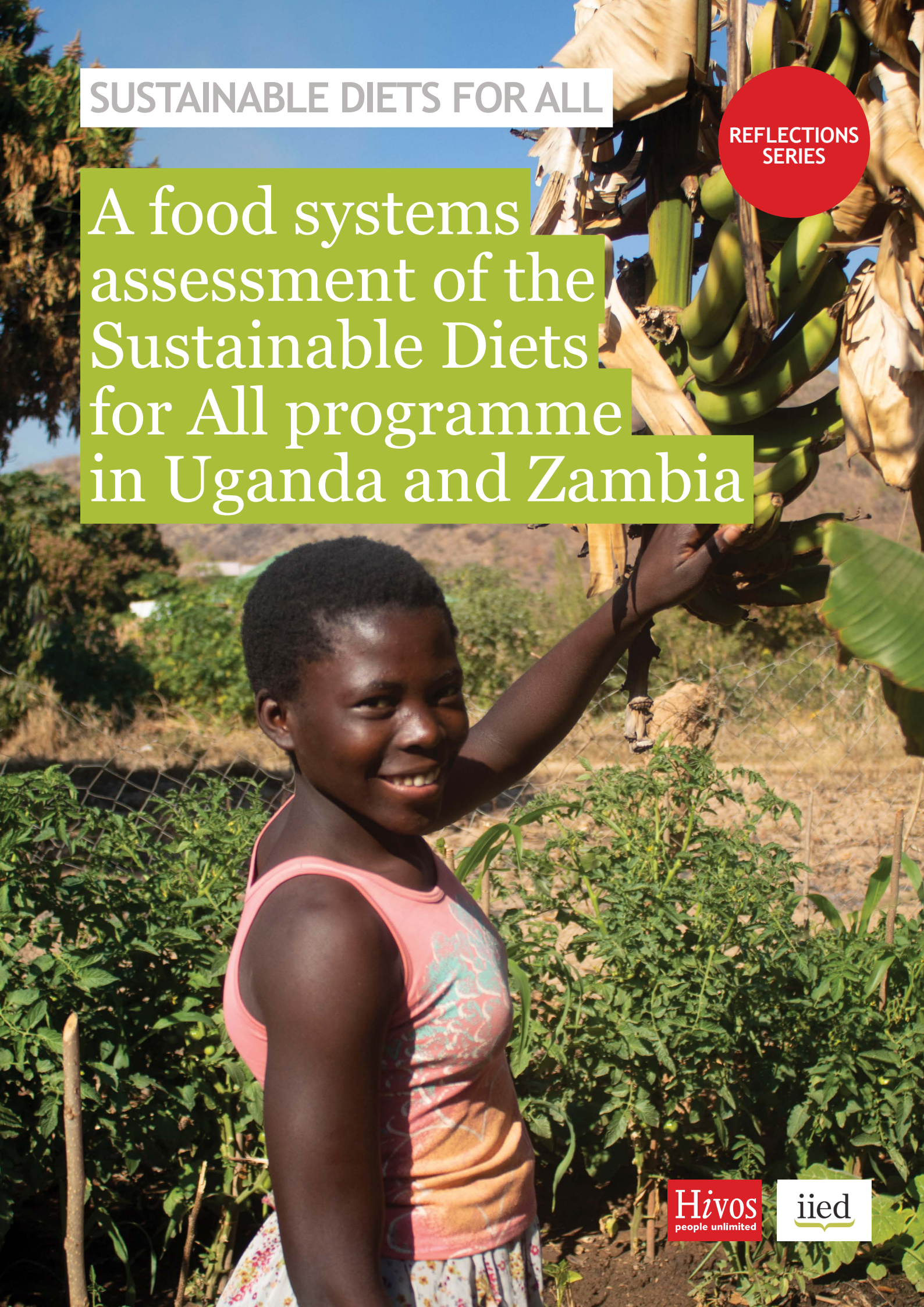
SUSTAINABLE DIETS FOR ALL

REFLECTIONS SERIES

A food systems assessment of the Sustainable Diets for All programme in Uganda and Zambia



Hivos people unlimited

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SUSTAINABLE DIETS FOR ALL REFLECTIONS SERIES: STORIES OF CHANGE

Sustainable Diets for All (SD4All) is an advocacy programme designed to improve access to healthy and sustainable diets for low-income communities, while highlighting the important link between food and climate. Coordinated by HIVOS and the International Institute for Environment and Development (IIED), the programme works in partnership with civil society organisations and citizen groups in Bolivia, Indonesia, Kenya, Uganda and Zambia. The programme is part of the Citizen Agency Consortium, which is funded by the Dutch Ministry of Foreign Affairs under its Dialogue and Dissent programme.

The SD4All reflections series is a set of papers that discuss achievements, challenges and lessons from the SD4All programme. The series explores the legacy left by the initiative in four areas: citizen agency, multi-actor initiatives, informal markets and capacity development. The lessons shared are based on the expected and unexpected results of research, lobbying and capacity development.

In the wake of the COVID-19 pandemic, the SD4All themes of production, consumption and the markets that connect them, in particular informal markets, are more relevant than ever.

The series is aimed at advocates, researchers, policy makers, citizens and decision makers seeking change in local and national food systems around the world. It will be of particular interest to organisations that bring people into policy making spaces where their lived experience of growing, buying and selling food can shape policy.

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Cover photo: Woman farmer in Zambia © Stan Makumba

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1 INTRODUCTION

The Sustainable Diets for All (SD4All) programme, coordinated by Hivos and the International Institute for Environment and Development (IIED), aims to make more sustainable, diverse, healthy and nutritious food available for low-income citizens in Uganda, Zambia, Kenya, Indonesia and Bolivia. SD4All builds the advocacy capacity of civil society organisations to challenge unsustainable practices and incentives in food production and consumption. The programme takes evidence — especially evidence generated by citizens — directly to policymakers and international institutions so their policies, market practices and legislation will promote diets that are diverse, healthy, fair and based on environmentally sustainable production methods. One of the principal strategies are Food Change Labs which bring multiple stakeholders together to share knowledge, evidence and ideas, and to jointly develop local, national and international examples of how food systems can be transformed.

Current narratives on food security have given rise to policies for increasing food production, but rural-urban linkages are often seen as linear connections from producer to consumer. Hivos and IIED recognise the need for a more systemic and holistic approach that acknowledges the interconnections among the many dimensions of the food system and that brings all relevant food system stakeholders together to collaborate on truly sustainable solutions.

Although SD4All was not set up as a food systems programme, 'sustainable diets' as a concept reflects a food systems approach by integrating healthy food and a healthy environment. However, over the course of the programme Hivos and IIED realised the need for a more systemic and holistic approach to enabling sustainable diets and increasing food security by bringing all relevant food system stakeholders together to collaborate on truly sustainable solutions. At the end of the programme, in 2020, Hivos and IIED commissioned a retrospective assessment to show the degree to which the programme interventions reflected food systems thinking, and how they offered potential to transform local food systems. The assessment also makes recommendations for further action, and proposes indicators to monitor progress in a new four-year programme in Uganda and Zambia which started in July 2020.

In Uganda, the assessment focused on the Food Change Lab process in Kabarole district, implemented by partner Kabarole Research Centre (KRC). In Zambia, the assessment looked at the whole programme — not only the Food Change Lab, but also research, lobbying and advocacy, and media work.

2 FOOD SYSTEMS CONCEPTS AND IMPLEMENTATION APPROACHES

The purpose of this chapter is to introduce the conceptualisation of the food system and the 'sustainable food system principles' that were used as the basis of the assessment. This chapter also introduces the Food Change Labs and Theory of Change as practical approaches employed in the SD4All programme.

2.1 Food systems

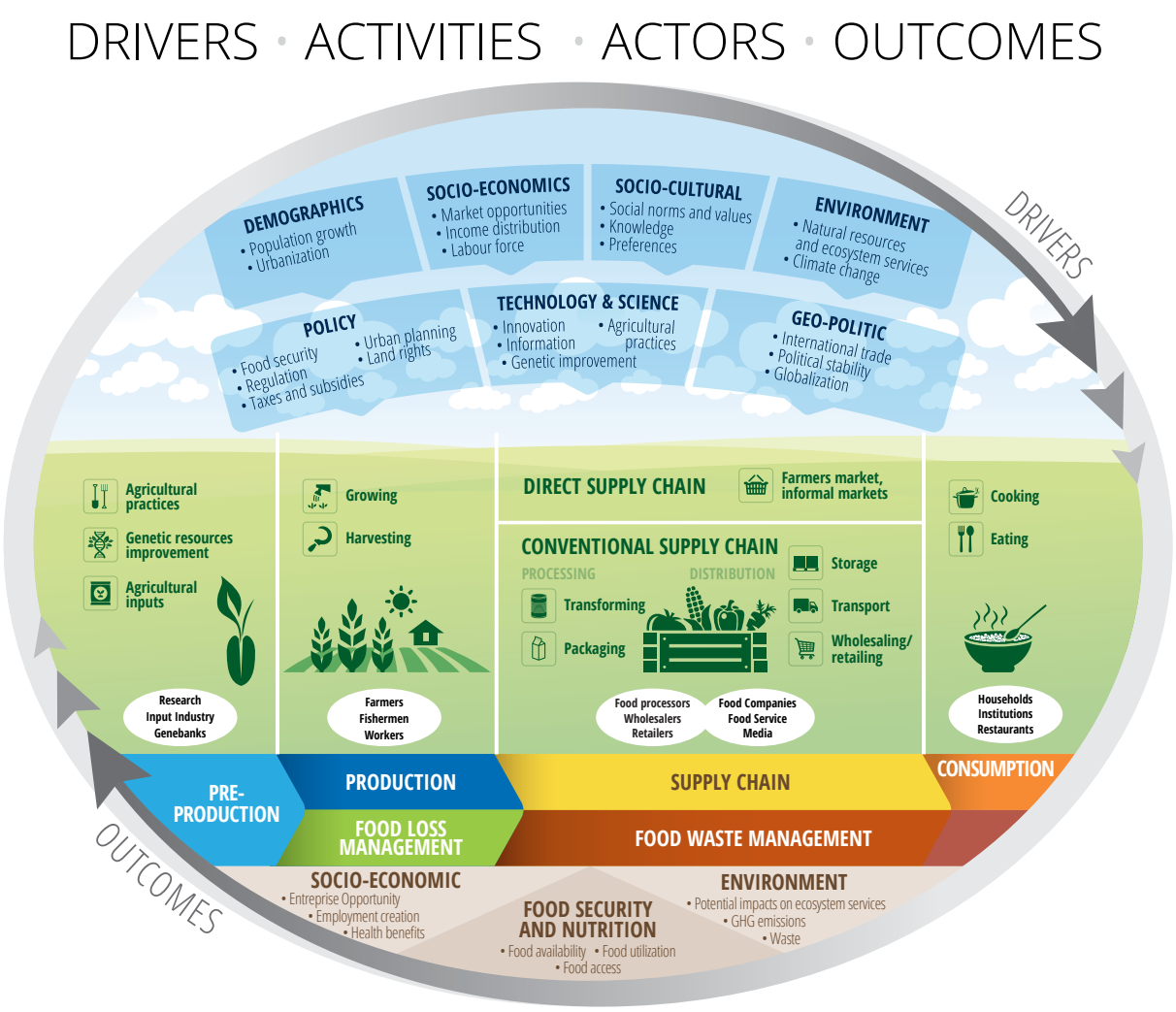
The food system has been defined as "the entire range of actors and their interlinked value-adding activities involved in the production, aggregation, processing, distribution, consumption and disposal of food products that originate from agriculture, forestry or fisheries, and parts of the broader economic, societal and natural environments in which they are embedded" (FAO, 2018).

Thus, while the food value chain — from inputs through to consumption and waste disposal — concerns the actors and activities directly related to food, **the food *system* includes additional contextual components and inter-related systems**, such as political context, social cultural influences, economic drivers, environmental 'givens' and management systems (biodiversity, soil quality, water resources, etc.), and labour markets –all of which contribute to shaping how the value chain functions. As such, the **impacts and outcomes of the food system are broader than food** itself and include impacts on food security, public health and nutrition, environmental sustainability, and socio-cultural impacts, including on poverty, livelihoods and welfare.

The food system also includes many **actors who are not directly involved in food value chain activities**, but whose work impacts them nonetheless, including policymakers, civil society organisations, public health professionals, researchers and academics, training providers and educators, and the media.

The food system is integrated and non-divisible. While we may refer to a food system in relation to the place of consumption (e.g. a country, a region, or a city), food value chains originate from locations at varying distances from the place of consumption and a food system is configured by actors and activities at different scales and levels. As such, problematic outcomes will not be solved by single interventions addressing production or consumption-related symptoms; nor by acting in discrete policy areas (e.g. agriculture, public health, environment, education, urban planning, economic development, etc.); nor only at the level at which the problems occur (e.g. childhood obesity rates within a city). Rather, the complex challenges faced by, and resulting from, the food system transcend disciplinary, divisional and institutional boundaries. They require integrated actions that cut across sectoral divisions, involving public, private and civil society actors at local, national, regional, and global levels, and across multiple policy areas.

Figure 1: The food system



Source: CIAT CGIAR (undated), Sustainable Food Systems, Blog, available at https://ciat.cgiar.org/about/strategy/sustainable-food-systems/

2.1.1 What's wrong with the current globalised food system?

The globalised food system that serves the world's wealthy has been configured by decades of productionist policy — that is, prioritising yield and food quantity. It is highly globalised: food travels vast distances from its place of production to its place of processing into composite products, and onwards to its place of consumption. It is also highly industrialised and dependent on non-renewable resources.

The negative outcomes of this food system configuration are visible throughout the world. They include among others:

- **Food insecurity**. An estimated 25.9% of the world's population — two billion people -are severely or moderately food insecure (FAO, IFAD, UNICEF, WFP and WHO, 2020).
- **Low and insecure income** for small-scale farmers, agricultural workers and informal market actors. For example, the informal economy, including agriculture, is estimated to provide 85-90% of all employment in the West African region and accounts for around two-thirds of GDP across sub-Saharan Africa (SSA) (Charmes, 2012).
- **Malnutrition** (all forms). In 2019, 21.3% (144 million) of children under 5 years of age were estimated to be stunted due to malnutrition and 5.6% (38.3 million) overweight. At least 340 million children were estimated to suffer from micronutrient deficiencies (FAO, IFAD, UNICEF, WFP and WHO, 2020).
- **Climate change**. The food system is responsible for an estimated 21-37% of all anthropomorphic carbon dioxide (CO^2) emissions, making it a main contributor to climate change (IPCC, 2019).
- **Declining biodiversity**. Large-scale production and global demand for commodity crops like soy for animal feed and palm oil are the main drivers of habitat and biodiversity loss in the tropics. At the same time, the dominant model

of large-scale production of food crops — monocultures — is equally hostile to biodiversity in the field and healthy soils.

- **Food waste.** One third of all food produced for human consumption is lost or wasted in the food value chain (FAO, 2011), representing gross inefficiency and contributing to environmental pollution.
- **Supply interruptions and price volatility**. Supply chains are vulnerable to interruptions (political, climatic shocks and stresses, pandemics), causing shortages and price spikes.

In low and medium-income countries, the food system on which the majority of citizens rely is often configured with high degrees of informality and more vertical integration (that is, stakeholders performing activities in more than one value chain node, such as producing, processing and selling their own food). Such food systems are often more localised and may not contribute to all the above negative outcomes. However, they face other issues, including food safety and poor sanitation, insecure livelihoods, unsafe working conditions, lack of land tenure, risk of exploitation by middlemen, etc. Moreover, policy neglect is common-place among informal stakeholders, who are usually excluded from policy discussions so their needs and priorities go unrecognised by decision-makers (Vorley et al., 2020).

Against this backdrop of systems failure there are major demographic shifts underway that are set to put additional pressure on the Earth's resources and communities:

- **Population growth**: The world's population is expected to reach 10 billion by 2050, meaning there is an urgent need to find ways of providing sufficient, safe, nutritious, and appropriate food to more people without increasing reliance on non-renewable resources.
- **Urbanisation**: By 2050 70% of the world's population will live in cities (up from 50% today), with the majority of urban growth in Africa and Asia. This increases pressure on distant food sources and food producing areas in peri-urban and rural hinterlands.
- **Shifting diets**: Income growth and globalisation lead to abandoning of traditional diets and increasing demand for animal protein and processed food products. The dietary shift is particularly marked in cities, where less healthy processed food is cheap and ubiquitous. Globally, more than one in three adults are overweight. Once considered a high-income-country problem, the numbers of obese or overweight people are now rising in low and middle-income countries, especially in urban areas (WRI, 2016).

2.1.2 The need for food systems change

In view of these negative impacts on people and planet, the current food system has reached its limits. The momentum for systemic change is building. It is increasingly recognised that mutually-reinforcing economic, socio-cultural and institutional changes are required to bring about systemic transformation.

A sustainable food system is defined as:

> "A food system that delivers food security and nutrition for all in such a way that the economic, social and environmental bases to generate food security and nutrition for future generations are not compromised. This means that it is profitable throughout (economic sustainability); it has broad-based benefits for society (social sustainability); and it has a positive or neutral impact on the natural environment (environmental sustainability)." (FAO, 2018).

Hivos, IIED and partners aspire to be a catalyst for these positive developments, and call for a radical systemic transition from the current production-focused systems towards one that is ecologically and socially resilient and based on balanced ecosystems, a healthy society and inclusive prosperity. This will require a thorough redesign, a renewed connection between consumers and the food they eat and a revaluation of our food and ecosystems.

2.1.3 Sustainable food systems principles

We recommend adhering to eight principles in the development of programmes and policies for sustainable food system transformation, and in all stages of implementation (Figure 2). Principles 1 to 4 are drawn from the above conceptualisation of the food system and are considered core principles. Principles 5 to 8 are supportive and are drawn from existing literature on multi-stakeholder planning and programme development (see for example, De Zeeuw and Dubbeling, 2015; IPES-Food, 2017); principles 5 and 6 in particular are intentions of the SD4All programme.

Figure 2: The sustainable food systems principles

CORE

1. **Whole system approach**: Consider the food system as a whole, including configuring economic, societal and natural context and sub- and inter-related systems. This does not mean that programmes should aim to address all food systems issues, but rather to leverage interactions between value chain stages wherever possible rather than targeting them separately (e.g. production, consumption).
2. **Integrated sustainability dimensions**: Where relevant, draw up outcomes and interventions that integrate health and well-being, the economy, and the environment; ensure all three are present in the overall programme. Ideally multiple policy areas or local government departments/sectors plan holistic and coordinated interventions that transcend disciplines rather than working in silos.
3. **Multi-level approach**: Be aware of how policies and actions are framed and constrained by higher levels (i.e. local to regional to national, to international). Identify and focus on what can be done using powers and responsibilities at the programme level. Where systemic change requires higher level intervention, advocate and showcase achievements to prove effectiveness.
4. **Multi-stakeholder participation:** Promote multi-stakeholder collaboration through inclusive participatory forums and/or governance structures, with wide representation of food system actors (informal and formal), youth, different genders, vulnerable/marginalised groups, and intended beneficiaries of interventions.

SUPPORT

5. **Evidence-based interventions**: Base interventions on sound evidence to ensure they are appropriate and meet the needs and preferences of target beneficiaries. If necessary conduct preliminary research using qualitative methods (interviews, surveys, focus groups), which can also engage citizens.
6. **Innovation and flexibility:** Think creatively and innovate, if necessary starting with pilots, learning lessons, and scaling up over time. Keeping a degree of flexibility allows a programme to be adapted to changing circumstances or unintended consequences, rather than being bound by decisions made at the outset.
7. **Long-term focus / institutionalisation:** Seek ways for activities to continue beyond the end-of the programme, including securing long-term funding or financial sustainability, establishing governance structures, or institutionalisation through policies.
8. **Monitoring and evaluation:** Draw up a monitoring or evaluation framework from the outset. While it is not realistic to expect to trace concrete impacts on eventual food system outcomes (food security, environmental sustainability, etc.) but indicators with measurable proxies enables quantification of progress and rapid identification of unexpected consequences.

2.2 Food Change Lab process

The Food Change Lab process is integral to the implementation of the SD4All programme. It is intended to take a 'field-to-fork' or 'farm-to-plate' approach that encompasses all food stages in the value chain and aims for both rapid, tangible results and longer-term outcomes, including strengthening capacities and networks between stakeholders.

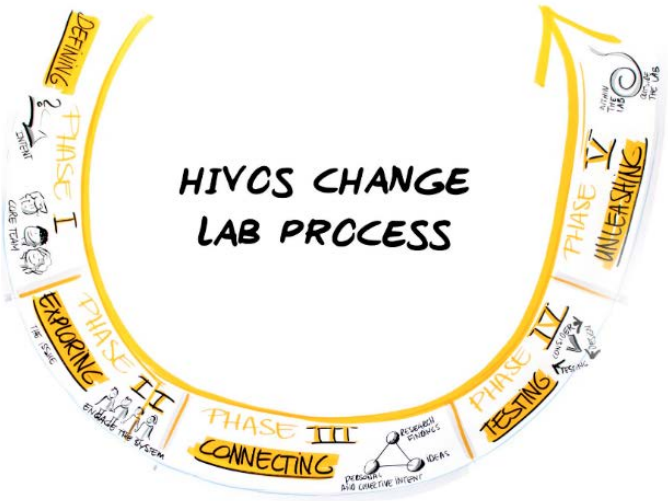
A Food Change Lab is a 'multi-actor change process' that enables all involved to better understand and address key social issues, with an emphasis on bottom-up 'citizen agency'. The core methodology, Theory U, consists of five phases (Figure 3).

Phase I involves defining the intentions with a core team, while phase II explores the issues while engaging with a wide range of stakeholders, including community groups and representatives of vulnerable groups. These first two phases form the left-hand side of the 'U'.

Phase III, the bottom of the 'U', involves building connections (especially between stakeholders who do not usually engage with each other's perspectives), exploring personal and collective intentions, reflecting on pre-conceptions, sharing research findings, and generating ideas.

Phase IV involves testing — or 'prototyping' — ideas, while phase V unleashes prototypes that are seen to have been useful at a greater scale. These final phases form the right-hand side of the 'U'.

Figure 3: The Food Lab Process: Theory U



Source: Boerwinkel, F. 2018. Hivos Change Lab — A Toolkit.

Implementation of the Food Change Lab process involves a series of multi-stakeholder meetings during phases I, II and III. Sub-groups or other governance structures may then be formed to follow-up on issues and to test out ideas in phase IV, in preparation for their unleashing.

2.3 Theory of Change

The SD4All programme used the Theory of Change (TOC) method for programme planning, monitoring, adjustment, evaluation and learning (Ho et al., 2020). A TOC is a graphical planning tool developed through a participatory process of identifying long-term goals and the conditions — or desired outcomes — that need to be met for the goals to be realised. The identified changes are mapped as the "outcomes pathway" — showing each outcome in logical relationship to all the others.

The links between outcomes are explained by "rationales" or statements of why one outcome is thought to be a prerequisite for another. For each outcome, strategies (or types of interventions) are identified that will contribute to realising the outcomes. In this way, the TOC identifies causal connections between interventions and outcomes. For the sake of simplicity and to be able to accommodate the latest interventions, this assessment drew upon the 2019 TOCs for Uganda and Zambia (shown in Annex A).

Several monitoring approaches are used to demonstrate progress towards achieving the outcomes. These include outcome harvesting and narrative assessment (for monitoring lobbying and advocacy results; see Box 1) and capacity self-assessments. After an initial baseline study in 2016, outcomes were harvested in three rounds, in 2017, 2018 and 2019. In 2017 and 2019, an external substantiation assessment was done on the harvested outcomes. In 2018, for the internal mid-term review, outcome harvesting was matched with narrative assessments to look back at the journey since 2016. The latter helped to understand long-term non-linear processes behind the outcomes.

TOCs have guided adjustment of strategies and interventions in response to changes in context (e.g. shrinking civic space), learning in relation to verifications of local partners and food system stakeholders, outcomes and assumptions (and related learning questions), capacity development of partners, etc. This flexibility at country level to design and adapt contextualised pathways of change is considered a strong feature of the programme's adaptive management system and for understanding how change in multi-actor, multi-level systems unfolds in highly diverse and unpredictable ways.

Box 1. New approaches to monitoring

Outcome harvesting (OH) is an evaluation approach in which you identify, formulate, verify, analyse and interpret 'outcomes' in programming contexts where relations of cause and effect are not fully understood. Unlike some evaluation approaches, OH does not measure progress towards predetermined objectives or outcomes, but instead collects evidence of what has changed and, then works backwards to determine whether and how an intervention contributed to these changes. The outcomes can be positive or negative, intended or unintended, direct or indirect, but the connection between the intervention and the outcomes should be plausible. Information is collected using a range of methods to yield evidence-based answers to useful, actionable questions. OH can be used for both monitoring and evaluating interventions.

Narrative assessment is a new way to monitor, evaluate, and communicate about advocacy. It is a systematic monitoring and evaluation approach to making sense of the realities underlying advocacy results. It starts from the stories of advocates themselves and focuses on unpacking the dynamics and contribution of advocacy work to inspire learning and to support programme adaptation and communication.[1]

3 ASSESSMENT METHOD

This assessment project was carried out by a consultant in close collaboration with Hivos staff.

It consisted of a four-stage process:

Stage 1: identifying the outcomes achieved by the Uganda Food Change Lab and the Zambia SD4All programme, and the activities that contributed to them.

Data from this exercise were drawn from programme documents, in particular the Outcomes Harvesting, Annual Reports, and Food Change Lab reports. These were supplemented by first-hand accounts and clarifications from interviews with SD4All partners, especially where the outcomes and activities were recent and not included in programme documentation.

Stage 2: reviewing the information on the activities for evidence of how well each of the eight SFS principles had been applied. Where principles had been poorly applied or not at all, we projected how the outcomes might have been different if they had not been overlooked. Again, data were drawn from project documents (especially the Final Evaluations) and supplemented with interviews with SD4All partners.

Stage 3: drawing up recommendations on how the SFS principles could be better applied in order to achieve greater change.

Stage 4: comparing the findings on the application of the SFS principles in the Uganda Food Change Lab and the Zambia SD4All programme and developing overarching recommendations on programme design and operation for the next four-year funding phase.

It must be noted that the sheer number of activities and outcomes, as well as the sparse details available on the processes followed for most of them, meant is was not possible to assess each activity for application of the SFS principles individually. Rather, an impression was generated from considering evidence from across all activities and illustrated with some key examples.

A more systematic study would have been possible had it been conducted concurrently with programme implementation, with partners providing information and reflections on their use of the principles in real time. Such an undertaking would suit an action research methodology.

4 FINDINGS FROM UGANDA AND ZAMBIA

4.1 Uganda Food Change Lab

4.1.1 Introduction

The Uganda Food Change Lab is focused on Kabarole District in western Uganda, a fertile agricultural area at the foot of the Rwenzori Mountains. Fort Portal, which formally became a city in July 2020, is the regional urban hub and the centre of the Tooro Kingdom (one of the country's five traditional kingdoms). The local government of Fort Portal Municipality is progressive and civil society organisations have a strong, longstanding presence.

The starting point of the Food Change Lab was Uganda's national planning document, Vision 2040,[2] which calls for 'a transformed Ugandan society from a peasant to a modern and prosperous country within 30 years'. Under this vision, Uganda is expected to undergo rapid urbanisation over the next two decades, with the urban population increasing from 13% in 2010 to 60% in 2040. The country's agricultural labour force is anticipated to shrink from 66% to 31%, with remaining farmers shifting to commercial, rather than subsistence, operations.

Kabarole District, where the urban population is expected to grow 10-fold, from 50,000 to 500,000, exemplifies the tensions that are playing out across the country between food production, protection of natural resources, economic transition, employment, poverty reduction, diet and health. With already high rates of malnutrition in the countryside and growing numbers of street food vendors in the city, the food system must be considered in development plans for both rural and urban areas.

Kabarole District Council has 12 departments including administration, education, health, production and marketing, and works. Within the district there are 14 lower-level governments: 4 town councils, including Fort Portal Municipality, and 11 sub-counties.

About the Uganda Food Change Lab

The Uganda Food Change Lab was convened in 2015 by Kabarole Research and Resource Centre (KRC), with the support of Hivos and the International Institution for Environment and Development (IIED) under the auspices of the SD4All programme.

- KRC is a local research-based development NGO with a focus on food security and agribusiness development in the Rwenzori Region of Western Uganda. It serves a dual role with respect to the Uganda Food Change Lab. On the one hand, it supports the Coalition of the Willing (CoW — see below) in raising awareness and changing consumer behaviour; on the other it channels up feedback from the CoW and its own research into advocacy messages for IIED and Hivos to use for local and national policymakers.
- Hivos is an international organisation that seeks new solutions to persistent global issues, with a primary focus on structural change for building sustainable economies and inclusive societies. Hivos played a pivotal role in establishing the Uganda Food Change Lab, and through the SD4All funds KRC's on-the-ground activities.
- IIED is a policy and action research organisation, promoting sustainable development to improve livelihoods. It works with some of the world's most vulnerable people to strengthen their voice in the decision-making arenas that affect them. IIED's role in the Uganda Food Change Lab primarily concerns gathering evidence to ensure that the process is informed by local realities and priorities.

The Uganda Food Change Lab was facilitated by the global management consultancy firm REOS Partners (South Africa office). Key steps in its history included:

- Stakeholder mapping conducted by KRC, Hivos and IIED, with some input from REOS Partners, which led to a 'wish-list' of lab participants.

- A planning meeting in Fort Portal in February 2015, attended by government representatives, farmers, food vendors, and local CSOs to map issues in the local formal and informal food system, to identify data needs, and to determine priority areas for action.
- Collection of evidence including rural and urban citizens' food diaries, focus group discussions with farmers, lorry counting in a trading hub to ascertain quantities of food leaving the region, and an assessment of the nutritional value of the 'street food diet'.
- The first People's Summit on Food in April 2016, attended by over 100 stakeholders.[3] Research findings were presented, stakeholders made commitments for change (see outcome 4a), and the Coalition of the Willing (CoW) was formed (see outcome 4b).
- The second People's Summit on Food in December 2017, attended by over 150 stakeholders, resulted in new and renewed commitments.

The CoW is the multi-stakeholder platform at the heart of the Food Lab process. This group of 20 stakeholders works to advance progress towards a sustainable food system. It meets in person on a monthly basis, participates in special events, and is involved in weekly radio programmes on KRC FM radio (see outcome 4b).

The Lab process led to the development of small-scale interventions (prototypes) under five categories: 1) re-defining the informal food sector; 2) redirecting (national) policy planning instruments to plan for 'the food system'; 3) awareness raising; 4) building a local food-processing economy; and 5) stimulating food diversity in the local economy.

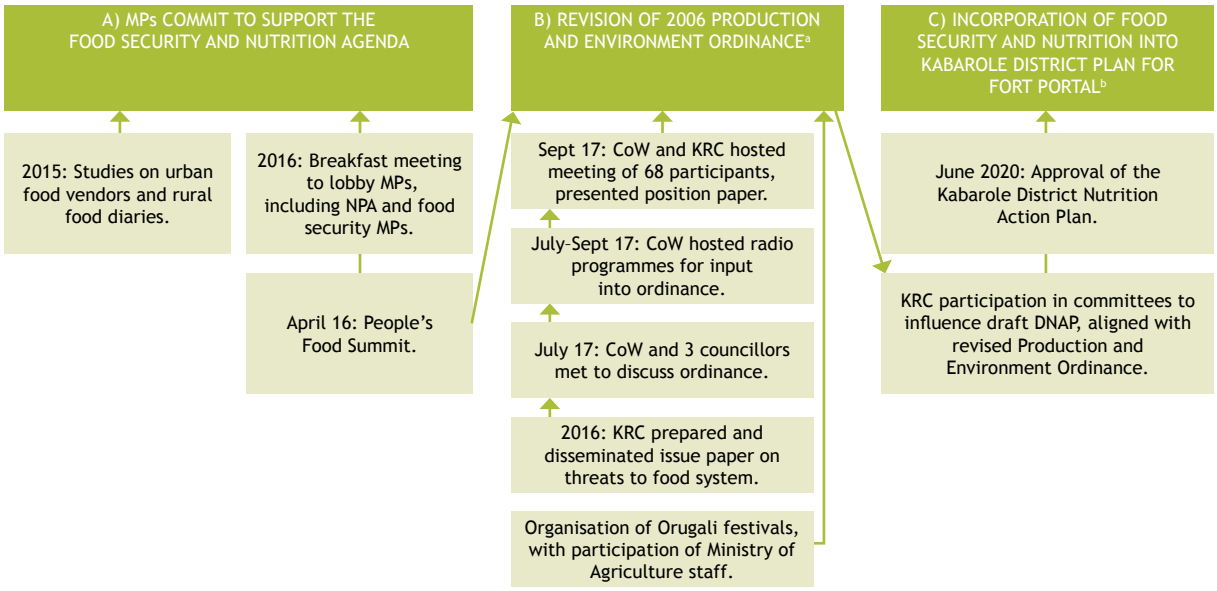
These prototypes were taken forward by the programme partners, notably KRC at the local level, together with the CoW.

For this assessment the prototype areas have been re-constituted as five 'outcomes clusters'. Outcomes clusters 1–3 are 'outcomes' included in the 2019 Theory of Change (TOC) that reflect the prototype areas; outcomes cluster 4 is relevant for all SD4All capacity development work; outcomes cluster 5 is a prototype area but was not an outcome in the 2019 TOC.

4.1.2 Outcomes clusters

Outcomes cluster 1: Local policies, plans and regulations reviewed and approved to support diversity and healthy food at household level in Kabarole District

The outcomes in this cluster emerged from work to develop local ordinances and regulations that compensate for the weak national legal framework in support of sustainable diets (especially indigenous food), as well as the outdated 1935 Public Health Act that prohibits informal street vending.



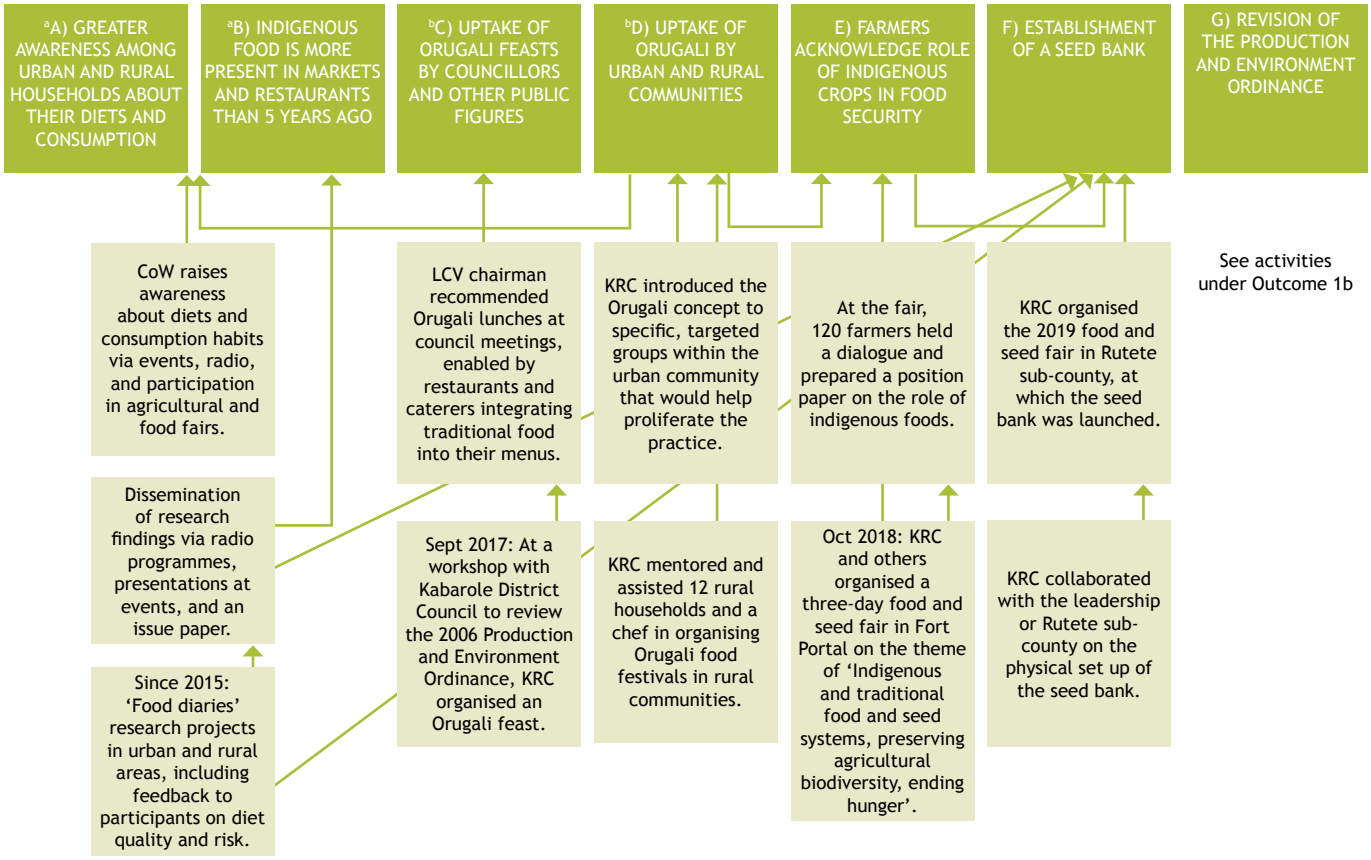
[a]The 2006 Production and Environment Ordinance was never enacted. It was intended to provide for improved agricultural production, food security, household incomes, environment protection and sustainable natural resources use in Kabarole District.

[b]The Kabarole District Nutrition Action Plan (DNAP) was developed to provide a set of strategic objectives, strategies and actions to incorporate into development plans, workplans and budgets; and to bring coherence among various nutrition interventions at district, sub-county and community levels.

Cookery demos by Orugali women (© KRC)

Outcomes cluster 2: Improved demand and consumption of indigenous food varieties' and nutrient dense recipes

The work contributing to this cluster of outcomes aimed to stimulate demand for indigenous foods by consumers, and the supply of indigenous seed and crop varieties by farmers, in order to improve diets and reduce malnutrition levels in Kabarole District. Traditional, indigenous foods (e.g. yams, mushrooms, cassava, sweet potatoes, and millet) are healthy, rich in nutrients, and affordable to all, but in recent years they have fallen out of favour with households due to their labour-intensive production and in-home preparation and a perception that they are inferior, low-value foods.

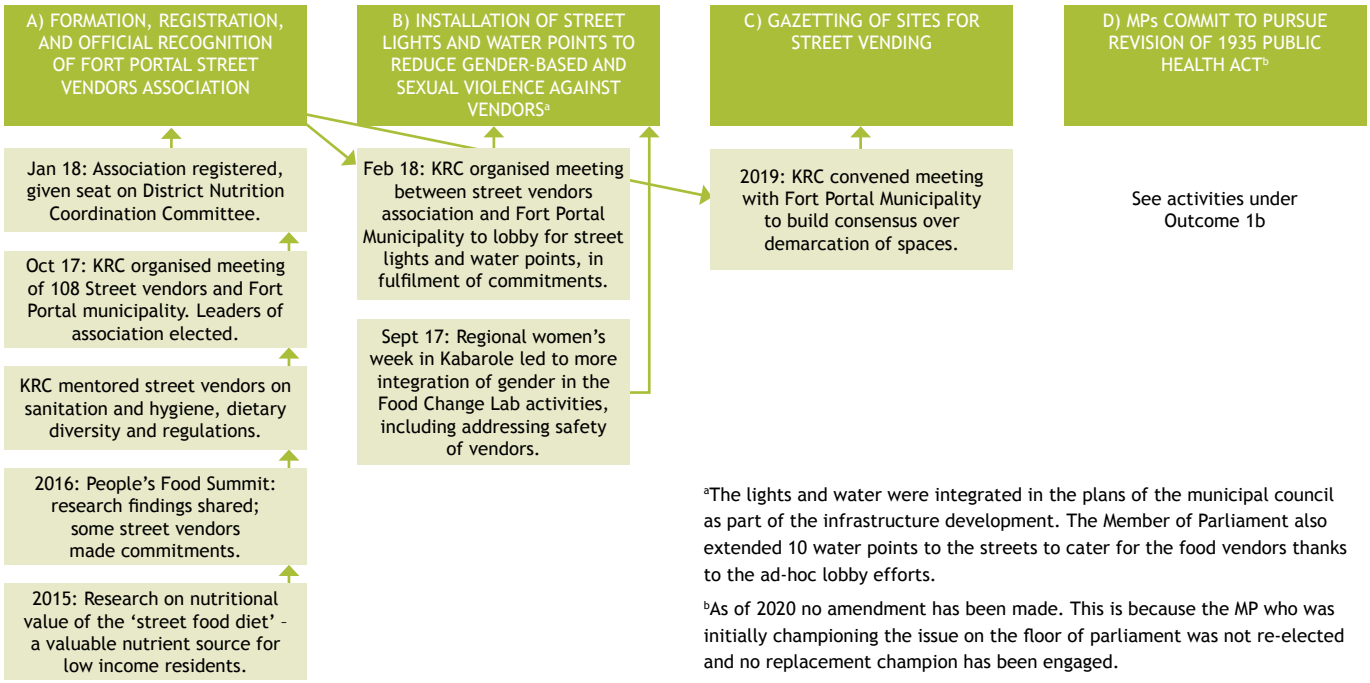


[a]Outcomes 2a and 2b are treated together because a) stimulates demand, while b) is supply to meet that demand.

[b]Orugali feasts come from the Tooro custom of sharing a meal of diverse dishes. They have become a platform for discussion and advocacy on sustainable diets.

Outcomes cluster 3: Informal food vendors provide safe and nutritious recipes to low-income consumers within gazetted (designated) food spaces in Fort Portal municipality

The activities contributing to this outcomes cluster aimed to provide infrastructure for street food vendors, who provide nutritious food for low-income consumers but who have operated in informal, often unsanitary conditions. The activities compensate for the lack of support for vendors under the 1935 Public Health Act, legislation that is not relevant to the modern context but that nonetheless outlaws food vending.

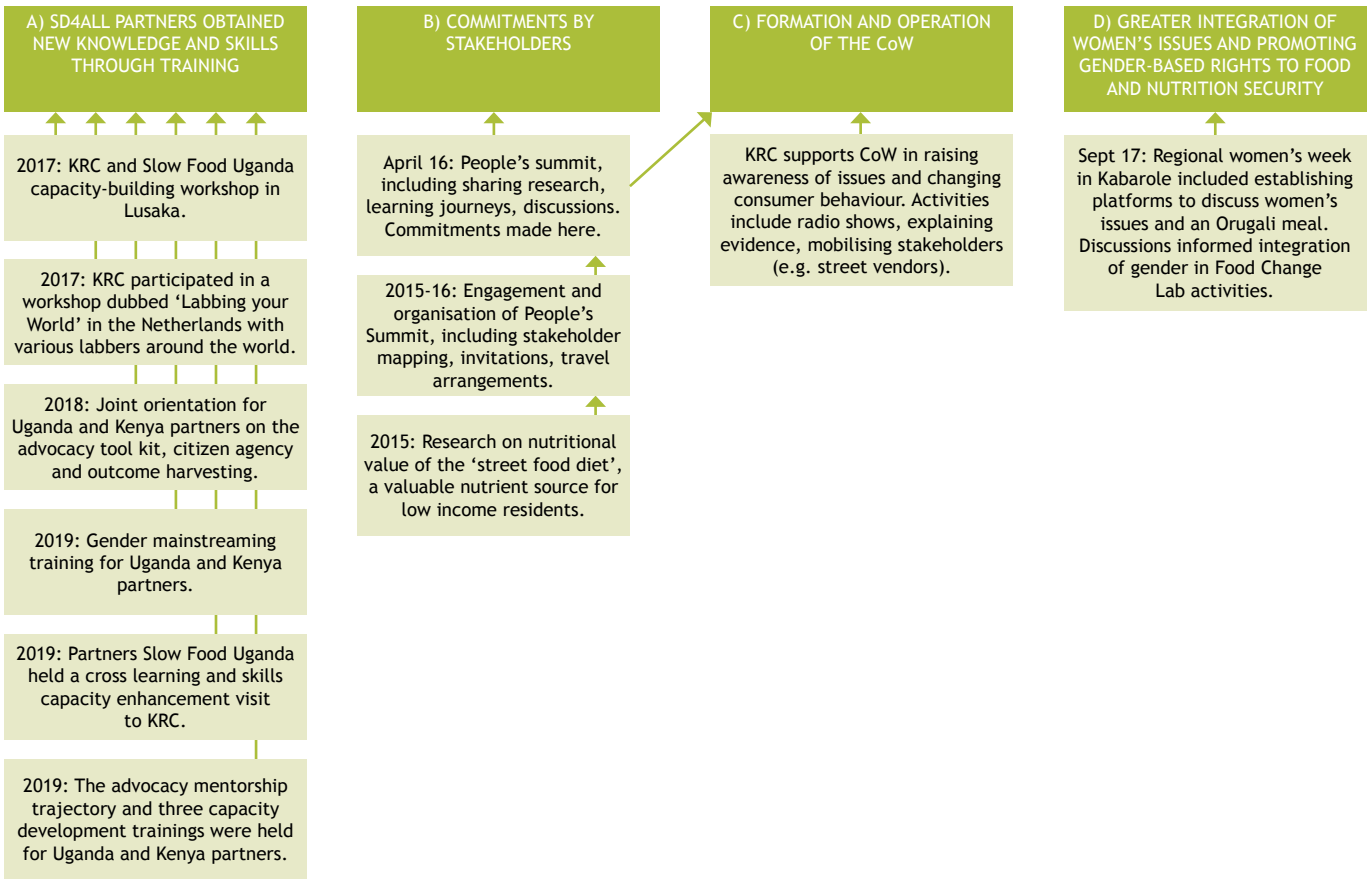


[a]The lights and water were integrated in the plans of the municipal council as part of the infrastructure development. The Member of Parliament also extended 10 water points to the streets to cater for the food vendors thanks to the ad-hoc lobby efforts.

[b]As of 2020 no amendment has been made. This is because the MP who was initially championing the issue on the floor of parliament was not re-elected and no replacement champion has been engaged.

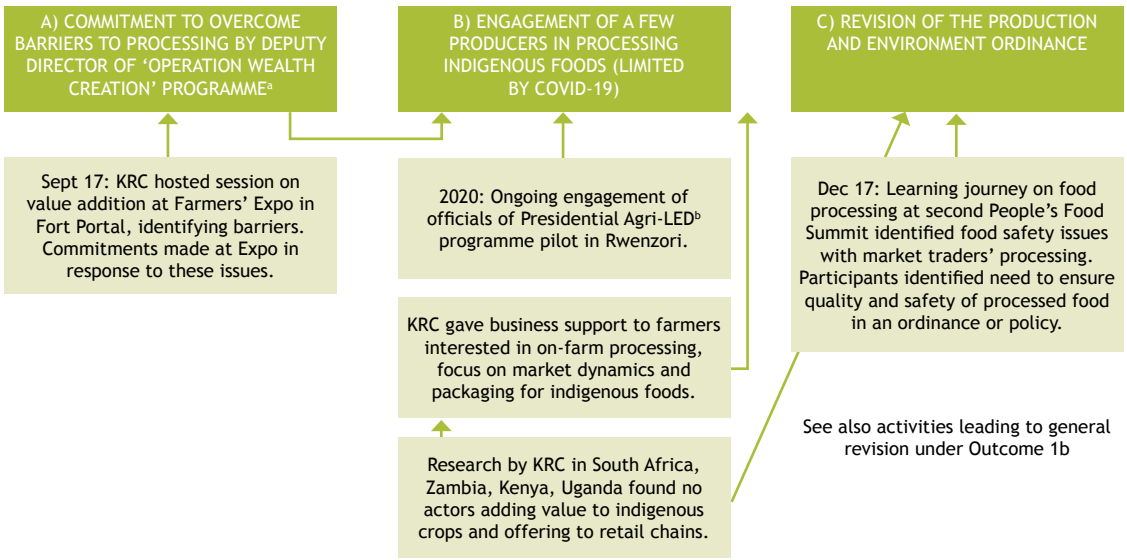
Outcomes cluster 4: Capacity strengthened of civil society actors and platforms to address the other three lobby outcomes

Activities under this outcomes cluster aimed to build capacity among stakeholders themselves in order to mobilise and influence food system practices, and to advocate the agenda on food policy and systems in both urban and rural areas of the district with a view to shaping policy and practice.



Outcomes cluster 5: Building a local food-processing economy (for indigenous food crops)
Activities linked to this outcomes cluster aimed to establish food processing facilities in Kabarole District (particularly for indigenous food crops) with a view to retaining added value within the local economy; establishing opportunities for local sustainable food entrepreneurship and employment; and providing new, nutritious products in formats that appeal to consumers.

Although building a processing economy featured in the Theory of Change in 2017, it did not appear in subsequent editions. This is because at the start of the Food Lab process there was not yet enough indigenous food being produced to sustain processing operations. It was therefore necessary to stimulate demand — and hence supply — over five years (see outcomes cluster 2). Nonetheless, some modest outcomes and activities have been mapped, some relating to food processing in general rather than indigenous food specifically.



[a]Operation Wealth Creation (OWC) was launched in July 2013 to facilitate national socio-economic transformation, with a focus on raising household incomes and wealth creation by transforming subsistence farmers into commercial farmers.

[b]AGRI-Led is a presidential programme focused on poverty reduction and sustainable wealth creation via value creation within the region.

4.1.3 The sustainable food systems assessment

Legend

- Good application of principle
- Some evidence of application of principle
- Poor or non-existent application of principle
- Evolving from some evidence to good evidence of application of principle
- Evolving from poor application to some application of principle

Available information on activities that contributed to the outcomes was reviewed for evidence of how well each of the eight SFS principles had been applied.

Principle 1: Whole system approach 

The Uganda Food Change Lab responds to the challenges presented by low-income and informal employment, malnutrition and food insecurity, and violence against women street vendors, while also seeking to address their causes. As such, it operates at the intersection of the food system with its contextual components and inter-related systems, such as the political context, social cultural influences, economic drivers, and environmental 'givens' (Chapter 2).

The intention to work with stakeholders at all food systems nodes is evident in several activities. The stakeholder mapping ensured that stakeholders from many (if not all) value chain nodes attended the People's Food Summit. The CoW, which was formed at the People's Summit, focuses primarily on consumer issues but with an understanding of the wider food system drivers. The amended Production and Environment Ordinance, meanwhile, targets multiple parts of the food system: inputs (seeds), production, post-harvest storage, processing, consumption (nutrition and food security); in-home and institutional cooking methods; and in-home storage.

Other outcomes clusters did not apply the whole system approach where it could have been helpful. For example, outcomes cluster 2 (on improved demand and consumption of indigenous food) hinged on the dynamics between production (supply) and consumption (demand), with little attention to pressures and stakeholder perspectives at the intermediary processing and trading nodes. This oversight risks creating a value chain that is beset by bottlenecks. Similarly, outcomes cluster 5 (on building the local food

processing economy) was conceived without considering the initial low production of indigenous food. As a result, plans to develop indigenous foods processing had to be shelved. Finally, outcomes cluster 3 (on informal food vendors) included no complementary actions to promote purchase and consumption of nutritious meals from street food vendors, which would have increased their economic returns.

Principle 2: Integrated (thematic) sustainability dimensions

Of the three thematic dimensions of sustainability, well-being and (to a slightly lesser degree) environment are accounted for across the outcomes and activities of the Uganda Food Change Lab. The economic dimension received less attention. For example, in outcomes cluster 2 (on improved demand and consumption of indigenous food), most activities to promote indigenous foods are framed around food security and nutrition. The only evidence that potential economic benefits for farmers, food processors, and branded goods owners had been considered was at the Food and Seed Fair in 2017, when farmers included in their position paper the need to support small and medium enterprises to process and brand traditional/indigenous products for local and international markets. Such support could include setting up business incubators to prove the concept before greater investment and scale up.

Well-being is also a major driver for providing infrastructure for food vendors — both in terms of ensuring vendors' personal safety and safe food for consumers; the environment is addressed by obliging vendors to clean up. The commercial viability of serving diverse, nutritious food is not discussed, however, which is problematic if the vendors are to earn a decent livelihood. This gap might have been bridged if the economic development team had been involved in the discussions.

This missed opportunity notwithstanding, there is some indication that the Production and Environment Ordinance will foster more integrated working between local government departments, as the amendments make explicit the relevance of multiple policy areas (including nutrition, agriculture, and environmental health/food safety) and implementation responsibilities are to be divided up between departments. Similarly, the draft District Nutrition Action Plan (DNAP) was reviewed by all sectoral committees of the Kabarole District Council, which would highlight to them their role in nutrition (see Outcomes cluster 1). Integration may also be fostered if the council follows the recommendation for Orugali meals at meetings, prompting conversations on food and sustainable diets with local government actors who have not yet considered the role they or their department could play.

Principle 3: Multi-level approach

While the focus of the Uganda Food Change Lab was Kabarole District, it targeted actors and mechanisms at multiple levels. For instance, the activities on street food vending leveraged local planning powers to create a more supportive environment for vendors — while at the same time advocating repeal or revision of the national 1935 Public Health Act that outlaws vending. While this is effective in the immediate term, there is a risk that the local actions will be superseded when the public health legislation is eventually updated, leading to duplication or policy incoherence.

Another example is the commitment obtained from MPs to pursue food systems transformations in their local constituencies. This constitutes inter-level advocacy — from the People's Food Summit at sub-national level to national level actors, then from the national level back down to other sub-national areas.

Attracting MPs and the head of the National Planning Authority (NPA) to the People's Food Lab was a major achievement, not least as the event took place in a regional centre, six hours away from the capital city. This allowed for very good, grounded discussion of research findings away from usual, dominant interest groups and expression of commitments.

That said, KRC was unable to follow up effectively with the NPA or with MPs, since it has no staff in Kampala. As a result, there was no attempt to leverage the NPA's interest through on-going advocacy on incorporating food and nutrition security into national frameworks. Nor was there effective on-going lobbying over the 1935 Public Health Act, which hit a stumbling block when the MP who agreed to champion the matter within parliament lost their seat. Although in 2018 a new partner based in Kampala, Food Rights Alliance (FRA), was brought on board to conduct lobbying in the capital, to date there are no documented results in terms of stimulating political will to amend the act. Also, there was a missed opportunity to co-opt other MPs who attended the People's Summit as Food Change Lab partners/associates, which would have locked them into the process and encouraged the promotion of Kabarole District as a positive case study.

Principle 4: Multi-stakeholder participation

Stakeholders who are directly affected by interventions have been included in processes in all outcomes clusters, thereby ensuring their needs and priorities were considered. For example, street vendors participated in discussions with Fort Portal Municipality over street lighting, water points and gazetted spaces; and farmers at the first Food and Seed Fair in 2017, attended by local leaders, developed a position paper on indigenous foods that they presented to government representatives.

Woman farmer in Uganda (© Bagonza Nimrord)

Where some stakeholders were unable to participate directly, other mechanisms were used to ensure their views were represented. Radio phone-ins extended the conversation on the Production and Environment Ordinance to farmers, while a KRC representative channelled up key points from Orugali discussions to policymakers.

Much effort was made to ensure wide stakeholder representation at the People's Summit in 2016, including stakeholder mapping, a letter of invitation and follow-up phone calls. The organisers strove to overcome barriers to attendance, including providing transportation to Fort Portal from rural areas. At the event itself, however, language presented a barrier to inclusivity; the working language was English, which made it difficult for some attendees to follow and contribute.

One stakeholder group that was poorly represented at the People's Summit was the commercial sector; specifically, local food traders and processors. Although they were invited, few attended. Their presence could have drawn more attention to activities in the middle of the value chain (in addition to production and consumption). Likewise the absence of conventional seed companies from the Food and Seed Fair was a missed opportunity to explore potential for mainstreaming traditional and diverse seeds within the supply chain, as opposed to being a niche concern that is catered to only by seed banks.

As for women and youth, although activities to improve infrastructure for informal street vendors benefit these groups (most informal vendors are young women), this is more incidental than deliberate since the entry point was the informal sector rather than age or gender. Gender issues came into sharper focus following the Women's Week events in September 2017; activities and outcomes might have been different if they had been considered from the outset.

Principle 5: Evidence basis

Research findings on the informal food sector and from rural food diaries were leveraged throughout the Food Change Lab process. As a result, interventions were grounded in local realities and represented the priorities of citizens rather than assumptions of governments or international NGOs.

Research findings have been disseminated via various channels (media, at multi-stakeholder events, issue papers, etc.), which has brought wide awareness of the issues identified. The impact of the findings might have been greater if key messages and delivery had been adapted to specific audiences. For example, presentation of the findings at the People's Food Summit was too technical for some attendees, whereas for others such as the NPA, they were eye-opening.

Principle 6: Innovation and flexibility

By and large, activities stemming from the Uganda Food Change Lab have been highly innovative. For instance, promoting production and consumption of indigenous crops is an innovative approach to addressing malnutrition, particularly against a national backdrop of farm commercialisation. Moreover, not only is Fort Portal the first municipality to overcome the constraints of Uganda's 1935 Public Health Act by using local powers to provide an enabling environment for informal street vendors, it is also

unusual for the informal sector to have a direct say in civic matters that affect them.

The Food Change Lab's innovative activities are instrumental in attracting the attention of key stakeholders. The revival of Orugali meals was effective for engaging a wide range of stakeholders — from rural households to local politicians — and for gleaning information on citizens' needs and priorities. The household food diaries research, too, was a novel way of increasing understanding of consumption, malnutrition and its structural causes, which stakeholders such as the NPA representatives had never encountered before.

In terms of flexibility, however, the Food Change Lab is not always as nimble as it could be. The food diaries research revealed that cost and preparation time were barriers to consumption of indigenous foods, yet the programme was not adapted to explore and address these social and economic constraints.

The lack of systematic monitoring and evaluation of all outcome clusters made it hard to identify problems and areas of underperformance and to revise actions accordingly.

Principle 7: Long-term focus/institutionalisation

The aim of the Uganda Food Change Lab to prompt systemic, long-term change was evident from the stakeholder commitments expressed at the People's Food Summit.

In the activities stemming from the Food Change Lab process, changes were institutionalised via several mechanisms:

- The Production and Environment Ordinance institutionalises sustainable, indigenous diets within the legislative framework of Kabarole District.
- Putting Orugali on the tourism agenda integrates traditional food into the public identity of the new city of Fort Portal, securing the place of traditional food on restaurant menus.
- The physical and institutional home of the Rutete sub-county seed bank is within the sub-regional government, providing greater protection than if it were a farmer or civil society-run initiative (even if it may be vulnerable to future electoral change).
- The interests and rights of informal vendors are institutionalised through the Fort Portal Street Food Vendors' Association as a formal governance structure, with robust terms of reference; and its seat alongside government representatives on the District Nutrition Coordination Committee means it has formal government recognition.

On the other hand, the CoW — as the multi-stakeholder platform for overseeing Uganda Food Change Lab activities — lacks a formal governance structure. This was deliberate. The argument against formalisation is that members can focus on action rather than administration that might present a burden and lead the group to collapse. The arguments for formalising, on the other hand, are (1) to be able to pursue independent funding beyond the next four-year funding period through KRC's involvement in the new Healthy Foods Africa programme; and (2) to establish Terms of Reference governing members' roles and responsibilities and reducing the risk of volunteer fatigue over time.

The absence of urban planners from discussions of infrastructure for street food vendors is a missed opportunity for institutionalisation. Securing planners' engagement from the outset could have ensured consideration of street vendors' needs as a matter of course in all planning decisions, rather than only when a need arises or a request is made.

Principle 8: Monitoring and evaluation

Although the monitoring approaches, such as outcome harvesting and narrative assessment (Box 1), proved very useful for gaining in-depth understanding of how activities have contributed to interim outcomes, they do not demonstrate progress and impacts of the interventions of SD4All on aspects of the food system. Therefore, the outcomes in a Theory of Change must be coupled with indicators or a monitoring framework that guide and facilitate measurement.

Increased demand and consumption of indigenous foods has been monitored via proxy indicators of availability in markets and on restaurant menus, with no baseline and a weak methodology based on observation rather than scientific quantification. There was also no systematic monitoring or evaluation of stakeholder capacity.

These oversights make it difficult to measure progress and to know whether activities are effective or not. Robust data on efficacy are key for scaling up and replicating interventions in other locations. What is more, the lack of monitoring makes it hard to detect and remedy any unintended negative impacts in a timely, systematic way, which is particularly problematic as the innovative activities and methods have not yet been tried and tested elsewhere.

4.1.4 Recommendations

The food systems assessment showed that while Principle 5 (research basis) and Principle 6 (innovation and flexibility) were well applied in the Uganda Food Change Lab, in all other respects, there is scope for improvement. The following measures are recommended in the next phase of work in Kabarole District and Fort Portal by Hivos and partners:

1) **Conduct food flow analysis for indigenous foods.** In order to ensure adequate, stable supply and demand of each indigenous foodstuff, it is necessary to understand how the entire value chain functions, including identifying vulnerabilities and potential bottlenecks.

2) **Consider complementary actions at all value chain nodes.** While some activities ostensibly target one value chain node, the impacts could be magnified by implementing supportive, complementary actions throughout the value chain.

3) **Engage and incentivise the private sector in the indigenous foods agenda.** The economic opportunities of indigenous foods must be clear if they are to become mainstream. Possible actions include investment opportunities for processing and packaging; setting up business incubators; and attracting social enterprises.

4) **Consider how each local government department can contribute to every intervention.** Involvement of all relevant government departments can lead to integrated, complementary actions that magnify the impact, and reduce duplication and counter-active efforts.

5) **Prioritise engagement by urban planners.** Food is a relatively new topic for the planning profession internationally, yet planners can have significant impact on food security and nutrition in urban settings through their day-to-day work.

6) **Follow up with national stakeholders to keep them engaged**. It may be possible to 'lock-in' influential national stakeholders by giving them a formal role in the Food Change Lab process. Inter-level networking between NGOs can ensure flows of information and advocacy between sub-national and national levels.

7) **Consider gender, age and other factors affecting inclusion from the start.** For actions to have a transformative impact on excluded or marginalised groups, these groups' needs and priorities must be considered from the outset. Adding a gender/age lens mid-way through implementation will yield limited impact.

8) **Ensure accessibility by translating discussions and key messages into local languages.** Enabling participation is not just about physical access. All stakeholders must be able to participate in the language of the region.

9) **Adapt key messages of research findings to target audiences**: Similarly, research findings must be accessible to all. It may be necessary to tailor key messages to several audiences so that they are compelling to each.

10) **Adapt interventions to take account of research or evaluation.** If research throws up unexpected findings or early evaluation shows poor or detrimental results, programmes must be rapidly adapted to remain as relevant and effective as possible.

11) **Reconsider how to secure longevity of the CoW, whether as a formal or informal entity with or without terms of reference.** While members have decided against formalisation for now, there is a need for more consideration of how the group can continue beyond 2024.

12) **Draw up a robust indicator framework for measuring progress**. It is strongly recommended to develop robust indicators for all outcomes of the Food Change Labs, including determining the data needed for each, how they can be obtained, and baselines against which progress can be measured. A sample indicator framework is contained in Annex B.

4.2 Zambia SD4All

4.2.1 Introduction

Zambia is a country with rich, fertile land and holds around 40% of the underground and surface water resources in the Southern African Development Community region. Its agricultural sector employs around 70% of the labour force on approximately 1.6 million small-scale and 1,000 large-scale farms.

Despite its rich natural and human resources, Zambia has high rates of malnutrition. Stunting and cognitive impairment affect 40% of children under five, and obesity and overweight affect 23% of women. A major reason for this disconnect is a high dependence on maize, leading to poor, high-calorie diets that are rich in starch but low in fruit and vegetables.

Maize was first introduced to Zambia during the colonial era, and its production, distribution and marketing continue to be supported through agricultural and economic policies. Since 2007 the Zambian Government has spent an average of 80% of the agricultural support budget on maize production and procurement through the Farmer Input Support Programme (FISP) and the Food Reserve Agency (FRA).

Maize productivity levels in Zambia are well below global average. Maize mono-cropping on 90% of the country's farms leads to loss of biodiversity and soil degradation, increases vulnerability to pests and recurrent climate change-related events like droughts and flooding.

Traditional local crops, meanwhile, such as millet and sorghum, which are more drought tolerant and more nutritious, have been largely eclipsed. There is an urgent need for agricultural policy changes to promote diversity in agricultural production and consumption in Zambia.

About the Zambia SD4All programme

This case study covers the whole of the Zambia SD4All programme, which was implemented at the national level between 2015 and 2019. Alongside Hivos and IIED (see page 11), partners in the Zambia SD4All programme were:

- **Civil Society for Poverty Reduction** (CSPR), an anti-poverty civil society network established to ensure that civil society effectively and meaningfully participates in the design, formulation and implementation of the National Development Plans and to further monitor the National Development Plans.
- **Civil Society Organisations — Scaling-Up Nutrition** (CSO-SUN), a civil society movement working to raise the profile of nutrition on the national development agenda.
- **Consumer Unity Trust Society** (CUTS), a resource organisation focusing on action (policy) research, advocacy and networking on issues of trade and development, competition policy, investment regulation and consumer protection.
- **The Alliance for Zambian Informal Economy Associations** (AZIEA), the national umbrella organisation for associations of informal workers in Zambia, established in 2002.
- **Zambia Alliance for Women** (ZAW), a women-led non-political, non-partisan and not-for-profit organisation that promotes gender equity and equality, social justice and environmental sustainability.

The Zambia SD4All programme began with discussions convened by Hivos and IIED in which 20 partners and stakeholders explored local food system issues and sought to promote stakeholder dialogue to increase crop diversity. Following a scoping study, an inception report was published in July 2016 which made a series of recommendations that informed the initial Theory of Change.

The programme has been implemented through five strategies, deployed in concert to advance progress towards the intended outcomes:

1) Research
2) Media
3) Lobbying and advocacy
4) Multi-actor initiatives
5) Capacity development

Of the multi-actor initiatives, the most significant is the Food Change Lab. The Food Change Lab process was deployed during four multi-stakeholder meetings in November 2016, May 2017, December 2017, and August 2019. These meetings were also known as 'food labs' (somewhat confusingly since the term here refers to events rather than the process). The objectives of the labs, which each attracted between 60 and 90 participants, were to generate collective understanding of Zambia's food system and future challenges, and to strengthen collaboration and engagement between consumers, farmers, entrepreneurs, civil society and government.

During the food labs four prototype areas were identified (these were later re-constituted into 'outcomes clusters' for the purposes of the assessment). Each prototype area was led by a group of stakeholders who met regularly to develop and implement interventions: crop diversity (outcome clusters 1 and 4); awareness raising (outcome cluster 3); youth inclusion (outcome cluster 3); and informal food systems (outcome cluster 1).

Friday vegetable market in Lusaka, Zambia (© Salim Dawood)

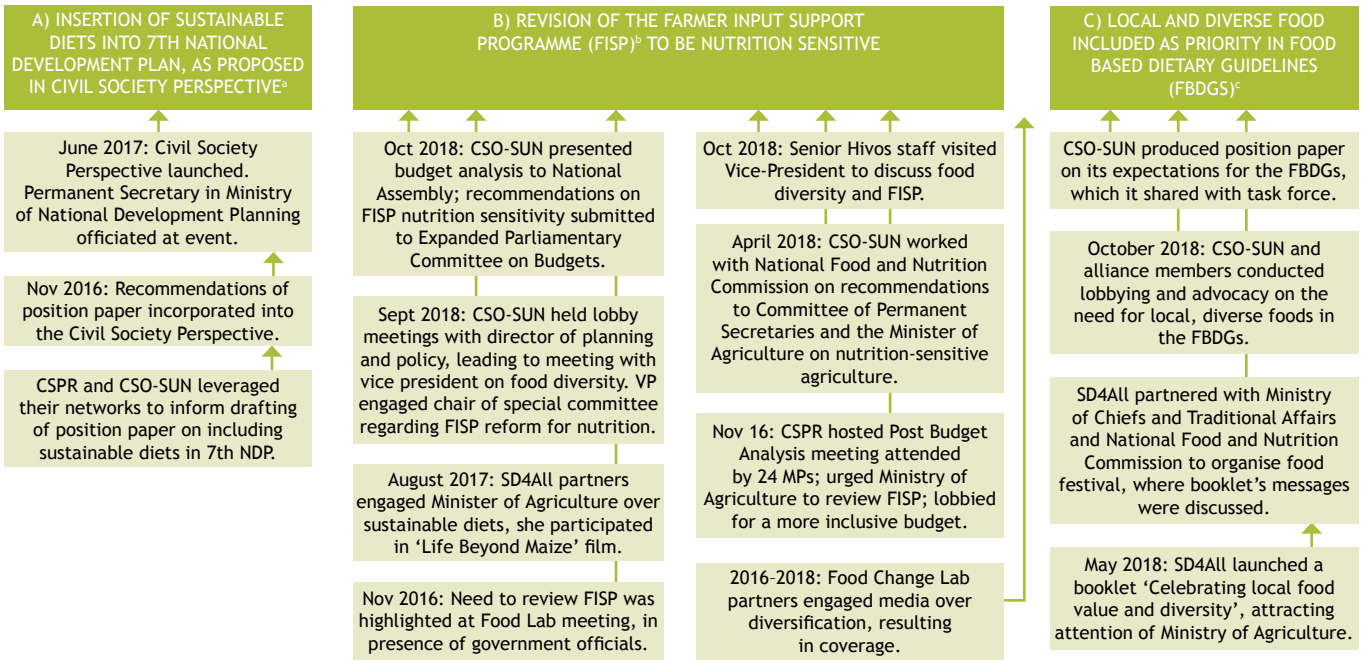
4.2.2 Outcomes clusters

The outcomes of the Zambia SD4All programme are organised under five 'outcome clusters', which are drawn from the SD4All 2019 Theory of Change (Annex A):

1) Governments and local authority promoting sustainable food production and consumption
2) Government is responsive to climate change adaptation and mitigation
3) Increased demand for sustainable foods by low income consumers, especially women and youth
4) Increased diverse production that contributes to sustainable foods
5) CSOs' knowledge and skills to effectively promote and engender sustainable diets policies and practices of public and private sector actors.

Outcomes cluster 1: Governments and local authority promoting sustainable food production and consumption

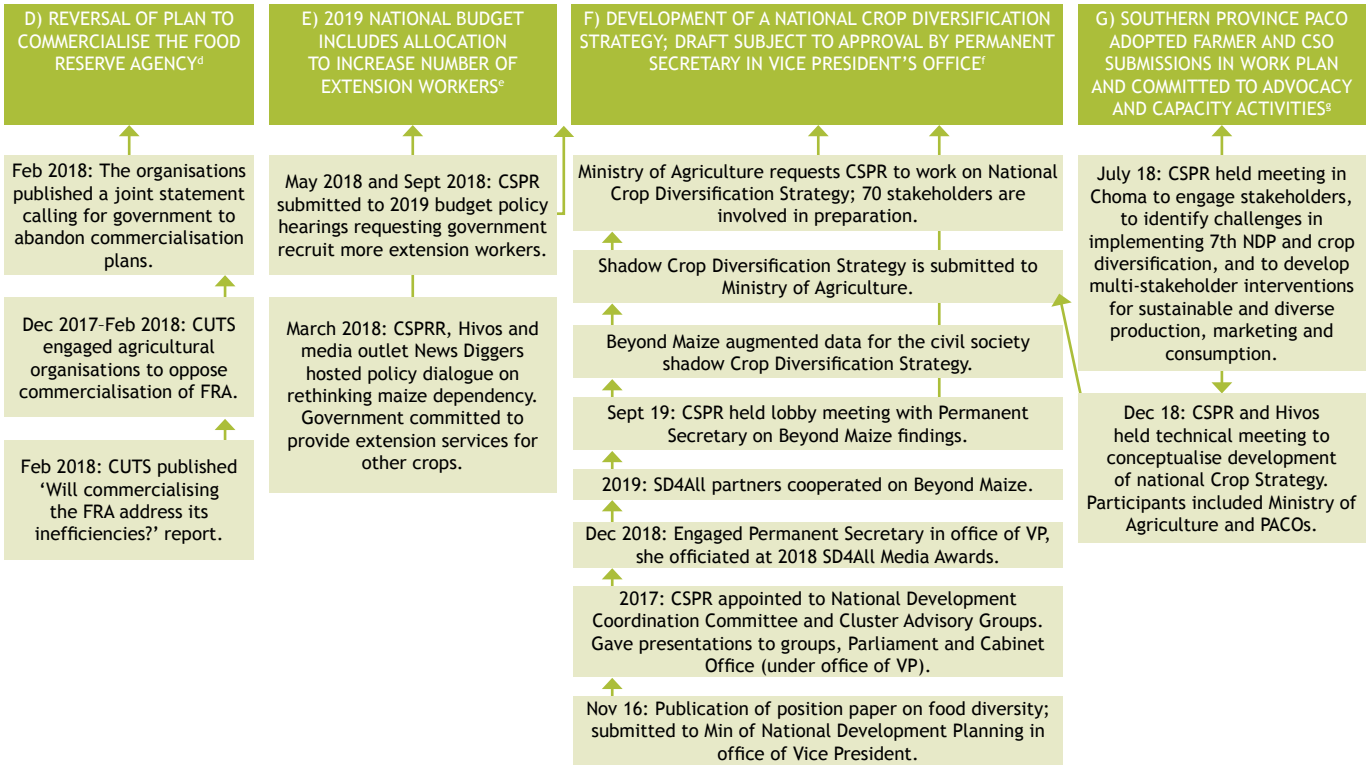
The outcomes in this cluster represent changes (or commitment to changes) on the part of national and local government entities. These include adapting policies, regulations and instruments to support production and consumption of diverse, nutritious foods, including offering incentives throughout the supply chain and acknowledging the role of the informal sector.



[a]The 7th NDP is the medium-term national policy framework with which all ministries must align their programmes. The Civil Society Perspective is a shadow plan that forms part of the consultative process.

[b]The Farmer Input Support Programme (FISP) provides access to subsidised agricultural inputs and sets a guaranteed minimum output price at which the Food Reserve Agency (FRA) buys maize.

[c]Food-based dietary guidelines (FBDGs) are a key component of coherent food policy and provide a clear, context-appropriate steer on diets to maintain good nutritional health. They are the basis for developing policies intended to shift consumption patterns in healthier directions.



[d]The FRA ensures a reliable supply of agricultural commodities and stable prices through a strategic grain reserve. It purchases, stores and releases stocks on the market in times of food stress, and provides market access to rural smallholder farmers. Commercialisation of the FRA was proposed in late 2016 to relieve the financial strain it places on the government. This would have had a negative impact on the diversity of the agricultural sector and marketing of alternative crops to maize.

[e]Zambia's poor extension worker-to farmer-ratio (1:1140) meant it was difficult for extension workers to transmit information on productivity-enhancing technologies and climate-smart practices.

[f]The Crop Diversification Strategy is currently under development. While various policy documents have objectives and strategies on contributing to crop diversification, the new strategy will be the first overarching government document on this subject. The strategy is due to be presented to the Permanent Secretary for approval in August 2020.

[g]The PACOs (Office of the Provincial Agriculture Coordinating Office) lead implementation of Ministry of Agriculture policy at the provincial level.

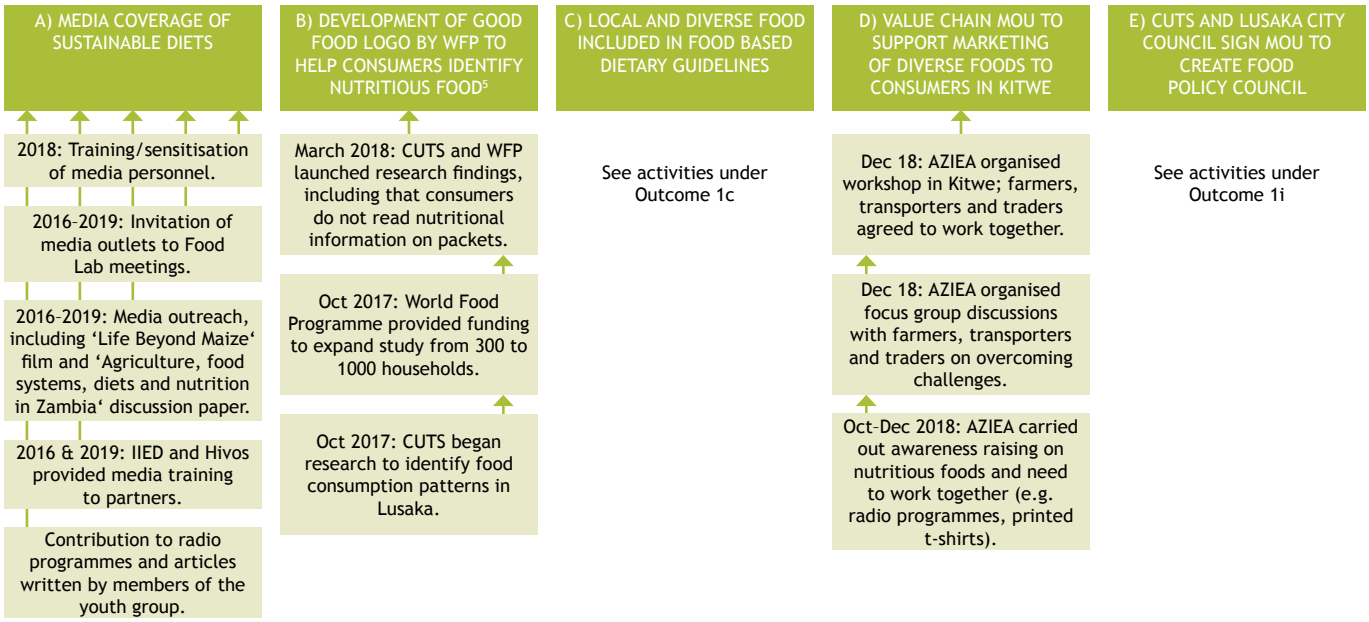
[h]Ward Development Committees (WDCs) are responsible for planning the growth and development of their respective villages and safeguarding villagers' well-being. They promote bottom-up community participation in democratic governance, forming the link between the community and the municipality, and they ensure that sub-district development processes adhere to devolution of decision-making to the ward level in rural areas.

Outcomes cluster 2: Government is responsive to climate change adaptation and mitigation

Climate change mitigation and adaptation was addressed in the SD4All programme in Zambia through the shift to crop diversification away from maize monocropping. The relevant outcomes and activities are already mapped under outcomes cluster 1 (in particular outcomes 1a to 1h).

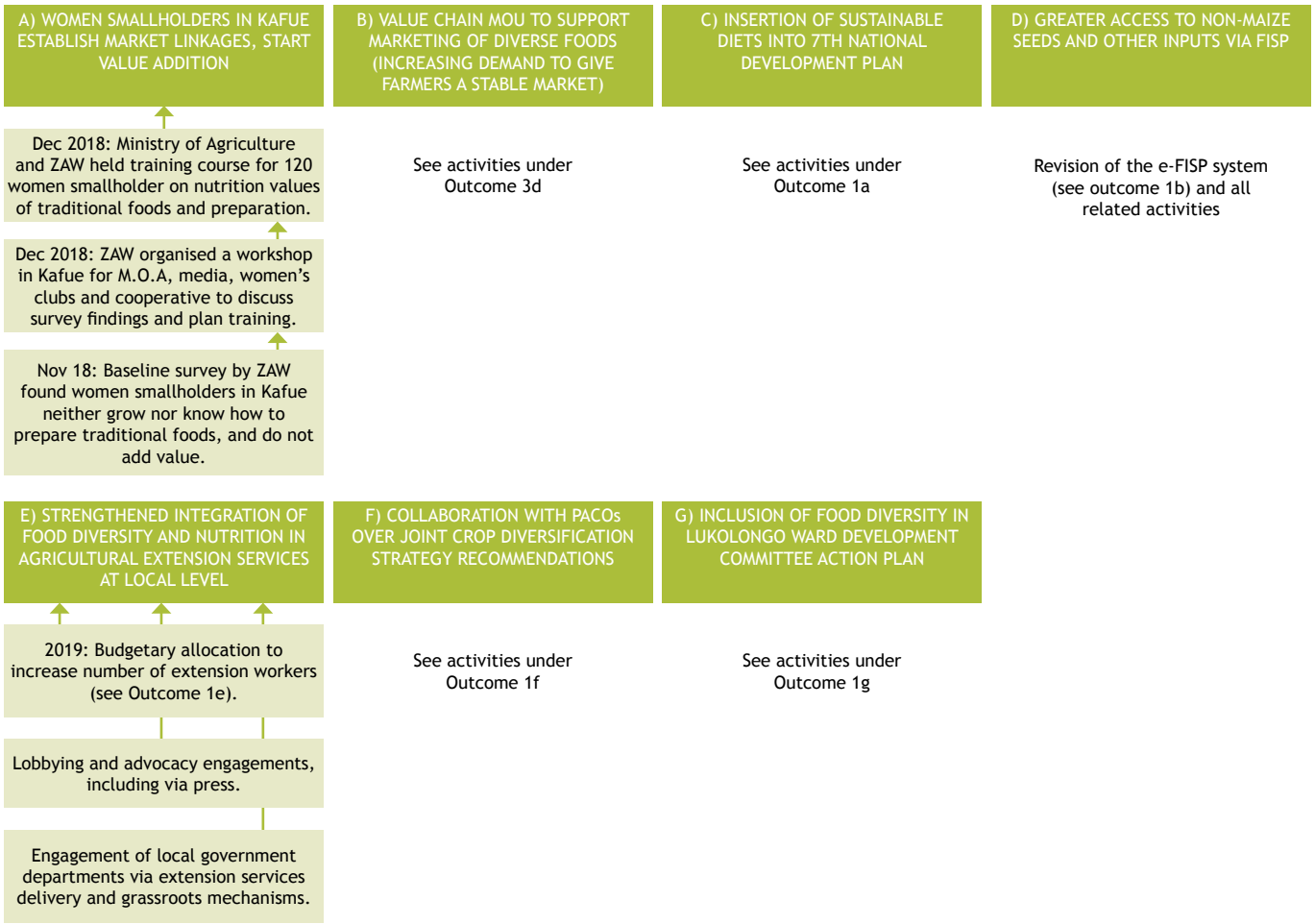
Outcomes cluster 3: Increased demand for sustainable foods by low-income consumers, especially women and youth

The intention of this cluster is to increase demand for sustainable foods through increasing knowledge and awareness of target consumer groups. No data are available to demonstrate a quantifiable increase in demand, however. The outcomes listed here are therefore 'interim': they are the results of activities intended to increase knowledge and awareness and to mobilise consumers.



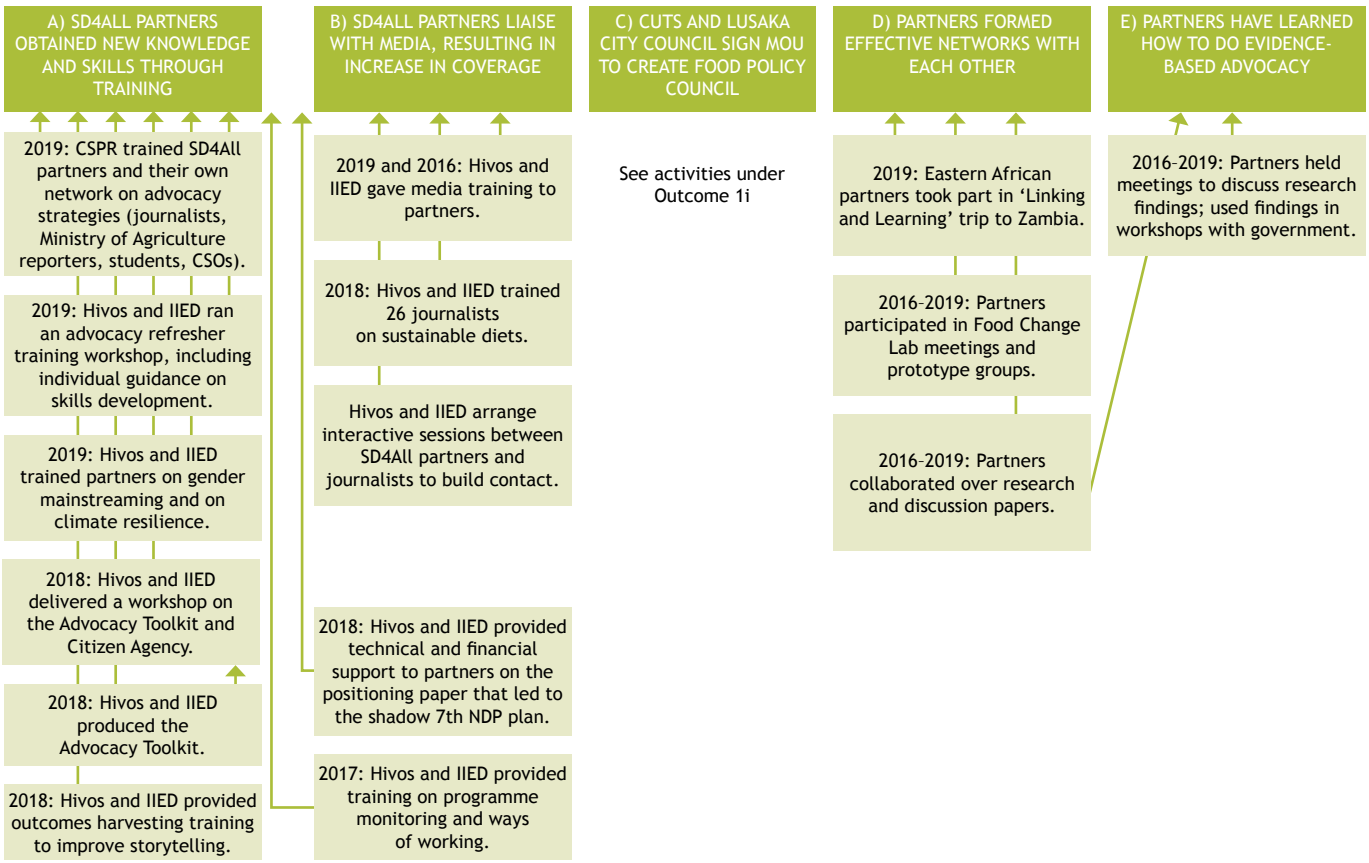
Outcomes cluster 4: Increased diverse production that contributes to sustainable foods

The intention of this cluster is to increase agricultural diversity, moving away from maize as a mono-crop. No data are available to demonstrate a quantifiable increase in diverse production, however. The outcomes listed here are therefore 'interim': they are the results of activities intended to promote diversity to farmers and to increase their knowledge and understanding of sustainable diets.



Outcomes cluster 5: CSOs have knowledge and skills to effectively promote and engender sustainable diets policies and practices by public and private sector actors

The intention of this cluster is to ensure partners in the SD4All programme in Zambia are equipped to conduct effective lobbying and advocacy for sustainable diets. This includes building effective networks of contacts and platforms for regular exchange with allied stakeholders at various levels (including the media).



4.2.3 The sustainable food systems assessment

Legend

- Good application of principle
- Some evidence of application of principle
- Poor or non-existent application of principle
- Evolving from some evidence to good evidence of application of principle
- Evolving from poor application to some application of principle

Principle 1: Whole system approach 

The Food Lab claimed to take a food systems approach from the outset. However, the mapping exercise conducted at the first Food Lab in 2016 distributed issues on a quadrant consisting of production, consumption, access and processing. This has undoubtedly been useful in allowing individual stakeholders to 'locate' themselves and their issues in relation to others, and the group to identify points for priority action. As a map of the food system, though, it is incomplete.

During the subsequent Food Labs other components of the food system were discussed on an ad-hoc basis: in May 2017 the issue of exploitative middlemen; in December 2017 the problem of food waste throughout the value chain; as well as some inter-related systems, such as land rights and tenure, the energy system (charcoal production) and the water system.

At the final Food Lab in 2019, a participant from the United Nations Environment Programme (UNEP) gave a presentation of the food system that is in line with the conceptualisation used in the present report. Participants were able to identify the challenges to food systems thinking, namely: that actors lack knowledge of the approach; that food systems problems tend to be framed in narrow silos; and that there is insufficient dialogue and collaboration across actors and agendas. Adopting a food systems conceptualisation from the start and conducting a thorough food system scan would have led to more concerted, integrated actions (where relevant). It could have helped reduce bottlenecks (noted in the programme evaluation[4]) in shifting all value chain stakeholders towards more diverse food production and consumption.

That said, several SD4All activities have considered all food value chain nodes (if not the whole food system). For instance, the supply chain memorandum of understanding in Kitwe stimulated discussions between stakeholders at different nodes with a view to mutually supportive actions. CUTS and Lusaka City Council conducted stakeholder mapping in preparation for establishing the Food Policy Council which, at the time of its launch in 2020, had 22 members representing most areas of the food value chain, including informal sectors and urban farmers to promote urban gardening. Moreover, CUTS has identified an example of intervention at one food system node affecting livelihoods at another: promotion of urban agriculture can harm informal marketeers if their client base starts to grow their own vegetables instead of buying them.

Principle 2: Integrated (thematic) sustainability dimensions

With its focus on diverse foods and shifting away from maize-centric mono-production and consumption, the SD4All programme has mainly integrated the health and well-being and environment dimensions of sustainability. Health and environment are integrated to such an extent that we couldn't identify separate activities under cluster 2. This means sustainability is well integrated in the first cluster (and not treated separately). This is reinforced by the definition of sustainable diets given by Patrick Nshindano of CSPR during the December 2017 Food Lab: 'those that have low environmental impacts which contribute to food security and nutrition and to healthy life for present and future generations'.

However, the environmental dimension could have been stronger and more concerted, and could have included other measures beyond diversity. For example, there are no outcomes relating to government investment in early warning systems. One way to strengthen this aspect would be to solicit participation of stakeholders working on climate risk assessment and resilience capacity building (e.g. planners/developers, natural resource managers, meteorologists, civil protection, research centres, academic personnel). Another would be to augment the food system scan with a focused scan of resilience to climate shocks and stresses, the results of which could be used to advocate government action.

The economic dimension, meanwhile, has featured in national level policy advocacy over budget allocations for agriculture and the FISP system for subsidies, but it was absent from grounded discussions on stimulating the production and consumption of diverse foods. Little thought was given to the business case for growing, trading and processing non-maize crops. The programme evaluation concluded that maize provides a guaranteed income for smallholder farmers, but that other crops remain uneconomical (I&S Consulting, 2020). The inclusion of more business stakeholders, from a wide variety of enterprises, would enable greater understanding of commercial needs. Being able to present a business case for diverse foods would attract investment and research by the mainstream private sector and government, and would likely speed up the transition.

It is possible that greater balance between sustainability dimensions will result from the involvement of a wider spectrum of government departments in the future. The SD4All partners intended to broaden their lobby and advocacy targets to reach more departments, such as finance for its budget allocation role, health for its co-ordinating activities for nutrition, and community development for its work with vulnerable groups. Putting this intention into action will help maintain recent government momentum towards integration. Following publicity of the Beyond Maize findings, the Permanent Secretaries Committee on Nutrition, which involves 11 government ministries, began collaborating on improving nutrition. Moreover the 7th National Development Plan (NDP) is the first NDP to be integrated across all of government; as it includes sustainable diets,[5] it is likely to stimulate more joined-up thinking.

Principle 3: Multi-level approach

The SD4All programme in Zambia has been implemented at the national level, and there are clear outcomes in relation to national policies. At the same time, partners have also worked at several sub-national levels to ensure local level interpretation of national policy is in line with the spirit of sustainable diets and to foster a greater say for local citizens in issues that directly affect them. At provincial level they identified challenges to implementing the 7th NDP and obtained input on crop diversity as part of conceptualising the national Crop Diversification Strategy; at ward level they encouraged inclusion of food diversity in Ward Development Plans and for smallholder views to be taken into account; at municipal level they worked with governments to form food policy councils in Lusaka and Kitwe.

That said, while the provincial level work involved all ten PACOs, municipal and ward-level work has been highly localised and covers just a tiny part of the sub-national institutional landscape. There is a need to replicate these achievements in more local areas.

Principle 4: Multi-stakeholder participation

The Food Labs have been the centrepiece for multi-stakeholder participation in the SD4All programme in Zambia, and were the first initiative in the country to bring together people from a range of perspectives to collectively analyse and develop solutions to issues in the food system.

However, at the second Food Lab in May 2017 the need for more strategic invitation of key stakeholders was acknowledged, as well as a need to invest in engaging stakeholders and eliciting commitments from them. In particular, while individuals from the Ministries of Agriculture and Health and the Zambia Meteorological Department were present from the first meeting, wider high-level government engagement from the start would have ensured buy-in to the shared vision and positioned sustainable diets as a priority topic. Thankfully, this oversight was somewhat mitigated by the strong networks of some programme partners — notably CSO-SUN and CSPR, both of which leveraged their government contacts to advance SD4All objectives and actively developed new ones (see, for example, outcome 1f on the Crop Diversification Strategy, where CSPR actively engaged the Permanent Secretary in the Vice President's Office).

In addition, more businesses, and a greater variety from across the food value chain, would have contributed to a more complete view of the food system at the outset, identification of supply bottlenecks, and greater understanding of businesses' needs in order to construct a business case for diverse foods.

The human-centric approach of the Food Lab has made it a strong forum for inclusivity. In particular, informal sector participation has been carried forward into the Lusaka Food Policy Council and was an 'ice-breaker' between the informal market actors and the municipal government. More care could have been taken over use of accessible language and concepts at the Food Lab, however. For instance, the term 'acupuncture points' was used in the first two Food Labs in reference to areas of the food system where SD4All could have an impact, until it was pointed out that most Zambians are unfamiliar with acupuncture. Some non-expert participants also struggled to understand the results of the food system mapping, and why it was presented on a quadrant.

Moreover, inclusivity in the Food Labs has not translated into systematic inclusion of youth and women's perspectives in all programme activities. Rather, work with these groups was project specific. The work of ZAW with women smallholders came late in the programme and was focused only on Kafue. This limitation could have been addressed by including gender experts in programme planning at the start, and holding training on gender mainstreaming in advocacy earlier than 2019.

The youth prototype group has carried out various activities including a food festival and cooking demonstrations, but its voluntary basis and lack of funds means there are no solid outcomes on problematic consumption by young Zambians or reaching entrepreneurs, chefs and farmers who have the potential to influence many more young people.

Principle 5: Evidence basis

The research basis of the SD4All programme in Zambia has been very strong, with several discussion papers published on the findings of studies conducted by partners. The importance of this research was encapsulated in the remarks of a former MP at the second Food Lab in May 2017, who said that for politicians, knowledge and information gaps are the biggest barriers to efforts to address sustainable agriculture.

The Beyond Maize study and the 2018 Life Beyond Maize short film[6] have had a particularly profound effect on policy discussions. Discussions in lobbying meetings changed notably after the launch of the video, which was attended by over 100 people including senior government officials and accompanied by media and social media campaigns, with government officials much more aware of the mono-cropping narrative and speaking the language of diversity. The Beyond Maize study and, before it, the 2016 position paper on diversity, were also instrumental in developing the Crop Diversification Strategy.

CUTS' study of food consumption patterns in Lusaka also had a significant impact, as it drew the attention of non-government, government and private organisations (CUTS and WFP, 2018). The United Nations' World Food Programme contributed funding to expand the survey, and a (non-SD4All) process was undertaken to develop the Good Food Logo to help consumers recognise nutritious food.

For the partners, the research process has brought capacity-building benefits. The Beyond Maize study was a co-operation between CRPR, CUTS, CSO-SUN, IIED, and the Indaba Agricultural Policy Research Institute. The partners combined strengths and transferred skills among themselves, worked together to disseminate the findings, and learned how to do evidence-based advocacy.

The inclusion of recommendations at the end of each research paper has provided useful lobbying messages. At the Food Lab in December 2017, the Awareness prototype group noted the importance of targeting messages from research to different audiences: as well as policymakers, civil society can use research in consumer-oriented advocacy, as demand from the electorate can increase the likelihood of a policy response. Guidance on multi-layered advocacy and packaging issues for different audiences formed part of the Advocacy Toolkit, released to partners in 2018.

Zambia Food Change Lab meeting (© News Diggers)

Principle 6: Innovation and flexibility

The Food Labs element of the SD4All programme in Zambia has been strongly premised on innovation, with prototyping described as a way to "fail fast to learn quickly". Flexibility has also been paramount. The initial six prototype groups were reconstituted into four groups in May 2017 and their membership and active prototypes reviewed at subsequent Food Labs. The food map was reviewed, as was the Theory of Change, on an annual basis.

In terms of advocacy, the partners noted their inability to be flexible and requested capacity building/training on adapting their strategies to shifting contexts. In particular they want to be able to monitor new bills and policies so as not to miss potential lobbying opportunities. This need will become more acute because work to integrate diverse foods into the national policy framework is not complete. As policies and plans enter the parliamentary process, civil society's role is limited to advocacy, but without being party to discussions they do not have a clear view of barriers.

Principle 7: Long-term focus/institutionalisation

The evaluation of the SD4All programme in Zambia found that long-term durability of activities has been a low priority. There was no evidence of any of the initiatives becoming financially self-sustaining. This could be possible with more attention paid to the business case for diverse foods, which could attract investment in supply chain initiatives and processing of crops other than maize.

Hivos has obtained new funding for four years (2020 to 2024) to continue the food lab process in Zambia under the Healthy Food Africa (HFA) programme, which began in July 2020 and which will aid institutionalisation. If programme activities are to continue beyond 2024, however, a further round of funding must be found. The food diversity group of the Food Labs has pledged to continue its co-operation, but no information is available on attributed funding under HFA. If the stakeholders involved continue on a purely voluntary basis, there is a danger of waning commitment over time.

The national policies that partners have worked to shape are not yet adopted, and even when (or if) they are there is no guarantee that they will be duly implemented. Much will depend on funding. Of course, this is not the fault of the partners; the partners can, however, take a long-term view to maintaining advocacy efforts as noted above, once policy proposals are in the hands of parliament they must rely on advocacy to have any influence.

At the sub-national level, issues of funding again risk impeding implementation of commitments, such as the long-term budgeting for the ratio of extension workers to farmers, and extension services for non-maize crops. Only in Lusaka has an ongoing multi-stakeholder platform with a formal governance structure, in the form of the Lusaka Food Policy Council, been put in place to continue work on sustainable diets. Its institutional home is within Lusaka City Council rather than CUTS, because the city council has the authority to continue the platform (political will permitting) even if CUTS cannot secure funding to continue its involvement. Moreover, while it was originally planned for the Food Policy Council to develop a food policy for the city, the city council advised that the lengthy adoption

process would mean it would not be in place before the end of SD4All. Instead, the Food Policy Council is developing a 'Food Initiative' that can be operationalised (through all stakeholders) without formal adoption and even if CUTS has no funding to remain involved.

Principle 8: Monitoring and evaluation

The SD4All programme in Zambia has used several monitoring approaches (Box 1), such as outcome harvesting and narrative assessment in relation to the Theory of Change. These enable activities' contribution to milestones to be validated, but lack robust monitoring and evaluation to assess and quantify progress towards objectives. It would be particularly helpful to quantify progress towards outcomes clusters 3 and 4 (on increased demand for diverse foods among certain groups, and on production). Since four years is not long enough to engender significant cultural change, the proxy used by stakeholders is increased conversations about diverse foods, on the assumption that, over time, these will result in new habits within communities. 'Increased conversations' is, however, difficult to measure. In the long term it could be helpful to replicate the CUTS and WFP study on dietary behaviour in Lusaka, deriving indicators from the questions that were asked and using the original findings as a baseline, but this would be expensive and clearly falls outside the timescale of the SD4All programme. To procure data on an on-going basis, stakeholders could explore alternative methods, such as enlisting universities or requesting the addition of questions on consumption and production to surveys that are conducted systematically by government, agencies or other NGOs at periodic intervals.

4.2.4 Recommendations

The food systems assessment showed that Principle 3 (multi-level approach) and Principle 5 (research basis) were well applied in the SD4All programme in Zambia. For all the other principles there is room for improvement, to varying degrees. The following measures are recommended in the next phase of work by Hivos and partners in Zambia:

1) **Conduct a thorough food system scan, including climate risks.**[7] By adopting a food systems conceptualisation from the start, partners will have a fuller picture of issues and pressure points. Including climate risks to the food system will inform lobbying on actions to mitigate impacts.

2) **Conduct thorough stakeholder mapping and engagement at the start and revisit regularly.** Areas of under-representation are: i) private businesses, to understand bottlenecks and build a business case; and ii) climate and resilience professionals, to bring capacity for climate-relate lobbying. Different stakeholders may be needed at different stages of the programme.

3) **Ensure accessible and culturally-appropriate language at meetings.** Non-expert stakeholders may be unintentionally excluded if concepts are not presented in accessible ways and if they do not understand the relevance to their experiences.

4) **Establish platforms for whole value chain discussions.** Stimulate more discussions across the whole food value chain, setting up governance arrangements or agreements to provide a framework for co-operation (e.g. MOU, Food Policy Councils).

5) **Document and disseminate local-level progress towards sustainable diets.** Keeping records of *what* was done and *how* enables other localities in replicating good practices. Lessons might be disseminated via media or existing networks between municipalities.

6) **Tailor messages in evidence-based advocacy.** In order to be effective, the messages from research must be presented in a compelling, understandable way for each target audience.

7) **Recruit a government stakeholder as 'institutional focal point'.** An individual within government who engages and co-ordinates contact with departments can enable integrated work on sustainable diets, and facilitate targeted CSO advocacy.

8) **Integrate gender and youth perspectives in programme planning and advocacy.** Social inclusion must be central to all activities, not just specific projects for women and youth. It can be helpful to involve gender experts in programme planning, and ensure partners are equipped to promote inclusivity in all their advocacy.

9) **Build capacity in adaptive advocacy, and other topics as needed by each CSO.** Since CSOs no longer have input on draft policy once it enters parliamentary processes, they rely on advocacy to sway outcomes and may have to change tactics if the context shifts. Individual capacity building for each CSO is an efficient way to ensure they have the knowledge and skills to fulfil their designated tasks.

10) **Draw up a robust indicator framework.** Indicators should be specific to the intended outcomes of the programme, with consideration to data availability or ease of data collection (possibly seeking bolt-on questions to regular surveys conducted by other organisations). See Annex B for a sample indicator framework.

11) **Ensure on-going contacts with stakeholders affected by policies to capture impacts.** While government monitoring of policies may be poor or opaque, partners can use their networks to monitor impacts at citizen level and to inform advocacy on measures in the future.

5 DISCUSSION AND OVERALL RECOMMENDATIONS

The final section of this report compares the application of the SFS approach in the Uganda Food Change Lab and the Zambia SD4All programme, identifying common strengths and weaknesses. It makes recommendations for improving its application in programme design and operation during the next four years of the programme.

5.1 Strengthening the conceptual basis

The term 'food system' was used throughout the SD4All programme in both Uganda and Zambia, but neither provided a definition of the term nor an exploration of the concept of sustainable food system. Consequently, the somewhat loose use of the 'food system' approach in both Uganda and Zambia has not been wholly consistent with the conceptualisation adopted in this review.

In comparing the two case studies, we observe patterns in those SFS principles that were strongly applied, those applied to a certain degree, and those that were poorly applied.

In both Uganda and Zambia, the supportive principles 5 (research basis) and 6 (innovation and flexibility) were strongly applied. This is not so surprising since both were explicit intentions of the SD4All programme, regardless of the intention to take a food systems perspective. When it comes to the core SFS principles 1, 2, 3, and 4, however, application was patchy.

Moreover, application of the SFS principles was not always evident in meeting reports and minutes — which were not, after all, produced with the present assessment in mind. This presented methodological difficulties, since this review was carried out retrospectively by an external consultant and relied heavily on programme documentation (supplemented by a small number of interviews). If definitions and conceptualisation had been agreed at the start, it is likely that it would have formed part of partner reflections throughout the process, both allowing them to monitor its application in real time and facilitating retrospective review.

Recommendation 1

Future programmes to promote sustainable production and consumption should adhere to an explicit definition and framework of 'the food system' from the outset; ensure all partners are aware of and understand this.

Recommendation 2

Partners should continuously reflect on their application of the SFS principles in all programme activities, adjusting and strengthening them where necessary. They should keep detailed documentary records to enable a retrospective review.

The partial application of the system approach (principle 1), whereby activities and outcomes in both countries focused on production and consumption with insufficient attention to mid-value chain nodes, stems from the failure to define or conceptualise the food system at the outset. As a result, food system mapping at the first Food Lab in Zambia covered only the production, consumption and processing nodes plus access, with participants asked to 'locate themselves' on this partial map. Stakeholder mapping identified individuals and organisations to invite to food labs, but it stopped short of tracing their connections (e.g. suppliers, clients, competitors), their interests and their perspectives vis-à-vis other stakeholders. This would have contributed to a more detailed picture of system-wide interactions, and enabled partners to pinpoint which stakeholders were needed for particular pieces of work.

Recommendation 3

Conduct a food system scan at the start of the programme to give a full picture of how it functions and the key issues. This will help stakeholders to identify bottlenecks and pressure points to address at the outset, and provide an overview that they can revisit periodically in order to adjust focus.

Recommendation 4

Conduct thorough stakeholder mapping that not only identifies individuals and organisations and their general activities, but also maps their connections, interests, perspectives and priorities.

5.2 Ensuring balance between the three dimensions of sustainability

In both Zambia and Uganda there was an imbalance of attention between the three dimensions of sustainability (principle 2) in the programme as a whole. The social (well-being) dimension was the priority, followed by environmental sustainability. There was inadequate attention to the economic dimension, and the business case for indigenous / diverse food was not made. There is a need to re-balance the focus, and to ensure engagement of economic and financial government departments as well as established, formal enterprises. Without this, sustainable diets will remain niche and the opportunity for widespread behavioural change will be lost. This does not mean that programmes should aim to address all food systems issues, but rather to leverage interactions between value chain stages wherever possible.

Recommendation 5

Provide a definition of sustainable diets that includes all three dimensions of sustainability, and ensure balance in all three across the programme activities and outcomes.

Recommendation 6

Ensure engagement of economic and finance government departments and formal, mainstream enterprises to unlock research and investment in sustainable diets and ensure the transition is economically viable for all stakeholders.

5.3 Working at multiple levels

As for the multi-level approach (principle 3), Zambia partners were focused on the national level but were also concerned with sub-national interpretation and implementation of national policies, and recognised that the municipal level is most appropriate for working with informal market actors. While Zambia's constellation of partners included those who were able to operate at various levels, in various target locations, KRC's lobbying capacity vis-à-vis the national level was impeded by being located far from the capital (although Kampala-based FRA was later brought on board to bridge the gap). As a result, it could not keep up with advocacy on the 1935 Public Health Act, nor follow up on commitments made by the National Planning Authority and MPs.

Recommendation 7

Select programme partners with the networks and capacity to work effectively at national and sub-national levels and to act as legitimate representatives in the food system of low-income women and men.

5.4 Enabling participation

Concerning multi-stakeholder participation (principle 4), the need for more thorough stakeholder mapping has been identified above, as well the need for more, and more varied, private sector involvement. Great store was placed on inclusivity, including ensuring rural and grassroots stakeholders could attend the People's Food Summits in Fort Portal. Yet the information shared at the Food Labs was not always accessible — either because it was presented in English rather than the local languages or because it was pitched at an audience of experts or policymakers. Moreover, women's groups and youth took part in Food Labs in both countries, made commitments and participated in initiatives, but gender and youth issues were not systematically integrated into *all* activities. This oversight could have been avoided if gender and inclusion specialists were involved in programme planning at the outset. More information is available in a forthcoming reflection paper on gender issues in SD4All. Moreover, since the start of SD4All, Hivos has begun applying its gender, equality, diversity and inclusion (GEDI) strategy[8] across all its activities. As such, a framework is now in place for integrating gender issues in the newly funded Healthy Foods Africa programme in Zambia and Uganda.

Recommendation 8

Ensure information is available in native languages and is presented in appropriate, accessible ways for different audiences to avoid unintentionally excluding some stakeholders.

Recommendation 9

Involve gender and inclusivity experts in programme planning from the start; ensure application of Hivos' GEDI strategy. Good practice includes 'pre-labs' before the actual Food Change Labs and preparatory training sessions to support women's productive participation and agency.

5.5 Sustaining actions

Both the Uganda Food Change Lab and the Zambia SD4All programme performed less well when it came to long-term focus and institutionalisation of policies and practices (principle 7). With the exception of the Lusaka Food Policy Council, there was little thought to formalising governance of the prototype groups in Zambia. As for the CoW in Kabarole District, there was a deliberate decision not to formalise the structure in the interests of avoiding over-burdening stakeholders and allowing them to stay focused on action. There was also little evidence of initiatives becoming self-sustaining (e.g. creating revenue). As a result, continuity beyond the end of the programme depends on new funding being secured or voluntary will, which will undoubtedly wane over time. This is particularly worrying when it comes to advocacy, since in both countries key polices for sustainable diets were not finalised by the end of SD4All and there will likely be a need to keep up pressure to ensure they do not fall by the wayside.

Recommendation 10

Give serious consideration to establishing formal governance arrangements for multi-stakeholder platforms so that they can continue to operate after the end of the programme. If formality is deemed undesirable, consider alternative ways to promote on-going work over the long term.

Recommendation 11

Throughout the programme, seek to identify how initiatives can secure long-term funding or become financially self-sustaining.

5.6 Monitoring progress

Monitoring and evaluation (principle 8) was also poor in both countries. The outcomes harvesting provides a narrative framework to demonstrate how activities have contributed to interim outcomes in relation to the Theory of Change, but there are no indicators or monitoring frameworks to show impacts of any of SD4All's work on aspects of the food system. This is a major oversight because it makes it impossible to monitor progress or adjust initiatives to make them more effective, to quantify the scale of change, or to present solid evidence of efficacy to governments or prospective funders.

Recommendation 12

It is strongly recommended that an indicator framework be generated at the start of the programme. The framework need not be extensive and complex, but it should include:

- intended (top-line) outcomes from the TOC
- impact areas (or key issues to be measured) for each
- baseline data where possible.[9]

Generating an indicator framework at the start does not mean focus areas and outcomes cannot be updated as the TOC is amended. Indeed, flexibility forms part of SFS principle 6, and on-going monitoring can detect ineffective interventions that require adjustment. However, when new outcomes are introduced or existing ones amended, the related indicators should also be reviewed.

Indicator frameworks are usually developed in consultation with stakeholders, and attention must be paid to data availability, a) to establish a baseline, and b) to measure change. Resources must be available for systematic collection of new data; it may be possible to partner with university researchers, or to bolt on questions about sustainable diets to periodic government surveys that target the same groups of citizens.

Sample indicator frameworks based on the outcomes clusters of the case studies in this report are included in Annex B. These will need to be adjusted to the areas of focus in the new four-year project beginning in July 2020. The monitoring framework could benefit from an extra layer to assess what impact interventions have on collective citizen agency.

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ANNEX: SAMPLE INDICATOR FRAMEWORKS

Uganda Food Change Lab

Desired outcomes (outcomes clusters)	Impact areas: key issues to be measured	Possible indicators
Local policies, plans and regulations reviewed and approved to support diversity and healthy food at household level in Kabarole District	Extent to which policies address and support diversity and healthy food at household level	[Increase in] Number of policies (+ plans, regulations, targets and programmes) including measures on diversity and/or healthy food Number of mentions of sustainable food-related issues in the city's constitution or central planning document [Increase in] Number of food policies (+ plans, regulations, targets and programmes) that are actively implemented, that include measures on diversity and/or healthy food [Increase in] Amount or percentage of municipal/provincial and institutional budget allocated to implementation of food policies (+ plans, regulations, targets and programmes) that include measures on diversity and/or healthy food
	Extent to which development/ review of policies is on-going to address and support diversity and healthy food within the food value chain *NB. This additional impact area is required because some policy development processes were not complete at the end of programme implementation*	[Increase in] Number of new policies (+ plans, regulations, targets and programmes) and municipal budget allocations in development concerning diversity and/or healthy food [Increase in] Number of existing policies etc and municipal budget reviews that are under review to integrate diversity and/or healthy food [Increase in] Number of task forces and committees to develop new policies etc concerning diversity and/or healthy food [Increase in] Number of local government departments/sectors that are reviewing policies etc and municipal budgets to integrate diversity and/or healthy food.
	(†)Extent of transparency over food-related policies/laws, public spending, results of food-related programmes and educational/information efforts	[Increase in] Number of communications on outcomes of policy and programme implementation, including related levels of public spending
	Extent of coherence between policies (+ plans, regulations, targets and programmes) at the national *and* local levels that support diversity and healthy food	[Increase in] Number of local government departments/ sectors that are reviewing policies etc and municipal budgets to integrate diversity and/or healthy food in a way that is coherent with other local government policies. [Increase in] Funding or ring-fenced budgetary allocation provided by national level to the local level for implementation of food policies etc that support diversity and healthy food

Desired outcomes (outcomes clusters)	Impact areas: key issues to be measured	Possible indicators
Improved demand and consumption of indigenous food varieties and nutrient dense recipes	Extent to which consumption of indigenous food varieties and nutrient dense recipes has increased	[Increase in] Number of households preparing meals based on indigenous foods on a regular (to be defined) basis [Increase in] Number of dishes containing indigenous foods / nutrient dense foods sold by restaurants offering them on their menus
	Extent to which demand for indigenous food varieties and nutrient dense recipes has increased	[Increase in] Amount (kg weight) of various indigenous foods sold on markets [Increase in] Number of dishes containing indigenous foods / nutrient dense foods sold by restaurants offering them on their menus
	Extent to which availability of indigenous food varieties are available on markets	[Increase in] Number of market traders offering indigenous foods [Increase in] Number of varieties of indigenous food available in market
	Extent to which indigenous foods and nutrient dense dishes are offered on restaurant menus	[Increase in] Number of dishes based on indigenous foods appearing on restaurant menus (average across sample restaurants) [Increase in] Proportion of menu made up of dishes based on indigenous foods (average across sample restaurants) [Increase in] Number of nutrient dense dishes on restaurant menus (average across sample restaurants) [Increase in] Proportion of menu made up of nutrient dense dishes (average across sample restaurants)
Informal food vendors provide safe and nutritious recipes to low income consumers within the gazetted food spaces in Fort Portal municipality **NB given the limited number of gazetted spaces available, the first two impact areas must cover the whole street food vendor population, not only those operating in gazetted spaces*	Extent to which vendors comply with food safety measures	[Increase in] Proportion of street vendors who are members of the Fort Portal Street Food Vendors Association (which requires adherence to food safety and hygiene measures)
	Extent to which vendors provide nutritious recipes	[Increase in] Number of nutrient dense dishes offered by street food vendors (average across sample vendors) [Increase in] Proportion of menu made up of nutrient dense dishes (average across sample street food vendors)
	Extent to which gazetted spaces for food vending are available	[Increase in] Number of gazetted spaces for street food vending [Improvement in] Ratio of gazetted spaces to number of street food vendors operating in Fort Portal

Desired outcomes (outcomes clusters)	Impact areas: key issues to be measured	Possible indicators
Capacity strengthened of civil society actors and platforms to address the other three lobby outcomes	Whether or not there is an organised governance group dedicated to raising awareness, lobbying, or maintaining standards, in relation to the lobby outcome in question	The existence / absence of a governance body for each lobby outcome or issue
	The extent to which stakeholders, citizens from various key groups, and CBOs have the knowledge, skills and competencies to effectively lobby and advocate for sustainable diets, policies and programmes.	[Increase in] Number of wider communication and public awareness campaigns about collective action on food system changes [Increase in] Number of workshops and training events for stakeholders and key groups to improve skills and competencies for effective lobbying and advocacy
	The extent to which citizens from various key groups are enabled and empowered to have a voice in lobby and advocate efforts for sustainable diets, policies and programmes (either directly or represented by CBOs)	[Increase in] Number of MSH forums, workshops and other occasions intended to inform policymaking in which key citizen groups (or their representatives) participate
	The extent to which citizens' concerns and recommendations on sustainable food policies and practice are adopted by the local governments	[Increase in] Number of recommendations or issues raised by citizens and CSOs that are adopted in local policies
	The extent to which women and youths (other social groups) participate in decision-making debates and discussions on sustainable food policies and progress.	[Increase in] Diversity of citizen composition in multi-stakeholder groups [Increase in] Number of i) women and ii) young people participating in governance structures [Increase in] Percent of marginalized people represented in leadership or decision-making roles
Building local food processing economy [for indigenous food crops]	Extent to which producers are adding value to indigenous food crops	[Increase in] Number of producers adding value to indigenous crops through on-farm processing [Increase in) Volume of indigenous crops processed on farms
	Extent to which indigenous foods are included in recipes of branded food products	[Increase in] Number of branded food products containing indigenous foods available in local / national / international retail outlets
	Extent of investment in the food processing and packaging sector	[Increase in] Total investment in processing and packaging of indigenous foods in Kabarole DIstrict [Increase in] Investment in processing and packaging in Rwenzori region under the Agri-LED pilot
	Extent to which the barriers to establishing food processing operations have been overcome	[Increase in] Number of products processed by farmers that have been certified by the Uganda National Bureau of Standards [Increase in] Number of producers who have access to modern processing technology [Increase in] Number of farmers who adequate, stable sources of irrigation to sustain production of indigenous crops

Sample indicator framework for Zambia SD4All programme

Desired outcomes (outcomes clusters)	Impact Areas: key issues to be measured	Possible indicators
Governments and local authority promoting sustainable food production and consumption	Extent to which policies, strategies, guidelines and other government instruments promote sustainable food production and consumption *Each relevant policy, strategy, guidelines or other instrument will need to be identified and assessed against the indicators, eg the Crop Diversity Strategy, the 7th NDP, the Food Based Dietary Guidelines, the Lusaka food initiative, etc.)*	[Increase in] Number of policies, strategies, guidelines and other instruments that include measures to promote sustainable food production and/or consumption [Increase in] Number of mentions of issues related to sustainable food production and consumption in the 7th NDP and (for local authorities) the city's central planning document. [Increase in] Number of policies, strategies, guidelines and other instrument that are actively implemented, that include measures to promote sustainable food production and consumption [Increase in] Amount or percentage of municipal/provincial and institutional budget allocated to implementation of policies, strategies, guidelines and other instrument that include measures on diversity and/or healthy food
	Extent to which development of policies, strategies, guidelines and other governmental instruments is on-going to promote sustainable food production and consumption *NB. This additional impact area is required because some policy development processes were not complete at the end of programme implementation*	[Increase in] Number of new policies, strategies, guidelines, instruments, and budget allocations in development concerning sustainable food production and consumption [Increase in] Number of existing policies, strategies, guidelines, instruments, budgets that are under review with the intention of promoting sustainable production and consumption [Increase in] Number of task forces and committees to develop new policies, strategies, guidelines, instruments, budgets to promote sustainable production and consumption [Increase in] Number of government departments that are reviewing policies, strategies, guidelines, instruments, budgets to integrate promotion of sustainable production and consumption
	Extent to which challenges regarding operating environment for the informal markets have been identified and advocated on for change	[Increase in] Number of surveys, focus groups or other research instruments that have been deployed to understand the operating environments of (major or certain representative) informal markets [Increase in] Number of advocacy messages disseminated concerning challenges in the operating environment for informal markets
	The extent to which [a specific] local authority supports and coordinates dialogues around policy and regulatory environment for sustainable food production and consumption	[Increase in] Number of dialogue opportunities (workshops, committees, working groups, etc) organised by the local authority on the subject of sustainable food production and consumption. [Increase in] Number of dialogue opportunities (workshops, committees, working groups, etc) organised by others but attended by the local authority on the subject of sustainable food production and consumption.
	The extent to which government incentivises the development of sustainable food value chain	[Increase in] Number of government incentives (financial or otherwise) offered to stakeholders at various value chain nodes to provide inputs for, produce, process, trade, or consume sustainable foods [Increase in] amount of national budgetary allocations towards diverse food production

Desired outcomes (outcomes clusters)	Impact Areas: key issues to be measured	Possible indicators
Government is responsive to climate change adaptation and mitigation	Extent of government budgetary allocation to climate change smart agriculture	[Increase in] Amount (or proportion) of government budgetary allocation for extension services for climate smart agriculture [Increase in] Amount (or proportion) of government budgetary allocation for subsidies or other instruments to support climate smart agriculture
	Government promotes drought resistant crops	[Increase in] Amount (or proportion) of budgetary allocation for extension services for promotion of drought resistant crops [Increase in] Number of policies, strategies, plans and other instruments being implemented that contain measures to promote drought resistant crops
	The extent to which government invest in early warning systems	[Increase in] Amount of budgetary allocation to early warning systems [Increase in] Number of early warning systems in place for farmers and stakeholders throughout the food system
Increased diverse food production that contributes to sustainable diets	The extent to which farmers are encouraged to produce diverse foods	[Increase in] Number of different seed varieties available through the FISP [Increase in] Number of stable market opportunities that farmers have to sell diverse food crops
	The extent to which farmers have knowledge and understanding on sustainable diets	[Increase in] number of women smallholders who participate in workshops on diverse food production and value-addition [Increase in] budgetary allocations to improve the ration of extension workers to farmers (to be measured on annual basis) [Increase in] available extension services covering non-maize crops and sustainable diets
	The extent to which farmers are engaged in diverse food production	[Increase in] Number (or overall proportion) of farmers who are producing non-maize crops [Increase in] Average number of different varieties produced by farmers who are growing non-maize crops [Increase in] Volume of non-maize crops produced, as a proportion of total annual crop production
Increased demand of sustainable foods by low income consumers especially women and youth in Lusaka Urban, Chongwe, Shimabala , Lukolongo and Kitwe	The extent to which the public (esp. women, youth and children) are aware of and knowledgeable about their own consumption / purchase of sustainable foods	[Increase in] Proportion of survey respondents who correctly answer questions about the sustainability of the foods they consume [Increase in] Proportion of survey respondents who report regular purchase of sustainable foods
	The extent to which consumers are mobilised to demand for healthy foods	[Increase in] Proportion of survey respondents who report requesting healthy foods from their usual supplier [Increase in] Proportion of survey respondents who report frequenting certain suppliers because they offer healthy food
	The extent to which SD4ALL conversations taking place at community levels by community groups managed by partners	[Increase in] Number of workshops, food labs, food festivals organised or attended by community groups managed by SD4All partners [Increase in] Number of regular community-level platforms convened by SD4All partners for discussing sustainable food issues (e.g. food policy councils)

Desired outcomes (outcomes clusters)	Impact Areas: key issues to be measured	Possible indicators
CSOs have knowledge and skills to effectively promote and engender sustainable diets policies and practices of public and private sector actors	The extent to which local and national CSOs are influential over sustainable diets	[Increase in] the number of advocacy messages of CSOs that are successfully influence sustainable diets policies and practices of public and private sector actors at which they are targeted
	Local and national CSOs have built effective networks among themselves linking with other levels and with other allies (e.g. media and research institutions)	[Increase in] Number of occasions CSOs have to meet and network with other organisations, at their own level and at other levels, on an annual basis [Increase in] Number of platforms established for regular interaction between CSOs and allied organisations [Increase in] Number of journalists who have received training in sustainable diets (and wish to remain on the contact list of SD4All partners)
	Understand and apply the SD4All advocacy toolkit	[Increase in] Number of incidences when CSOs report having utilised tools contained in the SD4All advocacy toolkit

NOTES

1 https://www.hivos.org/news/narrative-assessment-bringing-out-the-story-of-your-advocacy/
2 Available at https://www.gou.go.ug/content/uganda-vision-2040.
3 Including members of the national parliamentary forum on food security, the head of the National Planning Authority, religious leaders, district politicians, representatives of the Tooro Kingdom, school children, farmers and farmer groups (men, women, youth), CSOs, street vendors, hoteliers, processors, and nutritionists.
4 I&S Consulting (2020).
5 A shadow plan was written and integrated into the Civil Society Perspective; its recommendations were integrated in the 7th NDP. One recommendation was to include sustainable diets.
6 The film can be viewed at https://youtu.be/l3WfsFrFj38.
7 The FAO-RUAF City Region Food Systems programme has developed a methodology for conducting a food systems climate risk scan at the regional level.
8 Mung'ala (2018).
9 This is the approach used in the City Region Food System indicator framework developed by RUAF and FAO (www.fao.org/3/i9255e/i9255e-CRFS-Indicator-Framework.pdf).

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