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Name of document	Final Evaluation of the Enterprise Environment and Equity in the EEEGL Programme
Full title	Final Evaluation of the Enterprise Environment and Equity in the Virunga Landscape of the Great Lakes (EEEGL) Programme
Acronym/PN	EEEGL, UGA100
Country	Uganda, Rwanda
Date of report	December 11, 2011
Dates of project	January 2007 to December 2011
Evaluator(s)	Technical Assistance to NGOs (TANGO)
External?	<i>Yes</i>
Language	English
Donor(s)	Howard G. Buffett Foundation
Life-of-Project Cost (Expenditure in \$US)	\$9.1 million for five years for the 3 countries (\$1,196,262) spent for Uganda only
Scope	<i>Project</i>
Type of report	<i>final evaluation</i>
Length of report	<i>153 pages</i>
Sector(s)	Enterprise, Participatory Natural Resource Management, community Empowerment and Trans-boundary Collaboration & Learning
Brief abstract (description of project)	<p>The EEEGL project was a partnership of CARE and the International Gorilla Conservation Programme – a consortium of three international conservation NGOs (WWF, AWF, and FFI). The project was implemented in the area around the protected areas (PAs) of the Virunga Volcanoes in the 3 countries (Parc National des Volcans in Rwanda, Parc National de Virunga in the DRC and Mgahinga Gorilla National Park and Bwindi Impenetrable National Park in Uganda). It was funded for \$9.1 million for five years (January 2007-December 2011) by the Howard G. Buffett Foundation. The programme was terminated in DRC in late 2008 due to the armed conflict. The unspent funds designated for DRC revert to Howard G. Buffett Foundation, resulting in a total project budget of a little over \$5 million.</p> <p>The programme design was conceived to strengthen the Integrated Conservation and Development (ICD) approach through a mix of innovative approaches to programming, including pro-poor market driven enterprise development, a conflict sensitive approach; a transboundary approach; a landscape approach; and a rights based approach. The programme was designed to recognize the holistic nature of issues that link livelihoods and protected areas management. While it laid out four general intervention strategies – 1. Enterprise; 2. Participatory Natural Resource Management; 3. Community Empowerment and 4. Trans-boundary Collaboration & Learning.</p>
Program (higher-level) Goal (to which the project contributes)	To make a substantial contribution to poverty reduction and environmental conservation in the Virunga landscape of the transboundary region of Uganda, Rwanda, and DRC, in particular benefiting the more marginalized and vulnerable groups in the population of this region.
Project Goal (for which project is accountable)	To increase livelihood opportunities based on sustainable use of natural resources, and improve governance of these resources at local and regional levels
Objectives (more specific outputs/outcomes)	<ul style="list-style-type: none"> • Result 1: Enterprise – Ecotourism and other enterprise activities that support sustainable NRM and are conflict sensitive have been developed and promoted, and market access at local, national and regional levels improved. • Result 2: Participatory NRM – Local communities are participating in the management of natural resources within and around the protected areas, and the

	<p>sharing of associated benefits in a way that promotes equity and reduces the potential for conflict.</p> <ul style="list-style-type: none"> • Result 3: Community Empowerment – Marginalized and vulnerable groups have increased rights of access and control over natural resources and are included in local governance structures, and CSOs working with them are actively engaged in NRM, and conflict management • Result 4: Transboundary Collaboration & Learning – Transboundary collaboration within and outside the Pas has promoted sharing of information and experience, effective coordination, conflict management, and collective action in regional processes, and learning on processes and outcomes has been applied within and beyond the project.
Evaluation design	<i>Formative (process)</i>
Evaluation Methodology	Review of secondary literature, Participatory qualitative research involving over 180 people representing community organizations, local and national governments, civil society and partner organizations, CARE, IGCP, and EEEGL staff, Focus Group Discussions (FDGs) held with randomly selected group members (Government, Community, CBOs, NGOs,) involved in the programme activities, key informant interviews, final debriefing meeting, and presentation of Final Report
Survey?	Local and national governments, civil society and partner organizations, CARE, IGCP, and EEEGL staff
Summary of lessons learned (evaluation findings of interest to other audiences)	<p>Participatory natural resource management</p> <ol style="list-style-type: none"> The choice of the programme to focus on the land reform process as the major domain of intervention in participatory natural resources management was very strategic considering that land tenure security is intricately related to the advancement of the core outcome areas of the programme The awareness activities enabled the communities to understand and appreciate the rights and obligations under the regularization process to the advantage of the communities in general and the vulnerable – women and children in particular. The EEEGL model provides useful guidance for public awareness and dialogue on the LTR process and land rights. If CARE continues its support to this process it must use the experience of community participation in planning with the local government structures as an entry point for engaging and advocating more broadly regarding community involvement in managing natural resources within and around Volcanoes National Park. Secondly the findings from the comprehensive studies done on the process on the various facets of land disputes must be widely disseminated to better inform the roll out phase of the process. <ol style="list-style-type: none"> The IGCP strategy on RWH, developed during the final phase of EEEGL, should be implemented as a scaling up approach. It provides a clear conceptual framework and implementation strategies based on a sound problem analysis grounded in the prevailing policy, legislative, institutional and technological and social factors. The park authorities in collaboration with the user groups should aim at implementing a robust system to monitor the threshold levels of biodiversity and natural resources in the PAs (rather than limiting the participatory monitoring to the extraction rates as is the case at the moment). Future programmes on collaborative PA management should consider facilitating a review by PA authorities and relevant stakeholders of the legislation governing RS/GL ratios. <p>Enterprise development:</p> <p>EEEGL partners should continue to provide capacity building assistance to the organizations and value chains to deal with complex local issues involving resource distribution and access. It is appropriate for outsiders to support them, being careful to keep enough distance so that the organizations have space to make decisions and learn from mistakes. Areas for future intervention include community based planning not only to prioritize investment of the revenue streams generated by community tourism, but also to influence the future course of tourism development in their communities.</p> <p>Ongoing support to non-tourist enterprises should involve stepped interventions appropriate to their changing circumstances, with continued emphasis on strengthening key points anywhere along the value chains.</p> <p>Future work with VSLAs should emphasize linking to MFIs. As CARE makes its shift</p>

	<p>from project based to longer term programme based work, it should consider expanding its use of VSLAs as entry points for incorporating social messages, and for integrating programming activities at the village level.</p> <p>Community Empowerment</p> <p>The existing wave of community empowerment promoted through the programme support has the potential to influence the formalization of a systematic bottom up approach to development planning nationwide and enhanced integration of the HMG in greater society.</p> <p>Transboundary Collaboration and Learning</p> <p>National Park authorities in the three countries control only a portion of the protected areas landscape coverage, which extends beyond park borders into surrounding communities. To meet the challenges of coverage of the whole landscape other players such as NGOs, Police, and Customs, etc, will have to be brought on board. Currently the major focus has been on consolidating the inner circle of the park authorities</p> <p>Multi Country Program Management</p> <p>Select a management model appropriate to the context, and secure high level buy-in from implementing partners and adaptation and fine-tuning during project design. Take the time to spell out key management protocols (like how staff hiring and supervision will work).</p> <p>Allow for careful groundwork in selecting issues, partners, and interventions, and building partner capacity.</p> <p>Ensure transparent, participatory, planning and review processes to build ownership, accountability, learning, and iterative adjustments.</p> <p>Ensure flexibility to direct resources to support partners' and key stakeholders' priorities to build and maintain</p> <p>For future program designers – Incorporate EEEGL's good practices (and corrective lessons) into future project design, including:</p> <ul style="list-style-type: none"> a) The Theory of Change was useful and should be the centerpiece of new project design. Ensure periodic multi-level participatory planning and review processes for action learning and iterative adjustments. Include disaggregated targeting and tracking of vulnerable groups (gender, age). Select some indicators that mirror those of other stakeholders (like the GVTB strategic plan). b) Assure sufficient human resources to adequately manage the M&E system. Employ a full time, highly qualified, M&E person from the start. c) Include, and adequately resource, an overarching strategic learning agenda in the design of complex cross sector programs. Failure to resource the strategic learning agenda was a missed opportunity to expand the programme's impact by deepening the regional knowledge base around issues of relevance to a variety of stakeholders.
Contribution to MDG(s)?	<i>Income, Hunger, Environment, Women's Empowerment, Civil Society</i>
Address main UCP "interim outcomes"?	<i>Social Inclusion [empowered poor] Pro-poor, just governance policies and practices, Access to and distribution of environmental resources.</i>
Comment	

Final Evaluation of the EEEGL Programme

Final Draft

December 11, 2011



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A	Assumption
APIB	Association pour la Promotion de Initiatives de Base (Rwanda micro-finance NGO)
AWF	African Wildlife Foundation
BDS	Business development services
BINP	Bwindi Impenetrable National Park (Uganda)
BMCA	Bwindi Mgahinga Conservation Area (Uganda)
CARE	Cooperative for Assistance and Relief Everywhere
CBNRM	Community based natural resource management
CBO	Community based organisation
CBPM	Community based planning and monitoring
CBT	Community based trainer
CCC	Community Conservation Committee (Rwanda)
CDC	Community Development Committee (Rwanda)
CSO	Civil society organisation
D	Impact driver
DFGFI	Dian Fossey Gorilla Fund International
DFID	Department for International Development (UK)
DGIS	Netherlands Directorate-General of Development Cooperation
DRC	Democratic Republic of Congo
EEEGL	Enterprise, Environment, and Equity in the Virunga Landscape of the Great Lakes
FFI	Fauna & Flora International
FFS	Farmer Field School
GVTC	Greater Virunga Transboundary Collaboration
HGBF	Howard G. Buffett Foundation
ICCN	Institut Congolais pour la Conservation de la Nature
ICD	Integrated conservation and development
IFAD	International Fund for Agricultural Development
IGA	Income generating activity
IGCP	International Gorilla Conservation Programme
ITFC	Institute of Tropical Forest Conservation (Ruhija, Uganda)
KACSOFF	Kabale Civil Society Forum (Uganda)
KAZARDI	Kachwekano Zonal Agricultural Research and Development Institute (Uganda)
KPSPC	Kigezi Private Sector Promotion Centre
LG	Local government
LTR	Land Tenure Regularization
MCP	Multi-Country Project
M&E	Monitoring and evaluation
MFI	Micro-Finance Institution
MGNP	Mgahinga Gorilla National Park
MoU	Memorandum of understanding
MTR	Mid-term review
MU	Multiple use
MVC	Multi-use and community conservation

NRM	Natural resource management
ORTPN	Office Rwandais du Tourisme et des Parcs Nationaux
PA	Protected area
PAA	Protected area authority
PAB/GEF	Protected Areas Biodiversity Project (REMA/UNDP/GEF, Rwanda)
PAM	Problem Animal Management
PM	Project manager (CARE)
PMC	Programme Management Committee
PRA	Participatory rural appraisal
RADA	Rwanda Agricultural Development Authority
RC	Regional Coordinator
RCU	Regional Coordination Unit
RDB	Rwanda Development Board
REDO	Rural Environment and Development Organization
REMA	Rwanda Environment Management Authority
REPA	Right, Equity, and Protected Areas (CARE Uganda Programme)
RPC	Regional Program Coordinator (EEEEGL)
RS	Revenue sharing
SACOLA	Sabyinyo Community Livelihoods Association (Rwanda)
SC	Steering Committee (EEEEGL)
SLS	Strategic learning system
SNV	Netherlands Development Organisation
TAC	Technical Advisory Committee
TCS	Greater Virunga Transboundary Core Secretariat
TES	Greater Virunga Transboundary Executive Secretariat
TNA	Training needs assessment
TOC	Theory of change
TOR	Terms of reference
TSP	10-year Greater Virunga Transboundary Strategic Plan
TUSC	The Uganda Safari Company
UFLTRC	Uganda Functional Literacy Centre
UNSPPA	Uganda National Seed Potato Producers' Association
URP	Uplift Rural Poor (Ugandan CBO)
USAID	United States Agency for International Development
UWA	Uganda Wildlife Authority
VNP	Volcanoes National Park (Rwanda)
VPMF	Village planning and monitoring facilitators
VSLA	Village savings and loans association
WCS	Wildlife Conservation Society
WWF	World Wide Fund For Nature

The final evaluation used an *adapted* outcome assessment approach based upon the measurement of the capital assets of local populations (Jeffrey Sayer et al. (2006) to qualitatively measure the level of achievements of the programme strategies and the overall achievement of the programmes immediate objective. The adaptation to the proposed evaluation approach was in terms of its application of the key components of the Theory of Change approach particularly in the use of the programme-impacts analysis and its inherent key elements of the impact drivers and assumptions related questions to determine how activities and the contextual factors led to the desired intermediate states of the programme strategies.

EEEGL was a multi-sectoral programme facilitated by CARE and IGCP with a number of existing mainstream government, CSO, private sector and CBOs participating in the implementation of the activities. The end of the programme does not necessary negate the continuity of the implementation of the good practices and lessons learned during the implementation phase of this programme. The recommendations provided in this report therefore provide some valuable pointers to specific partners on the observed key areas in which the respective partners can advance the good practices and lessons learned beyond the phase of this programme based on their institutional long-term missions.

Strategy 1: Enterprise development

The enterprise strategy aims to deliver the intermediate state –*“functional and profitable natural resource based enterprises are sustainably operating across value chains and enterprise networks are effectively supporting wider replication.”* The six factors (impact drivers) that were seen as essential for the achievement of this intermediate state were a) *effective enterprise value chain coordination mechanisms are in place, with strong private sector engagement;* b) *enterprise leaders are trained to manage the transition from subsidised to market driven production;* c) *lessons learnt are used to advocate for enabling government policies that support market driven NR-based enterprises;* d) *Internal checks are established to ensure that the enterprises do not harm the ecological values and functions of the Virunga landscape;* e) *Local organisations have the capacity to provide ongoing training and support for demand-driven VSLA replication;* and f) *The markets for the enterprises are constant or increasing.*

EEEGL has made good progress in addressing all of these drivers except influencing policy. Policy was de-emphasized because it was felt that more could be achieved if the limited resources available were invested in capacity building activities.

In both countries, EEEGL focused on strengthening key points of its chosen value chains. It strengthened producer associations, but also trained individuals and provided support to private companies to deepen their engagement in providing business services and technical support. In both countries, the project supported capacity building for community organizations that were engaging in commercial arrangements with tourist companies operating community owned lodges. It supported farming enterprises (mushrooms in Rwanda/honey and seed potatoes in Uganda). In both countries, Village Savings and Loan Associations were formed to promote micro savings and lending among group members.

All the enterprises were linked to strong or growing markets (mostly local except for

supported registration of private companies (mushroom growers, beekeepers, and in some cases business suppliers), and the formation of linkages between these and others in the value chain.

The mechanisms being used to provide ongoing training and support include: village agents or farmer volunteer trainers for VSLA and potatoes; some market incentives for providing technical assistance have been incorporated into the honey and mushroom systems, in which the village agent also gains income by selling seed (mushrooms), or the processor (honey) provides assistance to assure the quality of the supply.

The FE observed strong gains due to support by IGCP to SACOLA (Rwanda) and NCCDF (Uganda) in organizational strengthening and governance (registration; byelaws, leadership transition; audits) as well as evidence of community planning and incremental expansion of community based tourism activities. In Uganda, farmers achieved increased yields and higher quality potatoes due to links between government research and seed propagation organizations (KAZARDI/UNSPPA) using the FFS methodology. Nascent honey and mushroom producer organizations had begun to function.

The programme design was overly ambitious in its VSLA targets, and was scaled back due to limited resources. NGO sub-grantees (PROMIC/APIB) trained the groups and accompanied them through one annual savings and loan cycle. The project linked a few VSLA groups in Rwanda to MFIs, but the lacked time and resources to pursue this objective to the extent desired. The VSLAs focused solely on economic aspects, and did not deal directly with social issues.

Overall, participants were motivated and demonstrated confidence in their skills and activities, and familiarity with organizational processes. Women were playing prominent roles as farmers, were participating fully in VSLAs, and were represented in governance bodies. The potato organizations were strong, but still developing a business orientation. Potato farmers were energized by their increased yields and income. Honey and mushroom organizations were nascent and will require more capacity building support. While their prospects seem reasonably good, their volumes of production and sales are low. It will take time to evolve experience in running the business practice, and governance. SACOLA and NCCDF are going through organizational strengthening processes as they gain experience learn to managing the revenues being generated by their commercial contacts, for the best interests of the communities.

Recommendations

EEEGL partners should continue to provide capacity building assistance to the organizations and value chains. The organizations involved in community tourism deal with complex local issues involving resource distribution and access. It is appropriate for outsiders to support them, being careful to keep enough distance so that the organizations have space to make decisions and learn from mistakes. Areas for future intervention include community based planning not only to prioritize investment of the revenue streams generated by community tourism, but also to influence the future course of tourism development in their communities.

Ongoing support to non-tourist enterprises should involve stepped interventions appropriate

activities at the village level.

Strategy 2: Participatory natural resource management

The participatory NRM strategy aimed to deliver two intermediate states; “*communities are meaningfully engaging and working effectively with local government regarding land use management*” in Rwanda and “*collaborative conservation and NRM institutions are fully operational and accountable*” in Uganda. The main condition that both intermediate states emphasize is the need for the coordinated management of natural resources that meets the needs of local as well as national stakeholders in the long term.

Land Tenure Reform Process- Rwanda

The programme supported the government led land reform process by supporting the land tenure regularization reform (LTR) programme in collaboration with the National Land Center in raising awareness and facilitating public dialogue about the LTR process.

The choice of the programme to focus on the land reform process as the major domain of intervention in participatory natural resources management was very strategic considering that land tenure security is intricately related to the advancement of the core outcome areas of the programme, i.e. (a) improved livelihoods (by increasing the household financial capital assets); (b) sustainable NRM (household commitment for investing in good land practices is encouraged by land ownership) and (c) governance (rights and obligations of the landlord and the state are clarified and understood by all).

The awareness activities enabled the communities to understand and appreciate the rights and obligations under the regularization process to the advantage of the communities in general and the vulnerable – women and children in particular. In addition the programme trained the land committees at local level in land law.

Tangible evidence of the success of this intervention was manifested by the relative efficiency and effectiveness of the land registration process in areas where the programme intervened compared to the areas where the programme did not target its interventions.

The EEEEG model provides useful guidance for public awareness and dialogue on the LTR process and land rights. The important aspect of the approach was the strong capacity building of local institutions that is required for the maintenance phase of the reform process where increasingly specific land administration responsibilities will be decentralized to sector and cell level.

Recommendations

If CARE continues its support to this process it must use the experience of community participation in planning with the local government structures as an entry point for engaging and advocating more broadly regarding community involvement in managing natural resources within and around Volcanoes National Park. Secondly the findings from the comprehensive studies done on the process on the various facets of land disputes must be widely disseminated to better inform the roll out phase of the process.

Conclusion

adoption of this model for the roll out phase of the LTR process.

Rain water harvesting in Rwanda and Uganda

Rain water harvesting in both Rwanda and Uganda was approached through the facilitation of the construction of community tanks and establishment of community structures for their operations and maintenance. The approach worked as a demonstration of the viability of community tanks technology. It strengthened community institutions to have structures that are accountable and transparent in regulating the community access to the water facility. One of the critical positive aspects of this approach was that it raised community awareness and appreciation of the links between the water availability in the community and PA watershed function and services. The institutional, policy and implementation strategy lessons learned from this approach have been successfully used by IGCP in developing its future water strategy for the Virunga landscape.

However the approach had some challenges. Both national policies in Rwanda and Uganda favor the individual household tanks approach compared to the Community tanks approach. Challenges with respect to not being in conformity with national government policy are that favors household tanks. In addition the approach was not cost effective and to the right scale for the desired impact.

Recommendation

The IGCP strategy on RWH, developed during the final phase of EEEEGGL, should be implemented as a scaling up approach. It provides a clear conceptual framework and implementation strategies based on a sound problem analysis grounded in the prevailing policy, legislative, institutional and technological and social factors.

Participatory Natural resources management structures and practices (Uganda)

The participatory NRM management approach in Uganda was implemented through three key interventions; (a) the support to resource user groups, to whom controlled access to the PA multiple use zones is allowed based on agreed upon MOUs with government authorities; (b) the support to the improvement of the tourism revenue and Gorilla levy sharing arrangements between the communities and the government; and (c) support to the Bwindi Mgahinga Conservation Area (BMCA) Byelaws Taskforce for the revision of Park management bye laws..

The achievements evidenced in the conduct, operations of the user groups for collaborative conservation shows a satisfactory level of success. This is manifested by the level of community responsiveness to collaborate with the park authorities in the conservation of the PA as attested to by both the Park authorities and community members interviewed during the evaluation process. The reduced illegal off takes,, improved intelligence information provision by the community members in general and the user groups in particular to the Park authorities on the occurrence of illegal activities in the PA and improved fire management in areas around the Parks where cited as the basic indicators on the improved PA collaborative management between the community and the park authorities.

Other notable achievements include the renegotiation of 10 MOUs and 6 new MOUs for the

Tourism revenue sharing guidelines were reviewed and formalized. The revenue sharing modalities that take into account the length of boundary of a Parish along the PA rather than the population of a Parish as proposed by the communities. This outcome is a clear testimony of the effective representation of the community concerns by the CSOs in NRM decision making fora.

The Gorilla Levy committees and secretariat supported by the programme managed to influence the guidelines that are now in place to prioritize the funding of projects offering direct conservation benefits and addressing issues of marginalized groups in community and improving household livelihoods.

The programme has scored remarkable successes in influencing the appreciation and mainstreaming of the NRM practices within local government. The Park bye laws are expected to be passed by the District Council and are recognized to be instrumental in reducing the potential conflict among the various stakeholders around BMCA on resource access, management and benefit sharing.

Key challenges in these interventions include; (a) the absence of a robust participatory monitoring system to measure the impact of the allowable off takes on the biodiversity of the MUZ.(b) the disparity in revenue sharing ratios between the community and the government. Community members interviewed by the FE raised concern on the levels and basis of the existing benefit sharing ratios within the RS and GL mechanisms.; and (c) the continued demand for the inclusion of more products to be harvested from the PA by the communities.

Recommendations

The park authorities in collaboration with the user groups should aim at implementing a robust system to monitor the threshold levels of biodiversity and natural resources in the PAs (rather than limiting the participatory monitoring to the extraction rates as is the case at the moment). This would allow for the evolution of an adaptive management regime and provide a good and mutually appreciated allocation of resource off take quotas and lead to improved participatory biodiversity conservation of the resources in the MUZ.

Future programmes on collaborative PA management should consider facilitating a review by PA authorities and relevant stakeholders of the legislation governing RS/GL ratios. The community raised concern on the basis of the current revenue ratios between the community and the government. This situation could in the future undermine the existing confidence and appreciation of the communities to collaborate in PA conservation.

Park authorities and the local government system should consider the development of land use plans and develop compatible incentive measures and participatory legal frameworks for areas around the PA designed to deal with resource degradation pressures such as fuel wood and the effects of climate change that threaten the success efforts in collaborative PA conservation attained by the programme.

Conclusion

The Programme within the limitation of its implementation timeframe has satisfactorily achieved to the extent possible the intermediate state for this PNRM strategy (*collaborative conservation and NRM institutions are fully operational and accountable*). The effectiveness

The community empowerment strategy aims to achieve the intermediate state of “*poor and marginalised groups are socially, politically and economically participating in society*”. The following factors (Impact drivers) are seen as essential for the achievement of this intermediate state were a) *CSOs build capacity of marginalized groups to effectively represent their own interests in decision-making fora, and b) Representatives (e.g. CSOs) of marginalized group effectively articulate their constituencies’ rights and interests in NRM decisions.*

Community empowerment activities in Rwanda were undertaken through a multiple pronged approach that included;(i) supporting local level dialogue and capacity building on land tenure reform;(ii) expanding the grassroots network of VSLAs through a village agent model, as frontline system of peer engagement and social capital formation and; (iii) addressing basic needs of Historically Marginalized Groups (HMGs) (through literacy education and food security interventions).

In Uganda empowerment activities centered around;(i) EEEGL support to CBOs to provide training and technical assistance to communities and local governments to develop Community-Based Planning and Monitoring (CBPM) at village, parish and sub-county levels and(ii) the engagement of CSO networks in 3 districts to build capacity of the networks in strengthening their functions of monitoring and advocating for accountability of local government actions, and in particular relation to the management of the tourism revenue sharing system.

In Rwanda the evaluation was able to discern changes that have occurred in the empowerment of individuals, the quality of grassroots organizations and institutions, and the poor’s individual and collective capacity. The notable changes include the raised levels of confidence shown by the HMG arising out of the literacy and foods security training that was provided. This extends to the achievement of their ability to conduct business and the realization of their rights to land, health and fair justice within the greater society.

In general, VSLAs are cohesive, organized around principles of accountability and transparency and have a strong sense of enthusiasm and confidence around self help (same is true for the enterprise groups). However, they are so new that they are untried and the impact can only be determined in the future.

In Uganda, the CBOs have been strengthened significantly (e.g. capacity to develop development planning guidelines for the communities) through the community based planning processes. The local government officials interviewed during the FE in Uganda valued the participatory approach to the extent that the resultant village based plans have been mainstreamed in the local government planning and implementation process. The community development plans now include activities that promote community empowerment, assist vulnerable groups and HMGs and aid conservation especially by raising more awareness of the costs and benefits from PA natural resource management.

The CSOs networks such as KACSOF in Uganda have had their profile raised among their constituency to the extent of attracting other international organizations partnering with them to undertake similar activities in other various development thematic areas. Immediate results

success and the improved accountability of the government.

The commitment and support to the decentralization process by governments in both countries, the strategic choice of relatively strong CBOs and CSOs that the programme engaged and the technical, multi-sector and multi-level networking and coordination that occurred between protected area, local government, and project technical staff played big role in the success of this strategy.

Key challenges for the empowerment interventions include;

- a) The engagement with the HMG for training purposes currently requires patience, is time consuming, and at the moment requires subsidies (food provision during training) to get regular attendance.
- b) Financial sustainability of the CSOs still remains a challenge for them to continue at the same level of assistance to communities after the closure of the programme (e.g. KACSO). The CSO like KACSO has been helped to develop a business plan but it is not clear how far this plan has reached.

Recommendations

CARE and IGCP and the relevant CBOs and CSOs should, to the extent possible, target the areas where the CBPM and HMG training has been initiated in their new and or planned programmes to allow for the consolidation of the community empowerment drive that has been initiated under the programme. The existing wave of community empowerment promoted through the programme support has the potential to influence the formalization of a systematic bottom up approach to development planning nationwide and enhanced integration of the HMG in greater society.

Conclusion

Community and other institutional empowerment interventions are long term processes. The programme has built on the foundation laid at the time the MTR was conducted. The partnerships with the CSOs are evidently strong and the governance capacity within the civil society organizations and networks has been greatly enhanced through this strategy. In both countries, the programme has achieved very satisfactory levels of meeting the targeted intermediate state for the strategy.

Strategy 4: Transboundary Collaboration and Learning

The transboundary collaboration and learning strategy aims to deliver the intermediate state “*shared principles and work plans are guiding sustainable natural resource management and conservation practices of regional and national institutions working within the landscape*”. The Impact drivers for this strategy were a) *Continued funding and effectiveness of coordination and facilitation mechanisms* and b) *Lessons learnt feed into ongoing and new initiatives, including cross fertilisation of ideas*.

EEEEGL has specifically supported meetings to deliberate on the GVTC Treaty, Regional meetings, Chief Warden Meetings and TCS meetings. The meetings have resulted in discernable tangible results that include the creation of conducive institutional policy, social and financial conditions for the operations of the transboundary NRM process.

Specifically, information shared in the various meetings has resulted in tangible outcomes

of the Transboundary Core Secretariat.

In addition the Community based studies and activities supported by the programme at national level in areas around the PA in Rwanda and Uganda have provided a good baseline and useful guidance towards the development of a framework for the community involvement within the TBNRM strategy.

The continued commitment of the governments to TBNRM has played a big role in the success of this strategy.

The financial sustainability for the convening of meetings remains a challenge in the absence of the TSC being a legal entity that can independently receive direct financial support.

Recommendations

National Park authorities in the three countries control only a portion of the protected areas landscape coverage, which extends beyond park borders into surrounding communities. To meet the challenges of coverage of the whole landscape other players such as NGOs, Police, and Customs, etc, will have to be brought on board. Currently the major focus has been on consolidating the inner circle of the park authorities.

Conclusion

Based on the achieved outcomes mentioned above the programme has contributed satisfactorily to the advancement of the intended intermediate state for the TBNR strategy (*shared principles and work plans are guiding sustainable natural resource management and conservation practices of regional and national institutions working within the landscape*) especially taking into account that negotiation of agreements with governments is a slow process.

Programme Approaches

The programme design proposed several cross-cutting approaches for implementation: landscape approach; rights based approach; equity, partnerships and a conflict sensitive approach. There are no intermediate states listed for these approaches, but how they are carried out has a great deal of influence on the program's impact and sustainability.

The following section summarizes them under the headings of partnership; multi-country project management; M&E and resource use; rights, equity, and conflict approaches.

Partnership

Partnership lies at the core of EEEGL's approach. The project was designed to build synergy between a community development organization (CARE) and conservation organization (IGCP). The core areas of partnership are two-fold:

- ▶ Programme management coordination between CARE and IGCP;
- ▶ Collaborative design and implementation with government, civil society and the private sector.

The EEE identified five areas of collaboration and developed the following partnership strategy:

overarching learning strategy to tie field and regional elements of the project together, and the management model chosen never fully bridged CARE and IGCP's distinct management cultures.

Sub-grantees – EEEGL identified appropriate sub-grantees who mobilized communities for VSLAs, and various capacity building and empowerment activities. EEEGL found that it took more time and effort than anticipated to establish and supervise these relationships, and to support capacity building (both within CARE and in the sub-grantees).

Capacity building –relationships supported enterprise development, work with civil society, and local governments. CARE's LTR work in Rwanda was a key intervention geared to building capacity in two directions (down to the community, and upward through a methodology that can be scaled up nationally). A key challenge is to establish continuity so that the organizations are supported for enough time to become sustainable. Another is to provide appropriate incentives to maintain volunteer interest in facilitating community planning.

Business Alliance – Several business alliances were formed to promote enterprise development (as mentioned previously). The biggest challenge in these relationships is building capacity to manage the relationship, and to assure that the business conditions (supply and demand) remain attractive for both parties.

Inter-institutional collaboration – EEEGL developed a very strong capacity to build productive working relationship with a range of stakeholders, around a range of specific, relevant issues. The FE team perceives the inter-institutional coordination processes and relationships to be one of the most powerful aspects of EEEGL's work, and is an important avenue to promote taking interventions to scale, by leveraging resources and agendas that others control. Examples of productive inter-institutional collaboration include LTR; RS/GL guidelines work; multiple use PA access agreements (Uganda); and transboundary technical work. The main challenge is keeping the inter-institutional coordination processes interesting (i.e., all participants find benefit in participating) and credible (i.e., transparent, and accountable). Access to credible facilitation and resources for coordination and dialogue are critical.

Recommendations

Future partnership programme designers should incorporate important lessons from EEEGL, including: a) allow for careful groundwork in selecting issues, partners, and interventions, agreeing upon management modalities, and building partner capacity; b) ensure transparent, participatory, planning and review processes to build ownership, accountability, learning, and iterative adjustments; and c) ensure flexibility to direct resources to support partners' and key stakeholders' priorities to build and maintain productive relationships.

Multi-Country Programme Management

The underlying justification for EEEGL being a multi-country project was to create synergy through transboundary collaboration, information sharing and learning. Since what happens in one country often influences neighboring countries, taking a landscape perspective increases the opportunities for leveraging outcomes, and for strategic learning.

CARE and IGCP were challenged to find a management model to adequately bridge the cultures and working styles of the two organizations. The model envisioned in the project design was not fully acceptable to the partners, who were reluctant to give a regional management body shared line management control over staff. It had to be modified over time into a weaker model in which the regional coordinator had to rely heavily on the project's governing and planning committees, and soft power. This increased the transaction costs. However, the partners invested time and energy in making the formal consultative processes work, and the model functioned to most people's satisfaction most of the time. The model that was used allowed the partners to function with a fairly high degree of autonomy, around shared central purposes, with a moderate degree of inter-institutional teamwork.

Recommendations

1. Future designers of MCP projects should select a management model appropriate to the context, and secure high level buy-in from implementing partners during project design. Take the time to spell out key management protocols (like how staff hiring and supervision) will work. Ensure use of formal governance and management bodies like the SC and PMC, ensuring the participation of high level decision makers.
2. CARE and IGCP should seek opportunities to continue formal and informal partnerships that allow them to develop complementary conservation and development activities and learning agendas linked to the PAs and surrounding communities.
3. In designing its Program Shift agenda, CARE should a) specifically emphasize inter-institutional collaboration among stakeholders, and incorporate the resources, capacities, and time required to build strong inter-institutional processes that leverage interventions around convergence of agendas; b) embed collaborative agendas within a Theory of Change; and c) plan for bridge funding to keep key staff on board between project funding gaps.

M&E and Resource Use

M&E

M&E and learning were intended to keep EEEGL focused, and to allow for iterative learning and adjustments. EEEGL proposed, but was unable to secure funding to implement, a strategic learning agenda to integrate conservation and development issues across the region using field based experiences, in response to the interests of key stakeholders. Even without this, EEEGL placed a strong emphasis on documenting and disseminating lessons, producing a number of valuable studies and lessons learned papers. The project successfully used intensive multi-level team planning, monitoring, and review activities that allowed continual adjustments and action learning. In 2010, EEEGL refined its logical framework by adopting a Theory of Change that helped project participants to focus their planning and review activities, by clarifying impact drivers and intermediate states.

M&E suffered as a whole from inadequate human resources. The main challenge was the lack of staff dedicated to M&E, a situation that was widely inconsistent with the project scale, scope, geographical spread, and M&E expectations. The M&E resourcing plan did not adequately consider the challenges and costs of hiring qualified people. This was complicated further with high staff turnover. Few comprehensive baselines were done. In essence, the M&E system was not resourced to match the programme's complexity, or its potential for learning.

financing for specific inter-institutional partnerships. It invested heavily in necessary partnering, networking, and capacity building processes. The project's designers underestimated the challenges and subsequent costs and time required for building capacity both internally, and with NGO/CSO partners. EEEGL learned that *participatory process – especially when it requires a high degree of capacity building – is expensive and time consuming, but necessary.*

A key strength was that project design insured good flexibility in budgeting within each strategic component, and the donor permitted unspent budget balance roll-overs from one year to the next. This allowed the project to undertake activities when the timing was right, and to contextualize interventions.

The project was overly ambitious for the resources available. It was designed to make a “substantial” contribution to poverty alleviation and environmental conservation, but it was not resourced to achieve this within a five year period (for example, VSLAs were scaled back to a number that could be managed with available staff). Under resourcing was linked to an assumption by project designers that the processes built by EEEGL in the first five years could be scaled up through future funding. In point of fact, EEEGL has built solid foundations upon which its interventions can be scaled up.

Recommendations

Programme designers should incorporate the following good practices (and corrective lessons) from EEEGL into future project design

1. The Theory of Change was useful and should be the centerpiece of new project design. Ensure periodic multi-level participatory planning and review processes for action learning and iterative adjustments. Include disaggregated targeting and tracking of vulnerable groups (gender, age). Select some indicators that mirror those of other stakeholders (like the GVTB strategic plan).
2. Assure sufficient human resources to adequately manage the M&E system. Employ a full time, highly qualified, M&E person from the start.
3. Include, and adequately resource, an overarching strategic learning agenda in the design of complex cross sector programs. Failure to resource the strategic learning agenda was a missed opportunity to expand the programme's impact by deepening the regional knowledge base around issues of relevance to a variety of stakeholders.
4. Ensure good flexibility in budgeting within each strategic component, and negotiate that the donor permits unspent budget balance roll-overs from one year to the next.

Equity, Rights, and Conflict Approaches

Rights, equity, and conflict are intertwined, and have to do with how people use power to distribute resources and opportunities.

<p>misuse of power, which contributes to many underlying causes of poverty.</p> <p>EEEEGL sought to achieve this through</p> <ul style="list-style-type: none"> • Equitable distribution of protected area and natural resource benefits; • Targeting of poor and marginalised groups. 	<p>is:</p> <ul style="list-style-type: none"> • Continuously informed by conflict analysis; • Responsive to minimising conflict risks • Maximising peace building opportunities; • Listening and responding to community values and preferences.
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	Achievements	Challenges
Equity and Rights	<ul style="list-style-type: none"> • EEEGL prioritized inclusion and targeting of vulnerable groups (HMG adult literacy focusing on rights awareness, formalizing marriages; VSLAs are accessible to women, youth, and HMG). • The enterprise activities selected are accessible to vulnerable groups (in terms of capital, land and technology) and culturally appropriate (beekeeping/ potatoes/ mushrooms/ VSLAs). • Enterprise, CSO, and CBO organizational structures provide for representation and participation of vulnerable groups in decision making. • EEEGL has promoted increased access and control of local resources, for example, VSLAs, land titling in Rwanda, CBP, tourism revenue sharing to communities, and regulated PA access (Uganda). 	<p>(Internal challenges)</p> <ul style="list-style-type: none"> • Involvement of HMG in enterprise activities was still limited (i.e., reaching few numbers of people, but also skills. For example, SACOLA and NCCDF did develop walking tours featuring Batwa cultural elements, but more can be done to build on Batwa knowledge of the PAs). • Although young people participated in project activities (VSLA, enterprise, and planning processes) it was not clear to the FE team if EEEGL was specifically targeting youth issues. <p>(External challenges)</p> <ul style="list-style-type: none"> • There was more space for community participation and opportunity for community priorities to filter up in Uganda than in Rwanda, due to the greater degree of decentralization in Uganda).

Conflict Resolution	<p>been incorporated (in project management and in partners' capacity building efforts) through formal processes for participation and transparency.</p> <ul style="list-style-type: none"> • Conflict sensitivity in PNRM, community empowerment, and transboundary (like PAM; PA/community access; LTR) involved formal, participatory processes for information sharing about rights and dispute resolution mechanisms. 	<ul style="list-style-type: none"> • EEEGL lacked resources to more thoroughly profile conflict sensitive dimensions of issues like HMG marginalization. <p>(External)</p> <ul style="list-style-type: none"> • Population density-driven natural resource scarcity (especially land). • Development of tourism enterprise opportunities in communities around PAs may further complicate local political and economic processes in unexpected ways.
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The FE team distilled the following qualitative impressions about EEEGL's three main programme approaches.

Equity assessment – The FE team heard clear anecdotal testimonies by HMG of greater inclusion in economic and social activities (potato; honey; adult literacy; land tenure rights; access to local authorities and medical services). Some women participants in VSLAs and enterprises expressed sense of empowerment around: increased income; land ownership/inheritance rights; membership in a community enterprise; participation in community planning.

Partnership assessment – FE team observed high degrees of respect and transparency in all the partner interactions and responses. Government & PA authorities valued EEEGL's technical capacities, transparency, and the fact that their views and agendas were taken seriously. There was a high degree of shared ownership. EEEGL's relationship with implementing NGOs/CSOs and smaller organizations in general required more hand holding (i.e., supervision and capacity building than expected.) In cases where partnerships were terminated early, the processes were transparent.

Conflict sensitivity assessment – EEEGL was very strong in providing equal right and access to existing information both about its internal affairs (including finances) and regarding rights of people dealing with the project, and with their government authorities. It used transparent formal processes internally, in its stakeholder meetings, and public forums. We know that stakeholders had to work through thorny issues (like closure of the DRC program, not to mention complex PA/community relationships). What we saw at project end was a coherent set of people working productively together around several sets of complex issues, and making headway together.

Overall Programme assessment:

We conclude that the project laid a very solid basis for efficient, relevant, and effective impact that can be scaled up if taken against the time horizon of a 10 year project. Thus, we score it high on the overall assessment. It promoted meaningful and effective initiatives, and

potential to make significant impact in other enterprises. The contribution of the strategies towards the immediate objective of the programme was satisfactory with the potential of having been very satisfactory given a chance to progress into another consolidation phase.

The final evaluation was commissioned with the following specific objectives:

- a) Evaluate whether the project has achieved its objectives as envisaged in the project document and followed on the recommendations of the mid-term evaluation. Achievements should be assessed in terms of quality, quantity, efficiency and effectiveness.
- b) Assess the adequacy, suitability and strengths and weaknesses of the implementation modality of the project (with reference to institutional partnerships, management, coordination, reporting, monitoring, team processes, sub granting, staffing, decision making structures and processes).
- c) Comment on the contributions of the project to empowerment and capacity building of relevant stakeholders.
- d) Analyze and document the key successes, weaknesses and lessons learnt of the project, and recommend ways to build on these constructively for future initiatives
- e) Highlight features, if any, of the project that could be its significant contribution to the knowledge base at regional level
- f) Analyze the institutional sustainability of the project, with particular reference to the organizations, actors and network relationships ultimately responsible for continuity of the actions initiated or supported.
- g) Validate the original assumptions of the project and reflect the relevant contextual changes that have occurred.
- h) Produce a reflection on the contribution provided by the multi-country approach, e.g., on joint learning, sustainability and quality of results, etc and lessons learned at this level.
- i) Assess the extent to which vulnerable groups were involved in project activities including planning and decision-making.

The final evaluation relied exclusively on qualitative data collection methods. The programme was amply documented, and participants and staff at all levels, were helpful in responding to specific questions.

2.2.1-Secondary literature review

A secondary literature review was carried out to collect and analyze existing information on the EEEGL programme and identify specific lines of inquiry and identify any gaps in knowledge. Sources of information included: project documentation, progress reports and work plans, annual review reports, thematic strategies, technical reports, CARE Uganda and Rwanda programming strategy documents, IGCP annual plans and reports, the Transboundary Strategic Action Plan, key strategies and sector reviews relevant to the EEEGL programme. In addition, the final evaluation team reviewed the key M&E documentation, including the programme's theory of change in order to enable the team to assess and document progress towards specified impact drivers and intermediate states set for the programme strategies and management goals and objectives.

2.2.2- Participatory qualitative research

a) Focus Group Discussions

Focus Group Discussions (FDGs) were held with randomly selected group members (Government, Community, CBOs, NGOs,) involved in the programme activities. The evaluation team were usually guided to sites where the programme activities were conducted in the various localities in Rwanda and Uganda. The FDGs were based on a mix sex and age and comprised of 6-15 people. A list of names of people interviewed in places visited is available in Appendix... To guide the FDGs as well as to ensure objectivity in the data collection process, a standard framework of general and specific issues to be discussed was developed prior to commencement of field work.

b) Key informant Interviews

The evaluation team also drew on qualitative data collection in the form of key informant interviews with senior management staff (Regional Programme Coordinator, Grant Manager, EEEGL CARE Rwanda and Uganda Project and Country Office Managers, IGCP senior staff in the two countries), field staff and PMC members. In addition to internal EEEGL staff, the evaluation team conducted meetings with national and regional level stakeholders, local governments, CSOs, private sector operators, and the Trans Boundary Core and Executive Secretariat.

c) Stakeholder debriefing and consultative meetings

Stakeholder debriefing and consultative meetings were organized after each country visit aimed at validating and concretizing the information that had been gathered using the methods outlined above. A selected number of stakeholders working with the programme from each of the two countries of Rwanda and Uganda were invited to the stakeholder consultative meeting. The outcome of this workshop was the clarification on the preliminary findings of the evaluation team and to a limited extent identified gaps in current interventions and challenges.

d) Final debriefing

A final debriefing meeting was held in Rwanda in which the programme management teams from both Rwanda and Uganda representing the key implementation partner organizations for the programme, i.e. CARE and IGCP participated. The outcome of this debriefing was to present the consolidated preliminary findings from the evaluation and for the programme management to provide input into the validity of the findings and provision of pertinent contributions related to the findings in terms of gaps and areas for further elaboration by the evaluation team in the subsequent evaluation reports.

Limitations of the evaluation methodology and process

- The evaluation team was always guided by the programme management team members in the majority of the interviews and discussions held with the stakeholders, which may have influenced the responses of the stakeholders. This accompaniment was partially due to the need for translation.
- The Evaluation team had requested that the counterfactual method be used as part of the methodology but due to resource constraints, time was not available for this. This

The time available for the evaluation mission was limited in comparison to the multi-sectoral, and multi levels of the programme design and the geographical distances that were required to be covered. This reduced the representativeness of target programme areas and stakeholders covered by the evaluation, and seriously limited time for data processing and analysis.

3- Programme context

A bird's eye view of the project area

Biodiversity – The Virunga and Bwindi forests are key elements of the Albertine Rift eco-region, which is of major biodiversity importance at a global level. They are home to the highly endangered mountain gorilla, which is the basis for an ecotourism industry, which is limited, in turn, by the small size of the gorilla population. In Uganda, a tourism revenue-sharing programme has been established, under which roughly \$30,000 of some \$3 million dollars garnered per year from sale of visitor permits is invested in park-adjacent communities to support community projects, like schools and health centers.¹

Water – Natural forests play a critical role in enhancing rainfall, which is high around the volcanoes. Due to soil geology, little water remains on the surface, so water is scarce. Many local people (mainly women and girls) walk long distances to collect water.

Livelihoods – Most communities around the protected areas are characterized by dense population (about a thousand people per square kilometer), and by poverty. Access to health and education services is poor. Agriculture underpins the livelihoods of more than 95 percent of households in the region. The majority of farmers possess very small plots of land (considerably less than 1 hectare). They cultivate potatoes and other crops by hand on steep, erosion prone hillsides. Soil fertility is high but declining, and productivity tends to be low. Many people have traditionally relied upon the protected areas for non-timber forest products such as bamboo, firewood, and medicines. Access to such products has been particularly important for the landless/near landless, and other vulnerable groups. Uganda has established a multiple-use programme for controlled access to some of these resources, but this is not an option in Rwanda. The Batwa pygmies who were expelled from the forest to become landless, have no history of economic or social skills for integrating into broader society, face systematic discrimination and abuse, and are among the poorest people in the region.

¹ Economic analysis shows that for most people in park-adjacent communities the range of benefits related to protected areas (e.g., from biodiversity conservation, watershed management, and tourism revenues) is far outweighed by the costs, notably damage to crops by wildlife and foregone use of park resources.* In contrast, there are significant net benefits at the national level, and very large net benefits at the international level. Tourism revenue

Figure 1 Map of the Programme Area – the Virunga Landscape of the transboundary region of Uganda, Rwanda, and

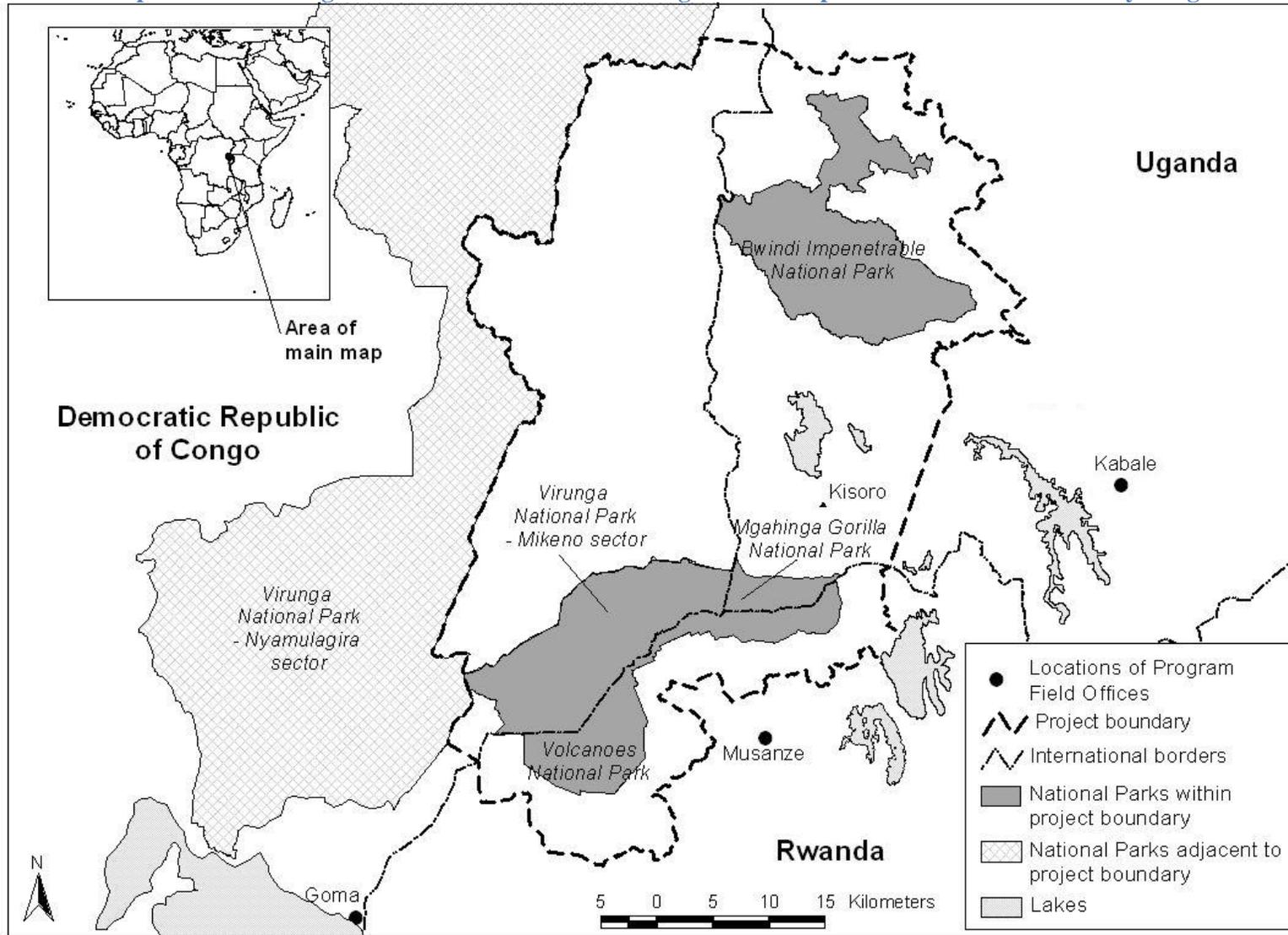




Figure 2 Satellite image, Volcanoes National Park and surrounding communities in transboundary area.

Conflict – Regional instability has led many people to migrate to the area. Dense population has added complexity to existing conflicts, as people compete for resources. Examples of local conflicts include contesting rights of access to collect natural resources from protected areas, theft of crops and livestock, tree cutting, land grabbing and selling, bush burning, land inheritance conflicts, animals raiding crops, eviction from farmland and wetlands, and terraces destroyed by neighbors. Gender issues are highly significant in local conflicts.

Governance – Protected area authorities are strong in Uganda and Rwanda, and weaker in DRC. There has been substantial transboundary collaboration between the park authorities over the last 15 years. This has been formalized with the formulation of a transboundary strategic plan and establishment of a Transboundary Secretariat. Local government in DRC is very weak, with little authority and scarce resources. In Uganda, decentralization has increased the capacity and authority of local government, as well as the role of NGOs in providing agriculture and natural resource management services. Rwanda is more centralized with some way to go in terms of local capacity building, devolution of authority, and the contracting of service provision to NGOs. In general, there is a concern over weak capacity, limited resources, and weak downward accountability of civil society organizations to the people whose interests they serve.

Background

The EEEGL project is a partnership of CARE and the International Gorilla Conservation Programme – a consortium of three international conservation NGOs (WWF, AWF, and FFI). It was funded for \$9.1 million for five years (January 2007-December 2011) by the Howard G. Buffett Foundation. The project was implemented in the area around the protected areas (PAs) of the Virunga Volcanoes in the 3 countries (Parc National des Volcans in Rwanda, Parc National de Virunga in the DRC and Mgahinga Gorilla National Park and Bwindi Impenetrable National Park in Uganda). The programme was terminated in DRC in late 2008 due to the armed conflict. Nearly half of EEEGL's resources were destined for DRC, of which about \$850 thousand had been spent by the time the project

closed there. Unspent funds designated for DRC revert to HBGF, resulting in a total project budget of a little over \$5 million.²

Figure 3 EEEGL Programme goal, objective, and results

<p>Programme Goal:</p> <p>To make a substantial contribution to poverty reduction and environmental conservation in the Virunga landscape of the transboundary region of Uganda, Rwanda, and DRC, in particular benefiting the more marginalized and vulnerable groups in the population of this region.</p>
<p>Programme Immediate Objective</p> <p>To increase livelihood opportunities based on sustainable use of natural resources, and improve governance of these resources at local and regional levels</p>
<p>Result 1: ENTERPRISE – Ecotourism and other enterprise activities that support sustainable NRM and are conflict sensitive have been developed and promoted, and market access at local, national and regional levels improved.</p> <p>Result 2: PARTICIPATORY NRM – Local communities are participating in the management of natural resources within and around the protected areas, and the sharing of associated benefits in a way that promotes equity and reduces the potential for conflict.</p> <p>Result 3: COMMUNITY EMPOWERMENT – Marginalized and vulnerable groups have increased rights of access and control over natural resources and are included in local governance structures, and CSOs working with them are actively engaged in NRM, and conflict management</p> <p>Result 4: TRANSBOUNDARY COLLABORATION & LEARNING – Transboundary collaboration within and outside the Pas has promoted sharing of information and experience, effective coordination, conflict management, and collective action in regional processes, and learning on processes and outcomes has been applied within and beyond the project.</p>

The programme design was inspired by CARE and IGCP's established experience with integrated conservation and development (ICD) projects. It was conceived to strengthen the ICD approach through a mix of innovative approaches to programming, including pro-poor market driven enterprise development, a conflict sensitive approach; a transboundary approach; a landscape approach; and a rights based approach.

Summary of progress

A large number of tasks have been conceived and implemented during the nearly 5 years of implementation in the project's domains of work. The following table summarizes the main activity areas.

² \$4.8 million had been spent as of September 30, 2011, with three months remaining to wrap up obligations.

Figure 4 Main activity areas

Theme	Rwanda	Uganda
Enterprise	<p>Ecotourism</p> <p>Mushroom value chain</p> <p>Village saving and loans associations</p>	<p>Ecotourism</p> <p>Beekeeping value chain</p> <p>Seed potato system</p> <p>Village saving and Loan Associations</p>
Participatory natural resource management	<p>Rain water harvesting</p> <p>Land tenure reform</p> <p>Community conservation and people/parks collaboration</p>	<p>Rain water harvesting</p> <p>Tourism revenue sharing guidelines review</p> <p>Gorilla levy</p> <p>Collaborative park management (park byelaws, management planning, multiple use zones, problem animal management)</p>
Community empowerment	<p>Public dialogue on land reform</p> <p>Adult and rights literacy and food security for historically marginalized groups</p>	<p>Local level public accountability through civil society networks</p> <p>Community based monitoring and planning</p>
Transboundary collaboration and learning	<p>Support to the Greater Virunga transboundary collaboration</p> <p>Review of lessons learnt from IGCP practice</p> <p>Guidelines for strengthening internal governance of community based organizations involved in enterprises.</p> <p>Problem animal management.</p> <p>Assessment of costs and benefits from collaborative park management and resource sharing (Rwanda).</p>	<p>Support to the Greater Virunga transboundary collaboration</p> <p>Review of lessons learnt from IGCP practice</p> <p>Guidelines for strengthening internal governance of community based organizations involved in enterprises.</p> <p>Problem animal management.</p> <p>Assessment of costs and benefits from collaborative park management and resource sharing (Rwanda).</p>

The programme is overseen by a Steering Committee composed of the senior managers of the CARE Country Offices in Rwanda and Uganda and IGCP; a CARE Regional Advisor; a representative of the donor; and a representative of the Trans Boundary Secretariat. The programme is coordinated by a Regional Programme Coordinator based at CARE Rwanda and assisted by a Grant Manager. The programme implementation has been through a regional Programme Management Committee composed of Project Managers of CARE and staff of IGCP. IGCP and CARE teams in each country coordinate their actions through team processes and interact with local stakeholder platforms.

The programme has been implemented through a mix of direct and indirect (through local CBO/NGO partners) implementation mechanisms. The programme's design was based on an integrated strategy to achieve its objectives. At the same time, the programme

implementation is also linked to and supports the CARE Country Office strategies, IGCP's overall strategy and the Greater Virunga Transboundary Strategic Action Plan.

Programme Evolution

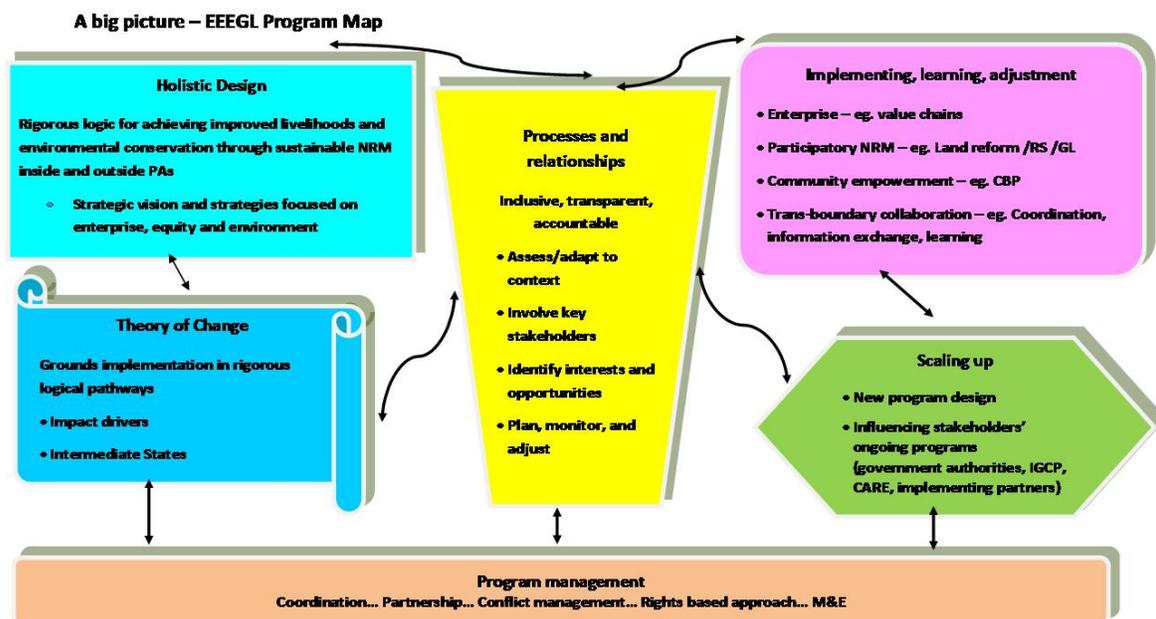
The programme was designed to recognize the holistic nature of issues that link livelihoods and protected areas management. While it laid out four general intervention strategies, the design called for careful analysis of each country context to identify strategic stakeholders and interventions. In areas like transboundary facilitation and support to eco-tourist enterprises, IGCP was able to initiate activities early on, since these activities formed part of IGCP's ongoing programme. In other areas, EEEGL invested about a year conducting studies, building relationships with key stakeholders, and laying the groundwork for interventions. The burn rate was lower than expected during this period due to the emphasis on building strong processes. This paid off as evidenced by the mid-term review (MTR) conducted in late 2009, which found that interventions were well selected, well targeted, and that the project was working with appropriate partners in positive relationships. Thereafter the project found its stride, and the burn rate was acceptable.

Although formatted as a five year project, EEEGL is a programme in that it lays the groundwork to tackle holistic issues on a landscape scale, many of whose effects will only emerge over a long timeframe. The project was designed to use a standard project log frame, and resourced for standard M&E data collection. Within the first six months, the Steering Committee approved a strategic learning agenda and drafted a funding proposal designed to promote learning around specific themes of relevance to key stakeholders.³ This would be especially useful for making programme adjustments over the long term. Unfortunately, the proposal was not funded. However, during the MTR, the project produced a Theory of Change and revised the indicators used by the project M&E. This helped to focus the project around very specific issues, and made explicit logical linkages between interventions and their relationship to impact drivers, assumptions, and intermediate states leading to the project's final goal.

Figure 5 presents a map of the project's various stages and how they relate to each other.

³ Project documentation refers to this as expanding the regional knowledge base.

Figure 5 EEEGL Programmatic Stages



1. **Holistic Design** – The design was logically rigorous and ambitious at the landscape level. Implementers had to choose among potential stakeholders and potential interventions to identify the most strategic leverage points for advancing each strategic component.⁴
2. **Development of the theory of change** helped EEEGL to refine its vision, to focus strategically, and to ground interventions in rigorous logical pathways.
3. **EEEGL developed inclusive, transparent processes and relationships.** It identified and worked with key stakeholders, involving them in planning and monitoring in ways that allowed the project to build on their interests and to adjust to constraints and opportunities in each context.
4. **It implemented,** piloting tools and methods, building on relationships, and sharing lessons to advance each strategic component, making iterative adjustments over time.

By the project’s end, it had achieved a solid foundation for scaling up any aspects of the programme that the implementing agencies wish to continue.

5. **Scaling up** may happen by acquiring additional resources through new programme design, or by a process in which key stakeholders (e.g. government authorities, IGCP, CARE, or other partners) incorporate ideas and experiences that they have valued in EEEGL into future plans (for example, expansion of VSLA, enterprise development, community based planning, and CS/LG capacity building work in CARE; implementation of IGCP’s RWH strategy, consolidation of the Transboundary Secretariat; and expansion of participatory awareness raising and community training for LTR by the GoR).

⁴ Design was based on straightforward approaches (enterprise, partnership, equity, conflict sensitivity) which become very complex when integrated at landscape scale. Implementers faced a *wealth of opportunities*, and the *challenge of narrowing their focus*. Like shopping in a supermarket stocked with opportunities, they had to select a “basket” of interventions that would achieve the desired results, and do so efficiently.

In summary, EEEGL started slowly, refined its thinking, built strong processes and relationships, and then implemented (using learning iterative adjustments). By the end of the project, it had built a solid foundation for scaling up.

4 Programme Strategy Assessments

4.1 Assessment of community based enterprises outcomes

The enterprise strategy aims to deliver the

- **intermediate state** – *“functional and profitable natural resource based enterprises are sustainably operating across value chains and enterprise networks are effectively supporting wider replication”*, which if achieved, will directly contribute towards delivering the
- **impact** – *“enhanced livelihood status and conservation status in the Virunga landscape, and improved equity and governance”*.

The following impact drivers and assumptions are seen as essential for the achievement of the intermediate state.

- Effective enterprise value chain coordination mechanisms are in place, with strong private sector engagement
- Enterprise leaders are trained to manage the transition from subsidised to market driven production
- Lessons learnt are used to advocate for enabling government policies that support market driven NR-based enterprises
- Internal checks are established to ensure that the enterprises do not harm the ecological values and functions of the Virunga landscape
- Local organisations have the capacity to provide ongoing training and support for demand-driven VSLA replication
- The markets for the enterprises are constant or increasing

4.1.1 Enterprise interventions

EEEGL supported two eco-tourism enterprises, Sabyinyo Community Livelihoods Association (SACOLA) in Rwanda, and Nkuringo (Community) Conservation and Development Foundation (NCCDF) in Uganda, and three non-ecotourism enterprises – seed potatoes, mushrooms and honey. The MTR found that good progress had been made in putting in place a solid foundation for delivering Result #1, *“ecotourism and other enterprise activities that support sustainable NRM and are conflict sensitive have been developed and promoted, and market access at local, national and regional levels improved”*. The 2011 M&E report documents the processes and quantifiable outcomes. The following is a brief overview, presented to provide background for qualitatively evaluating the Intermediate States and drivers.

Tourism – SACOLA and NCCDF both had in place signed contracts with companies that were successfully operating high-end lodges that were owned by the community, and sharing agreed upon amounts of revenue with the communities. EEEGL had made major investments in helping both organizations restructure themselves, and improve their membership structures, governance bodies, and financial, administrative and planning capacities. Lodge

revenues were being invested in projects prioritized by the communities, and the project had assisted them in developing alternative community based tourism activities – such as cultural walks.

Agriculture-based enterprises – EEEGL supported mushroom growers in Rwanda, and honey and potato growers in Uganda, and various stakeholders in each value chain. It conducted extensive assessments and market analyses to select activities and key intervention points in the value chains. To strengthen nascent enterprises, EEEGL developed partnerships with CBOs (for technical and organizational capacity building) and businesses (selling mushroom seeds; raising certified potato seed; buying honey; and providing technical assistance). It used Farmer Field Schools and technical assistance from government entities to replicate technology in potatoes, and trained selected members of producer groups to serve as extension agents for all the activities.

VSLAs – EEEGL promoted VSLAs through sub-grant partnerships with NGOs (PROMIC in Uganda and APIB in Rwanda). PROMIC was selected when an earlier unsuccessful partnership was terminated. Initially in Rwanda the project over stretched itself, and was not able to maintain the number of VSLAs formed with the budget available. It scaled back after a specific external review of the national VSLA programme, and was then more successful. To a limited extent, EEEGL used the volunteer village agent trainer method to replicate groups. In a few cases, it linked VSLAs to MFIs, thus expanding the amount of capital the groups could borrow.

4.1.2 Enterprise impact drivers and assumptions

Effective enterprise value chain coordination mechanisms are in place, with strong private sector engagement

1. EEEGL made a conscious decision to nurture business networking strategies. It felt that the business approach would be more sustainable in the long run. It avoided NGO-dependent initiatives, which would show short term results, but not be sustainable.
2. Overall, EEEGL's approach was to build links between suppliers and commercial markets, and strengthen capacity at producer level. Interventions strengthened formal linkages along the value chains. For example, while SACOLA/NCCDF had contracts with ecotourism operators that pre-dated EEEGL, EEEGL/IGCP supported dialogue with private sector partners for these two enterprises. EEEGL provided organizational capacity building support and business linkages to a mushroom seed supplier (Rwanda), and to Beekeeper's Stakeholder Forum. Other links included collaboration MoUs with Golden Bees (Uganda), and KAZARDI/UNSPPA researcher-seed-supplier-farmer links for potatoes (Uganda). However, EEEGL used a phased approach in supporting VSLAs, and did not have enough time to reach the final phase of linking with MFIs, especially in Uganda. The financial sustainability of the potato support enterprises in absence of external funding is not yet secure.

Enterprise leaders are trained to manage the transition from subsidised to market driven production

3. Training was done that strengthened organizations in terms of democratic structures, inclusion and representation of vulnerable groups (women, youth, HMG). Byelaws of all organizations provide clear governance structures, (including elaborate formulas for representation of member stakeholder groups in NCCDF and SACOLA).

4. Business leaders (honey/Uganda) were trained to monitor market prices to guide their buying and selling policies. (In one instance, the honey producers refused to sell to a commercial buyer that offered low prices, and found an alternative market).
5. Most interventions included strategies to strengthen internal mechanisms for providing ongoing technical assistance to producers, for example in preparing mushroom beds, and honey collection. Each case was different. The mechanism was market driven for potato, honey, and mushroom production (with suppliers or marketers providing TA). VSLAs and the agricultural enterprises also incorporate volunteer village agent technical assistant methodologies. In most cases volunteers stated that they were motivated by non-monetary considerations in fulfilling these functions, but some modest economic incentives are also build into the model (VSLA/mushrooms/honey). Community tourism guides have been trained, and can replicate their knowledge, but from an organizational development perspective, SACOLA and NCCDF will continue to require ongoing external capacity building support.
6. There was a strong focus on developing business models (e.g. bring people together into an enterprise network). Business models developed include: Uganda honey producers formed a public company, which buys from both its shareholder producers, and from non-shareholder producers. A small number (about 10%) of the best seed potato growers are invited to become members of UNSPPA; mushroom growers are also formed into community enterprises, but some also market individually (EEEEGL promoted a mushroom fair to link producers and clients). The business models are providing space for individual as well as collective entrepreneurial development. For example, Kanungu beekeeper leaders were highly motivated (Uganda); a mushroom extension agent visited near Musanze (Rwanda) had plans for commercial production and to become a broker; a mushroom seed producer in Musanze had scaled up production to meet growing demand from farmers (EEEEGL had provided assistance in registering the company). Independent entrepreneurs are beginning to develop community tourist activities (Nkuringo/Uganda) which compete with NCCDF.

Lessons learnt are used to advocate for enabling government policies that support market driven NR-based enterprises

7. With a few modest exceptions (agreement with Rwanda Agri Board on mushroom platform), EEEGL did not systematically assess the effect of national policies on the EEEGL-supported enterprises or advocate for more supportive policies for the successful enterprises. Areas for future inquiry include the Rwanda government land use planning which is, for example, promoting pyrethrum in Musanze, which the provisional findings of the programme's participatory rural assessment indicate are not addressing the conservation threats or rural livelihood needs in the area, while other crops would be more profitable and would better address food security concerns. The FE team also identified concerns (highlighted in the PNRM section) about the effectiveness and sustainability of centrally planned land use targets from a land management perspective. In truth, the project was not resourced (in budget or human resources) to vigorously pursue interventions related to this driver.

Internal checks are established to ensure that the enterprises do not harm the ecological values and functions of the Virunga landscape

8. Activities were well selected to fit the local context and participant capacity levels. All except VSLAs have direct PA linkages. Honey and mushrooms require modest

capital investment, can be started at very small scale, using limited land, and can absorb some local technology (locally sewed bee suits). Potatoes are widely produced.

9. Tourism provides jobs (guides, hotel workers) and markets for local products (fuel wood, agricultural products, community walks). It also directly links livelihoods with PAs in a way that does not depend on natural resource extraction, which increases community support to environmental conservation.
10. Putting in place government enforced checks and regulations are an important aspect of enterprise development. EEEGL chose not to emphasize this issue. We believe that this was reasonable given the small scale of the tourism interventions to date, their narrow focus on providing conservation and economic benefits, and the programme's many priorities. However, we believe that the issue may gain importance if a local tourism industry continues to develop. Tourism is highly competitive and NCCDF has already faced conflict with a court case challenging gorilla permits allocated to the eco-lodge. Special attention should be paid to conflict prevention and resolution around tourism development. Community planning processes present one avenue for doing this.

Local organisations have the capacity to provide ongoing training and support for demand-driven VSLA replication

11. VSLAs should have the capacity to keep functioning with their own capital, but linkages to MFIs will require external assistance, or MFI market driven TA. The village agent model of self replication was practiced with some success in Rwanda, but not attempted in Uganda.
1. There seems to be a large demand in the target areas for replicating VSLAs. PROMIC and APIB valued and incorporated aspects of the VSLA methodology into their own technical packages. Although they depend on contracts and sub grants from donors and implementing partners, PROMIC and APIB can be expected continue to implement VSLA technologies, in this or other target areas, when there is funding.

The markets for the enterprises are constant or increasing

2. In all cases, activities with strong market demand were selected e.g., seed potatoes/honey (Uganda) have developed markets; the market for mushrooms (Rwanda) is mostly local, and growing; tourism caters to a high end clientele (so demand should be fairly impervious to global economic fluctuations); VSLAs are universally adaptable to promoting a savings culture, and target population demand for MFI-linked loans is virtually untapped. However, tourism is sensitive to conflict, so it is paramount to manage conflict and build peace and stability in the region.

4.1.2 Enterprise Intermediate State #1

“Functional and profitable natural resource based enterprises are sustainably operating across value chains and enterprise networks are effectively supporting wider replication.”

Overall assessment: Enterprise groups are solid and developing. EEEGL has piloted methods and initiated processes that should be taken forward by CARE and IGCP through links with existing programmes, and in future programme strategies.

A rigorous process was used to select viable, resource based enterprises. EEEGL worked with membership organisations to mobilise communities and build sustainable institutional arrangements, with governance and administrative capacity. It identified key points in the value chains and built information flows, and relationships, between suppliers, producers, and markets. The FE team can say that the activities taken to date are well founded. In the same breath we must emphasize that enterprise development must be seen as many small steps in a long and dynamic process. While individual producers are profiting, and financing for SACOLA and NCCDF seems secure, the more nascent agricultural businesses have a long way to go to be financially sound, and proven (i.e., mushroom, honey). In most cases (including tourism), product quality can be further standardized. The enterprise network relationships are promising but untested for functioning without EEEGL support. Community enterprise leaders are enthusiastic, have been trained in many basics, but are still relatively inexperienced in running a formal company. Democratic structures (i.e., in SACOLA and NCCDF, member representation and participation in governance bodies and committees) are strengthened and functioning, but it will take time to consolidate a democratic culture among the membership and leaders (for example, the honey and mushroom organizations are being led by their founders, and in most cases have not gone through cycles of changing leaders). These comments are not meant to diminish EEEGLs solid achievements – but rather, to put them within a longer term context of future steps that will need to occur.

4.1.2.1 Ecotourism enterprises

Achievements	Challenges
<ul style="list-style-type: none"> ➤ SACOLA and NCCDF are legally chartered and have strong byelaws with governance bodies designed to achieve balanced representation, transparency, and accountability. ➤ Both are managing important revenue streams for their communities’ benefit. ➤ Diversification of tourist attractions are beginning to occur in the communities, in response to community based planning, but also in response to unregulated individual initiatives. 	<ul style="list-style-type: none"> ➤ (Internal) Building capacity for community planning, business management, and community-based organizational processes. Both organizations need to acquire experience negotiating and managing their business relationships, and develop skills to invest their new-found revenue streams to best advantage. This implies skills to manage complex political processes at multiple levels. ➤ (External) Tourism is highly competitive, with inherent potential for conflict within the community and among NCCDF’s members. ➤ Community capacity to plan and manage tourist growth.

Recommendations

1. **For IGCP and future programme designers** – Continue to provide outside assistance to build community based planning and organizational management capacity. Sustainability of community tourism enterprise will depend on community capacity to plan and manage tourist growth (and its implicit conflicts of interests) as well as their organizations’ financial flows and relationships with members. Access to outside resources for training and facilitation should be useful, as long as the communities set their own agendas. IGCP will need to walk a fine line in the future between being available and supportive, and stepping back to allow SACOLA and NCCDF space to make their own decisions (including mistakes).
2. IGCP should articulate issues related to unregulated tourist growth, including degradation of the experience for visitors, possible impacts on protected areas, and the effects of an expanding tourist economy on community social cohesion. As appropriate, it should help NCCDF and SACOLA build capacity to manage growth, and relational issues using tools like community based planning. The corollary to this is the importance of working with government to regulate tourist growth.

4.1.2.1.2 Non-ecotourism based enterprises

Achievements	Challenges
<ul style="list-style-type: none"> ➤ Activities chosen are appropriate, and involve vulnerable groups (women/HMG). ➤ Farmer and producer groups are motivated, perceiving benefits, and seeing links to PA. ➤ Enterprises have achieved formal organizational structures; trained farmers and leaders; transparent, accountable processes. ➤ Initiated business development services links for inputs and some TA. 	<ul style="list-style-type: none"> ➤ Consolidating capacity. Some farmer and community organizations are not mature and will benefit from continued capacity building support. ➤ Strengthening NRM conservation links in farming practices (issues of fungicide spraying, soil erosion; hygiene for mushrooms).

Recommendations

1. As noted in the MTR, the best way to consolidate capacity of enterprise groups is to link them with ongoing and future programmes. Ongoing CARE programmes such as REPA II in Uganda, and future programme strategies currently being designed in both countries, should seek opportunities to build upon EEEGL’s momentum by continuing to work with proven partners, and providing ongoing capacity building support to emerging enterprises.

4.1.2.1.3 Microfinance

Achievements	Challenges
<ul style="list-style-type: none"> ➤ PROMIC/APIB assimilated VSLA methodology. ➤ VSLAs are functional and most will be sustainable. Methodology has built solidarity and trust through group socializing, and transparency. ➤ Effectively targeting women, and accessible to very poor if groups are homogenous. EEEGL learned to train for basic literacy/ numeracy as pre-condition (HMG). ➤ Increase in member assets, and confidence (members willing to increase share value of obligatory savings as confidence grows.) ➤ Use of positive interest rates motivated petty trade, contributing to non-farm income diversification. ➤ Some success with village agent replication model. 	<ul style="list-style-type: none"> ➤ Inherent tension between small scale savings (benefits poorest), verses desire to grow the fund, to capitalize enterprises (benefits wealthier members). ➤ (Internal) Untapped potential for using VSLAs as entry points for integrated programme messaging (family planning, nutrition, NRM, social issues). ➤ (External) Linking VSLAs to MFI – there is low MFI interest in serving remote areas. Also, MFI repayment schedules not synchronized with agricultural harvest cycles. ➤ (Internal) Project designers seriously under budgeted for the number of VSLAs proposed. Some expectations were scaled back, and some additional funds were found. The effect was to limit number of groups, limit investment in building VAs, and to limit MFI linkages.

Recommendations

1. In designing future programmes, explicitly balance the twin objectives of benefitting the poorest by promoting small scale savings, and of growing the fund to capitalize enterprises. Promote MFI links. Assure that membership is homogenous.
2. CARE should consider experiences in which VSLAs are used as entry points for integrated programme messaging (like family planning, nutrition, environmental conservation and sanitation, NRM, gender, and social issues). For example, in a recent review of its food security programming⁵ CARE Ethiopia found that multiple interventions integrated at the village level enhanced the impact of the interventions, and that VSLAs served as effective entry points for coordinated messaging. Whether or not it is feasible to do this in a multi-sector programme will depend on the context, especially the nature of the interventions at village level (i.e., the danger being that they may not be adequately serviced by overworked staff and/or that the primary VSLA function might suffer). CARE Uganda plans to use VSLAs as a foundation piece to all its programmes, which may facilitate coordinated messaging (i.e., programme integration) across projects operating in the same villages.
3. Sustainability of VSLAs is probable for groups using their own capital, but increased loans will require linking to MFIs or SACCOs. External support should be provided for at least first round of MFI lending.
4. Draw upon CARE USA's growing global microfinance experience to assure that future programme budgets match expectations.

⁵ TANGO. **Information Management and Learning Review, Productive Safety Net Programme (PSNP)**. CARE Ethiopia, October, 2011.

Some key lessons

1. EEEGL benefitted from having the flexibility and time to lay careful groundwork in selecting enterprise interventions, and tailoring responses to country contexts. Startup was slow because of this groundwork.
2. Enterprise capacity building is a series of small steps that must fit each organization's context. Consolidation will take time, and programmes should budget for subsequent phases.
3. The business services model (as opposed to the NGO services model) for providing training and technical assistance seems to have some potential, but it is too soon to tell. While it seems reasonable to expect that some cases may fail, those that survive will respond to market incentives, adding to their sustainability.
4. Cultural acceptance is a key criterion in selecting enterprises to support. The level of cultural acceptance for growing and consuming honey and mushrooms was high, contributing to high demand, and interest by both growers and consumers.
5. The FFS methodology worked well for training potato farmers.
6. The business alliance model for linking tourism operators and community owned hotels is working on a (relatively small) commercial scale. The presence of international conservation organizations (who funded the infrastructure and continue to support the communities in their capacity building) is a key factor in the success of this model, but the role played by these agencies will need to evolve as the communities mature. The development of community controlled tourism has required, and will continue to require ongoing capacity building, especially regarding community planning, governance, management.
7. There is potential for an added dimension of conflict around tourism in addition to the normal complexities in local communities. Tourist development should be planned and managed to minimize the social and environmental impacts, and enhance the quality of the visitor experience.
8. It is important for members of VSLA groups to be socially and economically homogenous. EEEGL learned that groups formed for the expressed purpose of being a VSLA could later successfully branch out into enterprise development (like mushrooms; honey), but that the reverse was not true (the key is to build VSLAs around people of the similar economic and social status, and this does not necessarily happen if the enterprise group is formed before undertaking the savings activity).
9. All the enterprise support required heavy investment building human and organizational capital, in addition to the technical skills of producing and marketing.

4.2 Assessment of Participatory Natural Resources outcomes

The participatory NRM strategy aimed to deliver two intermediate states “*communities are meaningfully engaging and working effectively with local government regarding land use management*” in Rwanda and “*collaborative conservation and NRM institutions are fully operational and accountable*” in Uganda. The different intermediate states for the two countries reflect the differences in governance. The main condition that both intermediate states emphasize is the need for the coordinated management of natural resources that meets the needs of local as well as national stakeholders in the long term. In order to achieve the respective intermediate states the following are identified as being the significant factors that, if present, are expected to contribute to the ultimate realization of program impacts and that are within the ability of the program to influence (impact drivers):

- advocacy and capacity support for the roll out of land use policy reform that increases security of tenure, promotes land productivity and provides incentives for CBNRM (Rwanda)
- Community institutions have reached a sufficient maturity to effectively participate and represent community NRM interests (Uganda)

4.2.1- Land reform (Rwanda)

The programme supported the government led land reform process by supporting the land tenure regularization reform (LTR) programme in collaboration with the National Land Center in awareness raising about the LTR process. The awareness activities enabled the communities to understand and appreciate the rights and obligations under the regularization process to the advantage of the communities in general and the vulnerable – women and children in particular. Furthermore, EEEGL trained land committees on the land law and the rights of the citizens in the law.

Achievements

10. The choice of the programme to focus on the land reform process as the major domain of intervention in participatory natural resources management is a strategically sound for two main reasons. Land tenure security is intricately related to the advancement of the core outcome areas of the programme, i.e. improved livelihoods (by increasing the household financial capital assets as land tenure security provides for land being an economic good), sustainable NRM (Household commitment for investing in good land practices is encouraged by land ownership) and governance (rights and obligations of the landlord and the state are clarified and understood by all). The second reason for the approach being a good strategic approach relates to the existing biophysical, policy and institutional factors that constrain the economic incentives that have favored the emergence of CBNRM experiences elsewhere in the world. Two examples (out of a number) of notable factors that have favored the emergence of CBNRM in other parts of the Africa that are apparently absent in the context of Rwanda include:
 - ***Economic viability*** - The economic logic for CBNRM is that the net benefits from community management of common resources outweigh the transaction costs of collective action. CBNRM is therefore concerned with resources that need to be managed collectively, and that have sufficient value to make this worthwhile. This situation is not apparent in the case of the programme target areas that have high land pressure with a limited diversity of high value natural resources.

➤ **Appropriate Control Systems** - These relate to **i) Intra-communal tradeoffs** - Mechanisms are needed to deal with intra-communal tradeoffs between uses and users of natural resources at the local level. Examples are zoning for NRM and by-laws. **II) Conformance** – The development of monitoring systems for ensuring that communities with devolved rights manage these in conformance with organizational (governance) principles, and predefined measures for natural resource protection and monitoring. Note that this does not imply the imposition of land use choices (such as the land productivity consolidation practice in Rwanda), but a responsibility for ensuring the fundamental sustainability of soil, water and nutrient systems (i.e. landscape productivity). In the absence of these enabling factors, the choice of engaging into the LTR process provides the entry points for landscape and local level land use planning which would promote sustainable land management through mechanisms such as land use zoning and bye-laws.

1. Land related committees at district, sector, and cell levels have been trained and have the appreciation and understanding of land laws and the LTR process. The committees are now better positioned to continue to effectively assist in the facilitation of the roll out of the LR process at the local level.
2. The resulting appreciation of the land laws and the process through the Programme's activities influenced adequate numbers of community members to participate in the land regularization process. The local government authorities and the Rwanda Natural Resources Authority attest to the effectiveness and efficiency of the land regularization process in the areas where the programme intervened in comparison to other areas.
3. The vulnerable (women and the HMG) were encouraged to participate in the registration of their land with the clear knowledge of the registration process but more so the rights and benefits that would accrue to them through the process of land registration as a result of the awareness activities facilitated by the programme.
4. The awareness-raising and public dialogue model developed by the programme has been nationally recommended as containing *important lessons and provides useful guidance for awareness raising in the LTR process and is required for the maintenance phase of the LTR process*. (DFID MTR of the LTR process-Terra Firma, 2011).

Recommendations/Lessons

1. CARE is still considered as a partner by government in this process as indicated to the FE team by high level national officials in the Rwanda Natural Resources Authority. In the case that CARE Rwanda takes on the invitation to assist the national authorities in the roll out phase of this process, it must use the experience of community participation in planning with the local government structures as an entry point for engaging and advocating more broadly regarding community involvement in managing natural resources within and around Volcanoes National Park as was also recommended by the MTR.
2. Furthermore the programme has facilitated comprehensive studies on various facets of land disputes (nature, causes and resolution channels for disputes). The analytical findings from the studies undertaken will be of great relevance for national level dissemination, dialogue and in the application of the awareness and public dialogue model in the rolling out of the land reform process in Rwanda. The findings should be

appropriately disseminated. CARE Rwanda's LTR work is innovative, technically sound, and has the potential to be scaled up. CARE Rwanda should seek ways to incorporate this experience into its future programmatic strategy designs.

Conclusions

Overall, despite a limited programme budget and government restrictive timeframe and budget for this phase of the LTR process, the programme activity has realized to the extent possible the setting up of conditions necessary for achieving the intermediate state indicator specific to this intervention. There is a high probability that the programme will achieve its intermediate state indicator (*National Land Centre adopts the tool for public dialogue on land registration and rights and applies the tool*) as evidenced by the DFID Midterm Review of its support to the LTR process and we quote:

“The CARE experiment (Daconto, Ikirezi, Nduwimana, Nsengimana, & Nshimiyimana, March 2011) for testing a model for awareness-raising and public dialogue on the LTR process and land rights in three cells in Musanze district contains some ***important lessons and provides useful guidance for such an approach***. An important aspect of this approach is the strong capacity building of local institutions. ***This is required for the maintenance phase of the reform process***, where increasingly specific land administration responsibilities will be decentralized to sector and cell level” (Terra Firma, 2011).

4.2.2- Rain water harvesting (Rwanda and Uganda)

Rain water harvesting interventions have been promoted by the programme in response to the inadequate safe water sources for households in programme target areas surrounding the PA in both Rwanda and Uganda. Water scarcity endangers the conservation of the resources in the PA, which are threatened by communities entering the park in search of water with the temptation to interfere with other resources in the park and the danger of transmitting diseases to the Gorillas in the park. Traveling distances to transport water every day also imposes a heavy burden on householders, especially women and girls.

The approach taken by the programme to address the issues around the water scarcity has centered on the promotion of rain water harvesting at community level within the programme target areas in the two countries.

Achievements

1. The programme has facilitated the demonstration of the viability of rainwater harvesting through the construction of community water tanks. The technology demonstrated works and is serving a number of community members to access clean and safe water especially in the dry season when the water scarcity is at its highest
2. The programme has facilitated the development of community governance structures (rain water user committees) with accompanying rules and norms of democratic principles in the discharge of their functions to avoid conflicts. Furthermore, these structures are recognized, legitimized and supported by the local government authorities providing a possible strategic institutional pathway for the sustainability of the approach after the programme ends.

3. The links between the rain water harvesting and the protection of the PA are well understood and appreciated by the communities. The programme's awareness raising efforts have emphasized that rainfall is linked to the existence of the PAs.
4. The community ownership of the tanks is apparent and manifested through the community respect of the rules and regulations for benefiting from the tanks, and through community implementation of a savings scheme linked to the maintenance of the tanks.
5. Based on its experiences from the programme, IGCP has developed a landscape wide water strategy that is forward looking in addressing the major institutional and impact constraints associated with the rainwater harvesting approach for community livelihood improvement and PA protection linkages.
6. The rain water harvesting approach as implemented by the programme caters to the vulnerable and has demonstrated the benefits especially to the women (whose burden of collecting water from far distances has been reduced), the children whose absenteeism from school has reduced (as a result of their reduced participation in collecting water from far off distances) and the HMG, the disabled, and the elderly households whose user fees are waived in the rules and regulations of the approach.

Challenges

1. The scaling up of the approach remains an unresolved challenge. Existing tanks are very few in numbers and far from meeting the demand, even in the few communities where the interventions occurred. The tanks are very expensive, and the response by local government representatives to providing water at scale was to request donor support. While the approach significantly enhances the sense of local ownership for operating tanks, it does not resolve the issue of who will pay for providing water at scale, hence casting doubt on the effectiveness of the approach so far in terms of actual contribution to both the improved water availability to the communities and the consequent protection of the PAs. This is equally applicable in both countries.
2. In both Rwanda and Uganda, the government policy is more in support of household (HH) tanks because of the lessons learned from past failures of communal tanks. It was not evident that the viability/lessons demonstrated by the programme with respect to the communal tanks approach have convinced the national and local government to reconcile the complementarities between the communal approach and the HH approach, especially considering the fact that the HH approach requires a reasonable financial contribution by the HH which might be a constraint for the vulnerable HHs.
3. The financial and institutional framework for the construction of the communal tanks as currently being demonstrated by the programme has inherent weaknesses. The Institutional framework is highly dependent on external workforce for the construction of the water facilities, despite the expressed (in Uganda) desire by the communities to have greater involvement in the construction process with a view to gain temporary employment at the time of construction. Secondly, the current financing mechanism for the construction of the communal tanks is entirely dependent on the programme budget with minimal community in-kind material contribution (e.g. sand, rocks, and water) for construction. While the probability of sustainable maintenance of existing tanks is reasonably good, the external institutional and financial dependencies render the approach unsustainable for replication after the programme ends in the absence of continued, massive, external subsidies.

Recommendations and Lessons

1. It is evident that IGCP will continue to pursue the water and sanitation aspects for the communities around the protected area as part of its efforts and contribution to the conservation of the Virunga transboundary protected area. The Water strategy⁶ developed by ICGP, based on the experiences gained through the rainwater harvesting initiative under the programme over the years provides a strong foundation upon which the future orientation of the initiative should proceed within the IGCP future water and sanitation role in the Virunga Landscape.
2. The IGCP strategy should be implemented as a scaling up approach. It provides a clear conceptual framework and implementation strategies based on a sound problem analysis grounded in the prevailing policy, legislative, institutional and technological and social factors. The recommended water supply and sanitation approach/technology is the Kigezi diocese approach. This is due to its inherent strength in reaching out to the poor and vulnerable and enhancing social safety nets and sustainable financing mechanisms. The model has an important focus on promoting affordable technologies using local materials and the promotion of local artisan business for the construction of the water facilities. Alongside this will be the promotion of the self supply approach for households that are in the upper bracket of wealth class.
3. In response to the MTR review, recommendations the IGCP water strategy has articulated the recommended issues of demand driven scaling up plan, the linking of the plans to district and catchment supply processes and a proposed monitoring system for the plan. In addition, the strategy provides lessons learned in undertaking rain water harvesting that provide a significant contribution to the knowledge base at regional level.

Conclusions

The water harvesting activity successfully built community awareness of the link between PAs and rain water. The institutional arrangement for the operation of the communal water delivery was satisfactory with the water committees being in place with very clear and democratic principles of operation. Overall, however, the activity was only relevant as a demonstration of the social technology of community tank management, which would be a viable approach only if huge funding were available to install a reasonable number of them to cover the huge population around the programme target areas. Alternate, more cost effective, approaches are required to reach scale.

4.2.3- Participatory Natural resources management structures and practices (Uganda)

In Uganda the participatory natural resources management strategy was implemented through the following practices: (in addition to the Water harvesting initiative and the Nkuringo Community Conservation and Development Foundation (NCCDF), (analyzed separately within this document)

- a) Support to the multi resource user groups, where limited access is allowed to the communities based on agreed upon MOUs between the Park authorities, Local government and the communities;

⁶ IGCP Water Strategy in the Virunga –Bwindi Landscape- June 2011.

- b) Revenue and Gorilla levy sharing arrangements between the communities and the government (Uganda Wildlife Authority and Local government). Part of the revenue from the PA revenue sharing arrangements is provided as a conditional grant to local government authorities to fund community and conservation (human wildlife conflict mitigation) projects.

Support to the Bwindi Mgahinga Conservation Area (BMCA) Byelaws Taskforce that facilitated consultative meetings enabling key stakeholders to review and reach consensus on the revised Park management by laws.

Achievements

1. The practices (especially the multi use group practice) have provided the incentives leading to greater community appreciation of the importance of NRM mostly with respect to the resources inside the protected area. This is evidenced by the increased participation of the communities in the protection of the PA as attested to by the Park authorities. Some of the key evidence of the growing ownership for resource conservation sited by the Park authorities includes voluntary provision of intelligence information on detrimental activities occurring in the park, the reduced illegal off take of resources as collaborated by both the Park Authorities and the community members interviewed, reduced fire incidences and controlled burning of finger millet fields (fires which if uncontrolled could reach the PA). In addition this appreciation and increased community participation in PA protection has resulted in reducing possible conflicts between the communities and the Park authorities in relation to PA resource access and use. Further evidence of the community appreciation and improved relations between the communities and park authorities is confirmed by the Local Attitudes and Impact Survey results (Bush, 2011).
2. The introduction of the MUZ in Mugahinga National Park supported by the programme has assisted in intra community conflict management over NR sharing. For example the beekeeping resource use groups interviewed in Njozera Village in Kisoro were able to emphasize that as a result of having the possibility of placing individual community members' apiary in the collectively monitored multi use zone (by the user groups), communities report incidences of honey theft having been dramatically reduced compared when the Apiaries were placed close to the households. This also extends to the pronounced conflict that existed between the HMG (known as "Batwa" in Uganda and "Historically Marginalized Groups" in Rwanda) and the larger community when the HMG were the prime suspects of honey theft from the Apiaries placed next to the households. This situation has been mitigated by the inclusiveness of the HMG into the resource user groups.
3. The programme has played a major role in facilitating the revision of the guidelines for Revenue Sharing modalities to be oriented towards optimizing HH benefits rather than general community projects with first preference given to the frontline villages around PAs. This increases the effectiveness of the RS practice for improved efficacy for participatory PA management. The revenue sharing policy now recognizes the distribution modalities based on the length of the Parish boundary with the park rather than the previous criteria based on the population of the Parish. These were contentious issues in the previous RS policy and have now been resolved.
4. The Gorilla Levy committees and secretariat managed to influence the guidelines that are now in place to prioritize the funding of projects offering direct conservation benefits (e.g. purchase of protective gear (gum-boots and rain coats) for problem

animal management groups), addressing issues of marginalized groups in community and improving household livelihoods (e.g. the provision of small livestock for improved household financial asset base and food security).

5. The programme has scored remarkable successes in influencing the appreciation and mainstreaming of the practices within local government. The Park bye laws are expected to be passed by the District Council according to the CAO office in Kisoro District. The bye laws have been instrumental in reducing the potential conflict among the various stakeholders around BMCA on resource access, management and benefit sharing.
6. The Programme has succeeded in influencing the nascent governance structures at community level to have appreciable rules and norms of operations that conform to the principles of transparency and accountability. The user groups, water user committees met by the FE team were all fairly well organized and able to articulate the roles and functions of the committees and show their constitution in the case of the honey user group in Nzonjera village of Kisoro.
7. All the community institutions met have taken deliberate affirmative actions for inclusiveness of vulnerable groups especially the HMG and women in decision making structures.
8. The community institutions have demonstrated their ability to represent the community interests as manifested by convincing the Park authorities to increase the range of products to be harvested from the Multiple Use Zones, and inclusion of more products (firewood, fish, walking sticks and special grinding stones) await the results of a viability assessment being carried out by the IFTC on behalf of the park authorities.

Challenges

1. The amount of Gorilla Levy revenue to be received by communities is set by law. However, the disparity between the amount received by the communities versus the park authorities is very wide (communities raised concern about this to the FE team). With rising levels of community awareness about revenue sharing, which will increase over time as the decentralization process advances and the participation of communities in local governance processes unfolds, this glaring inequity could become a disincentive to the communities for collaborative PA conservation. The challenge is highlighted for the benefit of the park authorities who have been very active and positive partners to the programme and are expected to learn lessons from the programme for the future considerations in updating the collaborative PA management regimes.
2. It was quite evident from the interviews with the user groups that the groups will continue to demand more resource extraction rights from the PA. The recent increase in the number of products that were agreed on in the latest revisions of the MOUs was followed by another request for more products, which the ITCF is currently assessing. The resource scarcity outside the PA will always instigate demand for more resource extraction from the PA. A participatory strategy needs to be developed to avoid a future resurfacing of conflict with the communities once their demands are in conflict with the allowable off-takes. Currently this strategy is not clearly in place apart from the law enforcement provisions.

Recommendations and Lessons

1. While EEEGL's interventions were designed to deal with collaborative park management issues, in the near future the park authorities and the local government system should begin to consider the development of land use plans for areas around the PA designed to deal with resource degradation pressures such as fuel wood. For example, certain zones could be designated for firewood plantations (land availability permitting) amongst other land use practices or the introduction of alternative sources of energy to fuel wood for household use such as solar energy based heaters etc. This could also be complemented by controlled access for dead wood as an added resource under the resource use zones in the PA if an assessment of the deadwood availability and the ecological impact of dead wood harvesting from the MUZ can be established by IFTC services. Where land availability is a constraint especially in the case of Rwanda the testing of the environmental easement models might be helpful to secure enough land for firewood plantations.
2. The park authorities in collaboration with the user groups should aim at implementing a robust system to monitor the threshold levels of biodiversity and natural resources in the PAs (rather than the extraction rates). Experience from Southern Africa on CBNRM shows that the sustainability of resource management is a result of effective incentive and management systems. The monitoring of this key result area should invoke an adaptive management process, the main components of which are the status and trends of key resources and the amount and quality of use (e.g. product off-take and quality). Related to this, should be a requirement to provide a certain minimum level of resource protection, best measured using an indicator of effort (e.g. patrol days) and the intensity of illegal use (e.g. catch-effort ratio for illegal off-take incidents). There is need to develop simple tools for the monitoring of resources status and trends in the MUZ. These should be tools that are low cost and whose methods and technology is easily transferable to community members to implement. For example, the Event Book System developed and successfully tested in Namibia is a similarly cutting-edge development relating to the community-based monitoring and adaptive management process that could be explored for this endeavour.
3. Future programmes on collaborative PA management should consider facilitating a review by PA authorities and relevant stakeholders of the legislation governing RS/GL ratios. The benefit sharing mechanism arrangement needs to be adaptive to respond to the dynamic market conditions, social organization of the user groups/ community and the nature of the income generating source for revenue sharing. The basis for the current determination of the financial benefits that accrue to the communities in relation to what is accruing to the park authorities is not clear. This may cause community suspicions in the future, thereby undermining the existing opportunity created by the programme efforts in building the confidence and appreciation of the communities to collaborate in PA conservation.
4. EEEGL

Conclusions

The achievements towards meeting the indicators set for the intermediate state (*collaborative conservation and NRM institutions are fully operational and accountable*) are manifested by the effectiveness and institutionalization of the practices as evidenced by a number of related outcomes. The User groups were successful in influencing the Park authorities to extended range of allowable products

to be harvested through mutually revised and agreed on MOUs. The revenue sharing modalities that take into account the length of boundary rather than the population of the Parish are part and parcel of the official UWA RS policy guidelines. The Gorilla Levy Committees have successfully managed to influence the establishment of the guidelines for the projects to be supported under this facility that focus on conservation benefits and improved livelihoods. The Bwindi Mgahinga Conservation Area (BMCA) Byelaws Taskforce facilitated consultative meetings enabling key stakeholders to review and reach consensus on key Park management rules that have been enshrined in the revised Park management bye laws with notable benefits to the communities.

All these outcomes are in tandem with the wishes of the communities. While the effectiveness of the community organizations and the institutionalization of the NRM practices are well demonstrated by these outcomes the institutional sustainability of these community organizations can only be judged sometime after this programme that has been providing support to these efforts comes to an end.

4.3 Assessment of Community Empowerment outcomes

The community empowerment strategy aims to achieve the intermediate state of “*poor and marginalised groups are socially, politically and economically participating in society*”. The following factors (Impact drivers) are seen as essential for the achievement of this intermediate state.

- a) CSOs build capacity of marginalized groups to effectively represent their own interests in decision-making fora.
- b) Representatives (e.g. CSOs) of marginalized group effectively articulate their constituencies’ rights and interests in NRM decisions.

4.3.1-Social changes (Rwanda)

Community empowerment activities in Rwanda were undertaken through a multiple pronged approach:

- Supporting local level dialogue and capacity building on land tenure reform (discussed under the Land reform section in this document).
- Expanding the grassroots network of VSLAs through a village agent model, as frontline system of peer engagement and social capital formation (discussed under the Enterprise strategy) and.
- Addressing basic needs of Historically Marginalized Groups (HMGs) (same group of people called as the “Batwa” in Uganda) through literacy education and food security interventions.

This section will focus on the assessment of the social changes that have occurred in the lives of the HMG through basic literacy education and food security interventions.

Sixty four HMGs are learning literacy (40 are in the Cyanika sector and 24 are in the Gahunga sector). The programme has facilitated through a partner NGO, REDO the training of the HMG groups in literacy skills and human rights. In addition, the students were taught improved methods of Irish Potato production.

Achievements

1. The training facilitated by the programme through REDO has made the HMG to realize their potential skills to produce potatoes to quality and quantity standards

comparable that of non-HMG farmers. This is evidenced by their ability to sell the produce on the open market and ability to store some as seed for following season.

2. The awareness raising facilitated through the programme has led to the realization of the existence of equal rights to land and social justice in society. Some of the HMG members have been able to go through the due process of justice to regain land that was fraudulently taken away from them. (EEEEGL's support for advocacy for this intervention supplemented EEEGL's awareness raising activities undertaken as part of the LTR process). The underlying achievement is for the HMGs to have been able to use formal legal processes to put up a claim on land that was disposed from them, and to regain it under their control.
3. The programme-facilitated training in literacy and farming has improved the self esteem and confidence in the HMG target group to conduct basic business skills (e.g. awareness of prices, savings and cost cutting measures in agricultural enterprise by saving part of the produce for seed). To this effect, the Group has opened an account at the local Savings and Credit Co-operative (SACCO) as a result of the informal saving training that was provided through the programme.
4. The surge for the regularization of marriages with 20 HMG families recently regularizing their marriages is driven by women wanting to secure their rights to land and HH resources in the advent of their newly acquired knowledge of the formal rules, norms and rights enshrined in the laws of the country.
5. In working with the HMG groups, REDO successfully employed a methodology known as positive isolation. This involved systematically teaching habits (such as personal hygiene and environmental sanitation), and skills (such as farming practices), and raising awareness (around rights to use medical facilities, and present claims with the authorities). As the HMG became more proficient in these areas, their interactions with other members of society became gradually more integrated.

Challenges

1. The engagement with the HMG for training purposes currently requires patience, is time consuming, and at the moment requires subsidies (food provision during training) to get regular attendance. This remains a challenge as to whether free food provision can be sustained for every training that has to be done with the HMGs.

The Government of Rwanda policy is to forge a national identity by erasing distinctions between ethnic groups. Thus, even naming the HMG as "Batwa" is not permitted. Reluctance to recognize HMG as a special case for affirmative action permeates to the local level. REDO's experience in EEEGL suggests that the programme assumption that once the majority groups do not accept the rights of marginalized groups the integration of the HMG will be a very slow process is still holding true.

Recommendations

1. REDO is continuing its activities around basic literacy and enterprise development training of the HMG (the CSO has in fact extended this training to another Park in Rwanda in collaboration with another project). The reaffirmation by REDO to continue working with the HMGs under the EEEGL after the programme ends should be upheld for the integrity of the organization.

2. The positive isolation technique⁷ developed by REDO for effective integration of the HMGs within the EEEGL target area should be further tested and extended to other enterprises beyond Irish Potato production.

4.3.2. CBO Community Based Planning & Monitoring and CSO Advocacy (Uganda)

In Uganda, EEEGL has supported CBOs (Uplift Rural Poor (UPR) and Uganda Functional Literacy Resource (UFLRC)) to provide training and technical assistance to communities and local governments for the development of Community-Based Planning and Monitoring (CBPM) at village, parish and sub-county development planning levels. In addition to work done on community development profile and plans, EEEGL engaged CSO networks in the 3 districts on an agenda of capacity building of the network and their strengthening in functions of monitoring and accountability of local government actions, and in particular of the management of the tourism revenue sharing system. The two CSO networks engaged were: Kabale Civil Society Forum (KACSOF), and the Kanungu CBO/ NGO network. EEEGL has aided the forums in: improving governance, strengthening relationships with stakeholders, training leaders in business development and leadership skills, completing internal assessments and improving activities related to vulnerable groups and HMGs.

Achievements

1. The programme has successfully assisted in the capacity building of the CBOs (Uplift Rural Poor (UPR) and Uganda Functional Literacy Resource (UFLRC) in delivering services for improved livelihoods and awareness of rights. E.g., the programme provided technical assistance to the CSOs in the design and application of Community based planning tools, and the CBOs successfully transferred this knowledge and skills to both communities and local government officials resulting in implementable local level development initiatives.
2. The project has strengthened CSO networks (e.g. KACSOF) and helped them to raise their profile with their constituents, and improved CSO advocacy programmes with local governments. One such KACSOF constituency is the Ikumba civil society organization at sub county level (with 100 members) which regularly represents its community at district development forums around issues such as the review of the modalities used to distribute revenue sharing from tourism in favor of length of the sub-county border with the PA as critical criterion for the benefit of sub counties having the greatest contact with the PA. In addition, as a result of this improved profile CSO networks such as KACSOF are now attracting attention from other International organizations to partner in advocacy around other development themes affecting the vulnerable and communities in general.
3. The programme strategically targeted its CSO and CBO partners. EEEGL made a conscious and efficient choice to invest in working with CSOs and CBOs that had good potential in the particular fields of focus. For example In Kisoro District, the CBO Uplift Rural Poor (URP) assisted in the plan development and, in Kanungu, the Uganda Functional Literacy Resource Centre (UFLRC) assisted. These CBOs had prior experience in CBNRM approaches and in turn made the capacity building of communities in the Community based planning and monitoring process more

⁷ The technique involves intensive skills and knowledge training of the HMG in an enterprise in isolation of the general knowledge of the greater majority. The expertise and skills learned by the HMG are exposed to the greater majority in form of the HMGs requesting to join the greater majority enterprise grouping by demonstrating their acquired skills. After demonstrating evidence of their skill, the HMGs have faced little resistance from the larger groups to become members.

effective and efficient. On the other hand, the CSOs networks mounted successful advocacy and awareness raising meetings as follow ups to the RS and GL guidelines approval process. The mechanisms used for empowering the communities to undertake the community based planning exercise were quite effective. The communities were trained to apply the planning tools and methods and prioritize their projects by themselves. As a result, the planning was facilitated by trained community volunteer facilitators working with the members of the community and Parish leaders (trained by the CBOs). This greatly enhanced ownership of the plans by the communities.

4. District government officials reported that they highly valued CBPM processes. A number of projects identified through CBPM process have been integrated in Local Government development plans and are being implemented, and, in some cases are nearing completion within the short programme timeframe.
5. Self confidence that has been raised in communities to articulate felt needs through a participatory planning process has translated into the communities demanding for accountability from the local government structures in the implementation pace of the projects, especially around disbursements and use of RS/GL resources. For their part, some LG officials said that community involvement helps them stay focused on real needs, and that while it's more comfortable to not have scrutiny, community participation helps them do their jobs better.

Challenges

1. Financial sustainability of the CSOs still remains a challenge for them to continue at the same level of assistance to communities after the closure of the programme (e.g. KACSOF). The CSO like KACSOF has been helped to develop a business plan but it is not clear how far this plan has reached. However, concern was raised on the need for external financial assistance to maintain the level of its work with its constituency.
2. Volunteerism in relation to community facilitators in the CBPM process may not be a sustainable approach in the long term application of the tools and methods by the communities. There appears to have been some expectation among volunteer facilitators that participation in the process would eventually lead to some level of employment.

Recommendations

1. CARE and IGCP should, to the extent possible, target the areas where the CBPM has been initiated in their new and or planned programmes to allow for the consolidation of the community empowerment drive that has been initiated under the programme and has the potential to influence the formalization of the a systematic bottom up approach to development planning nationwide.
2. CARE and IGCP should also recognize that a key component to the success of the approach was the technical, multi-sector and multi-level networking and inter-institutional coordination that occurred between protected area, local government, and project technical staff around issues related to revenue sharing, planning, and implementing the plans. CARE and IGCP should value, replicate and strengthen these processes.

Conclusions

Community and other institutional empowerment interventions are long term processes. The programme has built on the foundation laid at the time the MTR was conducted. The

partnerships with the CSOs are evidently strong and the governance capacity within the civil society organizations and networks has been greatly enhanced through this strategy. This is manifested by the tangible results such as successful representation of the community demands and wishes in the revenue sharing modalities, effective generation and consequent incorporation and implementation of the bottom up village plans into the Parish and district level development process in the case of Uganda. The partnerships and capacity building of the NGO who partnered with the programme in the land reform process and the literacy and food security training intervention for the HMGs in Rwanda also show tangible results. In both countries, the programme has achieved very satisfactory levels of meeting the targeted intermediate state for the strategy.

In both countries, the programme's CSOs built the capacity of marginalized groups to effectively represent their own interests in decision-making fora. Representatives (e.g. CSOs) of marginalized group effectively articulated their constituencies' rights and interests in NRM decisions.

4.4 Assessment of Transboundary Collaboration and Learning Outcomes

The transboundary collaboration and learning strategy aims to deliver the intermediate state *"shared principles and work plans are guiding sustainable natural resource management and conservation practices of regional and national institutions working within the landscape"*. The following factors (Impact drivers) are seen as essential for the achievement of this intermediate state.

- a) Continued funding and effectiveness of coordination and facilitation mechanisms
- b) Lessons learnt feed into ongoing and new initiatives, including cross fertilisation of ideas.

EEEEGL has specifically supported the following activities: Technical meetings to deliberate the GVTC Treaty, Regional meetings, Chief Warden meetings and TCS meetings.

Achievements

1. Institutional enabling conditions for successful TBNRM

- a. The programme has enhanced the functional role of the well established partnerships of National Wildlife Authorities (Park Wardens) from the three countries at technical operational level with a compatible mission for TBNRM. Through the support from EEEGL, the Park Wardens meetings have discussed and come up with actions towards common issues surrounding the conservation of the PA. Law enforcement issues were raised focusing on illegal petroleum exploitation in the Virunga National Park with the immediate results of the stoppage of these activities through support from the central authorities, and the plans and implementation of coordinated patrols are testimony to the positive role the EEEGL support.
- b. The EEEGL supported meetings of the of the Working Groups on Research, Tourism, Community Conservation and Enterprise, and Security and Law, helping them to develop well defined terms of reference. These committees were platforms for information and knowledge sharing and active advisory provision in support of regional interventions for sustainable management of the transboundary PA coordinated by the Transboundary Core Secretariat.
- c. EEEGL supported to the functioning of the implementation of the strategic plan through the Transboundary Core Secretariat meetings has assisted in the

TCS assessment of progress in transboundary collaboration and strengthening collaboration strategies to accelerate the endorsement of the Transboundary Treaty. The immediate result is that the treaty is in its final stage of being signed by the relevant high policy makers from the three countries.

2. Social and cultural conditions for successful TBNRM

- a. EEEGL has been supporting community conservation and benefit sharing interventions in the three countries (less so in DRC after the EEEGL support for community conservation was suspended) that has raised the level of riparian communities awareness and appreciation of the value of the PA's and its contribution to their livelihood enhancement.
- b. Common agreements exist on revenue sharing for transboundary resource benefits (tourism fees) arising from Gorilla movement across borders, exemplifying the existing trust among the riparian states.
- c. The Community Based Planning and Monitoring activities in Uganda, the studies that identified community income generation activities and HMGs issues in Rwanda have provided a good baseline for the community initiatives for incorporation in the future strategy for community involvement in the conservation of the PA at the regional level.

3. Policy and political conditions for successful TBNRM

- a. As a result of the EEEGL support to the TCS meetings, the transboundary Treaty is now at an advanced stage (policy level) for ratification by the three riparian states.
- b. EEEGL has supported the implementation of elements of the existing Transboundary Strategic Plan for achieving commonly agreed result areas for meeting TBNRM objectives. The existence of an operational strategic plan is in itself a manifestation of the three countries policy intention for TBNRM.

4. Economic and financial conditions for successful TBNRM

- a. Common agreements exist on revenue sharing for transboundary resource benefits (e.g. tourism fees) arising from Gorilla movement across borders. There is an inter state agreement for a 50% sharing of the fees accruing from gorillas belonging to one state if they cross into a neighboring riparian state and fees are charged by that state for tourism purposes.
- b. The governments of Rwanda and Uganda have already started contributing funds to the transboundary initiative. Once the treaty is in force will it will provide for the equitable financing of the TBNTM by the three countries in addition to other external financial support that will be raised by the Secretariat with support from the central authorities.

Challenges

1. IGCP's financial support has been cardinal in making the institutional meetings to take place. This funding comes partly from EEEGL, and partly from a complementary project funded by the Dutch government. It is likely that the end of EEEGL's support will be compensated for by the current funding contributions from the riparian states and eventually through the Treaty financing mechanism once it is in place.

2. National Park authorities in the three countries control only a portion of the protected areas landscape coverage, which extends beyond park borders into surrounding communities. To meet the challenges of coverage of the whole landscape other players such as NGOs, Police, and Customs, etc, will have to be brought on board. Currently the focus has been on consolidating the inner circle of the park authorities.
3. Running an interstate agency such as the TCS using an NGO project model was a huge challenge. Secretariat officials interviewed alluded to instances of inflexibility in financial flows from the intermediary NGOs, which, if resolved, would allow the Secretariat to respond to the challenges of working with senior government officials and politicians. This challenge is a result of the non legal entity status of the Secretariat, which prevents it from directly receiving donor funding.
4. The internal conflicts in the DRC led to the suspension of all activities supported by the programme in the DRC. However, IGCP continued operations there in fulfillment of other donor commitments. Thus, the net effect of EEEGL's closure was to close off an important stream of resources and opportunities available to a program of which EEEGL had been a part, and that continued to function.

Recommendations/Lessons

1. In line with the MTR recommendation on action learning, the programme has initiated the development of lessons learned briefs, and the FE team was informed that the materials generated will be posted on a programme website to be maintained for at least three years after the programme has come to an end, hence providing the opportunity for the lessons to be available to feed into the TBNRM future work. Noting that IGCP will continue supporting conservation activities around the Transboundary PA, it is proposed that the work posted on this website be transferred to a suitable organization and maintained online, with the view of ultimately transferring this information and data to the TCS website once the TCS is has a fully operational website.
2. Internal conflict situations can cause disruption of the TBNRM activities at the regional level as experienced by the programme with the suspension of activities on the DRC side of the PA. The FE supports the view expressed by most knowledgeable observers that we spoke with, that total suspension could have been avoided and instead a more adaptive management approach applied where the National level elements of the activities should have continued to be supported by the programme with the suspension only temporarily applied to the localized activities where the physical conflict was present. We recommend that this option be carefully considered in future circumstances.

Conclusions

The programme has contributed satisfactorily to the advancement of the intended intermediate state for the TBNR strategy (*shared principles and work plans are guiding sustainable natural resource management and conservation practices of regional and national institutions working within the landscape*) taking due consideration of the fact that negotiation of agreements with governments is a slow process. Despite the process of negotiation being slow, the programme has assisted the Executive arm of the TCS to accelerate the negotiations pace resulting in a very advanced stage for the signing of the treaty just as the programme is coming to an end. The treaty is the fundamental pillar for the implementation of the TCS Ten year strategic plan. The TSC as a central coordination structure is in place and has already applied for legal status to make it a regional legal entity.

December 11, 2011 version

The technical committees are in place and functional and a regional strategic plan for activity implementation is in place providing the necessary regional framework on NRM. The state of the draft treaty, existence of coordination and technical structures and an implementation framework are evidence of the achievements of the indicators set for this strategy within the constraints of the time and funding limitations faced by the programme.

5.1-Institutional Partnerships

5.1.1 Justification

Partnership lies at the core of EEEGL's approach. The project was designed to build synergy between a community development organization (CARE) and conservation organization (IGCP). The core areas of partnership are two-fold:

- ▶ Programme management coordination between CARE and IGCP;
- ▶ Collaborative design and implementation with government, civil society and the private sector.

EEEEGL created space to build various kinds of relationships among key organizations linked to specific, relevant issues, for sharing information, planning, leveraging resources, conducting research, providing services, and developing business relationships. The expectation was to build and implement inter-organizational agendas based on mutual benefit. To do this, EEEGL practiced principles of transparency, respect, and consistency in following through on commitments, all of which tended to build trust.

5.1.2 Partnership Typology

We evaluated how EEEGL engaged in five different kinds of relationships. The categories describe the purpose of the relationship (rather than the type of organizations grouped in the category). A given organization may appear in different categories, and various types of organizations can appear in a single category. The typology is as follows.

Joint Implementation – The partners (in this case CARE and IGCP) are jointly responsible for implementing a program. They engage in complementary activities around shared objectives, in a relationship bounded by time and resource commitments.

Sub-grantee implementation – This is a fee for services relationship in which an implementing partner (like CARE or IGCP) delegates part of its responsibilities to a sub-grantee. Within the context of a jointly negotiated MoU, the sub-grantee develops its own program, and becomes jointly responsible for achieving results. Capacity building of one or both of the partners may be an important byproduct, but is not the principle purpose of the relationship. Technical competence and local access are important criteria used in selecting implementing sub-grantees. What distinguishes this relationship from a sub-contract is that the partners jointly develop the MOU and share responsibility for the outcome.⁸

Capacity building – The purpose of this relationship is to build capacity of a strategic organization that is critical for achieving program objectives. For example, in EEEGL, such organizations included, VSLAs, CSOs, NGOs, local governments, community enterprises, and businesses linked in a value chain, among others. The relationship may involve grants, training and technical assistance, facilitation of linkages, networking, and information sharing.

Business alliance – A mutual-benefit relationship (as in buyer/seller) that may also involve TA or capacity building by, or to, either party depending on the circumstance. EEEGL promoted commercial relationships between community-based enterprises and companies that could market their products, or provide business services. From the point of view of the commercial business, it is an opportunity to expand access to supply (honey, potatoes, and community owned tourist facilities), or to sell products (mushroom seed). From the point of

⁸ CARE and IGCP also used sub-contracting to procure specific services (not shown in this typology). This involves short term "service provider-client" type relationships based on specific terms of reference and fee for goods or services, and does not imply any capacity building or an ongoing relationship.

view of the community/producer associations, it is an opportunity to access markets, technical assistance, and business services. From EEEGL's point of view, these relationships strengthen value chain links, providing two-way benefits.

Inter-institutional collaboration – EEEGL facilitated linkages between key people and organizations for sharing information, planning, and leveraging resources. Although the issues varied, people came to the table to represent their organization's interests around specific issues that were larger than their organization. (For example, in Uganda, PA authorities, local governments, and communities came to the table around Revenue Sharing. Technical groups discussed transboundary issues, PA policies, problem animal management, and LTR in Rwanda, among others.) Productive inter-institutional collaboration focuses action, within a dynamic context, in response to holistic issues. People participate as long they trust the process, and perceive that the benefits outweigh the costs. Inter-institutional collaboration may lead to various kinds of implementing or capacity building partnerships. Productive inter-institutional relationships are essential to leverage long term impact, and to take ideas to scale. EEEGL played various roles including convener, participant, and technical resource.

The rows in the following matrix illustrate the types of partnerships employed in EEEGL. The columns identify some of the organizations in each category, along with key motivations, achievements, challenges and lessons.

Table 1 EEEGL Partnership Issues Map

Element Purpose	Organizations considered in FE⁹	Motivation for partnering in EEEGL	Achievements	Challenges
Joint implementation	-CARE-IGCP	Complementary mandates	Strategic focus Functional working relationship Identifiable accomplishments in each of the project's strategic areas	Bridging across organizational structures and cultures (program/project) Building on EEEGL achievements in their influence future work
Sub-grantee implementation	-PROMIC -REDO -URP -UFLRC -TUNADO -Golden Bees Ltd. -LANDESA	Complementary mandates Expand service coverage	Service provision (performance was monitored by local government as well as EEEGL) Some two way capacity building (sharing tools/methods; VSLA; HMG inclusion)	Financial sustainability Establishing long term partnerships Capacity development
Capacity building	-Kanungu Beekeepers Development Ltd. -VSLAs -Water management committees -Resource user groups -UNSPPA -Mushroom growers -Long Life Ltd. -SACOLA -NCCDF	Capacity building	Motivated members Strengthened technical capacity; organizational structures; governance; Linkages (value chain, PA & LG authorities; MFIs-Rwanda)	Consolidating/ maturing organizational capacity
Business alliance	-Golden Bees Ltd. -The Uganda Safari Company -Governors Camp	Expand markets for goods and services Expand access to inputs Deepen access to business development services (through market arrangements)	Formal agreements (except mushrooms) Tourism revenue flows to communities TA provision to producers Producer access to markets	Building sufficient volume of supply to remain profitable Managing mutually beneficial contractual relationship.

⁹ The list is not inclusive, but illustrates various key relationships.

Element Purpose	Organizations considered in FE ⁹	Motivation for partnering in EEEGL	Achievements	Challenges
Inter- institutional collaboration	-GVTBS -UWA -RDB -Rwanda National Resources Authority/ National Land Centre (Rwanda) -District and local governments -KAZARDI -Other research organizations	Complementary mandates Resource leveraging and co-financing Participation (voice and coordination in inter-agency processes)	Collaborative, transparent, strategically focused processes Leveraged co-financing: IGCP/DGIS project: \$4m USD; Landesa: 50,000; RDB/PAB: 45,000; Austrian Dev bank: 10,000. Revenue sharing/Gorilla levy with CSO accountability links Community based planning with LG links (Uganda) Land tenure reform (Rwanda) Multiple use PA access agreements (Uganda) Strengthened community-PA relationships	Scaling up Strengthening CSO accountability (Uganda)

5.1.3 Assessment

5.1.3.1 CARE-IGCP

The overall analysis documented by the MTR related to the CARE and IGCP working relationship is still valid.

1. CARE and IGCP are strong, autonomous organizations with different, but complementary mandates, and distinct structures. The fundamental difference is that CARE is a project based organization, in which staff work full time for the project, and will look for another job when the project ends, while IGCP is a programme based organization whose staff dedicate only a percentage of their time to a given project. IGCP molds EEEGL's interventions to fit into ongoing programs.
2. From the mid-point of the programme onward, the division of responsibilities was functioning with minimal gaps or overlap. The formation of the regional Programme Management Committee (PMC) and the national coordination committees (NCCs), linked to other CARE country activities, have been particularly important and effective forums for inter/ intra-organisation and inter-country discussions and joint planning.

3. There are complementarities in the differences between the CARE and IGCP approaches to integrated conservation and development (ICD), with CARE focusing more on the development end of the ICD spectrum, whilst IGCP is more focused on the conservation side of the ICD spectrum. There have been opportunities for synergies and cross fertilisation of ideas between CARE's country and process orientation and IGCP's regional and task orientation. However, CARE sometimes does not give adequate consideration to the transboundary conservation rationale underpinning the IGCP approach, whilst IGCP sometimes does not give adequate consideration to the adaptive and process orientated approach of CARE. (*MTR findings*)

Achievements

1. Overall, CARE and IGCP achieved a functional, productive relationship. Roles and responsibilities were based on organizational strengths. Financial administration processes were adequate to support effective program implementation (no significant delays in disbursements, or audit issues).

Challenges

(Internal)

1. EEEGL partners did not agree on an overarching learning strategy to tie field and regional elements together (*this is discussed in the sections on M&E and resource use efficiency*).
2. Although the partners achieved productive levels of teamwork, the management model, never fully bridged CARE and IGCP's distinct management cultures. The core problem is that it was not sufficiently thought through at the time of project design to allow the organizations to agree upon the details. (*See further discussion in the sections on multi-country project management, and resource use efficiency*).

5.1.3.2 Sub-grantee implementation

Achievements

1. EEEGL identified appropriate NGO and CSO partners to implement sub-grant responsibilities for working in enterprise development, VSLA development, and various kinds of community based training and awareness raising activities.

Challenges

(Internal)

1. It took a lot of time to identify and build formal working relationships with appropriate organizations. There were many relationships to construct around many technical themes in diverse geographic areas. Furthermore, capacity constraints in the three countries, but especially Rwanda, required the investment of more time and capacity building within some implementing partners (and the CARE team) than had been anticipated. This slowed the pace of implementation during the first half of the project's life. However, the FE team was impressed by the tools and methodologies being used by several of the organizations (for example, the positive isolation method for training HMGs used by REDO in Rwanda).

5.1.3.3 Capacity building

A centerpiece of EEEGL's interventions was capacity building of a broad range of community based organizations, but also some private sector entities linked to the enterprise value chains, as well as PA and LG capacities to engage with communities.

Achievements

1. *Many of EEEGL's capacity building relationships are mentioned in the sections on enterprise, community empowerment, and transboundary work.* CARE's LTR work in Rwanda was a key intervention. It was geared to building capacity in two directions (down to the community, and upward, by piloting a participatory methodology that can be scaled up nationally).
2. **Lesson:** EEEGL found that it was important to strike a balance, avoiding the tendency to invest primarily in training on conservation or development technical issues, but also to build organizational capacity in terms of structures, governance, and trained leaders (for example, in the RWH users committees, as well as the infrastructure).

Challenges

1. The main challenge is to establish continuity so that the organizations are supported for enough time to allow them to consolidate and become sustainable. EEEGL employed several strategies to do this, including training village level trainer of trainers (for example in the potato, VSLA, and community based planning groups. While there seems to be some potential for this approach to bear fruit in the enterprise areas (e.g., with the potato and VSLAs) the FE team has some reservations about the sustainability of the volunteer model when applied to community based planning. (Internal and external).

5.1.3.4 Business alliance

Achievements

1. EEEGL's non-tourist business alliances were primarily links created between mushroom seed producers and the farmers who buy their seed (e.g., convincing one or two small companies to move to Musanze), and a company buying honey. The seed potato growers association may potentially become more of a commercial enterprise, but so far does not have this strong orientation.
2. In the tourist enterprises, the business alliances were between SACOLA/NCCDF and their respective tourist operators. These were formal long term relationships that were generating a significant revenue flow that benefitted both the communities, and the companies.

Challenges

1. The biggest challenge is consolidating relationships. Many of the non-tourist business alliances are new, and fairly tenuous, where the value chains that EEEGL has promoted are being extended for the first time into fairly remote areas where producers were not organized or well linked to markets. Neither the producers, nor the business they may link to, are sure how stable or profitable the relationships may become. (Internal and external)
2. The main challenge in the tourist business relationships is building capacity in SACOLA and NCCDF to negotiate and manage sophisticated business relationships. (Internal)

5.1.3.5 Inter-institutional collaboration

Achievements

1. EEEGL developed a very strong capacity to build productive working relationship with a range of stakeholders, around a range of specific, relevant issues. The FE team perceives the inter-institutional coordination processes and relationships to be one of the most powerful aspects of EEEGL's work, and is an important avenue to promote taking interventions to scale, by leveraging resources and agendas that others control. Examples of productive inter-institutional collaboration include LTR work which while not foreseen, built on GoR priorities, and added value by piloting a well received participatory methodology (DFID)¹⁰; RS/GL guidelines work (Uganda) bridged UWA-local government priorities, adding value to both agendas.
2. **Lesson:** Key to inter-institutional collaboration included: 1) the project design allowed flexibility to contextualize, by aligning interventions to stakeholder priorities, opportunities, and constraints; 2) the RC unit kept the project focused around strategic issues; 3) IGCP is well placed for networking with influential government stakeholders, and has a strong capacity, and trajectory in this area; 4) the issues, around which EEEGL catalyzed discussions were high priority for the participating organizations, and 5) there were resources at stake that could be leveraged by various organizations (especially RS/GL resources), but also resources and agendas from other government and donor agencies. EEEGL's relationships primarily involve technical issues, and technical people.

Challenges

1. The main challenge is keeping the inter-institutional coordination processes interesting (i.e., all participants find benefit in participating) and credible (i.e., transparent, and accountable). Access to credible facilitation and resources for coordination and dialogue are critical; CARE and IGCP both participated, and facilitated, depending on the context, but apparently did not dominate these processes. IGCP will continue in its relationship building roles when EEEGL ends; CARE will also do so to the extent that its future programs prioritize and build on issues of relevance to EEEGL. (Internal and external)

Recommendations

1. **For CARE, IGCP, and programme designers** – The management model must fit the realities of each organization. There is a range of options (*see Appendix 4*) and many adaptations can be used to contextualize them. Matrix management is particularly challenging, and if used, matrix management models need to be prepared with a close understanding of each partner, and full buy-in.
2. **For programme designers** – Future partnership programmes should incorporate important lessons from EEEGL, including:
 - a. Budget for dedicated resources and effort by the Regional Coordinating Unit, over time, to make matrix management function.
 - b. Allow for careful groundwork in selecting issues, partners, and interventions, and building partner capacity.

¹⁰ Terra Firma. **Mid Term Review (MTR) of DFID's support to the Government of Rwanda's Land Tenure Regularisation Programme.** DFID Rwanda. October, 2011.

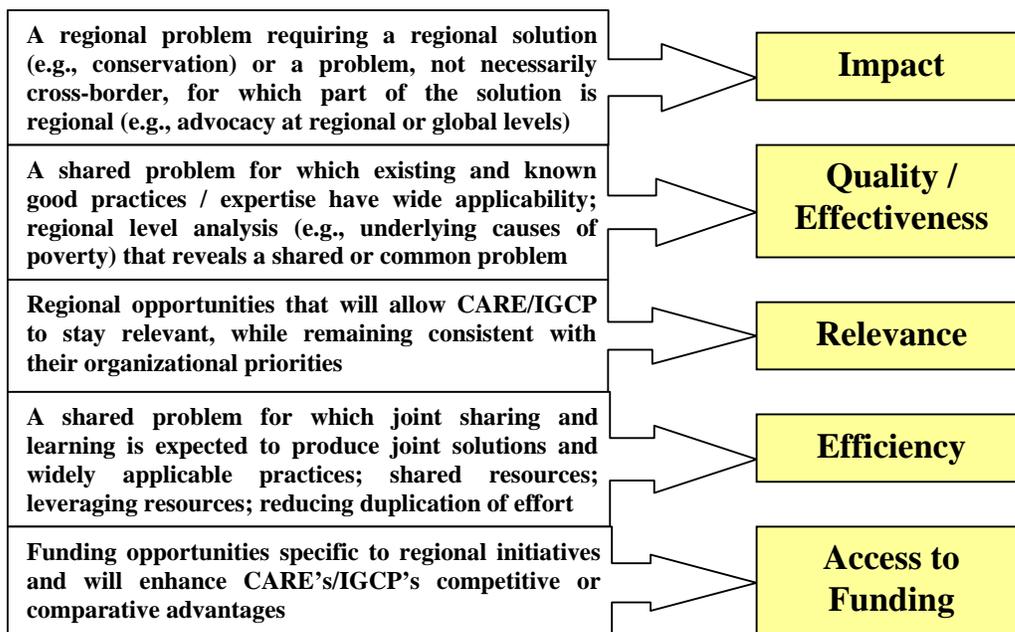
- c. Ensure transparent, participatory, planning and review processes to build ownership, accountability, learning, and iterative adjustments.
- d. Ensure flexibility to direct resources to support partners' and key stakeholders' priorities to build and maintain productive relationships.

5.2- Multi-Country Project Management

The analysis in this section draws on frameworks highlighted in a 2009 CARE study of multi-country project management.¹¹

5.2.1 Rationale for EEEGL being a multi-country programme

In principle, it makes sense to engage in a multi-country project (MCP) if the MCP is anticipated to increase impact, quality, effectiveness, relevance, efficiency, or access to funding (see the following graphic).



Applying this logic, EEEGL was designed as a multi-country project first because of the transboundary nature of integrated conservation, development and conflict issues surrounding the Virunga tri-border area. Designers saw key opportunities for transboundary collaboration (like PA management, and RS/GL). Second, development pressures play out differently in each national context, often requiring similar, but distinct approaches, which can be informed by information sharing and learning. And finally, approaches in one country influence outcomes in another, so that taking a landscape perspective increases the opportunities for leveraging outcomes, and for strategic learning.

The underlying justification for EEEGL being a multi-country project was to create *synergy* through joint efforts across political boundaries and between organizations, to result in a greater public good than could be accomplished through a series of individual projects. The expectation was that EEEGL must be greater than the sum of its parts.

¹¹ Stuckey, Joe, and Mary Picard. **Operational Issues for Managing Multi-country Projects**. CARE East and Central Regional Management Unit. July, 2009.

5.2.2 MCP Management

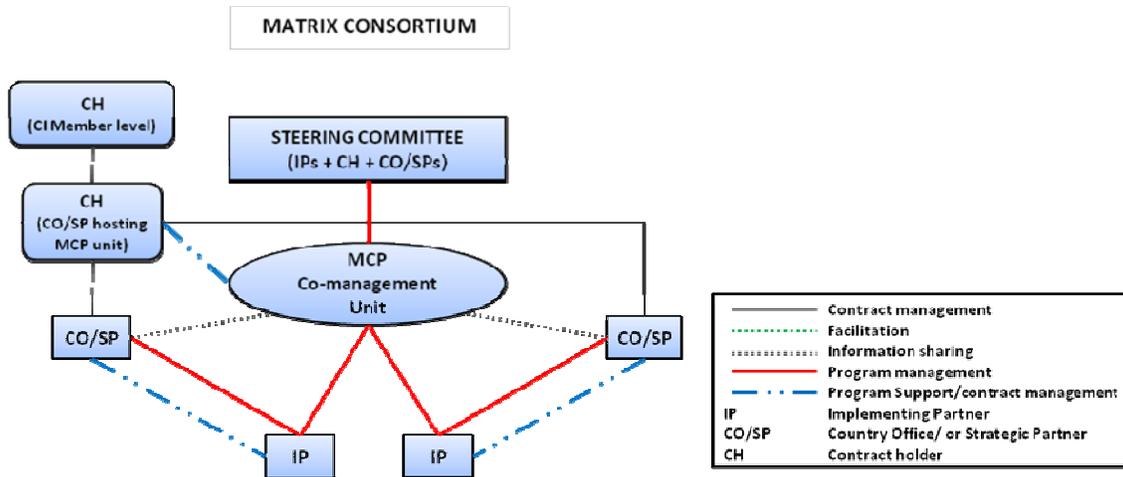
1. **Competencies** – The same good practices required to manage traditional projects apply to managing MCPs – i.e., robust integrating logic, strategic and operational planning, focused intervention, effective coordination, communication, monitoring, and learning, and timely reporting. However, MCPs involve added complexity of issues and relationships, which requires harmonizing a great variety of organizational interests and working styles.¹² Communication can be difficult because of distances, and cross cultural considerations. MCP managers require a particular set of competencies to create strategic vision, facilitate processes and learn across country boundaries; facilitation, coordination, reflection, participatory learning/communication, technical thematic expertise, political analysis, advocacy, and partnership. The mix will vary depending on the themes, but in general, MCPs require managers with exceptionally strong relational capacities, who are adept at using “soft power.”
2. **Structure** – MCP management requires a hub or coordinating instrument to link and mold the disparate parts, and a governance structure that permits participation and buy-in from the implementing partners. Having such a management or coordinating unit requires the implementing partners to cede some level of autonomy. The challenge is to select a model that balances the project’s need for clear direction and integration, with participating organizations’ needs to successfully blend the project’s activities into their ongoing programs and processes.

5.2.3 EEEGL’s Management Models

EEEEGL was designed to apply a Matrix Co-management model but not all key partners were comfortable with co-management. In these cases, the relationships became, de facto, a Working Group model (*see boxes below for a summary, and Appendix 4 for full description of five models identified in CARE’s 2009 study*).¹³

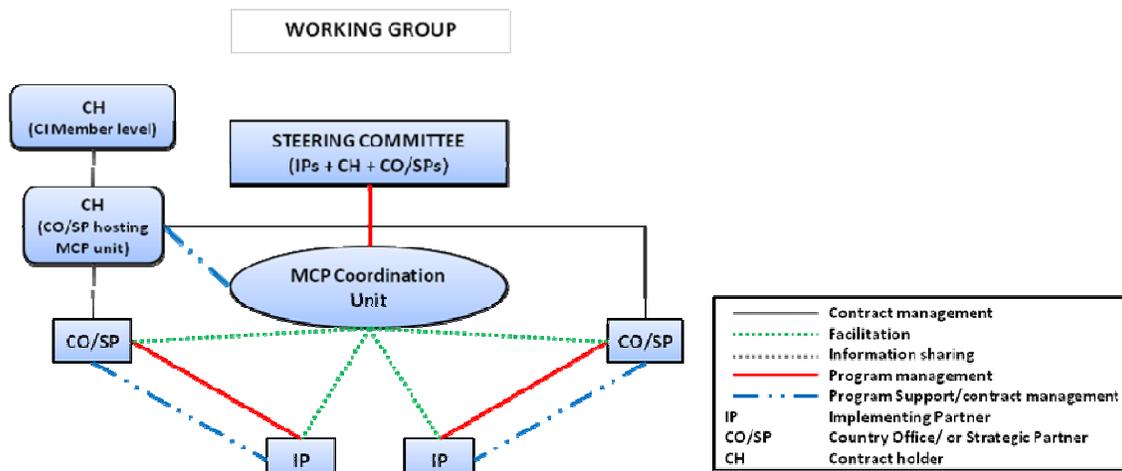
¹² A greater density and diversity of partners is likely to be required by MCPs than single-country projects. The configuration of partners in one country will need to be mirrored in the second and third countries and more partners will be required to reach down to the grassroots level. A lot of complexity surrounds the partnership dimension of MCPs and also needs to be more deeply understood. One facet that makes it complex is the diversity of organizational cultures and this could include different values, interests and aspirations. Multiple agendas may be at work (some hidden), or different learning agendas may take precedence over the MCP learning agenda. (CARE 2009 study).

¹³ These drawings are lifted from CARE’s 2009 report, and have slightly different nomenclature than that used in the FE section on partnership. To avoid confusion, be aware that in the following drawings, CARE Uganda and CARE Rwanda are each “COs”, and IGCP is a “SP” (Strategic Partner to CARE). The “IP’s” listed in the drawings can refer either to subgrant implementing partners, but for the purposes of this discussion it is more relevant to think about them as being key CARE Uganda/Rwanda/or IGCP staff that would require technical co-management from the regional co-management unit.



Matrix consortium model

This is a co-management model. Implementing partners (including key CARE country office staff and IGCP programme staff) have two lines of reporting, to the COs/SPs and to the MCP unit. COs/SPs provide programme support. They co-manage programmatic activities in their country jointly with the MCP co-management unit; COs/SPs and the MCP co-management unit each has programmatic line authority (hard power) and must exercise this through consensus. The model only works if the COs/SPs and MCP unit trust each other, make a commitment to making decisions by consensus and fully coordinate. Failing this, the CO/SP has the potential to divert resources away from consensus. This model fits well with CARE’s autonomous CO business model, but requires a big investment in human relationships and continuous intervention by the Co-management Unit to keep partners adhering to the co-management principle. In terms of program quality, the matrix model allows for strong integration with CO/SP strategy and programs. Because COs/SPs take an active management role, risk is distributed, so the model is less vulnerable to failures of MCP Co-management Unit.



Working group model

Each CO/SP is individually accountable to the contract holder and line manages both its project and program support. However, the COs/SPs and IPs form a steering committee, which authorizes a MCP coordinating unit to coordinate their separate projects across the COs/SPs, giving up some autonomy for the common good. The MCP CU uses “directive” facilitation to steer the group in the direction that the Steering Committee has mandated.

This model preserves CO/SP autonomy, but requires high investment in identifying shared interest. It is vulnerable to low partner commitment to engage with the MCP CU. In terms of program quality, the MCP CU has no line management authority so it is dependent on soft power, giving it minimal quality assurance. Without strong coordination, the model can easily dissolve into independent, non-synergistic CO/SP projects, with little learning across countries.¹⁴

5.2.4 EEEGL experience

What actually evolved was a hybrid “Matrix Co-management/Working Group” model. The Regional Coordinator (RC) directly supervised the CARE Rwanda staff, while during most of the project the CARE Uganda team reported to CARE Uganda’s NRM specialist, with a dotted line to the RC. IGCP managed its EEEGL staff, with dotted line communication to the RC. Thus, the Regional Coordination office had quite weak line management access to implementing staff in CARE Uganda and IGCP.

Achievements

Note: some management issues are discussed in the sections on partnership, and resource use efficiency.

1. Two critical features underpinned the success of hybrid model. First, the formal mechanisms for joint planning and review were central to the successful integration of

¹⁴ Soft power is the ability to influence without imposing. Some ways of wielding soft power include convening, motivating, persuading, facilitating, coordinating, and providing resources.

program governance and management. These were 1) the Steering Committee, which included a donor representative, as well as the heads of all the implementing partners and to which the Regional Coordinator reported; and 2) PMCs, which involved CARE and IGCP in-country teams, and RC unit staff. Importantly, these formal planning mechanisms were the basis for developing annual work plans and budgets, giving the Regional Coordinator, as well as other partners, direct voice and ownership in setting project priorities, and keeping the focus integrated.

2. Second, although EEEGL suffered from high staff turnover in critical places throughout the project's life, key high level positions remained stable. While implementation was negatively impacted by the turnovers (seriously in the case of M&E), leadership stability in the Regional Coordinating Unit was pivotal. Coupled with continuity in other key positions, this enabled high level strategic vision – and very importantly – key relationships with external stakeholders to be maintained.¹⁵
3. As mentioned in the partnership section, CARE and IGCP evolved productive working relationships by investing time and energy into making the hybrid MCP management model work.

Challenges

1. Biggest challenge across all partners was harmonizing priorities. Outside the formal SC/PCM channels, RC unit staff had to rely on “soft power” to access information from within the implementing partner agencies. This was often a time consuming process because staff in the partner agencies had a natural tendency to prioritize their own supervisor's issues, before those (like information requests) from EEEGL's Regional Coordinating Office. Also, staff in IGCP faced competing priorities, as only a portion of their time was dedicated to EEEGL (“*We do other things besides EEEGL.*”) (*Internal*)
2. In addition to challenges of staff turnover, the competencies of staff made a big difference (both positively and negatively). CARE found it much harder than expected to hire and retain staff with the particular mix of technical and relational skills required for
3. facilitation and partnership. (*Internal and external*)
4. The budget contained ample resources for regional activities, but these were linked to transboundary conservation. The Regional Coordinating office had resources to facilitate project management processes, but lacked a budget for regional strategic learning that would link conservation issues with enterprise development, PNRM, and community empowerment. (*Internal and external*)
5. As mentioned in the section on resource efficiency, EEEGL directly contributed to strengthening transboundary coordination mechanisms, and it had solid achievements in capacity building and learning in each country on enterprise development, PNRM, and community empowerment, and it built synergies in multi-stakeholder relationships as evidenced by counterpart contributions and resource sharing around

¹⁵ During the five year course of the project, nearly all of CARE's senior managers and technical advisors participating in the SC changed; HGBF changed its representatives to the SC four times. EEEGL cycled through multiple PMs and M&E directors; and experienced turnover in field staff both in CARE and IGCP. Stability was provided by IGCP's director who participated in project design; the Regional Coordinator, CARE's Controller, and at least two national level technical positions in CARE and IGCP (one of these moved from CARE to IGCP during the course of the project, which broadened the base of understanding between the two organizations, without institutional memory loss).

various issues. The missed opportunities in this project relate to its failure to raise the funds necessary to build even greater synergy through strategic learning at a regional scale that would encompass conservation and development, building on the field experiences; and its failure to raise funds for follow on stages. (Internal)

Initially, HGBF had offered to use its good offices to help raise funds with other donors, but with personnel turnover, this did not happen. Then EEEGL staff focused on implementation and did not pursue fundraising. IGCP did secure substantial counterpart funding from the Dutch government for transboundary work. CARE in both Rwanda and Uganda are in the process of defining the strategic elements of their future programmes, and their in-depth country assessments are looking at issues and target populations including areas being covered by EEEGL. Thus, while fund raising did not occur for regional level integrated strategic learning, or a second phase of EEEGL, it is probable that CARE will build on EEEGL's experiences (we know that IGCP will do so, because EEEGL mirrored IGCP's ongoing programme at least in the conservation areas). It is not clear, however, to what degree CARE or IGCP may continue to be interested in future partnerships that integrate conservation and development issues. They both seem inclined to return to their individual areas of expertise. (Internal)

6. A final, and very significant, missed opportunity resulted from closing the DRC program. There were three interrelated reasons this happened. During the armed conflict, the Steering Committee, which was responsible for providing strategic governance to the programme, proved cumbersome and ineffectual in taking a strong decision. Around this gap, a dysfunctional dynamic involving personalities, competencies, divergent interpretations and priorities came into play in the relationship between CARE DRC, the EEEGL Regional Unit, and others concerned with EEEGL's course. This weakened donor confidence in the recommendations being presented by EEEGL's leaders and partners who had substantial on the ground knowledge and experience.¹⁶ (Mostly internal)

Recommendations

1. Future designers of MCP projects should incorporate the key lessons from EEEGL including:
 - a. Explicit learning objectives backed by a budget and mandate to enable learning groups or even communities of practice to emerge.
 - b. Align the project's objectives with its resources, especially regarding strategic learning and support for inter-institutional coordination processes that will leverage the efforts of others who have the responsibility, and are in a position, to achieve scale.
 - c. Select a management model appropriate to the context, and secure high level buy-in from implementing partners and adaptation and fine-tuning during project design. Take the time to spell out key management protocols (like how staff hiring and supervision will work).
 - d. Use formal inter institutional governance and management bodies like the SC and PMC, ensuring the participation of high level decision makers.

¹⁶ Both CARE and IGCP continued to work in the DRC using funding from other donors, but loss of EEEGL's resources significantly diminished their potential impact.

2. To achieve scale based on EEEGL's foundation of achievements, specific stakeholders (CARE, IGCP, and government authorities, like Rwanda National Resources Authority; the Greater Virunga Trans Boundary Secretariat) should integrate relevant methods and approaches from EEEGL into their ongoing programmes.
3. CARE and IGCP should seek opportunities to continue formal and informal partnerships that allow them to develop complementary conservation and development activities and learning agendas linked to the PAs and surrounding communities.
 - Continuing to work with CARE gives IGCP access to support on community empowerment approaches.
 - Continuing to work with IGCP gives CARE entry into technical and political networks surrounding TB issues, and PA NRM structures
 - Cross border collaboration around NRM/conservation issues should prioritize sharing experiences across contexts, and integrated strategic learning.
4. In designing its Program Shift agenda, CARE should:
 - Specifically emphasize inter-institutional collaboration among stakeholders, and incorporate the resources, capacities, and time required to build strong inter-institutional processes that leverage interventions around convergence of agendas.
 - Embed collaborative agendas with a Theory of Change.
 - Plan for bridge funding to keep key staff on board between project funding gaps.

Key elements of assessment

To be more than a collection of isolated, small scale interventions, EEEGL used rigorous strategic logic and learning to add value to the agendas of multiple stakeholders. EEEGL did fairly well promoting transboundary issues, but could have been more strategic in its learning. It missed an opportunity by not funding the regional strategic learning agenda, which would have tied the project's various field experiences together in a more strategic way.

Overall, MCP management was adequate, and in some aspects very strong. The management model adapted in an ad hoc way to the organizational needs of IGCP and each CARE country office. The RC had weak line management control over activities in CARE Uganda and very little in IGCP. The strong SC/PMC work plan development linked to budget approval, and periodic review mechanisms held the project together, and the RC provided strong strategic leadership to make this happen. CARE Uganda and IGCP staff tended to respond first to the priorities of their immediate organizational supervisors, often delaying information flow to the RC unit. This was a perennial frustration to the RC unit. In this context, the RC Unit staff had to rely on relational (i.e. "soft") power to get things done, which absorbed a lot of energy (i.e., was inefficient). Closure of the DRC program resulted from a convergence of factors, of which structural issues and dysfunctional management played a part.

In summary, EEEGL was conceptually strong and adequately managed. The learning agenda supported specific interventions, with a missed opportunity for a more strategic umbrella for integrated Conservation and Development learning.

The following table lists a series of key elements that contributed to the management outcomes, with a qualitative scoring along a scale from 1-6.

Table 2 Indicative EEEGL Management Success Factors

Qualitative Ranking Based on FE Team Subjective Judgments	
Indicative Success Factor	Rank
Usefulness of Theory of Change	6
Strategic planning	5
Work plan and budgets	5
Learning	4
Capacity to manage partnerships (3, increased to 4)	4
Overall technical competence, transparency, credibility, and predictability in follow through	5
Flexibility to respond to context	5
Functionality of SC/PM bodies	5
Functionality of RCU communication with CARE COs and IGCP	4
Staff continuity (RC)	6
Staff continuity implementing staff	4
Staff continuity (M&E)	2
SCORE ASSESSMENT CATEGORY <ul style="list-style-type: none"> • 6 Highly satisfactory • 5 Satisfactory • 4 Moderately satisfactory • 3 Moderately unsatisfactory • 2 Unsatisfactory • 1 Highly unsatisfactory 	
Note: No average score is proposed, because the list is indicative, not inclusive, and some issues weigh more than others do.	

5.3- Programme Monitoring and Evaluation

5.3.1 M&E System Evolution

Phases	Design	Operation
2007-2008	Traditional logframe; Quantitative indicators; Proposal for M&E strategic learning agenda (was not funded).	Part time CARE M&E staff Low output, then staff turnover.
2009-2010	Adopted Theory of Change; MTR recommendations; Expanded indicators; More qualitative dimension.	IGCP M&E officer (60%). Staff turnover twice.
2011	Emphasis on data collection and documenting impact; Documenting learning (learning briefs); Website and knowledge base organization.	Part time consultant (Regional office); 2 CARE staff – 1 Rwanda, 1 Uganda

EEEGL was designed around a traditional project logical framework (logframe)¹⁷ which guided monitoring and evaluation up to the time of the MTR. The M&E system was based on a matrix of quantitative indicators around which data was gathered to produce annual reports. A CARE M&E staff assigned part time to EEEGL supported the initial development of templates and guidelines. This input was phased out at the beginning of the second year as a consequence of a budget revision. Thereafter, the M&E system was led by the IGCP M&E officer on behalf of the entire programme. Two IGCP staff members were assigned in succession to this role. The M&E team was expanded in early 2011 by the hiring of a part time consultant, an M&E staff in CARE Uganda, and by the internal assignment of a CARE Rwanda staff.

Two initiatives were made during the project lifetime to modify the M&E system. In June 2007, the Steering Committee endorsed a proposal to orient the M&E agenda to strategic learning (on impacts, lessons learnt and strategies) in addition to results-based monitoring. The required additional resources were not made available, save for a partial allocation in the 2009 budget revision. In December 2009, the MTR recommended additional quantitative analysis, and introduced an analytical framework approach¹⁸ based on a Theory of Change (TOC), which clarifies assumptions, impact drivers, and intermediate states that will lead

¹⁷ See *Appendix 2* for the logframe as it stood at the time of project's final evaluation.

¹⁸ For a detailed account of the TOC approach that formed the basis for this review, see: GEF/CDC (2009). 'The ROTI Handbook: Towards Enhancing the Impacts of Environmental Projects'. Downloadable at www.gefeo.org/gefevaluation.aspx?id=22444 (Infodoc #16 ROTI Handbook)

from the achievement of program results to impact, and provides a qualitative framework for indirectly measuring impact, or the likelihood of impact. This provided the basis for recommending adjustments to maximize the potential of the program to contribute to delivering impact during the final phase and following program closure.¹⁹ (*See Appendix 1 for Theory of Change schematics for each component.*)

Achievements

1. Under the M&E umbrella, EEEGL placed a strong emphasis on documenting and disseminating lessons, producing a number of valuable studies and lessons learned papers, which are posted on the EEEGL website. Also, prior to selecting interventions, careful researched was done on various options and choices were made based on formal criteria. Studies done to select enterprise opportunities served as general baselines, and certain sectors had baseline studies conducted.
2. An important feature of the M&E system is that it disaggregates by gender in all relevant indicators, and is set up to tracks HMG participation. It also distinguishes between participants and leaders (by gender) and tracks participation of leaders in key capacity building activities.
3. The project successfully used intensive multi-level team planning, monitoring, and review activities that allowed continual adjustments and action learning. (The PMC met 24 times over 4.5 years, in addition to annual reviews, technical team meetings, and TACs.) This essentially expanded the M&E system beyond being a paper based set of activities, by incorporating a live iterative feedback mechanism. It also did a very good job documenting these processes, which furthered credibility through transparency, formality, and accountability.
4. The Theory of Change helped project participants to focus their planning and review activities, by clarifying impact drivers and intermediate states. It served as the basis for the FE qualitative study technical design.
5. The MTR was a pivotal point in the M&E process. It re-oriented EEEGL's logic, added indicators, and recommended mid-course adjustments. Overall, the MTR recommended prioritizing increased implementation, focusing on high leverage issues, and emphasizing qualitative aspects of M&E. EEEGL took the recommendations seriously, and chose to implement several of them, and explained why it would not implement others. The following is a summary of high level MTR recommendations, and EEEGL's response.

¹⁹ Summarized from M&E final report (*October, 2011 draft*).

Table 4 - Response to MTR Recommendations	
Adopted	Partial or no adoption
<p>1. Theory of Change. Emphasized Intermediate State indicators, and where possible, incorporated quality dimension into results indicators. Added M&E indicators, which required additional resources for data collection. Disaggregated by gender, and where possible by vulnerable groups (HMG); tracked numbers of leaders being trained.</p> <p>2. Increased capacity building and supervision of implementing (sub-grantee) partners.</p> <p>3. Increased emphasis on documenting learning and organizing the knowledge base (website).</p>	<p>1. Lacked resources to scale up the following:</p> <ul style="list-style-type: none"> • Pilot enterprises – In the case of honey (Uganda), matching funds were secured from another donor (a Dutch funded programme) to complement EEEGL’s investment and a joint investment and support programme has been designed; in Rwanda, pursued concept development for climate change adaptation for small scale farmers through an inclusive agricultural development strategy (small grant from Austrian Development Bank). • Policy advocacy (proposal to reallocate DRC funds for advocacy and learning was declined). Included under learning budget an impact study on land and several consultations on NRM/PAs in Uganda. • LTR pilot to achieve meaningful impact. (But, a high quality impact study done with matching funds from Landesa was a critical investment towards policy impact). <p>2. Allocated (USD 50,000) for action learning (enterprise CBO governance manual and learning process and CBMP, strategic stakeholder dialogue on PA issues). Strove to intensify learning in final phase within available resources. Accomplishments: internal ongoing reflection and progress review, shared with stakeholders through TACs; Enterprise governance manual; land impact study; CBMP final evaluation study; PAM study, RWH models study. Broad strategic level learning and engagement of stakeholders was thwarted by lack of approval of proposed additional human resources and budget.</p> <p>3. Conducted study (PNV) to improve strategic understanding and targeting of vulnerable groups. Policy level engagement was very limited for the lack of budget for human resources.</p> <p>4. There was an overall lack of monitoring within the TB structures. EEEGL wanted increased coordination with TBES on a broader regional strategic dialogue and learning agenda. Collaboration remained good and open, but information sharing remained more ad-hoc and at the task level, rather than strategic as EEEGL envisioned.</p> <p>5. EEEGL drew on a CARE enterprise advisor, but later opted to use more consultants (flexibility in timing) and to increase resources for action learning.</p>

Overall, a common limitation to implementing the MTR recommendations was lack of resources. In particular, human resources to support learning processes capable of effectively influencing project actions and stakeholders were very thin.

Challenges

1. M&E suffered as a whole from inadequate human resources. The main challenge was the lack of staff dedicated to M&E, a situation that was widely inconsistent with the project scale, scope, geographical spread, and M&E expectations. The M&E resourcing plan did not adequately consider the challenges and costs of hiring qualified people in specific contexts (Rwanda). This was complicated further with high staff turnover, which was debilitating for M&E. (Internal)
2. Few comprehensive baseline studies were done. This was in part due to the expectation that the M&E system's emphasis would be on strategic learning; but it was also due to the cross sectoral, landscape approach. Since the project spent time homing in on its priority issues, it did not know, up front, just what baselines to study. As the project evolved to embrace an evidence-based approach, the lack of baselines became an obvious weakness. (Internal)
3. The M&E system was not resourced to match the programme's complexity, or its potential for learning. Lack of funding for a strategic regional learning agenda (which is discussed in more detail in the section on resource use efficiency) was a missed opportunity. (Internal and external)
4. While team planning and review processes were intensive and highly valued, the project lacked the resources to engage many external stakeholders to deepen analysis and strategic learning. (Internal and external)

Recommendations

1. **For future program designers** – Incorporate EEEGL's good practices (and corrective lessons) into future project design, including:
 - a. The Theory of Change was useful and should be the centerpiece of new project design. Ensure periodic multi-level participatory planning and review processes for action learning and iterative adjustments. Include disaggregated targeting and tracking of vulnerable groups (gender, age). Select some indicators that mirror those of other stakeholders (like the GVTB strategic plan).
 - b. Assure sufficient human resources to adequately manage the M&E system. Employ a full time, highly qualified, M&E person from the start.
 - c. Include, and adequately resource, an overarching strategic learning agenda in the design of complex cross sector programs. Failure to resource the strategic learning agenda was a missed opportunity to expand the programme's impact by deepening the regional knowledge base around issues of relevance to a variety of stakeholders.

Key elements of assessment

The Theory of Change was useful for giving strong conceptual coherence what could have easily become a fragmented project. The M&E system was not resourced to match the programme's complexity, or its potential for learning. Given lack of funding for the desired strategic learning agenda, EEEGL did a credible job using existing resources, and leveraging additional resources for a range of studies, but the potential benefit of the learning agenda was under-achieved.

5.4 Resource Use Efficiency

5.4.1 Consolidated costs by country

Table 5 consolidates CARE and IGCP's total EEEGL expenditures, by country, from January 1, 2007 through September 30, 2011. Total expenditures, excluding DRC, amounted to \$4,885,911, of which 25.1%, or \$1,227,361, had been spent on the activities listed as components in the log frame.²⁰ Before the project was frozen in DRC, \$97,596 were spent for log frame component activities there, and \$753,522 were spent on national and international staff, equipment, vehicles, operations and program support costs for managing the project there. This brings total expenditures for all countries and regional activities to \$5,737,002, of which \$4,412,072 had been spent on all aspects of management and operations, and \$1,324,930 on log frame component activities.²¹

Table 5 CONSOLIDATED CARE & IGCP EXPENSES January 1, 2007 – September 30, 2011 (\$USD)							
	Budget line	Consolidated Regional	Consolidated Uganda	Consolidated Rwanda	Total (without DRC)	Consolidated DRC	Total (including DRC)
1	National staff salaries and benefits	162,296	607,232	687,662	1,457,190	163,263	1,620,453
2	International staff salaries and benefits	625,846	34,955	87,975	748,776	195,717	944,493
3	Material and Equipment - not directly linked to an activity	39,200	113,956	62,490	215,646	80,014	295,660
4	Operational costs	121,282	298,229	348,026	767,538	110,266	877,804
6	Program support - country level	51,008	88,734	89,678	229,420	32,343	261,763
7	Program support - CARE USA	40,403	109,584	89,994	239,981	171,919	411,900
	Total non-activity costs	1,040,035	1,252,690	1,365,825	3,658,550	753,522	4,412,072
5	Activities (field materials, consultants, meetings, workshops, training, sub-grants)						
	Component/theme 1 - Enterprise	-	93,504	123,962	217,466	5,540	223,006
	Component/theme 2 - PNRM	-	184,680	180,166	364,845	14,275	379,120
	Component/theme 3 - community empowerment	-	77,662	87,800	165,463	24,846	190,309
	Component/theme 4 - Transboundary collaboration	83,026	189,952	206,609	479,587	52,908	532,495
	Total Activities	83,026	545,798	598,538	1,227,361	97,569	1,324,930
	Grand total	1,123,061	1,798,488	1,964,362	4,885,911	851,091	5,737,002
	Activities as a % of Total	7.4%	30.3%	30.5%	25.1%	11.5%	23.1%

²⁰ *Activities* are defined in the budget as “field materials, consultants, meetings, workshops, training, sub-grants”.

²¹ As of September 30, 2011, 3 months prior to project closing date.

5.4.2 Indicative Activity Costs

The following table is indicative of investments in activities that were specified within the log frame. This list is not inclusive, so the figures do not total those listed in the previous table. The right hand column lists numbers of beneficiaries that were identified in the M&E final report (*October 2011 draft*), but the cost per beneficiary cannot be directly calculated because this table does not include all the costs.

Table 6 Indicative Expenditures by Main Activity Clusters (September 30, 2011)					
	Activity	Rwanda	Uganda	Total	Beneficiaries
1	Land tenure regularization awareness and dialogue	81,000		81,000	17,429
2	RWH	79,295	92,347	171,642	6,334 (Rw) 2,414 (Ug)
3	VSLA in RW and UG (distinct)	55,019	19,379	74,398	3,762 (Rw) 791 (Ug)
4	Enterprise/value chain programming (mushroom, honey, potato)	45,901	51,639	97,540	243 (potato) 61 (honey) 1,245 (mushroom)
5	Collaborative NRM around PAs in Uganda		84,671	84,671	6,256
6	Engagement of NGO/CSO networks in Uganda		36,000	36,000	59,497
7	CBMP in Uganda		36,000	36,000	79 village plans ²²
8	TB regional meetings (those run by IGCP) & TB Secretariat meetings, fora and WG (those run by TBES)			270,000	51 meetings (4 GVC Treaty; 16 Regional; 22 Chief Warden; 8 Secretariat; 1 Regional Forum)
9	IGCP lessons learnt – transboundary collaboration; human wildlife conflict management; capacity building as a conservation strategy; community conservation enterprises; regional meetings; watersheds for community water			77,000	6 reports
Notes					
1) CARE RW VSLA expenditure includes about \$20,000 sourced from a small UNDP /GoR grant nested into EEEGL.					

²² Beneficiaries same as previous line.

1. Overall, the project made good use of resources. Although it was under resourced in certain aspects, it invested heavily in necessary partnering, networking, and capacity building processes to sustain the direct activities. These capacity building processes were critical to successful implementation; and for conceptually integrating disparate activities into a larger strategic framework. The project's designers underestimated the challenges and subsequent costs in time and budget, for building capacity both internally, and with NGO/CSO partners. The need for capacity building, coupled with high rates of staff turnover in CARE and IGCP throughout the project's lifetime caused implementation delays.
2. The project was successful in leveraging co-financing for specific inter-institutional partnerships. IGCP independently secured \$4 million from the Dutch government (DGIS) to fund a sister project to EEEGL; Landesa contributed \$50,000 for a land tenure study, matching EEEGL's contribution, and other funds were leveraged by the Rwanda Development Board (\$45,000), and the Austrian Development Bank (\$10,000).
3. A key strength was that project design insured good flexibility in budgeting within each strategic component, and the donor permitted unspent budget balance roll-overs from one year to the next. This allowed the project to undertake activities when the timing was right, and to contextualize interventions (for example adopting a LTR approach in Rwanda, where none had been anticipated in project design).

Challenges

4. The project was overly ambitious for the resources available. It was designed to make a "substantial" contribution to poverty alleviation and environmental conservation, but it was not resourced to achieve this within a five year time frame (for example, VSLAs were scaled back to a number that could be managed with available staff, and did not pursue integrated social as well as economic messaging; NRM practices were not incorporated into activities outside the PA, except narrowly around potato farming). Under resourcing was linked to an assumption by project designers that the processes built by EEEGL in the first five years could be scaled up through future funding (more on this below), and in fact by project end, EEEGL had built a solid foundation of innovative practices and strong processes that merit being scaled up. (Internal)
5. The project's design prescribed a series of specific activities that were intended to integrate complex interventions across diverse strategic components. Each strategic component was complex, and each intervention required technical rigor. EEEGL was not resourced to have internal technical experts to support this diversity. It sought such strengths from partners and consultants, and looked for project staff experienced in strategic thinking, managing relationships, and field work. (IGCP used its own staff with specific conservation specialties). Managing this breadth and depth of technical issues was a challenge. It took time to agree on strategy, prioritize work plans, find partners, harmonize agendas, devise and supervise technically rigorous ToRs/MoUs, communicate across different organizational cultures, and evaluate the work once it

From a resource use perspective, the lesson is that *participatory processes – especially when it requires a high degree of capacity building – is expensive and time consuming*. The underlying assumption in an integrated project is that only through process can a project's interventions achieve sustainability by linking to the agendas of others in the real world. EEEGL's experience supports the validity of this assumption. The question becomes: was the process cost effective?

Analysis

6. Looking only at the cost of the activities, relative to what was achieved, the project was very efficient. However, activities were small, scattered across a complex integrated design, and a complex social and demographic landscape. They mostly served a piloting purpose (except transboundary work, which plugged into an ongoing coordination and dialogue process).
 - a. EEEGL contributed to influencing ongoing national processes (LTR in Rwanda, and RS/GL in Uganda). At the organizational level, the enterprise component arguably contributed in meaningful way to institutional strengthening of key actors (SACOLA, NCCDF; potatoes (UNSPPA/KAZARDI), and VSLAs at the very local level, and did foster incipient organizations and linkages along the honey/mushroom value chains. EEEGL also strengthened the NGO/CSO implementing partners in enterprise, and community empowerment. The programme interacted with each partner at some particular point in its unique process of evolution, and the capacity building effects were notable.
 - b. Taken at a landscape scale, these interventions affected a relatively limited, although strategic, group of organizations.
 - c. A strong foundation has been set for scaling up and integrating into ongoing activities of CARE, IGCP, and some key stakeholders (like the LTR process in Rwanda).
7. Looking at overall cost of the project, somewhere between 25%-30% of budget went to activities. The rest involved salaries, vehicles and equipment, operating costs, and overhead. These are real and necessary costs directly related to identifying, working with, and building capacity within partners, key stakeholders, and community organizations (even CARE Atlanta's overhead is directly related, i.e., maintaining links with HGBF, and access to CARE's global VSLA technology). Overall, the FE team believes that EEEGL made efficient use of the resources necessary to support project processes. The project went up an investment curve, with considerable time and money spent in the early years to build the groundwork, followed by an accelerating pace of field implementation once the processes were in place.
8. EEEGL's processes had a certain unavoidable cost. Essentially, the way to increase the efficiency of that investment is to invest in more activities. EEEGL's heavy investment in relational processes was linked to the fact that the designers acknowledged that the programme concept would require a minimum of 10 years to achieve impacts at scale. If the project had continued into a second phase, it would

9. This said, we believe that efficiency could have improved in the past had the project been better resourced in key areas, the principle one being regional strategic learning. Although the project had a large budget for regional activities, it was earmarked for transboundary issues, which were interpreted to be primarily related to park management. IGCP managed the regional budget, leaving the RC office with scant resources for building a strategic regional agenda to promote dialogue, sharing, and learning that would link programme activities happening in the communities and between communities and PAs, into a larger framework. Arguably, this element represents the value added that justifies investment in multi-country programming, binding together what would otherwise be disparate interventions in specific countries and organizations. While important cross learning did occur, it was somewhat ad-hoc. Had investment in strategic regional learning around integrated field issues occurred, the FE team believes that the additional transaction costs that this implies would have produced more efficient outcomes overall.
10. Efficiency could also have been improved had more attention been paid at the time of project design to getting agreement between the implementing partners on a management model that permits more effective line management of programme staff across CARE and IGCP lines. Conceptually EEEGL's designers chose an appropriate model (matrix management). The model did not fully work because CARE and IGCP did not engage in close collaboration between the EEEGL technical managers and the CARE/IGCP line managers to which each employee was supposed to dually report. Thus, implementing teams were not as cohesive or task oriented as they were intended to be, and information flow between implementing staff and the RC unit was sometimes hampered. (Most of these challenges are internal).

Recommendations

1. Future programme design for sectorally integrated projects, and especially for multi-country projects, should include the following practices:
 - a. Be explicit about the costs of building and sustaining programme technical and management capacity within implementing partners and sub-grantees, and budget accordingly;
 - b. Incorporate budget flexibility to adapt interventions to evolving contexts, and to pace the timing according stakeholder capacity and contextual dynamics;
 - c. Adequately resource a strategy for overarching strategic learning, dialogue, and sharing that builds synergy across all strategic components;
 - d. Be explicit about how the project is anticipated to link to long term conservation and development processes to which it is contributing (i.e., specify if it is a pilot, if it is anticipated to be a first phase, or if it is anticipated to influence the agendas of key stakeholders in their future activities).
 - e. During project design, get agreement between the implementing partners on a management model that permits effective line management of all programme

In addition to clarifying the Theory of Change underpinning EEEGL’s programme strategy, the MTR advised to better focus on approaches and processes that are key factors in ensuring program impacts. The program design proposed a number of cross-cutting approaches for implementation:

- Landscape approach
- Rights based approach²⁴
- Equity
- Partnerships
- Conflict sensitive approach

These approaches have been generally adopted by the program, although often in an implicit manner, rather than through formally explicit designs systematically reflected in activity plans. As a consequence, the program’s M&E system pays little formal attention to these approaches, despite their relevance to ensure the program’s impact. To correct this, EEEGL produced a set of qualitative program approach indicators to guide monitoring and reflection on critical factors for impact and sustainability, over and above result indicators.²⁵

5.5.2 Teasing apart entwined concepts

The landscape approach requires us to think holistically on some arbitrarily selected scale (in this case, the transboundary protected areas and surrounding communities that mutually influence each other). Holistic thinking requires looking across multiple levels (global to local) and looking for critical political, economic, social, and environmental relationships. The partnership approach requires that we build key productive relationships around specific issues. Rights, equity, and conflict are intertwined, and have to do with how people use power to distribute resources and opportunities.

Rights and Equity Approaches	Conflict Sensitive Approach
<p>RBA seeks to address poor governance and misuse of power, which contributes to many underlying causes of poverty.</p> <p>EEEEGL sought to achieve this through</p> <ul style="list-style-type: none"> • Equitable distribution of protected area and natural resource benefits; • Targeting of poor and marginalised groups. 	<p>Seeks to ensure that the programme management is:</p> <ul style="list-style-type: none"> • Continuously informed by conflict analysis; • Responsive to minimising conflict risks • Maximising peace building opportunities; • Listening and responding to community values and preferences.

<u>Rights and Equity Approaches</u>	<u>Conflict Sensitive Approach</u>
<p><u>Achievements</u></p> <ul style="list-style-type: none"> • More equitable distribution of PA benefits through RS and Multiple Use • Targeting of marginalised groups through VSLAs and strengthening of CSO networks <p><u>Challenges</u></p> <ul style="list-style-type: none"> • Batwa not fully targeted by the enterprise or NRM strategies (e.g., in Uganda no Batwa are employed at the NCDF Clouds lodge or as gorilla trackers/ tourist porters and in Rwanda); • EEEGL staff are male dominated 	<p><u>Achievements</u></p> <ul style="list-style-type: none"> • By the very nature of the programme being an integrated seeking to protect and sustainably manage the natural resource base and improve human well-being, the programme is helping to reconcile competing interests over a dwindling natural resource base and, in this light, is addressing some of the root causes of conflict. <p><u>Challenges</u></p> <ul style="list-style-type: none"> • More strategic and proactive “conflict-sensitive programming”.

This is indicative of what EEEGL set out to achieve. The following table presents evidence of how it implemented the cross cutting programme approaches.

5.5.3 Cross Cutting Approach Map

In 2010, EEEGL staff reviewed activities linked to equity, partnership, and conflict sensitivity in each strategic component. Their table has been updated to reflect FE team findings at the end of the project. The list is indicative, not inclusive.

			Empowerment	
EQUITY	<ul style="list-style-type: none"> - Women's discrimination training (VSLA, Ug) - (VSLA Rw) addressing economic empowerment but have not begun addressing social empowerment (by 2010) - Communication from PS partners not yet effective (by 2010) - Revenue sharing targeting HMG not yet equitable (by 2010) - Affirmative action for HMG and women (beekeeping, mushrooms, potato) - Community empowerment in tourism projects on course (Batwa and women in tourism, CBO capacity building, etc. - MIS used regularly to monitor VSLA performance 	<ul style="list-style-type: none"> - Specific % allocated to HMGs and youth: feeling of recognition being registered but more needed - Inclusive approach for HMG (began by 2010) - 12 resource user groups (Ug) focused on women – wild yam for Batwa (Ug) (BINP) - RS affirmatively targeting frontline villages - Socio-economic study (PNV) on revenue sharing in Rwanda <p><u>Uganda</u></p> <ul style="list-style-type: none"> - Strengthened community participation and sharing of benefits of RS and GL through CSO networks - Advocacy for increased support to community conservation in UWA (at local level through tasks on byelaws, CBMP, RS and PAM study. Insufficient resources for national level advocacy). Continued high level policy advocacy through regional activities. - Built negotiation capacity of communities when negotiating for resources use through byelaws and CBMP tasks 	<ul style="list-style-type: none"> - NCDF success with Buniga forest in demanding their rights - Project remained weak in influencing policy - CBO/CSO in project include HMG in governance structures (NCDF, SACOLA, VSLA) - CSO still weak in demanding accountability from government (2010; continued CB through 2011) - Influencing policy: Worked with CBOs/NGOs to develop the capacity of local community to manage land-related issues Land reform (REDO & Imbaraga module) - Popularization and impact monitoring system tools for land registration and implementation – Landesa (impact study); - Landnet (national CSO platform) 	<ul style="list-style-type: none"> - Action learning still weak throughout project (2010) - Substantial work within Protected Area Authority (PAA); low performance outside of PAA

PARTNERSHIP	<ul style="list-style-type: none"> - NCDF /SACOLA and private partnerships- conducted audit – looking at accountability and transparency - Liaison meetings - document sharing and dialogue - Joint enterprise selection - Joint selection of BDS providers - Partnership with local NGOs in Rwanda and private sector in Uganda - EEEGL/private sector in the promotion of bee keeping, potatoes and mushrooms - Signed MoUs with CSOs (Ug) - Used a standard MIS system for VSLA (Rw); formal M&E training for staff was limited, but some was implicit in the monitoring process 	<ul style="list-style-type: none"> - Support of mutual use agreements with UWA and resource users – community conservation committees - CARE/National Land Centre (RW) facilitate land negotiation - IGCP/CARE supporting management of Gorilla Levy Fund - CARE/GVTC support review of revenue sharing (RS) program - In Uganda, linked resource user associations to CSO networks to amplify their negotiating power with UWA: 3 per district CSO networks engaged in action learning research; implemented partnership arrangement and recommended techniques 	<ul style="list-style-type: none"> - Land awareness with IMBARAGA Farmer Federation - CARE in partnership with two CBOs (UFRLC and URP) in promotion of CBMP - CARE in partnership with two CSO networks on advocacy for increased benefits to HMG from revenue sharing - Provided organizational capacity building support to one CSO network (Ug). 	<ul style="list-style-type: none"> - IGCP/GVTC organised regional meeting for sharing and learning - ECBD governance study (CARE/SNV) - Slow progress activating thematic technical networks - Good progress on TB Treaty - Conducted a strategic review of lessons learned annual review workshop (2011. 3). Internally, EEEGL used an intensive action learning process, but funds were not available for broader strategic learning with outside stakeholders.
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CONFLICT SENSITIVE	<ul style="list-style-type: none"> - VSLA activities provided information to prevent households conflicts - VSLA program (Rw) strengthened partner and process to provide better information - There has been conflict in ecotourism and enterprise – lack of information, limited access to participation - Increased income for women from enterprise is a possible source of conflict at household level. - Incorporated gender sensitive approaches in VSLA (Ug) and other enterprises; involved men - Facilitated strengthening leaders of the 2 CBOs to perform their duties - Attempted engagement of VSLAs in mushroom enterprise (to built trust through information sharing) - Wanted to try using VSLA groups in Rwanda as entry points to popularize land tenure policy, but did not have the human resources for this. 	<ul style="list-style-type: none"> - Provided information to leaders and farmers on land use issues - Mahingu potential to many members of multiple use zone - Created space for involvement on revenue sharing issues (Ug) - Surveyed benefits of revenue sharing - The work of multiple user zones has extended benefit sharing - LG authorities now own the Community Conservation Committee (CCC) (before they thought they belong to CARE). Information provision and mutual respect addressed this issue. 	<ul style="list-style-type: none"> - CSO network (Ug) provided platform information - Networks and local government harmonized (Ug) - Provided space for participation in CBMP (required managing expectations from CBMP activities) - Supported decentralisation of CSO networks to lower levels (Ug) 	<ul style="list-style-type: none"> - EEEGL provided regular support for sharing information and effective coordination through Great Virunga Transboundary Core Secretariat (GVTCS) - IGCP learning documents shared - No sufficient integrated planning at transboundary level - Activities in DRC EEEGL suspended because of conflict - Initiated cross border learning - Rwanda study visit Uganda - Established positive information links between Transboundary Executive Secretariat (TES) and program. Formal links were mediated via IGCP rather than through an EEEGL-TBES MoU - Throughout, shared information, planning, and built trust.
	<p>CROSS CUTTING</p> <ul style="list-style-type: none"> - Responsibilities exceed supporting funding given to partners. This could be related to partnership, but also equity and conflict sensitivity. 			

<p>Equity and Rights</p>	<ul style="list-style-type: none"> • In its design and implementation, EEEGL prioritized inclusion and targeting of vulnerable groups (HMG adult literacy focusing on rights awareness; VSLAs accessible to women, youth, and HMG; formalizing marriages). • The enterprise activities selected are accessible to vulnerable groups (in terms of capital, land and technology) and culturally appropriate (beekeeping/potatoes/ mushrooms/ VSLAs). • Enterprise, CSO, and CBO organizational structures provide for representation and participation of vulnerable groups in decision making. • EEEGL has promoted increased access and control of local resources, for example, VSLAs, land titling in Rwanda, CBP, tourism revenue sharing to communities, and regulated PA access (Uganda). 	<p>(Internal challenges)</p> <ul style="list-style-type: none"> • Involvement of HMG in enterprise activities was still limited (i.e., reaching few numbers of people, but also skills. For example, SACOLA and NCCDF did develop walking tours featuring Batwa cultural elements, but more can be done to build on Batwa knowledge of the PAs). • Although young people participated in project activities (VSLA, enterprise, and planning processes) it was not clear to the FE team if EEEGL was specifically targeting youth issues. <p>(External challenges)</p> <ul style="list-style-type: none"> • There was more space for community participation and opportunity for community priorities to filter up in Uganda than in Rwanda, due to the greater degree of decentralization in Uganda).
<p>Conflict Resolution</p>	<ul style="list-style-type: none"> • Conflict resolution mechanisms have been incorporated (in project management and in partners' capacity building efforts) in the form of formal processes for participation and transparency. • Conflict sensitivity in PNRM, community empowerment, and transboundary (like PAM; PA/community access; LTR) involved formal, participatory processes for information sharing about rights and dispute resolution mechanisms. 	<p>(Internal)</p> <ul style="list-style-type: none"> • EEEGL lacked resources to more thoroughly profile conflict sensitive dimensions of issues like HMG marginalization. <p>(External)</p> <ul style="list-style-type: none"> • Population density-driven natural resource scarcity (especially land). • Development of tourism enterprise opportunities in communities around PAs may further complicate local political and economic processes in unexpected ways.²⁶

²⁶When individuals or households develop tourist enterprises, they directly compete with others doing the same thing. This is an inherently different model than farmer owned businesses, in which the incentive for collective self-help is strong. While both approaches engage in free market dynamics, the tourist model can personalize completion. This can easily promote conflicts of interest between individuals and the groups to which they

5.5.4 Programme Approaches Assessment

In June, 2010, the EEEGL team developed the following framework of qualitative indicators to monitor and reflect upon critical factors for impact and sustainability, over and above result indicators. (See Appendix 3 for the tool with suggested monitoring methodology).

Table 9 – Programme Approach Assessment

Approach statements	Outcomes	Assessment
<p>EQUITY</p> <p>EEEEGL shall achieve equity through community empowerment, dialogue, formation/knowledge sharing and accountability within an environment that allows participation and involvement of all stakeholders.</p>	<p>1) Historically marginalized groups feel recognised and valued by other stakeholders in decision making.</p>	<ul style="list-style-type: none"> • FE team heard clear anecdotal testimonies by HMG of greater inclusion in economic and social activities (potato; honey; adult literacy; land tenure rights; access to local authorities and medical services). • Some women participants in VSLAs and enterprises expressed sense of empowerment around: increased income; land ownership/ inheritance rights; membership in a community enterprise; participation in community planning.
<p>PARTNERSHIP</p> <p>EEEEGL shall establish and develop partnerships based on mutual respect, shared ownership and responsibility of actions, decisions and results.</p>	<p>2) Partners implementing EEEGL have mutual respect for each other.</p> <p>3) Partners implementing EEEGL share ownership, and responsibility of actions, decisions and results.</p>	<ul style="list-style-type: none"> • FE team observed high degrees of respect and transparency in all the partner interactions and responses. • Governments/PA authorities valued EEEGL’s technical capacities, transparency, and the fact that their views and agendas were taken seriously. • There was a high degree of shared ownership. • EEEGL’s relationship with implementing NGOs/CSOs and smaller organizations in general required more hand holding (i.e., supervision and capacity building than expected.) • In cases where partnerships were terminated early, the processes were transparent.

Approach statements	Outcomes	Assessment
<p>CONFLICT SENSITIVE</p> <p>Conflicts are reduced and limited as partners and stakeholders have access to information and are participating actively in decision making.</p>	<p>4) Project beneficiaries have equal right and access to existing information about supported NRM actions.</p> <p>5) Equal space for participation of all stakeholders in decision making.</p> <p>6) Mutual respect and tolerance exists amongst stakeholders.</p>	<ul style="list-style-type: none"> • EEEGL was very strong in providing equal right and access to existing information both about its internal affairs (including finances) and regarding rights of people dealing with the project, and with their government authorities. • EEEGL used formal processes internally, in its stakeholder meetings, and public forums. The FE team did not receive information that would indicate that these spaces were abused, or that their participation was biased toward particular stakeholder groups. • We observed respect and mutual tolerance, and the documentation did not indicate otherwise. We know that stakeholders had to work through thorny issues (like closure of the DRC program, not to mention complex PA/community relationships). What we saw at project end was a coherent set of people working productively together around several sets of complex issues, and making headway together.

practices which include:

- a. Articulate cross cutting “programme approaches” by explicitly naming equity and rights based approach, partnership approach, and conflict sensitivity approach, and establishing a qualitative framework to measure them.
 - b. Emphasize transparent access to information for all participants, and formal, participatory processes.
- 2) **For CARE, IGCP, and GoR** – A key lesson from EEEGL is the importance of contextualizing approaches to specific issues in social, political, and economic environments. This specifically means doing nuanced targeting of vulnerable groups, holistically assessing their vulnerability factors, and implementing targeted interventions to change those factors. EEEGL’s experience suggests that it is possible to work productively with the Batwa using techniques like positive isolation, to achieve their integration into Rwandan society. CARE and its partners should
- a. Continue to pilot nuanced interventions that integrate HMG into society by building their confidence and capacity to engage in mainstream activities, and socially interact.
 - b. Document and share experiences.
 - c. Explore appropriate programming approaches with the Rwandan authorities to further integration of HMG.
- 3) **For CARE, IGCP, and future programme implementers** – Monitor conflict sensitive issues linked to the emergence of local tourism opportunities in communities around the PAs as one of the dimensions of conflict profiling.

6. Overall Assessment of the Programme

6.1 Approach

The overall programme performance evaluation builds on the evaluation methodology that applied two assessment matrices (1-programme strategy level matrix) that used the programme strategy specific impact drivers and assumptions questions to determine how activities and the contextual factors led to the desired intermediate states of the programme strategies and (2- the management level matrix) that used the management approach and institutional arrangement parameters to assess the effectiveness and efficiency of the institutional programme delivery mechanism that was in place.

Linked to the specific programme strategy and management matrices mentioned above, the overall assessment of the programme performance is based on *an adaptation* of evaluation criteria applied to project evaluations consistent with international good practice. The criteria are in line with the practices set out in the OECD/DAC Glossary of terms in Evaluation and Results Based Management and the impact evaluation criteria used for rural poverty (improved livelihoods) assessment by international organizations such as IFAD.

The main performance criteria (relevance, effectiveness and efficiency) are consistent with the international standard for overall assessment of improved livelihoods oriented projects while the sub criteria have been adapted to measure the intermediate state of the intended effects (outcomes) of the EEEGL immediate objective, i.e. improved livelihoods, sustainable natural resources management, and governance, in addition to the desired management outcomes for efficient and effective programme delivery. Each criterion in the overall performance evaluation is assigned a set of higher level questions relevant to assessing the programme performance relative to that specific criterion. In line with the practice adopted in International Finance Institutions, the FE used a six-point rating systemⁱ for the nuanced assessment of programme results against each criterion. The score rating is based on to the assessment of each criterion triangulated against the information collected during the evaluation. The overall performance is an aggregated score based on an average of the individual scores from all the criterion scores.

SCORE ASSESSMENT CATEGORY

- 6 Highly satisfactory
- 5 Satisfactory
- 4 Moderately satisfactory
- 3 Moderately unsatisfactory
- 2 Unsatisfactory
- 1 Highly unsatisfactory

6.2 Results

Overall Programme Performance Assessment Matrix

Table 10 – Overall Programme Performance

Criteria & score	Definition	Key questions and FE Team Assessment
<p>Relevance (5)</p>	<p>The extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, institutional priorities and partner and donor Policies. It also entails an assessment of Project coherence in achieving its objectives.</p>	<ul style="list-style-type: none"> • Are project objectives realistic and consistent with national enterprise, equity and NRM and strategies and policies? <ul style="list-style-type: none"> ➤ Overall, yes, primarily because the project had the built in flexibility to adjust itself to the context in each countries, and the key stakeholders' issues and agendas. However, the NRM policy in Rwanda was not, and remains restrictive to collaborative management of natural resources in PA's. • Was the project design (including synergies among activities and services, financial allocations, project management and execution, supervision and implementation support, and M&E arrangements) appropriate for achieving the project's immediate objective? <ul style="list-style-type: none"> ➤ Overall, yes. Synergies were very strong, except in the RWH area. A landscape approach with equal emphasis on the sustainable management of natural resources outside the protected area would have greatly added to the appropriateness for achieving the immediate objective of the programme. • How coherent was the project in terms of how it fit in with the policies, programmes and projects undertaken by the government and other development partners? <ul style="list-style-type: none"> ➤ Good, because of a) CARE/IGCP conservation/development structural synergy; b) because of integrated design (supermarket of ideas); and c) the built in flexibility to adapt to context. The programme strategy fit and contribution to national level policy is very evident in areas such as national LTR process, tourism resource sharing policies, collaborative natural resources management (esp. for Uganda) and the support decentralization policies in Uganda and Rwanda) • Was the project design participatory in the sense that it took into consideration the inputs and needs of key stakeholders, including the government, executing agencies, co financiers and the expected beneficiaries and their grassroots organizations? <ul style="list-style-type: none"> ➤ Overall, yes, and it adapted to the contexts. • Did the project benefit from available knowledge (for example, the experience of other similar projects in the

Criteria & score	Definition	Key questions and FE Team Assessment
		<p>area or in the country) during its design and implementation?</p> <ul style="list-style-type: none"> ➤ Yes, it built on CARE Uganda’s CBNRM work <ul style="list-style-type: none"> • Did project objectives remain relevant over the period required for implementation? <ul style="list-style-type: none"> ➤ Yes. The problem was that the designers (and the HGBF) acknowledged that it was a 10 year concept, funded for a 5 year phase. Later the donor changed its institutional priorities, leaving EEEGL an orphan, and none of the implementing agencies raised additional funds for the second phase. They potentially could do so, if the EEEGL’s target groups, and issues, significantly overlap with ongoing country office strategic program design processes (CARE Uganda is undertaking such a planning exercise, and IGCP is also beginning an organizational strategic review). • In the event of significant changes in the programme context or in government policies, has design been retrofitted? <ul style="list-style-type: none"> ➤ Yes – it responded to LTR in Rwanda, and closed in DRC. Most participants argued that closing in DRC was a mistake. Half the project’s resources were located there. The HGBF websites says that HGBF prides itself on working in conflict and post conflict situations where other donors will not work, as long as the risk is acceptable. IGCP continued to work in DRC with funds from other donors, although HGBF froze funds there. So the net result was that IGCP lost resources, but continued to work with other funding • What are the main factors that contributed to a positive or less positive assessment of relevance? <ul style="list-style-type: none"> ➤ The project, in our view, was highly relevant because it successfully tapped into, many stakeholders’ agendas around RS, GL, transboundary technical and political agendas, LTR, and community/PA relationships, including income generation (enterprise); also, the VSLAs were highly relevant to the interests and cultures of the communities where they operated. The RWH would perhaps be less relevant, unless the link to a larger strategy is clear and compelling. The HMG work was highly relevant, but extremely small scale. We can assume that in a second and third phase, this could have become more impactful and larger scale.
<p>Effectiveness (5)</p>	<p>The extent to which the development intervention’s intermediate state were</p>	<ul style="list-style-type: none"> • To what extent have the objectives of the project and its components been attained both in quantitative and in qualitative terms? <ul style="list-style-type: none"> ➤ Considering that the programme focus was not to upscale but pilot for future up scaling of successful

Criteria & score	Definition	Key questions and FE Team Assessment
	<p>achieved, or are expected to be achieved.</p>	<p>pilots, our overall impression is that many of the objectives were achieved in the context of a 10 year project. Solid groundwork has been established for up scaling of most of the programme strategies. The problem is that the language of the original document was geared to the 10 year time horizon, but this was not made explicit in the document. Given that the assumption by the implementers was to have another phase for scaling up the objectives have been attained in qualitative terms to the extent allowable by the limited funding and time horizon.</p> <ul style="list-style-type: none"> • If the project is not yet complete, is it likely that so far unattained objectives may be accomplished in full/in part before its closure? <ul style="list-style-type: none"> ➤ Some of the attained objectives are partially likely to be accomplished before closure of the programme while some will be accomplished in full. For example, the last group of VSLA village agents in Uganda is being trained in a hurry at the end. The learning is being documented in M&E in the same way (though some very good papers have been published on the EEEGL website over the last three years). On the other hand sustainability steps were built into the project throughout (in the form of institutional strengthening for enterprises; training for technical assistance agents and village agents (especially in Rwanda); and making market links to commercial seed providers (mushrooms) and honey marketers. The RS/GL, LTR processes and the TBNRM process seemed strong and are integrated into the relevant national mainstream institutions and processes. • What factors in project design and implementation account for the estimated results in terms of effectiveness? <ul style="list-style-type: none"> ➤ Flexibility in terms of time to do preliminary studies, and engage in startup processes; this paid off with solid interventions, and good partners; where the partnerships failed (as in the case of the first VSLA promoting NGO in Uganda) changes were made. Also flexibility in terms of budget – being allowed to invest in the ideas that were most appropriate to the context. ➤ Application of the principles of transparency and accountability, (and an expectation of technical excellence) in dealing with stakeholders- both at the personal and the institutional levels. ➤ The mainstreaming of the programme strategies in national structures and processes. • In particular, what changes in the overall context (e.g. policy framework, political situation, institutional set-up, economic shocks, civil unrest, etc.) have affected or are likely to affect project implementation and overall results? <ul style="list-style-type: none"> ➤ Various changes in governmental agency configurations in Rwanda (for example the restructuring of

Criteria & score	Definition	Key questions and FE Team Assessment
		<p>the natural resource portfolio at national level and the armed conflict in DRC have slowed and negatively affected the implementation pace and results;</p> <ul style="list-style-type: none"> ➤ Rwanda government’s fast pace of change for economic modernization... (“<i>A country in a hurry</i>”) ...provided opportunities for accelerated programme activity delivery e.g. the LTR process and the upcoming transboundary treaty.
<p>Efficiency (5)</p>	<p>A measure of how economically resources/ inputs (funds, expertise, time, etc.) are converted into results.</p>	<ul style="list-style-type: none"> • Was the project management and execution, supervision and implementation support, and • M&E arrangements appropriate for achieving the project’s immediate objective? <ul style="list-style-type: none"> ➤ Overall, programme management was satisfactory. The Regional Coordination team provided clear, strategic leadership, and fully documented the planning and review processes. However, the project suffered throughout from high staff turnover in both CARE and IGCP, and faced internal challenges harmonizing organizational cultures. ➤ Line management arrangements were moderately satisfactory, and could have improved with greater time dedication by managers in IGCP, and/or additional line management positions to improve the matrix management model. ➤ Financial allocations were mostly adequate, except that project management and M&E (including regional strategic learning) were somewhat under resourced. The project under-budgeted for project manager in Rwanda (had to hire a Ugandan PM, and did not have the salary for this), and the donor declined to fund an important regional strategic learning agenda which diminished the programme’s potential impact on broader audiences. ➤ Implementation could have been faster, i.e., better burn rate. Slow start-up was linked to setting up partnerships and building capacity. • Were resources effectively used? <ul style="list-style-type: none"> ➤ Overall resources were effectively used. Overall, resources for programme activities were used quite efficiently, but the total implementation cost was much higher because the project invested heavily in capacity building and managing relationships across many types of partners. The fact that it took two years to gain momentum was necessary, but would be more acceptable from a cost efficiency perspective, if the structures and processes created could then have continued to bear fruit over a much longer project time horizon. (<i>See separate cost efficiency analysis in section xx of the report</i>).

Criteria & score	Definition	Key questions and FE Team Assessment
<p>Sustainability (4)</p>	<p>The likely continuation of net benefits from a development intervention beyond the phase of external funding support. This includes the extent to which these interventions have been (or are likely to be) replicated and scaled up by government authorities, donor organizations, the private sector and others agencies.</p>	<ul style="list-style-type: none"> • Was a specific exit strategy or approach prepared and agreed upon by key partners to ensure post-project sustainability? <ul style="list-style-type: none"> ➤ In general, the project was designed to build sustainability into all the relationships by a) adjusting to stakeholder interests, so that the stakeholders would likely continue post project (for example the studies done; and the RS/GL); b) Training and facilitating capacity improvements of local replicators of technology (VSLA; FFS agents; mushroom and honey technicians; CBO networks; LTR local committees, CBPM village monitors and TBNR multinational technical committees etc). In the enterprise component, use of the value chain approach was a sustainability strategy as well as a production and marketing strategy involving business development services. However, all this said, most of the processes and enterprises are nascent, and it is unlikely that many of them will be sustainable at the end of a 5 year project; by the end of a second phase of ongoing support, they stand a much better chance of being sustainable. • What are the chances that benefits generated by the project will continue after project closure, and what factors militate in favour of or against maintaining benefits? What is the likely resilience of economic activities to shocks or progressive exposure to competition and reduction of subsidies? <ul style="list-style-type: none"> ➤ The following activities stand very good chances of benefits created by the programme to continue after programme closure activities because of: <ol style="list-style-type: none"> a) VSLAs are culturally compatible and in line with community interests and capacities; b) There is high market demand for mushrooms, potatoes and honey, and reasonable potential for market forces to continue to drive production and technical quality improvement. However, the organizational capacity of these enterprises will require time and support to mature. Some of them may fail, but it is likely that individual entrepreneurs will continue in each value chain. c) IGCP is likely to continue supporting the community tourist enterprises with other funding sources. d) NGOs/CSO sub-grant partners are likely to use capacities learned by working with EEEGL to replicate programme approaches (like VSLA, and community based planning) in their work with other donors. e) The government’s commitment and the recognition of the relevance and importance of the EEEGL model for the roll out phase of the Rwanda government led LTR process.

Criteria & score	Definition	Key questions and FE Team Assessment
		<p>f) The resource access (MUZ) practice in Uganda is well mainstreamed in the Community Conservation programme of the park authorities.</p> <p>g) The TBNRM is in an advanced stage of treaty signing.</p> <p>h) The CBPM will most likely be sustained because of the community demands for downward accountability and the local government's acceptance of the effectiveness of the process in assisting them to make realistic development plans for the grassroots development agenda.</p> <ul style="list-style-type: none"> • Is there a clear indication of government commitment after the EEEGL closing date, for example, in terms of provision of funds for selected activities, human resources availability, continuity of pro-poor policies and participatory development approaches, and institutional support? Did the EEEGL project design anticipate that such support would be needed after programme closure? <ul style="list-style-type: none"> ➤ This depends on the country, and the issue. GoU processes seem strong around RS/GI, and GoR processes seem strong around LTR. These will probably continue, and probably the transboundary treaty work, if discussions on developing the protocols do not become contentious. • Do project activities benefit from the engagement, participation and ownership of local communities, grassroots organizations, and the rural poor? <ul style="list-style-type: none"> ➤ Mostly very definitely so (highly satisfactory). • Are adopted approaches technically viable? Do project users have access to adequate training for maintenance? <ul style="list-style-type: none"> ➤ Overall, yes. RWH done by public tanks does not seem financially viable without subsidies. • Are the ecosystem and environmental resources (e.g. fresh water availability, soil fertility, and vegetative cover) likely to contribute to project benefits or is there a depletion process taking place? <ul style="list-style-type: none"> ➤ PA resource extraction policies should be based on measuring what is left, i.e., to keep stocks in place. If not, then the extraction process will be depletive. Soil fertility in the areas around the PA is a long term concern.
Rural poverty impact	Impact is defined as the positive changes that have occurred or are	<ul style="list-style-type: none"> ➤ We cannot say much about this except that the per capita benefit from RS is practically insignificant; incomes have not risen significantly, because the enterprises are new but households are receiving moderately increased income from honey, potatoes, and mushrooms. The tourism revenue sharing from

Criteria & score	Definition	Key questions and FE Team Assessment
	<p>expected to occur in the lives of the rural poor as a result of programme interventions.</p>	<p>community tourists lodges are having an impact on community perceptions, and have improved community PA relationships (as have the RS/GL revenues). VSLA activities have been positively received by communities, but the ultimate economic impact is quite limited because the saving levels are so low, that consequently the loans are also small. However, they are making small scale, and psychologically important impacts on member attitudes.</p> <ul style="list-style-type: none"> ➤ If the analysis is extended beyond economic impact to include the changes in attitude, and skills of participants, the project has had quite a measurable impact (as per conversations with participants).
<p>Household income and assets (4)</p>	<p>Household income provides a means of assessing the flow of economic benefits accruing to an individual or group, whereas assets relate to a stock of accumulated items of economic value.</p>	<ul style="list-style-type: none"> • Was there an increase in HH income and assets as a result of programme activities? <ul style="list-style-type: none"> ➤ The evaluation having been qualitative in nature we can say based on statements from KIIs, that HH assets increased in terms of bee hives; VSLA savings, some goats, heifers; increased petty trading; and that several HHs used their increased income/or savings for child education. In essence, the potential for increased HH income and assets if the activities were scaled up is quite good.
<p>Human, social capital and empowerment (5)</p>	<p>Human and social capital and empowerment include an assessment of the changes that have occurred in the empowerment of individuals, the quality of grassroots organizations and institutions, and the poor's individual and collective capacity.</p>	<ul style="list-style-type: none"> • Did rural people's organizations and grassroots institutions change? <ul style="list-style-type: none"> ➤ Yes, the tourist associations got much stronger (this is part of a longer term process that preceded EEEGL) and will continue afterwards, because IGCP will continue with EEEGL activities. Farmer and value chain organizations were strengthened (incipient, though). The CSOs may have been strengthened significantly through the community based planning processes, and the local governments that we spoke with in Uganda valued the participatory approach. • Are changes in the social cohesion and local self-help capacities of rural communities visible? <ul style="list-style-type: none"> ➤ HMG/Rwanda, yes, but incipient, and very small scale. In general, VSLAs are cohesive, and have a strong sense of enthusiasm and confidence around self help (same is true for the enterprise groups, but they are so new that they are untried, and will face significant future challenges. The NCCDF group seemed cohesive (internally) but there were signs that cohesion within the community was a much more complex and tenuous issue. We did not talk to SACOLA community members. ➤ The resource use groups showed clear signs of being more organized and with a sense of confidence in

Criteria & score	Definition	Key questions and FE Team Assessment
		<p>their relationships with the park authorities to present their views on the issues around the conservation and benefit sharing from collaborative park management.</p> <ul style="list-style-type: none"> • To what extent did the project empower the rural poor vis-à-vis development actors and local and national public authorities? Do they play roles that are more effective in decision-making? <ul style="list-style-type: none"> ➤ Yes, around community based planning in Uganda where village based and generated development plans have been taken up by the local government system and are being implemented through the mainstream local government structures and processes. • Were the rural poor empowered to gain better access to the information needed for their livelihoods? <ul style="list-style-type: none"> ➤ HMG/Rwanda, yes; enterprise participants, yes; Uganda RS/GL community participants, yes;
<p>Natural resources and the environment (4)</p>	<p>The focus on natural resources and the environment involves assessing the extent to which a project contributes to changes in the protection, rehabilitation or depletion of natural resources and the environment.</p>	<ul style="list-style-type: none"> • Did the status of the natural resources base change (land, water, forest, pasture, fish stocks, etc.)? <ul style="list-style-type: none"> ➤ No, except less community pressure on PAs (due to RS/GL) and more access via revised MUZ system and introduction of MUZ in MGNP. • Did local communities' access to natural resources change (in general and specifically for the poor)? <ul style="list-style-type: none"> ➤ Perhaps in a limited way around Uganda resource user's groups, and access guidelines. ➤ HMG/Rwanda reclaimed legal right to 8 hectares of land. LTR gave more legal status to land, and inheritance rights. ➤ The LTR awareness raising and public dialogue work supported by the programme provided an entry point for a reasonable number of community members to know their land rights and influence the participation of many HH in the land registration process. • Has the degree of environmental vulnerability changed (e.g. exposure to pollutants, climate change effects, volatility in resources, potential natural disasters)? <ul style="list-style-type: none"> ➤ Enterprises were carefully selected to be environmentally benign, or positive.
<p>Institutions and policies (5)</p>	<p>This criterion is designed to assess changes in the quality and performance of the</p>	<ul style="list-style-type: none"> • Were there any changes in rural financial institutions (e.g. in facilitating access for the rural poor)? <ul style="list-style-type: none"> ➤ Limited to a few cases mostly in Rwanda. • How did public institutions and service delivery for the rural poor change?

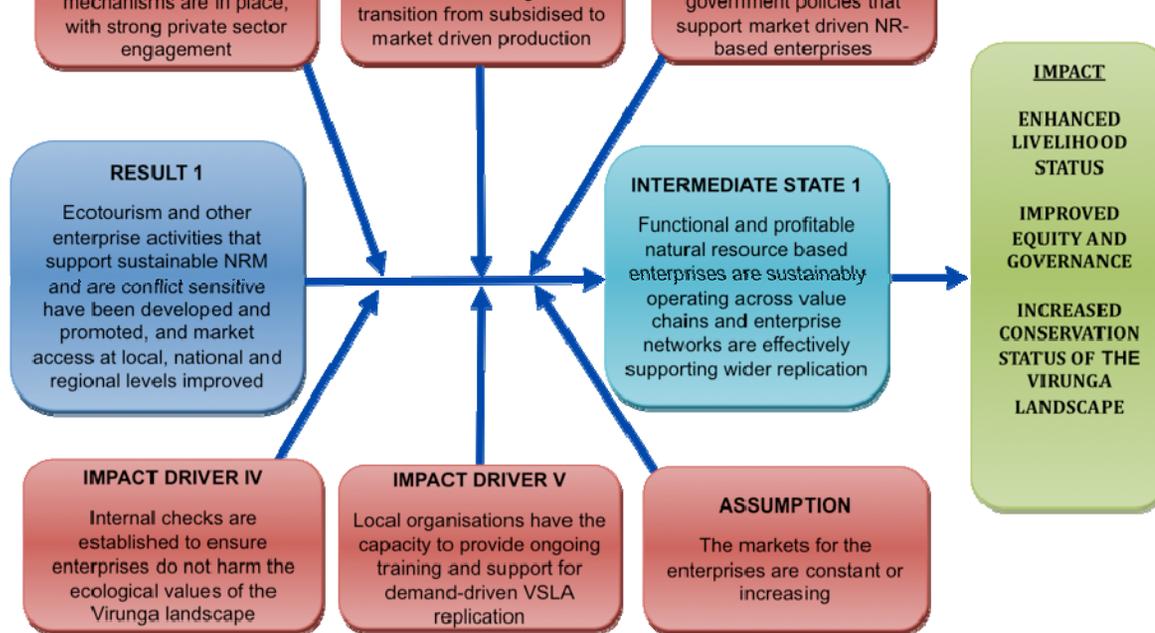
Criteria & score	Definition	Key questions and FE Team Assessment
	<p>relevant(programme related) institutions, policies and the regulatory framework that influence the lives of the poor.</p>	<ul style="list-style-type: none"> ➤ RS/GL in Uganda. More targeted public spending around community based plans. ➤ The bye laws developed for the Mughainga National Park provided for substantial amendments to the Park law incorporating provisions that were more acceptable by various stakeholders and promoted good attitudes in the people towards the declared PA. • What improvements were discernable in local governance, including the capacity and role of government departments, NGOs, the private sector, and elected bodies and officials? <ul style="list-style-type: none"> ➤ More accountability around RS/GL in Uganda. APIB/PROMIC strengthened their programs with some elements drawn from VSLA methodology. • Were there any changes in national/sectoral policies affecting the rural poor? <ul style="list-style-type: none"> ➤ Changes to RS/GL guidelines, Uganda. Transboundary work may bring some guidelines around PA management when the treaty is functioning. • Did the regulatory framework change in so far as its impact on the rural poor? <ul style="list-style-type: none"> ➤ RS/GL guidelines, Uganda. • Did market structures and other institutional factors affecting poor producers' access to markets change? <ul style="list-style-type: none"> ➤ Only in a limited way (honey/potatoes, and these by virtue of access to market links, not policy change.
<p>Performance of partners</p> <ul style="list-style-type: none"> • CARE International • IGCP • NGOs & CBOs <p>(5)</p>	<p>The performance of each partner will be assessed on an individual basis with a view to the partner's expected role and responsibility in the project life cycle.</p> <p>(NB: Our detailed partner assessment is limited to CARE and IGCP, and our general</p>	<ul style="list-style-type: none"> • Did CARE and IGCP mobilize adequate technical expertise in the project design? <ul style="list-style-type: none"> ➤ Yes. Satisfactory. • Was the design process participatory (with national and local agencies, grassroots organizations) and did it promote ownership by the borrower? <ul style="list-style-type: none"> ➤ Unknown for EEEGL design. It may have included some. However, after being funded, EEEGL was highly participatory as it designed its interventions. • Were specific efforts made to incorporate the lessons and recommendations from previous independent evaluations in project design and implementation? <ul style="list-style-type: none"> ➤ Yes, the people doing the design were highly experienced and drew personally, and organizationally, on past experience.

Criteria & score	Definition	Key questions and FE Team Assessment
	<p>assessment extends to the sub-grant recipient partners).</p>	<ul style="list-style-type: none"> • Has the supervision and implementation support programme been properly managed (frequency, composition, continuity)? <ul style="list-style-type: none"> ➤ Overall, yes. • Has the cooperating institution been effective in financial management? <ul style="list-style-type: none"> ➤ Overall, yes. In cases of non-compliance, corrective action was taken or MoUs terminated. • Has the cooperating institution sought to monitor project impacts and donor concerns (e.g. targeting, participation, empowerment of the poor and gender aspects)? <ul style="list-style-type: none"> ➤ Overall, yes. • Have implementation problems been highlighted and appropriate remedies suggested? <ul style="list-style-type: none"> ➤ MTR did this. Also, participatory management coordination structures were devised which allowed good ongoing feedback. • Has the cooperating institution promoted or encouraged self assessment and learning processes? <ul style="list-style-type: none"> ➤ Yes, but it was under resourced in this regard. • Has the supervision process enhanced implementation and poverty impacts? <ul style="list-style-type: none"> ➤ There were significant supervision challenges, which were ultimately overcome, but at some cost to efficiency. • Have the cooperating CBOs and NGOs been responsive to requests and advice from CARE and IGCP when carrying out its supervision and project implementation responsibilities? <ul style="list-style-type: none"> ➤ Overall, yes. • How effectively have NGOs fulfilled their contractual service agreements? <ul style="list-style-type: none"> ➤ Overall, very well. When there were problems, EEEGL took corrective action.. • Have NGOs/CBOs acted to strengthen the capacities of rural poor organizations? <ul style="list-style-type: none"> ➤ Yes, that was their role, however some of them required capacity building, (especially in Rwanda). • Can NGOs/CBOs contribute to the sustainability of project activities?

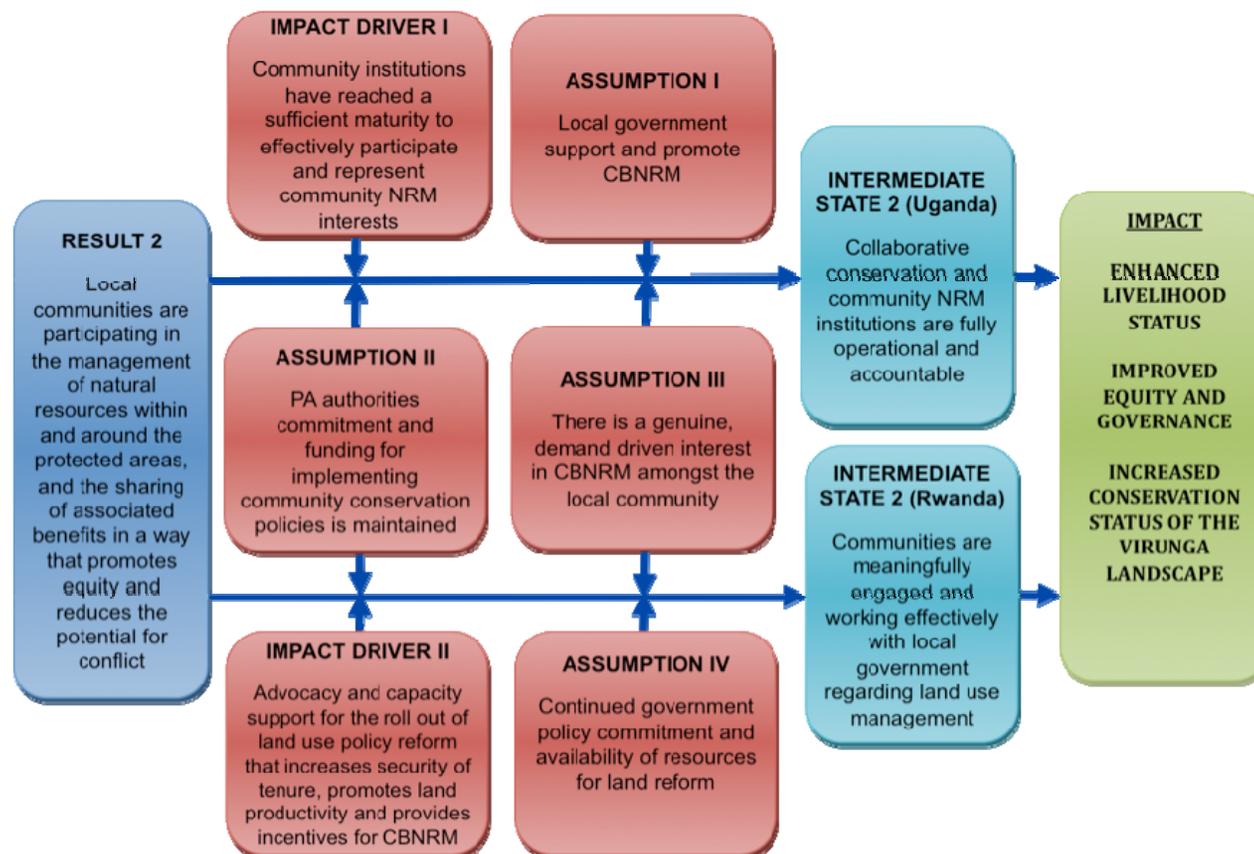
Criteria & score	Definition	Key questions and FE Team Assessment
		<ul style="list-style-type: none"> ➤ Not without continued funding.
<p>Overall Assessment of Programme Performance (5)</p>	<p>This provides an overarching assessment of the project, drawing upon the analysis made under the various evaluation criteria cited above.</p>	<ul style="list-style-type: none"> • Is the project likely to achieve its major objectives efficiently, and, if so, will those achievements make a difference in terms of the improved livelihood situation in a given country? <ul style="list-style-type: none"> ➤ We conclude that the project laid a very solid basis for efficient, relevant, and effective impact, which can be scaled up if taken against the time horizon of a 10 year project. It promoted meaningful and effective initiatives, and collaboration, among important stakeholders linked to the project’s objectives. The project made a significant difference in specific aspects (RS/GL guidelines; LTR; community tourism enterprises, LG development planning for the grassroots) and has the potential to make significant impact in other enterprises.

These definitions have been adapted from the OECD/DAC Glossary of Key Terms in Evaluation and Results-Based Management.

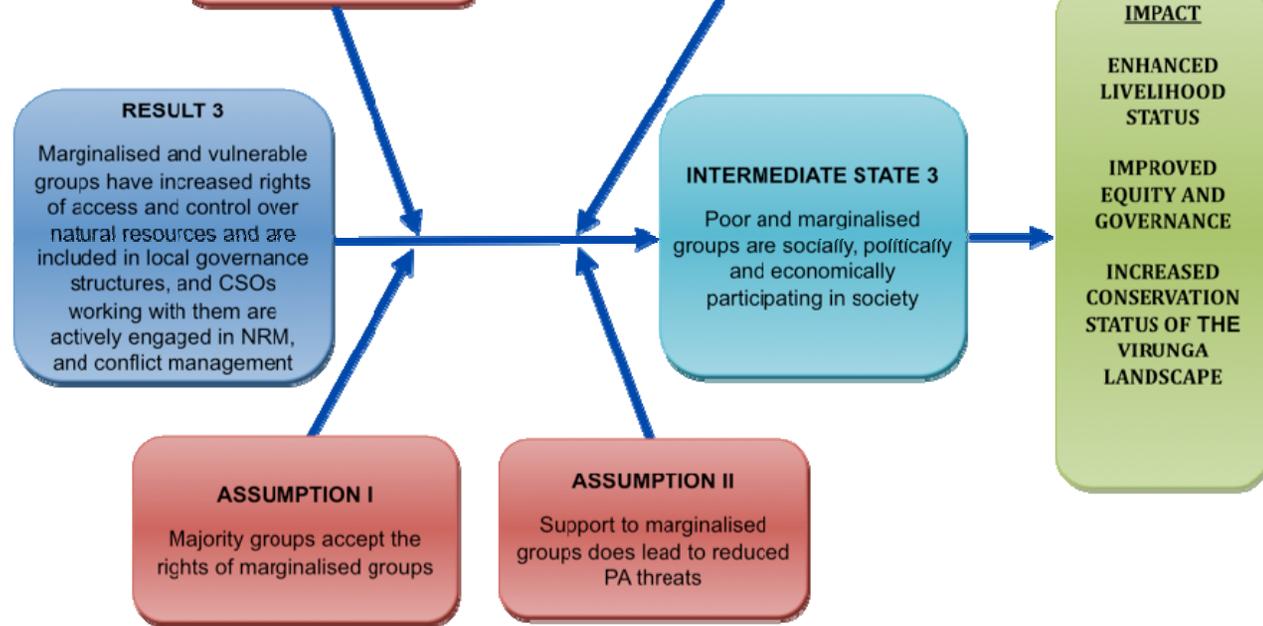
7. Appendices



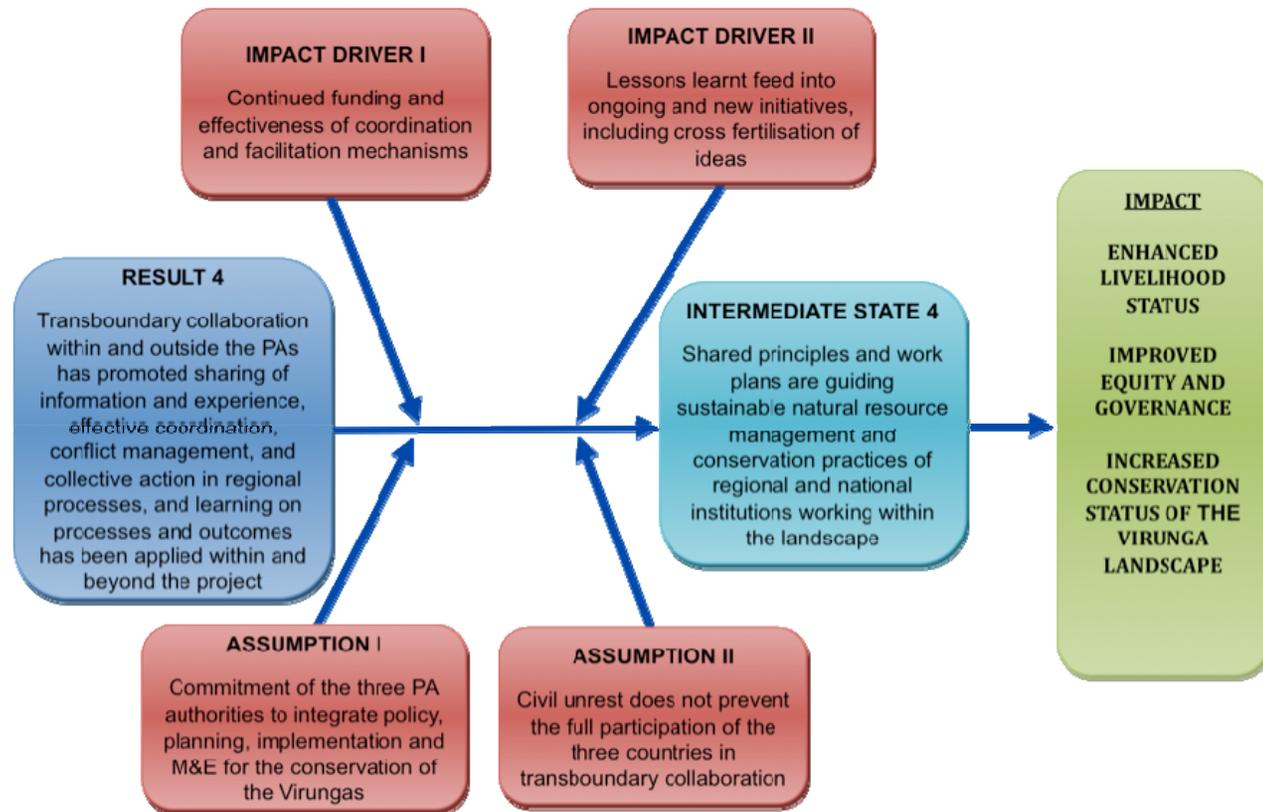
ToC flow chart for Strategy 2: PNRM



ToC flow chart for Strategy 3: Community Empowerment



ToC flow chart for Strategy 4: Transboundary Collaboration and Learning



ER#1: Ecotourism and other enterprise activities that support sustainable NRM and are conflict sensitive have been developed and promoted, and market access at local, national and regional levels are improved.		1.1	# community based (community owned and managed) business entities working in enterprise activities that support sustainable NRM	2007	Ecotourism enterprises = 2 (SACOLA Lodge and NCDF Lodge)	2
				2007	Other enterprises: 1 (UNSPPA)	3 (UNSPPA, Mushroom growers, Kanungu Beekeepers Development Co)
		1.2	Vulnerable/HMG trends: volumes and value of production, # of people involved in enterprises, non-monetary benefits (e.g. personal consumption, building community infrastructure)	2007	SACOLA: women = 16,581 (55%); NCDF: 23 people on Board: 18 men and 5 women (22%); women = 1,100 (55%)	Data in Section 1.3.1.2 of the M&E draft report
		1.3	Total community (including vulnerable/HMG) trends: volumes and value of production, # of people involved in enterprises, non-monetary benefits (e.g. personal consumption, building community infrastructure)	2007	SACOLA (30,302 direct beneficiaries). NCDF 2,000 direct beneficiaries	Data in Section 1.3.1.2 of the M&E draft report
		1.4	# of VSLA groups formed and supported	2007	Rwanda: 0, Uganda: 0	65
		1.5	Amount of savings and loans by the vulnerable/ HMG in VSLA	2007		0 Ug total (Ugs): 13,556,900; Rw total (all are HMG/vulnerable) (Rwf): 8,674,913
		1.6	Annual %age rate of loan fund repayment	2007		0 Rwf: 100% for March 2010. Uganda: 75%

for conflict.	Uganda		in the institutions/structures supported and participating in NRM			Section 1.4.1.2 of the M&E report	
		2.1.3	# of NRM agreements and MOUs amongst PAAs, LGs and communities that are 1) negotiated, 2) approved and 3) implemented	2007	11 implemented	1) 16, 2) 13, 3) 13	
		2.1.4	# of vulnerable/HMG HH benefiting from approved NRM agreements and MOUs	2007	No data	240	
		2.1.5	# vulnerable/HMG HH that access safe water through rain water harvesting	2007		0 350 F, 31 HMG	
		2.1.6	# HH that access safe water through rain water harvesting	2007		2500 0	
							Rw: Environment committees in 4 districts, water
	Rwanda	2.2.1	# of institutions and structures supported and participating in NRM	2007			Leadership CCC: 2%; water user: 50%
		2.2.2	%age representation of the vulnerable/HMG in the institutions/structures supported and participating in NRM	2007			0 No data
		2.2.3	# vulnerable/HMG HH that access safe water through rain water harvesting	2007			0 6,300 2500
		2.2.4	# HH that access safe water through rain water harvesting	2007			0 Training of leaders: unknown; focus group discussions: 66 (100%); Community awareness: 1108 (78%)
		2.2.5	# of vulnerable/HMG who have participated in land tenure regularisation outreach	2010			0 Training of leaders: 32; focus group discussions: 66 ; Community awareness: 1951;
		2.2.6	# of people who have participated in land tenure regularisation outreach	2010			0 No data
		2.2.7	# of vulnerable/HMG supported in land registration	2010			0 9187
		2.2.8	# of people supported in land registration	2010			

ER#3: Marginalized and vulnerable groups have increased rights of access and control over natural resources and are included in local governance structures, and CSOs working with them are actively engaged in NRM, and conflict management	Uganda	positions in decision making bodies of LG, and CSO networks	2007	0	No data
		3.1.3 # of actions/initiatives made and # of actions/initiatives implemented in favour of vulnerable/HMG as a result of CSO network lobby to LGs and UWA			No data
	3.1.4 # of vulnerable/HMG benefiting from gorilla levy revenue sharing and multiple use zones	2007	Ug: 5 (total) groups with Multiple Use MoUs	MUZ: 240, unknown for gorilla levy	
Rwanda	3.2.1 # of people benefiting from community driven development programme (HMG literacy and food security programme)	2010	0	64	
ER#4: Transboundary collaboration within and outside the PAs has promoted sharing of information and experience, effective coordination, conflict management, and collective action in regional processes, and learning on processes and outcomes has been applied within and beyond the project.	4.1 # harmonised best practices and policies across the region implemented (e.g. RS, gorilla tourism)	2007	5 (gorilla tourism rules, ranger based monitoring, buffalo wall for problem animal control, PAA MoU, MoU on gorilla tourism revenue)	8 (5 in baseline + gorilla permit rates, gorilla tourism policy and habitatuation gorilla	
	4.2 # implemented decisions /activities based on TSP	2007	0	7	
	4.3 # of collective actions towards newly emerging issues by government officials of the 3 countries	2007	0	4	
	4.4 # CSOs, CBOs and local leaders actively participating in TB processes and TB institutions related to NRM	2007	No data	12 sectors (RW), 27 parishes (UG)	

Annex 3 – Tool for Programme Approaches Assessment

In 2010, the EEEGL team developed the following framework of qualitative indicators to monitor and reflect upon critical factors for sustainability, over and above result indicators. The FE team used this as a guide for assessment.

Key statements	Outcomes	Indicators and Suggested Monitoring Methodology	Assessment
<p>Y shall achieve equity through ity empowerment, dialogue, n/knowledge sharing and bility within an environment that articipation and involvement of all lders.</p>	<p>1) Historically marginalized groups feel recognised and valued by other stakeholders in decision making.</p>	<p>Key participant interviews and focus group discussions. Focus group discussions should be held with historically marginalized groups. Ask them to define what being recognised and valued means to them. Be careful in translating the concepts into local languages. They will indicate a variety of issues that the group can then validate and that can guide the questions for one-on-one interviews. At least 3 focus groups will have to be conducted per community. It is recommended to do focus groups –mixed male/female/ethnicity as well as single sex and single ethnicity. <u>Example:</u> In other communities when discussing participation and involvement with Batwa they often say that they feel respected and included when they are invited by others to share the same straw in a pot of beer – or eat a meal off the same plate.</p>	
<p>PARTNERSHIP shall establish and develop hips based on mutual respect, ownership and responsibility of decisions and results.</p>	<p>2) Partners implementing EEEGL have mutual respect for each other. 3) Partners implementing EEEGL share ownership, and</p>	<p>The first outcome on mutual respect would follow the same basic procedures as mentioned above. However, in this case, there is a wider group of partners, making it extremely useful to do some partnership analysis. First of all, there is the CARE/IGCP partnership. Then, there is the next level of partnership among governments and protected area authorities; then, the level with national</p>	

ch statements	Outcomes	Indicators and Suggested Monitoring Methodology	Ass
	<p>responsibility of actions, decisions and results.</p>	<p>NGOs that are being funded by the project; then small associations; and finally, the private sector. The relationships differ at each level and thus the indicator for mutual respect for example will differ.</p> <p>The second outcome will also need to be divided up. This outcome will be less about emotions and what people are feeling and more about actual concrete things such as statements, documents, formats of reports etc. However, each stakeholder must be involved in defining what this will look like.</p>	
<p>ICT SENSITIVE</p> <p>are reduced and limited as and stakeholders have access to ion and are participating actively on making.</p>	<p>4) Project beneficiaries have equal right and access to existing information about supported NRM actions.</p> <p>5) Equal space for participation of all stakeholders in decision making.</p> <p>6) Mutual respect and tolerance exists amongst stakeholders.</p>	<p>As above, there is a need to define what this will look like as there will be differences of opinion. Try to avoid indicators such as “women represented on committee”. That can serve as a data point but the more important information is related to whether women saying anything and whether their opinion is being listened to and respected?</p> <p>It is possible that information on all of the outcomes could be grouped into one round of focus group discussions - as for the 3 approaches the outcomes are similar.</p>	

This paper describes several potential management models for multi-country projects (MCPs) as they relate to CARE's country office-based business model.²⁸

The goal is synergy, greater impact and learning. A project is a time-bond initiative comprising a set of actions that collectively contribute to a common goal. With an MCP, *there must also be an umbrella or hub that provides a programmatic strategy and quality management / coordination / facilitation function that makes the overall project greater than the sum of the parts.*²⁹

The challenge in choosing a management model is to define the role and function of this MCP umbrella/hub in relationship to the nature and main objectives of the project and those that fund and implement the MCP. Each model will demand trade-offs. The big questions are – how much autonomy to give up for the common good; what is the balance between costs/benefits; how to control and mitigate the risks?

Recent World Bank guidelines make the following points about governance and management models for regional programs.³⁰

- **Governance** has to do with the structures, functions, processes and organizational traditions that ensure a program achieves its objectives.
- **Management** has to do with day to day operation given the governing directives.
- **“Good” governance and management** put into practice principles such as legitimacy, accountability, responsibility, fairness, transparency, efficiency, and probity.
- **Various models** are useful, depending on the context.
- The models should ensure **adequate participation** of **“shareholders”** (those who invest in the project) and **“stakeholders”** (others affected by the project) and 360 degree accountability to them and participants/beneficiaries.
- The location of project management should not give undue dominance to the hosting organization.

²⁸ Source – Stuckey, Joe and Mary Picard. *Operational Issues for Managing Multi-country Projects Report (Phase I Report, Appendix 5)*. CARE East and Central Regional Management Unit. July, 2009. This document is based on output from the Kigali workshop January 28-30 2009, edited and expanded by Phil Franks and Joe Stuckey in collaboration with Delphine Pinault and Mary Picard.

²⁹ We are not implying that the management/coordination/facilitation role has to be performed by one manager or coordinator. Although this is the norm, the role may also be performed by combinations of full or part-time people from CARE and SP/IPs. In all the models we will refer to the management, coordination, facilitation function or unit without specifying exact makeup/modalities.

Some criteria to consider:

- How far is a CO or a partner willing to cede control to a project management/coordinating/facilitating unit for the sake of ensuring quality?
- Do senior managers in a CARE country office or another partner organization have the time to build and maintain necessary relationships?
- Whose systems will take precedence? How far are COs and partners willing to go to harmonize ways of working?
- How much flexibility can a CO accept in SPC allocation to benefit the larger program?
- How much consultation and information sharing is individually acceptable and collectively desirable?

Key elements depicted in the management model drawings:

1. **Contract holder (CH):** the entity that has signed the agreement with the donor – normally a CI Member but could also be a CO that is managing a grant on behalf of several COs. Note that some large MCPs could have more than one grant, i.e. more than one contract holder. Implementing partners or strategic partners (see definitions below) could also be contract holders. The CH holds primary responsibility for all programmatic and financial compliance.³¹
2. **Country Office/ or Strategic Partner (CO/SP):** the entity at country level that acts as a financial intermediary between CH and IPs including sub-grant management, with primary responsibility for financial compliance issues in the field. This would normally be a CO, but could also be a “Strategic partner” (SP) who may take on the role of a CARE CO in some of the countries. A CO/SP may also have a programmatic role (i.e., it could also be an IP in some cases) depending on the project document and strategy. This can also be influenced by factors such as COs experience in the core issues to be addressed by the project, and past experience managing programmatically such projects.
3. **Implementing partner (IP):** an entity that implements all or part of the project at country level under a sub-grant from the CO/SP or directly from the CH. IPs may be national NGOs or CO/SPs. If a CO/SP is an IP, which is almost always the case in CARE, then the CO/SP will have funds directly from the CH.
4. **Board/Steering Committee:** the governance entity to which the MCP is programmatically accountable at a strategic level. The Board/Steering Committee provides the mandate for coordinated action among autonomous organizations, and sets

5. **MCP management and coordination units:** A MCP/MU (management unit) – has programmatic management responsibility and authority (hard power) conveyed by board/steering committee. In contrast, a MCP/CU (coordinating unit) has programmatic responsibility, which it must exercise through coordination. In one model (matrix consortium) CO/SPs and the MCP unit share program management authority (i.e. there is a balance of hard power). (*Note: in all the models, the role of MCP units could be handled by a CO/SP, just as they also could be separate.*)
6. **Contract management** – The thin, solid black line represents the flow of funds, and both programmatic and program support compliance reporting obligations. To simplify the diagrams, these relationships are sometimes encapsulated within the blue PS line (see below).
7. **Consultation/Information Sharing** – information sharing must permeate the MCP structure; if it were fully graphed, each model would look like a spider web. However, in the critical relationship between CO/SP and MCP/MU, both parties have a responsibility not only to keep each other informed of relevant issues, but also to fully consult on important management issues; in some models, this extends to a commitment for consensus decision making. The MOU should define the degree of consultation, and how it works.
8. **Program Support** – The blue dashed lines show who provides program support services. (To simplify the drawings, this line also represents contract management between CH-MCP MU/CU, and with IPs). Most PS relationships involve the use of direct line management and decision-making authority.
9. **Program management** – the solid red line signifies flow of responsibility for achieving program objectives, including developing workplans, approving budgets, implementing activities, and evaluating results. Program management requires a mix of hard and soft power, depending on the model.
10. **Matrix management** – “*A style of management where an individual has two reporting superiors (bosses) - one functional and one operational. To be effective, the functional and operational managers must have equal weight in controlling the individuals in their matrix.*”³² Matrix management uses dual lines of hard power that are balanced and work through consensus decision-making. Soft power is also important but not the dominant form of power, but often becomes the de facto way of working when one of the two program managers does not respect the formal agreement on power balance, so you end up using soft power to compensate for imbalance in hard power.

Continuum – The five models that we will describe fall along a spectrum from a very strong central management model (Autonomous Consortium), to a much weaker one (Network) that does not even allow for coordination. Each of these two extremes challenges CARE’s current operating structure – the strong one because it requires COs to give up a lot of autonomy, and the weaker one because it lacks the means to assure multi-country synergy beyond learning, within one integrated project. Most of the cases that we reviewed used one of the three intermediate models:

Considering however, the rapidly increasing number of MCPs in CARE and recognizing that the organization's structure is also evolving, the five options are being presented in this report.

Allocation of primary field responsibility by types of models (knowing that the Contract Holder holds the primary responsibility to the donor)

Project type	Responsibility			
	Programmatic compliance	Finance/ compliance	HR Management	Other program support
Autonomous consortium	MCP/MU	MCP/MU	MCP/MU/IP	MCP/MU
Semi-autonomous consortium	MCP/MU	CO/SP	MCP/MU or IP	CO/SP or IP
Matrix consortium	MCP/CU CO/SP + IP ³³	CO/SP	IP	CO/SP or IP
Working group	CO/SP + IP ⁵	CO/SP	IP	CO/SP or IP
Network	IP	CO/SP ³⁴	IP	IP ³⁵

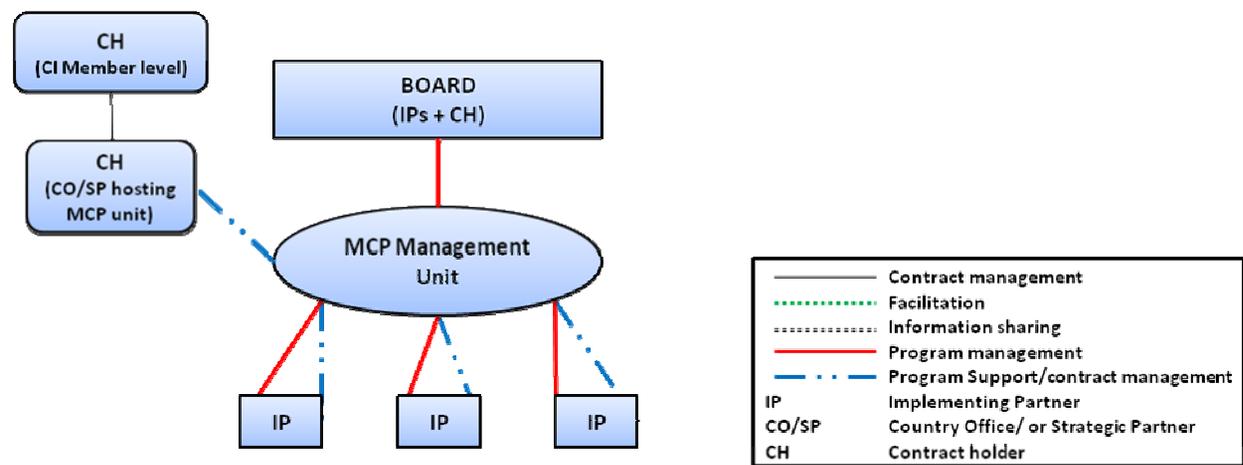
In order to simplify for illustrative purposes, we show only one CH, two CO/SPs and two IPs in the following drawings. In practice, the MCPs can involve as many CHs, CO/SPs and IPs as necessary.³⁶

³³ If the CO/SP is not acting as IP, and assuming that the CO/SP has chosen to work in true partnership with the IP, then CARE CO/SP does share program responsibility with an IP, but from a contractual point of view responsibility ultimately lies with the CO/SP and MCP/MU.

³⁴ Only if the project includes provision for sub grants to IPs.

³⁵ There should be very little program support function here outside HR and finance.

³⁶ In the following diagrams, we have stripped the models down to only two dimensions – program management



Overview

- CH is likely a CO/SP, and CO/SPs can be IPs
- Consortium members form an autonomous board, including implementing partners and contract holder.
- Board members fully second staff to MCP management unit.
- Board and Contract holder co-manage MCP management unit
- MCP management unit has authority to
 - line manage all staff;
 - provide Program Support
 - subcontract implementing partners

Description:

An Autonomous consortium operates as a self-contained entity with its own strong identity. The Implementing partners at country level are accountable to an “MCP Management Unit” which in turn is accountable to a Board. The Management Unit provides programmatic direction and oversight, and all programme support functions including oversight, i.e. it has full management authority. The Board defines overall strategic direction and approves annual workplans and budgets. Contract Holders (e.g. CI Members providing funds) and the lead Implementing Partner in each country (which may or may not include COs) would sit on the Board and by this means have influence over the project at a strategic level but no involvement in the project on operational issues. Staff of implementing partners would be on contract to these organisations from a legal perspective (unless the project has its own legal identity) but otherwise fully seconded to the project.

Strengths:

- Separate project entity greater than identity of partners;
- Greater efficiency due to tailor made, accountable program support;
- Level playing field leading to true, balanced partnership;
- Very strong program quality oversight;
- Strong unifying vision and potential for learning.

Weaknesses:

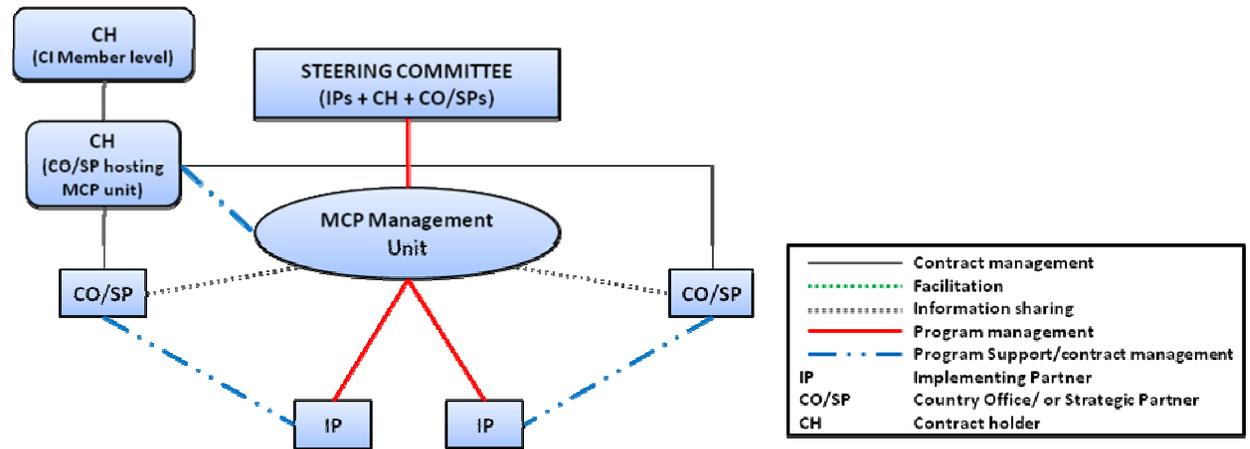
- This model has been used very successfully but is not common because COs may have real concerns about a separate CARE entity operating within their country & the risks associated with that as well as in terms potential difficult integration with the CO program portfolio – although this would be up to the CO to make of it what they can.
- Dependent on a management unit; learning is not embedded in COs. There is risk of losing institutional memory if key regional management staff leave the organization.

Comment:

- The board must give real power to the MCP/MU; in order to be able to insist on this, Board members should be highly placed in their organizations, and should include RMU level representatives.
- This model works when all parties fully trust management unit's technical competency.
- Especially given CARE's increasing emphasis on financial compliance, most CARE Members would resist agreeing to a project that does not come under compliance oversight of the COs. The only way it might work is if the MCP Management Unit itself comes under, from a compliance perspective, the CO in which it is located. (This was how PRIMERO APRENDO worked.)
- This model should not necessarily be more costly than others. An argument can be

• This is a strong project management model, for producing specific deliverables in a specific timeframe. It would be less suitable for long term programs in which the types of project interventions, stakeholders, roles and relationships would need to vary over time.

SEMI-AUTONOMOUS CONSORTIUM



Overview

- Contract holder, partners, and COs on Steering Committee. Assumption that COs are equal to other partners on Steering Committee.
- Steering Committee and Contract Holder co-manage MCP management unit
- MCP management unit manages implementing partners for programmatic issues. Secondment may also occur. Consultation between CO/SP and MU is not a formal requirement, but effective information sharing is essential.
- CO/SPs are responsible for Program Support to implementing partners (administrative/finance services, HR management in the case of their own staff) and can in some cases be implementing partners themselves.
- MCP purchases Program Support from CO/SPs

Description:

Like an Autonomous Consortium, a semi-autonomous consortium operates as a self-contained entity with its own strong identity. The difference is that program support functions are provided by the host CO or a Strategic Partner (SP) taking on this role.

On program compliance issues the Implementing Partners of the project are fully accountable to an “MCP Management Unit” which in turn is accountable to a Steering Committee, but on financial compliance issues, the implementing partners are accountable to the respective COs/Strategic Partners. The Steering Committee defines overall strategic direction and approves annual workplans and budgets. Contract Holders (e.g. CI Members providing funds), Lead Implementing Partners and Country Office (Strategic Partners) provide

are full partners and see this as their project, not the project of the CARE hosted MCPMU, they do not feel like they are seconded to a foreign entity. Performance assessment of seconded staff would be done by the IP with input from the MCPMU.

There should be information sharing between CO/SP and MCPMU, i.e. both parties have a responsibility to keep each other informed of relevant issues (but not a formalized consultation requirement). This information sharing needs to be frequent and ongoing, and in addition to what happens once a year at the steering committee level.

Strengths:

- Very strong program quality oversight
- COs are stakeholders; the model is fully integrated with COs for program support
- Level playing field facilitates balanced partnership
- Strong MCP identity – potential for learning

Weaknesses:

- Limited Program Support oversight by MCP management unit – the MCP has to depend on COs for PS.
- Potential resistance from COs, as programmatically it remains outside the authority of CO management. However, participation of COs in steering committee provides an opportunity to create linkages with a broader CO program portfolio.

Comment:

1. This model generates much discussion because it pushes on the boundaries of the autonomous CO business unit, raising questions like the following:
 - Is the absence of program management responsibility of the CO/SP is even possible?
 - Would a CH (e.g. a CI member) sign an IPIA with a CO only requiring financial management oversight from the CO and no responsibility over project results (impact, outcome, outputs)?

or co-managing sub grants to IPs?

Operational decision making is through consensus between CO/SP, MCP Co-management Unit and IP. If this model is working properly, the frequency of Steering Committee meetings may decline, as strategic direction/decision-making could also be achieved at the operational level. However, having a SC is important. The space it provides to physically meet and engage at a strategic level is critical and would not happen otherwise. This enhances ownership and provides a second tier decision-making platform in case the matrix is not working too well.

Staff of the IPs retain a full line management relationship with their supervisors in their organisations (i.e. they are not considered as seconded to the MCP). If the matrix model is working well the MCP should be able to build a strong collective identity even though staff will also retain the identity of their own organisation, and it is important to get this profiling strategy clearly defined and agreed from the start, along with decision-making protocols etc.

Strengths:

- Effective integration with CO strategy / program
- Risk distributed across partners – less vulnerable to failures of MCP Co-management Unit

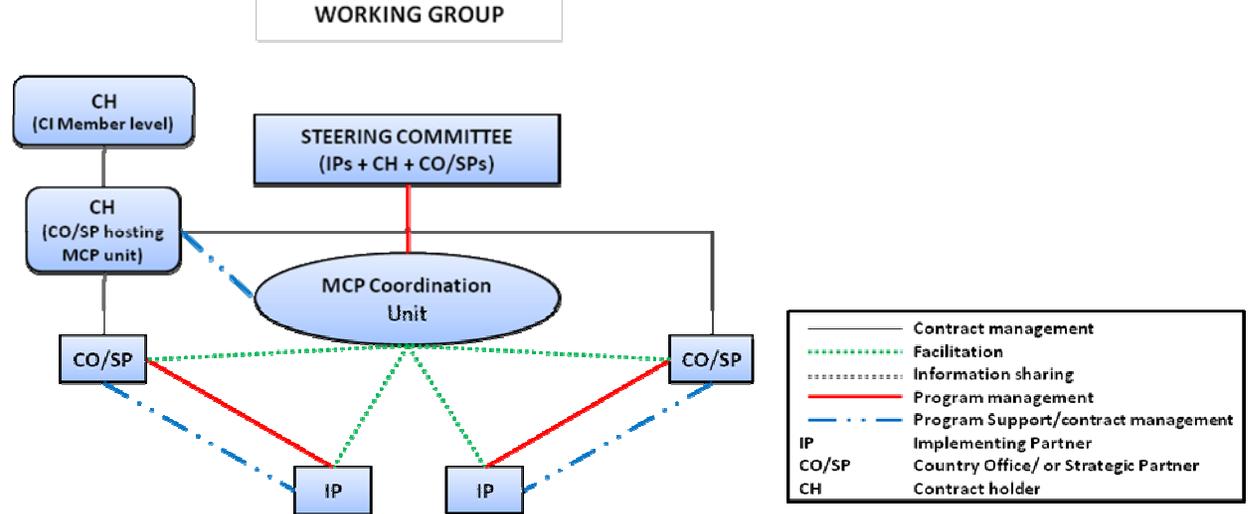
Weaknesses:

- High transaction costs – i.e., relationship building
- Co-management Unit has responsibility without commensurate authority
- CO/SP can divert strategy/resources away from consensus
- The model is inherently unstable – prone to turn into the Working Group model without continuous intervention by the Co-management Unit to keep partners adhering to the co-management principle/approach. This is one of the factors contributing to high transaction costs. The Co-management Unit for a matrix model needs more human resources than the CU for a working group model – hence if it becomes de facto a WG, it will appear to be high cost, low value added.

Comments:

Steering committee meetings can be expensive and in some cases, have strong

- Matrix management was frequently used in the ECARMU cases. The strengths and weaknesses held true; the model did not result in much synergy across COs (in these cases). Management worked well when leaders were adept at using soft power.



Overview:

- Each CO/SP's project is coordinated by the MCP, but every CO is accountable to the CH.
- Steering committee is essential to maintain accountability and legitimacy of the MCPCU
- CO/SP manages IP, is accountable to CH with dotted line to MCPCU
- CO/SP provides program support
- MCPCU has a coordination function, and uses “directive” facilitation to steer the group in a direction that has been mandated by the Steering Committee.

Description:

- A key difference between WG and Matrix is that management of IP lies with the CO/SP – no co-management, i.e. *the MCP is fully a part of, and accountable to, the CO/SP country program.* CO/SP also provides program support.
- Steering Committee is essential to provide the mandate for collaboration, and the strategic direction/decision-making framework within which the CO/SP, IPs and CU operate.
- Operational planning/decision-making is led by CO/SP and IPs with active facilitation/ guidance from the MCPCU. The coordination mandate that the unit has is derived from a joint commitment of the CO/SP and IPs to compromise for the common good in order to maximize overall impact. This gives the CU the right to

defined in the project MOU).

Strengths:

- Strong CO/SP profile
- Easy to get CO/SP buy-in, as it builds on CO autonomy
- Low transaction cost (as management stays within each country). The model does require substantial regional coordination investment, but not as much as in other models and could be done by a motivated CO with a specific budget for that.
- Quick start

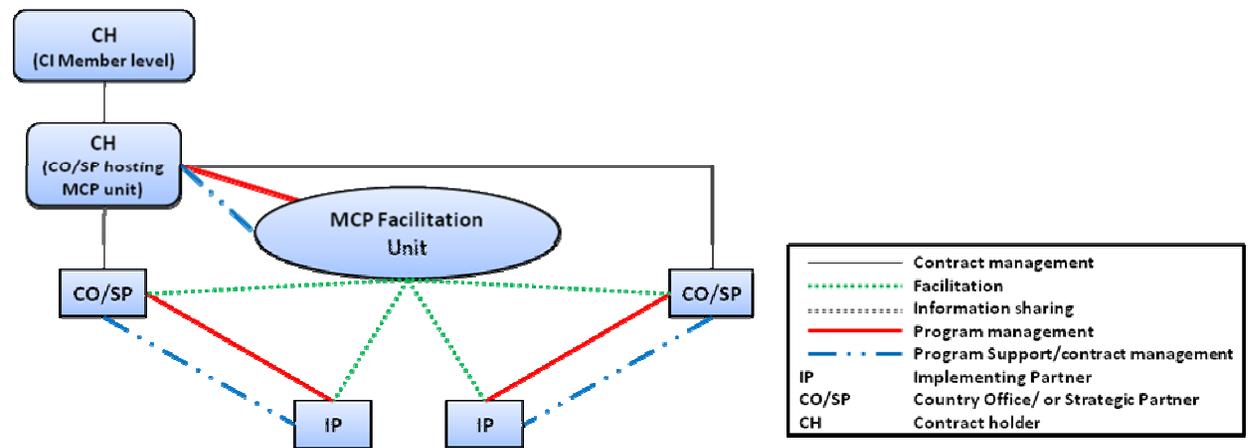
Weaknesses:

- Coordination Unit has no line management authority so it is totally dependent on soft power.
- The model is vulnerable to low partner commitment to engage with the MCP coordination unit. Without strong coordination, the model can easily dissolve into independent, non-synergistic CO projects funded by a common donor.
- Minimal quality assurance at MCP level. (Although COs provide program quality oversight it's more risky in terms of PQ since CO may assume MCPCU is providing program oversight and TA and thus PQ slips down a crack between the two. It is important that PQ roles and responsibilities be clearly understood.)
- In the case of weak MCP coordination, quality assurance may still operate but it is decentralized and thus open to interpretation unless clearly spelled out in MOUs.

Comment:

- This model requires high investment in identifying shared interest (and will fail without it).
- CO/SP commitment, channeled through the Steering Committee, is required to assure engagement and coordination at the MCP level.

model though several have evolved into this (as noted in the matrix section). One CARE RA reports that when working for another NGO he had the position of Coordinator of a project that did use this model and “...it worked pretty well. In that case all the partners bar one were government agencies.”



Overview:

- Engagement is voluntary among autonomous organizations, or is mandated by one or more contract holders.
- The network facilitation unit is not supposed to have management power, or even a coordinating mandate. It uses information sharing and “organic” facilitation as its main tools.³⁸
- CO/SPs maintain direct relationship with contract holder and supervise implementing partners for both program and program support.

Description:

- The network links separate initiatives, even those of various contract holders.
- Each CO/SP is individually accountable to a contract holder for specific project outputs and results, including its level of participation in, and contribution to, the quality of the network.
- The Network Facilitation Unit is also accountable to a contract holder. Its “project” is to support the networking process, and it is accountable for the quality and overall synergy of the networking process. Its performance will be evaluated only based on those things that can be controlled by the unit – at most capacity building and sharing of information/experience/lessons, not on the outcomes of its work (e.g. policy change).

networking function. As facilitator you have no structural influence or mandate to steer; all you can do is move information around, and facilitate dialogue. You don't have a mandate to coordinate.

This model represents the weakest extreme on the spectrum for exerting influence by the regional umbrella/hub. It's not a model for a normal MCP single project, although perhaps a capacity building network could work like this. It is more appropriate for a longer term program in which projects come and go.

Strengths:

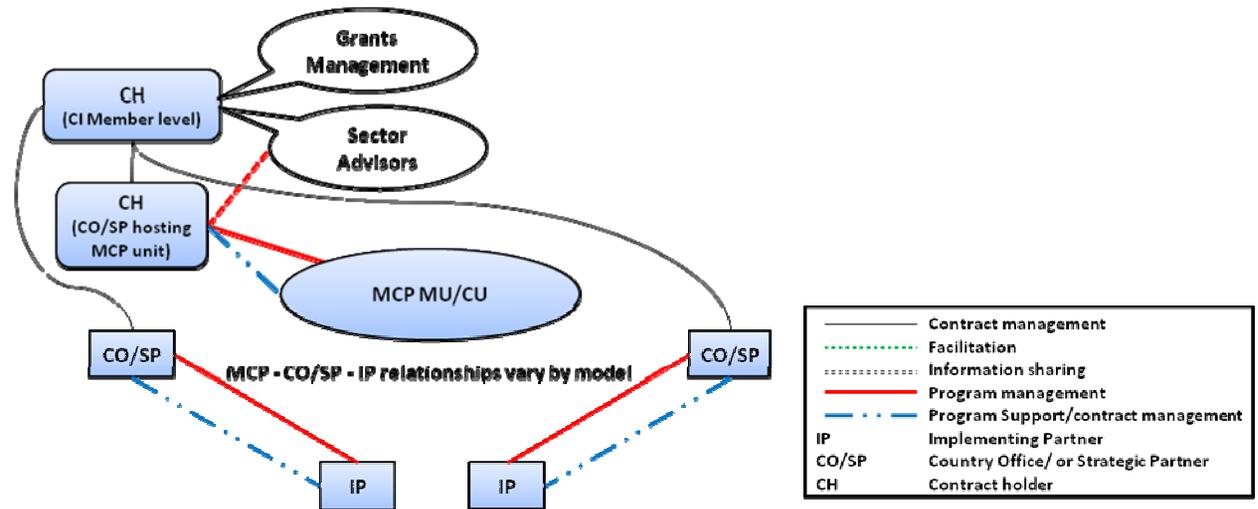
- Suitable for learning and advocacy
- Strong CO/SP profile
- Very low / zero overheads
- Easy buy-in
- Very low cost – e.g., can be entirely virtual
- The value of this model lies in its ability to link separate projects, and continue to do so over time as projects come and go.

Weaknesses:

- No quality assurance by MCP facilitation unit to contract holder for the CO/SP subcontract deliverables.

Comment:

- This is the only model where you could conceivably have a project that comprises only the facilitation function. The MCP facilitation unit could offer sub-grants to participating agencies, with no programmatic oversight.³⁹ Otherwise, all it can do is facilitate among autonomous organizations. You can still use a logframe format to describe this project but outputs/results will be expressed in terms of information sharing, learning, capacity building that can be guaranteed deliverables of the network.



Overview:

- A central grants unit maintains a relationship with a donor and channels money directly from a CI member to a CO through an MOU.
- Program and financial reporting rolls up from the CO to central grants unit level.
- If a CI member sector technical unit supports the central granting mechanism, this creates the potential for multi-country synergy and learning (in CUSA some examples include the Global Water Initiative, Patsy Collins Trust Fund for basic and girl’s education, and potentially the Signature Programs.)

Description:

Central grants is a funding mechanism. It can be used with various management models (which is why the relationship between the MCP and other CO/SPs and IPs is not detailed above).

Bear in mind that a portfolio of projects funded by a grants management unit does not constitute an MCP – it’s just multiple, country projects unless there is an umbrella/hub that aims to make the portfolio greater than the sum of the parts by promoting synergy between the different country initiatives. This can happen if the central granting mechanism is supported by a program technical unit (as is suggested by the “Sector Advisors” insert) that can keep the relationship with the donor and the CO/SPs focused around a program quality and impact learning agenda. The Sector Advisors provide program guidance (dotted red line) to the CO/SPs and the MCP MU/CU (through various mechanisms which may include participation on Steering Committees). The MCP MU/CU adds value to the Sector Advisors

Strengths:

- Unifying technical vision
- Strong TA
- Cheap coordination mechanism provided through existing technical units
- Unified financial reporting (under current SCALA setup)
- Facilitates centralized donor relationship management
- Strong potential for learning by the donor, CARE and others if technical unit can help key stakeholders establish a learning agenda. This often does not happen, if the focus is more on grants management than technical synergy – making a missed opportunity.

Weaknesses:

- Because the CO/SPs get direct funding from a higher level grants management unit, the MCP unit's potential for influence is reduced.
- Communication challenges (if the technical unit that supports the central grants is located outside the region it increases time and costs).

Comment:

- More intentional structuring of central grants as MCPs would provide a natural link to CUSA Signature Programs and other centrally driven priorities.

Comparing Costs

The relative cost of the models does vary, and will also depend on the context. There are two types of transaction costs.

- **Program Support** – In some cases it may be more efficient for an MCP unit to provide customized program support services; in others it may be better to purchase them from CO/SPs⁴¹

autonomous consortium and WG/networking models should be less expensive as there is less duplication of technical staff at the MCP and CO/SP levels. However, the WG model may have higher transaction costs than the two variants of autonomous models because coordination through soft power can be resource intensive.

At the end of the day, the level of transaction cost should not be a deciding factor in choosing a model as it is still small compared with the cost of failure of the management model. Choose the right management model first and then worry about cost.

Appendix 5 – People interviewed for EEEGL Final Evaluation

No.	Place	Date	Event	Person	Title	Institution
1	Kigali, Rwanda	31-Oct-11	KII	Giuseppe Daconto	Regional Programme Coordinator	EEEEGL
2	Kigali, Rwanda	31-Oct-11	KII	Courtney Blodgett	M&E Consultant	EEEEGL
3	Kigali, Rwanda	31-Oct-11	KII	Samuel Mwandha	Executive Secretary	GVTBS
4	Kigali, Rwanda	31-Oct-11	KII	Maxime Nzita Nganga	Deputy Executive Secretary	GVTBS
5	Kigali, Rwanda	31-Oct-11	KII	Francois Bizimungu	Senior Conservation Planning Officer	RDB
6	Kigali, Rwanda	31-Oct-11	FGD	Eugene B. Rurangwa	TBNRM & Advocacy Coordinator, Country Representative Rwanda	IGCP
7	Kigali, Rwanda	31-Oct-11	FGD	Anna Behm Masozera	Communications Officer	IGCP
8	Kigali, Rwanda	31-Oct-11	FGD	Celestin Niyonteze	Finance and Administration Officer	IGCP
9	Kigali, Rwanda	31-Oct-11	KII	Navaraj Gyawali	Country Director	CARE

No.	Place	Date	Event	Person	Title	Institution
10	Musanze, Rwanda	1-Nov-11	Orientation	Jean-Claude Rwabuhungu	APIB Coordinator	APIB
11	Musanze, Rwanda	1-Nov-11	Orientation	Benjamin MUGABUKOMEYE	Conservation Incentives Officer	IGCP
12	Musanze, Rwanda	1-Nov-11	Orientation	Rwagashayija I. Amata	Program Manager	REDO
13	Musanze, Rwanda	1-Nov-11	KII	Gashumba Damascene	Executive Director	REDO
14	Cyanika, Rwanda	1-Nov-11	FGD	HMG group, 12 women, 6 men	HMG visit	HMG
15	Gahung, Rwanda	1-Nov-11	FGD	2 water user groups	About 25 participants, including local government representative	Water
16	Bugeshi Sector, Rubavu District	2-Nov-11	Site visit	3 VSLA group gathering	About 75 members; potato and mushroom growers	VSLA
17	Bugeshi Sector, Rubavu District	2-Nov-11	Site visit	---	APIB field representative, VSLA	APIB
18	Bugeshi Sector, Rubavu District	2-Nov-11	Site visit	---	Extension agent, mushroom production	Mushroom
19	Jenda Sector	2-Nov-11	KII	Pierre Damien Tuyisenge	EEEEGL mushroom farmer extension agent, producer and market broker	Producer/broker
20	Musanze, Rwanda	2-Nov-11	KII	Dieudonne Kayitera (Safari)	Enterprise Development Professional	CARE
21	Musanze, Rwanda	2-Nov-11	KII	Giuseppe Daconto	Regional Programme Coordinator	EEEEGL

No.	Place	Date	Event	Person	Title	Institution
22	Musanze, Rwanda	3-Nov-11	KII	Charles RUZINDANA	Director of Planning< MUSANZE District	GoR
23	Kinigi, Rwanda	3-Nov-11	FGD	Dusabimana Patience	Executive Committee Member	SACOLA
24	Kinigi, Rwanda	3-Nov-11	FGD	Nujawanariya Josephine	Executive Committee Member	SACOLA
25	Kinigi, Rwanda	3-Nov-11	FGD	Harerinana Emmanuel	Chief Guide for Tourists	SACOLA
26	Kinigi, Rwanda	3-Nov-11	FGD	BUZAMA Perusi	Tour Guide	SACOLA
27	Kinigi, Rwanda	3-Nov-11	KII	KANYESIGYE Merarry	Receptionist	SACOLA
28	Kinigi, Rwanda	3-Nov-11	KII	HABIMANA Felicien	Lodge worker	SACOLA
29	Kigeri, Rwanda	3-Nov-11	FGD	4 Land Committee members; Executive Secretary (Cell level) and one other government official		
30	Cyanika, Rwanda	3-Nov-11	FGD	20 of 30 women members	VSLA women's group	APIB VSLA
31	Musanze, Rwanda	3-Nov-11	KII	Dr. Emmanuel Nkurinziza	Director General	RNRA
32	Musanze, Rwanda	4-Nov-11	Site visit	Mukamunana Jeanne	Mushroom commercial seed supplier	Long Life
33	Kigali, Rwanda	4-Nov-11	KII	Thierry Hoza Ngoga	Division Manager, Land Technical Operations	Rwanda Natural Resources Authority
34	Kigali, Rwanda	4-Nov-11	KII	Matt Bannerman	Assistant Country Director, Program	CARE

No.	Place	Date	Event	Person	Title	Institution
35	Kigali, Rwanda	5-Nov-11	KII	Placide Nshimiyimana (Shema)	EEEGl Project Manager - Rwanda	CARE
36	Kabale, Uganda	6-Nov-11	KII	Anna Behm Masozera	Communications Officer	IGCP
37	Kabale, Uganda	7-Nov-11	Orientation	Anna Behm Masozera	Communications Officer	IGCP
38	Kabale, Uganda	7-Nov-11	Orientation	Steven Asuma	Program Officer and Country Representative (Uganda)	IGCP
39	Kabale, Uganda	7-Nov-11	Orientation	Beda Mwebesa	Conservation Incentives Coordinator	IGCP
40	Kabale, Uganda	7-Nov-11	Orientation	Jimm Kava	EEEGl Project Manager - Uganda	CARE
41	Kabale, Uganda	7-Nov-11	Orientation	Helen Ninsiima	Enterprise Development Coordinator	CARE
42	Kabale, Uganda	7-Nov-11	Orientation	Atuhe Charles	Field Coordinator for Natural Resource Management	CARE
43	Kabale, Uganda	7-Nov-11	Orientation	Edison Kagubare	M&E Coordinator and Community Empowerment Officer	CARE
44	Kabale, Uganda	7-Nov-11	FGD	Dr. Anguyo Geoffrey	Chairperson, KACSOF	KACSOF
45	Kabale, Uganda	7-Nov-11	FGD	Kyampiere Caroline	Program Coordinator, KACSOF	KACSOF
46	Kabale, Uganda	7-Nov-11	FGD	Kakuru Robert Byamugisha	Board Member, KACSOF	KACSOF
47	Kabale, Uganda	7-Nov-11	FGD	Kahigi, Bernard	Board Member, KACSOF	KACSOF
48	Ikumba, Uganda	7-Nov-11	FGD	Kamishoni Geoffrey	Member, Ikumba Steering Committee,	Ikumba

No.	Place	Date	Event	Person	Title	Institution
					CSO	
49	Ikumba, Uganda	7-Nov-11	FGD	Manzi Gordon	Sub county chief	Ikumba
50	Ikumba, Uganda	7-Nov-11	FGD	Tumushabe Ursta	Committee member	Ikumba
51	Ikumba, Uganda	7-Nov-11	FGD	Atuhe Charles	Field Coordinator for Natural Resource Management	CARE
52	Ikumba, Uganda	7-Nov-11	FGD	Kyampeire Caroline	Program Coordinator	KACSOF
53	Ikumba, Uganda	7-Nov-11	FGD	Tumwesigye John Bosco	LCIII Chairperson	Ikumba
54	Ikumba, Uganda	7-Nov-11	FGD	Baaloo Alfred	Treasurer	Ikumba
55	Ikumba, Uganda	7-Nov-11	FGD	Ndyanabangi Stephen	Committee member	Ikumba
56	Ikumba, Uganda	7-Nov-11	FGD	Lydia Turyamureeba	Member	Ikumba
57	Ikumba, Uganda	7-Nov-11	FGD	Kwenamba Moses	Police Officer	Police
58	Ikumba, Uganda	7-Nov-11	FGD	Kiiza Clemensia	Member	Ikumba
59	Ikumba, Uganda	7-Nov-11	FGD	Edison Kagubare	M&E Coordinator & Community Empowerment Officer	CARE
60	Ikumba, Uganda	7-Nov-11	FGD	Anna Behm Masozera	Communications Officer	IGCP
61	Ikumba, Uganda	7-Nov-11	FGD	Byamugisha Marcis	Member	Ikumba
62	Kanungu, Uganda	8-Nov-11	KII	Silver Turyahikayo	Deputy Chief Administrative Officer	Kanungu

No.	Place	Date	Event	Person	Title	Institution
63	Kanungu, Uganda	8-Nov-11	KII	Innocent Atuhaire	District Planner	Kanungu
64	Kanungu, Uganda	8-Nov-11	Site visit	Benon Kibeire	Managing Director	Kanungu
65	Kanungu, Uganda	8-Nov-11	Site visit	Margaret Byabagambi	Women's representative	Kanungu
66	Kanungu, Uganda	8-Nov-11	Site visit	Moreen Mutabazi	Sales Person	Kanungu
67	Kanungu, Uganda	8-Nov-11	Site visit	Joab Kiconco	Committee member	Kanungu
68	Kanungu, Uganda	8-Nov-11	Site visit	Jackson Kamara	Treasurer	Kanungu
69	Munyaga, Uganda Kayonza,	8-Nov-11	FGD	Fred Musinguzi	Member, Munyaga beekeepers	Kayonza
70	Munyaga, Uganda Kayonza,	8-Nov-11	FGD	Muhammad Mukiza	Member, Munyaga beekeepers	Kayonza
71	Munyaga, Uganda Kayonza,	8-Nov-11	FGD	Tukahebwa Beatrice	Chairperson, Munyaga beekeepers	Kayonza
72	Munyaga, Uganda Kayonza,	8-Nov-11	FGD	Penilop Nkato	Member, Munyaga beekeepers	Kayonza
73	Munyaga, Uganda Kayonza,	8-Nov-11	FGD	Ketra Kabalimma	Secretary, Munyaga beekeepers	Kayonza
74	Munyaga, Uganda Kayonza,	8-Nov-11	FGD	Kyomuhangi Erie	Member, Munyaga beekeepers	Kayonza

No.	Place	Date	Event	Person	Title	Institution
75	Munyaga, Uganda Kayonza,	8-Nov-11	FGD	Tabaruka Catherine	Member, Munyaga beekeepers	Kayonza
76	Munyaga, Uganda Kayonza,	8-Nov-11	FGD	Millicent Tumwine	Member, Munyaga beekeepers	Kayonza
77	Munyaga, Uganda Kayonza,	8-Nov-11	FGD	Enid Onshaba	Member, Munyaga beekeepers	Kayonza
78	Munyaga, Uganda Kayonza,	8-Nov-11	FGD	Nyinakubanza Lilian	Member, Munyaga beekeepers	Kayonza
79	Munyaga, Uganda Kayonza,	8-Nov-11	FGD	Sarahfina Mukiza	Member, Munyaga beekeepers	Kayonza
80	Munyaga, Uganda Kayonza,	8-Nov-11	FGD	Love Franu	Member, Munyaga beekeepers	Kayonza
81	Munyaga, Uganda Kayonza,	8-Nov-11	FGD	Dinah Safari	Member, Munyaga beekeepers	Kayonza
82	Munyaga, Uganda Kayonza,	8-Nov-11	FGD	Grace Ainomugisha	Treasurer, Munyaga beekeepers	Kayonza
83	Munyaga, Uganda Kayonza,	8-Nov-11	FGD	Musinguzi Saddress	Member, Munyaga beekeepers	Kayonza
84	Kabale, Uganda	8-Nov-11	KII	Jimm Kava	EEEGl Project Manager - Uganda	CARE
85	Kabale, Uganda	8-Nov-11	KII	Beda Mwebesa	Conservation Incentives Coordinator	IGCP

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No.	Place	Date	Event	Person	Title	Institution
86	Kabale, Uganda	8-Nov-11	KII	Edison Kagubare	M&E Coordinator and Community Empowerment Officer	CARE
87	Kabale, Uganda	8-Nov-11	KII	Helen Ninsiima	Enterprise Development Coordinator	CARE
88	Kabale, Uganda	9-Nov-11	KII	Denis Musinguzi	Program Officer (VSLA Promotion)	PROMIC
89	Mushanje Parish, Uganda	9-Nov-11	FGD	Kwesiga Amon	Member, Habushoro Tutunguke VSLA	
90	Mushanje Parish, Uganda	9-Nov-11	FGD	Tumuramye Anna	Member, Habushoro Tutunguke VSLA	
91	Mushanje Parish, Uganda	9-Nov-11	FGD	Buhaburwa Dismas	Member, Habushoro Tutunguke VSLA	
92	Mushanje Parish, Uganda	9-Nov-11	FGD	Tumuramye Allison	Member, Habushoro Tutunguke VSLA	
93	Mushanje Parish, Uganda	9-Nov-11	FGD	Busingye Vasta	Member, Habushoro Tutunguke VSLA	
94	Mushanje Parish, Uganda	9-Nov-11	FGD	Niwamumpeire Anita	Member, Habushoro Tutunguke VSLA	
95	Mushanje Parish, Uganda	9-Nov-11	FGD	Tusiime Yesenta	Member, Habushoro Tutunguke VSLA	
96	Mushanje Parish, Uganda	9-Nov-11	FGD	Kamusiime Dehodanta	Member, Habushoro Tutunguke VSLA	

No.	Place	Date	Event	Person	Title	Institution
97	Mushanje Parish, Uganda	9-Nov-11	FGD	Tukamuhebwa Confidence	Member, Habushoro Tutunguke VSLA	
98	Mushanje Parish, Uganda	9-Nov-11	FGD	Twinobusingye Stidia	Treasurer, Habushoro Tutunguke VSLA	
99	Mushanje Parish, Uganda	9-Nov-11	FGD	Ndyakira Gertrude	Key Custodian, Habushoro Tutunguke VSLA	
100	Mushanje Parish, Uganda	9-Nov-11	FGD	Nansinguza Win	Key Custodian, Habushoro Tutunguke VSLA	
101	Mushanje Parish, Uganda	9-Nov-11	FGD	Ninsiima Coleen	Key Custodian, Habushoro Tutunguke VSLA	
102	Mushanje Parish, Uganda	9-Nov-11	FGD	Habasa Agnes	Member, Habushoro Tutunguke VSLA	
103	Mushanje Parish, Uganda	9-Nov-11	FGD	Kiconco Sylvia	Member, Habushoro Tutunguke VSLA	
104	Mushanje Parish, Uganda	9-Nov-11	FGD	Tumukunde Scovia	Member, Habushoro Tutunguke VSLA	
105	Mushanje Parish, Uganda	9-Nov-11	FGD	Tumwesigye Amos	Member, Habushoro Tutunguke VSLA	
106	Mushanje Parish, Uganda	9-Nov-11	FGD	Twehangane Julius	Member, Habushoro Tutunguke VSLA	

No.	Place	Date	Event	Person	Title	Institution
107	Mushanje Uganda	Parish, 9-Nov-11	FGD	Tweheyo Charles	Secretary, Habushoro Tutunguke VSLA	
108	Mushanje Uganda	Parish, 9-Nov-11	FGD	Tushabomwe Gidion	Chairperson, Habushoro Tutunguke VSLA	
109	Mushanje Uganda	Parish, 9-Nov-11	FGD	Nkwasiibwe Paul	Member, Habushoro Tutunguke VSLA	
110	Mushanje Uganda	Parish, 9-Nov-11	FGD	Kyarimpa Scovia	Member, Muryakasinde VSLA	
111	Mushanje Uganda	Parish, 9-Nov-11	FGD	Kobusheeshe Miria	Member, Muryakasinde VSLA	
112	Mushanje Uganda	Parish, 9-Nov-11	FGD	Birungyi Hilet	Member, Muryakasinde VSLA	
113	Mushanje Uganda	Parish, 9-Nov-11	FGD	Tibikurata Flavia	Member, Muryakasinde VSLA	
114	Mushanje Uganda	Parish, 9-Nov-11	FGD	Turyagyenda James	Chairperson, Muryakasinde VSLA	
115	Mushanje Uganda	Parish, 9-Nov-11	FGD	Bitarabeho Ioy	Secretary, Abazanaama Buranga VSLA	
116	Mushanje Uganda	Parish, 9-Nov-11	FGD	Vasta Tigahwa	Member, Abazanaama Buranga VSLA	

No.	Place	Date	Event	Person	Title	Institution
117	Mushanje Uganda	Parish, 9-Nov-11	FGD	Mabusho Paul	Member, Abazanaama Buranga VSLA	
118	Mushanje Uganda	Parish, 9-Nov-11	FGD	Tibaribona Gertrude	Member, Abazanaama Buranga VSLA	
119	Mushanje Uganda	Parish, 9-Nov-11	FGD	Kahimakazi Jennifer	Treasurer, Abazanaama Buranga VSLA	
120	Mushanje Uganda	Parish, 9-Nov-11	FGD	Biryaribwoha Vanansio	Member, Abazanaama Buranga VSLA	
121	Mushanje Uganda	Parish, 9-Nov-11	FGD	Tumutegyereize Marion	Chairperson, Rwaburegyeya Bakyara Tutunguke VSLA	
122	Mushanje Uganda	Parish, 9-Nov-11	FGD	Tukamushaba Win	Member, Rwaburegyeya Bakyara Tutunguke VSLA	
123	Mushanje Uganda	Parish, 9-Nov-11	FGD	Tumusiime Kate	Member, Rwaburegyeya Bakyara Tutunguke VSLA	
124	Mushanje Uganda	Parish, 9-Nov-11	FGD	Ninsiima Win	Member, Rwaburegyeya Bakyara Tutunguke VSLA	
125	Mushanje Uganda	Parish, 9-Nov-11	FGD	Kayeeye Kellen	Member, Rwaburegyeya Bakyara Tutunguke VSLA	
126	Mushanje Uganda	Parish, 9-Nov-11	FGD	Maruhe Mary	Member, Rwaburegyeya Bakyara Tutunguke VSLA	

No.	Place	Date	Event	Person	Title	Institution
127	Mushanje Parish, Uganda	9-Nov-11	FGD	Tushemereirwe Anna	V/Chairperson, Rwaburegyeya Bakyara Tutunguke VSLA	
128	Mushanje Parish, Uganda	9-Nov-11	FGD	Biryomumeisho Novia	Key Custodian, Rwaburegyeya Bakyara Tutunguke VSLA	
129	Mushanje Parish, Uganda	9-Nov-11	FGD	Tusingwire Resta	Member, Rwaburegyeya Bakyara Tutunguke VSLA	
130	Mushanje Parish, Uganda	9-Nov-11	FGD	Maria Vasta	Member, Rwaburegyeya Bakyara Tutunguke VSLA	
131	Mushanje Parish, Uganda	9-Nov-11	FGD	Kobuganda Lydia	Treasurer, Rwaburegyeya Bakyara Tutunguke VSLA	
132	Mushanje Parish, Uganda	9-Nov-11	FGD	Nyanzigye Fausta	Key Custodian, Rwaburegyeya Bakyara Tutunguke VSLA	
133	Mushanje Parish, Uganda	9-Nov-11	FGD	Tibita Lillian	Key Custodian, Rwaburegyeya Bakyara Tutunguke VSLA	
134	Mushanje Parish, Uganda	9-Nov-11	FGD	Twesiime Scovia	Money Counter, Rwaburegyeya Bakyara Tutunguke VSLA	
135	Mushanje Parish, Uganda	9-Nov-11	FGD	Nyanzira Christine	Member, Rwaburegyeya Bakyara Tutunguke VSLA	
136	Mushanje Parish, Uganda	9-Nov-11	FGD	Fahu Ustina	Member, Rwaburegyeya Bakyara Tutunguke VSLA	

No.	Place	Date	Event	Person	Title	Institution
137	Mushanje Uganda	Parish, 9-Nov-11	FGD	Tumwijukye Peace	Member, Rwaburegyeya Bakyara Tutunguke VSLA	
138	Mushanje Uganda	Parish, 9-Nov-11	FGD	Turyagyenda Mauda	Treasurer, Rwaburegyeya Bakyara Tutunguke VSLA	
139	Mushanje Uganda	Parish, 9-Nov-11	FGD	Kyomukama Jovans	Money Counter, Rwaburegyeya Bakyara Tutunguke VSLA	
140	Mushanje Uganda	Parish, 9-Nov-11	FGD	Beinenaama Mary	Secretary, Rwaburegyeya Bakyara Tutunguke VSLA	
141	Mushanje Uganda	Parish, 9-Nov-11	FGD	Tumuramyé Prima	Member, Rwaburegyeya Bakyara Tutunguke VSLA	
142	Mushanje Uganda	Parish, 9-Nov-11	FGD	Natukunda Jennifer	Member, Rwaburegyeya Bakyara Tutunguke VSLA	
143	Mushanje Uganda	Parish, 9-Nov-11	FGD	Byarugaba George	Chairperson, Mushanje beekeepers VSLA	
144	Mushanje Uganda	Parish, 9-Nov-11	FGD	Katariwabo Deus	Member, Mushanje beekeepers VSLA	
145	Mushanje Uganda	Parish, 9-Nov-11	FGD	Tirwomwe Jerimina	Member, Mushanje beekeepers VSLA	
146	Mushanje Uganda	Parish, 9-Nov-11	FGD	Byomugabe Nelson	Member, Mushanje beekeepers VSLA	

No.	Place	Date	Event	Person	Title	Institution
147	Mushanje Parish, Uganda	9-Nov-11	FGD	Zebikire Christopher	Treasurer, Mushanje beekeepers VSLA	
148	Mushanje Parish, Uganda	9-Nov-11	FGD	Jolly Bahinyoza	Member, Mushanje beekeepers VSLA	
149	Mushanje Parish, Uganda	9-Nov-11	FGD	Twinomuhangyi Bernard	Secretary, Mushanje beekeepers VSLA	
150	Ruhija, Uganda	9-Nov-11	FGD	about 8 men, 8 women potato growers and FFS trainer	Farmer Field School	UNSPPA
151	Kisoro, Uganda	9-Nov-11	FGD	Pontious Ezuma	Area Conservation Manager, Bwindi Mgahinga Conservation Area	UWA
152	Kisoro, Uganda	9-Nov-11	FGD	Masaba Christopher	Warden-in-Charge, Mgahinga Gorilla national Park	UWA
153	Kisoro, Uganda	9-Nov-11	FGD	Hope Biira	Community Conservation warden, Bwindi Impenetrable National park	UWA
154	Kisoro, Uganda	9-Nov-11	FGD	Okuta Charles	Community Conservation warden, Mgahinga Gorilla National Park	UWA
155	Kisoro, Uganda	9-Nov-11	KII	Steven Asuma	Program Officer and Country Representative (Uganda)	IGCP
156	Kisoro, Uganda	9-Nov-11	KII	Anna Behm Masozera	Communications Officer	IGCP
157	Kisoro, Uganda	10-Nov-	call	James Bot	Country Director	CARE

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No.	Place	Date	Event	Person	Title	Institution
		11				
158	Kisoro, Uganda	10-Nov-11	KII	Beatrice Kabihogo	Team Leader	URP
159	Kisoro, Uganda	10-Nov-11	FGD	Nkumbuje Christofer	Acting District Water Officer	District LG
160	Kisoro, Uganda	10-Nov-11	FGD	Mwebesa Beda	Conservation Incentives Coordinator	IGCP
161	Kisoro, Uganda	10-Nov-11	FGD	Edison Kagubare	M&E Coordinator and Community Empowerment Officer	CARE
162	Kisoro, Uganda	10-Nov-11	FGD	Everest Tumwesigye	District Community Development Officer	District LG
163	Kisoro, Uganda	10-Nov-11	FGD	Bazamyé David	District Population Officer	District LG
164	Kisoro, Uganda	10-Nov-11	FGD	Byiringiro E. Rita	Assistant Chief Administrative Officer	District LG
165	Nkuringo, Uganda	10-Nov-11	Kii	Kamara Milton Bazanye	District Chairman	District LG
166	Nkuringo, Uganda	10-Nov-11	FGD	Mwebesa Beda	Conservation Incentives Coordinator	IGCP
167	Nkuringo, Uganda	10-Nov-11	FGD	Asgario Turyagyenda	Secretary, Board of Directors	NCCDF

No.	Place	Date	Event	Person	Title	Institution
168	Nkuringo, Uganda	10-Nov-11	FGD	Twesigye Alfred	Vice Chairman, Board of Directors	NCCDF
169	Nkuringo, Uganda	10-Nov-11	FGD	Amanya Colleta	Administrator	NCCDF
170	Nkuringo, Uganda	10-Nov-11	FGD	Kato Levi	Board Member	NCCDF
171	Nkuringo, Uganda	10-Nov-11	FGD	Alleluya Keneth	Community Guide for NCCDF	NCCDF
172	Nkuringo, Uganda	10-Nov-11	FGD	Mfitundinda Herbert	Accountant	NCCDF
173	Nkuringo, Uganda	10-Nov-11	FGD	Tumwebaze Gervase	Chairman, Board of Directors	NCCDF
174	Nkuringo, Uganda	10-Nov-11	KII	Muhindo Dan	Manager, Clouds Mountain Gorilla Lodge	TUSCO
175	Nkuringo, Uganda	10-Nov-11	KII	Bwabuhe K. Gonzaga	Director	Public school
176	Kisoro, Uganda	11-Nov-11	FGD	Munezero Richard	District Tourism Officer (DTO)	District LG
177	Kisoro, Uganda	11-Nov-11	FGD	Kava Jimm	EEEGl Project Manager (Uganda)	CARE

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No.	Place	Date	Event	Person	Title	Institution
178	Musanze, Rwanda	11-Nov-11	KII	Placide Nshimiyimana (Shema)	EEEEGL Project Manager - Rwanda	CARE
179	Kigali, Rwanda	12-Nov-11	call	Beda Mwebesa	Conservation Incentives Coordinator	IGCP
180	Kigali, Rwanda	13-Nov-11	call	John Perry	Assistant Country Director, Program	CARE
181	Kigali, Rwanda	13-Nov-11	KII	Giuseppe Daconto	Regional Programme Coordinator	EEEEGL
182	Kigali, Rwanda	14-Nov-11	KII	Eugene Rutagarama	Director	IGCP
183	Kigali, Rwanda	14-Nov-11	KII	Anatole Sentabire Kaboyi	Grants Manager	CARE
184	Kigali, Rwanda	14-Nov-11	KII	Emmanuel Uwimana	Internal Auditor	CARE
185	Kigali, Rwanda	14-Nov-11	KII	Sylvere Munyampundo	Controller	CARE
186	Nairobi	25-Nov-11	call	Phil Franks	Regional Advisor, Climate Change	CARE

NB: A number of names were not captured, including natural resource users community groups in Uganda.

The EEEGL project is a partnership project of CARE and the International Gorilla Conservation Program - a consortium of three international conservation NGOs (WWF, AWF, and FFI). It is funded by the Howard G. Buffett Foundation. General background on the project is available at www.virunga.net. The project has been implemented in the area around the protected areas (PAs) of the Virunga Volcanoes in the 3 countries (Parc National des Volcans in Rwanda, Parc National de Virunga in the DRC and Mgahinga Gorilla National Park and Bwindi Impenetrable National Park in Uganda in Uganda.). The program was terminated in DRC in late 2008 due to the armed conflict.

Figure 1. EEEGL Programme goal, objective and results

<p>Programme Goal:</p> <p>To make a substantial contribution to poverty reduction and environmental conservation in the Virunga landscape of the transboundary region of Uganda, Rwanda, and DRC, in particular benefiting the more marginalized and vulnerable groups in the population of this region.</p>
<p>Programme Immediate Objective</p> <p>To increase livelihood opportunities based on sustainable use of natural resources, and improve governance of these resources at local and regional levels</p>
<ul style="list-style-type: none"> • Result 1: ENTERPRISE – Ecotourism and other enterprise activities that support sustainable NRM and are conflict sensitive have been developed and promoted, and market access at local, national and regional levels improved. • Result 2: PAARTICIPATORY NRM – Local communities are participating in the management of natural resources within and around the protected areas, and the sharing of associated benefits in a way that promotes equity and reduces the potential for conflict. • Result 3: COMMUNITY EMPOWERMENT – Marginalized and vulnerable groups have increased rights of access and control over natural resources and are included in local governance structures, and CSOs working with them are actively engaged in NRM, and conflict management • Result 4: TRANSBOUNDARY COLLABORATION & LEARNING – Transboundary collaboration within and outside the Pas has promoted sharing of information and experience, effective coordination, conflict management, and collective action in regional processes, and learning on processes and outcomes has been applied within and beyond the project.

The programme design was inspired by CARE and IGCP's established experience with integrated conservation and development (ICD) projects. It was conceived to strengthen the ICD approach through a mix of innovative approaches to programming, including pro-poor

implemented during the 4.5 years of implementation in the project's domains of work.
The following table summarizes the main activity areas.

Theme	Rwanda	Uganda
Enterprise	<p>Ecotourism</p> <p>Mushroom value chain</p> <p>Village saving and loans associations</p>	<p>Ecotourism</p> <p>Beekeeping value chain</p> <p>Seed potato system</p> <p>Village saving and Loan Associations</p>
Participatory natural resource management	<p>Rain water harvesting</p> <p>Land tenure reform</p> <p>Community conservation and people/parks collaboration</p>	<p>Rain water harvesting</p> <p>Tourism revenue sharing</p> <p>Gorilla levy</p> <p>Collaborative park management (park byelaws, management planning, multiple use zones, problem animal management)</p>
Community empowerment	<p>Public dialogue on land reform</p> <p>Adult and rights literacy and food security for historically marginalized groups</p>	<p>Local level public accountability through civil society networks</p> <p>Community based monitoring and planning</p>
Transboundary collaboration and learning	<p>Support to the Greater Virunga transboundary collaboration</p> <p>Review of lessons learnt from IGCP practice</p> <p>Guidelines for strengthening internal governance of community based organizations involved in enterprises.</p> <p>Problem animal management.</p> <p>Assessment of costs and benefits from collaborative park management and resource sharing (Rwanda).</p>	<p>Support to the Greater Virunga transboundary collaboration</p> <p>Review of lessons learnt from IGCP practice</p> <p>Guidelines for strengthening internal governance of community based organizations involved in enterprises.</p> <p>Problem animal management.</p> <p>Assessment of costs and benefits from collaborative park management and resource sharing (Rwanda).</p>

The programme is overseen by a Steering Committee composed of the senior managers of the CARE Country Offices in Rwanda and Uganda and IGCP; a CARE Regional Advisor; a

processes and interact with local stakeholder platforms.

The programme has been implemented through a mix of direct and indirect (through local CBO/NGO partners) implementation mechanisms. The programme's design was based on an integrated strategy to achieve its objectives. At the same time the programme implementation is also linked to and supports the CARE Country Office strategies, IGCP's overall strategy and the Greater Virunga Transboundary Strategic Action Plan.

The project underwent a mid term review in late 2009 which produced a Theory of Change and revised the matrix of indicators used by the project M&E.

3 Objectives of the final evaluation

The programme intends to contract out a Final Evaluation (FE) to external consultants.

The specific objectives of the evaluation shall be:

- a) Evaluate whether the project has achieved its objectives as envisaged in the project document and followed on the recommendations of the mid-term evaluation. Achievements should be assessed in terms of quality, quantity, efficiency and effectiveness.
- b) Assess the adequacy, suitability and strengths and weaknesses of the implementation modality of the project (with reference to institutional partnerships, management, coordination, reporting, monitoring, team processes, sub granting, staffing, decision making structures and processes).
- c) Comment on the contributions of the project to empowerment and capacity building of relevant stakeholders.
- d) Analyze and document the key successes, weaknesses and lessons learnt of the project, and recommend ways to build on these constructively for future initiatives
- e) Highlight features, if any, of the project which could be its significant contribution to the knowledge base at regional level
- f) Analyze the institutional sustainability of the project, with particular reference to the organizations, actors and network relationships ultimately responsible for continuity of the actions initiated or supported.
- g) Validate the original assumptions of the project and reflect the relevant contextual changes that have occurred.
- h) Produce a reflection on the contribution provided by the multi-country approach, e.g., on joint learning, sustainability and quality of results, etc and lessons learned at this level.
- i) Assess the extent to which vulnerable groups were involved in project activities including planning and decision making.

The geographical scope of the review shall be limited to Rwanda and Uganda.

4 Methodology

workshop reports, thematic strategies and TORs, technical reports, CARE Uganda and Rwanda programming strategy documents, IGCP Annual Plans and reports, the Transboundary Strategic Action Plan, key strategies and sector reviews in Uganda and Rwanda relevant to the EEEGL domains.

- b. Interview of the Regional Programme Coordinator, Grant Manager, EEEGL CARE Rwanda and Uganda Project Managers, IGCP senior staff in the three countries, other EEEGL field staff, Care Uganda and Rwanda country office managers.
- c. Involve the PMC members in key review and consultation processes and in appraising strategic progress and lessons learnt.
- d. Refer to the project M&E framework and in particular to its Theory of Change: here the FE will focus on assessing and documenting the progress against *intermediate state* indicators across all components. This assessment will be mainly based on the project M&E status report and on secondary data collection and review, consultations, testimonies, key stakeholder feedbacks.
- e. Focus on linkages across components and take into account what other stakeholders are doing in the landscape to assess the extent of contribution to change by EEEGL.
- f. Feedback from national level partners and stakeholders⁴², including local government, central government agencies, CSOs, private sector operators, Trans Boundary Core and Executive Secretariat.
- g. Field visits to communities and field activities to understand local level interventions, results and possible impact.
- h. Lessons learned from the partnership institutional arrangements.
- i. Provide in depth highlights on priorities and recommendations for a next project to enhance sustainability.

The venues of the FE will be Kigali, Musanze, Kabale, Kanungu, Kisoro, Kampala.

5 Timeframe

The assessment is to be completed through its final output by 20 December 2011. Field work is expected to take place over two weeks at the beginning of November.

6 Outputs

The FE team will produce the following outputs:

- 1) After review of key references provided by the project: a detailed methodology inclusive of consultative processes at all levels, final report outline, and final team

⁴²Key stakeholders include: APIB, BNP, REDO, PPCC, Rwanda Development Board, District and sector authorities in 4 Districts in Rwanda, Landesa, National Land Center in Rwanda, Districts authorities in 3 Districts in Uganda, Karisoke Research Centre, Oxfam, Uplift the Rural Poor, Kabale Civil Society Organization Forum, Kisoro NGO Forum,

- 2) Report draft 1 to be submitted to a team meeting.
- 3) Report draft 2 (incorporating comments received on draft 1) to be presented to a meeting of the Steering Committee on 14 December 2011 in Kabale.
- 4) A final report responding to the comments raised by the Steering Committee. The final report should contain a high quality executive summary elaborating on the key findings and achievements.

7 Qualifications of the consultants.

EEEEGL is seeking services of a consulting firm or a team of independent consultants. We foresee the mobilisation of a team of maximum three consultants in this assignment. Given the broad scope of EEEGL, the team leader is expected to have a good strategic overview and ability to analyse across the range of issues to be addressed in a short time frame. The team leader must take responsibility for the report and be excellent writer in English.

The team of consultants shall demonstrate to have:

- 5) Strong skills and experience in conducting project/programme evaluations, including documented track record in utilising theory of change approaches in program design and evaluation.
- 6) Extensive experience with partnership and multi-country or regional cooperation programmes.
- 7) Qualifications, technical expertise and extensive experience in the technical domains of EEEGL (pro poor enterprise development; governance of natural resources; local level development in rural contexts; civil society empowerment at grassroots levels).
- 8) Solid documented experience in managing and evaluating projects of similar organizational and management nature and solid grasp of organizational management and partnership/consortia coordination.
- 9) Regional exposure and experience and knowledge of the local context of the EEEGL themes.

8 Call for Expression of Interest

Interested independent consultants (in team) or firms are invited to send their Expression of Interest inclusive of the following:

- 10) Cover letter presenting the consultant(s) and their capacity based on relevant past relevant consultancy assignments. Where a team is presented, please give a short resume of each member and describe how the team will work together.
- 11) Up to date detailed CV(s) of team members
- 12) Proposed detailed methodology for realising the evaluation . This should highlight the proposed areas of priority focus and evaluation approaches to be applied.
- 13) Financial proposal inclusive of (a) expected number of consultant working days; (b) consultancy fee rates all inclusive in USD; (c) estimated travel costs from the

contacted.+++

National Park, 2009, implications for conservation management in a development context. EEEGL commissioned report 2009.

- 2- *EEEGL M&E report- December 2011*
- 3- *EEEGL MTR Final report – 2009*
- 4- Sayer, Jeffrey (2006)-*Assessing environment and development outcomes in conservation landscapes. Biodiversity Conservation DOI 10.1007/s10531-006-9079-9.* Springer Science + Business Media BV 2006.
- 5- Stuckey, Joe, and Mary Picard. **Operational Issues for Managing Multi-country Projects.** CARE East and Central Regional Management Unit. July, 2009.
- 6- Terra Firma. **Mid Term Review (MTR) of DFID’s support to the Government of Rwanda’s Land Tenure Regularisation Programme.** DFID Rwanda. October, 2011.

Numerous internal EEEGL documents (meeting minutes from steering committee, programme management committee, annual work plans and reviews, power point presentations; budget summaries; technical studies; and EEEGL lessons learned documents posted on website).