



Royal Netherlands Embassy, Kampala, Uganda

# National Wetlands Conservation and Management Programme, Uganda

External Review Mission

Draft final report

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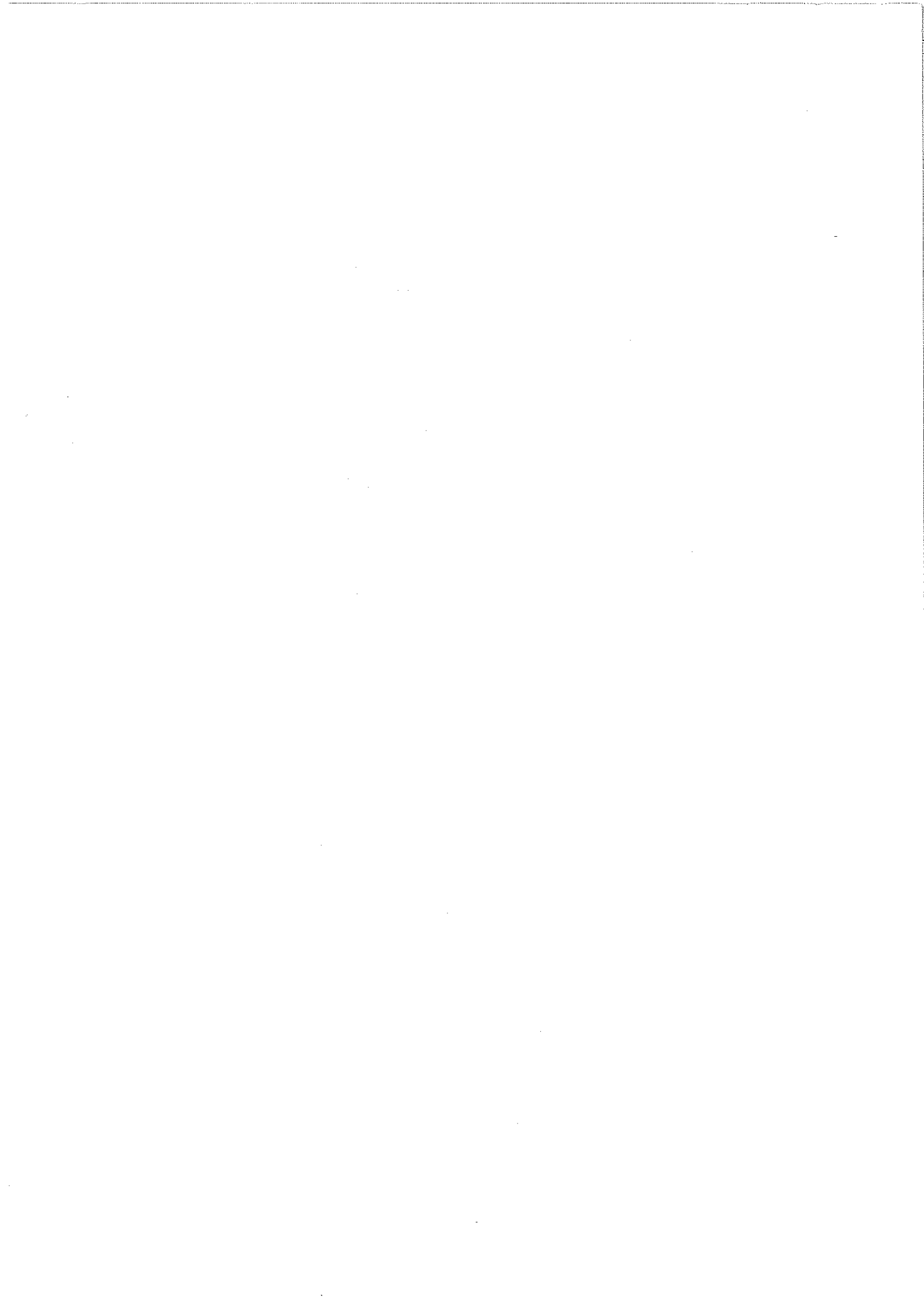
Royal Netherlands Embassy  
Kampala, Uganda  
Ministry of Foreign Affairs  
Directorate General of Development Co-operation  
Government of The Netherlands

UGANDA NATIONAL WETLANDS CONSERVATION  
AND  
MANAGEMENT PROGRAMME  
— DRAFT FINAL REPORT OF THE EXTERNAL REVIEW MISSION

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## **PREAMBLE**

From 9 until 27 August, 1998, on behalf of the Royal Netherlands Embassy, an External Review was carried out of the National Wetland Conservation and Management Programme (NWCMP) Phase II and Phase III.

The Review Mission spent a total of 6 days in the districts of Pallisa, Masaka and Kabale. In addition to interviewing a large number of government officials (Government agencies and District officials), representatives of NGOs and staff of donor-funded projects, the Mission visited a number of communities of NWCMP project areas.

The Review Mission included the following members: (i) Wim J.M. Verheugt, Mission Leader, Wetlands Management Specialist; (ii), Mrs May C. Sengendo, Community and Rural Development Specialist; and (iii) Cornelius Kazoora, Institutional Expert.

## ACKNOWLEDGEMENTS

Our sincere gratitude is herewith expressed to all government and non-governmental officials and staff who contributed valuable verbal and/or written information and assistance. Our work depended on the extraordinary co-operation and commendable logistical arrangements made by the officers and staff of the National Wetlands Conservation and Management Programme. In addition, we had the invaluable advantage of open and full participation by the officers from the Ministry of Lands, Water and Environment, Ministry of Public Service, Ministry of Finance and Economic Planning, Ministry of Agriculture, Animal Industries and Fisheries and NEMA. We are indebted to the District Councillors, Chief Administrative Officers, Local Council Chairmen and Resident District Commissioners of Masaka, Pallisa and Kabale for providing important feedback on the programme's progress in their districts.

We are indebted to members of NWCMP's Inter-Ministerial Committee for providing comments. In addition the Mission wish to acknowledge the comments received from National Environment Management Authority. They are all thanked for providing invaluable information on natural resources management issues.

The IUCN Country Office for Uganda has hosted the Review Mission during the period of report writing. We are grateful to the Ag. Country Representative and his staff for providing us with excellent office facilities.

We are also grateful to the numerous wetland resource users of Kitanga, Kyojja and Limoto, who we interviewed and helped us to understand the complex inter-relationships between the communities and their natural resources.

We thank the Royal Netherlands Embassy for entrusting the Review Mission with this challenging assignment.

Kampala, 27 August 1998

## SUMMARY

An External Review Mission was carried out to review the achievements of the National Wetlands Conservation and Management Programme (NWCMP) over the period 1992 - 1998. The Mission concludes that significant and measurable progress has been made with the implementation of the programme. Substantial progress has been achieved vis-à-vis building up institutional capacity at national, district and community level, and gaining broad-based support for various programme activities. The NWCMP has implemented a large number of initiatives to strengthen the operations of relevant line agencies, district councillors, and district environmental officers as well as supporting and involving other relevant institutions.

The programme has experienced difficult times during the end of Phase II. The current team has addressed these issues and the programme appears to be on track. The Mission noted, however, some critical issues which concern the overall design and direction of the project. They concern foremost the institutional set-up of the Programme; the Programme approach, staffing and management; the experiences vi-a-vis the demonstration sites, and the role of IUCN.

A large number of recommendations are made with regard to the institutional set-up of the programme, programme co-ordination, and the input of IUCN EARO.

X The Review Mission recommends that the donor approves project extension up to December 2001, subject of Government of Uganda (IUCN) submitting a statement by November 1998 that the Ministry of Water, Lands immediately takes up steps to strengthen the ~~proposed Wetlands Inspection~~. In addition as a precursor to the Annual Work Plan 1999, IUCN should draw up a plan by November 1998 for the mobilisation of EARO and HQ staff during 1999; the type of support and expertise required.

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## LIST OF ACRONYMS / ABBREVIATIONS

A&T <sup>S</sup>	Awareness and Training Section	
AfDB	African Development Bank	
CAO	Chief Administrative Officer	
CBO	Community Based Organisation	
DDC	District Development Committee	
DENVA	Development Network of Indigenous Voluntary Associations	DENVA 3
DEC	District Environment Committee	
DEP	Department of Environmental Protection	
DFID	(British) Department for International Development	
DGIS	Directorate General for Development Co-operation	
EARO	IUCN's Eastern Africa Regional Office	
EIA	Environmental Impact Assessment	
FIRI	Fisheries Research Institute	
GIS	Geographic Information System	
GoN	Government of The Netherlands	
GoU	Government of Uganda	
IMC	Inter-Ministerial Committee	
INGOs	International Non-Governmental Organisations	
IUCN	The World Conservation Union	
KCC	Kampala City Council	
LC	Local Council (I-V)	
LEC	Local Environmental Committee	
LVEMP	Lake Victoria Environmental Management Programme	LVEMP
MAAIF	Ministry of Agriculture, Animal Industries and Fisheries	
M&E	Monitoring and Evaluation	
MIS	Management Information System	
MLWE	Ministry of Lands, Water and Environment	
MNR	Ministry of Natural Resources	
MoLG	Ministry of Local Government	
MPS	Ministry of Public Service	
MUIENR	Makerere University Institute of Environment and Natural Resources	
NARO	National Agricultural Research Organisation	
NEMA	National Environment Management Authority	
NGO	Non-Governmental Organisation	
NWCMP	National Wetlands Conservation and Management Programme	
NWI	National Wetlands Inventory	
NWSC	National Water and Sewerage Corporation	
NWP	National Wetlands Programme	
OSRIP	Olweny Swamp Rice Irrigation Scheme Project	
PM	Programme Manager	
PMU	Programme Management Unit	
PRA	Participatory Rural Appraisal	
RRA	Rapid Rural Appraisal	
SFr	Swiss Franc	
TA	Technical Advisor(s)	
TNA	Training Needs Assessment	
ToR	Terms of Reference	
UCO	Uganda Country Office (of IUCN)	
UEB	Uganda Electricity Board	

UIA	Uganda Investment Authority
UNDP	United Nations Development Programme
UWA	Uganda Wildlife Authority

## **1 INTRODUCTION**

### **1.1 Background**

Uganda is exceptionally rich in wetlands. Following internationally accepted criteria for wetlands, some 13% of the country's surface area could be classified as wetlands. Tanzania's society is culturally and economically closely linked to wetlands. Wetlands serve a large variety of ecological functions which in turn support economic activities. In the 1980s wetlands were subject of large scale interventions, most notable for swamp rice cultivation and, as a result large swatches of swamps were drained. Although conversions of wetlands was widespread throughout Uganda, wetland loss and degradation was greatest in the southwestern part of the country.

This has resulted in serious impacts such as reduced water tables, changes in microclimate and loss of biological diversity. The potential importance of wetlands to national development and the threats that cause wetland degradation were recognised in 1986, when the Government of Uganda banned further large scale drainage until a policy for their conservation and sustainable use was put in place.

The National Wetlands Programme (NWP) was established in 1989 within the Department of Environment Protection to assist the Government of Uganda to develop a national policy for the conservation and management of wetlands, and seek alternatives to the rampant unsustainable use. Since its inception, the NWP has gone through 2 phases, and is currently in its third phase. As per the contract between IUCN, which provided technical assistance and the Netherlands Government, this External Review Mission reviews the objectives and activities of phase III, considering the progress so far and the programme's long-term impact.

### **1.2 Programme Objectives**

The NWP has as its overriding goal the conservation of Uganda's wetlands and maintenance of their social-economic functions as well as ecological and biological values.

Two main sub-goals have been identified:

- encourage sustainable and multiple wetland usage
- facilitate cross sectoral linkages and administrative structures for management and creating public awareness

Financial assistance for the first phase, which began in March 1989, was provided by the Norwegian Agency for Development Co-operation (NORAD). The objectives were to:

- develop an institutional framework for wetland management
- develop a public and government awareness campaign
- make an inventory of wetlands which identifies values and uses of wetlands and assesses the type and extent of threats to them
- review wetland development activities
- develop a wetland management policy

Phase II started in July 1992 with funding from the Royal Netherlands Government. It aimed at finalising the National Wetlands Policy and creating a technically competent and operational wetland management unit within the Department of Environment Protection. It also planned to establish pilot activities in selected districts, including the production of wetland inventories and, through District Development Committees, start-up community-based wetland conservation and management

activities. The programme aimed at developing a model wetlands programme for application throughout Uganda and beyond.

Phase II was intended to build on the achievements of Phase I and to continue most of the original activities. However more emphasis was to be placed on training district officials, on activities at district level and on applied research to refine the Policy guidelines. Phase II lasted four years and ended in June 1996. Funding for a phase III was secured from the Royal Netherlands Government and initially covered up to December 1998<sup>1</sup>.

Phase III has the following objectives:

- to strengthen the national capacity for wetland conservation and management
- to develop the capacity for wetland conservation and management at the district level
- to develop and extend methodologies for wetland resource management by local communities

The expected end of programme situation is stated as:

- an effective lead agency to provide advice on wetlands in place
- wetlands policy harmonised with other national sectoral policies
- a national inventory of wetlands published
- increased awareness of the wetlands policy at district level
- action plans developed and tested in eight pilot districts
- sustainable management systems established for communities to manage their resources
- guidelines developed for transfer of management systems to new locations

### 1.3 Institutional Set-up

Netherlands funding is through a direct contract with IUCN - The World Conservation Union, and not through a government to government agreement. Since the organisational reform of government agencies of July 1998, the NWP will now be housed in the Ministry of Water, Lands and Environment (see section 4.4.4.).

### 1.4 Funding

Netherlands funding to Phase III (entitled National Wetlands Conservation and Management Programme - NWCMP) amounts to SFr 2,689,652 (or a maximum of NLG 3,657,927). It covers the period 1 January 1997 - 31 December 1998, with part of the funding covering the interim period of 1 September - 31 December 1996 (see also footnote on this page). Although the initial programme document covered a five year period, the Netherlands Government only approved funding for the first two years. The continuation of Netherlands funding for the remaining three year of Phase III after December 1998 is contingent upon progress on the implementation of the first two-year work plan under Phase III, as well as fulfilment of the Government of Uganda obligations to the NWCMP.

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<sup>1</sup> By letter dated 7 August, the Head of Mission of the Royal Netherlands Embassy approved a budget neutral extension of the NWCMP up to 31 March 1998.



## 2 APPROACH FOLLOWED BY REVIEW MISSION

### 2.1 Briefing, Fact-finding Discussions and Wrap-up Meeting

Evaluating progress and achievements of ongoing projects require adopting a careful balance of time allocation to various important review activities. Sufficient time has to be set for meetings, and discussions with project staff, interviewing government officials, reviewing project documents and carrying out fact-finding inspections in the field. The external review of the National Wetlands Conservation and Management Programme (NWCMP) was carried out over a 18 days period inclusive of report writing in Kampala. Programme funded site activities are carried out in a number of districts throughout the country; needless to say that some review elements could only be undertaken in a rather rudimentary way.

The Review Mission started its work informally on 8 August when the Team Leader met the former First Secretary (Regional Advisor Environment) of the Royal Netherlands Embassy to Kenya during his stay in Leersum (The Netherlands). On Monday 10 August, the Team Leader met with officers of the IUCN Eastern Africa Regional Office before proceeding to Uganda. On Tuesday 11 August a project briefing was arranged at the Country Office of IUCN. The meetings was attended by the First Secretary of the Netherlands Embassy to Uganda, the NWP Programme Manager, the IUCN Country Officer and Project Officer, and the two technical advisors of IUCN. In the afternoon, the Mission paid a courtesy call to the Permanent Secretary, Ministry of Lands, Water and Environment, and to the Chief Financial Officer, Ministry of Finance and Economic Planning.

The following days were spent with establishing a protocol for data gathering and finalising the field visit itinerary and programme and appointments for interviews. On Thursday 13 August the Review Team met with members of the Inter-Ministerial Committee. The same afternoon the Mission leader and Community/Rural Development specialist left for a two days field inspection of NWCMP activities in the north-eastern part of Uganda. On 16 August, the entire Review Team left for a four days fact-finding of the south-western region. The Institutional Specialist participated, however only during the first day when discussions were held with the District authorities of Masaka. In view of his assigned duties, the institutional specialist spent most of his time interviewing programme staff and relevant officers from NEMA, Ministry of Lands, Water and Environment, Ministry of Public Service and other key agencies.

A first intensive round of discussions with NWCMP staff was held on Saturday 15 August. Upon completion of the field work some final consultations were held with key stakeholders during the period 19 - 22 August.

On Monday 24 August the tentative findings, conclusions and recommendations were presented at the Ministry of Lands, Water and Environment, during a wrap-up meeting chaired by the Ac. Director of the Department of Environmental Affairs, Ministry of Lands, Water and Environment. Representatives from five government institutions and non-governmental organisations participated. Valuable comments were received which have been incorporated in this report.

### 2.2 Review of Reports

The NWCMP has published a large number of project related documents such as newsletters, technical reports, training manuals, and various public awareness materials. The Mission has reviewed a selected number of these publications, listed in Annexe 4. One of the key documents studied comprises the March 1995 External Review Mission. The recommendations of the 1995

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Mission resulted in the approval for a Phase III. In addition, the team examined various training and awareness material.

### 2.3 Field Trips

The Review Mission undertook two rounds of inspection visits of project activities, to discuss and review the achievements of the programme from a community perspective. The interviews were well prepared to be participatory, encouraging village leaders, women, members of the Wetland Committees to comment on the programme. Parish leaders, Sub-County, County and the District Councilors were informed in advance about the purpose of the Review Mission's visit.

#### North-eastern leg

On 12 August the Review Team visited Nakivubo wetland near Port Bell, 4 km north of Kampala. During 13 and 14 August the Review Team explored the north-eastern part of Uganda. First Makono village was visited to meet with the Makono Rattan Cane Group. After that the Mission proceeded to Jinja to review the work of the Jinja Urban Wetlands Women Group. After an overnight stay in Jinja, the Mission continued to Pallisa to discuss progress with the NWCMP with district officials. Courtesy calls were made to meet the Chief Administrative Officer (CAO), LC V Chairman, and the Resident District Commissioner. In the afternoon the team met with the community of Limoto to review their nursery project: one of the NWCMP's three demonstration sites. Initial plans to visit Lira was abandoned due to lack of time.

#### South-western leg

On 16 August the Review Mission travelled to Lake Nabugabo, the proposed second Ramsar site for Uganda. After an overnight stay in Masaka, the team met with the Masaka District CAO, after which a meeting was convened in the District's board room to meet various District technical staff. The meeting was attended by Chairman, Health and Environment Office, District Water Officer, District Planning Officer, District Medical Officer, and Assistant CAO. The morning programme also included a visit to the District Waterworks Department which abstracts its water for the Masaka Municipality from the Nabajuzzi swamp. In the afternoon the team met with the LC3 Chairman of Kisekka sub-county before proceeding to the craft centre (under construction). Discussions were held with members of the Kyojja Wetland Management Association. After inspection of their craft production workshop, the nursery and fishpond the team returned to Masaka. On Tuesday 18 August the team attended the District Wetlands School Festival in Kisekka, a competition among a number of primary schools during which the schools staged a play and songs centred around their conception of wetland uses. The afternoon was spent with the Kitanga Wetland Management Association before reaching Kabale in the evening. Wednesday 19 August the team met with the Kabale District Officials and the District Inventory Team.

During both field trips the Review Mission was accompanied by project staff. During their first visit to the north-eastern project areas, both Technical Advisors (TAs) Dr Litterick and Bakema participated; whilst during the visit to the south-western region, Paul Mafabi, Project Manager as well as the TAs joined the Review Mission. Project Site Co-ordinators assisted the Review Mission in making the necessary logistical arrangements. The evening sessions with project staff were extremely useful in discussing various issues in depth.

### 2.4 Criteria used for Evaluation and Appraisal

As per the Terms of Reference (ToR, Annexe 1), the Review Mission is required to examine the period between July 1992 and to date. However, the ToR specified that the Mission will look

specifically into the period March 1995 (when the NWCMP was last reviewed), and to date. As regard the period 1992 - 1995 the Mission has examined the general approach and its adequacy only, and has not reviewed various outputs or activities in any detail.

The Review Mission has used the evaluation criteria as proposed in the ToR. The key issues which the Mission addressed are summarised below:

1. to what extent has the project resulted in conservation and the sustainable management of Uganda's wetlands
2. to what extent has the project enhanced GoU capacity to carry the National Wetlands Programme without external support
3. to what extent has the project increased the awareness of the environmental and socio-economic importance of wetland conservation and sustainable management of the government and people of Uganda.

Discussions and interviews were held with project staff (both at Kampala and in various districts), village leaders and wetlands resource users. District authorities (Chief Administrative Officers, LC V Chairmen, Resident District Commissioners), and Local Council representatives. The Mission developed a number of specific checklists for each of these target groups.

An external review mission was fielded in March 1995 to assess the Phase II achievements of the programme, whilst at the same time considering the justification for a Phase III. Although the mission was critical about the general performance of the programme and the services provided by its contractor, IUCN, a contract for a Phase III was secured in December 1996.

The current External Review Mission has examined the comments the 1995 mission made to gauge whether their recommendations have sufficiently been addressed during execution of Phase III. Table 1 presents the main concern expressed by the 1995 mission. In the subsequent chapters we will examine whether the issues (concerns/recommendations) brought up during the 1995 review have been sufficiently addressed and rectified.

ONLY  
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As the main thrust of Phase III was to extend the programme scope to cover implementation of wetland conservation and management measures at the district and local resource user levels, this Review Mission focused most of its attention to community level activities. Phase III would result at a number of programmes<sup>2</sup> for projects on wetland resources management focused around demonstration sites (or project sites) in which the concepts of wise use and the collaborative management is explored and detailed. The original concept of project sites as developed during Phase II has been expanded to include resource user groups, and limited support to wetland activities started by NGOs and CBOs.

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<sup>2</sup> The 1997 Programme Planning Matrix does not specify the exact number of resource users' projects. We have assumed that the number initially given (ten, or two per year) in the Programme Document would still be valid.

Table 1 - Main concern expressed by 1995 review mission and recommendations for Phase III design

Principal concern
<ol style="list-style-type: none"> <li>1. Level community involvement not taken up seriously</li> <li>2. No gender specific activity launched</li> <li>3. Research not sufficiently contributing to project objectives</li> <li>4. No management tools for sustainable use developed</li> <li>5. Wetlands Unit lacking expertise in a number of key disciplines</li> <li>6. Integration of components not optimal</li> <li>7. Poor performance of contractor</li> <li>8. Sustainability of NWP not sufficiently addressed by GoU</li> <li>9. Efficacy of IMC</li> </ol>
Recommendations for Phase III
<ol style="list-style-type: none"> <li>1. Focus on developing implementation tools</li> <li>2. Increase GoU's ownership of programme</li> <li>3. Focus on wetland areas of high biodiversity importance</li> <li>4. Continue training programme staff, IMC members, District staff and local communities</li> <li>5. IMC to assume to have both steering and advisory capacity</li> <li>6. IMC to provide advice and endorse research programmes to be undertaken by programme</li> <li>7. Increase number of target districts and demonstration sites and use NGOs</li> </ol>

Regarding the extent of progress made with these collaborative management initiatives the Review Mission has looked into the following issues:

- inception and community participation
- level of organisation and cohesion
- impact, relevance for wetland conservation and management and the replicability of site activity
- extent to which pressure of wetland resources have changed
- extent of change in attitude towards wetland management and conservation
- level of benefits derived from the activity
- level of LC I-V support for site activity (including financial support)
- market demands for products

The 1995 Programme Document which formed the basis of the contract between the Netherlands Ministry of Development Co-operation and IUCN, lists three main objectives and 17 distinct outputs. No objectively verifiable indicators were given although some general means of verification were stated. During year 1 of Phase III (1997), the objectives were further refined and a new Logical Framework produced with one overriding programme purpose incorporating the three objectives stated in the 1995 Programme Document. The Logical Framework now lists five general outputs/results with clear indicators that could be used to measure the progress made. However, for most indicators a delivery date of December 2001 has been stated, and assumptions listed to achieve these results are of a very general nature. Therefore the Mission has not considered the use of indicators as of overriding importance for this review.

## 2.5 Report Structure

This report largely follows the report structure outline as stated in the ToR. Chapter 3 presents a general overview of NWCMP activities over the last eight years (Phase I-III). Chapter 4 then presents the assessment of various project activities by largely following the issues which are highlighted in

the ToR. This chapter first reviews reviewing the work undertaken vis-à-vis strengthening the capacities of wetland management at national, district and community level; the achievements at reaching and involving various targets groups; the NWCMP structure and organisation and the available Monitoring and Evaluation systems in place. Then follow a number of chapters reviewing major project issues. Chapter 5 reviews the institutional aspects of the project and the project linkage with various government institutions. Chapter 6 looks into environmental issues and gauges the contributions the project has made vis-à-vis the conservation of wetlands. Chapter 7 reviews the attempts the project has made with addressing gender issues. Chapter 8 addresses the effectiveness of the programme approach and its activities. Chapter 9 discusses the role of IUCN as project contractor and reviews the technical input provided to the programme. The last two chapters presents the Mission's conclusions and recommendations, including programme re-orientation.



### 3 OVERVIEW OF MAIN NWCMP ACTIVITIES

#### 3.1 Introduction

The Uganda National Wetlands Programme (NWP) was launched by the Uganda Department of Environmental Protection (DEP) in 1989, with technical assistance provided by IUCN and funding by NORAD. The long-term goal of the NWP was to develop and implement a national policy for the conservation and sustainable management of Uganda's wetlands. The programme set out to develop the expertise to achieve this goal and then embarked on the research, assessment and awareness activities necessary to support the policy. Phase I of the NWP lasted two years and after an 18-month interim period, Phase II began in July 1992 with funding from the Government of Netherlands. Phase II was completed in August 1996 and a Phase III (entitled National Wetland Conservation and Management Programme - NWCMP) began in September 1996. The Netherlands Government pledged funds for the first two years running up to 31 December 1998, of the planned five years. At present, Programme implementation is in its second year of Phase III.

Two formal evaluations were undertaken during Phase II. An internal (Government of Uganda/IUCN) mid-term evaluation was carried out in April 1993 to assess the achievements of the Programme and to recommend future directions. In February/March 1995, an external Review Mission was commissioned by the Netherlands Government to review the progress. Based on the assessment by the 1995 Review Mission, a consolidation of the accomplishments of Phase II and an extension into another Phase were recommended primarily to assist the Government of Uganda (GoU) implement the National Wetlands Policy that had been developed during Phase II.

#### 3.2 Phase I Activities

During Phase I the main focus was on national level activities. The first phase established the general principles and importance of wetlands through several drafts of a National Wetlands Policy document. It also identified the range and distribution of wetlands in Uganda, their general values, and the main threats and problems faced. Inter-sectoral collaboration was established through an Inter-Ministerial Committee (IMC) comprising 18 Ministries and Departments with responsibilities for management of wetlands. The awareness campaign was aimed at decision-makers and district councils in support of the policy development process. It included production of a booklet and brochure, a number of seminars and meetings, mainly at the district level, and three television documentaries on the values of Uganda's wetland resources. Table 2 presents an overview of main activities and achievements.

Table 2 - Summary of achievements by original objectives of Phase I

Objective/Activity	Achievement
Establish Project Unit	Project Unit established with 3 full-time Ugandan staff Collaborative links with MUIENR, FIRI etc.
Effect inventory of wetlands	Approximate area of wetlands established at about 29,000 Km <sup>2</sup>
Assess wetland functions and values	4 MSc projects undertaken 2 study report on hydrology and papyrus regeneration Water balance studies
Review impact of previous developments	1 consultant report
Assess impact of proposed developments	Several reviews underway, ranging from assessment of individuals farmer's application to very large schemes.
Elaborate Wetlands Policy	Draft policy prepared and discussed by IMC National seminar for DDCs
Provide DEP with the technical capacity to oversee wetlands	PMU in place Training in wetland management provided Wetlands Link established between MUIENR and QMC, London
Build government and public awareness	5 seminars held for DDCs of Kabale, Mpigi, Iganga, Kampala and Bushenyi 3 documentary films produced Links established with UTV

Source: NWCMP document: Achievements and Challenges. August 1998

### 3.3- Phase II Activities

Phase II provided for a continuation of Phase I activities. Phase II started in July 1992 with funding from the Royal Netherlands Government. It aimed at finalising the National Wetlands Policy and creating a technically competent and operational wetland management unit within the Department of Environment Protection. It also planned to establish pilot activities in selected districts, including the production of wetland inventories and, through District Development Committees, community-based wetland conservation and management activities.

Phase II was intended to build on the achievements of the first phase and to continue most of the original activities. During this Phase the National Wetlands Policy was approved by Cabinet in July 1994 and published in October 1995. A large portion of time was spent on district level activities. Numerous seminars and training programmes were held throughout the country to explain the National Wetlands Policy and to encourage participation of District Development Committees in environmental and wetland activities. Phase II eventually lasted four years (initially designed as a three years activity with a budget neutral extension of 12 months). The following table gives an overview of the main activities and achievements during Phase II.



Table 3 - Summary of achievements by original objectives of Phase II

Objective/Activity	Achievement
Wetland Unit	Multi-disciplinary Wetlands Unit of 7 technical staff with skills in wetlands management, conservation education, EIAs, GIS, Fisheries.
Further develop IMC Training of collaborating line ministries staff	Inter-Ministerial Committee of 17 members in place xx meetings of the IMC 1 Line Ministry staff of Agriculture trained in wetland management
Training programme for DDC members	Three training courses conducted for district technical officials 42 district technical officers provided with knowledge and skills on wetland assessment and management issues.
Wetland Management Demonstration activities	Three demonstration sites initiated Socio-economic surveys 15 priority activities identified in 3 communities 3 community management committees set up 6 seminars for the community
Government and public awareness programme	8 seminars for DDCs 2 resource users seminars 104 radio broadcasts/2 wetland songs/6000 calendars/6000 posters 500 Christmas cards/6000 newsletters 15 schools provided with radio cassette recorders Links with Radio Uganda, Ministry of Education and one NGO
Wetland Inventory	4 districts covered 3 district wetland reports produced for Kampala, Mpigi and Iganga.
Research Activities	12 research projects completed covering: fisheries (3), soils (1), papyrus (3), weather (1), hydrology (1), socio-economics (1) and crops (2)
International Obligations	1 report on avifauna produced 500 copies of Lake George handbook National Ramsar Committee of 15 members set up Wise use case study prepared and published Uganda to serve as Alternate Representative on Ramsar Standing Committee Draft management plan for Lake George Ramsar site prepared

Source: NWCMP document: Achievements and Challenges, August 1998

### 3.4 Phase III Activities

Phase III programme document (dated 15 November 1995) which formed the basis for the contract between the Netherlands Ministry of Development Co-operation and IUCN listed the following objectives:

- to strengthen the national capacity for wetland conservation and management
- to develop the capacity for wetland conservation and management at the district level
- to develop and extend methodologies for wetland resource management by local communities.

As a result of a review and planning workshop held in 1997 (year 1 of Phase III), the objectives were further refined, and set into a logical framework format. The NWCMP was now to lead to the following results:

- institutional and administrative structures strengthened
- policy and legislation in place
- knowledge and understanding of wetlands and associated ecological processes enhanced

- methodologies for conservation and sustainable use of wetlands developed, made operational and disseminated
- awareness and knowledge of and support for wetlands conservation improved at all levels in Uganda.

Table 4 shows the main activities undertaken during the first 2 year of Phase III.

Table 4 - Summary of achievements by original stated outputs of Phase III

Output	Achievement
Institutional and administrative structures strengthened	Wetland Inspection Division is being established which will be staffed by 5 government staff Provisions made in 1998/1999 State Development and Recurrent budget
Policy and legislation in place	Frequent consultations with fisheries, water development, lands, local government and forestry dept. to harmonise the wetland policy with other policies – Wetlands appear in the Land Act (1998) as areas in need of protection IMC met 3 times, although sub-committee have met frequently NWP to act as advisor to NEMA on wetland related EIA issues Management plan for Lake George (Ramsar listed) is being drafted Designation process of Lake Nabugabo as Ramsar site started Draft criteria for establishing wetland reserves are being prepared Criteria for prioritisation of wetland actions at district level developed GoU hosted the Pan-African Regional Ramsar Meeting, July 1998
Knowledge and understanding of wetlands and associated ecological processes enhanced	District staff trained to conduct district wetland inventories In 1997, 5 districts were successfully inventoried, in 1998 so far 7 districts have been inventoried Masaka District Councillors trained in wetland action plan development and wetland management Research programmes underway on the impact of rice cultivation on biodiversity, socio-economic aspects, and soils (Pallisa district)
Methodologies for conservation and sustainable use of wetlands developed, made operational and disseminated	Sites activities established in Jinja and Mukono A first national NGO-workshop was held, in which 32 NGOs and CBOs were introduced to wetland management issues Two "brainstorming sessions" convened on wetland conservation and use issues related to Nakivubo and Kinawataka wetlands Draft guidelines drafted for papyrus harvesting and swamp fisheries
Awareness and knowledge of and support for wetlands conservation improved at all levels in Uganda	Ongoing activity at all levels

Source: NWCMP document: Achievements and Challenges, August 1998

## 4 APPRECIATION OF ACHIEVEMENTS

### 4.1 Achievements at Reaching and Involving the Target Groups

The Programme was designed to benefit wetland stakeholders, indirectly through support to government at national and district levels, and directly through support to local community initiatives. Beneficiaries include a wide range of stakeholders, from international conservation interests to individual resource users. Assistance will be provided principally to one national institution and to 31 District Councils (but with a particular emphasis on eight), and to six local communities scattered throughout the country. It thus appears that there are three categories of beneficiaries: the Central Government and its institutions, local governments and communities.

At national level, the Wetlands Policy has been approved and national consensus on the importance of wetlands has been reached. It is on this account that the wetlands as national assets are contained in the Constitution 1995, National Environmental Statute (1995), Local Government Act 1997, and the Land Act 1998. The national awareness on wetlands at different segments of society is increasing. This would not have been possible had it not been for the programme's direct targeting of the policy makers.

At the district levels, awareness has also been achieved; some districts have mainstreamed wetland issues in the environment sections of their development plans. Others are also following since they have had their skills for wetland assessment improved. The limitation now at the districts is the competing demand for financial sources among different sectors. At a time when districts are still struggling to raise revenue, those sectors like environment whose benefits are realised after a long time may not command high budget votes. Partnerships are therefore required with other agencies, and evolving innovative mechanisms to fund environmental issues. Details of activities undertaken by and with districts are given in 4.5.1.

At community level, the programme has started activities at five sites out of the planned six sites. They are Nakivubo, Mukono Rattan Cane project, Pallisa, Kitanga and Kyojja. Activities for the later three started in Phase II already (see section 4.6). The major challenge for the programme lies at community level where interaction with the resources is greatest. Beyond introducing sustainable use tools or mechanisms, there is need to find solutions to resolve conflicts on resource rights and conflicts among different stakeholders. This will entail strengthening of institutions that are mandated to address this problem at different levels of society.

### 4.2 NWCMP Structure and Organisation

Since the NWCMP commenced in 1989, it has changed various institutional homes, and the Ministries under which it fell were periodically reorganised. Thus reporting and supervisory relationships also changed accordingly. From 1989 to 1993, NWCMP was an integral component of the Department of Environmental Protection (DEP), first in the Ministry of Environmental Protection, then to Ministry of Water, Energy, Minerals and Environmental Protection, and later to Ministry of Natural Resources (MNR). During that period, the programme management unit was headed by a Programme Manager supported by IUCN - TA, and below him were technical staff. The Unit was directly responsible to the Commissioner for Environmental Protection. There was also a DEP Project Co-ordinator who became the immediate link between the Programme and the Department. His/her role was to assist the programme in its operation and ensure that it operated according to the government regulations and policies. An Inter-Ministerial Agency was also put in place to provide technical supervision and interdepartmental co-ordination. Annexe 6 presents the Programme

Organisation at that time. The same structure was maintained from 1992 to 1996 when the Wetlands Unit fell under the MNR.

From September 1996 to September 1997, the Unit was transferred to NEMA. While there, it maintained the IMC, IUCN- TA and technical staff. The Programme Manager reported to the Division of Policy Planning and Legal. Annexe 7 refers.

From October 1997 to May 1998, the Unit reverted to MNR, and reassumed the structure shown in Annexe 6. The MNR has been reorganised with that of Lands to form the Ministry of Water, Lands and Environment. The structure in Annexe 6 is still being followed, but soon the structure will have to fall within the set-up of the newly created MWLE depicted in Annexe 8.

#### **4.3 Effectiveness of the Evaluation, Monitoring and Reporting Systems**

Monitoring and evaluation (M&E) of programme activities is carried out by the section heads and the site co-ordinators. During monthly staff meetings in Kampala progress is discussed. Progress (half-yearly) reports discuss main issues and constraints which need management attention.

The Mission noted that the "Verifiable Indicators" used in the Programme Planning Matrix are, however very general and by and large not applicable for M&E activities during the first two year. No gender specific data is regularly collected in the field.

Whilst the team is carrying out short-term M&E activities, no monitoring programme is in place to gauge long-term impact of various programme activities.

In addition, the Mission noted that the annual and progress reports do not quantify progress to what extent the objectives have been met.

#### **4.4 Strengthening National Capacity for Wetlands Conservation and Management**

##### **4.4.1 National Wetlands Programme unit staffing and staff training**

The Review Mission reviewed the size and quality of staffing to the Wetlands Unit with a view of assessing their relevance, to meeting the programme objectives. Annexe 10 summarises staffing positions, the qualification and staff turnover.

When the National Wetlands Programme started in 1989, the government appointed one Programme Manager, supported by a Technical Adviser from IUCN and assisted by a Co-ordinator. This arrangement lasted until 1991. In meantime, the Programme greatly benefited from technical input from other technical departmental staff. The TA was also the accounting officer, with responsibility for administering the local currency bank account, preparing detailed monthly financial statements and making local payments. Foreign currency expenditure was managed by IUCN's Eastern Africa Regional Office (EARO). At the same time, there was expectation that the programme would have accomplished drafting of the Wetlands Policy within a period of two years and that would mark the end of this donor-funded activity. Given the top-down approach to policy formulation, the size of staffing was deemed adequate. With the re-orientation of programme's vision to include participatory management, it turned out that the drafting of the Wetlands Policy could not be accomplished by 1991.

When the Government of Netherlands started funding Phase II (1992-1996), the technical staff increased to four and by that time comprised a Project Manager and three Wetland Officers. In

relation to the activities that had to be carried out, the staffing level was still low, and it lacked a mix of disciplines as most staff members were biologists. The positions of IUCN TA and Co-ordinator remained. To overcome these constraints, the implementation of some of NWCMP components continued to be assigned to some of the staff in the Department of Environmental Protection.

The staffing size dramatically changed in Phase III. The Programme currently has 14 technical staff and nine support staff, including the Programme Administrator (PA), and an Assistant. Of the 14 technical staff, only five staff are government employees, the rest are programme staff. Funds are now released from the IUCN-Country Office (IUCN - UCO), and no longer through the IUCN-East Africa Regional Office. This arrangement has greatly reduced delays. The PA has been trained to conform to the required reporting format of IUCN. The TAs no longer have managerial responsibilities, but focus their role on providing technical oversight.

In relation to the demands of the activities, the size of staffing could greatly have been enhanced, particularly in the disciplines of gender, resource economics and hydrology. The past experience to call upon the hydrologist from the Water Resources Management has not benefited the Programme as it would have wanted, notwithstanding the positive contributions made. By and large, the Programme has generally had continuity of staff.

The staff have received varied training in the past, particularly in the fields of information technology, conservation education, GIS, wetland management and valuation of natural resources. The staff believe that the training has been beneficial but are also convinced that the situation would even be much better if there was a more systematic approach to staff training. It is only now that this approach is being planned under the Training Needs Assessment (TNA) exercise. In the past the individual staff have dominated the initiation of the training they received. It is accepted that more training is needed. While the TNA will provide greater details, suffice it to mention that training in wetlands management, participatory planning, resource economics, outreach methodologies, EIA, monitoring and evaluation, creative writing and general management techniques will all be vital.

#### **4.4.2 Integration of NWCMP activities within MWLE**

The way the programme was designed and targeted was not meant to benefit one ministry because of the cross-sectoral nature of the wetland resources. The achievements have been highlighted in 4.1. On the part of the ministry, there is now evidence that there is government commitment to institutionalise follow-up actions on wetlands, hence the establishment of the Division of Wetland Inspection under MWLE. What needs now to be done is to find how best the general activities of the programme can be mainstreamed in the ministry at large. This has not been sufficient in the past. Rather instead, the programme has worked faster (perhaps because of funding) to bring on board other ministries and departments to understand implications of implementing the National Wetlands Policy.

As the restructuring of the MWLE has just been finalised it would be too early for the Mission to comment on the degree on programme integration.

#### **4.4.3 Institutional and financial sustainability and institutional capacity of the Wetlands Unit**

##### **i) Institutional sustainability**

The Wetlands Inspection Division, falling under the Department of Environmental Affairs has been created in the new MLWE. It is to be staffed with only five staff. This institutional structure will not

make the programme sustainable because of low staffing, poor placement in the organisation structure, and poor visibility to the public. A structure of this size cannot have the capacity to absorb a nation-wide programme. It is therefore going to require very serious re-orientation, particularly with regard to institutional collaboration and partnerships to make the programme sustainable. At the same time new partner institutions like districts must have their capacities developed, both with regard their human and financial resources. Active and bonafide NGOs must be identified and equipped and mandated to carry out the awareness and other activities.

## ii) Financial sustainability

The Mission was pleased to note that the Government of Uganda has made provisions for the inclusion of US\$ 104 million in the 1998/1999 Recurrent and Development Budget. The remarkable difference one notices is that whereas previously the development budget was requested for the MNR in general, now the amount stated above is reflected against the National Wetlands Programme specifically. The figure mentioned excludes that of the various districts which also have drawn up budget allocations for environmental issues, including wetlands.

However, the GoU commitment is tight to the provision of donor funding, and not as a budget to the institution (with or without a donor programme). Without a donor, therefore there will be no institutional support for the National Wetlands Programme.

## iii) Institutional capacity

The Programme, right from 1989 to date, has benefited greatly from a contributions made by the Programme Manager, who has headed all the phases of the programme. No doubt, he has a clear institutional memory of the programme and understanding of the technical issues. It has to be admitted however, that there has been a very big gap in the leadership style, perhaps because none of the other staff have been trained in management techniques. As the size of staff increases, the blending of managerial training with technical training becomes inevitable, which is acknowledged by the staff. The Mission found that despite the organisational set-up of the programme, all staff communicate directly to the Programme Manager and not through their sectional heads. Likewise, delegation from the Programme Manager to sectional heads is missing. This is leading to a work overload on the part of the Programme Manager and over centralisation of authority. The Mission is of the opinion that this is not institutionally sustainable.

The programme evaluation of 1995 recommended among others, training of a Deputy Project Manager to take over some of the duties of the technical advisors when their contract would expire.

This recommendation was not taken up during the staff recruitment or development in Phase III.

Given that Phase III did no longer have a position of a Programme Co-ordinator like the previous two phases to provide managerial backstopping and to link up with other agencies on some administrative issues, there has been a vacuum in providing managerial guidance.

An attempt was made by IUCN in 1993 to identify training needs and general support to the programme. The training needs that were identified were only those for addressing technical deficiencies like use of GIS, wetland management, and so on. The Programme has only recently hired a management consultant to assess all the range of training needs of staff and to formulate a manpower development plan.

The Mission is very concerned that since the DEP was dissolved in 1995 following the creation of NEMA, the five purportedly government staff have never had their terms and conditions of service

regularised, nor were paid any government salary. Four other staff got contracts when the programme unit was under NEMA. Their contracts have, or about to expire, and a clear statement has to be made about the continuity of these staff

#### 4.4.4 Efficacy of the Wetlands Unit, its role and position within MWLE

The role of the Wetlands Unit as originally envisaged is to co-ordinate the implementation of the National Wetlands Policy through the collection, analysis, integration and use of biophysical, social and economic information. Its role also extends to developing sustainable wetland resource management systems and promote their adoption through awareness, education and training activities and, finally but not the least, to serve as a lead agency for management of wetlands. The Unit is already executing these roles. The Unit, which has been housed by the Ministry of Natural Resources from 1996 to 1998, has now fallen under the new Ministry of Water, Lands and Environment (MWLE). The various achievements of the Unit for different activities have been highlighted elsewhere in the report. Suffice it to assess here the institutional efficiency of the Unit.

First and foremost, the Unit has suffered for a long time from institutional fluidity, a factor that has tended to lower staff morale on occasions. Finally, and following the reorganisation of the ministries, the Unit has eventually fallen under the MWLE. Its efficiency for continued activity may be greatly undermined by a number of factors, most of them debated at length in Annexe 11. Here, a mention is made of only two constraints:

With NEMA being given legal backing to implement some of the provisions of the National Wetlands Policy under the National Environment Statute 1995, it may well overshadow the Wetlands Unit. All the staff admit they are already experiencing this problem when they go to the field, districts and communities. The Mission verified this fear and found it to be true.

Under MWLE, the Unit has been placed so low in the structure as it will be headed by an Assistant Commissioner. The Unit will be placed under the Department of Environmental Affairs. The choice of the title of the Department is a wrong one because the public will not comprehend the difference in roles between this Department and NEMA.

#### 4.4.5 Present and future capacity building needs for the Wetlands Unit

Should donor support not be extended after the completion of Phase III (December 2001), the current staff compliment of five renders continuation of a national wetlands programme meaningless. Substantial more resources are needed. As the Government of Uganda becomes sufficiently cognisant of wetlands throughout the country provide vital functions, services and benefits for the furtherance of national economy and that Uganda's main economic sectors - agriculture, livestock, fisheries, energy, water supply transport and tourism - depend on a greater extent on the myriad of services provided by these wetlands, the government will realise that more budget need to be set aside for the governmental agencies mandated with wetland management and monitoring of development activities which might encroach upon these wetlands.

The Mission is positive that over the next three years, with increasing publicity on environment issues, political determination will emerge for providing the resources required for the government institution, whatever its name may be at that stage to carry out its mandate effectively.

#### 4.4.6 Linkages and integration between the awareness and training component of the NWCMP and other components of the NWCMP

There is a need for improved co-ordination between the Awareness and Training and the Resource Assessment sections, as both carry out the training programmes. The former section has recently not been involved, with staff spending most of their time at the programme office in Kampala.

#### 4.4.7 Effectiveness of the education and awareness components

The Mission is generally satisfied with the level of education and awareness activities carried out by the programme. The Awareness and Training Section produces a large variety of booklets, posters, calendars, brochures and radio programmes. A number of activities have been carried out over the last two years, which resulted in increased awareness at all levels. Important milestones are shown in Table 5. National newspaper pay more attention to wetlands issues as witnessed by the increased number of articles. However, it should be noted that newspapers also continue to depict wetlands as wastelands<sup>3</sup> and therefore the programme should remain vigilant. The programme, which has established productive links with relevant NGOs and media needs to continue involving these institutions. Awareness (and training) programme at district level is to be regarded as a recurrent activity as councillors are elected for a five years period (i.e. due to the recent election many new councillors were elected in May who would need to be sensitised). However, despite a well prepared awareness training strategy, which was developed in December 1994, activities of the Awareness and Training Section are largely carried out in an ad-hoc manner.

In addition, the Mission noted that although training needs assessments are regularly carried out, no post-activities monitoring is done by the Awareness & Training Section to assess the impact of their training programmes.

Table 5 - Significant education and awareness activities undertaken by programme

##### National level:

- World Wetlands Day (and production of associated promotional materials)
- Strategic planning workshop for NGO/CBOs (17-19 June 1998)
- Media seminar Mukono (17/18 March 1998)

##### District level

- MoU signed between DEP and Wildlife Clubs of Uganda to implement wetlands education programme targeting P5-P7 levels
- School drama and wetland song competitions (Masaka District mainly)

##### Resource users level

- Seminars for resource user groups of Kyojja and Kitanga

Budget expenditure during Phase III (up to June 1998) amounted to SFr 107,000, or 65% of the available budget. Although sufficient funds remain, the Mission noted that Awareness and Training Section has not been able to undertake outreach activities at district and community level in line with the 1994 Awareness Strategy. Unclear division of responsibilities between this section and the Resource Assessment section, may be one of the contributing factors, as the latter section is also

<sup>3</sup> The New Vision, 20 August carried a three page focus on the Nakawa and Ntinda residential suburbs. The message of this special was that the Nakawa and Ntinda were "just swampy areas filled with water and bush and now they are money zones. There were just swamps where frogs used to croak throughout the night".



executing field level education and awareness activities. However, foremost the Mission is of the opinion that A&T section lacks a clear vision how to move forward.

Areas which need further attention:

- primary school education programmes
- more material need to be printed in various local languages
- preparation of press-kits highlighting NWCMP activities for a particular wetland area
- organising field visits for journalists
- production posters or flyers on specific wetland issues such as wetland services and attributes (which the general people seem to understand and appreciate less, then values such as securing water supply) and on special protected status of wetlands
- production of a flyer on the Wetlands Statute for district court magistrates
- production of an information pack for the Uganda Investment Authority for dissemination among prospective investors
- a more focused target group approach with special attention for the judiciary, members of Parliament, policy and decision-makers, NGOs, and the general public
- a more focused awareness campaign targeted at district specific issues (for districts where the programme undertakes demonstration site activities).

In designing and developing a wetlands awareness campaign for decision-makers and judiciary the following pre-requisites should be addressed:

- a pre-campaign survey on current level of understanding among key target audience (see Table 6 for principal target groups) needs to be carried out
- the campaign needs to focus on site specific (local) issues to ensure national and local interests
- the campaign must be based on knowledge of cultural and ideological perceptions and attitudes
- the campaign at district level should involve the communities in identifying the environmental problems related to their wetlands and highlighting long-lasting and meaningful solutions that have made a difference
- the campaign should highlight incentive packages for sustainable resource use
- the campaign should highlight studies that have made economic valuations (cost-benefit analysis of various development proposals and of the intrinsic values and functions of Uganda's wetlands)
- the campaign should promote modern conservation practices which demonstrate the viability of sustainability as well as the consumptive and non-consumptive values of resources
- the campaign will have tailor-made material for each of the nine major target audiences. Table 6 refers.

Table 6 - Principal Target Audiences

Audience
<ul style="list-style-type: none"> <li>• Chief executives and decision-makers: Principal Secretaries of key agencies (Tourism, Industries and Trade; Agriculture, Animal Industries and Fisheries; Energy and Minerals; Works, Transport and Communications, KCC; Local Government), Members of Parliament Committee for Environment</li> <li>• Heads of departments of key line agencies, including drafters and lawyers in sectors, and the Attorney General's chambers</li> <li>• Chief Executives Parastatals and Corporations whose activities are closely related with environmental/wetland issues: UWA, UIA, UEB, NEMA, NWSC</li> <li>• District authorities in pilot districts (Resident Commissioner, District Chief Administrative Officer, District Land Officer, District Water Engineer, District Civil Engineer, District Production Officer, Agriculture and Livestock Officer, Forestry Officer, Health Officer, and District Magistrates)</li> <li>• Non-Governmental Organisations (DENVA, Environment Alert, etc.)</li> <li>• Community based Organisations working in districts where programme operates demonstration sites and community representatives</li> <li>• Private investors (through Uganda Investment Authority), and private sector (principal hotels, Uganda National Farmers Association, Uganda Manufactures Association)</li> <li>• Radio stations, newspapers and television stations</li> <li>• Donor agencies</li> </ul>

#### 4.5 Capacity for Wetlands Conservation and Management at District Level

##### 4.5.1 Involvement of districts in implementing better wetland management practices

In Phase I, five districts were involved in the policy-dialogue. In Phase II, an additional 28 districts have been engaged in policy dialogue, with eight districts benefiting from a general wetland management course. In this Phase III, 16 districts are involved in wetland assessment techniques, out of which six facilitated to do fieldwork. Bushenyi, Kabale, Rukungiri and Ntungamo now completed their inventory reports.

##### 4.5.2 Support to develop conservation and wise management at District level

The programme organised various workshops to sensitise the district councils to wetland issues and to strengthen their capacity to effectively support wetland resource management. For Masaka District, this has resulted in the drafting of a wetland action plan for Kyojja, Nabugabo, Nabajjuzi and Nakayiba wetlands. It is expected that these action plans will be incorporated in the district development plan. Nabajjuzi is the main water source for the district. If uncontrolled developments would take place, this important service could be damaged and a piped water supply system would be required. It would require a pipeline from Lake Victoria to Masaka town at a cost of approximately US\$ 1million per km.

Although the Mission has been impressed with the work undertaken by the programme in Masaka District it is concerned that the various action plans spell out some objectives and activities that do not seem realistic. For instance the action plan for Lake Nabugabo, the proposed second Ramsar site for Uganda, states as Objective no 1: to develop the area as a tourist site without endangering the ecosystem. Activities under this objective include the development of the infrastructure within the area, e.g. roads, electricity, telephone systems, buildings (lodges), sewerage disposal and treatment. Without a proper cost-benefit assessment it would not be justified to recommend the proposed

objective and activities. The programme needs to undertake a economic feasibility study prior committing further assistance.

The programme has used in Pallisa the services of a local environmental NGO as facilitator and for PRA studies. This linkage is appreciated and the programme is indeed intending to mobilise NGO support for other site activities.

The programme, through the assistance of the Ministry of Justice has prepared proposed bye-laws for wetland management to be used at the LC I-V levels. The bye-laws, once passed will form an important legal instrument to enforce wetland conservation and management in the districts. In the framework of the World Bank funded District Capacity Building Project, NEMA is currently training Local and District Environment Committees. Close co-operation is therefore required with NEMA to avoid overlap of activities.

#### **4.5.3 Support to the Districts to develop Wetlands Action Plans and integration in District Development Plans**

Resource inventories in Phase II covered the six districts of Iganga, Kabale, Kampala, Masaka, Mpigi, and Pallisa for which inventory reports have been produced. In Phase III so far 12 districts have seen wetland inventories taken place with an additional four districts scheduled, starting September 1998. The programme seeks to collaborate closely with district staff in data-collection and report writing, which in turn is expected to build wetland management capacity at district level. Whether this will ultimately lead to inclusion of wetland conservation activities in the district development plans remains to be seen. Only for Masaka District, one the programme target districts, a Wetlands Action Plan has been drafted and wetlands management issues have been incorporated in the paragraph on environment in the District Development Plan.

#### **4.5.4 Support to Districts to undertake inventories and ensure district co-ordination of wetland activities within district sectoral departments**

Phase III has seen an important change in approach towards wetland inventories from Phase II by that currently district inventories are carried out by district teams, who are capacitated in terms of training, transport, equipment by the programme. This approach has resulted in a much faster inventory process, and in capacity building at district level.

The impact of the availability of wetland inventories vis-à-vis guiding the activities of district sectoral department to ensure that wetland management issues are duly considered, can only be assessed in earnest once the District Environmental Committees and Local Environmental Committees are in place. Currently under the World Bank funded District Environmental Capacity Building programme, NEMA is assisting the districts authorities with the establishment and strengthening of these institutions.

It is therefore premature for the Mission to comment on the role of NWCMP with respect to aspects of district co-ordination of wetland management.

#### **4.5.5 District inventories and their application for District Wetlands Action Plans and District Development Plans**

The District Wetland Inventories and Wetland Status Reports are meant to encourage the district authorities to include wetland conservation activities in their district development plans. In support of

this, the programme has embarked on the training of District Councillors at various levels in wetland action plan development and wetland management. A first training was held in Masaka, with five more planned in 1997 for the south-west.

The inventories provide sufficient data on which to base a District Wetlands Action Plan, which in turn will form the basis for incorporating proposed interventions into the District Development Plan. However, as stated above, only Masaka District has prepared so far a District Action Plan and has made financial provisions for the execution of the proposed wetland activities as outlined in the District Development Plan.

This crucial aspect of the programme needs intensive monitoring and continuous input from various programme sections to ensure that this programme output can be realised in full.

#### **4.6 Capacity for Wetlands Conservation and Management at Community level**

##### **4.6.1 Project sites**

In Phase II the project recognised the importance of assisting communities in demonstrating the wise use of the wetland resources. The (1993) DEP/IUCN internal mid-term review noted that whilst progress has been registered on all Phase II listed activities, most targets set were too ambitious given the limited resources and staffing. In view of this it was recommended that development of site-based demonstration projects be given highest priorities for the remainder of Phase II. The programme opted for a participatory approach with the initiatives coming from the communities and the project offering technical advice. It aimed to change attitudes on the use of wetlands by these communities through these demonstration activities. The initial philosophy was to seek to identify activities which move towards intensification of production with a given unit of wetland rather than promoting activities which would be spreading out over large areas of wetlands.

During Phase II three demonstration sites for the wise use of wetlands were established at Kitanga Kyojja and Limoto in the districts of Kabale, Masaka and Pallisa respectively. Their establishment involved much discussion with the local authorities, and so enhanced both district and local participation in wetland issues. Management committees were established at each site to oversee development and implementation of activities. Socio-economic surveys were carried, using participatory methods, and plans for site activities were developed in collaboration with authorities and local resource users.

The overriding programme goal vis-à-vis these demonstration sites is to work towards and improve community-based wetland conservation by involving the community in making better decisions regarding their wetlands. This is expected to empower the local community thereby giving them the opportunity to decide, guide, and control the use of wetland resources. Three objectives of demonstration sites have been stated as follows:

- to test wise up approaches for eventual incorporation in the guidelines for wetland use
- to improve wetland stakeholder livelihood through community based conservation and development initiatives
- to define strategies to enhance and broaden benefits which local communities derive from wetlands and so mobilise community support for the conservation of wetlands.

The programme has identified a large number of criteria for site selection. They include both ecological as well as socio-economic criteria such as: (i) site representativeness of an important wetland type; (ii) the wetland-human interaction commonly observed throughout the country; (iii) site accessibility; (iv)

diversity of current and potentially conflicting uses and users; and (v) readiness on the part of district authorities and local communities to support development of the chosen site.

The Mission is surprised to note that the feasibility of the initiative (i.e. whether the activity would lead to economic gains); the sustainability and conservation importance was not listed as site criteria. It would be crucial for the project to show that sustainable use is a viable option in areas which are need of protection.

The main focus at the project sites were tree planting in Limoto (Pallisa District), fish farming in Kitanga (Kabale District) and craft making Kyojja (Masaka District).

#### **i) Kyojja project site**

Site activities first started in 1994 with awareness raising activities in schools around Kyojja, and later involved awareness raising of the villagers of Kaboyo, Kibale and Kabalaga which are in Kisekka subcounty, Masaka District. At a later stage three more villages were also included (Sseke, Kyoko, and Kagganda). Kyoko and Kagganda are in Kkingo subcounty. The communities formed an Association in 1994. The Association has currently 200 members of which 150 women and 50 men. Bye-laws have been drawn, a resource permit system is in place, whilst a management plan for the entire swamp is being drafted with the assistance of the programme site co-ordinator. The programme provided the communities with training in such aspects as bookkeeping, record keeping and improved craft making, using papyrus and reeds. Various studies were undertaken such as a craft production and market survey and a socio-economic study. The Masaka District Authorities and Kisekka sub-county are closely involved in the programme activities. The sub-county has formed an environmental committee. Budget provisions at sub-county level are made in support of the site activity. The Mission considers the above as tangible achievements.

The programme paid for the establishment of a craft workshop and is currently developing a wetland information-cum-crafts centre. The association has dug a fish pond. In addition a tree nursery has been established recently as the community members were keen to use palm leaves as the resource for various crafts. The papyrus swamp is void of palms species due to overharvesting in the past. So far the programme invested some US\$ 20 million (some US 17,000) on construction costs of the workshop and craft centre. The craft centre is located near the Masaka - Mbarara highway and a signpost has been erected to alert travellers about the existence of the centre.

Nevertheless the Mission noted the a number of issues which the programme needs to address:

1. a large part of the resource users is not member of the Association
2. members of Association prefer to sell their product individually, and not through the Association: sales from craft making are therefore not contributing to an operational fund to sustain activities of the association when the programme would no longer participate
3. most members are only part-time involved in craft making
4. members generally lack confidence that the project will yield significant income
5. no information could be obtained on the income generated since the programme has assisted the Association, records are not kept
6. high turnover of membership and low attendance of Association meetings.

#### **ii) Kitanga project site**

Kitanga project site in Kabale District is located in a region which have seen major wetlands encroachments for banana plantations and animal husbandry. Steep terrain and mounting population pressure has meant massive conversion of wetlands in valley bottoms. The trend has been of converting more wetland area, rather than intensification of use in small areas.

The programme opted to provide support for fish farming (tilapia and mirror carp), building upon the work of the Catholic Parish Mission, and the Fisheries Department who have supported the Kitanga communities since 1950s.

The programme provided the community with training, provision of material and fry and the rehabilitation of the fishponds. So far some US\$ 30 million has been spent (US\$ 25,000). Registration of an association (Community Based Organisation) is underway and a constitution has been drafted in July 1998. Currently the group has 22 members who are required to work every Thursday on pond maintenance, while twice weekly they will need to bring fish feed to the pond. Fish are fed a number of agricultural produce from the farming system such as rice bran, broken rice and rice straw. Other feed include banana peelings, kitchen waste and manure. In case members do not show a penalty will be imposed (US\$ 1000 per every day missed and US\$ 500 for not participating in the feed activities).

The Mission noted the following issues:

1. Community fish farming does not constitute a viable economic initiative
2. since the programme became active 15 ponds have been dug in the wetland area, thereby constituting a net loss of some 15 ha of wetland area
3. availability of fish fry constitute a major constraint in fish production
4. members generally lack confidence that the project will yield substantial income. Average annual income generated since production started January 1995 amounted to less than US\$ 7,000 per person (less than US\$ 6 per person).
5. pond production is impeded by foraging pelicans and otters
6. the programme has not commissioned an aquaculture specialist to come up with a detailed business plan (see Box below)
7. ponds require new investments as banks in some part are collapsing.

#### Box 1 - Prospects for aquaculture development based on sex-directed Tilapia<sup>4</sup>

It is generally accepted that returns from aquaculture are a factor 2-3 higher as those from capture fisheries from wetlands and especially Tilapia farming offers some interesting economic prospect. Tilapia has been identified by ICLARM as the "aquatic chicken" with the best food conversion ratio of any fish, and as such it is an ideal fish for commercial development. Nile tilapia feed primarily on phytoplankton, including diatoms as well as bacteria in sediments. Until recently, prolific spawning - which lead to pond populations of many small fish and only several large specimens - was the main constraint on developing tilapia commercially. This issue has been overcome by the development of the sex-directed tilapia, whereby ponds can be stocked with all-male fry/fingerlings. The sex-reversal technique implies the use of hormones in the feed at a very critical stage. All-male tilapia can be grown out commercially using a poultry or hogs over ponds system to provide the fertiliser. Such systems are already operating in a number of Asian countries, and the returns from such operations are very impressive indeed; for example, the profits on 80 ha sex-directed tilapia hatchery operation, excluding the credits from the other livestock used as a source of pond feed, are approximately US\$300,000.- annually. The technology for sex-directed tilapia operations is available and quite stable. Information was not available whether commercial hatcheries in Uganda could provide this technology. In case such technology is already available a fish pond specialist would still be required to look into the following other issues: availability of appropriate infrastructure (cool chains), availability of fisheries extension agents, potential problems with water turbidity, lack of availability of lime in rural areas, short water retention period, prohibitively high cost of seed stock, and lack of credit at acceptable rates with which to buy seeds, lime and fertilisers.

<sup>4</sup> Information based on the Mission leader's experience with aquaculture development in South-east Asia, whilst on assignment for the Asian Development Bank

### iii) Limoto project site

The programme started in 1993 with site activities in Pallisa district. A socio-economic survey was carried out in October 1994, executed by a local NGO PACODET. The survey established a number of development options which the community expressed as being of importance. They included zero-grazing, bee-keeping, fish-farming and agro-forestry; with zero-grazing featuring as their most important development need. Between October 1994 and August 1996 consultations were held centred around the required activity and finally the community opted for a nursery. The programme provided training, equipment and seedlings. Seedlings from the nursery have been used to plant *Sesbania sesban*, *Terminalia spp.*, *Cordia spp.*, *Grevillia spp.*, and *Phoenix reclinata* in a three ha swamp area which is located adjacent to the nursery. This area is a forest reserve and used to be a swamp forest.

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The Mission noted the following issues which the programme needs to look into:

1. unnecessary long delay in starting up site activity (two years)
2. community coerced into opting for nursery, despite their eagerness to commence with a zero-grazing programme
3. nursery production not resulting in marketable tree species, as a result the community are not benefiting in economic terms
4. trees planted in 1997 have largely perished as a result of drought and floods
5. nursery was maliciously damaged in January 1995

\*

### iv) Conclusions

The Mission is seriously concerned by the way the programme has dealt with this important Phase III component. The following constitute the Mission's main concerns:

- no economic feasibility studies were undertaken prior to implementing the site activities. The Mission questions the economic feasibility of all activities undertaken. Although the sales of handicrafts (papyrus and reed baskets and mats) would provide cash to these communities, it is even recognised at national level that given the low number of tourists visiting the country, a handicraft industry is not viable. The Minister for Gender and Community Development recently stated her Ministry will not market women's handicrafts like mats and baskets because they are unprofitable.<sup>5</sup>
- the interest of community members in wetland conservation per se is rather limited. In future project sites, community mobilisations should involve people with a direct bearing on the wetland rather than a wider administratively defined community. A user group approach, rather than a village approach is more and more being followed.
- site activities have not led to any significant economic development for the communities concerned. Marketing studies undertaken lacked solid data on which to formulate action (or business) plans
- the current project site activities have put considerable emphasis on localised community development and less on the important objective of learning lessons and developing management guidelines that can be used in other areas in Uganda. Activity monitoring and reflection on successes and failures should be strengthened
- the lack of feeling of ownership on the part of the communities
- unnecessary long delays between execution of PRAs and actual commencement of activities
- sites activities, except the recent work on Lake Nabugabo, are not focused at wetland areas of international importance (as recommended by the 1995 Review Mission)
- the programme lacks mechanisms for ensuring that the activities being implemented can be easily replicated elsewhere in other communities or for different resource users.

X Not true

<sup>5</sup> The New Vision, 21 August, page 9.

The Mission is aware that programme activities at these sites which are far apart in distance, has major logistical and managerial consequences. The Mission is, however of the opinion, that it would have been better if the programme would have made the decision in July 1997, when the new advisors were fielded, despite the long history of support for these communities, to phase out the programme's technical and financial assistance for these demonstration sites over a set period of time. Continuing these activities will cause major embarrassment in the near future once the communities become to realise that their contributions are not paying off. At a minimum, the programme should now devise clear exit strategies.

The programme has yet to rethink whether the additional 10 sites which should be established by the end of phase III, should be undertaken in the same style as the first ones. The programme has learnt from the demonstration site activities that such activities do not necessarily lead to devising wise use methodologies. They can be, however a starting point for formulating what kind of approaches work and what cannot work. With this experience, the programme has changed its focus from community activities to resource user groups. The rattan cane users in Mukono and papyrus users in Kyogya have now been focused on, and studies which included methods and possibilities of propagation of rattan cane in Mukono district have served as useful technical in-pu to the success of future project site related work for the programme.

#### **4.6.2 Capacity building for community based management and wise use of wetlands**

##### **i) Technology transfer and people's empowerment:**

The project has enabled the project site community and resource users to gain technical knowledge in crafts making techniques especially in improvement of quality (Kyogya), tree planting and nursery management (Limoto), and fish farming (Kitanga). However, the Mission questions the extent to which the activities in these demonstration sites can be considered as "wise use" related activities. The fact that the activities practised do not have direct portrayal of wise use concept has not only confused the staff and the awareness messages transferred, but have also left the resource users and communities in suspense.

##### **ii) Change in attitudes**

The Assistant Chief Administrative officer, Masaka summarised the achievements made by reflecting on the fact that the district officials and communities, where the programme is focused consider wetlands as useful land, no longer waste land. This is one of the examples to indicate that village level awareness and attitudes have changed.

##### **iii) Application and practice of wise use concept:**

The programme engaged in examining the concept of wise use from the point of view of wetland conservation and management and developing methodologies which can be replicated and shown as examples in other parts of the country. The wise-use concept is defined as "the sustainable use of components of biological diversity, and measures to promote conservation"(Article 10 of the Convention on Biological diversity). The aim is to ensure that consideration is put on conservation and sustainable use of biological resources in national decision-making processes and encourage them to develop and adopt measures which would avoid or minimise adverse impacts on diversity.

The programme activities have started to be focused on the recognition of communities' indigenous rights and what access rights they have for wetland resources. These activities should further be articulated to involve customary uses of wetland resources in order to work within the strengths of the



wise-use concepts which can be derived from the indigenous cultural practices that may be promoting conservation and sustainable use criteria.

The programme's weakness is mainly in lack of provision of alternative activities in communities where the wise use concept should have been promoted. This is mainly due to the time lapse which the programme had to undertake in designing studies and other data gathering techniques and test in order to develop the wise use methodologies. Although data and information gathered is a route to successful formulation of wise use methodologies, the programme should have worked faster to test the methodologies and establish a continuous feed back mechanism to the communities to ensure that they keep on realising the technical input from the project.

The programme is faced with community pressure to identify wise use methodologies of wetland conservation and management which can at the same time promote rural development concerns, especially poverty alleviation. However, in view of the programme mission this is not possible. The programme should design an independent project focusing on rural development in order to work on communities expectations and need for strategies to address ways through which they can engage on development related activities which can also promote sustainable wetland resource use. One of the respondents (Nabuloli) remarks on the fact that wetlands are created to be there and people should therefore be trained in sustainable use methods, but also learn how to live with these wetlands. This remark is a good example of the way Jinja urban women wetland association have started practising wise use activities with a future vision of development focused activities which other communities and resource user groups can look at as a case study.

#### 4.6.3 Village level awareness activities

Community level awareness activities have mainly focused on enabling community members and resource users to realise the usefulness of wetlands. This has been done through posters, songs, poems (especially through school competition and community level groups). Although the communities are now aware of the uses, benefits and services derived from the wetlands, they still lack knowledge about alternatives to their previous practices with utilising wetland resources. This tends to distort the messages communities and schools portray in their awareness strategies. At the same time the communities are not yet sure about the ownership rights for the wetlands. As such they tend to confuse the efforts of the programme with the previous laws which has stopped people from using and working in wetlands. The Review Mission, when visiting the Limoto site was given a performance by school children who sang a song their headmaster had composed. The message was "muleke entobazi" (leave or stop using wetlands, do not touch). The programme, especially its Awareness and Training Section has to work hard to clarify this view with the communities.

##### i) Community level awareness activities, a way forward

The various district inventory documents could create a starting point for feedback to the communities. This could be done through training of local council at lower levels (LC II - III) and representatives of communities to enable them acquire skills for information dissemination. The village level representatives would then be able to plan with the information contained in the inventory in mind. Community level awareness should be strengthened by the programme within its exit period through involving communities in the following:

- helping establish the ownership of the wetlands, because as much as the wetlands are *de jure* owned by government, *de facto* particular communities consider the wetlands to be theirs
- providing information on the ecological and other characteristics of the wetlands
- providing traditional conservation methods of the wetlands

- **training community leaders and involving them in sensitisation of the community members on the uses of wetlands and the need to preserve them**
- **district staff could learn from the community members on the traditional roles of functions**
- **purposive inquiry from resources-users, taking into consideration the different roles assigned to men, women, and children, for example traditional medicine harvesting, papyrus harvest and traditional fish harvesting.**

## 5 PROJECT'S INTERACTION AND CO-OPERATION WITH GOVERNMENT AGENCIES AND IMC MEMBERS

### 5.1 Review of the linkages and integration between the various Programme components and activities, and participating institutions

The programme has established linkages and integration in various ways. Firstly, the Inter-Ministerial Committee has been used as a forum to inform the various departments of what the programme is doing and also to receive information as to what other agencies are doing. Secondly, the programme has been approached by institutions like NEMA, Uganda Investment Authority, National Curriculum and Development Centre, the media, Uganda Wildlife Authority, etc., all of whom are usually in touch with NWCMP to get updated about the activities and policy restrictions. The staff are often called to present technical information and to undertake joint activities with other institutions. The programme has sub-contracted other agencies like Makerere University Institute of Environment and Natural Resources (MUIENR) to undertake research and the National Biomass Study Project under the Forestry Department to produce GIS based maps. The Lake Victoria Environmental Management Programme funded under GEF/World Bank is subcontracting NWCMP for two of its components on an assessment of the wetland's buffering capacity and sustainable use aspects. The National Broadcasting and Television stations depend on the NWCMP to finalise their materials. The linkage to the programme has been improved by the presence of a strong environmental law. Institutions are compelled to be conscious in the use of wetlands.

The Mission has established that institutional linkages and integration are on the right track. They can continue to excel provided a number of improvements are made. Foremost, the IMC representation needs to be broadened, and to be used as a forum for shaping practical action oriented programming for addressing wider national issues. Secondly, the programme should allow specialised institutions to execute some of its activities, without having to spread its resources thinly. Examples would have been to allow NEMA to take the responsibility for regulations and guidelines, and for the Fisheries Research Institute of the National Agricultural Research Organisation (NARO) to develop model fish ponds. IN addition the Water Department should be requested to establish water quality standards and parameters for wetlands. Thirdly, the programme should invest in institutional building, particularly in District Environment Committees (DECs) and Local Environment Committees (LECs) in areas where it wants to establish sustainable use models. Thereafter it should only supervise and inspect how such institutions are coping. Finally, NGOs and CBOs need to be targeted in a special way, particularly with respect to empowering them to carry on the awareness program.

### 5.2 IMC Members, their Capacities and their interaction

Right from the start of the NWCMP in 1989, the idea of an inter-ministerial committee was conceived. The committee, appointed by the Permanent Secretary of the Ministry of Natural Resources is broadly charged with technical supervision and interdepartmental co-ordination. A number of Technical Committees were set-up by the IMC on specific issues. For example, in Phase III, technical committees have been established to advice on rice cultivation in wetlands and, on the drafting of a national wetlands masterplan. Presently, the composition of IMC is made up of the institutions given in Annexe 1. The Review Mission has looked at the evolution, activities, and relevance of this committee and had made a number of observations.

In terms of composition, the IMC started off and continues to be dominated by the representatives of the central government ministries and agencies. The IMC could have benefited from representation of

the Uganda Investment Authority and Kampala City Council. Local governments, wetlands user groups, and NGOs are not represented either.

Much contrary to the required representatives from various institutions in Annex 11, a review of the minutes of attendance of IMC members has disclosed that the representatives delegated the attendance to their junior staff. This was true of the Commissioners for Fisheries, Forestry, Water Resources Management, and from the Ministry Gender and Community Development, MUIENR, and UWA. This may perhaps not reflect lack of commitment on the part of these institutions to wetlands. Rather, it reflects the informal nature by way they are appointed. The members have no legal backing to their appointment as one witnesses in cases of Policy and Technical Committees (under National Environment Statute 1995) or Water Policy Committee (under the Water Statute 1995) and the Board of Trustees (under Uganda Wildlife Authority). Notwithstanding this problem however, attendance has always been impressive.

Between 1989 and 1994, the IMC was relevant because the government and its partners were involved in a critical process of consensus building for formulation of the National Wetlands Policy. The multi-sectoral composition of the IMC gave it the strength it required to finalise the policy successfully, and to have other agencies recognise the importance of wetlands.

As time went on, the IMC lost focus because in addition to providing technical supervision over project implementation and interdepartmental co-ordination, the IMC started to implement some activities. The IMC formed some sub-committees which handled studies on rice cultivation in wetlands and national masterplan for wetlands. As the supreme institution for giving programme implementation oversight and policy direction, the IMC came in conflict with its own role. It could therefore no longer objectively assess the products made by some of its members.

As time went on, there are other specialised institutions that came into existence which had their own mandates to form technical committees. One of such institutions is NEMA, which has a Technical Committee on Biodiversity that also encompasses wetland issues. Besides, NEMA by law has a Policy Committee on Environment which is made up by 10 ministers. This makes NEMA better positioned to co-ordinate and influence policy. In fact, NEMA, as required by law, has already drafted the Wetlands Resources Regulations. NEMA thus becomes institutionally stronger for some of the activities that had been planned under the project (e.g. issuance of guidelines for wetlands usage).

Flow of information and transfer of skills from the IMC to line ministries and districts has been less than optimal. In addition representatives of the IMC institutions have not been consistent in briefing their supervisors and colleagues about the decisions and resolution of the IMC.

The Mission was concerned that as time went by, the frequency of calling the IMC meetings reduced. There was a gap of almost 10 months before the last IMC was called. Due to institutional reform programmes underway the IMC has not met since 2 December 1997. Meetings should at all circumstances be held regularly to keep IMC members abreast of recent developments and ensure commitment to NWP.

The periodic meetings, site visits, participation in some of the programme activities and sharing of reports have been the main channels for IMC interactions. Meetings are mainly used for discussing planning issues and soliciting feedback on progress made with the implementation of the NWCMP. They have been useful to the extent of informing members of what has been achieved and the emerging constraints to policy formulation. For example on several occasions, the IMC has reiterated the need for the institutional identity of the programme. Recently, and following the policy reforms,

the IMC has called for clarification of the ownership rights of wetlands. Most importantly, IMC member institutions have jointly collaborated for on-ground activities. The weaknesses the Mission found was failure to follow-up policy recommendations, vertical linkages, and integration with district activities is very low. Only in one occasion was the IMC meeting used to discuss wetlands which were threatened with conversion. During the meeting of 14 March 1994 the developmental activities near Lake Maya along the Kampala Masaka road were discussed. It was recommended that officers from the Lands Department visited the wetland to familiarise them with the problem. The same meeting also identified the need for site visits.

### 5.3 Present Position of Government Institutions vis-à-vis NWCMP

By and large, the government institutions are appreciative, and recognise the achievements of NWCMP. This view is also reflected during the interviews with districts officials and resource users. However, for the programme to continue to be seen in a conservation-cum-development context, it must quickly find practical strategies to resolving inter-institutional conflicts. For example, MAAIF has a key interest to improve food production and security, and their development activities inevitably encroach on wetlands in some parts of the country, e.g. Pallisa. Secondly, demand for industrial plots and housing estates in Kampala is posing one of the problematic areas for which a reallocation of land use is urgently needed by the City Council. Guidelines are needed on how they should proceed in light of policy reforms. These issues are real and can bring NWCMP in conflict with other government and private sector institutions.

### 5.4 NWCMP contributions towards cross-sectoral linkages

The assessment of how the NWCMP has enhanced the Government of Uganda capacity to carry out wetland conservation and management without external support has been made bearing in mind a number of important facts. These are:

- a government policy statement to conserve wetlands was announced in 1986 when a ban on further reclamation was made by the President
- there have been many policy and institutional reforms since 1986
- since 1986 to date, the government is still preoccupied with raising sufficient revenue to finance both its recurrent and capital expenditure
- even for resources that have had support for more than 40 years (wildlife, forestry, water, energy) the financial sustainability of the institutions managing them is still in doubt.

Against this brief background, the Mission has recognised that governmental capacity has been built in the following areas:

- providing a policy framework, as a government, to direct its citizens in a manner that can ensure sustainable use of the wetlands resources (i.e. approval of the National Wetlands Policy by Parliament in 1995)
- the inclusion of some of the policy clauses in the national laws (the Constitution 1995, the National Environment Statute 1995, the Water Statute 1995, Local Government Act 1997, and the Land Act 1998)
- building on the above, which has been achieved directly and indirectly as a result of NWCMP interventions, institutions have been mandated to ensure sustainable utilisation of wetlands. They are the Central Government Ministries, Local Governments' structures, and NEMA
- the Wetlands Unit, directly supported by NWCMP has also directly built capacity of people and institutions through awareness
- the contribution of the NWCMP to the development of capacity of the unit staff for current and future assignments have been described and assessed in section 4.4.1 In addition, the programme

staff have started developing the capacity of district staff in such activities as inventory assessment, and making wetlands action plans

Whereas all these achievements have been made in relatively a short time, the Mission recognises that perhaps such achievements could have been more had it not been of institutional fluidity of the Wetlands Unit. Under no circumstances can one expect that in the short term the wetland programmes can continue with only government funding.

#### **5.5 NWCMP enhancement of Government of Uganda capacity to carry out wetland conservation and management without external support**

The Government's commitment for funding the National Wetland Programme specifically has been highlighted in section 4.4.3. It has been accepted that this is just a beginning, and on no account can one expect the Ministry to be solely responsible for funding wetlands related projects. Accordingly, the NWCMP has helped the districts to see the need to invest in environment in general, and in wetlands matters in particular, through their Development Plans. Revenue generation at district level is still low, and for some time to come, additional donor funding would be required.

#### **5.6 Achievements in enforcing the Wetlands Policy**

During Phase III the NWP is to further implement the National Wetlands Policy and wetland related provisions of the National Environment Statute 1995. At the national level the Wetlands Programme continues to strengthen the embedding of the wetland policy in sectoral policies. The sectoral policies are being reviewed, and, through consultations and discussions with relevant Ministries, will be brought in line with the National Wetlands Policy. The implications of the Land Act (1998) for wetland management are being studied by a sub-committee of the IMC, and a report is expected by the end of 1998. In addition, comprehensive guidelines for the development of bye-laws at district and local levels are being developed by the same committee. To build capacity for policy development and implementation at the national level, the IMC and the RAMSAR committee are further strengthened through training and support.

## 6 ENVIRONMENTAL ASPECTS

### 6.1 Creation of environmental awareness

The NWCMP has made significant inroads towards the creation of awareness among the local communities that they are the custodians of the surrounding natural resources and that they are responsible for their management and sustainable utilisation. Resource users now realise that wetland management is important to achieve sustainable rural development objectives. They are also realising the impact of wetland conversion and the impact of uncontrolled development on the myriad functions, services and uses of wetlands. The Mission is pleased to note that programme is actively promoting environmental awareness at community level, and as such through Netherlands funding, a significant contribution has been made.

At the national level, programme activities pertaining to awareness raising have led to enactment of various important legislation and policies.

### 6.2 NWCMP's contributions to the conservation of Uganda's wetlands

The programme has made tangible contributions to the conservation of the nation's wetlands. Relevant activities are those related to: (i) legislation, (ii) investigations pertaining to wetland uses and management systems, (iii) site projects, (iv) preparation of guidelines on resource use and management; (v) district inventories, (vi) commissioning of detailed studies at selected sites, and (vii) development and establishment of a wetlands information system.

#### 6.2.1 Legislation

The programme deserves major credit for the many contributions it made to assist the Government of Uganda with the development of adequate wetland related policies and legislation. Important milestones are the sections on wetlands in: (i) Constitution (1995), (ii) Environmental Statute 1995, (iii) Water Statute (1995), Local Government Statute and Act (1995), Land Act (1998) and draft Wetlands Resources Regulations.

However, the various statutes and acts in place pay so much attention to the conservation aspects of wetland management that the programme may be seen as a victim of its own success. Already senior government officials have indicated that there is a need to revise, in their views, some outdated concepts of wetland management; thereby allowing wetland resources to be seen as providing the resources for economic development. For the time being wetlands, which are being held in trust by the Government for the people of Uganda may not be developed (reclaimed, drained etc.) unless NEMA, in consultation with the lead agency, has granted written approval. For any development proposed which would require conversion of a wetland in excess of 0.25 ha, an environmental impact assessment (EIA) is required. This draconian requirement can not be implemented as it will cause a tremendous pressure on NEMA to process applications. It may also impede the wetland programme attempts for establishing partnerships with the private sector, which considers the NWP to be anti-development orientated.

By comparison, the following table shows the legal requirement for environmental impact assessments for proposed wetland conversion in a number of South-east Asian countries. These countries have in common with Uganda that they hold vast stretches of wetlands which are increasingly being developed for agricultural, industrial and urban purposes. The legislation in place are fully consistent and in line with legal requirements as stipulated by the large international lending

*& how much swamp forest have they lost as a result?*

agencies such as the Asian Development Bank (ADB) and World Bank. These institutions often provided technical assistance for the development of the EIA guidelines and pertinent regulations in these countries.

Table 7 - Comparison of EIA requirements for wetland conversion in selected ASEAN member states and Uganda

EIA needed for wetland conversion (water resources development - irrigation)	Uganda	Thailand	Malaysia	Cambodia
-	0.25 ha	>12,800 ha	> 5,000 ha	> 5,000 ha

### 6.2.2 Gazettement of wetlands of international and national importance

As a contribution to the National Wetlands Programme, and with funding from the FAO Regional Project UNO/RAF/006/GEF "Institutional Support for the Protection of East African Biodiversity", a National Wetlands Inventory (NWI) was carried out between October, 1993 and December 1995 (FAO, 1996). Sixty-two wetlands were visited. A number of wetlands assumed to be of conservation importance could not be visited because of insecurity or inaccessibility. NWCMP staff participated in the field team and in the scientific advisory group.

The inventory led to the classification of twelve major wetland categories (i.e. main types of wetlands). The study yielded important information on the distribution of rare and endangered species. It also resulted in the main indicator species for the twelve major wetland types. The inventory helped to prioritise wetlands sites that are of significant biodiversity and recommendations were made for Lake Nabugabo, Lake Bisina, Lake Munyanyange, Lake Katwe, Lake Mutanda, Lake Kachera, Lutembe Bay, Muchoya swamp, Kitange swamp and River Ssezibwa to be included in a network of protected areas. These wetlands were selected based on their ecological characteristics, their biogeographical location, their location within the nation's eight drainage basins and their relative pristine conditions. It is recognised by the Mission that the NWI did not cover all wetlands due to problems of accessibility due to insurgent activities and logistical constraints. During Phase III the programme has developed and operationalised criteria for selecting wetlands which would require gazettement. These criteria are currently being used by the various district inventory teams and could result in the identification of additional sites in need of protection.

Nevertheless, the Mission would have appreciated if the programme would have addressed management requirements for the internationally important wetland areas, identified under the 1993-1995 inventory and would have lobbied for their legal protection. It would do no justice to the excellent work undertaken by the NWI team to wait until all districts are inventorised by December 2001.

Except for work undertaken at Lake George and Nabugabo, NWCMP has not instigated any follow-up management programme activities at these sites.

Only some 2% of the country's wetlands occur within the National Parks, Game Reserves and gazetted Forest Reserves. Although wetlands are protected by the Constitution and Environmental Statute, reclamation and encroachment of wetlands is occurring throughout the country. As much of the biological diversity is found outside the protected area system, wetlands known to be important for species of special significance (being endemic or rare/endangered) should be gazetted as wetlands reserves.



The Uganda Wildlife Policy (1996) provides for the following categories of protected areas: (i) Wildlife Protected Area - formerly National Parks; (ii) Wildlife Reserve - formerly Game Reserve; (iii) Wildlife Management Areas - formerly Animal Sanctuary; and (iv) Community Wildlife Area. Therefore no special provision has been made in the Uganda Wildlife Policy to establish wetland reserves. However, the proposed Wetlands Resources Regulation charges the Minister to declare a wetland as a specially protected wetland of national or international importance. This draft regulation has been prepared by NEMA, in consultation with staff from the NWCMP.

HOW MANY  
TIMES HAVE  
ASKED  
ABOUT THIS?

### 6.2.3 Investigations pertaining to wetland uses and management systems

The programme, through its site co-ordinator and with the full participation of the resource user group, has undertaken a resource use survey for the Kyojja project site. This has resulted in the production of a site management plan. The Mission has examined the draft plan and remains unconvinced that its current format would be adequate to solicit joint management responsibility from the resource user group up to the District authorities. More work is required on delineating various management zones (to be shown on a map) for which distinct management prescriptions should be stated. The current plan is of such a general nature that it would apply to most wetlands in Uganda.

### 6.2.4 Kampala based site projects

A detailed assessment of the progress made with demonstration sites is given in section 4.6.1. In this sub-section, the Mission likes to highlight the important activities of the programme in Kampala.

Wetland abuse in Kampala has been a continuous concern of the programme. The team has initiated discussions with key interest groups, focusing around the plight of two major wetland sites: Nakivubo and Kinawataka wetland. In both cases KCC, NWSC, MUIENR, and various Ministries attended these meetings. The outcome of these meetings were very encouraging. Nakivubo is now generally recognised by KCC as being of importance as providing "natural" tertiary sewerage treatment services. Largely untreated sewage from Kampala is channelled into Nakivubo swamp. The discussions have resulted in the cancellation of earlier plans to extend the Nakivubo channel towards Lake Victoria. The programme will start a socio-economic survey about the (small scale) users of the wetland in September and will commission the drafting of a management plan for the wetland.

(Other site activities up-country are: Mukono in Mukono district, and Olweny in Lira district. The later is expected to provide guidelines on rice cultivation).

### 6.2.5 Preparation of guidelines on resource use and management

During Phase III draft guidelines have been produced on sustainable use of wetlands as resources of papyrus and fish, whilst guidelines for paddy cultivation in wetland areas are being developed.

The Mission questions the value of the current draft guidelines. For instance the draft guidelines on wetland fisheries discusses predominantly issues of fish pond development. It would have sufficed for the programme to make available detailed manuals on fish farming produced through FAO and related donor funded projects. The sections on wild fisheries do not contribute to the sustainable use of these resources.

DONT  
AGREE

The team plans to bring out a large number of guidelines. The Mission encourages the team to focus on this programme activity as it has the potential of providing significant management tools for the various resource users.

### 6.2.6 District inventories

During NWCMP Phase II and III compilation of district based wetland inventories have been carried to identify the biophysical and socio-economic resources, current usage and rate of depletion. An important change in approach towards wetland inventories from Phase II is that currently district inventories are carried out by district teams, who are capacitated in terms of training, transport, equipment and backstopping by the NWCMP. In addition to the district wetland inventories, complementary research is carried out by collaborating institutions with an aim to increase the understanding of wetland ecology.

The Mission noted that district officers involved (mainly comprising of the District Environmental Officer and the District Production Officer) valued the training received prior undertaken the inventories in their district.

During Phase III, the data collection process was standardised through the development of data collection sheets for observation sites and monitoring sites. The data collection process is described in detail in the District Inventory Guide (developed in 1997). In 1997 wetland inventories were carried out in five districts. This involved digitising map, through the National Biomass Study Project, fieldwork to verify the accuracy of the map, and report preparation. In 1998 seven districts have so far been covered, and are currently producing their reports, with four more districts starting their data collection in September. Close collaboration with district staff in data-collection and report writing is expected to build wetland management capacity at district level. Although these documents constitute the first ever produced district-based statements, the Mission noted that the reports generally lack sufficient detail and an overall analysis to constitute genuinely worthwhile planning documents. Annex 12 shows a map of Uganda indicating the districts so far covered under the National Wetlands Inventory.

Each report contains proposals for action, which the district council is supposed to debate and then translate into a wetlands action plan. Districts like Masaka, Kabale, and Bushenyi have integrated wetland concerns in the districts development plan under the environment sector. No doubt, this is a great achievement given that most districts found activities begun in Phase III.

However, the benefits of these actions will not be realised until District Environment Committees, Local Environmental Committees and environmental offices are in place and strengthened. In brief, there must be an institution to make follow-up, and most importantly, to regulate access or user rights.

In the Phase III document, aerial surveys were planned for inaccessible areas. However, this original idea has now been broadened to include aerial data collection for monitoring purposes. Detailed digital aerial photographs are therefore needed. In collaboration with MUIENR and King's College London the first digital aerial survey of this kind in Uganda will be carried out on a pilot scale during the first week of September.

Whilst the Mission values the approach to involve the district staff, it will poses limitations on the data generated. The teams will not be able to compile biophysical data at par with the standards set by the NWI inventory teams.

### 6.2.7 Commissioning of detailed studies at selected sites

Since its inception the programme has commissioned numerous scientific studies. Annex 13 provides an overview of Phase II and III studies undertaken on behalf of the NWCMP. The 1995

review mission was sceptical about the value of some of the research programmes undertaken during Phase I.

*“the research was meant to be targeted to support the national wetlands policy and the development of appropriate guidelines. This has only been achieved partly at best and very minimally at worst”.*

The current External Mission remains unconvinced that a number of research programmes commissioned during the Phase II and the beginning of Phase III contributed significantly to the NWCMP. However, the Mission noted that current advisors are drafting ToRs for studies which are of more direct bearing to the programme.

### **6.2.8 Development and establishment of a wetlands information system**

Through the wetland inventories the programme has generated substantial data on wetlands of Uganda. This is an ongoing activity with the aim to cover all districts by December 2001. Data is collected on various biological, hydrological and socio-economic parameters, including land status. The data collected justifies the establishment of a wetlands information system. The programme has currently contracted a software specialist to help design an appropriate database. The Wetlands Information System will use a wetland classification system, which is based on the Ramsar classification (Scott, 1989) after some amendments were made. The Mission is of the opinion that this classification system is adequate for purpose of identifying wetland conservation priorities.

### **6.3 NWCMP contributions to Government of Uganda in meeting its obligations to international wetland treaties**

The GoU is supporting various international environmental conventions, wildlife treaties and technical co-operation committees. Those which are relevant for the wetland management are the Convention on Wetlands of International Importance especially as Waterfowl Habitat, also known as the Ramsar convention, from its place of adoption by Contracting Parties in 1971, and the Nile river treaty. The Ramsar convention, is an intergovernmental treaty which provides for international co-operation for the conservation and wise use of wetlands. Uganda acceded and ratified the Convention in 1988. One of the obligations under the Convention by State members is to designate wetlands of international importance for inclusion on the list of Ramsar sites. Uganda designated Lake George on the so-called “Ramsar list” on the basis of its international importance (in terms of ecological, botanical, limnological or hydrological values). Under the Convention, member states (Contracting Parties) are obliged to develop national wetland policies and to include wetland conservation and wise use considerations within their national land-use planning. The Contracting Parties meet every three years to discuss national experiences and review the status of sites.

Support provided by the programme in meeting GoU obligation are:

- designation of Lake George as the country’s first Ramsar site
- assisting the National Ramsar Committee to oversee the implementation of the Ramsar Convention
- drafting of a management plan for Lake George
- drafting of the National Wetlands Policy
- periodic monitoring of compliance of the Wetlands Policy and reporting to incidents concerning wetlands
- preparing proposals for Masaka District to designating Lake Nabugabo as the second Ramsar site.
- drafting of criteria for establishing wetland reserves
- drafting of criteria for prioritisation of wetland actions at district level
- assisting the GoU with hosting the Pan-African Regional Ramsar Meeting in July 1998

The later meeting was an important venue for the programme to introduce the newly appointed Minister and permanent Secretary the activities of the NWCMP.

The Mission is of the opinion that the programme has done a commendable job in supporting the GoU in fulfilling its international obligations!

## 7 GENDER ASPECTS

### 7.1 Participation of men and women in NWCMP

The programme has shifted focus from the community to resource-users, and there is now a tendency to put emphasis on women and men's accessibility to wetland resources. This is a positive consideration. However, the programme should also focus the gender relations within the power differentials men and women have within the household.

Participation of men and women in wetland conservation and management has also been focused on by the programme through encouraging them to form groups and management committees. Within the community and resource-user groups formed, the NWCMP has worked in accordance with the National Gender Policy to promote gender-equity through applying affirmative action in specific bye-laws, and ensuring participation of women.

Unfortunately, in most cases women are included just to ensure representation through "numbers", but they are excluded from decision-making positions like chairperson, treasurer and secretary. Although for instance the Kitanga Wetland Management Committee has at least one women on the committee of five, she is not among the top executive. The Limoto wetland project site committee is comprised of one woman and nine men. Such arrangements make the women loose out in undertaking their advocative roles and decisions, which may hinder the empowerment process. The programme should strengthen leadership training opportunities for committee group members in order to ensure that the exit process from the project sites takes into account leadership and management potentials for women and men for sustainability purposes. The Kyojja Wetland Management Association is composed of 200 members, of which 150 women and 50 men. In this case the high representation of women is due to the Association's realisation and awareness that the women in this area are the major wetland resource users, especially for papyrus and medicinal herbs. However, such women and men still require leadership and skills training which will enable them to contribute to the technical input and leadership roles for the advancement of the Association's work. Such issues and the skills needed should be reflected in the management plan for Kyojja project site which is currently in a draft form.

Although group mobilisation is one of the ways for collective action; as well as facilitating dissemination of information, the programme needs to pay attention to the capacity differentials which relate to material, physical and social resources men and women derive from wetlands. These differences have attributes to beliefs and attitudes people hold within the community and households. Men and women cope with change differently due to differences in economic, social and political status and as such, their differentiation in vulnerability levels and needs should be focused on by the programme to enable assessment of the programme to enable assessment of the group mobilisation strategy to community and resource - user contact.

### 7.2 Institutional Promotion of Gender Issues

The Review Mission has realised that the programme has made efforts to embark on the drafting of a gender strategy which will enable gender issues to be integrated into wetland management. However, overall, very minimal attention has been paid on the integration of gender into programme activities. Apart from ensuring participation of men and women in the activities undertaken on project sites as resource users, and attention paid to recruitment at institutional level, practical application of gender in wetland conservation and management activities has not been undertaken. Due to different gender roles, uses of wetland resources differ together with the extent to which these uses can be applied to the different needs which may change the social economic position of women relative to men. The wise-use

methodologies have technological aspects which require assessment of the gender structure existing in the community or for resource users as far as culture ascribes gender division of labour and roles assignment, and gender differentials in symbolic values and meaning attached to wetland resources.

As the terms of reference indicate "*the gender consultancy is the first attempt to specifically and systematically look into gender issues in wetland management*", it is the first mapping exercise of key gender issues in wetland management, and it will set in place the basic framework for future gender activities.

**Suggestions:**

Through the process of developing a gender strategy, the NWCMP can embark on gender responsive wetland conservation and management activities through:

- identification of themes aspects where gender practical application and research can be undertaken in order to identify gender concerns, analyse and be able to implement gender responsive programme interventions
- Formulation of gender responsive monitoring and evaluation indicators at three levels of resource-user/community level, district level and programme project level
- Establishment of advocacy strategies for enhancing gender responsive wise-use methodologies for wetland conservation and management taking into consideration dissemination mechanisms, translation and language values, and implementation of activities at different levels of the programme.

Awareness strategy, training and information materials should reflect gender differential aspects of access to wetland resources, income earning capability from wetland resources, taking to consideration conservation measures; contribution to household survival and maintenance; community and political role.

It is up to the NWCMP to decide whether some of these suggestions can be incorporated in the terms of reference for the Gender Strategy.

## 8 EFFECTIVENESS OF NWCMP APPROACH AND ACTIVITIES

### 8.1 Evolution of programme activities from Phase I - Phase III

Over the last nine years since the inception of the National Wetlands Programme, the programme has seen a change of focus from national level issues to addressing district and resource-users issues. Whilst the emphasis in project activities during Phase I, and to a lesser extent Phase II was clearly on policy formulation and increased awareness at national level, during Phase III the programme addressed the implementation of wetland conservation and management measures at the district and local resource user levels.

However, the Mission is of the opinion that the programme has been slow to make this shift from focusing on national level activities to addressing community involvement in wetland management in spite of a strong recommendation already made in 1993 by the internal review team. At the same time, the limited staffing capacity of the unit dictates that the programme builds partnerships with other institutions to oversee implementation of community-level activities. This is urgently required because wetlands have no extension agents of their own (unlike for instance the Ministry of Agriculture, Animal Industries and Fisheries which has agricultural extension worked place in all districts), they have no capacity to relate to some many user groups country-wide. A recent step to assess the capacity of NGOs for wetland management should be developed further with a view of relinquishing to them some of the activities like environmental awareness.

This process of focusing more on district and resource level issues necessitated an increased local wetlands knowledge base. The programme is addressing this through district based wetland inventories, which not only seek to identify the natural resources but also comprise identification of their current usage and rate of depletion. An important change in approach towards wetland inventories from Phase II is that currently district inventories are carried out by district teams, who are capacitated in terms of training, transport, equipment by the programme. This approach has resulted in a much faster inventory process, and in capacity building at district level. More detailed environment and socio-economic studies are made of particular issues, to identify opportunities for better resource use. At the same time, practical experience on wetland resources management is built up through a limited number of demonstration sites (now referred to as project sites) in which the concepts of wise use and the collaborative management is explored and detailed. The original concept of demonstration sites as developed during Phase II has been expanded to include resource user groups, and limited support to wetland activities started by NGOs and CBOs.

The Mission is convinced that the programme will capitalise on lessons learned experiences by seeking to include appropriate and tested wetland conservation and management models in the district development plans. In addition the programme team has stated that given the limited capacity in the Wetlands Unit, replication of the experiences in the sites to other areas will have to take place through district governments, religious organisations, and NGOs operating at community level. Consequently, local stakeholders, district technical staff and CBOs will increasingly be targeted by the programme in terms of training and general support, to enable them to become the duplicate similar efforts in other wetland areas.

The Mission fully endorses this change in programme approach with a focus on community level activities. The Mission is furthermore of the opinion that the team has a firm grip on recent developments (such as restructuring of key ministries and further devolution of authority over resource management to the district authorities) which has led the team to adopt different

implementation strategies and would advise the team to remain alert to allow reorientation of approach if needed.

## 8.2 Programme Efficacy to Address Wetland Degradation

The programme will need to address the issue of wetland degradation and arrest further stress on the natural resource base in critical wetlands. Wetland degradation throughout Uganda through small-holder interventions remains rampant despite the policy and legislation in place. Unless the programme can show that wetlands can generate tangible and direct economic benefits to the resource users, or provide adequate economic alternatives to wetland conversion, the wetlands in Uganda will continue to be abused and over-exploited, no matter what legislation and policy is in place. Whilst the drafting and dissemination of guidelines for sustainable utilisation of wetlands products will go some way to show communities practical some resource management concepts, it could be argued that the most significant impact will come from reduced reliance on wetland resource exploitation (wild fisheries and collection of reeds, papyrus, etc.). By initiating community development initiatives return on investment and labour inputs could be so significant, that these communities, due to the high opportunity costs involved, will no longer venture out to the wetlands with a view to extract wetland resources for the local market.

## 8.3 NCWMP Whither to?

The programme staff expressed serious misgivings concerning the prospect for creating opportunities for improved wetland use that will result in greater returns to resource users. Opinion is expressed by programme staff that the NCWMP was initially conceived as a conservation-oriented programme and that the donor seems miss-guided that the programme could identify modules for sustainable wetland resources use that will uplift the economic conditions of the communities. In a recent document<sup>6</sup> programme staff state:

*The major challenge in community operations is to streamline the conservation efforts of the NWP with the development interests of resources users. In that sense, conservation programmes in developing countries have to include a development component in their objectives and activities. The question is how far a conservation project should move towards a development project.*

Indeed, the Mission is of the opinion that NCWMP should not be considered as a rural development programme, if it were to be, it would have had a different mission statement, a different contractor, and a different team of specialists. What the donor indeed expected is for the programme to explore opportunities for income generation or adding value to the current resource use practice.

The three overriding constraints why the programme can not make major inroads towards the development component of wetland use are:

1. wetland resource use is not perceived as being a major development focus of the community. Most community members derive income from activities which are not linked with wetlands. If they are engaged in collecting or exploiting wetland resources, it is often on a part-time basis. Therefore the interest of community members in wetland conservation per se is rather limited. This is perhaps a situation which is unique for Uganda, as in other countries, communities near wetlands are known to be fully dependent on the exploitation of wetland resources to meet their daily diet and economic requirements

<sup>6</sup> Achievement and Challenges in 8 years of Wetlands Conservation, a document prepared for the external review mission, August 1998



2. Phase II activities have shown that community mobilisation should involve people with a direct bearing on the wetland rather than a wider administratively defined community. A user group approach, rather than a village approach is needed. This is, however more difficult for the programme to achieve without having to rely on local institutions that should regulate access rights
3. to design appropriate rural or community development programme components require a skill mix which the programme team can not match; i.e. expertise on regional planning, resource economy, micro credit financing, and depending on the nature of the proposed interventions, some sector specific expertise.

The programme has commissioned a number of studies to guide farmers in Pallisa district toward sustainable rice farming in ricefields. It will also start a study in close collaboration with the AfDB funded Olweny Swamp Rice Irrigation Scheme (OSRIP) in Lira district to develop and monitor smallholder paddy cultivation in a way to minimise its impact on the wetlands. If the OSRIP studies demonstrate new approaches to rice cultivation, the programme will be able to guide other districts with promoting sustainable rice cultivation, while maintaining the socio-economic benefits of these wetlands to the local communities.

The Mission supports the management approach taken to divest programme activities and contract other institutions to undertake these components (such as the work currently carried out by the National Biomass Study Project). The programme should encourage relevant research institutions, such NARO to undertake and secure funding for some of the studies which the programme is currently carrying out.

The Mission has expressed concern about the current fate of the demonstration sites (now called project sites). It would have been better if the TAs would have made the decision in July 1997, when they were fielded to phase out their technical and financial assistance over a set period of time. Continuing these activities will cause major embarrassment in the near future once the communities become to realise that their contributions are not paying off.

The Mission strongly recommends the drafting of a National Wetlands Action Plan. The government and agencies like NEMA, are keen to know which wetlands need full protection as well as which swamps could be sacrificed for agricultural or industrial development purposes, while maintaining the socio-economic benefits and services of these wetlands within the catchment basin. Such a Wetlands Action Plan would identify immediate investment requirements, both in terms of improved management capacities for priority areas for conservation, as well as for inspection and audits of proposed development interventions, which could affect wetlands. The National Wetlands Action Plan should also assess the most appropriate way for generating funds for wetland conservation and management from national sources, as this is likely to secure greater international technical and financial assistance. The plan will draw the attention of the donor community and would allow them to start a dialogue with key government agencies which components they could best support. This will enhance the sustainability of a National Wetlands Programme, which now relies on the support from one donor only.

#### 8.4 NWCMP's Contributions to Sustainable Management and Wise Use of Wetland Resources

The programme has commissioned the drafting of various guidelines for resource use. The Mission is satisfied with the recent progress made and is aware that a large number of guidelines will be produced. The Mission is at the same time concerned to note that these important activities were not addressed earlier on. As the 1995 External Mission noted: "*institutions and persons concerned .. are*

*sensitised but empty-handed at all levels.* The Mission recommends the programme staff to devote substantial time to develop these resource guidelines.

### 8.5 Assessment of Follow-up Given to 1995 External Review Mission

In section 2.4 Criteria for Evaluation, the Review Mission listed the main outcome of the 1995 mission, to assess whether their conclusions and recommendations were sufficiently addressed during execution of Phase III. Table 8 presents our assessment as to the follow-up given by the programme team.

Table 8 - Assessment of follow-up to main conclusions and recommendations as expressed by 1995 External Review Mission

<p>Main conclusions</p> <ol style="list-style-type: none"> <li>1. Level community involvement not taken up seriously</li> <li>2. No gender specific activity launched</li> <li>3. Research not contributing to project objectives</li> <li>4. No management tools for sustainable use developed</li> <li>5. Wetlands Unit lacking expertise in a number of key disciplines</li> <li>6. Integration of components not optimal</li> <li>7. Poor performance of contractor</li> <li>8. Sustainability of NWP not sufficiently addressed by GoU</li> <li>9. Efficacy of IMC</li> </ol>	<p>Assessment of follow-up</p> <ol style="list-style-type: none"> <li>1. addressed but not successfully</li> <li>2. not addressed</li> <li>3. review required</li> <li>4. addressed but not successfully</li> <li>5. unit could be strengthened</li> <li>6. needs continuous attention</li> <li>7. concerns expressed remain valid</li> <li>8. concerns expressed remain valid</li> <li>9. IMC should be dissolved</li> </ol>
<p>Recommendations for Phase III</p> <ol style="list-style-type: none"> <li>1. Focus on developing implementation tools</li> <li>2. Increase GoU's ownership of programme</li> <li>3. Focus on wetland areas of high biodiversity importance</li> <li>4. Continue training programme staff, IMC members, District staff and local communities</li> <li>5. IMC to assume to have both steering and advisory capacity</li> <li>6. IMC to provide advice and endorse research programmes to be undertaken by programme</li> <li>7. Increase number of target districts and demonstration sites and use NGOs</li> </ol>	<p>Assessment of follow-up</p> <ol style="list-style-type: none"> <li>1. addressed but more focus required</li> <li>2. still a major outstanding issue</li> <li>3. insufficiently addressed</li> <li>4. addressed properly</li> <li>5. IMC should be dissolved</li> <li>6. IMC platform not used optimally</li> <li>7. addressed</li> </ol>

This Review Mission remains critical about the lack of attention given by IUCN EARO to address the issues identified in the 1995 review report.

## 9 ROLE OF IUCN EARO

### 9.1 Provision of Technical Assistance

IUCN as contractor to the Netherlands Government has fielded a number of long-term advisors since Phase II started. Table 9 shows the various Team Leaders and Technical Advisors who have provided input into the programme.

Table 9 - Chronology of Technical Advisors and their Basic Qualifications

Name advisor	Basic Qualifications	Duration	Reasons for departure
Dr. Douglas Taylor	Ph.D. (Botany)	March 1989 – February 1991	End of contract
Dr. Anthony Viner	Ph.D. (Limnology)	March 1992 – August 1993	Contract terminated and not renewed
Dr. Susan Vince	Ph.D. (Ecology)	January – July 1994	End of contract, Departure of family to US
Mr. Bob Douthwaite	M.Sc. (Environmental science)	December 1994 – November 1996	Contract not renewed
Mr. Reint Bakema	M.Sc. (Agriculture)	June 1997 – present	N.A.
Dr. Mac Litterick	Ph.D. (Aquatic ecology)	July 1997 - present	N.A.

Contracts for two advisors were not renewed (Dr Viner and Douthwaite) at the request of the Netherlands Embassy, who expressed concern about the lack of progress and their general poor performance.

|| NOT TRUE ||

The current advisors are scheduled to provide inputs up to December 1999. It is important that IUCN draws up exit strategies how it seeks to provide short-term technical and managerial inputs in to the programme as of January 2000.

### 9.2 Provision of backstopping

IUCN - Eastern Africa Regional Office (EARO) and IUCN HQ technical staff in Nairobi provided various inputs over the course of Phase II and III. Details for Phase III are provided in Table 10.

EARO Office can mobilise support through the extensive network of IUCN Commissions and Advisory Groups. For instance meetings of IUCN working or advisory groups have been held in Uganda to allow exchange of information and review appropriate strategies for sustainable management of natural resources. From 7 - 12 February 1998, a regional meeting of the IUCN Wetlands Advisory Group ended in Uganda. Twenty-five wetland experts from around the world participated and visited a number of demonstration sites.

EARO contains a group of staff termed the Technical Programmes Group. These are technical experts in several fields who provide the back-up to the IUCN East African Programme and back-stop the projects of the Programme wherever possible. Their roles take on several different forms, the most important being project technical support during the project and connecting the project to the overall IUCN Wetlands Programme.

Table 10 - Chronology of short term inputs, intended goals and realised outputs by IUCN EARO and HQ staff

Staff	Input 1997 (days)	Input 1998 to June 1998 (days)	Total scheduled inputs IUCN EARO or HQ (days) Year I + II of Phase III	Realised inputs (days) Phase III up to June 1998
Howard	35	11		
Muthui		1		
Barrow		7		
Total realised input	35	19	90 (EARO)	
Realised inputs				54 (EARO) = 80 % of target
IUCN HQ Ecosystem Mngt group and Social Policy group	1.5*	0	20 (HQ)	
Realised inputs				1.5 (HQ) = 10 % of target

\* estimated on basis of SFr 1,594 claimed for staff time (budget line 8.1.2)

Technical backup by EARO staff takes the form of project supervision, as well as in country visits to the project sites or locations to be appraised of progress, and to offer support and advice on project technical matters and the latest available information, contacts, and networks. It also provides oversight and advice on technical matters of the project, including contracts and ToRs, project outputs such as guidelines, technical reports, awareness materials - from the technical perspective. In addition it advises on policy direction for the project in relation to IUCN's mission and the needs of project partners (including donors); changes in project contracts and agreements and other arrangements; ToRs and direction for reviews and evaluations of the project.

In the case of NWCMP, the Wetlands and the Regional Wetlands Programme Co-ordinator (based at EARO) is frequently interacting with the PM and technical advisors on project matters especially in relation to IUCN's perspectives, relations with government and donor, connections to other aspects of IUCN's programme, expertise and its Commissions.

The IUCN Country Office in Uganda is responsible for financial management and administration, internal financial control, internal and external audits, budget management oversight and overseeing procurement of project equipment project reporting.

The Mission concludes, however that the services which IUCN EARO could have offered by mobilising available expertise through its network of Commissions and Groups has not be realised to the full extent. A similar conclusion was reached by the 1995 External Review Mission which stated:

*"the programme has not utilised its budget lines for international consultancies. ... It is felt that it could have played a more active part in this"*

The IUCN EARO programme co-ordinator could have taken a more pro-active stand and provide more technical input in matters such as: (i) guiding that the environmental and socio-economic studies are focused to identifying opportunities for better resource use, and (ii) that tangible experience on wetland resources management through capitalising on IUCN's world wide experience with the

concepts of wise use and the collaborative management are being used. The Mission is critical that the experiences thus far gained with project sites as developed during Phase II and III are far from being successful and have left the communities empty-handed. Whilst it would have been better to abandon the site activities long time ago as soon as it appeared that these activities were not feasible, and are not leading to meaningfully demonstrating wise use concepts, IUCN EARO recommended on the continuation of technical and financial assistance of NWCMP at these sites.

### 9.3 Scheduled inputs by IUCN EARO staff during the remaining contract period

As part of the Phase I of the Biodiversity Economics Project, a case study is due to be carried out on economic valuation of the various functions of Uganda's wetlands (Lucy Emerton, in file). The aim of this study is to investigate ways of identifying and valuing the functions of wetlands in economic terms and of capturing these off-site benefits in order to finance conservation and provide economic alternatives and incentives to communities engaging in economic activity which are damaging wetlands.

The Mission noted that already in October 1997, the TAs requested EARO to field the resource economist to carry out this study. The Mission recommends that in case EARO is not able to mobilise the expert within the next 2 months, the TA are at liberty to recruit a resource economist from elsewhere.

HAVE ALWAYS BEEN ✓

### 9.4 Overall Assessment of IUCN's Performance

The Mission remains unconvinced about the oversight and supervisory role of IUCN EARO. It seems that IUCN, as the contractor for the NWCMP, appears not willing to compromise its relationship with the GoU, which is one of its member institutions, in issues such as the institutional set-up of the project. The NWCMP has been affected severely over the last 2 years by the Government civil service restructuring exercise and the changes in the institutional arrangements (from Department of Environmental Protection, in 1996, to NEMA in 1997/98, to the current set-up under the MWLE). The Mission considers this constraint to be real, but at the same time it is of the opinion that IUCN EARO should have been more decisive in resolving this problem through dialogue with senior policy levels of government.

At the same time, the Mission concludes that the services which IUCN EARO could have offered by mobilising available expertise through its network of Commissions and Groups has not be realised to the full extent, with 80% of the projected input by IUCN EARO staff realised to date, and only 10% from IUCN HQ staff. Given the poor performance of the Technical Advisors during the 1993-1996 period, and given the critical comments expressed by the 1995 External Review Mission, this Review Mission would have expected better technical and managerial guidance from IUCN EARO to redress criticism as well as lack of progress.



## 10 MAIN CONCLUSIONS

The achievements of the National Wetlands Conservation and Management Programme (NWCMP) thus far are valuable and significant. Substantial progress has been achieved vis-à-vis building up institutional capacity at national, district and community level, and gaining broad-based support for various programme activities. The NWCMP has implemented a large number of initiatives to strengthen the operations of relevant line agencies, district councillors, and district environmental officers as well as supporting and involving other relevant institutions. The programme is contributing to the establishment of local governance systems resulting in increased accountability and responsiveness in conserving wetland resources and conflict resolution among stakeholders.

The programme has been instrumental in getting the Wetlands Policy drafted and approved. In addition it successfully promoted the inclusions of relevant paragraphs on wetland management in the Constitution, Local Government Act, Environmental Statute and the recent Land Act.

The programme has supported and is continuing to provide advice to the Government to fulfil its international obligations under Ramsar Convention (an international environmental treaty on wetlands of international importance especially as waterfowl habitat).

The programme is widely regarded by both Government of Uganda and the donor agencies as a front-runner in wetland management. The Review Mission has received acknowledgements to this effect from many agencies and individuals interviewed.

The programme has recently commissioned a number of studies to guide farmers in Pallisa district toward sustainable rice farming in ricefields. It will also start a study in close collaboration with the AfDB funded Olweny Swamp Rice Irrigation Scheme (OSRIP) in Lira district to develop and monitor smallholder paddy cultivation in a way to minimise its impact on the wetlands. If the OSRIP studies demonstrate new approaches to rice cultivation, the programme will be able to guide other districts on how to promote sustainable rice cultivation, while maintaining the socio-economic benefits of these wetlands to the local communities. The Mission considers these studies to be important and in line with the programme's overall scope.

The Mission has noted a dedicated team which needs to be commended for its hard work and progress made. Considering that in 1995 and 1996 little headway was made with a number of programme activities; with the arrival of the two new technical advisors, and with the full support of the IUCN Country Office, the team has managed to get the programme largely back on track.

The Mission is pleased to note that for the first time since the inception of the project (1989), the Government of Uganda has made provision in the 1998/99 Recurrent and Development Budget for funding counterpart salaries and some training costs.

The programme has experienced difficult times during the end of Phase II. A number of reasons have been stated in various progress reports, the most important being; (i) the administrative delays incurred, which affected in particular finalisation of the national wetlands policy and, more recently, preparation of the Phase III proposal; (ii) the effect on staff retention and morale associated with the closure of DEP and institutional transfer of the programme to NEMA. This issue has carried over to Phase III, and has continued to take considerable time of Programme management; (iii) the impact of decentralisation on district capacity to assist the programme.

X The Mission considers these reasons to be real, but at the same time it is of the opinion that the programme and the IUCN should have been more determined to hold dialogue with senior policy levels of government to resolve the institutional dilemma of the programme.

Some delays of implementing programme activities could be contributed to the long period of absence of a resident advisor during certain periods of Phase I, II and III (August 1993-January 1994; August 1994-December 1994; December 1996 - May 1997). The contractor should have shown more leadership and determination in solving project management issues.

The Mission supports the management approach taken to divest programme activities and contract other institutions to undertake these components (such as the work currently carried out by the National Biomass Study Project). The programme should encourage relevant research institutions, such as NARO to undertake and secure funding for some of the studies which the programme is currently carrying out.

? During the execution of Phase III some critical issues have emerged which concern the overall design and direction of the project. The Mission is not convinced that the contractor has adequately addressed these in its reporting to the GoU and donor. The following key issues are identified which the team needs to address as a priority:

1) Institutional set-up of the Programme

Unlike other national resources recognised by the Government, wetland resources have not been given a divested institution for its policy implementation, i.e. the newly established Forestry Authority and Uganda Meteorological Services Agency are respectively looking after forestry resources and meteorological issues. The newly established Ministry of Water, Lands and Environment (MWLE) will have a division for wetlands inspection, with a staff complement of five. The Mission is of the opinion that it would not be feasible for the inspection division to have the dual responsibility of having to implement a nation-wide wetlands programme, as well as having to inspect and monitor district level wetland activities. It would also constitute a conflict of interest.

2) Programme approach

The programme is taking a three-pronged approach, by looking both at national, district and resource-users issues. The approach and strategy to bring on board districts in the management of wetlands is a correct one. It falls in line with the policy to decentralise the management of wetlands to districts, in addition to recognising that they are closer to the wetland resources and conflict of interest among various stakeholders. In the same vein, the activities intended to build the capacity of districts for wetlands management should be continued. To reach out to all districts on all issues of wetlands will, however require an approach that enlists the contributions of various donors. The programme has not sufficiently looked into mobilising the support of other donor agencies.

3) Programme staffing and management

The programme is generally well staffed. Some further strengthening is required in areas which are of critical importance to the programme such as resource economics, gender assessment and hydrology. The Mission was informed that following the restructuring, MWLE will have only five staff in the Wetlands Inspection Division. The other staff were on contract with NEMA. Early clarification on who is going to renew the contracts of staff, as well as the legality of former arrangements made, is deemed necessary. Any continuity of the programme should consider training from the existing staff



in areas such as managerial skills, or recruiting of a Deputy Project Manager, in case in-house capabilities do not meet the minimum requirements. ✓

The Mission is very concerned that since the DEP was dissolved in 1995 following the creation of NEMA, the five purportedly government staff have never had their terms and conditions of service regularised, nor were paid any government salary. Four other staff got contracts when the programme unit was under NEMA. Their contracts have, or about to expire, and a clear statement has to be made about the continuity of these staff ✓

#### 4) Capacity building

The Mission noted that so far the NWCMP has missed out on a focused approach to capacity building. Only recently a comprehensive Training Needs Assessment exercise was made, and even then for only the staff of the Unit. Yet, it is very clear that as a lean unit, NWCMP will continue to rely on the input of districts for an integrated approach to wetlands management. Some initial activities have started off for district capacity building, particularly in the area of inventory assessment, awareness, and resource use. These demands should therefore influence the approach and coverage of the wetlands management. In its present design, the on-going Training Needs Assessment (for only NWCMP) will not suffice. ✓

#### 5) Inter-Ministerial Committee (IMC)

The Mission noted the following shortcomings and management issues which the programme needs to address:

- IMC is not sufficiently used as a platform to reach inter-agency consensus on appropriate interventions for wetlands threatened with conversion.
- current IMC membership does not include representation from the following key institutions: Ministry of Tourism, Industries and Trade; Ministry of Energy and Minerals (formerly operating as the Ministry of Natural Resources, which indeed participated in the IMC meetings); and Ministry of Works, Transport and Communications
- IMC attendance has been too often delegated to junior staff
- IMC members do not give adequate briefings to their superiors about the decisions and resolutions taken in IMC meetings
- IMC meetings are not well structured and the minutes have not been used adequately to monitor follow-up of decisions taken
- frequency of IMC meetings have been reduced from bi-monthly meetings during Phase I, to quarterly meetings in Phase II. The last meeting was held December 1997.

At the same time the Mission realises that the organisation of IMC meetings puts serious strains on the programme team in terms of preparing documents and making the necessary logistical arrangements. #

#### 6) Demonstration sites

The Mission is seriously concerned by the way the programme has dealt with this important Phase III component. The following constitute the Mission's main concerns:

- no economic feasibility studies were undertaken prior to implementing the site activities
- site activities have not led to any significant economic development for the communities concerned
- marketing studies undertaken lacked solid data on which to formulate action plans

- the lack of feeling of ownership on the part of the communities
- unnecessary long delays between execution of PRAs and actual commencement of activities
- sites activities, except the recent work on Lake Nabugabo, not focused at wetland areas of international importance (as recommended by the 1995 Review Mission)
- the programme lacks mechanisms for ensuring that the activities being implemented can be easily replicated elsewhere in other communities or for different resource users

The Mission is aware that programme activities at these sites which are far apart in distance, has major logistical and managerial consequences for the programme team. The Mission is, however of the opinion, that it would have been better if the programme would have made the decision in July 1997, when the new advisors were fielded, despite the long history of support for these communities, to phase out the programme's technical and financial assistance for these demonstration sites over a set period of time. Continuing these activities will cause major embarrassment in the near future once the communities become to realise that their contributions are not paying off. At a minimum, the programme should now devise clear exit strategies.

The programme has yet to demonstrate that wetland user groups can be empowered to manage their resources collectively and are capable to articulate their development needs. The Mission remains unconvinced that the project is addressing this adequately.

#### 7) Wetlands conservation versus rural development

The Mission is of the opinion that NWCMP should not have been considered by the donor as a rural development programme, if it were to be, it would have had a different mission statement, a different contractor and a different team of specialists.

#### 8) Wetlands Action Plan for critical wetlands

The Mission is of the opinion that there is a real demand for the programme to publish as soon as possible a Wetlands Action Plan. The government and agencies like NEMA, are keen to know which wetlands need full protection as well as which swamps could be used sustainably for agricultural or industrial development purposes, while maintaining the socio-economic benefits and services of these wetlands within the catchment basin. The Wetlands Action Plan would need to identify immediate investment requirements, both in terms of improved management capacities for priority areas for conservation, as well as for inspection and audits of proposed development interventions, which could affect wetlands. The Action Plan should also assess the most appropriate way for generating funds for wetland conservation and management from national sources, as this is likely to secure greater international technical and financial assistance. Such a plan, will draw the attention of the donor community and would allow them to start a dialogue with key government agencies which components they could support. This will enhance the sustainability of a National Wetlands Programme, which now relies on the support from one donor.

#### 10) Gender issues

The Review Mission has realised that the programme has made efforts to embark on the drafting of a gender strategy which will enable gender issues to be integrated into wetland management. However, very minimal attention has been paid on the integration of gender into programme activities. Apart from ensuring participation of men and women in the activities undertaken on project sites as resource users, and attention paid to recruitment at institutional level, practical application of gender in wetland conservation and management activities has not been undertaken. Due to different gender

roles, uses of wetland resources differ together with the extent to which these uses can be applied to the different needs which may change the social economic position of women relative to men. The wise-use methodologies have technological aspects which require assessment of the gender structure existing in the community or for resource users as far as culture ascribes gender division of labour and roles assignment, gender differentials in symbolic values and meaning attached to wetland resources. The programme needs to consider these in order to undertake gender responsive decisions and activities. The ToR for the Gender Strategy should include all these aspects. In addition, all staff should have skills training in gender practice and analysis.

#### 11) District Wetlands Action Plans and District Development Plans

Phase III has seen an important change in programme approach as currently district wetlands inventories are carried out by district teams, who are capacitated in terms of training, transport, and equipment. This approach has resulted in a much faster inventory process, and in capacity building at district level.

The impact of the availability of wetland inventories vis-à-vis guiding the activities of district sectoral departments to ensure that wetland management issues are duly considered, can only be assessed in earnest once the District Environmental Committees and Local Environmental Committees are in place. Currently under the World Bank funded District Environmental Capacity Building Programme, NEMA is assisting the districts authorities with the establishment and strengthening of these institutions. It is therefore premature for the Mission to comment on the role NWCMP has played with respect to district co-ordination of wetland management.

The District Wetland Inventories and Wetland Status Reports are meant to encourage the district authorities to include wetland conservation activities in their district development plans. In support of this, the programme has embarked on the training of District Councillors at various levels in wetland action plan development and wetland management. A first training was held in Masaka, with six more planned in 1998 for the south-west. So far only Masaka District has prepared a District Action Plan and has made financial provisions for the execution of the proposed wetland activities as outlined in the District Development Plan. This crucial aspect of the programme needs intensive monitoring and continuous input from various programme sections to ensure that this programme output can be realised in full. However, there are logistical constraints in addressing this aspect.

#### 12) Guidelines for sustainable resource management

During Phase III draft guidelines have been produced on sustainable use of wetlands as resources of papyrus and fish, whilst guidelines for paddy cultivation in wetland areas are being developed.

The Mission questions the value of the current draft guidelines. For instance the draft guidelines on wetland fisheries is a manual, which discusses predominantly issues of fish pond development. It would have sufficed for the programme to make available detailed manuals on fish farming produced through agencies such as FAO and related donor funded projects with FIRI. The write-ups on wild fisheries do not contribute to the sustainable use of these resources.

The Mission, however considers the proposed activities towards preparing various wetland guidelines as of major significance and encourages the team to focus a major part of their attention towards the drafting, production and dissemination of these guidelines.

## 13) IUCN managerial capacities

The Mission observed weaknesses in the leadership and supervisory role of IUCN Eastern Africa Office (EARO). It seems that IUCN, as the contractor for the NWCMP, appears not willing to compromise its relationship with the GoU, which is one of its member institutions, in issues such as the institutional set-up of the project. The NWCMP has been affected severely over the last 2 years by the Government civil service restructuring exercise and the changes in the institutional arrangements (from Department of Environmental Protection, in 1996, to NEMA in 1997/98 to the current set-up under the MWLE). The Mission considers this constraint to be real, but at the same time it is of the opinion that IUCN EARO should have been more decisive in resolving this problem through dialogue with senior policy levels of government.

✓ In addition the Mission concludes that the services which IUCN EARO could have offered by mobilising available expertise through its network of Commissions and Groups has not be-realised to the full extent, with only 80% of the projected input by IUCN EARO staff realised to date, and only 10% from IUCN HQ staff. Given the poor performance of the Technical Advisors during the 1993-1996 period, and given the critical comments expressed by the 1995 External Review Mission, this Review Mission would have expected better technical and managerial guidance from IUCN EARO to redress criticism as well as lack of progress.

## 11 RECOMMENDATIONS

### 1) Institutional set-up

The programme has had shortcomings on technical backstopping, leadership and a clear vision for sustainable use of wetlands, including conflict resolution of user rights. The mission is of the view that these are real issues for which clear solution and commitment on the part of implementing agencies has to come out as a pre-condition for mobilising financial resources after the current contract expires (December 1998). At the same time the Mission is also convinced that the wetlands issues in Uganda are at a critical point for which support from various donors is needed. The issues are critical because wetlands, compared to other resources, have only recently received national significance. Secondly, there have been many policy reforms in the last few years which have a bearing to sustainable use of wetlands and for which no other models have emerged. Thirdly, there were institutional reforms, and matters of wetlands management have yet to get institutional sustainability for their current and future implementation.

The Mission has evaluated the institutional feasibility of implementing the programme under MLWE, as compared to other institutions like NEMA where the Wetlands Unit was housed from July 1996 to September 1997. While recognising that the bulk of the activities will be done at the district, for purposes of having continuity of the programme activities, NEMA would be a better home compared to the Ministry, *unless the Ministry immediately takes up steps to strengthen the proposed Wetlands Inspection.*

### 2) Image of the Programme

In spite of the many tangible achievements made by the programme, NEMA has an upper image when it comes to the implementation of wetland issues. This is because of the National Environmental Statute which mandates NEMA accordingly. The newly established Wetlands Inspection Division under the Department of Environmental Affairs is so lowly placed that it will not be regarded as being mandated with the implementation of such an important nation-wide programme. A number of options are available to enhance the institutional setting and standing of the programme. Notwithstanding the decisions that have to be taken to strengthen the Wetlands Inspection division (see section 1 above), the programme should work out collaborative arrangements with NEMA's Aquatic Ecosystem Division and NEMA Training Division, irrespective where the programme will sit. In the framework of the World Bank funded District Capacity Building Project, NEMA is currently training Local and District Environment Committees. Close co-operation is therefore required with NEMA to avoid overlap of activities.

### 3) IMC

The IMC needs to be dissolved and a National Wetlands Advisory Committee put in place with wider representation from various sectors. In addition a Programme Co-ordination and Implementation Committee to directly oversee programme management is necessary. A National Wetlands Advisory Programme Committee with wider representation can also be put in place to meet less regularly for purposes of harmonising with institutional co-ordination and co-operation for implementation of programme activities on the one hand, and the Wetlands Policy on the other. Technical issues, which require policy decisions, can best be handled by NEMA under its Technical Committee for Biodiversity, whether in the future the programme will fall under NEMA or not.

X

NO  
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Don't  
agree

can't manage  
GOVERNMENT.

## 4) Programme co-ordination

Programme co-ordination and steering mechanisms should be revised to remove conflicting roles among the members of IMC, to give project co-ordination and management better oversight and guidance.

## 4.1) Programme Co-ordination and Implementation Committee

The functions of this committee should be:

- to ensure cost-effective-institutional collaboration for the implementation of project activities
- to co-ordinate project supported activities between the project and the collaborating and participating institution
- to provide guidance to the programme manager and his/her team on what technical input is required, and how to cost-effectively procure it
- to monitor closely the programme implementation with respect to the timing, quality and delivery of inputs, project budget utilisation and accountability, staff deployment, work planning reporting on progress
- to provide guidance to the programme manager and his/her team on how to approach issues related to policy, and
- to approve work plans

By way of composition, this Committee should be kept small. Key institutions to participate should include: IUCN, NEMA, the Programme Manager, a Senior Person from the NLWE, like the Commissioner for Environmental Affairs, Technical Advisors, and Local Government.

## 4.2) National Wetland Advisory Committee

Unlike the above committee, this committee's overall responsibility should be:

- to ensure inter-institutional co-ordination of wetlands related activities
- to advise on how sectoral approaches and initiatives with regard to wetland related activities should influence the redesign of the programme activities
- to monitor the implementation of the National Wetlands Policy generally, and to advise the implications this have for the project activities and strategies used
- to provide broad framework for the initiation, targeting and scope for new projects.

The Committee should also seek representation from the Ministry of Tourism, Industries and Trade; the Ministry of Energy and Minerals and Ministry of Works, Transport and Communications. In addition it would be important to secure the participation of some key parastatals like the Uganda Electricity Board, Uganda Investment Authority, Uganda Wildlife Authority, National Water and Sewerage Corporation, and the private sector (including the Uganda National Farmers Association as already suggested in various IMC meetings).

## 5) Community versus resource users

Resource-users have a clear vision, meaning and value attached to the wetland resources. The programme should focus more on resource-users as an initial basis, and enable them to act as "model wise-use" agents for replication strategies for activities in the overall community. Where the programme has already focused on the wider community, such groups should be encouraged to involve resource-users within their activities.

District administrative officials and councillors are key stakeholders in ensuring acceptable and transparent programmes and budgeting at district level. However, their time constraints and geographical lay out of counties and sub-counties hinder their fulfilment of obligations to transfer information and skills to communities. The Review Team recommends that skills training and awareness creation should involve resource-users, community representatives and representatives of the councillors in the district (all levels). There is need for the programme to strengthen and make use of the Environment officers, Production and Environment Committees and relevant other District Technical Committees in ensuring that wetlands conservation and management become one of the priority issues within District Action Plans and be given adequate financial and human resources.

The programme should take into consideration the implications of interventions on:

- the structure and allocation of work for men, women and youngsters in wetland conservation and management and be aware of what identity meaning and value men and women attach to the resources from the wetlands.
- In addition it should be cognisant of the indigenous symbolic attachments men and women may have due to the different uses and values of wetlands and what it means for them to conserve and manage the wetlands sustainably.

#### 6) IUCN

IUCN EARO and HQ staff should be more proactive in providing technical assistance and assuring linkage with other regional wetland programmes, to assure that institutional knowledge on wetland management and community participation is fully used. As part of the 1999 Annual Work Plan, IUCN EARO and TAs should devise a clear plan for the mobilisation of EARO and HQ staff, with a clear and unequivocal commitment to deliver these services. Where it appears that EARO and HQ are unable to mobilise staff, the TAs should have the liberty to recruit experts through other organisations.

#### 7) Rural development initiatives

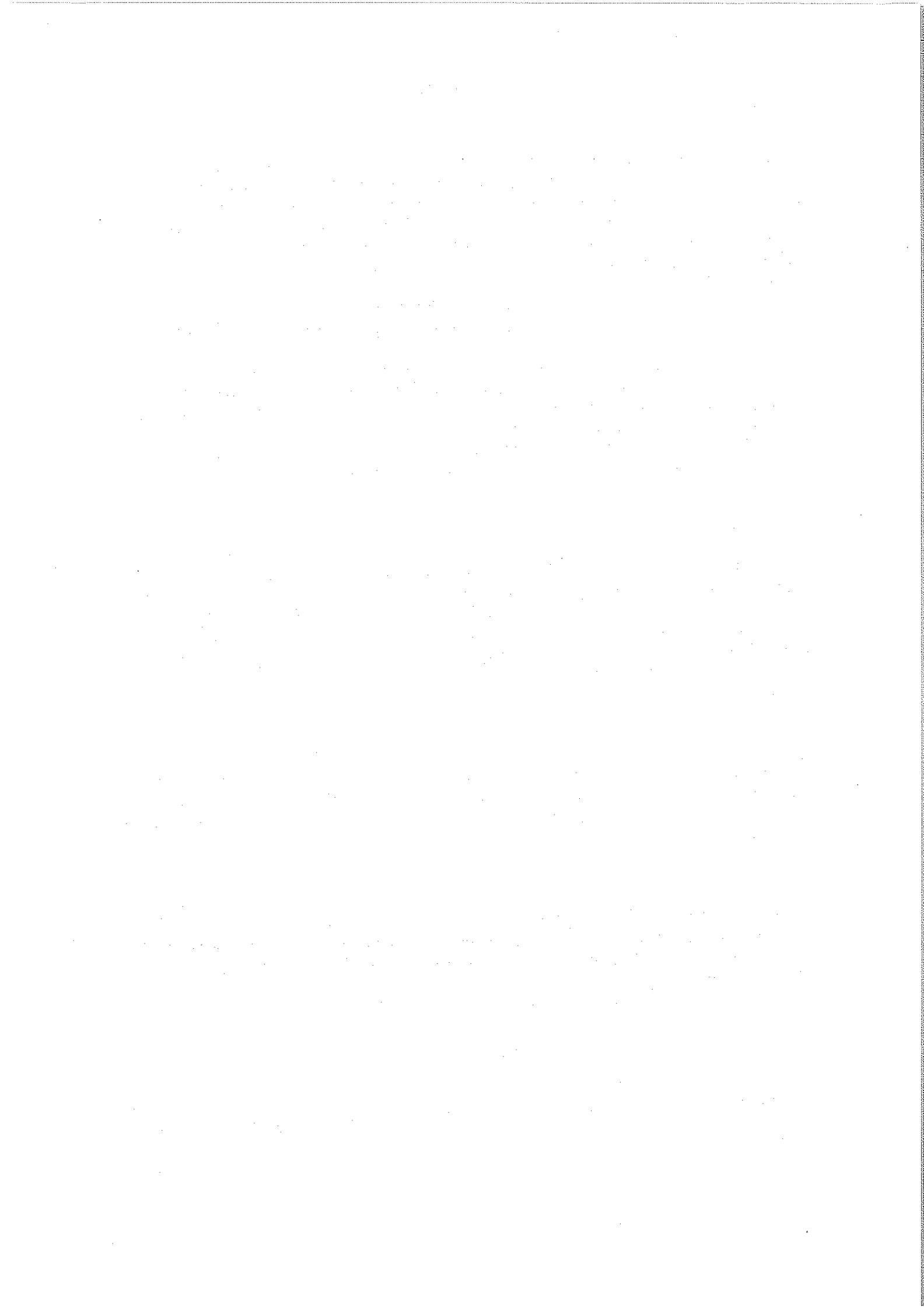
The programme is making promising headway with identifying approaches to wetland rice cultivation whilst maintaining the key ecological and hydrological characteristics of the swamps. The programme is encouraged to develop an outline of a project which is clearly focused on rural development which the Government could seek funding for from the donor community.

#### 8) Continuation of donor funding

The Review Mission recommends that the donor approves project extension up to December 2001, subject of Government of Uganda IUCN submitting a statement by November 1998 that *the Ministry of Water, Lands immediately takes up steps to strengthen the proposed Wetlands Inspection. In addition as a precursor to the Annual Work Plan 1999, IUCN should draw up a plan by November 1998 for the mobilisation of EARO and HQ staff during 1999; the type of support and expertise required.*

#### 9) Programme Document

It would not be necessary to revise the 1996 Programme Document as long as the Annual Work Plan for 1999 duly reflect the necessary changes in focus as outlined in this report by the Review Mission.

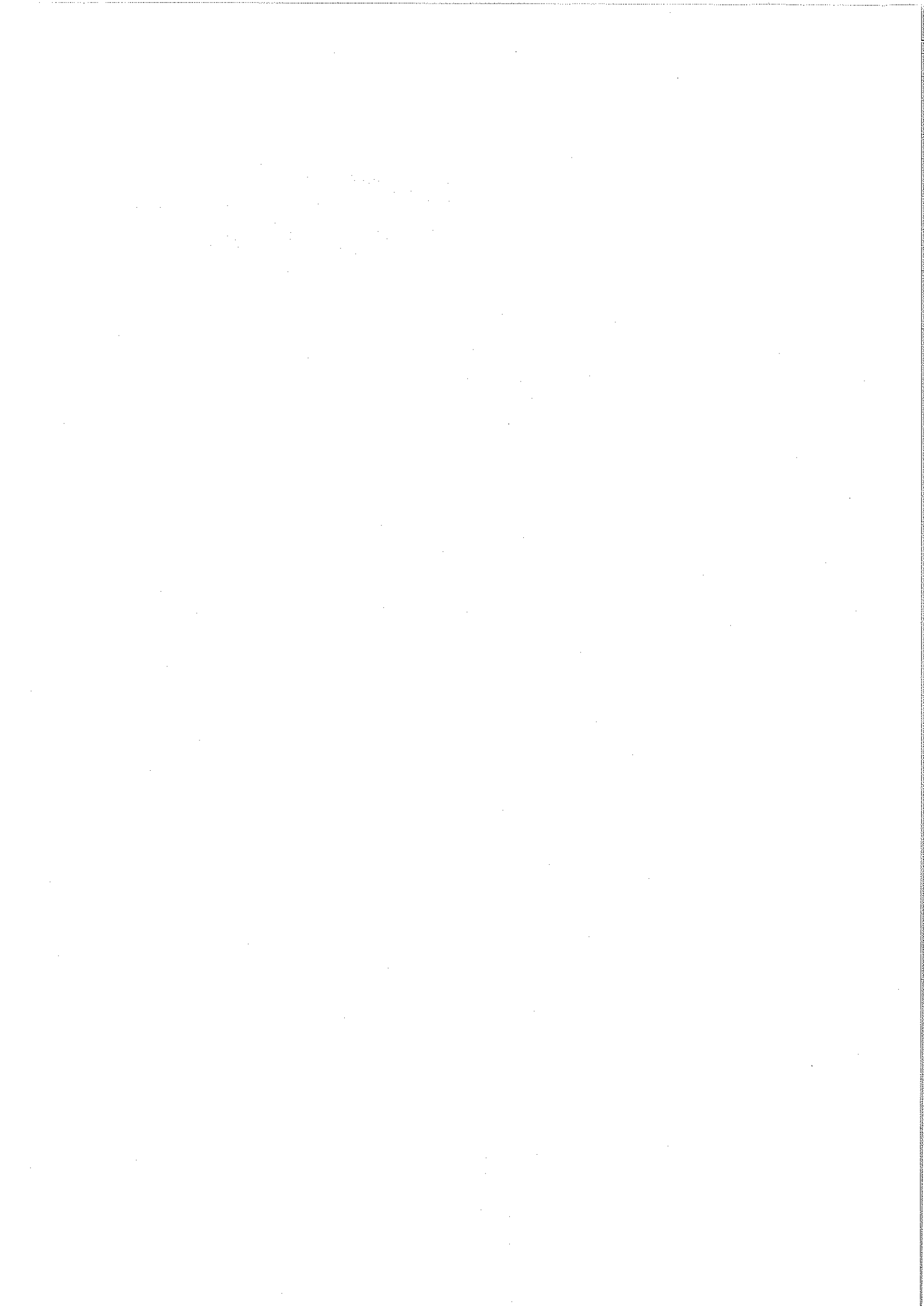




# Appendix 1

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## Terms of Reference



# UGANDA NATIONAL WETLANDS CONSERVATION AND MANAGEMENT PROGRAMME (NWCMP)

JOINT EXTERNAL REVIEW MISSION (August 1998)

## TERMS OF REFERENCE

### 1. Introduction:

The Uganda National Wetlands Conservation and Management Programme (NWCMP) was launched by the Uganda Department of Environment Protection (DEP) in 1989, with technical assistance provided by IUCN and funding by NORAD. The long-term goal of the NWCMP was to develop and implement a national policy for the conservation and sustainable management of Uganda's wetlands. The programme set out to develop the expertise to achieve this goal and then embarked on the research, assessment and awareness activities necessary to support the policy. The first phase of the NWCMP lasted two years and after an 18-month interim period, phase II began in July 1992 with funding from the Government of Netherlands. Phase II was completed in August 1996 and a phase III began in September 1996. The Netherlands Government pledged funds for the first two years running up to 31 December 1998, of the planned five years. At present, the Programme implementation is in the second year of phase III.

Two formal evaluations were undertaken during phase II. A mid-term evaluation was carried out in April 1993 to assess the achievements of the Programme and to recommend future directions. In February/March 1995, an external Review Mission was commissioned by the Netherlands Government to review the progress. Based on the assessment by the 1995 Review Mission, a consolidation of the accomplishments of phase II and an extension into another phase were recommended primarily to assist the Government of Uganda implement the National Wetlands Policy that had been developed during phase II. The most important activities of phase II included: development of National Wetlands Policy, establishment of a Wetlands Unit, influence of sectoral policies, legislation to include Wetlands Management and Conservation concerns, influence to recognise Wetlands within the 1995 Constitution of the Republic of Uganda, and Wetlands' awareness and publicity, among others. Since January 1997, NWCMP has undertaken activities in the areas of District based capacity building, Wetlands inventories, community conservation programme, trying to secure a permanent institutional home for the management and conservation of Wetlands in Uganda. However, since 1996, the institutional setting of the NWCMP has remained unclear as a result of GOU restructuring programmes. The uncertainty about the institutional context and status of GOU personnel on the Programme has remained a major concern for the past 2 years.

NWCMP phase III was designed to be implemented over 5-years period. Not convinced of the course that the NWCMP had followed, and due to uncertainty regarding GOU commitment to the NWCMP, the Netherlands Government approved funding for the first two years of the 5 years programme only. The continuation of Netherlands funding for the remaining three years of phase III after December 1998 is contingent upon progress on the implementation of the first two-year work plan under phase III as well as fulfilment of the Government of Uganda obligations to the NWCMP. Therefore, as per the contract between IUCN and the Netherlands Government, a review of the objectives and activities of the programme is foreseen, considering the progress so far and the long-term impact of the National Wetlands Programme. The review is a joint exercise involving the Governments of Uganda and Netherlands.

## **2. Review Team**

A Team comprising of three members with relevant technical and practical specialisation as follows will undertake the review of the National Wetlands Conservation and Management Programme:

- **International Wetlands management expert (Team leader):** with strong analytical skills, background in natural sciences, experience in natural resources management and project management.
- **Community/Rural Development Specialist** in relation to natural resources management and rural development extension.
- **Institutional Expert:** with extensive knowledge in local institutions, relevant policies and programmes in the natural resources sector.

Individual team members will be assigned responsibility by the Team Leader for reviewing specific technical areas of the programme according to their specialisation. The Team Leader will ensure the co-ordination and integration of the various components of the review to operate as one team and the production of a final report.

As the programme has been active at three levels, the review must distinguish the impact and constraints at each of the three levels: national, district and community levels.

## **3. General Terms of Reference**

The over-all review of the NWCMP will cover the period between July 1992 and to date. However, the Review will specifically focus on the period between March 1995 (when the NWCMP was last reviewed), and to date.

The principle task of the Review Team will be to carry out a review of the impact of the NWCMP on the management of wetland resources in Uganda. In addition, the review team will specifically undertake a detailed review of the objectives, activities and operations since March 1995 to present. It will review the fulfilment of Government of Uganda Commitment and contribution to the NWCMP, the sustainability of the Programme as well as the practical elaboration of the project activities in the field. As the programme has been active at national, district and community levels, the review must distinguish the impact and constraints at each of the three levels. Based on the findings, the Review will make recommendations for the future of the NWCMP.

In particular, the Team will:

- A. Review and assess the impact of NWCMP on the conservation and management of wetlands in Uganda. The Review Team will review and assess:**
  1. To what extent has the NWCMP contributed to the conservation of Uganda's wetlands, their functions and ecological values?

2. To what extent has the NWCMP contributed to sustainable management and wise use of wetland resources?
3. How far has the NWCMP facilitated the cross-sectoral linkages and administrative structures that are necessary for the management of these national resources?
  4. To what extent has the NWCMP enhanced Government of Uganda capacity to carry out wetland conservation and management without external support?
  5. To what extent has the NWCMP brought the value of Wetlands into public arena and made wetland conservation and management an important issue for the government and the people of Uganda.

**B. Review and assess the goal and objectives of phase III and the extent to which they have been fulfilled:**

1. Review the effectiveness of the NWCMP approach and activities in attaining the Programme objectives including providing the basis for the long-term sustainable conservation and management of wetland resources and values.
2. Review the linkages and integration between the various Programme components and activities, and with the Ministry of Lands, Water and Environment (MNR) and other participating institutions (Central based institutions such as NEMA, Water Department, Fisheries Department and Forestry Department, Research institutions, Districts, Communities, NGOs, etc.)
3. Review the success of the NWCMP at reaching and involving the various target groups, including policy/decision makers, districts, communities and user groups.
4. Review the efforts of the NWCMP in integrating gender into its programmes and activities.
5. Review the effectiveness of the NWCMP structure and organisation in planning, co-ordinating and executing Programme activities.
6. Review the effectiveness of the evaluation, monitoring and reporting systems of the Programme.
7. Based on the review and assessment of the above, and in light of the overall NWCMP phase III objectives and approach, recommend any necessary adjustments or priorities for the long-term management of wetlands in Uganda. The recommendation should address the following among others:
  - requirement for priority re-orientation in the Programme objectives, components and approach;

- integration of the various Wetlands Programme components at all levels to ensure that they contribute optimally to achieving the overall programme goals and objectives.
- institutional frameworks of the Programme in light of recent institutional arrangements (changes from NEMA to MNR in October 1997), and associated modifications in institutional mandates and responsibilities.

**C: Assess the sustainability of NWCMP:**

1. Assess approach and activities of the NWCMP with respect to environmental, financial and institutional sustainability.

**4. Specific Terms of Reference:**

**A: Strengthening National Capacity for Wetlands Conservation and Management:**

- 1) Review and assess the achievements of the NWCMP activities in building national capacity for the conservation and management of the wetland resources in Uganda. In particular, the following activities:
  - National Wetlands Programme Unit staffing and staff training;
  - Integration into and Co-ordination of the NWCMP and each component activities within the former Ministry of Natural Resources, now Ministry of Lands, Water and Environment;
  - institutional capacity and sustainability of the Wetlands unit under Ministry of Lands, Water and Environment;
  - size of the Wetlands Programme, efficacy of the unit, its role and position within Ministry of Lands, Water and Environment;
  - present and future capacity building needs for the Wetlands Unit.
- 3) Review and assess the effectiveness the Wetland Inter Ministerial Committee (IMC) as an effective "Lead Agency" for implementing wetland conservation and management in Uganda.
- 4) Review the achievements in enforcing the Wetlands Policy to improve the management and conservation of Wetlands in Uganda.
- 5) Review the progress regarding the District inventories with special focus on the

approaches/methodology, involvement of District staff and the application of the inventory reports for District Wetlands Action Plans and their integration into District Development Plans.

- 6) Review the implementation of the Government of Uganda obligations to the Ramsar convention and use of such activity to plan for Wetlands management.
- 7) Review the linkages and integration between the awareness and training component of the NWCMP and other components of the NWCMP. In addition, assess the effectiveness of the Education and Awareness component of the NWCMP in promoting wetlands conservation and management in Uganda. In particular, the following activities:
  - Production and dissemination of education and awareness materials
  - Development of comprehensive public and government awareness campaign
  - Approaches by the programme to reach target audience

#### **B. Capacity for Wetlands Conservation and management at district**

Review the achievements of the Wetlands conservation and management activities in contributing towards achieving the overall objectives and goals of the Programme and in particular, in promoting general wetlands conservation and better management of wetland resources by the Districts and Community. In particular, the following activities:

- Involvement of Districts in implementing better wetland management practices;
- Support to the districts to develop Wetlands management guidelines, bye-laws and mechanisms to support wetlands conservation and wise management at District level;
- Support to the Districts to develop Wetlands Action Plans and integration in District Development Plans;
- Support to Districts to undertake inventories and training, district co-ordination of wetland activities within district sectoral departments and other institutions such as NGOs and CBOs.

#### **C: Capacity for Wetlands Conservation and management at Community level:**

1. Review achievements of Wetlands Conservation and management activities in promoting community involvement in the management of wetlands resources. In particular the following activities:
  - Development of demonstration sites to demonstrate the wise use concept and use of Extension Agents;

- Capacity building for community based management and wise use of wetlands, taking into consideration, gender roles.
- Village level awareness activities

#### **D: Institutional roles and responsibilities**

2. Assess roles and responsibilities of key institutional partners: IUCN (Regional and Country Offices, Technical Advisors), Ministry of Lands, Water and Environment (formerly MNR) (Project Staff, Implementation mechanisms and facilitation).
3. Assess the extent to which NWCMP has co-operated with other agencies and institutions (e.g.; Research institutions, NGOs, CBOs, Districts) relevant to wetland management in Uganda.

#### **5. Review Mission report:**

The Review Team will produce a report that addresses the following broad topics:

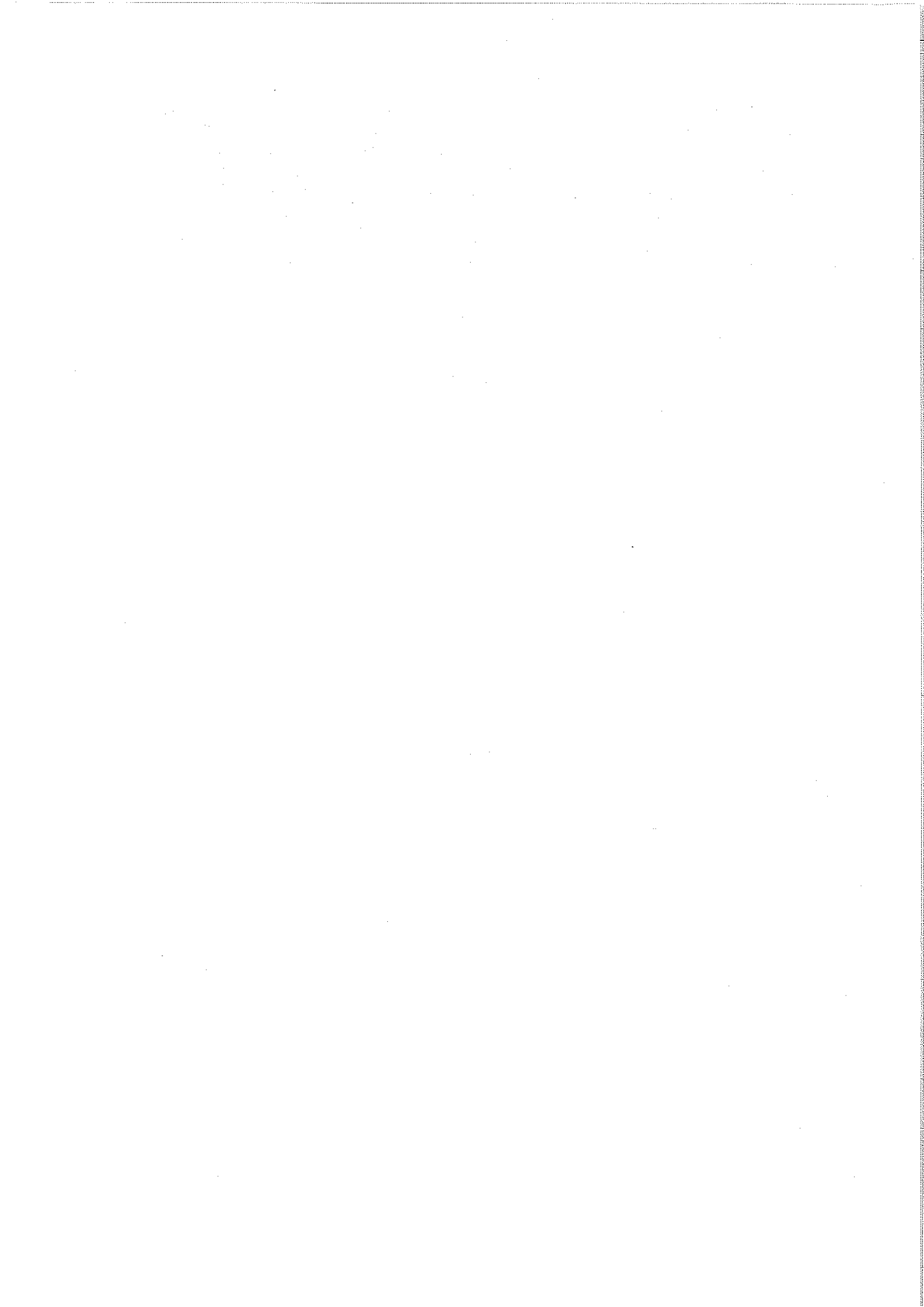
- a) Analysis of the existing plans/proposals/processes/structures;
- b) National Wetlands Conservation and Management Programme achievements and the overall programme impact;
- c) Gaps (shortcomings) and Excesses;
- d) Strengths and weaknesses;
- e) Assessment of institutional arrangements for the conservation and management of wetlands in Uganda and the roles of government and others;
- f) Recommendations for immediate actions;
- g) Future directions of the Programme and any required modification to the phase III document to cover the remainder three years of the programme.

The Team will produce a preliminary report of its findings by the end of the visit and distribute it in time for the debriefing meeting at the end of their mission. The Team Leader will collate a full report of the Review Team and its recommendations within two weeks after the end of the visit. The Review Team report will be submitted to The Royal Netherlands Embassy in Kampala, Ministry of Lands, Water and Environment, and the IUCN Country Office in Kampala.



## 6. Itinerary:

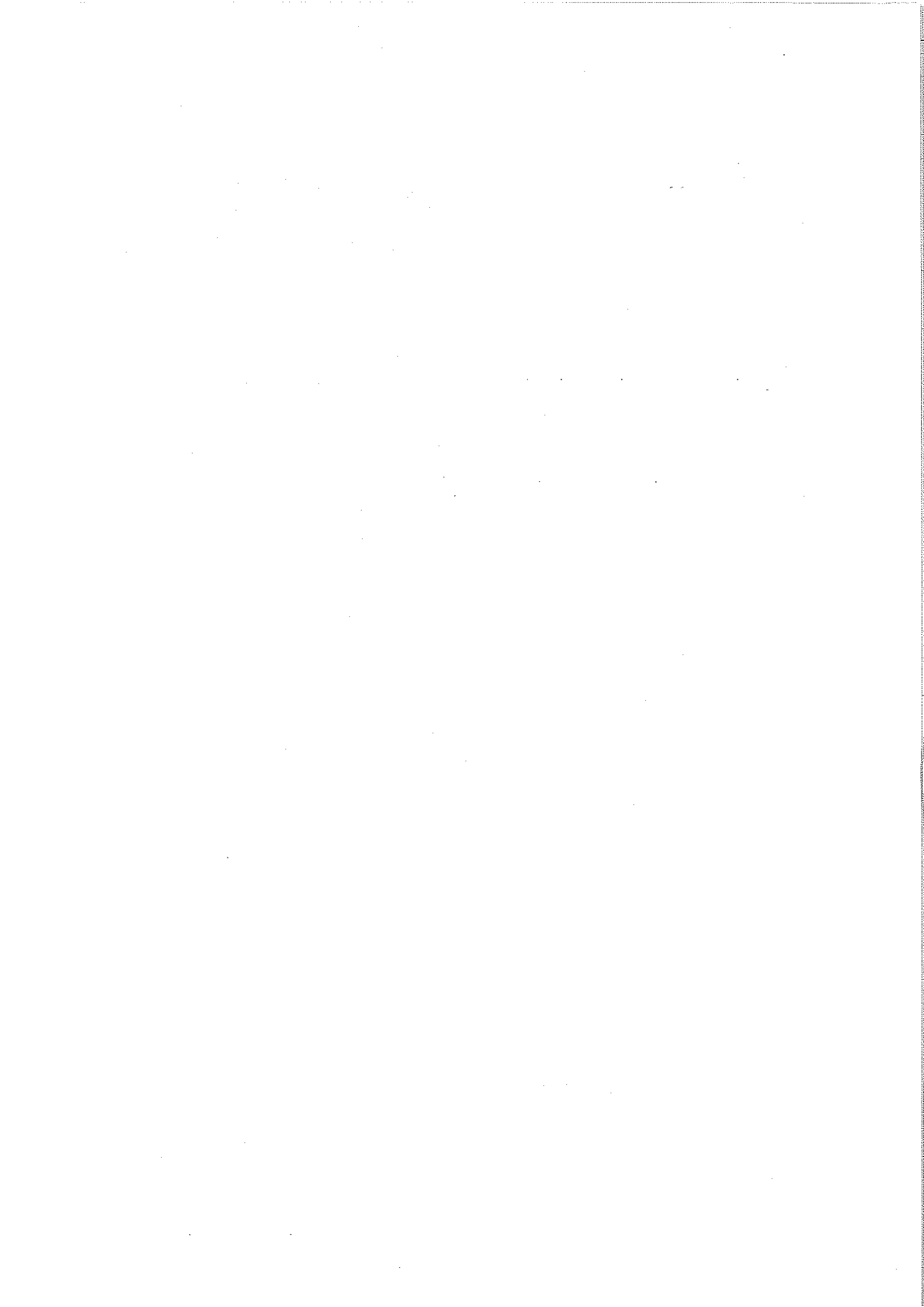
The Team will gather in Kampala on 3 August 1998 for briefing at the IUCN Country Office, meet the Wetlands Programme Unit Staff, Ministry of Lands, Water and Environment, the Inter Ministerial Committee on Wetlands, NEMA, National Ramsar Committee, Lake Victoria Environment Management Project, and other Programme partners and associates. A visit to the field activities will be arranged. A wrap up debriefing meeting will be held at the Ministry of Lands, Water and Environment on 17 August 1998 with the key institutional partners. A final report will be finalised and submitted to the Royal Netherlands Embassy in Kampala, Ministry of Lands, Water and Environment and IUCN Country Office by or on 24 August 1998.



## Appendix 2

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### List of people consulted



## GOVERNMENT OFFICIALS MET

<u>Name</u>	<u>Designation</u>	<u>Department</u>
<u>KAMPALA OFFICES</u>		
Mr A. Awor	Consultant	MTAC
Mr A. Mugisha	Deputy Executive Director	UWA
Mr. Katureebe	Senior Administrative Officer	MOLG
Mr. F. Kansiime	IMC Representative	MUIENR
Mrs. I. Kigonya	Senior Women in Dev. Officer	MGLCA
Mr. J. Anywar	Legal Officer	UWA
Mr. J. Kahule-Sewali	Commissioner, Agriculture	MAAIF
Mr. J. Okonga	Hydrologist	MLWE
Mr. J. Kavuma	Consultant	Semwanga Centre
Mr. M. Odwendo	Aid Coordinator	MOLG
Mr. P. Kyorotongye	Head, Natural Resource Division	UIA
Mr. Semakula	Investment Officer	LVEMP
Mr. J. Wambede	Operations Officer	MPS
Mr. J. Mitala	Secretary Administrative Reforms	MPS
Mr. R. Ssendyona	Senior Personnel Officer	MPS
Mr. Parate	Principal Finance Officer	MEDP
Eng. Kabanda	Permanent Secretary	MLWE
Mr. Mubaala	Officer	MLWE
Mr. Alex Muhweezi	Ag. Representative	IUCN-UCO
Mr. Yusuf Makembo	Prison Warden	Luzira
Mr. Paul Druchi	Officer	National Biomass Study
Mr. John Diisi	Project Manager	National Biomass Study
<u>NWCMP Staff</u>		
Iyango Lucy	Comm. Liaison Officer	
Margaret Lwanga	Senior Awareness & Training Officer	
Jirmina Acuta	Training Officer	
Mac Litterick	CTA	
Reind Bakema	TA	
Paul Mafabi	PM	
<u>PALLISA DISTRICT</u>		
Mr. Patrick Mukuye	Dist. Agriculture Officer	
Mr. Fred Mubekete	Forest Officer	
Opio Okurut	CBSC	
Davis Magola	District Economist	
Mr. E. Kalibanseny	DFO Environment	
Mr. Irumba	Asst. Chief Admin. Officer	
Mr. Kayongo	GMS	
Mr. Kirya Laban	LCV	
<u>MASAKA DISTRICT</u>		
J.B.K. Kampikaho	DWO	Water

Bwanika Godfrey  
Abbas Bwogi Kasozi  
R.L. Ssentamu  
Teopista Mbabazi  
Sseguya Byekwaso

ACAO  
District Planner  
Chief DHG Env. Gender  
Sec. Health. Env. Gender  
A.F.O Nyondo

Bukoto  
District Planning Unit  
Councillor  
  
For D. Fisheries Officer

### KABALE DISTRICT

Rwaribumare Donat  
Patrick R. Musiime  
Kyomuhangi Eddie  
Sunday Mutabazi  
Tugumisirize John

Dist. Fisheries Officer  
Dist. Forestry Officer  
Gender Deopt. Officer  
Production & Marketing  
District Inspector Of Schools  
For The Directorate Of Edu.

## LIMOTO DEMONSTRATION SITE

<u>Name</u>	<u>Responsibility</u>
Kanta Edison	Member
Musa Nsereke	"
Katarike Deborah	"
Mugombesya Wilson	"
Musitwa Sulaiman	"
Kaboi Margaret	"
Musitafa Matewu	"
Kyanamiro Henry - Committee Member	Limoto Wetland Project Sit
Ogwari Albert	"
Iceduna Christine	"
Nawato Daniel	"
Nyiro Julius	"
Ochola Bernard	"
Mukesi Robertopio-Apuet	"
Malwa M.	"
Kayongo G.	"
Irumba Twaibu	"

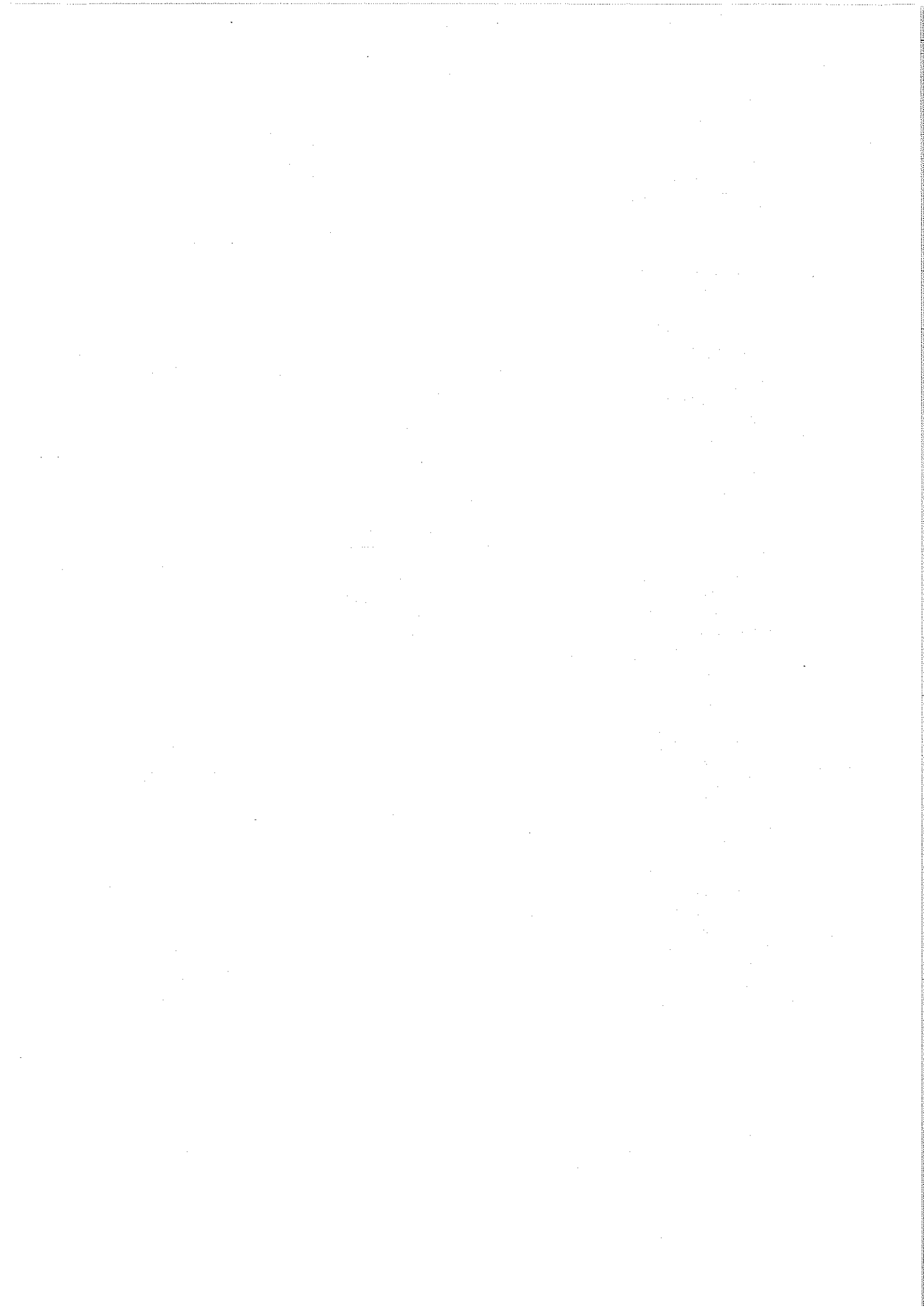
## KYOGYA DEMONSTRATION SITE

<u>Name</u>	<u>Responsibility</u>
Bbale Lawrence	Vice Chariperson Cmc
Sseremba Francis	Treasurer
Namutebi Safia	Member
Namwendwa Mauricia	"
Nansmba Jowelia	"
Mrs Wamala Matida	"
Namukwaya Hanifa	"
Mrs Kasibante Immaculate	"
Nalongo Muyunga	"
Nalutaaya Mary	"

Nabukeera Nuliat	..
Nassolo Joyce	..
Nantale Aisa (Hajat)	..
Nakagwa Rose	..
Nakawala Jowelia (Hajati)	..
Nampanga Mary Francis	..
Nakuya Jane	..
Nakyondwa Jane	..
Namutebi Solomy	..
Mrs Sseremba Margaret	..
Namata Hamiat	..
Mrs Muleto Rose	..
Mrs Walusimbi Magadalene	..
Namugga Josephine	..
Namuyombya Rose	..
Namaganda Annet	..
Ndibalekera Mary	..
Njala Moses	Member Cmc
Kiganda Herbert	Member
Sserubidde Gerald	..
Kigozi Vincent	..
Bukenya Sam	..

### KITANGA DEMONSTRATION SITE

Kamugyeregyere Dezi	Chairperson
Beinenama Giligori	Vice-Chairperson
Byarugaba N. Vnansio	Treasurer
Biryatwita Fideli	Secretary
Mpirirwe Jackson	Member
Tibanyendera Reokadia	..
Gaveeba Victor	..
Beyaka Christopher	..
Bampabura Sarapio	..
Tumuheirwe Faratismo	..
Bagwowabo Alikangiro	..
Barisigara Telesphoro	..
Tumusiime Geladine	..
Parish Priest – Kitanga	..
Miss Turyamureeba Adeodanta	..
Kashilingi Alikadi	..
Mrs Ndabweine Mary	..
Tibeingana Jane	..
Binshobeire Gilivazio	..
Nuwagaba Batolomayo	..
Tibanyendera Gilvazio	..
Kanyesigye John Bosco	..
Turyagyenda James	Advisor

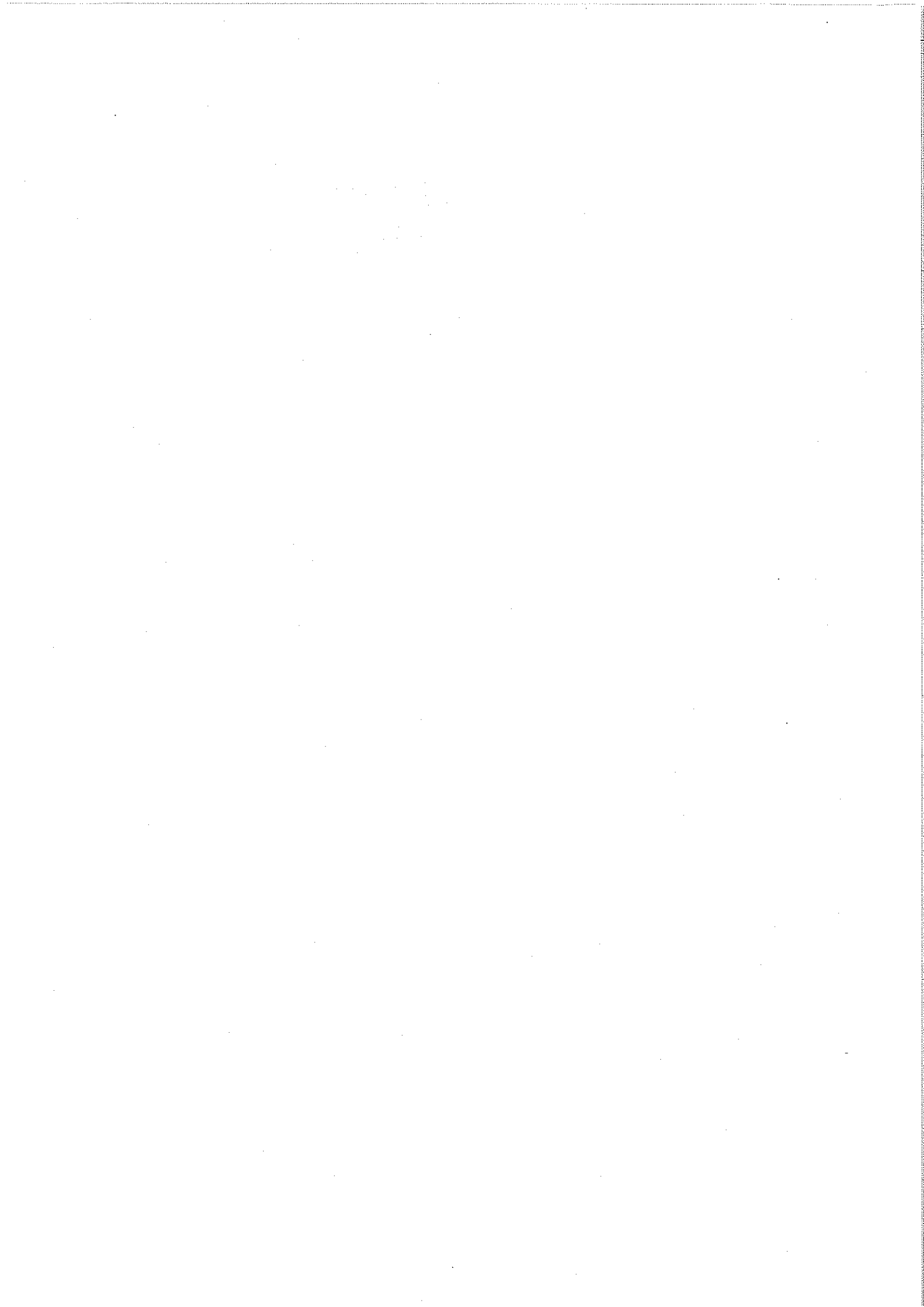




## Appendix 3

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### Itinerary

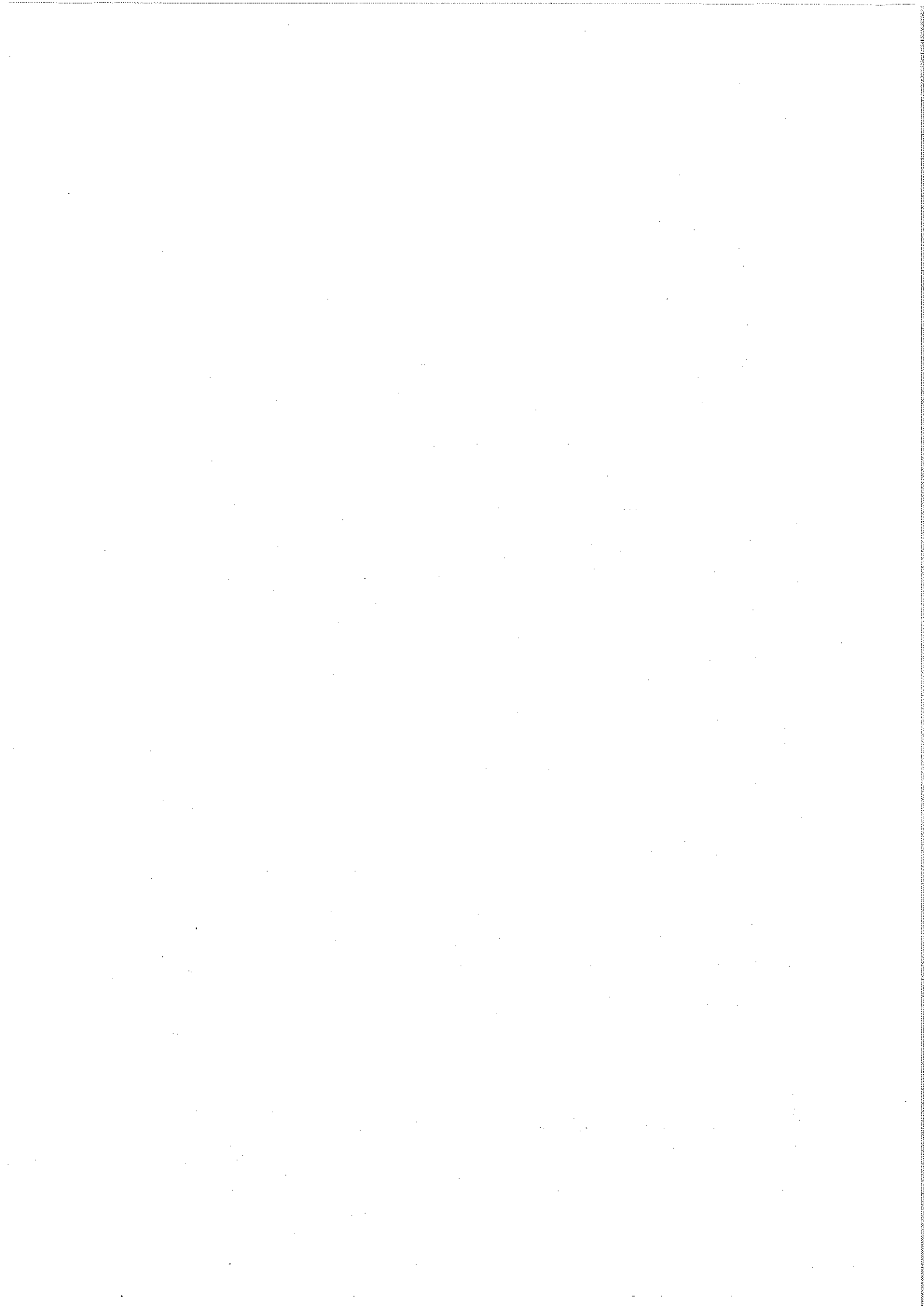


## Itinerary for National Wetlands Programme External Review Team

Date	Time	Activity	Venue	Remarks/possible topics
Sunday August 9		◆ Arrival teamleader in Nairobi	Landmark H	
Monday August 10		◆ Visit to IUCN-EARO ◆ Travel to Kampala	IUCN-EARO	Role of IUCN-EARO in support of NWP
Tuesday August 11	Morning	◆ Netherlands Embassy Kampala ◆ IUCN Uganda Country Office	RNE UCO	IUCN role in NWP
	Afternoon	◆ PS/Ministry of Water, Lands and Environment ◆ Ministry of Finance and Economic Planning	Century B MFEP	Courtesy and institutional arrangements Long term project financing
Wednesday August 12	Morning	◆ National Wetlands Programme	Fairway H	General presentation by NWP
	Afternoon	◆ National Wetlands Programme ◆ Visit to Nakivubo wetland	Postel B	Discussions with sections/individual staff NWP activities in Kampala
Thursday August 13	Morning	◆ National Biomass Study Project ◆ Meeting IMC-members	Forestry Fairway H	Wetland map production Linkages with other Ministries
	Afternoon	◆ Travel to Mukono ◆ Visit Mukono Rattan Cane Group ◆ Travel to Jinja ◆ Visit Jinja Urban Wetlands Women Group	Field Triangle H	NWP user group activities NWP-NGO-activities

Friday August 14	Morning	<ul style="list-style-type: none"> <li>◆ Travel to Pallisa</li> <li>◆ Pallisa District officials</li> </ul>	District O	Collaboration with Pallisa District
	Afternoon	<ul style="list-style-type: none"> <li>◆ Visit Limoto Wetland Association</li> <li>◆ Discussion with extension workers</li> <li>◆ Visit to rice farmers</li> <li>◆ Travel to Lira</li> </ul>	Project Site District O Field Kampala	<p>NWP community activities</p> <p>NWP policy/activities towards rice cultivation</p>
Saturday August 15	Morning	<ul style="list-style-type: none"> <li>◆ Meeting with NWCMP staff</li> </ul>		Review staff performance
Sunday August 16	Morning	<ul style="list-style-type: none"> <li>◆ Report writing</li> </ul>	Hotel	
	Afternoon	<ul style="list-style-type: none"> <li>◆ Travel to Masaka</li> <li>◆ Visit Lake Nabugabo</li> </ul>	Brovad H	NWP Ramsar activities
Monday August 17	Morning	<ul style="list-style-type: none"> <li>◆ Meeting Masaka District Officials</li> </ul>	District O	Collaboration with Masaka District
	Afternoon	<ul style="list-style-type: none"> <li>◆ Discussion with Project Site Coordinator Masaka</li> <li>◆ Visit Nabajuzzi wetland</li> <li>◆ Visit LC3 Kisekka sub-county</li> <li>◆ Visit Kyojia Wetland Management Association</li> </ul>	Waterworks Kyojia Brovad H	<p>NWP local presence</p> <p>NWP collaboration with NWSC</p> <p>NWP collaboration with LCs</p> <p>NWP community activities</p>
Tuesday August 18	Morning	<ul style="list-style-type: none"> <li>◆ Attend wetlands schools festival</li> </ul>	Kisekka	NWP schools programme
	Afternoon	<ul style="list-style-type: none"> <li>◆ Travel to Kabale</li> </ul>	White H Inn	

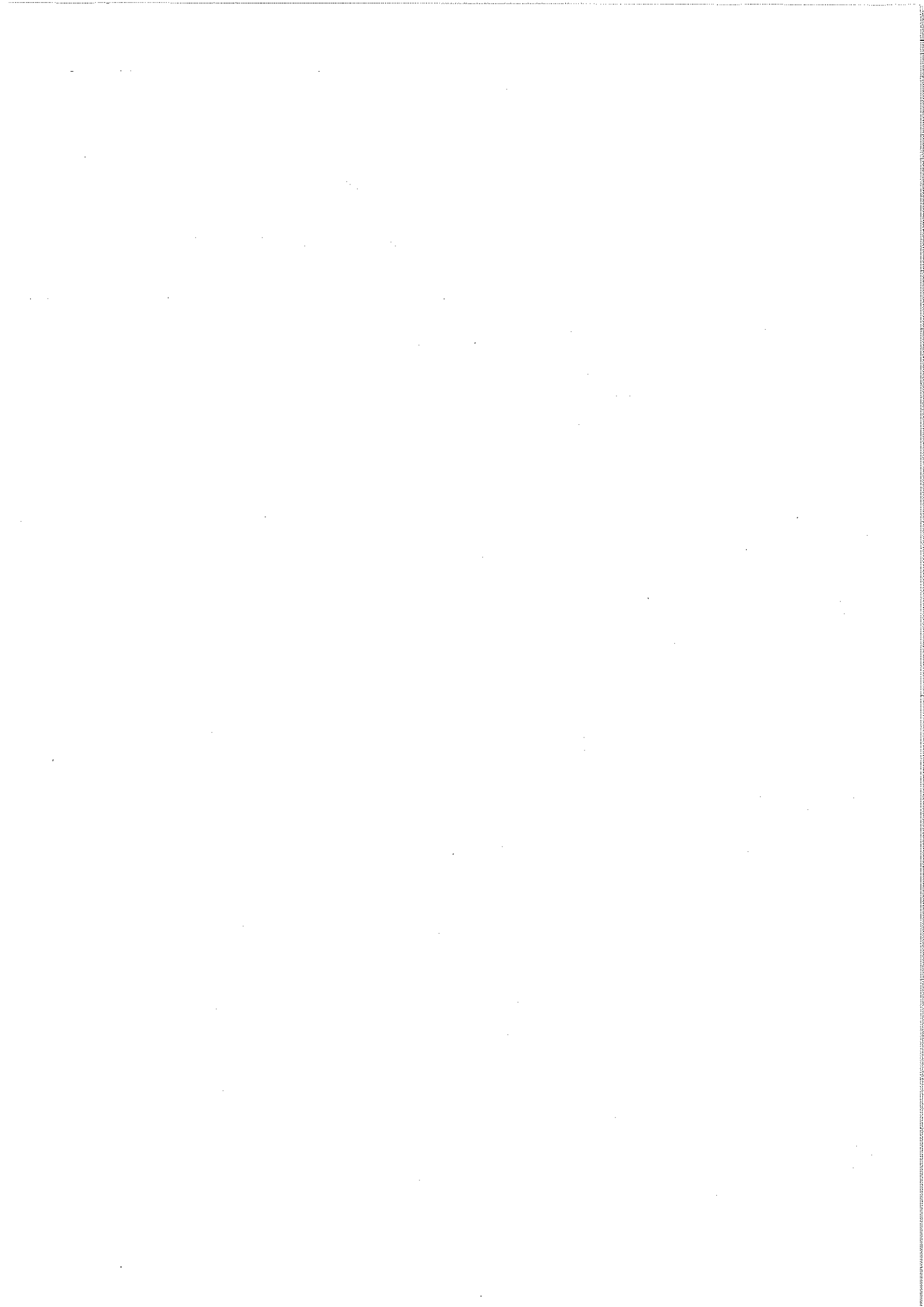
Wednesday August 19	Morning	<ul style="list-style-type: none"> <li>◆ Meeting Kabale District officials</li> <li>◆ Discussion with Kabale Project Site Coordinator</li> <li>◆ Visit Kitanga Wetland Management Association</li> </ul>	District O Kitanga	Collaboration with Kabale District NWP activities at community level
	Afternoon	<ul style="list-style-type: none"> <li>◆ Travel to Rukungiri</li> <li>◆ Visit Rukungiri District Wetland Inventory Team</li> <li>◆ Travel to Mbarara (or Kampala)</li> </ul>	District O Lake View H	NWP inventory activities
Thursday August 20	Morning	<ul style="list-style-type: none"> <li>◆ Travel to Kampala</li> </ul>		
	Afternoon	<ul style="list-style-type: none"> <li>◆ Final discussions with NWP and UCO</li> <li>◆ Report writing</li> </ul>		
Friday August 21	Morning	<ul style="list-style-type: none"> <li>◆ Report writing</li> </ul>		
Saturday August 22	Day	<ul style="list-style-type: none"> <li>◆ Report writing</li> <li>◆ Meeting management team</li> </ul>	Fairway H	
Sunday August 23	Day	<ul style="list-style-type: none"> <li>◆ Report writing</li> </ul>		
Monday August 24	Morning	<ul style="list-style-type: none"> <li>◆ Report writing</li> </ul>		
Tuesday August 25	Day	<ul style="list-style-type: none"> <li>◆ Report writing/departure</li> </ul>		



## Appendix 4

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### List of documents





## List of management reports phase II

Year	Report title
1992	Quarterly report no. 1 1 <sup>st</sup> July -30 September 1992
1992	Workplan for the first year (1992-1993) of Phase II
1993	Annual report for the first year (1992-1993) of phase II
1993	Evaluation Mission 26-30 April 1993
1993	Progress report for the period 1 July-31 December 1992
1993	Progress report for the period January to June 1993
1993	Quarterly report no 2: 1 <sup>st</sup> October – 31 <sup>st</sup> of December 1992
1993	Quarterly report No 3: 1 <sup>st</sup> January – 31 <sup>st</sup> of March 1993
1993	Quarterly report no. 4 1 <sup>st</sup> April-30 June 1993
1993	Workplan for the second year (1993-1994) of Phase II
1993	Workplan for the third year (July 1993-June 1994) of Phase II
1994	Annual report for the second year (1992-1993) of phase II
1994	Proceedings of the strategic planning workshop held at Colline Hotel, Mukono on 12 May 1994
1994	Progress report for the period 1 July-31 December 1993
1994	Progress report for the period January to June 1994
1994	Workplan for the fourth year (July 1994-June 1995) of Phase II
1995	Annual report for the third year (1992-1993) of phase II
1995	Evaluation Mission Report 1995
1995	Progress report for the period 1 July-31 December 1994
1995	Progress report for the period January to June 1995
1995	Wetlands Programme Awareness Strategy Guidelines
1995	Workplan for the fifth year (July 1995-June 1996) of Phase II
1995	Strategic Planning Report for Phase 3
1996	Annual report for the fourth year of phase II July 1995-June 1996
1996	Progress report for the period 1 July to 31 December 1995
1996	Progress report for the period January to June 1996
1997	Final report for phase II 1 July 1992 to 31 August 1996

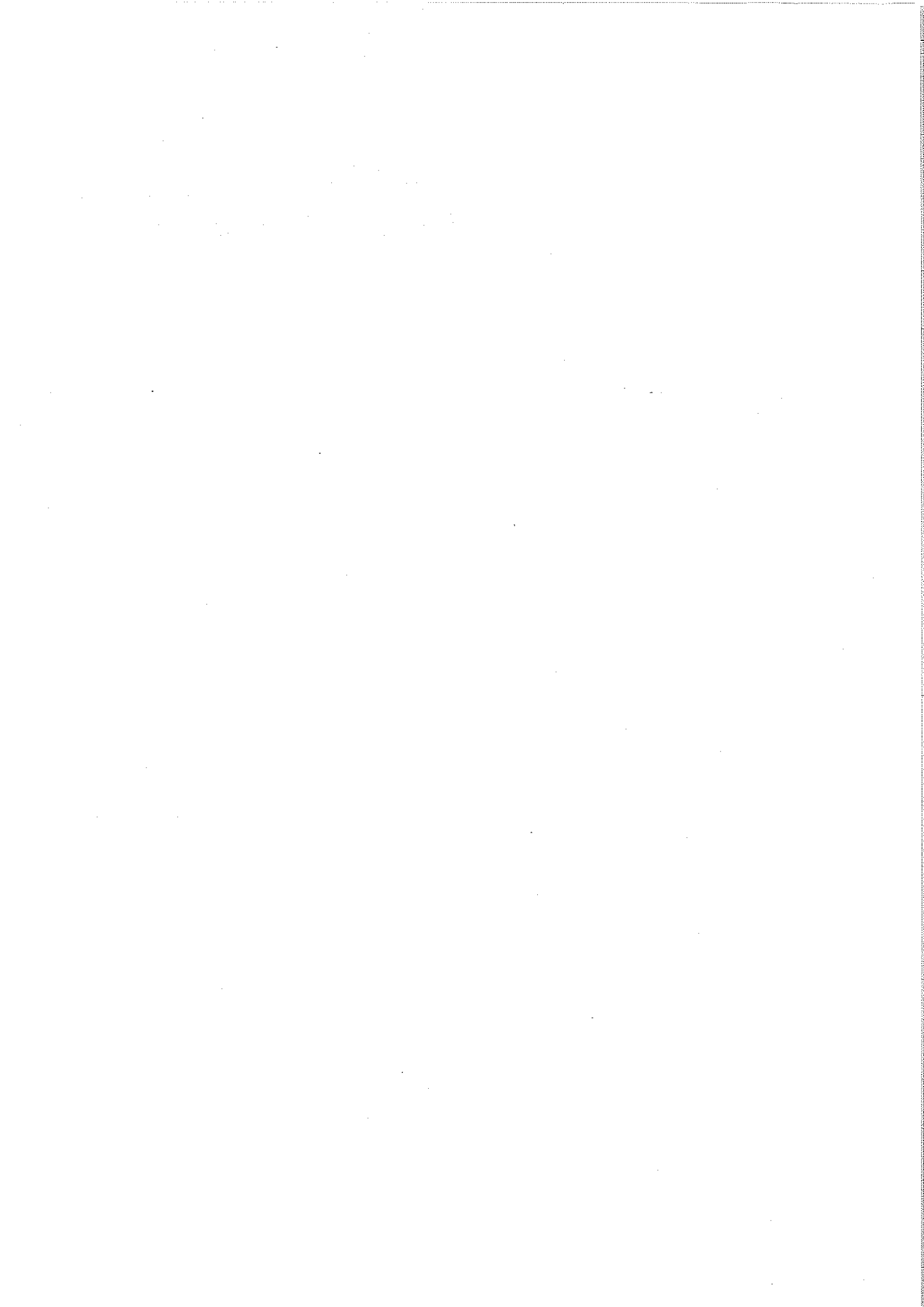
### List of management reports Phase III

Year	Report title
1996	National Wetlands Conservation and Management Programme Phase III (project document)
1997	Progress report for the period January 1997 – June 1997
1997	Progress report for the period September 1996 – February 1997
1997	Workplan for year 1
1998	A gender strategy for the National Wetlands Programme (in progress)
1998	Annual report for year 1
1998	Progress report for the period January 1998 – June 1998
1998	Project Site Review Report
1998	Review and planning workshop report 1997
1998	The Establishment of a Wetland Unit: Concept Paper
1998	Workplan for year 2

## Appendix 5

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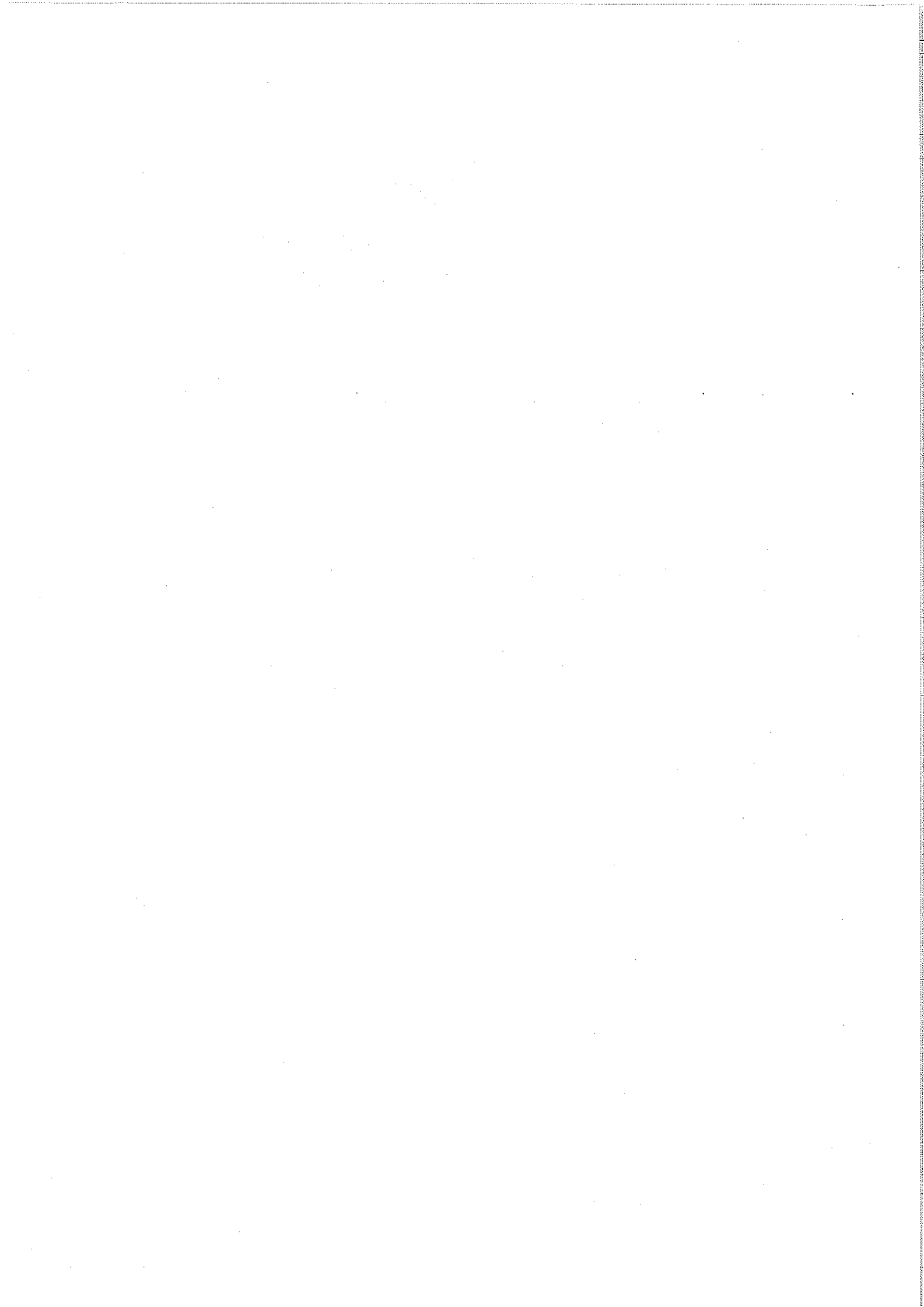
### Photographic summary



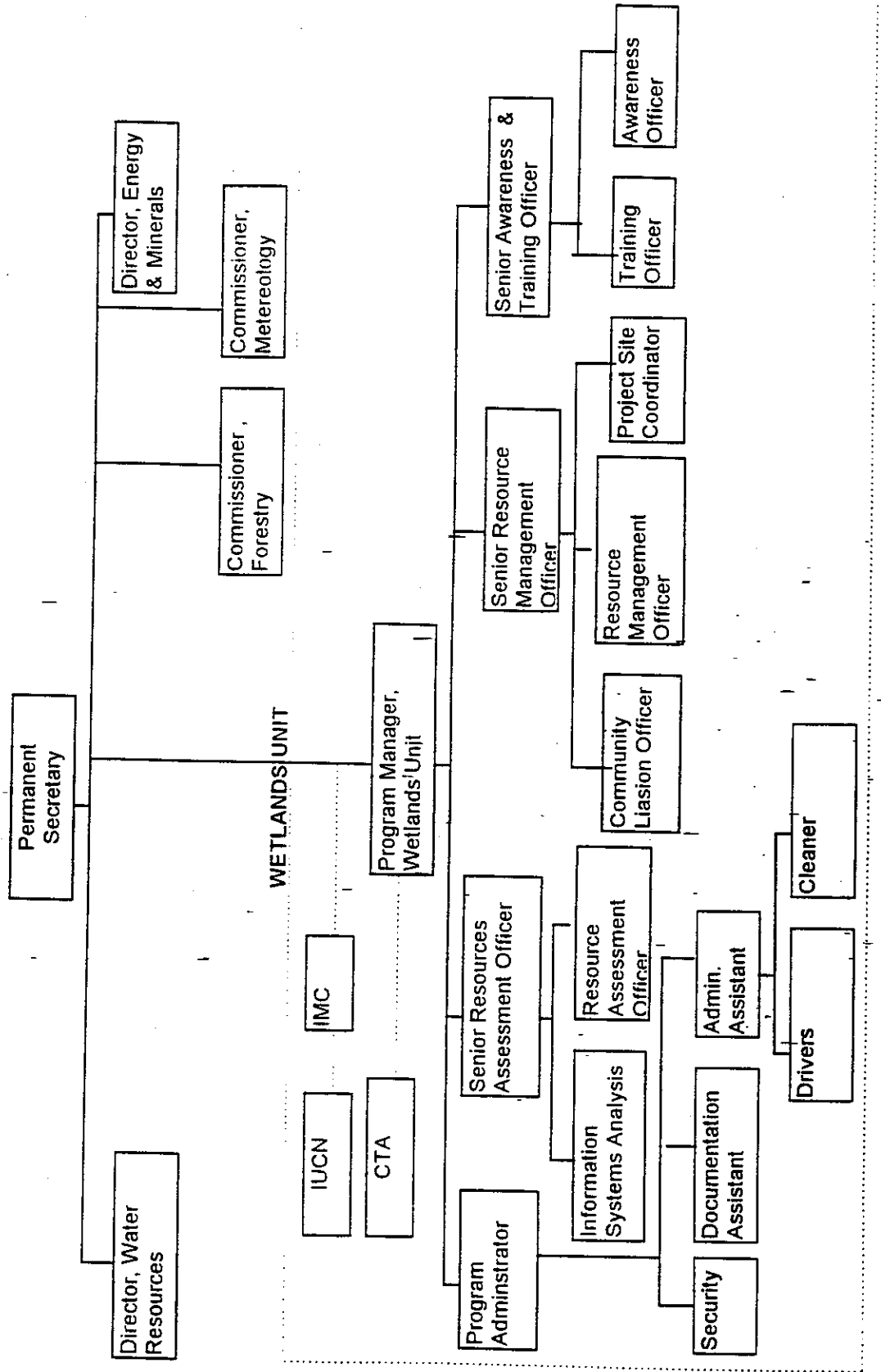
Appendix 6

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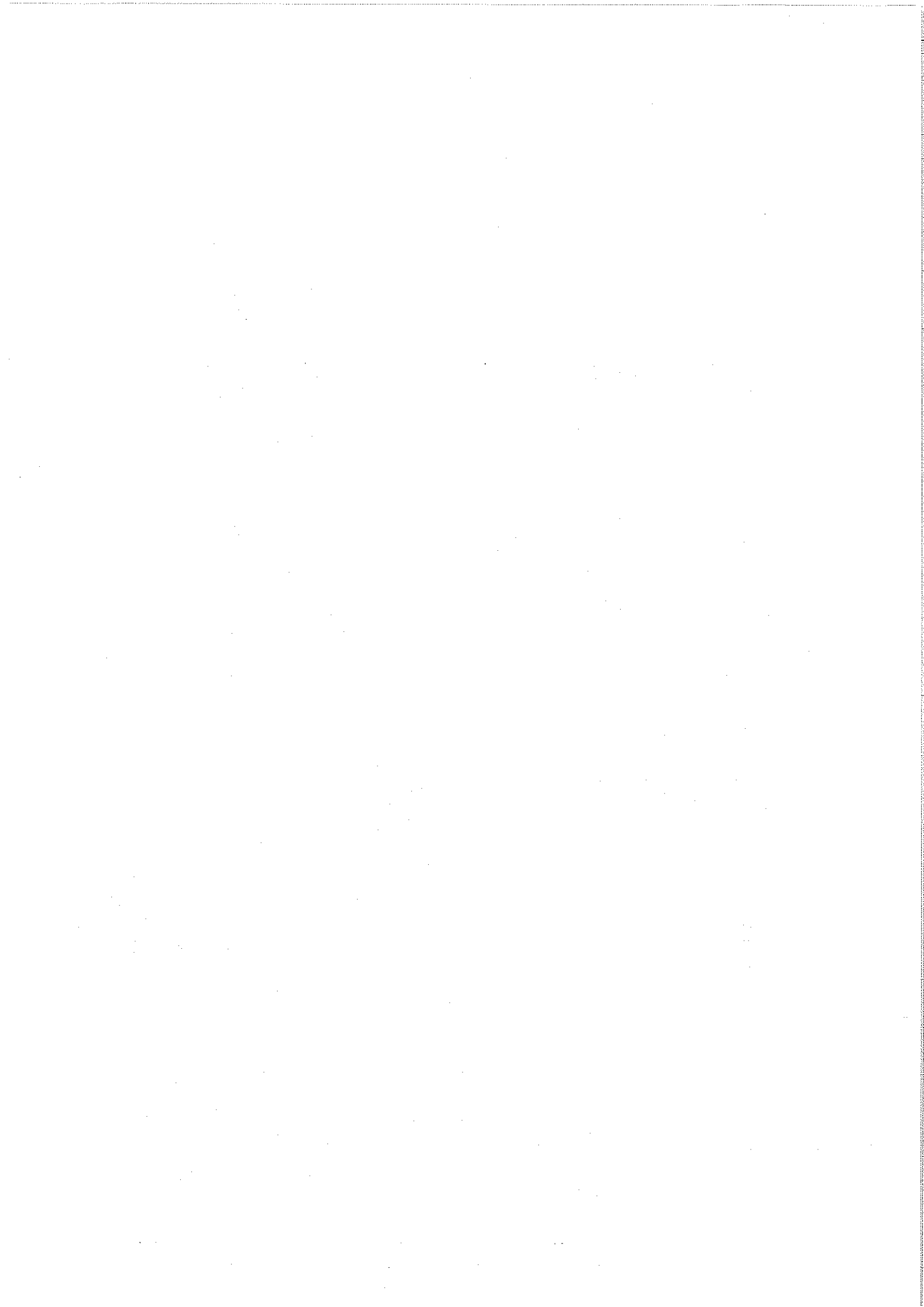
Organogram Wetlands Unit  
within MNR



Annex 6: Structure of Wetlands Unit within Ministry of Natural Resources *WRC* 1997/98



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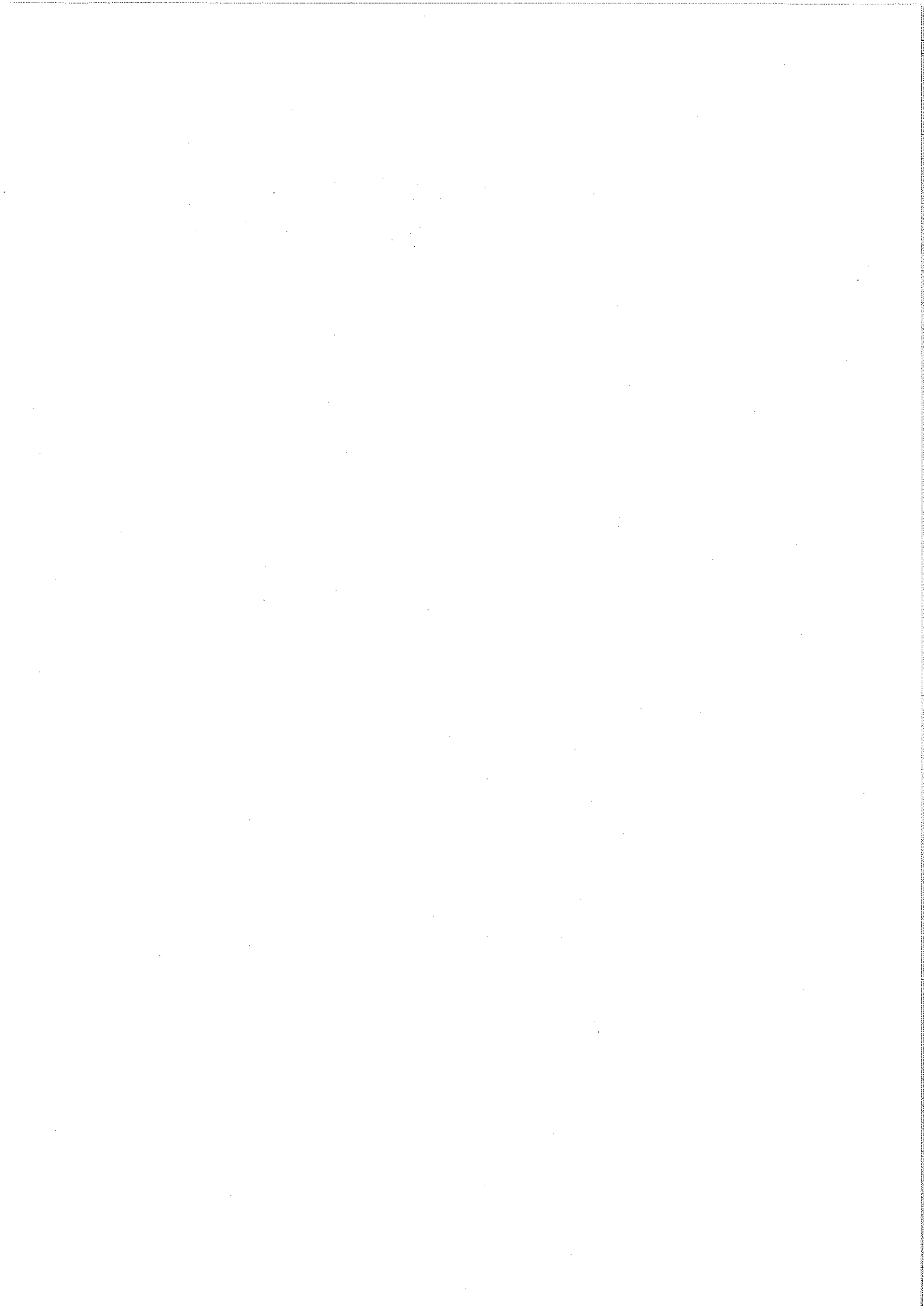




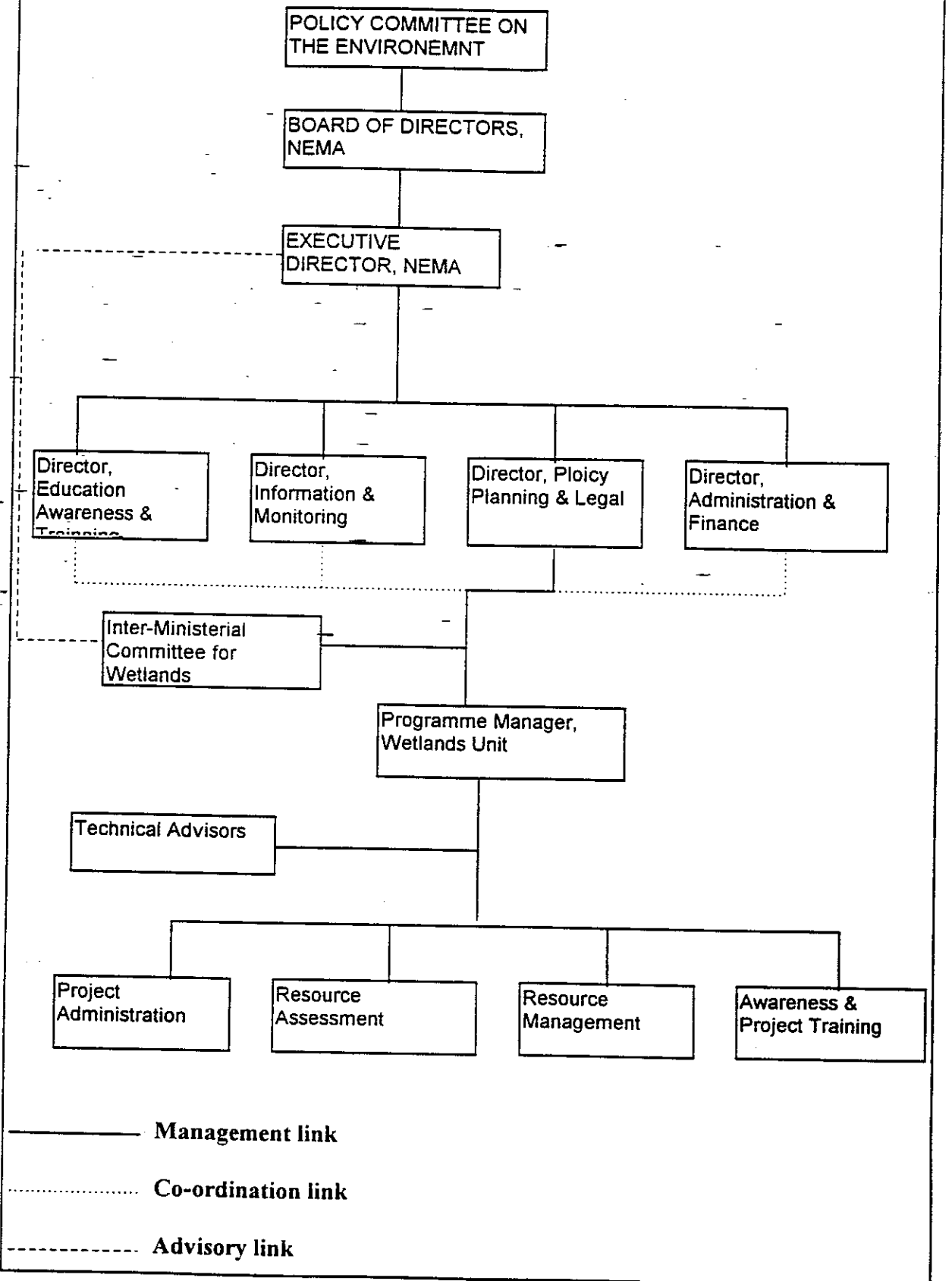
## Appendix 7

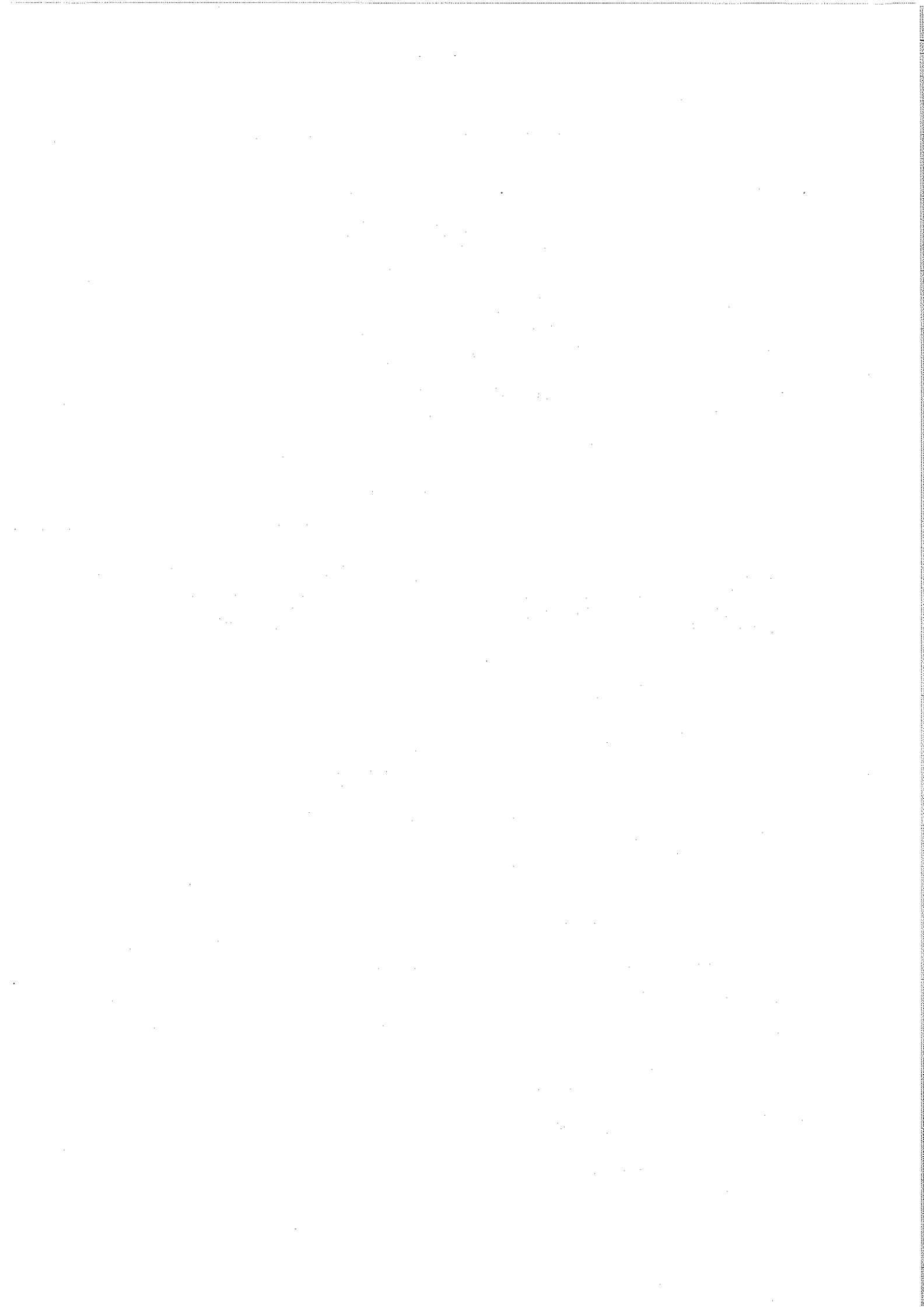
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### Organogram NEMA



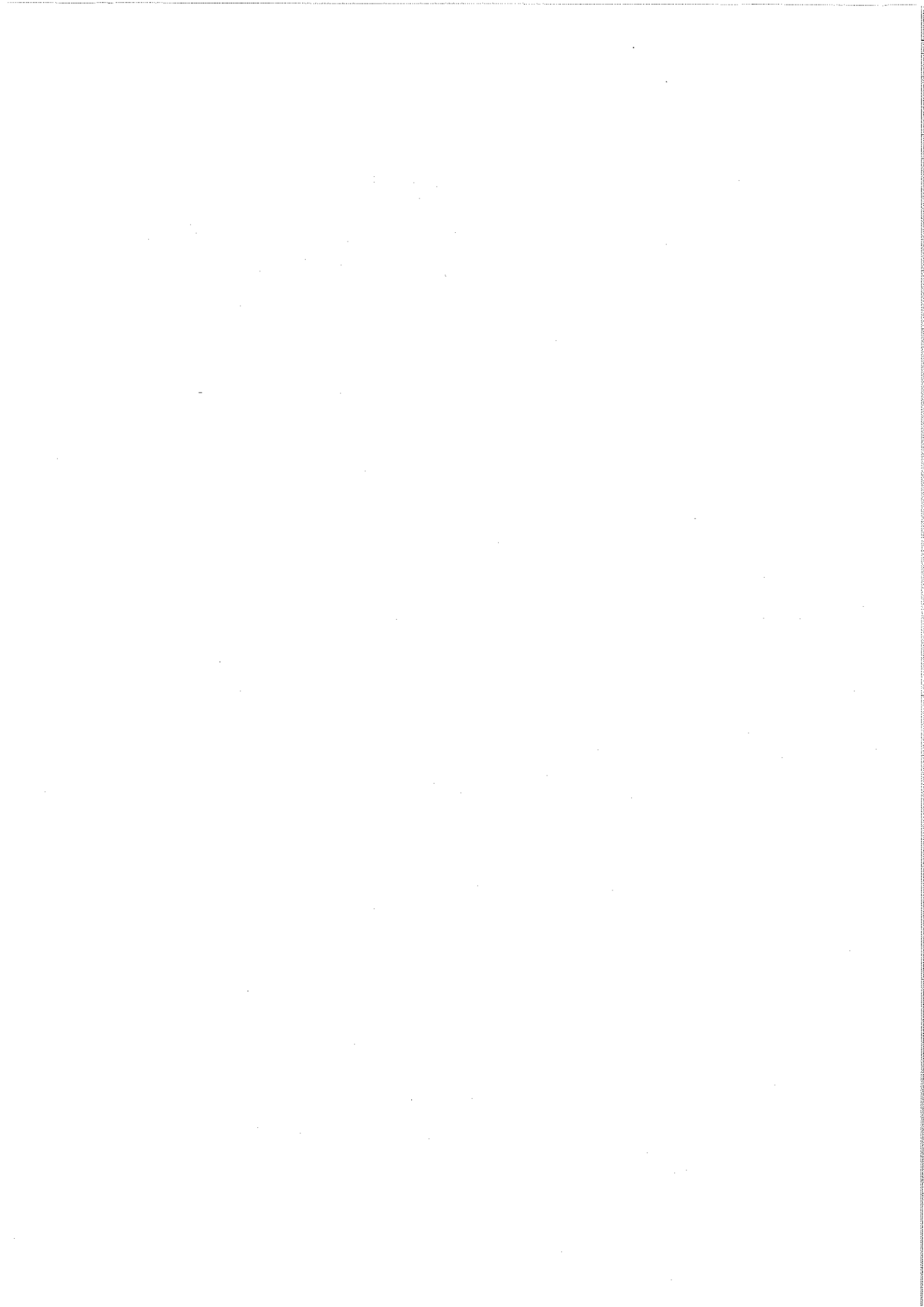
**Annex 7: Management organogram of the Wetlands Unit under NEMA, 1996-1997**



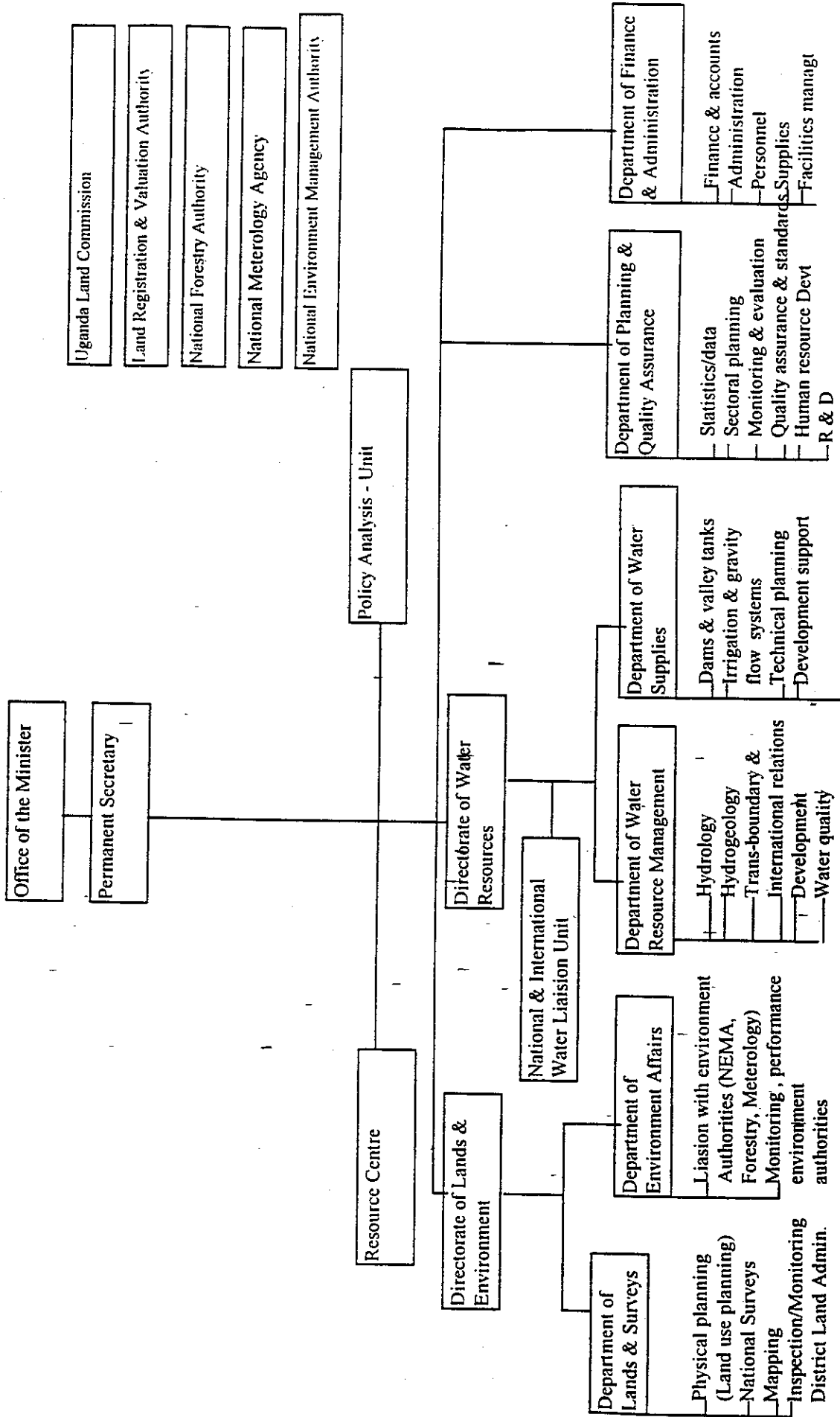


## Appendix 8

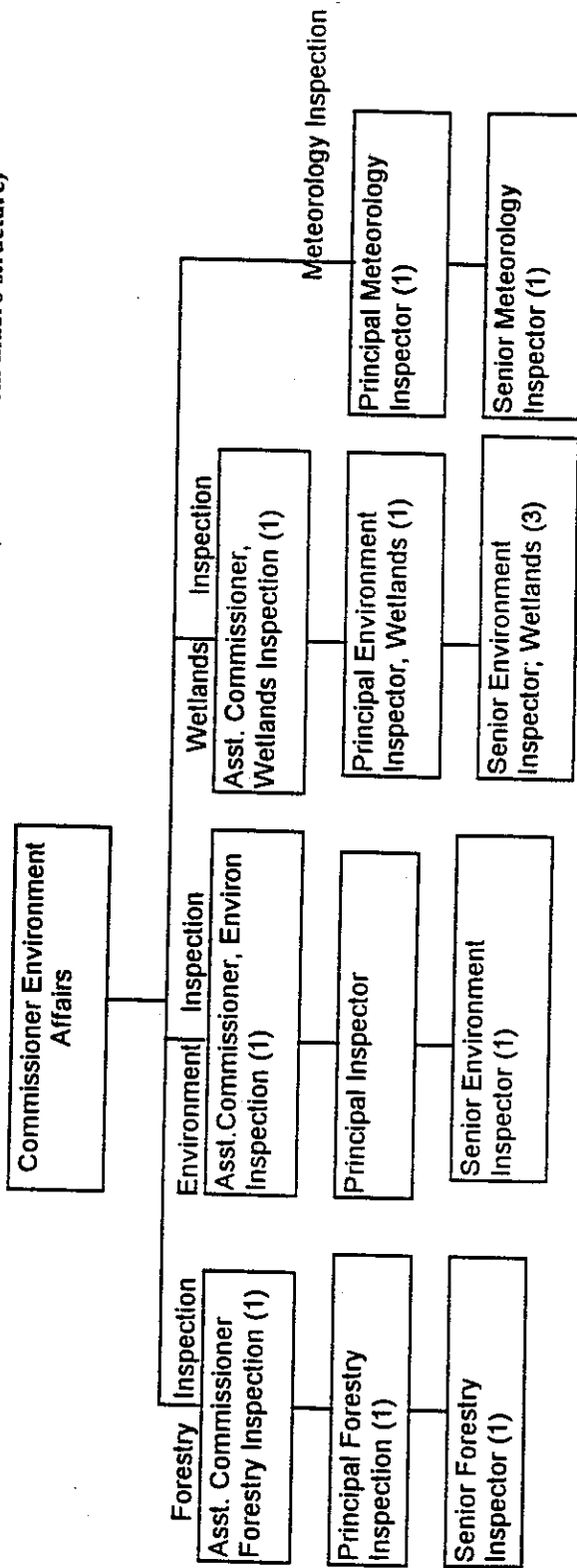
### New Organogram Wetlands Unit under MWLE



**Annex 9: Recommended macro structure: Ministry of Lands, Water and Environment**



**Annex 9: Recommended organisation structure: Department of Environment Affairs (continued from macro structure)**

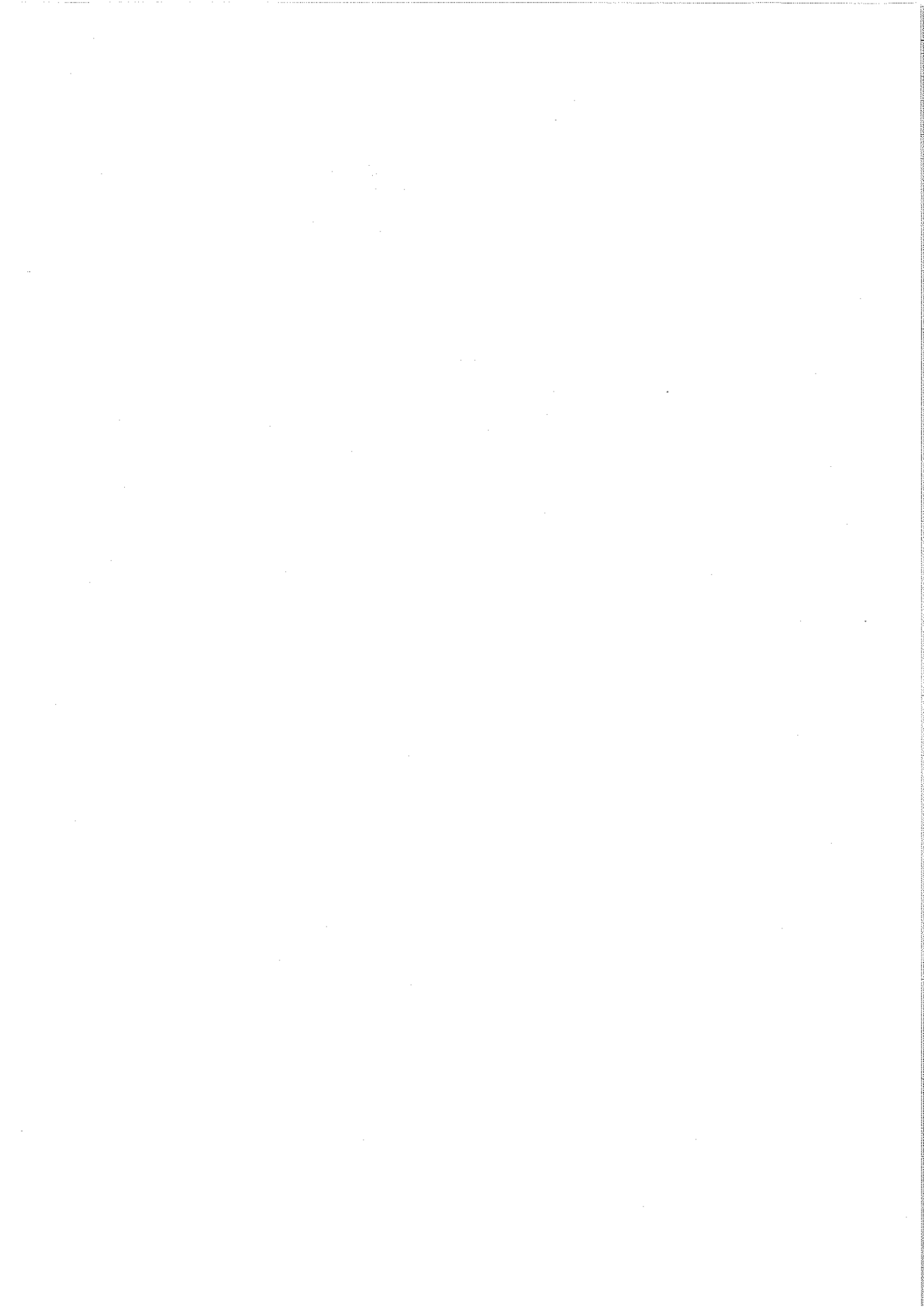




## Appendix 9

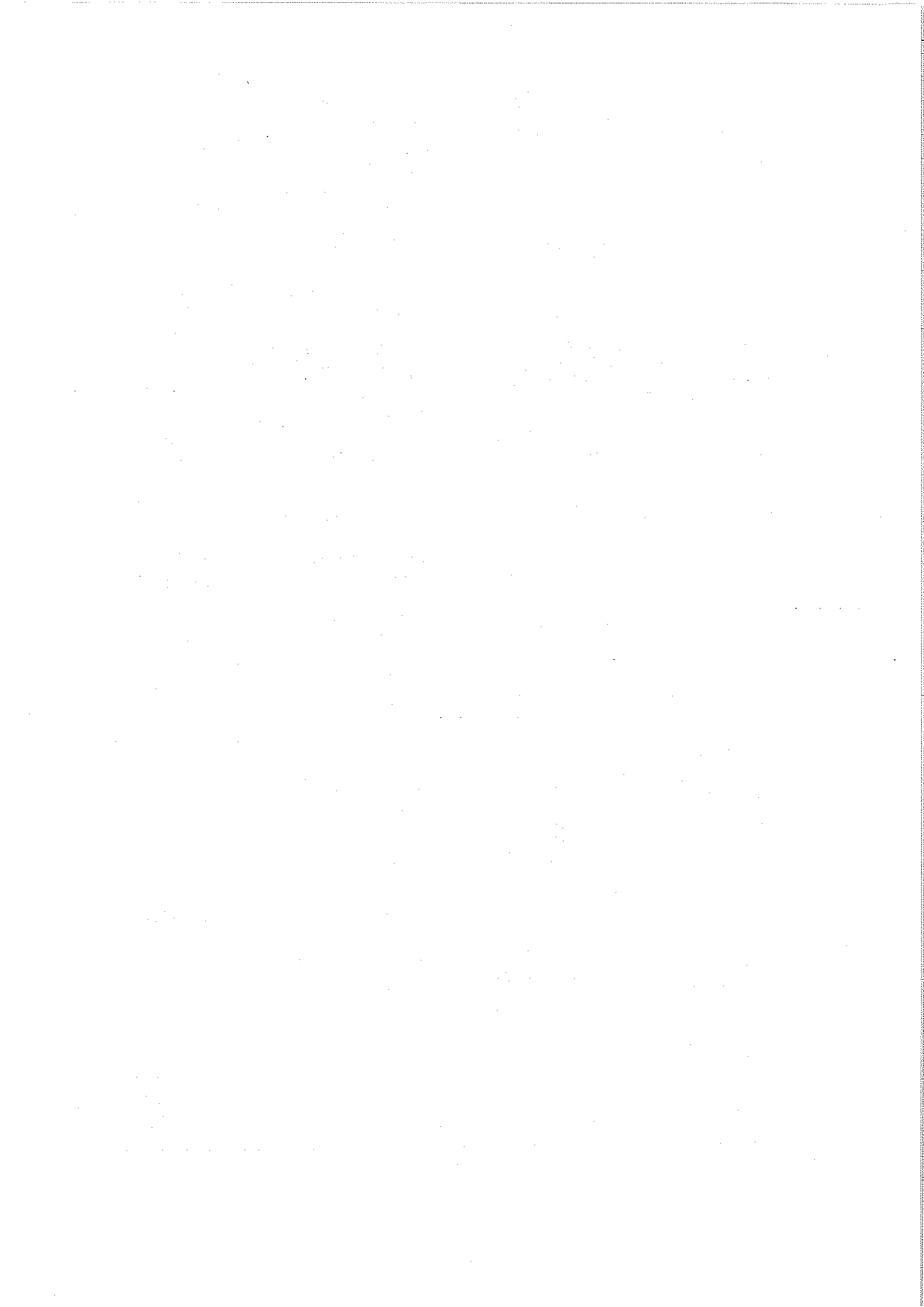
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### Staff positions



## STAFF OF WETLANDS UNIT IN PHASE II

OFFICER	QUALIFICATIONS	POST	NOTES
DEP Staff Mr. O Acere	MSc (Zoo)	Commissioner of Environment /Programme Co-ordinator	Transferred February 1994
Mrs Jane Kavuma	MSc (Agric.)	Commissioner of Environment Programme Co-ordinator	Appointed March 1994
Mr. Paul Mafabi	B.Sc. (Bot; Zool) M.Sc. (Zool) Dip. Ed.	Senior Enviro. Officer/ Programme Manager	
Mr. J. Ecaat	B. Sc. (Zool) M. Sc. (Env. Sci.)	Senior Environment Officer (Fisheries)/ Head, Resource Management	Resigned April 1996 and joined NEMA
Ms. Norah Namakambo	B. Sc. (Geog) Dip. Education	Senior Environment Officer (Inventory GIS)/ Head, Resource Assessment	
MNR/DEP attached Staff Mr. S. Nsingwire	B. Sc. (Geography)	Environment Officer (Awareness)	Resigned October 1993
Mrs. T. Tindamanyire	B.Sc. & Dip. Ed. Dip. Human Resource Manag.	Senior Environment Officer (Education)	From November 1993
Ms. Iyango	B.A. (Political Sci & Sociology)	Environment Officer (Socio- Economics)	From October 1994
Mr. T. Kizito	B. Sc. (Forestry) Dip. GIS	Environment Officer (GIS/ Inventory)	Deceased June 1995
Mr. E. Tamale	B. Sc. (Forestry) M. Sc. (Environ. Sci.)	Environment Officer (GIS/ Inventory)	September 1995 - Feb. 1996
Mr. F.W. Kiwazi	B.Sc. (Chemist) Dip. Ed.	Demonstration Site Coordinator	From May 1996
Mr. S. Wycliff		Cleaner/Tea-boy	
Mr. J. Okwoyo		Driver	
Mr. R. Ssonko		Driver	
MAAIF Seconded Staff			
Mr. Frank Akena	B. Sc. (Agric) Dip. Irrigation Agronomy Dip. Water Res. Management	Agricultural Specialist	
Project Contract Staff			
Mr. R. Ndyabarema	B. Sc. (Geog) M.Sc. (Env. Sci.)	Demonstration Site Coordinator	Resigned February 1996
Mr. John Magezi	B.A. (SWASA) PG Bus. Management	Programme Administrator	
Mrs B. Kaganda	Stenography Certificate WP, Lotus, DB training	Secretary	
Mr. P. Nagoye		Driver/Office Assistant	Resigned Dec. 93
Mr. C. Mazanga	Driver		
Mr. W. Odur	Driver		
IUCN Staff			
Dr. A. Viner	Ph.D	Technical Adviser	Mar. 1992-Aug.93
Mrs. S. Vince	Ph.D	Consultant	Jan - Jul 1994
Mr. RJ Douthwaite	BA (Nat. Sci., Ms. Coservation)	Technical Adviser	From Dec. 1994



## Annex 9: Staff of the Wetlands Unit 1989-1998

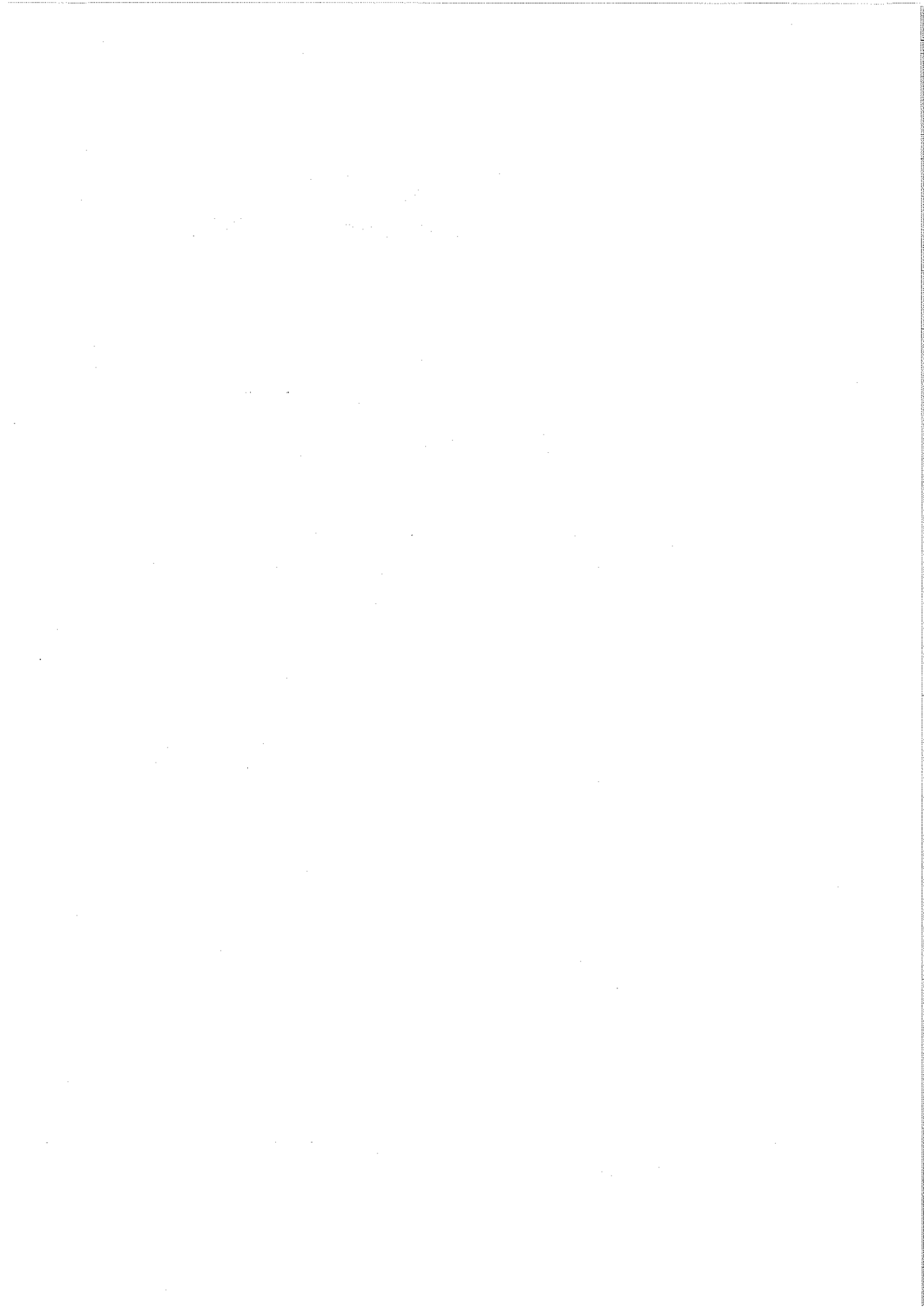
Name	Basic Qualifications	Post	YEARS										Remarks		
			89	90	91	92	93	94	95	96	97	98			
T.O.Acere	MSc. (Zoo)	Commissioner for Environment /Project Coordinator			x	x	x	X							
Mrs Jane Kavuma	MSc. (Agric.)	Commissioner for Environment/Project Coordinator					x	x		x					
Paul Mafabi	BSc (Bot/Zoo) Dip.Ed Msc (Zoo)	Senior Enviro Officer Programme Manager	x	x	x	x	x	x	x	x	x				X
Margaret Lwanga	Bsc MSc (Env't)	Environment Officer/Senior Awareness and Training Officer			x	x	x	x	x	x	x				X
Justin Ecaat	BSc. Zoo MSc. Env Science	Senior Environment Officer/Senior Resource Management Officer			x	x	x	x	x	x	x				Resigned in April 1996 to join NEMA as EIA Specialist
Norah Namakambo	BSc (Geo) Dip.Ed	Environment Officer (Inventory/GIS)				x	x	x	x	x	x				
Teddy Tindamanyire	BSc. (Bot/Zoo) Dip. Ed Dip Human Resource Management	Senior Environment Officer (Education and Awareness)					x	x	x	x	x				
Lucy Iyango	B. A Pol Sc/Sociology	Environment Officer (Socio-economics)								x	x				
Samuel Nsingwire	BSc.(Geo) Dip.Ed	Environment Officer (Awareness)				x									
Tonda Musa Kizito	BSc. Forestry Dip. GIS	Environment Officer (GIS/Inventory)								x	x				Deceased in June 1995

Names	Basic Qualifications		89	90	91	92	93	94	95	96	97	98	Remarks
Eli Tamale	Bsc Forestry MSc Env. Science	Environment Officer (Inventory/GIS)							x	x			Resigned Feb. 1996 and joined WWF Nairobi
Frank Akena	BSc. Agric Dip. Irrigation Dip. Water Resources Management	Agricultural Specialist					x	x	x	x	x		
Robert Ndyabarema	BSc Geo MSc Env. Science	Demonstration Site Co- ordinator				x	x	x	x	x			Resigned in February 1996 and joined CARE
Fred Kiwazi	BSc. (Chemistry) Dip.Ed.	Demonstration Site Co- ordinator								x	x		
John Magezi	BA (SWASA) PGD. Bus. Management	Programme Administrator			x	x	x	x	x	x	x		
Firmina Acuba	BA Social Science MA Dev. Studies	Training Officer									x	x	
Moses Kagoda	BSc Zoo.	Project Site Co- ordinator										x	
Phoebe Luwum	BSc. Bot/Zoo	Resource Assessment Officer									x	x	
Leuben Nshemerirwe	Dip. Business Studies	Administrative Assistant										x	
<b>IUCN Staff</b>													
Dr A. Viner	Ph.D - Limnology	Technical Adviser				X	x						
Dr Susan Vince	Ph.D - Ecology	Wetland Management Consultant						X					
Mr R.J. Douthwaite	Msc. - Environmental Science	Technical Adviser						X	x	x			
Mr Reint Bakema	MA - Agriculture	Technical Adviser										x	X
Dr Mac Litterik	Ph.D - Aquatic Ecology	Chief Technical Adviser									X	x	

## Appendix 10

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### Membership of IMC





# ational Wetlands Programme

## List of IMC members as per July 1<sup>st</sup> 1998

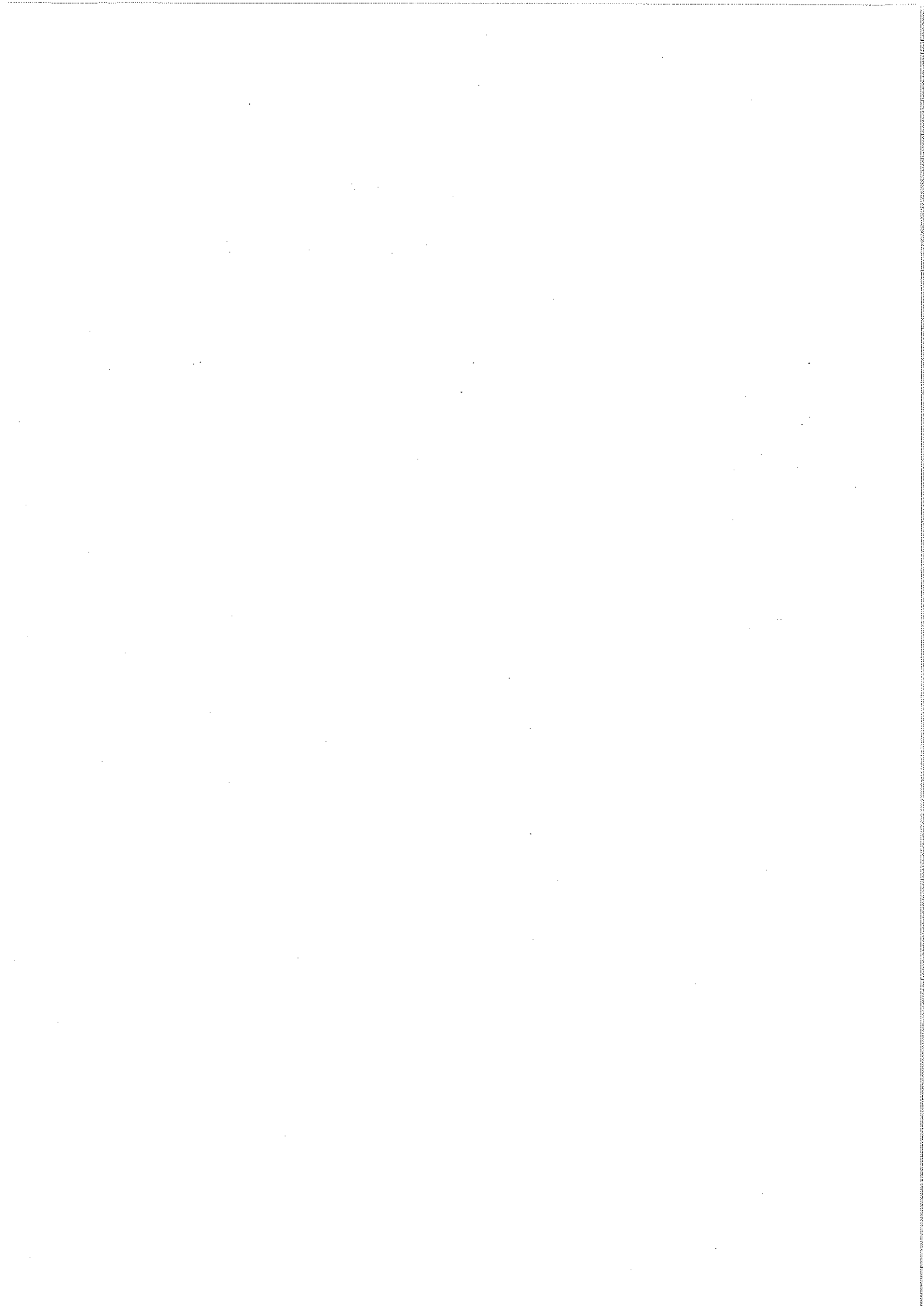
Title	FirstName	LastName	Company	JobTitle	Address	BusinessCity	BusinessFax	BusinessPhone
Dr.	P	Kasoma	Makerere University Institute of Environment and Natural Resources	Director	P. O. Box 7298	Kampala	530134	530135
Mr.	J.	Baliwa	Fisheries Research Institute.	Researcher	P. O. Box 343	Jinja		(043) 20484
Dr.	Fred	Bugenyi	Fisheries Research Institute.	Director	P. O. Box 343	Jinja		(043) 20484
	Dorothy	Kaggwa	IUCN - Uganda	Programme Officer	P. O. Box 10950	Kampala	342298	233738
	Frank	Kansiime	Makerere University Institute of Environment and Natural Resources	Researcher/lecturer	P. O. Box 7062	Kampala	530134	530135
	Fortunata	Sewakambo	NEMA	Director PPL	P. O. Box 22255	Kampala	257521	236817
G.	Mugumya		Ministry of Local Government					
J.	Wright		Ministry of Finance and Economic Planning					
Idah	Kigonya		Ministry of Gender & Community Development	Senior Women in Development Officer	P. O. Box 7136	Kampala	257374	250456
Mr.	Martin	Kasirye	Ministry of Foreign Affairs	Foreign Service Officer	P. O. Box 7048	Kampala	258722	258834
John	Kalule-Sewali		Ministry of Agriculture, Animal Industry and Fisheries	Deputy Commissioner Land Resource Development	P. O. Box 10	Entebbe	042 21010	042 20363
Ronald	Obel		Ministry of Justice	State Attorney	P. O. Box 7183	Kampala	235125	234646
Geoffrey	Mugumya		Ministry of Local Government	Ag. Senior Assistant Secretary	P. O. Box 7073	Kampala	258127	244280
Mr.	Fred	Kimaite	Department of Water Development	Water Resources Engineer	P. O. Box 19	Entebbe	321368	321342
A.		Butuuro	Ministry of Gender and Community Development	Principal Commissioner Development Officer	P. O. Box 7305	Kampala		236543
Mr.	Justus	Tindigarukayo	Ministry of Tourism Wildlife Department	Assistant Commissioner Wildlife Policy Development	P. O. Box 4041	Kampala		
E.		Bagarukayo	Department of Meteorology	Senior Meteorology Officer	P. O. Box 7025	Kampala	251797	251798
Edward	Mupada		Forestry Department		P. O. Box 1725	Kampala	236016	236016

Mr.	Edgar	Buhanga	Uganda Wildlife Authority	Monitoring Officer	P. O. Box 3530	Kampala		346288
	Edward	Rukuunya	Fisheries Department	Fisheries Officer	P. O. Box 4	Entebbe	042 21010	042 20569/20578/32143 0
	Joel	Ojuko	Ministry of Justice	Assistant Registrar	General Parliament Building 1st floor, Room 3 P.O. Box 7183	Kampala		230538

## Appendix 11

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### Institutional options



Annex 11: Assessment of alternative scenarios for the institutional setting of the Wetlands Unit

The following assessment of scenarios for resolving the current institutional gaps for the implementation of wetlands project are based on a number of factors, namely:

1. the national significance the government has attached to wetlands in the Constitution, the National Environment Statute 1995, the Local Government Act 1997, and the Wetland Policy 1995, and the Land Act 1998
2. the institutional reforms that have come about partly as a result of some of the above laws, and as a result of reorganising government ministries, and in particular MLWE
3. the decentralisation of wetlands management to the districts

For each of the options presented below, the merits and demerits are given, as well as policy implications. It needs to be emphasized however, that high level consultations will need to be held to choose from among these scenarios. Reaching consensus early on the institutional framework will be very critical for the design and implementation of subsequent activities because it will come to bear on:

- strategies for institutional collaboration
- giving oversight for project co-ordination and implementation
- capacity building,
- mobilisation of human, physical and financial resources, and
- programme image

The options are discussed in turn below:

Option 1: The Ministry of Lands, Water and Environment.

The Mission has established that following the reorganisation of the Ministry, a division for Wetlands inspection has been established under the Department of Environmental Affairs in the MLWE. Its responsibilities are:

- Formulating national policies, standards, legislations and plans for wetlands management
  - Mobilising support and resources for wetland management nationally
  - Coordinating and supervising national projects of wetlands management
  - Inspecting, monitoring and coordinating the activities of the Local Governments in wetlands management, and
  - Providing technical advice, support, supervision and training to the Local Government wetlands personnel as required.
- The structure of the whole Ministry is given in Annex 7. A few observations need to be made. Firstly, the structure diminishes the importance of wetlands, particularly when one considers the fact that unlike other resources which have or will have divested institutions to manage them, wetlands have no such divested institution. A staff of only five staff as proposed will be inadequate for purposes of implementation. However, according to the philosophy of the government after restructuring, the wetlands inspection division is for inspection and standards. When one takes this position five people are enough. Secondly, compared to NEMA, the division may be at less comparative advantage for some of the expected outputs of the Division. This is particularly so with regard to standards, regulations and guidelines. Thirdly, because the Division will be implementing a policy not backed by a separate law, it may be greatly overshadowed by NEMA which has a legal mandate to enforce wetlands related clauses under the National Environment Statute. Perhaps one

way out is to slightly elevate the wetlands, is to give it a department status in its own name as a means of enhancing its institutional image, that is calling it a wetlands department. But if the Ministry insists that it is not in for implementation, the change is not necessary. The Mission has learnt of the MLWE's steps to clarify differences of institutional roles and mandates in light of recent Ministries' re-organisation. The Mission is very happy about this step, but it is of the view that quick decisions must be reached with the Ministry of Public Service.

Option 2: Place the wetlands unit under NEMA

Between June 1996 and September 1997, the Wetlands Unit was put under NEMA to overcome the institutional weaknesses that faced the unit during the reorganisation of ministries. However, the unit was again reverted to the MNR in 1997 arguably that NEMA is not an implementing agency. According to the National Environment Statute 1995, NEMA is the apex institution with the mandate to coordinate, supervise and monitor matters of environment. In that regard, it is not an implementing agency, since that role is left to Lead Agencies with which NEMA is supposed to work, including a Lead Agency for Wetlands. The only biggest problem is that the NWMCP has worked as a project on one hand, and a "Lead Agency" on the other, a factor that has overstretched its capacity.

While that be the case, there are environmental issues in Uganda, for which there is no Lead Agency, a factor that has compelled NEMA to handle them. They include: projects on reducing biodiversity loss at cross border sites, ozone layer, and demonstration use of water hyacinth to produce biogas. It can be argued that since wetlands have no divested institution like other resources for their management, NEMA could house a Wetland Unit. The advantage this would give to the Unit is that the staff of the Unit would become part of a bigger team of specialised experts in NEMA, as opposed to being marginalised, perhaps misunderstood if left as proposed in the new MLWE. Their presence would be strengthened by the fact that the National Environment Statute 1995 gives NEMA strong legal backing to enable and ensure compliance with wetland provisions. Besides, NEMA can form a technical committee, and has a powerful policy committee on environment made up of 10 ministers who meet quarterly. In fact, issues of wetlands fall under the Technical Committee on Biodiversity. Furthermore, NEMA is linked vertically to the districts and lower councils through its District Support Coordination Unit, District Environmental Officers, DEC and LEC. Horizontally, it is linked to other lead agencies through ELUs. Whereas some districts may not yet have the staffing and structures, and whereas the ELUs are yet to be strengthened, the structures are established by law. The other merit NEMA has is that interviews at districts revealed people's more understanding of NEMA compared to the NWCMP. It also needs to be highlighted that as part of its EMCBP, NEMA is strengthening some districts's (6) capacity for environmental management. It is also establishing a post of aquatic ecosystems specialist. The resultant models NEMA is developing will be replicated to other districts. The only concern however is that NEMA is also still building its institutional capacity, and to allow it to implement wetlands related issues may overstretch its capacity. Besides, to combine implementation and supervisory role for a resource that has already conflicting interests by virtue of the fact that all four tenure systems of Land Act 1998 cut across it can undermine NEMA's integrity. NEMA's financial sustainability is also yet to be supported out. The mission is not in support of a semi-autonomous wetlands institution since its financial sustainability would be remote to achieve. This scenario was not analysed further.

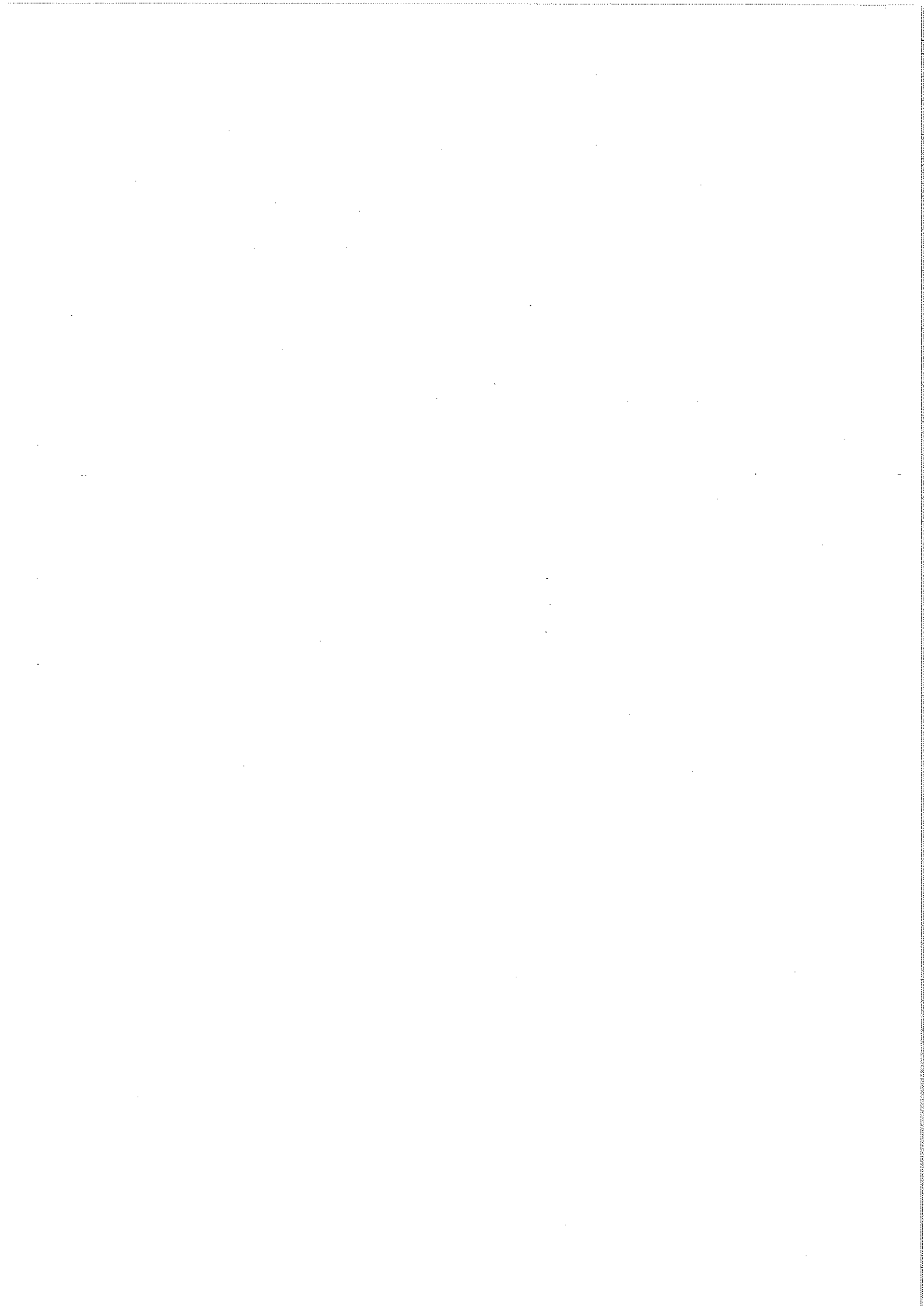
## CONCLUSION.

Having evaluated the merits and demerits of implementing the NWCMP under MLWE and under NEMA, the mission holds the view that NEMA outweighs MLWE in institutional strength to house NWCMP unless the MLWE fundamentally restrengthens its proposed wetlands inspection division.

## Appendix 12


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### Overview of District Wetlands Inventories







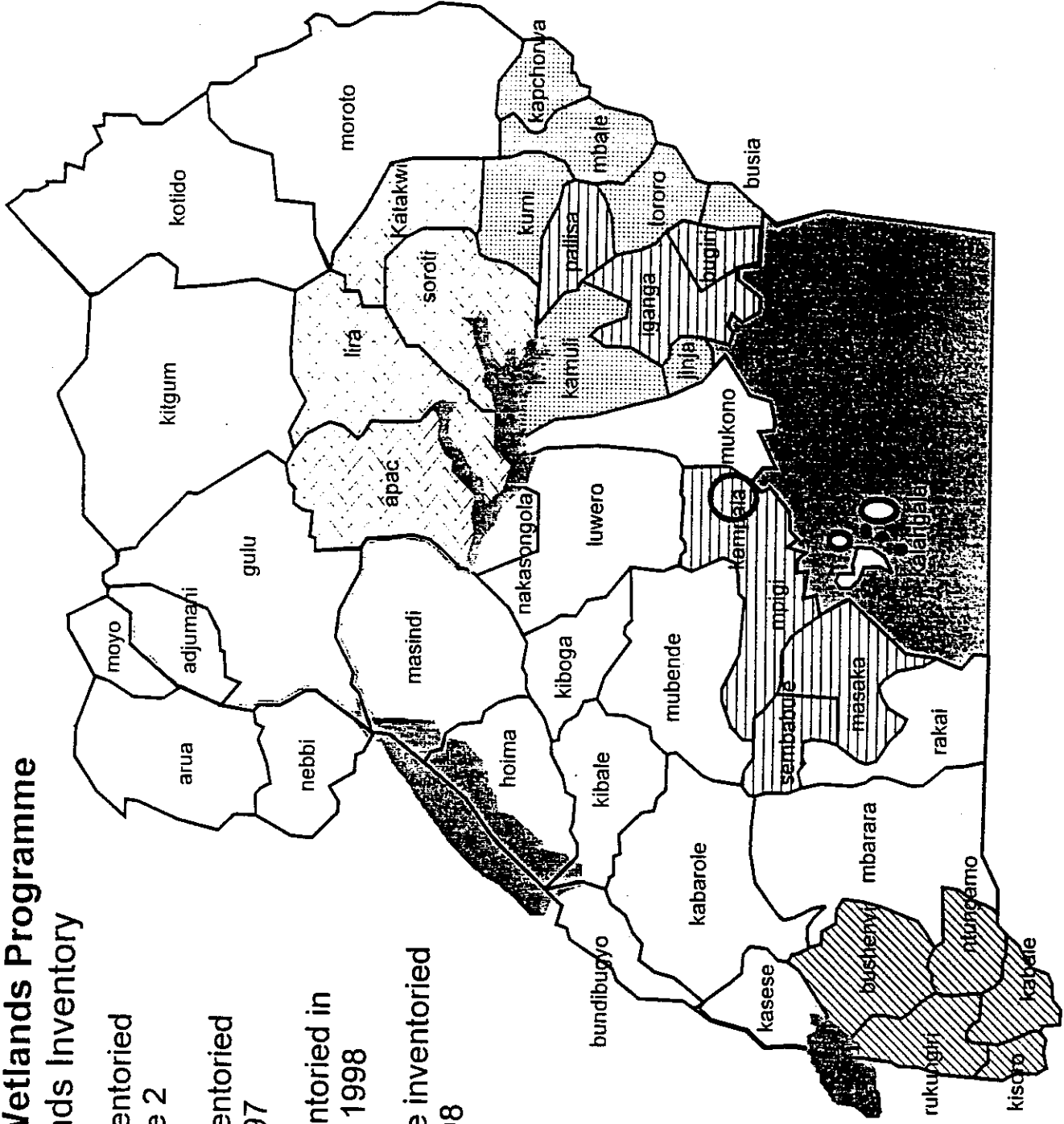
# The National Wetlands Programme National Wetlands Inventory

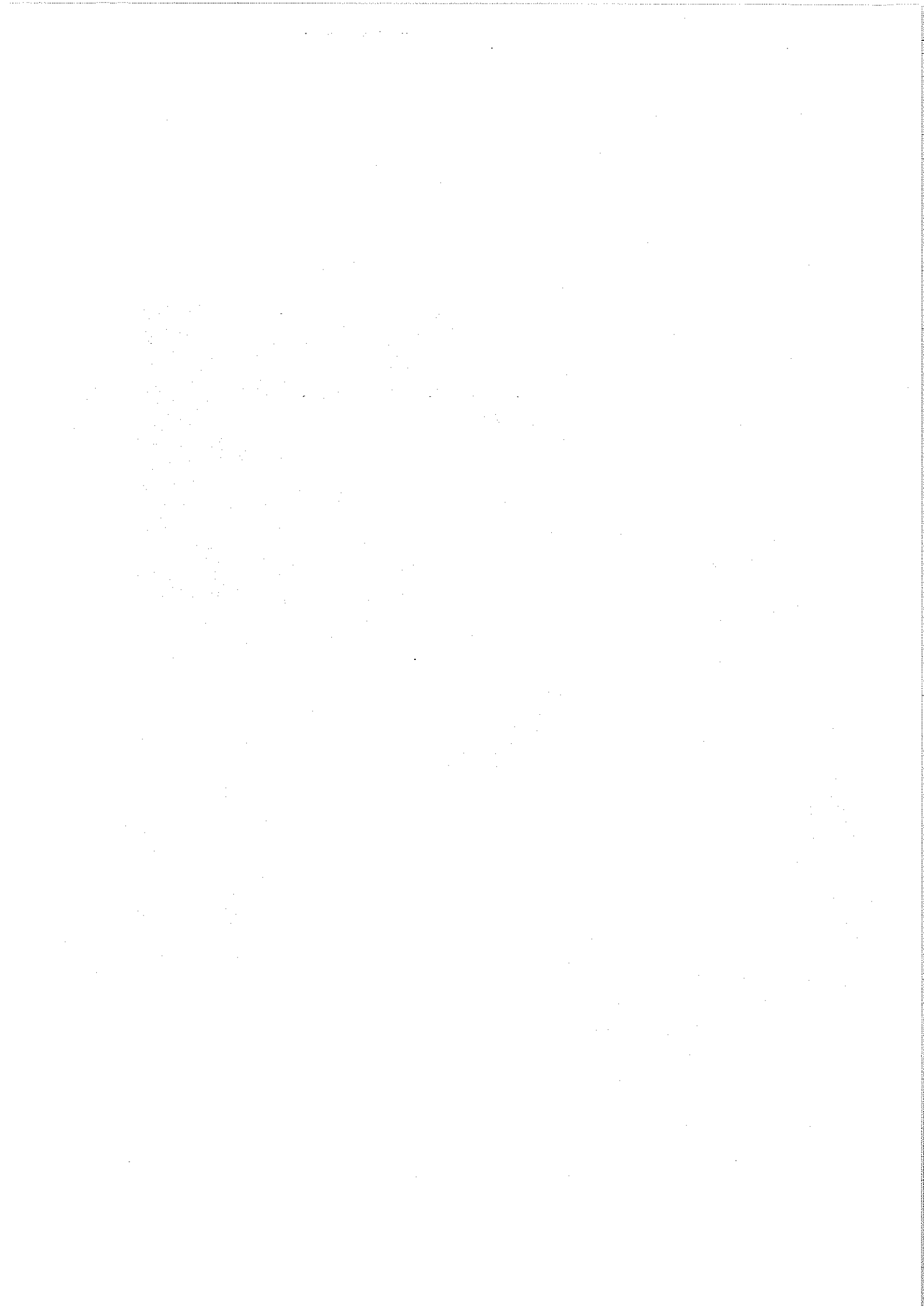
 Districts inventoried during Phase 2

 Districts inventoried Aug-Nov 1997

 Districts inventoried in March-June 1998

 Districts to be inventoried Aug-Nov 1998

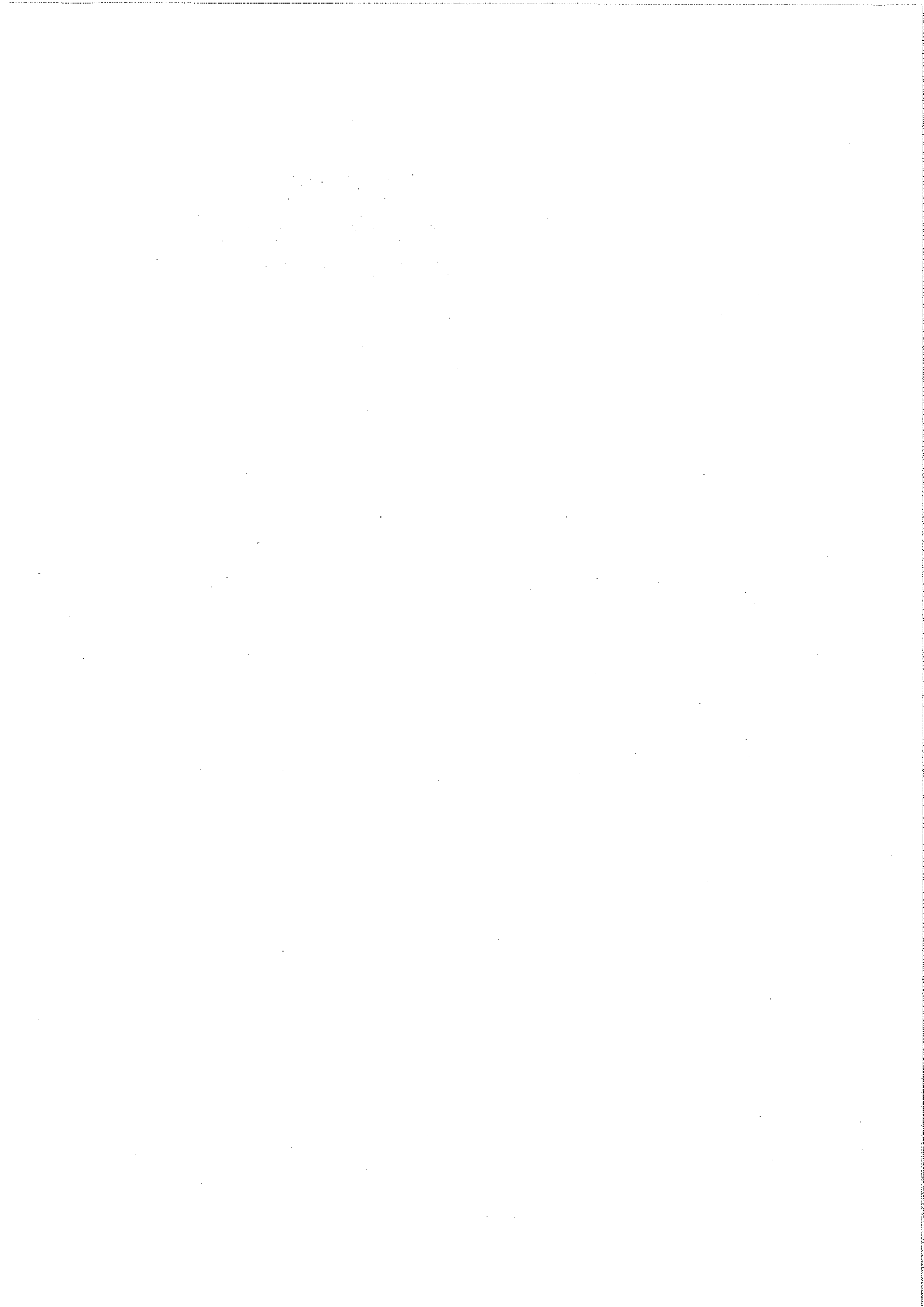




## Appendix 13

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### Research activities undertaken by NWCMP



## Wetland Research Projects in Uganda during Phase II, associated with the NWP

Institution	Research Title	Start	End	Location & Funding Source
WP	Wetland biodiversity inventory	1993	1996	National in selected wetlands (GEF)
WP/MUIENR	The ecology and uses of <i>Raphia farinifera</i>	1994	1997	Around Lake Victoria (Mukono & Mpigi Districts) (GEF)
MUIENR	1. The limnology of wetlands of Masaka District 2. Wetland birds of Sango Bay 3. Palms of Uganda's wetlands	1994	1997	Western shores of Lake Victoria (GEF)
MUIENR	An investigation into the fate of some of the mineral ions in a papyrus	1994	1995	Nakivubo swamp, Murchison Bay
MUIENR/MU Fac. of Technology and WP	The role of grass plots in purification of secondary effluent from Masaka waste water treatment works	1994	-	Masaka District
MUIENR	Nitrogen dynamics and microbial activity in the Nakivubo swamp	1992	1996	Nakivubo swamp (Netherlands Government)
MUIENR	Characterization of tropical wetland flows by physicochemical parameters	1992	1997	Nakivubo swamp (Netherlands Government)
MU Botany Department	Phytoplankton ecology and Primary production of Lake Mburo	1993	1996	Lake Mburo and R. Ruizi, Mbarara District (GEF)
MU Department of Soil Science, & WP	Evaluation of irrigated swamp soils of Uganda	1993	-	National Wetlands Programme
National Water and Sewerage Corporation (NWSC)/IHE	1. Nutrient balance in the Nakivubo Swamp 2. Purification of municipal waste water by a constructed wetland	1994 1995	1995 1999	Nakivubo swamp (Netherlands Government) Jinja Sewerage Works (Netherlands Government)
NWSC	Nakivubo Swamp Murchison Bay water quality monitoring programme	1992	1994	Nakivubo Swamp Murchison Bay (EU)
DWD/IHE	Variation of micro-pollution loading and nutrient mass flow in Nakivubo Swamp	1994	1995	Nakivubo Swamp (Netherlands Government)
Kawanda Agricultural Research Institute (KARI)	Characterization of some wetland soils and their suitability for crop production	1995	1996	Kawanda and Kibimba NARO/ World Bank
KARI	Soil fertility management on flooded and drained farming systems	1995	1999	Kawanda and Kibimba NARO/ World Bank
KARI	Water management and environmental impacts	1995	1999	Kawanda and Kibimba NARO/ World Bank.
FIRI - Jinja	The influence of and interrelationship between wetland type in the ecology of the Nile Tilapia in the Lake	1992	1997	Lake Victoria shores (IHE)

## NWP-research activities during Phase 2

Topic	Researcher	Year	Published
The Wetland Soils of Uganda	Aniku, J.	1996	NWP-TR
Heavy metal contamination of Lake George (Uganda) and its wetlands.	Denny, P., Bailey, R., Tukahirwa, E and Mafabi, P	1995	Hydrobiologia, 297: 229-239.
Wetland Plant Resources: their Diversity, Values and Conservation Challenges. The selected proceedings of a workshop held in Mukono	National Wetland Conservation & Management Programme	1996	NWP-TR
Edible Wetland Plants of Uganda	Omagor, N	1996	NWP-TR
Effects of harvesting and fire on papyrus growth	(Robert Ndyabarema)		Not published
A Monetary Estimate of the Human Uses of Papyrus	Ngwire, S.	1995	NWP-TR
The Use of Papyrus to Smoke Fish	Williams, V.C.	1995	NWP-TR
Suitability of Papyrus for Wood-based Panels: The Economic Study	Williams, V.C.	1996	NWP-TR
The Potential Contribution and Significance of the Doho Wetland Fishery to the Local Community's Diet and Income.	Ecaat, J	1993	NWP-TR
An investigation of the Fish Biomass in the Irrigation Canals at the Doho Rice Scheme, Uganda	Ecaat, J	1993	NWP-TR
Wetland drainage and climate change	(Department of Meteorology)		?
Effects of Wetland Drainage and deforestation on river flows	Mr Enoch Dribidu,		
Environmental assessment of rice growing in eastern Uganda	J. Kalule-Sewali (MAAIF)	1996	Unpublished
Initial Environmental Assessment of Brick-making in Mukono District.	NWP	1996	NWP-TR
Rehabilitation of the Kyanmira fry-centre: a feasibility study	Department of Water Development	1994	NWP-IR
A socio-economic survey of Kyojja wetland communities	Jane Mijumbi, Malachi Tumusiime	1995	NWP-IR
Craft production and Market survey for Kyojja wetland		1996	NWP-IR
A socio-economic survey of Limoto wetland Communities	Pacodet	1994	NWP-IR
A resource assessment of Limoto wetland	District technical staff Pallisa District	1996	
Inventory of Waterbirds of lake George Wetlands, and recommendations for their management	Julius Arinaitwe, Polycarp Mwima	?	NWP-TR

Institution	Research Title	Start	End	Location & Funding Source
	Victoria Basin			
FIRI	Productivity of shoreline wetland vegetation in Lake Victoria			
FIRI	The removal efficiencies of papyrus subjected to raw sewage	1994	1995	Lake Victoria shores Jinja Netherlands Government (IHE)
FIRI	<ol style="list-style-type: none"> <li>1. The regeneration capacity of wetland ecotones</li> <li>2. Material balances in wetland ecotones</li> <li>3. Microbial activity in wetland ecotones</li> <li>4. Micro-pollutants and heavy metals in wetland ecotones</li> <li>5. People's knowledge and traditional use of wetland resources</li> </ol>	1994	1996	Lake Victoria shores (National Science Foundation Switzerland)
MU Faculty of Technology	Water balance and phosphorus retention from waste water flow in Nakivubo swamp	1992	1996	Nakivubo swamp (Netherlands Government - IHE)



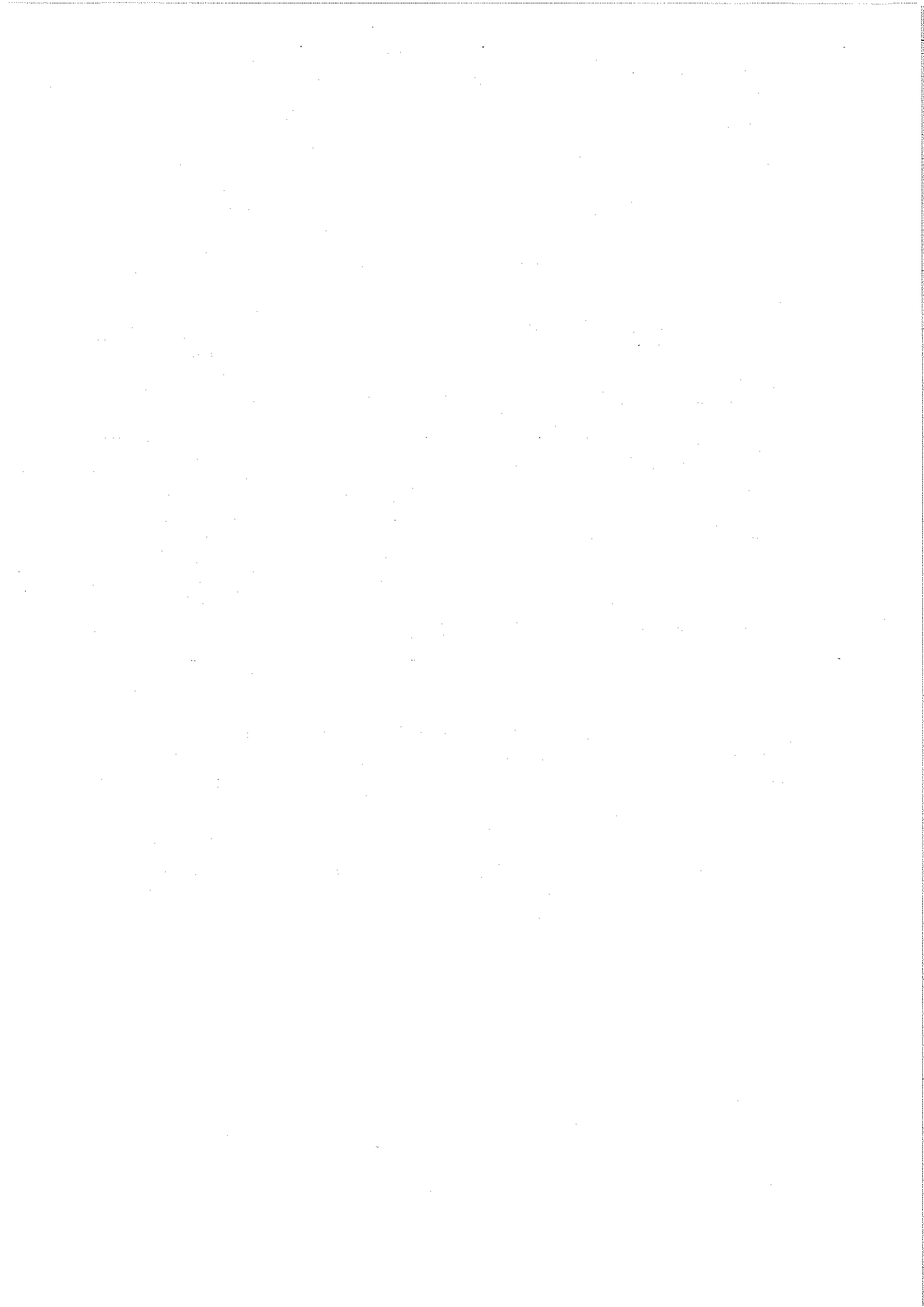


### Ongoing Research Projects of the National Wetlands Programme during Phase 3

Topic	Executers	Year	Progress
Buffering capacity of Lake Victoria wetlands	NWP/LVEMP	1997	Ongoing
A participatory wetland appraisal of Kyojja wetland, Masaka District	NWP	1998	Outcome used for interim management plan for Kyojja wetland
Rice cultivation in the valley bottoms of Pallisa district: a socio-economic study	NWP, in collaboration with DAO-Pallisa district	1998	Data-collection finalised, data-analysis and report writing September-November 1998
The impact of rice cultivation on the biodiversity of wetland valley bottoms in Pallisa District	Julius Arinaitwe	1998	Data collection finished, draft report to be submitted end of August
Wetland management plan for Kitanga wetland, Kabale District	NWP	1998	Data-collection finalised, report to be submitted by end of August 1998
The development of an automated wetland information system	Analog & Digital Systems, staff of NWP	1998	Development underway, system ready by December 1998
The impact of rice cultivation on the soils in the valley bottoms of Kibuko county, Pallisa district	C.K. Ssali	1998	ToR ready, Consultant hired, data-collection to start in September 1998
Nakivubo wetland socio-economic survey	Jane Mijumbi, Malachi Tumusiime	1998	Consultants hired, preparation for data collection started
A digital aerial survey of selected wetland areas in Uganda	MUIENR	1998	ToRs and contracts submitted, aerial surveys to be carried out first week of September, final report and maps ready by March 1999
Base-line environmental studies for the Itek-Okile rice scheme	Julius Arinaitwe and others	1998	ToR ready, consultants identified, study to start in September

**Table 1: Wetland Research Projects in Uganda during Phase III, associated with the NWP**

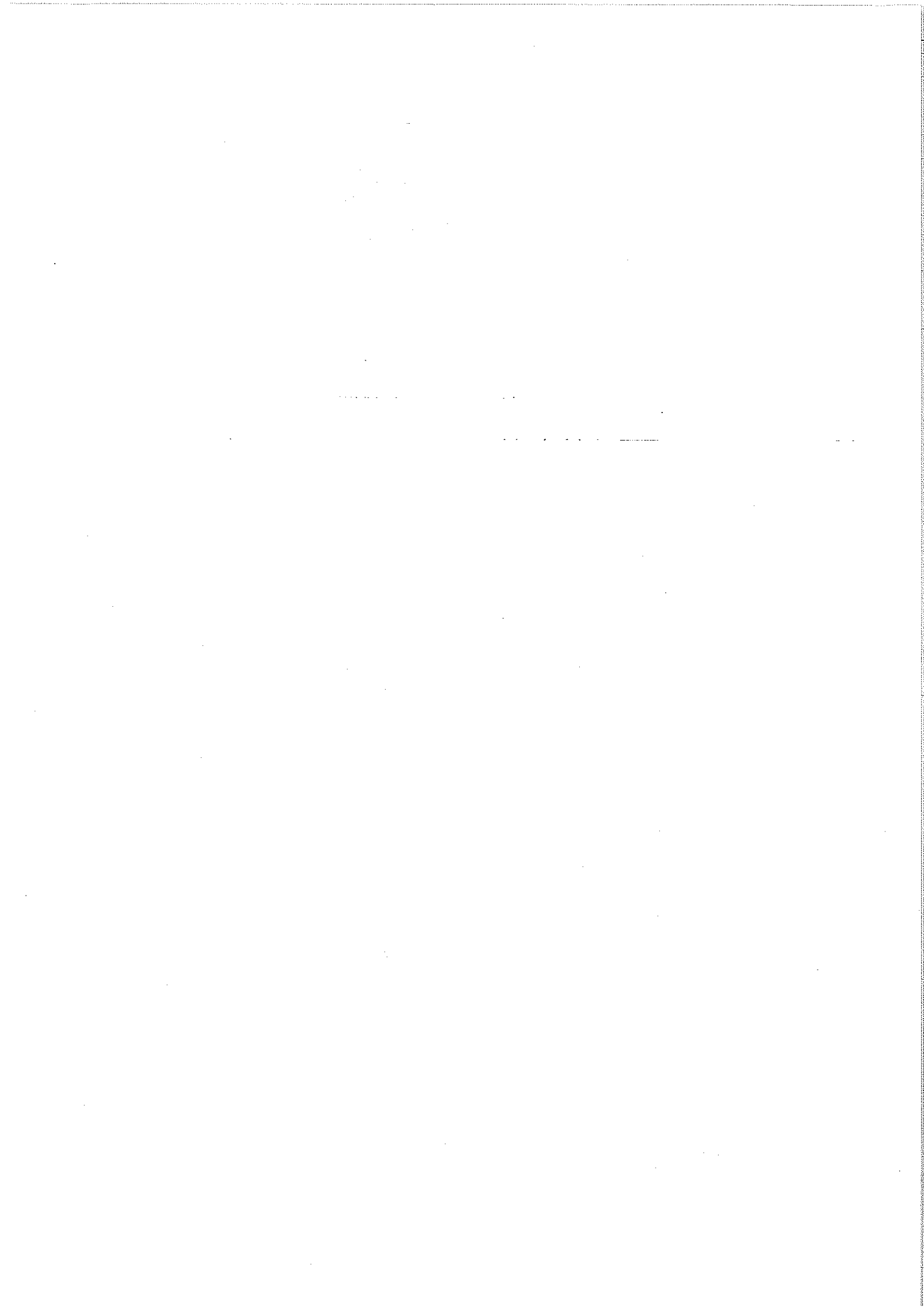
Research	Executer	Year	Progress
Annual Waterfowl counts	EANHS	1997-1998	Ongoing, NWP provides logistical support
Monthly waterfowl survey Lutembe bay	Julius Arinaitwe	1997-1998	Ongoing, NWP provides logistical support
Valuation of Nakivubo and Kitanga wetlands	Malachi Tumusiime, Robert Ndyabarema and others	1996-1998	Draft report finished, wetlands chosen at the request of the NWP



## Appendix 14

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### Budget



Summary of expenditure for the period:  
1 Jan - 30 June 1998:  
Budgets for the period Sept to Dec 1998 and Jan - March 1999

GIS CODES	IUCN CODES	ACTIVITY DESCRIPTION	Total Budget	Year 2 Budget	Jan - June 98 Expenditure	Budget Balance	Revised Budget	Sept-Dec 1998 Budget	Jan-Mar 1999 Budget
<b>Wetland Capacity Develop</b>									
1.1.3	261	Recruit new staff	6,618	1,520	2,516	-996	2,600		
1.1.5	269	Staff Training	67,647	17,451	1,857	15,594	5,594	1,621	3500
1.1.7	820	Annual Project Review	1,960	6,078	-699	6,777	4,777	2,712	
<b>IMC Capacity Development</b>									
1.2.1	821	Meeting	6,128	9,392		9,392	2,000	960	700
1.2.2	26901	Study Tours	27,206	21,569		21,569	7,000	3,360	
1.0.0	26902	Training	14,200	3,333		3,333	1,600	768	
<b>Policy &amp; Legal Instruments</b>									
1.3.2	382	Compliance Workshops	2,451	4,412	2,055	2,357	4,412	885	
1.3.6	822	Seas and Policy Reviews	20,833	2,941		2,941			
1.4.2	390	Report & Publishing							
1.5.1	38201	Ramsar Meeting	4,412	4,902		4,902	5,800	1,480	
<b>Awareness</b>									
1.6.1	378	Publishing	51,672	42,431	22,825	19,606	52,872	18,028	4000
1.6.2	38202	Public Seminars	4,539	7,396	9,012	-1,616	9,100		8500
1.6.3	37801	Wetnews	25,490	11,848		11,848	11,848	7,109	
1.6.4	37802	Information	7,352	6,882	9,450	-2,568	16,882	2,486	2500
<b>District Inventories</b>									
2.1.3	840	Contact Districts	6,740	1,059		1,059			
2.1.6	395	Prepare base maps	14,559	7,696	3,590	4,106	7,696	1,540	
2.1.9	841	Aerial Survey Design	3,676	9,804		9,804	6,000	2,880	
2.1.12	842	Ground surveys	5,932	15,294	8,912	6,382	20,294	4,394	1150
2.1.14	39001	Draft Reports	6,740	3,922	510	3,412			850
2.1.15	39002	Review reports	2,451	2,750		2,750			
2.1.16	39003	Publish reports	706	9,843	1,152	8,691	9,843	4,033	3000
<b>District Training</b>									
2.2.5	38401	Resource Survey Course	22,372	11,671	14,128	-2,457	19,671	3,326	
2.2.5	38402	Action Plan course	16,470	4,498	7,556	-3,058	17,556	3,893	
<b>Action Plans</b>									
2.3.1	38203	Inventory Seminar	2,450						
2.3.6	823	Review action Plans	638	1,250		1,250			
2.3.8	824	Approve plans	1,225	1,200		1,200			
2.3.9	37803	Publish plans	245	245		245			
<b>Demonstration Sites</b>									
3.1.8	86001	Raise Awareness	3,431	2,475	276	2,199	276		
3.1.9	86002	Elect committee	980	3,029		3,029			
3.1.11	86003	Feasibility studies	10,686	15,000	2,123	12,877	15,000	5,926	
3.1.13	86004	Development plans	1,348	2,873		2,873			
3.1.14	86005	Management plans	1,348	1,373		1,373	1,373	659	
3.1.15	86006	Training	11,029	15,441	7,690	7,751	15,441	2,798	3000
3.1.16	86007	Implement Plans	22,059	7,843	7,394	449	12,394	1,591	3000
3.1.18	98008	Research & Development	22,059	8,186	3,390	4,796	4,400		

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Summary of expenditure for the period:  
1 Jan - 30 June 1998:  
Budgets for the period Sept to Dec 1998 and Jan - March 1999

GIS CODES	IUCN CODES	ACTIVITY DESCRIPTION	Total Budget	Year 2 Budget	Jan - June 98 Expenditure	Budget Balance	Revised Budget	Sept-Dec 1998	Jan-Mar 1999
		<b>Guidelines</b>							
3.2.3	38204	Workshop		980					
3.2.4	37804	Publish guidelines		245					
		<b>Extension Agents</b>							
3.3.3	26903	Train Agents							
3.3.5	38001	Prepare extension package							
3.4.2	38403	Study Tours	6,852	10,098		10,098	10,098	4,847	
		<b>EQUIPMENT</b>							
4.1.1	30300	Furniture	14,706	6,225	1,834	4,391	4,225	928	
4.1.2	30301	Office equipment	9,804	4,412	1,406	3,006	4,412	1,274	
4.1.3	30601	Field equipment	22,059	7,941	9,184	1,243	9,500	190	
4.1.4	302	Computers	19,608	13,225	280	12,945	13,225		
4.1.5	30001	Vehicles	160,540	49,020	25,155	23,865	49,020		
4.1.6	30002	Motorcycles	6,127						
4.1.7	30602	GIS equipment	17,490	3,922	425	3,497	3,922	1,628	
4.1.8	30603	Project equipment	14,926	4,412	852	3,560	4,412	1,607	
		<b>Staff Costs</b>							
5.1.6	74001	Administrator/Accountant	36,670	17,271	10,376	6,895	20,376	6,000	4703
5.1.7	74002	Administrative Assistant	13,882	8,638	133	8,505	5,983	3,510	2788
5.1.8	74003	Secretary	13,882	7,173	4,051	3,122	9,983	3,559	1956
5.1.9	74004	Secretary/Documentation Asst.	11,682	7,173	3,360	3,813	7,173	2,288	1956
5.1.10	74005	Drivers	33,318	25,555	13,054	12,501	32,555	11,701	6959
5.1.11	74006	Casual Labour	19,608	16,613	2,227	14,386	16,613	8,632	4300
5.1.12	74007	Project Site Coordinators	88,941	25,625	11,243	14,382	21,625	6,229	8364
5.1.13	70001	Technical Advisor Nat. Resc	242,000	121,000	59,346	61,654	121,000	36,992	30250
5.1.14	70002	Technical Advisor Comm Dev	242,000	121,000	60,535	60,465	121,000	36,279	30250
5.1.16	72001	Consultant Objective 1	89,935	49,259	18,655	30,604	40,259	12,962	11000
5.1.17	72002	Consultant Objective 2	210,449	99,045	22,556	76,489	99,045	38,245	11365
5.1.18	72003	Consultant Objective 3	89,264	75,424	30,067	45,357	75,424	27,214	18408
		<b>Operating Costs</b>							
6.1.1	32850	Vehicle operation	95,589	68,235	27,880	40,355	60,235	12,185	10000
6.1.2	32851	Vehicle maintenance	50,980	41,569	23,896	17,673	41,569	4,680	8000
6.1.3	321	Vehicle insurance	29,412	14,706	7,345	7,361	10,000	328	8000
6.1.4	32852	Vehicle spares	37,990	20,980	3,649	17,331	20,980	5,812	3500
6.1.5	39501	Office costs	66,176	56,324	23,132	33,192	56,324	10,964	9000
6.1.6	35210	Computer supplies	9,804	5,882	4,805	1,077	9,600	1,438	1920
6.1.7	29301	Local travel	148,284	100,500	29,389	71,111	65,000	13,567	12000
6.1.8	361	Furnishings	11,640	2,941		2,941	12,941	5,176	
7.1.1	500	Contingencies	108,022	61,762		61,762	36,028	19,975	6,448
		<b>IUCN Support Costs</b>							
8.1.1	27301	EARD Technical staff time	102,000	51,000	25,253	25,747	51,000	3,330	2000
8.1.2	27302	Hq staff time & travel	36,000	18,000		18,000	18,000	3,438	
8.1.3	27303	UCO Coordination staff time	43,200	21,600	464	21,136	21,600	4,082	2600
8.1.4	35902	Communication & travel	15,000	7,500	3,954	3,546	7,500	1,500	628
8.1.5	273	Management fee 7.5%	173,962	98,457	37,155	61,302	98,457	24,651	16,119
	948	Project Advance			15,551				
		<b>TOTAL</b>	<b>2,689,654</b>	<b>1,509,319</b>	<b>580,949</b>	<b>928,370</b>	<b>1,433,513</b>	<b>385,657</b>	<b>242,713</b>