

**Improving Natural Resources Governance for Rural Poverty Reduction (GTF255)**

**Improving governance to support better livelihood security and ecosystem management in the Drylands of Africa (IUCN Project No: 76987-070)**

**Garba Tula Drylands Governance Project, Kenya**



**Final Evaluation**

**3rd Draft Report, June 2013**

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## Acronyms

|  |  |
| --- | --- |
| Ass | Assumption |
| ARS | Achievement Rating Scale |
| CDC | Conservation Development Centre |
| CLRR | Community Land Rights Recognition model |
| CORDAID | Catholic Organisation for Relief & Development Aid |
| DFID | Department for International Development (UK) |
| ESARO | (IUCN) Eastern & Southern Africa Regional Office |
| GEF | Global Environment Facility |
| GT | Garba Tula |
| GTF | (DFID) Governance & Transparency Fund |
| ID | Impact driver |
| IIED | International Institute for Environment and Development |
| ILEG | Institute for Law and Environmental Governance |
| IS | Intermediate state |
| IUCN | International Union for Conservation of Nature |
| KWS | Kenya Wildlife Service |
| M&E | Monitoring and evaluation |
| NR | Natural resources |
| NRM | Natural resource management |
| NRT | Northern Rangelands Trust |
| RAP | Resource Advocacy Programme |
| RMC | Rangeland Management Committee |
| ROtI | Review of Outcomes to Impacts |
| RUA | Rangeland Users Association |
| TOC | Theory of Change |
| VFM | Value for money |
| WRUA | Water Resources Users Association |

# Executive Summary

This report presents the findings of the final evaluation of the **IUCN Garba Tula Drylands Governance Project**, a component of the IUCN umbrella project GTF255[[1]](#footnote-1) “*Improving Natural Resource Governance for Rural Poverty Reduction*”, a global natural resources governance initiative financed through the Governance and Transparency Fund (GTF) of the UK’s Department for International Development (DFID). The Garba Tula project has been implemented by the IUCN Regional Office for East and Southern Africa (ESARO) in collaboration with the Resource Advocacy Programme (RAP), a local community organisation operating in the Garba Tula District of northern Kenya, between June 2009 and March 2013. The Evaluation was undertaken by Dr Robert Malpas of the Conservation Development Centre (CDC), Nairobi during May-June 2013, in close collaboration with members of the IUCN ESARO Drylands Programme and RAP.

**Review of project logic**

The Garba Tula project has never benefitted from a results framework specific to the Garba Tula natural resource governance situation, opportunities and challenges; rather, the project has been largely guided by the generic logical framework developed for IUCN ESARO’s wider drylands natural resources governance activities in Africa implemented as part of the GTF255 umbrella project. Although there have been several efforts to develop a more specific Garba Tula governance results framework, in particular as part of the project’s baseline study, these have in reality only resulted in relatively minor adjustments to the generic logframe. Reasons for this were the desire on the part of the IUCN ESARO project managers to keep the Garba Tula project well aligned with the generic African drylands logframe, and the top-down way in which IUCN established the implementation arrangements for the GTF255 umbrella project, with leadership in project implementation being chiefly retained at the IUCN Headquarters level rather than devolved to the field.

In the view of the evaluation, project delivery and performance are best measured against a results framework specific to the Garba Tula natural resource governance situation. For this reason, an important exercise carried out early on in the evaluation was to examine together with the project team the Theory of Change of the Garba Tula Project component, in order to generate a results framework which reflected the actual work that the project has been delivering on the ground, and the outcomes that the project has been aiming to deliver in the Garba Tula context.

**Lesson Learnt #1**: To successfully achieve sustainable natural resource governance on the ground, it is vital that a bottom-up approach is adopted, rather than the largely top down one that characterised the GTF255 umbrella programme. Whereas the importance of establishing and applying broad natural resource governance strategies is accepted, as well as the need for compiling and disseminating lessons learnt from across the portfolio of field projects, this should not be done at the expense of the performance of individual projects because of inadequate and inappropriate generic results frameworks.

**Recommendation #1**: For future umbrella programmes, IUCN should ensure that specific results frameworks are established for individual project components based on the Theories of Change specific to the area concerned, which should then be used for project monitoring, reporting and evaluation. This is especially important for natural resource governance initiatives, which are highly specific to the area and governance situation concerned.

**Project Efficiency & Effectiveness**

The strengthening of understanding and support for the potential role of customary natural resources governance systems under its first outcome was a significant achievement of the project. The evaluation found that there was a high level of community awareness and understanding of, and pride in, these customary systems and practices, as well as the potential means of integrating them with modern natural resources governance mechanisms. This awareness appeared to be shared across all age groups and both genders. The project has also made significant progress in raising awareness and gaining buy-in to the new natural resource governance approaches with stakeholders at the county and national-levels, including with several other development and humanitarian agencies operating in Isiolo County, and with Isiolo local government officials.

The project’s second outcome related to the development of rangeland management plans through a series of community-level participatory planning workshops that were carried out in five of the project area’s Dedhas[[2]](#footnote-2). The planning exercises also led to the production of a lessons-learnt and best practice handbook on participatory rangeland planning. While the participatory planning process was very successful, the evaluation felt that the rangeland plans themselves had several weaknesses which potentially undermined their usefulness. These included: the plans did not clearly define the owners of the management plan, which may undermine community ownership of the plans; the plans did not set out Dedha-level resource access and use rules; the plans did not include comprehensive activity plans that defined responsibilities and timeframes; and it was unclear whether the plans had been published and disseminated to the Dedhas involved. However, while there is significant room for improvement of the rangeland management plans, the existing plans have already provided an important foundation for guiding resource use and development decisions in the area.

**Lesson Learnt #2**: The project’s participatory processes enabled a realistic plan to be produced associated with the appropriate community institution - the Jarsa Dedhas - and the appropriate geographical scale - the Dedha rangeland units. However, to ensure that the plans are effectively implemented, it is also important that the community institution involved takes full ownership over the plan - which should be made explicit in the plan itself - and also that natural resource access and use regulations for the area concerned are comprehensively defined in the plans themselves – in the form of plan prescriptions.

**Recommendation #2**: IUCN ESARO and RAP should carry out a further revision of the five Dedha plans to ensure that the ownership of the rangeland plans are specifically attributed to the institution concerned, and that Dedha-area natural resource access and use prescriptions are comprehensively and clearly defined. ESARO should also ensure that the plans are subsequently published.

Related to its rangeland planning outcome, the project also conducted market studies on a variety of conservation-compatible rangeland livelihood opportunities, including livestock, wildlife and tourism, gums and resins, bee-keeping, agriculture and sand harvesting, designed to enhance community benefits from sustainably managed drylands. However, while the improvement of drylands livelihoods is a crucial component of achieving sustainable drylands governance, the evaluation felt that it was ambitious of the project to introduce a major outcome based on developing rangeland-based livelihood benefits late in the project’s lifespan. A follow-on project is likely to be needed to consolidate the start that the current project has made.

**Lesson Learnt #3**: Although appropriate and sustainable drylands livelihoods are an important aspect of the achievement of sustainable drylands governance, it is important to recognise the significant amount of time and resources needed to successfully develop them. There is a danger that identifying and introducing communities to potential new livelihoods without the resources to see these through to fruition may undermine community confidence in the overall drylands natural resource governance initiative.

**Recommendation #3**: It is vital that IUCN ESARO seeks and secures additional funding and/or partners to enable it to continue the important work that it has commenced on identifying new and improved drylands enterprises and livelihood activities in Garba Tula, so as to ensure the continuing confidence and support of the Garba Tula community.

The project’s third outcome addressed the need to develop and strengthen effective institutional mechanisms to support appropriate and sustainable management of Waso rangeland natural resources, integrating both customary and modern institutions. This was a crucial aspect of the success of the project’s overall approach to strengthening natural resource governance in Garba Tula and in the wider Waso rangelands. In the event, the project made significant progress in developing the potential role of the Jarsa Dedha institutions in integrating customary and modern management of the Waso rangelands. However, it was less successful in strengthening the Jarsa Dedhas as institutions. In particular, key areas of governance weakness were: the lack of formal constitutions for the Jarsa Dedha institutions; the lack of defined resource access and use rules at the Jarsa Dedha level; and the lack of clear mechanisms for accommodating the needs of other community members/groups.

**Lessons Learnt #4**: Appropriate community-based institutional mechanisms are a vital aspect of successful natural resource governance initiatives. In the case of Garba Tula, efforts are needed to put into place constitutions and management systems for the Jarsa Dedha institutions, both of which will be necessary to ensure that these institutions are regarded as legitimate by the Garba Tula community, and that they are accountable to the wider community including women and marginalised groups.

**Recommendation #4**: While a good start has been made through the role of the Jarsa Dedhas in rangeland planning and the identification of customary resource access and use rights, IUCN ESARO and RAP need to seek additional resources to continue with the process they have begun in developing the governance role of the Jarsa Dedha institutions.

Probably the most important contribution of the project towards strengthening the Jarsa Dedha institutions was through the development of the Isiolo Customary Institutions Bill which provides a legal mechanism for integrating the role of customary institutions into the modern system of governance in place in Isiolo County. In the view of the evaluation, the drafting of this bill represented one of the most significant and innovative developments of the Garba Tula project. The proposed Act is opportune because it comes at a time when natural resource governance in Kenya is being decentralised to the county and local levels, and when the new devolved county legislative structures now have the mandate to establish specific county-level legislation.

The project’s fourth and final outcome relates to the project’s efforts to put in place mechanisms to support appropriate and sustainable community-based natural resource access and use in Garba Tula and in the broader Waso rangelands. In this regard, the project enabled the identification of the existing Waso rangeland customary access rights and norms through a series of community-level meetings, and then consolidated them into a suitable legal form for enactment under the county legislation – the Waso Rangelands Regulations.

**Lessons Learnt #5**: Changing political and legislative frameworks at the national level can provide unparalleled opportunities for the introduction of innovative community-based natural resources governance frameworks, as is the case of Garba Tula with the ongoing process to devolve government to the county level under Kenya’s new constitution, the associated empowerment of the legislative authority at the county level, and the effort to strengthen community land tenure and resource access rights. In these circumstances, there are important opportunities to integrate customary practices with emerging modern systems of governance. In this regard, the draft Isiolo Customary Institutions Act and related Waso Rangelands regulations is a highly innovative and potentially powerful effort to integrate customary practices into modern local government natural resource management systems, which has, if successful, significant potential for replication elsewhere in Kenya and overseas. However, such mechanisms inevitably take a long time to establish, especially in circumstances where the modern systems of governance are themselves in transition and flux.

**Recommendation 5**: It is vital that IUCN and RAP continue with the process natural resource governance systems and legislation that they have commenced on, both for the sake of NR governance in Garba Tula and the Waso Rangelands and also because of the potential importance of these initiatives for application elsewhere.

**Value for Money**

The evaluation assessed the project’s overall Value for Money based on DFID’s 3Es VFM framework – i.e. looking at the project’s overall economy, efficiency and effectiveness. Using a scoring system that rated the project’s VFM performance at the inputs, outputs and outcomes level, the evaluation assessed that the project has performed well with regard its overall VFM, but that some Outcomes provided greater VFM than others. In particular, the evaluation assessed that Outcome 1 on stakeholder awareness of natural resource access and use mechanisms and Outcome 4 on the integration of customary resource access rights and rules into modern and devolved governance systems, were high VFM project areas, while Outcome 3, focussing on the development of institutional mechanisms for rangeland natural resources management was a comparatively weak VFM area for the project. In between came Outcome 2, where the project made good progress but had some deficiencies. The evaluation assessed no area of project performance as representing poor VFM.

**Project Impact, Sustainability and Replicability**

The evaluation used a Theory of Change-based approach to examine the project’s approach towards the delivery of ultimate impacts, based on the TOC developed at the start of the evaluation with project team members. Since impact itself necessarily takes many years to achieve, it is not realistic to directly measure the delivery of impacts at the end of the project. Instead, it is necessary to identify and then assess proxies of the delivery of impact. The proxies used were the assessment of the project’s achievement of the identified **Impact Drivers**, **Assumptions**, and **Intermediate States** towards impacts.

The evaluation felt that there was sufficient evidence that the project had made good progress towards the realisation of the first Intermediate State concerning community understanding and ownership of rangeland management practices, rights and norms. In particular, the project’s efforts to identify and revive the customary rangeland management and access rights of the Waso pastoralist community represented significant progress towards the ultimate realisation of impact, both in terms of natural resource conservation and sustainable livelihoods. Nevertheless, the evaluation felt that more progress needs to be made in terms of clearly defining rangeland user rights and management practices at the Dedha level, and in ensuring that these access rights and management systems are inclusive of all sectors of the community, not just pastoralists.

**Lessons Learnt #6**: The achievement of the Intermediate State requires a clear definition of the rangeland user rights and management practices at the Dedhas level, associated with the Jarsa Dedha institution, and ensuring that these access rights and practices are inclusive of the needs of the entire Dedha community, not just the predominant pastoralist land use.

**Recommendation #6**: IUCN and RAP need to work with the concerned communities to define fully inclusive rangeland access and use rights at the Dedha level, which should eventually be incorporated into the revised Dedha-level rangeland management plans. Efforts to ensure the inclusivity of the natural resource access rights should be combined with efforts to develop the legitimacy and accountability of the Jarsa Dedhas themselves.

The evaluation also felt that the project has laid a strong foundation for achieving the second Intermediate State concerning the establishment of rangeland resource access and use mechanisms, in particular through revitalising the role of the Jarsa Dedha institutions, and the effort to legitimise this role in the new devolved county government structure. However, the governance and sustainability of the Jarsa Dedha and related customary institutions is still very weak, and ultimately the mechanisms for managing and regulating rangeland resource use initiated by the project may not be viable unless the ownership rights of the communities over the Waso rangelands are eventually secured.

**Lessons Learnt #7**: The achievement of the Intermediate State will ultimately require that the challenging issue of community land tenure be addressed. Without tenure, Garba Tula communities will always be threatened by changing land use practices brought about by immigrants or government initiatives, and the Garba Tula communities are unlikely to be fully committed to the sustainable management of their land unless they actually own the land.

**Recommendation #8**: IUCN and RAP should monitor the ongoing process of developing the Community Lands Act and the associated piloting of the Community Land Rights Recognition Model (CLRR), and should at an appropriate time support the launching of a similar community land rights recognition process in the Garba Tula and greater Waso Rangelands.

**Project Implementation Arrangements**

As a small component of a much larger global governance initiative, the project has had relatively complex implementation and reporting arrangements. The IUCN Headquarters Environment & Development Group played the leadership role in the implementation of the overall GTF255 umbrella project, and as far as could be judged during the evaluation, they appeared to regard the role of IUCN ESARO as sub-contractors in the delivery of the umbrella project, rather than devolving to ESARO full leadership responsibility for the delivery of the Garba Tula Project itself. In the view of the evaluation, it would have been much better if IUCN Headquarters had substantially devolved responsibility to IUCN ESARO for the implementation of the Garba Tula Project, and encouraged the development of a specific results framework which reflected the Theory of Change for the project itself.

**Lessons Learnt #9**: Where IUCN is implementing a global umbrella programme, it is crucial that adequate responsibility, accountability and authority for the implementation of component projects be devolved to the concerned regional office. Such devolution is especially important in the case of natural resources governance initiatives, because of the unique context and challenges faced by such initiatives depending on the country/area concerned. The role of IUCN Headquarters should be to define appropriate strategic frameworks to ensure a coordinated approach, monitoring of implementation of the overall programme, and identifying, compiling and disseminating lessons learnt. The role of the IUCN regional office should be to define a specific and locally-relevant project results framework for the context of the project, and then to establish an appropriate and detailed activity plan and monitoring and reporting framework based on the designed results framework.

**Recommendation #9**: IUCN should revise its implementation arrangements for umbrella projects that affect multiple regional offices to ensure that they devolve adequate accountability, responsibility and authority for project design and delivery to the concerned regional offices.

IUCN’s partnership with RAP has been a crucial aspect of the progress that the project has made in delivering its outputs and outcomes. RAP was ideally placed to perform the facilitation and support role in community liaison and the development of natural resource governance systems based on customary practices that it has played, and it also provided an important bridge, and establishing trust, between IUCN and the wider Garba Tula community as well as the concerned community institutions such as the Jarsa Dedhas. Nevertheless, the ESARO-RAP project implementation arrangements have experienced significant challenges. A key factor has been the initial weak management, human resources and operational capacity of RAP, which impacted on the organisation’s ability to meet IUCN reporting and financial requirements. Although IUCN provided capacity building support as part of the project, RAP is still a fragile institution with significant capacity building needs in order to ensure its viability.

**Lessons Learnt #10**: Where IUCN ESARO is implementing a project in partnership with another organisation, especially a community organisation, it is important that a comprehensive shared activity plan be put in place that clearly defines the specific activities to be delivered, the responsibilities of IUCN and the community organisation in delivering these activities, the timeframe for their delivery, and the associated inputs needed from each partner, linked to an agreed activity-based budget.

**Recommendation #10**: For its ongoing cooperation with RAP or other community partners, ESARO should put in place a comprehensive shared activity plan with associated timeframes, allocation of responsibilities, inputs and associated activity-based budget, especially if ESARO is successful in securing additional funding for its Garba Tula and Waso Rangelands natural resource governance initiatives.

# Background Information

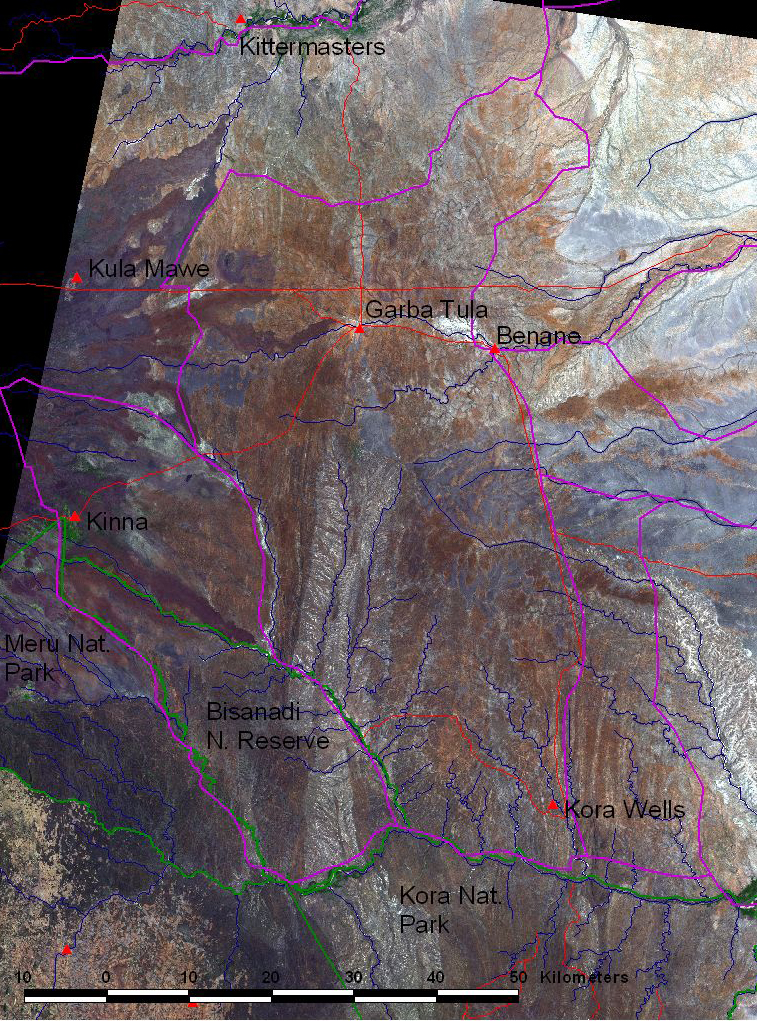
## Project introduction

This report presents the findings of the final evaluation of the IUCN **Garba Tula Drylands Governance Project**, which has been implemented by the IUCN Regional Office for East and Southern Africa (ESARO) in collaboration with the Resource Advocacy Programme (RAP), a local community organisation operating in the Garba Tula District of northern Kenya. The Garba Tula Project is a component of the broader IUCN ESARO project no: 76987-070 “*Improving governance to support better livelihood security and ecosystem management in the drylands of Africa*”. This project is in turn part of an IUCN umbrella project no: 76987-000[[3]](#footnote-3) “*Improving Natural Resource Governance for Rural Poverty Reduction*”, a global initiative that aims to support better environmental governance, including fair and equitable access to natural resources, a better distribution of benefits, and a more participatory and transparent decision-making processes, and which has been financed through the Governance and Transparency Fund (GTF) of the UK’s Department for International Development (DFID). The 76987-000 umbrella project is part of IUCN’s Conservation for Poverty Reduction Initiative, a programme of IUCN’s Environment and Development Group. The project agreement for the ESARO project 76987-070 ran from February 2009 to March 2013, but in practice the Garba Tula Project itself commenced in June 2009. This evaluation therefore covered a project implementation period of approximately 3.75 years.

The Evaluation was undertaken by Dr Robert Malpas of the Conservation Development Centre (CDC), Nairobi during May-June 2013, in close collaboration with members of the IUCN ESARO Drylands Programme and RAP. CDC had previously carried out the baseline study for the Garba Tula Project between December 2010 and April 2011[[4]](#footnote-4).

The 10,000 km2 Garba Tula District (see Figure 1 overpage) is located in the newly-established Isiolo County, and is home to some 40,000 pastoralists (predominantly of the Borana tribe). The vast majority (over 95 percent) of the land in Isiolo/Garba Tula Districts is classified as arid or very arid, and annual rainfall ranges from 150-250mm in the very arid zones in the northern parts of the area to 300-350mm in the south. The district is hot throughout the year with annual temperatures ranging from 24oC and 30oC, and evaporation rates are very high (in places up to ten times the annual rainfall). This is a serious constraint to agriculture, and the prevailing land use in most of the area is pastoralism. Most of Garba Tula (all except in the limited urban areas) is presently designated as trust land, although this status is now likely to change to the new land category of **community land** that has been established by Kenya’s new constitution, and that will be legislated through the new Community Lands Act presently under development. The Garba Tula area has relatively high biodiversity, and neighbours the Meru Conservation Area (Kenya’s second largest network of protected areas consisting of two national parks and two national reserves).

##### The greater Garba Tula area and neighbouring protected areas



## Evaluation Objectives

The main objectives of this evaluation as defined in the evaluation Terms of Reference (see Annex 1) are as follows:

* Understand the extent to which the Project’s main objectives have been achieved;
* Identify the main broader impacts of the project and ways that these may be sustained;
* Capture the key lessons from the project’s design and delivery for dissemination and sharing to other practitioners;
* Verify project funds and resources were used effectively and efficiently to deliver results
* Enable accountability to local stakeholders for the project ’s achievements

## Evaluation Methodology

The evaluation used a combination of information collection techniques, including document desk review, a project Theory of Change review exercise together with the IUCN project team, a field visit to the project area, interviews with key stakeholders in the project area and in Nairobi, and an evaluation debriefing meeting with the project team.

* **Document desk review**. This included an examination of project proposals and agreements; the project baseline study and mid-term review; project outputs such as rangeland management plans and draft county legislation; annual reports and plans relating to the GTF255 umbrella project; and annual workplans and budgets for the Garba Tula project component. Key documents referred to during the evaluation are included in footnotes.
* **Project Theory of Change review meeting**. Following the document desk review, a project Theory of Change review meeting was held at IUCN in Nairobi to confirm the project’s key outputs and outcomes, and to identify key factors required to achieve impacts. This exercise provided an important foundation for the evaluation, in particular for understanding the specific Theory of Change of the Garba Tula project within the context of the GTF255 umbrella project. The project Theory of Change is discussed in the next section.
* **Field visit**. A field visit was conducted to the project area, with stakeholder meetings held in both Garba Tula and Kinna townships as well as in Isiolo. The field visit itinerary is given in Annex 2.
* **Stakeholder interviews**. Interviews were conducted with key project stakeholders as part of the field visit, as well as in Nairobi. A full list of stakeholders interviewed is provided in Annex 4.
* **Evaluation debriefing meeting**: Following the preparation of the draft evaluation report, the key evaluation findings, lessons learnt and recommendations were presented to the project team at a meeting held at IUCN ESARO, to provide a reality check as well as further information on outstanding issues. The outcomes of the debriefing meeting were then incorporated into a revised version of the evaluation report.

# Review of Project Logic

As detailed in the introduction, the Garba Tula Project is part of a wider drylands natural resources governance programme that was implemented by IUCN ESARO in several African countries, which in turn was part of a global natural resources governance initiative that was implemented by IUCN in 14 countries around the world (GTF255). A single logical framework was established for the overall African Drylands governance project component, and this was set out in an agreement between IUCN Headquarters and IUCN ESARO for the implementation of the project component in early 2009[[5]](#footnote-5). This agreement also stated that the logical framework for the Africa Drylands component had been approved by DFID-GTF as part of the overall GTF255 project, and “*must be rigorously respected*”. The key elements of the logical framework as approved in the internal project agreement are given in column one of the logframe comparison table given in Annex 3. These key logframe elements were later incorporated into the GTF255 programme inception report, prepared in June 2009. Subsequently, the African Drylands project component logframe was modified as part of a wider effort to strengthen the GTF255 M&E systems, and the revised version of the logframe is shown in the second column of the table given in Annex 3[[6]](#footnote-6).

Both of these logical frameworks were generic for the entire African Drylands project component, and had not been developed for the specific natural resources governance context and issues encountered in Garba Tula. As such, they do not provide a rigorous results framework based on a specific Theory of Change for the Garba Tula situation, but rather can best be regarded as a more generalised strategic framework – setting out key drylands natural resources governance strategies that could be incorporated into a more specific results framework for Garba Tula.

The next iteration of the Garba Tula results framework came from the project proposal presented by IUCN’s field partner in the delivery of the Garba Tula Project, the Resource Advocacy Programme (RAP). RAP submitted its proposal to IUCN ESARO in May 2009, and while the proposal does not present a logical framework as such, it does define the potential key ingredients of a logframe. These are shown in the third column of the table in Annex 3[[7]](#footnote-7).

A new results framework for the Garba Tula Project was prepared as part of the project baseline study which was finalised in early 2011. This results framework is shown in the fourth column of the table in Annex 3[[8]](#footnote-8). Later the same year, the Garba Tula project logframe was further revised, but did not fully reflect the proposals put forward in the baseline study. The new logframe essentially reproduced the original Africa Drylands logframe, but with the addition of two new outcomes: the first addressing the establishment of viable biodiversity-related economic benefits from Drylands (so-called bio-enterprises) and the second concerning the promotion of learning and scaling-up of project initiatives (see the last columns in the table in Annex 3).

In sum, with the exception of the results framework proposed in the Garba Tula baseline study, the project has never benefitted from a results framework based on a Theory of Change that is specific to the Garba Tula natural resource governance situation, opportunities and challenges. An important reason for this was the desire on the part of the IUCN ESARO project managers to keep the Garba Tula project well aligned with the generic African drylands results framework set out in the broader GTF 255 umbrella project, the need for which was emphasised by IUCN Headquarters’ instruction to rigorously respect the results frameworks set out in the umbrella project. Another contributing reason was the top-down way in which IUCN established the implementation arrangements for the 76987-000 umbrella project, with leadership in project implementation being chiefly retained at the IUCN Headquarters level rather than devolved to the field level (this aspect is further discussed in section 6 on Project Implementation arrangements). Whereas the evaluation can understand the benefits of IUCN maintaining a coherent overall approach throughout the global governance initiative, and for generating common lessons learnt, the evaluation maintains that this should ideally be at the strategy level - by providing a strategic framework with a range of governance strategy options for the participating project components, rather than attempting to prescribe the detailed results frameworks for the different sub-components of the umbrella project before the natural resource governance situation on the ground at the participating sites is fully understood.

In the view of the evaluation, it is inappropriate to attempt to assess the performance and progress towards impacts of the Garba Tula project based on a generic results framework which is only broadly relevant to the Garba Tula situation; rather, project performance is best measured against a results framework based on the specific Theory of Change applicable to Garba Tula. For this reason, an important exercise carried out as part of this evaluation was to examine together with the project team the Theory of Change of the Garba Tula Project component, to generate a results framework which is specific to the Garba Tula political and socio-economic situation and natural resources governance challenges, and also which retrospectively reflects the actual work that the project has been delivering on the ground, and the outcomes that the project has been aiming to deliver in the Garba Tula context.

The definition of terms used in the Theory of Change assessment is given in Table 1 below. The terminology used is based on the Global Environment Facility’s (GEF) Theory of Change-based approach to measuring the impacts of environmental and natural resource management and biodiversity initiatives, which is described in the GEF’s Review of Outcomes to Impacts Practitioners Manual[[9]](#footnote-9)

###### Definitions of Theory of Change terms used in this evaluation

|  |  |
| --- | --- |
| Term | Definition |
| **Outputs** | The goods and services that the project must deliver in order to achieve the project outcomes. |
| **Outcomes** | The short to medium term behavioural or systemic effects that the project makes a contribution towards, and that are designed to help achieve the project’s impacts. |
| **Impact Driver** | The significant factors that, if present, are expected to contribute to the ultimate realisation of project impacts and that are within the ability of the project to influence |
| **Assumption** | The significant factors that, if present, are expected to contribute to the ultimate realisation of project impacts, but that are largely beyond the power of the project to influence or address |
| **Intermediate State** | The transitional conditions between the project’s outcomes and impacts that must be achieved in order to deliver the intended impacts |
| **Impacts** | A fundamental and durable change in the condition of people and their environment brought about by the project. |

The outcomes of the Garba Tula Theory of Change exercise are shown in Table 2 overpage. The table shows the Garba Tula Project Outputs, Outcomes and Impacts, as well as what are termed the Impact Drivers, Assumptions and Intermediate States leading to Impacts. The elaborated results framework has then been used as a basis for the identification of findings, lessons learnt and recommendations contained in this report.

According to the above definitions, the project outputs as identified in the Theory of Change relate to the assessment of the project’s **efficiency**, while the project outcomes relate to the assessment of the project’s **effectiveness**. Since the long time horizon of environmental and natural resources governance programmes makes it difficult to actually measure tangible impacts within the project lifespan, the assessment of the project’s impact drivers, assumptions and intermediate states provide proxies for assessing the project’s progress towards delivering impacts. This also entails an assessment of the project’s sustainability and catalytic aspects. The process of using this Theory of Change approach towards assessing the project’s progress towards impacts is discussed further under section 4.

###### Garba Tula Project Theory of Change developed during the evaluation

| **Key Project**  **Outputs** | **Project**  **Outcomes** | **Impact Drivers & Assumptions** | **Intermediate**  **States** | **Impacts** |
| --- | --- | --- | --- | --- |
| Awareness raising and problem identification concerning sustainable rangeland management carried out in GT Dedhas | **Outcome 1**: The Garba Tula community, as well as county and national-level decision makers and other stakeholders, have increased awareness of the role and potential of customary NR access and use mechanisms and rights in the effective and efficient governance and management of dryland resources | ID: Management practices, rights and norms are clearly defined, appropriately aligned to conservation and livelihood needs and realities, and are capable of adjustment according to changing circumstances | **IS: Sustainable rangeland management practices, rights and norms and sustainable livelihood options are understood and owned by all sections of the Waso rangeland community** | **ENHANCED CONSERVATION OF RANGELAND RESOURCES AND ECOSYSTEM VALUES IN GARBA TULA DISTRICT AND THE GREATER WASO RANGELANDS**  **IMPROVED COMMUNITY LIVELIHOOD STATUS AND SECURITY** |
| County and national level dialogues concerning effective community-based rangeland resource governance and management carried out | Ass: Management practices, rights and norms are able to be accommodated within emerging county land-use policies and priorities |
| Garba Tula and Pan-African baseline studies carried out to identify the governance-related challenges to natural resource management, the current state of knowledge, and best practices | Ass: Customary resource access rights and norms can be reconciled with the interests of other communities that utilise the area |
| Learning documents prepared to identify and disseminate best practices | ID/Ass: Sustainable rangeland livelihoods that are able to meet the developing needs of Waso communities are available |
| Training of Trainers for participatory rangeland planning carried out | **Outcome 2**: Sustainable management practices and livelihoods identified and developed for Waso rangelands through community engagement, incorporating customary resource access rights and norms |  |
| Resource assessment carried out with participation of community members, government and other stakeholders |  |
| Dedha and Waso rangeland management plans produced |  |
| Market studies for sustainably enhancing rangeland-based livelihoods carried out |  |
| Capacity of Resource Advocacy Programme strengthened | **Outcome 3**: Effective institutional mechanisms to support appropriate and sustainable management of rangeland natural resources developed and strengthened, based where possible on customary systems | ID: Appropriate community institutions that are capable of representing all sections of GT and greater Waso rangeland communities are in place | **IS: Effective and participatory mechanisms for managing and regulating access and use of rangeland resources and that reconcile customary and modern systems and rights are operational** |
| Specialized training to build technical and financial capacity of RUAs, WUAs and other resource management institutions carried out | ID: Community institutions are established at the appropriate geographical scale to enable effective NRM and control of land use |
| Isiolo Customary Institutions Act developed to recognise and empower community institutions | ID: Identified community institutions have governance mechanisms established to ensure that they represent all sections of their constituency, including natural resource users, ethnic groups, as well disadvantaged and poor people and women |
| Community consultations on customary natural resource use access norms and associated rules and regulations carried out in GT Dedhas | **Outcome 4**: Enabling laws and policies to support appropriate and sustainable community-based natural resource access and use developed, in alignment with emerging national and devolved structures and legislation | ID: Community institutions are able to establish mechanisms to include other resource institutions that operate in the area, such as WRUAs and RUAs |
| The emerging national legislative framework for establishing appropriate community-based NR resource access and use mechanisms understood (Legal Opinion) | ID/Ass: Community institutions have sufficient capacity to fulfil their representational and resource governance roles and are viable in the long-term |
| Customary Institutions (Waso Rangelands) Regulations drafted in consultation with government, communities and other stakeholders, and validated (natural resource use by-laws) | Ass: The functions of community institutions are not subverted by the interests of elites |
|  |  | Ass: Community land tenure rights are secured |  |

The Theory of Change for the Garba Tula project presented in Table 2 above was the outcome of the participatory review exercise conducted with IUCN ESARO staff, and was subsequently validated during the field visit to Garba Tula, the associated stakeholder discussions held in the project area, and follow-up stakeholder discussions held in Isiolo and Nairobi.

# Project Effectiveness & Efficiency

This section examines the effectiveness (outcome level) and efficiency (output level) of the Garba Tula project according to the four project Outcomes identified in the project Theory of Change given in Table 2. The main focus of the discussion is on the outcome or effectiveness level - efficiency aspects are looked at in the tables provided at the end of each Outcome, and highlight the key achievements and challenges the project has experienced in delivering its Outputs.

With regard the assessment of effectiveness and efficiency, it is important to note that the Garba Tula project has suffered from a lack of project-specific reporting and monitoring systems. In this regard, project reporting has in practice chiefly been made at the umbrella GTF255 project level, and there was little specific Garba Tula project reporting made available to the evaluation. The main exception was a Garba Tula Project-level report covering the period April 2011-March 2012 (Year 3). Similarly, the available monitoring data related to the more generalised information available as part of the GTF255 umbrella project reporting, with the exception of more specific Garba Tula Project Achievement Rating Scale (ARS) data available for 2011-2012. The project’s implementation arrangements are discussed further in section 5 below.

## Outcome 1: Stakeholder awareness of NR access and use mechanisms and rights

Outcome 1 relates to the efforts of the project to reinvigorate the customary natural resource use access mechanisms and user rights that have previously been practiced in the Waso rangelands by Borana pastoralists, and to raise awareness at the community, county and national levels of the role and potential of these access mechanisms in the effective and efficient governance and management of dryland resources. Traditionally, land in Garba Tula was part of a common property regime implemented by the Borana community, with ownership of the land vested in the community and supervised by an intricate governance mechanism with a hierarchy of organisation at the “**Olla**” (several households), “**Artha**” (a cluster of Ollas) and “**Dedha**” (or Dhetha - a grazing area community) levels[[10]](#footnote-10). However, since independence, this customary system has gradually been undermined and replaced by more modern natural resource governance systems implemented chiefly by central government, and by land tenure practices that prioritise private and individualised ownership. An important focus of the project has therefore been to raise community, county-level and national-level awareness of the customary practices, and to seek ways of integrating these practices with the modern natural resources governance and tenure approaches, through the design of so-called “hybrid” natural resources governance systems. This work has chiefly been carried out by IUCN’s partner, RAP, at the community and local government level, and spearheaded by IUCN as far as national-level government and stakeholders are concerned. At the community-level, the primary focus for RAP’s awareness raising activities has been at the Dedha level, and has also included other natural resources community institutions that largely operate at this level, such as water resources user associations (WRUAs) and Resource Management Committees (RMCs).

Based on the discussions held with communities and other stakeholders as part of the evaluation site visits, it seems clear that the project has been largely successful in achieving this awareness-raising outcome. The evaluation found that there was a high level of community awareness and understanding of, and pride in, the customary natural resource management systems and practices, as well as the potential means of integrating these customary systems with modern natural resources governance mechanisms. This awareness appeared to be shared across all age groups and both genders. The community stakeholders interviewed were also clear about how other natural resource management mechanisms such as the WRUAs, RMCs as well as the new Climate Change Adaptation Committees all related to the customary systems - viewing the Dedha Committees (or “*Jarsa Dedhas*”) as the lead NRM institution towards which all other NR management institutions should feed into, and be coordinated by. The project has also made significant progress in raising awareness and gaining buy-in to the new natural resource governance approaches with stakeholders at the county and national-levels, including with several other development and humanitarian agencies operating in Isiolo County, as well as with Isiolo local government officials. However, it was difficult for the evaluation to assess the full extent of local government support and understanding for the resource governance mechanisms being developed by the project because of the significant turnover of staff and institutional transformation underway as a result of the ongoing transition to the new devolved county governance structure.

The strengthening of understanding and support for the potential role of customary natural resources governance systems is a significant achievement of the project, which IUCN would have been unlikely to achieve if it were not for its partnership with RAP on the ground in Garba Tula (see section 6, project implementation). However, it was not possible for the evaluation to determine how far this awareness had extended to ordinary community members (as opposed to the elders, decision makers and educated community members that participated in the site visit meetings), or to other Garba Tula and greater Waso rangeland Dedhas other than the two (Garba Tula and Kinna Dedhas) that the evaluation had the opportunity to visit. Nevertheless, since the rangeland planning process (Outcome 2) has been carried out in five of Garba Tula’s six Dedhas, and the customary resource access and norms consultations (Outcome 4) have been carried out at the wider Waso rangeland level, it can be reasonably assumed that there is a good level of awareness in other Dedhas, at least among the community leaders and elders.

Table 3 overpage reviews the Outputs that the project has delivered in order to achieve Outcome 1. In general, the project has successfully delivered the majority of its anticipated Outputs, with the exception of Output 1.2 dealing with the establishment of county and national level dialogues concerning community-based natural resources governance. In this regard, the project had originally planned to establish a lasting Multi-Stakeholder Forum for facilitating and supporting county-level mechanisms for natural resources governance. In the event, however, this proved to be impractical for two key reasons: firstly, there was no practical means of sustaining such a forum beyond the life of the project; and secondly, because of the rapidly evolving governance mechanisms at the county-level through the implementation of the new Kenya constitution, which made the establishment of such a Forum untimely. The other area where the project did not grasp a potential opportunity concerned the Garba Tula baseline study carried out as part of Output 1.3. In this regard, the baseline study had defined a clear and comprehensive results framework and activity plan for the ongoing implementation of the project, which was not subsequently incorporated into a revised project results framework (see section 2 above which discusses the reasons why IUCN ESARO did not put into place a specific Theory of Change-based results framework for the Garba Tula project).

###### Outcome 1 key outputs, achievements and challenges

| Key Outputs | Key Achievements/Challenges |
| --- | --- |
| Output 1.1 Awareness raising and problem identification concerning sustainable rangeland management carried out in GT Dedhas | * 8 initial Dedha-level community awareness and capacity building workshops carried out by RAP * Additional awareness-raising and NR problem identification activities carried out as part of rangeland planning process |
| Output 1.2 County and national level dialogues concerning effective community-based rangeland resource governance and management carried out | * County-level multi-stakeholder dialogue on natural resources governance in Isiolo County carried out, aimed at discussing new approaches to rangeland natural resources governance, access rules, planning and livelihood opportunities * County-level multi-stakeholder forum not formalised - no means of sustaining forum, and potentially premature with regard emerging county government systems and structures * National workshop on drylands natural resources governance and best practices carried out |
| Output 1.3 Garba Tula and Pan-African baseline studies carried out to identify the governance-related challenges to natural resource management, the current state of knowledge, and best practices | * Garba Tula Baseline Study carried out, including a participatory issues identification process and an action plan for project implementation * Baseline action plan not incorporated into revised GT project logframe * Draft Pan-African Baseline Study report prepared |
| Output 1.4 Learning documents prepared to identify and disseminate best practices | * Three booklets designed to share learning from the NR governance approaches used in Garba Tula with a wider audience of practitioners and policy makers prepared: * Strengthening Garba Tula NR Governance * Participatory rangeland planning * Enabling community benefits |

## Outcome 2: Sustainable rangeland management practices and livelihoods

Outcome 2 relates to the project’s efforts to identify and develop sustainable management practices and livelihoods for the Waso rangelands based on customary resource access mechanisms and user rights. The main focus of this Outcome was on the development of Dedha-level rangeland management plans through a series of community-level participatory planning workshops that were carried out in five of the project area’s Dedhas. The planning exercises also led to the production of a lessons learnt and best practice handbook on participatory rangeland planning.

While the project was successful in the process of identifying sustainable resource management practices through the Dedha-level planning events, the evaluation feels that it was less successful in enabling the further development of these practices through the rangeland plans that were prepared. This is because the planning documents had several weaknesses as far as their value as management plans was concerned, in particular:

* The Dedha rangeland plans do not clearly define the owners of the management plan, nor is there any “Plan Approval” section in which the plan owners acknowledge the plan contents and commit themselves to the plan’s implementation. In this regard, while it is clear that the Dedha plans were produced together with and on behalf of the Dedha Council of Elders - the Jarsa Dedhas - and related institutions, this is not explicitly stated in the plans themselves. In this regard, the evaluation feels that if the rangeland plans are not explicitly attributed and linked to the Jarsa Dedhas, the Jarsa Dedhas may not take full ownership over the plans (perhaps seeing them as either RAP or IUCN plans), and therefore may not ultimately be committed to and assume the lead responsibility for implementing the plans. Ensuring that the Jarsa Dedhas have full ownership over the rangeland plans is also an important component of the effort to strengthen them as institutions and to improve their governance (see Outcome 3 below).
* While the Dedha rangeland plans show the current situation with regard resource use in the concerned Dedha, and the future vision of the community with regard resource use, the documents do not set out Dedha-level resource access and use rules (in planning terms, called prescriptions). Such prescriptions are only documented at the level of the Waso rangelands in the proposed Isiolo County regulations (see Outcome 4 below). In the view of the evaluation, it is critical that the rangeland plans define clear and detailed resource access and use prescriptions that are specific to the Dedha concerned. In addition, for the Isiolo/Waso Rangeland-level plan that the project developed, it would also be useful to develop an explicit zonation map showing the delineation of different resource use zones across the Waso rangelands, with specific prescriptions applying to each zone[[11]](#footnote-11).
* Although the Dedha rangeland planning documents contain activity plans, these are very general and are not established according to any clear plan structure. Ideally, the activity plan should have a series of sections or themes according to the major rangeland resource priorities in the Dedha concerned (e.g. livestock and pasture management; water management; forest management; wildlife conservation; etc.) and each theme should have its own activity plan, with a clear allocation of responsibility for delivering activities, and a timeframe. In this regard, a basic principle of management planning is that allocations of responsibility should only be made to the plan owners and those directly involved in the planning process – allocations of responsibility to outside parties are unlikely to be acted on, with the result that the plans are unrealistic.
* It was not clear to the evaluation whether the rangeland plans had actually been published and disseminated to the Dedhas involved – only draft copies were provided. If indeed the plans have not been published and disseminated, while the planning process used remains a useful one in terms of improving community awareness concerning rangeland resource management and the role of customary management systems, the plans themselves are unlikely to play a significant role in the actual implementation of these management systems and practices.

While there is significant room for improvement of the rangeland management plans as discussed above, the existing plans have already provided an important foundation for guiding resource use and development decisions in the area. For example, the plans have been used to guide decision making about the decommissioning of water pans in the Garba Tula area, and have deterred the development of new water pans by development agencies in areas where these are not supported by the community. In addition, the rangeland planning process developed by the project has been used as a template for the development of a further five Dedha-level rangeland plans in Isiolo County, with financial and technical support provided through IIED. The Dedha-level rangeland management plans have also stimulated and enabled a GIS-based resource mapping exercise for the entire Waso rangeland carried out with financing provided through IIED, which according to the Garba Tula District Commissioner, has already provided an important foundation for broader development decision-making in the area.

Despite these positive outcomes of the rangeland planning processes, there is still a way to go in putting in place effective Dedha-level rangeland management plans that are fully owned by the Dedha institutions, and that provide a strong framework for guiding natural resource access and use based on customary systems. Follow-on project activities will be required in order to secure the rangeland planning process that the project has begun.

Table 4 below reviews the Outputs that the project has delivered in order to achieve Outcome 2. As discussed above, the project made significant progress in carrying out participatory Dedha-level rangeland resource assessment exercises, but was less successful in consolidating these exercises into realistic and robust rangeland management plans.

###### Outcome 2 key outputs, achievements and challenges

| Key Outputs | Key Achievements/Challenges |
| --- | --- |
| Output 2.1 Training of Trainers for participatory rangeland planning carried out | * Training of Trainers (ToT) carried out through the development of the overall Isiolo/Waso Rangeland management plan * RAP further trained in participatory rangeland management planning processes for three Dedhas * RAP carries out rangeland management planning for a further two Dedhas |
| Output 2.2 Resource assessment carried out with participation of community members, government and other stakeholders | * 5 participatory Dedha-level rangeland planning workshops held, including mapping current and proposed future resource use, and action plan |
| Output 2.3 Dedha and Waso rangeland management plans produced | * Isiolo/Waso Rangeland management plan produced * 5 Dedha-level rangeland management planning workshop reports produced: * Garba Tula Dedha * Kinna Dedha * Merti Dedha * Kulamawe Dedha * Modogashe Dedha * Planning documents produced lack several critical features of full rangeland management plans * Not clear that planning documents have been published/disseminated * Participatory Rangeland Planning Practitioner’s guide produced to disseminate lessons learnt and best practices |
| Output 2.4 Market studies for sustainably enhancing rangeland-based livelihoods carried out | * Market study on biodiversity opportunities in Garba Tula District produced * Bio-enterprise exchange visits planned (financed through CORDAID grant) * Additional drylands enterprise training planned (financed through CORDAID grant) * Enabling Community Benefits from Sustainably Managed Drylands booklet produced to disseminate lessons learnt and best practices |

A final Output that is included under Outcome 2 relates to the project’s efforts to enhance community benefits from sustainably managed Drylands, through conducting market studies on a variety of conservation-compatible rangeland livelihood opportunities, including livestock, wildlife and tourism, gums and resins, bee-keeping, agriculture and sand harvesting. This Output was introduced as a new project component in the project logframe revision carried out in late 2011 (see Annex 3, column 6; Outcome 3: Local communities are better able to capture viable economic and biodiversity-related benefits from identified dryland ecosystem opportunities), and responds to one of the overall aims of IUCN’s drylands governance work, which is to develop more resilient, sustainable and productive drylands livelihoods.

While it is self-evident that the improvement of drylands livelihoods is a crucial component of achieving sustainable drylands governance, the evaluation felt that it was ambitious of the project to introduce a major Outcome based on developing rangeland-based livelihood benefits so late in the project’s lifespan (with only about 1.5 years left to run), and for this reason, these project activities were included in the Theory of Change set out in Table 2 at the output level only. In the event, the project was able to carry out a comprehensive market study on rangeland-based livelihood opportunities and, with the support of related funding from CORDAID, is currently planning an exchange visit to expose the Garba Tula community to appropriate improved livelihood practices in operation in other areas (such as the Northern Rangelands), aimed at motivating the community and encouraging the adoption of these practices in the Garba Tula area. The CORDAID funding will also enable IUCN and RAP to provide some training to the Garba Tula community in selected drylands enterprise opportunities. Nevertheless, a follow-on project is likely to be needed to consolidate the start that the current project has made with regard improving rangeland livelihoods.

## Outcome 3: Institutional mechanisms for rangeland natural resources management

Outcome 3 addresses the need to develop and strengthen effective institutional mechanisms to support appropriate and sustainable management of Waso rangeland natural resources, integrating both customary and modern institutions. This is a crucial aspect of the success of the project’s overall approach to strengthening natural resource governance in Garba Tula and in the wider Waso rangelands.

Notably, the evolving policy and legislative environment in Kenya which was underway at the same time as project implementation, and which involved the devolution of power from central to local government, as well as the recognition of the rights of local communities to land and natural resources, spearheaded by the new Kenya Constitution, provided both major opportunities to deliver this outcome, as well as significant barriers. On the positive side, the new constitutional dispensation provided a unique opportunity to promote the integration of customary institutional mechanisms with the evolving modern devolved institutional arrangements at the county level and below, which the project fully seized. On the more negative side, the uncertainties and hiatus resulting from the transition to the new constitution has meant that it was not possible to make as much progress in establishing the new institutional mechanisms as the project had hoped for.

Key to the approach to developing and strengthening the institutional arrangements was the institutional model adopted by the project. This is illustrated in Figure 2 overpage, which is shown in various project documents (e.g. the Isiolo Participatory Rangeland Plan). The model shows the Dedha-level Council of Elders (Jarsa Dheda) which was traditionally responsible for overseeing resource management on behalf of the community, being the primary governance institution. However, the model also introduces a potential governance role for RAP and its associated Board of Trustees, in particular in interacting with modern community natural resources management institutions and with other natural resources management institutions such as the Kenya Wildlife Service (KWS) and the Northern Rangelands Trust (NRT).

In this regard, the evaluation feels that the governance and institutional model depicted in Figure 2 is inappropriate, and that RAP should not be considered as a direct part of the natural resources governance mechanisms in the Waso Rangelands, but rather as a facilitator and supporter of these mechanisms. This view seemed to be shared by the RAP Coordinator in discussions held as part of the evaluation, who indicated that the main role of RAP is as facilitator and supporter, not a governance mechanism *per se*. The view is also supported by the draft legislation and by laws developed through the project, which foresee the governance role of the Council of Elders, but do not foresee a role for RAP or its Board of Trustees.

In the view of the evaluation, a more appropriate institutional and governance arrangement would be for the Jarsa Dedha (Dedha Council of Elders) institutions to interact directly with other community natural resources governance institutions (such as the WRUAs, RMCs and Climate Change Adaptation Committees), and to be themselves directly responsible for conflict resolution, as is foreseen in the draft Isiolo Customary Institutions legislation. In this revised model, RAP would be to one side of the model, providing support and facilitation at the various institutional levels, rather than directly involved in natural resources governance.

##### Waso Rangelands natural resources governance structure incorporating both customary and modern institutions as proposed by the project

Council of Elders

Board of Trustees

Traditional Local Community

Conflict Resolution Team

Umbrella Organization (RAP)

1st Level Local community Institutions (RUAs, WUAs etc.)

Local institutions without direct link to RAP- KWS, NRT

In practice, however, the project’s support for RAP has largely been aimed at strengthening their role as a facilitator for strengthening community governance mechanisms, rather than the potential role of RAP as a governance mechanism in its own right. On the other hand, the project did not invest significant effort in strengthening the Jarsa Dedha institutions themselves. In this regard, a key requirement for the success of this revised governance model is that the Jarsa Dedha institutions fulfil good governance principles as have been defined in the Garba Tula Project Baseline Study[[12]](#footnote-12), which in turn were based on the **five principles for good governance** that are especially relevant for natural resources management as defined by the IUCN Social Policy Programme. The Garba Tula Baseline Study interprets these principles for institutions as per Table 5 overpage.

As can be seen from Table 5, the project has had mixed success in delivering the good governance principles as applied to the Jarsa Dedha institutions. On the positive side, considerable progress has been made in developing the potential role of the Jarsa Dedha institutions in integrating customary and modern management of the Waso rangelands, in ensuring that the institutions are legitimate, have a clear direction, and are accountable and fair. Key to this success are the activities that the project has undertaken under the other three project outcomes - i.e. the awareness-raising activities under Outcome 1, the rangeland management planning activities under Outcome 2, including the documentation of customary access rights and norms, and the work to develop natural resources legislation based on customary practices under Outcome 4.

###### Assessment of status of Jarsa Dedha institutions according to the five good governance principles as set out in the Garba Tula Baseline Study

|  |  |  |
| --- | --- | --- |
| Good Governance Principles | Criteria | Evaluation Assessment |
| **Legitimacy** | * Legal foundation of organisational status * Representation/ participation of target groups | * Some Jarsa Dedhas have been registered as CBOs (?) * Efforts have been made to include women and youth * No formal constitutions established to guarantee representation and participation * No clear mechanisms in place for including representation from outside the Borana pastoralist community * Isiolo Customary Institutions Bill potentially recognises Jarsa Dedha institutions as part of the formal devolved local government structures * Isiolo Customary Institutions Bill is not specifically focussed on Jarsa Dedhas as the primary natural resources management institution in the Waso rangelands |
| **Direction** | * Mission statement, objectives and targets * Activity planning, and linkages to objectives | * No explicit mission statement, etc. * Activity plans developed as part of rangeland management plans |
| **Performance** | * Achievement of objectives and targets * Staff capacity to meet role requirements | * Jarsa Dedhas are voluntary institutions that have no staffing * Potential for RAP to facilitate work of Jarsa Dedhas |
| **Accountability** | * Transparency of management systems * Response to constituency needs and opinions | * Management systems are explicitly defined at the Waso rangeland level in proposed county by-laws * No definition of management systems at the Jarsa Dedha level |
| **Fairness** | * Distribution of target beneficiaries across society * Inclusion of marginalised/ minority groups | * Access rules as defined in by-laws apply equally to all sectors of society * No explicit arrangements have been put in place for addressing the needs of marginalised/minority groups |

However, the project has been less successful in carrying out specific activities to strengthen the Jarsa Dedhas as institutions[[13]](#footnote-13). In particular, key areas of weakness that limit the achievement of effective rangeland management institutions under Outcome 3, and that will influence the eventual achievement of impact (see section 4 below) include:

* **The lack of formal constitutions for the Jarsa Dedha institutions**. Such constitutions are critical to the effective governance and to their acceptance as legitimate institutions representing the broader community. Specifically, the draft Isiolo Customary Institutions Bill presently requires that “*A written copy of its Constitution and rules specifying [the Jarsa Dedhas] structure, composition, decision-making processes; the criteria for appointment and termination, terms of office, and on the inclusion of women and youth*” be submitted before the Jarsa Dedha can be recognised as a legitimate representative of the community. This means that in the absence of these constitutions, the Jarsa Dedhas cannot legitimately function as the key natural resources governance mechanism. Similarly, a written constitution will be required for the Jarsa Dedha to be recognised as the community institution under the Community Land Act currently under development (see section 5.2 below).
* **The lack of defined resource access and use rules at the Jarsa Dedha level**. While the project has successfully facilitated the definition of natural resource access and use rules at the Waso rangeland level, these have not yet been explicitly defined and interpreted at the level of individual Dedhas. During the evaluation field visits, Dedha members agreed that this would be important to ensure that each Dedha has appropriate rules and regulations appropriate to their individual circumstances (such as rules for individual water points, etc.). The best place to set out these Dedha-level rules and regulations is in the individual Dedha rangeland management plans that the project has developed (see Outcome 2 above).
* **The lack of clear mechanisms for accommodating the needs of other community members/groups**. Whereas the development of constitutions for the Jarsa Dedha institutions will work to ensure the legitimacy of these institutions, the requirement to establish mechanisms for accommodating the needs of other minority and marginalised community groups has been recognised during the national stakeholder consultation workshop, at which it was maintained that the new legislation must allow for negotiated access to resources by other community groups. However, it will also be important to put into place specific mechanisms that enable minority and marginalised communities to have a voice in the decision-making process, rather than relying entirely on the by-laws to achieve this. That is, affirmative action will be needed as well to ensure that the Jarsa Dedha institutions are regarded as legitimate by all sections of the community, and that marginalised and minority community members are treated fairly in practice as well as in theory.

Perhaps the most important contribution made by the project under Outcome 3 to strengthening the Jarsa Dedha institutions is through the development of the Isiolo Customary Institutions Bill[[14]](#footnote-14). The bill was developed through a participatory process involving community members and local government, and is aimed at promoting public participation in the management of natural resources in Isiolo County, including the recognition of, and the use of customary institutions and indigenous knowledge systems.

The Isiolo Customary Institutions Bill is in practice separated into two main parts:

* The Isiolo Customary Institutions Act, which establishes mechanisms for recognising and empowering Isiolo customary institutions in the management of natural resources; and
* Customary Institutions (Waso Rangelands) Regulations, which establish specific rules for access to and use of natural resources in the Waso Rangelands, with special reference to water, pasture and forest resources

As far as Outcome 3 is concerned, the key component with regard to the strengthening of Garba Tula institutions is the Isiolo Customary Institutions Act itself, since it provides an important means of legitimising the Waso rangeland customary institutions. The significance of this proposed Act is therefore discussed here, while the Waso Rangelands Regulations are discussed under Outcome 4 dealing with the development of enabling laws and policies for resource access and use.

The Isiolo Customary Institutions Act is an important and opportune initiative, and represents one of the most significant and innovative developments of the Garba Tula project. Its importance lies in the fact that the Act provides a legal mechanism for integrating the role of customary institutions into the modern system of governance in place in Isiolo County. The proposed Act is opportune because it comes at a time when natural resource governance in Kenya is being decentralised to the county and local levels, and when the new devolved county legislative structures now have the mandate to establish specific county-level legislation. In this regard, the effort to put in place new county-level legislation formalising the role of customary resource management institutions in Isiolo County is a pioneering initiative that could potentially, if successful, be replicated by other counties in Kenya, as well as by other similar local government structures beyond Kenya’s borders.

While fully accepting the importance of this new initiative, the evaluation did, however, have some specific concerns about the present formulation of the new Act. Specifically, the evaluation had concerns about the fact that the Act does not specifically define the institutions that the Act refers to, but rather more generally refers to “Councils of Elders”, which the Act defines as “*an institution composed of persons recognised by members of a community as elders*”. Although the Act goes on to define an elder as “*a person of either gender accorded such status owing to knowledge, wisdom and experience regardless of their age*”, the evaluation team felt that this definition of the customary institutions that are the focus of the Act is potentially open to broader interpretation than the drafters intended, which may eventually undermine the successful implementation of the Act.

In this regard, the evaluation believes that the drafters of the Act intended that the actual focus of the legislation be the Dedha Council of Elders – the Jarsa Dedha – as discussed previously under this Outcome. However, by simply referring to the Council of Elders, this also opens up the possibility of registering multiple other institutions, including other levels of the Waso rangeland customary institutions such as Council of Elders at Olla, and Artha levels. This aspect is in fact implied by the Waso Rangeland Regulations, which recognise the role of all three levels of Waso customary institutions. Furthermore, the open-ended wording of the Bill with regard what comprises a Council of Elders could potentially mean that other institutions, potentially in conflict with the customary institutions structure, could also claim to be representative of the community, and also attempt to register under the legislation.

In the view of the evaluation, it would be preferable that the new legislation is specifically focussed on the Jarsa Dedha, and that this is combined with initiatives to ensure that the Jarsa Dedha is legitimate, accountable and fair to all sectors of the community as discussed previously under this Outcome. Opening up the legislation to other potential levels of customary institution and even other forms of community institution seems unnecessarily complicated and could undermine the eventual effectiveness of the legislation. The Jarsa Dedha is, as was emphasised by community members during the field visit, the appropriate body to represent the community at the county level, and diluting this in the new legislation potentially weakens the leadership role of the Jarsa Dedhas as the primary representatives of the community in natural resources governance.

If, as proposed here, the Act were to be focussed on the Jarsa Dedha institutions, there would be a maximum of 14 such institutions registered, corresponding to each of the 14 Dedhas making up the Waso rangeland within Isiolo County. In this regard, another potential area for revision of the proposed Act is with regard the section on Administration, which proposes the establishment of an “Office of the Registrar of Customary Institutions of the County”. With the limited number of customary institutions involved, ways should be investigated for paring down these provisions of the Act so that it is potentially more implementable and affordable for the Isiolo county authorities. For example, there may be ways of combining the functions of the Registrar of Customary Institutions with another compatible office within the emerging county structure.

Table 6 below reviews the Outputs that the project has delivered in order to achieve Outcome 3. The key achievements relate to Output 3.3, which developed the Isiolo Customary Institutions Bill as discussed above, and Output 3.1, which focussed on developing the capacity of RAP itself. On the other hand, the key challenges experienced related to the lack of specialised training courses for RUAs, WRUAs and other resource management institutions which had originally been planned, and the problems experienced with the project’s extended management and administration systems which resulted in significant cash flow issues and delays in the implementation of project activities (see section 6: project implementation arrangements).

###### Outcome 3 key outputs, achievements and challenges

| Key Outputs | Key Achievements/Challenges |
| --- | --- |
| Output 3.1 Capacity of Resource Advocacy Programme strengthened | * RAP provided with office equipment (computer, printer, generator, furniture) and office consumables (office rental and supplies * Technical capacity of RAP strengthened through recruitment of Programme Officer and Finance & Administration Officer * RAP had difficulties in dealing with IUCN’s and project’s financial and procurement systems and procedures (see Section 6: project implementation arrangements) * RAP struggled with significant cash-flow problems that delayed implementation of activities (see section 6: project implementation arrangements) |
| Output 3.2 Specialized training to build technical and financial capacity of RUAs, WRUAs and other resource management institutions carried out | * No specific specialised training of resource management institutions carried out as yet * Capacity of customary and modern institutions indirectly strengthened through participation in rangeland planning and natural resource access legislation development |
| Output 3.3 Isiolo Customary Institutions Act developed to recognise and empower community institutions | * Draft Isiolo Customary Institutions Bill developed by legal experts * Isiolo Customary Institutions Bill reviewed and validated by key community and county-level stakeholders * Draft Bill does not focus on specific community customary institution, such as Jarsa Dedha |

## Outcome 4: Enabling laws and policies for community-based natural resource access and use

Outcome 4 relates to the project’s efforts to put in place enabling legislation to support appropriate and sustainable community-based natural resource access and use in Garba Tula and in the broader Waso rangelands. An important aspect of the successful achievement of the Outcome was the need to ensure that the legislation that was developed was both aligned to the customary natural resource use norms prevailing in the project area, as well as with the emerging national legislative and policy framework relating to the establishment of the new Kenya Constitution, and to the ongoing efforts to devolve responsibility for natural resources governance issues to the county level.

The project enabled the identification of the existing Waso rangeland customary access rights and norms through a series of community-level meetings which first identified the customary practices and rules, then consolidated them at the Waso rangeland level with technical inputs and drafting assistance provided by the Institute of Law and Environmental Governance (ILEG). The Waso level rangeland access rules that were subsequently produced were then validated by the community at a county-level workshop. IUCN and RAP then worked with ILEG to convert these rules into a suitable legal form for enactment under the county legislation – the **Waso Rangelands Regulations**. In addition, ILEG carried out a comprehensive review of the pertinent legislation concerning natural resources management in an effort to determine the best options available for formalising the new regulations[[15]](#footnote-15). The review concluded that the most appropriate option was to imbed the new regulations within new legislation enacted by the new Isiolo County Assembly. The review, however also emphasised the important opportunity provided by the emerging Community Lands Act, which is the key mechanism being put into place for recognising community land tenure and natural resource access rights in accordance with the provisions of the new Kenya Constitution.

In the view of the evaluation, the project’s efforts to establish enabling laws and policies for integrating Waso rangeland customary natural resource management practices and rules into modern legislation and governance systems under Outcome 3 represent an important project achievement, *provided that* the progress that has been made to date can be sustained following project termination. This aspect is discussed further under section 4.2 below. As with the broader Isiolo Customary Institutions Act, the Waso Rangelands Regulations are a ground-breaking and timely mechanism that has the potential of being replicated elsewhere in Kenya and abroad.

Table 7 overpage reviews the Outputs that the project has delivered in order to achieve Outcome 4. As the table shows, there have been important achievements in the delivery of all three outputs. The only area of potential weakness is with regard the focus of the Waso Rangelands regulations on multiple levels of community customary institutions. As with the Isiolo Customary Institutions Bill, this generalisation of the regulations, rather than maintaining a specific focus on the Jarsa Dedha institutions, may ultimately undermine the effectiveness of the proposed legislation, and similar the project’s effectiveness in delivering Outcome 4.

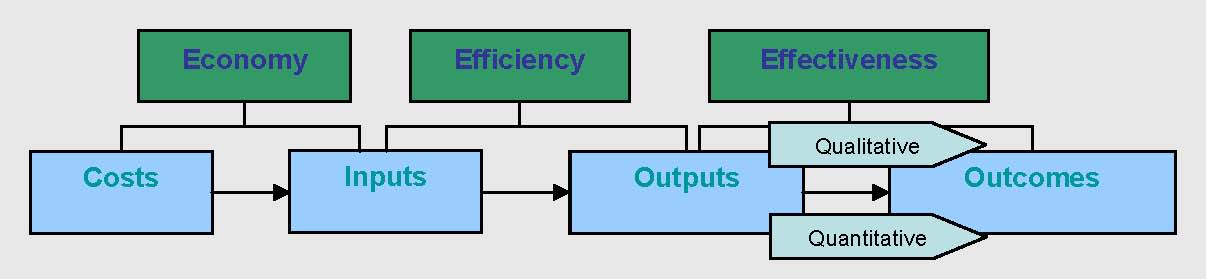
###### Outcome 4 key outputs, achievements and challenges

| Key Outputs | Key Achievements/Challenges |
| --- | --- |
| Output 4.1 Community consultations on customary natural resource use access norms and associated rules and regulations carried out in GT Dedhas | * 2 community consultations carried out to identify customary resource access and use rules and norms * 1 broader community meeting held to consolidate access and use rules for entire Waso rangeland * 1 county-level community and stakeholder meeting held to validate Waso rangeland access and use rules |
| Output 4.2 The emerging national legislative framework for establishing appropriate community-based NR resource access and use mechanisms understood (Legal Opinion) | * Comprehensive review carried out of existing and emerging legislation that impacts on or provides a basis for formalizing customary community resource use management practices within the official regulatory framework * Provides different legal options for formalising customary management practices: * Laws of county assemblies * Laws of community forestry or water users associations * Laws under the new Community Lands Act |
| Output 4.3 Customary Institutions (Waso Rangelands) Regulations drafted in consultation with government, communities and other stakeholders, and validated (natural resource use by-laws) | * Draft Waso Rangelands regulations prepared * As with the Draft Isiolo Customary Institutions Act, the draft regulations focus on multiple levels of community customary institutions |

# Value for Money

In accordance with the DFID guidelines for assessing Value for Money (VFM) in governance projects[[16]](#footnote-16), the assessment of the project’s VFM is based on the framework shown in Figure 3 below.

##### The relationship between the evaluation of Economy, Efficiency and Effectiveness and the project results framework



In this regard, the DFID VFM guidelines state that “*VFM is high when there is an optimum balance between the 3Es -* ***Economy, Efficiency, and Effectiveness*** *- i.e. when costs of relatively low, productivity is high, and successful outcomes have been achieved*”. The guidelines also state that the assessment of VFM inevitably relies on judgement by the assessor, wherever possible based on evidence, as well as an element of common sense.

The preceding section has examined the effectiveness and efficiency of project delivery in depth. This VFM section therefore consolidates and summarises the detailed information provided on effectiveness and efficiency into a form by which the overall Value for Money for the Garba Tula project can best be understood, and also incorporates an assessment of the project’s economy[[17]](#footnote-17). To achieve this, the evaluation has consolidated the VFM findings and conclusions for each of the project’s four Outcomes into a summary table - given in Table 8 below - and has then rated the different project Outcomes according to their 3Es performance, using the following rating scale:

|  |  |
| --- | --- |
| **Rating** | **VFM Description** |
| **3** | High VFM |
| **2** | Good VFM |
| **1** | Moderate VFM |
| **0** | Poor VFM |

###### Garba Tula Drylands Governance Project overall VFM assessment

| **VFM Level** | **Project Results Framework Component** | **Qualitative Assessment** | **Rating** |
| --- | --- | --- | --- |
| **Effectiveness** | **Outcome 1: Stakeholder awareness of NR access and use mechanisms and rights** | * High level of community awareness and understanding of customary natural resource management systems and practices, and potential means of integrating these with modern natural resources governance mechanisms. This awareness appeared to be shared across all age groups and both genders. * Not possible to determine how far this awareness had extended to ordinary community members * Awareness activities at county and national levels have already resulted in other development agencies adopting similar approaches | **3** |
| **Efficiency** | Output 1.1 Awareness raising and problem identification | * Community awareness raising and problem identification events carried out * County and national-level dialogues held * Baseline studies successfully completed * Learning and best practice documents produced * Anticipated multi-stakeholder forum not consolidated | **3** |
| Output 1.2 County and national level dialogues |
| Output 1.3 Garba Tula and Pan-African baseline studies |
| Output 1.4 Learning and best practice documents |
| **Economy** | | * The use of the Garba Tula local community trust, the Resource Advocacy Programme (RAP), turned out to be a very economical and effective means for delivering the Outcome 1 inputs. * However, the economy of this approach was to an extent undermined by the difficulties, delays and cash flow problems that RAP experienced in delivering project inputs. * The GT baseline study was implemented through a competitive tendering process, and other project learning outputs were chiefly developed in-house by IUCN or RAP | 2 |
| **Outcome 1 Overall VFM** | | | 3 |
| **Effectiveness** | **Outcome 2: Sustainable rangeland management practices and livelihoods** | * The project successfully identified sustainable NR management practices based on customary norms and rights through the development of 5 Dedha-level rangeland plans. However, the rangeland plans suffered from several weaknesses which limited their ability to actually influence and develop rangeland management practices | 2 |
| **Efficiency** | Output 2.1 Rangeland planning Training of Trainers | * Five rangeland management plans were developed through a participatory process involving local communities * Waso rangeland market study prepared | 2 |
| Output 2.2 Rangeland resource assessment |
| Output 2.3 Dedha and Waso rangeland management plans |
| Output 2.4 Rangeland market studies |
| **Economy** | | * Local facilitators were trained in undertaking rangeland planning processes * The rangeland planning processes did not depend on external planning consultants, which while an economic solution, may have undermined achievement at the Outcome level * Market studies were undertaken by a locally-based specialist | 2 |
| **Outcome 2 Overall VFM** | | | 2 |
| **Effectiveness** | **Outcome 3: Institutional mechanisms for rangeland natural resources management** | * The project had mixed success in strengthening institutional mechanisms for rangeland natural resources management in Garba Tula. Specifically, the project focussed too much on building the capacity of RAP rather than the appropriate community institution, the Jarsa Dedhas (Dedha Council of Elders) * Key aspects of this Outcome that still need to be delivered include the Jarsa Dedha constitutions, NR management systems, and accountability mechanisms | 1 |
| **Efficiency** | Output 3.1 Capacity of Resource Advocacy Programme | * The draft Isiolo Customary Institutions Bill is an innovative and potentially significant project output that builds on the ongoing devolution process in Kenya, but further modifications are needed to consolidate this output * The project built the capacity of RAP, but did not provide significant capacity building support to other community institutions | 1 |
| Output 3.2 Specialized training for resource management institutions |
| Output 3.3 Isiolo Customary Institutions Act |
| **Economy** | | * As with Outcome 1, the partnership with RAP as the field project delivery mechanism provided important economies in the delivery of this Outcome * Economies were also achieved in the development of the Isiolo Customary Institutions Act through the use of a locally-based specialist agency | 2 |
| **Outcome 3 Overall VFM** | | | 1 |
| **Effectiveness** | **Outcome 4: Enabling laws and policies for community-based natural resource access and use** | * The project made significant progress towards the achievement of this Outcome through the development of the Waso Rangelands Regulations. These represent an innovative and exciting mechanism for integrating customary natural resource management practices and rules into modern legislation and governance systems that has the potential of being replicated elsewhere in Kenya and abroad. * However, the ultimate achievement of impact from this Outcome will depend on follow-up initiatives to finalise, promote and eventually legislate the regulations following project termination | 3 |
| **Efficiency** | Output 4.1 Community consultations on customary NR access norms, rules and regulations | * Garba Tula communities have identified and reaffirmed their customary natural resource access right and norms as part of rangeland planning processes (Outcome 4) * Customary rights and norms have been consolidated into the draft county-level subsidiary legislation (Waso Rangeland Regulations) and subsequently validated with the community. However, the regulations still need further clarification with regard the focus of the customary institutions * The context of the new regulations within the evolving county- and national-level legislative frameworks has been well identified | **3** |
| Output 4.2 Emerging national legislative framework |
| Output 4.3 Customary Institutions (Waso Rangelands) Regulations |
| **Economy** | | * As per Outcome 3 above | 2 |
| **Outcome 4 Overall VFM** | | | 3 |

Table 8 above also provides an overall VFM rating for each of the project’s Outcomes, which can be summarised as follows:

|  |  |
| --- | --- |
| **Project Outcome** | **VFM Rating** |
| Outcome 1: Stakeholder awareness of NR access and use mechanisms and rights | 3 |
| Outcome 2: Sustainable rangeland management practices and livelihoods | 2 |
| Outcome 3: Institutional mechanisms for rangeland natural resources management | 1 |
| Outcome 4: Enabling laws and policies for community-based natural resource access and use | 3 |
| ***Overall Project VFM rating*** | ***2***  ***(Good Value for Money)*** |

The evaluation assessed that the project has performed well with regard its overall Value for Money, but that some Outcomes provided greater VFM than others. In particular, the evaluation assessed that Outcome 1 on stakeholder awareness of natural resource access and use mechanisms and Outcome 4 on the integration of customary resource access rights and rules into modern and devolved governance systems, were high VFM project areas, while Outcome 3, focussing on the development of institutional mechanisms for rangeland natural resources management was a comparatively weak VFM area for the project. In between came Outcome 2, where the project made good progress but had some deficiencies. The evaluation assessed no area of project performance - at economy, efficiency or effectiveness levels - as representing poor VFM.

Ultimately, the Value for Money of the project can only truly be understood through an assessment of the project’s likely long-term impacts. In this regard, the evaluation’s assessment of the project’s progress towards impacts is discussed in the next section.

# Project Impact, Sustainability and Replicability

The previous section on Project Performance looked at the overall Value for Money of project delivery - Economy, Efficiency and Effectiveness. This section goes on to look at the progress the project has made in converting this project performance into the eventual achievement of impacts.

As per Table 1 above, Impact is defined in this evaluation as “*A fundamental and durable change in the condition of people and their environment brought about by the project*.” Since impact necessarily takes many years to achieve, it is not realistic to directly measure the delivery of impacts at the end of the project. Instead, a mechanism is needed to assess the **likelihood** that the project will make a contribution towards achieving impact; i.e. to identify and then assess a proxy, or proxies, of the delivery of impact. To achieve this, the evaluation has used the Review of Outcomes to Impacts (ROtI) methodology[[18]](#footnote-18) that has been developed by the Global Environment Facility (GEF) Evaluation Office to assess the progress of GEF projects towards delivering environmental and sustainable livelihood impacts. The ROtI methodology assumes that, in order to achieve eventual impact, certain conditions need to be in place to bring about impact, and also that intermediate states to the achievement of impact can be identified. This is illustrated in the diagram overpage:

**INTERMEDIATE STATES**

**IMPACT DRIVERS**

**ASSUMPTIONS**

**IMPACTS**

**OUTCOMES**

The diagram shows the components of the project’s Theory of Change between Outcomes and Impacts according to the ROtI methodology. It proposes that certain conditions must first be fulfilled in order to eventually achieve Impacts, called Assumptions, Impact Drivers and Intermediate States. These terms are defined in Table 1. The important point to note is that Impact Drivers are potentially within the ability of the project to achieve, and therefore should ideally be included in the project design, while assumptions are usually beyond the ability of the project to realise, and can therefore only be anticipated in the project design.

In the next sections, the evaluation looks at the project’s progress towards delivering Impacts according to the two Intermediate States for the project that have been identified in the project’s Theory of Change set out in Table 2. For each Intermediate State, the various Impact Drivers and Assumptions relating to the achievement of the Intermediate State are discussed, and the actual state of affairs at the end of the project is indicated.

The overall analysis of progress towards Impacts is given in Table 9 below. This table also includes a rating of the project’s progress towards achieving impacts at both the Impact Driver/Assumption and Intermediate State Level. The rating scale used for this assessment was as follows:

|  |  |
| --- | --- |
| **Rating** | **Description** |
| **3** | Well achieved/ realised |
| **2** | Partially achieved/ realised |
| **1** | Poorly achieved/ realised |
| **0** | Not achieved/ realised |

###### Garba Tula Drylands Governance Project Outcomes to Impacts assessment

| **Theory of Change Component** | **Qualitative Assessment** | **Rating** |
| --- | --- | --- |
| **Outcome 1: : The Garba Tula community, as well as county and national-level decision makers and other stakeholders, have increased awareness of the role and potential of customary NR access and use mechanisms and rights in the effective and efficient governance and management of dryland resources** | | |
| **Outcome 2: Sustainable management practices and livelihoods identified and developed for Waso rangelands through community engagement, incorporating customary resource access rights and norms** | | |
| ID: Management practices, rights and norms are clearly defined, appropriately aligned to conservation and livelihood needs and realities, and are capable of adjustment according to changing circumstances | * Management practices, rights and norms have been clearly identified through participatory processes, and are consolidated at the Waso rangelands level in the draft Waso Rangelands Regulations * Management practices have also been identified at the Dedha level, but they have not yet been clearly defined in the Dedha-level rangeland management plans * Mechanisms are needed for the adjustment of customary management rights and norms according to lessons learnt in their implementation - most likely through the rangeland planning process | 2 |
| Ass: Management practices, rights and norms are able to be accommodated within emerging county land-use policies and priorities | * Strong progress has been made in integrating customary rangeland management rights and norms within the emerging county-level legislative frameworks, and it is clear that there is a good level of support at the county level for the governance approaches advocated by the project * However, as a very innovative approach, there is the possibility that the county legislature will ultimately not be willing to devolve these decision-making rights over the county’s natural resources to the community | 2 |
| Ass: Customary resource access rights and norms can be reconciled with the interests of other communities that utilise the area | * The Isiolo Customary Institutions Bill potentially allows for other sectors of the Isiolo community to register their Councils of Elders * However, such registration could set up competing and conflicting claims over the governance of Isiolo natural resources. Ultimately, the only viable solution is if the Jarsa Dedha institutions are inclusive of and accountable to all sectors of the community, not just pastoralists | 1 |
| ID/Ass: Sustainable rangeland livelihoods that are able to meet the developing needs of Waso communities are available | * Livestock prices in Kenya are at an all-time high, and traditional pastoralism, coupled with the effective application of the customary rangeland access rights to water and pastures, appears to have good economic potential. Community members interviewed during the field visits indicated that the more important problem is in getting the next generation to take up pastoralism, and also in providing education to pastoralist children who are mobile * Evidence from neighbouring areas such as those supported by the Northern Rangelands Trust suggest that there are additional sustainable livelihoods that can be promoted in the Waso rangelands * The project carried out a comprehensive market study of these opportunities, but was not able to pilot any of them | 2 |
| **IS: Sustainable rangeland management practices, rights and norms and sustainable livelihood options are understood and owned by all sections of the Waso rangeland community** | * Significant progress has been made by the project in identifying sustainable rangeland management practices based on customary practices. * However, the access rules are yet to be fully defined at the Dedha level, and mechanisms of ensuring that all sections of the Waso community are included need to be strengthened | 2 |
| **Outcome 3: Effective institutional mechanisms to support appropriate and sustainable management of rangeland natural resources developed and strengthened, based where possible on customary systems** | | |
| **Outcome 4: Enabling laws and policies to support appropriate and sustainable community-based natural resource access and use developed, in alignment with emerging national and devolved structures and legislation** | | |
| ID: Appropriate community institutions that are capable of representing all sections of GT and greater Waso rangeland communities are in place | * The Waso rangeland’s system of customary community institutions have been reinvigorated through the project | 3 |
| ID: Community institutions are established at the appropriate geographical scale to enable effective NRM and control of land use | * The Jarsa Dedha institutions are potentially established at the appropriate geographical scale (e.g. the scale at which rangeland planning has been carried out), however the Dedha institutions have not been formally recognised in the new legislation | 2 |
| ID: Identified community institutions have governance mechanisms established to ensure that they represent all sections of their constituency, including natural resource users, ethnic groups, as well disadvantaged and poor people and women | * Informal progress has been made in strengthening community institutions governance arrangements, but these have not yet been formalised through the putting in place of constitutions, NR management decision making and conflict resolution processes, and accountability mechanisms | 1 |
| ID: Community institutions are able to establish mechanisms to include other resource institutions that operate in the area, such as WRUAs and RUAs | * Informal progress has been made in establishing mechanisms for coordination with other resource user institutions, but these have not been formalised | 2 |
| ID/Ass: Community institutions have sufficient capacity to fulfil their representational and resource governance roles and are viable in the long-term | * Community institutions lack capacity and financial sustainability in the long-term | 1 |
| Ass: The functions of community institutions are not subverted by the interests of elites | * The customary institutions have traditionally made efforts to represent all sectors of the community, but it is not certain that this will continue to be the case in modern circumstances | 2 |
| Ass: Community land tenure rights are secured | * The new Community Lands Act under development provide an important opportunity to consolidate the land tenure and resource access rights of the Garba Tula communities, and the Jarsa Dedha institutions, provided their governance is strengthened, offer a potential focal point around which to legitimise community land tenure. However, the Community Land Rights Recognition Model is still at an early stage of piloting, and it is uncertain whether and how the approach to legitimising community land tenure will be successful in the long-term | 1 |
| **IS: Effective and participatory mechanisms for managing and regulating access and use of rangeland resources and that reconcile customary and modern systems and rights are operational** | * The project has laid a strong foundation for reconciling customary and modern natural resource use systems and rights, in particular through revitalising the role of the Jarsa Dedha institutions, and the effort to legitimise this role in the new devolved county government structure * However, the governance and sustainability of the Jarsa Dedha and related customary institutions is still weak, and ultimately the mechanisms for managing and regulating rangeland resource use established by the project may not be viable unless the ownership rights of the communities over the Waso rangelands are secured | 2 |

Overall, the assessment of project’s progress towards impacts can be summarised as follows:

|  |  |
| --- | --- |
| **Intermediate State** | **Impact Rating** |
| **Intermediate State**: Sustainable rangeland management practices, rights and norms and sustainable livelihood options are understood and owned by all sections of the Waso rangeland community | 2 |
| **Intermediate State**: Effective and participatory mechanisms for managing and regulating access and use of rangeland resources and that reconcile customary and modern systems and rights are operational | 2 |
| ***Overall Project Progress towards Impacts rating*** | ***2***  ***(Partially achieved)*** |

The details of the evaluation’s impact assessment are given below.

## Intermediate State #1: Sustainable rangeland management practices, rights and norms and sustainable livelihood options are understood and owned by all sections of the Waso rangeland community

The first Intermediate State “*Sustainable rangeland management practices, rights and norms and sustainable livelihood options are understood and owned by all sections of the Waso rangeland community*” was considered by the evaluation to be an important precursor to the eventual achievement of Impact by the project. This Intermediate State represents a continuation and consolidation of what the project has achieved through Outcomes 1 (Stakeholder awareness of NR access and use mechanisms and rights) and Outcome 2 (Sustainable rangeland management practices and livelihoods). In particular, the achievement of the IS involves the extension of the understanding and ownership of rangeland management practices and rights beyond the direct project stakeholders and beneficiaries to the broader Waso and wider Isiolo County community.

### Impact Drivers and Assumptions

The evaluation identified the following four impact drivers and assumptions that were considered necessary to bridge the gap between the project Outcomes and the eventual delivery of the Intermediate State:

* **Impact Driver**: Management practices, rights and norms are clearly defined, appropriately aligned to conservation and livelihood needs and realities, and are capable of adjustment according to changing circumstances
* **Assumption**: Management practices, rights and norms are able to be accommodated within emerging county land-use policies and priorities
* **Assumption**: Customary resource access rights and norms can be reconciled with the interests of other communities that utilise the area
* **Impact Driver/Assumption**: Sustainable rangeland livelihoods that are able to meet the developing needs of Waso communities are available

With regard the first impact driver “*Management practices, rights and norms are clearly defined, appropriately aligned to conservation and livelihood needs and realities, and are capable of adjustment according to changing circumstances*”, the evaluation considered that the project had made good progress in identifying Waso Rangeland management practices, rights and norms through community consultations, which were then subsequently consolidated at the Waso rangelands level in the draft Waso Rangelands Regulations. However, as noted previously, while management practices and user rights had been identified at the Dedha level, they had not yet been explicitly defined in the Dedha rangeland management plans. This lack of definition at the Dedha level potentially undermined the project’s progress in realising the impact driver. It was also not clear how the resource access rights and management practices could be adapted according to lessons learnt in their implementation. The evaluation concluded that this impact driver had only partially been realised by the project, and that further activities will be required to secure the progress that has been made.

With regard the assumption that “*Management practices, rights and norms are able to be accommodated within emerging county land-use policies and priorities*”, the evaluation felt that this assumption has so far held true. Indeed, as noted previously, the recent emergence of the new county government structure as a result of Kenya’s new constitution offers important opportunities for integrating customary rangeland management practices with the emerging county land-use plan policies and practices, and the project has made an important start at tapping into these possibilities through the development of the Isiolo Customary Institutions draft legislation. However, while there seems to be broad support at the county level for the new legislation, there is still a long way to go to get the legislation adopted by the county assembly, which has up till now not yet passed any legislation. As a result, the assembly may face challenges in passing such an innovative piece of legislation as the new Isiolo Customary Institutions Bill represents. For these reasons, the evaluation concluded that this Assumption has yet to be fully tested, and may ultimately be a barrier in the achievement of the Intermediate State.

With regard the assumption “*Customary resource access rights and norms can be reconciled with the interests of other communities that utilise the area*”, the evaluation felt that this Assumption has yet to be tested by the project. This is because the project has so far largely focussed its efforts on the Borana pastoralist community living in the Waso rangelands, and has not directly addressed the interests and needs of other stakeholders living in the area. Although these other interests are relatively limited, the evaluation felt that it is vital in the long run that the interests of all resource users in the area are taken into account. This has implications for the measures that the Jarsa Dedha institutions take to be relevant and accountable to all sectors of the community, not just pastoralists (see below). It also has implications for the framing of the Isiolo Customary Institutions Act. As noted previously, the draft Act seems to allow multiple levels and types of community institutions to be registered under the Act, which could prove problematic if the differing interests of the various resource user groups are not accommodated by the Jarsa Dedha institutions and management systems. The evaluation felt that the best way to address this assumption is by ensuring that all resource user groups are included in the governance arrangements, so that different interests and needs can be addressed from the outset.

With regard the Impact Driver/Assumption “*Sustainable rangeland livelihoods that are able to meet the developing needs of Waso communities are available*”, this was considered by the evaluation to be both an impact driver and an assumption because to a degree the project had the ability to identify potential sustainable rangeland management practices, but in practice this could be limited by the harsh environmental conditions of the Waso rangelands, which limit the number of sustainable livelihood options available. However, on the positive side, livestock prices in Kenya are currently at an all-time high, and discussions with Waso pastoralists held during the field visit indicate that pastoralism currently represents a very viable livelihood option. Nevertheless, the pastoralists indicated that they faced significant challenges in persuading the next generation to take up the lifestyle in preference to sedentary urban jobs, and also for those that do, in providing education to a largely mobile population. The project through its market study has identified potential ways of improving livestock management and marketing, and has also set out a variety of other potential livelihoods that could have potential. However, there was no opportunity to pilot and test these alternative livelihoods, and for this reason the evaluation felt that this impact driver/assumption had so far only partially been realised.

### Intermediate State

Based on the above assessment of impact drivers and assumptions, the evaluation felt that there was sufficient evidence that the project had made good progress towards the realisation of the Intermediate State. In particular, the project’s efforts to identify and revive the customary rangeland management and access rights of the Waso pastoralist community represented significant progress towards the ultimate realisation of impact, both in terms of natural resource conservation and sustainable livelihoods. Nevertheless, the evaluation felt that more progress needs to be made in terms of clearly defining rangeland user rights and management practices at the Dedha level, and in ensuring that these access rights and management systems are inclusive of all sectors of the community, not just pastoralists. Further progress is also needed in piloting alternative sustainable livelihoods. In conclusion, the overall assessment for the delivery of this Intermediate State is **partially achieved**.

## Intermediate State #2: Effective and participatory mechanisms for managing and regulating access and use of rangeland resources and that reconcile customary and modern systems and rights are operational

The second Intermediate State “*Effective and participatory mechanisms for managing and regulating access and use of rangeland resources and that reconcile customary and modern systems and rights are operational*” puts into practice the understanding of sustainable rangeland management practices and livelihood options established through Intermediate State #1, through the institutionalisation of hybrid systems of rangelands resource access and use based on both modern and customary systems. As detailed under the project performance section above, the Garba Tula project has already worked towards the delivery of this Intermediate State through Outcomes 3 (Institutional mechanisms for rangeland natural resources management) and 4 (Enabling laws and policies for community-based natural resource access and use), in particular through the project’s efforts to develop the role of the Jarsa Dedha institutions, and through the drafting of the Isiolo Customary Institutions Act and the subsidiary Waso Rangelands Regulations. The achievement of the Intermediate State will in particular require the consolidation of the natural resource governance role of the Jarsa Dedha institutions, and the acceptance and formalisation of this role by the modern natural resource governance mechanisms, especially at the county level.

### Impact Drivers and Assumptions

The evaluation identified the following seven impact drivers and assumptions that were considered necessary to bridge the gap between the project Outcomes and the eventual delivery of the Intermediate State:

* **Impact Driver**: Appropriate community institutions that are capable of representing all sections of GT and greater Waso rangeland communities are in place
* **Impact Driver**: Community institutions are established at the appropriate geographical scale to enable effective NRM and control of land use
* **Impact Driver**: Identified community institutions have governance mechanisms established to ensure that they represent all sections of their constituency, including natural resource users, ethnic groups, as well disadvantaged and poor people and women
* **Impact Driver**: Community institutions are able to establish mechanisms to include other resource institutions that operate in the area, such as WRUAs and RUAs
* **Impact Driver/Assumption**: Community institutions have sufficient capacity to fulfil their representational and resource governance roles and are viable in the long-term
* **Assumption**: The functions of community institutions are not subverted by the interests of elites
* **Assumption**: Community land tenure rights are secured

With regard the first impact driver “*Appropriate community institutions that are capable of representing all sections of GT and greater Waso rangeland communities are in place*”, the evaluation felt that the project had laid a strong foundation for the realisation of this impact driver through its efforts to raise awareness and reinvigorate the customary community rangeland management institutions, in particular its support to the Dedha-level institutions. The evaluation concluded that this Impact Driver has been fully realised by the project.

With regard the impact driver “*Community institutions are established at the appropriate geographical scale to enable effective NRM and control of land use*”, once again, the evaluation felt that the project had made significant progress in the realisation of this impact driver, in particular through the identification of the Dedha as the primary focus for strengthening customary rangeland management systems. In the evaluation’s view, the Dedhas are the appropriate level of institution to interface with modern natural resource management systems and institutions at the county level, whereas other customary institutions such as the Artha and the Olla are potentially at too local a scale for effectively interfacing with county structures. The Dedha level is also an appropriate level for interfacing with other community natural resource institutions such as the WRUAs and the RMCs. The project successfully reinforced the Dedha level of rangeland management through the development of rangeland management plans for five of Garba Tula’s Dedhas, however this process was to an extent undermined by the fact that the legislation developed under Outcome 4 was not specific to the Dedha institutions. For this reason, the evaluation concluded that this Impact Driver had been partially realised by the project, but that follow-up activities are needed for its full realisation.

With regard the impact driver “*Identified community institutions have governance mechanisms established to ensure that they represent all sections of their constituency, including natural resource users, ethnic groups, as well disadvantaged and poor people and women*”, the evaluation felt that the project had not made significant progress in the realisation of this impact driver. Thus, while good informal progress has been made in improving the legitimacy of the Jarsa Dedha institutions through the inclusion of youth and women in the functioning of these institutions, these measures have, as discussed earlier, not been consolidated and formalised through the establishment of Jarsa Dedha constitutions, or through the establishment of explicit rangeland management and use decision making and conflict resolution mechanisms that are transparent and ensure accountability to all sectors of the Garba Tula community. To an extent, these aspects are addressed in the draft Waso Rangelands regulations, but in order to fully deliver this impact driver, they need to be addressed at the individual Jarsa Dedha level. The modernisation of Jarsa Dedha governance mechanisms will be an acid test of whether these essentially customary institutions are eventually able to achieve legitimacy and can function on behalf of their entire community, and significant challenges are likely to be experienced in this modernisation process, just as has been experienced by the Group Ranch Management Committees established under the Group Representatives Act. For these reasons, the evaluation concluded that this Impact Driver had been poorly realised by the Project, and that a number of additional follow-up activities are need for its full realisation.

With regard the impact driver “*Community institutions are able to establish mechanisms to include other resource institutions that operate in the area, such as WRUAs and RUAs*”, the evaluation felt that, as demonstrated by the community meetings held as part of the field visit, the project has made good progress in building ties and cooperation between the Jarsa Dedha institutions and the other resource institutions operating in the project area, with these other institutions regarding the Jarsa Dedhas as the umbrella institutions for all rangeland management decision-making. However, as with the previous impact driver, these collaboration mechanisms are yet to be formalised in the Jarsa Dedha governance structures and processes. The evaluation therefore concluded that this impact driver was only partially realised by the project, and that further initiatives would be needed in this regard to consolidate the cooperation and to avoid conflict in the future.

With regard the Impact Driver/Assumption “*Community institutions have sufficient capacity to fulfil their representational and resource governance roles and are viable in the long-term*”, the evaluation felt that the project had made only limited progress in realising this impact driver. As discussed under the project performance section above, the project focussed its institutional strengthening activities on the project partner RAP, and capacity building for the Jarsa Dedhas mainly focussed on the development of rangeland management plans rather than on strengthening the Jarsa Dedha institutions as such. For this reason, it is unclear whether the Jarsa Dedha institutions are realistically able to undertake their envisaged rangeland natural resource management role in the long-term. No mechanism for their financial viability has so far been identified, and in the absence of project funding to facilitate Jarsa Dedha meetings, it is not clear how they will be able to function. The evaluation therefore concluded that this impact driver was poorly achieved by the project. Significant follow-up activities will be required to ensure the financial sustainability of the Jarsa Dedha institutions in the long-run, perhaps through some form of levy system on selected natural resource related activities, or through launching an economic enterprise that provided revenues to the Jarsa Dedhas, as is the case with the tourism activities carried out in conservancies in the neighbouring Northern Rangelands Trust.

With regard the Assumption that “*The functions of community institutions are not subverted by the interests of elites*”, it was difficult to assess whether this assumption was holding true in the case of the Jarsa Dedha institutions. As noted previously, the project had clearly supported efforts to ensure that the Garba Tula institutions were inclusive of youth and women, but it was less clear whether these still represented the elite of the Garba Tula community, and whether effective mechanisms had been established to ensure that the needs of poor and marginalised sections of the community were also addressed. Ultimately, these aspects can best be addressed in the formal legitimacy, accountability and decision making processes established by the Jarsa Dedhas, which as noted earlier, are yet to be established. For this reason, the evaluation concluded that this Assumption has yet to be fully tested, and that, considering the track record of Kenya’s Group Ranch Management Committees, there is still cause for concern that elites may eventually dominate the functioning of the Jarsa Dedhas.

With regard the Assumption “*Community land tenure rights are secured*”, although largely outside the scope of the present project, the evaluation regards securing of land tenure rights for the Garba Tula community to be a critical aspect of achieving impact in the long-term, especially considering the growing human populations in Kenya, the increasing pressure being placed on natural resources, and the effects of climate change on human movements and livelihood security. The project has made important steps in laying the foundation for securing community land tenure, in particular through the efforts to develop the role of the Jarsa Dedha institutions and the potential legitimising of the role of the Jarsa Dedhas as the representative institutions for the community through the Isiolo Customary Institutions Act. It will now be necessary to build on this foundation through an effort to legitimise community land tenure through the Community Lands Act currently under development. In this regard, the Community Land Rights Recognition (CLRR) Model[[19]](#footnote-19), which is currently being piloted in Lamu County, recognises three key aspects of community land tenure that need to be addressed by the model: “*what land?*”, “*who holds the land?*” and “*what interest?*”. In this regard, the Garba Tula project has made significant progress in addressing each of these aspects: i.e. the project has clarified that the Dedha is appropriately the area of land concerned, the Jarsa Dedha institution represents the community in holding the land, and the interests are the rangeland resource access and user rights that have been defined through the Dedha planning processes. However, the CLRR also states that “*For a community to have land registered in their favour there is need for the establishment of community land holding and governance entities*” and that these entities should “*reflect a cross-section of the community and uphold the principles of leadership, integrity and equity as required by the Constitution; be legally registered; and be structured in a manner to ensure equitable decision making, conflict resolution, and negotiation and determination of natural resource benefit sharing amongst community members*”. This again emphasises the need to strengthen the governance of the Jarsa Dedhas as discussed previously, so that they can in due course be recognised as the appropriate land holding and governance entities for the purposes of securing community land tenure under the Community Lands Act.

The evaluation concludes that the emerging policy and legislation framework in Kenya, spearheaded by the new Kenya Constitution which puts emphasis on recognising community rights to land, provides a very positive framework that suggests that this assumption will hold true in the longer-term, provided that the Community Lands Act stays on its present course as proposed by the Community Land Rights Recognition Model, and provided also that the project’s efforts to develop the Jarsa Dehdas as the legitimate and appropriately governed representative of the Waso community come to fruition.

### Intermediate State

Based on the above assessment of impact drivers and assumptions, the evaluation felt that the project has laid a strong foundation for reconciling customary and modern natural resource use systems and rights, in particular through revitalising the role of the Jarsa Dedha institutions, and the effort to legitimise this role in the new devolved county government structure. However, the governance and sustainability of the Jarsa Dedha and related customary institutions is still very weak, and ultimately the mechanisms for managing and regulating rangeland resource use initiated by the project may not be viable unless the ownership rights of the communities over the Waso rangelands are secured through the Community Lands Act. In conclusion, the overall assessment for the delivery of this Intermediate State is **partially achieved**.

# Project Implementation Arrangements

As described in section 1.1, Project Introduction, above, the Garba Tula Project is a small component of a much larger global governance initiative being implemented by IUCN with support from the DFID Governance Transparency Fund (GTF). As such, the project has had relatively complex implementation and reporting arrangements which, because they have affected project performance and, ultimately, the project’s progress towards impacts, deserve to be discussed as part of this evaluation.

Figure 4 overpage illustrates the Garba Tula project’s extended funding and reporting arrangements. Since the DFID GTF and the IUCN Headquarters Improving Natural Resources Governance for Natural Resources Management Programme are both global initiatives, while the Garba Tula Project is largely focussed on one small district in northern Kenya, the reasons for this are self-evident. Nevertheless, such an extended funding and reporting relationship has inevitably impacted on the delivery of the project at the local level.

##### GTF255 implementation arrangements as they relate to the Garba Tula Project

DFID Governance Transparency Fund

KPMG Fund Management

IUCN Headquarters Environment & Development Group

IUCN Eastern & Southern Africa Regional Office

Resource Advocacy Programme (Project Partner/ Sub-Contractor in Garba Tula)

Triple Line Consulting Technical Oversight

Note: The technical oversight function of Triple Line Consulting was subsequently removed, and KPMG took on this function as well as the fund management role.

The key components of these project implementation arrangements are discussed below.

**The IUCN Headquarters - IUCN ESARO relationship in project implementation**

As discussed in section 2, Review of Project Logic, above, the IUCN Headquarters Environment & Development Group played the leadership role in the implementation of the overall GTF255 umbrella project, and as far as could be judged during the evaluation[[20]](#footnote-20), they appeared to regard the role of IUCN ESARO as sub-contractors in the delivery of the umbrella project, rather than devolving to ESARO full leadership responsibility for the delivery of the Garba Tula Project itself. This is evidenced by the fact that IUCN ESARO was provided with very little flexibility to develop a specific results framework for the Garba Tula Project, but rather had to implement the overall results framework and ARS provided for the African Drylands component as part of the umbrella project framework. In addition, project reporting structures were established for the entire GTF255 umbrella project, rather than establishing and encouraging specific reporting for the Garba Tula project itself.

As mentioned earlier, in the view of the evaluation, it would have been much better if IUCN Headquarters had substantially devolved responsibility to IUCN ESARO for the implementation of the Garba Tula Project, and encouraged the development of a specific results framework which reflected the Theory of Change for the project itself, rather than the umbrella project. Instead, the umbrella project should have set out broad governance strategies to be adopted and adapted to the Garba Tula context (and other field-level project components) as appropriate. The role of IUCN Headquarters should ideally have been to oversee the implementation of the different component projects making up the GTF255 umbrella project, in particular compiling and disseminating lessons learnt between the different component projects, and providing technical support as necessary.

In addition, it would have been preferable if IUCN ESARO were permitted to interact directly with the KPMG GTF255 Fund Management team from the outset of project implementation. In this regard, the evaluation understands that IUCN Headquarters established strict rules that all communications with KPMG fund management should be routed through IUCN HQ, which represented a barrier to effective and efficient project implementation and created significant delays in financial accountability and in the timely delivery of funds to the project. More recently and belatedly, IUCN Headquarters has allowed direct contact between ESARO and KPMG, with resulting improvements in project delivery.

**The IUCN ESARO - RAP relationship in project implementation**

As mentioned earlier in this report, IUCN’s partnership with RAP has been a crucial aspect of the progress that the project has made in delivering its outputs and outcomes. RAP was ideally placed to perform the facilitation and support role in community liaison and the development of natural resource governance systems based on customary practices that it has played, and it also provided an important bridge, and establishing trust, between IUCN and the wider Garba Tula community as well as the concerned community institutions such as the Jarsa Dedhas. Nevertheless, the ESARO-RAP project implementation arrangements have experienced significant challenges. A key factor has been the initial weak management, human resources and operational capacity of RAP, which impacted on the organisation’s ability to meet IUCN reporting and financial requirements. Although IUCN provided capacity building support as part of the project (see Output 3.1), RAP is still a fragile institution with significant capacity building needs in order to ensure its viability. Discussions with RAP held during the evaluation indicated that the project has experienced significant problems and delays in implementing its activities in the field, because of the difficulties experienced in the delivery of the necessary funding to the field level, and in implementing procurement processes, etc. At this stage, RAP still very much depends on its founder for its operational success and continued viability For its important role in supporting natural resource governance to be sustainable, it needs to mature and evolve, in particular through the development of management systems and strengthening of human resources.

# Lessons Learnt & Recommendations

This section highlights some of the key lessons learnt from the implementation of the Garba Tula Project, and the recommendations emerging from these. The section is organised according to the major sections of the evaluation report.

## Review of Project Logic

**Lesson Learnt #1**: The Garba Tula Drylands Governance Project was a relatively small component of a much larger global environmental governance initiative being implemented by IUCN under the DFIF Global Transparency Fund, for which a defined results framework had already been put into place. However, in practice, for successful project delivery, especially where a partnership arrangement with a local community organisation is concerned, it is important that a specific Theory of Change be developed for the project concerned, and that this is reflected in a specific project results framework. This is especially important for natural resource governance initiatives, which are highly specific to the area and governance situation concerned. Whereas the importance of establishing and applying broad natural resource governance strategies is accepted, as well as the need for compiling and disseminating lessons learnt from across the portfolio of field projects, this should not be done at the expense of the performance of individual projects because of an inadequate and inappropriate generic results framework. In sum, to successfully achieve sustainable natural resource governance on the ground, it is vital that a bottom up approach be adopted, rather than the largely top down one that characterised the GTF255 umbrella programme.

**Recommendation #1**: For future umbrella programmes, IUCN should ensure that specific results frameworks are established for individual project components based on Theories of Change specific to the area concerned, which should then be used for project monitoring, reporting and evaluation. A separate effort should then be made to compile experiences and lessons learnt across the entire portfolio, rather than attempting to force individual project components into a generic monitoring and reporting framework.

## Project Effectiveness, Efficiency and VFM

**Lesson Learnt #2**: The three key components of natural resource governance identified and pursued by the project were: the establishment of community-owned **natural resource management plans**; the establishment of **natural resource access and use rules** (by-laws) where possibly built on customary practices, and; the establishment of community **natural resource management institutions** that fulfil good governance criteria and are associated with the appropriate geographical level. With regard the community natural resource management plans, the project’s participatory processes enabled a realistic plan to be produced associated with the appropriate community institution - the Jarsa Dedhas - and the appropriate geographical scale - the Dedha rangeland units. However, to ensure that the plans are effectively implemented, it is also important that the community institution involved takes full ownership over the plan - which should be made explicit in the plan itself - and also that natural resource access and use regulations for the area concerned are comprehensively defined in the plans themselves – in the form of plan prescriptions.

**Recommendation #2**: IUCN ESARO and RAP should carry out a further revision of the five Dedha plans to ensure that the ownership of the rangeland plans are specifically attributed to the institution concerned, and that Dedha-area natural resource access and use prescriptions are comprehensively and clearly defined. IUCN ESARO should also ensure that the plans are subsequently published.

**Lesson Learnt #3**: Although appropriate and sustainable drylands livelihoods are an important aspect of the achievement of sustainable drylands governance, it is important to recognise the significant amount of time and resources needed to successfully develop them. There is a danger that identifying and introducing communities to potential new livelihoods without the resources to see these through to fruition may undermine community confidence in the overall drylands natural resource governance initiative.

**Recommendation #3**: It is vital that IUCN ESARO seeks and secures additional funding to enable it to continue the important work that it has commenced on identifying new and improved drylands enterprises and livelihood activities in Garba Tula, so as to ensure the continuing confidence and support of the Garba Tula community.

**Lessons Learnt #4**: Appropriate community-based institutional mechanisms are a vital aspect of successful natural resource governance initiatives, and it is important that the implementing agencies - in this case IUCN ESARO and RAP - are fully aware of the institutions that they are targeting. Crucially, the institutions involved must be associated with a defined and appropriate community land area, which in the case of the Garba Tula project, is most likely to be the Dedha rangeland unit and the associated Jarsa Dedha institution. Once the appropriate institution is adequately defined, it then needs to be assessed against good governance criteria such as legitimacy, direction, performance, accountability and fairness. Subsequent support and capacity building to develop the natural resource governance role of these institutions should then be developed according to the needs identified in the governance assessment. In particular, efforts are needed to put into place constitutions and management systems for the Jarsa Dedha institutions, both of which will be necessary to ensure that these institutions are regarded as legitimate by the Garba Tula community, and that they are accountable to the wider community including women and marginalised groups. The establishment of constitutions and related management systems will also be needed to formalise the role of the Jarsa Dedhas under the new Isiolo Customary Institutions Act and regulations, and any future legitimisation of the community land tenure under the Community Lands Act.

**Recommendation #4**: While a good start has been made through the role of the Jarsa Dedhas in rangeland planning and the identification of customary resource access and use rights, IUCN ESARO and RAP need to seek additional resources to continue with the process they have begun in developing the governance role of the Jarsa Dedha institutions.

**Lessons Learnt #5**: Changing political and legislative frameworks at the national level can provide unparalleled opportunities for the introduction of innovative community-based natural resources governance frameworks, as is the case of Garba Tula with the ongoing process to devolve government to the county level under Kenya’s new constitution, the associated empowerment of the legislative authority of the county level, and the effort to strengthen community land tenure and resource access rights. In these circumstances, there are important opportunities to integrate customary practices with emerging modern systems of governance. In this regard, the draft Isiolo Customary Institutions Act and related Waso Rangelands regulations is a highly innovative and potentially powerful effort to integrate customary practices into modern local government natural resource management systems, which has, if successful, significant potential for replication elsewhere in Kenya and overseas. However, such mechanisms inevitably take a long time to establish, especially in circumstances where the modern systems of governance are themselves in transition and flux. Considerable patience, fine tuning, and consultation and awareness-raising initiatives concerning the function and role of the new resource management mechanisms are needed, at community, county and central government levels.

**Recommendation 5**: It is vital that IUCN and RAP continue with the process natural resource governance systems and legislation that they have commenced on, both for the sake of NR governance in Garba Tula and the Waso Rangelands and also because of the potential importance of these initiatives for application elsewhere. In particular, the draft legislation requires further fine tuning as outlined in this report, and the process of awareness-raising and consultation at the local, county and national levels that has commenced during the project needs to be continued.

## Project Impact

**Lessons Learnt #6**: The achievement of the Intermediate State towards Impact: “*Sustainable rangeland management practices, rights and norms and sustainable livelihood options are understood and owned by all sections of the Waso rangeland community*” requires a clear definition of the rangeland user rights and management practices at the Dedhas level, associated with the Jarsa Dedha institution, and ensuring that these access rights and practices are inclusive of the needs of the entire Dedha community, not just the predominant pastoralist land use.

**Recommendation #6**: IUCN and RAP need to work with the concerned communities to define fully inclusive rangeland access and use rights at the Dedha level, which should eventually be incorporated into the revised Dedha-level rangeland management plans. Efforts to ensure the inclusivity of the natural resource access rights should be combined with efforts to develop the legitimacy and accountability of the Jarsa Dedhas themselves, as per Recommendation #4 above.

**Lessons Learnt #7**: The achievement of the Intermediate State towards Impact: *“Effective and participatory mechanisms for managing and regulating access and use of rangeland resources and that reconcile customary and modern systems and rights are operational”* will ultimately require that the challenging issue of community land tenure be addressed. Without tenure, Garba Tula communities will always be threatened by changing land use practices brought about by immigrants or government initiatives, and the Garba Tula communities are unlikely to be fully committed to the sustainable management of their land unless they actually own the land. In this regard, the new Kenya Constitution provides an important opportunity to legitimise community land tenure, which is now being enacted through the Community Lands Act. The project has already laid an important foundation by identifying the appropriate geographical scale for community land tenure initiatives - the Dedha, and the associated institution to act on behalf of the community - the Jarsa Dedha institution. Besides the continuing effort to strengthen the governance of the Jarsa Dedhas and to define Dedha-level resource access and use rules, it will also be important to embark on the process of securing land tenure rights for the community.

**Recommendation #8**: IUCN and RAP should monitor the ongoing process of developing the Community Lands Act and the associated piloting of the Community Land Rights Recognition Model (CLRR), and should at an appropriate time support the launching of a similar community land rights recognition process in the Garba Tula and greater Waso Rangelands.

## Project Implementation Arrangements

**Lessons Learnt #9**: Where IUCN is implementing a global umbrella programme, it is crucial that adequate responsibility, accountability and authority for the implementation of component projects be devolved to the concerned regional office. Such devolution is especially important in the case of natural resources governance initiatives, because of the unique context and challenges faced by such initiatives depending on the country/area concerned. The role of IUCN Headquarters should be to define appropriate strategic frameworks to ensure a coordinated approach, monitoring of implementation of the overall programme, and identifying, compiling and disseminating lessons learnt. The role of the IUCN regional office should be to define a specific and locally relevant project results framework for the context of the project, and then to establish an appropriate and detailed activity plan and monitoring and reporting framework based on the designed results framework.

**Recommendation #9**: IUCN should revise its implementation arrangements for umbrella projects that affect multiple regional offices to ensure that they devolve adequate accountability, responsibility and authority for project design and delivery to the concerned regional offices.

**Lessons Learnt #10**: Where IUCN ESARO is implementing a project in partnership with another organisation, especially a community organisation, it is important that a comprehensive shared activity plan be put in place that clearly defines the specific activities to be delivered, the responsibilities of IUCN and the community organisation in delivering these activities, the timeframe for their delivery, and the associated inputs needed from each partner, linked to an agreed activity-based budget. In the case of the IUCN ESARO-RAP partnership, a detailed Project Activity Implementation Agreement (PAIA) was put in place in November 2010, in the second year of project execution[[21]](#footnote-21), which details the general roles and responsibilities for the partners, and broadly defines the activities to be implemented. However, as with the Garba Tula project more generally (see Lessons Learnt #1 above), the partnership agreement lacked a detailed activity plan defining the specific activities to be delivered by both partners, the responsibilities of each partner in implementing activities, and the related inputs/budget implications. While the existence of such a comprehensive agreed activity plan may not have eliminated all sources of conflict or inefficiency in project implementation, it would have helped to resolve these issues.

**Recommendation #10**: For its ongoing cooperation with RAP or other community partners, ESARO should put in place a comprehensive shared activity plan with associated timeframes, allocation of responsibilities, inputs and associated activity-based budget as an annex to the PAIA, especially if ESARO is successful in securing additional funding for its Garba Tula and Waso Rangelands natural resource governance initiatives.

# Annex 1 Evaluation Terms of Reference

## Background

The International Union for Conservation of Nature (IUCN) in close partnership with the Resource Advocacy Project (RAP) and through funding from the DFID-GTF and CORDAID has been implementing the **“*Improving Natural Resource Governance for Rural Poverty Reduction*”** project in Garba Tulla District of Isiolo County for the last four years. The overall goal of this project is ***“improving governance to support better livelihood security and ecosystem management in the Drylands of Africa.”***

The project has 4 key result areas:

1. Decision makers and stakeholders have increased awareness and policy guidance for dryland management based on identified best practices.
2. More effective participatory decision-making in natural resource use and management, based on strengthened institutional arrangements
3. Local communities are better able to capture viable economic and biodiversity-related benefits from identified dryland ecosystem opportunities
4. Lessons and best practices are effectively captured and disseminated to promote learning and enable scaling up of project impacts.

## Purpose of final evaluation

The project is now coming to an end in March 2013 and IUCN would like to conduct an end of project evaluation to determine the impacts and lessons from the project implementation. Specifically the main objectives of the Final Evaluation are to:

* Understand the extent to which the Project’s main objectives have been achieved;
* Identify the main broader impacts of the project and ways that these may be sustained;
* Capture the key lessons from the project’s design and delivery for dissemination and sharing to other practitioners;
* Verify project funds and resources were used effectively and efficiently to deliver results
* Enable accountability to local stakeholders for the project ’s achievements

## Position Summary

IUCN is seeking a Team Leader who will work closely with a Project team to answer evaluation questions that address key issues of project impact, design, sustainability and lessons or best practices that are relevant for future programming. The Consultancy is expected to run for a maximum of 20 days.

## Responsibilities

The Evaluation Team Leader will take the lead on developing methodologies to answer the following research questions[[22]](#footnote-22):

1. **Relevance:**Details of the project’s significance with respect to increasing voice and participation, and accountability and responsiveness with regards to Natural Resource management in Garba Tula.
2. **Impact**: Details of the broader economic, social, and political consequences of the project and how it contributed to improved governance and transparency outcomes and to poverty reduction within Garba Tula. Details of the significance of these impacts on the evolving County governance structures in Kenya.
3. **Economy**: Has economy been achieved in the implementation of project activities
4. **Efficiency**: How far funding, personnel, regulatory, administrative, time, other resources and procedures contributed to or hindered the achievement of outputs.
5. **Effectiveness:** Assessment of how far the intended outcomes were achieved in relation to targets set in the original logical framework.
6. **Equity**: Discussion of social differentiation (e.g. by gender, ethnicity, socio-economic group) and the extent to which the project had a positive impact on the more disadvantaged groups.
7. **Value for money:** Good value for money is the optimal use of resources to achieve the intended outcome.[[23]](#footnote-23)
8. **Sustainability:** Potential for the continuation of the impact achieved and of the delivery mechanisms following the withdrawal of DFID support.
9. **Replicability**: How replicable is the process that introduced the changes/impact? Refer especially to innovative aspects which are replicable.

* What aspects of the project are replicable elsewhere?
* Under what circumstances and/or in what contexts would the project be replicable?

## Methodology

The team leader will use the following methodology to undertake the evaluation:

1. Literature review – examples of project documents listed below
2. FGD discussions and Interviews with key project partners and stakeholders in Nairobi and Garba Tula
3. Draft Report write up of key findings – Annex I outlines the structure of the Evaluation as expected by DFID-GTF
4. Feedback to the team – meetings with IUCN and partners to feedback and deliberate the initial findings of the evaluation.
5. Final report – production of a final report document taking into account feedback and comments from the IUCN team

## Deliverables

1. Evaluation Inception report, detailing out the workplan and methodology to be used to complete the evaluation
2. Final Evaluation Report, including completed ARS.

## Key documents available

1. Project proposal, logframe, budget and ARS.
2. Inception Report including annexes
3. Annual reports
4. Mid-Term Review
5. Feedback provided by KPMG to all the above reports
6. Key Project outputs, such as: Baseline study, Rangeland Plans, Meeting Proceedings, and Reports, Pan African Study, Handbooks)

## Key Stakeholders to meet

* Nairobi – Ministry of Northern Kenya, RECONCILE, IIED, SDC
* Garba Tula – RAP, Community elders from Dheedas, women and youth groups, RUAs, District Steering group incl: NDMA, District Water officer, District Livestock Officer, District Planning officer, KWS
* Isiolo – County Government

# Annex 2 Evaluation field visit itinerary

|  |  |
| --- | --- |
| Monday 27 May | |
| AM | Travel from Nairobi to Kinna |
| PM | Arrival and meeting with RAP coordinator/team for discussion at Malka- Gubba diida village |
| Tuesday 28 May | |
| AM | Early morning travel to Garba Tula  Meet with Garba Tula Assistant County Commissioner and WRUA Chairman |
| PM | Meeting with Garba Tula Dedha elders and other project stakeholders  Visit to Waso Community Radio  Travel back to Kinna |
| Wednesday 29 May | |
| AM | Meeting with Kinna Dedha elders and other project stakeholders |
| PM | Travel to Isiolo |
| Thursday 30 May | |
| AM | Meeting with Isiolo County Deputy Governor and County Secretary  Meeting with Isiolo County Transitional Authority Coordinator  Meeting with Northern Rangelands Trust Chief Programs Officer |
| PM | Travel to Nairobi |

# Annex 3 Comparison of project logframes

| **Inception Report Logical Framework** | **Revised 2009 Logframe** | **RAP Proposal** | **Baseline Study Action Plan & Logical Framework, 2011** | | **Revised Results Framework 2011 onwards** | |
| --- | --- | --- | --- | --- | --- | --- |
| **Goal**: Improving governance to support better livelihood security and ecosystem management in the drylands of Africa |  | **Goal**: To conserve, protect and manage natural resources in Garbatulla and Isiolo districts in a sustainable manner |  | | **As per Inception Report** | |
| **Purpose**: Increased cooperation among stakeholders to improve management of dryland ecosystems in Africa | **Purpose**: To strengthen natural resource governance and improve policies and practices, to ensure more sustainable use and conservation of ecosystems, more resilient livelihoods and reduced marginalization of ethnic groups in drylands areas of Africa |  | **Overall objective**: To strengthen natural resource governance and improve policies and practices, to ensure more sustainable use and conservation of ecosystems, more resilient livelihoods and reduced marginalization of ethnic groups in dryland areas of Africa (IUCN Dryland Governance Project) | | **As per Inception Report** | |
| **Outputs** |  | **Themes** | **Objectives** | **Outputs** | **Outcomes** | **Results** |
| Output 1: Policy guidance for dryland management based on best practices identified | Outcome 1:  Policies and regulations that support good governance are implemented, policy bottlenecks identified and influenced | Theme 1: Community Outreach |  |  | Outcome 1: Decision makers and stakeholders have increased awareness and policy guidance for dryland management based on identified best practices. | Result 1.1: Policy opportunities, constraints and solutions are identified in project site, focusing on the legal, institutional and governance systems for drylands management |
| Theme 4: Policy influencing: national/district outreach and influence | Result 1.2: Project lessons and best practices have been documented and disseminated to key stakeholders and policy makers |
| Result 1.3: Greater participation of project partners in policy and national planning processes and increased buy-in by government decision making for community planning |
| Output 2: Capacity building of local communities, institutions and government bodies for more participative decision-making in natural resources | Outcome 2:  Capacity building of stakeholders for more effective participatory decision-making in natural resources use and management |  | Objective 2. Customary systems of natural resource access, regulation and management strengthened, based on common property regime governance principles | Output 2.1. Necessary governance reforms to existing GT customary NRM institutions identified and practical steps to instituting reforms implemented | Outcome 2: More effective participatory decision-making in natural resource use and management, based on strengthened institutional arrangements |  |
|  | Theme 6: Capacity of RAP | Output 2.2. Capacity-building support to customary NRM institutions provided | Result 2.3: Greater coordination and capacity of multiple rangeland institutions for improved NRM |
| Output 3: New, more participatory collaborative arrangements and institutions to manage dryland ecosystem resources | Outcome 3:  New, more effective governance arrangements and institutions to manage drylands |  | Output 2.4. Establishment and operation of other community NRM user associations provided |  |
| Theme 2: Resource Mapping | Output 2.3. Support for community-based land-use planning including development of land-use zonation and prescriptions provided | Result 2.1: Strengthened capacity of community in effective rangeland planning and management |
|  |  | Result 2.2: By project end, key NRM/governance information resources made available to all key stakeholders. |
| Theme 3: Traditional rules/byelaws | Objective 1. Legitimacy of community land ownership in Garba Tula strengthened in line with emerging national policy and legislative frameworks | Output 1.1. The Garba Tula “community”, involving all concerned community stakeholders, including natural resource users, ethnic groups, as well disadvantaged and poor people and women, is identified, and collaboration and dialogue mechanisms are established |  |  |
|  | Output 1.2. Garba Tula community institution representing all sectors of Garba Tula Society is operational |
| Output 1.3. Legitimacy of Garba Tula community institutions recognised by government |
| Output 1.4. Community ownership of Garba Tula land secured |
| Theme 5: Strategic resource development | Objective 3: Service provision in support of effective natural resource governance, enhanced natural resource-based livelihoods, and wise stewardship of land and natural resources strengthened | Output 3.1. Collaboration and support of relevant district-based technical officers in Garba Tula natural resource conservation, management and livelihoods strengthened |  |  |
|  | Output 3.2. Initiatives to improve pastoralism practices and livelihoods in Garba Tula implemented with support of appropriate NGOs |
| Output 3.3. Management of Garba Tula water sources strengthened through provision of appropriate support to water service providers |
| Output 3.4. Capacity of the Resource Advocacy Programme strengthened to enable it to play a key role in promoting Garba Tula natural resource service provision and associated governance |
|  |  |  |  |  | Outcome 3: Local communities are better able to capture viable economic and biodiversity-related benefits from identified dryland ecosystem opportunities | Result 3.1: Viable, and feasible natural resource-based economic activities are planned and implemented/identified |
| Result 3.2: Skills and Knowledge of local communities in identifying and planning natural resource-based economic activities is increased |
|  |  |  |  | Outcome 4: Lessons and best practices are effectively captured and disseminated to promote learning and enable scaling up of project impacts. | Result 4.1: Participatory monitoring and evalution plan and framework developed to support technical, and financial oversight of the project, and enable project learning. |
| Result 4.2: Project communication and advocacy strategy developed and implemented |
| Result 4.3: Project overall learning on dryland governance is captured and fed into national, regional and global dialogue |

# Annex 4 List of persons met

|  |  |  |
| --- | --- | --- |
| **Name** | **Organisation** | **Position** |
| **Nairobi** | | |
| 1. Sarah Gibbons | IUCN ESARO | Drylands Regional Coordinator |
| 1. Guyo Roba | IUCN ESARO | Senior Programme Officer – Drylands Programme |
| 1. Akshay Vishwanath | IUCN ESARO | Programme Officer, Drylands Programme |
|  |  |  |
| **Isiolo** | | |
| 1. H.E. Mohamed Guleid | Isiolo County | Deputy Governor |
| 1. Maurice Omondi Ogala | Isiolo County | County Secretary |
| 1. Hassan Boru | Isiolo County Transitional Authority | Coordinator |
| 1. Tom Lalampaa | Northern Rangelands Trust | Chief Programs Officer |
| **Garba Tula** | | |
| 1. Ali Kuno | Resource Management Committee | Chairman |
| 1. Balafu Ware | Resource Management Committee | Committee Member |
| 1. Boru Wako | Garba Tula Dedha | Committee Member |
| 1. Daoud Tari Abkula | RAP | Coordinator |
| 1. Gababa Hapicha | Water Resources Users Association | Committee Member |
| 1. Gobo Guyo | Garba Tula Dedha | Committee Member |
| 1. Hussein Konso | Climate Change Adaptation Committee | Chairman |
| 1. J.O. Obuo | Garba Tula District office | District Commissioner |
| 1. Mumina Halkano | Climate Change Adaptation Committee | County Representative |
| 1. Nasir Mohamed | Water Resources Users Association | Chairman |
| 1. Reverend Golicha | Methodist Church |  |
| 1. Rukia Ahul | Climate Change Adaptation Committee | Committee Member |
| 1. Somo Roba | Garba Tula Dedha | Chairman |
| **Kinna** | | |
| 1. Abdikadu Bonja |  |  |
| 1. Abdikadu Hulkawo |  |  |
| 1. Adan Wario | Rangeland Management Committee | Member |
| 1. Ali Kara |  |  |
| 1. Benson Mwajogi |  |  |
| 1. Chachi Buba |  |  |
| 1. Fatuma Boru |  |  |
| 1. Hariam Ado |  |  |
| 1. Hussein Ali |  |  |
| 1. Hussein Buke |  |  |
| 1. Ibrahim Jarso | Climate Change Adaptation Committee | Secretary |
| 1. Ismail Jarso | Rangeland Management Committee | Chairman |
| 1. Mohamed Guyo | Water Resources Users Association | Chairman |
| 1. Mohamud Sheikh |  |  |
| 1. Nura Dera |  |  |
| 1. Rukia Diba |  |  |

1. IUCN Project #: 76987-000 [↑](#footnote-ref-1)
2. Traditionally, land in Garba Tula was part of a common property regime implemented by the Borana community, with ownership of the land vested in the community and supervised by an intricate natural resource governance mechanism which at its highest level comprised the “Dedha” (or grazing area) and the associated Jarsa Dedha (Dedha Council of Elders). [↑](#footnote-ref-2)
3. Also known as DFID project no: GTF255 [↑](#footnote-ref-3)
4. IUCN 2011. An Assessment of Natural Resource Governance in Garba Tula, Northern Kenya [↑](#footnote-ref-4)
5. IUCN 2009. Internal agreement between the IUCN Environment and Development Group and the IUCN Regional Office for East and Southern Africa for Implementation of Project 76987-000 “Improving Natural Resource Governance for Rural Poverty Reduction” [↑](#footnote-ref-5)
6. IUCN 2010. 2009-2010 Annual Report for Governance and Transparency Fund Grant Holders [↑](#footnote-ref-6)
7. RAP 2009. Community-based Natural Resource Management Project in Garbatulla District: Project Proposal [↑](#footnote-ref-7)
8. IUCN 2011. An Assessment of Natural Resource Governance in Garba Tula, Northern Kenya [↑](#footnote-ref-8)
9. GEF and Conservation Development Centre 2009. Towards Enhancing the Impacts of Environmental Projects. The ROtI Handbook. [↑](#footnote-ref-9)
10. IUCN/RAP. Survey on traditional institution and strategies of governing resources: A case of Waso Boran in Garba Tula District. Unpublished manuscript, 22pp. [↑](#footnote-ref-10)
11. It is not clear whether a similar resource use zonation map would also be useful for the Dedha-level, because of the dedication of each Dedha to a relatively limited number of resource use practices. [↑](#footnote-ref-11)
12. IUCN 2011. An Assessment of Natural Resource Governance in Garba Tula, Northern Kenya [↑](#footnote-ref-12)
13. In this regard, the ILEG Legal Opinion states the following: “*In order to discharge their functions under the new constitutional order, existing traditional institutions such as Councils of Elders, will need to defend their legitimacy and strengthen their governance structures and build their capacity especially in areas where deficiencies and gaps are present, and in areas now required by law. Hence, they will need to develop Constitutions specifying their structure and composition, with clear provisions on the inclusion of women and youth; their decision making processes; the criteria for appointment and termination, transition mechanisms and so on. Further, they will need to demonstrate compliance with Constitutional prescriptions such as those on leadership and integrity; bill of rights; the principles of governance and more so, public participation, if they are to remain relevant in the new dispensation. Therefore , efforts will need to be put in place to ensure that there is sufficient training of the elders to build their capacity to understand and comply with the provisions of the applicable laws, and more so the Constitution. This will enable them to appreciate the limits of the law and the opportunities which legislation presents in supporting their efforts in natural resource management, while at the same time defining a space for the application of Borana customary law*.” [↑](#footnote-ref-13)
14. Institute for Law & Environmental Governance/IUCN/RAP 2012. Customary Laws and Regulations for Governing Natural Resource Management in the Waso Rangeland. Proposed Bill [↑](#footnote-ref-14)
15. ILEG/IUCN/RAP 2012. Customary Laws and Regulations for Governing Natural Resource Management in the

    Waso Rangeland: Legal Opinion [↑](#footnote-ref-15)
16. DFID 2011. Indicators and VFM in Governance Programming: Briefing Note. [↑](#footnote-ref-16)
17. The evaluation did not undertake an examination of project budgets and expenditure on which to base a comprehensive assessment of the project’s economy. Instead, an overall assessment of economy aspects was made based on existing project reports, especially previous VFM reporting. This is summarised under the Economy sections of Table 8. [↑](#footnote-ref-17)
18. GEF and Conservation Development Centre 2009. Towards Enhancing the Impacts of Environmental Projects. The ROtI Handbook [↑](#footnote-ref-18)
19. Government of Kenya 2011. Community Land Rights Recognition (CLRR) Model for the Recognition, Protection and Registration of Community Rights to Land and Land Based Resources. [↑](#footnote-ref-19)
20. The evaluation only had the opportunity to consult with IUCN ESARO on these issues, and did not consult with IUCN Headquarters [↑](#footnote-ref-20)
21. Project Activity Implementation Agreement between Wildlife Resource Advocacy Programme (WRAP) and IUCN ESARO for implementation of project activities “Community-based Natural Resources Management Project in Garba Tula District”. November 2010. [↑](#footnote-ref-21)
22. These questions have been laid out in the Evaluation Guidelines produced by the DFID-GTF. More details on these can be found in Annex I and II of this document. [↑](#footnote-ref-22)
23. For advice on measuring value for money in governance project s see DFID’s Briefing Note (July 2011) [*Indicators and VFM in Governance Programming*](http://www.dfid.gov.uk/R4D/PDF/Outputs/Mis_SPC/60797_GovernanceIndicatorsVFMNoteFINAL.pdf)*,* available at: www.dfid.gov.uk [↑](#footnote-ref-23)