

## EXTERNAL–TERMINAL EVALUATION

# EXTENDING WETLAND PROTECTED AREAS THROUGH COMMUNITY CONSERVATION INITIATIVES [COBWEB]

PIMS NO: 1610      PROJECT ID: 00055951

DURATION: 2008-2013 [5 YEARS, ONE-YEAR NO-COST EXTENSION DUE TO LATE START]

EVALUATION TIME-FRAME: OCTOBER-NOVEMBER 2013

COUNTRY: UGANDA

GEF OPERATIONAL PROGRAMME / STRATEGIC PROGRAMME:  
Coastal, Marine and Freshwater Ecosystems

### IMPLEMENTING PARTNERS

Wetlands Management Department  
District Local Governments  
IUCN  
Nature Uganda  
Uganda Wildlife Society

### EVALUATION TEAM

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### ACKNOWLEDGEMENTS

Communities in Community Conservation Areas; District Government staff, especially Chief Administrative Officers, Community Development Officers, Forest Officers, District Environmental Officers, UNDP, implementing partners and members of the project board.

KAMPALA, 28 November 2013



# ACRONYMS

APR	Annual Project Report
BTC	Belgium Technical Cooperation
CAO	Chief Administrative Officer
CBD	Convention on Biodiversity
CBO	Community Based Organization
CCA	Community Conservation Area
CECF	Community Environmental Conservation Fund
CO	Country Office
CPAP	Country Programme Action Plan
CPD	Country Programme Document
CSO	Civil Society Organization
DEO	District Environmental Officer
DFO	District Forest Officer
DLG	District Local Government
DRR/M	Disaster Risk Reduction / Management
DTPC	District Technical Planning Committee
ENRM	Environment and Natural Resource Management
FGD	Focused Group Discussion
GEF	Global Environment Facility
GMP	General Management Plan
GoU	Government of Uganda
ILNCCI	Isingiro Lake Nakivale Community Conservation Initiative
IP	Implementing Partner
IUCN	International Union for Conservation of Nature
IWRM	Integrated Water Resources Management
JGI	Jane Goodall Institute
IWA	International Water Association
KACCODA	Kachera Community Conservation and Development Association
KAFRED	Kibale Association for Rural and Environmental Development
KAP	Knowledge, Attitude and Practices
KWR	Katonga Wildlife Reserve
LDCs	Least Developed Countries
LFA	Logical Framework Analysis
LOCCODA	Lake Opeta Community Conservation Association
M&E	Monitoring and Evaluation
METT	Management Effectiveness Tracking Tool
MoFPED	Ministry of Finance, Planning and Economic Development
MoLG	Ministry of Local Government
MoTWA	Ministry of Tourism, Wildlife and Antiquities
MoWE	Ministry of Water and Environment
NDP	National Development Plan
NEMA	National Environment Management Authority
NGO	Non-Government Organization
NU	Nature Uganda
PA	Protected Area
PAC	Programme Advisory Committee
PES	Payment for Ecosystem Services
PIR	Project Implementation Report

PUBO	Pian-Upe-Bisina-Opeta
PMU	Project Management Unit
ProDoc	Project Document
PSD	Programme Support Document
RTA	Regional Technical Advisor
SGP	Small Grants Programme
SWAMP	Systematic Wetland Assessment and Management Project
TE	Terminal Evaluation
TORs	Terms of Reference
TPR	Tri-partite Review
UCOTA	Uganda Community Tourism Association
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Fund
UNHCR	United Nations High Commission for Refugees
UNRA	Uganda National Road Authority
UTB	Uganda Tourism Board
UWA	Uganda Wildlife Authority
UWS	Uganda Wildlife Society
WAG	Wetlands Advisory Group
WASH	Water, Health and Sanitation
WCPA	World Commission on Protected Areas
WED	World Environment Day
WMD	Wetland Management Department
WSSP	Wetland Sector Strategic Plan
WWD	World Wetlands Day

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# EXECUTIVE SUMMARY

## SIGNATURE PAGE

Country: Uganda

**Expected UNDAF Outcome:** Increased Opportunities for people, especially the most vulnerable, to access and utilize quality basic services and realize sustainable employment, income generation and food security.

**Indicator:** Number of strategies developed & number of analytical policy position papers produced and used in sectoral planning processes.

**Expected Output(s)/Indicator(s):**

**Output:** Degradation of gazetted wetlands reduced through promoting alternative livelihoods.

**Indicator:** Hectares of wetland Protected Area Systems with effective conservation management.

**Executing Agency:** Ministry of Finance Planning and Economic Development.

**Implementing Partner:** International Union for Conservation of Nature (IUCN).

**Collaborating Partners:** Uganda Wildlife Authority (UWA), Nature Uganda, Wetlands Management Department (WMD), Wildlife Conservation Society (WCS), CSO, NGOs, CBOs and District Local Services.

**Programme Period:** 2006 – 2010

**Programme Component:** OP 2 Coastal, Marine, Freshwater Ecosystems.

**Project Title:** Extending Wetland Protected Areas through Community Conservation Initiatives

**PIMS No:** 1610

**Atlas Award ID:**

**Project ID:** 00055951


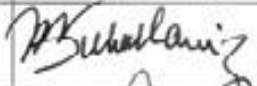
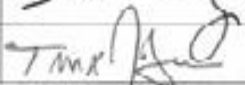
**Project Duration:** 2008-2012 (4 years)

**Management Arrangement:** NEX

**Total budget:** USD 3,817,250

**Allocated resources:**

- GEF USD 800,000
- UNDP USD 100,000
- Government USD 2,800,000
- Others USD 117,250

Agreed by:	Name	Title	Signature	Date
International Union for Conservation of Nature (IUCN)	SUE MAINKA	Regional Director		20/6/08
Ministry of Finance Planning and Economic Development		Deputy Secretary to the Treasury		19-05-08
United Nations Development Programme	Theophrast Nkyuma	Resident Representative		03.06.08

## **Project Description**

The “ **Extending Wetland Protected Areas through Community Conservation Initiatives in Uganda**”[COBWEB] project aimed at strengthening the Ugandan Protected Area [PA] network by expanding the coverage of the PA network to include the country’s biologically important wetland ecosystems of L. Mburo - Nakivale and L. Bisina - Opeti sites in South-Western and North-Eastern Uganda, respectively. UNDP and the Government of Uganda [GoU] was geared to the specific needs of wetlands to allow for the development of protection and sustainable management strategies that are implemented by rural communities and adaptable to other PA systems across the country. These wetland Community Conservation Area [CCA] models were designed to optimize the effective management and sustainability of the expanded PA networks. The project was implemented by a consortium comprised of the International Union for Conservation of Nature [IUCN]; the Wetlands Management Department [WMD] in the Ministry of Water and Environment [MoWE]; Nature Uganda [NU] and Uganda Wildlife Society [UWS]. The project had a total budget of US\$ 900,000 including US\$ 800,000 from GEF and US\$ 100,000 from UNDP Core resources for a period of four years from 2008 to 2012 with a 1 year no-cost extension up to June 2013. The expected outcomes of the project were:

1. Biodiversity in wetlands is conserved within Community Conservation Areas [CCAs];
2. Wise-use strategies for bio-diverse wetlands implemented without loss of biodiversity function; and
3. Community conservation models integrated into national planning and protected areas processes.

The project was a collaborative endeavour between the GoU [represented by the WMD and an NGO consortium consisting of the IUNC, as the lead implementing partner, NU and UWS. On the day-to-day project execution, COBWEB field activities were implemented by these implementing partners and other institutions such as District Government, Uganda Wildlife Authority [UWA] and the National Environment Management Authority [NEMA]. The main stakeholders were farmers, fisher folk and women groups, Local Government technical staff [Environment, Natural Resources, Water, Wetlands, Agriculture, Community Development], NGOs, CBOs, Wetland Users Associations and groups, and representatives of water/environment projects that are on-going at the project sites. The expected project beneficiaries were the community members that utilize resources from the bio-diverse wetlands, including farmers, fishermen and water and wetland user groups.

## **Co-Financing**

At the project formulation stage, the Implementing Partners [IPs] committed co-financing to the tune of US\$ 117,250, and exceeded their commitment by mobilizing US \$ 182,016. The community contribution was mentioned in the project document but had not been quantified. In monetary terms, the communities contributed \$ 275,520 for the implementation of project activities [Table 1]. The GoU co-financing was estimated as \$ 2.8 million. However, the GoU provided US\$ 754,530 during the project life. At the time of project formulation it was envisaged that the Belgium Technical Cooperation [BTC] will provide US\$ 1.6 million. , However, as the project started late, only one year allocation of BTC could be realized before the BTC project was closed. Thus the total co-financing mobilized was US\$ 1,212,066, which was as planned, except for the loss of BTC contribution. The detailed break-down of co-financing is given in Table 1.



**Table 1. Break-down of Co-financing Mobilized by the Project other than UNDP**

Organization	US \$	
	Commitment	Realized
IUCN Staff Time	40,000	62,016
IUCN through Irish Aid	Nil	30,000
UWS	25,250	45,000
NU	52,000	45,000
<i>Sub-total</i>	<i>117,250</i>	<i>182,016</i>
<b><i>Community Contribution</i></b>		
Purchase of boats		4,800
Boat operation and maintenance		174,720
CBO's members time cost		96,000
<i>Sub-total</i>		<i>275,520</i>
<b><i>Government Contribution</i></b>		
Rakai District [staff time]		66,651
Isingiro District [staff time + land for CBO Building]		51,365
Katakwi District [staff time+ land for CBO Building + access road construction cost]		69,230
Ngora District [staff time + land for CBO Building + access road construction cost]		55,139
Office of the Prime Minister- provision of seedlings		5,082
NEMA - seedlings and plantation		39,216
NEMA- illegal residents eviction cost		10,000
NEMA Staff Time		25,000
WMD Vehicle for focal point		4,800
WMD staff time cost		28,047
Belgium Technical Cooperation	1,600,000	400,000
<i>Sub-total</i>	<i>2,800,000</i>	<i>754,530</i>
<b>TOTAL</b>		<b>1,212,066</b>

### Achievements

The aim of the COBWEB project was to develop, pilot, and adapt suitable PA paradigms in two representative wetland systems adjacent to two terrestrial protected areas networks of Lake Mburo National Park and Pian-Upe Wildlife Conservation Area. The purpose was to conserve biodiversity and promote its wise-use and to integrate the community conservation models into the national planning and protected areas planning processes. The project has yielded significant results in terms of developing and testing a model of CCA [Community Conservation Area] to extend the PAs through community based mechanisms, wise-use of biodiversity and increasing income opportunities at the household level. Each CCA [as a new PA] is managed by a Community-Based Organization [CBO] which has a proper management structure and is registered with the District Government. The CBOs have management plans for the CCAs, and are implementing the wise-

use strategies and livelihood advancement strategies, with full participation of the stakeholder local communities. The communities decided, demarcated and marked their CCA boundaries and formulated management regulations to guide wise-use of goods and services of the wetlands.

The revised draft wildlife policy of the GoU reflects the CCA model in the form of Community Wildlife Areas. UWA has developed a general management plan for the Pian-Upe Wildlife Reserve that integrates management of wildlife in three out of the six CCA sites, namely Magoro, Kapir and Mukura CCAs, and 75% of the district development plans have integrated CCA activities into their regular programmes. NEMA facilitated the demarcation and restoration of wetlands around Lake Nakivale CCA. Government, through WMD, has drafted guidelines for establishing wetland CCAs in Uganda to promote adoption and replication of the model across the entire country. Thus the impact of new policies will be several folds in future. IUCN has shared the lessons learned from the project at the international level and it is replicating the model in other countries.

The project also demonstrated several socio-economic impacts. For example, income of local communities from the wise-use activities resulted into direct and indirect benefits. For instance, communities at Magoro CCA were able to generate US\$ 1,200 from eco-tourism activities alone during 2012. At the community level, during discussions the members cited many examples of increase in their income levels. For example, at Lake Nakivale CCA, it was reported that due to soil and water conservation measures, the banana production has been increased. Before the interventions the farmers used to get about 10 bunches of banana worth UGX 10,000 per acre per month and by following the improved practices, the farmers are now getting up to 40 bunches per acre per month, worth UGX 40,000. Before, COBWEB interventions, use of under-sized nets of three inches would lead to harvesting of about 100 small fish, which would fetch about UGX 5,000 per day. However, with the use of right sized nets, the same fisherman get about 10 large size fish that fetch UGX 20,000 per day. It was reported that in the Rukinga CCA, at least 3 students have been sponsored by their parents from increased income from fisheries to get university level education. At Kacheera CCA, it was reported that prior to the project, fishermen started migration to Lake Victoria and Lake Mburo [70 fishermen migrated] but after the fish catch improved in the lake, they have returned back. The increased income and satisfaction of communities has also contributed towards the reduction of crime rate in the area. In the past, every day about 15 goats used to be stolen and now it is hardly the case. Likewise, in the past 3-4 houses were broken per week but now it has been stopped altogether. Thus the project has contributed towards the improved livelihoods of communities, besides achieving the global environmental benefits.

The CCA model has been adopted by the UWA and the WMD has prepared guidelines for scaling it up and extending PAs through community-based approaches. The central and district governments have adopted these approaches in the annual plans, which has been observed in the planning documents along with budget allocations. The biodiversity is being monitored at the sites, of which two are Ramsar sites. The records indicate that the density of key species is either stable or increasing. Thus the project has contributed towards the achievement of global environmental benefits.

The co-financing from the Central Government was estimated US \$ 1,212,066, and the District Governments have allocated US \$ 147,000 for the fiscal-year 2013-14 to continue the activities in all the established CCAs. The co-financing of the communities was estimated US \$ 275,520. This indicates strong ownership of the Central and District Governments and the local communities.

### **Evaluation Rating**

Based on the progress achieved as reported by the project, assessment made by the mission by conducting interviews with the project stakeholders and undertaking field visits, the mission made the following ratings:

**Table 2 Evaluation Ratings for the Development Objective, Outcomes, Relevance, Efficiency, Effectiveness, Sustainability, Impact and Monitoring and Evaluation**

S. No.	Area	Rating Scale [1 lowest]	Rating Awarded	Remarks
1	Development Objective: Community regulation and sustainable wetlands resource use established and strengthened within community-conservation areas hosting wetlands with important biodiversity	1-6*	5 [S]	Satisfactory [MS] as 6 CCAs were established rather than 9 as stipulated in the ProDoc
2	Outcome 1: Biodiversity in wetlands is conserved within community conservation areas	1-6*	5 [S]	Compliance to protocols of biodiversity conservation taught to CBOs is satisfactory and there is evidence of increase or stable bird / fish species. Rating 5 is because only 6 CCAs were established
3	Outcome 2: Wise-use strategies for bio-diverse wetlands are implemented, without loss of biodiversity function	1-6*	5 [S]	Fish harvesting is being used wisely, density of fish species at all sites is being monitored along with other sustainable measures. Density of key bird species is either stable or increasing.
4	Outcome 3: Community conservation models for wetland biodiversity are integrated into national wetland planning process and national PA network	1-6*	6 [HS]	MoWE has recognized CCA model for extended PAs, guidelines prepared for replication
5	Efficiency: was the project implemented in an efficient and cost-effective manner	1-6*	5 [S]	The project mobilized co-financing, operationalized the existing GoU structures to undertake and scale up the CCA model
6	Effectiveness: to what extent project objectives have been achieved	1-6*	5 [S]	The project has achieved over 95% of its set objectives- PA guidelines developed, MoWE and UWA recognized the CCA model and partnership of civil society, district and central government is in place to scale up.
7	Monitoring and Evaluation	1-6*	4[MS]	Moderately Satisfactory [MS] as important data on income gains, gender mainstreaming and women empowerment was not recorded substantially, though the project produced results in these areas- under reporting of results.
8	Relevance	1-2	2[R]	Relevant [R]
90	Sustainability	1-4	3[ML]	Moderately Likely [ML], financial

S. No.	Area	Rating Scale [1 lowest]	Rating Awarded	Remarks
				risks are there, drought may also negatively impact
10	Impact	1-3	3[S]	Significant [S]

\*1= Highly Unsatisfactory [project has serious shortcomings, 4= Moderately Satisfactory [moderate shortcomings], 5= Satisfactory [there were only minor shortcomings, 6= Highly Satisfactory [no shortcomings]. Relevance Ratings: 1 [Not Relevant], 2 [Relevant]. Sustainability Ratings: 1= Unlikely [severe risks], 2= Moderately Unlikely, 3= Moderately Likely [moderate risks], 4= Likely [negligible risks to sustainability]. Impact Ratings: 1= Negligible, 2= Minimal and 3= Significant

### Summary of Conclusions, Recommendations and Lessons Learned

The aim of the COBWEB project was to develop, pilot, and adapt suitable PA paradigms in two representative wetland systems adjacent to two terrestrial protected areas networks of Lake Mbuoro National Park and Pian-Upe Wildlife Conservation Area. The purpose was to conserve biodiversity and promote its wise-use and to integrate community conservation models into the national planning and protected areas planning processes. The project has yielded significant results in terms of developing and testing a model of CCA to extend the PAs through community based mechanisms, wise-use of biodiversity and increasing income opportunities at the household level. The CCA model has been adopted by the UWA and the WMD has prepared guidelines for scaling up this model and extending PAs through community-based approaches. The central and district governments have adopted these approaches in the annual plans, which has been observed in the planning documents along with budget allocations. The biodiversity is being monitored at the sites, of which two are Ramsar sites. The records indicate that the population densities of key species are either stable or increasing. Thus project has contributed towards the achievement of global environmental benefits.

In terms of impact, the project has yielded significant policy and socio-economic impacts [discussed already], it was highly relevant to the needs of local communities and the GoU to document its progress towards the objectives of global protocols, such as Convention on Biodiversity [CBD] and Ramsar Convention. The project interventions are sustainable by and large- institutional and legal framework is there, GoU, District Governments and Communities have allocated funds for the continuation of activities, multiple streams of income have been demonstrated and established for improved livelihood opportunities for local communities. The only problem which is being foreseen regarding sustainability is the onset of prolonged droughts, for which the GoU and UNDP need to provide training to communities in dryland farming- water conservation and harvesting and distribution of seeds of drought tolerant crop varieties to keep communities' encroachment in lake areas.

The main contributing factors to project progress and success included: the existing enabling policy environment; working in partnership with key relevant government departments/sectors as WMD, UWA, Ministry of Local Government [MoLG], MoTWA [Ministry of Tourism, Wildlife and Antiquities], NEMA, District Technical Planning Committees; good institutional coordination and collaboration; local experiences and knowledge; application of participatory approaches during project implementation; and adoption of the integrated wetlands and livelihoods management approaches, which catalyzed community interests.

### Lessons Learnt

Review of project documents and stakeholder interviews yielded the following lessons learnt:

1. The Logical Framework [LFA] as given in the ProDoc was weak. In future projects, UNDP/GEF should ensure that quantifiable performance indicators and targets to be achieved for each output are given in the ProDoc. Likewise, targets and process indicators for all the activities should be given.

This will allow measuring the results planned versus actually achieved. Further, the LFA should be discussed in detail in the Inception Workshop and adjustments in outputs, indicators and targets made accordingly, and this should be properly documented in the Inception Workshop Report.

2. The mission observed and also the communities voiced a need to have WASH [water, health and sanitation] facilities in the project area. This is not a GEF deliverable for this project. However, for future programming, the mission recommends that, WASH facilities should also be provided to the communities, making this conditional for the conservation of CCAs. This will serve as an incentive for the communities to take part in other main activities like conservation. Further, sufficient community water pumps [hand / solar pumps] should be provided in the villages, so the people do not have a need to go to the lake and its shores to collect water and face the risk of crocodiles.
3. UNDP/GEF should expedite the project formulation and approval processes and start the project immediately after approval. Unnecessary delays inflate the cost of production of results and bring bad impression about UNDP/GEF.
4. In future projects, each CBO may be provided micro-credit of a minimum of US \$ 10,000 as revolving fund. This will create more income generating opportunities in the project area.
5. The project missed inclusion of private sector in promoting eco-tourism activities. The project management should have taken necessary actions to promote eco-tourism in collaboration with private sector.
6. The COBWEB project has offered a very good example of mainstreaming gender in the development process and women economic empowerment. UNDP and other IPs should promote this approach in all the projects.
7. In future projects of UNDP, Government and NGOs, the COBWEB community conservation / partnership model should be practiced. Further, the private sector should also be involved to generate multiple streams of income in the area.
8. In future projects, substantial assistance in the form of seeds, plastic bags, fertilizer, pesticides, training, etc., should be provided to establish several nurseries of high value fruit trees to meet the increasing demand and to support women as nursery entrepreneurs. Communities should also be compensated using Payment for Ecosystem Services [PES] approaches on the basis of number of trees standing in the buffer zones, and members trained in various agro-based / livestock / fisheries value chain to establish small businesses.
9. For scaling up purposes, the IPs should jointly develop consolidated guidelines in English and local languages for defining the key interventions. Such guidelines should cover lake boundaries and buffer zones demarcation, management of plantation of economically important tree species in buffer zones, as well as on farmlands, starting a business of plant nurseries, orchard management, soil and water conservation, sustainable fish production and processing, biodiversity counts, animal husbandry, CBO formation and eco-tourism. These guidelines could be used by other communities to scale up the interventions.

### ***Recommendations***

Based on the lessons learned the mission recommends the followings:

1. There is a strong potential for eco-tourism in the project area. Therefore, the District Governments should work with the Uganda Tourism Board [UTB] to include and popularize the CCAs in the

tourism routes. These should facilitate the private sector and provide concessions to develop tourism facilities in the project area. The on-going projects of UNDP on tourism could also play a role to promote eco-tourism in the newly established CCA.

2. The District Governments are facing the problem of lack of transport facilities to monitor lakes, a problem flagged by all the district administrations. However, by the time the mission was completed, UNDP had taken decision to return back the vehicles, and at the time of finalization of this report it was communicated that the vehicles have been returned back to the district authorities. This action will certainly enhance UNDP's image as well as help the concerned district staff to support communities and jointly monitor buffer plantations and lake boundaries on regular basis.
3. It is visible that the project has made a tangible contribution towards the socio-economic development. However, it has not been properly documented in the project's terminal report. Therefore, the mission recommends that IUCN and other partners should undertake a short study on the impact of project interventions on the socio-economic development / improvement in the project area. This will enable to convince communities to follow the conservation approaches on one hand and to secure funds from the GoU and donors for similar projects in future.
4. IUCN should also undertake a study to determine the economic value of lakes and wetland resources in the project areas. This will help to justify more fund allocation for wetlands and lake management and strengthen the wise-use of resources by the users.
5. Sometimes, the local communities are not able to apprehend fishermen engaged in illegal fishing, therefore, the local police should also be sensitized about the biodiversity conservation and sustainable use of biodiversity in the CCAs, and the Citizen-Police-Liaison Committees be established in the problematic areas. The District Governments need to play a lead role in this regard.
6. The DEO [District Environment Officer], DFO [District Forest Officer] and Ugandan locals residing in this area should liaise with the refugee communities and UNHCR and sensitize them not to undertake any activity in the buffer zone. IUCN and other NGOs could develop some mechanism for these communities to use them for buffer zone monitoring and payment mechanism based on the PES [payment for ecosystem services] principles. Income earned from the sale of mature trees, revenue from fish and eco-tourism could be used to cover the PES.
7. The road infrastructure particularly in the North-East is extremely poor. UNRA must improve roads leading to PAs, lakes in general and Ramsar sites in particular so that the experts could visit the sites more frequently, advise local communities and eco-tourism could be promoted.

#### *Way Forward*

8. UNDP should develop a Programme Support Document [PSD] for wetlands covering all the wetlands in Isingiro, Rakai, Katakwi, Ngora and other districts. The same partnership model [Government – UNDP – GEF – civil society organizations] should be adopted along with private sector to promote eco-tourism. It could be termed as “CLIMATE-PROOFING LOCAL DEVELOPMENT GAINS PROJECT” to include the upstream as well as downstream communities, extending and protecting community-based PAs from over-harvesting of resources as well as from climate change. The project should scale up to cover the entire four lakes identified in COBWEB project. In this PSD technical assistance should be provided for dryland agriculture and livestock as well besides fisheries. Further, support should be provided to communities in upstream areas as well because soil erosion due to heavy rains will negatively impact the downstream communities and the lake level. The Permanent Secretary, MOWE recommended that the successful

interventions should be scaled up to cover the districts in their entirety. The Government has already requested UNDP to provided technical assistance, which is under the consideration of UNDP in the form of SWAMP project [Systematic Wetland Assessment and Management Project].

# I. INTRODUCTION

## I.1 PURPOSE OF EVALUATION

In accordance with UNDP and GEF M&E policies and procedures, all full- and medium-sized UNDP support GEF financed projects are required to undergo a terminal evaluation upon completion of implementation. **The objective of the evaluation was to assess the achievement of project results, and to draw lessons that can both improve the sustainability of benefits from this project, and aid in the overall enhancement of UNDP programming.** The purpose was particularly to measure the relevance, effectiveness, efficiency, sustainability and impact of the project. Detailed TORs are given in Annex I, and the key questions posed under the afore-mentioned dimensions of the evaluation were as follows:

- **Relevance:** How did the project relate to the main objectives of the GEF focal area, and to the environment and development priorities at the local, regional and national levels?
- **Effectiveness:** To what extent were the expected outcomes and objectives of the project achieved?
- **Efficiency:** Whether the project was implemented efficiently, in-line with international and national norms and standards.
- **Sustainability:** To what extent were there financial, institutional, social-economic, and/or environmental risks to sustaining long-term project results?
- **Impact:** Whether there were indications that the project had contributed to, or enabled progress towards reduced environmental stress and/or improved ecological status.

## I.2 SCOPE AND METHODOLOGY

The project was completed on 30 June 2013 and the purpose of the evaluation was to record the progress achieved, lessons learned and recommendations for following in future similar projects. The review process consisted of review of project / UNDP and GoU related documents, visit to the field to record the impressions of communities and District Government staff, and interview the project implementing partners and officials of the concerned Government staff. The documents reviewed are given in Section 1.2.1 and the process followed is given in Sections 1.2.2 and 1.2.3. The deliverables produced are listed in Section 1.2.4. As per requirements of UNDP /GEF, the consultants had abided by the code of Conduct for Evaluation in the UN System by signing the Evaluation Consultant Agreement Form [Annex VII].

### I.2.1 DESK REVIEW OF DOCUMENTS

During the course of evaluation, the following documents were reviewed:

#### A. Project Documents

- Review of prior SGP project
- Project Information Form [PIF]
- Inception report
- IPs capacity assessment report
- MOUs with IPs
- Log frame analysis



- List and contact details for project staff, key project stakeholders, including Project Board and other partners to be consulted
- Project sites- highlighting suggested sites for field visits
- Annual / quarterly work plans
- Annual review / assessment / TPR reports
- Project budget broken down by outcomes and outputs
- Field visit / monitoring reports
- Project Board meeting reports
- Research reports on baseline surveys and follow up reports on biodiversity monitoring
- Co-financing table- the original proposed to GEF for document clearance
- Project tracking tool
- Financial data [budget and expenditure incurred during each year]
- Annual Audit Reports
- Sample of project communication materials, i.e., press releases, brochures, documentaries, etc.

**B. UNDP documents**

- UNDAF
- CPD
- CPAP

**C. GEF documents**

- GEF focal area strategic programme objectives

**D. Government documents**

- Plans, policies and strategies related with the project scope such as the National Development Plan [NDP] and the Wetland sector Strategic Plan [WSSP]

In addition to the above key documents, other related documents published by the stakeholders were also reviewed. Internet based research was also conducted to review literature on the subject. The review of documents provided basis for the analysis and enabled to determine what further information was required from the communities and District Governments. The review of UNDP documents was necessary to establish linkages of the project with the umbrella programmes, such as UNDAF and Country Programme. Review of GoU plans, policies and strategies enabled to link the project results at the national level, and to determine the contribution of project towards the achievement of goals as stipulated in the GoU plans and policies.

## **I.2.2 EVALUATION TOOLS AND APPROACHES**

A structured questionnaire was developed [Annex VI] to document the project relevance, effectiveness, efficiency, sustainability and impact. In this project, the principal stakeholders were: the project authorities, IUCN, MoWE represented by the WMD NU, UWS, UWA, Ministry of Local Government [District Governments], NEMA, local communities, UNDP, and GEF-UNDP Regional Technical Advisor. Separate sets of interviews were developed for each group [GoU Officials, District Officials, IPs, communities and Civil Society Organizations]. The purpose was to record the project achievements, its relevance to the needs of nature and people, effectiveness, efficiency, sustainability and impact. Particular questions were posed to record the progress achieved against each outcome by measuring the progress against the indicators mentioned in the project document. The beneficiaries' assessment and review of documents particularly took into account gender dis-aggregated data to record gender mainstreaming.

### **I.2.3 DATA COLLECTION AND ANALYSIS**

The available documents were reviewed from 19 to 23 October 2013, and the inception report was submitted to UNDP on 24 October 2012. An initial meeting was held in UNDP CO on 28 October 2013, followed by a meeting with IUCN, which was coordinating the project implementation with the other partners, and tools and methodology were discussed with them. Field missions were conducted to Isingiro, Rakai, Katakawi and Ngora districts from 29 to 31 October and 3 to 6 October 2013 and meetings were held with the district authorities. Focused Group Discussions [FGDs] were organized at field sites with the community stakeholders and leaders and their responses were recorded [see Annex II and III for mission activities and persons interviewed]. The decision of specific FGD sites was made in consultation with the UNDP CO, IUCN and IPs. Key stakeholders were interviewed on 1, and 7-13 November 2013. The project team members were also interviewed to record their impressions, bottlenecks in project implementation, measures taken to remove barriers, changes in project design / implementation and flow of inputs to enhance project implementation, lessons learnt, and best and worst practices. The report findings were presented to the stakeholders on 13 November 2013. During the field site visits, FGDs and interviews, neither any project team member nor any CO staff participated. All the data were recorded in the form of a matrix giving the question / criteria, information and data collected from different sources and with different methods. Particular efforts were made to record evidence-based impact of project interventions, in terms of the progress towards the articulated global environmental benefits of the project.

The co-financing table given in the Project Document [ProDoc] was compiled based on the information provided by the project. From the project records and progress reports, information was recorded about the actual amount mobilized in the project area from GoU or other donors and it was compared with the co-finance mentioned in the ProDoc.

The monitoring and evaluation system practiced by the project was also measured through the review of progress reports and recording of data against the stipulated indicators in the ProDoc. The quality of data was measured from the methodology followed.

The catalytic role of the project was measured by the production of public goods; demonstration of socially and economically acceptable practices and models; replication of best practices by other projects or districts, and scaling up which is considered when an approach developed through the project is taken up on a regional / national scale, becoming widely accepted and perhaps legally required. Mainstreaming of the best practices, approaches, lessons learned in other UNDP focal areas of interventions, such as governance, poverty and gender was also measured to ensure an integrated development. This was measured through the practices followed by the project from other thematic areas and vice versa.

A matrix was prepared to record the progress achieved against all indicators mentioned in the ProDoc, giving the baseline at the start of the project, progress made during different years of implementation and as evidenced at the time of evaluation. The progress achieved was rated at a scale of 1 [highly unsatisfactory] to 6 [highly satisfactory]. The same rating scale was used to rate the effectiveness, efficiency and M&E. The sustainability was rated at a scale of 1 [unlikely] to 4 [highly likely]. It was based on the evidence that the project has taken care of financial, socio-economic, institutional and governance and environmental risks. Relevance was rated at a scale of 1 [not relevant] to 2 [relevant]. Impact was rated at a scale of 1 [negligible] to 3 [significant]. It was based on the verifiable improvements in ecological status, verifiable reductions in stress on ecological systems, and through process indicators that progress is being made towards achievement of stress reduction and/or ecological improvement.

#### **I.2.4 DELIVERABLES**

The assignment produced the following deliverables:

1. Inception report, mainly giving methodology, schedule of activities, interviews to be conducted and places to be visited.
2. Final evaluation report based on the review of project's financial and technical reports, field research, FGDs with local communities, and interviews of District Officials, IPs, officials of the concerned ministries of GoU, IUCN, representatives of the project board, project authorities and concerned UNDP Programme Officers. The report captured the project's achievements against stipulated outcomes / outcomes measured against indicators given in the ProDoc, evidence based assessment of relevance, effectiveness, efficiency, sustainability, impact, replication / scaling up, co-financing mobilized, lessons learned, best / worst practices, recommendations and conclusions along with rating tables for all the aforementioned dimensions.
3. Power point presentation made to the stakeholders at the validation meeting.

## 2. PROJECT DESCRIPTION AND DEVELOPMENT CONTEXT

### 2.1 PROJECT START AND DURATION

The project was approved on 3 June 2008 for a period of 4 years. It commenced its operation in July 2009 and completed on 30 June 2013, with one-year no-cost extension.

### 2.2 PROBLEMS THAT THE PROJECT SOUGHT TO ADDRESS

The Ugandan Protected Areas Network was established over 50 years ago, when park planners focused on terrestrial landscapes for large mammal populations, and did not attach commensurate importance to wetland ecosystems. A second wave of Park creation took place in the early 1990s, focusing on tropical wet forest systems. The Protected Areas Network provides the primary vehicle for the protection of biodiversity in Uganda. However, it is unable to fulfill this function in wetlands, which remain under-represented in the PA estate.

In response to the relatively poor state of the Wildlife Protected Areas Network in Uganda after the civil strife in the 1970s / 1980s, the Government obtained funding from GEF through the World Bank [PAMSU project] to build the capacity of UWA for PA management over an eight year period [\$ 20 million]. This input included a 2-year PA assessment and rationalization exercise to update information on the current ecological condition of the PAs, and establish boundaries of the PA estate. Recommendations from this exercise included de-gazette of areas with no resource value; which were ratified by Parliament in May 2002 and their implementation is still underway. A key, though unfulfilled recommendation that relates to COBWEB project was “to find ways to include wetlands in the PA network for Uganda, so as to adequately cover all the key ecological systems in the country”. However, the main challenge in addressing this recommendation is that with few exceptions, most wetlands are relatively small in size, and are the locus of production use activities by local communities. The “normal PA modality” [i.e., socially exclusionary National Parks or Reserves] will not work in these locales, where a balance will need to be found between protecting biodiversity values and providing for livelihoods.

Wetlands in Uganda provide a range of socio-economic services such as purification of water supplies and flood retention; in addition to providing goods such as fish, pasture for grazing, agricultural lands, clay for bricks, thatch for roofing and crafts [baskets, mats]. These goods are both consumed locally and traded in regional markets, often hundreds of kilometers from source. Economic valuation studies show that ecological goods and services provided by wetlands in Uganda net an average of \$ 640 per hectare per year, making them an important source of income for the rural poor. The WMD recognizes that overexploitation and conversion of Uganda’s wetlands would mean that these ecological goods and services would be compromised or lost, rendering the people that depend upon them even poorer. In recognition of the key role that healthy wetlands play in sustaining a diversity of livelihood alternatives for the rural poor, GoU

invests about \$ 364,000 per year from its Poverty Alleviation Fund for the wetlands sector [via WMD] for community-based management.

Uganda's wetlands host a wealth of globally important biodiversity values, which are at risk of being forfeited owing to anthropogenic activities in these ecosystems. In terms of species diversity, the wetlands of Uganda house 271 species of macrophytes, 43 species of dragonflies, 19 species of mollusks, 52 species of fish, 48 species of amphibians, 23 birds and 14 species of mammals which are RESTRICTED to the wetland system. Many individual sites harbor in excess of 400 bird species. 35 bird species are of conservation concern including Fox's Weaver [endemic to Uganda], Madagascar Squacco Heron, the Shoebill, the Basra Reed Warbler and the Papyrus Yellow Warbler. Some of the bird species, such as the Crowned Crane are globally threatened. With regard to plants, the total species counts for some areas such as Queen Elizabeth National Park is almost 3,000, of which over 1,000 are wetland species. Within this alpha diversity are plant species endemic to Uganda namely *Trachypblyniumbacunianum* and *Liberia kigesiensis*. Eight species of fish, all haplochromines, are listed as endangered in the IUCN red data book [outside the fish swarms of Lake Victoria]. Another aspect of global significance is the great spatial extent of Uganda's wetland system, covering at least 9% of the country's land surface [more if shallow-lakes are also included]. This extent allows a great separation of ecosystem and habitat, each with its own set of characteristic species, and each with its own set of biodiversity values relating to taxa but also to ecological functions. Through community based wetlands management planning with an emphasis on biodiversity, the project aimed to confer a greater level of protection to these biodiversity values.

The project addressed two distinct wetland ecosystems of high global biodiversity significance which are both threatened by anthropogenic activities. The “Pian-Upe-Bisina-Opeta” [PUBO] wetlands complex in Northern Uganda is an extensive flat grassland, floodplain grassland and swamp system, draining Mount Elgon and South Karamoja into Lake Kyoga. The area is important for pastoralism, and in the past for large herbivores, as a dry-season grazing and water refuge. The succession of wetland types down a gentle slope gives very high habitat diversity. Lakes Bisina and Opeta, with their wetland peripheries were declared as RAMSAR sites in 2006, following Uganda's hosting of the RAMSAR COP. The Southwestern Valley Grass Wetlands are completely different, being of much higher altitude and rainfall, and with steep topography. The wetlands are elongated along narrow flat-bottomed valley systems, within densely settled agricultural landscapes.

Under this project, the planned Wetland Protected Areas adjoining the existing terrestrial PA network provided demonstration of achieving ecological representativeness of wetlands in Uganda's PAs network, effective management of PAs and district and local community participation in management of PAs, which could later be systematically applied at other wetland sites. Thus the project addressed conservation of globally important species, through the conservation of wetlands and establishing community-based PA network, and simultaneously provided alternate and improved sources of livelihoods to the local communities.

## 2.3 IMMEDIATE DEVELOPMENT OBJECTIVE OF THE PROJECT

The immediate development objective of the project was “community regulation and sustainable wetlands resource use established and strengthened within community conservation areas hosting wetlands with important biodiversity”. The major aim of the project was to strengthen the Ugandan National Protected Areas network by expanding the coverage of the PA network to include the country's biologically important wetland ecosystems. The target was to develop, pilot and adapt suitable PA management paradigms in the two representative wetland systems adjacent to two terrestrial protected area networks. In summary, the expected results were the establishment of nine CCAs in three districts covering about 30,000 hectares recognized by UWA and NEMA, with proper community-based management plans in place and having Management Effectiveness Tracking Tool [METT] score of 35 or above. As planned, these wetland specific

PAs will be managed by Districts and communities and will be integrated into the national PA system by UWA, in collaboration with the WMD.

## 2.4 MAIN STAKEHOLDERS

The project concept and design was developed over a period of three years in a highly participatory manner. Partners met regularly to provide technical input to the project logic and proposal based on their experiences in the field. The project targeted three groups of stakeholders: local communities, local authorities and national authorities.

### Local Communities

Local communities, including subsistence farmers, pastoralists, and commercial farmers are the primary users of wetland resources at the project sites. The project benefited these primary stakeholders by: raising awareness about wise-use and best practices in wetlands management, producing community wetlands management plans, and promoting income-generating activities. Local communities were the primary beneficiaries of sustained wetlands ecosystems.

### Local Authorities

District Environmental Committees conducted many activities on the ground, in collaboration with the District Government and NGO partners. They benefited from their improved capacity to engage communities in wise-use of natural resources and wetlands management planning.

### National Authorities

National Authorities benefited from new institutional linkages and partners in wetlands management. Project activities contributed in promoting WSSP Strategic Objectives 6 and 7 on conserving vital wetlands [SO 6] and strengthening community based regulations and sustainable use of wetlands resources [SO 7]. The project proposal was a collaborative endeavor between the GoU [represented by WMD] and an NGO consortium comprising of IUCN, NU and UWS.

### Wetlands Management Department

Housed within the MoWE, the WMD is the lead agency for wetlands management in Uganda. Established in 1998, the Department developed and implements a Wetlands Sector Strategic Plan [WSSP] 2001-2010. The WSSP articulates Uganda's vision for its wetlands, emphasizing that wetland management should serve the interest of the environment and the people of Uganda. The WMD is a lean structure intended to implement the National Wetlands Policy and WSSP through national action and decentralized wetlands management actions with district and local government and communities.

### Uganda Wildlife Authority

UWA was established in 1996 under the Uganda Wildlife Statute -1996- [now the Wildlife Act 2000] with a mandate to manage wildlife protected areas [National Parks and Wildlife Reserves] and wildlife resources in Uganda. The goal of the COBWEB project, which sought to incorporate wetlands into the national protected area system targeting the wetlands adjacent to Lake Mburo National Park and Pian-Upe Wildlife Reserve, rendered UWA as a key collaborating institution for COBWEB during the process of creating community wetland protected areas and their establishment. Through UWA's community conservation programme approach, UWA played a key role in the process of establishing community wetland protected areas. UWA's support during the management of these established protected areas was realized through formal management arrangements between UWA, communities and districts seeking to formalize UWA's recognition of these areas as community wetland protected areas, as well as rendering technical and logistical support through community conservation programmers and tourism development.

*The National Environment Management Authority [NEMA]*

The National Environment Act, Cap 153, Section 37 [1] provides that in the management of wetlands, NEMA shall, in consultation with the lead agency establish guidelines for the identification and sustainable management of all wetlands in Uganda. Section 37 [2] provides that the Authority shall, with the assistance of the Local Environment Committees and District Environment Committees and the Lead Agency, identify wetlands of local, national and international importance as ecosystems and habitats of species of fauna and flora and compile a national register of wetlands. Section 37 [3] provides that the Authority may in consultation with the Lead agency and the District Environment Committee declare any wetland to be a protected wetland thereby excluding or limiting human activity in that wetland. The community based wetland model that has been developed by COBWEB was legalized by the NEMA for expansion into other areas. Further, NEMA also provided support for law enforcement to evacuate lake shores occupied by local communities.

*IUCN the World Conservation Union*

IUCN was founded in 1948 as an international organization that brings together states, government agencies and a diverse range of non-governmental conservation organizations in a unique global partnership whose mission is to “influence, encourage and assist societies throughout the world to conserve the integrity and diversity of nature and to ensure that any use of natural resources is equitable and ecologically sustainable”. IUCN builds partnerships between governments and other partners to develop conservation strategies, to test new ideas through field programmes and build local or national capacities. IUCN established a country office in Uganda in 1991. IUCN implements a number of projects in Uganda, one of direct relevance is the Mount Elgon Regional Ecosystem Conservation Development Project, with funding from the Government of Norway. In the COBWEB project, IUCN played a coordination role among the UNDP, Government, NU and UWS.

*Nature Uganda*

The mission of NU is to promote the understanding, appreciation and conservation of nature. In the recent past, NU work has focused on: identification of areas important for conservation, biodiversity research, monitoring and management of species, sites and habitats including development of sites and species action plans. The overall goal of NU is to contribute to biodiversity conservation and sustainable natural resource management. A secretariat at the Kampala Office oversees the NU programme, field based staff and membership volunteers. Specialist working groups in ornithology, herpetology, botany, and mammalogy support the technical programme. In the COBWEB project, NU conducted ecological surveys and monitored densities of various species.

*Uganda Wildlife Society*

The Mission of UWS is to promote the conservation of wildlife and the environment. The UWS programmes focus on environmental policy research, advocacy, education and awareness. Policy research equips society with the cutting edge issues of conservation and development. The in-house Darwin Publishing Unit in its Kampala office supports UWS advocacy work. UWS programmes are implemented by a Secretariat with assistance from volunteers drawn from the society membership. The UWS played a key role in creating awareness among the stakeholders.

*Public Involvement*

The public was directly involved as one set of project beneficiaries and implementers at site level - through the community / village based protected area Site Support Groups [SSG], and specific product resource user groups. These became officially recognized CBOs, and worked through the framework established by the environmental committees at the local level. The rural communities within these SSGs were supported in capacity building [institutional process, gender issues, democratic process, enterprise training, etc.] and in resource use linked to the private sector through specific trading partners, and eco-touring agencies.

## 2.5 BASELINE INDICATORS AND EXPECTED RESULTS

The baseline indicators and targets to be achieved, as mentioned in the ProDoc are listed in Table 3.

**Table 3. Baseline Indicators and Targets set for Measuring the Achievement of Development Objective and Outcomes**

Development Objective / Outcome	Baseline Indicator	Targets
DO: Community regulation and sustainable wetlands resource use established and strengthened within community conservation areas hosting wetlands with important biodiversity	Increased participation of local communities in biodiversity and wetland management through established and functioning community conservation areas	At least 3 such areas in each of 3 districts; end of project 3 more districts with such areas Baseline: Nil
	National PA authorities [UWA and NEMA] both recognize community wetlands as PA categories in Uganda context	National documents reflect strategy and individual sites Baseline: Nil
	Community user groups and PA management groups are recognized within District process as CBOs, with democratic process and revenue streams	Baseline: Nil
	METT scores for all Community Conservation Areas established and show an increase	METT scores above 35; mid-term score 20 Baseline: Nil
Outcome 1: Biodiversity in wetlands is conserved within community conservation areas	At least 9 community conservation areas are established, with management plans in place	Multiple use PAs established in 30,000 ha of wetlands Baseline: Nil
	Management plans under implementation in community conservation areas	Baseline: Nil
	All target districts, sub-county and other local land use plans include community conservation areas	Baseline: Nil
Outcome 2: Wise-use strategies for bio-diverse wetlands are implemented, without loss of biodiversity function	Sustainable use strategy adopted	3 districts and at 9 community conservation area sites Baseline: Nil
	Monitoring of community conservation areas shows that implementation of sustainable use strategies and maintenance of biodiversity are positively correlated in year 4	Baseline: Nil
Outcome 3: Community conservation models for wetland biodiversity are integrated into national wetland planning process and national PA network	UWA recognizes community conservation areas	Baseline: Nil
	Community conservation models are integrated into wetlands planning process and national PA network	Baseline: Nil



## 3. FINDINGS

### 3.1 PROJECT DESIGN / FORMULATION

#### 3.1.1. ANALYSIS OF LFA

The analysis of the LFA indicated that there were no indicators and targets set at the output / activities level in the ProDoc. The indicators at the outcome level were also mostly qualitative in nature. Absence of clearly defined and time-bound targets makes the measurement of the results to be produced very difficult. A major objective of the organization of the Inception Workshop was to review the project log-frame and make adjustments in indicators and targets. Unfortunately, the Inception Workshop report also missed this point. Therefore, the mission concludes that the LFA as given in the ProDoc was not very comprehensive.

#### 3.1.2. ASSUMPTIONS AND RISKS

At the project formulation stage, the following four risks were identified:

- a. *National Government failing to implement WSSP and other related policy and legislation and the likelihood of this risk was rated as negligible risk.* The GoU at the District and Central level has been highly positive towards the implementation of the WSSP, as well as policy framework that the project has prepared for extending PAs through the CCA approach.
- b. *Community stakeholders do not support the project or processes.* This risk was rated as moderate. The experiences gained through the small grant project which formed the basis for COBWEB indicated that the communities are highly receptive, if properly educated and trained and they are provided alternative and improved livelihoods. The COBWEB project received an overwhelming response from the local communities who are sustaining activities with their own savings as well as with the Community Environmental Conservation Fund (CECF) provided by the project.
- c. *Community benefits from income-generating activities and wise-use strategies do not match the benefits from short-term un-sustainable use of wetlands.* This risk was rated as moderate, though variable from location to location. It was found that the wise-use strategies of biodiversity has yielded more income than the traditional methods, therefore, the communities are following approaches for wise-use of biodiversity [see Section 4.0 for details of monetary benefits gained].
- d. *Conversion of portion of PUBO site to agricultural investments.* This risk was rated as negligible as the investor has formally withdrawn after the Environmental Impact Assessment [EIA] revealed that there is not enough water to support the proposed investment. EIA ruling is a deterrent. Further the project activities have raised awareness about biodiversity values and there seems to be no danger of conversion of wetlands into agricultural fields.

*An important risk that was not envisaged at the time of formulation stage is the risk of climate change, especially droughts extended over considerable time.* In the wake of extended drought during 2012-2013, more pressure was exerted on the wetlands under conservation by the project. Large populations attempted to convert the wetlands into crop fields during prolonged droughts, while thousands of cattle were driven to the wetlands for pastures and water. Unfortunately, the objectives of the project did not address climate variability. These pressures

degraded the habitats for aquatic biodiversity. IUCN prepared a concept paper to address these issues and submitted that to UNDP-CO for consideration.

Droughts and floods always occur in a cyclic fashion, and if the farmers encroach in lakeshore buffer zone area, they will be ultimately the losers with the onset of floods in the following years. The project raised considerable awareness to avoid such a behavior but as water is life, the thirsty animals had no choice except to migrate towards lakes. The mission proposes that the District Governments with their own development funds should construct water harvesting structures [ponds, mini-dams, wells and boreholes] in the project areas to address water availability issues. Diversification of income generating activities, such as eco-tourism, are more important to address the issue of livelihoods in drought years by making communities less dependent on drought sensitive crops, e.g., at Lake Bisina the communities informed the review mission that their cassava crop has failed for two consecutive years due to drought. This calls for a successor project to promote water harvesting and conservation activities, dryland farming, especially the introduction of crop varieties which are resistant to drought.

### **3.1.3. LESSONS INCORPORATED FROM RELEVANT PROJECTS**

The COBWEB project is basically an up-scaling of the Katonga Wetlands Conservation Project, implemented by the Katonga Wetlands Conservation Association [a local CBO in the Central-Western Part of Uganda] which was funded by UNDP through its GEF-Small Grant Programme with a grant amount of US \$ 25,017. There were various women groups involved in setting up of Katonga Wetland Conservation Association. This was done amongst the communities surrounding the Katonga Wildlife Reserve (KWR), as well as those outside. It was a Community Eco-tourism project with interpretive canoe rides through one of Uganda's extensive papyrus wetland systems, which promoted an integrative management process for sustainable community development and biodiversity conservation. This was done in conjunction with the Uganda Tourist Board as a way of marketing the wildlife reserve. The area has one of the richest collections of wildlife such as the rare sitatunga, elephants and water-buck and various Bird species. The reserve is in a semi-arid area with a predominantly cattle keeping community. Poaching, overgrazing, acaricide pollution, brick making and un-sustainable resource use amongst the communities threaten the wetland ecosystem. The major project activities included conservation education and community eco-tourism development, as well as diversification of sources of income.

The communities were involved especially in the conservation education programme. The project encouraged communities surrounding the wildlife reserve to be involved in various income generating projects, so as to have them quit poaching. The results indicated that wildlife recovery in terms of species types and numbers has been encouraging to the extent that the hitherto unknown Shoebill can now be found in KWR. A Wetland Environmental Education and Community Centre was constructed and equipped with audio-visual equipment, generator and canoe. The centre serves multiple functions including: hosting workshops, seminars and meetings; and acting as a research/resource centre for educational/awareness materials. The project also constructed a canal in the wetland as well as a system of trails that have enhanced access for researchers, students and other visitors to the diversity of vegetation and wildlife. As the project involved local communities, the cattle keepers have moved out of the reserve and their intrusion into the reserve in the dry season has also reduced but usually intensifies during extended dry spells. There is now improved cooperation between the government wildlife protection agency [UWA], the CBO and the local communities in the area. All the lessons learnt were incorporated in the design of the COBWEB project, with an addition of CECF and policy component. This is an excellent example of developing a medium-sized project based on the lessons learnt from a very small project.

### 3.1.4 REPLICATION APPROACH

The main purpose of the COBWEB project was to establish a CCA model and test it to validate its feasibility. The project was successful in establishing the CCAs and CBOs, generating funds to ensure financial sustainability [though not enough] and was instrumental in developing guidelines and policies for the District Governments, UWA, NEMA and WMD. Therefore, there is no issue of sustainability of this community-based approach for conservation. However, the replication of this approach in the project area or elsewhere was not very convincing. The evaluation mission was informed by CBO members at Lake Nakivale that communities in neighboring areas are following soil and water conservation practices. Likewise, in Rakai the communities mentioned that the villagers across the lake are following their footprints and frequently borrow the engine-boat for monitoring lake resources. **The third clear case of replication was the agreement signed by IUCN, GIZ and Coca Cola in November 2013, to replicate activities similar to the ones implemented under COBWEB in Rwizi catchment area. Under the new project IUCN plans to arrange exchange visits of the Rwizi communities to Lake Nakivale area to share experiences from COBWEB.** The replication of the CCA model by UWA, NEMA and WMD is yet to be seen. Therefore, the mission is of the view that replication has not taken place to the expected level. Perhaps one reason was the late start of the project, and the long time that was taken to establish the CBOs and get them registered with the District Authorities. By the time of the terminal evaluation, the guidelines to establish the CCAs and CBOs were in place. However, there was a lack of financial resources to implement the guidelines. It is anticipated that the partner NGOs through their own resources and UNDP through a successor project would continue to up-scale the CCA model to harvest the real fruits of COBWEB.

### 3.1.5 UNDP COMPARATIVE ADVANTAGE

UNDP's support to the COBWEB project was very strategic; firstly it enabled the project formulation process which was essentially a scale up of a GEF Small Grant project. UNDP mobilized the Government authorities and was instrumental in getting approval of the project by the Government. UNDP's adaptive management response was excellent. For example, it changed its financial planning process and allocated funds for the purchase of the vehicles for field work, despite the fact that the vehicles for districts had not been initially planned. This happened as the UNDP Country Director, visited the project sites and realized the difficulties faced by the IPs in execution of activities. UNDP handled major purchases and disbursed funds to the project. The quality control maintained by UNDP was also appreciated as is evident by the production of progress reports in time and visit of UNDP Resident Representative and UNDP-GEF RTA along with the senior government officials and members of the parliament to the project sites. All these actions enhanced the image of the project. Upon the closure of the project, the Office of the President has requested UNDP to work with other stakeholders such as WMD to prepare another project called SWAMP to address the issues of wetlands and UNDP is considering the formulation of this project in the near future. UNDP therefore had the comparative advantage of guiding, focusing actions at community as well as policy level [up-stream down-stream linkages], which COBWEB has demonstrated very well. It is anticipated that the contribution of COBWEB in policy making for extending PAs through CCA approach will pave a major breakthrough in biodiversity conservation and improving livelihoods of local communities.

### 3.1.6 LINKAGES BETWEEN PROJECT AND OTHER INTERVENTIONS WITHIN THE SECTOR

The Poverty Reduction Unit of UNDP Uganda is supporting two projects in the tourism sector. These are: "Development of Inclusive Markets in Tourism" [2011-2014]; and "Improving Policies and Regulations to Support Development of Markets in Tourism" [2012-2014]. The project on improving policies and regulations is providing support for the revision of the National Tourism Policy [2003] so that it is well aligned with the National Development Plan priorities, while taking into account the current national and

global tourism context; preparation of the National Tourism Strategy and Master Plan; and development of regulations that will operationalize the Tourism Act [2008]. This is expected to contribute to significant improvements in the legal and policy environment in the tourism industry, which will enhance the performance and growth of the tourism sector. The tourism markets development project has facilitated to map the value chain along the tourism chain of production; developed linkages between established companies and local tourism related SMEs. For example, Mweya Safari Lodge has been linked with local food producers in the nearby community; capacity building of the Uganda Tourism Board [UTB] staff, hotel operators and MoTWA officials on provision of quality services and customer care and making of a tourism documentary to market Uganda's tourism. It is anticipated that these projects will help to facilitate the CBOs established by the COBWEB to promote eco-tourism by including the COBWEB tourist sites in the tourism routes and bringing private sector closer to CBOs leading in eco-tourism.

In the Environment and Energy Unit of UNDP Uganda, there are two projects which are relevant to the COBWEB project. These are: "Improving Policies and Strategies for Sustainable Environment, Natural Resources and Climate Risk Management Project" [2011-2014]; and "Strengthening Sustainable Environment and Natural Resource Management, Climate Change Adaptation and Mitigation in Uganda project" [2011-2014]. Though these projects are near closure, the COBWEB communities will benefit from the policy framework and acceptance of the community based initiatives. The Environment and Energy Unit has a project in the pipeline on "Building Drought Resilient Dryland Communities in the Horn of Africa Project". The project as it is operationalized should provide support to the COBWEB CBOs for dryland farming. Another project on strengthening climate information and early warning systems is also in pipeline, which should provide improved weather forecasts in the country. This project should also provide updated climate change information to the COBWEB CBOs and the IPs for averting any risk of climate change.

At present UNDP Uganda has no project on the management of wetlands which are important ecosystems in Uganda and represent about 13% of the total land area. Therefore, the mission recommends that UNDP and its partners should develop a successor project to address the issues of wetlands, as well as extending PAs through the proven CCA approach.

### **3.1.7 MANAGEMENT ARRANGEMENT**

The project was implemented by UNDP, for the Government [represented by WMD] through a consortium of NGOs [IUCN, NU and UWS]. IUCN played the coordination role and a fund-manager for the NGO partners as well as for the WMD, NEMA and District Governments. At the start of every quarter, all the IPs jointly prepared their work plans with clear line of responsibilities and the budget requirements, which were in turn submitted to UNDP. The reports of the previous quarter along with the new work plan and budget for the next quarter were submitted to PAC for approval. The funds were released to IUCN for onward disbursement to the IPs. The expenses incurred by the District Government staff were directly reimbursed to them, instead of routing funds through the GoU exchequer. This enabled timely availability of funds to the District Government staff and avoided lengthy GoU approval processes. The procurement of major inputs was directly done by the UNDP on behalf of the project. IUCN was also responsible for the collection of progress reports from the IPs, and its consolidation for reporting to the UNDP/GEF. Likewise, IUCN signed Memorandum of Associations (MOUs) and disbursed the CECF funds to the CBOs bank accounts directly and then the CBOs managed these funds and disbursed / recovered loans from the community members. As per requirement, UNDP appointed auditors to audit the project. The mission found the management arrangement highly satisfactory and no IP reported any deficiency.

## 3.2 PROJECT IMPLEMENTATION

### 3.2.1 ADAPTIVE MANAGEMENT

A number of adaptive management actions were implemented by the COBWEB project, based on the realities faced during the implementation process. The project design did not include eco-tourism as one of the sustainable livelihood activities in the project area. However, during the inception workshop held on 12 November 2009, some participants desired to have greater emphasis on eco-tourism as an alternate means of livelihoods. This suggestion was accepted by the PAC. Keeping this recommendation in view, the project supported eco-tourism to a great extent and it proved to be a viable livelihood option.

In the inception workshop it was observed that districts and local authorities shall play a major role in implementation of field activities. However, participants from districts expressed concern over their present capacity to service project activities, and it was decided to build the capacity of district governments, especially by providing them transport facilities to monitor distant sites. The inception workshop also recommended including the Ministry of Agriculture, Animal Husbandry and Fisheries in the PAC, which was accepted.

During implementation, it was realized that the budget allocation for various activities is limited, and the project sites in South-West and North-East are at distant places from each other which makes it difficult to cover those effectively and require more financial resources. The matter was brought to the attention of the PAC, which decided in its meeting held on 15<sup>th</sup> July 2011 to reduce the number of PAs to be established from 9 covering 30,000 ha to 6 covering 13,000 ha.

The originally approved project duration was four years [June 2008 to June 2012], however, as the project implementation started late by one year, the PAC in its meeting held on 15<sup>th</sup> July 2011 extended the project duration by one year [new closing dated June 30, 2013], however, the number of effective years of implementation remained four as originally planned.

There was no change in the partnership agreements which were originally signed at the time of project formulation.

### 3.2.2 PROJECT FINANCE

At the time of signing of the ProDoc, the total budget allocation was US \$ 0.9 million [GEF \$ 0.8 million, UNDP \$ 100,000). Of this budget, \$ 864,004 has been spent by the end of project. There is a balance of US \$ 32,351 from GEF and \$ 6,744 from UNDP resources. This balance fund is to be utilized for terminal evaluation, final audit and production of the final report. The annual expenditure for the project funds is summarized in Table 4:

**Table 4. Annual Expenditures of the COBWEB Project**

Year	Expenditure [US \$]
2009	172,976
2010	172,869
2011	267,704
2012	198,596
2013	51,860

Year	Expenditure [US \$]
Total	864,004
Balance	39,095

As per the rules and regulations of UNDP, the project accounts were audited in 2009. The review of audit reports did not indicate any significant audit observation.

### 3.2.3. CO-FINANCING

At the project formulation stage, the IPs committed co-financing to the tune of US \$ 117,250, and exceeded their commitment by mobilizing US \$ 182,016. The community contribution, which was mentioned in the table, was not quantified. In monetary terms, the communities contributed \$ 275,520 for the implementation of project activities [Table 1]. The GoU co-financing was estimated as \$ 2.8 million. However, the GoU provided \$ 754,530 during the project life. At the time of project formulation it was envisaged that the Belgium Technical Cooperation [BTC] will provide \$ 1.6 million. However, as the project started late, only one year allocation of BTC could be realized before the closure of the BTC project. Thus the total co-financing mobilized was \$ 1,212,066, which was as it had been planned, except the loss of BTC contribution. The detailed break-down is given in Table 1. The project's annual reports do not mention the co-financing mobilized, which should have been reported on annual basis.

### 3.2.4 MONITORING AND EVALUATION DESIGN

IUCN and WMD, with oversight from the PAC, coordinated partners in the monitoring and evaluation of project progress, following UNDP-GEF guidelines. The evaluation mission has the following observations:

- a. The LFA in the ProDoc was very rudimentary. It does contain indicators at the outcome level but these are not quantifiable and measurable. No indicators are given at the output level, and targets to be achieved at the output / activity level are missing. This makes it difficult to ensure accountability of the production of results.
- b. The purpose of the Inception Workshop, as given in the ProDoc, was to assist the project team to understand the project's goals and objectives, as well as to finalize preparation of the project's first annual work plan on the basis of the project's log frame matrix. This was to include review of indicators, means of verification and assumptions and on the basis of this exercise finalize the Annual Work Plan with precise and measurable performance indicators and in a manner consistent with the expected outcomes for the project. However, the review of the Inception Workshop report indicated that this objective of the workshop was missed altogether and the mission found it difficult to measure the progress, which was committed at the time of signing of the ProDoc.
- c. The Protected Area Monitoring Effectiveness Tracking Tool [METT]<sup>1</sup>, as developed by WWF/World Bank and accepted by the GEF, was developed and used to track the development of

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<sup>1</sup>The METT is a rapid assessment of the PAs based on a score card questionnaire. The scorecard includes all six elements of management identified in the IUCN World Commission on Protected Areas (WCPA) Framework [context, planning, inputs, process, outputs and outcomes], but has an emphasis on context, planning, inputs and processes. It is basic and simple to use, and provides a mechanism for monitoring progress towards more effective management over time. It is used to enable park managers and donors to identify needs, constraints and priority actions to improve the effectiveness of protected area management. GEF has adopted the Tracking Tool as a simple impact monitoring indicator, and recently China and India have adopted the tool as part of their national protected area monitoring systems. To aid adoption the tool has been translated into

effectiveness of the PAs created. The METT was developed during the first year of project implementation. In 2012, the progress on METT was rated at 30%. In 2013, progress with the METT is rated at 100% considering that METT scores for all the CCAs were established and they show an increase from the baseline of 0. All the 6 CCA sites have a score well above the target of 35 for each of the 2 project sites. Mukura scored 56, Magoro 70, Kapir 66, Nakivale 66, Kacheera I 63 and Kacheera II 63. Thus, on an average, each of the 2 project sites scored 64, well above the target of 35.

- d. The project undertook ecological surveys to monitor the densities of various species but missed to undertake socio-economic surveys to document the project's contributions towards socio-economic improvement. As discussed in the conclusions sections, the project has made considerable contributions.

Keeping in view, the shortcomings in the LFA and monitoring, the mission has awarded a rating of 4 [moderately satisfactory] on a scale of 1 to 6 [6 is highly satisfactory].

### 3.2.5 PROJECT COORDINATION AND IMPLEMENTATION

In general, the coordination and implementation by UNDP and IUCN was very effective. However, there were problems at the initial stages of the project and delays occurred in the start-up of the project by one year. The main implementation constraint was the increasing costs of implementing project activities owing to inflation. The quarterly advances by UNDP were released often late, especially during the first 3-years which delayed implementation of activities. However, the partnership model developed in this project by which IUCN coordinated the activities with all the partners was very effective, and all the partners performed their due roles effectively.

The participatory processes to develop the CCA management plans and establish governance structures [CBOs] took a long time and were quite expensive. Most wise-use activities could, therefore, not be implemented in the earlier years of the project. They had to wait until the 3<sup>rd</sup> and 4<sup>th</sup> years after these processes had been completed. This time lag should have been reduced and logically the wise-use activities could have been started in the 2<sup>nd</sup> year. At some locations, the mission was informed that the micro-credit was received in the final year of the project, and the eco-tourism facility was also developed in the 4<sup>th</sup> year. Undertaking of important activities during the final year undermines their sustainability.

The other fundamental implementation challenge was the wide geographical area of coverage of the project sites. During implementation, it was realized that the new PA model would not succeed if large CCAs were established, owing to the low capacity of communities to manage such large areas.

The official local council processes to debate the draft bye-laws and approve them took too long time and were beyond the project's control. For this reason, only draft bye-laws and ordinances were prepared. Promoting the CCA model for replication was also only dependent on whether or not opportunities for influencing policies and plans presented themselves during the project lifespan. This was the main reason that the CCA model could not be replicated in other areas.

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many languages. After being tested and modified over a 3-year period, the METT has been operational since 2003. A revised version released in 2007 is compatible with the previous version but clarifies some questions and is more consistent in its descriptions of scores. <http://www.wdpa.org/me/PDF/METT.pdf>

### 3.3 PROJECT RESULTS

#### 3.3.1 OVERALL RESULTS

The development objective of the project was “community regulation and sustainable wetlands resource use established and strengthened within community conservation areas hosting wetlands with important biodiversity” which was measured by four indicators. The project was supposed to establish 9 CCAs covering about 30,000 ha, which was reduced to 6 CCAs limited to 13,184 ha. The reduction in target was approved by the PAC. Overall the project has achieved its objectives. The progress achieved by the project against various indicators as given in the ProDoc is described in Table 5, and the year-wise progress is given in Table 6.

**Table 5. End of Project Achievements Against Indicators**

Description	Description of Indicator	End of Project Achievements
<p><b>DO:</b> Community regulation and sustainable wetlands resource use established and strengthened within community conservation areas hosting wetlands with important biodiversity</p>	<p>Increased participation of local communities in biodiversity and wetland management through established and functioning community conservation areas</p>	<p>The original target of the project was to establish 9 CCAs covering 30,000 ha but it was reduced to 6 CCAs covering 13,184 ha by the PAC on the recommendation of the project team. It was realized that it was not possible to cover such a large area by the communities and the funding level was not enough. If 6 CCAs as target are considered then 100% of this target has been achieved. At all the sites CBOs were established which are registered with the District Governments. The communities fully participated and are implementing the CECF, soil and water conservation activities, eco-tourism, and are monitoring biodiversity in the lake [especially fish species and catches]; and are also monitoring lake boundaries to check encroachment in lakeshore areas.</p> <p>The project has reached 120,884 beneficiaries in the project areas and has sensitized them to conserve biodiversity and use it on sustainable basis.</p>
	<p>National PA agencies [UWA, WMD and NEMA] both recognize Community Wetlands as PA categories in Uganda Context</p>	<p>90% of this has been realized, considering that UWA, WMD and NEMA support activities at the established CCA sites. The final draft General Management Plan [GMP] for the Pian-Upe wildlife reserve developed by UWA includes interventions at the 3 CCAs of Magoro, Kapir and Mukura. A similar process has commenced to review the GMP for Lake Mburo PA and project focal persons in the Local Governments are involved in the process so as to integrate the 3 other CCAs of Lakes Nakivale, Kacheera I and Kacheera II into the L. Mburo GMP. As a reflection of recognition of the CCA approach, NEMA has continued to support demarcation and restoration of wetlands around Lake Nakivale CCA, and has planted trees to mark buffer zones. The draft wildlife policy and wetlands bill too reflect the CCA model. UWA’s focal point on the Programme of Work [PoW] on PAs under the CBD informed the PAC meeting on 24<sup>th</sup> June 2013, that the wetlands CCAs provide a great opportunity to expand PA coverage in the</p>



Description	Description of Indicator	End of Project Achievements
		country, thus contributing to CBD targets. Through WMD in the Mo WE, Government has drafted guidelines for establishing wetland CCAs in Uganda as a new form of wetlands PA in the Ugandan context.
	Community User-Groups and PA Management Groups are recognized within district processes as CBOs, with democratic process and revenue streams	100% of this has been achieved, considering that the PAC board recommended reduction of the target from 9 to 6 CCAs. 6 CBOs have been established to manage the 6 CCAs and are officially registered by the respective sub-county and District local governments. Their constitutions were drafted to clarify their CCA management roles and responsibilities, including management of revenue from eco-tourism, fishing and the [CECF. Their management structures have been agreed upon and democratically elected by communities. However, the mission feels that coverage of 2,000 plus ha per CCA is too much and probably beyond the capacity of the CBO to manage.
	METT scores for all Community Conservation Areas established and show an increase.	Progress with the METT is rated at 100% considering that METT scores for all the CCAs have been established and they show an increase from the baseline of 0. All the 6 CCA sites have a score well above the target of 35 for each of the 2 project sites. Mukura scored 56, Magoro 70, Kapir 66, Nakivale 66, Kacheera I 63 and Kacheera II 63. Thus, on average, each of the 2 project sites scored 64, well above the target of 35.
<b>Outcome 1:</b> Biodiversity in wetlands is conserved within community conservation areas	At least 9 community conservation areas covering 30,000 hectares of freshwater wetlands are established, with management plans in place.	66% of this target has been achieved [equivalent to 13,184ha of wetlands covered], owing to the fact that the PAC reduced the targeted number of CCAs from 9 to 6 [equivalent to reduction from 30,000 ha to 20,000 ha of wetlands covered]. The reason was based on the PAC's advice to deal with smaller CCA sizes that are manageable by communities. Other factors that influenced change in targeted area included sufficiency of funding & time, quality of results and avoiding spreading too thin.
	Management plans under implementation in community conservation areas.	All the 6 sites have management plans that are under implementation. Key interventions as part of implementation of the management plans include wetland buffer zone demarcation and re-vegetation, eco-tourism, sustainable fishing and soil and water conservation in wetland catchment areas. The effectiveness and continuation of such plans need to be monitored overtime.
	All target districts, sub-county and other local land-use plans include community	Three of the targeted 4 district development plans [Katakwi, Ngora and Isingiro], and 2 of the targeted 3 sub-county development plans at least reflect key selected activities from CCA management plans. Review of development plans 2013-

Description	Description of Indicator	End of Project Achievements
	conservation areas.	14 indicated that all the districts have allocated funds for the implementation of activities, though it is small. The total fund allocation for the pilot districts is around US \$ 147,000. The Chief Administrative Officers of all the districts expressed to the mission willingness to allocate more funds for CCA activities. Some of these local governments have contributed towards infrastructure development [improved access roads, contribution of land for eco-tourism facilities and improved domestic water points at CCA sites. Ngora District has also drafted a wetlands management ordinance. Between December 2012 and January 2013, all 4 project districts held special District Technical Planning Committee meetings with Community representatives targeting further integration of selected CCA management plan activities.
<p><b>Outcome 2:</b> Wise-use strategies for bio-diverse wetlands are implemented, without loss of biodiversity function</p>	Sustainable use strategy adopted	<p>Principally, wise-use strategies have been adopted by beneficiaries at all 6 CCA sites. In terms of districts, 4 instead of the initially planned 3 districts adopted the strategy. As a result, wetland wise-use activities that have minimal/no adverse impact on biodiversity have been adopted. At the Bisina-Opeta site, eco-tourism is steadily being taken up by communities who guide visitors to watch birds, take canoe rides, do sport fishing, scenery viewing and biodiversity research. In 2012 alone, the Magoro CCA group saved about \$1,200 from eco-tourism services and their own Village Saving and Loan Association [VSLA]. At Kacheera and Lake Nakivale CCAs, CBOs now voluntarily mark wetland boundaries, regulate illegal fishing, ensure protection of wetland sections that are known as major fish breeding grounds, and continue to scale up soil and water conservation activities in the catchment areas, thereby reducing the rate of lake sedimentation and potential biodiversity loss. Kacheera I, Lake Nakivale, Magoro and Kapir CCA groups contributed towards construction of 4 boats [approx. \$4,800] to monitor against illegal fishing and encroachment on wetlands that act as fish breeding grounds. The key success driver was the introduction of the performance-based revolving CECF at each of the 6 CCA sites. The CECF is accessed based on a community member's contribution to implementation of wise-use activities. It has stimulated adoption and replication of wise-use/ best practices agreed on in the management plans. At all the sites, the CBOs keep record of various fish species present in the lake and daily catches.</p>
	Monitoring of community conservation areas shows that implementation of	Based on mid-term monitoring data, bi-annual bird surveys conducted by NU and community fish catch statistics as key indicators, there is evidence that implementation of sustainable use strategies and maintenance of biodiversity are positively correlated. Again, the key driving innovation has been the

Description	Description of Indicator	End of Project Achievements
	sustainable use strategies and maintenance of biodiversity are positively correlated in 4 years	<p>introduction of the CECF, which can only be accessed by households on condition that they are not involved in activities that cause biodiversity loss, and are instead involved in wise-use activities. This explains the positive correlation between the two variables. Also, the initial benefits of wise-use [e.g., increased income from sustainable fishing and eco-tourism] have themselves catalyzed biodiversity conservation, and thus the positive correlation. Key evidences to show that biodiversity has been conserved are that 62 km of wetland boundary were marked and demarcated at Nakivale and Kacheera I and II CCAs to discourage encroachment. At the Bisina-Opeta site, communities regulate hunting and are actively involved in monitoring the globally and regionally vulnerable shoebill (<i>Balaeniceps rex</i>) and the globally and regionally near threatened Fox's Weaver <i>Ploceus spekeoides</i>). At Kacheera I, II and Nakivale CCAs, CBOs have successfully regulated illegal fishing, resulting into increased catch of larger and higher value fish as indicated by the fish records. Testimonies from communities given to the review mission provide evidence too. For example, response from one of the CCA members [Abaca James, Kapir resident, UNDP-CO monitoring visit, 28th March 2013] was: "Lake Bisina has many birds, which are today not being killed. We instead use pieces of chicken as bait for big fish and there is no use of illegal fishing gear today. The community is also using big boats which are safer".</p> <p>The project inventoried and mapped biodiversity and socio-economic values of wetlands at 6 CCA sites; and produced two biodiversity survey reports, one socio-economic assessment report; and one KAP survey report.</p>
<b>Outcome 3:</b> Community conservation models for wetland biodiversity are integrated into national wetland planning process and national PA network	UWA recognizes community conservation areas	<p>It has been discussed against the 2<sup>nd</sup> indicator of Development objective. UWA is currently reviewing the draft practical guidelines for establishing wetland CCAs in Uganda that were drafted under the project.</p> <p>The project produced two publications to document and disseminate lessons learned and best practices. Dissemination was also carried out at one international event [Ramsar COP 11 in Bucharest, Romania in 2012] and at four major national events [2 National Policy review meetings and 2 UWA PA planning meetings]. IUCN is replicating the CCA model in other countries through its wetland programme.</p>
	Community conservation models are integrated into wetlands planning	The MoWE has drafted guidelines for establishing wetland CCAs in Uganda, based on practical experience from the project. Once published and disseminated, they will go a long way to promote replication of the wetlands CCA model in

Description	Description of Indicator	End of Project Achievements
	processes and national PA system	various districts of Uganda.  The CCA model has been accepted and integrated into four key processes and frameworks [National Wetland Bill, National Wildlife Policy, General Management Plan for the Pian-Upe PA; and Rwizi catchment management]. Lessons and best practices are being scaled up by GIZ/Coca Cola in the upstream of the Rwizi catchment.

Table 6. Year-wise Project Achievements

2009	2010	2011	2012	2013
TV coverage	1,600 awareness posters	3000 copies ecotourism brochure	1638 copies awareness leaflets	More copies lessons learnt - 100 copies
3 drop down banners	1 learning visit Nakivale	400 copies communication strategy	650 caps	Step by step guide to CCA establishment
3 inception meetings	4 sensitization meetings	8 radio programmes - 2 each of 4 stations	350 t-shirts	
1 partners' learning mission	4 demos soil and water techniques	1 Biodiversity learning visit	4 radio programmes	
	4 management plan & awareness meetings	2 sensitization & awareness meetings - wetland edge gardens and sustainable fishing	1 WWD celebration	
	1 Wetlands Advisory Group (WAG) meeting on bye-law guidelines	6 meetings - CBO/ Governance systems	4 District Technical Planning Committee (DTPC) sensitization meetings	
	100 copies ecological	2 biodiversity info centres built	6 soil conservation demos	
	300 copies socio-economics	1 regulation fishing centre built in Nakivale CCA	2 UWA awareness & training Kacheera and Nakivale	
	Publication on environmental conservation	3000 copies management plans	Kibale Association for Rural and Environmental Development (KAFRED) ecotourism awareness and training	
	WED celebrations	750 copies bye-laws guidelines	4 awareness and reflection meetings	
	WWD celebrations	1500 copies of CCA site maps	Ramsar COP 11 convention, Romania	

2009	2010	2011	2012	2013
			- 5 partner staff participated	
	Int. Water Conference - Africa water Assoc. & IWA congress	500 copies KAP survey	3 briefing notes	
	1 wildlife policy meeting	Boundary demarcation guidelines	2 policy meetings for UWA	
		40 farmers sensitized soil & water conservation demonstration		
		67 farmers upland rice demonstration		
		60 farmers sensitized livestock watering Kacheera		
		1000 copies of the 2010 report		
		500 copies COBWEB brief		
		500 copies stickers		
		2146 copies tech series		
		WWD celebrations		
		Water Day celebrations		
		2 workshops wildlife policy		
		1 meeting Thematic team on Integrated Water Resources Management ()		
		1 meeting Training of Trainers on IWRM		
		2 awareness meetings in Sept		
		1 radio programme		

Based on the project achievements against stipulated indicators as mentioned in the ProDoc, the mission has concluded the ratings for development objective and outcome indicators as given in the Table 7.

**Table 7. Evaluation Rating of Achievements against Development Objectives and Outcomes**

Description	Performance Indicator	Baseline Level	Target Level at end of project	Level at 30 June 2009	Level at 30 June 2013	Terminal Evaluation Comments	Rating
<b>Development Objective:</b> Community regulation and sustainable wetlands resource use established and strengthened within community-conservation areas hosting wetlands with important biodiversity	Increased participation of local communities in biodiversity and wetland management	No such PA exists	3 PAs in each of 3 districts	No such PA exists yet as it takes a process to establish them, and so no figure can be stated at this time. However, to initiate the process, awareness meetings at the 2 project sites [Bisina-Opeta and Lake Mburo-Nakivale] undertaken through co-financing under the Support to Ramsar project and the UNDP/SGP support to Conserve Uganda, the local CBO at the L. Bisina-Opeta project site. Local wetland management systems/structures were put in place.	100% of this target has been achieved, considering that the project board recommended reduction of the target from 9 to 6 CCAs. The project also registered full participation of the adjacent communities as targeted, by involving them in development of a management plan for each of the CCAs, and they are now fully involved in implementation of these plans and general management of the CCA sites based on locally agreed rules and regulations.	6 CCAs established instead of original 9 CCAs, due to the lengthy process taken to establish CCA with a management plan. PAC endorsed the decision to reduce the number of CCAs from 9 to 6 in its meeting held on 15th July 2011. Consequently, the area covered by the CCAs was reduced from 30,000 acres to 13,000 acres	4
	National PA authorities [UWA and NEMA] both recognize Community Wetlands as PA categories in Uganda Context	No such site exists, and no national document reflects them, nor the strategy	The sites approved by PA authorities and national documents reflect the strategy and individual sites.	Wetland protection status was upgraded through gazetting of the Lake Mburo-LakeNakivale wetland system as a Ramsar site.	90% of this has been realized, considering that UWA and NEMA support activities at these CCA sites. The final draft GMP for the Pian-Upe wildlife reserve developed by UWA integrates the 3 CCAs of Magoro, Kapir and Mukura CCAs. A similar process has commenced to review the GMP for Lake Mburo PA in the SW, and project focal persons in the Local Governments are involved in the process so as to integrate the 3 other CCAs of Lake		6

Description	Performance Indicator	Baseline Level	Target Level at end of project	Level at 30 June 2009	Level at 30 June 2013	Terminal Evaluation Comments	Rating
					Nakivale, Kacheera I and Kacheera II in to the Lake Mburu GMP. As a reflection of recognition of the CCA approach, NEMA has continued to support demarcation and restoration of wetlands around Lake Nakivale CCA. The draft wildlife policy and wetlands bill too reflect the CCA model. UWA's focal point on the Programme of Work [PoW] on PAs under the CBD informed the PAC meeting on 24th June 2013, that the wetlands CCAs provide a great opportunity to expand PA coverage in the country, thus contributing to CBD targets. Through WMD in the MOWE, Government has drafted guidelines for establishing wetland CCAs in Uganda as a new form of wetlands PA in the Ugandan context. A 2 <sup>nd</sup> version of the lessons learnt book has been prepared to continue promoting the wetlands CCA model too.		
	Community User-Groups and PA Management Groups are recognized within district process as CBOs, with democratic process and	No such CBO is registered in agency reports	9 CBOs registered in both agency reports	No such CBO has been established and registered yet, and so no figure can be stated at this time. However, initial steps involving community mobilization and stakeholder	6 CBOs have been established to manage the 6 CCAs and are officially registered by the respective sub-county and District local governments. Their constitutions were drafted to clarify their CCA management	The mission spot check the record of 5 CBOs, the 6 <sup>th</sup> was not visited due to shortage of time. All the CBOs are registered with the District Government and have operational bank accounts. Record of CBOs is	6

Description	Performance Indicator	Baseline Level	Target Level at end of project	Level at 30 June 2009	Level at 30 June 2013	Terminal Evaluation Comments	Rating
	revenue streams.			analysis were carried out. This led to the development of community eco-resource user- and management groups for registration as CBOs by districts. Through synergies and linkages with UNDP/SPG funding, Conserve Uganda initiated community awareness initiatives, formed Community Conservation Committees [CCCs], and implemented alternative livelihoods activities.	roles and responsibilities, including management of revenue from eco-tourism, fishing and the CECF. Their management structures have been agreed upon and democratically elected by communities.	properly maintained. The members are highly motivated and proactively taking part in lake monitoring, biodiversity monitoring credit schemes, nursery raising and tree plantation. All respondents requested an increase of CECF funds, the current level of \$ 3,000 is extremely low for significant livelihoods support.	
	METT scores for all Community Conservation Areas established and show an increase.	Nil	Both METT figures show 35	METT score not measured in this reporting period	Progress with the METT is rated at 100% considering that METT scores for all the CCAs have been established and they show an increase from the baseline of 0. All the 6 CCA sites have a score well above the target of 35 for each of the 2 project sites. Mukura scored 56, Magoro 70, Kapir 66, Nakivale 66, Kacheera I 63 and Kacheera II 63. Thus, on an average, each of the 2 project sites scored 64, well above the target of 35.	Agree with the assessment made by the Project Team	6
<b>Outcome 1:</b> Biodiversity in wetlands is conserved within community	At least 9 community conservation areas covering 30,000 hectares of freshwater	No such PA exists	9 Multiple use PAs established in 30,000 hectares of	0 ha. However, to initiate the process, a wetland management plan for Lake Nakivale was developed	66% of this has been achieved [equivalent to 13,184ha of wetlands covered], owing to the fact that the PAC reduced the	The project should have kept consistent with its original target of 9 CCAs, and should have established more than	4



Description	Performance Indicator	Baseline Level	Target Level at end of project	Level at 30 June 2009	Level at 30 June 2013	Terminal Evaluation Comments	Rating
conservation areas	wetlands are established, with management plans in place.		wetlands	with co-financing support from IUCN/Irish Aid.	targeted number of CCAs from 9 to 6 [equivalent to reduction from 30,000ha to 20,000ha of wetlands covered]. The reason was based on the PAC's advice to deal with smaller CCA sizes that are manageable by communities. Other factors that influenced change in targeted area included sufficiency of funding and time, quality of results and avoiding spreading too thin.	one CBO at each CCA to achieve the target. The communities are asking for more membership on CBOs which is making the CBO unmanageable [e.g., at Bisina the membership is over 150]. Having more number of CBOs could have assisted to achieve the target of establishing 9 CCAs as other processes are the same.	
	Management plans under implementation in community conservation areas.	No wetland management plan exists	At least 9 community-wetlands management plans	1 pre-existing community wetland management plan [earlier developed by the WMD] is under implementation. Through synergies and linkage with UNDP SGP funding, Conserve Uganda had public awareness campaigns, formed community conservation committees and implemented alternative livelihoods activities [apiary and citrus fruit growing] using co-financing from UNDP/SGP at the Lake Bisina-Opeta site.	Achievement on this is rated at 100%, considering that the PAC reduced the target from 9 to 6 CCAs, and all the 6 sites have management plans that are under implementation. Key activities being implemented as part of implementation of the management plans include wetland buffer zone demarcation and re-vegetation, eco-tourism, sustainable fishing, soil and water conservation in wetland catchment areas.	Management plans at 6 CCAs are being implemented that include buffer zone demarcation, re-vegetation, sustainable fishing, water conservation in catchment areas, growing of citrus and mangoes as new crops, and eco-tourism. High yielding varieties of citrus and mangoes need to be introduced to produce better quality fruits. Eco-tourism is at a rudimentary stage as there is no tourism infrastructure available particularly in North-East and lack of private sector involvement. Efforts should have been also made to cover the upstream areas to provide opportunities to upstream communities to conserve soil and water	6

Description	Performance Indicator	Baseline Level	Target Level at end of project	Level at 30 June 2009	Level at 30 June 2013	Terminal Evaluation Comments	Rating
	All target districts, sub-county and other local land use plans include community conservation areas.	No district, sub-county council and other local land use plans include community conservation areas	All project districts and sub-counties	District Technical Committees in three Districts where the project will be implemented [Bisina-Opeta site] have been trained on how to integrate Ramsar site management in their District Development Plans.	83% of this has been achieved, considering that 3 of the targeted 3 District Development Plans [Katakwi, Ngora and Isingiro], and 2 of the targeted 3 sub-county development plans at least reflect key selected activities from CCA management plans. Some of these local governments have contributed to infrastructure development [districts have either improved access roads or contributed land, or improved domestic water points as contribution to the project] at CCA sites. The District Budget Framework Paper for Ngora District [page 26], for example, provides Mid-term Links to the Development Plan. It also provides details of off budget activities carried out by NGOs, Central Government, the private sector and donors. It provides for wetland management initiatives within Kapir sub-county [Ramsar site]. Ngora District has also drafted a Wetlands Management Ordinance. Between December 2012 and January 2013, all 4 project districts held special District Technical Planning Committee meetings with community representatives	The districts have provided financial and staff support to make the project a success. They provided land for the construction of building and constructed / improved the roads leading to lakes. Ngora district is considering to provide land on lease to a private sector firm to construct a tourist resort. All the districts have included the CCA activities in their annual plans, the total allocation at all the districts is \$ 147,000. North-East districts are also planning to use JICA project to support the CCAs.	5

Description	Performance Indicator	Baseline Level	Target Level at end of project	Level at 30 June 2009	Level at 30 June 2013	Terminal Evaluation Comments	Rating
					targeting further integration of selected CCA management plan activities.		
<b>Outcome 2:</b> Wise-use strategies for bio-diverse wetlands are implemented, without loss of biodiversity function	Sustainable use strategy adopted	No project district or area/site has adopted the sustainable use strategy	3 districts and 9 community conservation area sites	Community-based wetland management planning processes have commenced at two areas/sites. It is through these processes that sustainable use strategies will be identified for promotion	Principally, wise-use strategies have been adopted by beneficiaries at all 6 CCA sites. In terms of districts, 4 instead of the initially planned 3 districts adopted the strategy. As a result, wetland wise-use activities that have minimal/no adverse impact on biodiversity have been adopted at most sites. At the Bisina-Opeta site, eco-tourism is steadily being taken up by communities who guide visitors to watch birds, take canoe rides, do sport fishing, scenery viewing and biodiversity research. In 2012 alone, the Magoro CCA group saved about \$1,200 from eco-tourism and own Village Saving and Loan Association [VSLA]. At Kacheera and Lake Nakivale CCAs, they now voluntarily mark wetland boundaries, regulate illegal fishing, ensure protection of wetland sections that are known as major fish breeding grounds, and continue to scale up soil and water conservation activities in the catchment areas, thereby reducing the rate of lake	The wise-use strategies are being followed. The communities are monitoring illegal fishing, status of different species in the lakes, protecting fish breeding sites, strictly observe timing of fishing and use proper fishing gears. This has enabled them to increase their income at least 4 times. Water conservation and soil erosion practices are being observed and CECF at all the sites is fully operational. The community contribution is estimated to be \$ 275,520.	6

Description	Performance Indicator	Baseline Level	Target Level at end of project	Level at 30 June 2009	Level at 30 June 2013	Terminal Evaluation Comments	Rating
					sedimentation and potential biodiversity loss. Kacheera I, Lake Nakivale, Magoro and Kapir CCA groups contributed towards construction of 4 boats [approx. \$4,800] to monitor against illegal fishing and encroachment on wetlands that act as fish breeding grounds. The key success driver was the introduction of the performance-based revolving CECF at all CCA sites. The CECF is accessed based on a community members' contribution to implementation of wise-use activities. It has stimulated adoption and replication of wise-use/ best practices agreed on in the management plans.		
	Monitoring of community conservation areas shows that implementation of sustainable use strategies and maintenance of biodiversity are positively correlated in 4 years	No project district or area/site has adopted the sustainable use strategy	3 districts and 9 community conservation area sites	Development of 2 wetland management plans was initiated at 2 sites/areas, targeting promotion of sustainable use strategies	Based on mid-term monitoring data, bi-annual bird surveys conducted by the NU and community fish catch statistics as key indicators, there is evidence that implementation of sustainable use strategies and maintenance of biodiversity are positively correlated. Again, the key driving innovation has been introduction of the CECF, which can only be accessed by households on condition that they are not involved in activities that cause	Agree with the status as reported by the project team on 30 June 2013. NU has compiled a report on 20 years of monitoring birds in Uganda and concluded that in Bisina, all the species seem to show stable numbers except for Long-tailed Cormorant <i>P. africanus</i> that shows an increasing trend. The African Jacana <i>A. africanus</i> was recorded in all the counts conducted in this site. Interesting records for this site include the African Pygmy	4

Description	Performance Indicator	Baseline Level	Target Level at end of project	Level at 30 June 2009	Level at 30 June 2013	Terminal Evaluation Comments	Rating
					<p>biodiversity loss, and are instead involved in wise-use activities. This explains the positive correlation between the two variables. Also, the initial benefits of wise-use [e.g. increased income from sustainable fishing and eco-tourism] have themselves catalyzed biodiversity conservation, and thus the positive correlation. Key evidences to show that biodiversity has been conserved are that 62 km of wetland boundary was marked and demarcated at Nakivale and Kacheera I and II CCAs to discourage encroachment. At the Bisina-Opeta site, communities regulate hunting and are actively involved in monitoring the globally and regionally vulnerable shoebill <i>Balaeniceps rex</i> and the globally and regionally near threatened Fox's Weaver <i>Ploceus spekeoides</i>. At Kacheera I, II and Nakivale CCAs, they have successfully regulated illegal fishing, resulting into increased catch of larger and higher value fish as indicated by the fish records. Testimonies from communities provide evidence too. "Lake Bisina has many birds, which are today not being killed. We instead use</p>	<p>Goose <i>Nettapusauritus</i> [usually rare in other sites] with a total of 187 individuals, Lesser Jacana <i>Microparra capensis</i> with 167, Purple Heron <i>Ardea purpurea</i> [East African listed species] with 208 and the White-winged Tern <i>C. leucopterus</i> [A palearctic migrant] with 834 individuals. In Opeta, apart from African Jacana (<i>A. africanus</i>) and the Common Squacco Heron (<i>A. ralloides</i>) that showed stable numbers, the other species such as purple heron, Pied Kingfisher [Top of the food chain species] and Lesser Jacana all indicated increasing trends.</p>	

Description	Performance Indicator	Baseline Level	Target Level at end of project	Level at 30 June 2009	Level at 30 June 2013	Terminal Evaluation Comments	Rating
					<p><i>pieces of chicken as bait for big fish. And there is no use of illegal fishing gear today. The community is also using big boats which are safer".</i> Abaca James, Kapir resident, UNDP-CO monitoring visit, 28th March 2013. However, progress is rated at 80%, considering that only baseline, bi-annual bird surveys and mid-term monitoring data was collected. The terminal surveys were not conducted due to financial limitations.</p>		
<p><b>Outcome 3:</b> Community conservation models for wetland biodiversity are integrated into national wetland planning processes and national PA network</p>	<p>UWA recognizes community conservation areas</p>	<p>UWA does not recognize community conservation areas</p>	<p>Recognition by year 3</p>	<p>Site selection [CCAs sites] has been done as UWA's [Uganda Wildlife Authority] PA systems in both wetland systems. UWA has been included on the PAC</p>	<p>Available evidence indicates that about 90% of this has been achieved, considering that what only remains is the official declaration of the wetland CCAs as a new form of PAs in the Ugandan context. Otherwise, the recognition by UWA has largely been achieved. Details have already been presented under the 2<sup>nd</sup> indicator of the development objective above. An additional evidence of recognition is that during the PAC meeting held on 24<sup>th</sup> June 2013, and during an earlier stakeholders' meeting in 2012, UWA's focal point on the Programme of Work [PoW] on PAs under the CBD officially acknowledged that the wetlands CCAs provide a great</p>	<p>Agree with the Project Team Assessment; UWA has recognized the CCAs as new form of PAs in Ugandan context. Official notification has to be made yet.</p>	<p>5</p>

Description	Performance Indicator	Baseline Level	Target Level at end of project	Level at 30 June 2009	Level at 30 June 2013	Terminal Evaluation Comments	Rating
					opportunity to expand PA coverage in the country, thus enhancing UWA to achieve their CBD targets. Additionally, UWA is currently reviewing the draft practical guidelines for establishing wetland CCAs in Uganda that were drafted under the project. This is an additional evidence of recognition by UWA.		
	Community conservation models are integrated into wetlands planning processes and national PA system	Community conservation models have not been integrated into wetlands planning processes and the national PA system	Integration by year 4, with at least 2 replications of the management model	Community-based wetland management planning processes are already being applied by IUCN/Irish Aid [Lake. Nakivale site] and Conserve Uganda [Lake Bisina-Opeta site]. Already, the processes are being adopted for application.	Achievement is rated at 75%, considering that actual replication has not been achieved yet, but the rest of the necessary processes have been accomplished. In addition to what was reported in 2012, the MoWE has drafted guidelines for establishing wetland CCAs in Uganda, based on practical experience from the project.	The MoWE has recognized the usefulness of the CCA model and has developed guidelines for establishing wetland CCAs in Uganda. Once published and disseminated, they will go a long way to promote replication of the wetlands CCA model in various districts of Uganda. The rating is therefore based on the fact that 3 of the 4 key steps [practical demonstration and testing, integration into wetlands planning, and production of guidelines based on experience] in achieving the target have been achieved, and that only one step remains to be achieved [replication using guidelines produced].	5

### 3.3.2 RELEVANCE

The relevance of COBWEB project was measured by using 16 indicators [Annex VI]. The possible relevance of the project could be for meeting the livelihood needs of the people, the biodiversity present in the wetlands, contribution of the project towards the achievement of commitments of GoU for international conventions, alignment with the national priorities and goals of GEF and UNDP. All the communities, Government and NGO officials interviewed [about 200 in total] endorsed that the project was highly relevant with the needs of the aforementioned groups.

The project trained and contributed towards the improved and diversified livelihoods of the local communities. The communities reported increase in their income levels [see Section 4 for details], thus bringing socio-economic stability at the local level. At Rakai, the communities reported that some of their fellow fishermen had previously left the area as fish catch was not enough but now they are returning back to their native villages. Likewise, the theft rate in the community has declined. The communities are mobilizing extra funds from the eco-tourism activities and have in fact discovered a new way of earning their livelihoods. The soil and water conservation activities have yielded higher farm yields and reduced siltation of lakes.

The project worked at three Ramsar sites [Bisina, Opeta and Mburo] and has contributed towards the biodiversity conservation at large and conservation of threatened species in particular, thus helped to achieve the commitments of the GoU under the UNCBD and Ramsar Convention. The CCA model was shared nationally and internationally and is being used by IUCN in other countries under its wetland programme. The biodiversity present at the pilot sites has been actually monitored by the project, and the local communities are keeping a record of fish species and catches on daily basis. This will help to document the changes in density of various species over time, and thus contribute towards the monitoring of biodiversity. Therefore, the project also contributes towards the GEF strategic focal areas.

The last category of relevance is with the GoU priorities. The project contributed towards the National Development Plan [2010-2015] objectives that seek to promote conservation and wise-use of environment and natural resources. The CCA model has been recognized by the District Governments as well as NEMA and UWA. The guidelines prepared by the WMD to develop community-based CCAs will go a long way in the expansion of community-based PAs with minimum costs needed for implementation. The project principally contributed towards the implementation of the National Wetlands Policy, Wetlands Sector Strategic Plan and the decentralization policy. It involved local government staff and community members in day-to-day project activity implementation – in fact operationalizing the decentralized natural resource management institutional arrangements. Further, the programme was driven by the GoU, through the WMD, and the PAC was chaired by the Permanent Secretary, MoWE. The GoU further demonstrated its commitment by providing co-financing for project activities during implementation and the District Governments have embraced CCA models and have allocated funds to continue the project activities and support local communities. Thus the ownership of the GoU is very much there, and the GoU is looking forward to initiate design of a successor project to scale up successful practices.

The other stakeholders of the project were adequately involved in the project design and implementation of activities, and there was a clear division of labor among the consortium of NGOs implementing project activities. The local communities and District Government staff were involved in programme activities, which facilitated the establishment of CBOs at all the sites. These CBOs include various resource users [fishermen, crop farmers, livestock keepers and other service providers in the villages]. At all the sites, more than 50% membership included women, who are even holding important positions, e.g., the treasure of KACODDA CBO at Bisina is a woman. The project also contributed towards the capacity building of the partner NGOs and providing them opportunities to demonstrate their technical capacities.

The project has evolved from a GEF Small Grant Project but took exceptionally longer time to establish the CBOs and mobilize all the authorities and stakeholders. Clearly, the project duration was not sufficient to



demonstrate the replication of the model. GEF financing served as a catalyst to attract Government and other donor financing. Prior to this, the wetland management activities were carried out in bits and pieces. The project also contributed towards the achievement of objectives set by UNDP in its CPD and UNDAF.

Keeping in view the above facts, the mission has awarded a rating of 2 [relevant] on a scale of 1 [not relevant] to 2.

### **3.3.3 EFFECTIVENESS AND EFFICIENCY**

The project was supposed to establish 9 CCAs, covering an area of 30,000 ha. However, during implementation it was realized that this is a too ambitious goal and the local communities will not be able to cover 30,000 ha, therefore, the target was reduced from 9 to 6 CCAs covering an area of 13,184 ha. This proposal was endorsed by the PAC. The primary purpose of the project was to demonstrate new model of biodiversity conservation, extension of PAs and livelihoods improved through the involvement of local communities. The model has been accepted by all the stakeholders, the district authorities have included the proven technologies in their work plans and budget, UWA and NEMA have accepted the model and proper legislation has been drafted which is awaiting approval. Likewise, WMD has also accepted the model and prepared the guidelines for future replication at other locations. The project facilitated a process to establish 6 CBOs and trained their members in biodiversity monitoring, patrolling the lakes to curb illegal fishing and imparted skills and knowledge to them for improved livelihoods and wise-use of biodiversity. Above all, the project has provided awareness at all levels, and introduced new interventions to expand the PAs with community support. This ensures sustainability and replicability of the interventions. Further, the CECF serves as a catalyst for participation in conservation work, and empowers the CCA governance structures, keeping them operational, though the amount provided to each CCA is limited and should have been increased.

The project has put in place monitoring systems. The CBOs are maintaining records of various species which is a good sign of their sensitivity for biodiversity conservation. The DEOs and NEMA are jointly monitoring the buffer plantations and lake boundaries, in collaboration with the local community support. This was temporarily halted as the DEOs lacked transport facility but by the time the report is finalized, UNDP should have already transferred the project vehicles back to district authorities, as it has already been agreed.

The project has taken into account all the risk, however, the risk of climate change [drought] in Uganda is beyond the control of any agency. It was observed that in the past, as the wetlands and lakes started to shrink due to reduced rainfall, the communities immediately started to encroach on the lake boundaries and started to grow field crops. Such a practice is not sustainable as the droughts are followed by floods, and the encroachers will suffer again. During the interviews with communities, it was reported that the communities are familiar with the concepts of climate change, and the awareness that they have received from the COBWEB project will keep them off from encroachment in the wetlands and lake shores.

The long-term sustainability [see following pages for details] is very much ensured in the project, all the stakeholders are very much eager to continue the interventions, and they have voiced the need for a follow up project. In fact, the GoU has already advised UNDP to develop a successor project. District Governments have allocated funds to support conservation activities, though small in proportion of the requirement. IUCN and NU have secured funds from other sources to continue some activities. Therefore, this gives a positive indication that the financial sustainability for the COBWEB project is there. The only risk that remains is the negative impact of drought.

The major lessons learnt from the project include the fact that community based approach and involvement of all the stakeholders, and small CCAs are the ideal approaches for the success of such a project. The contribution of community towards monitoring and patrolling of lakes was enormous and the conservation

took place at a minimum cost, without any involvement of legal authorities, which could have generally been inefficient. Wise-use interventions that have livelihood benefits are quicker to promote for adoption by communities. Lastly, it is very important to identify, in advance, available policy windows and processes which can be exploited to promote project lessons. As explained earlier, the project objectives were too ambitious. Ideally the project should have concentrated only at one site either in South-West or North-East to show an impact. Coordinating and managing activities at two sites that were widely spread apart across the country reduced efficiency.

The project followed the adaptive management approach to achieve the objectives [discussed earlier]. No change was made to the project LFA and work plans; though the mission has reservations on the quality of LFA. The project followed UNDP accounting and financial management systems and these were adequate, as there were no serious audit observation in the audit reports.

As required by UNDP, quarterly reports were produced and submitted in a timely fashion as basis for disbursement of funds for subsequent quarters. Adaptive management changes were integrated into work plans and budgets for subsequent quarters and annual work plans e.g., procurement of two additional vehicles for the District Governments as recommended by the PAC in July 2011.

At the time of project formulation, the co-financing was over-estimated. Further, the project started late by one year, therefore, the BTC co-financing was not fully realized. However, the available financial resources were utilized efficiently as demonstrated by having the planned objectives achieved, even when not all co-financing was realized.

By design, day-to-day project implementation was a collaborative endeavor between CSOs [IUCN, NU and UWS] and Government [WMD]. Work plans were jointly developed. The level of cooperation among the partners was highly efficient as NU took lead on activities in the north-east and UWS in the south-west to avoid duplication. IUCN and WMD took lead on separate activities where they had comparative advantage. This allowed activities to be implemented concurrently, at a minimum cost and in a timely fashion. The joint planning helped to harmonize partners' approaches and timing of activities. IUCN is an International NGO and mobilized its international staff on need basis. In addition to local expertise that existed among the IPs, the IUCN Technical Coordinator [Water and Wetlands] for Eastern and Southern Africa periodically supported project activities; and the GEF/UNDP RTA based in Pretoria visited the project thrice to provide oversight.

The benefits of COBWEB project in terms of conservation of biodiversity and ecosystem cannot be measured in monetary terms. However, given that the project covered an area of 13,184 ha, the cost per acre comes to US \$ 68 for 4 years or US 13 per year. The total number of persons who benefitted from the project are estimated to be 120,884. The total budget divided over number of beneficiaries leads to cost per beneficiary as US \$ 7.5 for 4 years, and less than two dollars per year. Therefore, it is concluded that the project was highly cost-effective.

Based on the afore-mentioned facts, the mission has awarded a rating of 5 [satisfactory] on a scale of 1 to 6 [highly satisfactory].

### **3.3.4 SUSTAINABILITY**

*Financial sustainability* of project interventions was considered at the community, district and national level. At the community level, the CBOs are well organized and motivated. The community savings and micro-credit schemes are holding the members together. In all the CCAs, each CBO has received about \$ 3,000 as one time micro-credit grant, and almost an equal amount of funds have been raised through membership fee from community activities. At all the sites, the community members receive the micro-credit with the pre-condition that it would be returned in 3-4 installments with an interest rate ranging from 2 to 10% per month. The amount accrued is revolved back in the community fund. The CBOs also earn income by using the motorized

boat for passenger transport to cross the lakes, as well as funds received from visitors coming to the area as tourists. For example, the lake Bisina community reported that they charge USG 30,000 per hour for a study tour. However, if the tourists are able to see the shoebill stork, they pay USG 50,000 [US \$ 20]. A local tourist guide charges USG 5,000 per day for the services he renders. The Beach Management Unit [BMU] at Lake Opeta charges USG 20,000 plus fuel for crossing the lake, whereas this fee for the foreigners is USG 25,000, and there are 4-6 visitors per week who come for either crossing the lake or to enjoy boating and bird watching. The revenue collection is enough to keep the interventions active and to cover the motorized boat fuel, operation and maintenance to monitor the lake. It was reported that at Lake Bisina during the 10 months of 2013, some 59 tourists had visited the site, and the funds collected from January to October was USG 280,000. Although this looks a small contribution but at least it is keeping the operation active at the community level.

The GoU in partnership with the Government of Japan through JICA in collaboration with WMD is implementing programmes in the National Wetlands Management Project in Eastern Uganda in the Doho-Namatala and Awoja wetland systems, which are in 12 districts. These systems, just like any other wetland systems, traverse many administrative boundaries. Because of this, the activities in the districts upstream would affect the wetland system section in the downstream districts. Any intervention by any district downstream can easily be masked by negative impacts from activities in the upstream districts. So in an attempt to realize the impacts of interventions by individual districts, there came the need to jointly and uniformly implement various interventions so as to realize the impact on the whole wetland system, hence the need for a Framework Management Plan [FMP]. Katakwi and Ngora districts are covered under this FMP, therefore, it is anticipated that the District Governments in Katakwi and Ngora will continue to support the CCAs established in Lake Bisina and Opeta areas.

Nature Uganda has secured a grant of UK pounds 36,000 per year for a period of three years from Jensen Foundation, which will be spent on monitoring of wildlife. Likewise, GIZ and Coca Cola Company have recently entered into a partnership with the MoWE and IUCN and plan to undertake activities in Rwizi catchment for its management. GIZ has recently launched “African Water Stewardship Initiative [AWSI]”, which seeks to foster private sector participation in the sustainable management of water resources in Africa. IUCN is partnering with GIZ and Coca Cola to replicate the COBWEB CCA model in Rwizi catchment-upstream of Lake Kacheera and Nakivale [total input US \$ 53,000]<sup>2</sup>. The project is of utmost importance as the development gains of downstream communities could be masked by negative actions of the upstream communities. The planned capacity building component intervention involves taking farmers from the new project sites to the COBWEB site for visits to practically learn about soil and water conservation in hilly catchments, wetland boundary demarcation, wetland restoration, tree growing and participatory natural resource governance. The CECF model will also be replicated at the new sites. Thus the replication of models in other areas, while benefiting the downstream model communities, is seen to be happening, which will ensure financial and environmental sustainability.

The development plans of all the districts [2013-14] [Table 8] were also reviewed, and it was observed that the districts have already incorporated interventions initiated under COBWEB such as the community conservation plans in the district plans and budgets [total allocation US \$ 147,760], again a small amount due to dearth of funds at the levels of the district and the MoLG. However, the Chief Administrative Officers [CAOs] in all the districts committed to allocate more funds for community development and conservation activities from unconditional grants and funds raised at the district level.

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<sup>2</sup>Personal Communication, 2013. Bagyenda Robert [Robert.BAGYENDA@iucn.org], Program Officer, IUCN, Kampala

**Table 8. Budget Allocation [FY2013-14] by Districts in the COBWEB Project Areas on Activities Similar to COBWEB Project**

Activity/ Output	District	Amount [Million UGX]	Amount [US \$]
<b>River Bank and Wetland Restoration</b> <ul style="list-style-type: none"> <li>▪ Wetlands demarcation and restoration</li> <li>▪ Stakeholder Environmental Training and Sensitization in ENR monitoring</li> <li>▪ Surveys for Monitoring and Evaluation of Environmental Compliance</li> </ul>	Isingiro	179	71,600
<b>Quarterly visits to fragile and areas of threat</b> <ul style="list-style-type: none"> <li>▪ Community sensitization on natural resources management [radio talk shows, meetings at sub-county level, council and DTPC]</li> <li>▪ Tree planting by communities at sub-county and household level</li> <li>▪ Sensitization of public on climate change and global warming</li> </ul>	Katakwi	82.4	32,960
<b>Community Training in Wetland management</b> <ul style="list-style-type: none"> <li>▪ Surveys for Monitoring and Evaluation of Environmental Compliance</li> <li>▪ Land Management Services [Surveying, Valuations, title deeds and lease management]</li> <li>▪ Community Training in Wetland management</li> </ul>	Rakai	52	20,800
<b>Establishment of the district nursery</b> <ul style="list-style-type: none"> <li>▪ Protection of degraded wetlands</li> <li>▪ Promotion of ecotourism</li> <li>▪ Compliance monitoring and evaluation</li> </ul>	Ngora	56	22,400
		<b>TOTAL</b>	<b>147,760</b>

However, both the MoLG and MoWE expressed their desire to have a new project covering most of the districts, for long-term sustainability and up-scaling of the CCA model.

*Socio-Economic Sustainability* of the project is well observed as all the stakeholders, Government [MoWE, MoLG, District Local Governments], civil society organizations [IUCN, NU, UWS], and the local communities, registered or un-registered, see this project in their interest. Central Government is satisfied as it is contributing towards Uganda's commitments to global conventions, such as CBD, Ramsar Convention and UNFCCC, and also improving the livelihoods of poor at the grass root level. The District Governments see this project as an opportunity for them to establish their credibility at the ground level. The CBOs and local communities are fully aware that their survival is fully dependent on the lake[s] and biodiversity in there. The partner NGOs are eager to up scale the successful initiatives.

The opportunities of eco-tourism in both south-western and north-eastern Uganda have created a great deal of awareness amongst the private sector. A businessman from London [who lived in Teso since 1963 and taught Mathematics in Teso College Aleot] has approached the CAO, Ngora District and expressed his interest to have a portion of Kapir rock for the establishment of Lake Bisina view tourist lodge<sup>3</sup>. The proposal is to build a hotel for accommodation of up to 40 people, conference facilities and organize boat

<sup>3</sup> Communication addressed to CAO, Ngora, dated 4 Nov. 2013 [montforman@gmail.com]

rides and tourist safaris to shoebill stork viewing locations. The proposal is being considered by the Ngora district administration. It demonstrates the interest of the private sector to establish and support eco-tourism.

At Lake Nakivale lake shore, there is a major camp of refugees housing about 10,000 households. The camp is managed by the UNHCR. The households fetch water and other resources from the Lake. The buffer tree plantation established by the NEMA / District Government at this site is impressive. However, the mission observed several trees [about 3-4 year old] cut by the resident communities. The camp authorities and refugee communities need to be sensitized to save this plantation.

During field visits, the mission observed that the local people and leaders are highly welcoming and security is highly satisfactory. As an example, in community consultations with [Kapir Community Conservation and Development Association, Kapir Sub-county, Ngora District], one of the Members of the District Council [Ms. Salamma Alice Opada, Member District Council]<sup>4</sup>, who participated in the consultations, reported how she has been mobilizing the district council and administration for the support of COBWEB project. In September 2009, the honorable Minister for Water and Environment and Chairman and members of the Parliamentary Committee for Natural Resources participated in a field tour of wetlands in Kampala, Mukono and Pallisa districts and attended a workshop on wetland issues<sup>5</sup>. They appreciated the programme and committed to provide necessary parliamentary support for addressing issues of wetlands degradation. Therefore, the mission did not observe any social or political barrier against the project.

*Institutional Framework and Governance Risks*-The project contributes towards the mandate of the MoWE to conserve wetlands and the mandate of MoLG to support district councils and decentralization process. Therefore, it fits in the mandate of the Government plans, policies and strategies, such as National Wildlife Policy, National Policy for the Conservation and Management of Wetland Resources and National Climate Change Policy and Uganda NAPAs prepared in 2007. It is also in line with the UN/UNDP priorities identified under UNDAF, CPD and CPAP. The process of delivery which has been adopted by this project to engage IUCN to coordinate and implement programmes through UWS and NU and district governments operated well and should be emulated for future opportunities. As the District Governments did not have sufficient operational funds, the project was an opportunity for them to show their progress. The fund disbursement mechanism was efficient, as UNDP provided funds to IUCN who in turn transferred these to partners. The funds did not go to the Government exchequer, but the expenditures incurred by the district / central government staff were reimbursed. Transport facility was provided to the District Government staff as they lacked this facility. This mechanism was appreciated by the central and district governments. Further, at the central level, the WMD, UWA and NEMA were fully involved in implementation. In fact, the partnership developed between civil society and the Government institutions was exemplary which enabled the project to fully achieve the results.

Accountability of funds was found to be satisfactory as all the organizations have their proper accounting and auditing systems. At the CBO level, funds are managed by the Treasurer under the supervision of the executive body of the CBO. Financial records of the CBOs were verified by the mission and were found to be properly maintained along with bank receipts and other records. Given the fact that the CBO affairs are managed by a group of people and not an individual, it ensures the accountability and transparency.

*Environmental Risks*- the project activities did not yield any environmental risk, rather it helped to conserve the environment and biodiversity and increasing livelihood opportunities at the same time. The project interventions helped to demarcate the lake boundaries and thus halting encroachment / agricultural expansion in the lake shore areas.

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<sup>5</sup>Wetlands Management Department brochure 2009 [mail@wetlands.ug.org]

*Biodiversity Conservation*-Nature Uganda has been monitoring the density of various bird species for the last several decades. A publication on 20 years of waterfowl counts in Uganda is in press. The results<sup>6</sup> indicate that in Bisina, all the species seem to show stable numbers except for Long-tailed Cormorant (*P.africanus*) that shows an increasing trend. The African Jacana (*A.africanus*) was recorded in all the counts conducted at this site. Interesting records for this site include for the African Pygmy Goose (*Nettapusauritus*) [usually rare in other sites] with a total of 187 individuals, Lesser Jacana (*Microparra capensis*) with 167, Purple Heron (*Ardea purpurea*) [East African listed species] with 208 and the White-winged Tern (*C.leucopterus*) [apaleartic migrant] with 834 individuals. In Opeta, apart from African Jacana (*A.africanus*) and the Common Squacco Heron (*A.ralloides*) that showed stable numbers, the other species such as purple heron, Pied Kingfisher [top of the food chain species] and Lesser Jacana all indicated increasing trends.

*Climate change risks*- like in other countries, temperatures in Uganda are rising, and the rainfall pattern is changing, leading to water scarcity; which is most needed for most development interventions. The community elders at Kacheera reported that the lake level has gone down by at least five feet over a period of about 30 years- current comparison of water level compared with what they were observing in their childhood. Communities at Lake Opeta reported that their cassava crop in 2012 failed due to continued drought. Thus, there is a natural response from communities to conserve soil and water and protect lake resources for their own sustenance. However, this calls for support to communities in dryland farming.

Keeping in view the financial, institutional and socio-economic factors, the mission has awarded a rating of 3 [moderately likely] at a scale of 1-4 [4= highly likely] for sustainability.

### 3.3.5 COUNTRY OWNERSHIP

The COBWEB project evolved from a GEF small grant project, and the GoU represented by the Ministry of Finance, Planning and Economic Development was fully involved in the formulation of the project, and it committed involvement of its ministry and departments such as MoLG, MoWE [represented by WMD], UWA, and NEMA. The PAC consisted of representation of all these departments, and was chaired by the Permanent Secretary, Ministry of Water and Environment. The District Governments allocated their budgetary resources and staff time for project activities. NEMA provided support in enforcement of lake boundaries and plantation of buffer zones. The GoU was also instrumental in mobilizing co-financing. The GoU Departments were fully engaged in implementation of project activities at central and local government levels. Given the GoU high level of engagement at every stage of the project, it quickly adopted the CCA model of extending PAs through community participation, instead of policing. The review mission verified that the government fully owns the results for replication and up-scaling as is evident from the formulation of legislation by the District Governments, formulation of wildlife policy and CCAs by UWA and preparation of wetland bill by WMD which are at the approval stage.

### 3.3.6 MAINSTREAMING

The project design did not deliberately include gender mainstreaming. However, given the proactive nature of women in Uganda, formation of CCA groups ensured that at least 50% of the members in all the CBOs at 6 locations were women, including some office bearers. In all the community meetings held by the mission, about 40-50% participants were women. The women members also take loans from the CECF and use the money for income generating activities. Thus the element of women economic empowerment has been mainstreamed in the CCA model, and greater awareness to women has been provided. However, the project did not include WASH activities in the design, which was considered essential by the communities.

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<sup>6</sup>Personal Communication 2013. Michael Opige [michael.opige@natureuganda.org](mailto:michael.opige@natureuganda.org) Program Manager, Nature Uganda

The results of COBWEB project contributed towards the achievement of objectives of the National Development Plan [2010/11 - 2014/15], which has objectives to restore degraded ecosystems [wetlands, forests, rangelands and catchments] to appropriate levels, and ensure sustainable management of environmental resources and minimizing degradation. Considering that the environment contributes to the productivity of other sectors like agriculture, fisheries and industry, the project was, therefore, implemented in response to Uganda's need to build capacity at national, district and community levels to ensure sustainable management of environmental resources and minimize degradation, so as to contribute to sustainable development.

The project was intended to support the realization of the overall 2006-2010 UNDAF Outcome 2 by promoting wise-use activities like eco-tourism and sustainable fishing, which contributed towards sustainable livelihoods and employment among vulnerable segments of the population in Uganda. The project also supported achievement of the current UNDAF 2010-2014 Outcome 2.3, which states that "Vulnerable communities, Government, Civil society and the Private Sector are sustainably managing and using the environment and natural resources for improved livelihoods and to cope with the impact of climate change".

The project contributed to CPAP outcomes by building capacity among communities and local government institutions to sustainably utilize and manage the bio-diverse wetlands at CCA sites. The project resources have been applied towards the achievement of CPAP outcome which is stated as "Natural and Energy resources are used and managed in a manner that is sustainable and contributing to growth and poverty reduction"; as well as the following CPAP output[s]:

[i] Selected policies and strategies for sustainable Environment, Natural Resource Management, Climate Change adaptation/ mitigation and DRR/M in place; and

[ii] Sustainable ENRM, climate change adaptation and mitigation pilot initiatives that inform policy implemented by Local Government and civil society organizations.

### **3.3.7 IMPACT**

Impact evaluation assesses the changes that can be attributed to a particular intervention, such as a project, programme or policy, both the intended ones, as well as ideally the unintended ones. In contrast to outcome monitoring, which examines whether targets have been achieved, impact evaluation is structured to answer the question on how outcomes such as participants' well-being would have changed if the intervention had not been undertaken. This involves counterfactual analysis, that is, "a comparison between what actually happened and what would have happened in the absence of the intervention." Impact evaluations seek to answer cause-and-effect questions. In other words, they look for the changes in outcome that are directly attributable to a programme.

The impact of COBWEB was three-fold, firstly on the livelihoods of local communities, secondly on the extension of PAs and conservation of biodiversity, and thirdly on the conservation of natural resources. The process indicators, such as maintenance of lakeshore buffer zones, improved fishing methods, monitoring of biodiversity and increase in number of species, fish size increase and improved income levels through increase of productivity per unit and income being earned from ecosystem activities, indicate that the project will have a high impact on natural resource conservation and livelihoods [see Section 4 for more information], which otherwise could have been deteriorated over time. The impact of the project interventions on biodiversity conservation and sustainable livelihoods are yet to be seen as the project activities were mostly conducted during the last two years of implementation. However, the process indicators are showing positive signs.

The worst case scenarios could emerge in the wake of wide-spread drought and un-aware communities, and the mission views that this risk will be reduced to a great extent because of the environmental education provided by the project at all levels.

At the time of COBWEB implementation, the wildlife policy and wetlands bill were under review, and the GMP for the Pian-Upe wildlife reserve was under development. These processes provided opportunities to the project to provide inputs and thus influence the PA and wetlands policy and planning. The legal measures that WMD, UWA NEMA and District Governments have taken will lead to major policy impacts in future. Further, the adoption of this model by other countries will have an enormous impact in the field of conservation of natural resources.



## 4.0 CONCLUSIONS, RECOMMENDATIONS AND LESSONS LEARNT

The aim of the COBWEB project was to develop, pilot, and adapt suitable PA paradigms in two representative wetland systems adjacent to two terrestrial protected areas networks of Lake Mburo National Park and Pian-Upe Wildlife Conservation Area. The purpose was to conserve biodiversity and promote its wise-use and to integrate community conservation models into the national planning and protected areas planning processes. The project has yielded significant results in terms of developing and testing the CCA model to extend the traditional PAs through community based mechanisms, wise-use of biodiversity and increasing income opportunities at the household level. The co-financing from Central Government was estimated at US \$ 1.2 million, and the District Governments have allocated US \$ 147,000 for the fiscal-year 2013-14 to continue the initiated activities in all the established CCAs. The co-financing of the communities was estimated at US \$ 275,520. This indicates strong commitment and ownership by the Central and District Governments and the local communities.

The CCA model has been adopted by UWA and the WMD has prepared guidelines for scaling up this model and extending PAs through community-based approaches. The central and district governments have adopted these approaches in their annual plans, which was observed by the review mission on scrutinizing the planning documents along with budget allocations. Biodiversity is being monitored at the sites, of which two are Ramsar sites. The records indicate that the number of key species including fish and birds are either stable or increasing. The project has thus contributed towards the achievement of global environmental benefits.

At the community level, during the review mission discussions, the members cited examples of increase in their income levels. For example at Lake Nakivale CCA, it was reported that due to soil and water conservation measures, banana production has been increased. Before COBWEB interventions the farmers used to get about 10 bunches of banana worth UGX 10,000 per acre per month. By following improved farming practices, the farmers now get up to 40 bunches per acre per month, worth UGX 40,000. Before, COBWEB interventions, use of under-sized nets of 3 inches would lead to harvesting of about 100 small fish, which would fetch about UGX 5,000. However, with the use of right sized nets, the same fisherman reported that he get about 10 large size fish that fetch UGX 20,000 per day. It was reported that in the Rukinga BMU group, Nakivale CCA, at least 3 students have been sponsored by their parents, from increased income from fisheries, to get university level education. At Kacheera CCA, it was reported that prior to the project, fishermen had started to migrate to Lake Victoria and Lake Mburo [70 fishermen migrated]; but after the fish catch improved, they have returned back. The increased income and satisfaction of communities has also contributed towards the reduction of crime rate. Before COBWEB interventions, about 15 goats used to be stolen every day and now it is hardly possible that a case of goat theft is reported in the same area. Likewise, before COBWEB interventions, 3-4 houses were broken in by thieves per week but now it has been stopped altogether. Thus the project has contributed towards the improved livelihoods of communities and social cohesion besides achieving the global environmental benefits. A number of lessons have been learnt from the project, which are discussed in the following pages along with recommendations.

### 4.1. PROJECT DESIGN

**Engagement of private sector in eco-tourism** -one of the widely cited interventions in the progress reports is the promotion of eco-tourism in the project area, which is possible due to the natural scenic beauty

that most of the Uganda countryside offers. In the opinion of the review mission, it is still in infancy stage at all the sites, due to several deficiencies such as lack of marketing through appropriate channels and tour companies and operators, poor access roads, limited capacity by local communities to act as tour guides and lack of facilities for tourists. The mission observed that though the communities and districts are excited about the eco-tourism and view it as a potential source of income in the project area, the major facilities required for tourism are non-existent at all the sites. The road infrastructure in the North-East [Mbale to Soroti and from Soroti to Lake Opeta] is extremely bad and transport facilities are not available. At all the sites, there is no eating / camping and safe drinking water facility, and enough safety jackets for boat riders and passengers. In the south-west the road infrastructure is good. Lack of proper infrastructure repels the tourists rather than attracting them. Further, the communities have been recently organized and they are not fully trained in organizing tours. The project design missed the engagement of private sector in eco-tourism. Having developed the eco-tourism options at the project sites, the project should have interacted with the private tour operators to bring the tourists to the project area. In this regard the project should have developed relationships with the Uganda Tourism Board and the Uganda Community Tourism Association (UCOTA) to advocate for including CCAs in the existing tourism routes and marketing the areas. As discussed earlier, the climate change effects are fast-unfolding in Uganda, like in other countries, and therefore, it is vital that any future project of this nature should help further develop eco-tourism to diversify income generating options. For example, a Solimar International Project<sup>7</sup> [funded by USAID] in Uganda implemented a project in Albertine Rift in collaboration with UWA, US Forest Service, UCOTA, ECOTRUST, the Jane Goodall Institute (JGI) and NU, and reported that from 2010-12, the programme made the following impacts:

- 60% average increase in revenue for community business;
- 35% reduction in people in abject poverty in targeted communities;
- 20% increase in people over the poverty line in communities;
- Helped the UWA to increase park visitation in targeted parks by 16%; and
- Over US \$4,000,000 leveraged in partnership support for conservation and community activities.

For tourism to have significant positive impact for protected areas and communities, an integrated approach is needed, involving action in five following areas:

- a. A government framework to support tourism and conservation;
- b. A destination approach to tourism development and marketing;
- c. Support to businesses in the destination;
- d. Establish and leverage partnerships in support of the destination; and
- e. Tools and actions that help to promote the destination.

***Recommendation 4:*** The District Local Governments should work with the Uganda Tourism Board to include and popularize CCAs in the tourism routes/ circuits. UNDP Uganda projects on tourism could also play a major role in this regard. These should facilitate the private sector and provide concessions to develop tourism facilities in the project area. It should also serve as a link between the local CBOs and the private sector. IUCN, UWS and NU should provide technical support to the CBOs and help develop alternative means of livelihood through eco-tourism. Ideally the District Governments, CBOs, IUCN, UWS, NU and private sector should develop partnership to share responsibilities and revenues earned. This intervention could provide financial sustainability in the CCAs. It is feared that in case of severe drought and consequent crop failures, the communities may convert drying lake shore areas into agricultural fields, which will be adversely affected due to flash floods. The droughts and flood always come in a cyclic order.

**Logical framework analysis** given in the project document is very rudimentary. It does not give indicators and targets to be achieved at the output level. Likewise, there are no targets mentioned for the activities. This

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<sup>7</sup><http://dtxtq4w60xqpw.cloudfront.net/sites/all/files/docpdf/session5presentationmrsimonjones.pdf>

leads to poor control for the production of results, and the work plans and targets to be achieved were totally left at the discretion of IPs.

*Lesson 1:* In future projects, UNDP/GEF should ensure that quantifiable performance indicators and targets to be achieved for each output are given in the ProDoc. Likewise, targets and process indicators for all the activities should be given. This will permit measurement of the results planned versus actually achieved.

**Provision of WASH facilities-** drinking water and hygiene facilities such as latrines are non-existing at the lake shores at all the sites. The communities at Rukinga beach along Lake Nakivale reported that they had to collect drinking water from the lake, and many times the water collectors are attacked by crocodiles. Further, when the people visit the lake, they get biased and are lured to cut trees in the buffer zone.

*Lesson 2:* The mission recommends that in future projects, WASH [water, health and sanitation] facilities should also be provided to the communities, making this conditional for the conservation of CCAs. Further, sufficient community water pumps [hand / solar pumps] should be provided in the villages, so that the people do not have a need to go to the lake to collect water.

## 4.2. IMPLEMENTATION

**Procedural delays-** The project formulation was reported to have taken about five years. The project was approved in mid-2008 but activities started after one year. The lost time was compensated in the form of no-cost extension for one year. Though the time duration remained the same, but inflation led to higher input costs and the project lost co-financing from BTC. The BTC had committed a co-financing of \$ 400,000 per year, and the BTC project completed after one-year of the start of COBWEB, thus it lost a co-financing of \$ 1.2 million. The increased input cost also forced the implementers to reduce the CCAs from the originally planned 9 to 6 and led to a consequent less coverage of the number of households and conservation area. The IPs reported that several times the quarterly advances were received during the last month of the quarter and there was a pressure to spend the funds to improve delivery. Such a practice leads to production of results in a haste and undermines accounting procedures, therefore, in future projects such a practice should be avoided.

*Lesson 3:* UNDP/GEF should expedite the project formulation and approval and start the project immediately after approval. Unnecessary delays inflate the cost of production of results and bring bad impression about UNDP/GEF.

**Project Assets-** all the District Governments reported that IUCN has taken away the two shared vehicles, which have been returned to UNDP. This practice has negatively impacted the operation of DEOs and DFOs. The staff does not have any means to go to the field and monitor the buffer zones. For example, in Katakwi District Office there are only two vehicles which are used by the district leaders [CAO and District Chairperson]. The distance from the District Office Complex to Lake Opeta is about 40 km [about 2 hour drive] and the road leads through swamps and at many places the road is submerged under water. Without a 4 x 4 vehicle, it is just impossible to visit this site.

**Recommendation 2:** The mission recommends the return of the vehicles back to the district offices immediately, so that proper technical support to communities remains available and buffer plantations and lake boundaries are jointly monitored by communities and district authorities on regular basis.

**Micro-credit-** at all the 6 CCAs, the COBWEB project provided about US \$ 3,000 as micro-credit grant that was managed as a revolving fund [CECF]. The community members raised almost an equal amount through membership fee, interest earned from loans and ecotourism services. The community members are eligible

for micro-loans, provided they are planting trees or growing nurseries. This modality has increased the demand for seedlings, which calls for establishing more than one nursery in a CCA. The interest rate charged ranges from 2-10% per month, which is extremely low as compared with the banks or Savings and Credit Cooperative Organizations which charge 15-20%. The loan amount which is advanced is about US \$ 20 to 30 per person, which is supposed to be returned in 3 equal installments along with the interest rate. At Lake Kacheera CCA, there are 55 members [20 women] and each member contributes UGX 10,000 per day on account of his/her savings. The amount collected [UGX 550,000] is provided to a member selected randomly from the group who has not yet got a loan. The money is given out as an interest free loan, and the procedure continues on daily basis until all the members have benefitted. Most people use the loan or saving for purposes of education of their children or on health. The micro-credit and savings schemes have cemented the relationships among the community members, who meet on daily basis not only to get the loan but also to discuss other development issues in the area. At all the sites, the communities proposed that future support should involve an increased revolving fund amount so that a maximum number of members could get advantage from the scheme.

Lesson 4: In future projects, each CBO may be provided a micro-grant of a minimum of US \$ 10,000 as revolving fund, and the interested members may be provided loans of higher amounts to start up their business or solve their pressing needs.

**Monitoring, Evaluation and Reporting-** the project followed the LFA and other monitoring tools to record the data. The project design also included a plan to organize a mid-term evaluation, which was not conducted due to the late start of the project. The execution of such evaluations during the project life is extremely important to make changes in the implementation process or design change. For example, had the mid-term evaluation conducted, the project design could have been changed to involve the private sector in promoting eco-tourism, and the communities could be earning substantial income from tourism.

Lesson 5: In future projects, UNDP must commit with the monitoring and evaluation protocols as approved in the ProDoc. The external mid-term evaluations are extremely important to learn from the on-going processes to make any changes in project design and implementation procedure.

CCAs will remain effective without any ecosystem degradation as long as the communities earn their livelihoods from other means as well as use the CCA resources judiciously. The mission interacted with all the CBOs who reported an increase in their income levels, which is usually spent on education and health. This is a highly positive contribution of the project but the project team failed to record the confounding benefits accrued in terms of livelihood improvement in quantitative terms which were yielded from the project. In general there is a tendency that the environment projects do not report on their contribution to poverty alleviation and vice versa. Overall impression about the terminal report is that the IPs missed to document several contributions which they had actually made. It was agreed, that the PIR format does not allow capturing all results but these could be given in the report in the form of annexes.

**Recommendation 3:** IUCN and other partners should undertake a short study on the impact of project interventions on the socio-economic development / improvement in the project area. This will contribute to information for use to convince communities to follow the conservation approaches on one hand and to secure funds from the GoU and donors for similar projects in future.

**Women empowerment-** The CBOs formed in all the CCAs had both males and females as members. For example, at Nakivale Lake CCA, out of 60 members 40 are females; at Kacheera CCA, the fisheries resource user group has a total of 55 members, out of which 20 are women; at Lake Opeta CCA, the CBO has a membership of 100 persons, out of which 44 are women; and at the CCA at Lake Basina, Kapir community group there are 175 members [83 registered]. Out of 83 registered members, 49 are females. Thus the project has helped empower women economically as well as highlighting their role in the decision-making process. Most women reported that they spend the income on their children's health and education. At all the sites,

100% children were reported to be primary school going. A woman at Kapir reported that the increased income has enabled her family to send her son in Kenya to get higher education.

*Lesson 6:* The COBWEB project has offered a very good example of mainstreaming gender in the development process and women economic empowerment. UNDP and other IPs should promote this approach in all the projects.

**Valuation of lake resources-** in general the people appreciate lakes as water bodies that provide fish and wetlands as wastelands. However, the wetlands play an important role in water cleaning and purification by holding the solid wastes, absorbing the heavy metals and carbon sequestration. Wetlands also play an important role of acting as breeding sites for most of the fish species. Lakes not only serve as a source of fish for human consumption but also host hundreds of other species which play an important role in the food web. Disappearance of any species from the food web, will affect the population of other species. It is important to quantify the value of services and resources that lakes and wetlands provide, to convince planners and policy makers to enhance allocation of resources and to make the resource users appreciate the need for wise-use.

**Recommendation 4:** IUCN should undertake a study to determine the economic value of lakes and wetland resources in the project areas. This will help justify more fund allocation for wetlands and lake management and strengthen the wise-use of resources by the users.

### 4.3. FORGING PARTNERSHIPS

**Community-based CCAs management model-** The project has been instrumental in developing the CCA Management Model, which is being successfully practiced in the project area. The effects of this model in terms of replication were witnessed in Kamuri Parish, in Lake Nakivale Community Conservation Initiative Isingiro district. Soil erosion and siltation of the lake was reported to have been reduced due to better soil conservation practices [planting of fruit trees, making trenches and growing *Calliandra* hedge row which controls soil erosion, provide mulch, fodder and fuel-wood]. The CBO has planted 50,000 tree seedlings and has a nursery of 20,000 seedlings. Grafted mangoes are being grown which are high yielding as compared with local varieties. Due to soil conservation activities, the banana yield has increased. Previously a banana bunch used to be sold at UGX 3,000 and now it sells at UGX 10,000 per bunch due to an increase in the number and size of banana clusters per bunch and size of banana. The same model is being replicated by the National Agricultural Advisory Services [NAADS] in the area. Lake demarcation and monitoring of tree plantations, and fish counts [various species], and lake monitoring is being done on regular basis. It was reported by the Kacheera CCA that the communities in Kiruhura District, at the other side of the lake, are copying the CCA management model and sometimes also borrow the COBWEB facilitated boat for monitoring. The micro-credit programme is serving as a binding agent to keep community members together. Under routine operation, due to limited operational funds for the District and Central Government staff, they visit the communities after a long gap, which gives a bad impression. This has been rectified by the provision of operational funds by COBWEB, which bring the groups together as part of monitoring of the CECF. Further, it is impossible to cover the entire district by 2-3 staff members of the district. On the other hand local NGOs / CBOs have their presence on the ground on daily basis. Further, the strong point of involving Government institutions is that the lessons learnt and good practices are immediately included in the policies, plans and strategies. Besides the establishment of CCAs and income gains, the project has helped to improve the image of the Government institutions, which is a win-win situation for all the partners.

*Lesson 7:* In future projects of UNDP, the COBWEB community conservation / partnership model of bringing together Government and NGOs / CBOs in a joint project or programme, should be practiced. Further, the private sector should also be involved to generate multiple streams of income in the area.

**Law enforcement-** The enforcement of demarcation of lakeshore boundaries was performed by NEMA in collaboration with the district and local communities. NEMA has obtained the coordinates of lake boundaries which is a scientific evidence of the lake shores. Further, with the assistance of the Prime Minister's office, NEMA in collaboration with the District Governments has planted buffer plantations to remove any ambiguity in future. Lake monitoring to stop illegal fishing [use of inappropriate gears, catch from fish breeding sites and inappropriate timings of fishing] is successfully being carried out by the CBOs. Each CBO has a defense department which stops illegal fishermen. The CBO members also take collective actions against thieves in the area. This is a highly effective law enforcement mechanism, however, CBOs reported that generally police does not take actions against the stubborn illegal fishermen or thieves, which is a disappointment and demotivation for them.

**Recommendation 5:** The local police should also be sensitized about the biodiversity conservation and sustainable use of biodiversity in the CCAs, and the Citizen-Police-Liaison Committees be established in the problematic areas.

**Degradation of buffer zones by refugees-** at Rukinga beach [Lake Nakivale], NEMA had evicted the communities settling in the lake shore areas or using the buffer zones for agricultural practices. The local communities indicated willingness to observe the lake boundaries. However, refugees settled in this area, pose a serious risk of encroachment again in the lake shore areas by growing annual crops. The mission observed that several trees planted in buffer zones were cut, and maize was planted in the buffer zone. This negates the gains already made.

**Recommendation 6:** The DEO, DFO and Ugandan locals residing in this area should liaise with the refugee communities and UNHCR and sensitize them not to undertake any activity in the buffer zone. IUCN and other NGOs could develop some mechanism for these communities to use buffer zone monitoring and payment mechanism based on the PES [payment for ecosystem services] principles. Income earned from the sale of mature trees, revenue from fish and eco-tourism could be used to cover the PES and can boost the CECF.

**Coordination among the public institutions-** Keeping in view the importance of Lake Opeta as a Ramsar site, the Katakwi District Local Government has made the road from Katakwi District Headquarters to the lake [about 40 km]. However, later the Uganda National Roads Authority [UNRA] upgraded the road to a trunk road and became the custodian of the road. For the last several years, there has been no maintenance of this road, which is disappearing very fast. At present neither the District Government nor UNRA is maintaining this road.

**Recommendation 7:** UNRA must improve roads leading to PAs, lakes in general and Ramsar sites in particular, so that the experts are able to visit the sites more frequently, advise local communities and eco-tourism could be promoted.

#### 4.4. SUSTAINABILITY AND UP-SCALING

**Replication and scaling up-** The 6 management plan implementation committees and CBOs established to manage these CCAs is an excellent model of managing the lake resources in a participatory manner, involving local communities and to extend the PAs. However, the model has not been replicated and scaled up at any single site by the local communities or District Governments. The sustainability of the CBOs is not being seen as a problem; given the management and control systems they have put in place. However, replication of the model to cover the entire lake periphery, for example, was not observed anywhere. This is probably due to the missing link of private sector and development of micro-businesses. Once a monetary value is attached to any activity, replication becomes automatic.

*Lesson 8:* In future projects, assistance should be provided to establish several nurseries of high value fruit trees to meet the increasing demand and to support women as nursery entrepreneurs. Communities should also be compensated using Payment for Ecosystem Services [PES] approaches on the basis of number of trees standing in the buffer zones, and members trained in various agro-based / livestock / fisheries products to establish small businesses. All the facilities should be provided conditionally that the beneficiaries must be growing trees and shrubs and using natural resources endowed wisely. The communities should be assisted to develop facilities at other landing sites and funds provided on cost-sharing basis. This would help to replicate and scale up the project.

*Lesson 9:* For scaling up purposes, the IPs should jointly develop consolidated guidelines in English and local languages for defining the key interventions. Such guidelines should cover lake boundaries and buffer zones demarcation, management of plantation of economically important tree species in buffer zones, as well as on farmlands, starting a business of plant nurseries, orchard management, soil and water conservation, sustainable fish production and processing, biodiversity counts, animal husbandry, CBO formation and eco-tourism. These guidelines would be used by other communities to scale up the interventions. Since IUCN has secured a grant from GIZ and Coca Cola for replicating the model in Rwizi river catchment, it is expected that it would develop such guidelines and distribute them amongst the CBOs and District Governments for wider dissemination and education of the communities.

## 4.5. WAY FORWARD

**Continuation of support to communities in CCAs and up scaling-**The COBWEB project has done an incredible job to organize the communities and has shown them the way out to conserve soil and water, use lake resources judiciously and develop multiple streams of income. This is essential to mitigate and adopt the climate change impacts, which are appearing now in the form of droughts but likely to appear in the form of flash floods as well in future. Moreover, this was done during the last 2 years of project implementation. The communities, district and central government officials and the partner NGOs expressed their strong desire to up scale the models, to cover the entire lakes. The Permanent Secretary, MoWE recommended that the successful interventions should be scaled up to cover the districts in their entirety. The Government has already requested UNDP to provided technical assistance, which is under the consideration of UNDP in the form of designing the SWAMP project [Systematic Wetland Assessment and Management Project]. The mission offers the following recommendation in this regard:

**Recommendation 8:** UNDP should develop a Programme Support Document [PSD] for SWAMP; covering all the wetlands in Isingiro, Rakai, Katakwi, Ngora and other districts. The same partnership model [Government – UNDP – GEF – civil society organizations] should be adopted along with private sector to promote eco-tourism. It could be termed as SWAMP project or “CLIMATE-PROOFING LOCAL DEVELOPMENT GAINS” project to include the upstream as well as downstream communities, extending and protecting community-based PAs from over-harvesting of resources as well as from climate change. The project should be scaled up to cover the entire four lakes identified in COBWEB project. In this PSD technical assistance should be provided for dryland agriculture and livestock production, as well besides fisheries. Further, support should be provided to communities in upstream areas as well; because soil erosion due to heavy rains will negatively impact the downstream communities and the lake level. Likewise, in the north-east support should be provided for dryland farming to provide communities livelihoods opportunities in their areas instead of them looking towards the lake resources as the only source of income and using the resources indiscriminately. Such a project should also have interventions in WASH sector to address the community needs holistically.

Uganda and Egypt may work together through this PSD for co-management of wetlands which feed into the Nile River. The funding sources that could be tapped are:

- UNDP core resources and GEF;
- Central Government of Uganda for soft component as well as hard component for building tourist facilities, and rehabilitating degraded roads;
- NUSAF2 [Second Northern Uganda Social Action Fund];
- District Governments to impose and collect tax on fisheries, charcoal [particularly in Rakai district] and wood; and support interventions from the revenues collected;
- Community – private sector partnership to generate funds for the CBOs from eco-tourism;
- Multi- bi-lateral donors;
- Egypt-Uganda Water Weed Control Programme;
- Nile Basin Initiative;
- Water tax, where the Water Supply Companies should allocate funds collected from the revenues of water sale as the wetlands serve as water cleaning and purification agents; and
- Hydropower generating companies to contribute for water holding and recharging services.



## **ANNEX I. TERMS OF REFERENCE**

### **CONSULTANCY FOR TERMINAL EVALUATION OF THE “EXTENDING WETLAND PROTECTED AREAS THROUGH COMMUNITY CONSERVATION INITIATIVES” [COBWEB] PROJECT**

#### **Background**

The Extending wetland protected areas through community conservation initiatives” [COBWEB] project aimed at strengthening the Ugandan Protected Area [PA] network by expanding the coverage of the PA network to include the country’s biologically important wetland ecosystems of Lake Mburo- Nakivale and Lake Bisina- Opeteta sites in South Western and North Eastern Uganda. Management was geared to the specific needs of wetlands to allow for the development of protection and sustainable management strategies that are implemented by rural communities and adaptable to other PA systems across the country. These wetland Community Conservation Area [CCA] models were designed to optimize the effective management and sustainability of the expanded PA networks. The Project was implemented by a consortium comprised of the International Union for Conservation of Nature [IUCN], the Wetlands Management Department [WMD], Ministry of Water and Environment [MWE], Nature Uganda [NU] and Uganda Wildlife Society [UWS]. The project had a total budget of US\$ 900,000 including US\$ 800,000 from GEF and US\$ 100,000 from UNDP Core resources for duration of 4 years from 2008 to 2012 with a 1 year no cost extension up to June 2013. The expected outcomes of the project were:

- Biodiversity in wetlands is conserved within Community Conservation Areas [CCAs].
- Wise-use strategies for bio-diverse wetlands implemented without loss of biodiversity function.
- Community conservation models integrated into national planning and protected areas processes.

In accordance with UNDP and GEF M&E policies and procedures, all full and medium-sized UNDP support GEF financed projects are required to undergo a terminal evaluation upon completion of implementation. These terms of reference [TOR] sets out the expectations for a Terminal Evaluation [TE] of the “Extending wetland protected areas through community conservation initiatives [COBWEB] project. It is upon this background that UNDP wishes to recruit a team of two individual consultants to undertake this evaluation exercise in line with the detailed ToRs provided.

#### **Team Composition:**

The team will be composed of a total of two individual consultants including 1 international [Lead/ Team Leader] Consultant and 1 [Ugandan] national consultant. The consultants shall have prior experience in evaluating similar projects.

#### **Duties and Responsibilities**

The Terminal Evaluation will be conducted according to the guidance, rules and procedures established by UNDP and GEF as reflected in the UNDP Evaluation Guidance for GEF Financed Projects. The objectives of the evaluation are to assess the achievement of project results, and to draw lessons that can both improve the sustainability of benefits from this project, and aid in the overall enhancement of UNDP programming. The key evaluation questions are as follows:

- Relevance: How does the project relate to the main objectives of the GEF focal area, and to the environment and development priorities at the local, regional and national levels?
- Effectiveness: To what extent have the expected outcomes and objectives of the project been achieved?
- Efficiency: Assess whether the project was implemented efficiently, in-line with international and national norms and standards?
- Sustainability: To what extent are there financial, institutional, social-economic, and/or environmental risks to sustaining long-term project results?
- Impact: Assess whether there indications that the project has contributed to, or enabled progress toward, reduced environmental stress and/or improved ecological status?

**Evaluation approach and method:**

An overall approach and method for conducting project terminal evaluations of UNDP supported GEF financed projects was developed over time. The evaluator is expected to frame the evaluation effort using the criteria of relevance, effectiveness, efficiency, sustainability, and impact, as defined and explained in the UNDP Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-financed Projects. A set of questions covering each of these criteria have been drafted and are included with this TOR. The evaluator is expected to amend, complete and submit this matrix as part of an evaluation inception report, and shall include it as an annex to the final report.

The evaluation must provide evidence based information that is credible, reliable and useful. The evaluator is expected to follow a participatory and consultative approach ensuring close engagement with government counterparts, in particular the GEF operational focal point, UNDP Country Office, project team, UNDP GEF Technical Adviser based in the region and key stakeholders. The evaluator is expected to conduct a field mission to the project sites in South West and North East Uganda, including Lake Mburo-Nakivale and Lake Bisina-Opeta project sites. Interviews will be held with the following organizations and individuals at a minimum: Wetlands Management Department in the Ministry of Water and Environment, UNDP, IUCN, Nature Uganda, Uganda Wildlife Society, UWA, NEMA and the local governments of Katakwi, Ngora, Isingiro and Rakai and communities where the project was implemented.

The evaluator will review all relevant sources of information, such as the project document, project reports – including Annual APR/PIR, project budget revisions, midterm review, progress reports, GEF focal area tracking tools, project files, national strategic and legal documents, and any other materials that the evaluator considers useful for this evidence-based assessment. A list of documents that the project team will provide to the evaluator for review is:

- The COBWEB Project Document,
- Project implementation reports [APR/PIRs];
- Annual technical progress reports and work plans;
- Audit reports and Management Responses;
- Minutes of the project board Meetings;
- Financial Reports to UNDP;
- Reports of the studies undertaken by the project such as ecological, KAP, socio-economic, rapid economic valuation and other surveys;
- Project publications e.g. the lessons learnt book and any other documents produced as project outputs;
- UNDAF MTR 2012; and
- CPAP Review Report 2012

In addition, interviews with key informants and stakeholders will be held. Questionnaires, Focus Group Discussions, Interviews, Field visits, Observations, Participation of partners and Benchmarking should be used.

**Project finance/Co-finance:**

The evaluation will assess the key financial aspects of the project, including the extent of co-financing planned and realized. Project cost and funding data will be required, including annual expenditures. Variances between planned and actual expenditures will need to be assessed and explained. Results from recent financial audits, as available, should be taken into consideration. The evaluator[s] will receive assistance from the Country Office [CO] and Project Team to obtain financial data in order to complete the co-financing table below, which will be included in the terminal evaluation report.

**Mainstreaming:**

UNDP supported GEF financed projects are key components in UNDP country programming, as well as regional and global programmes. The evaluation will assess the extent to which the project was successfully mainstreamed with other UNDP priorities, including poverty alleviation, improved governance, the prevention and recovery from natural disasters, and gender. In addition, the evaluation will be included in the country office evaluation plan.

**Impact:**

The evaluators will assess the extent to which the project is achieving impacts or progressing towards the achievement of impacts. Key findings that should be brought out in the evaluations include whether the project has demonstrated: a) verifiable improvements in ecological status, b) verifiable reductions in stress on ecological systems, or c) demonstrated progress towards these impact achievements.

**Conclusions, recommendations and lessons:**

The evaluation report must include a chapter providing a set of conclusions, recommendations and lessons.

**Implementation arrangements:**

The principal responsibility for managing this evaluation resides with the UNDP CO in Uganda. The UNDP CO will contract the evaluators and ensure the timely provision of travel [including per diems] arrangements within the country for the evaluation team. The Project Implementing Partner will be responsible for liaising with the evaluators team to set up stakeholder interviews, arrange field visits, coordinate with the Government etc.

**Evaluation criteria and ratings:**

An assessment of project performance will be carried out, based against expectations set out in the Project Logical Framework/Results Framework, which provides performance and impact indicators for project implementation along with their corresponding means of verification. The evaluation will at a minimum cover the criteria of: relevance, effectiveness, efficiency, sustainability and impact. Ratings must be provided on the following performance criteria. The completed table must be included in the evaluation executive summary. The obligatory rating scales are included in the UNDP guidelines. A useful table to include in the evaluation report is set out below.

**Specific tasks for the Team Leader:**

In addition to the above, the Team Leader is responsible for the following:

- Review of documentation to be provided by the project [implementation/evaluation reports].
- Conducting fieldwork together with the national consultant and interview of stakeholders, national and local Government officials, and communities [especially private forest owners] to generate authentic information and opinions.

- Writing and compilation of the information and reports as needed.
- Responsibility for presentation of key findings highlighting achievements and constraints, and making practical recommendations to decision makers and stakeholders.
- Finalization of the Terminal Evaluation Report.

**Reference Materials:**

- Project Document for the “Extending Wetland Protected Areas through Community Conservation Initiatives [COBWEB]” project
- Quarterly and Annual Project performance Reports
- Project Implementation Review [PIR] Reports
- Project Monitoring Evaluation Tracking Tools [METTs]
- Project M&E Plan
- Final Project Mid Term Review Report
- UNDP GEF Evaluation Report Format
- UNDP Quality Criteria for Evaluation Report
- Ethical Code of Conduct for Evaluation in UNDP
- The Evaluation Policy of UNDP
- United Nations Evaluation Group Standards for Evaluation in the UN [2005]
- Norms of Evaluation in the UN system
- Any other relevant documents [to be identified]
- Guidelines for Ratings
- Terminal Evaluation Sample Report Outline

**Evaluator Ethics:**

Evaluation consultants will be held to the highest ethical standards and are required to sign a Code of Conduct upon acceptance of the assignment. UNDP evaluations are conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluations'.

**Duration of the Work:**

The expected duration of the assignment is twenty [20] working days, spread within one [1] month.

**Duty Station**

The International Consultant will be both home based [10 days] and based at the Kampala duty station [10 days] with field travel to the project sites. UNDP will also provide for a return air ticket expenses if needed. UNDP will also provide for the travel expenses for official travel out of Kampala.

**Competencies**

- Excellent analytical skills;
- Excellent ability to communicate and write in English both written and spoken, and to work in a team;
- Experience in formulating development and environmental conservation strategies, policies, programmes and projects;
- Familiarity with monitoring and evaluation of GEF funded projects. A solid experience in monitoring and evaluation of biodiversity related projects will be an added advantage;
- Excellent public speaking and presentation skills.

**Required Skills and Experience**

Education:

- PhD or MSc degree in natural resources/forest management, protected area management, socio-economic development or related fields.

Experience:

- At least 10 years experience in natural resources/forest management, protected area management, socio-economic development or related fields.
- Substantive knowledge of participatory M&E processes is essential, and experience with CBOs/community development processes, experience in landscape management and the design of ecological corridors, and country experience in Uganda are advantages.
- Experience in the evaluation of technical assistance projects, if possible with UNDP or other UN development agencies and major donors, is required. A demonstrated understanding of GEF principles and expected impacts in terms of global benefits is essential.
- Experience in leading small multi-disciplinary, multi-national teams to deliver quality products in high stress, short deadline situations.
- Extensive experience working with developing countries on climate change mitigation issues; experience supporting countries in Africa, particularly LDCs, is a distinct asset
- Excellent knowledge of international negotiations and processes under the UNFCCC, particularly as they relate to LEDS, NAMAs, and MRV.

Language requirements:

- Fluency in oral and written English.

**Evaluation Criteria:**

Technical Criteria [ Maximum 70 points]:

- Relevance of Education – Max 10 points;
- Language skills – Max 5 points;
- Relevant professional experience in conducting similar assignments – Max 15 points;
- Demonstrated experience formulating development and environmental conservation strategies, policies, programmes and projects - Max 25 points; and
- Interpretation of the assignment, methodology and work-plan- Max 15 points.

**Submission Procedure**

Interested individual consultants must submit the following documents/information to demonstrate their qualifications in one single PDF document:

- Duly accomplished Letter of Confirmation of Interest and Availability using the template provided by UNDP.
- Personal CV or P11, indicating all past experience from similar projects, as well as the contact details [email and telephone number] of the candidate and at least three [3] professional references.
- Technical proposal: Brief description of why the individual considers him/herself as the most suitable for the assignment; a methodology, on how they will approach and complete the assignment; and work-plan.
- Financial proposal that indicates the all-inclusive fixed total contract price, supported by a breakdown of costs, as per template provided. Such total lump sum price must include professional fee, and costs necessary to conduct the assignment such as communication costs, 2 return economy tickets [if not based in Kampala] and Living Allowance for 6 days each of the two travels [if not based in Kampala], etc. The consultant will be paid against the completion of specific, measurable deliverables as identified in this TOR.

Note: To facilitate the consultant's calculation of his/her living allowance, the current UN DSA in Kampala is USD 198 [quoted living allowance must not exceed this amount]. You can access more details and the complete ToR at the following link:

[http://jobs-admin.undp.org/view\\_job\\_doc.cfm?job\\_doc\\_id=61945&job\\_id=31391](http://jobs-admin.undp.org/view_job_doc.cfm?job_doc_id=61945&job_id=31391)

**ANNEXES** [to be downloaded from UNDP Uganda Website, procurement notices section: [www.undp.or.ug](http://www.undp.or.ug)]:

- ANNEX I - Individual Contractor General Terms and Conditions
- ANNEX II – Offerors Letter to UNDP Confirming Interest and Availability for the Individual Contractor Assignment

FC: 62000

## ANNEX II. MISSION ITINERARY

Date	Activity	Responsible Person/ Contacts
19 - 23 October	Review of documentation	Home based; Consultants
24 October	Submission of draft inception report to UNDP	Home based; Consultants
24-25 October	UNDP to provide feedback on the inception report	Mr. Onesimus Muhwezi and Mr. Daniel Omodo; UNDP
	Consultants continue to review literature and adjust inception report as per UNDP comments	Home based; Consultants
	Mobilization of persons to be consulted	
28 October	Arrival of Team Leader in Kampala	Dr. C. Inayatullah
29 October 9:00 am	Initial meeting with UNDP to present inception report Discuss highlights of project implementation	Consultants, Mr. Onesimus Muhwezi, Team Leader and Mr. Daniel Omodo, Programme Analyst
	Project authorities and project implementing partners to review the schedule and get their initial feedback about the project	PMU, IUCN
2:00 pm	Travel to Mbarara for SW Uganda field work	UNDP to make travel arrangements
30 October	Field Consultations in Isingiro District <ul style="list-style-type: none"> <li>• am - Community meetings and visit to project interventions</li> <li>• pm - Meet District Officials</li> </ul>	District Environmental Officer, Isingiro to coordinate
31 October	Field Consultations in Rakai District <ul style="list-style-type: none"> <li>• am - Community meetings and visit to project interventions</li> <li>• pm - Meet District Officials</li> <li>• Travel from Rakai to Kampala</li> </ul>	District Environmental Officer, Rakai to coordinate
1 November	Meetings with National Stakeholders	
1 November 8:00 am	Ministry of Water and Environment [MWE]	Mr. Paul Mafabi, Director Environmental Affairs
1 November 9:00 am	Project Management Unit [ IUCN]	Ms. Barbra Nakangu, Head of IUCN Uganda Country Office and Mr. Robert Bagyenda, Programme Officer
1 November 12:00 pm	Uganda Wildlife Society	Ms. Priscilla Nyadoi, Executive Secretary
2 November	Data analysis and report writing	Consultants
3 November	Travel to Soroti for Eastern Uganda field work	Jenesta
4 November	Consultations in Katakwi District <ul style="list-style-type: none"> <li>• am - Community meetings and visit to project</li> </ul>	District Environmental Officer Katakwi to coordinate

Date	Activity	Responsible Person/ Contacts
	interventions • pm - Meet District Officials	
5 November	Consultations in Ngora District • am - Community meetings and visit to project interventions • pm - Meet District Officials	District Environmental Officer Ngora to coordinate
6 November	Travel back to Kampala	Consultants
7 November 8:30 am	Directorate of Water Resources Management [DWRM]	Dr. Callist Tindimugaya, Commissioner Water Resources Planning & Regulation
7 November 11:00 am	Wetlands Management Department [WMD]	Mr. Vincent Barugahare Cohen, Senior Wetlands Officer
7 November 11:00 am	Wetlands Management Department [WMD]	Ms. Lucy Iyang, GIS Expert
7 November 2:00 pm	Uganda Wildlife Authority [UWA]	Mr. Aggrey Rwetsiba, Senior Monitoring & Research Coordinator
7 November 4:30 pm	Nature Uganda	Mr. Opige Michael, Programme Manager
8 November 9:45 am	Ministry of Water and Environment	Mr. David Obong, Permanent Secretary
8 November 11:00 am	UNDP Small Grants Programme [UNDP SGP]	Mr. Abubaker Wandera, National Coordinator GEF-SGP
8 November 3:00 pm	Ministry of Local Government [MoLG]	Mr. Atim Ivan, Senior Inspector District
9 November	Data analysis and report writing	Consultants
11 November 2:00 pm	National Environment Management Authority [NEMA]	Dr. Festus Bagoora, NRM Specialist
11 November	Data analysis and report writing	Consultants
12 November am 12 November pm	Data analysis and report writing Meeting with Mr. Onesimus Muhwezi and Mr. Daniel Omodo to discuss power point presentation	Consultants
13 November 9:30 am	Presentation of draft report to UNDP, GoU[MWE and MoFPED GEF Focal Point], IUCN, WMD, UWS and Nature Uganda	Consultants
13 November 1-2 pm	Ministry of Finance, Planning and Economic Development [MoFPED]	Mr. Muggaga Denis, Economist Aid Liaison Department
13 November 3:00pm	Ministry of Tourism, Wildlife and Antiquities	Mr. Akankwasa Barirega, Principal Wildlife Officer
14 November	Team Leader leaves for home country	Dr. C. Inayatullah
15-22 November	Finalization of the report [home-based]	Consultants



<b>Date</b>	<b>Activity</b>	<b>Responsible Person/ Contacts</b>
22 November	Submission of final report to UNDP	Consultants

## ANNEX III. LIST OF PERSONS INTERVIEWED

Names	Institution	Designation	E-mail
Mr. David O. O. Obong	<b>Ministry of Water and Environment</b>	Permanent Secretary	dooo170@gmail.com ps@mwe.co.ug
Mr. Paul Mafabi	<b>Ministry of Water and Environment</b>	Director for Environment Affairs	pamfabi@yahoo.co.uk
Mr. Denis Muggaga	<b>Ministry of Finance, Planning and Economic Development / GEF Focal</b>	Representing The Head Aid Liaison Department; GEF focal	Denis.mugagga@finance.go.ug
Mr. Daniel Omodo	<b>UNDP</b>	Programme Analyst, Energy and Environment [E & E]	<a href="mailto:daniel.omodo@undp.org">daniel.omodo@undp.org</a>
Ms. Harriet Karusigarira	<b>UNDP</b>	Programme Financial Analyst, E & E	harriet.karusigarira@undp.org
Mr. SosanMuwanika	<b>UNDP</b>	Programme Associate, E & E	muwasani2007@yahoo.com
Mr. Abu-Baker Wandera	<b>UNDP Small Grants Programme</b>	National Coordinator	abubaker.wandera@undp.org
Ms. Barbara Nakangu	<b>IUCN</b>	Head of Country Office	Barbara.Nakangu@iucn.org
Robert Bagyenda	<b>IUCN</b>	Programme Manager	robert.bagyenda@iucn.org
Dr. Priscilla Nyadoi	<b>Uganda Wildlife Society</b>	Executive Secretary	uws@uws.or.ug
Mr. Barugahare Vincent	<b>Wetlands Management Department</b>	Senior Wetlands Officer, COBWEB Project Focal Point	vbarugahare@yahoo.com
Ms. Namakula Regina Ceali	<b>Wetlands Management Department</b>	Information, Education and Communication Officer	ceali22@gmail.com
Ms. Carol Kagaba Kairumba	<b>Wetlands Management Department</b>	Senior Wetlands Officer	ckagaba2001@yahoo.com
Mr. Atim Joel	<b>Ministry of Local Government</b>	Specialist – Integrating Environment into DLGs	atimivan@yahoo.com
Dr. Callist Tindimugaya	<b>Directorate of Water Resources Management</b>	Commissioner – Water Resources	callist.tindimugaya@mwe.co.ug
Mr. Opige Michael	<b>Nature Uganda</b>	Acting Executive Director	michael.opige@natureuganda.org
Mr. Aggrey Rwetsiba	<b>Uganda Wildlife Authority [UWA]</b>	Senior Monitoring and Research Coordinator/	aggrey.rwetsiba@ugandawildlife.org

Names	Institution	Designation	E-mail
		UWA focal point on the Programme of Work [PoW] on PAs under the CBD	
Dr. Festus Bagoora	<b>National Environment Management Authority [NEMA ]</b>	Natural Resources Management Specialist [Terrestrial]	fbagoora@nemaug.org
Mr. George Lubega	<b>National Environment Management Authority [NEMA ]</b>	Natural Resources Management Specialist [Aquatic]	glubega@nemaug.org
Mr. Fred Onyai	<b>National Environment Management Authority [NEMA ]</b>		fonyai@nemaug.org
Mr. Akankwasah Barirega	<b>Ministry of Wildlife, Tourism and Antiquities</b>	Principle Wildlife Officer	akankwasah@gmail.com
Mr. Mwesigye Joseph	<b>Isingiro DLG</b>	District Environment/ Wetlands Officer	<a href="mailto:mwesigyejoseph@yahoo.com">mwesigyejoseph@yahoo.com</a>
Mr. Bwengye Emmanuel	<b>Isingiro DLG</b>	District Forest Officer	ema.bwengye@yahoo.com
Mr. MporaVicent	<b>Isingiro DLG</b>	District Community Development Officer	mporovicent@yahoo.com
Mr. Besiga Stephen	<b>Isingiro DLG</b>	District Planner	bsgststephen@gmail.com
Mr. Muhwezi Stephen	<b>Isingiro Lake Nakivale Community Conservation Initiative (ILNCCI)</b>	Chairperson	0751934875
Mr. Agaba Richard	<b>ILNCCI</b>	Secretary	0772192537
Mr. Beyendeza Bernard	<b>Rukinga BMU</b>	Chairperson	0751812533
Mr. Mayanja Yasin	<b>Rakai DLG</b>	Deputy CAO	<a href="mailto:mayanjayasin@yahoo.com">mayanjayasin@yahoo.com</a>
Mr. Jamil Kiyingi	<b>Rakai DLG</b>	Ag. District Natural Resources Officer	<a href="mailto:jamilkiyingi@yahoo.co.uk">jamilkiyingi@yahoo.co.uk</a>
Mr. Robert Muhanguzi	<b>Rakai DLG</b>	Sub-county health/Environment Officer and Project Site Focal point	<a href="mailto:Kagire.ft@gmail.com">Kagire.ft@gmail.com</a>
Mr. Okiria Lawrence	<b>Rakai DLG</b>	Fisheries Officer/ NAADS Coordinator	0772653902
Mr. KyebambeElidadi	<b>Lwebiriba BMU</b>	Chairperson	0753249292
Mr. Habimana Jackson	<b>Lwebiriba BMU</b>	Defense Coordinator	0755203077
AlupoScola	<b>Katakwi DLG</b>	Deputy Chief Administrative Officer	<a href="mailto:aluposcola@yahoo.com">aluposcola@yahoo.com</a>
Ms. Apolot Elizabeth	<b>Katakwi DLG</b>	Ag. District Natural Resources Officer	<a href="mailto:lizapolot@yahoo.com">lizapolot@yahoo.com</a>

Names	Institution	Designation	E-mail
Mr. Adele Donald	<b>Lake Opeta Community Conservation Association (LOCCODA) CBO</b>	Chairperson	0778044039
Elungat Patrick	<b>LOCCODA CBO</b>	In-charge Ecotourism	
Mr. Beyeza Dembe Davis	<b>Ngora DLG</b>		
Ms. Awekonimungu Margaret	<b>Ngora DLG</b>	District Forest Officer	<a href="mailto:awekonimungumargaret@yahoo.com">awekonimungumargaret@yahoo.com</a>
Mr. Egunyu Francis	<b>Ngora DLG</b>	District Community Development Officer	egufegu12@gmail.com
Ms. Alice Salama Opada	<b>Ngora DLG Council</b>	Women District Councilor	aliceopada@gmail.com
Mr. Osele Stephen	<b>Kachera Community Conservation and Development Association (KACCODA)</b>	Community Association [CCA] Chairperson	
Mrs. Margaret Agwalo	<b>KACCODA CBO</b>	Treasurer	

#### Stakeholders Consulted during the validation Workshop

Names	Institution	Designation	E-mail
Mr. Denis Muggaga	<b>Ministry of Finance, Planning and Economic Development / GEF Focal</b>	Representing The Head Aid Liaison Department; GEF focal	denis.mugagga@finance.go.ug
Mr. Daniel Omodo – McMondo	<b>UNDP</b>	Programme Analyst, Energy and Environment [E & E]	<a href="mailto:daniel.omodo@undp.org">daniel.omodo@undp.org</a>
Ms. Harriet Karusigarira	<b>UNDP</b>	Programme Financial Analyst, E & E	harriet.karusigarira@undp.org
Mr. Robert Bagyenda	<b>IUCN</b>	Programme Manager	robert.bagyenda@iucn.org
Dr. Priscilla Nyadoi	<b>Uganda Wildlife Society</b>	Executive Secretary	uws@uws.or.ug
Ms. Lucy Iyango	<b>Wetlands Management Department</b>	Assistant Commissioner	iyangol@yahoo.com
Dr. Diana Nalwanga	<b>Nature Uganda</b>	Research and Monitoring Coordinator	dianah.nalwanga@natureuganda.org
Dr. Festus Bagoora	<b>National Environment Management Authority [NEMA]</b>	Natural Resources management Specialist [Terrestrial]	fbagoora@nemaug.org

## **ANNEX IV. LIST OF DOCUMENTS REVIEWED**

### **A. Project Documents**

- Review of prior SGP project
- Project Information Form [PIF]
- Inception report
- IPs capacity assessment report
- MOUs with IPs
- Log frame analysis
- List and contact details for project staff, key project stakeholders, including Project Board and other partners to be consulted
- Project sites- highlight suggested sites for field visits
- Annual / quarterly work plans
- Annual review / assessment / TPR reports
- Project budget broken down by outcomes and outputs
- Field visit / monitoring reports
- Project Board meeting reports
- Research reports on baseline surveys and follow up reports on biodiversity monitoring
- Co-financing table- the original proposed to GEF for document clearance
- Project tracking tool
- Financial data [budget and expenditure incurred during each year]
- Annual Audit Reports
- Sample of project communication materials, i.e., press releases, brochures, documentaries, etc.

### **B. UNDP documents**

- UNDAF
- CPD
- CPAP
- 

### **C. GEF documents**

- GEF focal area strategic programme objectives

### **D. Govt. documents**

- Plans, policies and strategies related with the project scope

## ANNEX V. RECOMMENDATIONS, MANAGEMENT RESPONSE AND TRACKING

Project Title: Extending Wetland Protected Areas through Community Conservation Initiatives [COBWEB]

Project PIMS #: 1610

Terminal Evaluation Completion Date: 20 November 2013

Key Issues & Recommendation	Management Response	Key Actions	Timeframe	Responsible Unit	Status	Comment
<p><i>Recommendation 1:</i> The District Governments should work with the UTB to include and popularize the CCAs in the tourism routes. These should facilitate the private sector and provide concessions to develop tourism facilities in the project area. It should also serve as a link between the local CBOs and the private sector. IUCN, UWS and NU should provide technical support to the CBOs and help develop alternate means of livelihood through eco-tourism. Ideally the District</p>	<ul style="list-style-type: none"> <li>• UNDP agrees to this recommendation and will coordinate with UTB to explore the opportunity to include and popularize the CCAs in the tourism routes.</li> <li>• UNDP agrees with the recommendation for IUCN, UWS and NU to provide technical support to the CBOs and develop alternate means of livelihood through ecotourism.</li> <li>• The Sub Counties</li> </ul>	<ul style="list-style-type: none"> <li>• UNDP should write to UTB requesting them to support this recommendation</li> <li>• UNDP should write and follow up with IUCN, UWS and NU to provide technical support to CBOs.</li> <li>• Need for a meeting</li> </ul>	<ul style="list-style-type: none"> <li>• Feb 2014</li> </ul>	<ul style="list-style-type: none"> <li>• UNDP Energy and Environment Unit</li> </ul>	<ul style="list-style-type: none"> <li>• Not yet completed</li> </ul>	<ul style="list-style-type: none"> <li>• To be followed up</li> </ul>
			<ul style="list-style-type: none"> <li>• Feb 2014</li> </ul>	<ul style="list-style-type: none"> <li>• UNDP Energy and Environment Unit</li> </ul>	<ul style="list-style-type: none"> <li>• Not yet completed</li> </ul>	<ul style="list-style-type: none"> <li>• To be followed up</li> </ul>
			<ul style="list-style-type: none"> <li>• Feb to Mar 2014</li> </ul>	<ul style="list-style-type: none"> <li>• Districts of</li> </ul>	<ul style="list-style-type: none"> <li>• Not yet</li> </ul>	<ul style="list-style-type: none"> <li>• To be followed up</li> </ul>

Key Issues & Recommendation	Management Response	Key Actions	Timeframe	Responsible Unit	Status	Comment
Governments, CBOs, IUCN, UWS, NU and private sector should develop partnership to share responsibilities and revenues earned. This intervention could provide financial sustainability in the CCAs, and help refrain communities from encroachment in the lake areas during drought periods.	and Districts need to work in partnership with NGOs to develop ecotourism as a revenue source then tender out the facilities to the private sector to collect the revenue and share that with the beneficiary CCAs subsequently.	between Districts, sub counties, private sector and NGOs (IUCN, UWS and NU) on developing revenue sources and revenue sharing protocols for CCAs		Katakwi, Ngora, Isingiro and Katakwi.	completed	
<u>Recommendation 2:</u> The mission recommends the return of the vehicles back to the district offices immediately so that proper technical support to communities remains available and buffer plantations and lake boundaries are jointly monitored by communities and district authorities on regular basis.	<ul style="list-style-type: none"> <li>• Vehicles have been already returned to the Districts</li> </ul>	<ul style="list-style-type: none"> <li>• Ensure that the vehicles are registered with the districts, UNDP to write to the Foreign Affairs to deregister vehicles from its name.</li> <li>• Ensure that Districts provide for operation and maintenance costs of the cars.</li> <li>• Districts should also use the cars to implement the project's sustainability plan.</li> </ul>	<ul style="list-style-type: none"> <li>• Mid Feb 2014</li> <li>• Immediately</li> <li>• Immediately</li> </ul>	<ul style="list-style-type: none"> <li>• UNDP</li> <li>• Ministry of Water and Environment / Wetlands Management Department</li> <li>• Districts of Katakwi and Isingiro</li> </ul>	<ul style="list-style-type: none"> <li>• Completed</li> <li>• Not yet completed</li> <li>• Not yet completed</li> </ul>	<ul style="list-style-type: none"> <li>• Completed</li> </ul>

Key Issues & Recommendation	Management Response	Key Actions	Timeframe	Responsible Unit	Status	Comment
<i>Recommendation 3:</i> IUCN and other partners should undertake a short study on the impact of project interventions on the socio-economic development / improvement in the project area. This will enable to convince communities to follow the conservation approaches on one hand and to secure funds from the GoU and donors for similar projects in future.	<ul style="list-style-type: none"> <li>• Agree</li> </ul>	<ul style="list-style-type: none"> <li>• Need for UNDP to write to IUCN and other partners particularly the Ministry of Water and Environment to undertake a short study on impact of project interventions.</li> </ul>	<ul style="list-style-type: none"> <li>• March 2014</li> </ul>	<ul style="list-style-type: none"> <li>• UNDP</li> </ul>	<ul style="list-style-type: none"> <li>• Not completed</li> </ul>	<ul style="list-style-type: none"> <li>• To be followed up</li> </ul>
<i>Recommendation 4:</i> IUCN should undertake a study to determine the economic value of lakes and wetland resources in the project areas. This will help justify more fund allocation for wetlands and lake management and strengthen the wise-use of resources by the users.	<ul style="list-style-type: none"> <li>• Agree</li> </ul>	<ul style="list-style-type: none"> <li>• Need for UNDP to write to IUCN and other partners particularly the Ministry of Water and Environment to undertake a short study on the impact of project interventions.</li> </ul>	<ul style="list-style-type: none"> <li>• March 2014</li> </ul>	<ul style="list-style-type: none"> <li>• UNDP</li> </ul>	<ul style="list-style-type: none"> <li>• Not completed</li> </ul>	<ul style="list-style-type: none"> <li>• To be followed up</li> </ul>
<i>Recommendation 5:</i> The local police should	<ul style="list-style-type: none"> <li>• Agree</li> </ul>	<ul style="list-style-type: none"> <li>• UNDP to write and</li> </ul>	<ul style="list-style-type: none"> <li>• March 2014</li> </ul>	<ul style="list-style-type: none"> <li>• Ministry of Water</li> </ul>	<ul style="list-style-type: none"> <li>• Not completed</li> </ul>	<ul style="list-style-type: none"> <li>• To be followed up</li> </ul>



Key Issues & Recommendation	Management Response	Key Actions	Timeframe	Responsible Unit	Status	Comment
also be sensitized about the biodiversity conservation and sustainable use of biodiversity in the CCAs, and the Citizen-Police-Liaison Committees be established in the problematic areas.		<p>share the Terminal Evaluation report with the Ministry of Water and Environment as well as the Districts</p> <ul style="list-style-type: none"> <li>Ministry of Water and Environment need to inform the local police authorities about the issue and solicit its support for enforcement</li> </ul>		and Environment, Environmental Protection Force and District Local Governments		
<i>Recommendation 6:</i> The DEO, DFO and Ugandan locals residing in this area should liaise with the refugee communities and UNHCR and sensitize them not to undertake any activity in the buffer zone. IUCN and other NGOs could develop some mechanism for these communities to use buffer zone monitoring and payment mechanism based on the PES [payment for ecosystem services] principles. Income earned from the sale of mature trees,	Agree	<ul style="list-style-type: none"> <li>Write to share Terminal Evaluation report with DEO and DFOs</li> </ul>	<ul style="list-style-type: none"> <li>March 2014</li> </ul>	<ul style="list-style-type: none"> <li>UNDP Energy and Environment Unit</li> </ul>	<ul style="list-style-type: none"> <li>Not yet completed</li> </ul>	<ul style="list-style-type: none"> <li>To be follow up</li> </ul>

Key Issues & Recommendation	Management Response	Key Actions	Timeframe	Responsible Unit	Status	Comment
revenue from fish and eco-tourism could be used to cover the PES.						
<i>Recommendation 7:</i> The UNRA must improve roads leading to PAs, lakes in general and Ramsar sites in particular so that the experts could visit the sites more frequently, advise local communities and eco-tourism could be promoted.	Agree	<ul style="list-style-type: none"> <li>Need to write to and share the TE report with UNRA</li> </ul>	<ul style="list-style-type: none"> <li>April 2014</li> </ul>	<ul style="list-style-type: none"> <li>UNDP and Ministry of Water and Environment</li> </ul>	<ul style="list-style-type: none"> <li>Not yet done</li> </ul>	<ul style="list-style-type: none"> <li>To be followed up</li> </ul>
<i>Recommendation 8:</i> UNDP should develop a Programme Support Document [PSD] for SWAMP covering all the wetlands in Isingiro, Rakai, Katakwi, Ngora and other districts. The same partnership model [Government – UNDP – GEF – civil society organizations] should be adopted along with private sector to promote eco-	Need to confirm with Government (Ministry of Water and Environment, Ministry of Finance, Planning and Economic Development as well as the relevant District Local Governments whether this project is a priority	<ul style="list-style-type: none"> <li>Need to write to and share the Terminal Evaluation report recommendations with MoWE, MoFPED and Districts</li> </ul>	<ul style="list-style-type: none"> <li>April 2014</li> </ul>	<ul style="list-style-type: none"> <li>UNDP Energy and Environment Unit</li> </ul>	<ul style="list-style-type: none"> <li>Not yet done</li> </ul>	<ul style="list-style-type: none"> <li>To be followed up</li> </ul>

Key Issues & Recommendation	Management Response	Key Actions	Timeframe	Responsible Unit	Status	Comment
<p>tourism. It could be termed as SWAMP<sup>8</sup> project or “CLIMATE-PROOFING LOCAL DEVELOPMENT GAINS” project to include the upstream as well as downstream communities, extending and protecting community-based PAs from over-harvesting of resources as well as from climate change. The project should scale up to cover the entire four lakes identified in COBWEB project.</p>						

<sup>8</sup> SWAMP (Systematic Wetland Assessment and Management Project)

## ANNEX VI. QUESTIONNAIRE USED

### A. PROJECT FORMULATION

1. Were the project's objectives and components clear, predictable and feasible within its time frame?
2. Were the capacities of the executing institutions[s] and its counterparts properly considered when the project was designed?
3. Were lessons from other relevant projects properly incorporated in the project design?
4. Were the project assumptions and risks well-articulated in the PIF and project document?
5. How project fit into the partner government's strategies and priorities; and UNDP's priorities and programming?

### B. PROJECT IMPLEMENTATION

#### LFA and Monitoring Tools

1. Analysis of the LFA, were the indicators SMART?
2. Were the progress reports reported changes in data over time against the indicators?
3. Were the M&E tools as identified in the ProDoc followed?

#### Partnership

1. Does the work plan clearly defines responsibilities of each IP?
2. What is the quality of progress reports of each IP?
3. What is the community impression about the work of IP?
4. What is the community impression about the work of District Govt.?

#### Inception Workshop

1. Inception workshop held or not?
2. Quality of inception workshop report, deviation of actions from ProDoc and follow up actions?

#### Field Visits

1. Did UNDP Senior management and GEF FP visited the project sites and produced proper monitoring visit reports?
2. What is the quality of field visit reports?
3. Has GEF RTA visited the project sites?
4. Was the project visited by the political leadership, if so give evidence in the form of field reports?
5. Was the project visited by the heads of IPs, and how many times? Any field visit report?

#### TPR and Joint Assessments

1. Was any TPR held and issues discussed? How frequent were the Project Board / Steering Committee meetings held? Quality of TPR / Board meeting reports?
2. Was any joint assessment / review conducted at each year? What is the quality of review reports?
3. Was a mid-term evaluation planned and conducted?

## **C. ADAPTIVE MANAAGEMENT**

1. Did the project undergo significant changes as a result of recommendations from the review process? Explain the process and implications.
2. If the changes were extensive, did they materially change the expected project outcomes?
3. Were the project changes articulate in writing and then considered and approved by the project steering committee?

## **D. IMPLEMENTING PARTNERS**

1. Whether there was an appropriate focus on results and timeliness?
2. Adequacy of management inputs and processes, including budgeting and procurement?
3. Quality of risk management?
4. Candor and realism in reporting?
5. Ownership?

## **E. STAKEHOLDERS**

1. Were the stakeholders' consulted during project formulation?
2. Were the stakeholders provided information about project implementation and progress [information dissemination]?
3. Did the stakeholders participated in project implementation?

## **F. COUNRY OWNERSHIP**

1. Was the project concept in line with development priorities of the country?
2. Were the relevant country representatives from Govt. and civil society involved in project implementation, including as part of the project steering committee?
3. Was an intergovernmental committee given responsibility to liaise with the project team, recognizing that more than one ministry should be involved?
4. Has the Govt. enacted legislation and/or developed policies and regulations in line with the project's objectives?

## **G. MONITORING AND EVALUATION**

1. Was the M&E plan well-conceived?
2. Was the M&E plan sufficiently budgeted and funded during project preparation and implementation?
3. What was the effectiveness of monitoring indicators to measure the project's progress?
4. Compliance with the progress and financial reporting requirements / schedule, quality and timeliness?
5. Value and effectiveness of the monitoring reports and evidence that these were discussed with stakeholders and project team?
6. What was the extent of follow up actions taken on the recommendations of monitoring reports [adaptive management]?
7. Compare the APR/PIR self-evaluating ratings with the ratings of MTR and TE findings? If not were these discrepancies discussed with the project steering committee?
8. Any changes made in implementation based on monitoring reports?

## **H. UNDP AS EXECUTING AGENCY**

1. Whether there was an appropriate focus on results?
2. Did UNDP provide support to IPs and project team adequately and in a timely manner?
3. Were the quality annual reports were produced in time?
4. Were the risks managed effectively?
5. What were the response to solve implementation problems?
6. What were the salient issues regarding project duration and how they have affected project outcomes and sustainability?

## **I. FINANCE**

1. Was the project accounts audited every year, if so highlight major audit observations?
2. Financial controls- timely flow of funds, budget revisions, etc.

## **J. CO-FINANCING**

1. Was there a sufficient clarity in the reported co-finance to substantiate in-kind and cash contribution from all listed sources?
2. Were the project components supported by external funders was well integrated into the overall project?
3. Quantity of additional financial resources mobilized [in-kind or cash] from other donors, NGOs, foundations, Government, communities and private sector?

## **K. COST-EFFECTIVE FACTORS**

1. Compliance with the incremental cost criteria and securing co-funding and associated funding.
2. Did project completed the planned activities and met or exceeded the expected outcomes in terms of achievement of Global Environment and Development Objectives according to schedule, and as cost-effective as initially planned?
3. Did the project used benchmark or comparison approach [did not exceed the cost levels of similar projects in similar contexts]?

## **L. MAINSTREAMING**

1. Define positive and negative effects of project on local population [income generation, job creation, improved NRM with local groups, improvement in policy frameworks for resource allocation and redistribution and regeneration of natural resources for long-term sustainability].
2. Do the project objectives conform to the UNDP CPD, CPAP and UNDAF?
3. Whether gender issues had been taken into account in project design and implementation and in what way the project contributed to greater consideration of gender aspects [e.g., project team composition, stakeholder's outreach to women's groups, etc.]?

## **M. RELEVANCE**

1. How does the project support the objectives of UNCBD?
2. How does the project support the objectives of Ramsar Conventions?
3. How does the project support the GEF biodiversity focal area and strategic priorities?

4. How does the project support the environment and sustainable development objectives of the Govt.?
5. Is the project country driven?
6. What was the level of stakeholder participation in project design?
7. How does the project support the needs of relevant stakeholders?
8. Has the implementation of the project been inclusive of all relevant stakeholders?
9. Were local beneficiaries and stakeholders adequately involved in project design and implementation?
10. Does the GEF funding support activities and objectives not addressed by other donors?
11. How do GEF funds help to fill gaps [or give stimulus] that are necessary but are not covered by other donors?
12. Has the experience of the project provided relevant lessons for other future projects targeted at similar objectives?

## **N. EFFECTIVENESS AND EFFICIENCY**

1. Has the project been effective in achieving its expected outcomes?
2. Community's capacity and incentives for and participation in conservation oriented management is improved?
3. Monitoring and evaluation system is in place?
4. What was the quality of risk mitigation strategies developed? Were these sufficient?
5. Are there clear strategies for risk mitigation related with long-term sustainability of the project?
6. What lessons have been learnt from the project regarding achievement of outcomes?
7. Did the project LFA and work plans and any changes made to them use as management tools during implementation?
8. Were the accounting and financial management systems in place adequate for project management and producing accurate and timely financial information?
9. Were progress reports produced accurately, timely and responded to reporting requirements including adaptive management changes?
10. Was project implementation as cost effective as originally proposed [proposed vs. actual]?
11. Did leveraging of funds [co-financing] happened as planned?
12. Were financial resources utilized efficiently? Could financial resources have been used more efficiently?
13. Was procurement carried out in a manner making efficient use of project resources?
14. To what extent partnerships/linkages between institutions / organizations were encouraged and supported?
15. Which partnership / linkages were facilitated? Which ones can be considered sustainable?
16. What was the level of efficiency and cooperation and collaboration arrangements?
17. Which methods were successful or not and why?
18. Did the project take into account local capacity in design and implementation of the project?
19. Was there an effective collaboration between institutions responsible for implementing the project?
20. What lessons can be learnt from the project regarding efficiency?
21. What changes could have been made [if any] to the project in order to improve its efficiency?

## **O. IMPACT**

1. Assess the extent to which changes are taking place at scales commensurate to natural system boundaries.
2. Identify mechanisms at work [i.e., causal links to project outputs and outcomes].
3. Assess the likely performance [long-lasting nature] of the impacts.
4. Socio-Economic Impacts.
5. Any significant socio-economic changes since the beginning of the project?

6. What is the increase in income levels of communities?
7. What is the school enrollment rate in the community?
8. What is the increase / decrease in theft or other crimes in the area?
9. Is the water level in the lake increasing or decreasing?
10. What about fish catch, is it increasing or decreasing?
11. What about the numbers of indicator species of fish [water quality monitoring]
12. What are the external con-founding factors which helped to bring socio-economic and environmental impacts?

## **P. SUSTAINABILITY**

### **Financial**

1. Are there financial risks that may jeopardize the sustainability of project outcomes?
2. What is the likelihood of financial and economic resources not being available after the completion of project? Macro analysis picture, other donor analysis?

### **Socio-Economic**

1. Are there social or political risks that may threaten the sustainability of project outcomes?
2. What is the risk for instance that the level of stakeholder ownership will be insufficient to allow for the project outcomes / benefits to be sustained?
3. Do the stakeholders see that it is in their interest that the project benefits continue to flow?
4. Institutional Framework and Governance Risks?
5. Do the legal frameworks, policies and governance structures and processes within which the project operates pose risks that may jeopardize sustainability of project benefits?
6. Are requisite systems for accountability and transparency and required technical know-how in place?

### **Environmental Risks**

1. Are there ongoing activities that may pose an environmental threat to the sustainability of project outcomes? For example, biodiversity related gains or water quality related gains at risk due to frequent severe storms?

## **Q. CATALYTIC ROLE**

1. Production of public goods [development of new technologies].
2. Demonstration- development of demo sties, successful information dissemination and training.
3. Replication- activities, demonstration and/or techniques are repeated within or outside the project, nationally or internationally.
4. Scaling up- approaches developed through the project are taken up on a regional / nation-wide scale becoming widely accepted, and perhaps legally required.



## ANNEX VII. EVALUATION CONSULTANTS AGREEMENT FORM

### Agreement to abide by the Code of Conduct for Evaluation in the UN System

**Names of Consultants:**

Dr. C. Inayatullah, Team Leader

Dr. Willy Kakuru, National Consultant

**Name of the Consultancy Organization:** Nil

**We confirm that we have received and understood and will abide by the United Nations Code of Conduct for Evaluation.**



Name: Dr. C. Inayatullah  
9 October 2013  
Islamabad, Pakistan



Name: Dr. Willy Kakuru  
9 October 2013  
Kampala, Uganda

