

# Terminal Evaluation Report

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## Conservation and Sustainable Use of the Threatened Savanna Woodland in the Kidepo Critical Landscape in North Eastern Uganda

UNDP PIMS ID: 4592

GEF Project ID: 4456

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<b>Country:</b>	Uganda
<b>Region:</b>	Africa
<b>Focal Area:</b>	Biodiversity
<b>Implementing Agency:</b>	United Nations Development Programme
<b>Executive:</b>	Ministry of Finance
<b>Implementing Partner:</b>	National Environment Management Authority (NEMA)
<b>Project Timeframe:</b>	July 2013 – May 2019

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#### **Exhibits:**

- Exhibit 1: Project Information Table
- Exhibit 2: Ratings Summary Table
- Exhibit 3: Ratings & Achievement Summary Table
- Exhibit 4: Recommendations Table

#### **Disclaimer**

The TE views were discussed with UNDP, Board members, the National Environment Management Authority, local government partners and other key stakeholders. There was a debriefing / stakeholder workshop held to present views and refine findings. NEMA, PMU, UNDP and their RTA provided comment on the draft report before finalization. The views held within this report are those of the TE team.

#### **Acknowledgement**

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## Abbreviations and Acronyms

APR/PIR	Annual Project Report / Project Implementation Report
ATLAS	UNDP tracking system
AWF	African Wildlife Foundation
AWP	Annual Work Plan
CAO	Chief Administrative Officer (chief civil servant of a district)
CCO	Certificate of Customary Ownership (of communal land)
CFM	Collaborative Forest Management
CFRs	Central Forest Reserves (gazetted as protected forest areas)
CPAP	UNDP Country Programme Action Plan
CPD	UN Country Programme Document
CWAss	Community Wildlife Associations (within and surrounding the KCWA)
CWSs	Community Wildlife Scouts
EA	Executing Agency (~IP)
EPTF	Environmental Police Task Force
GEF	Global Environment Facility
IDCF	Inter-district Coordination Forum (a formal institutional structure, set-up under the project)
IDPs	Internally Displaced Persons
ILCs	Indigenous & Local Communities
IP	Project Implementing Partner (NEMA)
KCL	Kidepo Critical Landscape (6 north-east districts, including protected areas within)
KCWA	Karenga Community Wildlife Area (gazetted as a wildlife management area)
KVNP	Kidepo Valley National Park
LUPLA	Land Use Planning & Land Allocation
M&E	Monitoring and Evaluation
MLHUD	Ministry of Land, Housing & Urban Development
MTR	Mid-term Review
MoFPED	Ministry of Finance Planning & Economic Development (as the project Executing Agency)
MWE	Ministry of Water & Environment
NIM	UNDP National Implementation Modality
NEMA	National Environment Management Authority (as the designated IP)
NFA	National Forest Authority (as an Implementing Partner)
PA	Protected Area for biodiversity conservation
PB	Project Board (i.e. steering committee)
PMU	Project Management Unit (of NEMA)
PRF	Project Results Framework (~logframe / Strategic Results Framework)
Prodoc	UNDP GEF Kidepo Project Document (i.e. its full design)
PSC	Project Steering Committee
RP	Responsible Party (ies) (implementing on behalf of the IP)
RTA	Regional Technical Advisor (of UNDP)
SMART	Specific, Measurable, Achievable, Relevant and Time-bound
TE	Terminal Evaluation (of the project)
TRAC	Thematic Resources Assigned from the Core (UNDP)
UEPB	Uganda Export Promotion Board (supporting shea oil marketing)
UNDP	United Nations Development Programme (GEF Implementing Agency, member of PSC)
UNDP CO	UNDP Country Office
UNDSS	UN Department for Safety and Security
UWA	Uganda Wildlife Authority (as an Implementing Partner)
<b>UNITS</b>	US\$ - US dollar; m - million or meters; ha - hectare (100 m x 100 metres); UGX – national currency

## Executive Summary

The executive summary is a 13-page summary of the the Terminal Evaluation (TE) report.

<b>Project Title:</b>	Conservation and Sustainable Use of the Threatened Savanna Woodland in the Kidepo Critical Landscape in North Eastern Uganda		
<b>UNDP Project ID (PIMS #):</b>	4592	<b>PIF Approval</b>	Nov 2010
<b>GEF Project ID (PMIS #):</b>	4456	<b>CEO Endorsement</b>	Feb 2011
<b>Award ID:</b>	00072558	<b>ProDoc Signature</b>	July 2013
<b>Country</b>	Uganda	<b>Project manager hired</b>	Nov 2014
<b>Region:</b>	Africa	<b>Inception Workshop</b>	Dec 2013
<b>Focal Area:</b>	Biodiversity	<b>Start date</b>	July 2013
<b>Strategic Programs:</b>	PA system sustainability	<b>Planned / Actual Close</b>	June 2017/ May 2019
<b>Trust Fund:</b>	GEF	<b>MTR</b>	Jan 2016
<b>Modality</b>	NIM	<b>Terminal Evaluation</b>	July – Aug 2019
<b>Executing Agency / Implementing Partner</b>	Ministry of Finance Planning & Economic Development / National Environment Management Agency		
<b>Other Partners / Responsible Parties</b>	Uganda Wildlife Authority / National Forest Agency / District governments of Kaabong, Kitgum, Kotido, Agago, Abim and Otuke		
<b>Project Financing:</b>	<b>at CEO endorsement (USD)</b>	<b>at Terminal Evaluation (USD)</b>	
<b>[1] GEF financing:</b>	3,080,000	2,512,403	
<b>[2] UNDP contribution:</b>	2,525,000	176,070	
<b>[3] Government:</b>	5,659,700	6,750,000	
<b>[4] Other partners:</b>	350,000	2,200,000	
<b>Project Total Financing</b>	<b>13,764,700</b>	<b>11,638,473</b>	

Actual expenditures and co-financing contributions through May 2019

### Project Description

#### A. Problem to Solution

##### Kidepo Critical Landscape (KCL)

Kidepo Critical Landscape (KCL) encompasses Kidepo Valley National Park (KVNP), six main (project) Central Forest Reserves (CFRs), Karenga Community Wildlife Area (KCWA), and six districts to the south of KVNP. Protected Areas (PAs) such as KVNP and the CFRs do not permit extractive use of biodiversity. KCWA however is not a protected area, but rather a 'wildlife management area' that is gazetted for sustainable use of biodiversity, including licensed hunting. The KCL population has doubled in 20 years. Prior to the project, the KCL local governments and communities were not sensitized on the benefits of biodiversity in relation to its economic potential, especially from tourism. The KCL contains valuable biodiversity. Communities cut trees for fuelwood, charcoal and construction.

##### Land Conversion, Tenure and Management

Land conversion is a major impediment to wildlife migration and needs to be addressed. The customary land tenure system used to provide equitable access to and balanced use of land. However communal ownership has increasingly come under threat as more people settle (planned and unplanned) to undertake agriculture. There is on-going expansion of agriculture land by indigenous and local communities (ILCs). The resettling of former, internally-displaced persons (IDPs) is underway without biodiversity consideration. New settlement groups and outsiders manage to 'cut new land.' Land conversion in the Kaabong district for example is high, and without control. Nyangaea-Napere Central Forest Reserve (CFR) is heavily degraded, encroached, grazed and converted to agriculture. Large prison farms have converted land to feed their inmates, but also as businesses (with cheap labour), they have converted land for crops to sell. The government has planned for agricultural expansion - crop cultivation not livestock, of which the latter would do less harm if managed effectively. Infrastructure development includes the planned splitting of Karenga sub-county from Kaabong district to make a new district (Karenga) with its centre planned for Nakidir, which is in the key wildlife corridor that is KCWA.

##### Cattle Grazing and Fire

Grazing by outsider long-horned (Ankole or Zebu) cattle-herders, through the 'cattle corridor' (see map **Annex 5**)

with the use of fire, is a serious problem, as this practice is in direct conflict with the wildlife requirement for natural grassland, savanna and water resources. These long-horn cattle-ranging groups come from as far south as the Ankole districts of Mbarara, and up through to the Kotido and Kitgum districts. They burn ahead of the arrival of their cattle, and claim right of way via 'water source easements.' They burn from January to March, wait two to three weeks and then bring in the cattle. In Kitgum, the migrant cattle-herders converge on the Rom Central Forest Reserve (CFR) and the southern wetland part of KCWA which straddles Kotido and Kitgum districts. These cattle-ranging groups have powerful backing and threaten damage or violence if they are prohibited from grazing. They over-graze and use up water resources until land and water sources are highly degraded and of little use to local herders with the smaller cattle, and of no use for the wildlife. Uganda Wildlife Authority (UWA) (who have an office in Kitgum), and the regional governments lack political will to address this issue. As a result of extensive and persistent burning across the KCL (by inhabitants and local herders as well), the natural vegetation is being replaced by fire-resistant species which are not fodder-friendly for neither wildlife nor livestock. There are strong indications that areas are becoming semi-arid and leading to desertification, especially towards and in the drier Karamoja side.

#### Karenga Community Wildlife Area (KCWA)

Karenga Community Wildlife Area (KCWA) is a wildlife migration corridor between KVNP and the Matheniko and Bokora Wildlife Reserves in the south and, previously at a macro-level, the Murchison Falls National Park in the west. Wildlife moves south following the Kokolio-Lokukulas and Kapeta Rivers to the open plains south of the Rom Mountain CFR. These rivers within KCWA form large seasonal wetlands, marshes, and floodplains downstream. The supply of water has given rise to favorable habitat for wildlife such as elephant, buffalo and the antelope that are water-dependent bulk-feeders.

The African Wildlife Foundation (AWF) prepared a land use plan (2014) for the two sub-counties of Karenga and Lobalangit, which covers about 50% of KCWA. The land use plan indicated that KCWA lacked any management structure or plan, and recommended a need for a KCWA conservation management committee. This indicated the lack of sub-county government representation on the KCWA Board of Trustees (BoT).

#### Wildlife Population Viability

The (Rothschild) giraffe population is in steep decline due to: dry-season browsing of trees by elephant, leaving only mature giraffe males able to reach the remaining higher tree-top vegetation; and predation of giraffe calves by lion. Due to the low number of giraffe, the population is also in-breeding. The elephant population has returned to 1960s levels, but is only concentrated in KVNP during the dry season, and migrates outside this period. Furthermore, recent surveys indicate that 50% of the elephant population spend more time in the KCWA to the south of KVNP. Elephant migrate through the Rom area around four times / year indicating their movements in Kitgum in the west side of the KCL and not just south though Kaabong / KCWA. This indicates a need for raising the protection of the acacia-combretum savanna landscape as well as managing the elephant and lion populations.

#### Wildlife Management and Illegal wildlife hunting

UWA is responsible for all wildlife inside and outside Protected Areas (PAs), however KCWA, due to its differing status and ownership, is under various threats to biodiversity and lacks management prioritized for biodiversity conservation. Under its present gazettelement, it is a wildlife area that includes licensed hunting. The project design was to elevate the status of KCWA to be re-gazetted as a PA – a national park or wildlife reserve.

Human-wildlife conflict areas are largely mapped, with cases most prevalent in Kaabong district. Crop damage is an issue. Elephant deterrents now being used include 'vuvuzela' horns. There is also a human-wildlife issue with livestock and wildlife carrying tsetse fly (which causes sleeping sickness), thus there is a need to control the convergence between wildlife, local livestock, and migrant cattle-herders.

Before the project, the enforcement against illegal wildlife hunting in the KCL was weak. Controlled hunting areas (such as KCWA) were not providing sufficient wildlife and habitat protection. The KCWA is the main wildlife dispersal route, but it is also used as a Uganda Wildlife Authority (UWA) hunting concession, as well as being considered as a traditional hunting ground by the communities within and adjacent to it.

#### Fuel wood / charcoal use and commercial sale

Within the KCL, cooking, in households, institutions (schools, hospitals) and restaurants is with fuelwood on primitive stoves, mostly akin to open fires. In addition, extensive charcoal production takes place in the KCL. The charcoal is for sale in urban areas, with a limited proportion for rural use. Hardwoods, like the shea tree, are

especially popular due to its wood density. Prior to the project, regulations to control tree-cutting were not in place and the community bylaws that existed before the war were being disregarded.

### B. Project Description

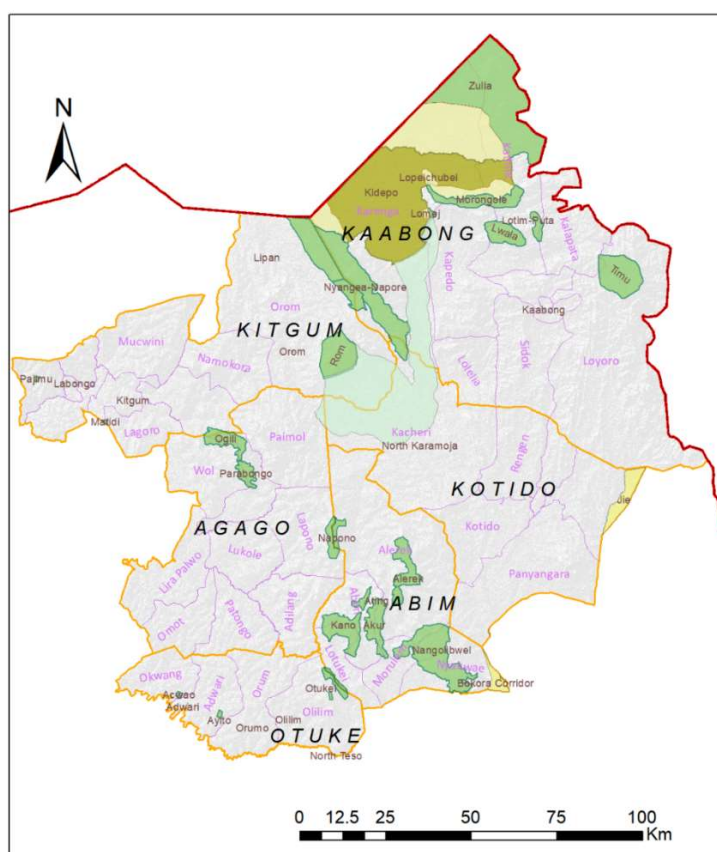
The project objective was: ‘Biodiversity of the Kidepo Critical Landscape in north-eastern Uganda is protected from existing and emerging threats.’ The project was designed with two main components: Strengthening Management Effectiveness of the Kidepo Critical Landscape; and Integrating Protected Area (PA) Management into the Wider Landscape.

### C. Project Location

The project location was in six districts of Kitgum, Agago, Abim, Otuke, Kaabong and Kotido, and the following biodiversity conservation areas within the districts: Kidepo Valley National Park (KVNP), Karenga Community Wildlife Area (KCWA); and six Central Forest Reserves (CFRs) – Nyangea-Nyapora, Rom, Morongole, Lwala, Timu, and Zulia. Together, these areas make up the Kidepo Critical Landscape (KCL)

### D. Project Map

See Map of the KCL in **Annex 11**. A small-size version is presented here.



### E. Project Management

UNDP were the GEF Implementing Agency (IA). The Ministry of Finance, Planning & Economic Development (MoFPED) were the Executing Agency (EA), with the National Environment Management Authority (NEMA) as the designated main Implementing Partner (IP). Other IPs were Uganda Wildlife Authority (UWA), the National Forestry Authority (NFA), and the Uganda Export Promotion Board (UEPB). The project was supported by a NEMA-led Project Management Unit (PMU) which also acted as the secretariat to the Project Board.

### **Purpose and Methodology**

The objective of the Terminal Evaluation (TE) was to gain an independent analysis of the achievement of the project at completion, as well as to assess its sustainability and impact. The report focuses on assessing outcomes and project management. The TE additionally considered accountability and transparency, and provided lessons-learned for future UNDP-GEF projects, in terms of design and implementation. The overall approach and

methodology of the TE followed the guidelines outlined in the UNDP Guidance for Conducting Terminal Evaluations of UNDP-supported GEF-financed Projects (2012). The TE was an evidence-based assessment and relied on feedback from persons who were involved in the design, implementation, and supervision of the project<sup>1</sup>. The TE determined if the project's building blocks (technical, financial, management, legal) were put in place and then, if together these were catalysed sufficiently to make the project successful.

### Evaluation Ratings Summary

GEF-financed UNDP-supported projects of this type require the TE to evaluate implementation according to set parameters and ratings. The result of this TE is presented in Exhibit 2, below. (see **Annex 9** for rating scale):

**Exhibit 2: TE Ratings Summary Table**

1. Monitoring & Evaluation	Rating	2. Implementing Agency (UNDP) & Executing Agency / Partner (NEMA) Execution	Rating
<b>Overall quality of M&amp;E</b>	<b>MU</b>	<b>Overall quality of Implementation / Execution</b>	<b>MU</b>
M&E Design at entry	MS	Quality of UNDP Implementation	MS
M&E Implementation	MU	Quality of Execution – NEMA / UWA / NFA	MU
3. Assessment of Outcomes	Rating	4. Sustainability	Rating
<b>Overall Project Outcome (Objective)</b>	<b>MS</b>	<b>Overall Likelihood of Sustainability</b>	<b>MU</b>
Effectiveness of Outcome 1	MS	Financial resources	MU
Effectiveness of Outcome 2	MS	Socio-economic	MU
Efficiency	MS	Institutional framework & governance	MU
Relevance	Relevant	Environmental	MU
5. Impact	Rating		
<b>Impact</b>	<b>Minimal</b>		

NB: for Sustainability MU indicates Moderately Unlikely

Detailed ratings are tabulated below in **Exhibit 3**. A description of the scales is provided in **Annex 9**

<b>Exhibit 3: Achievement Summary with TE Ratings</b>
Project: Conservation and Sustainable Use of the Threatened Savanna Woodland in the Kidepo Critical Landscape in North Eastern Uganda (GEF Project ID: 4456; UNDP PIMS ID: 4592)
<b>Achievement Description &amp; TE Rating</b>
<b>Outcomes/ Results</b>
<b>Results - Overall Project Objective Achievement - Moderately Satisfactory</b>
<b>Objective:</b> Biodiversity of the Kidepo Critical Landscape (KCL) in North Eastern Uganda is protected from existing and emerging threats. The overall objective indicator was 'Ecological stability of the KCL is improved, biodiversity is less threatened, and habitats secured.' The baseline was 'No landscape ecology approach, with the loss of biodiversity and income', and the target was Karenga Community Wildlife Area (KCWA, 95,600 ha) will have the operational and governance capacity to be gazetted to full National Park status, with the further designation of buffer zones (covering 227,389 ha) to conserve dry-season refugia for wildlife.
The grading at the project objective depends on both the achievement of outcomes according to 'framework logic', and on the objective level indicator(s). There were eight sub-indicators attached to the objective level which were rated as: satisfactory (2); moderately satisfactory (4); and moderately unsatisfactory (2) <sup>2</sup> . The <b>overall TE grading</b> at the Objective level is <b>Moderately Satisfactory</b>
<b>Justification:</b> There were moderate shortcomings. The project achieved a number of its objectives but with two key shortcomings, due in part to the relevance of its actions. Thus, at present, its key overall environmental objective of securing the habitat for wildlife was not met. Whilst the threat of illegal wildlife hunting was met effectively, the emerging threat of land conversion was not, nor was land degradation.
The project design was to improve the governance and operational management of the main wildlife dispersal corridor to the south of Kidepo Valley National Park (KVNPN), which was partly already designated as a Community Wildlife Area called Karenga (KCWA), and the expanded migration corridor which covered larger significant areas within six project districts. Collectively, and with six added Central Forest Reserves (CFRs), this key ecological

<sup>1</sup> Evidence and verification of the findings was based on respondent interviews (usually at least 2-3 sources), cross-referenced against project documentation, field observation and desk study scientific or other published reports.

<sup>2</sup> In this Executive Summary, for report coherence, the discussion of the eight sub-indicators at the objective level is relegated back to the Outcome 1 and 2 level, as most were repeated there.



landscape was referred to as the Kidepo Critical Landscape (KCL).

The two short-comings were that the institutional governance and operational management of KCWA was not improved, nor was the ability to protect and manage the wildlife (migratory) habitat in the six districts, demonstrated on a strategic landscape ecology level. What the project did achieve, allowing for the 'Moderately Satisfactory' grading (and of more modest relevance) was to create a wildlife ranger patrol and community scout presence, mainly within KCWA, and set-up an inter-district coordination forum (IDCF) for improved environmental management within the six districts.

#### Ecological stability

There was no clear arrangement made for the ecological management of KCWA. Whilst Uganda Wildlife Authority (UWA) supported the re-gazettement of KCWA to national park status, local government and communities did not, as this would block 'standard' development planning. Land ownership of KCWA is under the jurisdiction of Kaabong government, and not Uganda Wildlife Authority (UWA), or the KCWA Board of Trustees (BoT). Furthermore, neither Kaabong district nor Karenga sub-county government could provide a clear picture of their links to UWA, the National Forestry Authority (NFA) or the KCWA Board of Trustees (BoT). The KCWA BoT purpose is to operate as the licensee for the hunting concession, and doesn't fit the purpose as a conservation management authority. Thus, there's somewhat of a vacuum between land use planning and biodiversity conservation, with the roles of UWA and local government, in the management of KCWA still needing to be addressed.

### **Effectiveness - Outcome 1 Achievement - Moderately Satisfactory**

#### **Outcome 1: Strengthened management effectiveness of the KCL**

There were four sub-indicators rated as: satisfactory (1); moderately satisfactory (2); and moderately unsatisfactory (1). The **overall grading** is for Outcome 1 was **Moderately Satisfactory**. **Justification:** At the Outcome 1 Level, the project achieved most of its results but with moderate shortcomings, with some of the results having modest relevance. As a result, the project as yet, hadn't achieved some of its key environmental objectives for the Outcome. The main target was 'Increased coverage of protected area (PA) by 95,600 ha and strengthened integrity of buffer zones to conserve dry-season refugia for wildlife (227,389 ha).' The moderate shortcoming was that whilst the management of Karenga Community Wildlife Area (KCWA, 95,600 ha) was put under stronger wildlife conservation measures, it was not put under an improved management or gazettement mechanism. Added to this, the six district governments (227,389 ha), were focused on tree protection and the control of charcoal production, but as yet, were not focused on managing the combined area in terms of wildlife migration. Thus, the relevance of these actions was considered modest.

#### KCWA will have the operational and governance capacity to be re-gazetted to full NP status

Despite the project design to re-gazette the KCWA, the target was removed after the mid-term review, as it was considered unattainable within the project period. However, the project, did not address the institutional management of this area. Furthermore, the approach to wildlife conservation didn't appear unified, with a 'best practice' approach involving local government, falling behind maintaining the status quo of the KCWA (licensed-hunting) Management Board, and the creation of surrounding Community Wildlife Associations based on local parishes and traditional customary land areas.

#### An enforcement system in the PAs with a platform for intelligence gathering / Illegal hunting to decrease

Project funds allowed for 26 more rangers to be trained and employed, mainly out in the communities with a new 4WD vehicle as well as with communications equipment. Community Wildlife Scouts (CWSs) were piloted by the African Wildlife Foundation (AWF) in two -sub-counties in Kaabong. The pilot was expanded by the project with 409 CWSs, trained in locally advocating community wildlife protection, reporting of wildlife crime, and in methods of human-wildlife conflict management. CWS intelligence led to identifying three localized patterns of illegal hunting.

#### Key species in the KCL cluster increase in numbers

The populations of certain species inside KCWA have started to increase (since 2012), which appears to be due to certain carrying capacities inside KVNPA having been reached, and due to reduced hunting pressures inside KCWA. A survey of large mammals (and ostrich) within KVNPA and KCWA was conducted in April 2019. The elephant population in KVNPA is relatively stable, with an expansion into former ranges. Their recorded number was 646 (295 in KVNPA; 351 in KCWA). The buffalo numbers were at 7,501 individuals (6,645 in KVNPA; 856 in KCWA). Other mammals are still very few in number with zebra at 204, giraffe at 42 and eland at 47 individuals. The fact that elephant numbers in the north-east of KCL are at their 1960s level, indicated that the combined area maybe reaching its present elephant carrying capacity. The issue remains one of sustaining outbreeding populations for a number of prominent species, such as giraffe and eland. The survey reiterated the presence of settlements, cultivation, and livestock grazing within KCWA, especially in the sub-counties of Orom (Kitgum) and Kacheri (Kotido), as activities incompatible with wildlife habitat management. It also highlighted the importance of KCWA as a dispersal area for wildlife, both in the dry and wet seasons.

Community wildlife agreements

The project established the Karenga Community Wildlife Association (CWAss), which was formally registered with Kaabong district government. Their purpose is to act as outreach centre for conservation awareness, attract tourists and be beneficiaries from the proceeds of licensed wildlife hunting. The Karenga CWAss is expected to benefit from a project-supported eco-lodge (being constructed).

Business and financing for the Kidepo PA cluster

The primary investment under the business plan is to develop a conservancy based on land use planning. As KCWA already exists, the plan is for a new conservancy to be identified, with the income from tourism and sport hunting. What is not explained is that without a far stronger and sustainable management approach to KCWA, there will not be sufficient wildlife in the future, due to habitat loss, and not illegal hunting. KCWA is the gateway from KVNP to all other wildlife areas. Without a significant rise in wildlife and tourists it is not clear how a new conservancy could operate, except to say that the Karenga Eco-lodge being built by the project is the likely destination for the latter.

The business plan included one community lodge and one cultural centre, although the method of benefit-sharing with the local communities and benefit to wildlife was not established by project end. The Karenga Community Eco-lodge (\$410,000), is under construction via direct contract with UNDP. The eco-lodge belongs to the Karenga CWAss, although the management has yet to be determined. The lodge is expected to be built by February 2020.

**Effectiveness - Outcome 2 Achievement - Moderately Satisfactory****Outcome 2: Integrating PA Management in the Wider Landscape**

The overall grading for Outcome 2 was **Moderately Satisfactory**. There were seven sub-indicators rated as: satisfactory (1); moderately satisfactory (3); and moderately unsatisfactory (3). **Justification:** The project has achieved most of its results but with significant shortcomings, added to which the relevance of some results is considered modest. This leads to the project and its legacy in being unable to achieve some of its key environmental outcomes. In brief, the Inter-district Coordination Forum, as the new mechanism for conservation management, doesn't appear to be fully integrated institutionally. Its guiding basis is the KCL Management Plan which has additional shortcomings in not fully addressing cross-sector collaboration across into the north-eastern districts of Kaabong and Kotido (in omitting any discussion of KCWA and the local government role in this key wildlife area), added to which it lacks a landscape approach to incorporating the work of the NFA in their creation of CFM groups, let alone the Community Wildlife Associations. The latter appear an add-on to the project, with their relevance considered modest. The importance of the IDCF appears appreciated, but it needs much stronger leadership and direction from NEMA in bringing its partners and vision together. Whilst the curtailment of charcoal production was begun, it is its future enforcement especially across communal lands that remains an issue. The extent of shea nut value-addition and the promotion of its production also remains in early stages.

Common habitat conservation approaches / Management plan with zoning / Regulations for critical habitat & wildlife dispersal corridors

The KCL Management Plan was one of the main results of the project. It was signed by NEMA, UWA and NFA as well as by the leaders of the six districts in the KCL. However, the KCL plan excludes any discussion of the KCWA. It establishes the institutional coordination mechanism for biodiversity conservation in the wildlife corridor which is the Inter-district Coordination Forum (IDCF), which is discussed later.

Under the plan's objectives, there are a number of actions which are mostly sound. E.g. mapping the wetland areas and regulating their protection for wildlife. What the plan misses, is how to address a number of root causes of biodiversity damage, which include: land conversion for agriculture, and savanna burning, and land degradation by cattle-corridor herding groups.

The second major output in terms of management planning was expected to be the preparation of plans for at least two of the six Central Forest Reserves (CFRs). Instead two regional forest management plans were prepared to cover these six reserves. Whilst the plan covering five of the six project CFRs in the Karamoja region was prepared (which was named Forest Management Plan for Kaabong CFRs, 2017-26), the other plan which covered the sixth CFR, namely Rom CFR was not updated.

Notably for Nyangea-Napore CFR, which is within the 'Kaabong plan' it states that it is 'poorly maintained with a high loss of its structural integrity, and has a boundary conflict'. This CFR is very long and narrow making protection for biodiversity very difficult. Commendably, the plan indicates a community intervention zone for adjacent parish communities, where the approach is to enhance forestry activities, which include collaborative forest management (CFM), including biodiversity conservation, bee-keeping, community tourism, agroforestry, and tree nurseries. Under the other regional plan (called 'Agoro-Agu plan'), the project was expected to update the management plan of Rom CFR. This would have been useful as it was a high priority, not least due to the extensive community pressure on its' resources and an elephant conflict hotspot in its vicinity. New settlements and prison farming are also present in its

west and south-west areas, therefore exposing the acute need for integrated planning.

In all, NFA produced five collaborative forest management (CFM) agreements for five CFRs covering 11 villages. The CFM agreements were made to address community impact (livestock grazing, resource extraction) on the CFRs and wildlife impact on the communities.

#### Six district governments collaborate on conservation management

An Inter-district Coordination Forum (IDCF) was developed under the project (started in 2018), covering the districts of Kitgum, Agago, Kaabong, Kotido, Abim, and Otuke. The IDCF is sanctioned within the KCL Management Plan, as an MoU which is signed by NEMA, NFA and UWA as well as the six districts. The umbrella group meetings are planned annually, with 1-2 having taken place to date, however once a year is considered insufficient by the TE. Within the IDCF, district-level (sub-) meetings are planned quarterly, however at this level, UWA are not represented. This is a fundamental flaw at present.

Concerning conservation, the TE was given the impression that formally or institutionally, UWA rarely works with the (six) district governments, when there is a clear need for maintaining the ecological integrity of the habitat in this landscape. Within such coordinated conservation management, the IDCF has to date focused on controlling commercial charcoal production from inside four project districts (excluding Kaabong and Kotido), and not on land conversion, which is now identified (based on this evaluation) as the biggest threat to biodiversity conservation in the KCWA and the six districts. Without any minutes of meetings, the TE was unable to further determine the effectiveness of this new institution.

#### District ordinances and sub-county bylaws approved & enforced on the harvest of shea trees

Virtually all rural households and institutions (schools, hospitals), restaurants cook with fuel wood. The main sources of tree loss are illegal land conversion and (illegal) tree felling, which is mostly from the unregulated communal land. The traditional village-elder system of land management was not effective, and prior to the project district and sub-county government enforcement was weak.

The NEMA-supported Environmental Protection Task Force (EPTF) reported to have significantly reduced the commercial producers / carriers of charcoal in Kitgum at least, but the ordinance / bylaws do not stop production for local use. The project indicated that the district ordinances and bylaws have reduced shea tree felling by 25% and charcoal production by 50%, however these figures could not be verified.

Four district ordinances were developed for Abim, Kotido, Kaabong and Kitgum, although all but Abim remain with the Attorney General's office for approval. The district ordinances center on shea and other tree species becoming protected, and for charcoal production to be prohibited for commercial sale outside sub-county boundaries. In addition, four pilot sub-county bylaws were developed (Kitgum - Orom; Kaabong - Karenga; Agago - Lukole; and Otuke - Adwari). They were endorsed by the respective district governments and are now under implementation. Despite a significant number of sub-counties in these districts, only the four mentioned were piloted for these environmental bylaws. Of concern, was that the district regulations don't mention the commercial production and sale of charcoal from communal lands, whilst the bylaws allow for selected tree removal and charcoal production from communal land.

#### Options for sustainable use of shea trees

A survey on shea tree resources and their sustainable use was undertaken, with a view to improve shea nut production / marketing. The shea tree coverage is within the four districts of Kitgum, Agago, Otuke and Abim, but under differing land tenures. Fifty-eight percent (58%) are found within communal land (either 'shifting cultivation' (34%), or grazing areas (24%)), followed by protected area forest reserve (25%), and private farmland (17%). Thus, with shea tree presence mostly within the (open woodland-savanna) communal land, its importance as an area for wildlife management was highlighted.

The project supported shea tree planting and training in management techniques. Forest enrichment planting (26 ha) of shea tree (*Vitellaria paradoxa*) was undertaken in Central Forest Reserves (CFRs) in Otuke and Abim, and within Agago town council land. Young shea nut trees were grafted in four districts in 21 farmer fields (~18ha) in a pilot to reduce their maturity stage. One hundred and five farmers (48% women) received knowledge of grafting techniques. Thus, the project targeted grafting and re-planting of shea as an entry-point to its protection. Farmers mentioned that they are now motivated to retain shea trees on their private land. To note the planting was all on private land or within protected areas, not the wider unmanaged landscape, where its future is under threat. A '20,000 seedling' tree nursery was also established in the Rom CFM village.

#### Shea product market-access for women in Kitgum, Agago, Otuke & Abim

The project supported six 'Shea' CBOs who were tasked with creating local shea women's groups for product development, and training in the use of seven shea nut cold-press machines. The groups were trained in post-harvest techniques, diversification and standardization of shea nut products (e.g. soap, lotion, lip balm). The use of these machines, extended to 28 sub-groups trained and able to use them for primary processing of shea nuts to extract its oil.

The project constructed two shea information centres within Agago and Otuke district government premises. However, plans on how to make the centres operational and utilized by the women's groups were not clear. Four certification standards for differing shea cosmetics were prepared by the Uganda National Bureau of Standards and Uganda Export Promotion Board (UEPB). The East African standard for export of shea products was reviewed. A National Shea Export Strategy was prepared for the period 2019-23.

### Efficiency

#### Efficiency Rating – Moderately Satisfactory

The project brought in a degree of wildlife management, to the wildlife corridor to the south of KVNP in Kaabong district, in terms of: reducing wildlife crime through the development of a patrol and local scout wildlife-crime reporting system; sensitizing the Kaabong district communities (around KCWA) to wildlife conservation via outreach services. In four districts, the project brought in local government legislation to prohibit the felling of shea trees to boost production of shea nut, and limit commercial production of charcoal to reduce degradation of the ecological landscape. The project developed a management plan for the KCL and an institutional mechanism to implement this plan. None of these measures would have been undertaken without the project, thus the (cost) efficiency was rated as **moderately satisfactory**.

The ownership of the project was high, although fragmented in parts, with the key partners tending to work within their own activity remits. The biggest boost was probably provided to UWA in having significant resources to work in the key wildlife dispersal area and learn to engage with communities on wildlife crime, human-wildlife conflict, and support conservation-friendly developments such as the eco-lodge. NFA extended their presence in the Karamoja region in particular having extra project resources to work with communities adjacent to their CFRs.

NEMA's ownership was marked by their involvement on the ground with six district governments. This meant they needed something to deliver and to their credit managed to produce a KCL management plan, and an institutional mechanism for implementation of that plan. They also guided the district governments in landscape conservation (local regulations) and enforcement against illegal activities via strengthening the role of the environmental police in the Acholi region districts.

### Relevance

#### Relevance Rating – Relevant

The project was based on national priorities with the conservation of wildlife and its habitat at the forefront. Thus, the project design and implementation remained relevant, especially with landscape degradation and land conversion becoming more acute. The mainstreaming of the project is yet to be realised in terms of incorporating wildlife conservation into district development planning, or in terms of, if the inter-district co-ordination forum (IDCF) will be effective.

### Implementation - Execution

#### Project Implementation - Overall Rating: Moderately Unsatisfactory

Project Implementation was assessed for the Implementing Agency (UNDP) and the Implementing Partner (NEMA) according to five categories. These were: Coordination & operational matters; Partnership arrangements & stakeholder engagement; Finance & co-finance; M&E systems; and Adaptive management (Work planning, reporting & communications)

#### Coordination & Operational Management

##### Coordination & Operational Management by Implementing Agency (UNDP)

The rating is **Moderately Satisfactory**

The project suffered significant delays from its start in July 2013. The 1<sup>st</sup> Project Board Meeting was held in September 2014, 14 months later. The 1<sup>st</sup> Project Manager (PM) was appointed in July 2014, one year after the project started, and then only worked for three months before resigning. The 2<sup>nd</sup> PM started in November 2014, effectively 16 months after project commencement. Thus, a significant amount of time was lost.

UNDP took financial control during the 1<sup>st</sup> Project Board Meeting (September 2014) establishing that UNDP would reimburse all project partners separately and directly based on approved quarterly plans and invoices. The project was (financially) managed via UNDP procuring goods and services, contracting and monitoring inputs / outputs, with PB endorsement. This made the implementation more akin to 'assisted National Implementation Modality'.

##### Coordination & Operational Management by the Implementing Partner (NEMA)

The rating is **Moderately Unsatisfactory**

Partnership arrangements were insufficiently established between NEMA and UWA and NFA, with MoUs only signed in November 2015. The partnership between the NEMA and UWA was very weak for most of the project period. The

Project Board (PB) was established with the following main members: NEMA (Chair), UWA (Co-chair), NFA, MoFPED, UNDP, and UEPB. Ten PB meeting were held with an obvious pattern that emerged. UWA were absent for five out of the ten meetings and for one meeting with UWA as chair, then NEMA was absent. Thus, in five years NEMA and UWA only sat at the same project board meeting four times. This indicated a lack of partnership between the two agencies. There was also no representation of the six districts on the PB which indicated an oversight. The minutes of the PB meetings indicated a lack of technical detail presented in managing a large project in comparison to the PB mandate.

### **Partnership Arrangements & Stakeholder Engagement**

Project collaboration agreements (MoUs) between NEMA and district governments were made in November 2015. At project close in May 2019, follow-on 5-year agreements were signed with the six district Chief Administrative Officers (CAOs). These handover agreements required the districts to: participate in quarterly IDCF meetings to implement the 'KCL management plan for wildlife dispersal corridors'; enforce laws on the environment and natural resources; report enforcement activities to NEMA; and to identify natural resources hotspots. The Inter-district Coordination Forum (IDCF) was a key institutional mechanism set-up by the project – see results section. Karenga sub-county government was expected to be a key partner in the project, but were found to be somewhat dis-functional, missing or at least very weak.

### **Finance**

NEMA coordinated quarterly planning and budget requests and the invoices of the partners. UNDP reimbursed the partners directly from 2016 onwards. Prior to this there were bureaucratic hurdles in working together. By end of project, \$2,512,403 had been disbursed with a further \$569,390 committed or unaccounted for, leaving a balance of \$881,195 from a total commitment of \$3,962,988. Project vehicles and motorbikes were purchased early in the project in 2014 which was good. Annual audits were undertaken 2015-18 and identified that from July 2017, the project became VAT exempt, but VAT was not recovered. The extent of co-financing was assessed as matching the GEF grant to as satisfactory level.

### **Adaptive management (work planning, reporting & communications)**

#### Work planning

AWPB ('workplans') were approved signed by UNDP and NEMA. There was no AWPB from project start in July - Dec 2013, effectively losing five months implementation time to begin with. The AWPB 2014 was missing. AWPB 2015 and 2016 were not provided to the TE in digital format. The AWP 2017 only ran until June 2017 (signed end July 2017) as the project at the time was due for closure. NEMA's extension request letter to UNDP was only sent in August 2017. As a result, UNDP needed to close project spending until GEF approval was received in October 2017. In effect, this meant there was no new spending for five months. This was less than optimal management by NEMA. A no-cost extension was approved to May 2019. However, as a consequence, of these efforts, a 15-month plan (Oct 2017- Dec 2018 ~ AWPB 2018) was produced, followed by a 5-month plan (Jan-May 2019) to end of project.

#### Reporting

Five UNDP Project Implementation Reviews (PIRs) were produced. UNDP risk and management responses in 2015 included: Inadequate coordination between NEMA and UWA, NFA and the districts; with the response – 'UNDP to hold weekly meetings with NEMA, outlining responsibilities, plus a meeting with the GEF Focal Point.' This was now two years into the 4-year project.

#### Communications

Communication between the project partners was not effective enough, especially in UWA being conciliatory towards the management skills of NEMA who were in charge. Following on post-project, the IDCF has a proposed membership of 29, with only one seat for UWA. At issue is the fact that UWA are responsible for all wildlife management, but have little or no authority for habitat management outside PAs, where the remit lies with NEMA, and district and sub-county government. UWA needs local government help in managing the habitats, especially across the KCWA in Kaabong, Kotido and Kitgum districts.

### **Monitoring & Evaluation**

#### **M&E Systems – Design & Implementation**

##### Overall quality of M&E – Moderately Unsatisfactory

The NEMA method of monitoring appeared *ad hoc* with poor record keeping, with some reports not even dated. The reports varied by type of activity: those prepared by NEMA, focus on the small grant receivers, or enforcement missions based on illegal charcoal production; very occasional reports by UWA (e.g. concerning the Kenya study-tour, eco-lodge sighting or wildlife survey reports; and nearly nothing reported by NFA (or at least provided directly by NFA or via NEMA to the evaluators). There were no annual or cumulative reports, however quarterly reports were prepared. The KCL End of Project Report (May 2019) is a 17-page summarised report only.

##### M&E at Design – Moderately Satisfactory

The M&E systems were mainly ‘reporting-based’ methods, which did not make for a cohesive system of tracking management or progress.

#### **M&E Implementation – Moderately Unsatisfactory**

The MTR (January 2016) was the catalyst for a change in partner attitudes. Originally the project was conceived as two separate projects with UWA in Kidepo, and NEMA in the shea districts. It was then changed to a single project, but UNDP found it difficult to get NEMA and UWA together (note Project Board attendance). The MTR report was rejected by NEMA, UWA and NFA, with UNDP RTA’s requiring that the report’s recommendations be adopted or to cancel the project. The recommendations were to recruit two extra dedicated project staff – one each for NEMA and UWA to be based in the KCL; and to prioritize the eco-lodge and market centres. The one-year gap in PB meetings (2015-16) was due to UNDP taking control of the project at this point, to solve the tension and enforce these changes. The project’s exit strategy was fair. NEMA developed handover MoUs with the six districts. An IDCF was also established, although how it will function in the future is not clear, nor is UWA’s needed and key involvement within this structure, especially at the sub-forum district level.

#### **Sustainability**

**Sustainability:** According to the four GEF risk categories (financial, socio-economic, institutional & governance and environmental), present status, and towards the future is assessed.

#### **Overall Rating: Moderately Unlikely**

The premise for wildlife conservation is that, not only has the wildlife intrinsic biodiversity value, and in some cases, added protected area and protected species status, but that the wildlife also has an economic value in terms of tourism. This is undoubtedly true with tourist numbers again increasing in the now stable Karamoja region, however the area of habitat needed, for the wildlife in large enough numbers (herds and locations), is not yet secured, meaning the tourist numbers won’t rise sufficiently to make wildlife conservation economically viable for the communities in the region.

The shea tree premise is that the shea nuts together with their value to wildlife habitat, is much greater than their one-off felling and sawing up for charcoal. This is beginning to be realized. Development of the shea value chain is presented within the 3<sup>rd</sup> National Development Plan (NDP) which gives it a significant step-up for the future.

#### **Financial Risks to Sustainability – Moderately Unlikely**

At present, the financial resources to bring the KCWA and key wildlife migration areas under effective management are not there. What is also not there, which is equally important is any agreed approach to effective conservation management (see institutional governance.) The budget for implementing the KCL management plan needs to be entered into the 3<sup>rd</sup> NDP, but it is unclear if NEMA will canvas for this or not. Under the project, NEMA employed one person to be based in the KCL, however that position has already been ended, which is worrying.

Four standards for shea products were developed under the project, so that products can be certified. A shea nut-processing standard was also drafted. For the future development of the shea women’s groups, it is hoped that they register themselves as local cooperatives in order to: develop bargaining power for product sales; gather market information and utilize the two new market centres; and to enhance their products from primary processing. An unintended result of the project was the setting-up of shea-based village saving and lending schemes in Kitgum, which again shows shea’s expected rise in value at grass-roots level.

#### **Socio-Economic Risks to Sustainability - Moderately Unlikely**

The government, in a bid to bring Karamoja to the same level of development as the other parts of the country, has created a separate ministry (Ministry of Karamoja) to spearhead development activities in the sub-region. This ministry with financial support from several development partners is coordinating activities including agriculture and livestock development, health and education among others. The important point is that ‘standard development’ of infrastructure and agriculture is not in the main, suitable for the wildlife conservation in Kaabong and northern Kotido. This is why the KCL plan was timely and why it now needs to be adopted and funded at central government levels.

#### **Institutional Framework & Governance Risks to Sustainability – Moderately Unlikely**

The interest, drive and technical conservation skills of NEMA in coordinating and supporting the IDCF in the future is unknown, as is the involvement of UWA in this institutional structure. Concerning governance, NEMA’s approach was to work with district government, but it didn’t engage in the ‘unregistered land conversion’ debate, nor did it engage in the KCWA management debate. UWA didn’t appear to allow any debate on the management of KCWA, and went off in a tangent with its proposed ‘14’ CWAss, but with financial resources to support one, maybe two only. UWA indicated that there should be a management plan for KCWA within three years, however, the project’s business plan does not include this action in any form.

NFA did not engage in a landscape approach or ‘bring into play’ areas adjacent to CFRs as wildlife-friendly intervention zones for example. NFA demonstrated collaborative forest management (CFM) in five villages. In some cases, there



are many villages around a CFR, such as Nyangea-Napore, where it is in a critical location for wildlife migration and as forest habitat. New management plans (as foreseen in the project design) for Nyangea and Rom alone, would have had significant benefits.

Regarding wildlife crime and security, an issue is how post-project, the extra UWA rangers and wildlife scouting system will be supported. A few scouts have joined the UWA ranger force. AWF and Caritas are partly taking up the mantle for the next 2-3 years at least. AWF are now going to train with UWA on a landscape scale in five districts, with a more rapid response team. AWF are presently preparing a new 7-year 'resilience' project (USAID). Advance Africa and Caritas are reviewing their programmes in the area.

Ownership, financing and implementation of the project plans (for the KCL management and the investment plans) are unknown. If they are left to the districts, the landscape ecology approach will be lost. The five districts (except Kaabong) don't appear to work closely with UWA. The profit-share from UWA-licensed hunting only reaches Kaabong. The CWA set-up is unclear and doesn't appear representative of communities, or based on wildlife management principles, but rather geared to gaining profits from more sport-hunting. This approach won't work without stopping the loss of wildlife habitat. This is where district government needs to be involved and UWA to understand this. The capacity of the MoLG and their natural resource officers at district level is low. There isn't an EPTF in Karamoja region, only territorial police in the districts. The project didn't create a system to cover this.

#### **Environmental Risks to Sustainability - Moderately Unlikely**

Plans are advanced to make Karenga as a district itself, splitting from Kaabong. This will require a new district town to be built which is likely to be in the middle of the KCWA. This will damage the KCWA wildlife corridor which is widely used by migrating mammals.

The district ordinances aim to protect a number of species not just shea, however as the whole country is so fuelwood and charcoal-dependent, it is difficult to see how the regulations will be enforced, let alone coordinated across the KCL and its wildlife corridor

UWA conducted two aerial surveys of KVNP and KCWA wildlife. These surveys are beginning to increase the understanding of the large mammal populations, which will aid improved conservation management. Added to this wildlife-crime (meaning crime against wildlife, not that the animals are criminals) and human-wildlife conflict intelligence has been vastly improved under the project. However, if these actions are not continued in the future, then the project gains in conservation management won't be sustained. For 2019-20, UWA have committed to continue supporting the CWSs. A new Uganda Wildlife Act (2019) has just been passed, which provides compensation for damage (to people and crops) by wildlife. This will further endear communities towards wildlife as opposed to killing it.

UWA need stronger support from their line ministry for Tourism, Wildlife and Antiquities, especially in demonstrating the benefit of increased wildlife numbers being needed to increase tourism for increased national revenue, and for this message to get across to other ministries, such as the new one for Karamoja and the Ministry of Local Government.

#### **Impact**

Impact: According to the three GEF categories (Significant, Minimal or Negligible), present status and towards the future. The overall rating for impact is **Minimal**. Conservation management at the landscape ecology level remains low.

#### **Reduction in stress on ecological systems**

The stress on the KCL ecological system has increased for a number of reasons. Habitat has been reduced due to increasing people population, land conversion, increased local livestock numbers, continued long-horn cattle ranging, and continued use of trees for fuelwood and charcoal production. The project would argue that charcoal production has been reduced in 1-2 districts (Kitgum and Ouke), however, the regulations still permit local production within communal land and the transport of (Toyota) pickup-sized loads to urban centres. The high dependency on both fuelwood and charcoal remains. The project has been successful in reducing wildlife crime which is leading to greater wildlife numbers, however they are becoming ever marginalized due to a reduction in habitat and the integrity of that habitat (i.e. degradation). Elephant is considered to have reached its carrying capacity.

#### **Regulatory & policy changes at national and local levels**

Under the Land Act (amended 2010), the MLHUD since 2013, has had a computerized system for registration and certification of communal land, which has started to have an impact. At least two key sub-counties (Karenga and Lobalangit) have formed communal land associations, and were surveyed in 2018 by MLHUD, with customary ownership certificates beginning to be issued. There is also donor support for the registration of communal land across Kaabong and Kotido. This is a means to stabilize land use, which should include within these customary lands, areas protected for their natural heritage. This is a major entry point for donors and UWA in the future.

Four district environmental ordinances were developed to limit tree felling, landscape burning and commercial charcoal production, with one having been made into law so far. Four sub-counties were piloted to produce bylaws that mirror the district ordinances. The project then made some attempt to enforce these sub-county laws by strengthening the role of the environmental protection police in three of them.

The National Environment Act (Cap 153) and the Wildlife Act (2019) were reviewed and ascended to by the President during the project. The Wildlife Act (2019) recognizes wildlife damage with compensation to be paid. This should increase benevolence towards wildlife.

### **Catalytic Effect**

#### Scaling-up and Replication (outside of the project)

CWSs are set to expand in to Lipan sub-county (Kitgum) which lies to the west side of Nyangea-Napore CFR to the north of Orom sub-county. CWSs are also to be established by UWA in Lamwo and Pader districts (to the west of Kitgum and Agago) where traditional hunting persists. CFM agreements by NFA are proposed to expand under the KCL wildlife dispersal corridors plan

Enrichment planting of shea tree seedlings in 222 ha of CFR land, is being undertaken by NEMA, NFA, Otuke DLG and Ngetta ZARDI (in Lira) under NARO. There is an initiative by GIZ to bring together shea nut producers into regional cooperatives

#### Demonstration

As an overall demonstration of using landscape ecology as a trusted approach to biodiversity conservation, the project has not quite worked. The important seasonal wetlands in northern Kacheri (north Kotido) and south-eastern Orom (Kitgum) sub-counties, where the wildlife migrate to, and where the southern half of the KCWA is designated, were not singled out for any management actions, either during the project or in the KCL management plan.

The project was insufficiently joined up in terms of institutional collaboration. The project created an IDCF, however UWA appear very peripheral to the set-up.

What worked better as localized demonstrations were the: creation of shea women's groups and raising the profile of this important tree in the KCL – as an income source and therefore the need to protect – which in turn supports wildlife habitat maintenance; the piloting of CFM in villages adjacent to CFRs; and the outreach activities of UWA with their new CWS system.

#### New techniques /approaches

New technologies included the primary processing machines to cold-press shea nut to shea oil. New approaches included the CWSs in the communities. The new approach of the IDCF is considered important, but as yet unproven.

## **Conclusions**

Uganda is a signatory to the UN Convention on Biological Diversity (CBD), which promotes the protection of ecosystems, natural habitats and the maintenance of viable populations of species in natural surroundings. It is known that KVNP alone is not a viable area for the large mammal (mainly ungulate) species present, especially in terms of sufficient all-year habitat and for out-breeding populations of certain species. It needs to be augmented by Karenga Community Wildlife Area (KCWA) and the fuller wildlife migration and dispersal area with the KCL (see dispersal map in **Annex 5**).

Once a conservation area has been legally established, which KCWA is, then an integrated conservation and development (ICD) model often used to be applied. The preferred approach these days is collaborative management (co-management) of biodiversity conservation areas, which aims to bring and share management responsibility with the local communities and their local governments. This has not really happened yet in the KCWA. Rather piecemeal approaches are underway, such as the CWSs and the establishment of the Karenga Community Wildlife Association. The exclusion of local government from the (co-) management of KCWA is thus a major oversight by UWA, with at least a section within UWA intent on keeping this status quo.

The problem is that the main threat is land conversion which is not being addressed under the present UWA approach. In 10-15 years maybe 30-40% of present habitat will be lost, especially with Karenga being developed into a new district. Another threat is the increase in cattle which again is not under the remit of UWA, but rather local government as is concerns the management of natural resources. Thirdly vegetation burning which is degrading the habitats, is uncontrolled and needs to be addressed by local government.

KCWA covers several sub-counties across three districts which adds to its management challenge, especially when local government are not coordinated for conservation of this area, and traditionally UWA's work with them has been limited. The KCWA Board of Trustee's (BoT) purpose is to maximize revenue from sport-hunting. KCWA lacks any management plan or active management team, or even committee that is representative of the local government offices with the responsibility for land tenure and natural resources management. There is a need



for donors / NGOs such as the Uganda Land Alliance (ULA) to work in the area, to support land use planning and land Allocation (LUPLA) together with MLHUD. There is a need for NEMA / NFA to look at the KCWA and assess its importance as a national wetland area<sup>3</sup>.

Tourism is needed as the approach to raise sufficient revenue to make wildlife conservation more attractive than other land uses to local government and local indigenous and local communities (ILCs). This also means that such revenues are transparent and shared in an equitable way. For the KVNP / KCWA and its surrounds under UWA management, this is far from the case at present.

Communities need to become integral to the conservation management of KCWA. At present, they get very limited in-kind benefits. This does not empower them effectively for collaborative conservation management. The 'benefits' they get can be equated with 'welfare' payments, thus it is highly likely that land conversion within the wildlife corridor will continue. Involving communities in conservation should include wildlife monitoring, not just human-wildlife conflict reporting. District and sub-county governments need to take responsibility for land conversion, as this aspect of conservation management is 'conspicuous by its absence', especially by Kaabong district government.

In 2018, Uganda began a review of its National Policy for the Conservation of Wetlands and Management of Wetland Resources, with the Ministry of Water and Environment (MWE) as the lead. This is an opportunity (for NEMA and NFA) to re-assess part of the KCL from a landscape ecology and habitat prospective. In particular, to re-assess the seasonal wetlands in the Kacheri – Orom area, for gazettement as protected wetland estate. The KCWA was established as a hunting concession, but is not fit for purpose for wildlife (habitat) protection. UWA wish for full protected area status of KCWA<sup>4</sup>. The opportunity is there to supersede the inflexibility of the KCWA trustee board and local government / village leaders, by raising the profile of this all-important wetland through a national level consultation, with a view to it becoming protected wetland, especially in its southern part.

## Recommendations

### Exhibit 4: Key Recommendations Table (with responsible entity)

1. The seasonal wetlands in the Kacheri – Orom sub-counties in Kotido and Kitgum ('boot-shaped area of KCWA) should be proposed as national wetland estate, under the national review of wetlands [NEMA / NFA to propose to MWE]
2. The land conversion with the Nyangea-Napere CFR needs to be addressed through land use planning and land allocation (LUPLA) with natural heritage areas (i.e. wildlife corridors) agreed as part of customary land use certificates issued by the Ministry of Lands, Housing & Urban Development (MLHUD), and the strict enforcement by three district governments. [NEMA as holders of the KCL plan which includes land demarcation, together with MLHUD and the district government of Kaabong, Kitgum and Kotido, with an NGO – Uganda Land Alliance]
3. NEMA to include Inter-district Coordination Forum (IDCF) funding in its planning and budgeting cycle and to lead quarterly meetings [NEMA with MoFPED]. UWA to engage effectively with this new institutional set-up, by UWA mandating its attendance within its polices. [UWA]
4. KCL management plan funding should be secured and its implementation part of NEMA's strategic plan; and NEMA staff member should be designated to deliver the plan [NEMA, with MoFPED]
5. To ensure that legal establishment of the Karenga eco-lodge benefit-sharing mode [UNDP with UWA]
6. UEPB to continue to work with the shea women's groups in supporting primary processing, product development and market information and linkage. The two information centres need to be utilized in training the shea women's groups in the production of shea nut and its products to standard. [UEPB]

Full report:

<sup>3</sup> Another option, due to the population presence within KCWA, could be to re-gazette it as an UNESCO Man & Biosphere (MAB) Reserve, in the same style as Mount Elgon and Queen Elizabeth National Park

<sup>4</sup> The conclusions of the UWA survey (2019) were that: 'KCWA has a significant wildlife population that needs better protection which means it should be upgraded to Wildlife Reserve or National Park status. KCWA has human activities taking place that are not compatible with wildlife management. Notable is the large-scale cultivation by prisons and local communities, settlements and grazing of livestock. These activities degrade the wildlife habitat.'

## 1. INTRODUCTION

### 1.1. The project

This UNDP-supported GEF-financed project was titled ‘Conservation and Sustainable Use of the Threatened Savanna Woodland in the Kidepo Critical Landscape (KCL) in North Eastern Uganda (PIMS 4592)’. The project was implemented in Karenga Community Wildlife Area (KCWA) and six north-eastern adjoining districts of Kaabong, Kitgum, Agago, Abim, Otuke, and Kotido. The project started in July 2013 and ended in May 2019, including a 22-month extension. The 4-year project was under National Implementation Modality (NIM) with the Ministry of Finance Planning & Economic Development (MFPED) as the Executing Agency, and the National Environment Management Authority (NEMA) as the Implementing Partner. The project’s main other partners / responsible parties were: Uganda Wildlife Authority (UWA), the National Forest Authority (NFA), and the district governments of Kaabong, Kitgum, Agago, Abim, Otuke, and Kotido (in the Karamoja Range). A Project Management Unit (PMU) was established and located within NEMA.

### 1.2. Purpose of the evaluation and report structure

#### Purpose & Structure

This is the Terminal Evaluation (TE) of the project. The objective of the TE was to gain an independent analysis of the achievement of the project at completion, as well as to assess its sustainability and impact. The report focuses on assessing outcomes and project management. The TE additionally considered accountability and transparency, and provided lessons-learned for future UNDP-supported GEF-financed projects, in terms of selection, design and implementation.

This report is in six sections - introduction, description, findings, sustainability, impact and conclusions / recommendations. The UNDP-GEF rating scales are described in section 1.5. The findings (section 3) are additionally divided into strategy and design, implementation and management, and results.

### 1.3. Scope and Methodology

#### Approach

The overall approach and methodology of the evaluation followed the guidelines outlined in the UNDP Guidance for Conducting Terminal Evaluations of UNDP-supported GEF-financed Projects (2012). The TE was an evidence-based assessment and relied on feedback from persons who were involved in the design, implementation, and supervision of the project. The TE team reviewed available documents (**Annex 7**), conducted field visits and held interviews. The international consultant was the team leader and responsible for quality assurance and consolidation of the findings of the evaluation, and provided the TE report. The field mission took place from 10<sup>th</sup> - 24<sup>th</sup> July 2019, according to the itinerary compiled in **Annex 11**. The agreed upon agenda included a UNDP briefing on 12<sup>th</sup> July and a stakeholder workshop on 24<sup>th</sup> July. There were no distinct security issues which affected the TE. Usual precautions were undertaken, with a 4WD vehicle provided for the field travel.

#### Methods

The TE determined if the project’s building blocks (technical, financial, management, legal) were put in place and then, if together these were catalysed sufficiently to make the project successful. The TE method was to utilise a ‘multi-level mixed evaluation’, which is useful when evaluating delivery of a new service or approach, being piloted by state institutions. The method allowed for cross-referencing and is suitable for finding insights which are sensitive and informative. The rating scales are provided in **Annex 9**. Pro-forma questions on key themes such as those provided by the UNDP GEF guideline were updated by the TE (**Annex 14**).

#### Main partners and Stakeholder feedback

The TE interacted with the PMU Project Manager, the UNDP Country Office as well as with project-associated staff in NEMA, UWA, the NFA, the local government staff in the six project districts and community leaders. The TE also visited the project regions to interact with local administrators, technical staff and beneficiaries. Gaining a representative view from local stakeholders was limited by time. Additional telephone / email interviews with the stakeholders were arranged as necessary. **Annex 6** provides a list of people that the TE met and **Annex 10** is the mission schedule. NEMA and UNDP were also unable to provide the TE with a number of requested documents which has limited the depth of this TE (see **Annex 5**), as did the inability of a few local partners connected with the

KCWA to meet with the TE. Field time was also reduced by 3-4 days by UNDP due to inefficient planning.

## Ethics

The review was conducted in accordance with the UNEG Ethical Guidelines for Evaluators, and the reviewer has signed the Evaluation Consultant Code of Conduct Agreement form (**Annex 15**). In particular, the TE team ensures the anonymity and confidentiality of individuals who were interviewed and surveyed. In respect to the UN Declaration of Human Rights, results are presented in a manner that clearly respects stakeholders' dignity and self-worth.

## 2. PROJECT DESCRIPTION

### 2.1. Development Context

The GEF Focal Area (FA) Biodiversity objective:

- Objective - BD1: Improve Sustainability of Protected Area Systems; Outcome 1.1 Improved management effectiveness of existing and new protected areas; Expected FA Outputs - Increased coverage of threatened ecosystems and threatened species, and New protected areas (number) and coverage (ha) of unprotected ecosystems

Sector-wide linkage with the International Community

- Convention on Biological Diversity (CBD, 1992) Uganda became a signatory to CBD in 1993, which in Article 8, obliges member states to: Establish a system of protected areas; Develop guidelines for the selection, establishment and management of protected areas (PAs); Promote the protection of ecosystems, natural habitats and the maintenance of viable populations of species in natural surroundings
- The project contributes towards the 2016 Sustainable Development Goals (SDGs)<sup>5</sup> and their targets<sup>6</sup> in particular Goal 12. SDG target 12.2 is 'by 2030, achieve the sustainable management and efficient use of natural resources'

Project linkage to National Planning (Policy & Regulatory)

- The Constitution (1995) - Article 237 vests land in the citizens and commits the government to protect natural resources such as land, water, wetlands, minerals, fauna and flora on behalf of the people.
- Vision 2040 - Sustainable development through preservation of natural resources such as forests and wetlands. The strategy provides for refocusing on forestry and wildlife conservation to respond to current realities in the sector.
- National Wetlands Policy (1995) – Recognizes wetlands as a major habitat for wildlife and plant resources. Goal 5 of this policy promotes the recognition and integration of wetland functions in resource management and economic development decision making with regard to forestry, agriculture, fisheries, wildlife and sound environmental management.
- National Agriculture Policy (2003) - Advocates for sound environmental management through promotion of land use practices that conserve and enhance land productivity. It recognizes land as a natural resource for agriculture, and emphasizes the implications of land on biodiversity conservation.
- Wildlife Policy (2014) - Emphasizes community participation in management decisions and activities that relate to the management and utilization of wildlife within protected areas, providing for private sector to participate in management and sustainable utilization of wildlife resources by the granting of wildlife use rights - a new concept in Ugandan law.
- National Biodiversity Strategy & Action Plan II (2015-25) - For conservation and sustainable use of biodiversity: it sets priorities; provides guidance for legal, policy and institutional reforms; enhances planning; and guides investment and capacity building
- Local Governments Act, Cap 243 (2000) - Introduces a decentralized system of governance and devolves powers and services to local governments in line with the Constitution so as to ensure good governance and democratic participation in, and control of, decision making by the people in respect to natural resources management

<sup>5</sup> Report of the Inter-Agency & Expert Group on SDG Indicators (E/CN.3/2016/2/Rev.1), Annex IV, Final list of proposed SDG indicators <https://sustainabledevelopment.un.org/content/documents/11803Official-List-of-Proposed-SDG-Indicators.pdf>

<sup>6</sup> The project was designed to contribute towards attainment of Millennium Development Goal No 7. MDG 7 was for achieving environmental sustainability - the indicators for which include the coverage of PAs. MDG 7 corresponds with SDG target 12.2

- Prohibition of Burning of Grass Act, Cap 33 (as amended, 2000) - Prohibits the unauthorized burning of grass except in accordance with the Act. Enforcement measures are given to the Sub county Chief who may in writing after consultation with a Veterinary or Agriculture Officer; authorize controlled burning of grass for a specific purpose.
- Wildlife Act Cap 200 (2000)) - The management of wildlife and protected areas is guided by this Act e.g. 'A National Park shall be an area of importance for wildlife conservation and management'. The Act authorizes UWA to assume responsibility for wildlife management in Uganda, both inside and outside its protected areas. Under the Act, a Board of Trustees is appointed by the Minister responsible for wildlife as the governing body of UWA. Section 13 of the Act requires the Executive Director to prepare a management plan for each PA. The Act provides the ownership of the area outside national parks to be private with the communities, but activities done in the area should be those compatible with wildlife conservation. Tourism for instance is one such activity that can be promoted.
- Tourism Policy (2003) - Recognizes that in the 1960's Uganda was a key tourist destination in Eastern Africa and was therefore a major economic sector. Unfortunately, the turmoil of the 1970's and 1980's drastically reduced wildlife numbers and tourism revenue. It recognizes UWA's role towards tourism becomes a vehicle for national development. This is in managing and developing the resource base. The policy further emphasizes the need to facilitate the flow of tourists within the region and promotion of East Africa as a single tourist destination.
- Forestry and Tree Planting Act (2003) - Provides for the conservation, sustainable management and development of forests, and the promotion of tree planting for the benefit of people. It classifies forests as central forest reserves, local forest reserves, community forests and forests forming part of a wildlife conservation area declared under the Uganda Wildlife Statute, 1996. The Act recognizes various stakeholders in the management of forest reserves, which should be guided by the Management Plan prepared by the responsible body. The Act aims that forests and trees are conserved and managed in a manner that safeguards forest biological diversity and the environmental benefits for now and the future.
- Uganda Wildlife Act (2019) provides for stronger protection of wildlife through severe punishment for illegal hunting and wildlife crime. The Act has provisions for: community participation in wildlife management in areas outside gazetted wildlife conservation areas, through the establishment of community wildlife committees; wildlife protection on private land; and for compensation due to wildlife damage to life or property outside PAs.
- The Land Act, Cap 227 (1998, amended 2010) – Sections 44 and 45 - Land users are restricted to use the land in an environmentally sustainable manner, which includes a requirement to conform to the forestry laws and other applicable laws. The use of land shall conform to the provisions of the Town & Country Planning Act and any other law. This implies that use of land should conform to the Uganda Wildlife Act (Section 18) which requires that individuals with property rights to the land (e.g. in the KCWA) may carry out activities for the sustainable management and utilization of wildlife if the activities do not adversely affect wildlife.

#### Linkage to donor-projects

- UNDP Small Grants Programme called F-Sure is active in the six Karamoja districts. \$20,000 grants are available for projects that address land degradation, and biodiversity loss (2019)
- MLHUD / Oxfam / Participatory Ecological Land Use Management Uganda in the KCL support customary land tenure (2017). The focus is on land rights especially for the poorer members of the society in northern Uganda. The project also works on protecting rights of customary land owners
- UNDP Green Charcoal Project (in prep after initial study re. charcoal use) – Designed to improve data collection and enforcement of regulations governing the biomass energy sector; to disseminate appropriate technologies (e.g. kilns) for sustainable charcoal production in four districts; and strengthen forest and land management with best practices and the establishment of woodlots.
- FAO UNDP 'Fostering Sustainability and Resilience for Food Security in Karamoja Sub region' (Karenga, Kotido, Moroto and Nakapiripirit). The project is to improve food security and increase land area under integrated natural resources management, more productive for the Karamoja landscape. Formulation mentions lessons for KCL project
- EU Karamoja Livelihood Improvement Programme (KALIP) aims to promote community development in the Karamoja region as an incentive to peace. Implemented by the Office of the Prime Minister through the districts under NUSAF II.

## 2.2. Problems that the Project Sought to Address

At project formulation (~2012), the following threats were ranked (low, medium, high), whereas the TE, based on new information mainly arising out the project, has reassessed these:

Problem	Threat level before (2012)	Threat level now (2019)	TE comment
Agriculture expansion / encroachment	low / high	high	Considered as land conversion
Livestock grazing / cattle herders	-	high	Includes cattle corridor groups
Uncontrolled burning / fire	high	high	Rampant by outsiders and locals
Infrastructure development	low	medium	Uncontrolled, especially in Kaabong
Tree felling for fuelwood & charcoal	high	high	Evidence of long-term control needed
Collection of non-timber forest resources	low	high	All CFRs are heavily re-graded
Illegal wildlife hunting	high	medium	Reduced now due to UWA's improved enforcement
Human-wildlife conflict	low	medium	Reduced partly due to better scare techniques
Wildlife disease	medium	medium	Tsetse fly transmission - long-horn cattle to wildlife and / or people
Climate change	high	low	Will rise due to burning

The assessment of how and why these threats have changed is presented in Chapter 3 – Findings.

## 2.3. Project Description and Strategy

The objective is: 'Biodiversity of the Kidepo Critical Landscape in North Eastern Uganda is protected from existing and emerging threats.' The project was designed with two main components: Strengthening Management Effectiveness of the Kidepo Critical Landscape PA Cluster; and Integrating PA Management in the Wider Landscape.

### Project Location

The project location is the six districts of Kitgum, Agago, Abim, Otuke, Kaabong and Kotido and the following biodiversity conservation areas:

PAs in the Kidepo Critical Landscape	Area (ha)	Ecoregion
Kidepo Valley National Park	144,475	East Sudanian Savanna / Northern Acacia - Commiphora bushlands and thickets KVNP - The only International Bird Area located entirely within the Somali-Masai biome
Karenga Community Wildlife Management Area*	95,600	
Zulia Central Forest Reserve	102,893	
Rom Central Forest Reserve	10,904	
Lwala Central Forest Reserve	5,884	
Morongole Central Forest Reserve	15,063	
Timu Central Forest Reserve	11,751	
Nyangea-Nyapore Central Forest Reserve	41,741	

\* The PIF includes KCWA, although strictly speaking under Uganda law, it is a wildlife management area not a PA; Part of Zulia CFR lies within KVNP, thus double counting of the PA estate should not be done.

### Project Area Map

See **Annex 11**

### Project Timing & Milestones

The project timing was from July 2013 until May 2019. The project document does not mention milestones or benchmarks.

### Comparative Advantage

UNDP had a comparative advantage of capacity building, provision of technical support in the design and implementation of the project. UNDP also had an advantage working with government especially in strengthening institutional, policy and legislative mechanisms, in undertaking risk assessments, in mainstreaming biodiversity conservation into development planning and harnessing best practices across the thematic area.

## 2.4. Implementation Arrangements

## Project Management Structure

The project was steered by a Project Board (PB), chaired by the Executive Director, NEMA. The project established a Project Implementation Unit (PMU) with two staff, a Project Manager, and assistant.

## 2.5 Key Partners & Stakeholders

A full description of stakeholders – those who are responsible for implementation of the project and those associated with the project – is provided as **Annex 8**.

## 3. FINDINGS

### 3.1. Project Strategy

#### 3.1.1 Project Issues in 2019

##### Kidepo Critical Landscape (KCL)

Kidepo Critical Landscape (KCL)<sup>7</sup> encompasses Kidepo Valley National Park (KVNP), six main (project) Central Forest Reserves (CFRs), Karenga Community Wildlife Area (KCWA), and six districts to the south of KVNP. Protected Areas (PAs) such as KVNP and the CFRs do not permit extractive use of biodiversity. KCWA however is not a protected area, but rather a ‘wildlife management area’ that is gazetted for sustainable use of biodiversity.

The KCL population has doubled in 20 years from 444,679 persons in 1991 to 994,337 persons in 2014<sup>8</sup>. Almost 10% (89,000, 2002 census) live in the four sub-counties adjacent to KVNP in Kaabong (Kalapata, Kawalakol, Kamion, and Karenga.) Prior to the project, the KCL local governments and communities were not sensitized to the benefits of biodiversity in relation to tourism, medicinal value, food and income. The KCL contains valuable plant species such as shea nut, gum arabic, desert date and aloe. The communities cut trees for fuelwood, charcoal and construction<sup>9</sup>.

##### Land Conversion, Tenure and Management

Land conversion is a major impediment to wildlife migration and needs to be addressed. The customary land tenure system is communal and informally ‘administered’ by council of elders on its allocation and use. This arrangement used to provide equitable access to and balanced use of land. However communal ownership has increasingly come under threat as more people settle to undertake agriculture. Land conversion in the Kaabong district for example is high, and without control. One of the six CFRs is the Nyangea-Napore CFR. It is heavily degraded, encroached, grazed and converted to agriculture<sup>10</sup>. Large prison farms in the area also convert land to feed their inmates, but also act as businesses (with cheap labour) convert land for crops to sell. The government has planned for agricultural expansion - crop cultivation not livestock, of which the latter would do less harm if managed effectively<sup>11</sup>. Infrastructure development includes the (planned) splitting of Karenga sub-county from Kaabong district to make a new district (Karenga) with its centre planned for Nakidir, in the key wildlife corridor that is KCWA. This land conversion is a major impediment to wildlife migration and needs to be addressed.

There are unclear boundaries between the Kaabong sub-counties of Karenga, Lobalangit, Kapedo, Kawalakol, Lolelia and the districts of Kitgum, and Kotido<sup>12</sup>. This is resulting in insecurity and land conflict which is affecting investment and development in the area. There remain issues of localised inter-tribal conflict of land use,

<sup>7</sup> The Kidepo PA cluster was a term used by the project, but it is a sub-set of the KCL and would technically exclude the KCWA, the 6 project districts and probably all local forest reserves, thus bearing in mind the landscape ecology approach, this ‘PA cluster’ term is not preferred or used in this report

<sup>8</sup> As cited in KCL Management Plan, p22 – from statistical census data

<sup>9</sup> Shea trees in Otuke and Agago for example are now under better protection, following community sensitization and regulation, however the general statement remains correct

<sup>10</sup> Source NFA Sectoral Management Plan. The Nyangea-Napore mountain ranges is a major part of the Zulia water catchment for the greater Achwa system; the area drains through the Kokolio, Lokukulas, and Kapeta Rivers into the Agago system into the Achwa River. The northern part of the Nyangea-Napore ranges drain via Loyoro, Lorupei & Namamkweny rivers into the Narus River which is major tributary to the Kidepo River.

<sup>11</sup> The government want maize and sorghum cropping in Karamoja, not wildlife or livestock. There was no investment in the KCL before 2006 due to civil war and insurgency

<sup>12</sup> Disputed boundaries include: Lobalangit / Kaabong boundary with Kitgum, the Karenga / Kawalakol boundary especially at Nataba and the Karenga / Lobalangit boundary with Kapedo sub-county. (source AWF Land Use Plan for Karenga & Lobalangit sub-counties)

especially grazing areas. However, areas regarded as of cultural importance (shrines) have been preserved but with surrounding areas bare and susceptible to erosion and fires, which are deliberately set.

### Cattle Grazing and Fire

Grazing by outsider long-horned (Ankole and Zebu) cattle herders with the use of fire<sup>13</sup> is a serious problem, as this action is in direct conflict with the wildlife need for the natural grassland savanna and water resources<sup>14</sup>. These cattle herding groups come from the south of the cattle corridor and up through to Kotido and Kitgum districts, and converge on the south of the KCWA and the Rom CFR area. They burn ahead of the cattle and they claim right of way via 'water source easements.' They burn from January - March, wait 2-3 weeks then bring cattle. Such cattle groups have powerful backing and pay a ground rent and / or threaten damage or violence if restricted from grazing in these areas<sup>15</sup>. They then proceed to over-graze and use up water resources until the land and water supply is highly degraded and of no use for local herders with the smaller cattle, and importantly of no use for the wildlife. UWA (who have an office in Kitgum) and the regional governments lack the political will to address this issue. For example, wildlife migrate south out of the KVNP and then west in the dry season, from the Kaabong (Karenga) area through to Kitgum and Agago traditionally on their way across to Murchison Falls National Park, or they migrate down through Kotido and Otuke to the Bokora Wildlife Reserve. Timu CFR also gets Turkana and Pokot herdsmen coming from the east across the border in Kenya.

Resident livestock-keepers also burn ahead of the rainy season. As a result of extensive and persistent burning across the KCL, the natural vegetation is being replaced by fire-resistant species which are not fodder-friendly for either wildlife or livestock. There are strong indications that areas are becoming semi-arid and leading to desertification, especially in Kaabong district on the Karamoja side. In the KCL, local livestock numbers are low due to war and cattle raiding (from Sudan) until quite recently.<sup>16</sup> This is positive for wildlife and needs to be kept as such.

### Karenga Community Wildlife Area (KCWA)

Karenga Community Wildlife Area (KCWA) is a wildlife migration corridor between KVNP and the Matheniko and Bokora Wildlife Reserves to the south and previously, at a macro-level, Murchison Falls National Park to the west. Wildlife moves south along the Kokolio-Lokukulas and Kapeta Rivers to the open plains south of the Rom Mountain CFR. Large parts of Karenga and Lobalangit sub-counties lie within KCWA. These rivers in KCWA form large seasonal wetlands, marshes, and flood plains. The supply of water is favorable habitat for wildlife such as elephant, buffalo and antelope that are bulk feeders, but water dependent. The area also has several water dams that contain water in dry season, which is a permanent source of water for the resident wildlife and livestock.

The African Wildlife Foundation (AWF) prepared a land use plan (2014) for the two sub-counties of Karenga and Lobalangit, which covered about 50% of KCWA (i.e. the northern half, and not the southern wetland area.) The land use plan stated that KCWA lacked any management structure or plan, and it recommended a Karenga-Lobalangit KCWA management committee for conservation in their area. This indicated the lack of sub-county government representation on the KCWA Board of Trustees.

### Wildlife Population Viability

The (Rothschild<sup>17</sup>) giraffe population is in heavy decline due to: elephant dry-season browsing of trees, leaving

<sup>13</sup> Fires are set in the dry season (e.g. in Kaabong, Kitgum, Kotido etc) to induce early and clear growth of new grass during the wet season. However, they also damage the tree vegetation (and cover) needed for elephant / giraffe and other wildlife mammal browsing, as well as scare wildlife away and expose them to hunting.

<sup>14</sup> Source – Interviewee statements; and literature confirmation - Pastoralism as a Conservation Strategy, Country Paper, IUCN, Rugadya, M. A. [http://cmsdata.iucn.org/downloads/uganda\\_country\\_study.pdf](http://cmsdata.iucn.org/downloads/uganda_country_study.pdf) - 'Uganda's rangelands occupy what is commonly referred to as the 'cattle corridor', a stretch of land area from the north east in Kotido and southern Kitgum, ....(down to) Masaka, and the southern Ankole districts of Mbarara, and Ntungamo. It supports ~90% of the national cattle population, mainly kept by pastoral and agro-pastoral communities.'(p11); 'When the rains decline and temporal supplies of grass and water are almost exhausted, herdsmen will set fire to the long grasses in their dry season grazing areas, so that fresh, nutritious growth will emerge, enabling them to return here (p22)'

<sup>15</sup> Prior to peace in 2006, especially in the Karamoja region, the Lords Resistance Army was active and criminal cattle theft (rustling) was common. This shouldn't be confused with the situation now of the pastoral use of land by both long-horn cattle-ranging groups (coming through the cattle corridor) and smaller cattle-herding by local villagers.

<sup>16</sup> Whilst traditionally the Karamajong people in Karamoja mainly kept cattle, these days there are more of their people who don't don't practice livestock herding.

<sup>17</sup> This sub-species may be locally extirpated, but remain in Murchison Falls area

only mature giraffe males able to reach the remaining higher tree-top vegetation; and predation of giraffe calves by lion. Due to the low number of giraffe, the population is also in-breeding (as cited in KVNP Management Plan).

The elephant population has returned to 1960s levels, but is only concentrated in KVNP during the dry season, and migrates outside this period. Furthermore, recent surveys (by WCS<sup>18</sup>) indicate that 50% of the population spend more time in the KCWA to the south of KVNP. Elephant are also now returning on the so-called 'salt route' to Loyo subcounty on Kenya border in the east. To the south-west of the Nyangea-Napere range lies the Rom CFR. Elephant migrate through the Rom area around four times / year, indicating their movements in Kitgum in the west side of the KCL, and not just south though Kaabong / KCWA. This indicates a need for raising the protection of the acacia-combretum savanna landscape, as well as managing the elephant and lion populations.

#### Wildlife Management and Illegal wildlife hunting

UWA is responsible for all wildlife inside and outside Protected Areas (PAs), however KCWA, due to its differing status and ownership is under a various biodiversity threats and lacks management for prioritized biodiversity conservation. Under its present gazettement, it is a wildlife area that includes licensed hunting. The project design was to elevate the status of KCWA to be re-gazetted as a PA – a national park or wildlife reserve.

Human-wildlife conflict areas are largely mapped, including as a result of the project and the community wildlife scouts (CWS) system. Cases are prevalent in Kaabong in the parishes of Opotpot, Lokori, Loyo, Kangole, Karenga, Kakwanga and Sarachom. Crop damage is an issue. As elephant is sensitive to sound, deterrents now being used by the CWSs include vuvuzelas (a plastic horn that produces a loud monotone sound), which were provided by AWF and project as part of the CWS kit<sup>19</sup>. There is also the human-wildlife issue with livestock and wildlife carrying tsetse fly which causes sleeping sickness, thus, the control and separation of local wildlife, local livestock, and migrant cattle-ranging is needed.

Prior to the project, the enforcement against illegal wildlife hunting in the KCL was too weak to deal with illegal (armed) hunting. Controlled hunting areas<sup>20</sup> (such as KCWA) had not provided sufficient wildlife and habitat protection. Also at issue, was that KCWA apart from being used as a UWA-licensed hunting concession, it's also considered a traditional hunting area by the indigenous and local communities (ILCs) within and adjacent to the area. KCWA is the main wildlife migration route.

#### Fuel wood / charcoal use and commercial sale

All cooking in the KCL is with fuelwood in primitive stoves, this includes households, other institutions (schools, hospitals) and restaurants<sup>21</sup>. In addition, extensive charcoal production (mainly in the wet season) takes place in the 'cattle corridor' districts and in particular within the KCL. The charcoal is for sale in urban areas, with a limited proportion for rural use. ILCs and internally-displaced persons (IDPs) returnees with no land commonly make charcoal for sale. Hardwoods, like the shea tree, are especially popular due to its quality. Regulations to control cutting are now being put in place (by the project) as the community bylaws that existed before the war were being disregarded.

### **3.1.2 Project Design, Objective & Approach**

The project was originally conceived as two projects (one for PA management and one for sustainable land management in the wider landscape). The two projects were joined to increase efficiency, but made conceptual understanding, institutional linkage, and operational management more difficult. This was despite the need for bringing together the two aspects under a much-needed landscape ecology approach. The difficulty was particularly with the NEMA-UWA nexus and the lack of identified local government (sub-county) mandate and leadership concerning land conversion, and cattle ranging or grazing at the expense of wildlife conservation. There wasn't an effective structure to link UWA's work with institutionalized collaborative management at the district / sub-county level.

Project objective was 'the biodiversity of the Kidepo Critical Landscape (KCL) is protected from existing and emerging threats.' There were two outcomes: Strengthening management effectiveness of the KCL PA cluster; and Integrating PA Management in the Wider Landscape. Within the two outcomes (components), the project

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<sup>18</sup> <http://wcsuganda.org/Wildlife/Elephants.aspx>

<sup>19</sup> AK47 gunfire was used, but elephant are now habituated to it.

<sup>20</sup> Controlled Hunting Areas is now considered a defunct term

<sup>21</sup> In Karamoja, West Nile and Kigezi sub regions, over 90% of households use fuelwood for cooking' (Uganda Bureau of Statistics, published in New Vision, Sept. 2017)



set-out to achieve specific higher-level results:

<p><b>Specific outcomes for Component 1</b></p> <ul style="list-style-type: none"> <li>- PA gazettement increased by 95,600 ha (over a baseline of 240,075 ha) – i.e. KCWA</li> <li>- Strengthened integrity of buffer zones to conserve dry season refugia for wildlife (227,389 ha)</li> <li>- Reduced illegal hunting in seven PAs (KVNP, six CFRs) and a community wildlife management area (KCWA) (~428,311 ha) - verified by 25% greater wildlife abundance</li> <li>- Key indicator species (elephants, zebra, buffalo) in the KCL increase in numbers of &gt;25%</li> <li>- Improved management in KCL - KVNP + 6 CFRs - Nyangea-Napere, Morongole, Zulia, Timu, Lwala and Rom</li> </ul> <p><b>Specific outcomes for Component 2</b></p> <ul style="list-style-type: none"> <li>- Integrating PA management into the wider landscapes in 6 districts</li> <li>- 'No net loss' of natural habitat in the critical landscape               <ul style="list-style-type: none"> <li>o Securing wildlife corridors / dispersal areas (~227,389 ha)</li> <li>o Reduced deforestation of shea by 25%</li> <li>o 40% less hunting pressure in wildlife corridors and dispersal areas</li> </ul> </li> <li>- Biodiversity conservation approved in 6 district management plans               <ul style="list-style-type: none"> <li>o Regulate natural resource use in 227,389 ha of the critical landscape</li> </ul> </li> <li>- Landscape-level biodiversity conservation institutional mechanism mandated</li> <li>- Shea products certification system set up in the KCL</li> </ul>
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Source – adapted from the prodoc text on the project components etc (p50 – 58)

The reason for presenting this, is that later through the project's the results framework design and under particular implementing partners (NEMA, UWA, NFA and district governments), the project tended to polarize towards a national park 'buffer zone management' project and a district 'shea nut production' project, and in the process somewhat lost sight of the major biodiversity focus under both components.

### 3.1.3 Design Assumptions & Risks

Selected Assumptions and Risks from the results framework that proved to be correct / incorrect:

Assumption / Risk	TE Comment
<b>Objective</b>	
<ul style="list-style-type: none"> <li>- Collaborative approaches on a landscape level resulting in increased role of state and local communities in managing natural resource use and access</li> </ul>	<ul style="list-style-type: none"> <li>- Co-management of biodiversity resources required UWA to work with local government, which didn't really happen, although an inter-district coordination forum (IDCF) was set-up at the end of the project. Instead, UWA hired more rangers and CWSs to address illegal hunting, whilst land conversion and other landscape ecology issues were not addressed.</li> <li>- UWA established community wildlife associations (CWAss), but neither their representation nor mandate was clear.</li> <li>- NFA piloted five communities with collaborative forest management (CFM) in five CFRs.</li> </ul>
<b>Sub-Objective Level</b>	
<ul style="list-style-type: none"> <li>- KCWA to gain NP status</li> <li>- Widespread support and capacity by district governments, UWA, NEMA, and NFA for a coordinated and formal approach to landscape management in the KCL</li> <li>- KCL savanna habitats and wildlife numbers monitored with characteristics understood</li> </ul>	<ul style="list-style-type: none"> <li>- Almost a 'killer assumption', however the project, on GEF approval 'back-tracked' to indicate that KCWA would not be proposed for higher PA status.</li> <li>- This was for the six districts to regulate natural resource use across their area (227,389 ha). The approach was via an IDCF. However, their capacity to appreciate and report on-going land conversion, illegal grazing, and fire to NEMA is unknown, but likely to be limited. Hence some of the major root causes to biodiversity loss may not be addressed.</li> <li>- NEMA made agreements with the district governments, including to reduce shea deforestation (by 25%)</li> <li>- Securing wildlife corridors and dispersal areas across the KCL was not really achieved</li> <li>- Concerning 'no net loss' of habitat and 40% reduction in hunting pressure, there was no overall system for wildlife monitoring, except 3-5-year census data for KVNP and KCWA (project supported).</li> <li>- There were meant to be buffer zones to the CFRs designated within six district management plans. This was not achieved</li> </ul>

<b>Outcome 1</b>	
<ul style="list-style-type: none"> <li>- Political intervention does not interfere with management and gazettement, and communities are willing to cooperate</li> </ul>	<ul style="list-style-type: none"> <li>- This concerned the higher-level PA gazettement of KCWA, and its boundary demarcation which was not done. Few parties wished for such gazettement, due to vested hunting interests, and land for agriculture conversion and new government settlements – so there was no political willpower. Physical boundary demarcation was partly undertaken for KVNP and the 6 CFRs</li> </ul>
<b>Outcome 2</b>	
<ul style="list-style-type: none"> <li>- Government will support the process of allowing sustainable harvesting of shea and selected wildlife</li> </ul>	<ul style="list-style-type: none"> <li>- The project and local governments took the view that prohibition of shea tree cutting was needed. Also, as wildlife numbers were not monitored much, there was little understanding of the sustainability of sport hunting, except in the low-level shooting the 'old' animals only, but not in its acceptance by mainstream eco-tourists.</li> </ul>
<ul style="list-style-type: none"> <li>- NEMA, UWA, NFA and government support a landscape approach to biodiversity management, ratified at national &amp; district government level</li> </ul>	<ul style="list-style-type: none"> <li>- This concerned mainstreaming biodiversity conservation into district development plans – little evidence of this especially on a landscape ecology, habitat, corridor or buffer zone level</li> </ul>

#### Selected risks for the prodoc risk table

Risk	Mitigation	TE comment
<ul style="list-style-type: none"> <li>- Agriculture programs account for negative impacts on wildlife and habitat inside / outside PAs.</li> <li>- Many returnees are facing occupation of their former lands by powerful interests and thus become landless, often looking to clear new lands including in planned conservation areas – e.g. buffer zones</li> </ul>	<ul style="list-style-type: none"> <li>- Project will support land use planning and strengthen PA legal provisions (for instance by elevating PA status)</li> </ul>	<ul style="list-style-type: none"> <li>- Land conversion was not addressed</li> <li>- AWF undertook land use planning (LUP) in two sub-counties in Kaabong – although the areas with the plans proposed for strict wildlife conservation were very limited in the end</li> <li>- The Orom community claim for land reached to the ridge of the ROM CFR, so a confused policy.</li> <li>- Conflicts between communities and boundaries continued – e.g. Nyangea-Napore CFR.</li> <li>- But NFA had some success in piloting CFM</li> </ul>
<ul style="list-style-type: none"> <li>- Implementation of plans will be affected by institutional intransigence, reducing collaborative efforts</li> </ul>	<ul style="list-style-type: none"> <li>- Project will support district government to manage natural resources, via their environmental committees</li> </ul>	<ul style="list-style-type: none"> <li>- Higher ownership and funding to implement the KCL management plan by NEMA will be needed</li> <li>- Building on the environmental officer role within districts was achieved to a small extent</li> </ul>

Note - The UNDP Atlas Risk & Management Response was not made available, however the risks taken from them were described in PIRs 2015 and 2016 (see PIRs section)

### 3.1.4 Results Framework Indicators & Targets

The results framework contained nine objective-level indicators, which was far too many and repetitious of the outcome levels<sup>22</sup>. Under Outcome 1 and 2 there were four and seven indicators respectively. There were four and seven outputs under Outcome 1 and 2 respectively which mirrored the indicators. One or two indicators were not so SMART (Specific, Measurable, Attributable, Realistic/Relative, Timebound). The main problem was that they were not easily measurable. A number were also overlapping. The table below provides a few points:

Indicators or targets	Issue
<b>Objective level</b>	
The primary project indicator suggested that KCWA should be re-gazetted to 'full' PA status.	Once the project gained GEF approval this was considered unattainable, but the project failed to make an effective plan B to improve biodiversity conservation of this 95,600 ha, being arguably the most critical area for wildlife dispersal within the KCL. A management plan at least could have been prepared, instead the project's main output – its 'KCL management plan' barely mentions KCWA, making it conspicuous by its absence.
<b>Outcome 1</b>	
A business plan for KCL	The plan contained some good investments, but measuring where the sustainable financing 'investment' funds would come from was not clear enough
<b>Outcome 2</b>	
Sustainable use options for shea trees and elephant to	The indicator rather conflates two ideas together that of sport hunting to reduce savanna woodland damage and that of sustainable shea tree felling for timber and charcoal. Neither

<sup>22</sup> This also made the TE reporting difficult in attempting to follow the GEF UNDP TE guideline structure.

reduce pressure on savanna habitat	was really expected, although much better management of elephant (possibly culling) is certainly needed to reduce pressure on the woodland savanna habitats
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### 3.1.5 Gender Design

The prodoc only mentioned gender three times.

## 3.2. Project Implementation

### 3.2.1 IA and EA Coordination & Operational Management

UNDP were the GEF Implementing Agency (IA). The Ministry of Finance, Planning & Economic Development (MoFPED) were the Executing Agency (EA), with NEMA as the main Implementing Partner (IP). Other IPs were UWA, NFA, and UEPB. The project was supported by a NEMA-led Project Management Unit (PMU) who also acted as the secretariat to the Project Board.

#### Coordination & Operational Management by Implementing Agency (UNDP)

The project suffered significant delays from its start in July 2013. The 1<sup>st</sup> Project Board Meeting was held in September 2014, 14 months later. The 1<sup>st</sup> Project Manager (PM) was appointed in July 2014, one year after the project started, and only remained in place for three months. The 2<sup>nd</sup> PM started in November 2014, effectively 16 months after project commencement. Thus, a significant amount of time was lost.

UNDP took financial control during the 1<sup>st</sup> Project Board Meeting (September 2014) establishing that UNDP would reimburse all project partners separately and directly based on approved quarterly plans and invoices thereafter<sup>23</sup>. The project was then largely run via UNDP procuring goods and services, contracting and monitoring inputs / outputs, with PB endorsement, making the implementation more akin to assisted-NIM.

#### Coordination & Operational Management by the Executing Agency / Implementing Partner (NEMA)

Partnership arrangements were insufficiently established between NEMA and UWA and NFA, with MoUs only signed in November 2015. The partnership between the NEMA and UWA was very weak for most of the project period. The Inception workshop was held five months after project signing.

The Project Board (PB) was established in September 2014 with the following main members: NEMA (Chair), UWA (Co-chair), NFA, MoFPED, UNDP, and UEPB. Ten PB meeting were held with an obvious pattern that emerged. UWA were absent for five out of the ten meetings and for one meeting with UWA as chair, then NEMA were absent. Thus, in five years, they only sat at the same board meeting four times. (Annex 5 provides the attendance list and history of key points.) This indicated a lack of partnership between the two agencies<sup>24</sup>. There was also no representation from six districts on the PB which indicated an oversight. The minutes of the PB meetings (see Annex 5) indicated a lack of technical detail presented in managing a large project in comparison to the PB mandate. The minutes appear at times perfunctory. This was in comparison to the Technical Steering Committee (TSC) meetings and minutes which showed engagement and detail. The PMU Project Manager was the secretariat to both but appeared not to transfer much information from the TSC to the PB.

### 3.2.2 Institutional Mechanisms

Project-level partnership arrangements are briefly described in the previous section, whereas this section considers state institutional mechanisms and capacity, which are the backbone for delivering new policies and services. The section thereafter considers local partnerships.

#### District Government Collaboration and Project Handover

Project collaboration agreements (MoUs) between NEMA and district governments were made in November 2015. At project close in May 2019, follow-on 5-year agreements were signed with the six district Chief Administrative Officers (CAOs):

- Continue to participate in the quarterly district-level IDCF meetings to review implementation progress of the 'management plan for wildlife dispersal corridors, developed under the Kidepo project'
- Monitor, supervise and enforce laws on the environment and natural resources

<sup>23</sup> This indicated that the operational management mode of UNDP had effectively changed at this point from NIM to assisted-NIM or even DIM modality.

<sup>24</sup> Other evidence included the fact that UWA (and NFA) were not consulted on AWPBs such as in 2017. See also MTR section that corroborates this lack of partnership attitude.

- Report on enforcement activities to NEMA
- Identify natural resources hotspots

#### Karenga sub-county government

Karenga sub-county government were expected to be a key partner in the project, but were found to be somewhat dis-functional, missing or at least very weak institutionally<sup>25</sup>.

#### Inter-district Coordination Forum (IDCF)

A key institutional mechanism set-up by the project – see results section

### **3.2.3 Local Partnerships / Stakeholder Engagement**

#### Technical Steering Committee

The TSC was in session 14 times with attendance and minutes recorded. They were mostly chaired by Makerere University and included Ministry of Local Government and the six districts, in their membership as well as NEMA, UWA, NFA and Ministry of Agriculture, Animal Husbandry & Fisheries (MAAIF). They focused on the small grants provided to a number of CBOs / NGO to implement community activities, which were centred around women's shea production groups, but also included conservation awareness and cultural groups. The TSC demonstrated a high commitment to the project. (See **Annex 5** for attendance and key minutes)

#### **Gender Analysis**

Gender was described in the PIR to end-June 2017. Concerning shea nut processing – 20 women groups (~30 members each) were supported with seven cold press machines for oil extraction.

The list of key stakeholders is described in **Annex 8**.

### **3.2.4 Finance & Co-finance**

#### UNDP Financial management and Finance

NEMA coordinated the quarterly planning and budget requests and invoices of the partners. UNDP reimbursed the partners directly, but only from 2016 onwards. Prior to this there were bureaucratic hurdles of working together. By end of project, \$2,512,403 had been disbursed with a further \$569,390 committed or unaccounted for, leaving a balance of \$881,195 from a total commitment of \$3,962,988. The breakdown of planned and actual expenditures by year is provided in **Annex 4**.

Annual audits were undertaken 2015-18:

- 2018 report indicates the purchase of the needed transport in early 2014: 4 x 4WD vehicles (UWA KVNP, NEMA, NFA Kitgum, Kitgum Field Office), and 4 motorbikes (district governments of Kaabong, Kitgum, Kotido, Agago, and Otuke); UWA vehicle in early 2015.
- 2018 report – mentions MoUs with Responsible Parties (RP) UWA, NFA and UEPB
- 2018, indicated that from July 2017, the donor project was VAT exempt, however VAT was being paid by the project and not recovered
- 2018 – all expenditure was in order and within project design
- 2015 audit indicates ~\$1,000 spent on fuel for a meeting to sensitize the project area local leaders and Members of Parliament – this indicated that awareness was undertaken on a high level

#### Co-financing

Co-financing contributions, either as direct support funds (grant or in-kind) or as complementary funds (e.g. linking up with similar project in a neighbouring area), are not often formally accounted for under GEF methods, with only the GEF funds audited. The contributions are recorded in **Annex 3**.

### **3.2.5 M&E Systems – Design & Implementation**

There were no annual or cumulative reports, however quarterly reports were prepared. The 'KCL End of Project Report of May 2019' is a 17-page (without pictures) summarised report only. The NEMA method of monitoring appeared *ad hoc* with poor record-keeping, with some reports not even dated. The reports varied by type of activity. Those prepared by NEMA focused on the small grant receivers or were enforcement mission reports

<sup>25</sup> The TE team struggled to meet coherent members of this sub-county government. The TE team felt that they were under the heavy influence of and dependence on UWA

based on illegal charcoal production. There were occasional reports by UWA, such as on the Kenya study-tour, and on the location study for the eco-lodge at Wenyi. There was nearly nothing directly reported by NFA that the TE was given access to.

An MTR was undertaken in January 2016 (115pp), with the ratings given as: Objective – HU; Outcome 1 – U; Outcome 2 – U; UNDP / NEMA Implementation – HU; Sustainability – U. It highlighted the low and unacceptable levels implementation. The MTR was the catalyst for a change in partner attitudes<sup>26</sup>. The recommendations included: to recruit two more project staff – one each for NEMA and UWA to be based in the KCL; and to prioritize the eco-lodge and market centres. The one-year gap in PB meetings (2015-16) was due to UNDP taking control of the project at this point, to solve the tension and enforce these changes. The ratings of the TE demonstrate a significant step-up in achievement.

As an exit strategy, NEMA developed handover MoUs with the six districts (see institutional mechanisms). An IDCF was also established, although how it will be maintained in the future was not clear, nor was UWA's needed and key involvement within this structure. The project also produced baseline and endline reports concerning wildlife population numbers and shea tree distribution.

The main issue with the M&E, was a lack of any tracking (spreadsheet) system, indicating progress against outputs, indicators or tabulated lists of training events, or contracts (CBOs/NGOs) for example, thus monitoring project progress would have been difficult, as was evaluating the project (i.e. this TE). The standard M&E framework for these UNDP-GEF projects, is report-based, with PIRs for example considered next.

### 3.2.6 Adaptive Management (Work planning, Reporting & Communications)

#### Work planning

AWPB ('workplans') were approved and signed by UNDP and NEMA. There was no AWPB from project start in July 2013 to end 2013, effectively losing 5 months implementation time to begin with. The AWPB 2014 was missing. AWPB 2015 and 2016 were not provided to the TE in digital format.

#### AWP Jan-June 2017

The plan only ran until June 2017 (signed end July 2017) as the project was due at the time for closure. NEMA's letter to UNDP (prior to UNDP's request to GEF) was only sent in August 2017. As a result, UNDP needed to close project spending until such time as an approval was granted, which occurred in October 2017. Thus, apart from the Jan-June 2017 plan being signed after this period, there was no new spending until October 2017, i.e. five months in duration. This should be considered as less than optimal management by the IP – NEMA.

#### Key items of Jan-June AWPB 2017 (\$749,040)

##### Component 1

- Business plan for KWCA (UWA, \$29,000) – this was not achieved, but rather a business plan for the KCL
- Operationalize a management structure for KCWA (UWA, \$10,000) – this was not realized, certainly not in a representative or transparent way
- Collaborative Forest Management agreements (NFA, \$22,000) – achieved
- Management plans for the six CFRs (NFA, \$12,000) – partially achieved via two NFA plans (Agora-Agu and Karamoja sectors), however unless there were budgets previously approved for this activity, such funds would be vastly insufficient
- Finance plan for the PA cluster (UWA, \$20,000) – achieved
- Livelihood activities (under component 1) (NEMA, \$80,000) – difficult to identify / quantify apart from the work of the CBOs / NGOs and the establishment of community wildlife associations

##### Component 2

- Grafting of shea seedlings by NZARDI (NEMA, \$15,000) – achieved
- Development of a landscape coordination framework & dissemination (NEMA, \$60,000) – difficult to quantify, but appears to be the IDCF establishment – if so, this is important in being the key institutional mechanism for biodiversity conservation in the KCL / wildlife corridor
- Market information centres (NEMA, \$170,000) – two built under UNDP contract with UEPB
- Mobilize communities into cooperatives in 4 districts, shea processors, training (NEMA, \$72,000) – seven machines plus

<sup>26</sup> Originally the project was conceived as two separate projects with UWA in Kidepo, and NEMA in the shea districts. It was then changed to a single project, but UNDP found it difficult to get NEMA and UWA in the same room (see PB section). The MTR report was rejected by NEMA, UWA and NFA, with UNDP RTA's requiring that the report and its recommended changes be adopted or to cancel the project.

training, but no cooperatives established

- Shea Export Strategy (NEMA, \$36,000) – achieved by UEPB
- KCL biodiversity conservation management plan (NEMA, \$36,000) – achieved
- Shea tree ordinances & bylaws (Kitgum, Kaabong, Kotido) (NEMA, \$13,000) – 4 districts and 4 sub-counties piloted, however only one district ordinance passed into law to date
- Printing & publications (NEMA, \$20,000) – considered excessive in a digital age, unless appropriate materials for local distribution

A no-cost extension was then approved up to May 2019<sup>27</sup>. However, as a consequence, of these efforts, a 15-month plan (Oct 2017- Dec 2018 ~ AWPB 2018) was produced, followed by a 5-month plan (Jan-May 2019) to end of project.

## Reporting

### Project Implementation Reviews (UNDP PIRs)

Five PIRs were produced: To end-June 2015, end-June 2016, end-June 2017, end-June 2018, and to end-June 2019. UNDP management responses included:

Risk - 2015	UNDP Management Response
<ul style="list-style-type: none"> <li>- Mentions two critical risks - inadequate institutional coordination between the IP (NEMA) and other collaborating agencies including UWA, NFA and the districts; and delayed project staff recruitment and turnover</li> </ul>	<ul style="list-style-type: none"> <li>- UNDP to hold weekly progress meetings with NEMA, beginning with outlining responsibilities, plus a meeting with the GEF Focal Point. – [TE - now two years into the 4-year project]</li> <li>- A marked improvement in attitudes of communities in the KCWA. Facilitated by increased sensitization and introduction of the community grants over the past six months. There was initially a feeling that the project was aimed at grabbing peoples land within the wildlife corridor but this attitude is changing</li> <li>- There has been increased understanding by political leaders and Members of Parliament. Also, project activities have resulted in a strategy for the shea trees and their nuts – support from the UNDP SGP staff.</li> </ul>
Risk - 2016	
<ul style="list-style-type: none"> <li>- UNDP programme officer comments</li> <li>-</li> </ul>	<ul style="list-style-type: none"> <li>- Awareness of KCWA issues - managed through engagement with political leaders at various levels, inc. taking them to visit Amboseli conservancy in Kenya</li> <li>- Bureaucracy in the institutions involved in implementation of the project particularly delays in accounting and release for funds resulting in low project delivery. [TE – UNDP are part of this slow system]</li> <li>- cutting of shea trees has decreased due to enhanced capacity of districts officials and communities to enforce ordinances and bylaws</li> <li>- More reports of prosecution of illegal hunters as a result of CWSs</li> </ul>

## Communications

Communication between the project partners was not effective enough, especially in UWA being conciliatory towards the management skills of NEMA who were in charge. Following on post-project, the IDCF has a proposed membership of 29, with only one seat for UWA. At issue is the fact that UWA are responsible for all wildlife management, but have little or no authority for habitat management outside PAs, where the remit lies with NEMA, and district and sub-county government (natural resources officers and land surveyors). Then there is the grey area of KCWA, which is gazetted as a community wildlife area (~wildlife management area) and not a PA under Ugandan law, thus again strictly speaking UWA needs coordinated local government support in managing this habitat (covering areas in Kaabong district - mainly Karenga and Lobolangit sub-counties, and in Kotido and Kitgum districts).

## 3.3. Project Results

The TE assessed the three levels of the project results framework - Objective, Outcome and Output. This was guided by the indicators and targets set at each level. Project success is also built upon the achievement of the outputs, according to 'framework logic.' The Objective and Outcome levels include a rating according to UNDP-GEF guidance as described in **Annex 9**. UNDP / NEMA were provided with two tables:

- Progress towards Objective and Outcomes (Indicator-based) which is described in **Annex 1**, and

<sup>27</sup> An extension AWPB covering October 2017 until May 2019 was produced by NEMA.

- Progress towards Outputs which is described in **Annex 2**

According to TE guidance, these tables were rated and commented on. A detailed result-level analysis follows of the Objective, Outcomes with their Indicators, and then of their corresponding Outputs.

### 3.3.1 Overall Result – Achievement of Objective and Outcome Indicators

#### Objective Level Indicator (Overall Result)

#### **Biodiversity of the Kidepo Critical Landscape (KCL) is protected from threats (1 indicator)**

The overall grading is **Moderately Satisfactory**

#### **Ecological stability of the landscape and habitats are secured, with biodiversity less threatened**

*(Baseline – No landscape ecology approach; climate change with loss of biodiversity and income; Target - KCWA (95,600 ha) will have the operational and governance capacity to be gazetted to full NP status, with the further designation of buffer zones (covering 227,389 ha) to conserve dry season refugia for wildlife*

#### *Result against Indicator*

#### Karenga Community Wildlife Area (KCWA)

KCWA is the primary area of landscape critical for conservation. KCWA is a statutory (gazetted) 'Wildlife Management Area' that is also a statutory 'Community Wildlife Area'. It is correctly known as Karenga Community Wildlife Area<sup>28</sup> (Statutory Instrument, 2003, No.55)<sup>29</sup>. The purpose of the KCWA (Uganda Wildlife Statute, 1996, section 19, para 2) is the: controlled use of land for wildlife benefit; communities to co-exist with wildlife; sustainable use of wildlife (e.g. hunting), & other natural resources (e.g. mining) compatible with wildlife conservation<sup>30</sup>.

The Project Implementation Form (PIF, February 2011) stated the design intention to gazette the 95,600 ha KCWA, elevating it to full national park status and bring it under improved management. The prodop prominently reiterated this proposal, as the main method for stabilizing the landscape and habitats for wildlife. i.e. as the target for the project objective indicator.

KCWA has a high political sensitivity. Local government and community leaders want to de-gazette KCWA so that the area can be opened up for new infrastructure, new settlements and conversion of land to agricultural farming. It was heard that 'Karenga people wanted tractors.' UWA in contrast wanted it re-gazetted to a full PA status, such as a national park or wildlife reserve. In order to solve the impasse, the President consulted with UWA and asked the Ministry of Land to survey the area. In 2018, Ministry of Lands, Housing & Urban Development (MLHUD) registered communal land in the Karenga area, but as yet have not issued the certificates – called 'Certificate of Customary Ownership (CCO)'<sup>31</sup>. UWA were not aware this had been done.

#### Land use planning & Land Allocation (LUPLA)

Land use planning (LUP) was undertaken in Karenga and Lobalangit sub-counties of Kaabong by the African Wildlife Foundation (AWF, 2014) in order to enhance wildlife conservation (areas). These two sub-counties cover the northern half of KCWA as well as the Kaabong side of the Nyangia-Napere CFR, indicating the importance of the area to wildlife conservation. The LUPs were endorsed by Kaabong CAO, so they should have some legal weight to stop further land conversion. The LUPs mention the communal land issues. However, implementation of these LUPs remains a challenge. This includes: interference from central government and from area elites; and from politicians wishing to appease local leaders and 'parcel out' land inside KCWA, and its surrounds. In fact, the land is communal. There are indications that private land certificates are being issued to those with money, which is

<sup>28</sup> Its location and boundaries: all of Karenga & Kawalakol parishes within 3 km of Kotido & Lokas rivers; all of Nyangia & Sangar parishes within 3 km of Lokas river; all of Kacheri parish within 3 km of Kapeta river; extending north to the Kotido – Kitgum border. It is 956 km<sup>2</sup> ~ 95,600 ha; (To gain a mental picture, it is ~95 km long x 10 km wide)

<sup>29</sup> Uganda Wildlife Statute, 1996 - Wildlife Conservation Areas can be a: Protected Area (PA) (can be a National Park or Wildlife Reserve); or a Wildlife Management Area (can be a Wildlife Sanctuary or Community Wildlife Area)

<sup>30</sup> It is also gazetted to preserve examples of living (people / wildlife) communities & their environments; and protect areas of aesthetic beauty and of special interest. Under its gazette terms, the ILCs retain any traditional land rights, but the wildlife belongs to the state.

<sup>31</sup> MLHUD have a computerised system for ownership and tenure certification and support registration of communal land – called a certificate of Customary ownership (CCO) – Villagers need to form a Communal Land Association (CLA) and register as a legal entity with a name. Make an application to the sub-county Area Land Committee (ALC) – and submit to District Land Board (DLB)

likely to be negative for conservation. The two sub-counties cover around a half (if not a third) of KCWA's 998 km<sup>2</sup>, however, the LUPs only set aside ~150 km<sup>2</sup> as a wildlife conservation zone (~25 km x 6 km wide – along the river), and even adding a bordering eco-tourism zone, thus the area is far from extensive.

Additionally, and just as importantly, AWF (with the Uganda Land Alliance), supported the legal identification and designation of communal land areas<sup>32</sup>. They aggregated communities into 'land associations' for the issuance of communal land tenure certificates. The process is underway, with some communities already certified. The district land board and the district surveyor were involved, although the communal boundaries are not detailed within the LUPs, but rather with the Kaabong district surveyor and MLHUD<sup>33</sup>. Such actions should now limit illegal parceling-out of land, at least in these two sub-counties<sup>34</sup>.

It is the district natural resources officer's responsibility to stop illegal land conversion. It is difficult to stop along road margins, as this narrow corridor (25 meters either side) comes under the jurisdiction of Uganda National Roads Authority (UNRA). Settlers often encamp on the roadside and then farm in the interior away from sight. Also, resident people's farming land is often 20-30 minutes away from the settlement areas (and their roads), so the conversion to agriculture is effectively hidden<sup>35</sup>. Trees are often felled for livestock kraal construction and livestock are often put in the forest areas.

### *Analysis*

The baseline situation remains unchanged. There is no clear arrangement for the management of KCWA. The value of wildlife and biodiversity conservation is not sufficiently appreciated. UWA want the KCWA re-gazetted to national park status, while local government generally want the area de-gazetted to remove restrictions for development planning. Also, at present, the local government both at sub-county and district levels partly assume KCWA is under the jurisdiction of UWA, while UWA (apart from for wildlife protection) consider the area as customary land and therefore for local government to manage. This vacuum has led to the parceling out of land without the legal involvement of the Area Land Committee. This has led to conflict as individuals try to obtain and fight for large chunks of land. The understanding of the different roles of UWA and the local government in the management of the KCWA needs to be addressed. Neither Kaabong district nor Karenga sub-county government could provide a clear picture of any link to UWA, NFA or the KCWA Board of Trustees (BoT). The KCWA BoT *raison d'être* is to profit from the hunting concession and is not fit for purpose as a conservation management authority. Kaabong District Development Plan (DDP) is prepared until 2020, thus such biodiversity conservation actions are not in place. The Ministry of Local Government should be supporting the conservation process but is not directing district government to do such work, nor to work more closely with UWA and NFA locally.

As land is often farmed at further distances away from the roads, the suggestion would be to monitor based on aerial images – the ones taken by UWA's light aircraft survey (April 2019) shows the extent of cultivation, as do satellite (e.g. Google Earth) images<sup>36</sup>. However, two solutions are needed. LUPLA to be undertaken for three types of land to be designated (and certificated) - homestead land (including farmland and grazing land), communal land (for communal grazing), and communal land for (wildlife conservation). Within communal land, there is protection of 'cultural heritage' sites (forested shrine areas), so there is no reason why 'natural heritage' sites (traditional wildlife areas) couldn't also be designated and protected. LUPLA has been officially undertaken on a communal level for two key wildlife sub-counties, which is a major step forward.

Secondly, district governments and their natural resource officers need to have the mandate and funds to stop illegal land conversion. On a practical level, environmental enforcement and awareness needs to address some basic issues – maintaining woodland / vegetation along water sources; and homesteads need to create their own wood supplies for kraals and fuel.

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<sup>32</sup> Despite land being classed as customary, from which it could be communal or homestead, the text refers to 'communal' land, because once the homestead (house + farmland + possible grazing land) land is designated it effectively becomes private land

<sup>33</sup> USAID supported and co-financing to the UNDP KCL project

<sup>34</sup> District officials are often reposted, so programmes such as LUPLA that are very complex, time-consuming and expensive are often not undertaken, except in this case with NGO support. So, for LUPLA actions and stopping illegal land conversion, there tends to be a diminished responsibility at district government level.

<sup>35</sup> When passing through higher areas, the TE Team observed such

<sup>36</sup> UWA's images showed a prison farm cultivation are to the south of Rom, and Google Earth shows for example the extent of cultivation in Karenga on the east side of Nyangea-Napore, with the latter area in dire need of wildlife corridors to the west.



**Effectiveness – Objective Sub-Indicators** (8 indicators labelled A-H)<sup>37</sup>

There were eight sub-indicators attached to the objective level which were rated as: satisfactory (2); moderately satisfactory (4); and moderately unsatisfactory (2) (see Annex 1)

**A. KCWA will have the operational and governance capacity to be re-gazetted to full NP status**

*(Baseline – Management is centred on KVNP as the core wildlife area; corridors, like Karenga, are under threat and elsewhere refugia are limited and insecure; Target - Increased coverage of PA (i.e. KCWA) by 95,600 ha, and strengthened integrity of buffer zones to conserve dry season refugia for wildlife (227,389 ha)*

**Result against Indicator**

This is a repeat indicator – See also previous objective indicator

**KCWA Board of Trustees (BoT)**

The KCWA BoT was established 2013 and has 14 members including: five district CAOs<sup>38</sup>, UWA chief warden, one member from Kampala, and one wildlife hunting concessionaire, called Ateker Safari, and one member from the Karenga sub-county government (said to be representing the indigenous and local communities (ILCs)). UWA license the hunting agreement with the concessionaire. The BoT's legal status, principles and mandate was not clear<sup>39</sup>, bearing in mind the UWA wildlife hunting concession, and except to say that under the KCWA statute, the land should be managed for the benefit of wildlife, with controlled hunting allowable. It was not disclosed if the profits from this hunting by UWA and the concessionaire were audited or provided to the government or BoT, thus there appeared to be transparency and accountability issues.

**Analysis**

Whilst UWA has a mandate to conserve wildlife and 'manage' KCWA<sup>40</sup>, they don't have a mandate to directly work with district government concerning management of the land<sup>41</sup>. Institutionally, concerning conservation, UWA rarely talks to the district governments, when it is critical to the management and sustainability of the ecology and habitat of the landscape in the region<sup>42</sup>. This is a fundamental flaw or bottleneck at present. Quarterly meetings via inter-district coordination forum (IDCF) (at the sub-umbrella district level) are unlikely to be sufficient, especially as UWA is not even a member for these district-level meetings. One of the key project results, was the KCL Management Plan which was endorsed by UWA, with UWA as an active management and supervision party within the KCL. However, the KCL plan excludes any discussion of the KCWA.

Concerning the management of KCWA, the BoT is not visible or accountable. Any local government representation is 'paid off' with development funds. There is no conservation manager nor plan for this area. Also, of concern was that apart from the five CAOs, the BoT lacked any other formal institutional link to local government and respective communities. Their link to the seven sub-counties (14 parishes) within and surrounding KCWA appeared tenuous.

**B. Illegal hunting to decrease**

*(Baseline – Enforcement in the KCL is too weak to deal with illegal hunting, including from South Sudan; Target - Reduced illegal hunting over KCL)*

**Result against Indicator**

Illegal hunting has been reduced in the KCL<sup>43</sup>. The illegal hunting figures (2015-19), indicated the value of the community wildlife scouts (CWSs) with 78 cases of illegal hunting from 619 patrols (including 10 by UWA). Of those apprehended, some were prosecuted, while others pardoned before community leaders. Exhibits recovered included: 150 gin traps, 206 snares, 61 bows; dead wildlife - 8 pangolins, 1 python; 6 ivory tusks; live mammals – 3 duiker, 4 pangolin. (Annex 5)

<sup>37</sup> Most of these sub-objective level indicators were repeated at the Component (Outcome) level, which made presentation of the results possibly appear fragmented. Thus, the text presented is primarily in response to the baseline and target of the indicator (given in italics), and not necessarily the indicator title which could be misleading.

<sup>38</sup> It excludes Otuke. The BoT membership could not be confirmed by the TE.

<sup>39</sup> The TE made a number of attempts to meet with members of the BoT but they appeared to avoid the TE team

<sup>40</sup> KCWA was established in 2003 from what remained of the North Karamoja Controlled Hunting Area

<sup>41</sup> Land within KCWA is under district management with communal ownership

<sup>42</sup> A lesson-learned from the study tour to Amboseli in Kenya was that local government needed to be closely involved in conservation

<sup>43</sup> Hunters from South Sudan are no longer an issue

From 2012-March 2019, there were 1,444 reported cases of human-wildlife conflict, with a marked rise 2015-19 with the CWSs programme created. Of these reports, UWA visited to confirm in 213 cases, and CWSs attended to confirm in 841 cases. During the period, there were 12 deaths and 29 injuries. The type of conflict included 980 occasions of crop damage and 56 cases of conflict over water. (**Annex 5**)

### Analysis

In the Karenga area in Kaabong, the ILCs claim customary ownership of the land, from time before KCWA was gazetted. Thus, they claim the 'right' to hunt and / or issue their own hunting permits. General hunting or hunting sanctioned by customary leaders is however frowned upon by UWA, who with the gazette of KCWA in 2003, claimed to control wildlife hunting. Since, the establishment of the KCWA BoT, a proportion of funds from the concessionaire from wildlife (trophy) hunting have been re-directed for community projects to appease customary leaders (and local government). A proportion of KVNP gate entrance fees are also re-directed for local government schemes. In most cases these funds are for projects in Karenga or at least Kaabong. They tend not to reach the other five districts in the KCL.

A second 'project' solution was to develop the UWA ranger force mainly in the Kaabong area together with the creation of a community wildlife scout (CWSs) system to identify (with community help) and prosecute wildlife crime, especially from outside groups. A third solution, which was under the project was to establish community wildlife associations (CWAss) to involve local communities in conservation, eco-tourism and the managed hunting licensed by UWA. One such association, called the Karenga Community Wildlife Association<sup>44</sup> was established<sup>45</sup>. Fourthly, as part of the project, communities were sensitized to the value of conservation, with compensation payments also being made for personal and crop damage by wildlife, which the CWSs began to report. Thus, together these four main methods of outreach have reduced illegal hunting in the Kaabong district and neighbouring areas.

### C. METT scores are improved for KVNP and the six CFRs

(Baseline – Baseline METT scores KVNP - 65%; Nyangea- 58%; Lwala - 45%, Timu 53%, Morongole - 42%; Zulia - 53% and Rom – 40%. Average score: 52%; Target – 40% increase)

#### Result against Indicator

METT (%)	Baseline	Endline
KVNP	65	73
Nyangea	48*	54
Lwala	45	50
Timu	53	56
Morongole	42	67
Zulia	53	63
Rom	40	74

\* Nyangea was incorrectly calculated during formulation

Financial Scorecard (%) - Endline	UWA	NFA
Legal / Institutional	77	45
Business planning	85	36
Revenue generation	75	30

\* NEMA scorecard not received

### Analysis

The METT scores improved for KVNP and the six CFRs. The improvement in KVNP's score could be considered down to a number of international projects working with the park, including this UNDP project. In particular GEF funds were utilized to mobilize a larger and strengthened ranger force outside the KVNP, into the surrounding wildlife landscape. The NFA indicated that two CFRs, namely Rom and Morongole significantly improved their management effectiveness (METT) scores. In the case, of Rom, NFA put considerable effort into establishing a collaborative forest management (CFM) agreement with one of the local communities on its border. For Morongole, UWA was paying close attention to it, with the development of an eco-lodge.

<sup>44</sup> The association has no direct or mandated link to manage the KCWA

<sup>45</sup> The project and UWA claimed to have set-up 14 community wildlife associations representing the 14 parishes in and surrounding KCWA, however the TE could find no evidence to support this, apart from the Karenga group.

The PIF indicated that the KCWA management should be METT tested, which was unfortunately not carried through to the prodoc and implementation. It would have been useful for the six district's environment / natural resources offices to have also undergone capacity development assessments, and for NEMA to produce the financial scorecard.

#### D. Key indicator species in the Kidepo Critical Landscape PA cluster show measurable increase in numbers

*(Baseline - Elephant population in 2012 was 502; zebra: 75; buffalo: 3,990; these are relatively depleted numbers relative to the carrying capacity of the landscape; Target - Key indicator species (elephants, zebra, buffalo) in the KCL PA cluster show measurable increase in numbers of >25%)*

##### Result against Indicator

The wildlife census is every 3-5 years. UWA provided figures from their ground-count large mammal surveys (2015 and 2019). Based on direct observation with the same 40 transects through KCWA<sup>46</sup>:

Species	2015	2019	SE (2019)	Density
Elephant	-	315	95	0.3
Buffalo	848	1,178	400	1.2
Duiker	1,479	1,507	240	1.6
Hartebeest	530	417	207	0.4
Oribi	631	1,125	223	1.2
Reedbuck	1,308	1,428	294	1.5
Warthog	494	357	147	0.4

##### Analysis

From the 2015-19 ground-count survey, the rise in numbers of Oribi antelope is interesting, although it is not known if the survey was during a peak migration time. Of note, is the fact that standard error (SE) figures were presented and secondly that they are relatively high. This probably means that the statistical analysis was robust. Density is assumed to be per square kilometer. The 2019 survey also somewhat verifies the 2015 survey in that similar numbers were again recorded for most of these large mammal species recorded.

Also of note, is the trend indicating that species populations inside KCWA are not falling, but in fact starting to rise. This could indicate that as species' population pressures inside KVNP has increased. It may also indicate reduced hunting pressures, which the CWS figures appear to add weight to. In comparison, the prodoc figures for KCL PA cluster, (which includes KVNP and all of the six districts) in 2012, were elephant 512, buffalo 3,990.

In addition, large mammal numbers for KVNP are indicated in the project's business plan for the Kidepo PA cluster. The 'rough figures' (as taken from a graph) are:

Species	2000	2014
Elephant	500	750
Buffalo	1,500	7,000
Hartebeest	100	1,500
Giraffe	*	*
Ostrich	*	*
Eland	*	*
Zebra	*	*

\* less than 100

The increase in numbers is mainly only from 2012 onwards. The figures for 2000 and 2014 were from the KVNP research and monitoring unit.

##### Survey Report (April 2019)

A separate 'project' aerial survey (using a Cessna light aircraft) of large mammals (and ostrich) within KVNP and KCWA was conducted in April 2019 (UGX 20,397,000). The fly-over transects were at 1 km spacing. Other wildlife areas such as over and between Nyangea-Napere and Rom CFRs might have been useful to also survey.

Mammal	KVNP	KCWA	Total
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<sup>46</sup> The UWA survey methods were not presented to the TE, such as the: location of transects (3.56 km apart) to assess if representative; statistical methods to scale to population numbers (density in comparison with total area of KCWA gazetted); timing of the surveys to coincide with peak migration time or not.

Elephant	295	351	646
Buffalo	6,645	856	7501
Hartebeest	1,355	202	1557
Uganda Kob	221	0	221
Reedbuck	0	206	206
Waterbuck	201	27	228
Eland	12	35	47
Giraffe	42	0	42
Zebra	204	0	204
Warthog	175	41	216
Baboon	88	10	98
Ostrich	98	7	105

### Trend 2012-19

KVNP + KCWA	2012	2014	2019
Elephant	502	621	646
Buffalo	3,900	6,935	7,501
Eland	17	28	47
Giraffe	17	20	42
Zebra	75	153	204
Ostrich	58	228	105

### Statements from the UWA aerial survey report:

- The elephant population in KVNP is relatively stable and has continued to expand its range<sup>47</sup>. The number of elephants was 646 elephants, with 295 and 351 individuals being encountered in KVNP and KCWA respectively. This is an indication of the importance of KCWA as a dispersal area for wildlife both in the dry and wet seasons. The buffalo numbers were comparatively high at 7,501 individuals with 6,645 being counted in KVNP and 856 in KCWA. Other mammals however are still very few in number with zebras at 204 individuals, giraffe at 42 individuals and elands at 47 individuals from the count.
- Improving transboundary collaboration with South Sudan and strengthening species protection in the adjacent KCWA ('game reserve') would also provide habitat where elephant could migrate to safely. The fact that elephant numbers in the KCL are at their 1960s level indicates that their population is probably reaching carrying capacity, and would explain why they are now moving into (community) areas in Agago, Abim, Kotido and Kaabong.
- KCWA has a significant wildlife population that needs better protection which means it should be upgraded to Wildlife Reserve or National Park status. KCWA has human activities taking place that are not compatible with wildlife management. Notable is the large-scale cultivation by prisons and local communities, settlements and grazing of livestock<sup>48</sup>. These activities degrade the wildlife habitat.

### Analysis

The latest survey indicates more wildlife than in 2015, and more conflicts which would follow, with higher numbers wildlife tending to move (more so) out of the KVNP. The net loss is now not from KVNP, but outside. The issue remains concerning sustainable outbreeding populations of a number of prominent species, such as giraffe and eland. Elephant herd patterns have partly been mapped at least in KVNP and through KCWA, including a few individuals that have been radio-tracked (with WCS support.)

### E. Reduce deforestation; develop community wildlife agreements

*(Baseline - Cooperation between UWA, NFA and the districts is minimal; Target - A model for integrating management of PAs and wider production landscapes adopted in six districts – to secure wildlife corridors & dispersal areas covering ~ 227,389 ha - resulting in 25% less shea deforestation)*

#### Result against Indicator

Management Plan for the Wildlife Dispersal Corridors in the Kidepo Critical Landscape (2018-27), pp124.

<sup>47</sup> The elephant population and other ungulates are known to leave KVNP in the wet season, with a return and three-fold increase in during the dry season. The timing of surveys is therefore important if comparisons are to be made between years.

<sup>48</sup> 2019 survey – recent land conversion and livestock – (see **Annex 5**) were recorded in the south and south-west (south of Rom CFR) areas of KCWA, including in the south-west with mechanized land conversion by a prison farm

The KCL management plan is a major output of the project and was effectively the project model for integrated management (see indicator). It is signed by NEMA, UWA and NFA as well as by the leaders of the six districts in the KCL. It establishes the institutional coordination mechanism for biodiversity conservation in the wildlife corridor which is the IDCF (see Output 2.5). The goal of the KCL management plan is to ensure that the wildlife corridors of the KCL are conserved and managed to enhance their ecological integrity and functionality. The specific objectives are to:

1. Identify and implement requirements for corridor conservation, restoration and management alternatives
2. Promote sustainable natural resource use and management in the wildlife corridors
3. Mitigate human-wildlife conflicts in the corridors and strengthen community corridor conservation
4. Strengthen collaboration and support for management and conservation of wildlife corridors
5. Improve the skills of land owners to manage wildlife and livelihood interventions in the corridors

### *Analysis*

The plan contains a number of good approaches and interventions with the IDCF institutional mechanism established within it. Within each objective, there are a number of actions which are mostly sound, for example mapping the wetland areas within the KCL wildlife migration areas and regulating their protection with buffer zones for example. Certain actions planned (but currently without funding) included identifying the present dispersal corridor, especially its hotspots<sup>49</sup> and proposing mitigating actions such as land purchase (again unfunded)

Regarding land conversion for agriculture, the plan assumes the root cause is ILC customary rights to land, with the customary leaders permitting the conversion to agriculture. However, it is the lack of communal LUPLA and lack of local government control over land conversion, including allowing their own government land offices to issue land tenure certificates to outside interests without land use planning that is a problem<sup>50</sup>. Local government, with officials being transferred in and out of the area do not understand the importance of biodiversity in the KCL, nor respect customary land use rights<sup>51</sup>.

What is missing is how to address a number of root causes of biodiversity damage, which include: land conversion for agriculture, and savanna burning and later vegetation destruction by 'cattle corridor' herding groups. Some points in the plan are plainly inadequate such as, 'no cultivation 30 metres from a river', when there is a known high number of human-wildlife-water conflicts, and the ecological evidence that wildlife plainly need much greater distances than this. The plan does not mention KCWA which is integral to KCL wildlife dispersal area. Community Wildlife Associations (CWAss) are also not in the plan, which again suggests that such associations were not fully part of the project, but rather an UWA-led initiative as mentioned. The integration of CFM schemes and buffer zoning around such CFRs is not approached in the plan, with NFA being a member of the IDCF as the only real link.

The plan has a useful map of the wildlife dispersal area in the KCL which shows its coverage from KVNP down to the Bokora Corridor Wildlife Reserve (see **Annex 5**). But the plan doesn't fully address how this dispersal area would be managed, nor address land conversion, habitat management or the landscape ecology needs of the area overall. One of its proposals is to buy or lease land critical for wildlife dispersal, and whilst certain areas could be 'allocated' or become communal natural heritage sites which would be a good start, it is the wider landscape management that has to be addressed. i.e. these are large mammals which migrating over a large area and need corridors that retain the savanna-woodland and the seasonal wetland ecological landscape. The plan is budgeted, however a mechanism for funding the plan is not evident, nor exactly how NEMA would lead this process.

### Community Wildlife Associations

#### *Result*

The project claimed to have created 14 Community Wildlife Associations (CWAss) (to mirror the 14 parishes in /adjacent to KCWA). Karenga CWAss, is so far the only one that has been formally registered at Kaabong district. Each is said to have an MoU with UWA, again in the 'concession hunting' model, to each manage 'sport-hunting.'<sup>52</sup>

<sup>49</sup> The KCL plan has an over emphasis to manage HWC hotspots and create a new CWAss for sport-hunting

<sup>50</sup> AWF were not consulted on the project KCL management plan despite being in Karenga and Kaabong since 2013 (and a key co-financing partner), which was an oversight.

<sup>51</sup> Which are now able to be formalized as communal land holdings by communal land associations with certificates of customary ownership (CCO) issued by the district land offices

<sup>52</sup> Includes 'trophy hunting' where old animals are selected

A number of ILCs (via their leaders and elders' groups) were given awareness on the project, its' activities and value of conservation. These ILCs with their Community Wildlife Scouts (CWSs) were also trained on basic wildlife management techniques, particularly scaring 'problem' mammals. The communities have also provided information on wildlife crime to the CWSs. The project also engaged with a number of CBOs with an environmental focus. These included: Nyanapo Environmental Conservation Association, Kacheli Wildlife Association, Kamkan Wildlife Association and Forum for Kalongo Parish (Agago).

### Analysis

Apart from Karenga CWAss, the project provided no evidence of the existence of the other 13 CWAss. There are conflicting elements within UWA on best-practice approaches to conservation. On one side, land use planning and working with local government is appreciated as the key method. On the other side, certain parties wish to keep local government out of KCWA management and out of 'their' CWAss set-up, which is an approach that the TE considered as far from effective, more secretive and not inclusive.

### F. Wildlife numbers are stable in the buffer zones

*(Baseline - Wildlife and habitats are not monitored nor managed in buffer zones outside PAs; illegal hunting is increasing in dispersal areas; Target - No net loss of natural habitat in the KCL and 40% less hunting pressures in the KCL)*

#### Result & Analysis

Wildlife numbers are not monitored outside KVNP and KCWA. Land use and habitats outside KVNP and the CFRs are not monitored. Buffer zones have not been designated, although the current migration areas have been mapped. There appears to be a reduction in hunting pressure, however land conversion and land degradation are now higher priority issues. (see also Indicator D)

### G. Common management approaches to habitat conservation

*(Baseline - There are no management plans for PA buffer zones, and no coordinated wildlife and habitat conservation in the KCL; Target - PA buffer zone under approved district management plans in six districts incorporating biodiversity conservation)*

#### Result

The KVNP management plan was produced during the time of project preparation. The project produced two regional forest management plans which covered the six CFRs as selected in the prococ.

#### Kidepo Valley National Park Management Plan (2012-22)

KVNP was gazetted as a protected area in 1962 with its status as national park. The plan is interesting in that it includes KCWA as part of its management remit. KCWA covers 956 km<sup>2</sup>. Wildlife migrates out of KVNP and moves south along the Lokalis river to open plains south of the Rom mountain. Also, interestingly the plan calls for the extension of KCWA to include parts of Laponi hills, Oromo hills, Nyangea-Napore hills, and Kaketi area that are outside the forest reserves.

#### Forest Management Plan for Kaabong Central Forest Reserves (2017-26)

This plan includes five of the six project CFRs in the Karamoja region. Nyangea-Napore CFR is assessed as an example here.

Nyangea-Napore CFR (41,741 ha) - Nyangea-Napore CFR is situated in Lobalangit, Karenga and Lokori<sup>53</sup>. The plan states - 'poorly maintained; massive destruction of its structure and boundary conflict in Lokori sub-county'. It is very long and narrow with a boundary length of 94 km making protection for biodiversity almost impossible (i.e. ~40 km long x 10 km wide).<sup>54</sup> Within boundaries, it indicates strict nature reserve (core), buffer and production zones. Commendably, outside boundaries, it indicates a community landscape (intervention zone) for adjacent parishes / communities, where the approach is to enhance forestry related activities with the communities, which includes collaborative forest management (CFM) (e.g. collaborative biodiversity conservation, bee-keeping, community tourism, on-farm tree planting, agroforestry, and tree nurseries).

#### Forest management Plan for Agoro Agu Sector Central Forest Reserves (2018-28)

The plan covers part of the Aswa Range in the Acholi region with Rom as the single project CFR in the area. These CFRs were all originally gazetted as protection forests since all of them are montane/hilly CFRs. The last biodiversity inventory report of 1994 however rated Agoro-Agu, Rom, Lokung and Ogili as nature conservation

<sup>53</sup> It seems to have forgotten the Kitgum side of the CFR.

<sup>54</sup> For biodiversity conservation the best shape area is a circle, which has the least boundary to area ratio

CFRs with strict nature reserve, buffer zone and protection zone within their boundaries. Lalak, Lamwo, and Parabongo remain protection forests without zones.

**Rom CFR** (10,904 ha) - Located in Orom sub-county, Kitgum. Rom CFR is managed as a nature conservation forest reserve. It supports three unique tree species of conservation significance which are broadly endemic, and two tree species endemic to the Albertine Rift Region, as well as 30 restricted-range species (17 of trees, 12 of butterflies and 1 bird species). According to the NFA 2018 land cover map in the plan, woodland covers 2,232 ha, grassland 8,195 ha, cultivation 57 ha and rocks ~379 ha. So Rom CFR is mainly savanna, especially on the south side adjoining KCWA. i.e. the majority of the reserve (90 km<sup>2</sup>, 82%) is dry combretum savanna. The forest is in its central and western side surrounded by a horseshoe of savanna. A CFM group has been established in Katwotwo parish. The impact of this village is low, with the potential threat to the CFR is when the mining of graphite starts in Akurumo Parish.

### Analysis

The project was expected to update the management plan of Rom CFR, however instead the Agoro-Agu regional plan was updated of which Rom CFR is only a very small part. There are few management prescriptions for Rom CFR, which are re-presented from an older plan that based its zoning originally on slope only - with three zones - strict protection (core), buffer, and production zones. This meant that the core only covers 18 km<sup>2</sup> (~17%) with most of the savanna (82%) having the lower production zoning. This really is old thinking and missing the high value of the savanna ecological landscape, and especially the drainage into the savanna plain to the south, flowing into the KCWA being unappreciated. i.e. seasonal wetlands. In addition, CFM was not mentioned and there was no plan for any community intervention zone adjacent to Rom CFR, indicating this plan had not really been updated during the project. Also, the plan failed to acknowledge the extensive community on the east side at Lobalangit and the elephant conflict hotspot there at Tikao. New settlements, prison farming is also present to the west and south-west of Rom CFR.

## H. Six district governments collaborate on conservation management

*(Baseline – No joint management of natural resources in the KCL (227,389 ha); Target - Six district governments cooperate to conserve biodiversity by mandate, via a coordination mechanism)*

### Result

#### Inter-district Coordination Forum (IDCF)

The IDCF was developed under the project for the six districts - Kitgum, Agago, Kaabong, Kotido, Abim, and Otuke. The IDCF is sanctioned within the KCL Management Plan as an MoU which is signed by NEMA, NFA and UWA as well as the six districts.<sup>55</sup> The meetings are planned for annually, although only 1-2 have taken place to date, with one such meeting was chaired by the Resident District Commissioner of Otuke District and another meeting was held in Kotido. A sub-forum for each district is also presented within the KCL plan. The Umbrella IDCF, includes UWA and NFA as members. (See **Annex 5** for full list)

### Analysis

The TE was unable to access any minutes of meetings to ascertain the effectiveness of this new institution. Of concern, is that, at neither level of forum is the land registration office included, when land conversion is now identified as the biggest threat to biodiversity conservation in the KCWA and the six districts. Future funding for such IDCF meetings also needs to be budgeted for by NEMA with MoFPED. Lastly, meeting annually (at the umbrella level) as proposed will unfortunately have zero impact.

## 3.3.2 Effectiveness – Achievement of Components 1-2

### Effectiveness – Component 1 at the Indicator and Output Level

**Outcome 1: Strengthened management effectiveness of the Kidepo Critical Landscape PA cluster** (four indicators, 4 outputs)

The overall grading is for Outcome 1 was **Moderately Satisfactory**

There were four sub-indicators rated as: satisfactory (1); moderately satisfactory (2); and moderately unsatisfactory (1) (see **Annex 1**).

<sup>55</sup> Signed by the 6 district CAOs and LCV chairs. IDCF membership (of 29) at the KCL level is: Six (6) [one from each district] LCV Chairpersons, Six (6) Resident District Commissioners, Six (6) CAOs, Six (6) District Environment Officers; and One (1) CBO/NGO; One (1) representative of the UWA; One (1) representative of the NFA; One (1) Faith organization; and One (1) Local community leader.

## **KCWA is upgraded to higher PA status, with its management strengthened, leading to its ecological integrity as a crucial wildlife corridor and dispersal area safeguarded (Output 1.1)**

*(Baseline - KCWA is managed on a low budget with low management capacity; the area is at high risk from illegal hunting and habitat loss; Target - Management and integrity of the KCWA (95,600 ha) strengthened, leading to its potential gazettement)*

### **Result & Analysis**

This is a repeat indicator – see Outcome Indicator A

## **An enforcement system in the PAs with a platform for intelligence gathering (Output 1.2)**

*(Baseline - The Kidepo Cluster PAs, particularly the CFRs and KCWA lack operational capacity, lack of equipment to monitor the ecosystem; stop deliberate fire and illegal hunting; Target - A security and enforcement system with intelligence gathering between PA and other institutions and a monitoring database)*

### **Result**

#### **UWA / Ranger Training**

UWA staff were trained on administration, planning, conflict resolution, policing and enforcement. There are now enhanced skills, knowledge and capacity in law enforcement and conflict resolution. In 2015, the African Wildlife Foundation (AWF)<sup>56</sup> trained two KVNP wardens and 20 park rangers in the use of mobile smartphones to gather evidence for wildlife crime prosecutions. The project procured the smartphones which were part of the equipment provided. Project funds allowed for 26 more rangers to be employed and be out in the communities with a new 4WD vehicle as well as with radio sets, and 50 GPS units<sup>57</sup>.

#### **Community Wildlife Scouts (CWSs)**

CWSs were piloted in Karenga and Lobalangit sub-counties by AWF, with the programme taken up and expanded by the project. AWF undertook the first training (of trainers) of rangers / scouts, which was then transferred to UWA. 409 CWSs<sup>58</sup> were trained in the use of smartphones to increase evidence of crimes (location, photo, recording). CWSs were also provided with first aid kits and vuvuzelas to scare elephant.

The CWS programme also allowed for further sensitization of communities by UWA, through having such local wildlife representatives in their midst. Before the project, village elder participation in wildlife protection was low with low attendance at meetings. With the AWF also supporting a number of other interventions<sup>59</sup>, the interest from ILCs significantly increased. Prior to the project, UWA lacked such a budget. The KCL is now considered one of the few areas where the ILCs have become engaged in wildlife management.

The CWSs are structured by district, sub-county and parish levels and have been provided uniforms. They were stationed as far as Timu CFR in the east near the Kenya border, an area where UWA hasn't got the staffing or logistics to patrol effectively. CWSs were created in 2015 with an equal rise in reported human-wildlife conflicts (HWCs) as a result. This was due to the communities providing a significant increase in wildlife crime intelligence (partly in return for compensation in HWC cases, and project support in some cases). CWS intelligence, led to identifying three localized patterns of illegal hunting and sale of wildlife skins.

### **Analysis**

A system of ranger patrolling and enforcement was enhanced, with CWSs on-the-ground. UWA wildlife (including HWC) management was improved with the establishment of CWSs whom UWA manage. This was successful during the project period. CWSs have significantly reduced illegal hunting in the KCL. (**Annex 5**). At issue is maintaining such a voluntary force (See Sustainability section). Five collaborative forestry groups also supported wildlife intelligence within five of the CFRs. Their incentive was the provision of bee hives.

## **Business and financing plan for the Kidepo PA cluster is developed and implemented (Output 1.3)**

*(Baseline – Kidepo PA cluster lacks local context and understanding of international financial / business planning; Target – A business plan with revenue forecasts, is implemented, with the creation of community trusts)*

<sup>56</sup> African Wildlife Foundation (AWF) is a project partner organization

<sup>57</sup> The project undertook a Training Needs Assessment, but the results were not presented in a useful format

<sup>58</sup> NEMA reported 189 CWSs, whereas UWA reported 409.

<sup>59</sup> Land Use Planning in Karenga and Lobalangit sub-counties; extension worker support re. beans, sorghum; private sector agronomy support - post-harvest, timing of weeding before rains start, and early planting



## Result

### Business Plan for Kidepo PA Cluster (2017-26, pp96)

Without international expertise, the project developed a business plan, with the implementation of business proposals outlined. The plan included one community lodge and one cultural centre, although the method of benefit-sharing with the local communities, and benefit to wildlife were not established by project end. (see also Recommendations section)

### Karenga Community Eco-lodge

Karenga CWAss received the Environmental Impact Assessment (EIA) certificate from NEMA (May 2019) for a Karenga Community Eco-lodge to be located at Wenyi, Loitanit village, Loyoro Parish, Karenga sub-county. The eco-lodge was approved at a cost of \$410,000, and is under construction via direct contract with UNDP (procurement procedures not checked by this TE), with site supervision by UWA<sup>60</sup>. The eco-lodge belongs to the community<sup>61</sup>, but the management has yet to be determined. It is proposed that AWF / USAID will secure a firm to manage it, and the Karenga CWAss will sign a lease with said management company. The lodge is expected to be built by February 2020. The Karenga Cultural Group (as the Karenga CWAss) are expected to focus on wildlife conservation and ecotourism with drama and arts.

### Ecotourism Cultural Centre

A cultural centre was constructed in Kawalakol sub-county, Kaabong. The beneficiaries 'Etetenos Moruita Tourism Cultural Group' were organized as a CBO, and expect to focus on wildlife conservation, ecotourism and culture. They constructed four grass-thatched bandas, a main reception house for a craft shop and a meeting room. The cultural centre is meant for low income tourists visiting KVNP<sup>62</sup>. The earnings from the cultural centre support the local community. A third centre was planned in Panyangara sub-county, Kotido which was not built despite the CBO, 'Help Child Karamoja' receiving 80% of the funds for it.

## Analysis

### The business plan

The primary investment under the plan is to develop a conservancy based on land use planning.<sup>63</sup> As KCWA already exists, the plan is for a new conservancy to be identified, with the income from tourism and sport hunting<sup>64</sup>. What is not explained is that without a far stronger and sustainable management approach to KCWA, there won't be sufficient wildlife anywhere else (due to habitat loss, not illegal hunting). KCWA is the gateway from KVNP to all other wildlife areas and holds the water. Without a significant rise in wildlife and tourists, it is not clear how the conservancy could operate, except to say that the Karenga Eco-lodge being built by the project is the likely destination.

Overall, the plan has some merits, but is weak institutionally. Neither AWF nor Uganda Export Promotion Board<sup>65</sup> were consulted during the preparation of the plan, although AWF were subsequently asked to identify gaps in the plan. The business plan includes eucalyptus and pine plantations which are completely inappropriate for the KCL.

### **Ranger and staff training for KVNP, Karenga and the six CFRs (Output 1.4)**

*(Baseline - Rangers have low capacity in KVNP, KCWA and 6 CFR to gather intelligence on illegal hunting and fire; KVNP lacks customer care and value-added services; Target - Training of 120 rangers / staff in planning, conflict resolution, & enforcement)*

### **Result & Analysis**

This is a repeat indicator (which is actually an input) – See Output 1.2. The project was unable to provide a log of training events.

<sup>60</sup> Morongule CFR is under joint UWA / NFA management – it is licensed for an eco-tourism lodge which has been advertised as a 25 bed franchise with fees to be paid as well as ground rent.

<sup>61</sup> An MoU between the community owning the land and the Wildlife Association was signed at the end of 2018

<sup>62</sup> A night in the banda costs 25,000 UGX (USD6.9). The hall in the main reception house on the other hand is hired out for meetings at 50,000 UGX / day (\$13.7).

<sup>63</sup> The land use plans created by AWF covering Karenga and Lobalangit sub-counties are mentioned

<sup>64</sup> \$120,000 / year for gate entry and \$123,000 / year from sport-hunting, with around 8,000 tourists / year are the projected figures, but without any evidence of how this will be achieved, let alone where the conservancy might be located.

<sup>65</sup> UEPB noted that the 10-year revenue stream from shea was the same every year for 10 years, saying it was not realistic

## Effectiveness – Component 2 at the Indicator and Output Level

### Outcome 2: Integrating PA Management in the Wider Landscape (7 indicators, 7 outputs)

The overall grading for Outcome 2 was **Moderately Satisfactory**

There were seven sub-indicators rated as: satisfactory (1); moderately satisfactory (3); and moderately unsatisfactory (3) (see Annex 1)

(Note - Outputs 2.2, 2.5 and 2.6 are considered first as they directly follow-on with the wildlife and biodiversity conservation theme, thereafter the 'shea-focused' outputs are presented)

#### **Biodiversity conservation is mainstreamed into district land use planning; Landscape-level management and institutional governance for biodiversity conservation and sustainable management in the KCL (Output 2.2)**

*(Baseline - Management of KVNP, the CFRs and in communities are not integrated at the landscape level; Target – Coordination method - institutional governance - for biodiversity conservation & sustainable management across KCL developed, with a KCL management plan prepared and implemented)*

##### *Result and Indicator*

This is a repeat indicator – see Outcome Indicator E (with a focus on the landscape level plan). Land use planning with a focus on biodiversity conservation has only been undertaken in two Kaabong sub-counties and not on a KCL management level, except to produce an initial map of the current wildlife dispersal areas within the KCL management plan.

#### **Inter-district coordination mechanism to ensure that biodiversity management in the KCL with wildlife migration / dispersal corridors integrated into district land use planning (Output 2.5)**

*(Baseline - No district coordination; Target - A district coordination mechanism to ensure that biodiversity management in the PAs and wildlife corridors is integrated into government decision-making on land use)*

##### *Result & Analysis*

This is a repeat indicator – See Outcome indicator H (with a focus on the institutional mechanism)

#### **Management plan with buffer zoning and regulations for critical habitat and wildlife dispersal corridors – in operation by the district governments (Output 2.6)**

*(Baseline – No management plans or regulations for wildlife corridors in the landscape; Target - Management plans / regulations for habitat identified as critical for wildlife prepared and implemented by district governments-resulting in secure wildlife corridors with buffer zones)*

##### *Result*

##### NFA management in the wider landscape

Prior to the project, NFA had scattered staffing on the ground. Under the project another person was recruited to cover a designated management area for the Karamoja range (see regional plan for this eastern side)<sup>66</sup>. The project provided a 4WD vehicle and four motorbikes, which allowed stronger direct communication especially with district government. An example of such improved communication, was the sharing of the NFA annual budget & plan with the district for joint work, which included enforcement (by the environmental police task force - EPTF) of bylaws that prohibited shea tree felling its use for making charcoal. The EPTF received induction training from NFA taking into account the new ordinance and bylaws for environmental protection (especially of shea, fire and grazing control.) Shea tree felling, fire and illegal grazing are often practiced by new immigrants, the landless and ranging pastoralists<sup>67</sup>. The IDCF (started in 2018, recently held in Kotido) was also used as a coordination method to track and stop commercial charcoal production from inside four project districts (excluding Kaabong and Kotido). NFA also have a role in surveying local forest reserves (LFRs) on behalf of the district, although these are very small areas at present. The district forest officer is under natural resources officer and covers private forestry and LFRs. The NFA cover CFRs.

Forest regeneration activities have included: 8 ha of enrichment planting of shea in Abim and Otuke; a tree nursery in the Rom CFR village area with 20,000 mainly indigenous seedlings for homestead woodlots; shea grafting work

<sup>66</sup> Before disarmament in 2006, there was a security issue in the Karamoja region. The NFA creating the Karamoja range / sector was a key outcome of the project

<sup>67</sup> The problem remains acute in Amuru district, West Nile Region

with NARO (Ngetta Zardi) on 17.5 ha (to reduce time to maturity, which normally takes 30-40 years). NFA enrichment planting 2016-18 in the CFRs, also included mahogany and *Maesopsis emini*.

NFA erected boundary pillars along 22 km of Morungule CFR in 2016, which was an important demarcation exercise, due to damage to the forest's ecological integrity. More pillars are needed.

### Analysis

The district governments of Kitgum and Kaabong together with NFA need to deliver a wildlife corridor plan for the narrow gateway from Orom to Karenga between the Nyangea-Napore hills. At present, land conversion is rampant (partly as district borders are not clear). In Nyangea-Napore, NFA has undertaken restoration planting, however this is insufficient to address the problem.

### Collaborative Forest Management with Rom CFM group as an example

NFA worked with a number of communities adjacent to five out of six CFRs (Zulia has no communities nearby in Uganda). They produced five collaborative forest management (CFM) agreements for five CFRs covering 11 villages.

CFR	Area (ha)	Sub-county location	CFM village name
Rom	10,904	Orom	IDP Village no. 1
Nyangea-Napore	41,741	Lobolangit, Karenga, Lokori	Kangole, Pure, Opotipot
Morungule	15,063	Kawalakol, Kamion	Napotipoti, Naserparai
Lwala	5,884	Kapedo, Kathile	Losonei, Lwala and Nagumoi
Timu	11,751	Kamion	Loloi and Kapalu
Zulia	102,893	Kamion	no village

NB. Zulia lies within KVNP. All 6 lie in Kaabong, except Rom which lies in Kitgum. All gazetted in the 1940s

The CFM agreements were made due to community impact (livestock grazing, resource extraction – e.g. bamboo in Rom) on the CFR, the wildlife impact on the community, and provided a method for access to the communities. The process in creating such a CFM agreement involved nine steps including resource mapping (e.g. identify restoration areas for village support). Together with shared forest protection roles, and the provision of bee hives for alternative income sources<sup>68</sup>, the CFM process created an affinity with NFA and a common empathy for conservation.

### Analysis

The Rom village was resettled after war with the new community, but obviously meant land being converted to agriculture. Elephants migrate through the Rom CFM village area four times / year, however protection of the smaller wetland area to the west is missing with unregulated prison farming (maize) now covering this area<sup>69</sup>. It needs to be designated as a local forest reserve / community nature reserve. This has not been addressed by the Kitgum EPTF. However, illegal tree felling by the prison in the Rom area was stopped by NFA after appeal to the Resident District Commissioner (RDC).

According to the Rom CFM village, the Rom CFR boundary on their western side only begins from the mountain ridge, where markers have been placed. This appears strange, but it may be that only the core area was demarcated long ago, and the outer zoning is not understood by the new IDP community now living at the foot of the hills and now claiming 'customary use.'

### **Options for sustainable use of shea trees and wildlife are identified, regulated and monitored (Output 2.1)**

*(Baseline - No data available for sustainable use options for shea tree harvesting and wildlife hunting; Target - Sustainable use options for shea and wildlife established and implemented – to reduce pressure on savanna habitat)*

### Result

A survey on shea tree and wildlife resources and their sustainable use was undertaken, with a view to improve shea nut production / marketing and sport-hunting development.

### Wildlife census and Shea mapping and inventory (pp61)

<sup>68</sup> 250 bee hives were provided to the five CFM groups (~400 households), however the hive design included a tin metal roof, which was too hot and has severely affected colonization.

<sup>69</sup> This smaller wetland is separate from the much larger wetland to the south of Rom CFR, which runs from the Rom into the southern part of the KCWA, which also has a prison-farming issue (see maps **Annex 5**)

The wildlife population numbers study was dealt with in terms of identifying the wildlife dispersal corridor which was more sensible to begin with. The map (**Annex 5**) indicated that large mammals apart from moving south through KCWA (Kaabong and Kotido) and then west in Agago / Kitgum, wildlife also migrated / lived in habitat to the west of the Nyangea-Napere hills and Rom CFRs in Kitgum as well as dispersing further south on this western side down through Agago (visiting Otuke) into Abim, which completed the corridor (from KVN) to Bokora Wildlife Reserve and on to Matheniko reserve. The estimate was that ~150 elephants permanently live in this dispersal area, due to dry season shortage of forage and water in KVN. Thus, outside KVN and KCWA, the importance to wildlife of two CFRs was highlighted, as well as the districts of Kitgum (east side), Agago (east side), Kotido (west side), Otuke (east) and Abim (an east-west band in the south). The end-of-project wildlife survey (April 2019) reiterated the presence of settlements, cultivation, and livestock grazing in the sub-counties of Orom (Kitgum) and Kacheri (Kotido), as activities incompatible with wildlife habitat management

In contrast, the shea population was in the four districts of Kitgum, Agago, Otuke and Abim. In terms of shea tree location, it was growing in: communal land - shifting cultivation areas (34%), and grazing land (24%); protected area forest reserve (25%); and private farmland (17%). Thus, with its presence mostly (almost two-thirds) in communal land (~woodland savanna), one can now see the crossover and importance with its management as wildlife habitat. Whilst the shea at a medium density covers the wildlife areas, its highest density is located across a central belt within Agago, which is the main wildlife corridor route to Bokora reserve in the south.

The main source of loss is illegal land conversion and (now) illegal charcoal production obviously from the unregulated and mostly communal land. This suggests district and sub-county government lack of management, with the traditional village elder system of land management having broken down<sup>70</sup>. The second shea inventory reported an increase in the number of shea trees. Farmers mentioned that they are now motivated to retain shea trees on their private land.

### Analysis

There was \$34,000 budgeted for this dual survey on sustainable populations of shea tree and elephant. i.e. how many shea trees would be needed to make a viable volume of shea nuts for market sale and how many elephants could be in the KCL without degrading the woodland savanna habitats. The second shea inventory didn't sample the same sites as in 2016, nor use the same survey methods, which made comparison difficult.

### Six district governments have capacity for managing natural resources (Output 2.3)

*(Baseline - District governments unable to enforce laws; a lack of understanding of sustainable hunting and shea utilisation, leading to habitat degradation; Target - Local governments build capacity to monitor and enforce laws on sustainable hunting and sustainable use of shea tree in target districts; A 40% increase in the capacity development scorecard)*

### Result

The indicator as with the previous one, was somewhat mixed. The shea and charcoal regulations are covered in Output 2.7. The wildlife regulations are covered earlier in the report. The project 'management' focus in the four shea districts was put on enhancing shea production.

### Shea grafting and planting

On-farm shea grafting trials were undertaken by Ngetta Zonal Agricultural Research and Development Institute (ZARDI). Young shea nut trees were grafted in four districts in 21 farmer fields (~17ha) in a pilot to reduce their maturity stage. One hundred and five farmers (48% women) received knowledge of grafting techniques. Enrichment planting of shea (*Vitellaria paradoxa*) trees in selected CFRs (Oliduro and Langolebwal CFRs in Otuke, 10 and 8 ha; Akur CFR in Abim, 4 ha; and Agago town council land, 4 ha) was also undertaken.

### Wood-burning stove design

Charcoal / wood-burning stoves were not directly part of the project, however, their use is directly tied to the success of the project. Virtually all rural households and institutions (schools, hospitals), and restaurants cook with fuel wood. The TE team observed three issues with the designs: a health issue with a lack of chimney, which creates the 'draw' of smoke away from stove; no baffle to direct heat towards the bottom of the cooking pot and support the draw of smoke over it (it creates a narrower chamber); and a lack of closely fitting stove-pot hole and

<sup>70</sup> Due to war, placement of people in camps, the return of different IDP groups, outsider cattle herding, lack of local employment, lack of cohesion with the young working generation moving to urban centres and becoming semi-migratory, the young generation disinterest in village life, the high skew of the rural population being young and the increasing population pressure on the landscape

pot in order to stop smoke and particulates being released into the kitchen – another health issue.

### Analysis

The project targeted grafting and re-planting of shea as an entry-point to its protection. To note this was all on private land or within protected areas, not the wider unmanaged landscape, where its future is under threat. The plant breeding programme for shea by Ngetta ZARDI requires a long-term budget. Training in on-farm shea tree management (thinning, stems / ha, pruning) and nut collection may be needed in the future. The development capacity scorecard for the six districts was not utilized.

### Market access for shea products for women in Kitgum, Agago, Otuke & Abim; a market information centre for shea; certified shea products; a national shea product export strategy (Output 2.4)

*(Baseline - Shea nuts are yielding insufficient returns to justify its conservation: yields are 123kg / house / year and prices for oil 2,500 UGX / litre; Target - Measures to improve market access for shea products, and income generation among rural women, leading to 30% rise in the value of shea products + 25% increase in sales)*

### Result

#### Development of Income-generating groups

The project supported 14 CBOs (village communities themselves and / or registered groups implementing on behalf of these communities): of which six were involved in shea nut processing; five undertaking bee-keeping / and / or chili production (income and elephant deterrents); and three involved in eco-tourism. Each of these grouping is discussed in the relevant report sections.

Six CBOs were supported in creating shea-producing women's groups for product development, and training in the use of seven shea nut cold-press machines which the project procured.

The six CBOs were:

CBO Name	Location
Waneno Anyim Farmers Association	Omiyo Anyima, Kitgum
Gwokke Keni	Agago
Forum - Kalongo Parish Women Association	Agago
Fountain of Life Uganda	Adwari, Okwang, Ogor; Oliy-Otuke
Foundation for Peace and Development	Otuke
Agago District Farmers Association-	Agago

The seven machines were located in the sub-counties of Ogor and Adilang (Agago), Adwari (Otuke), Omiya Ayima (Kitgum), Abim and Lutuke (Abim). The machines for Omot, Adilang had not been delivered by time of TE mission.

Five CBOs supported bee-keeping and chili pepper growing

CBO Name	Location
Awakening in Rural Environment ('Aware Uganda'),	Kapedo Sub County, Kaabong
Jie-community Development Initiatives ('Jiecodi'),	Kacheri Sub County, Kotido
Rock of Ages Family Initiatives,	Abim District
Together We Stand	Orom sub-county, Kitgum (chili only)
Action for Social Educational Development Initiatives	Abim (+ black smith)

### Shea nut processing

The women's groups were trained in cold-press machine use, post-harvest techniques, diversification and standardization of shea nut products (soap, lotion, lip balm, and after shave). The use of these machines (which were placed in sub-county government compounds), extended to 28 sub-groups (each with ~30 members) trained and able to use them for primary processors of nut to shea oil.

There were a number of issues with the initial design of the shea oil cold-press machines. These included: the nut crushing teeth and oil press needed to be stainless steel (as shea oil is a food and cosmetic product); and the corkscrew pressing mechanism was missing in some cases. Two other points to note, were that the crushing teeth couldn't be removed for cleaning without extensive dismantling of the machine casing, and a positive point that pipe chimneys to remove the diesel exhaust particulates and smoke, were mostly present.

### Shea product marketing and certification standards

Two consultancy reports were produced to support this Output on the value chain and on the cost-benefit of shea. A National Shea Export Strategy (2019-23, pp46) was also produced by Uganda Export Promotion Board (UEPB).

Four certification standards for shea cosmetics were prepared by the Uganda National Bureau of Standards and UEPB (aftershave, lip balm, lip gloss, and pure shea butter cosmetics) and the East African standard for export of shea products was reviewed.

#### Market Information Centre

Two market information centres for shea nut products have been constructed within Agago and Otuke district government premises. They were constructed by the two districts under a UEPB supervision contract, who in turn were under contract to UNDP (bid procedures were not verified by the TE).

#### National Export Strategy for Shea

A National Shea Export Strategy was prepared for the period 2019-23. The goal of the strategy was to promote the development of shea products for export with principles of sustainable production, improved processing and improved market initiatives, with supportive policies. There are plans to incorporate the strategy with the National Development Plan II (in prep.) and also to make it part of the broader national export strategy. Key stakeholders for the implementation of the strategy include UEPB for overall coordination, NFA for shea tree conservation and sustainable use. Others include MAAIF and Ministry of Trade Industry and Cooperatives.

The project organized a shea exhibition in Kampala and supported shea companies' participation in a regional exhibition in Kigali. During the project, shea exports have increased by 20%. Initially the project had two registered exporters of shea products, with the number now at 15 companies. Recently shea was selected as one of seven products under the African Growth Opportunity Act (AGOA) for the USA market.

#### Analysis

The project only provided seven cold-press machines as a demonstration, thus long distances are still required for most women to use them, so most shea continues to be sold as nuts, which doesn't add value for the women farmers. At present, the women's groups only sell their products locally in weekly markets. The project also mobilised a number of large / medium-scale producers.

There are two shea information centres in Otuke & Agago, although plans on how to make the centres operations and utilised by the women's groups is not clear. There is a need for the Uganda Export Promotion Board (UEPB) to continue to work with the shea women's groups in supporting primary processing, product development (value addition) and market information and linkage, which can partly be achieved via the two information centres. The centres also need to be utilized in training the women's groups in the standards for shea products and their certification.

#### **District ordinances and sub-county bylaws approved & enforced on the harvest of shea trees (Output 2.7)**

*(Baseline – No ordinances or bylaws to protect shea trees; Target - District ordinances and community bylaws established - resulting in 25% reduction in shea tree deforestation and a 50% drop in the use of shea for charcoal)*

#### Result

The NEMA enforcement team with the EPTF reported to have significantly reduced the commercial producers / carriers of charcoal in Kitgum at least, but the ordinance / bylaws do not stop production for local use. The project indicated that the district ordinances and bylaws have reduced shea tree felling by 25% and charcoal production by 50%, however these figures are not verified.

Four district ordinances were developed Abim, Kotido, Kaabong and Kitgum, although all but Abim remain with the Attorney General's office for approval. The ordinances prohibit commercial charcoal production and protect shea trees. In addition, four pilot sub-county bylaws were developed (Kitgum - Orom; Kaabong - Karenga; Agago - Lukole; and Otuke - Adwari) which were endorsed by the respective district governments and are now under implementation.

#### Ordinance for Kitgum District as an example

Kitgum District Local Government Act (Draft Bill for Environment, Production & Marketing Ordinance, 2018):

- Lists protected tree species including shea, that can't be cut – TE comment – this is the main way of trying to limit charcoal production

- States that local government will undertake a tree inventory and make recommendations for which areas charcoal and other timber products harvesting may occur – TE comment - this is a large task
- TE comment - does not mention charcoal production on communal land being against the regulation
- Control of bush burning – ‘A person shall not burn grass or vegetation contrary to the provisions of the Prohibition of the Burning of Grass Act, Cap. 33’; and ‘cultural practices on control of burning of vegetation shall apply as far as they are not inconsistent with this Bill.
- Encroachment on wetlands and other ecological systems - a) The local environment committee will identify areas with ecological importance such as wetlands, river banks and forest reserves; b) Local environment committee should ensure watershed areas are maintained; c) Farmers should cultivate 30 meters away from both sides of a wetland (!)

#### Bylaw for Orom sub-county as an example

Statutory Instrument 243 - Orom Sub County Local Government - Community management & Conservation of biodiversity for improved livelihoods, 2016 (Under section 38 of Local Government Act), pp17

- ‘No tree felling within 30 meters from the highest water mark of all gazetted, ungazetted, permanent and seasonal wetlands, rivers, streams and springs’ – TE comment - this is too close for biodiversity protection, especially in a landscape critical for wildlife.
- Communities can produce charcoal for trade in Orom sub-county as long as it is transported by vehicle no larger than a standard pick-up (e.g. Toyota Hilux) – TE comment - thus only commercial buyers will be affected.
- Schools, prisons, hotels and larger users of fuel wood need permission of District Forestry Officer
- Fire control – 80% of the sub-county is burnt annually during the dry season, with patches sometimes burnt more than once – this practice kills sapling trees including those on the scheduled lists and shea. TE comment - However setting fires is not prohibited within communal (hunting) lands!
- A sub-county Chief, or a veterinary officer, or an Agricultural officer, or an Environment officer, or Parish Chief with respect to land within the area of his/her jurisdiction, may make order - prescribing the maximum number of cattle that any person may be permitted to graze on any particular area of land

#### *Analysis*

Rural villagers use fuel wood and not charcoal for cooking (although both still damage the environment). At present charcoal producers indiscriminately select tree species, and target communal / unregistered land. Shea is already nationally protected<sup>71</sup> The district regulations center on shea with a number of other tree species becoming protected, and for charcoal production to be prohibited for commercial sale outside sub-county boundaries. At present the only one district ordinance has been passed and they do not mention the commercial production and sale of charcoal from communal lands. There were only four sub-counties piloted for these environmental bylaws, but these bylaws also allow selected tree removal and charcoal production from communal land.

#### **3.3.3 Efficiency, Relevance and Ownership**

The project brought in a degree of wildlife management, to the wildlife corridor to the south of KVNP in Kaabong district, in terms of: reducing wildlife crime through the development of a patrol and local scout reporting system; sensitizing the Kaabong district communities (around KCWA) to wildlife conservation via outreach services (including a study tour to Kenya and an eco-lodge in Karenga under development). In four districts, the project brought in local government legislation to prohibit the felling of shea trees to boost production of shea nut, and limit commercial production of charcoal to reduce degradation of the ecological landscape. And the project developed a management plan for the KCL and an institutional mechanism to implement this plan and manage the KCL for wildlife conservation. None of these measures would have been undertaken without the project, thus the (cost) efficiency was rated as **moderately satisfactory**.

The project was based on national priorities with the conservation of wildlife and its habitat at the forefront. Thus, the project design and implementation remained highly relevant, especially with landscape degradation and land conversion becoming more acute.

The mainstreaming of the project is yet to be realised in terms of incorporating wildlife conservation into district

<sup>71</sup> List of Reserved Tree Species under Schedule Eight to the National Forestry and Tree Planting Regulations

development planning, or in terms of if the IDCF will be active or effective.

The ownership of the project was high, although fragmented in parts, with UWA not working well with NEMA. The biggest boost was probably provided to UWA in having significant resources (from 2016 onwards, after being able to receive direct payment from UNDP) to work in the main wildlife dispersal area, and learn to engage with communities on wildlife crime, human-wildlife conflict (compensation payments are now enshrined in the new 2019 Wildlife Act), and regarding new conservation-friendly developments such as the Wenyi eco-lodge. NFA extended their presence in the Karamoja region in particular having extra project resources to work with communities adjacent to their CFRs. They also produced an updated Karamoja range regional plan.

NEMA's ownership was marked by their involvement on the ground with six district governments. This meant they needed something to deliver, and to their credit managed to produce a KCL management plan, and an institutional mechanism for implementation of that plan. They also guided the district governments in landscape conservation (local regulations) and enforcement against illegal activities via strengthening the role of the environmental police in the Acholi region districts.

## 4. SUSTAINABILITY

The overall rating is that sustainability is **Moderately Unlikely**

### 4.1. Financial Risks to Sustainability

The rating is 'Financial Sustainability is Moderately Unlikely'

The premise for wildlife conservation is that not only does the wildlife have intrinsic biodiversity value, and in some cases, protected species status and / or IUCN red list threatened species status, but the wildlife has economic value in terms of tourism. This is undoubtedly true with tourist numbers now again increasing with the Karamoja region being stable, however the area of habitat needed, for the wildlife in large enough numbers (herds and locations), is not yet secured, meaning the tourist numbers won't yet rise sufficiently to make wildlife conservation economically viable for the ILCs in the region.

At present, the financial resources to bring the KCWA and key wildlife migration areas under effective management are not there. What is also not there, which is equally important is any agreed approach to effective conservation management (see institutional governance.) The budget for implementing the KCL management plan needs to be entered into the 3<sup>rd</sup> National Development Plan (NDP), but it is unclear if NEMA will canvas for this or not. Under the project, NEMA employed one person to be based in the KCL, however that position has already been stopped, which is worrying.

The shea tree premise is that the shea nuts together with their value to wildlife habitat is much greater than their one-off felling and sawing up for charcoal. This is beginning to be realised. Development of the shea value chain is presented within the 3<sup>rd</sup> NDP which gives it a significant step-up for the future. Four standards for shea products were developed under the project (UEPB working with the Uganda National Board of Standards (UNBS), so that products can be certified with the UNBS quality mark. The project worked with a few companies to obtain this 'certification' as a demonstration method. A shea nut processing standard has also been drafted and is under review. For future development of the shea women's groups, it is hoped that they register themselves as local cooperatives in order to develop bargaining power in the sale of their products, to gather market information and utilise the two new market centres, and to enhance their products from primary processing to shea oil to particular products. An unintended result of the project was the setting-up of shea-based village saving and lending (VSL) schemes in Kitgum, which again shows it expected rise in value at grass-roots level.

### 4.2 Socio-economic Risks to Sustainability

The rating is 'Socio-economic Sustainability is Moderately Unlikely'

The government, in a bid to bring Karamoja to the same level of development as the other parts of the country, has created a separate ministry (Ministry of Karamoja) to spearhead development activities in the sub-region. This office with financial support from several development partners is coordinating activities including agriculture and livestock development, health and education among others. The important point is that 'standard development' of infrastructure and agriculture is not in the main, suitable for the wildlife conservation in Kaabong in particular, but also northern Kotido. This is why the KCL plan was timely and why it now needs to be adopted and funded at central government levels.



### 4.3. Institutional & Governance Risks to Sustainability

The rating is 'Institutional & Governance Sustainability is Moderately Unlikely'

Concerning governance, NEMA's approach has been to work with district government, but has not engaged in the unregistered land conversion debate, not has engaged in the KCWA management debate. UWA has not allowed any debate on the management of KCWA, and has gone off in a tangent with its proposed 14 CWAss, but with financial resources to support one may be two only. UWA indicated that there should be a management plan for KCWA within three years with an administration block, community centre and enforcement plan. However, the project's business plan does not include this investment action, nor is it detailed or funding proposed. NFA has also not engaged in a landscape approach or brought into play CFR adjacent areas (wildlife friendly intervention zones), outside the demonstration of CFM in five villages. In some cases, there are numerous villages around a CFR, such as Nyangea-Napore where it is in a critical location for wildlife migration and as forest habitat. New management plans for Nyangea and Rom alone would have had significant benefits. Lastly, the interest, drive and technical conservation skills of NEMA in coordinating and supporting the IDCF in the future is unknown, as is the involvement of UWA in this institutional structure.

The CWSs are a voluntary force, thus maintaining them with skills is a challenge. A few have joined the UWA ranger force. Regarding wildlife crime and security, an issue is how post-project, the extra UWA rangers and wildlife scouting system will be maintained. AWF and Caritas are partly taking up the mantle for the next 2-3 years at least. AWF are now going to train with UWA on a landscape scale in five districts, with a more rapid response team. AWF are presently preparing a new 7-year 'resilience' project (USAID). Advance Africa and Caritas are reviewing their programmes in the area.

Ownership, financing and implementation of the project plans (for KCL management and the investment plan) are unknown. If they are left to the districts, the landscape ecology approach will be lost. The five districts (except Kaabong) don't appear to work closely with UWA. The profit-share from UWA licensed hunting only reaches Kaabong. The future role of the 14 CWAss was less clear, apart from being created and being recipients of awareness training. The CWAss set-up doesn't appear representative of communities, or based on wildlife management principles, but rather geared to gaining profits from more sport-hunting. This approach won't work without stopping the loss of wildlife habitat. This is where district government needs to be involved and UWA to understand this. The capacity of the MoLG and their natural resource officers at district level is low. There isn't an EPTF in Karamoja region, only territorial police in the districts. The project didn't create a system to cover this.

### 4.3. Environmental Risks to Sustainability

The rating is 'Environmental Sustainability is Moderately Unlikely'

Plans are advanced to make Karenga as a district itself, splitting from Kaabong. At issue is the fact that this will require a new district town to be built which is likely to be in the middle of the KCWA. There is no mention in the AWF land use plan (2014) of Karenga sub-county to become a district based on sound planning. This will damage the KCWA wildlife corridor which is widely used by migrating mammals.

The district ordinances aim to protect a number of species not just shea, however it is shea that is being awarded the higher protected status, especially against charcoal production. This may mean that its protection and enrichment planting (if shea marketing really takes off exponentially, then the ecological landscape of northern Uganda with its wildlife habitat needs may change, with the loss other indigenous species such as acacia, terminalia, gum arabica, combretum.

UWA under the project conducted two aerial (light aircraft) surveys of KVN and KCWA wildlife which really is beginning to bring benefits to understanding large mammal populations with a view to improved conservation management. Added to this wildlife crime (meaning crime against wildlife, not that the animals are criminals) and human-wildlife conflict intelligence has been vastly improved under the project. However, if these actions are not continued in the future, then the project gains in conservation management won't be sustained.

The future could involve community monitoring of wildlife numbers, and reporting presence to the CWSs / UWA, and not just reporting HWC (elephant, buffalo, baboon crop damage). For 2019-20, UWA have committed to continue supporting the CWSs. A new Uganda Wildlife Act (2019) has just been passed, which provides for compensating for damage (to people and crops) by wildlife. This will further endear communities towards wildlife as opposed to killing it.

UWA need stronger support from their line ministry for Tourism, Wildlife and Antiquities, especially in demonstrating the benefit of increased wildlife numbers being needed to increase tourism for increased national revenue and for this message to get across to other ministries, such as the new one for Karamoja and the Ministry of Local Government.

## 5. IMPACT & CATALYTIC EFFECT

### 5.1. Impact

The overall rating for impact is **Minimal**. Conservation management at the landscape ecology level remains weak.

#### Reduction in stress on ecological systems

The stress on the KCL ecological system has increased for a number of reasons. There has been a greater effort on security in the region by police, with incursions by armed gangs from South Sudan having reduced. The project has been successful in reducing wildlife crime which is leading to greater wildlife numbers, thus the wildlife impact on the landscape has been greater, which has been heightened by a reduction in habitat and the integrity of that habitat (i.e. degradation). Habitat has been reduced due to increasing people population, land conversion, increased local livestock numbers, continued long-horn cattle ranging, and continued use of trees for fuelwood and charcoal production. The project would argue that charcoal production has been reduced in 1-2 districts (Kitgum and Otuke), however, the regulations still permit local production within communal land and the transport of (Toyota) pickup-sized loads to urban centres. The high dependency on both fuelwood and charcoal remains.

#### Regulatory & policy changes at national and local levels

The National Environment Act (Cap 153) and the Wildlife Act (2019) were reviewed and ascended to by the President during the project time. The Wildlife Act (2019) recognizes wildlife damage with compensation to be paid. This should increase benevolence towards wildlife. Under the Land Act (amended 2010), the MLHUD since 2013, has had a computerised system for registration and certification of communal land, which has started to have an impact. At least two key sub-counties (Karenga and Lobalangit) have formed communal land associations, and were surveyed in 2018 by MLHUD, with customary ownership certificates beginning to be issued. There is also donor support for the registration of communal land across Kaabong and Kotido. This is a means to stabilise land use, which should include within these customary lands, areas protected for their natural heritage. This is a major entry point for donors and UWA in the future.

Four district environmental ordinances were developed to limit tree felling, landscape burning and commercial charcoal production, with one having been made into law so far. Four sub-counties were piloted to produce bylaws that mirror the district ordinances. The project then made some attempt to enforce these sub-county laws by strengthening the role of the environmental protection police in three of them.

### 5.2. Catalytic Effect

#### Scaling-up and Replication (outside of the project)

There were a few examples of scaling-up and replication:

- CWSs are set to expand in to Lipan sub-county (Kitgum) which lies to the west side of Nyangea-Napore CFR to the north of Orom sub-county. CWSs are also to be established by UWA in Lamwo and Pader districts (to the west of Kitgum and Agago) where traditional hunting persists
- CFM agreements by NFA are proposed to expand under the KCL wildlife dispersal corridors plan
- Enrichment planting of shea tree seedlings in 222 ha of CFR land, being undertaken by NEMA, NFA, Otuke DLG and Ngetta ZARDI (in Lira) under NARO.
- There is an initiative by GIZ to bring together shea nut producers into regional cooperatives

#### Demonstration

As an overall demonstration of using landscape ecology as a trusted approach to biodiversity conservation, the project has not quite worked. The important seasonal wetlands in northern Kacheri (north Kotido) and south-eastern Orom (Kitgum) sub-counties<sup>72</sup>, where the wildlife migrate to and where the southern half of the KCWA is designated, were not singled out for any management actions, either during the project or in the KCL management

<sup>72</sup> There is also gold mining in this area, which the KCWA doesn't prohibit.

plan.

The project was insufficiently joined up in terms of institutional collaboration. The project created an IDCF, however UWA appear very peripheral to the set-up.

What worked better as localized demonstrations were the: creation of shea women's group and raising the profile of this important tree in the KCL – as an income source and therefore the need to protect – which in turn supports wildlife habitat maintenance; the piloting of CFM in five villages adjacent to CFRs; and the outreach activities of UWA with their new CWS system.

#### **Production of a new technologies /approaches**

New technologies included the primary processing machines to cold-press shea nut to shea oil. New approaches included the CWSs in the communities. The new approach of the IDCF is as yet unproven.

## **6. CONCLUSIONS AND RECOMMENDATIONS**

### **6.1 Conclusions**

Uganda is a signatory to CBD, which promotes the protection of ecosystems, natural habitats and the maintenance of viable populations of species in natural surroundings. It is known that KVNP alone is not a viable area for a number of the large mammal (ungulate) species present, especially in terms of sufficient suitable habitat all-year round and for out-breeding populations of certain species<sup>73</sup>. It needs to be augmented by KCWA and the fuller wildlife migration and dispersal area with the KCL (see **Annex 5** for map).

Once a conservation area has been legally established, which KCWA is, then an integrated conservation and development (ICD) model is often applied<sup>74</sup>. The preferred approach these days is collaborative management (co-management) of biodiversity conservation areas, which aims to bring and share management responsibility with the local communities and their local governments<sup>75</sup>. This has not really happened yet in the KCWA. Rather piecemeal approaches are underway, such as the CWSs and the establishment of the Karenga Community Wildlife Association<sup>76</sup>. The exclusion of local government from the (co-) management of KCWA is thus a major oversight by UWA, with at least a faction within UWA intent on keeping this status quo.

The problem is that the main threat is land conversion which is not being addressed under the present UWA approach. In 10-15 years maybe 30-40% of present habitat will be lost, especially with Karenga being developed into a new district. Another threat is the increase in large livestock production which again is not under the remit of UWA, but rather local government is its management of natural resources. Thirdly, burning, which is degrading the habitats, is uncontrolled.

KCWA covers several sub-counties across three districts which adds to its management challenge, especially when UWA don't traditionally work well with local government, and local government are not coordinated to support this management role<sup>77</sup>. The KCWA BoT's purpose is to maximize revenue from sport-hunting. KCWA lacks any management plan or active management team, or even committee that is representative of the local government offices with the responsibility for land tenure and natural resources management.

There is a need for donors / NGOs such as the Uganda Land Alliance (ULA)<sup>78</sup> to work in the area, to support Land

<sup>73</sup> KVNP Management Plan - The park will be restocked with rare and extinct species which used to exist in Kidepo. These species include Oryx, Roan, Rhino, Bright's Gazelle and Uganda Kob and also the populations of species that are becoming unviable like zebras, Giraffes (due to inbreeding), Elands, Kudus, Cheatah and White-eared Kob will be enhanced.

<sup>74</sup> Whilst ICDs have merits, they require continued funds for development to 'buy-in' community support for conservation. As communities and people always want more, this model is often not sustainable.

<sup>75</sup> In this way, the local government / communities have a stake in the 'ownership' via 'management' and future outcome, as well as having pride in the sustainability of the conservation area.

<sup>76</sup> And proposed 13 more CWAss to 'represent' all the 14 parishes in and around KCWA

<sup>77</sup> E.g. The TE team met Kaabong District & Karenga sub-county governments, but neither could give a clear picture of any links to UWA, KCWA or the new Karenga CWAss. The pattern was also confirmed a number of times.

<sup>78</sup> ULA is a membership consortium of national, regional and international CSOs and individuals, lobbying and advocating for fair land laws and policies that address the land rights of the poor, disadvantaged and vulnerable groups and individuals in Uganda. The ULA was established in 1995 as an independent non-governmental legal entity, registered as a company limited by guarantee.

use planning and land allocation (LUPLA) together with MLHUD<sup>79</sup>.

Tourism is needed as the approach to raise sufficient revenue to make wildlife conservation more attractive than other land uses to local government and local ILCs. This also means that such revenues are transparent and shared in an equitable way. For the KVNP / KCWA and its surrounds under UWA management, this is far from the case at present.

Communities need to become integral to the conservation management of KCWA. At present, they get in-kind 'infrastructure' (e.g. an eco-lodge with a very localised impact for a large conservancy.) This does not empower them effectively for collaborative conservation management. The 'benefits' they get can be equated with 'welfare' payments, thus it is likely that land conversion within the wildlife corridor will continue. Involving communities in conservation should include wildlife monitoring, not just human wildlife conflict. District and sub-county governments need to take responsibility for land conversion, as this aspect of conservation management is 'conspicuous by its absence', especially by Kaabong district government.

In 2018, Uganda began a review of its National Policy for the Conservation of Wetlands and Management of Wetland Resources, with the Ministry of Water and Environment (MWE) as the lead. The aim is also to update the Wetlands Act (2009). This is an opportunity (for NEMA and NFA) to re-assess part of the KCL from a landscape ecology and habitat perspective. In particular to re-assess KCWA and the seasonal wetlands in the Kacheri – Orom area, for gazettelement as protected wetland estate. The KCWA was primarily established as a hunting concession, but it is not fit as an organisation for wildlife habitat protection. UWA wish for full protected area status of KCWA. The opportunity is there to bypass the inflexibility and vested interests of both the KCWA BoT and local government / village leaders and raise the profile of the importance of this all-important wetland as the central core of the wildlife migration and dispersal area.

## 6.2. Recommendations

The recommendations are listed with the responsible party identified in brackets.

1. The seasonal wetlands in the Kacheri – Orom sub-counties in Kotido and Kitgum ('boot-shaped area of KCWA) to be proposed as national wetland estate, under the national review of wetlands [NEMA / NFA to propose to MWE]
2. The land conversion with the Nyangea-Napote CFR can't be directly addressed by tree planting, but rather only by Land use planning and land allocation (LUPLA) with natural heritage areas (i.e. wildlife corridors) agreed as part of customary land use certificate issuance by MLHUD, and the strict enforcement by three district governments. [NEMA as holders of the KCL plan which includes land demarcation, together with MLHUD and the district government of Kaabong, Kitgum and Kotido, maybe with an NGO – Uganda Land Alliance]
3. NEMA to include Inter-district Coordination Forum (IDCF) funding in its planning and budgeting cycle and to lead quarterly meetings [NEMA with MoFPED]. UWA to engage effectively with this new institutional set-up through mandating UWA attendance within UWA policy. [UWA]
4. KCL management plan funding should be secured and its implementation part of NEMA's strategy plan. a NEMA staff member should be designated to deliver the plan [NEMA, with MoFPED]
5. To ensure that legal establishment of the Karenga eco-lodge benefit-sharing mode [UNDP with UWA]
6. There is a need for the UEPB to continue to work with the shea women's groups in supporting primary processing, product development and market information and linkage. The two information centres need to be utilized in training the shea women's groups in the standards for shea products and their certification. [UEPB]

<sup>79</sup> LUPLA needs to be undertaken for three types of land - homestead land (including farmland and grazing land), communal land (for communal grazing), and communal land for (wildlife conservation). Within communal land, there is protection of 'cultural heritage' sites (forested shrine areas), so there is no reason why 'natural heritage' sites (traditional wildlife areas) couldn't also be designated and protected. LUPLA has been undertaken on a communal level for two key wildlife sub-counties, which is a major step forward.

## 7. ANNEXES

### Annex 1: Delivery of Project Objective and Outcomes against Performance Indicators

#### Assessment Key:

**Green:** Completed / Achieved

**Yellow:** On target to be completed / achieved

**Red:** Not on target to be completed / achieved

Extracted from project document (IP indicate if there have been approved changes)			Text completed from last PIR	TE team	TE team fills out
Indicator	Baseline	End of Project target	2019 End term Level & Assessment	Achievement Rating	Justification for Rating
<b>Objective: Biodiversity of the Kidepo Critical Landscape in North Eastern Uganda is protected from existing and emerging threats</b>					
Ecological stability of entire landscapes is increased, biodiversity is less threatened, and habitats are secured;	Landscape level approaches will not be taken up to the extent that the opportunity allows; risks from climate change will impact the buffer zones but also PAs themselves, with net loss to biodiversity and to incomes	Effective Terrestrial protected area coverage increased from a baseline of Increased coverage of PA by 95,600 ha over a baseline of 240,075 ha. and designation of buffer zones to conserve dry season refugia for wildlife (227,389 ha)	The community wildlife scouts and community wildlife associations have continued to secure the 95,600ha of Karenga Community Wildlife area through working with the rest of the community members. This, according to the UWA report, has been achieved through reaching consensus with communities bordering the area about its boundaries and regular patrols along the agreed boundaries to secure the area. In addition, the report states that the community groups have been able to scare away marauding wildlife and the result has been improved crop harvests among the most affected communities and reduced human wildlife conflict. On the other hand, district authorities in the six project districts have integrated designated buffer zones for conservation of dry season refugia for wildlife into their development plans for management.	MU	Whilst UWA has a mandate to conserve wildlife and 'manage' KCWA, they don't have a mandate to directly work with district government. Institutionally, UWA rarely talks to the district government, when it is critical to the management and sustainability of the ecological landscape
Karenga CWA will have the necessary operational and governance capacity built to	The existing baseline is centred on KVNP as the core area where wildlife are able to peacefully habitat; refugia are limited and insecure, corridors,	Increased coverage of PA by 95,600 ha over a baseline of 240,075 ha. and strengthened integrity of buffer zones to conserve dry season refugia for wildlife (227,389 ha)	As reported in the last financial year, increase of PA coverage by 95,600 ha was envisaged in the Prodoc through gazettement Karenga community wildlife area into a national park by end of project which was found not to be practical at midterm review. However, the project concentrated on strengthening the integrity of the Karenga CWA through its management in the model of	MU	The baseline remains. There is no clear arrangement for the management of KCWA

be gazetted to full NP status	like Karenga, are under threat		a conservancy. Its boundaries have been secured through regular patrols by the community wildlife scouts and community wildlife associations.		
Poaching levels will have decreased	Enforcement in the KCL is currently too weak to deal with armed poachers from politically unstable South Sudan, and poaching is a growing problem	Reduced poaching pressures over an area of 428,311 ha comprising seven PAs (one NP, six CFRs) and a community wildlife management area, verified by 25% greater wildlife abundance	Regular patrols in the National Park and KCWA are being conducted resulting in, as reported by UWA, increase in the numbers of key indicator species (elephants, zebra and buffalo) by 98.9%.	S	Illegal hunting has been reduced in the KCL, especially in Karenga
METT scores are improved in the target PAs: Kidepo Valley NP, Nyangea, Morongole, Zulia, Timu, Lwala and Rom CFR.	Baseline METT scores as follows: Kidepo Valley - 65%; Nyangea- 58%; Lwala - 45%, Timu 53%, Morongole – 42%; Zulia – 53% and Rom – 40%. Average score: 52%	Management Effectiveness Score for Kidepo Critical Landscape PA cluster (KVNP), Nyangea-Napore, Morongole, Zulia, Timu, Lwala and Rom CFRs); increased over the baseline score by at least 40%.	The METT score for Kidepo PA cluster has increased averaging 75.1% which is more than the baseline average value of 52%.	MS	METT scores have increased slightly
Key species in the Kidepo Critical Landscape PA cluster show measurable increase in numbers	Elephant population in 2012 was 502; zebra: 75; buffalo: 3,990; these are relatively depleted numbers relative to the carrying capacity of the landscape	Key indicator species (elephants, zebra, buffalo) in the Kidepo Critical Landscape PA cluster show measurable increase in numbers of >25%	As reported in 2018, UWA reported an increase in numbers of the key indicator species which remained stable over the reporting period. The percentage increase per indicator species was as follows: elephants 29.4%, zebra 166.7% and buffalo 100.5%.	MS	2019 Aerial survey - indicates more wildlife than in 2015 and more conflicts which would follow as when in larger numbers wildlife tend to move more so out of the KVNP.
Deforestation, community wildlife agreements	Cooperation between UWA and NFA is relatively limited; cooperation between different districts is minimal, especially in terms of managing wildlife and forest resources	A working model for integrating management of PAs and wider production landscapes is piloted and adopted in six districts in North Eastern Uganda (Kitgum, Kaabong, Agago, Otuke, Abim and Kotido) and secures wildlife corridors & dispersal areas covering ~ 227,389 ha - resulting in 25% less shea deforestation	An inter district coordination forum with specific terms of reference to coordinate biodiversity management and ensure that its factored into integrated decision-making governing land-use continued with its activities like enforcement of laws and regulation on biodiversity conservation including monitoring of natural resource management.	MS	KCL Management Plan was produced

Wildlife numbers are stable in the buffer zones	Wildlife and habitats are not sufficiently monitored nor effectively managed in buffer zones outside PAs; poaching is showing signs of an increase in dispersal areas	No net loss of natural habitat in the critical landscape and at least 40% reduction in hunting pressures in wildlife corridors and dispersal areas	(indicator missing from PIR 2019)	S	Wildlife numbers are not monitored outside KVNP and KCWA. Land conversion remains an issue
Common management approaches to habitat conservation.	There are no management plans for PA buffer zones, as a result there lacks a coordinated response to wildlife and habitat conservation in the Kidepo Critical Landscape	PA buffer zone under approved district management plans in six districts (Kitgum, Kaabong, Agago, Otuke, Abim and Kotido) incorporating BD considerations	The six project districts have incorporated biodiversity considerations into their development plans for financing and management.	MU	The project produced two regional forest management plans which covered the six CFRs as selected in the prodod.
Six district governments (Kitgum, Kaabong, Agago, Otuke, Abim and Kotido) are collaborate on management issues	No mechanism is in place for joint management planning for natural resource use by local governments in the critical landscape	Six district governments cooperate to regulate & plan natural resource use over 227,389 ha of the critical landscape, resulting in a landscape level coordination mechanism that enshrines biodiversity conservation by mandate	As reported in 2018, the inter district coordination forum with specific terms of reference that was borne from the district security committee continued to guide the regulation and planning for natural resources management in the six project districts.	MS	The IDCF was developed under the project. The IDCF is sanctioned within the KCL Management Plan as an MoU which is signed by NEMA, NFA and UWA as well as the six districts
<b>Outcome 1: Strengthening management effectiveness of the Kidepo Critical Landscape PA cluster</b>					
Karenga is qualified for upgrading to higher PA status through consultative process	Karenga is managed on a meagre budget, there is almost no management nor operational capacity; the area is at high risk from poaching and the loss of the wildlife corridor	Management and integrity of the 95,600 ha Karenga community wildlife management area strengthened, leading to its potential gazettement by end of project to safeguard a crucial wildlife corridor and dispersal area	(indicator missing from PIR 2019)	MU	The baseline remains. There is no clear arrangement for the management of KCWA
Existence of a functional and operational	The Kidepo Cluster PAs, particularly the CFRs and Karenga lack operational capacity to manage secure PA operations in an	Introduction of a security and enforcement system with a platform for information sharing and intelligence gathering among parks and other institutions; with	The effectiveness of the security and enforcement system of the Kidepo protected cluster continued in this reporting period as evidenced by a reduction in	MS	A system of ranger patrolling and enforcement was enhanced, with CWSs on-the-ground. UWA wildlife and human-wildlife

security system in 8 PAs.	effective manner, gaps exist in HR across park operations, lack of equipment means difficulty to manage fires, poaching and monitoring the ecosystem.	databases that will be continuously updated. Includes provision of surveillance equipment, ranger uniforms, fire management tools	illegal activities like poaching from 5% last year to 3% this reporting period.		conflict management was improved. Habitat loss was not controlled
A business plan for the PA clusters	Business planning in northern Uganda's Kidepo PA cluster lacks local context and full understanding of the international dimension of financial and business planning requirements; business planning is limited as a result.  Financial scorecards show scores of 72% for UWA and 39.5% for NFA	A sustainable financing plan for the PA cluster providing accurate revenue forecasts (from gate fees, concessions, film rights and other permissible uses to private sector investments), is developed approved and implemented, and matches revenue to priority management needs, measured by improvement in financial scorecard results by >25% and the creation of community trusts	Implementation of the financing options identified in the business and finance plan continued in this period with kick-starting the process of constructing a community lodge. A contract with a contractor to undertake construction of the lodge was signed, site handed over to the contractor and ground breaking ceremony held. Construction of the community lodge is yet to start but is expected to be completed in the next nine months.	U	The 1 <sup>st</sup> investment under the plan is to develop a new conservancy, with income from income from tourism and sport hunting. What is not explained is that without far stronger management of KCWA, there will not be sufficient wildlife anywhere else (due to habitat loss not illegal hunting).
Ranger and staff training programme in existence and functioning in KVNP, Karenga and 6 CFR	Rangers have insufficient capacity in KVNP, Karenga and 6 CFR to gather intelligence on poaching and fires; relations with tour operators and tourists often strained because of lack of customer care capacity; lack of value-add services.	Staff training programme in place covering all aspects of PA cluster operations ensuring 120 rangers and other field staff meet necessary competencies for planning, admin, conflict resolution, policing and enforcement).	As reported in 2018, the trained 150 (110 men and 40 women) rangers including administrative staff continued to receive hands on training through participation in project supported activities and their skills in planning, administration, conflict resolution, policing and enforcement have improved as evidenced by the way they handle tasks	MS	A system of ranger patrolling and enforcement was enhanced, with CWSs on-the-ground
<b>Outcome 2: Integrating PA Management in the Wider Landscape</b>					
Sustainable use options (a) Shea and (b) wildlife species that are regulated for	No data available for sustainable use options for Shea tree harvesting and wildlife hunting; as a result, there is	Sustainable use options for Shea tree resources and wildlife established and implemented - resulting in reduction of pressure on savannah habitat in the	Additional 100 representatives of the women groups were trained on standardization and diversification of shea butter tree products (ie. Soap making from shea butter oil for household use and making of smearing oil from shea oil). The women groups are now able to	MU	The main source of loss is illegal land conversion and (now) illegal charcoal production obviously from the unregulated and mostly



sport hunting are implemented and the data is available for operational use	unsustainable use of key species	landscape, particularly shea and elephant populations-	make soap for household use thereby removing costs of buying soap in their households.		communal land. This points towards district and sub-county government lack of management, with the traditional village elder system of land management having broken down
Biodiversity management is factored into decision-making governing land use management in District Development Plans	Management activities are carried out on NP, CFR district and community levels but with a lack of a landscape level coordination mechanism	Mechanisms (landscape level coordinated management plans and institutional governance systems) for enhancing sustainable management of Kidepo critical landscape promoted, with landscape management plan in place and enforced	Piloting implementation of the developed landscape level management plan continued with inter district coordination meetings where experiences on biodiversity conservation was shared. For sustainability, most activities in the plan have been integrated into the DDPs.	MS	KCL Management Plan was produced
District governments in six districts (Kitgum, Kaabong, Agago, Otuke, Abim and Kotido) have proven capacity for managing natural resources sustainably	District Governments lack the competence and staff skills to monitor and enforce laws - as a result there is a lack of understanding of the situation vis-à-vis sustainable hunting and Shea utilisation, leading to habitat degradation.	Local Governments have the competence and staff skills to monitor and enforce laws on sustainable hunting and sustainable use of Shea tree in target districts, measured by a 40% increase in scores in capacity development scorecard	The project developed the skills of local governments in project districts through engaging them in enforcement of laws and monitoring hunting and use of shea butter trees. The competence and staff skills of local government staff to monitor and enforce laws on sustainable hunting and use of shea tree resources can be determined from increase in apprehension and successful prosecution of offenders as compared with the baseline situation. The result has been increased awareness on the laws / regulations governing wildlife hunting and sustainable use of shea butter tree resources including compliance.	MS	The IDCF was developed under the project. The IDCF is sanctioned within the KCL Management Plan as an MoU which is signed by NEMA, NFA and UWA as well as the six districts
National export strategy for shea products in place; 25% increase in sales; an operational market information centre for shea	The Shea nut / butter market is currently not yielding sufficient returns to producers to justify the conservation of Shea: average yields are 122.5 kg / household /year and average prices for oil 2,500/+ UGX per litre	Measures to improve market access for Shea products in place, and employment and income generation among rural women in the pilot area increased through access to markets, leading to a 30% rise in the value of shea products and a 25% increase in sales	The two market information centres are now used for displaying different shea products produced by women groups that were trained in diversification and standardization of shea products. The training of women in diversification and standardization of shea products has resulted in employment of 600 women in production of shea products and, increase in value and sales of shea products. The nine women groups	S	Six CBOs were supported in creating shea producing women's groups for product development, and training in the use of seven shea nut cold-press machines. 28 sub-groups were formed

products; Certified products in the market place			registered into cooperative associations are now able to bargain for better prices for their shea products.  A developed National Shea Export Strategy was printed and disseminated to different stakeholders. Since the majority of producers and processors of shea products are women and children, the strategy has created opportunities for them to equally participate in the domestic and export trade.		
Existence of inter-district coordination body in place and functioning, with an M & E plan	No district coordination mechanism in place, leading to a lack of coordination over the management of crucial savannah woodland habitats, Shea trees and wildlife	A district coordination mechanism in place in the project target area (6 districts) to ensure that biodiversity management in National Parks, CFA and wildlife migration corridors and dispersal areas is factored into integrated decision-making governing land use management	As reported in 2018, an inter district coordination forum continued with its work of coordinating biodiversity management and ensuring that its factored into integrated decision-making governing land-use. Their work has resulted into efficient and effective execution of activities like enforcement of laws and regulation on biodiversity conservation including monitoring of natural resource management as evidenced by increased apprehension and successful prosecution of offenders of biodiversity laws.	MS	The IDCF was developed under the project. The IDCF is sanctioned within the KCL Management Plan as an MoU which is signed by NEMA, NFA and UWA as well as the six districts
Management plan, including zonation plan and regulations in place	Management plans and regulations critical for wildlife dispersal are presently non-existent in the wider landscape	Management plans and regulations on BD-friendly management in blocks identified as critical for wildlife dispersal developed and applied by local governments-resulting in security of buffer zones and wildlife corridors	Activities spelt out in the developed management plan have been integrated into the DDPs of the six project districts. Implementation of the activities in the plan is being undertaken under the natural resources departments of the project districts. To ensure that this happens as planned, the IDCF provides a platform for formal and regular dialogue among stakeholders so as to enhance sustainable management of KCL	MU	Under the project another NFA person was recruited to cover a designated management area for the Karamoja range
Ordinances and bylaws and being enforced by EoP	District ordinances and community bylaws are non-existent for Shea tree harvesting and wildlife hunting	District ordinances and community by-laws on the harvest of Shea trees and wildlife hunting reinstated or developed - resulting in 25% reduction in shea tree deforestation and a 50% drop in the use of shea for charcoal	Environment ordinances for Kotido, Kaabong and Kitgum were passed by the districts and submitted to Attorney General's office. They are yet to be approved by the AG's office. Although implementation of some provisions of the ordinances is going ahead. The bye laws and ordinances have eased the work of IDCF and, their implementation has led to reduction in cutting of shea trees for charcoal burning and subsequently, a drop in illegal charcoal trade.	MU	The district regulations center on protection of selected tree species, and controlling commercial charcoal production for sale outside sub-county boundaries. One district ordinance has been passed.

## Annex 2: Delivery of Outputs

Comment here may be limited to stating 'on target', 'partially on target' or 'not on target'. Details are reported under section 3 'Findings'

Outputs	Achievements Reported by IP	TE Comment
<b>Project Objective: The Biodiversity of the Kidepo Critical Landscape in North Eastern Uganda is protected from existing and emerging threats</b>		
<b>Outcome 1: Strengthening management effectiveness of the Kidepo Critical Landscape PA cluster</b>		
<p>1.1: Management and integrity of the 95,600 ha Karenga community wildlife management area strengthened, leading to its potential gazettement by end of project to safeguard a crucial wildlife corridor and dispersal area</p> <p>1.1.1. Set up a community outreach programme, managed by Karenga-based communities, for community benefit and conduct sensitisation meetings to raise awareness and consent for management of the wildlife area at district and community levels, including working with customary and clan leadership systems</p> <p>1.1.2. Survey demarcate and mark boundaries of Karenga community wildlife management area (KCWA) with concrete pillars in close collaboration with community leaders, through a conflict mapping process followed by boundary mapping.</p> <p>1.1.3. Establish a management structure for KCWA including a management plan that ensures co-management along functional lines: community patrols and enforcement, imported UWA financial and management systems and concessions to specialist tourism operators and other appropriate private sector business partners</p> <p>1.1.4. Develop a functional business plan for the KCWA, including the development of community-based tourism opportunities and utilise the business plan to attract investors and allocate tourism concessions, managed by private sector interests with clearly defined benefits for community concession owners</p> <p>1.1.5. Carry out sensitisation processes and create awareness on the values of KCWA and implement a community outreach programme which clearly defines the rationale for conservation of Karenga as well as provides a mechanism and voice for community representatives, including customary leaders to be able to incorporate concerns into KCWA management</p> <p>1.1.6. Carry through the gazettal process to formalise KCWA as a formal, functioning PA: either maintained as a CWA under UWA jurisdiction or converted to a NP – based on an extensive consultation process</p>	<p>Gazetting KCWA into a national park by end of project was found not to be practical at midterm review. However, the project concentrated on strengthening the integrity of KCWA through managing it in the model of a conservancy by the community wildlife associations and scouts. Its boundaries have been secured through regular patrols by the community wildlife scouts and community wildlife associations</p>	<p>The management of KCWA was not strengthened nor its ecological integrity improved.</p>
<p>1.2. Introduction of a security and enforcement system with a platform for information sharing and intelligence gathering among parks and other institutions; with databases that will be continuously updated. Includes provision of surveillance equipment, ranger uniforms, fire management tools</p>	<p>With support from the project, Kidepo Valley National Park ranger force was rejuvenated through provision of equipment and continued providing security and enforcement functions in the Kidepo protected area</p>	<p>UWA established a community wildlife scout (CWS) system which was effective in</p>

<p>1.2.1. In the Kidepo Landscape PA Cluster, &gt;10 new staff trained according to business planning requirements; equipment bought, installed, trained on and in operation.</p> <p>1.2.2. Establish a platform for intelligence gathering and information sharing among eight PAs (KVNP, 6 CFA and Karenga) with databases that are updated regularly with current information</p> <p>1.2.3. Upgraded park level security system in KVNP under UWA management</p> <p>1.2.4. Install a networked security system in six CFRs under NFA management</p>	<p>cluster including KCWA. On the other hand, the recruited and trained community groups (community wildlife scouts and associations plus collaborative forest management groups) provided platforms for information sharing and intelligence gathering.</p>	<p>providing wildlife crime intelligence and in reducing illegal hunting pressure</p>
<p>1.3. A sustainable financing plan for the PA cluster providing revenue forecasts (from gate fees, community based tourism investments and concessions, film rights and other permissible uses to private sector investments), is developed approved and implemented, and matches revenue to priority management needs, measured by improvement in financial scorecard results by &gt;25% cluster, to external specialists and developed for the network of PAs in Kidepo landscape.</p> <p>1.3.1. Finance plan is jointly commissioned by UWA and NFA, incorporating all PAs in the cluster, to external specialists and developed for the network of PAs in Kidepo landscape.</p> <p>1.3.2. Steered by UWA, in collaboration with NFA, NEMA and other partners, Kidepo landscape level financial plan is commissioned and developed for the PA cluster which identifies business opportunities and spells out modalities for implementation</p> <p>1.3.3. PA and landscape level financial plans are discussed, agreed in plenary and finalised.</p> <p>1.3.4. Selected Piloting of innovative financing options to support conservation and livelihoods on natural resources (e.g. piloting of a high-value concession for a community lodge in KVNP) – with a focus on community level benefit sharing for PA adjacent communities as part of the financing mechanisms and addressing communities with high BD resource use patterns</p> <p>1.3.5. Pilot selected livelihood projects for individuals and CBOs in &lt;10 resettled communities of former Internally Displaced Peoples (IDPs)</p> <p>1.3.6 Utilise financial planning to organize communities to as community wildlife associations with trust funds through which benefits can be institutionalised and shared – utilising UWA to decentralise or devolve wildlife user rights in community wildlife areas before carrying out land use zoning processes for different community association blocks</p>	<p>A business and finance plan was developed and implementation of the financing options identified like construction of cultural centres in Kawalakol and Karenga sub-counties in Kaabong district done. Also, the process of constructing a community lodge was started. A contract with a contractor to undertake construction of the lodge was signed, site handed over to the contractor and ground breaking ceremony held. Construction of the community lodge is ongoing and expected to be completed by February, 2020</p>	<p>A business plan was prepared but reverted 'to type' with another sport-hunting conservancy promoted. Contained some useful interventions, but was not widely circulated with stakeholders to identify the best options. Was not clear on the funding</p>
<p>1.4. Staff training programme in place covering all aspects of PA cluster operations ensuring 120 rangers and other field staff meet necessary competencies for planning, administration, conflict resolution, policing and enforcement).</p> <p>1.4.1. Undertake a training needs assessment and implement a staff training programme covering all aspects of PA cluster operations for the Kidepo landscape and the ecological and PA management linkages to South Sudan and northern Kenya</p> <p>1.4.2 Train at least 120 UWA and NFA rangers, 12 district government staff, 30 NFA staff and 30 UWA administration staff to meet necessary competencies for planning, administration, conflict</p>	<p>150 (110 men and 40 women) rangers including administrative staff were trained and continued to receive hands on training participation in project supported activities during project life through and their skills in planning, administration, conflict resolution, policing and enforcement improved as evidenced by the way they handle tasks</p>	<p>The following groups were trained: UWA, CWSs; Environmental Task Force Police (in the Acholi region)</p>

<p>resolution, policing, tourism customer care, fire management and law enforcement in the Kidepo Critical Landscape.</p> <p>1.4.3. Train &lt;50 PA staff (rangers, wardens,) and &lt;15 administrative staff in all PA clusters, &lt;60 community representatives, &gt;25 clan/customary leaders and &lt;12 technical staff at district government levels in six districts in key aspects of wildlife and environmental management (including monitoring of key wildlife spp, problem animals fire management, and information management) intelligence gathering, problem animal management, financial management, revenue generation and management</p> <p>1.4.4 Conduct exchange learning visits to successful conservation sites/success stories in Western Uganda and similar environments in South Sudan by &lt;12 district government natural resources officials, &lt;6 customary community leaders and &lt;16 PA technical staff and sensitise on relevant aspects of environmental and natural resource laws and policies</p> <p>1.4.5. Build capacity of operational PA staff (rangers, wardens) in all PA clusters on fire management – inviting in selected community leaders for sharing PA management issues.</p>		
<b>Outcome 2: Integrating PA Management in the Wider Landscape</b>		
<p>2.1: Sustainable use options for Shea tree resources and wildlife established and implemented - resulting in reduction of pressure on savannah habitat in the landscape, particularly shea and elephant populations</p> <p>2.1.1. Undertake (a) shea nut tree and (b) wildlife species inventory –densities and distribution and likely off take potential for key species including shea and selected wildlife - particularly key megafauna indicator species of elephant and buffalo</p> <p>2.1.2. Cost benefit analyses of use options of (a) shea nut tree resources and (b) megafauna wildlife – including sport hunting – with recommendations</p> <p>2.1.3. Training and sensitisation on sustainable use options - disseminate to communities information on therapeutic, cosmetic and nutritional values of (a) shea and (b) importance of wildlife corridors</p> <p>2.1.4. Train selected communities in four districts (Kitgum, Agago, Otuke and Abim) on shea yield quantification in (a) the wild and (b) on-farm: selection of communities based on application by interested community groups and individuals</p> <p>2.1.5. Upscale enrichment planting of degraded shea areas and on-farm participatory vegetative propagation techniques of shortening juvenile phases in selected sites in 4 districts (Kitgum, Agago, Otuke and Abim). phase in collaboration with community and district leaders</p> <p>2.1.6. Support local community initiatives on value addition to shea nut through advice on the creation (or training support in the case of existing entities) to &gt;8 community owned and managed shea distribution companies</p>	<p>Updated data on sustainable use options for shea butter tree and wildlife was generated through studies – Shea butter tree inventory and mapping, Cost benefit analysis of the use options for shea trees, Value chain analysis for shea butter tree products and Wildlife census. This data informed the following project interventions: Training of women groups on standardization and diversification of shea butter tree products (ie. Soap making from shea butter oil for household use and making of smearing oil from shea oil).</p> <p>Enrichment planting of degraded shea butter tree areas was done in 10ha and 08ha of degraded Oliduru and Akur CFRs respectively. In addition, Sha of land in Patongo town council were planted with a mixture of shea butter trees and Musizi (Maesopsis eminii). The result has been increased acreage of shea butter trees in the landscape by at least 18ha. Also, on-farm grafting of the shea butter tree to shorten its juvenile stage in 20ha in the districts of Kitgum, Agago, Otuke and Abim was done.</p> <p>On-farm grafting of shea butter trees was undertaken in partnership with researchers from Ngetta Agricultural Research and Development Institute (Ngetta ZARDI). It was</p>	<p>Options were focussed on private land shea production; trialling shea tree protection regulations in 4 sub-counties; and on identifying the current wildlife corridor.</p> <p>Limited planting of shea was undertaken on private land and in CFRs</p> <p>Shea value chain was slightly improved with 7 cold press machines bought</p>

	<p>done in 11 farmer fields with the participation of 55 farmers (29 men and 26 women). In Abim district, grafting of shea butter trees took place in three fields (one in Kano parish and two in Aminata parish, Abim sub-county) where 15 farmers (8 men and 7 women) participated; in Otuke district, grafting of shea butter trees took place in four fields (two in Okee parish and two in Olwomgur parish in Adwari and Okwang sub-counties respectively) where twenty farmers (11 men and 9 women) participated; in Agago district, grafting of shea butter trees took place in three fields (one in Awon Odwee parish and two in Otek parish in Omot and Kotomor sub-counties respectively) where 15 farmers (7 men and 8 women) participated and; in Kitgum district, grafting of shea butter trees took place in one field in Melong parish Omiya Anyim sub-county where five farmers (3 men and 2 women) participated. This strategy of researchers working with farmers in their fields ensured knowledge transfer and therefore sustainability of the technology as the farmers can now graft shea butter trees.</p> <p>Sport hunting as a sustainable use option was piloted and in use in KCWA. 65% of the revenue from sport hunting is given to the communities and that has now led to livelihood improvement and appreciation of the value of wildlife by communities as evidenced by their support towards conservation.</p>	
<p>2.2: Mechanisms (landscape level coordinated management plans and institutional governance systems) for enhancing sustainable management of Kidepo critical landscape promoted, with landscape management plan in place and enforced</p> <p>2.2.1. Review of governance systems of existing landscape management approaches and management zoning practices</p> <p>2.2.2. Review of operational practices in existing institutions in Kidepo Critical Landscape in terms of BD management</p> <p>2.2.3. Consultative process to agree on, and document coordination landscape mechanism formalisation framework- including a land use zoning plan with dedicate management zones for mainstreaming BD conservation. Plans incorporate areas for shea distribution, for wildlife dispersal</p>	<p>A landscape level management plan was developed and its implementation piloted through inter district coordination meetings where experiences on biodiversity conservation were shared. The local governments are expected to finance implementation of the plan and so, most of its activities have been integrated into the DDPs.</p>	<p>A KCL management plan was prepared, although implementation / funding of it has yet to be realised, apart from an institutional structure established. How active and functional this will be is not yet determined</p>



<p>and other BD issues. Delineation of management duties made clear in the process - between 6 districts, communities (including customary tenure), and individual and private sector ownership.</p> <p>2.2.4. Draft &amp; final framework mechanism, accepted by stakeholders, in place for formalisation, disseminated &amp; finalised with stakeholders (community, government &amp; private sector – ensuring a clear role for IDPs)</p> <p>2.2.5. Initiate activities and action plans for the newly established coordination mechanism with defines roles and responsibilities between each stakeholder and mechanisms in place to monitor each other's activities within the framework</p>		
<p>2.3: Local Governments have the competence and staff skills to monitor and enforce laws on sustainable hunting and sustainable harvest of Shea tree in target districts, measured by a 40% increase in scores in capacity development scorecard</p> <p>2.3.1. Carry out capacity needs assessment of district natural resources offices incorporating training levels, equipment and resources available and the capacity to monitor and enforce laws</p> <p>2.3.2. Carry out training of six districts (natural resources offices) and associated law enforcement agencies (local police etc.) in monitoring and enforcement of environmental and natural resource management laws based on capacity needs</p> <p>2.3.3. Develop a security strategy for the protection and sustainable use of (a) the shea nut and (b) monitoring wildlife trade and use that is linked to PA security management (UWA and NFA) and the police force</p> <p>2.3.4. Set up inter-district enforcement coordination mechanism focusing on (a) illegal shea harvesting and charcoal production and (b) preventing poaching and the illegal trade in wildlife products</p> <p>2.3.5. Implement the enforcement strategy to prevent wildlife poaching and illegal trade through an inter-district level governance enforcement mechanism in partnership with PA authorities and the police force</p> <p>2.3.6. Implement the measures to enforce sustainable utilisation of shea through an inter-district level enforcement governance mechanism including the prevention of illegal offtake and trade of illegally harvested charcoal</p>	<p>The competence and skills of the local governments in project districts was developed through engaging them in hands on enforcement of laws and monitoring sustainable hunting and use of shea butter trees. Though this has not been measured by a capacity development scorecard, the competence and staff skills of local government staff to monitor and enforce laws on sustainable hunting and use of shea tree resources can be determined from increase in apprehension and successful prosecution of offenders as compared with the baseline situation. The result has been increased awareness on the laws and regulations governing wildlife hunting and sustainable use of shea butter tree resources including compliance.</p>	<p>Illegal hunting has been reduced; shea tree destruction has been reduced in 4 sub-counties (as a pilot); environmental enforcement has improved in the Acholi region</p>
<p>2.4. Measures to improve market access for Shea products in place, and employment and income generation among rural women (in Kitgum, Agago, Otuoke and Abim districts) increased through access to markets, leading to a 30% rise in the value of shea products and a 25% increase in sales from start of project</p> <p>2.4.1. Equip women producers and processors with appropriate skills and input for standardisation and diversification of shea products through dedicated training</p> <p>2.4.2. Mobilise communities into cooperative associations / small businesses in four districts</p>	<p>Two market information centres were built and are used for displaying different shea products produced by women groups. The training of women in diversification and standardization of shea products has resulted in employment of 600 women in production of shea products and, increase in value and sales of shea products. The nine women groups registered into cooperative associations are now able to bargain for better prices for their shea</p>	<p>Two marketing centres were established, but are as yet not utilised effectively. No programme for them developed as yet;</p>

<p>2.4.3. Establishment of market information centres in four district headquarters</p> <p>2.4.4. Sensitise and train local communities in post-harvest handling</p> <p>2.4.5. Market research is compiled and made available to producers</p> <p>2.4.6. Value chain analysis is carried out to assess options for value-addition</p> <p>2.4.7. Training rural women group in market access</p> <p>2.4.8. Provide market access/ penetration information on shea products – disseminated in four districts</p> <p>2.4.9. Train shea exporters in market entry requirements, export procedures, packaging and branding, marketing.</p> <p>2.4.10. Facilitate business match making services through &gt;10 buyer-seller missions in northern Uganda</p> <p>2.4.11. Develop a National Shea Export Strategy to provide a road map to developing the sector to the level of export readiness.</p> <p>2.4.12. Provide a framework for enabling certification of shea products</p> <p>2.4.13. Facilitate exporters to participate in international Expos, exhibitions and Trade Fairs through providing the linkages to international organisations and interested external parties</p> <p>2.4.14. Organise annual exhibition on shea products at national level</p>	<p>products.</p> <p>A National Shea Export Strategy was developed, printed and disseminated to different stakeholders. Since the majority of producers and processors of shea products are women and children, the strategy has created opportunities for them to equally participate in the domestic and export trade. The strategy is yet to be mainstreamed into the National Export Development Strategy (NEDS) - Uganda's action plan for the development and promotion of exports which at the moment is silent on shea products.</p> <p>Also, four standards (lip balm, Lip shine/gloss, pure shea butter cosmetics and After shave) were developed and now facilitate the quality assurance certification of shea products to improve their access to domestic and export markets thus enabling the producers to secure premium prices for their products resulting in improved livelihoods and conservation of the shea butter tree in Kidepo Critical Landscape.</p> <p>The produced materials on shea products and exposure to international markets in Kigali Rwanda have generated a lot of interest in shea products which are now much sought out nationally (demonstrated by stories posted in Newspapers) and internationally.</p>	<p>Training of women's groups was undertaken</p>
<p>2.5. A District coordination mechanism in place in the project target area (six districts) to ensure that biodiversity management in National Parks, CFA and wildlife migration corridors &amp; dispersal areas is factored into integrated decision-making governing land use management</p> <p>2.5.1. Identify Focal Points in the target districts to for networking and coordination on BD mainstreaming</p> <p>2.5.2. Survey and map wildlife corridors and link them to land use plans and PA management plans</p> <p>2.5.3. Conduct joint regular monitoring of key species/taxa, utilising selected community representatives</p> <p>2.5.4. Train and facilitate customary leaders, local environment committees and land committees in mainstreaming tools</p> <p>2.5.5. Engage cultural / customary leaders in the conservation of shea and sustainable shea habitat management</p>	<p>The inter district coordination forum coordinated biodiversity management in the six districts and ensured that its factored into integrated decision-making governing land-use. Their work resulted into efficient and effective execution of activities like enforcement of laws and regulation on biodiversity conservation including monitoring of natural resource management as evidenced by increased apprehension and successful prosecution of offenders of biodiversity laws</p>	<p>An IDCF was created, but no minutes of any meetings (evidence of activity) were available to the TE</p>



<p>2.6. Management plans &amp; regulations - BD-friendly blocks identified as critical for wildlife dispersal developed &amp; applied by local governments-resulting in security of buffer zones &amp; wildlife corridors</p> <p>2.6.1. Identify the blocks critical for wildlife dispersal and incorporate them into district management plans</p> <p>2.6.2. Mobilise and sensitise communities within the landscape, including IDP communities, and six district authorities to identify issues for development of management plans for habitat and wildlife conservation in the landscape</p> <p>2.6.3. Setting up / developing community-based committees to work together to develop the management plans</p> <p>2.6.4. Develop management plans for habitat and wildlife conservation in the landscape to mainstream BD management best practices with community (including former IDP representation), private sector, PA authority and district governments</p> <p>2.6.5. Approve &amp; Implement the plans with a strong focus on shea as an indicator for habitat integrity &amp; elephant &amp; buffalo populations as a measure of ecosystem health &amp; wildlife movement</p>	<p>A landscape wide management plan was developed, approved by project implementing partners and district local governments of the six districts. The activities of the plan have been integrated into the DDPs of the six project districts. Implementation of the activities in the plan is being undertaken under the natural resources departments of the project districts. To ensure that this happens as planned, the Inter-District Coordination Forum (IDCF) provides a platform for formal and regular dialogue among stakeholders so as to enhance sustainable management of Kidepo Critical Landscape.</p>	<p>The KCL management plan proposed identification of hot spots – this should have been done as part of the plan preparation. This TE report highlights a number of habitat degradation areas where they need to be protected by law (tenure and enforcement)</p>
<p>2.7 District ordinances and community by-laws on the harvest of Shea trees and wildlife hunting reinstated or developed - resulting in 25% less shea tree deforestation and a 50% less use of shea for charcoal</p> <p>2.7.1. Review existing ordinance and bye-laws to integrate shea nut protection into district laws under strict management regimes</p> <p>2.7.2. Sensitise councillor and local communities on the threats of poaching, unsustainable charcoal production and fire</p> <p>2.7.3. Formulate bye-laws and ordinances on shea uses, charcoal consumption and wildlife utilisation and trade</p> <p>2.7.4. Lobby the local councils to allocate funds for enforcement in the longer term</p> <p>2.7.5. Train existing enforcement officers and provide linkages to enforcement agencies</p>	<p>Environment ordinance for Abim district was passed by the district council, submitted to Attorney General's office and was approved. In addition, environment ordinances for the districts of Kotido, Kaabong and Kitgum were passed by district councils and submitted to Attorney General's office for approval. The ordinances are yet to be approved by the Attorney General's office. Despite the delayed approval by the Attorney General, implementation of some provisions of the ordinances is already being done.</p> <p>On the other hand, Sub-county bye laws for Orom - Kitgum district, Karenga - Kaabong district, Lokole - Agago district and Adwari - Otuke district were passed by the sub-county councils, endorsed by district councils and are under implementation.</p> <p>The bye laws and ordinances have eased the work of IDCF and, their implementation has led to reduction in cutting of shea trees for charcoal burning and subsequently, a drop in illegal charcoal trade.</p>	<p>Four sub-county ordinances for shea protection were approved. District regulation remain in draft (due to the sensitivity of high urban charcoal demand against habitat protection)</p>

**Annex 3: Co-financing Table**

Cofinancing	Agency Type	At CEO Endorsement (US\$)			At TE		
		In kind	Grant	Total	In kind	Cash	Total
<b>GEF</b>	GEF Agency		3,080,000	3,080,000		2,512,403	2,512,403
UNDP (CPAP)	GEF IA		2,525,000	2,525,000		176,070	176,070
<b>sub-total</b>				<b>5,605,000</b>			<b>2,688,473</b>
<b>Government</b>							
NEMA	Government	750,000		750,000	2,500,000		2,500,000
UWA	Government				1,500,000		1,500,000
NFA	Government	160,685		160,685	800,000		800,000
<b>District Governments (6)</b>							-
Agago		150,000		150,000	500,000		500,000
Kitgum		100,000		100,000	500,000		500,000
Kaabong		80,000		80,000	100,000		100,000
Kotido		80,000		80,000	100,000		100,000
Abim		100,000		100,000	100,000		100,000
Otuke		200,000		300,000	650,000		650,000
<b>sub-total</b>				<b>1,720,685</b>			<b>6,750,000</b>
<b>Prodoc (Government)</b>				(5,659,700)			
<b>Other partners</b>							
PRDP-ENRP (Project)	Government		4,425,000	4,425,000	1,600,000		1,600,000
National Forestry Resources R	Government	200,000		200,000	100,000		100,000
Makerere University, Forestry	Academic	150,000		150,000	150,000		150,000
NARO PGRC	Government	150,000		150,000	100,000		100,000
African Wildlife Foundation	NGO	200,000		2,000,000	250,000		250,000
<b>sub-total</b>				<b>6,925,000</b>			<b>2,200,000</b>
<b>Prodoc (Partners)</b>				(350,000)			
<b>Total</b>				<b>14,250,685</b>			<b>11,638,473</b>

## Annex 4: Planned Budget and Expenditures at End-term

Outcome	2013 USD	2014 USD	2015 USD	2016 USD	2017 USD	2018 USD	2019 USD	Total USD
<b>Indicative Breakdown of Project Budget in Project Document:</b>								
Outcome 1	\$329,500	\$473,500	\$420,500	\$212,500				\$1,436,000
Outcome 2	\$326,000	\$433,000	\$479,000	\$252,000				\$1,490,000
Outcome 3	\$681,500	\$957,500	\$925,500	\$515,500				\$3,080,000
Project Management								\$0
<b>Total</b>	<b>1,337,000</b>	<b>\$1,864,000</b>	<b>\$1,825,000</b>	<b>\$980,000</b>	<b>\$0</b>			<b>\$6,006,000</b>
Outcome		2014 USD	2015 USD	2016 USD	2017 USD	2018 USD	2019 USD	Cumulative Totals at Endterm date
<b>Annual Work Plan Budgets and Actual Expenditures Incurred through Endterm:</b>								
<b>Outcome 1: STRENGTHEN MGT EFFECTIVENESS</b>								
Annual Work Plan	20000	\$47,271	\$441,101	\$389,300	\$551,200	\$268,771	\$377,821	\$2,095,464
Disbursed	-6302	\$40,387	\$273,325	\$122,319	\$213,373	\$159,725	\$3,178	\$806,005
Balance (AWP-Disbursed)	\$26,302	\$6,884	\$167,776	\$266,981	\$337,827	\$109,046	\$374,643	\$1,289,459
<b>Outcome 2: INTEGRATING PA MANAGEMENT</b>								
Annual Work Plan	0	\$34,083	\$262,932	\$280,046	\$86,000	\$435,235	\$187,174	\$1,285,470
Disbursed	\$17,066	\$194,891	\$185,057	\$401,858	\$360,457	\$372,956	\$51,522	\$1,583,807
Balance (AWP-Disbursed)	-17066	-\$160,808	\$77,875	-\$121,812	-\$274,457		\$135,652	-\$298,337
<b>Outcome3: PROJECT MANAGEMENT</b>								
Annual Work Plan	30000	\$285,629	-\$95,048	\$303,040	\$8,440	\$45,363	\$4,630	\$582,054
Disbursed	10080	\$22,463	\$110,076	-\$112,552	\$40,188	\$52,336		\$122,591
Balance (AWP-Disbursed)	\$19,920	\$263,166	-\$205,124	\$415,592	-\$31,748	-\$6,973	\$4,630	\$459,463
<b>Grand Totals:</b>								
Annual Work Plan	\$50,000	\$366,983	\$608,985	\$972,386	\$645,640	\$749,370	\$569,625	\$3,962,988
<b>Total Disbursed</b>	<b>\$20,844</b>	<b>\$257,741</b>	<b>\$568,458</b>	<b>\$411,625</b>	<b>\$614,018</b>	<b>\$585,017</b>	<b>\$54,700</b>	<b>\$2,512,403</b>
<b>Add Committed funds + unaccounted for funds</b>								<b>\$569,390</b>
<b>Balance (AWP-Disbursed)</b>	<b>\$29,156</b>	<b>\$109,242</b>	<b>\$40,527</b>	<b>\$560,761</b>	<b>\$31,622</b>	<b>\$102,074</b>	<b>\$514,925</b>	<b>\$881,195</b>

**Annex 5: Brief review of Sectoral plans, Technical reports, Training materials, Misc.****Contents**

Project Board (PB) Attendance  
 History of PB key decisions  
 TSC Attendance  
 Documents unavailable to the TE  
 Illegal hunting data  
 Human-wildlife conflict data  
 KCL Wildlife Corridor Map  
 Land use plan for Karenga and Lobalangit sub-counties – extra details  
 Recent land conversion inside KCWA  
 Wildlife populations inside KVNP – extra details  
 Roadside Land Conversion (field note):  
 IDCF membership list  
 Wetland south of Rom CFR  
 Note on KVNP revenue  
 KCL Intervention Map

**Project Board Attendance**

Q3, 2014 – NEMA (Chair), UWA (Co-chair), NFA, NFRRI, MWE, Natural Products Research Institute (NPRI), UNDP, Uganda Export Board (UEB); Others UWA, NEMA (PC), NEMA
Q4, 2014 - NEMA (Chair), NFA, NFRRI, MWE, NPRI, UNDP, UEB, CBO Representative. <b>Absent – UWA</b> (Co-chair); Others NEMA x 4
Q3, 2015 – UWA (Chair), MWE, NPRI, UNDP x 2, CBO. <b>Absent NEMA</b> (Co-chair), UEB, MoF, NFRI, NFA; Others NEMA x 5 (PC, M&E, Accountant, Project Manager, Project Assistant,), UNDP x 2
Q3, 2016 – (Joint PB with Biofin Project) – NEMA (Co-chair), UNDP (Co-chair), UWA, MWE, NFRRI, UEB, MoFPED, CBO, NFA; Others – UNDP x 3, NEMA x 3
Q4, 2016 – NEMA (Chair), UNDP (Co-chair), NFRRI, UEB, MoFPED, CBO, NFA. <b>Absent UWA</b> , MWE; Others – TSC, UNDP x 3, NEMA x 2
Q2, 2017 – NFA (Chair), UNDP (Co-chair), NFRRI, UEB, NEMA, CBO, MWE. <b>Absent UWA</b> , MoFPED. Others UNDP x 2, NEMA x 2
Q4, 2017 – NEMA (Chair), UNDP (Co-chair), NFA, UWA (Research Coordinator), UEB, NFRRI; Others – NEMA x 3, UNDP x 3, UWA (Field officer)
Q3, 2018 – NEMA (Chair), UNDP (Co-chair), CBO, UEB. <b>Absent UWA</b> , NFA, NFRRI, MWE, MoFPED; NEMA x 3 (inc. PC and PM), UNDP x 3 (inc. both Units)
Q3, 2018 (ad hoc) – NEMA (Chair), UNDP (Co-chair), NFRRI, UEB. <b>Absent – UWA</b> , NFA, CBO, MWE, MoFPED; Others – NEMA (PC), UNDP x 3 including Environment Unit Lead, NEMA x 2)
Q4 2018 – NEMA (Chair), UNDP (Co-chair), UWA, NFA, MoFPED, UEPB, Local Comm. Rep, Others – NEMA x 4, UWA, UNDP

**History of selected key points / decisions by the Project Board**

Date	Key Points	TE Comment
Q3 2014 (1 <sup>st</sup> meeting)	<ul style="list-style-type: none"> <li>- PCU Project Coordinator &amp; Project Assistant working, but Project Manager had resigned due to delays</li> <li>- PB TORs presented with decision to include TSC, Project Coordinator, Project Manager, UWA Focal Point for C1 to attend meetings as well as MoFPED, AWF and a Karamoja NGO representative</li> <li>- UWA noted that the project was important to the KV Conservation Area (KVCA)</li> <li>- Delays due to late submission of (quarterly) workplans by NEMA; and that AWPB to be submitted by 15 Dec.</li> <li>- KVL included KVNP and Shea-belt districts</li> </ul>	<ul style="list-style-type: none"> <li>- 14 months from project launch to 1<sup>st</sup> PB meeting</li> <li>- Support to the CHM was not part of project design and should have been funded under other government budget lines – why was it approved if not in AWPB*?</li> <li>- NEMA is Focal Point for CBD –</li> </ul>

	<ul style="list-style-type: none"> <li>- Project Inception / launch was 9<sup>th</sup> Dec 2013 (Kitgum)</li> <li>- Issues – fuel costs for district motorbikes – NEMA to pay</li> <li>- NFA requested a vehicle</li> <li>- \$480/mth was approved by the PMU for website administration of the CBD's CHM (knowledge sharing of achievement of CBD / national strategic conservation plans)</li> <li>- Decision to approve an NFA coordinator for NFA activities</li> <li>- PMU to develop fund disbursement for community activities</li> <li>- UNDP fund disbursement directly to NEMA and UWA based on QWPBs submitted by NEMA to UNDP; UWA invoices direct to UNDP with copy to NEMA</li> <li>- Funds released by UNDP and not utilized within 6 months will be considered as an operational risk</li> <li>- AWPB 2014 and plans for 2015 presented at 1<sup>st</sup> TSC meeting Sept 2014 – AWPB with procurement plan and planned 2015 activities approved by PB</li> </ul>	<ul style="list-style-type: none"> <li>so allowed</li> <li>- + celebrations of 25 years since CBD – all projects contributed</li> <li>-</li> </ul>
Q4 2014 (2 <sup>nd</sup> )	<ul style="list-style-type: none"> <li>- TORs / Eols for procurement needed by end of 2014</li> <li>- UNDP informed - fuel budget only for project activities, not general operations</li> <li>- NFA had appointed a coordinator, based in Kitgum</li> <li>- PB recommended to focus on ecotourism activities</li> <li>- PB recommended to move KCWA demarcation to end of project</li> <li>- Shea production already under Forest &amp; Tree Planting Act as a reserved tree</li> <li>- PS recommended to transfer funds from habitat &amp; wildlife monitoring / enforcement to Output 2.1 (shea and wildlife management) &amp; 2.2 (landscape institutional governance &amp; management with plan(s)), but described as community awareness &amp; incentives</li> <li>- Project Team to assess community projects and funding cost for Karenga</li> <li>- PB recommended that District MPs inducted in project</li> <li>- One UWA vehicle not wanted – to go to NFA</li> <li>- Community grant mechanism needed for Shea tree planting</li> <li>- AWPB approved</li> </ul>	<ul style="list-style-type: none"> <li>- Ecotourism was really not part of project design</li> <li>- Poor understanding of Output 2.1 and 2.2</li> <li>- UWA absent</li> </ul>
Q3 2015 (3 <sup>rd</sup> )	<ul style="list-style-type: none"> <li>- UNDP described delayed procurement &amp; invoices. Delivery was 7% by July 2015. Poor communication between IP partners</li> <li>- UNDP solution proposed – UNDP undertake procurement; UNDP direct fund disbursement to other Implementing Partners</li> <li>- UNDP informed the PB that UNDP CD and NEMA ED had agreed to UNDP procurement and to identify an NGO to manage the community grants</li> <li>- PB required TSC meeting minutes be shared before PB meetings</li> <li>- PB decision to hold ad hoc meeting to discuss poor coordination between NEMA and UNDP</li> <li>- Biofin project mentioned</li> </ul>	<ul style="list-style-type: none"> <li>- Chaired by UWA, but NEMA Co-chair absent</li> <li>- UNDP has taken control of project</li> <li>- Lack of TSC minutes being shared indicates poor coordination</li> <li>-</li> </ul>
Q3 2016 (1 <sup>st</sup> Joint)	<ul style="list-style-type: none"> <li>- MTR report recommended 1-year extension &amp; 2 technical advisors, and noted project management budget already spent</li> <li>- UNDP to provide \$0.2m from TRAC funds for project management</li> <li>- Extra activities for UEB (&amp; Blessed Organic Release) approved</li> <li>- TSC should recommend NGO to support CBOs under the small grants</li> </ul>	<ul style="list-style-type: none"> <li>- 1-year time gap from last meeting</li> <li>-</li> </ul>
Q4 2016	<ul style="list-style-type: none"> <li>- PB recommended</li> <li>- i. Revise AWPB 2017 based on input from UWA and NFA, although AWPB 2017 approved with changes – to be submitted to UNDP</li> <li>- ii. Track - achievements of individual agencies; no. of Community Wildlife Scouts that have been trained; impact of livelihood interventions; results to indicators / targets</li> <li>- Include NFA logo on project documents</li> <li>- TSC reported to PB</li> </ul>	<ul style="list-style-type: none"> <li>- UWA absent – pattern emerging on lack of cooperation between NEMA and UWA</li> <li>-</li> <li>-</li> </ul>
Q2 2017	<ul style="list-style-type: none"> <li>- NFA informed that project had enabled another 'range' in the Moroto region</li> <li>- UNDP said \$1.5m budgeted for 2017, but to date \$0.76m in a year was the highest spend</li> <li>- NEMA indicated extra personnel to PMU to support 'procurement'</li> <li>- UNDP requested details of pending procurements</li> <li>- Revised AWPB presented – UNDP asked for AWPB to run until end 2017, + with project extension period until July 2018</li> <li>- PB recommended 1-year extension to submit to GEF with UNDP requesting NEMA to provide the justification</li> </ul>	<ul style="list-style-type: none"> <li>- Moroto was outside the project area, and unclear if gazetted and / or part of the increase in PA coverage</li> <li>- UWA absent</li> </ul>

	- UNDP agreed to be proactive in release of funds to IPs	
Q4 2017 (8 <sup>th</sup> )	<ul style="list-style-type: none"> <li>- Of behalf of ED UWA, his representative appealed project to adhere to project governance methods</li> <li>- New 'range' of last meeting was Karamoja and not Moroto range.</li> <li>- AWPB Oct 2017 – Sept 2018 presented – PB asked for AWPB for entire 22-month extension and to re-represent AWPB until Sept 2018 with max budget of \$0.7m – PB then approved this AWPB</li> <li>- PB confused over conflicting messages from UNDP (Environment unit vs SIGU) re. activities planned after planned closure July 2017. UNDP clarified that the SIGU was in charge</li> <li>- PMU to finalise AWPB for signing Oct. 2017</li> <li>- NEMA to revise targets for UNDP for extension request to GEF</li> </ul>	<ul style="list-style-type: none"> <li>- Line management by UNDP lacking</li> <li>-</li> </ul>
Q3, 2018 (9 <sup>th</sup> )	<ul style="list-style-type: none"> <li>- Project Manager presentation did not show progress or delivery of project from Jan – Jun 2018</li> <li>- Meeting to be reconvened as ad hoc meeting</li> </ul>	<ul style="list-style-type: none"> <li>- UNDP both Units attend</li> <li>- Almost nothing discussed / reported at meeting</li> </ul>
Q3 2018 (ad hoc)	<ul style="list-style-type: none"> <li>- Extension period Oct 2017 – Sept 2018 project review – end extension May 2019</li> <li>- Project manager presented progress of project Oct 2017 – July 2018. PB requested PMU produce a comprehensive report on all results for submission to GEF</li> <li>-</li> </ul>	<ul style="list-style-type: none"> <li>- UWA absent</li> <li>- UNDP Environment &amp; Climate Unit attend, but not SIGU**</li> <li>- Not clear if PMU – PC or PM to produce this report</li> </ul>
Q4, 2018 (10 <sup>th</sup> )	<ul style="list-style-type: none"> <li>- AWPB 2019 submitted</li> <li>- PB 'happy' with progress project has now made</li> <li>- Successor project on food security in Karamoja needs to be linked to interventions of the Kidepo Critical Landscape project</li> <li>- Requested UNDP to procure for building the community lodge</li> <li>- District ordinances to be translated to local language</li> <li>- Large mammal survey to be conducted at same time</li> </ul>	-
	<p>*\$480/mth was approved by the PMU for website administration of the CBD's CHM (knowledge sharing of achievement of CBD / national strategic conservation plans</p> <p>**The confusion by PB / TSC regarding the UNDP Lead person was due to the project starting under the UNDP Energy &amp; Environment Unit, with the UNDP Inclusive &amp; Green Growth Unit being established in 2016</p>	-

### Technical Steering Committee

Q4, 2014 – NFA (Chair), NPRI, UNDP, UWA x 2, Nature & Livelihoods, Makerere University (MU) x 2, Ministry of Agriculture, Animal Husbandry & Fisheries (MoAAF), National Council for Science & Technology (NCST); Others – NEMA x 5 (inc. PC, PM, Project Field Officer, District Support Officer, Project Assistant)
Q2, 2015 – office not listed, except Others - UNDP and UWA (Field)
Q2, 2015 (June) – office not listed except chief accountant NEMA
Q3, 2015 - office not listed
Q4, 2015 – office not listed, except UWA and MTR National consultant in attendance
Q1, 2016 – MU x 3 (inc. Chair), UNDP, Nature & Livelihoods, NCST, MAAF, Ministry of Local Government. Absent – NEMA x 2, UWA, NFA; Others – UWA, NFA, 6 districts local government, NEMA x 3 (inc. PM)
Q3, 2016 – MU x 2 (ic. Chair), UNDP, Nature, NCST, MAAF, MoLocal Government, NEMA x 2, UWA, NFA; others – UWA, NFA, 4 districts, NEMA x 3
Q4, 2016 – MU x 3, Nature, NCST, MAAF, NFA. Absent 4; Others NEMA x 2
Q2, 2017 – Nature (Chair), MU, NEMA x 2, NCST, MAAF, MoLocal Government, NFA, UWA. Absent x 3; Other – NEMA x3, NFA, UWA x 2, UNDP x 2, districts x 2
Q4, 2017 – Makerere (chair), UNCST, MAAHF, MoLG, NFA, UWA, Makerere. Absent x 4; Other – NEMA x 3, NFA x2, UWA, UNDP
Q2, 2018 – Makerere (chair), UNCST, MAAHF, Nature, NFA, UNDP, Maker. NEMA; Absent x 2; Other – NEMA x 3, 5 districts, except Kitgum
Q3, 2018 – Mak (chair), UWA, MAAHF, MoLG, NEMA x 2; Absent x 1; Other NEMA x 3
Q4, 2018 – Mak (chair), Mak, Nature, UNCST, NFA, UWA, MAAHF, MoLG, NEMA x 2, UNDP; absent x 1; Other NEMA x 3

## History of selected key points / decisions by the TSC

Date	Key Points	TE Comment
Q4, 2014 (2 <sup>nd</sup> meeting)	<ul style="list-style-type: none"> <li>- Noted that PB, TSC and PMU established</li> <li>- Noted that proposed project wildlife corridor was contentious in Karenga with the President to decide before the TSC or communities*</li> <li>- Called for NGO partnership in the conservation of Shea; TSC noted that radio advert for Shea production was missing biodiversity conservation aspect</li> <li>- Shea propagation, value chain addition, &amp; conservation awareness – the key to C2</li> <li>- Shea - project should work with Ngetta Zardi developing shorter-maturing trees, grafting techniques; and NARO on yields &amp; multiplication</li> <li>- Advised on Shea inventory inception report – need to assess profitability, sustainable use, products vs sustainability of trees, tree productivity</li> <li>- Police / EPF need sensitization on wildlife laws / arresting illegal felling of Shea trees</li> <li>- Implementation contracts preferred over consultant contracts</li> <li>- Kidepo website created; training in Karenga sub-county</li> </ul>	<ul style="list-style-type: none"> <li>- Karenga corridor / KCWA – should have been agreed during project preparation (PPG / PIF), as it is a major part of the project (also issue of community management or gazette to National Park status as described in PIF (2011) and prodoc (2013) No action taken by PB on approach</li> <li>- TSC have very good technical advice for project approach to Shea activities; and on management needs (implementation service contracts as opposed to individual technical consultant studies)</li> </ul>
Q2, 2015 (3 <sup>rd</sup> )	<ul style="list-style-type: none"> <li>- Field visited by TSC – to Karenga sub-county &amp; KVNP</li> <li>- TSC noted that AWF land use plan was rejected by Karenga community; negative attitudes towards conservation vs shea cultivation; multiple land uses not understood; mixed messages given to community; lack of trust; KCWA objectives unclear to community (to be a PA or community management – lessons need to be learned and approach</li> <li>- TSC state objective of KCWA was not clarified at time of GEF design, except to say President had asked Minister of Lands, Housing &amp; Urban Development to survey the wildlife area; and that local leaders / MPs needed sensitizing</li> <li>- PC informed re. sensitization sessions: Abim district government, Karenga sub-county government, and Kitgum (March 2015) with local leaders from Agago, Otuke, Abim, Kotido &amp; Kitgum – to agree a coordination mechanism for local leaders in biodiversity conservation in the KVNP, CFRs and wildlife corridors – to ensure BC factored into land use planning and management by district (governments); MPs / district officials (March 2015) – to gain a common understanding of the planned measures (which were?) to reduce pressure on savanna / woodland resources in KCL with ref. to shea and wildlife</li> <li>- Q2 workplan presented</li> <li>- TSC requested more comprehensive reporting to them in order to make informed decisions &amp; transparency</li> <li>- TSC requested at MTR to alter budget line more towards entity contracts and less so for individual contracts</li> <li>- Budgets available for sensitization meetings need to be clear. UNDP will share 'Local Development Partner Group Circular on Standard Allowance Rates'</li> <li>- Alternative district liaison officers needed where current staff were not functional</li> <li>- Include budget for UNDP M&amp;E</li> <li>- Guidelines for small grant application presented to TSC – they commented that objective of project was missing as was logframe; TSC recommended up to \$30,000 / per grant. Timeframe for submission was end April 2015. Due diligence of applicants was needed – due to capacity issues</li> <li>- Guidelines for forestry tree planting needed circulation</li> </ul>	<ul style="list-style-type: none"> <li>- No evidence that PB followed up on need to develop a consensus approach in favour of habitat &amp; wildlife protection with multiple land use and livelihood enhancement</li> <li>- TE expects to see follow-up on sensitization?</li> <li>- TSC comments very useful and considered</li> <li>-</li> </ul>
Q2 2015 (4 <sup>th</sup> )	<ul style="list-style-type: none"> <li>- TSC to recommend on SG proposals, before NEMA / UNDP approval</li> <li>- NEMA – UWA MoU mentioned which allows funds to UWA</li> <li>- TSC noted that workplans approved by TSC / PB, were then needed to be adjusted after UNDP comment – causing delays in implementation</li> <li>- From minutes of last meeting – action by PB needed re. KCWA to (not) become a PA – which was taken literally by the prodoc, but should not have been – TSC requested to</li> </ul>	<ul style="list-style-type: none"> <li>- Coordination of approving workplans by UNDP questioned, as it also delayed fund release</li> <li>- TSC is clearly engaged in the project</li> </ul>

	<p>formally write to PB on this issue of planned status of KCWA</p> <ul style="list-style-type: none"> <li>- Of 13 SG proposals, only 6 had registration certificate &amp; letter from district CAO – these were reviewed. TSC requested see all proposals and for the PMU to also accept those with RDC endorsement for CBOs in future; proposals were also checked to see if not already under the UNDP SGP</li> <li>- Proposals accepted inc.: Shea Butter Tree Conservation &amp; Sustainable Management for improved Community livelihoods; establishment of a functional community structure for a sustainable protection of wildlife &amp; conservation areas in Kotido district;</li> </ul>	-
Q3 2015 (5 <sup>th</sup> )	<ul style="list-style-type: none"> <li>- TSC has had no feedback by PB on project progress to date</li> <li>- SG proposal scoring method suggested</li> <li>- 16 SG proposals assessed, 9 approved, but noted more tangible activities were needed not just meetings, SG project staffing allocation was weak, and that village-based tree nurseries needed, but just seedling purchase</li> <li>- Approved: Shea butter tree conservation and management project by Fountain of Life, Otuke; Protection of the shea butter trees through promotion of sustainable livelihoods by Agago District Farmers' Association; A foundation for wildlife conservation using community based approach through awareness and sensitization for reduced poaching pressure and deforestation of shea butter trees by Rock of Ages Family Initiative, Abim district; Rural Environmental awareness and conservation by AWARE Uganda, Kaabong district; Peace building and enhancing community capacities to conserve by North East Chilli Association, Abim district; Conserving environment through tree planting and use of sustainable energy sources by Otuke Community Development Workers Association; Rural communities in environmental conservation for better livelihoods project by Together We Stand Group, Kitgum district; Kidepo critical landscape community conservation project by Forum for Kalongo Parish Women Association, Agago district; The conservation and sustainable use of savannah woodland and improvement of rural livelihood project in the Kidepo critical landscape in Kitgum district by Waneno Anyim Farmers Association.</li> <li>- PM asked that a Karenga group proposal also added – as Karenga communities were not on-board with project – proposal to be improved with the district liaison officer &amp; re-submitted; also, that only proposal from Karamoja – Kotido be improved – to enhance regional representation of project</li> <li>- TSC agreed to a verification of proposals via invitation to present</li> </ul>	<ul style="list-style-type: none"> <li>- SG proposal scoring indicates knowledge of SG implementation requirements</li> <li>- TSC fully engaged</li> </ul>
Q4 2015	<ul style="list-style-type: none"> <li>- TSC informed of resistance to extensions 'of late' by GEF</li> <li>- PM presented progress to date – but criticized for lack of clarity</li> <li>- Shea inventory contract to deliver before next PB</li> <li>- Feedback on the Kenya Amboseli study tour not provided</li> <li>- TSC indicates UNDP fund release to IPs too slow and IPs accounting too slow</li> <li>- IPs need to report to PB</li> <li>- Ministry of Local Government should be involved in Ordinance preparation (which?)</li> <li>- Overview of the 'players' in the KCL needed to see complementary activities</li> <li>- Workplan 2016, Q1 presented – asked for enforcement budget to increase to \$10,000 / quarter; management planning outside PAs to be better defined to land use planning</li> <li>- Urged that IP sit with UWA and NFA to define actual activities under each budget line</li> <li>- Operational risks &amp; mitigation need to be clearly documented (see TE comment – written in response to 1<sup>st</sup> bullet above and before reading this)</li> <li>-</li> <li>-</li> </ul>	<ul style="list-style-type: none"> <li>- The TE notes that after experience of ~8 MTRs / TEs – similar problems exist in mobilizing projects in the 1<sup>st</sup> year, which causes delays, necessitating at least 1-year extensions. Issues often include slow PSC / PB establishment; slow procurement (both DIM &amp; NIM); timely AWPB approvals; lack of capacity to deliver such workplans often until Year-3; and Atlas risk register not pro-actively used to address consensus decision-making on arising issues</li> <li>- Clear indication that NEMA not working with UWA and NFA</li> </ul>
Q1, 2016 (7 <sup>th</sup> )	<ul style="list-style-type: none"> <li>- TSC requested progress on consultancies – TNA, Shea – draft report on shea densities questioned and TNA not captured training needs of local government &amp; communities</li> <li>- Request for Ordinance and law enforcement not captured in DDPs – not reflected in previous meeting minutes. Need for Environmental Protection Police (EPF) to work with UWA in enforcement; and need for EPF to work with Territorial police in the districts; and need for laws on NRM to be provided to police and judicial officials</li> <li>- Agreed TSC to review consultancy reports – and summaries to be provided to communities / districts; Lessons learned / success stories – need to start preparing</li> </ul>	<ul style="list-style-type: none"> <li>- TSC maintaining their role and standards, with useful comment on NRM &amp; wildlife protection</li> <li>-</li> </ul>



	<ul style="list-style-type: none"> <li>- Fountain of Life SG project was visited – comments included land tenure in activity locations needs to be clarified; synchronization of activities with local government needed; CBOs not buying correct shea butter processing machines</li> <li>- Value of interventions to overall project / GEF objective needs assessment</li> <li>- PM progress report – transfer of funds to district governments, especially Kaabong delayed</li> <li>- PMU requested to advance more formal letters for attendance to TSC meetings with agenda, needed logistics etc</li> </ul>	
Q3, 2016 (8 <sup>th</sup> )	<ul style="list-style-type: none"> <li>- Chair mention shea habitat outside PAs – is also at level of wildlife / conservation protection; CBOs need to improve report writing and accounting; CBO engagement in markets for producers should be enhanced; NEMA / UNDP communications to CAOs in districts should be formal cc/d to liaison officers; and MoUs between NEMA and districts on funds to be received made with receipt and accounts on spending thereafter</li> <li>- Field visit – shea nut storage not good enough at Toroma (Agago) – moisture issue; Lapono sub-county – only conserving shea trees at expense of others – not good for BC; shea groups registered but no central storage – only in houses; Lapono chilli production – told 3 years to fruiting; regeneration of shea trees in Acholi-Lango region needs more visibility</li> <li>- MTR reports indicates the need for KCWA long-term partner to support them including option to develop into a conservancy</li> <li>- Two additional project staff will be appreciated</li> </ul>	<ul style="list-style-type: none"> <li>- Chilli is usually an annual plant? Community to assess new varieties of seed</li> <li>- Options on KCWA back on table, but no TSC response this time?</li> <li>-</li> </ul>
Q4, 2016 (9 <sup>th</sup> )	<ul style="list-style-type: none"> <li>- PM presented project progress</li> <li>- Funds for SG projects approved from last meeting yet to receive funds nor an NGO recruited to build capacity</li> <li>- On-farm vegetative production of shea must start before July 2017</li> </ul>	<ul style="list-style-type: none"> <li>- An understanding of the agricultural timeline</li> </ul>
Q2, 2017	<ul style="list-style-type: none"> <li>- Small grant projects below expectations</li> </ul>	<ul style="list-style-type: none"> <li>- XX</li> <li>-</li> </ul>
Q4, 2017 (11 <sup>th</sup> )	<ul style="list-style-type: none"> <li>- Funding to HelpChild Karamoja had been suspended since there was no progress in what they were expected to do</li> <li>- Surrounding communities still mistrusting UWA</li> </ul>	<ul style="list-style-type: none"> <li>- XX</li> </ul>
Q2, 2018 (12 <sup>th</sup> )	<ul style="list-style-type: none"> <li>- NEMA signed agreements with CBOs and UNDP disbursing funds</li> <li>- Concerns over the slow fund release by UNDP</li> </ul>	<ul style="list-style-type: none"> <li>- DIM implementation style by UNDP</li> </ul>
Q3, 2018 (13 <sup>th</sup> )	<ul style="list-style-type: none"> <li>- Beehives provided by CBO (Vouda) – not colonized</li> <li>- A community in Abim planted Eucalyptus under the project</li> <li>- TSC recommended the setting up of a shea cooperative association for the shea belt districts; use of Village Savings and Loan Associations (VSLAs) as a sustainability tool for project interventions</li> <li>- the project should support replacement of the non stainless-steel parts of shea oil processing machines with stainless steel</li> </ul>	<ul style="list-style-type: none"> <li>- Bee hive design issue?</li> <li>- Eucalypts not good for biodiversity in the KCL</li> <li>- TE visited 11 months after this and iron parts of the shea cold-press machines had not been replaced</li> </ul>
Q4, 2018 (14 <sup>th</sup> )	<ul style="list-style-type: none"> <li>- Last meeting minutes read Agago yet was held in Lira</li> <li>- Project extension 1<sup>st</sup> Oct. 2017 – 31<sup>st</sup> May 2019, but PM only reported from 1<sup>st</sup> Jan 2018</li> <li>- As of Sept 2018, expenditure was at 51% only</li> <li>- PMU urged to provide an O&amp;M manual for the shea machines</li> </ul>	<ul style="list-style-type: none"> <li>- Xx</li> <li>-</li> </ul>

\* TSC state objective of KCWA was not clarified at time of GEF design, except to say President had asked Minister of Lands, Housing & Urban Development to survey the wildlife area

### Documents that NEMA were unable to provide the TE

1. Contracts / MoU / Services agreements UNDP – NEMA – UWA – NFA – district agreements (some were provided)
2. District Monitoring reports – quarterly x 6 districts
3. 2013 Annual Workplan & Budget - signed
4. 2014 Annual Workplan & Budget – signed
5. Final report of UWA submitted to NEMA
6. NEMA project spreadsheet on outputs, equipment
7. List of consultancies / sub-contracts – contracts with TORs, value and dates
8. List of all service providers / contractors - contracts with specification, value and dates – completion certificates – E.g. UNDP Eco-centre, James – Market centers done by UEPB

9. List of all acts, laws, regulations, ordinances, bylaws produced under / during the project
10. List of all plans / strategies (national, district) produced or supported by project
11. Table of all project trainings with participant numbers disaggregated by gender
12. Training / workshop reports & Training manuals / guidelines
13. Community Wildlife Associations (CWAss) – Karenga + at least one other CWAss – document of legal status + Association membership and guiding principles document
14. Shea groups – list of registered groups with date

### Illegal hunting Figures

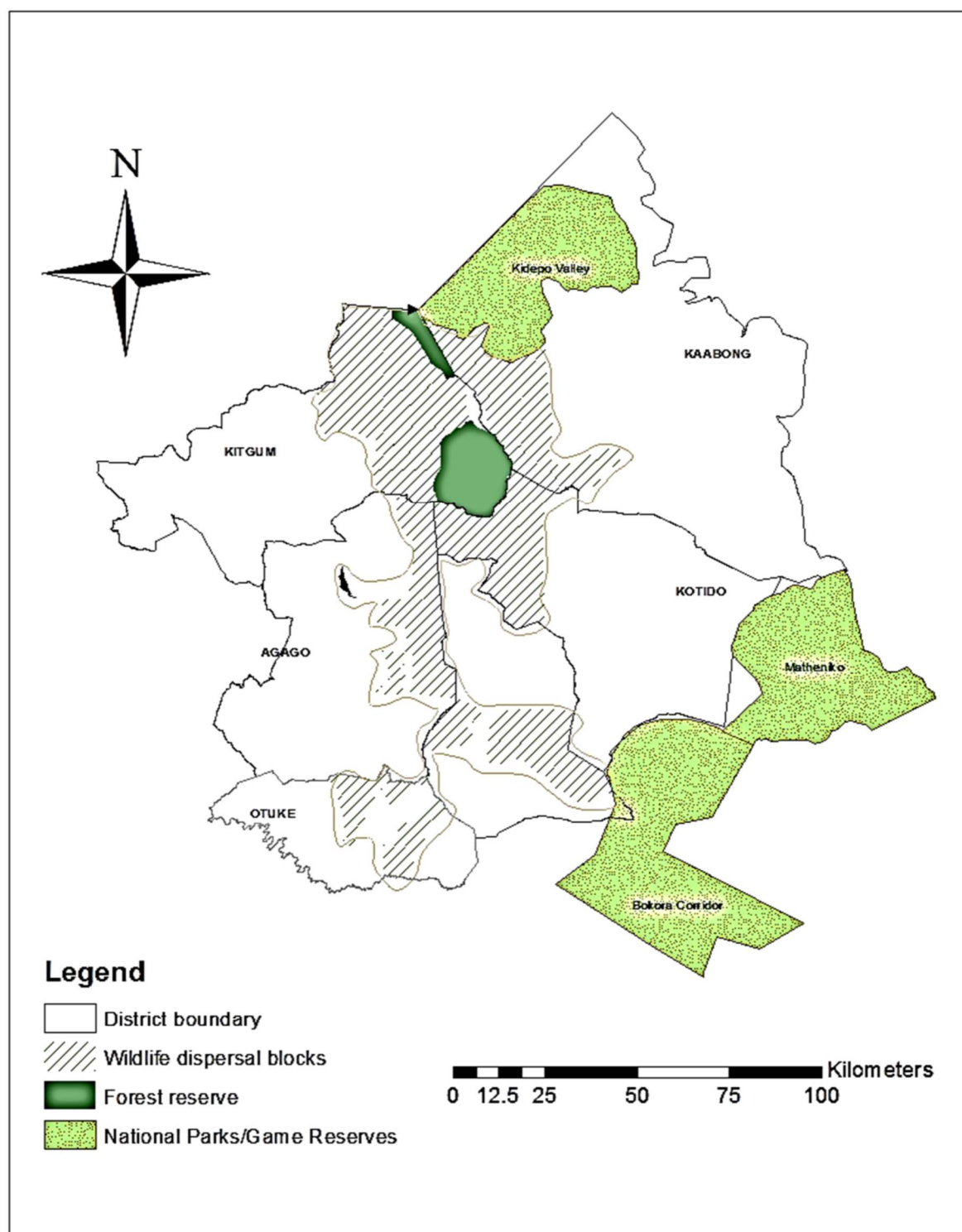
Year	No. Patrols conducted by	No. Patrols conducted by CWS	No. Poachers arrested	Exhibits recovered or confiscated from poachers and traders by CWS						
				Wheel traps	Wire snares	Arrows	Bows	Skins, scale and bush meat	Ivory	Live animals
2015	UWA Rangers	0	0	0	0	0	0	0	0	0
	CWS	14	2	13	14	10	2	01 pangolin	0	
2016	UWA Rangers	0	0	0	0	0	0	0	0	0
	CWS	109	59	54	59	134	17	03 Pangolins	01 pair	02 Pangolin
2017	UWA Rangers	0	0	0	0	0	0	0	0	0
	CWS	105	13	41	81	112	33	04 pangolin	01 piece	01 Duiker
2018	UWA Rangers	0	0	0	0	0	0	0	0	0
	CWS	293	2	33	20	53	9	01 Python		01 Pangolin
2019(JAN-March).	UWA Rangers	10	0	2	0	0	0		0	0
	CWS	98	4	9	32	0	0		3	02 Duiker, 01 Pangolin
<b>Total</b>		<b>619</b>	<b>78</b>	<b>150</b>	<b>206</b>	<b>309</b>	<b>61</b>		<b>05 pieces</b>	

### Human wildlife conflict

Year	Number of HWC cases reported	Number of HWC cases attended by UWA rangers	Number of HWC cases attended by CWS	Number of human injuries and death	Crop raiding	Conflict over water	Costs of managing HWC by UWA rangers of KVCA (KVCA CCD AOP 2015-2018)
2012	44	10		0	44	0	
2013	34	26		0	34		
2014	28	18		0	28		
2015	129	13	74	0	124	5	UG SHs 22,736,000
2016	351	9	233	14 injuries and 4 death	106	5	UG SHs 13,724,000
2017	456	13	321	10 injuries and 3 death	443	5	UG SHs 8,800,000
2018	312	75	172	3 injuries and 1 death	178	8	15,908,000
2019(JAN-March)..	90	49	41	4 death and 2 injuries	23	33	
	<b>1444</b>	<b>213</b>	<b>841</b>		<b>980</b>	<b>56</b>	

(NB: Cost of managing HWC by UWA rangers excluded food ration and fuel during deployment. Figures extracted from UWA annual operation plan)

### Wildlife Corridor



#### Karenga and Lobalangit sub-counties, Kaabong district Land Use Plan (AWF, 2014)

Furthermore, the areas of land 'expansion' which are generally communal are now increasingly becoming a source of conflict, with several individuals preferring to demarcate off large chunks of this land as their personal property. Already, areas in Lobalangit and Karenga sub-counties away from the settlements have been extensively parceled out without any legal, political or community agreement on how it should be done. This is already causing conflict among the people.

There are two private tourism facility operators within KCWA who have set up tourist camps just out of KVNP. One focuses on sport hunting while the other is for regular sightseeing tourists visiting the area. No formal agreements have however been developed and signed to allow these operations. The sport hunting firm has used the sport hunting agreement as basis for

setting up the camp while the second camp was verbally allowed to be constructed pending formal agreement. In both cases there is need for negotiations and formal agreement on how they will operate and what benefits accrue to the communities for providing the land on which the camps have been set.

While the establishment of tourist facilities in the area, whether directly within KCWA or on private land outside the CWA, is necessary, it is important that clear agreements are developed and communities benefit from these businesses.

Karenga sub-county will work with the Kaabong District and UWA to finalize the negotiations with Afrimax (Nga'moru camp) and sign an agreement for the use of KCWA and establishment of the camp. African Wildlife Foundation is ready to share experiences with the negotiation team to draw lessons from elsewhere in Africa where it has supported the development of similar agreements. Business prudence requires that Karenga Sub County offers a short-term lease similar to what UWA currently offers to proprietors establishing lodges in the parks. This will ensure the communities benefit from the business and also reassures the investor that his investment is safe from vandalization and change in priorities when administration at the Sub County or District occurs. The experience gained can then be used for negotiations with the sport hunter and all subsequent investments in the two Sub Counties.

[There are other lodges etc – UWA - Morongule mountain ranges – other areas]

Lobalangit and Karenga Sub Counties have no clear guidelines on the use of grasslands and woodlands. Though land is generally held under customary tenure, it has evolved into two sub-tenure forms, the communal and the individualized sub-tenures according to MacOpiyo (2011), each with distinct characters and resource rights embedded therein for the individuals, households and the community at large. Within communal customary, two sub-tenure types are distinguished; the grazing lands and the shrine areas, while within individualized customary sub-tenure, there is the arable land and land used for homesteads, where kraals are constructed. Communal land is under the custody of the elders while arable land normally belongs to individuals (household heads). The heads of household possess exclusive rights to the arable land and this has fueled conflicts between such heads and communities that wish to graze their animals on this which sometimes holds woodlands and grasslands.

Some of the key plants that need to be considered for protection are the shea nut, aloe, desert date and gum arabica. Each of these can, if conserved and markets identified and developed, be a source of revenue for the communities through sale of their products (nuts, dates and resin). Key animal species for protection will include the elephant and buffalo. Other species will be determined based on their importance to the communities and in relation to their use during cultural ceremonies and activities.

Everyone appreciates that the old 1960s boundaries of villages, parishes and Sub Counties were generally the correct boundaries and the maps produced then have fairly correct boundaries. As much as possible the old maps will be sought out to determine the correct boundaries of the different areas and where disputes still occur, the matter will be brought to the knowledge of the Surveys and Mapping department to help resolve the conflict.

As mentioned elsewhere, the KCWA will be used for tourism related activities and a specific committee will be set up to oversee the activities therein and guide its use. They will work hand in hand with the area land committee to ensure land grabbing is discouraged and systematic land allocation is undertaken where necessary. Activities to be undertaken in the CWA will be those that do not negatively impact on the conservation of wildlife but rather support it.

These could be used to stop long-horn gangs - The Uganda People's Defense Forces will continue to provide security against cattle raiding and with time hand over the role to the Uganda Police. The LC III chairperson will coordinate the security activities as he liaises closely with the Resident District Commissioner (RDC)<sup>1</sup>, District Internal Security Officer (DISO) and the Sub County Internal Security Officer (GISO).

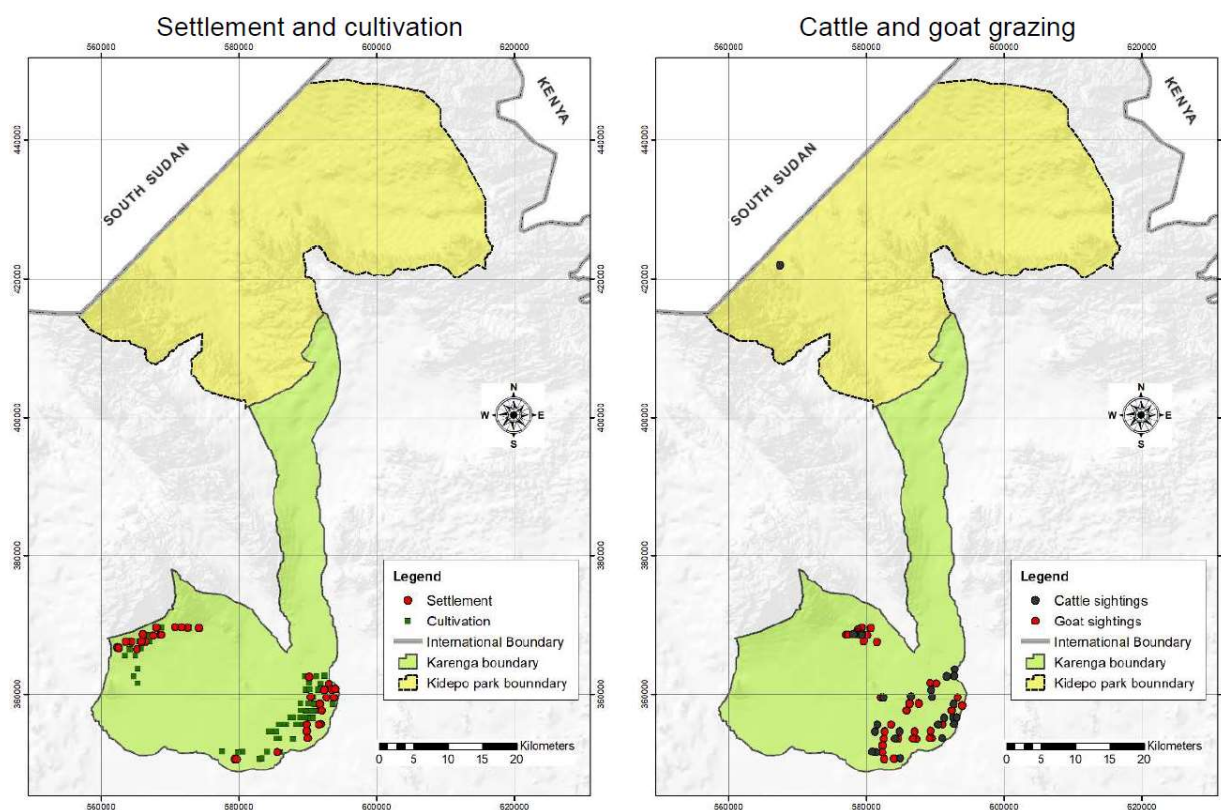
Another key area that determines security is the ownership and management of land. With the de-gazettement of all controlled hunting areas in Uganda and the gazettement of community land as community wildlife areas, there has been uncertainty on how the land in such areas is to be utilized. Following the apparent vacuum as to how the land is to be managed and used, and with the relative peace in the area, several people have been portioning out the KCWA into personal plots without involving the land area committees which are mandated to resolve land matters. This is a potential area for causing insecurity as people try to grab as much land as they can. Yet this is an area set aside for wildlife management though communities are allowed to utilize the land with activities that do not negatively impact the wildlife. It is important the communities are sensitized on the management of the KCWA and activities identified in this plan are implemented to avoid the clashes by the communities over land. However even more important is the fact that given the weather conditions and the quality of the soil, productivity on this land can only be for a few seasons before it becomes quite expensive (through use of fertilizers) to be able to produce any crops. The alternative of using the area for tourism therefore makes more economic

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<sup>1</sup>RDC is the political appointee (that change), whereas the CAO is the district head of civil service

sense and avoids the challenges of parceling out the land.

### Recent Land conversion inside KCWA



(source project aerial survey April 2019)

### Wildlife populations inside KVNP (source Project aerial survey report, April 2019)

Year	Elephant	Buffalo	Eland	Giraffe	Hartebeest	Oribi	Ostrich	Warthog	Waterbuck	Zebra
1967	277			72						262
1968	417	741	300	143	1,348					368
1969	540									
1970	471									
1971	470	2,000		400	3,000					651
1972	820	1,245		165	1,569					637
1975	333			76						449
1976		1,417		64						408
1977	492	1,071		143	1,409					484
1978	497	1,270								
1981	411	564	200	160	1,400					450
1991	212			5						
1992	215			8						
1998	250	700	50	8						400
2000	390	1,500		8	130					300
2002	420	1,800	7	9	250					150
2005	454	2,750	13	14	338	39		42		94
2008	387	2,760	44	44	295	132		107	44	25
2012	440	3,912	17	17	524	19	58	25	178	75
2014	407	6,147	28	20	n/c	n/c	213	n/c	n/c	153
2019	295	6,645	12	42	1,355		98	175	201	204

## Roadside Land Conversion (field note):

Roadside transect drive from Karenga via Kadepo sub-county to Kaabong District Town – the northern savanna plains situated to the south of KVNP

From Karenga to Kapedo – Along the roadside margins, there was land conversion to agriculture and some tree planting – around 150 ha. The tree species of eucalypt / pine / grevillea indicate government people as locals would not plant this species, and certainly not without secure land certification. As the road margins belong to Uganda National Roads authority (UNRA), and so are outside the jurisdiction of the district government, immigrant roadside settlers were common. If and when, they are removed from the road margin, they retreat into the land interior. Then higher land conversion / cultivation towards Kapedo sub-county centre

From Kapedo to Kaabong Town moving east / south-east, cattle transects were taken: 13 herds of mainly local cattle x 50 each ~700 cattle, indicating that the wildlife corridor is being marginalized. The road is being developed with electricity pylons, again encouraging roadside migrant settlers. At the next sub-county, Kathili, the elevation rose, with ~ 80% cultivation so wildlife would be pushed to the south and between the hills

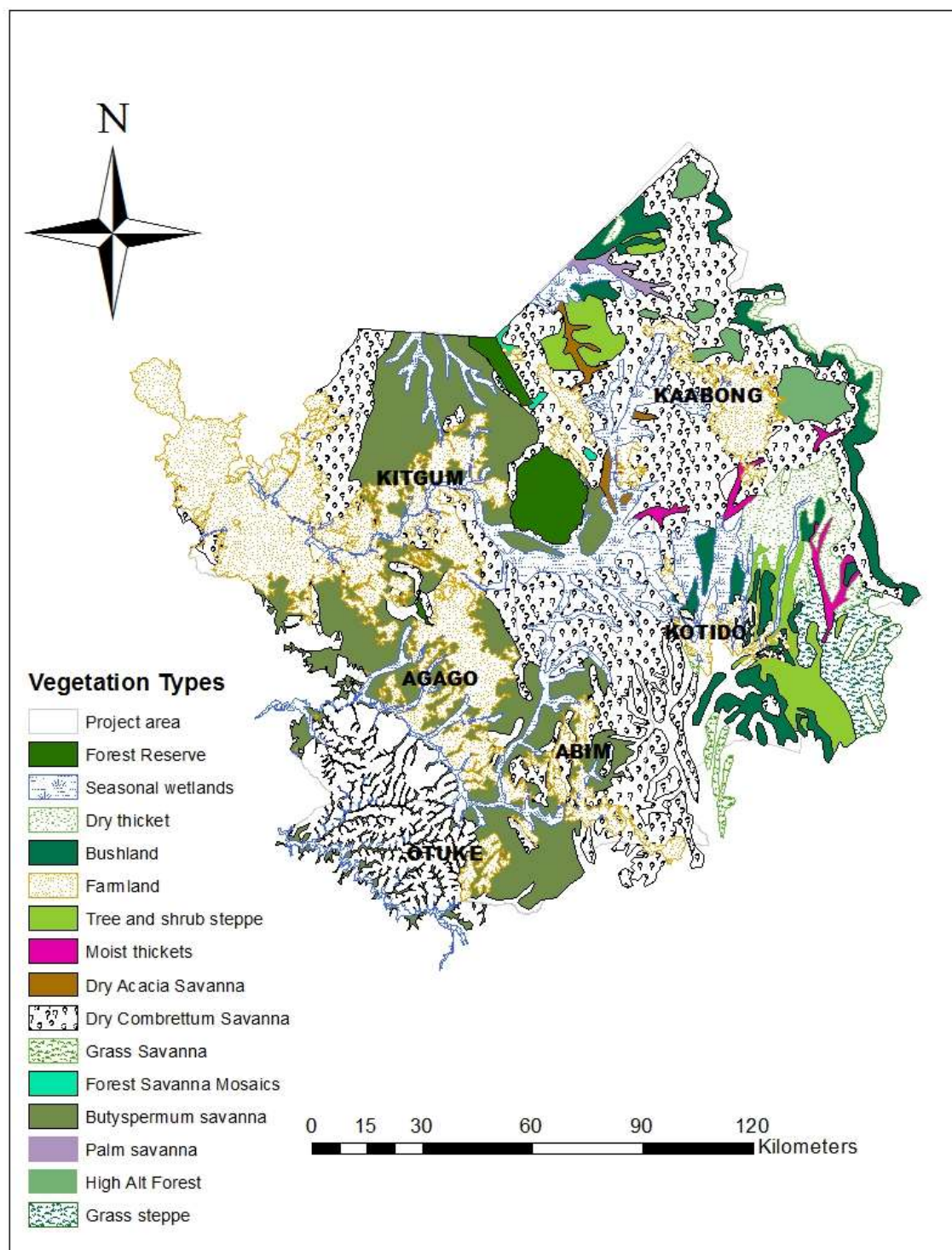
**IDCF membership**

The IDCF at the Kidepo landscape level shall be comprised of 29 members consisting of:

- (i). Six (6) LCV Chairpersons (one from each district),
- (ii). Six (6) Resident District Commissioners (one from each district),
- (iii). Six (6) Chief Administrative Officers (one from each district),
- (iv). Six (6) District Environment Officers (one from each district),
- (v). One (1) representative of the Community Based/Non-Government Organizations;
- (vi). One (1) representative of the Uganda Wildlife Authority;
- (vii). One (1) representative of the National Forestry Authority;
- (viii). One (1) representative of Faith based organizations; and
- (ix). One (1) representative of Local community/opinion leaders.

**Wetland south of Rom CFR**



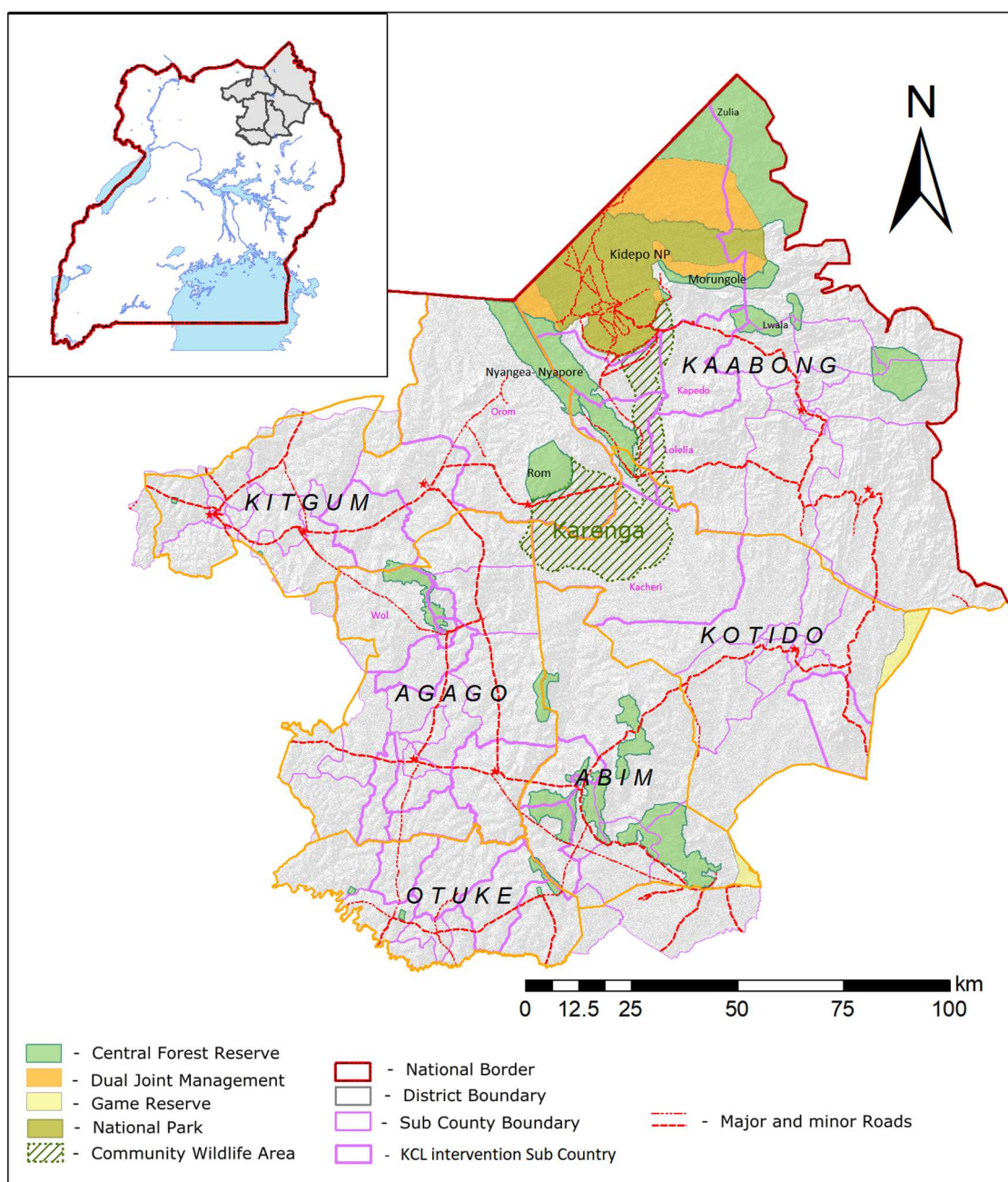


### Note on park revenue

UWA at Kidepo receive part of their revenue from KVN 'park' entrance fees, which is transparent. In 2018, this amounted to an annual revenue of \$156,250, of which 20% (\$31,250) was provided to local communities.

Sport hunting 'kill' numbers (often old males) are set by government and based on wildlife censuses. During licenced hunting trips, the party consists of the concessionaire's agent and the hunter, UWA and a community representative. From the sport hunting, the communities also get a share in the form of funds for prioritised (across the 14 sub-counties) community projects, and in the form of financial compensation for wildlife damage and human-wildlife conflict. (one payment for death of a person was said to be \$675 to the family)

### KCL Intervention Map



Uganda Cattle Corridor Map (as cited in IUCN Pastoralism report)



A map of Uganda titled "UGANDAN CATTLE CORRIDOR" in a yellow box at the top left. The map shows the country's internal district boundaries, each color-coded. Neighboring countries are labeled: Sudan to the north, D.R. Congo to the west, Rwanda and Tanzania to the south, and Kenya to the east. Lake Victoria is shown in the southwest corner. Major roads are indicated by grey lines. Districts labeled include Arua, Moyo, Kitgum, Kotido, Nebbi, Gulu, Apac, Lira, Moroto, Soroti, Kumi, Kapchorwa, Mbale, Tororo, Iganga, Jinja, Kamuli, Luwero, Kiboga, Masindi, Hoima, Kibaale, Kaberole, Kasere, Bushenyi, Rukungiri, Kabale, Ntungwe, Rakai, Mpigi, Mukono, Kyoga, Kampala, and Masaka.

Source: W. Kisamba-Mugerwa et al, 2006

## Annex 6: List of Persons Interviewed

Name	Sex	Organization/ responsibility	Phone	Email
Agnes Atwongo	F	KCLP Field Officer	0772970042	
Amai Jasper	M	Yesu Environment Rwt Group-Otuke		
Atap Janet	F	Fountains of Life Uganda, Otuke	07755720233	otapijanet@gmail.com
Onyanga Patrick	M	Otuke District, District Forestry Officer	0774478860	onyangapattick24@gmail.com
Odongo Santomali	M	VORUDA Agago District	0785941885	santomaliandongo@yahoo.com
Opio Richard	M	VORUDA Project manager		
Olal David	M	Agago District, NRO	0782453184	olal.david@yahoo.com
Okeny Justine Blair	M	Agago District, Planner	0772571720	okenyblair@gmail.com
Okiria Ateker		NEMA, Project Manager		jokiriaateker@gmail.com
Rwetsiba Aggrey		UWA, KCL project focal point		aggreyrwetsiba12@gmail.com
Atim Joel		Ministry of Local Govt		
Anywar Martin	M	Kitgum, District Forest Officer	0786016944	martinido@gmail.com
Arinaitwe Reuben	M	NFA-Range Manager	0772480205	reubenarinaitwe@yahoo.com
Nekesa Esther	F	NFA Sector Manager	0782993304	nekesa_esther@yahoo.com
Alum Juliet		NFA Supervisor	0773496581	
Oteng Charles Lwanga	M	Kitgum Omiyo-Anyima Sub-county Chief	0787420585	lwangaarom@gmail.com
Oryem George	M	Kitgum Omiyo-Anyima Sub-county	0780262618	oryemgoro@gmail.com
Richard Muhabwe	M	UWA Senior	0772367215	muhabric@yahoo.com
John Masereka	M	UWA Chief Warden, Kidepo Conservation Area	0772518342	mjohnson2015mn@gmail.com
Walter Odokrwt	M	UWA, Community Conservation Warden	0772524129	odokwalty@yahoo.co.uk
Lokiru Dominic Clinton	M	Secretary Karenga Community Wildlife Association	0782223258	dominicokiru@gmail.com
Opio John Johnnic	M	Karenga Sub-county	0782527543	opiojohn@gmail.com
Lokwee John Jujan	M	Kaabong sub county, Senior Assistant Secretary	0777303467	Jujanjohn1959@gmail.com
Kiryowa Harold Lubanga	M	African Wildlife Foundation, Kidepo Liaison Officer	0775965328	klubanga@awf.org
Okello O. Tom	M	NFA, Executive Director	0772550294	tomo@nfa.org.ug
Rukundo Tom	M	NFA, Director Natural Forest Mgt	0772591205	tomr@nfa.org.ug
Tugumisiriza Obed	M	NFA, Manager	0776211013	obedt@nfa.org.ug
Galima Stephen	M	NFA, Coordinator	0772925762	stephen.galiima@gmail.com
Karubanga Samuel	M	Uganda Export Promotion Board	0772933010	
Omodo Daniel McMondo	M	UNDP Uganda-CO	0772289140	Daniel.omodo@undp.org

## **Annex 7: List of Documents Reviewed**

15. Project Identification Form (PIF) and GEF FA strategic program objectives
16. UNDP Initiation Plan and Implementing/Executing partner arrangements / contract
17. UNDP Project Document and Logframe revisions
18. CEO Endorsement Request
19. UNDP Environmental and Social Screening results
20. Project Inception Report
21. Project Implementation Reports (PIRs)
22. Annual Project Reports
23. Minutes of the Project Board Meetings and other meetings (i.e. Project Appraisal Committee meetings)
24. Atlas Risk Register
25. Quarterly progress reports and work plans of the various implementation task teams
26. Annual Work Plans
27. Mid Term Review (MTR) Report
28. MTR Management Response
29. M&E Data management system
30. Audit reports
31. Tracking Tools
32. Oversight mission reports by the project manager, RTA, and others
33. Monitoring reports prepared by the project
34. Financial and Administration guidelines used by Project Team
35. Co-financing realized, itemized according to template provided by TE team
36. Financial expenditures, itemized according to template provided by TE team
37. Project operational guidelines, manuals and systems
38. UNDP Development Assistance Framework (UNDAF/ICF) and Evaluation
39. UNDP Country Programme Document (CPD) and Country Programme Action Plan (CPAP)
40. Project site location maps
41. Project activity maps with management actions and intervention
42. Technical consultancy reports
43. Training materials (PPTs etc.)
44. News and Awareness materials / Photo library / Video films about the projects
45. Project Summary PowerPoint files for the TE

## Annex 8: Stakeholder List

Stakeholder	Role and Responsibilities
Individual Households	Day to day monitoring of CWA, benefiting from tourism, taking personal responsibilities for natural resources.
Local Communities	Maintaining support to CWA management committees, benefiting from community outreach programmes, taking personal responsibilities for PAs.
Village Governments	Overall management and accountability of community managed areas to wider rural communities, coordination with District Authorities and outsiders.
District Governments	Landscape level coordination; policy implementation and support of communities sustainable conservation and development
Government Departments	Manage the processes of PA and buffer zone management on a national level, implementing relevant policies, linkages with other government departments
NEMA	Execution of the project. NEMA is the CBD National Focal point and was specifically be responsible for implementation of component 2 of the project. NEMA is also host to the secretariat of the technical committee on biodiversity conservation and provided the requisite technical backup.
UWA	Implementation of activities related to strengthened management of Kidepo Valley NP and strategic planning for the Kidepo critical landscape.
NFA	Implementation of component 1 on protecting of CFRs, and sustainable management of shea trees.
Ministry of local government	Overall supervision and coordination of district governments
Central Government	Developing directives, policy, guidelines and monitoring progress as well as coordinating sectors
Private Sector	Support development of markets and economic growth. Provide financial incentives for best management of PAs, work with government and villages to support good practice in PA management.
CBOs	Develop civil society capacity on a local level to support social development, economic growth and sustainable water and natural resources management
National NGOs	Develop civil society capacity on a national level to support social development, economic growth and sustainable water and PA management.
International NGOs	Develop civil society capacity on a regional level to support, social development, economic growth, sustainable water and PAs management, advocacy and environmental education.
Government Ministries	Support PA management and economic growth through sound policy guidance and implementation, linkages and overlap with other ministries.

**Stakeholder Role and Responsibilities:** Source: prodoc, p68

Project title and implementing CBO	KCL Project Outcome addressed	District
Promoting co-existence of humans and wildlife along Karenga wildlife area in the sub-counties of Paimol and Laponi by Forum for Kalong Parish Women Association (FOKAPAWA)	Strengthening management effectiveness of the Kidepo Critical Landscape PA cluster	Agago
Shea Butter Tree Conservation and Management in Olilim and Ogor sub-counties for Community livelihood improvement by Facilitation for Peace and Development (FAPAD)	Integrating PA management in the wider landscape	Otuke
Protection of the Shea butter trees through promotion of sustainable livelihood in Agago District by Agago District Farmers' Association	Integrating PA management in the wider landscape	Agago
Promoting the sustainable use of shea trees in Omiya Anyim sub-county by Waneno Anyim Farmers' Association	Integrating PA management in the wider landscape	Kitgum
Value addition and market opportunities of shea butter in Otuke district by Rural Youth Enterprise project – Uganda (Ruyep-Uganda)	Integrating PA management in the wider landscape	
Abim Community Initiatives for Biodiversity Conservation and Land use Management (ACICLA) project by SORUDA	Integrating PA management in the wider landscape	Abim
Conservation of shea trees through alternatives livelihoods in Agago by Voluntary Actions for Rural Development Organization (VORUDA)	Integrating PA management in the wider landscape	Agago
Strengthening capacity of communities for sustainable management of trees and wildlife resources in the buffer zones of Kidepo National Park by Labour Zonal Integrated Development Programme (LAZIDEP)	Strengthening management effectiveness of the Kidepo Critical Landscape PA cluster	Abim
Shea butter tree conservation in Otuke district by Community Hope Foundation Uganda	Integrating PA management in the wider landscape	Otuke

## Annex 9: Rating Scales

The following UNDP-GEF grading scales were applied in the evaluation

### Evaluation Criteria

Criteria	Definition
<b>Effectiveness - Objective</b>	- The extent to which an objective has been achieved or how likely it is to be achieved.
<b>Effectiveness - Outcomes</b>	- Results include direct project outputs, short to medium-term outcomes
<b>Relevance</b>	<ul style="list-style-type: none"> <li>- The extent to which the activity is suited to local and national development priorities and organizational policies, including changes over time.</li> <li>- The extent to which the project is in line with the GEF Operational Programs or the strategic priorities under which the project was funded.</li> </ul> <p>(Retrospectively, relevance often becomes a question as to whether the objectives of an intervention or its design are still appropriate given changed circumstances.)</p>
<b>Efficiency</b>	- The extent to which results have been delivered with the least costly resources possible; also called cost effectiveness or efficacy.
<b>Sustainability</b>	<ul style="list-style-type: none"> <li>- The likely ability of an intervention to continue to deliver benefits for an extended period of time after completion</li> <li>- Projects need to be environmentally, as well as financially and socially sustainable</li> </ul>
<b>Impact</b>	<ul style="list-style-type: none"> <li>- The positive and negative, foreseen and unforeseen changes to and effects produced by a development intervention.</li> <li>- Longer term impact including global environmental benefits, replication effects and other local effects.</li> </ul>

### Rating Scale for Outcomes (Overall, Effectiveness & Efficiency)

<b>Highly Satisfactory (HS)</b>	The project had no shortcomings in the achievement of its objectives in terms of effectiveness (outcomes), or efficiency. The project is expected or has achieved its global environmental objectives. The project can be presented as 'good practice'.
<b>Satisfactory (S)</b>	There were only minor shortcomings The project is expected or has achieved most of its global environmental objectives.
<b>Moderately Satisfactory (MS)</b>	There were moderate shortcomings The project is expected or has achieved most of its relevant objectives but with moderate / significant shortcomings or modest overall relevance. The project isn't going to achieve some of its key global environmental objectives
<b>Moderately Unsatisfactory (MU)</b>	The project had significant shortcomings The project is expected to achieve its global environmental objectives with major shortcomings or is expected to achieve only some of its major global environmental objectives.
<b>Unsatisfactory (U)</b>	There were major shortcomings in the achievement of project objectives in terms of effectiveness, or efficiency The project is not expected to achieve most of its global environment objectives
<b>Highly Unsatisfactory (U)</b>	The project had severe shortcomings The project has failed to achieve any of its major environment objectives

Or Not Applicable (N/A); Unable to Assess (U/A)

### Note

**Overall Outcome:** Achievement of the project objective will be rated HS to U.

**Effectiveness:** Each of the project's three outcomes will be rated HS to U. The colour coding of the individual indicator targets in **Annex 1** will partially help determine the grade. Each of the outcome indicators will also each be given a grade (in the justification column), however the final rating for each of the three outcomes will be due to appropriate weighting in terms of attaining project objectives. This means that professional judgement of the TE team will also be a key consideration.

**Efficiency:** An overall rating for cost-effectiveness will be provided

#### Rating Scale for Outcome (Relevance)

Relevant (R)	Not relevant (NR)
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#### Rating Scale for Implementing Agency (IA) and Executing Agency (EA) Execution

<b>Highly Satisfactory (HS)</b>	The agency had no shortcomings in the achievement of their objectives in terms of quality of implementation or execution. Implementation of all five given management categories – IA or EA coordination & operational matters, partnership arrangements & stakeholder engagement, finance & co-finance, M&E systems, and adaptive management (work planning, reporting & communications, including update to project design) – has led to an efficient and effective project implementation. The agency can be presented as providing ‘good practice’
<b>Satisfactory (S)</b>	The agency had only minor shortcomings in terms of the quality of implementation or execution. Implementation of most of the five management categories has led to an efficient and effective project implementation
<b>Moderately Satisfactory (MS)</b>	The agency had moderate shortcomings Implementation of some of the five management categories has led to a moderately efficient and effective project implementation
<b>Moderately Unsatisfactory (MU)</b>	The agency had significant shortcomings Implementation of some of the five management categories has not led to efficient and effective project implementation
<b>Unsatisfactory (U)</b>	There agency had major shortcomings in the quality of implementation or execution Implementation of most of the five management categories had not led to efficient and effective project implementation
<b>Highly Unsatisfactory (U)</b>	The agency had severe shortcomings with poor management leading to inefficient and ineffective project implementation

#### Rating Scale for Monitoring & Evaluation

<b>Highly Satisfactory (HS)</b>	The M&E system – its design and implementation had no shortcomings in the support of achieving project objectives. The M&E system was highly effective and efficient and supported the achievement of major global environmental benefits. The M&E system and its implementation can be presented as ‘good practice’.
<b>Satisfactory (S)</b>	The M&E system – its design and implementation had minor shortcomings in the support of achieving project objectives. The M&E system was effective and efficient and supported the achievement of most of the major global environmental benefits, with only minor shortcomings
<b>Moderately Satisfactory (MS)</b>	The M&E system – its design and implementation had moderate shortcomings in the support of achieving project objectives. The M&E system supported the achievement of most of the major relevant objectives, but had significant shortcomings or modest overall relevance
<b>Moderately Unsatisfactory (MU)</b>	The M&E system – its design and implementation had major shortcomings in the support of achieving project objectives. The M&E system supported the achievement of most of the major environmental objectives, but with modest relevance
<b>Unsatisfactory (U)</b>	The M&E system – its design and implementation had major shortcomings and did not support the achievement of most project objectives. The M&E system was not effective or efficient
<b>Highly Unsatisfactory (HU)</b>	The M&E system failed in its design and implementation in terms of being effective, efficient or supporting project environmental objectives or benefits.

#### Rating Scale for Sustainability

<b>Likely (L)</b>	Negligible risks to sustainability with key Outcomes achieved by the project closure and expected to continue into the foreseeable future
<b>Moderately Likely (ML)</b>	Moderate risks, but expectations that at least some Outcomes will be sustained
<b>Moderately Unlikely (MU)</b>	Significant risk that key Outcomes will not carry on after project closure, although some outputs should carry on
<b>Unlikely (U)</b>	Severe risks that project Outcomes as well as key outputs will not be sustained

According to UNDP-GEF evaluation guidelines, all risk dimensions of sustainability are critical: i.e., the overall rating for sustainability is not higher than the lowest-rated dimension.

Ratings should take into account both the probability of a risk materializing and the anticipated magnitude of its effect on the continuance of project benefits.

Risk definitions:

- a) Whether financial resources will be available to continue activities resulting in continued benefits
- b) Whether sufficient public stakeholder awareness and support is present for the continuation of activities providing benefit
- c) Whether required systems for accountability / transparency & technical know-how are in place
- d) Whether environmental risks are present that can undermine the future flow of the project benefits.

**Rating Scale for Impact**

<b>Significant (S)</b>	<b>Minimal (M)</b>	<b>Negligible (N)</b>
------------------------	--------------------	-----------------------

Project Impact is rated as Significant; Minimal or Negligible, but also the positive or negative aspect of the impact will be stated.

Concerning impact, the TE will consider the extent of

- a) Verifiable improvement in ecological status; and/or
- b) Verifiable reductions in stress on ecological systems
- c) Regulatory and policy changes at regional, national and/or local levels

Process indicators will be specified to demonstrate achievement of stress reduction and/or ecological improvement.

Part of the impact assessment, will concern catalytic effect. The TE will consider if the project exhibited

- a) Scaling up (to regional and national levels)
- b) Replication (outside of the project),
- c) Demonstration, and/or
- d) Production of a public good, such as new technologies /approaches)

## Annex 10: Mission Itinerary

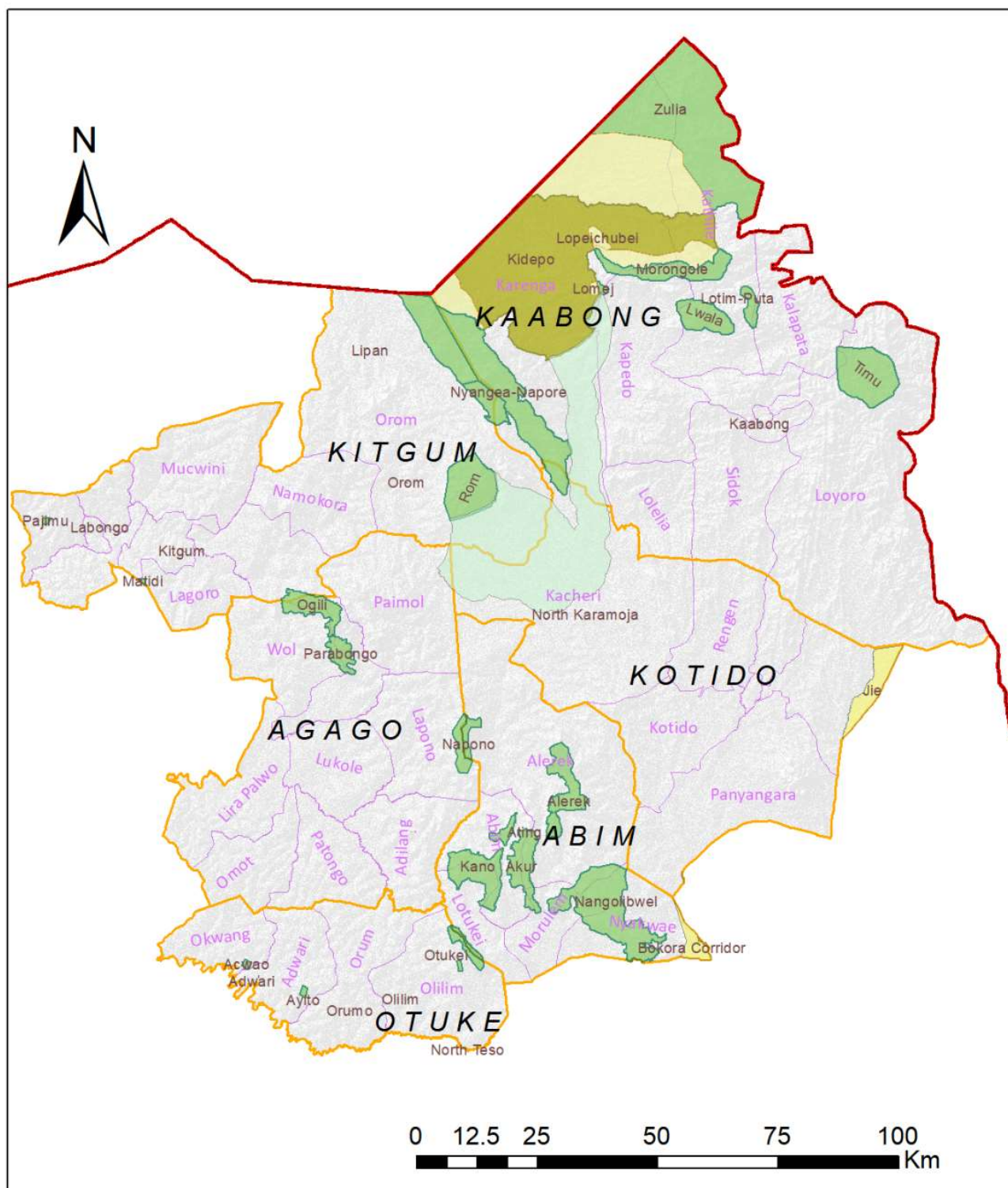
Date	Time	Activity	Participates /contact
Wed July 10 <sup>th</sup>	13:50 Entebbe	Arrival on EK729 and transfer to Humura	Richard Sobey, Uganda phone: 0780340691; Email: <a href="mailto:timosobey@gmail.com">timosobey@gmail.com</a>
Thursday 11 <sup>th</sup> July		Confirmation of meetings NEMA James	Michael Mbogga Email: <a href="mailto:michael.mbogga@gmail.com">michael.mbogga@gmail.com</a> Phone: +256)772483723 James Okiria-Ateker <a href="mailto:jateker@nemaug.org">jateker@nemaug.org</a> Daniel McMondo,
Friday July 12	0900 – 0930	UNDP Security briefing	UNDP-CO
	1000 – 1100	Inception Meeting with the UNDP climate change and Resilience Unit, Project Manager	Daniel McMondo, James Okiria-Ateker, Richard Sobey and Michael Mbogga
	1130 - 1330	Review the in-Country mission schedule Discuss the Inception Report, inc. Itinerary, access to documentation	Daniel McMondo, James Okiria-Ateker, Richard Sobey and Michael Mbogga
	1400 – 1600	Administrative – Invoice approval etc	Jenesta Atuhaire < <a href="mailto:jenesta.atuhaire@undp.org">jenesta.atuhaire@undp.org</a> >,
Saturday July 13		Internal TE Team	
Sunday July 14	1100 - 1500	Travel to Lira	Richard Sobey, Michael Mbogga, Scovia Akello
Monday July 15	0800 – 1300	Otuke District Local Government, Ogor and Olilim sub-counties Otuke CBOs	Boniface Ebong, NR Officer Otuke 078550055 Fountain of Life in Adwari, Okwang, Ogor and Ollii-Otuke (Shea processing and Bee keeping) / Foundation for Peace & Development– Otuke (Shea processing)
	1400-1700	Agago District Local Government Agago CBOs / Other organisations working on shea value chain ( Lutheran World Foundation, Gertrude Obwok-IUCN)	David Olal NR Officer, Agago phone: 0782453184 Agago District Farmers Association-Agago (Shea nut processing) / Gwokke Keni-Agago- (Shea processing and shea tree conservation initiatives) / Forum for Kalongo Parish Women Association-Agago (Shea, chilli growing & beekeeping)
	1700 – 1800	Spend night in Agago	
Tuesday July 16	0800 - 1400	Travel to Kampala	
	1400 - 1600	Presentation of Inception and stakeholder Consultation at Golf Course Hotel	UNDP, PMU partners, NEMA, UWA and NFA, DoLG, UEPB
	1700 – 1800	Schedule meetings with Kampala partners	Michael Mbogga
Wednesday July 17	0800 – 1500	Travel to Kitgum	<ul style="list-style-type: none"> <li>Esther Nekasa (contacts for CFR) in Gulu Aswa range office covers some of CFRs (Kitgum / Agago)– leave early meet 11AM (was project focal point in NFA) – or talk to Ruth Nambi (Finance in Gulu) – for Aswa Range manager</li> </ul>
	1600 – 1700	Kitgum District Local government officials	<ul style="list-style-type: none"> <li>Martin Anywar Kitgum DFO Phone: 0786016944</li> <li>Florence Ochola-UNDP Area Manager West Nile, Acholi and Lango Regions</li> </ul>
	1700 - 1800	NFA sector manager	<ul style="list-style-type: none"> <li>Esther Nekesa – go to Gulu office – Aswa range – covers 2 CFRs</li> </ul>
Thursday July 18	0800-	Set off from Kitgum heading to Karenga	
	0930	Omiyo onyima sub country	<ul style="list-style-type: none"> <li>Waneno Anyim Farmers Association, in Omiyo Anyima, Kitgum (Shea nut processing) Mr. Charles Lwanga Sub country chief</li> </ul>



**Terminal Evaluation Report**

UNDP GEF Conservation and Sustainable Use of the Threatened Savanna Woodland in the Kidepo Critical Landscape in North Eastern Uganda

	1030-1300	Orom Sub county	<ul style="list-style-type: none"> <li>Together-We-Stand in Orom Sub-County, Kitgum (Planting Chilli and beekeeping) Esther Nekesa and Juliet Alum</li> </ul>
	1400	1 ½ hr Orom to Karenga	
	1400-1800	UWA Kidepo Conservation Area Kaabong to Kidepo Valley National Park	Johnson Masereka in KVNP & AWF - Walter Odokrwot and Richard Muhabwe / Etetenos Moruita Wildlife Conservation, Kawalakol Sub-County, (Ecotourism) / Awakening in Rural Environment, Kapedo Sub-County, (Bee keeping/ Chilli growing).Karenga Cultural Group, Karenga Sub County
	1800-1900	Travel to Aoka	Spend night at Apoka – lodge UWA lodge in Apoka
	0800-1100	Karena Community Wildlife Area	Clinton Lokiru Member community wildlife association John Johnic Opio and Peter Abach Karenga sub county
	1100-1300	Travel to Kaabong	
	1400-1500	Kaabong district local government	John Jujan Lokwee SAS Kaabong sub county
<b>Friday July 19</b>	1500-1600	Kaabong to Kotido	AM – meet officer Kaabong – afternoon Kotido meet official in office time
	1600-1600	Kotido district local government Kotido CBOs	<ul style="list-style-type: none"> <li>Community wildlife Scouts / Help Child Karamoja, Panyangara Sub-County (Cultural Village &amp; Eco-tourism) / Jie-community Development Initiatives (JIECODI), Kacheri Sub-County (Bee keeping &amp; Chilli)</li> </ul>
<b>Saturday July 20</b>	0800 - 1000	Kotido to Abim	
	0900-1200	Abim District Envnt Officer Abim CBOs	George Okot Phone: 0772988826 Action for Social Educational Development Initiatives (ASEDI) (Bee keeping, Chilli growing and Black smith) / Rock of Ages Family Initiatives (Beekeeping & Chilli).
	1300-1400	Travel to Mbale to meet Jimmy OCero	Jimmy Ocero
	1300-1800	Travel to Kampala to arrive by 6PM	
<b>Sunday July 21</b>		Internal TE Team	
<b>Monday July 22</b>	0900- 1100	AWF /USAID	Sudi Bamulemesa /Harold Kiryowa
	1300-1600	Project Management Unit – GEF Questions	UNDP & James Okiria-Ateker Email: jateker@nema.org
	1600-1700	KCL Project Coordinator @ NEMA	Mr. Francis Ogwal
<b>Tues 23<sup>th</sup> July</b>	0900-1030	Technical Steering Committee	Prof. Joseph Obua
	1100-1300	KCL Project Coordinator @ NFA	Obed Tugimisiriza
	1400-1530	KCL Project Coordinator @ UWA	Mr. Aggrey Rwetsiba
<b>Wed 24<sup>th</sup> July</b>	0900 - 1300	Stakeholder seminar; Presentation of Field mission and preliminary findings.	Daniel McMondo/James Okiria-Ateker National stakeholders
	1500 – 1700	Exit debrief Project Team	Michael Mbogga
	1700	UNDP to transfer Mr Sobey - Int'l Consultant return – check-in 19:00 <b>EK2447 21:30</b>	



14 sub-counties in the six districts where the KCL project operated

District	Sub county	interventions
Abim	Alerek	
	Morulem	
	Lotuke	Shea processing
	Abim	Shea processing
Agago	Parabong	Shea processing
	Wol	Shea processing
	Omot	Shea grafting
	Kotomor	Shea grafting
Kaabong	Kapedo	
	Lolelia	
	Kawalakol	Cultural centre
	Karenga	Cultural group
Kitgum	Omiya Anyima	Shea processing
	Orom	Shea processing + beehives
Kotido	Panyangara	Cultural centre (failed)
Otuke	Alango	Shea processing
	Ogor	Shea processing
	Adwari	Shea processing

## Annex 12: Indicative TE Evaluation Matrix

This questionnaire was used as a general aid during the field visit with the results described in section 3. (Note there is no further information to be presented in the blank boxes.)

Evaluation Question	Response / Finding	Conclusion/ Recommend
<b>Relevance:</b> How does the project relate to the main objectives of the GEF FA, and to the environment and development priorities at the local, regional and national levels?		
<b>Effectiveness:</b> To what extent have the expected outcomes and objectives of the project been achieved?		
<b>Efficiency:</b> Was the project implemented efficiently, in-line with international and national norms and standards?		
<b>Sustainability:</b> To what extent are there financial, institutional, social-economic, and/or environmental risks to sustaining long-term project results?		
<b>Impact:</b> Are there indications that the project has contributed to, or enabled progress toward, reduced environmental stress and / or improved ecological status		
<b>Findings discussion – 3 areas - Project formulation, project implementation, and project results.</b>		
<b>Project Strategy</b>		
<b>Project Design:</b>		
To what extent is the project in line with national and local priorities?		
To what extent is the Project aligned to the main objectives of the GEF focal area?		
Have synergies with other projects and initiatives been incorporated in the design?		
Were lessons from other relevant projects properly incorporated into the project design?		
Decision-making processes: were perspectives of those who would be affected by project decisions, those who could affect the outcomes, and those who could contribute information or other resources to the process, taken into account during project design processes?		
Have issues materialized due to incorrect assumptions or changes to the context to achieving the project results as outlined in the Project Document?		
<b>Results Framework:</b>		
Are the project objective / outcomes clear, practicable, & feasible within its time frame?		
Were the project's logframe indicators and targets appropriate?		
How "SMART" were the midterm and end-of-project targets (Specific, Measurable, Attainable, Relevant, Time-bound)? Any amendments?		
<b>Progress towards Results</b>		
<b>Progress towards Outcomes Analysis:</b>		
Review the logframe indicators against delivery at end-of-project targets using the Results Matrix (see Annex).		
Compare and analyse the GEF Tracking Tool at the Baseline, MTR and End.		
Which barriers hindered achievement of the project objective		
<b>PROJECT FORMULATION</b>		
Were the project's objectives and components clear, practicable and feasible within its time frame?		
Were the capacities of the executing institution(s) and its counterparts properly considered when the project was designed?		
Were lessons from other relevant projects properly incorporated in the project design?		
Were the partnership arrangements properly identified and roles and responsibilities negotiated prior to project approval?		
Were counterpart resources (funding, staff, and facilities), enabling legislation, and adequate project management arrangements in place at project entry?		
Were the project assumptions and risks articulated in the PIF and project document?		
Whether the planned outcomes were SMART		
<b>ASSUMPTIONS AND RISKS</b>		
As per logframe - Logical and robust, and have helped to determine activities and planned outputs.		
Externalities (i.e. effects of climate change, global economic crisis, etc.) which are relevant to the findings.		
<b>Project Implementation &amp; Adaptive Management</b>		
<b>GEF Partner Agency / Implementing Entity – UNDP</b>		
Has there been an appropriate focus on results?		
Has the UNDP support to the Executing Agency/Implementing Partner and Project Team been adequate?		
Has the quality and timeliness of technical support to the Executing Agency/ Implementing Partner and Project Team been adequate?		
How has the responsiveness of the managing parties to significant implementation problems (if any) been?		
Has overall risk management been proactive, participatory, and effective?		
Are there salient issues regarding project duration, for instance to note project delays? And, how have they affected project outcomes and sustainability?		
Candor and realism in annual reporting		
<b>Executing Agency/ Implementing Partner Execution</b>		
Were the capacities of the executing institution(s) and its counterparts properly considered when the Project was designed?		
Were partnership arrangements properly identified and roles and responsibilities negotiated prior to Project approval?		
Were counterpart resources, enabling legislation, and adequate project management arrangements in place at Project entry?		
Have management inputs and processes, including budgeting and procurement been adequate?		

Has there been adequate mitigation and management of environmental and social risks as identified through the UNDP Environmental and Social screening procedure?		
Whether there was an appropriate focus on results and timeliness?		
Quality of risk management?		
Candor and realism in reporting?		
Government ownership (when NEX) or level of support if 'in cooperation with' the IP.		
<b>Work Planning / PROJECT IMPLEMENTATION</b>		
Effective partnerships arrangements established for implementation of the project with relevant stakeholders involved in the country/region, including the formation of a Project Board.		
Lessons from other relevant projects incorporated into project implementation.		
Feedback from M&E activities used for adaptive management.		
Has the project experienced delays in start-up and/or implementation? What were the causes of the delays? And, have the issues been resolved?		
Were work-planning processes results-based?		
Did the project team use the results framework/ logframe as an M&E and a management tool?		
Were there any changes to the logframe since project start, and have these changes been documented and approved by the project board?		
<b>FINANCE &amp; CO-FINANCE</b>		
<b>Prodoc</b> Did the prodoc identify potential sources of co-financing as well as leveraged and associated financing? Prodoc include strong financial controls that allowed the project management to make informed decisions regarding the budget, allow for the timely flow of funds and for the payment of project deliverables Did the prodoc demonstrate due diligence in the management of funds, including periodic audits.		
Sufficient clarity in the reported co-financing to substantiate in-kind and cash co-financing from all listed sources. The reasons for differences in the level of expected and actual co-financing. The extent to which project components supported by external funders were integrated into the overall project. Effect on project outcomes and/or sustainability from the extent of materialization of co-financing. Evidence of additional, leveraged resources that have been committed as a result of the project. (Leveraged resources can be financial or in-kind and may be from other donors, NGOs, foundations, governments, communities or the private sector)		
<b>Cost-effective factors</b> Compliance with the incremental cost criteria and securing co-funding and associated funding. Project completed the planned activities and met or exceeded the expected outcomes in terms of achievement of Global Environmental and Development Objectives according to schedule, and as cost-effective as initially planned. The project used either a benchmark approach or a comparison approach (did not exceed the costs levels of similar projects in similar contexts)?		
<b>Standard Finance questions</b> (see MTR) Have strong financial controls been established allow the project management to make informed decisions regarding the budget at any time, and allow for the timely flow of funds and the payment of satisfactory project deliverables?		
Are there variances between planned and actual expenditures? If yes, what are the reasons behind these variances?		
Has the project demonstrated due diligence in the management of funds, including annual audits?		
Have there been any changes made to the fund allocations as a result of budget revisions? Assess the appropriateness and relevance of such revisions.		
Has pledged cofinancing materialized? If not, what are the reasons behind the cofinancing not materializing or falling short of targets?		
<b>Project-level Monitoring and Evaluation Systems</b>		
The quality of the Monitoring and Evaluation (M&E) plan's design and implementation: An M&E plan should include a baseline (including data, methodology, etc.), SMART indicators and data analysis systems, MTR, TE, and adequate funding for M&E activities.		
M&E plan at project start up, considering whether baseline conditions, methodology and roles and responsibilities are well articulated. Is the M&E plan appreciated? Is it articulated sufficiently to monitor results and track progress toward achieving objectives?		
Were sufficient resources allocated effectively to M&E?		
Were there changes to project implementation / M&E as a result of the MTR recommendations?		
Are the M&E systems appropriate to the project's specific context? - effectiveness of monitoring indicators from the project document for measuring progress and performance		
Do the monitoring tools provide the necessary information? Do they involve key partners? Are they aligned or mainstreamed with national systems? Do they use existing information? Are they efficient? Are they cost-effective?		
To what extent has the Project Team been using inclusive, innovative, and participatory monitoring systems?		
To what extent have follow-up actions, and/or adaptive management measures, been taken in response to the PIRs? Check to see whether APR/PIR self-evaluation ratings were consistent with the MTR and TE findings. If not, were these discrepancies identified by the project steering committee and addressed?		
Compliance with the progress and financial reporting requirements/ schedule, including quality and timeliness of reports		
The value and effectiveness of the monitoring reports and evidence that these were discussed with stakeholders and project staff		
The extent to which development objectives are built into monitoring systems: How are perspectives of women and men involved and affected by the project monitored and assessed?		

How are relevant groups' (including women, indigenous peoples, children, elderly, disabled, and poor) involvement with the project and the impact on them monitored?		
Has there been adequate mitigation and management of environmental and social risks as identified through the UNDP Environmental and Social screening procedure?		
<b>STAKEHOLDER ENGAGEMENT</b>		
Are the interactions as per the prodoc? Stakeholder interactions include information dissemination, consultation, and active participation in the project.		
Project management: Has the project developed and leveraged the necessary and appropriate partnerships with direct and tangential stakeholders?		
Participation and country-driven processes: Do local and national government stakeholders support the objectives of the project? Do they continue to have an active role in project decision-making that supports efficient and effective project implementation?		
Participation and public awareness: How has stakeholder involvement and public awareness contributed to the progress towards achievement of project objectives?		
Are there any limitations to stakeholder awareness of project outcomes or to stakeholder participation in project activities? Is there invested interest of stakeholders in the project's long-term success and sustainability?		
<b>Reporting:</b>		
How have adaptive management changes been reported by the Project Team and shared with the Project Board?		
How well have the Project Team and partners undertaken and fulfil GEF reporting requirements (i.e. how have they addressed poorly-rated PIRs?), and suggest trainings etc. if needed?		
How have PIRs been shared with the Project Board and other key stakeholders?		
How have lessons derived from the adaptive management process been documented, shared with key partners and internalized by partners, and incorporated into project implementation?		
<b>Communication:</b>		
Internal project communication with stakeholders: Is communication regular and effective? Are there key stakeholders left out of communication? Are there feedback mechanisms when communication is received? Does this communication with stakeholders contribute to their awareness of project outcomes and activities and long-term investment in the sustainability of project results?		
External project communication: Are proper means of communication established or being established to express the project progress and intended impact to the public (is there a web presence, for example? Or did the project implement appropriate outreach and public awareness campaigns?)		
Are there possibilities for expansion of educational or awareness aspects of the project to solidify a communications program, with mention of proper funding for education and awareness activities? What aspects of the project might yield excellent communications material, if applicable?		
<b>ADAPTIVE MANAGEMENT</b>		
Changes in the environmental and development objectives of the project during implementation, why these changes were made and what was the approval process. Causes for adaptive management: a) original objectives were not sufficiently articulated; b) exogenous conditions changed, due to which a change in objectives was needed; c) project was restructured because original objectives were overambitious; d) project was restructured because of a lack of progress;		
How these changes were instigated and how these changes affected project results: - Did the project undergo significant changes as a result of recommendations from the MTR? Or as a result of other review procedures? Explain the process and implications. - If the changes were extensive, did they materially change the expected project outcomes? - Were the project changes articulated in writing and then considered and approved by the project steering committee?		
<b>PROJECT RESULTS</b>		
A 'result' is defined as a describable or measurable development change resulting from a cause-and-effect relationship. In GEF terms, results include direct project outputs, short- to medium-term outcomes, and longer-term impact including global environmental benefits, replication effects, and other local effects. Assess the results based management (RBM) chain, from inputs to activities, to outputs, outcomes and impacts.		
Assess the project results using indicators and relevant tracking tools		
<b>BROADER ASPECTS OF PROJECT OUTCOMES</b>		
<b>Country Ownership</b>		
Project concept had its origin within the national sectoral and development plans?		
Have Outcomes (or potential outcomes) from the project have been incorporated into the national sectoral and development plans? Has the government enacted legislation and/or developed policies and regulations in line with the project's objectives?		
Relevant country representatives (e.g., governmental official, civil society, etc.) were actively involved in project identification, planning and/or implementation, part of steering committee?		
Was an intergovernmental committee given responsibility to liaise with the project team, recognizing that more than one ministry should be involved?		
The recipient government has maintained financial commitment to the project?		
<b>Mainstreaming (Broader Development and Gender)</b>		
Whether broader development and gender issues had been taken into account in project design and implementation?		
In what way has the project contributed to greater consideration of gender aspects, (i.e. project team composition, gender-related aspects of environmental impacts, stakeholder outreach to women's groups, etc). If so, indicate how.		
Did the MTR recommend improvements to the logframe with SMART 'development' indicators, including sex-disaggregated indicators and indicators that capture development benefits? - Were these taken up?		

1. Whether it is possible to identify and define positive or negative effects of the project on local populations (e.g. income generation/ job creation, improved natural resource management arrangements with local groups, improvement in policy frameworks for resource allocation and distribution, regeneration of natural resources for long term sustainability).		
2. If the project objectives conform to agreed priorities in the UNDP country programme document (CPD) and country programme action plan (CPAP).		
3. Whether there is evidence that the project outcomes have contributed to better preparations to cope with natural disasters.		
The mainstreaming assessment should take note of the points of convergence between UNDP environment-related and other development programming.		
<b>Sustainability</b>		
<b>Risk Management</b>		
Are the risks identified in the Project Document, Annual Project Review/PIRs and the ATLAS Risk Management Module the most important? And, are the risk ratings applied appropriate and up to date? If not, explain why.		
<b>Financial Risks to Sustainability (of the project outcomes)</b>		
What is the likelihood of financial and economic resources not being available once the GEF assistance ends? (This might include funding through government - in the form of direct subsidies, or tax incentives, it may involve support from other donors, and also the private sector. The analysis could also point to macroeconomic factors.)		
What opportunities for financial sustainability exist?		
What additional factors are needed to create an enabling environment for continued financing?		
Has there been the establishment of financial and economic instruments and mechanisms to ensure the ongoing flow of benefits once the GEF assistance ends (i.e. from the public and private sectors, income generating activities, and market transformations to promote the project's objectives)?		
<b>Socio-Economic Risks to Sustainability:</b>		
Are there social or political risks that may threaten the sustainability of project outcomes?		
What is the risk that the level of stakeholder ownership (including ownership by governments and other key stakeholders) will be insufficient to allow for the project outcomes/benefits to be sustained?		
Do the various key stakeholders see that it is in their interest that the project benefits continue to flow?		
Is there sufficient public/ stakeholder awareness in support of the project's long-term objectives?		
Have lessons learned been documented by the Project Team on a continual basis?		
Are the project's successful aspects being transferred to appropriate parties, potential future beneficiaries, and others who could learn from the project and potentially replicate and/or scale it in the future?		
<b>Institutional Framework and Governance Risks to Sustainability:</b>		
Do the legal frameworks, policies, governance structures and processes pose risks that may jeopardize project benefits?		
Has the project put in place frameworks, policies, governance structures and processes that will create mechanisms for accountability, transparency, and technical knowledge transfer after the project's closure?		
How has the project developed appropriate institutional capacity (systems, structures, staff, expertise, etc.) that will be self-sufficient after the project closure date?		
How has the project identified and involved champions (i.e. individuals in government and civil society) who can promote sustainability of project outcomes?		
Has the project achieved stakeholders' (including government stakeholders') consensus regarding courses of action on project activities after the project's closure date?		
Does the project leadership have the ability to respond to future institutional and governance changes (i.e. foreseeable changes to local or national political leadership)? Can the project strategies effectively be incorporated/mainstreamed into future planning?		
<b>Environmental Risks to Sustainability:</b>		
Are there environmental factors that could undermine and reverse the project's outcomes and results, including factors that have been identified by project stakeholders? E.g. climate change risk to biodiversity		
<b>Impact - Progress towards the achievement of impacts</b>		
Verifiable improvements in ecological status (or via process indicators to show it is likely in the future)?		
Verifiable reductions in stress on ecological systems (via process indicators)?		
E.g. as a result of the project, there have been regulatory and policy changes at regional, national and/or local levels? (Use tracking tools and indications from baseline to target)		
Identify the mechanisms at work (i.e. the causal links to project outputs and outcomes);		
Assess the extent to which changes are taking place at scales commensurate to natural system boundaries; and		
Assess the likely permanence (long lasting nature) of the impacts.		
On the basis of the outcome and sustainability analyses, identify key missing elements as that are likely to obstruct further progress.		
<b>Theory of Change</b> – Identify project intended impacts – verify logic – analyse project outcome to impact pathway		
Based on the theory of change (building blocks, catalysts etc), has the progress towards impact has been significant, minimal or negligible.		
<b>Catalytic role</b>		
Scaling up - Approaches developed through the project are taken up on a regional / national scale, becoming widely accepted, and perhaps legally required		
Replication - Activities, demonstrations, and/or techniques are repeated within or outside the project, nationally or internationally		
Demonstration - Steps have been taken to catalyze the public good, for instance through the development of demonstration sites, successful information dissemination and training		
Producing a public good –		
(a) The lowest level of catalytic result, including for instance development of new technologies and approaches.		
(b) No significant actions were taken to build on this achievement, so the catalytic effect is left to 'market forces'		

## Annex 13: Signed UNDP Code of Conduct Agreement Form

### Evaluators:

1. Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded.
2. Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.
3. Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and: respect people's right not to engage. Evaluators must respect people's right to provide information in confidence, and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals, and must balance an evaluation of management functions with this general principle.
4. Sometimes uncover evidence of wrongdoing while conducting evaluations. Such cases must be reported discreetly to the appropriate investigative body. Evaluators should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.
5. Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender equality. They should avoid offending the dignity and self-respect of those persons with whom they come in contact in the course of the evaluation. Knowing that evaluation might negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its purpose and results in a way that clearly respects the stakeholders' dignity and self-worth.
6. Are responsible for their performance and their product(s). They are responsible for the clear, accurate and fair written and/ or oral presentation of study limitations, findings and recommendations.
7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.

### Evaluation Consultant Agreement Form

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

Name of Consultant: Richard Sobey, Michale Mbogga

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

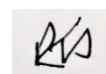
Signature:

Signed in \_July 8<sup>th</sup>, 2019,

Signed in UK on July 8<sup>th</sup> 2019, UK



National Consultant / Team Specialist



**Richard Sobey**

International Consultant, Team Leader



## Annex 14: Signed TE Final Report Clearance Form

Terminal Evaluation Report Reviewed and Cleared By:	
Commissioning Unit <i>UNDP Country office Uganda.</i>	
Name: <i>Mugisha - Powe - A MSB Specialist</i>	
Signature: <i>[Signature]</i>	Date: <i>12/02/2020</i>
UNDP-GEF Regional Technical Advisor	
Name: Dr Mandy Cadman	
Signature: <i>M-J. Cadman</i>	Date: 12/02/2020

## Annex 15: Terms of Reference

### Objective and scope of the TE

The TE will be conducted according to the guidance, rules and procedures established by UNDP and GEF as reflected in the UNDP Guidance document for Evaluation of GEF Financed projects, and the updated (2017) guidance document prepared by the GEF. The objectives of the evaluation are to assess the achievement of project results, and to draw lessons that can both improve the sustainability of benefits from this project, and aid in the overall enhancement of UNDP programming. The TE is to cover the entire Project including GEF, UNDP and GoU of Uganda funded activities.

### EVALUATION APPROACH AND METHOD

An overall approach and method for conducting terminal evaluations of UNDP-supported, GEF-financed projects has been developed over time. The evaluator is expected to frame the evaluation effort using the criteria of relevance, effectiveness, efficiency, sustainability, and impact, as defined and explained in the UNDP Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-financed Projects, and the associated guidance document released by GEF in 2017. A set of questions covering each of these criteria have been drafted and are included with this TOR (fill in Annex C) The evaluator is expected to amend, complete and submit this matrix as part of an evaluation Inception Report, and shall include it as an annex to the final report.

The evaluation must provide evidence-based information that is credible, reliable and useful. The evaluator is expected to follow a participatory and consultative approach ensuring close engagement with government counterparts, in particular the GEF operational focal point, UNDP Country Office, project team, UNDP-GEF Technical Adviser (both the former and current) and key stakeholders. The evaluator is expected to conduct a field mission to the Kidepo project site including the following project sites (Annex I). Interviews will be held with the following organizations and individuals at a minimum: (See Annex J).

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

### EVALUATION TIMEFRAME

The total duration of the evaluation will be 28 days according to the following plan:

Activity	Indicative time allocation	Completion Date
Meeting and sharing relevant documentation to the team	<i>At the time of contract signing</i>	<i>Signature date</i>
Preparation and submission of the inception report	5 days	<i>date</i>
Evaluation Mission	15days	<i>date</i>
Draft Evaluation Report (maximum 50 pages excluding annexes)	5 days	<i>date</i>
Final Report	3 days	<i>date</i>

### EVALUATION DELIVERABLES

The evaluation team is expected to deliver the following:

Deliverable	Content	Timing	Responsibilities
<b>Inception Report (10 – 15 pages)</b>	Evaluator clarifies timing and method of review, proposes the timeline of the review process, including the proposed field mission, itinerary developed in consultation with the Project management Unit	Two weeks after the contract signature. No later than 1 week before the review mission.	Evaluator submits to UNDP CO and Regional Technical Advisor) with PMU in copy. PMU is expected to provide support to the consultants to develop the mission itinerary and schedule interview to ensure the maximum exposure of the consultant to the project.
<b>Evaluation debriefings (Presentation)</b>	Initial Findings	Immediately following evaluation (during in-country mission)	To project management, UNDP CO and RTA
<b>Draft Evaluation Report</b>	Full report, (per annexed template) with annexes	Within 2 weeks of the evaluation mission	Sent to CO, reviewed by RTA, PCU, GEF OFPs

<b>Evaluation report audit trail</b>	Comments and changes by the evaluator in response to the draft report	Within 2 days of receiving UNDP comments on draft	Evaluator
<b>Final Report*</b>	Revised report	Within 1 week of receiving UNDP comments on draft	Sent to CO for uploading to UNDP ERC, after final review by RTA.

\*When submitting the final evaluation report, the evaluator is required also to provide an 'audit trail', detailing how all received comments have (and have not) been addressed in the final evaluation report.

## TEAM COMPOSITION

The evaluation team will be composed of 1 International Consultant Evaluator/ Team Leader who will be responsible for finalizing the report, and 1 National Consultant. The National Consultant shall report to the Team Leader. The consultants shall have prior experience in evaluating similar projects. Experience with GEF financed projects is an advantage. The evaluators selected should not have participated in the project preparation and/or implementation and should not have conflict of interest with project related activities.

### Duties and Responsibilities of Team Leader

The Lead Consultant/Team Leader will have overall responsibility for the work and operations of the evaluation team, including the coordination of inputs from the national consultant. The lead consultant is responsible and overall accountable for the production of the agreed products. S/He will deliver on the following:-

- i. Identify strengths and weaknesses in the Programme design and implementation, in particular implementation arrangements and its impacts on efficiency and effectiveness of converting resources (money, time) into results and impacts;
- ii. Ascertain achievements and impacts to date; to what extent the Programme has moved towards achievement of the objectives and outputs under the three outcomes in the results framework and the need for continued focus (in particular achieving global environment benefits and improvement in livelihoods);
- iii. Assess likelihood of sustainability of results and determine the key elements of the exit strategy that would increase the likelihood of sustaining critical results;
- iv. Examine the significance of un-expected effects, whether beneficial or detrimental in character
- v. Assess to what extent the Programme has contributed to building capacity at national, district and community levels to formulate, implement and monitor actions/activities for sustainable land management
- vi. Assess the validity of assumptions used in the development of the Kidepo Critical Landscape programme, and this Kidepo Critical Landscape project;
- vii. Identify and assess lessons learnt and best practices in relation to achievement of the programme objectives and outputs
- viii. Assess how the Kidepo Critical Landscape Project has adapted to emerging issues and trends such as climate change, energy and other emerging issues, etc.

### Required Skills and Experience of the Lead Consultant

- PhD or MSc degree and at least 10 years experience in natural resources management, Agriculture, climate change adaptation/ mitigation, socio-economic development or related fields.
- Solid understanding and proven record of project cycle management and application of adaptive management;
- Experience in applying SMART indicators and strong competency in Logframe approach;
- Technical knowledge in the targeted focal area(s) biodiversity
- Familiarity with Biodiversity conservation related projects and particularly the national parks and community wildlife management areas, either through managing or evaluating donor-funded projects.
- Substantive knowledge of participatory M&E processes is essential, and experience with CBOs/community development processes; design, implementation and/or management of community and local level sustainable livelihoods initiatives and experience in East and Central Africa are advantages.
- A good wealth of experience in the evaluation of technical assistance projects, if possible with UNDP or other UN development agencies and major donors, is required. A demonstrated understanding of UNDP principles and expected impacts in terms of poverty reduction and sustainable development is essential.
- Familiarity and knowledge of the UN Convention to Conserve Biodiversity, and knowledge of integrated approaches to drylands development and capacity development for management of Biodiversity loss would be an asset
- Excellent English Writing skill, ability to communicate complex, technical information to technical and general audiences in a clear manner both orally and in writing, ability to communicate with different stakeholders with various perspectives and views in a construction manner.
- Experience in leading small multi-disciplinary, multi-national teams to deliver quality products in high stress, short deadline situations.