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Name of document	The Strengthening Local Governance in Natural Resource Management (SLOGIN)End of Project Evaluation Report
Full title	The Strengthening Local Governance in Natural Resource Management (SLOGIN)
Acronym/PN	SLOGIN, UGA 107
Country	Uganda
Date of report	December 2011
Dates of project	Jan 2008 – Dec 2011
Evaluator(s)	Flemming Gjedde-Nielsen Anne Nkutu, NCG Uganda
External?	Yes
Language	English
Donor(s)	Royal Danish Embassy
Life-of-Project Cost (Expenditure in \$US)	US\$856,112.33
Scope	<i>Project</i>
Type of report	<i>final evaluation</i>
Length of report	<i>76 pages</i>
Sector(s)	<i>i) Community Based Natural Resource Management (Forests, wetlands); ii) Conservation and Benefits (central forest reserves and national parks.</i>
Brief abstract (description of project)	<p>The REPA programme and the SLOGIN project were designed as two independent though parallel and synergetic interventions within natural resource management. REPA being the main Danida framework funded CARE Denmark natural resource management intervention in Uganda, and SLOGIN a complementary project funded by the Royal Danish Embassy in Kampala, focusing exclusively on local natural resource governance issues. However, it was from the outset of the implementation decided by CARE Denmark and approved by the Danish Embassy to implement the two interventions as integral interventions with shared staff, shared partners and a common approach. This summary page will focus on SLOGIN end of project evaluation, since the evaluation for REPA was a Mid-term evaluation.</p> <p>The Strengthening Local Governance in Natural Resource Management (SLOGIN) was a 4 year project (Jan 2008 – Dec 2011) implemented by CARE International Uganda in partnership with local CSOs and communities neighboring protected areas in the districts of Kabarole, Kasese and Kyenjojo. The project was funded by the Royal Danish Embassy to the tune of DKK 4,999,696, outside the framework contract between DANIDA and CARE Danmark.</p>

	While a separate project in its own right, SLOGIN builds on lessons derived from CARE's previous interventions on Natural Resource Management (NRM) and has been implemented as an integral part of the wider REPA II programme. SLOGIN directly responds to two of REPA's three programme components: i) <i>Community Based Natural Resource Management (Forests, wetlands)</i> ; and ii) <i>Conservation and Benefits</i> (central forest reserves and national parks).
Program (higher-level) Goal (to which the project contributes)	The project aimed at "developing the capacity of civil society organizations and marginalized communities in targeted areas to hold government accountable for the quality of service delivery; and participate effectively in governance processes related to the use and management of natural resources".
Project Goal (for which project is accountable)	The 2 year project aimed at increasing household incomes for 5,000 small scale subsistence smallholder producers with a special focus on women composed of 60% of project participants.
Objectives (more specific outputs/outcomes)	<ol style="list-style-type: none"> 1. Influence of CSOs on implementation of NR related policy for the poor and marginalized strengthened; 2. Effectiveness of monitoring by CSOs, of natural resources policy and use and management of natural resources to benefit the poor and marginalized increased; and 3. Ability of CSOs to hold duty bearers (especially local government) accountable for the effectiveness and equitableness of natural resources management enhanced.
Evaluation design	<i>Formative (process)</i>
Evaluation Methodology	The review/evaluation is based on extensive reading of programme related documents and three weeks work in Uganda, combining field visits with meetings with partners and key stakeholders
Survey?	<i>community-level survey</i>
Summary of lessons learned (evaluation findings of interest to other audiences)	<ul style="list-style-type: none"> • The establishment of community based structures (natural resource user groups) has facilitated the mobilization and representation of marginalized groups and engagement of duty bearers on access and user rights. Key outcomes from these processes have included the negotiation of <i>collaborative management agreements</i> and drafting of <i>by-laws</i>/ that have both contributed to: improvements in the previously hostile relationships between resource managers and adjacent communities (particularly in the forest sector/private forests); and a shared understanding of roles and responsibilities regarding the conservation, utilization and sharing of resources, enterprises and households. • It is recommended to continue and deepen relationships with national NGOs based on shared values and strategic aims, allowing for partners to develop and promote own agendas. • CARE has supported a number of network organisations. This has proven to be effective in promoting governance issues more broadly even amongst organisations who do not have an explicit governance focus and in the promotion of local collaboration within advocacy. Important assets of the networks have been the creation of linkages

	<p>and referral of communities to relevant providers, linking up with national organisations and agendas and reducing risks for victimisation.</p> <ul style="list-style-type: none"> • The lessons learned from the two attempts of forming local Natural Resource Forums should be analysed to develop a strategy for replication. • CARE should continue to promote the idea of strengthening civil society linkages and in particular support for the creation of vertical linkages from local to national level. •
Contribution to MDG(s)?	<i>Income, Hunger and Women's Empowerment.</i>
Address main UCP "interim outcomes"?	<i>Gender Equity, Financial services, Social Inclusion [empowered poor]</i>
Comment	

REPA II midterm review and Final evaluation of SLOGIN

December 2011

Prepared by

Flemming Gjedde-Nielsen
Anne Nkutu, NCG Uganda

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Acronyms

ACCU	Anti Corruption Coalition Uganda
ACODE	Advocates Coalition for Development and Environment
AIDS	Acquired Immune Deficiency Syndrome
CDRN	Community Development Resource Network
CFM	Community Forest Management
CO	Country Office (CARE)
CODECA	Community Development and Conservation Agency
CS	Civil Society
CSO	Civil Society Organisation
EA	Environmental Alert
ENR	Environment and Natural Resource
HIV	Human immunodeficiency virus
IGA	Income Generating Activities
LFA	Logical framework Approach
MWE	Ministry of Water and Environment
NCG	Nordic Consulting Group
NFA	National Forestry Authority
NRGWEP	Natural Resource Governance and Women Empowerment Programme
NRM	Natural Resource Management
NRM	National Resistance Movement
PAM	Problem Animal Management
P2P shift	Project to programme shift
P-shift	Programme shift
REPA	Rights Equity and Protected Areas
SLOGIN	Strengthening Local Governance in Natural Resource Management
UOBDU	United Organisation for Batwa Development in Uganda
UWA	Uganda Wildlife Authority

Executive summary

This report provides the combined findings from the review of the Rights Equity and Protected Areas programme (REPA) phase II, the CARE Denmark frame funded programme in Uganda, and the Evaluation of Strengthening Local Governance in Natural Resource Management (SLOGIN), a project funded by the Royal Danish Embassy in Kampala. The review/evaluation is based on extensive reading of programme related documents and three weeks work in Uganda, combining field visits with meetings with partners and key stakeholders.

The REPA and SLOGIN were designed as two independent but related interventions. However, from the outset of the implementation it was decided to implement the two interventions jointly with shared staff and largely shared partners. This makes sense from a programmatic point of view but it has been a challenge for the review/evaluation process to keep the review and evaluation separate. The report provides separate sections on the two interventions, but with a major section reflecting on learning and needs for strategic adjustments for both interventions.

The report starts out by tracking major contextual shifts within the CARE family and in Uganda of importance for the implementation of the project/programme. Major simultaneous shifts have occurred in CARE International, CARE USA and in CARE Uganda. While the shifts have different emphasis and focus, they point in the same directions moving from projects to programmes, shifting the main focus from self-implementation to working in partnerships, and focusing on women and girls as the major impact group for CARE. CARE Uganda has decided that one of the two national programmes will be a Natural Resource Governance and Women's Empowerment Programme. CARE Denmark has also been through a major self-reflection process based on evaluations of the global programme portfolio and based on the revised Danida strategy for Civil Society Support. The strategic directions for CARE Denmark's work will exclusively be on support for civil society development as a goal in itself, working in deeper partnerships, focusing on a facilitative role, only engaging in service delivery when clearly serving a civil society strategic purpose, and engaging with more daring partners able and willing to engage in thorny issues.

The Ugandan context has been challenging for the implementation of the programme. While policies and legislation within the natural resource management government sector is enabling, the reality has proven to be different. The government budget for the environment sector has been in steep decline over recent years, major economic and personal interests have often set aside the concern for the environment and both the Ugandan Wildlife Authority (UWA) and the National Forest Authority (NFA) are in a situation of deep crisis due to major corruption charges, halting major parts of their operation. The environment for independent civil society action remains constrained and has even been tightening during recent years.

The report acknowledges that the programme has taken important steps in the direction of a stronger civil society focus particular at a national level and a stronger geographical focus.

The REPA programme review starts out with a criticism of the programme document as a tool for strategic programme management. The programme is, apart from the conventional objectives and crosscutting concerns, overloaded with additional criteria and principles. As a consequence the success criteria for the programme are blurred and ambiguous.

The report provides a summary of achievements against targets and an assessment of the likelihood of fulfilment of stipulated targets. While progress has been made more or less according to targets in a number of areas including on core issues such as advocacy and capacity building, this is not the case within; the number of people directly and indirectly reached by the programme, conclusion of natural resource governance agreements, the targeting of women, and the use of service delivery only where it is of strategic importance for civil society capacity building or advocacy. The underperformance on the number of people directly and indirectly reached by the programme can largely be ascribed to the underperformance on concluded natural resource agreements. The underperformance on natural resource agreements is directly related to the on-going crisis in UWA and NFA which has for the last year put a halt on the conclusion of new agreements. Thus, the underperformance is due to factors outside the control of CARE. It is the assessment that the final targets for REPA within this area will not be used – and that there is a need for readjusting the strategy within this field. Contrary to the REPA focus on women as a particular target group within a number of activities, the programme has reached considerably more men than women, hereby reinforcing existing gender imbalances. The programme has contrary to the strategy been supporting a considerable number of income generating activities of a non-strategic nature.

No monitoring data was available on specific Batwa component progress. However, it is the assessment that REPA support has been important in strengthening the internal capacity of United Organisation of Batwa Development in Uganda (UOBDU). The future focus of the support for UOBDU should be on strengthening the organisations outreach and quality of its services.

The evaluation of SLOGIN highlights the major contributions that the project has made in demonstrating the value of mechanisms where community members and duty bearers can cooperate. These mechanisms has been important in limiting the level of conflict around parks, forest and wetland and provided concrete benefits to local communities, including the establishment of mini businesses. The existence of community management agreements has increased the flow of resources to local governments in the target areas. Another positive result is an increased awareness on resource management issues in the targeted communities. SLOGIN like REPA has been negatively affected by the on-going crisis in NFA – the project has thus not concluded the number of stipulated agreements. The ability to hold government accountable for delivery of quality services is another major challenge, mainly due to the limited and declining resource allocation and in particular to the district level. The project is commended for taking advantage of emerging opportunities.

The final section of the review evaluation provides an overview of lessons learned and recommendations on strategic adjustments to the implementation of the remainder of the REPA II. The inclusion of stronger national NGOs as partners is highlighted as a positive development. All selected partners are relevant and well positioned within the NRM sector. The inclusion of these partners has been accompanied with a shift towards the development of genuine and civil society oriented partnerships with national partners. The level and balance in the partnerships are positively assessed; however it is important that CARE develops the partnership as the relationships get more mature, this include moving in the direction of core programme funding for selected mature partners.

The programme has not to the same extent as is the case for national partners developed its approach to local partners. The partnerships with organisations outside Kampala are still

largely dependent relationships with CARE in the driving seat and largely oriented towards providing CARE with a means for securing project outputs. This situation means that the programme will provide tangible results for the target group, but leave little in the form of sustainable change amongst civil society partners.

REPA and SLOGIN is commended for its ability to strengthen the cooperation and networking amongst civil society in the target areas. The natural resource platform established in Kasese is commended as an example with potential for replication.

The project has had much more emphasis on service delivery particularly in the form of support for income generating activities than was envisaged in the programme document. Further, most of the income generating activities have not had a broader strategic purpose for the programme.

The monitoring system is fairly ambitious with a huge number of indicators. However, the progress against indicators is not systematically monitored. The use of monitoring data in REPA and SLOGIN has not been systematic and little reflection was apparent among staff members on the data available in the monitoring system. There is a need to simplify and at the same time be much more systematic in the use of monitoring in strategic programme management.

It is recommended that CARE Denmark take a fresh approach to its programme within natural resource management in Uganda. To mark this shift it is recommended that REPA II will be the last phase and that a whole new programme is developed.

The remainder of the report provides input into the programme development. This includes a discussion on how the programme fits with CARE Uganda programme development including how the programme could relate to the CARE impact group, and the specific and exclusive civil society contribution such a programme could make.

It is suggested that a new programme should be developed based on existing or emerging Ugandan civil society agendas. It is further suggested that the programme should focus on emerging social movements. Tentative suggestions for themes for such a programme include:

- Oil and Gas sector,
- Corruption, accountability and natural resource management,
- Batwa rights.

It is suggested that the programme is developed, including a strategy for phasing out of REPA II during 2012, and that 2013 is a transitional year where REPA II is phased out and a post-REPA programme is phased in.

1. Introduction

This report provides the findings of a combined review of Rights Equity and Protected Areas programme (REPA) and a final evaluation of Strengthening Local Governance in Natural Resource Management (SLOGIN) undertaken by Mr. Flemming Gjedde-Nielsen, Networking Consultants and Mrs. Anne Nkutu, NCG – Uganda. The review/evaluation was undertaken during October-November 2011.

The report is based on an extensive assessment of existing programme documents, progress reports, studies undertaken by the programme/project, previous reviews, evaluations as well as various publications by partners and stakeholders in Uganda. Further the team spent three weeks in Uganda carrying out interviews, workshops and discussions with CARE/REPA/SLOGIN staff, partners and other stakeholders in the natural resource sector.

The REPA programme and the SLOGIN project were designed as two independent though parallel and synergetic interventions within natural resource management. REPA being the main Danida frame funded CARE Denmark natural resource management intervention in Uganda, and SLOGIN a complementary project funded by the Royal Danish Embassy in Kampala, focusing exclusively on local natural resource governance issues. However, it was from the outset of the implementation decided by CARE Denmark and approved by the Danish Embassy to implement the two interventions as integral interventions with shared staff, shared partners and a common approach. The decision to implement REPA and SLOGIN jointly has proven to be relevant and cost effective. An additional asset of this arrangement is that REPA will pick up potential follow-up activities to SLOGIN. However, a consequence for the review and evaluation is that for most of the strategic observations, learning and recommendations it is neither relevant nor feasible to distinguish between the two interventions. As a consequence most of this report will cover both REPA and SLOGIN.

The team of consultants would like to express their appreciation for the frank and open engagement from CARE/REPA/SLOGIN staff and partner organisations throughout the review/evaluation process. Furthermore, the team would like to thank CARE for the support with logistics and other arrangements in Uganda. Finally, the team would as always like to underline that the findings and recommendations presented in this report solely represent the views of the consultants and are not necessarily shared by CARE Uganda/Denmark or REPA/SLOGIN staff.

2. Contextual changes

Since the design of REPA II and SLOGIN major shifts have taken place in the context that the interventions have been implemented in. This goes both for the internal CARE and the broader Ugandan context. The report will start by providing a short outline of internal CARE and broader Ugandan contextual issues of particular relevance for the review/appraisal and its recommendations. While the overall performance of the programme/project will be measured against the original objectives and targets, the ability of the programme/project to adapt to the changing contexts, and hereby remain relevant will also be assessed. Further recommendations for future programme development for REPA II and for a CARE Denmark post-REPA programme will be based on the shifts within the CARE family and the shifts in the broader Ugandan context.

2.1 CARE

During the last three years, CARE International, CARE International in Uganda and CARE Denmark have all undertaken major shifts in their approaches to development and programming.

CARE International is in the process of formulating a new vision for the organisation termed CARE 2020. The vision provides direction for the development of the CARE family. The vision sees CARE as a knowledge-based organisation, with a particular focus on promoting the rights of marginalised groups with an emphasis on women and girls. The vision promotes a shift in CARE's role in development work from a hands-on approach to a facilitating organisation, which makes "CARE less top heavy and reduce the cost of the operation model". CARE will continue to work with civil society, the private sector and governments but with a focus on supporting "transformational" change.

CARE International is globally in a process of moving from a project approach to a programme approach. This transition is known as a P-shift or p2P shift. The implication is that CARE's interventions in the target countries will shift from being organised within an often huge number of single projects to a situation where all interventions are organised within a limited number of programmes. This shift is associated less with a focus on themes or sectors and more on a specific population (Impact Group).

*"A program is a coherent set of initiatives by CARE and our allies that involves a long- term commitment to specific marginalized and vulnerable groups to achieve lasting impact at broad scale on underlying causes of poverty and social injustice. This goes beyond the scope of projects to achieve positive changes in human conditions, in social positions and in the enabling environment."*¹

The individual programmes will be guided by a theory of change, outlining how the impact group will be reached.

CARE International in Uganda, in the subsequent termed CARE Uganda, is in a stage of finalising the conceptualisation of two programmes that will form the basis for all future CARE Uganda interventions. The working titles of the two programmes are: Northern Uganda Women's Empowerment Programme and Natural Resource Governance and Women Empowerment Programme in Uganda (NRGWEP). The Northern Uganda programme was at the time of the field visit at an advanced stage of development, while the natural resource programme was still in the process of being conceptualised. The present review was seen as a contribution to the process of finalising the natural resource programme. REPA II and a post-REPA intervention by CARE Denmark are seen by CARE Uganda as important contributions to this programme.

¹ CARE USA, 2008, "Brief #1: What is a program approach?"

CARE Denmark has since 2008 been through a major learning, reflection and re-strategizing process. Important milestones and products in this process have been the 2008/09 country programme evaluations, the 2010 “Meta evaluation of CARE Denmark’s Country Programmes” which synthesizes major general findings from the country evaluations and CARE Denmark’s “Think piece on civil society strengthening and its role in programmes funded by CARE Denmark”. The latter document represents the culmination of the strategy revision process based on the above reports and a reassessment of current international and Danish thinking on civil society support. The document provides strategic guidelines for CARE Denmark’s future programme directions.

Major readjustments in the CARE Think Piece include:

- Focus on civil society strengthening as a major objective in its own right.
- Move from an instrumental view of civil society partners as cost effective implementers of CARE projects to a situation where emphasis in programme is on support for strategic rather than implementing civil society partners.
- Working in deeper partnerships with fewer partners within each programme.
- CAREs primary role in civil society programmes is to facilitate and support civil society development.
- Move away from stand-alone service delivery towards exclusive use of service delivery as a strategic tool for advocacy and capacity development.
- Importance of working with credible, transparent and legitimate representatives of the poor and marginalised target group, this includes:
 - An increased focus on working with organisations *of* rather than *for* the poor.
 - An increased focus on strong partners with national legitimacy and a strong advocacy presence.
- Strengthen horizontal and vertical linkages and alliances within civil society.
- Engage with more daring partners that are willing and able to address thorny issues.
- CARE Denmark funds can be used strategically and flexible within broader CO programmes, but must be focused on support for civil society strengthening.

Substantial commonalities exist in the development within the CARE family, and substantial parts of the strategic changes can be seen as reinforcing and synergetic. However, the very explicit and strong civil society focus within the CARE Denmark approach is somewhat unique, CARE International is having a much more instrumental perception of civil society as a tool to support implementation of a CARE programme. While based on CARE Denmark experiences and learning, the emphasis on support for strengthening of civil society and core approaches i.e. on the exclusive acceptance of service delivery when strategic, are also dictated by the policies of Danida, the major CARE Denmark funder.

2.2 Uganda context

The intention of this chapter is to provide a short description of important contextual issues which have influenced the implementation of REPA and SLOGIN.

It is broadly acknowledged that Uganda has a relative strong and progressive legislative framework for a sustainable management of natural resources. This includes provision for civil society participation within central strategic processes such as the Joint Sector Review of the Ministry of Water and Environment as well as in the implementation of policies around participatory natural resource management and benefit sharing.

The major challenge is implementation of existing policies and legislation, not policies *per se*. According to informed sources, important reasons for the weak implementation of existing policies include:

- Recent development both within the forestry sector and the oil and gas sector has provided strong indications of the low level of priority provided to the environment compared to economic growth and private interests. Most prominently has been the

case around the degazetting of the Mabira forest reserve and the high level of secrecy around oil and gas concessions and the apparent low priorities to environmental assessments.

- Poor governance and severe corruption within key government institutions. Both National Forestry Authority (NFA) and Uganda Wildlife Authority (UWA) have been hit by apparently substantiated accusations of corruption at top management level with severe implications for the operation of these institutions. As a consequence all funding from by far the biggest donor NORAD to NFA has been discontinued, likewise World Bank funding is ending by the end of 2011.
- Declining resources offered for the sector both in absolute and relative figures to the overall government of Uganda budget. The share of the budget allocated for the Ministry and Water and Environment (MWE), Environment and Natural Resource subsector has declined from 2.4% in the financial year 2004/05 to an expected 0.6% in 2011/2012.
- Very limited human and financial resources in the local Government system to environment related issues.

The above challenges are reinforced and should be seen on the background of the overall Ugandan poverty context and the strong competition for limited resources.

The most recent CIVICUS civil society index report from 2006² concluded that the prevailing situation was more “disabling” than “enabling” for independent civil society activities. This characteristic was based on the overall political climate in Uganda where political and human rights were only partly respected, but also due to the high level of poverty. The legislation regulating civil society activities and registration was characterised as slow and cumbersome. Since the publishing of the report, the regulations of civil society have become even tighter. In spite of this situation, a limited number of Ugandan civil society organisations have taken bold steps and have increasingly engaged in controversial issues. So in spite of increasingly restrictive legislations, Ugandan civil society organisations have increasingly taken up its own space. For most Ugandan civil society organisations invited space (government annual strategic reviews etc.) are still the only way they engage in policy and advocacy related activities.

3. Review/Evaluation of REPA and SLOGIN

The specific findings from the REPA and SLOGIN review/evaluation will be presented in two separate chapters focusing specifically on the two interventions.

In the subsequent sections, SLOGIN and REPA performance will be assessed against original, or where available revised programme targets as stipulated in project/programme documents and/or Logical Framework Analysis (LFA).

The aim for the section on SLOGIN is to provide data for the fulfilment of the project targets, and where deviations exist, provide the background for this deviation. The assessment will form the core of the end of programme assessment of SLOGIN. The mainly quantitative data will, where relevant, be combined with more qualitative assessments based on field observations by the team.

The aim of the REPA review is to assess the performance of the programme midway, provide an assessment of performance against indicators, the likelihood of the programme to achieve stipulated targets for the entire programme and, where relevant, provide recommendations on changes to targets.

² CIVICUS, June 2006, “Civil Society Index Project. Civil Society in Uganda: At the Crossroads?”

3.1 REPA midterm programme review

3.1.1 Programme Background.

REPA II is the second five years phase of the CARE Danida Frame Funded programme. REPA II was started in January 2009 and is planned to end by December 2013. The overall budget for the five year programme is 30 million DKK, or app. 5.2 million USD.

3.1.2 Goal and Objectives

The overall goal is: Poor natural resource-dependent households achieve improved livelihoods, and natural resources are conserved through equitable and sustainable management of natural resources, while good governance impacting the use and management of natural resources and livelihoods of poor households is achieved with effective participation of civil society and poor communities.

The strategic objectives of REPA II are:

1. Poor natural resource-dependent households achieve sustainable livelihoods through the equitable sharing of costs and benefits from the use and management of natural resources.
2. Natural resources and protected areas are sustainably managed and conserved, with equitable benefits to poor natural resource dependent households.
3. Good governance impacting the use and management of natural resources, through the effective participation of civil society and poor natural resource-dependent households.
4. Civil society has the capacity to effectively address rights and responsibilities that reduce the cost and increase the benefits of conservation among poor natural resource-dependent households.

3.1.3 REPA Programme document as a basis for strategic programme interventions.

The REPA II programme document has been designed based on the experiences from REPA I. Substantial weight is given to descriptions of the findings and recommendations from the REPA I evaluation.

The evaluation of REPA I have led to major shifts in the overall focus of the programme in REPA II. This includes a shift from a largely CARE implemented programme to a more partnership and civil society oriented programme approach where CARE takes a more of a facilitative role. Another important shift is an increased geographic focus in the field level activities. The thematic focus of the programme remains broad and very ambitious with a huge number of interventions.

The intended shift from a CARE implemented programme to a civil society partnership programme is not followed through in the LFA where the focus at least to a large extent is on the implementation of concrete NRM activities.

The programme description in the REPA II programme document is highly complex. Apart from the conventional development and immediate objectives and outcomes, the programme document has strategic objectives which (it is not obvious how they relate to the development and immediate objective), thematic focus areas, programme principles, further design criteria, and crosscutting issues (more areas than the conventional). The problem is not the content of the individual description – but rather the amount of priorities and that the hierarchy of the set of very ambitious priorities is not spelled out.

The lack of clear strategic direction is further amplified by the absence in the document of a conventional strategy section that describes what, how and by whom, and in what sequence the programme will be implemented. The combination of an overload of criteria and the

ambiguity in the focus on civil society versus provision of concrete NRM outputs makes it fairly weak as a strategic guide for implementation.

From a review perspective the lack of focus makes it very hard to provide a clear cut assessment of overall programme performance, as the yardstick for such an assessment is unclear.

Recommendations:

- It is recommended - based on the present review – to develop a short and focused implementation strategy (e.g. 5 - 7 pages) for the remainder of the programme, which in clear language explains what, how and by whom the programme will achieve the (revised) objectives and (revised) outputs.
- In designing a successor programme to REPA II emphasis should be on ensuring clear, focused and unambiguous implementation strategies.

3.1.4 Assessment of review data for REPA

The review of REPA is based on a quantitative analysis of available monitoring data drawn from the REPA monitoring database. The indicators monitored all relate to outputs or in a few instances outcomes of programme activities, no quantifiable indicators have been provided at objective level.

The REPA programme has 24 indicators. However, the following assessment is based on the 13 selected indicators that have been used for the Annual Results and Plan reporting to Danida³ and for which annual goals have been established and monitoring data for the entire period is available. For most of the remaining 11, full data sets are not available, neither is baseline data⁴.

The assessment against targets is based on end of 2010 results as results for 2011 is only available up to mid-2011. As the programme for most indicators has stipulated a slow start up phase (2009, 2010) followed by a rapid, almost exponential growth in targets for 2011, 2012 and 2013, the review has drawn on data for June 2011 where available to assess trends in the development. Mid-2011 data can only be used as indicative data and with a high level of caution, as development during the first six month might not reflect the trend for the entire year.

The data are for most indicators based on consolidated partner reporting, hereby bringing in an additional uncertainty deriving from the capacity of partners to collect valid data. It is noted that some of the indicators are not unambiguous or sufficiently SMART to secure consistency across partner reporting.

In spite of some shortcomings in data, the overall validity of data on most indicators is assessed to be of an acceptable quality to provide a reliable picture of the performance of the REPA programme vis-a-vis stipulated targets. Major shortcomings in the selected indicators are the absence of specific indicators on the strategically important Batwa component and a bias towards tangible and often service oriented outputs.

The major findings from the quantitative analysis were presented, discussed and verified at a workshop in Kampala with core REPA staff and CARE Uganda management.

3.1.5 REPA performance against targets

³ The Danish Ministry of Foreign Affairs has subsequently changed the annual reporting format, and CARE is not obliged to report on the stipulated data. CARE Denmark has maintained the reporting as an internal requirement in all programme countries.

⁴ According to the REPA/SLOGIN Programme Quality and Learning Coordinator, baseline data was collected but newer systematised.

Result area	Indicator	2010 target ⁵	2010 realised	2011 target	2011 status 06.11	2012 target	2013 target
1. People directly supported by the programme	Number of people who directly participate and benefit from the programme	15.000	12.903	30.000	15.767	55.000	75.000
2. People indirectly affected by the programme	Number of people who indirectly benefit from the programme.	100.000	77.118	300.000	94.302	450.000	500.000
3. Livelihood improvements	# of women who have realised improved livelihood.	7.650	5.630	15.300	6.619	25.000	35.000
	# of men who have realised improved livelihood.	7.350	6.807	14.700	8.256	20.000	30.000
	# of women participating in and benefitting from conservation linked enterprises supported by the programme.	100	107	200	774	300	300
	# of men participating in and benefitting from conservation linked enterprises supported by the programme.	0	210	50	1230	50	50
4. Natural Resource governance	# of approved and operational collaborative management plans	8	5	12	5 approved + 8 awaiting national approval	18	20
	# of most vulnerable households benefitting from NRM agreements/MoU/management plans facilitated by the government	500	2,624	3,000	Data not available	4000	4000
5. Capacity Building	# of CSOs that have undergone capacity building in one or more areas	18	22	30	Data not available	50	80
	# of organisations taking up ENR advocacy issues in favour of women poor households and marginalised ethnic groups.	6	9	10	Data not available	15	15
6. Advocacy	# of advocacy activities undertaken by programme participants.	5	12	12	14	12	12
7. Gender and Equality	# of CSO partners that have been assisted and/or are strengthened in gender sensitive programming and organisational policies and are consistently implementing them.	10	8	15	Data not available	22	22

⁵All figures for the individual years in the table are cumulative for the entire programme period.

Result area	Indicator	2010 target ⁵	2010 realised	2011 target	2011 status 06.11	2012 target	2013 target
8. HIV/AIDS mainstreaming	# of CSOs partners that have been assisted and/or strengthened in HIV/AIDS sensitive programming and organisational policies and consistently implement them.	10	9	15	Data not available	22	22
9. Climate Change adaptation	CARE Denmark's Guidelines for mainstreaming Climate change and DRR adopted and implemented.	Rolling out CVCA and Cristal to partners. Developing action-plans with partners for adaptation.	All partners trained by regional management unit.	Adaptation measures mainstreamed in enterprise activities	Data not available	Adaptation measures mainstreamed in enterprise activities	Adaptation project/Component started.
	Carbon emission reducing strategy/practices incorporated in the programme.	Reduction strategy in place and enforces	No progress made	Baseline for the programme documented	Data not available	Reduction measure enforced	Reduction measure enforced and lessons documented.

3.1.6 Analysis of progress against targets

1. *People directly supported by the programme* include women and men who are direct beneficiaries from one or more REPA activities. The main categories of beneficiaries include persons benefitting from: natural resource management plans, revenue sharing agreements, problem animal management activities (PAM) and income generating activities (IGA). The figure for 2010 of 12.903 persons directly supported, compared to the target of 15.000, is equivalent to an 86 % achievement rate. This moderate underperformance is at least largely the result of problems deriving from finalisation of agreements with UWA and NFA due to the on-going national crisis in the two organisations. This only provides opportunities for signing of wetland agreements. The crises have effectively stalled the signing of all new natural resource agreements for close to a year. The targets for 2011 is 30.000, for 2012 55.000, and for 2013 75.000. By mid-2011, the level of direct beneficiaries has only reached 15.767 persons. Provided the protracted crisis in UWA and NFA and the lack of new initiatives on forest and park agreements, the programme targets for 2013 are highly unlikely to be achieved. The need for adjustments in programme strategies will be further elaborated in section 4.8.

2. *People indirectly affected by the programme.* This indicator is calculated based on direct beneficiaries times 5 (estimated number of household members) plus beneficiaries reached through broader initiatives. As this indicator is largely a function of the previous indicator, the trends and the likelihood of achieving the indicator is assessed similarly to indicator 1. The

existing targets for the coming years and the ultimate project targets are highly unlikely to be achieved.

3. Livelihood improvements. This domain is covered by two sets of gender segregated indicators. One indicator covers # of women/men who have realised improved livelihoods, the other # of women/men participating in and benefitting from implementation conservation linked enterprises supported by the programme.

of women/men who have realised improved livelihoods. This indicator is closely linked to outcome area 1, but it adds a gender dimension to the indicator. The REPA programme has planned to give a slight priority to women within this outcome area. Contrary to this target the gender segregated data on implementation reveals that a clear gender bias favouring men both in absolute and relative terms exist, the fulfilment rate for men is 92% of stipulated targets, whereas it is 72% for women.

of women/men participating in and benefitting from implementation conservancy linked enterprises supported by the programme. This indicator has been interpreted broadly and includes all IGA and as well as PAM activities supported by the project. Direct support for IGA and PAM is in the original project strategy seen mainly as a pilot or a means for facilitation of strategic change processes. The limited role of service delivery, including enterprise support, is reflected in the indicators, the cumulative target beneficiaries by 2013 is expected to be 300 women and 50 men. The figure for 2010 shows a moderate over performance for women and contrary to the targets the inclusion of men in the target group. The figures for mid-2011 are already at 774 women and 1230 men, which is equivalent to 387% over performance for women and 2460% over performance for men. According to the REPA staff, this is a product of the focus on PAM, and in particular the planting of chili in combination with the prevailing land ownership pattern in the programme area that strongly favours male access to land. The massive "over performance" is highly problematic on two grounds. First of all, the data strongly indicate that REPA has not been able to implement its own targets on affirmative action towards marginalised women, on the contrary the programme has reproduced existing gender imbalances rather than challenging them. Further the programme has contrary to the original intentions been involved in substantial service delivery. This will be further analysed in section 4.6 where the REPA programmes use of service delivery will be further analysed.

4. Natural Resource governance. This domain is covered by two indicators: # of approved and operational collaborative management plans and # of most vulnerable households benefitting from NRM agreements/MoU/management plans facilitated by the government.

of approved and operational collaborative management plans. This indicator includes agreements on forest, national parks and wetlands. The target for 2010 was 8, whereas only 5 agreements have been signed and are operational, the majority of these being wetland plans. The underperformance is directly related to the on-going crisis in the UWA and NFA – this is also reflected in the number of locally agreed but pending cases which by mid-2011 constitute an additional 8 agreements. The target for 2012 is 12 agreements, had it not been for the crisis in the two institutions REPA would have been ahead of the targets by 2012. However, provided the protracted nature of the crisis and the subsequent decision by REPA on a stop on new initiatives with NFA and UWA, it is unlikely that REPA will reach the stipulated targets of 20 agreements by 2013.

of most vulnerable households benefitting from NRM agreements/MoU/management plans facilitated by the government. The target for 2010 is 500; the achievement for the year was 2,624. However, the indicator is flawed by a lack of a clear, shared and unambiguous

understanding of most vulnerable households amongst CARE and partners⁶. The figure is thus most likely inflated. The lack of shared understanding of who are the poor is a major challenge. In an exclusive meeting between partners from western Uganda and the review team the partner organisations expressed a lack of understanding of what CARE meant by who is the most vulnerable. It appears from the interaction with partners that, seen from their perspective almost all villagers are poor and vulnerable. It is not possible to assess to what extent the apparent success in targeting poor and vulnerable households is real, and to what extent the programme will be able to reach the stipulated targets.

5. *Capacity Building*. This domain is covered by two indicators; # of CSOs that have undergone capacity building in one or more areas, and # of organisations taking up ENR advocacy issues in favour of women poor households and marginalised ethnic groups.

of CSOs that have undergone capacity building in one or more areas. The target for 2010 was 18 and with a result of 22 organisations reached REPA has performed above expectations on this target. Data for 2011 was not yet fully compiled by the time of the evaluation

The review team carried out a rapid assessment with partners in western Uganda on their perception of the relevance and quality of the CARE capacity building activities. The results were with a few exceptions overwhelmingly positive on both aspects. The results of the scoring are provided in annex III. The results only provide a participants assessment and hereby an indication of quality and relevance of the programme. However, it does not provide insights into the change in capacity of the individuals targeted or the application of learning and practices in the organisations.

The targets for 2011 – 2013 are; 30 CSOs, 50 CSOs and 80 CSOs. Up until now, the capacity building has primarily been directed at strategic and implementing partners. In order to reach the targets it is the intention to broaden the scope to include VSLA and other organisations of the target groups. It is the assessment by REPA staff that the targets for the coming years can be reached in this way. It should, however, in light of a revised strategy for the phasing out of REPA II be considered whether the targets are still relevant for the strategy – or whether resources could be used better otherwise. In this situation the targets needs to be downward adjusted.

of organisations taking up ENR advocacy issues in favour of women poor households and marginalised ethnic groups. The target for 2010 was 6 and with a result of 9 organisations reached REPA has performed substantially above expectations on this target.

6. *Advocacy*. # of advocacy activities undertaken by programme participants. The target for 2010 was 5 and with 12 advocacy activities undertaken, this is a substantial over performance and REPA has hereby already achieved the ultimate target for advocacy activities for the programme. This positive trend continues in 2011, by mid-2011 the cumulative figure for advocacy activities are 14.

The figure includes diverse activities ranging from district to national level activities. Prominent national and fairly successful activities such as engagement in advocacy around the Mabira and Namanve forest reserves and the 2011 NGO Amendment Bill are included. The increased focus on national civil society partner organisations in the REPA programme provide a strong basis for further expanding the engagement in national advocacy over the coming years. Promoting civil society advocacy is a central part of the existing REPA programme and the Danish Strategy for Support to Civil Society and CARE present strategy, further underlined in the

⁶ This conclusion is based on statements from partner interviews and CARE staff on the lack of clarity on the definition of poorest of the poor/vulnerable.

CARE Think Piece. Based on the existing success there is room for an upward adjusting of targets.

7. Gender Equity. # of CSO partners that have been assisted and/or are strengthened in gender sensitive programming and organisational policies and are consistently implementing them.

The figure provided for 2010 shows a 20% underperformance, no figure for mid-2011 exist. The indicator is, however, ambiguous as it is not clear whether the number provided is the number of trained CSOs or it is those organisations actually implementing gender sensitive policies. And in case of the latter what is meant by implementation of gender strategies? Available data from the results of the actual implementation of gender mainstreaming and affirmative action for women within REPA are not impressive, as indicated in outcome area 3.

8. HIV/AIDS mainstreaming. # of CSOs partners that have been assisted and/or strengthened in HIV/AIDS sensitive programming and organisational policies and consistently implement them.

The ambiguity of the indicator is similar to the previous. The figure provided for this indicator is a fulfilment rate of 90%. The target for the project which require a fairly moderate growth is likely to be fulfilled. The approach to HIV/AIDS mainstreaming as outlined in the REPA manual on HIV/AIDS is in line with current thinking on mainstreaming. CARE staff is clearly competent in analysing positive and negative potential implications of programme interventions. However, the capability has as far as the team encountered has only lead to limited strategy adaptations of programme interventions based on HIV/AIDS considerations.

9. Climate Change

This result area has two indicators:

CARE Denmark's Guidelines for mainstreaming Climate change and DRR adopted and implemented. All partners have been trained. Implementation in partner organisations has not started yet. This is in line with plans.

Carbon emission reducing strategy/practices incorporated in the programme. The target for 2010 is that a reduction strategy is in place. No progress has been made on this indicator. The REPA has decided to stop this intervention, based on a recognition of the overload of crosscutting issues.

The scoring on relevance and quality in the rapid assessment and subsequent discussion revealed that the REPA activities were rated relatively low. This was largely due to the training being too abstract and not providing sufficient guidance for action. According to CARE staff it is not a priority area within the REPA programme and it is not expected that the results will be achieved.

3.1.7 Batwa component

As noted above, no monitoring data could be made available on request from the review team for the Batwa component of the REPA programme, however to round off this section on progress of the REPA programme a few observations on progress will be provided. The following is based on the available written material combined with half a day workshop in Kampala with the organisation of Batwas; UOBDO board members, staff as well as other civil society organisations which have been part of the CARE support for the Batwa. No field visits were conducted during the mission.

The REPA Batwa component has had a strong focus on strengthening UOBDO as an organisation of Batwa. The focus has primarily been at strengthening the capacity of the organisation in a narrow sense, strengthening systems, staff and board to perform core

organisational functions, including administration and advocacy skills. Considerable development was noted within these fields, as were the level of self confidence among board and staff.

Less progress has been made with regard to membership, where the total members still only stand at 290 male and 155 females. It should be noted that while UOBDU is a membership organisation, it consider itself as the spokesperson for all Batwa living in Uganda. The outreach programmes towards the broader constituency are still not effective, and the experiences around purchase and administration of land are only partially successful as parts of the land are lying fallow. At the time of the review UOBDU lawyers with CARE was working on this issue. This point to a need for further systems development with regard to effective and a socially just land management.

The REPA interventions on capacity building have been complemented by smaller projects from public collections in Denmark and the Ford Foundation focusing on service delivery. While these interventions have been supporting the Batwa communities within land and health – the interventions have only to a limited extent been strategically used to promote the standing and cause of Batwa people.

It can be concluded that the REPA Batwa interventions have been able to support UOBDU in its growth as an organisation, but that it is now time to shift the emphasis from an main focus on systems and internal capacity to support for the development of UOBDU as a representative organisation with a broader outreach to Batwa people.

3.1.8 Overall conclusions on REPA progress

A bias exists in the selected indicators towards tangible results at community level, hereby not capturing some of the important positive developments that have occurred at a national level. Further the Batwa component which is largely assessed positively is not represented in the selected indicators.

The above data show that REPA in most areas are up to targets, and in some instances has over fulfilled targets by the end of 2010. It is noted that the targets for the final years of REPA for a number of core indicators are growing exponentially and that even in cases where the targets for 2010 have been fulfilled, the targets will not be achieved.

It is the assessment of the review team that the targets will not be reached for the following central indicators; people directly and indirectly benefitting from the project, approved and operational collaborative natural resource management plans. The main reason for this situation is factors outside the control of CARE, namely the simultaneous crisis within in the two main national government institutions, UWA and NFA.

The review of progress reveals that contrary to the strategy, IGA has taken a prominent role in the implementation of the programme. This is problematic in particular as the IGA activities as will be further elaborated in the next section is largely delinked from the implementation of the strategic goals of REPA.

Further the programme aim of targeting women as a special target group in enterprise development has utterly failed. Rather than addressing existing gender imbalances the programme in its activities have reproduced these imbalances. There is an apparent mismatch between the emphasis that REPA has put on gender training, the high level of satisfaction amongst partners with the training and the apparent lack of impact. There is a need for a profound reassessment of the approach to gender mainstreaming and the approach to affirmative action targeting poor women within REPA. This need is further underlined by CARE Uganda's recent choice of poor and marginalised women within both of its programmes as its impact group.

A somewhat related problem is the lack of clarity amongst partners on the meaning of most vulnerable households, the lack of clarity means that the apparent success on targeting the most vulnerable households is most likely not consistent with a closer analysis. The interaction with communities indicated that those benefitting from the programme are ordinary or even the slightly better off in the communities.

It is noted that the programme has performed well on advocacy, and though the figure does not reveal the actual content and importance of the advocacy initiatives, the review team came across important and substantial national advocacy initiatives undertaken by partners.

REPA has performed according to targets on capacity building of partner organisations. The relevance for a readjusted REPA strategy of extending the capacity building to a huge number of CBOs should be carefully assessed and the targets accordingly adjusted.

The review team supports REPA in not pursuing capacity building on climate issues, unless it is decided that climate adaptation will be part of a new programme.

Recommendations:

- All indicators should be critically reassessed in light of a revised strategy for the phasing out of REPA II to secure congruence between the aim of the programme and the success criteria.
- The selected indicators should be used to secure progress in the transition period towards winding down REPA II.
- The programme strategies should be adjusted to secure the actual implementation of the intended gender and poverty focus in REPA.
- It is recommended to shift the main focus of the REPA support from support to UOBDU with a focus on the internal capacity to administer an organisation, to focus on developing the member base and its outreach.

3.2. SLOGIN Evaluation

3.2.1 Project Background

The Strengthening Local Governance in Natural Resource Management (SLOGIN) was a 4 year project (Jan 2008 – Dec 2011) implemented by CARE International Uganda in partnership with local CSOs and communities⁷ neighboring protected areas in the districts of Kabarole, Kasese and Kyenjojo. The project was funded by the Royal Danish Embassy to the tune of DKK 4,999,696, outside the framework contract between DANIDA and CARE Denmark.

While a separate project in its own right, SLOGIN builds on lessons derived from CARE's previous interventions on Natural Resource Management (NRM)⁸ and has following CARE Uganda's P2P shift, been implemented as an integral part of the wider REPA II programme. SLOGIN directly responds to two of REPA's three programme components: i) *Community Based Natural Resource Management (Forests, wetlands)*; and ii) *Conservation and Benefits* (central forest reserves and national parks).

3.2.1 Goal and Objectives

The project aimed at "*developing the capacity of civil society organisations and marginalized communities in targeted areas to hold government accountable for the quality of service delivery; and participate effectively in governance processes related to the use and management of natural resources*"; through the achievement of the following key result areas:

⁷ Poor natural-resource dependent households living around high bio-diversity and protected areas

⁸ Including REPA 1 and EMPAFORM

1. Influence of CSOs on implementation of NR related policy for the poor and marginalized strengthened;
2. Effectiveness of monitoring by CSOs, of natural resources policy and use and management of natural resources to benefit the poor and marginalized increased; and
3. Ability of CSOs to hold duty bearers (especially local government) accountable for the effectiveness and equitableness of natural resources management enhanced.

3.2.2 SLOGIN: Results against targets

Result area	Indicator	2008 -11 Targets	realised
1. People directly supported by the programme	# of households who directly benefitted from NRM agreements	4000	3,241
	# of people who directly benefitted from the programme.	20,000	16,203
	# of women reached by the programme	Not established	6,480
	# of men reached by the programme	-	9,783
2. People indirectly affected by the programme	# of people who indirectly benefitted from the programme	-	37,000
3. Natural Resource governance (forest and wetlands)	# of approved and operational collaborative management plans	5	8
	# of by-laws and ordinances drafted by local government authorities.	7	4
	# of groups of marginalised communities engaged in collaborative NRM arrangements	7	3
	# of CSOs engaged in NR policy development and implementation at local, regional and national level	7	15 (8 CBOs, 7 CSOs)
	# of success stories documented on implementation of NR policy	6	4
4. Capacity Building	# of CSOs that have undergone capacity building in one or more areas (governance, gender, HIV/AIDS, climate change)	6	6
	# of CBOs with skills in utilisation of community based monitoring systems	4	4
	# of CBOs trained in NR conflict management	6	-
6. Advocacy	# of CBOs engaged in NR related advocacy activities.	6	5
	# of people that have increased awareness of their rights and responsibilities	28.5% (baseline)	71.2%

3.2.3 Extent to which SLOGIN has fulfilled its overall objective and created impact for its targeted beneficiaries

Despite delays during the inception phase, SLOGIN has registered significant progress in strengthening the participation of CSOs and marginalized communities in governance processes related to the use and management of natural resources.

Perhaps the most important contribution by SLOGIN in the targeted communities has been the demonstration of mechanisms through which community members and duty bearers can collaborate in the sustainable management of natural resources. The establishment of community based structures (natural resource user groups) has facilitated the mobilization and representation of marginalized groups and engagement of duty bearers on access and user rights. Key outcomes from these processes have included the negotiation of *collaborative management agreements* and drafting of *by-laws/* that have both contributed to: improvements in the previously hostile relationships between resource managers and adjacent

communities (particularly in the forest sector/private forests)⁹; and a shared understanding of roles and responsibilities regarding the conservation, utilization and sharing of resources.

Information from the project reports indicates that approximately 80% of the targeted households are benefitting from the Wetland Management Plans¹⁰ that have facilitated the conservation and regulated use of wetlands in the specific communities. This review and an *Impact Study* conducted in September 2011 established the range of benefits that have been derived, including: regeneration of the wetland in Kahokya, Kasese district and subsequently increased water supply that is supporting both agricultural production and domestic requirements; and reducing labour and time demands on women. The user group's conservation efforts have also attracted pledges from other partners for the installation of piped water systems.

Communities also reported some improvements in access to economic opportunities arising from both the management agreements and establishment of resource user groups. Different micro enterprises based on renewable resources from the wetlands and forests have emerged e.g. apiary, crafts, making of energy saving stoves; and others such as fish farming and eco-tourism are in the pipe line.

Members of the User Groups have also been introduced to alternative livelihood interventions aimed at reducing pressure on natural resource use e.g. animal rearing and establishment of savings & credit associations using the VSLA approach. Some groups have also been able to access enterprise support from government through the NAADS programmes and tree seedlings from NFA for woodlots. However, most of these interventions were at the time of the review still at a nascent level, hence making it difficult to establish increments in household incomes.

The existence of collaborative management agreements has, as per policy guidelines, facilitated increments in budgetary allocations from the Central Government towards the ENR sector in Kabarole and Kasese districts. Even though the amounts remain relatively low, some of these funds have been directed towards the implementation of community natural resource management plans (Mukatwa).

The SLOGIN project has also established a foundation for CSOs and communities increased capacity to hold government accountable for the quality of service delivery. The introduction of the Community Based Monitoring and Evaluation System (CBMES) and training of community monitors in targeted communities and partnerships with established CSOs have contributed to increased resource tracking, reporting of corruption cases and gaps in service provision in *hard to reach* areas. This has in some communities resulted in government action in terms of sanctions against corrupt officials and specific measures to improve health and education services i.e. deployment of additional staff and improvement of facilities¹¹.

Increased engagement of CSOs in ENR governance issues has not only amplified the voice of marginalized communities in local governance structures, but has also led to the establishment of a multi stakeholder ENR forum in Kasese district. The forum has raised the profile of ENR related issues and has among others facilitated ratification of by-laws and resourcing of ENR interventions.

⁹ An impact study conducted in September 2011 indicated that 75% of respondents in the project area expressed satisfaction with the level of community participation in NR management compared to 17% at the beginning of the project.

¹⁰ Kahokya wetland in Lake Katwe Sub-county, Kyanzutsu wetland in Mahango Sub-county and Muhoora wetland in Mugusu Sub-county.

¹¹ Advocacy efforts have resulted into the posting of additional teachers (Kabarole); transfer of Nakiyumu S/County chief on allegations of misuse of funds; allocation of funds for digging of trench around Queen Elizabeth against problem animals; construction of public toilets to promote sanitary conditions in Karago Parish; restoration of Mpanga river bank through relocation of garbage disposal sites.

These successes notwithstanding, the project has encountered some challenges, particularly affecting communities adjacent to forest reserves. There has been less success in the negotiation of collaborative forest agreements and at the time of the review, none of the four agreements had concluded; and any gains registered in terms of awareness raising were increasingly under threat from communities¹² that were losing patience with the process. Delays in effecting CFMs could affect the cohesiveness of user groups and derail momentum achieved.

As indicated in subsequent sections, delays around the CFMs are largely a result of institutional challenges affecting the National Forestry Authority; and are a reflection of the influence of national level policy issues on local level implementation.

The ability to hold government accountable for delivery of quality services has also been constrained by inadequate policy support in terms of resource allocations to the districts. Only about 20% of resources allocated to the ENR sector are disbursed to the districts. Most districts receive on average only about UGS 10 million per annum. Because of these constraints, most districts lack the required manpower making it difficult if not impossible to implement and enforce action plans.

Related challenges in the demand for accountability include the capacity of the partners engaged in these activities. The risks associated with accountability work are relatively high and the capacities of the CSOs and CBOs in the targeted communities to take on this work are varied. Lower level CBOs and community based monitors in particular have great difficulty in navigating the system and obtaining audience.

Changing attitudes and building the civic competencies of poor and marginalized communities is a long term process.

3.2.4 Opportunities available to the project and how they were utilised

SLOGIN has in the course of its implementation taken advantage of emerging opportunities to advance its objectives. The more evident ones include:

- Utilisation of the launch of the wetland management plans to demonstrate to the responsible institution, i.e. Ministry of Water and Environment, practical mechanisms through which the government policy on natural resource management can be operationalized. The Ministry has expressed interest in replicating these plans in other parts of the country and hence responding to SLOGIN's objective of increasing transparency and accountability in NRM.
- While still at a nascent level, the establishment of a district ENR forum in Kasese is being studied carefully to identify lessons for the engagement of different actors including those from the private sector in the sustainable management of natural resources.
- Working with other partners, SLOGIN took advantage of the comparative advantages of working with established partners such as ACODE to strengthen vertical CSO linkages and support ENR advocacy work.
- Registration of community resource user groups as CBOs to facilitate access to other development interventions and funding for communities e.g. through the Community Driven Development (CDD) and NAADS.

4. REPA and SLOGIN lessons learned and recommendations on strategic adjustments

The focus in the previous sections has primarily been on analysing the level of fulfilment of stipulated targets. The purpose has been to provide an "audit" on progress. The subsequent section is based on the findings in the previous sections and the observations from field and

¹² communities around Itwara Forest Reserve (Kajiima Zone Environmental and Farmers Association in Kajiima-itwara), Kabende and Matiri

desk studies of REPA and SLOGIN and will draw out lessons for the remainder of REPA II and for the development of a post-REPA CARE Denmark NRM programme. This section will highlight learning based on successes as well as challenges from REPA/SLOGIN.

4.1 REPA/SLOGIN experiences from civil society support

CARE Denmark has in recent years developed its own strategies, most recently and comprehensively in the "Think Piece", with a CARE Denmark take on the Danida civil society strategy¹³. In line with the Danida strategy, the focus is on support for the development of a strong and independent civil society based on genuine partnerships, and with a focus on capacity development and support for advocacy.

The CARE Denmark "Think Piece" suggest that; civil society strengthening truly becomes the primary objective for all CARE Denmark funded programmes¹⁴ - the main vehicle for this development shall be working in true partnerships with national civil society partners. CARE Denmark defines partnership as a: mutual beneficial long-term working relationship between CARE and other organisations based on joint visions, values, mutual respect, shared risks and benefits aiming at ending rural poverty and conserving the natural resource base¹⁵.

CARE Denmark in Uganda has as earlier noted during the past years taken important steps in moving away from self-implementation towards working in partnerships in line with the "Think Piece".

It is noted by the review/evaluation team that at least part of the CARE Uganda is concerned about the realism of the CARE Denmark "Think Piece" in a Ugandan context. They fear that the strategies would lead to failure for organisations and for CARE programmes. However we find that the "Think Piece" is about a particular focus and approach to development based on partnership and focusing on the development of a vibrant civil society. The "think piece" is calling for a fundamental paradigm and mind shift in CARE, trusting in the ability of civil society to find relevant solutions rather than focusing on "expert" lead programme interventions owned and directed by CARE. The "Think Piece" is not about prescribing one model but providing direction and approaches to development.

4.2 Collaboration with national CS partners

Both REPA and SLOGIN have strengthened and deepened on their cooperation with national NGOs. REPA is in an early stage of a process moving from an activity based cooperation to a more long-term and strategic cooperation with a limited number of national partners.

The national partners include; Advocates Coalition for Development and Environment (ACODE), Anti-Corruption Coalition Uganda (ACCU) Environmental Alert (EA), Community Development and Conservation Agency (CODECA), all involved in NRM issues. The United Organisation of Batwa Development in Uganda (UOBDU) which is the national organisation of Batwa and Community Development Resource Network (CDRN) which is a specialised organisation working with organisation development and capacity building can be seen as strategic partners in their own right. As both UOBDU and CDRN are playing significantly different roles from the other organisations the assessment of the cooperation experiences are addressed in separate chapters.

The collaboration experiences are with the exception of ACODE, CODECA and OUBDU of a very recent nature, as most cooperation agreements have been entered within the last six month. In spite of this the national partnerships represents important strategic steps and experiences in support to national civil society agendas.

¹³ "The Civil Society Strategy; Strategy for Danish Support to Civil Society in Developing Countries, December 2008" is the Danish Ministry of Foreign Affairs's strategy for all Danida funded interventions.

¹⁴ Think Piece on civil society strengthening, p. 5.

¹⁵ Care Denmark: Partnership Strategy, 2003, p. 1

All national ENR partners play a central role as actors at the national scene engage in advocacy, both in invited space and to a varying degree with own agendas. Further, all of the partners are active participants and often lead agencies in national ENR networks. This includes the NGO Environment and Natural Resource Sector Working Group, Uganda Forest Working Group, Forest Governance Learning Group and the Civil Society Coalition on Oil and Gas. The recent CARE engagements with national partners have further contributed to position CARE as a central player within support of policy oriented civil society activities within the environment and natural resource sector.

The partnerships are still young and based on concrete cooperation agreements on agreed activities. The agreements have been entered into based on dialogue between CARE and the partners and directly relate to partners' own priorities. CARE's national partners saw the collaboration as important contributions not only to the implementation of the concrete activities but to the growth of the organisations. More of the activities are innovative and provide partners with potential development within core areas of their mandate.

Most of the partnerships are still in an early and exploratory phase; in this situation it appears as if CARE has reached a fine balance in its partnerships between control and support for organisations own development and agendas. CARE was commended by several partners for being flexible and willing to adapt to changing circumstances.

ACODE, the oldest and strongest CARE partner, expressed a desire to engage in a more institutional relationship with CARE based on strategic dialogue, where CARE fund core activity areas within ACODE's strategic plan. Such a partnership could contribute to strengthen ACODE as an organisation while at the same time place CARE in an even more strategic position than has been the case up until now.

REPA/CARE's approach to partnerships with national partners has been adequate and relevant for new and emerging relationships. It is, however, important that CARE sees partnerships as growing and evolving and that there is no form that fits all. The maturing relationship with ACODE provides an opportunity for testing out new and more interdependent forms of cooperation. This could take the form of core strategic funding for identified parts of the ACODE strategic plan.

Experiences from elsewhere has proved that core funding/programme support can be an effective means for support for organisational growth, but that there is no automatic relationship. Core support has in some instances led to organisational complacency. Monitoring and evaluating targets jointly are important to maintain the organisational dynamic. Core support shall only be embarked upon based on a positive track record of cooperation and based on a mutually agreed monitoring system combined with modalities for strategic dialogue.

Recommendations:

- It is recommended to continue and deepen relationships with national NGOs based on shared values and strategic aims, allowing for partners to develop and promote own agendas.
- It is recommended that in line with the spirit of the Paris and Accra principles on alignment that REPA should negotiate strategic organizational funding for ACODE. If agreements can be reached based on shared goals and aspirations it should be implemented for the remaining part of REPA II as a pilot with potential for replication with more partners. The aim of the pilot should be to gain insight in the potential and challenges of institutional funding and the potential for including institutional funding as one funding modality in a post-REPA II programme.

- As part of the piloting REPA should develop and test with ACODE adequate dialogue, contracting and monitoring models that might be used for replication in a post-REPA programme.

4.3 CAREs approach to local partnership

Besides the limited number of national partners, REPA/SLOGIN has agreements with approximately 10 local partners, including local networks and independent NGO. The role of the local partners differs, but for most partners outside Kampala the CARE approach to partnership is still largely task bound and CARE centric with partners delivering certain outputs of the programme. The primary aim of the partnership seems to be to implement a CARE programme on natural resource management rather than supporting the development of a vibrant civil society within the natural resource area – while this approach to partnership is in line with CARE International in Uganda it is not in line with the “Think Piece”, let alone the Danish Strategy for Support to Civil Society. Strictly speaking it is assessed that major part of the CARE local level interventions are outside what can be supported with Danida funding. There are positive examples of new and more civil society oriented developments outside Kampala particularly within the field of supporting civil society linkages, but overall REPA II has not undertaken a similar step as has been the case with the Kampala based partners. The general picture is still that of a dependent relationship with CARE in the driving seat and little move in the direction of an independent, let alone an interdependent relationship.

A consequence of this approach is that REPA II, unless the strategy is changed at this rather late stage, will leave limited civil society organisational impact and hereby sustainability of its interventions.

An example from the REPA practice might illustrate this point: REPA has engaged with CARITAS Kasese and Fort Porto to implement its programme on forest and wetland management plans. The two CARITAS branches have implemented the programme in a professional manner and have provided relevant services to local communities according to the contract. However, there was no sign that either of the two CARITAS branches in the future would see facilitation of natural resource management agreement as an area of specialisation or that the programme has supported the development and transfer of replicable models to other civil society organisations. What the CARE programme would leave is most likely a limited number of forest and wetland management plans and very little strategic and durable civil society capacity. In a rather schematic and simplified form, a more civil society oriented approach could be outlined as: A first step would be to identify civil society partners with a long-term interest in developing into a specialist in facilitating natural resource management agreements (CARITAS might have been a relevant candidate, but the contracting process was more about CARITAS’s capacity to provide a certain service than about how to strengthen the civil society to engage in these important processes). Once identified, this would be followed by a strategic dialogue on approaches to facilitation of natural resource management plans and how the programme could support the organisation in developing its capacity and its methodology within this field. This would be followed by an implementation phase, where the methods and capacity are developed and concrete facilitation of NRM processes undertaken. CARE would serve as a strategic dialogue partner, financier and where needed as a broker or provider of relevant capacity building services. What such a process would leave, apart from a number of natural resource agreements, is at least ideally; competent civil society organisations with an interest and competence as a specialised agency in facilitating natural resource management agreements. The partner organisation is thus likely to pursue its professional development and aim at fundraising for what is now an area of specialisation.

Recommendations:

- CARE should strengthen its approach to local partnerships adapted to the local conditions, but based on real dialogue with the aim to develop deeper partnerships based on shared interests.
- For existing partners, CARE should for the remainder of REPA II look into potentials and interest amongst the local partner organisations to develop into specialised agencies and within natural resource management. If interested, CARE should support the development of the professionalization of the organisations in their own rights.

4.4 Strengthening linkages and networks

A major challenge for international agencies in supporting the strengthening of the civil society sector is that civil society organisations often perceive their fellow CSOs as competitors rather than collaborators. A number of factors contribute to this, including the competition for implementation contracts, the dominance of a contract culture where delivering a service is at the centre – rather than a sense of jointly contributing to the development and change in society based on own competencies.

Positive exceptions exist in support for linkages and developing of district platforms within the CARE programme.

CARE has in general been good at promoting a collaborative approach amongst its partners, where agencies, rather than trying to be a jack of all trades, refer communities to specialised organisations. This is a major achievement and this approach could be of broader interest within CARE and beyond.

The CARE initiated Natural Resource Forum in Kasese is likewise a good example of an initiative, promoting a sound interface between local government and civil society, promoting coordination and networking amongst local stakeholders and building locally owned and shared advocacy positions and strategies. A similar forum have been attempted in Fort Porto, this has however not yet taken off. Tentative lessons are to secure local ownership and leadership from the outset, keep it simple and at low/no cost. The Forum appears to holds potentials for being sustainable and for replication.

Further CARE has supported a number of network organisations. This has proven to be effective in promoting governance issues more broadly even amongst organisations who do not have an explicit governance focus and in the promotion of local collaboration within advocacy. Important assets of the networks have been the creation of linkages and referral of communities to relevant providers, linking up with national organisations and agendas and reducing risks for victimisation.

While networks have to a certain extent been able to link up to local and national agendas, this is still more the exception than the general rule. Strengthening vertical linkages continues to be a challenge.

Recommendations:

- The methods and approaches used within REPA to foster local collaborative relationships amongst civil society partners should be documented for broader use in CARE and in a post-REPA programme.
- The lessons learned from the two attempts of forming local Natural Resource Forums should be analysed to develop a strategy for replication.
- CARE should continue to promote the idea of strengthening civil society linkages and in particular support for the creation of vertical linkages from local to national level.

4.5 Capacity building

The programme has supported partners with a broad range of capacity building initiatives, spanning from training undertaken by CARE staff, follow-up support and coaching to support to partners through CDRN. CARE still has a rather hands on approach to capacity building. The contracting of CDRN is commended as a good example of outsourcing of capacity building.

Further, it secures the critical separation of funding processes from intricate organisational processes and hereby maintains essential organisational boundaries.

The support provided through the REPA and SLOGIN programme was in general rated high by partners both in term of relevance and quality. The level of applying learning from capacity building have not been thoroughly assessed by the team but based on the scattered information and the mere number of issues covered as well as the complexity of some of these issues there seems to be an overload of generalised trainings offered.

Recommendations:

- In order to strengthen the professional civil society support sector and hereby institutional sustainability and to strengthen cost effectiveness, it is recommended that CARE continue to look for potentials for transferring more capacity building roles to local partners.
- CARE should carefully assess the needs and relevance of training for partners and the programme before engaging in new training – CARE needs to increase its monitoring and reflection on impact of provided training.

4.6 The use of service delivery

A mismatch exists between the REPA and SLOGIN programme documents, the guiding “Strategy for Civil Society Strengthening under REPA”, and the implementation of the programme. The programme document and strategy have an exclusive focus on civil society support in capacity building, awareness raising and advocacy. On the other hand, the original modest task for people to be assisted with IGA is, as mentioned in the sections on results, manifold “over fulfilled”. Furthermore, during the field visits it was observed that the IGA activities were largely implemented as parallel to capacity building and advocacy and did not as such play any strategic role for neither advocacy nor capacity building. Service delivery is hardly mentioned in the REPA programme document apart from in the activity section, where it takes up a very modest place. Service delivery is rather “sneaked in” to the project rather than addressed up-front as part of the strategy. The use of service delivery is not only counter to the programme document and CARE’s current strategic thinking but it also falls outside of what can be funded through Danida civil society funding. Though outside the scope of this review, the review team finds that the description of the inclusion of service delivery for strategic purposes could be spelled out more clearly in the “Think Piece” than what is presently the case.

Recommendations:

- In line with the CARE Denmark’s “Think piece on civil society” and to avoid the present un-strategic use of service delivery, a realistic assessment of the needs for and potential role of strategic service delivery in promoting the overall REPA goals shall be undertaken and all non-strategic use of services stopped.
- Where partners want to include service provision in agreements with REPA, the partners shall be asked to provide an explanation of the strategic role of these services for achieving the strategic goals of the agreed intervention.

4.7 Addressing increasing dependency in local communities

Related to the above point on service delivery is an observation of the development of a sense of dependency within the communities supported. The CARE partners were seen as a source of potential and undefined services and material input, rather than providers of capacity building to develop strong and independent communities.

More reasons for the development of dependency exist. This includes the generalised level of poverty in the communities and the prevailing tradition of NGOs providing hand-outs rather than strengthening the communities’ own capabilities.

However, the REPA and partner approach to community engagement is reinforcing the above tendencies on development of dependency relations. On the one hand, it was observed that local partners tended to take on a direct implementation role in the engagement with government institutions on behalf of the communities – rather than facilitating and supporting local communities to engage with governments. The ability of communities to negotiate and maintain a positive interface with government institutions will also in the future be dependent on the availability of intermediary organisations.

The absence of boundaries with regard to task and time for the engagement with communities in combination with the above approach to community engagement is contributing to the development of dependency relations.

Recommendation:

- REPA should in its dialogue with partners promote that partners take on a role as facilitators and that the interventions with communities are task and time bound to avoid the development of dependency relation.

4.8 Adjustment to shift in context

The on-going crises in NFA and UWA have highlighted the importance of a clear analysis and understanding of at what level the problem is situated and thereby at what level the problem can be solved – problems can only be solved at the level they exist. In a situation like the one prevailing in UWA and NFA, where a total breakdown in national level ability to sign new natural resource management agreements, solutions cannot be found at a community level. REPA has in reality taken the consequence of this situation by putting the initiation of new management plans on hold. However, it appears as if no thorough analysis has been undertaken based on available information or alternative strategy options, i.e. for national level advocacy work. The programme has had reasonable success with facilitating wetland management plans. This is an area that holds potentials for broader replication. However, there is a need to groom a/several local NGOs to take up this as a specialised area.

Recommendations:

- In its programming CARE with partners need to carefully analyse challenges and potentials for change. This includes a critical analysis of at what level the challenges exist and therefore at what level they can be addressed.
- CARE should not embark on engaging in new natural resource management plans with NFA or UWA within the remainder of REPA II.
- CARE should shift the focus in forestry to national level advocacy by looking into the potential interest of national partners and in particular ACODE and ACCU to engage in national advocacy activities relating to solving the problems in NFA and UWA.
- CARE should identify and engage in partnerships with organisations that have an interest in specialising in facilitating the role out of wetland management plans and provide support for them to take on this role in the coming years.

4.9 Specialised studies

A number of specialised studies have been conducted and informed implementation. CARE is compared to other organisations quite heavy in undertaking studies; these are generally of a fairly high quality and within areas of relevance and have supported CARE in developing into a resource on NRM and development issues. There seems to be an overload of studies compared to the absorption capacity among CARE and not least partners. The CARE Uganda decision that all studies have a very short summary which should form the basis partner and organisational learning is welcomed.

Recommendation:

- Within a culture, where reading is not widespread as a learning form, it should be considered whether other forms of learning involving partners in systematic learning events would have a greater impact.

4.10 Monitoring and organised programme reflection

REPA has a complex monitoring system with a huge number of indicators (24). Presently, CARE pilots an electronic database that compiles data from the partners. Presently, not all programme indicators are documented. Data were not readily available for major areas and in more instances the data initially provided proved not to be correct. As has already been pointed out in previous sections, some of the indicators are not sufficiently SMART or unambiguous to provide an accurate picture of programme development.

The indicators have a bias towards outcomes at target group level, and with few exceptions they are not targeted at following development at an organisational level. Thus, the indicators are more geared towards service delivery than assessing the development in civil society.

Further, from the workshop undertaken as part of the review/evaluation on the results from the team's assessment of the monitoring data, it appears as if the programme team was not familiar with the results from the indicators. Monitoring data are not used for systematic reflection on programme performance and need for adjustments in strategies and implementation plans.

Recommendations:

- REPA should simplify its monitoring system and reduce the number of indicators, which should rigorous be followed.
- The compiled data should on a recurrent basis, at least every six months, be used for reflections on progress and needs for adjustments in strategies, activities and indicators.

4.11 Budget division

No thorough budget analysis will be provided. However it is important to note that compared to REPA I a substantial shift in the division of the budget between CARE implementation and partner implementation. The REPA II budget the partner implementation is 37,2%, compared to app 15% in REPA I. As indicated in the previous sections a post-REPA programme should have a very different approach to civil society strengthening – implying that this balance would substantially shift further towards partner implementation. A target of 70 - 80 % partner implementation is a realistic goal within such a framework.

4.12 Phasing out of REPA II

The major shifts in the Ugandan context, along with the substantial shifts within the CARE family strategies and approaches (CARE I, CARE US, CARE Uganda, CARE DK) makes it appropriate to fundamentally rethink the CARE DK programme. It is thus suggested that no REPA III is developed and instead a totally new CARE DK NRM programme is developed. This should be done based on the strong professional insights, the reputation of CARE as a committed organisation within the NRM sector. Parts of the existing programme might in a revised form be included in such a programme if deemed relevant, while others activities should responsibly be phased out or included in new CARE Uganda NRGWEP during the coming two years.

Recommendations:

- The rest of the REPA II should be used to prioritise future interventions and phase out areas which will not be continued. In order to do this in a responsible way decisions on overall scope and approach of the post-REPA II programme should be taken before mid-2012.

5. Post REPA programme development

This report has till this point provided an assessment of REPA and SLOGIN, but with a focus on implication for future programme development within REPA II and the post-REPA Danish intervention. The remainder of this report will be used on providing suggestions for the direction of the future programme, for the development process including a tentative timeframe for the programme development and the transition from REPA to a post-REPA programme. Further, the role and relationship between NRGWEP and the CARE programme will be discussed briefly.

5.1 A new beginning

A major challenge for the implementation of the REPA II and the intended shift towards a more civil society focused programme has been that REPA I was originally conceptualised in support of the implementation of progressive government policy for forest and wildlife management and revenue sharing and not based on existing or emerging civil society agendas among representative civil society organisations.

The analysis behind the conceptualisation of REPA I was largely focused on an assessment of environmental challenges and the potentials for addressing these challenges based on existing or potential new government policies. CARE played a central role in the implementation of the programme, and to the extent civil society organisations participated, it was as mobilisers of local communities and implementers of pre-conceptualised CARE interventions. While REPA II in its implementation has moved towards a stronger focus on support for civil society development it still to a very large extent represents a CARE agenda and intervention. This has major implications on the level of civil society ownership and control and the entire dynamics, or lack of, that the programme has experienced.

The point of departure for the new programme is suggested to be very different. Within the framework of the broad CARE Denmark and CARE Uganda NRGWEP, the programme development should be based on existing or emerging progressive Ugandan civil society change agendas. The role of the programme shall be to support the development of the capacity and strategies to promote and implement these agendas; this should be done through genuine partnerships based on shared aspirations. Thus, this puts the agenda setting on the reverse of what has been the case within REPA I and lets CARE align to national civil society agendas rather than the reverse.

Of particular interest in the identification process should be broad-based rather than elitist civil society agendas with potential for engagement of civil society organisations and citizens at various levels of society. Such broad-based agendas which are not necessarily anchored in a single organisation or guided by a single strategy but rather based on shared aspirations among broad sections of civil society organisations will in the following be termed social movements.

While Uganda might not at the moment have fully fledged broad-based social movements within the NRM sector, emerging social movements with potential for growth were identified within the short time span of the review/evaluation.

5.2 A CARE Denmark programme within the CARE international in Uganda context

As outlined previously CARE International has within the framework of the P-shift decided that the NRGWEP shall be one of two new programmes in Uganda.

A new CARE programme on support for social movements within the natural resource sector could be a key component of such a broader programme. It is however important for the strategic focus of the programme and in order to secure clear boundaries and adherence to both the Danida strategy for Support to Civil society and the CARE Denmark Think Piece that the CARE Denmark intervention is ring-fenced purely as a civil society intervention in a narrow

sense focusing on advocacy, capacity building and a potentially limited level of strategic services.

Such a programme could be a central part of a broader CARE programme positioning CARE Uganda strategically within Ugandan civil society agendas and hereby opening up for other more strategic engagements in service delivery oriented interventions financed outside the Danida frame.

In phasing out REPA it might be that some of the activities and partners that are not relevant within a new CARE Denmark programme but hold potentials could be integrated into NRGWEP. This could provide a win-win situation where NRGWEP can build on the experiences and existing partners' secured funding within areas that have been developed within REPA.

5.3 The CARE Impact groups – within a civil society driven programme

In line with CARE International practice the NRGWEP is being developed around an impact group. The candidate impact group has been defined as; poor women and girls within and around the protected areas in Western and South Western Uganda.

The CARE impact group is defined as the group where success of the intervention will ultimately be measured; it is not necessarily equivalent to the target group, in the P Shift terminology the target group is the means by which the impact group is reached. The target group for CARE interventions can and will often be broader than the impact group. In a governance programme it would be obvious to have both women and men as the target group but with a special focus on securing the equal participation of women (and where relevant girls) in the governance processes.

Starting out with an impact group is at least apparently contradictory to the approach suggested above for the development of a new CARE Denmark civil society programme where the point of departure should be in the existing or emerging civil society agendas in Uganda. The apparent contradiction is underlined by the finding of the Stakeholder analysis carried out for NRGWEP, which notes that, "there are reservations to the new CARE approach among stakeholders"¹⁶, stakeholders include civil society, government and the private sector.

There is a need to agree amongst CARE Uganda and CARE Denmark on how to address the apparent contradictions in approaches between the two parts of the CARE family. It is suggested that CARE Denmark as outlined above takes the point of departure in existing and emerging dynamics in Uganda civil society, but in the analysis and discussions with potential partners engages in dialogue on the gender dimension and how to secure the equal participation of women. The CARE Impact group will primarily influence the partner dialogue and hereby the ultimate selection of partners and design of the programme interventions.

5.4 Shifting roles and needed competencies within CARE

While the scope, form and direction that the CARE Denmark programme will take are still to be developed it is obvious that a shift towards a civil society driven programme with fewer but more strategic partners will shift the role of CARE. CARE will have to move further away from a hands-on role and more into taking on a role as a strategic development partner engaged in programme strategic work, policy dialogue and facilitation of processes. Central competencies needed within CARE include; strong strategic, political and analytical skills, and process facilitation skills.

Another area where new systems and needs will be required is regarding M&E. A civil society focused programme will need to shift the focus from assessing community level output towards

¹⁶ Natural Resource Governance and Women Empowerment Programme in Uganda; Stakeholder analysis mapping and analysis report (Draft 1), Doreen Ruta, August 2011, p.6.

organisational and advocacy issues, this include focusing monitoring on change in organisational capacity, organisational accountability and legitimacy and accountability.

Shifting the focus of the programme towards a civil society driven programme with stronger national partners will most likely require a considerable smaller CARE staff and less engagement in direct capacity building activities – hereby in line with Vision 2020 further tipping the balance in the budget towards CARE partners.

5.5 Potential programme areas

The following provides a tentative scan of potential emerging social movements in Uganda. It is based on the interaction of the review team with existing CARE partners and other observers of the NRM sector. It makes no claim to be exhaustive and merely provides examples of what a focus on emerging social movements could look like.

- *Oil and Gas* is an emerging sector in Uganda and the civil society response is still in its infancy. A national civil society coalition on oil and gas has been founded, consisting of major national NGOs including CARE NGO partners, but also community level organisations. The coalition is housed within ACODE. When funds are secured, a small secretariat for the coalition will be established and housed by ACODE. Realistic plans for the future development exist, which include particular attention to the development of local and organisational weaker member CSOs. While still not a social movement, experiences from e.g. Ghana shows that the oil and gas sector requires a strong civil society response at national and local level and a strong national alliance to secure a level of social and environmental justice. The oil and gas sector thus appears to be an obvious choice as a programme focus within a social movement perspective. The recent nature of the sector in Uganda and the existing relations positions CARE well to engage in this sector. The willingness and capacity of CARE to engage in this sector – where open social conflict and major interests are at stake - should be addressed up front.
- *Corruption, accountability and natural resource management*. The anti-corruption sector is probably the closest one gets to a social movement in Uganda. Corruption is ever present in daily parlance in Uganda and increasingly plays a role as a rallying point for civil society organisations and the political opposition. A huge number of civil society organisations are in one way or another involved in anti-corruption issues. Most of these organisations are organised within ACCU or are part of one of the Regional Anti-Corruption Coalitions affiliated to ACCU. ACCU is a relatively strong and very brave organisation and it is an existing CARE partner. Natural resource issues are present in ACCU and the general anti-corruption agenda, this includes forest issues but it is of course only one within a number of areas. ACCU and the Regional Coalitions could be an obvious entry point, but more specialised natural resource management organisations could also be important participants. The major programme challenge will be to combine support for a national anti-corruption agenda while maintaining a more or less exclusive focus on natural resource management.
- Support for a social movement around Batwa rights. A Batwa rights programme could be an extension of the existing support for BATWA organisations. As already suggested for the remainder of the REPA II programme, a Batwa social movement programme could focus on strengthening UOBDO as an organisation of the Batwa. This could encompass a strong focus on women's participation and support for quality outreach rights activities. A Batwa rights programme will be limited in financial scope and cannot form the sole focus of CARE Denmark's Uganda programme, but might be part of a broader programme of support for social movements, including some of the above or alternative social movements.

5.6 Timeframe for the development of a new NRM programme and phasing out of REPA

The following table will provide a tentative and rather sketchy outline and timeframe for the process of developing a new programme and phasing out of REPA.

The overall intentions of the plans are that 2012 shall be used for programme development, including the development of a plan for the orderly phasing out of REPA and REPA partners. 2013 shall serve as a bridging year where REPA is phased out, with all activities finalised by December 2013. During 2013 a new CARE Denmark programme is phased in, which includes among others a protracted partnering and contracting process based on policy dialogue. Further, 2013 might be used for the implementation of potential pilot or start up activities and the development of an M&E and learning system adapted to civil society focus.

Task	Activities	Output	Time
TOR for programme development process	CARE Denmark develops TOR for programme development in consultation with other CARE stakeholders.	TOR with definition of programme focus (e.g. social movement) and confirmed action plan with designation of responsibilities for CARE Denmark programme development process.	January 2012
NRG WEP workshop	Participation in NRGWEP workshop.	Clarity and agreement on role and boundaries of CARE DK programme within the NRGWEP programme. Including agreements on how the finalization of the NRGWEP and the development of a new CARE programme can best interplay.	Early February 2012
Programme identification process	Scan of potential programme focus based on strategic consultation with potential partners.	Report with outline of a limited number of potential programme areas with recommendations on selection of 1 – 3 programme areas, with indication of potential core partners.	February – March 2012
CARE Denmark decision on focus of new programme	Decision by CARE.	Clear decision on programme direction, and potential areas to be investigated as part of the development process.	April 2012
Phasing out strategy for REPA II	Identification of partners and development of strategies for partners: - to be totally phased	Strategy for phasing out of REPA II programme.	May – June 2012

	<p>out,</p> <ul style="list-style-type: none"> - with a potential for being included in NRGWEP. - with a potential for being part of post-REPA programme. 		
Start implementation of above strategy	Plan and consultation with partners with the aim at ending with agreements on phasing out or transfer.	Agreements with partners on phasing out or handing over.	July – august 2012 agreements, hereafter implementation.
Preparation of programme development process.	Development of TOR for programme formulation, including plan of action and potentially commissioning of studies.	TOR with revised plan of action.	May – August 2012
Programme development process	Programme development	Programme document for CARE Denmark natural resource and social movement programme.	September – October 2012
Phasing out of REPA II/Phasing in of New programme.	<p>Supporting a smooth phasing out – or transfer to other NRGWEP projects of existing partners.</p> <p>Monitoring and adaptation of phase out transfer process.</p> <p>Secure final reporting etc.</p> <p>Strategic partner consultation and contracting with new partners.</p> <p>Implementation of start-up activities/pilot activities.</p> <p>Developing of monitoring system tailored to strategic civil society support.</p>		January 2013– December 2013. Last REPA II activity to be finalized December 2013.

5.7 Who should be part of the process?

CARE Denmark in close consultation with CARE Uganda will hold overall responsibility for the programme development process. As the process intends to provide a break with existing REPA programmes it is important that the programme development is ring-fenced from existing partner interests and vested interest among CARE staff. A small core team who holds responsibility for the actual planning and implementation of the programme development process shall be established. It could be considered that the process is supported by an experienced external resource person with skills in process facilitation and strategic work at important junctions in the programme development process.

Final Version

Terms of Reference Consultancy support to REPA II Mid-term Review and SLOGIN Final Evaluation

17 October – 5 November, 2011

1. Background

From 2003, under the DANIDA framework agreement, CARE International in Uganda and CARE Denmark initiated the Rights, Equity and Protected Areas Programme (REPA) as a pilot rights-based approach and civil society empowerment programme. Working with a national scope, and with field activities in the western and south-western areas of Uganda, the programme focused on empowering of ethnic minorities, reducing the costs of conservation and increasing benefits for park-adjacent households and promotion of good governance of protected areas. This pilot ended in December 2008.

Following the renewal of DANIDA's framework agreement with CARE Denmark for 2008 – 2011 and a successful implementation of the pilot phase, in turn CARE Denmark renewed its framework programme (REPA II) in Uganda for five years (2009-2013). The SLOGIN project separately funded by the Royal Danish Embassy has been running since January 2008 and is to end in December 2011. It is an integral part of the REPA II programme.

Like the first phase, REPA II is implemented primarily by local civil society organisations, with CARE International in Uganda providing overall programme management, technical assistance, coordination, as well as serving as the link with CARE Denmark. REPA II differs significantly from CARE Uganda's previous projects of the 1990s and early 2000s in its natural resources sector; firstly, as a result of paradigm shift within CARE programming - from short term needs-based type of projects to more longer term rights-based programmes that employ approaches that confront underlying causes of poverty and social injustice; secondly the apparent geographic shift, from south-western, northwards to mid western Uganda, where CARE's natural resource portfolio had not had significant presence in the past. The programme thus reflects the strategic institutional change processes within CARE that have occurred both in Denmark since 2002 and in Uganda (LRSP₃ 2002-2007, and 2008-2013). 2

1.1. Programme set up

REPA II programme is constructed around four key features, as follows:

The programme logframe: This is the description of what the programme is doing – including the overall goal, strategic objectives, indicators, outcomes, outputs, assumptions and the specific technical strategies that are adopted to reach the overall goal of the programme.

The programme principles: This is the description of how the programme delivers the logframe objectives – the specific processes that are adopted to ensure that the strategies are implemented in the most appropriate and effective way.

The programme components and specific projects: These are the management units through which the programme is actually being delivered and they represent a package of activities which are clearly defined and for which management and accountability are delegated to an individual or partner institution.

Cross-cutting issues: These constitute a set of development issues and programming strategies that CARE has made mandatory that must be mainstreamed in all her programmes; eg gender equality, HIV/AIDS, disaster risk reduction and others. Lack of mainstreaming these issues has a high potential to negatively impact on programme delivery and impact.

The goal of REPA II is, *“Poor natural resource dependant households achieve improved livelihoods, and natural resources are conserved through equitable and sustainable management of natural resources, while good governance impacting the use and management of natural resources and the livelihoods of poor households is achieved with the effective participation of civil society and poor communities”.*

The programme addresses four pillars of work or strategic objectives:

- Conservation of natural resources (focusing on national parks, wetlands, central forest reserves and private and community-owned forests);
- Sustainable livelihoods;
- Good governance; and
- Strengthening of civil society.

Operationally, activities fall under three components. These are namely,

Community-Based Natural Resource Management (CBNRM), which focuses on governance of private forests, community forests and wetlands in Kasese, Kyenjojo, Kabarole, and Masindi Districts;

Conservation Costs and Benefits, which focuses on improving governance of and equitable sharing of conservation costs and benefits of protected areas, specifically central forest reserves and national parks.

Work under the Conservation Costs and Benefits component focuses mainly on central forest reserves and national parks.

Social Protection of Batwa component, whose interventions address social protection of Batwa, including community empowerment, organisational development, combating infant and child mortality, access to land, water and sanitation, agricultural extension and access to financial services. Service delivery activities of this component have been funded by the Ford Foundation and Danish public funds raised through a television documentary.

Before the commencement of the REPA II programme in January 2009, there were already three non-DANIDA framework projects which had started at different times in the course of 2008; namely, SLOGIN, CCMB⁴ and BLP⁵. These were fully integrated in the overall REPA II programme design and implementation, with their activities falling under various components of the programme. SLOGIN activities fall under the CBNRM⁶ and Protected Area Costs and Benefits components, while CCMB and BLP activities fall mainly under the Batwa Social Protection and Empowerment component.

Currently the REPA II programme has three main components. However, our programming approach which is based on a holistic situational analysis and continuous reflection and learning offers flexibility in a sense that new components and specific projects may be added to the programme. Thus, individual projects and components can start and end at different times during the lifespan of the programme. Also, projects that are originally designed as stand alone (before commencement of the programme) can potentially be aligned with the broader programme objectives. It is though crucial that programme level reviews and evaluations (such as this) take into consideration findings, lessons and recommendations arising from separate reviews/evaluations of such non-DANIDA framework components of the programme.

1.2. Programme principles and crosscutting themes

The REPA programme has developed and adopted five programme principles. These are largely implementation approaches or strategies that define how specific components are implemented on the ground in order to achieve sustainable impacts at scale. They are as follows:

- Rights Based Approach (RBA)

- Building strong Civil Society networks for effective advocacy

- Effective networking and learning

- Scaling up

- Mainstreaming cross-cutting issues, namely; gender equality, conflict sensitivity, HIV/AIDS , climate change and disaster risk reduction

1.3. Target and impact group

In line with the overall organisational mission and vision statement, CARE International in Uganda has made a long-term commitment to work with and support poor and marginalised people, especially women and girls in poor households by tackling the underlying causes of poverty and social injustices in Uganda. Within the context of the REPA II programme, while it is true to say that protected area-adjacent communities tend, by nature, to be some of Uganda's poorest and most marginalised; there are some particularly identifiable groups within this broad category of people that are of main attention by the REPA II programme. These groups include the ethnic minority groups (particularly Batwa), as well as women. Within these categories people who are socially excluded and affected by landlessness, human-wildlife conflicts and HIV/AIDS are given attention. Such people are chronically poor women and men who live in the vicinity of 4

high biodiversity areas in Uganda, and whose livelihood depends heavily on natural resources. Over its five-year duration, the programme will positively impact directly on the lives of 75,000 such people as first level beneficiaries. It will also benefit other groups because of their presence within the target area, and other people in Uganda through advocacy work, networking, policy reforms or increased investment in the natural resources sector.

1.4. Geographical Scope (Target Area)

While the programme is national in scope and application, it develops and maintains its field activities in south and mid western Uganda in the communities that surround globally and nationally important biodiversity conservation areas including Queen Elizabeth Protected Area, Bwindi and Mgahinga Conservation Area, Echuya Forest Reserve, Rwenzori Mountains National Park, Kibale Forest National Park, Budongo, Bugoma and Itwara Central Forest Reserves. Hence, the Program operates mainly in nine rural districts, namely Kasese, Kabarole, Kyenjojo, Kamwenge, Kibaale, Hoima, Masindi, Kisoro and Kabale. Beginning the year 2011, the programme scaled down activities in Hoima with the intention to completely pull out by the end of the year. This decision was an outcome of the 2010 annual programme review which recommended the need to increase programme impact in terms by focusing on the depth rather than increasing the geographical spread of activities.

2. Context, Rationale and Scope of REPA II's Midterm Review and SLOGIN final evaluation

REPA II programme started in January 2009 and has just passed its midterm mark in June this year. It is now due for an external midterm review as per contractual agreement with CARE Denmark. While the midterm review is to function as a "normal" review focusing on progress and results to date, certain developments and events within the programme, as well as external developments and perspectives will influence the approach and scope of this review:

2.1. Programme-internal perspectives:

The SLOGIN project which started in January 2008 finishes at the end of December 2011. Its final evaluation is also a contractual obligation and important for learning and further programme development. It has been agreed amongst DANIDA, CARE Denmark and CARE International in Uganda to combine SLOGIN's final evaluation with REPA II midterm review. Thus, these ToR have been designed to take care of REPA II midterm review and SLOGIN final evaluation. While this approach will save time and other resources, it makes programmatic sense, considering that SLOGIN has been fully integrated in the REPA II programme and contributes to its strategic objectives and overall programme goal.

The CCBM project ended in December 2010. Its final evaluation and a comprehensive household baseline study were undertaken in December 2010, through January 2011. The two studies have informed the design of a CCMB follow-on phase, which is being undertaken in collaboration with CARE Norway.

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The BLP, funded by the Ford Foundation ended July 2011. Although its evaluation was partly covered by the CCMB evaluation, a separate video documentation was undertaken. Since BLP and CCMB form a significant part of REPA's Batwa Component, documentation already undertaken under the two projects will be a vital information source for this midterm evaluation.

According to the programme document and REPA II budget, the Batwa Component is due to end on 31st December 2011. However, the final evaluation of the CCMB project and household baseline study has recommended a continuation of Batwa related work in south-western Uganda. CARE Denmark has also adopted a strategy for addressing ethnic minority rights. To date no funding has been secured for the continuation of the component beyond December 2011 but CARE Denmark has expressed interest in continuing more strategic efforts in Uganda aimed at supporting ethnic minority rights hence the investment in the comprehensive Batwa CCMB final evaluation and the comprehensive household baseline study.

2.2. Uganda national perspectives:

Realising serious decline in forest coverage, despite efforts of National Forest Authority during 2002-2008 to replant large areas in Protected Areas, Uganda's National Development Plan of 2010 identified a series of constraints to the performance of the forest sector. Apart from general dependence on fuel wood and growing population pressure on forest reserves, many constraints were concerned with governance issues; non implementation of land use policies, inconsistencies in the legal and policy frameworks, and limited public financial investment as well as weak enforcement in the sector. In spite of significant policy and institutional reforms during the 2000's, problems have been persisting.

Issues and concerns in relation to national management of environment and natural resources are exacerbated by recent discovery of oil, continuous land grabbing, and increased corruption.

CSOs play an important role as implementing partners to INGO and institutional donors. Some relations develop into real partnerships, while others tend to remain as a contractual relationship. Many programs have an increased focus on policy advocacy, but there is often a difficulty in moving from the local to the national level and from awareness-raising to influencing policy making.

2.3. Aid effectiveness perspectives:

The Paris Declaration of 2005 brought new aid principles concerning alignment and harmonisation. Since then, the various players have taken the main aid reform principles and commitments and adapted them for their diverse situations and different needs. But although the Paris Principles continue to demonstrate their relevance, progress in implementing the agenda has fallen short. Some donors seem to backtrack and set their own sector and programme priorities, rather than to align with development plans of partner countries. Other donors are holding back budget support funding because of perceived ineffectiveness and corruption concerns in partner countries; this is for instance the case with

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NORAD funding of Uganda's NRM sector.

At the same time, the climate change agenda sets new perspectives and priorities among donor countries as well as partner countries.

2.4. CARE International and CARE Uganda perspectives:

CARE International in Uganda is currently in the process of implementing the programme shift (the P-shift or P2P as it is referred to across CARE International). The CO7 has decided to design two long term, impact group focused programmes in Uganda. One programme relates to the empowerment of women and girls affected by armed conflicts in northern Uganda. The second programme is centred on empowerment of women living near protected areas, and whose livelihoods are highly dependent on sensitive natural resources in Uganda. While the design of the northern Uganda women empowerment programme is about to be completed, the natural resource related programme is at the stage of conducting a situational analysis which will form a basis for the design of the programme strategies later in 2011 (hopefully to be completed by the first quarter of calendar year 2012). The CO has envisioned the new natural resource related programme to have a much wider scope than of the current REPA II programme. Therefore, the current REPA II programme will contribute to a much wider programme goal.

7 Country Office

2.5. CARE Denmark perspectives:

CARE Denmark is in the process of renegotiating and developing new directions for their DANIDA funded natural resource programmes in developing countries, including Uganda. There will be much greater emphasis on strategic/national level civil society strengthening, governance and ethnic minority rights. Various recent and ongoing evaluations, reviews and policy drafts provide substantial guidance for REPA to align its strategies and policies. CARE Denmark has also recently developed a strategy for mainstreaming VSLA in all her programmes in developing countries.

The above developments/events both in the CARE CO in Uganda and in CARE Denmark will certainly have a significant bearing on the future directions of the REPA II programme in Uganda beyond December 2012. Thus the objectives of this evaluation take these events into consideration. 7

3. Objectives of the external mid-term review of REPA II and SLOGIN final evaluation

3.1. REPA II

a) Mid-term review of progress in relation to programme document and policies:

i. To review programme progress towards achieving the objectives specified in the REPA II programme document. What is the level of progress and achievement in relation to LFA matrix and budget?

ii. To review how well the REPA programme has incorporated recommendations of the 2008 evaluation of REPA I.

iii. To review appropriateness and level of implementation of developed programme strategy papers on civil society, gender, advocacy and governance.

iv. To assess if the various programme components and projects are working coherently and achieving their specific objectives, and whether they are ultimately contributing to the overall REPA programme goal.

v. To assess relevance and appropriateness of monitoring and learning approaches vis-à-vis actual monitoring performed. Is monitoring data, lessons learned and recommendations from strategic studies, reviews and evaluations used to adjust implementation strategies?

vi. To provide recommendations on the scope, focus and nature of CARE Denmark's support to REPA, taking into consideration especially the strategy paper Think Piece on Civil Society Strengthening, CARE Denmark 2011.

vii. To recommend adjustments required to increase the programme effectiveness, efficiency, internal accountability, informed decision-making and the intended impact in reaching its objective during the remaining years of the programme.

b) Relevance and effectiveness of the REPA programme now and during the coming years in relation to the national situation and agenda on improving pro-poor management, climate change adaptation as well as sustainable conservation of environment and natural resources:

viii. To assess relevance and effectiveness of REPA strategies to improve livelihoods, participation, empowerment and strategic interests of poor park-adjacent households (including ethnic minorities) – in relation to national policies and developments on forest and wetlands management and conservation.

ix. To assess how well REPA is able to promote good governance of protected areas.

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c) Review present status and recommend adjustments to programme strategies to align with CARE Denmark key policy strategies; in particular:

x. Strategies aiming to strengthen civil society (Partnership Strategy, “Think piece on civil society strengthening and its role in programs funded by CARE Denmark”, META-evaluation of 2010, the on-going Joint evaluation of civil society engagement in policy dialogue and the Danida civil society strategy).

xi. Guidelines on Rights Based Approach

xii. Micro-finance and Ethnic minorities guidelines

d) Assess the REPA programme strategies in the light of the global developments concerning aid effectiveness policies and strategies:

xiii. Will changing donor priorities (budget support versus direct funding; potential increased focus on agriculture, food security and climate change; government versus civil society funding) pose new opportunities or threats to REPA?

3.2. SLOGIN

i. To assess the extent to which the SLOGIN project has fulfilled its overall objective and created impact on its targeted beneficiaries

ii. Assess the efficiency, effectiveness and sustainability of the SLOGIN project technical approaches, programming principles and activities.

iii. Explore opportunities available to the project and how they were captured and taken advantage of during project implementation

iv. Assess how the project strategies and systems functioned as part of the overall REPA II Programme

v. Identify and recommend best practices and opportunities that such projects which are part of larger programme could adopt.

4. Methodology (for both REPA II and SLOGIN)

i. Review relevant programme and component documents to fully understand the programme objectives, strategies, outcomes and outputs. The documents will include but not be limited to: REPA II and SLOGIN logframes and programme/project documents, progress reports, annual programme review workshop reports, CCMB evaluation report, crosscutting issues strategy documents (e.g., Gender, HIV/AIDS, civil society strengthening, etc.), CARE Uganda Long-Range Strategic Plan, DANIDA Civil Society strategy and various CARE Denmark guidelines.

ii. Discussion with CARE Uganda headquarters staff, specifically with the Programme Director, REPA Programme Manager with a view of understanding the current REPA II working environment including Danida/CARE Denmark developments.

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- iii. Meetings with national level partners i.e. Advocates Coalition for Development and Environment (ACODE), Community Development and Conservation Agency (CODECA), Community Development Resource Network (CDRN), Anti-Corruption Coalition Uganda (ACCU), Uganda Wildlife Authority and National Forest Authority
- iv. Undertake interview with: REPA component managers and field staff (including the REPA Advisor for Crosscutting issues) to fully understand the existing interventions at field level; progress/achievements, challenges, and to receive input into how best to focus REPA.
- v. Undertake interviews with the local level leadership in the target areas, including partner CSOs, local government, Uganda Wildlife Authority (UWA) and National Forest Authority (NFA).
- vi. Field visits to communities to understand local level interventions, results and possible impact.
- vii. Discuss findings of the review with the senior CARE Uganda team, and present a report.

5. Outputs (for both REPA and SLOGIN)

The evaluation team will produce two outputs:

- i. Verbal presentation accompanied by a written summary of findings and recommendations (de-briefing note) by the end of the review exercise
- ii. A more detailed report responding to the objectives of the review/evaluation. The report will be 30 – 40 pages excluding annexes in English. The report includes a dedicated section for SLOGIN and has a 3 page executive summary in English. The draft report will be submitted November 30th (electronic version).

The final report will also include a 3 page executive summary in Danish and will be submitted one week after reception of comments from CARE; i.e. December 22, 2011

6. Expertise required

Team Composition:

- i. Team Leader. Areas of specialisation: Experience of programme design and evaluation; Combines Civil Society strengthening with Participatory natural resource governance, max. 29 days
- ii. Ass team leader (dedicated to SLOGIN: Civil Society and governance, rural development specialist. Total input: max 12 days.

The team leader will have the overall responsibility for planning, compiling and presenting the midterm review /evaluation findings.

7. Proposed itinerary

	Time/ duration	Responsible
The evaluation will run for 5 weeks during October-November 2011, of which the field visit to Uganda will take place 17/10 to 4/11. A tentative timetable is presented below: 10 Activity		
Review TOR, work schedule and resource documents	5 days up to 17/10	Review team
Team leader arrive to Kampala Discussions at Country	Monday 17/10 to Saturday 22/10	Edith & Sten

Office level		
Meetings with Kampala-based NGOs		
FIELD WORK (7 days including travel)	Sunday 23/10 to Saturday 29/10	Edith & REPA staff
Meetings and interviews with REPA staff, local authorities, partners and local communities		
Rest, team discussions, report writing	Sunday 30/10	
Kampala meetings with government institutions, key donors, cso coalition on oil and gas,	Monday 31/10 Tuesday 1/11 Wednesday 2/11	Edith & Sten
Parliamentary Forum on Climate change		
Workshop with REPA staff, ACD, key Programme Staff on main observations	Thursday 3/11	Review team
Final Debriefing with Senior Management	Friday 4/11	Review team
Departure		
Writing Draft Report	7- 30 November	Review team
Submission of Draft Report	30 November	Flemming
Comments by CARE to Draft Report	15 December	Edith
Submission of Final Report	November 22 December	Flemming

Rapid Appraisal by Partners of Capacity Building Support from CARE

Ratings: A = Excellent; B = Ok/ somewhat relevant; C = Poor/ not relevant

Topic	Relevance			Quality		
	A	B	C	A	B	C
Mentoring	7	2	-	6	5	-
OD support from CDRN	3	1	3	5	3	1
Learning/ Exchange Visits	7	5	-	6	5	1
Good Governance	11	-	-	10	-	-
Conflict Management	4	-	2	5	1	-
Gender	8	1	-	10	1	-
HIV/AIDS	4	3	-	8	2	-
M & E	8	-	1	5	2	2
Advocacy	8	2	1	7	2	1
OD Support from CARE	2	1	-	2	1	-
Partnership Review Meetings	8	-	-	4	4	-
Climate Change	5	2	-	3	5	-
CFM	3	4	-	2	5	-
VSLA	6	1	-	6	1	-