groups will be supported.

6.2. Institutional Arrangements

GLTN is carefully considering where to place country level staff as experience has shown that facilitators of capacity development work need to be closely engaged with the ground work. Having a dedicated staff at country level will also ensure proper coordination and monitoring of GLTN's interventions and activities.

Therefore, GLTN will strengthen in-country presence in 2015 with the recruitment and mobilization of the following staff (including consultants):
In Uganda:
1. Strategic advisor for project identification and formulation
2. National Coordinator stationed at the MLHUD
3. Project staff embedded in ACTogether, ULA and other key partners

In the GLTN Secretariat, the in-country Team will be supported by the following staff members:
1. Unit Leader for over-all policy and strategic guidance
2. Operations Manager to provide operational and technical support
3. Country Team composed of a Team Coordinator and substantive officers for land policy development, tool development and implementation, capacity development, monitoring and evaluation

Depending on the emerging opportunities or circumstances, the institutional arrangements as described above can be modified accordingly to respond appropriate to emerging needs. Also, if successful in generating additional resources to support the country programme, the staffing arrangements for Uganda could be expanded as appropriate.

6.3. Risk Management Matrix

GLTN recognises the importance of assumptions and the associated risks. Therefore, the assumptions and risks below will be monitored and periodically reassessed during implementation of country level activities in Uganda. GLTN, by experience, is aware that detection of risks and 'threats' at an earlier stage is critical to mitigate and address them adequately in a quick manner. The table below is a summary of the identified risks, the assessment of its likelihood of occurrence and the possible impacts of the consequences once they occur and the mitigating measures that has to be put in place:

Risks	Likelihood or Probability that the risk will occur (5= Most	Consequences on Project if Risk Factor occurs (5=greatest	Risk response strategies that will be used to manage the risk, monitor the risk or to prevent the risk event.	Responsibility (To manage and monitor the risk and mitigating

	likely, 1= less likely)	Impact, 1=less Impact)		measures)
Supporting National Land Policy Implementation				
1. Inadequate commitment by government authorities and key partners	2	5	Risk management and monitoring : GLTN to continue sensitization process and dialogues with MLHUD and key champions within the Ministry and other key partners	GLTN Secretariat, Country level staff and partners
Enhancing Multi-Stakeholder Partnership and Platform Engagement				
2. Inability to sustain the multi-stakeholder partnership and platform engagement	2	4	Risk management and monitoring: GLTN to support the development of a strategy and its implementation	GLTN Secretariat, Country level staff and partners
3. Elite capture or vested interest of particular stakeholder/s which may dominate the agenda	2	4	Risk management and monitoring: GLTN to strengthen change agents and multi-sided platforms in influencing leadership, behaviour, relationships, communicative interactions and power relations	GLTN Secretariat, Country level staff and partners
Implementing pro-poor land tools				
4. Inadequate interest and/or capacity of partners and key stakeholders to pilot and implement pro-poor land tools	2	4	Risk management and monitoring: GLTN to build awareness, knowledge and capacity of change agents and key partners to pilot and implement pro-poor land tools (e.g. through learning programmes)	GLTN Secretariat, Country level staff and partners
5. Unwillingness of critical land stakeholders (e.g. government) to adopt pro-poor land policies and tools and instead prefer to maintain conventional land interventions	2	5	Risk management and monitoring: GLTN to continue sensitization around the use and application of pro-poor land tools and also, to raise awareness and to document and disseminate good results of land tools implementation	GLTN Secretariat, Country level staff and partners
Political Stability Risks				
6. Radical change of government's policies and	1	5	Risk monitoring: GLTN to strengthen the capacity of	GLTN Secretariat,

				key champions in the government and to monitor policy change	Country level staff and partners
priorities towards addressing land issues (e.g. as a result of 2016 elections)					
Sustainability Risks					
7. GLTN interventions do not result in increased support and confidence towards pro-poor land interventions (e.g. no additional resources)	2	4		Risk management and monitoring: GLTN to raise awareness, build capacity and knowledge around pro-poor land interventions and its emerging results and to closely monitor the situation.	GLTN Secretariat, Country level staff and partners
8. GLTN's catalytic interventions in four years are not adequate to produce substantial results	2	4		Risk management and monitoring: GLTN will implement a monitoring and evaluation mechanism for country level engagement work and will work towards resource mobilization efforts for continuity of interventions	GLTN Secretariat, Country level staff and partners

6.4. Sustainability Plan

Sustainability of GLTN's work in Uganda is well embedded in the design and planned implementation of its key interventions. Key GLTN interventions and activities highlight the need for capacity development at all levels, strengthening multi-stakeholder partnerships and platform engagement and building knowledge and awareness. These are some of the key elements that will ensure sustainability of GLTN's interventions. Moreover, the sustainability of the interventions depends largely on the capacities of in-country stakeholders to create more constituencies and generate additional resources for programme implementation. With improved capacity of change agents towards alternative and pro-poor land interventions, they will be able to support and continue the work even if GLTN interventions come to a halt by end of 2017. However, it is the intention of GLTN to work towards mobilizing additional resources at the global and country level to support and continue country programme operations. It is also envisaged that GLTN work in Uganda will influence donors' confidence to further support the scaling up of pro-poor land interventions.

6.5. Resource Mobilization Plan

As part of the over-all GLTN's country level engagement in Uganda, it is envisaged that GLTN and its related interventions will support the mobilization of additional resources from global and country level sources to ensure continuity of its support to country programme.

So far, GLTN has identified the following project ideas as potential points for generating additional resources to support Uganda work:

1. Expansion of the STDM in other IFAD project sites, wetlands area, in Northern Uganda and in the Karamoja region.

2. Joint programming within the UN Country Team for the use of GEC and youth responsiveness criteria in select areas and in post-conflict zones in Northern Uganda

3. Using gender-responsive tools for improving tenure options for women in IFAD project supported areas

Moreover, early discussions with potential donors have been conducted such as the Embassy of the Netherlands, GIZ, Embassy of Japan and others. Within the UN Country Team, early discussions with the Resident Coordinator have been conducted for exploring joint programmes with agencies such as UN Women, FAO and others.

More importantly, GLTN envisaged assisting key change agents and partners in mobilizing resources for them to be able to scale up implementation of pro-poor land interventions. GLTN expects that its interventions in Uganda will support donors' confidence to invest more in the land sector improvement particularly in regards to accelerating tenure security improvement for the urban and rural poor through the scaled up implementation of alternative and pro-poor land interventions.

6.6. Monitoring and Evaluation

Results based management principles have been adopted in the programme development for GLTN's work in Uganda, and will be used in planning, monitoring and evaluation. This will ensure a strong focus on achieving development results, evidence-based decision-making and accountability. A results framework and tracking matrix (see Appendix 1) for GLTN intervention in Uganda, with appropriate indicators, baselines, targets and specification of means of verification has been developed based on the theory of change and impact pathways framework as described in Figure 8. The progress toward the achieving the outcomes will be continuously and jointly monitored based on the indicators and targets. Monitoring and evaluation will be guided by the over-all GLTN's Monitoring and Evaluation Strategy and will adopt participatory approaches. The MLHUD, ACTogether, ULA and other key partners and stakeholders will jointly support GLTN's monitoring and evaluation of the activities including monitoring risk and risk mitigation measures.

Results monitoring, including the review of the progress against the agreed performance indicators and annual work plans and budget will be conducted during the meetings of the Steering Committee, International Advisory Board and the GLTN Partners meeting. The GLTN Secretariat also meets at least once a month, and this is the regular venue where operational adjustments could be done based on the guidance of the IAB and other governance mechanisms within the Network. Staff retreats are also conducted by the GLTN Secretariat to review the progress of implementation in Uganda, to resolve issues, manage risks and challenges regarding program implementation. Progress reports are also routinely prepared on a semi-annual basis.

Annual Work Plans Budget be developed in consultation with implementing partners at country level, supported by quality assurance from the GLTN Secretariat and key partners (e.g. through the IAB). This will ensure ownership of the plans and coherence between key actions and activities, cross cutting issues and desired outcomes.

Annual Review (or Assessment) will be conducted annually and will provide opportunity to review progress and contribution towards the achievement of results. The annual reviews will report progress on the annual targets ensuring that the targets are relevant, met and updated. The review will report on the outputs, financial expenditure, major achievements and constraints. It will take stock of lessons and will provide opportunity to assess and make recommendations related to the planning assumptions, risks and emerging opportunities, as well as any revisions to the annual work plans, related strategies, partnerships and resource allocations. Annual reviews will inform **annual reports** and preparation of **annual work plans**

External Mid-term Review will be conducted to assess achievements, allow any programme adjustment based on the recommendations and to inform future plans. It will be conducted in early 2016, as agreed by GLTN Secretariat, donors and implementing partners.

7. NEXT STEPS

This plan of action is a first attempt to articulate the change model for country level engagement with Uganda as the priority country. However, this document is a work in progress intended for review by the donor and the International Advisory Board. A more popular version will be developed for sharing with a broader audience, including the land stakeholders in Uganda. It is expected that GLTN future interventions will build from the results of the on-going activities. GLTN is aware that some of the on-going interventions will be implemented in several years (e.g. Land Policy Implementation Support) however emerging trends and development will inform GLTN on its next steps and future investments in Uganda.

With the monitoring and evaluation system in place, the Uganda Plan of Action will require updating, modification and adjustment from time to time. At the minimum, this document will require review and subsequently updating as appropriate every six months.

APPENDIX 1: Results Framework and Tracking Matrix

INTENDED IMPACT	**Improved Tenure Security for the Urban and Rural Poor in Uganda**						
Country Programme Goal	**Land actors and institutions are better able to implement large-scale and pro-poor land projects**						
Outcomes/Outputs/ Activities	**Indicators** *(disaggregated by gender and age where possible)*	**Baselines (2014)**	**Targets (2017)**	**Monitoring Mechanism Info/Data Sources**	**Data Collection Methods** *(Surveys/interviews/ document reviews/ observations)*	**Frequency & Persons Responsible** *(collection & analysis)*	**Key Assumptions**
Country Level Engagement Objective: Improved capacity of change agents to scale up pro-poor land interventions	- Number of pro-poor land interventions being scaled up by and change agents - Additional resources are mobilized to support pro-poor land interventions	TBD	TBD	Partners' reports, website information, signed agreements, external evaluation reports	Document reviews, observations, interviews, surveys	Annually; Secretariat and Programme staff and key partners at country level	Continued commitment of change agents to pro-poor land interventions
Outcome 1: Strengthened capacity of change agents to implement pro-poor land tools	- Number of key partners and land stakeholders implementing pro-poor and gender appropriate land tools independently	1. 3 (?)	1. TBD	Project reports, training reports, field missions, web reports External evaluation report	Document reviews, observations, interviews, surveys	Annually; Secretariat and Programme staff and key partners at country level	Continued involvement of change agents in piloting and implementing pro-poor land tools Good practice learning cycle mainstreamed in all stages of tool development and implementation

Outcome 2: Strengthened implementation of the National Land Policy towards securing tenure for the poor, women and vulnerable groups	- Number of specific laws and regulations adopted and publicly supported - Number of partners and land stakeholders actively supporting the National Land Policy implementation	TBD TBD	TBD TBD	MLHUD reports; partners' reports; project reports, website External evaluation report	Document reviews, observations, interviews, surveys	Annually; Secretariat and Programme staff and key partners at country level	Continued support and confidence from change agents on NLP implementation
Outcome 3: Enhanced land sector multi-stakeholder partnership and platform engagement	- Number of engaged land stakeholders actively contributing to land sector improvement	TBD	TBD	MLHUD reports; partners' reports; External evaluation reports	Document reviews, observations, interviews, surveys	Annually; Secretariat and Programme staff and key partners at country level	Continued support and confidence of change agents to GLTN supported multi-stakeholder partnership and platform work
COUNTRY PROGRAMME OUTPUTS	**Indicators** *(segregated by gender and age where possible)*	**Baselines**	**Targets (2017)**	**Monitoring Mechanism Info/Data Sources**	**Data Collection Methods** *(Surveys/interviews/ document reviews/ observations)*	**Frequency & Persons Responsible e** *(collection & analysis)*	**Assumptions**
1.1 Priority tools piloted and implemented	- Number of priority tools piloted and implemented	TBD	TBD	Partners' reports, project reports, training reports, website information	Document interviews, partners' survey/interview	Every six months; Secretariat and Programme staff and key partners at country level	Adequate capacity at UN-Habitat/GLTN and its partners
1.2 Learning	- Number of learning	TBD	TBD	Partners' reports,	Document	Every six	Adequate interest and

programmes implemented	programmes implemented			training reports, project reports, website information	interviews, partners' survey/interview	months; Secretariat and Programme staff and key partners at country level	commitment from national partners and stakeholders to adopt pro-poor land tools
2.2 Priority researches undertaken	- Number of researches and shared	TBD	TBD	Partners' reports, project reports publications, website information	Document interviews, partners' survey/interview	Every six months; Secretariat and Programme staff and national key partners	Adequate interest and commitment from national partners and stakeholders to undertake researches to inform NLP implementation
2.2 National Land Policy implementation strategy agreed and implementation supported	- NLP implementation strategy adopted and implementation supported	TBD	TBD	MLHUD reports, partners' reports, project reports, website information	Document interviews, partners' survey/interview	Every six months; Secretariat and Programme staff and national key partners	Adequate resources and commitment from government and key stakeholders to implement NLP
3.1. Multi-stakeholder partnership and platform strategy adopted and implementation supported	- Partnership and platform strategy developed, adopted and implementation supported	TBD	TBD	Partners' reports, project reports, website information	Document interviews, partners' survey/interview	Every six months; Secretariat and Programme staff and national key partners	Continued support and commitment from land stakeholders
3.2 Joint programmes, initiatives, learning exchanges amongst partners agreed and	- Number of joint programmes, initiatives and learning exchanges supported	TBD	TBD	Partners' reports, project reports, website information	Document interviews, partners' survey/interview	Every six months; Secretariat and Programme staff and national key partners	Continued support and commitment from land stakeholders Adequate capacity to implement joint programmes

implementation supported							
Illustrative ACTIVITIES that will generate the above planned OUTPUTS							
For Outcome 1:							
- Identify gaps on tools and appropriate interventions							
- Pilot and implement appropriate land tools and approaches							
- Conduct learning programmes							
- Document and disseminate lessons and experience							
- Inform policies, plans and strategies of change agents							
- Implement awareness building activities							
- Produce and disseminate knowledge management materials							
For Outcome 2							
- Identify policy research gaps and opportunities							
- Undertake priority research studies including documenting good practices							
- Support establishment of a NLP coordination unit							
- Support development of NLP implementation strategy and plan							
- Review, amend and draft laws and regulations							
- Undertake multi-stakeholders' consultations, awareness-building and engagement							
- Produce and disseminate information and knowledge management materials							
For Outcome 3:							
- Undertake mapping of key change agents (i.e. land institutions, platforms, champions and stakeholders)							
- Support development of multi-stakeholder partnership and platform engagement strategy							
- Hold consultations with relevant change agents							
- Support implementation of the strategy							
- Support state and non-state actors engagement on multi-stakeholder debates and dialogues on land							
- Support information sharing and learning exchanges amongst change agents							
- Promote GLTN efforts towards pro-poor land interventions							