

EVA 19

MAIN REPORT

FINAL EVALUATION

CARE  
'DEVELOPMENT THROUGH CONSERVATION'  
PROJECT

(Grant Number 617-0124-G-00-91-01-00)

by

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2.0	Development	Simon Metcalfe
3.0	Park Management	Ann Gordon
4.0	Institutional Relationships/ Management	John E. Clarke
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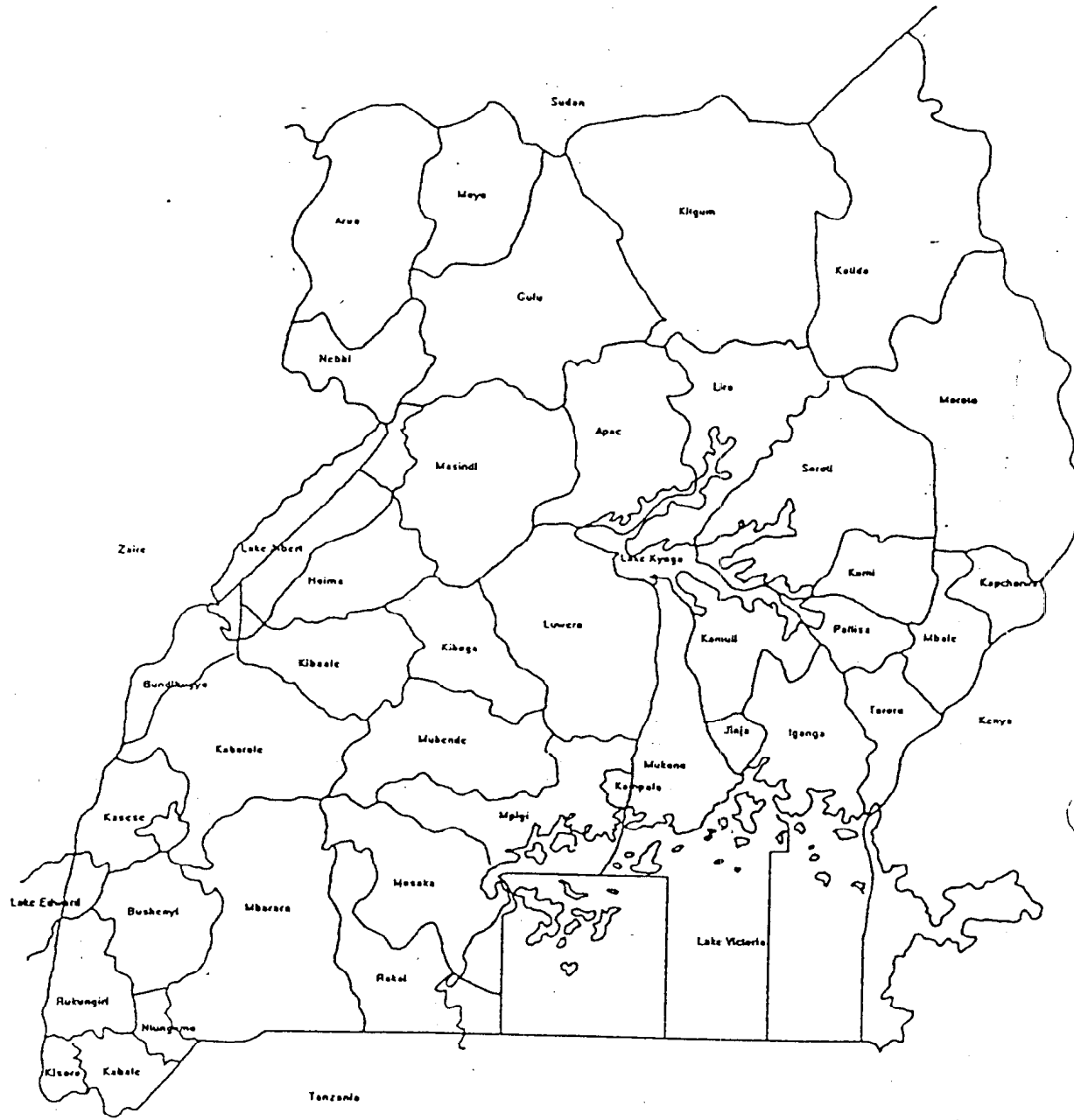
#### Abbreviations and Acronyms

AE	Agricultural Extension
APE	Action Programme for the Environment
BINP	Bwindi Impenetrable Forest National Park
BI	Biological Inventory
CBEM	Community-Based Environmental Management
CC	Community Conservation
CCDP	Community Conservation and Development Programme
CCR	Community Conservation Ranger
CCS	Community Conservation Specialist
CEA	Community Extension Assistant
CE	Conservation Education
DTC	Development Through Conservation (Project of CARE)
ES	Ethnobotany Studies
FS	Forest Society
GMU	Grant Management Unit (USAID)
GOU	Government of Uganda
IFCP	Impenetrable Forest Conservation Project
IG	Intermediate Goal
IGCP	International Gorilla Conservation Programme
ITFC	Institute for Tropical Forest Conservation
LC	Local Council
MBIFCT	The Mgahinga and Bwindi Impenetrable Forest Conservation Trust
MGNP	Mgahinga Gorilla National Park
MP	Management Planning
MU	Multiple Use
PAC	Problem Animal Control
PCC	Project Coordinating Committee
PMAC	Park Management Advisory Committee
PPC	Park Parish Committee
PRA	Participatory Rural Appraisal
SS	Stretcher Society
USAID	United States Agency for International Development
UNP	Uganda National Parks
WWF	World Wildlife Fund

#### ACKNOWLEDGEMENTS

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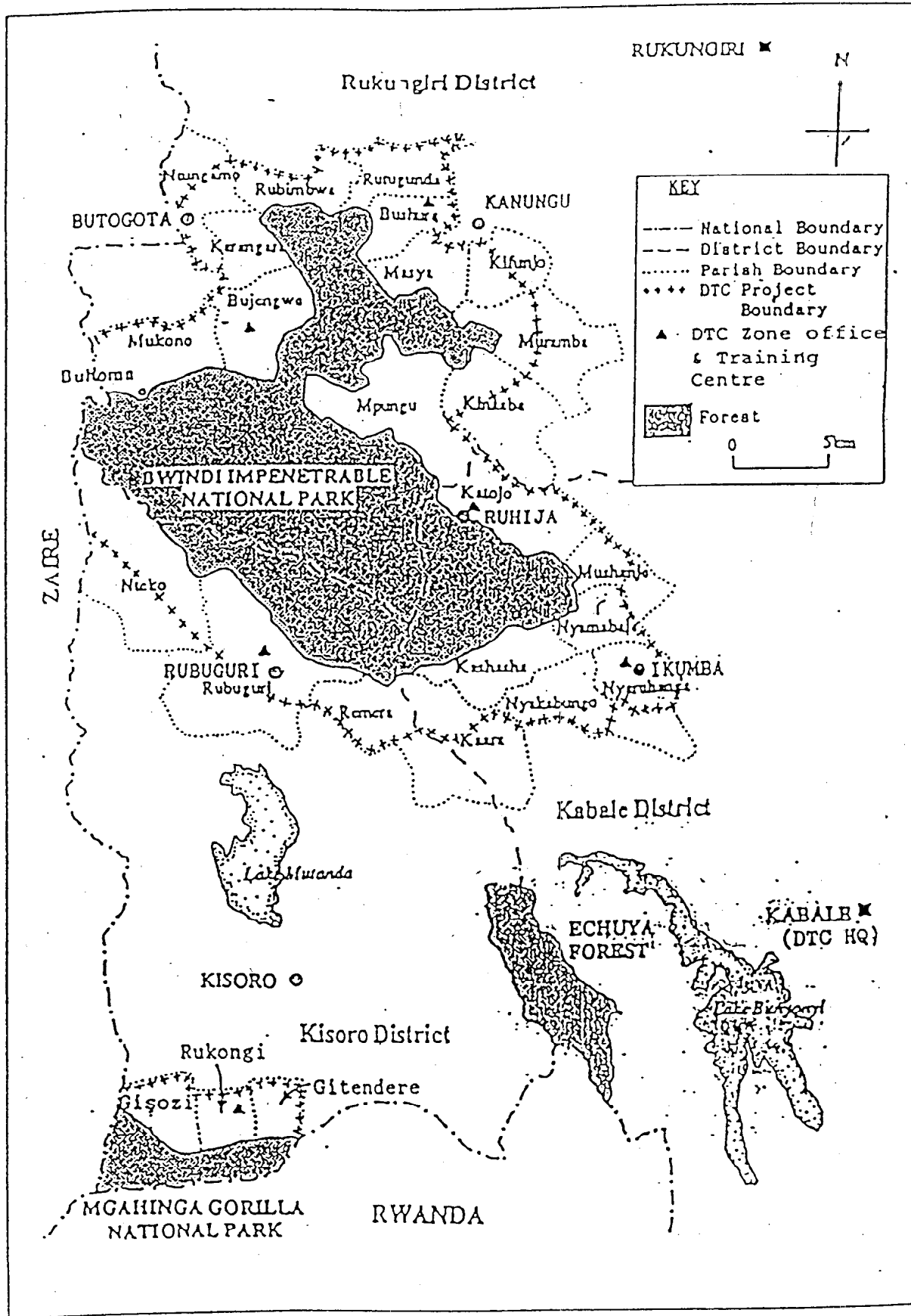


PROJECT BRIEFS

January 1996



Fig 2.2: DTC Project Area







## 1.0 EXECUTIVE SUMMARY

CARE Uganda's Development Through Conservation Project (DTC) has largely achieved its four intermediate project goals. Farmers in the areas adjacent to the two national parks are more aware of the need to conserve both the forests and the farmlands than before the project's implementation. Both the farmers and the GoU have begun to increase the sustainable production of goods and services from the parks and the farmland. Consequently, DTC has made positive progress toward its final goal of contributing to conserving the two national parks and improving the natural resources-based economic security of families in the surrounding farmland.

### Impact of the CARE Development Through Conservation Project

In its **community conservation** component the project has raised local awareness of the relevant issues and proceeded to tackle some of them through a suite of project activities. The multiple use programme is an important initiative that has established a positive foundation for further expansion. The project's institutional development work is also positive but the evaluation raises some concern over the linkage between conservation-based (park/people) institutions with local government (statutory) ones. If this linkage can be developed it is felt that long term community conservation sustainability would be served well. In the next phase the Batwa issue should be more directly addressed. Possibly DTC and MBIFCT could develop a joint strategy on this.

In its **development component** the project has performed well against the targets it set for itself. Undoubtedly it is the development component that has compensated for overall community hostility to the gazetting of the protected areas and their exclusion from the forest resources. The evaluation is concerned that the project plans to phase out the community extension workers who were felt to have been effective and laid much of the ground work in the community. Concern was also felt about the linkage between the effective participatory extension approaches and an institutional development strategy. Participation might relate more to enhancing abilities within the communities to problem solve for themselves.

The **park management** component has had a significant impact. UNP, with considerable support from the DTC project, is now a real stakeholder in a region where it previously had little presence. From a hostile beginning a few years back UNP now has a forum within which to meet with local communities, and share common ground. This bodes well for the establishment of a stable long term relationship between protected area authority and community interests, in a wide regional landscape. In particular, the development of progressive park management plans, the enhanced capacity to implement them, and the development of the community conservation ranger service, have all had a good impact.

Institutionally, the DTC project has shown great adaptability. Major changes have occurred in the project period, from the gazetting of the forest reserves to significant recommendations for change in the mid-term evaluation. The Project has accommodated these and manifests an ability to adapt to circumstances well. The evaluation believes that for long lasting impact the project needs to address local institutional linkages between civil (voluntary) institutions and statutory (formal) ones in order that a goal of stable resource governance is served.

### Implementation of the CARE DTC Project

Overall, the DTC project has now established a strong implementation capacity. This naturally took time to develop. It was a difficult project to initiate with an array of challenging areas of activity set within a very dynamic project environment. Consequently, although phase II is now near the end, the project has only recently settled down. Since the mid-term evaluation the Project has settled and come to terms with the challenges it set for itself. In its adaptability to

change, planning, reporting and financial management the project is now well established.

The main considerations for the future are:

- Tackle the **constraints** highlighted in the report by maintaining and extending the participatory-based activities aimed at improving park management, community development, and linkages between them; and
- Adress **sustainability** by fostering enhanced community institutional capacities and stronger linkages between community conservation institutions, UNP, local authority structures and GoU extension agencies.

It is the second consideration that requires more focus. DTC is perceived by Districts and GoU as a powerful actor in the region. CARE has all the advantages of an international NGO utilizing donor funds. This can cause resentment as much as gratitude, and CARE must be aware of its responsibility to foster capacity in Districts and GoU agencies, not just in community institutions that it selects.

#### **The Strategy of the DTC Project**

The DTC's working strategies have been effective in ensuring progress. These areas of project activity have enabled the project to progress in the complex policy arena of competing demands for development, and conservation, in the context of increasing pressure on a finite resource base. The CARE DTC project has the implementation methodology to facilitate considerable participation within and between its main project beneficiaries: the farmers and UNP. The alliance between UNP and local parish-based communities, which DTC has fostered, is set to become a long term partnership.

The Park Parish Committee (PPC) structure is connected to UNP through the Park Management Advisory Committee (PMAC), but is not well linked to local conservation and development planning and coordinating structures within the districts. Looking to the future, questions of institutional sustainability remain. DTC has supported local community planning capacity but must also address their capacity to manage their own local development activities. DTC should focus its resources on ensuring local management capabilities are developed. DTC might help communities to connect more to the coordinating and development agencies of the district.

Some exciting possibilities exist related to linking DTC activities, to GoU's decentralization and environmental management programmes. DTC has resources to invest at the local level which GoU agencies do not have. DTC could link its community-based work as a pilot exercise for village and parish environmental management. Such innovative approaches as catchment conservation and community-based environmental management might provide a learning process between communities, GoU agencies, and the DTC Project. Much of DTC's work is effectively experimental, in technical and extension aspects, which are also the concern of several GoU extension agencies.

Some national-based GoU parties expressed the need for a national steering committee. This is premised on the perceived need for DTC to be better linked at the district level and below, with GoU development structures, in addition to UNP. DTC could concentrate on connecting the village and parish-based institutions with sub-county and district development structures and functions. CARE DTC might give Kampala-based GoU agencies more opportunity to oversee their work.

Given the above considerations the CARE DTC project should be maintained and extended.

## 2.0 EVALUATION METHODOLOGY

The "final evaluation" of Phase II of the Development and Conservation (DTC) Project was carried out by a five person team between the 11th and 13th of January 1996. The Evaluation followed the Terms of Reference presented to the Team by CARE/Uganda (Appendix 1). The evaluation team was comprised of Simon Metcalfe (Team leader and Community Conservation), Ann Gordon (Agriculture and Development), John E. Clarke (Park Management), Yokobo Moyini (Institutional), and Douglas Mason (representing USAID Washington).

The evaluation team met with key individuals at a national, district, and local level (Appendix 2). Numerous interviews were held with CARE/DTC field staff, UNP staff, with farmers, community representatives, GOU extension workers, with District authorities, and other individuals and agencies. An outline of the Teams itinerary is found in Appendix 4.

The report is also based on the extensive documentation made available by DTC listed in Appendix 3. Discussions were also held with CARE/Uganda, USAID and the Grant Management Unit in Kampala. Following the field visits the Team presented a wrap-up workshop to CARE/DTC staff in Kabale which was followed by extensive discussions.

On return to Kampala the team had the opportunity to meet with senior representatives of UNP, IGCP, the Ministries of Agriculture, Tourism, and the Department of Community Development. The Team made a summary report to the DTC Project Coordinating Meeting.

Following the summary report each specialist prepared an annex covering their own area as laid out in the terms of reference. Once all the specialist annexes had been completed the team leader (Metcalfe) set about producing the a main report for the final evaluation. The team leader has not edited the specialist reports which stand as those consultants evaluations of their component of the project. The team leader has had the liberty to adapt views somewhat in the main report. For example, it will be noted that the institutions specialist recommended a national project steering committee while the team leader emphasises more the need for coordination at the district level. This is a matter of a value judgement that CARE and the DTC Project Coordinating Committee must decide upon.

Upon leaving Uganda the Final Evaluation Team Leader submitted a draft copy of the main report and specialist annexes. After reading these through CARE returned them to the Team leader with their comments, particularly on factual errors, need for clarification, and any aspects in the terms of reference which CARE felt had not been given due attention. The Team leader, taking these helpful comments into account, produced a finished copy of the final evaluation.

### 3.0 RECOMMENDATIONS

#### 3.1 Main Recommendations

3.1.1 The DTC project should link its participatory processes more closely with an institutional development strategy. This should be bottom-up linking primary community groupings through parishes, sub-counties, to districts. Such a coordinative framework would not need much 'steering' from Kampala apart from policy clarification.

3.1.2 Support should continue to focus on enhancing UNP's management capacity to implement its recently developed management plans.

3.1.3 The multiple use (MU) programme as a cornerstone of park / community interdependence is a priority. Monitoring of MU is an essential part of this adaptive management programme.

3.1.4 If vital management lessons are to be learned the qualitative aspects of monitoring and evaluation are as important, if not more so, than the quantitative. A set of well designed case studies is recommended to guide management strategy.

3.1.5 Community institutions need recurrent expenditure but there is no provision for this in UNP's revenue sharing programme, or that of the MGBIFCT programme. Possibly, the joint PPC's could incorporate a Trust of their own for the purpose of coordinating community actions.

#### 3.2 Community Conservation Recommendations

3.2.1 Priority support to extend the MU programme as the central community/UNP resource sharing activity.

3.2.2 Strengthen joint PPC grouping in order that they can adequately represent community interests at Park Advisory Management Committees (PMAC).

3.2.3 Ensure revenue sharing projects are implemented expeditiously and connected with resource sharing principle.

3.2.4 Facilitate progress on the problem animal control issue between PPCs and UNP through the PMAC.

3.2.5 Integrate conservation education programme within PPCs and UNP as far as possible.

3.2.6 Link catchment pilot project activities with Local Council I and II structures and GoU agencies (environment, agriculture, forestry).

3.2.7 Develop a strategy to empower the Batwa.

#### 3.3 Development Recommendations

3.3.1 Concentrate agricultural extension on activities which require further extension before widespread adoption (eg. soil conservation, tree nurseries, Irish potato varieties, on-farm panting of forest and exotic trees, and improved stoves).

3.3.2 Continue the Participatory Rural Appraisals (PRAs) to complete the community action planning and review process.

3.3.3 Continue the recently started but important initiatives in farmer participatory research and catchment conservation (extension of the latter to new areas should, however, await Phase III);

3.3.4 Maintain and monitor community-level extension (to include women), with pilot introduction of a volunteer force, if the existing CEA strategy is transformed.

3.3.5 Enhance sustainability through closer links with local organisations while safeguarding the modest progress made with respect to women's participation.

#### **3.4 Park Management Recommendations**

3.4.1 Maintain payment of performance allowances, with a phasing out strategy.

3.4.2 Maintain the park management training programme.

3.4.3 Strengthen further UNP's capacity to implement management plans and activities (including monitoring); and equip Wardens, in the longer term, to undertake management plan preparation due for BINP (1999) and MGNP (2000).

3.4.4 Address deficiencies in MU, and put monitoring on a sound footing under UNP control.

#### **3.5 Institutional Recommendations**

3.5.1 Encourage the development of a conservation and development (or planning) committee at the parish level, formally linked to the LC system. Facilitate linkage between voluntary and statutory community institutions.

3.5.2 Parish Planning Committees should report to sub-county and connect with the MBIFC Trust.

3.5.2 The District level Technical Steering Committee membership should more actively involve the participation of local government, agriculture, forestry, environment, and other sectors.

3.5.3 Project Coordination could be improved at the district and national level.

3.5.4 Institutional sustainability should be addressed. DTC should be explicit about how institutional strengthening is to be carried out in future, with a timetable for progressive devolution of conservation and development activities to the GoU and local community institutions.

#### **3.6 Monitoring and Evaluation Recommendations**

3.6.2 Ensure multiple use monitoring strengthened.

3.6.1 Develop process monitoring for institutional performance of PPCs, Forest Societies, and PMACs.

3.6.2 Use participatory approach to facilitate community-based evaluation of project inputs.

3.6.3 Use case study approach to highlight socio-economic stratification and differentiation within community, and institutional structures and functioning.

4.0 INTRODUCTION : THE DTC PROJECT AND THE EVALUATION TASK

4.1 The Ultimate Goal, to which the DTC project contributes can be said to be to:

"Safeguard the biodiversity and integrity of physical and biological processes of Bwindi Impenetrable National Park (BINP) and Mgahinga Gorilla National Park in perpetuity for the health, welfare, enjoyment and inspiration of present and future generations".

4.2 The DTC's final goal is:

"To contribute to the conservation of BINP and MGNP and to improve the natural resource-based economic security of 9,600 farm families in the surrounding farmland by 1996".

4.3 The DTC project strategy focuses on four overlapping intermediate goals (IGs):

4.3.1 The GoU and local institutions carry out coordinated management planning of resource conservation in Bwindi and Mgahinga forests and the adjoining farmland;

4.3.2 The GOU implements natural resource conservation activities in Bwindi and Mgahinga and the adjoining farmland;

4.3.3 9,600 farm families change their knowledge and attitudes about the environmental conservation of forests and farmlands;

4.3.4 Farmers and the GOU increase the sustainable production of goods and services from the forests and farmland by 1996.

4.4 The DTC has 5 major strategies (areas of activity):

4.4.1 Agricultural extension (AE) to promote sustainable agriculture and the substitute for resources previously obtained from the forests (primarily tree planting, soil conservation, pest management, and small animal husbandry);

4.4.2 Conservation education (CE) to promote the values of the forest ecosystem to local people;

4.4.3 Development of management plans (MP) to define a management strategy and management actions for UNP staff of the two parks;

4.4.4 Biological inventory (BI) to provide baseline information of management planning and for future assessment of the impact of any resource harvesting by local communities;

4.4.5 Ethnobotany surveys (ES) to determine how local people utilise forest resources and how selective utilisation might be managed sustainably.

4.5 The evaluation team was asked to critically review the DTC Project with particular regard to its impact, implementation, and strategy in relation to four main components:

- community conservation;
- development;
- park management;
- institutional relationships and management.

4.5.1 The community conservation specialist (annex 1) covered the following areas of project activity:

- multiple use (MU)- communities harvesting products from the park;
- problem animal control (PAC)
- conservation education (CE)
- revenue sharing
- institutional development, community participation and the DTC project
- the catchment approach to land management
- the Batwa

4.5.2 The development specialist (annex 2) focused on:

- agriculture and agriforestry;
- the development process (including participatory needs appraisal);
- research and extension methodology;
- gender impacts

4.5.3 The park management specialist (annex 3) focused on:

- preparing of biological inventories;
- park management planning;
- developing improved park management systems;
- conducting training programmes for UNP staff;
- integrating community conservation activities with other park management functions.

4.5.4 The institutional specialist (annex 4) focused on:

- the institutional relationships between the Project and all relevant stakeholders;
- the project environment and how it has adapted to changing circumstances;
- the performance of Project management in terms of defining strategy, adapting to change, activities planning, reporting and financial management;
- the Project design.

## 5.0 IMPACT OF THE DTC PROJECT

### 5.1 Impact of the Community Conservation Component

5.1.1 The DTC CC programme has helped to improve local communities perceptions of the protected areas project inputs supporting conservation and development initiatives. The view of the mid-term evaluation that "frustration and anger" has changed toward hope appears valid. Hard opposition to Mgahinga (MGNP) has been ameliorated recently through UNPs and DTCs efforts. Both Mgahinga and Bwindi National Parks are less threatened by prospect of advancing agricultural encroachment than previously.

Neighbouring communities understand that the national parks are considered to be of national importance and that the GoU supports the DTC project to assist local communities to adjust to that priority. The project is perceived as compensatory because people were excluded from the forests. However, DTC has gone beyond merely addressing threats to the protected areas and is tackling fundamental local development challenges.

5.1.2 **Multiple Use.** The MU Review of September 1995 states that "...the MU programme is currently the leading component of the park's community conservation development programme, which has brought about dramatic improvements in community relations and has initiated active community participation in conservation". The final evaluation concurs. Prior to gazetting, utilization of forest resources was of an 'open access' nature, some of it frankly exploitative. Although, at present, legitimate access to forest resources is limited, the critical aspect is that it is evolving as part of a negotiated, monitored, and collaborative management system between UNP and communities. This pilot phase, properly monitored, could help establish a collaborative management regime, a cornerstone of park community relations for Bwindi.

For the communities living next to Mgahinga National Park (MGNP) the MU opportunities are more limited. The park's resource-base is limited and the community population high. The gazetting of the park had a very negative initial impact: compulsory evictions (with modest compensation) and severed access to vital dry season water supplies. Since then things have begun to look up. A restricted MU approach is resolving the water crisis (DTC sourced additional finance) and with limited access to bamboo rhizomes the MGNP management and the local communities are building a fruitful foundation for accommodating each others needs. The DTC played an influential role in all these developments.

Overall, the MU programme contributes significantly to the achievement of the projects intermediate goals. It continues to require very close cooperation between research, community, and UNP law enforcement. It symbolizes the willingness of UNP to shares park resources and the communities capacity for responsible collective management.

5.1.3 **Problem Animal Control (PAC).** DTC has helped UNP to counter conflict with neighbouring parishes at MGNP through its support of a boundary wall to prevent buffalo raiding farmers' fields. This exercise symbolises a mutual understanding. At Bwindi PAC has not progressed beyond the protest stage. DTC has not been able to encourage some positive direction between UNP and the local communities. Baboons and bushpigs are held to be the main culprits.

5.1.4 **Community Conservation.** This component attempts to change local knowledge and attitudes about environmental conservation of forests and farmlands. The DTC project has adapted its CE approach as the result of lessons learned during the process of implementation. Over 20,000 people, a majority being female have been reached with by the drama groups alone. The project has also assisted 8 schools (10%) to establish wildlife clubs in the project area. A newsletter in English and local languages is now regularly produced through the DTC project.



Perhaps the most beneficial investment in this component concerns the training DTC has given to UNPs Community Conservation Rangers (CCRs). The roles and responsibilities of this new cadre are impressive eg: linking community and park; implement community related projects; conducting the community conservation education programme

5.1.5 **Revenue Sharing (RS).** While the impact of RS is at present positive with the first 6 projects being approved it might become negative if UNP acts arbitrarily in future. RS remains vulnerable as a programme despite DTCs best efforts partly because UNP lacks the financial security to be definite on the issue. DTC's role is to develop community capacity to manage projects funded through RS which it has done. This capacity building will also be valuable for the relationship between communities and the MGBIFT project support.

5.1.6 **Institutional Development (ID).** DTC has helped 3 forest societies (FSs) and 25 Park/Parish Committees (PPC) to be organised. It has also supported the Park Management Advisory Committee (PMAC) where the PPCs meet with UNP. This is a sound start. In terms of ID the DTC project might develop more of a strategy to support the PPCs to act in concert and represent their own interests. The challenge to DTC remains to facilitate established institutions which are self perpetuating.

5.1.7 **Catchment Approach.** This programme is still in a pilot phase. Given the difficulties DTC has had with improving soil conservation it is experimenting with a collective action approach (social catchment) to hillside conservation (physical catchment). It is an important subject and if successful promises a large impact.

5.1.8 **The Batwa.** DTC project impact on the batwa community is slight. This is mainly because no clear project activity was aimed at the Batwa as a group. The plight of the Batwa is not DTCs problem alone but the project does have considerable influence in the region eg. DTC might get the issue addressed by UNP and the PPCs on the PMAC. The MBIFC Trust has commissioned a study on the Batwa which, with DTCs encouragement, is a focal point for addressing the issue, given their prestigious Board and Steering Committee forums.

## 5.2 Impact of the Development Component

5.2.1 The development component of the project is expected to have a direct effect on two intermediate goals:

- farmer attitudes to conservation;
- increased production from farm and forest.

It can also affect park planning and management through local institutions planning resource conservation of adjoining farmland.

5.2.2 Looking at a range of activities, it is clear that the project has performed strongly with respect to the post-mid-term evaluation development indicators. The project has little information at this stage on the extent to which agricultural production has increased, but farmers evidently perceive tangible short run benefits from the new varieties and management practices adopted.

5.2.3 Although there has been no systematic investigation of changes in environmental knowledge and attitudes in the project area, the project has nonetheless probably performed quite well against the original Phase II indicators. Given attendance at the DTC dramas, and given uptake of soil conservation practices, it is likely that 1500 farmers can express the value of the forests and articulate the relationship between environmental degradation and their own welfare.

5.2.4 A Summary of the Impact of the Development Component follows:

- **Conservation and development committees.** Parish conservation *and development* committees were not established. Instead, Park Parish Committees (PPCs) were established in all parishes bordering the two parks, to emphasise the park linkage. This omitted the development aspect because DTC felt that this is covered within the existing administrative (LC) system. This is questionable.
- **On-farm planting of forest species.** Bamboo establishment has fared better than other indigenous trees. Although both aspects are slightly below target progress was made.
- **Establishment of tree nurseries.** The survey strongly suggests that the target that 1000 farmers would have established at least two tree nurseries by April 1996 has been met. This is substantiated by field observations during the course of the evaluation.
- **Woodlots.** The data strongly suggests that the target that 2500 farmers would have established at least one woodlot by April 1996 has been significantly exceeded. Results however vary by district from 4% adoption in Kanungu, to 60% adoption in Kayonza.
- **Exotic trees established on-farm.** The target of 1000 farmers to have planted at least 5 exotic trees on farm is likely that the target has been met. Adoption varies by district from 0% in Rubuguri, to 24% in Ruhija.
- **Establishment of vegetable nurseries.** The target of 1000 farmers establishing at least 2 vegetable nurseries by April 1996 has been significantly exceeded. Analysis of district-level data indicates adoption rates ranging from 0% in Rubuguri to 28% in Mgahinga.
- **Improved soil conservation.** The target that 1000 farmers would have established and maintained at least 1 improved soil conservation practice. The adoption survey investigated the incidence of stabilising bunds and the use of the A-frame to construct bunds. The results of the latter were understandably weaker. The data suggest that the target has been met, with bund stabilisation by large numbers of farmers. These figures may conceal considerable variability in the effectiveness of the measures taken, with some farmers using the techniques more consistently or with greater diligence or expertise.
- **Improved banana management.** The target that 1000 farmers would have established and maintained improved banana management has probably significantly exceeded its target in this area. Improved banana management practices are very popular with farmers.
- **Improved bean varieties.** The target of 500 farmers planting improved bean varieties by April 1996 has been significantly exceeded.
- **Improved potato varieties.** Indicated uptake by 324 farmers although lower than the target figure (500 farmers), it is nonetheless possible, and quite likely, that the target has been met, given that the extension staff reports exclude any uptake by farmers they have not worked with as individuals (the most notable exclusion being the significant numbers who have participated in group "trainings").
- **Improved cooking stoves.** Extension staff reports indicate only 129 households regularly using improved cooking stoves. It seems unlikely that the target of 500 households has been met. It seems that there is little sustained interest in this intervention.
- **Participation in community PRA meetings.** The last quarterly M&E report for 1995

indicates that during the period October-December around 50% of households attended PRA meetings held in their communities. During the preceding three months, attendance was only 30-40%. It would appear that the target is being met with more than 40% of households in the catchment area represented on average.

#### 5.2.5 Impact of Extension Packages

- **The CEAs were effective.** Their lack of agricultural expertise is compensated for by their numbers, presence and acceptance within the community. The mid-term evaluation observed that the contact farmer approach tended to favour male farmers and that farmer-to-farmer extension through the contact farmers was weak. However, following the evaluation, the CEAs largely switched to a group training system (mostly using women's groups that already exist within the community) and this was found to be effective. The CEAs also maintain demonstration plots within their communities, with the potential to reach larger numbers than those able to visit the district-level demonstration plots.

DTC could almost certainly have had greater impact on women farmers if it had succeeded in recruiting and retaining more women CEAs. The local training centres and demonstration plots have been less effective in reaching large numbers of farmers, although they are a recent input.

Training of groups has undoubtedly has meant that large numbers of farmers (particularly women) have been "reached" by the project. The switch away from the earlier contact farmer system was well-advised.

- (ii) **Participatory needs assessment.** Following the mid-term evaluation the project strove to develop a more needs-driven and participatory development programme. The project made significant progress on community participation and needs assessment. The PRAs provide a community forum in which women are more likely to speak out in front of men, and many participants are enthusiastic about this method of discussing and seeking to resolve issues facing the community as a whole. The facilitators try to encourage a sense of greater self-reliance. The PRAs have permitted extension messages and training to focus on issues and identified by the community. Follow-up with groups has been through contact persons rather than any institutional mechanism like a local planning committee.

DTC has followed this initiative with a pilot programme called community-based environmental management (CBEM), which seeks to take a more holistic view of the environment/population interface. CARE wished to exploit the synergy between the two projects it has working in the same area (DTC and the Community Reproductive Health Project). CBEM is a more complex and searching methodology than PRA. It aims to identify and determine means to address a wider range of issues faced by the community. Its use by DTC has been fairly limited so far (to eight communities), with considerable methodological development and adaptation. It is too early to say what its impact has been, or could be.

- **Farmer participatory research.** This sub-component has been established less than six months and its future impact cannot be assessed at this stage. It is currently a relatively small activity, in terms of the resources and staffing used. Discussions with those involved revealed an appropriately sympathetic approach to genuine farmer management of on-farm experimentation. Experience elsewhere suggests that if well-managed this could be an important activity within a future phase of the project.

### 5.3 Impact of the Park Management Component

The major beneficial impacts of the park management component are:

5.3.1 **Training** for all Wardens and Rangers of BINP and MGNP in a range of skills relevant to park management; and particularly a strengthening of management capacity in relatively inexperienced Wardens. This very positive impact was gained through workshops and cross visits with other parks.

5.3.2 **Improved UNP staff morale**, especially that of Rangers, through payment of allowances, provision of patrol equipment and transport, training and by reducing the law-enforcement component of their duties that had placed them in conflict with other members of the communities.

5.3.3 **Reorganisation of law-enforcement** by reducing that component of Rangers' duties, and planning more appropriate deployment around park boundaries, although the latter has yet to be fully implemented around BINP.

5.3.4 A process for compiling **park management plans** that was strongly community-orientated, and provides a model for other Ugandan parks. The process was an excellent example of collaboration between UNP and DTC staff, other organisations and community representatives, and drew upon a broad range of skills. It was, in itself, a valuable training exercise for all concerned.

5.3.5 Two management plans that are :

- target orientated
- contain realistic prescriptions in the context of UNP resources
- have a strong community conservation bias
- provide for controlled multiple use
- provide a model for other Ugandan parks.

The first approved plan (BINP) set a high standard for UNP's subsequent planning to follow; and the evaluation team rates it among the best in Africa.

5.3.6 On-going advice and assistance across a broad range of park management and research activities including, in particular, implementing management plans, preparing work plans and budgets.

5.3.7 Financial support for capital improvements eg. provision of transport, computer systems and patrolling equipment.

5.3.8 NP policy has been influenced for the good, locally and nationally through interaction with, among others, DTC.

5.3.9 DTC was the first project in Uganda to mount a multiple use programme. When work began, much scepticism was expressed in UNP and NGO conservation organisations. Since then, however, three other NPs have embarked upon similar programmes - Mount Elgon, Rwenzori Mountains and Kibale - using DTC's approach adapted to local circumstances. For example, bamboo and dead firewood are harvested in Mount Elgon. Clearly UNP has taken on board the concept of MU.

5.3.10 The project has attracted many national and international visitors, and incurred favourable

publicity for UNP.

5.3.11 Rangers in BINP and MGNP no longer feel despised and hated by the communities in which they have to live.

5.3.12 The park planning format used for BINP and MGNP has been adopted as the standard for UNP.

5.3.13 A Community Conservation Warden for BINP, who had been trained by DTC was transferred to MIBFCT during 1995 to fill one of two posts of Community Conservation Worker. The Trust benefits from having his very relevant experience.

#### 5.4 Impact of the Institutional Component

5.4.1 CARE-DTC generated a wide range of outputs, especially in the field of training, but also including financial and material support within the framework of institutional strengthening. The project was able to achieve the various outputs despite a number of constraints it faced during the Phase II cycle.

5.4.2 Targets for two of the indicators, dealing with parishes operating joint forest management societies and the number of registered forest resource users could not be achieved because of a deliberate decision to slow down multiple use expansion. While parks personnel were trained in the preparation of annual workplans and budgets, they have been reluctant to do so due to indifference or lack of enthusiasm from UNP headquarters.

5.4.3 As a conservation-development project, the project encountered numerous interested parties and players on either the conservation or development fence. There has been an ever-changing set of institutions and agencies with which the project has had to work. The Project's counterpart agencies also changed during its life cycle. For example, the Project was at first working with the Forest Department. When in 1991, the two forests were re-gazetted as national parks, CARE-DTC had to develop a new relationship with Uganda National Parks. At the PCC level, responsibility for the Project shifted from the Ministry of Natural Resources to the Ministry of Tourism, Wildlife and Antiquities.

5.4.4 Other factors also played prominent roles that affected Project implementation:

- The GoU Decentralisation Statute of 1993 which sought to decentralise planning and development to the district and lower administrative levels.
- The introduction of the National Environment Management Policy of 1994, and the subsequent National Environment Management Statute of 1995 calling for decentralised environmental management and planning at district down to sub-county levels.
- The creation of the Mgahinga and Bwindi Impenetrable Forest Conservation Trust (MBIFCT) introduced new institutional relationships.
- The onset of tourism with its implications for community revenue-sharing and the introduction of the concept of "multiple use" meant that new institutional relationships had to be developed.

5.4.5 Over the past five years, corresponding with the life cycle of the DTC Project, CARE

has carried out a number of activities ranging from soil conservation to integrated rural development and agricultural transportation and marketing. CARE's niche in conservation and development lies in its ability to incorporate human development effectively into issues of local natural resource control and management, and to form a bridge between local, marginalised, resource-dependent households and national and international decision makers.

5.4.6 In a given location the presence of a number of CARE projects in different sectors presents an opportunity for synergy. One of CARE's comparative advantage lies in its ability to build community capacity to plan and manage community-based activities in agriculture, income generation, health and environmental protection.

5.4.7 A related advantage in the ability of CARE to build district-level GoU capacity to extend needed services to rural communities.

5.4.8 Impact on institutional arrangements relates to: defining strategy; adapting to change; activity planning and reporting; financial management.

5.4.9 The apparent weakness in defining strategy was to a large extent, the result of the nature of the Project itself:

- Planners of Phase II of the Project acknowledged its experimental nature and as such noted that the precise solutions to establishing sustainable agriculture and forest management systems remained undefined.
- The Project stated that much of the institutional development strategy was to be focused on finding effective means for coordinating the actions of the various development issues.
- The strategy for institutional relationships, collaboration and networking lacked blueprint because there was and still is none available.

5.4.10 As far as **adapting to change** was concerned, the Project showed tremendous capacity to incorporate new ideas and discard inappropriate ones without significant changes in budget. The mid-term evaluation recommended major changes which the Project was able to accommodate, particularly the development of a more adaptive, needs-driven approach to its development and conservation program.

5.4.11 The CARE-DTC Project must be commended for maintaining an adequate **planning** and extensive **reporting** system. In particular, the Project Implementation Report (PIR) prepared initially on a quarterly basis but now bi-annually is a very concise document summarising inputs, activities versus intermediate goals and constraints, accompanied by a set of relevant summary tables.

5.4.12 The Project had adequate **financial management** capability. Unlike many donor funded projects in Uganda where financial management is relatively weak, the Project managed to maintain an excellent accounting record during its five year period, judging from its PIR documentation.

## 6.0 IMPLEMENTATION OF THE DTC PROJECT

Analysis of implementation is from the perspective of constraints and sustainability faced by the DTC project.

### 6.1 Implementation of the Community Conservation Component

#### Constraints

6.1.1 **Multiple Use.** DTC is expanding the MU programme from 3 to 7 forest societies (FSs). The prospect of every parish having an FS within it which has a negotiated 'right of access' to utilize specific resources in agreed amounts is a bold vision. The cloud on the horizon concerns monitoring. This MU programme should not fail for lack of vital management information. Both UNP and the FSs need information if management is to be effective.

6.1.2 **Problem Animal Control.** PAC is not progressing. Problems of crop raiding by baboons and bushpig around BINP persist. People say that "UNPs animals are raiding our crops". Communities well understand the difficulties but they demand a right to direct action. A joint UNP/PPC forum through the PMAC should address the issue positively.

6.1.3 **Conservation Education.** DTC has developed a good programme for conservation education. It might be refined in order to raise the level of debate and analysis further especially with regard to difficult aspects like gender and the Batwa. The recruitment of an artist will improve the visual aides part of the programme.

6.1.4 **Revenue sharing** is UNPs responsibility. DTC has ensured that the parish communities have institutions (PPCs) through which communities can propose projects. DTC has facilitated those community projects and the first 6 are underway with grants of US\$ 4,000 (approx) each. The major constraint is that UNP's position is not sufficiently transparent and accountable on the issue. UNP still sees this programme as a moveable feast but so is community goodwill.

6.1.5 **Institutional development.** DTC has fostered forest societies (FSs) for MU, and PPCs to coordinate in-parish conservation and to represent parish interests on the PMAC. The relationship between the PPC committee and the general meeting of the parish, which empowers it, needs attention. The PPCs must transmit information to the communities and to the LCs or they could lose legitimacy and be accused of being UNP agents. If the PPCs were general planning committees for conservation and development issues they would be of more general service to the parish as well as the project.

6.1.6 **Catchment Approach.** The institutional challenges of the catchment approach to soil conservation are far greater than the technical ones. DTC could become over-involved in this exercise unless it recruits assistance in the conflict resolution process through linkage with other coordinative and development agencies.

6.1.7 **The Batwa.** DTC is constrained in this area. They have successfully brought forward the Batwas' interests in their support of the Forest Societies and if this initiative is maintained then DTC would perform a significant service in ensuring that some Batwa have legitimate access to the forest and the means of providing for their livelihoods.

#### Sustainability

6.1.8 **Multiple Use (MU).** This important programme is being established. Sustainability appears conditional on four aspects:

- sound development of the forest societies, institutionally and technically;
- sound development of UNP community conservation ranger (CCR) and law enforcement roles, as well as technical monitoring;
- sound monitoring by ITFC of the resource base and the impact of MU;
- good linkage between FSs (through PPCs), UNP, and ITFC.

6.1.9 **Problem Animal Control.** PAC nags on the park/ community relations. A collaborative strategy is indicated, implemented by communities supported by the UNP CCRs. Costs and benefits need to be allied in one place in order that appropriate strategies can be decided upon.

6.1.10 **Conservation Education.** Sustainability should be ensured through the UNP's CC Extension programme, the MBIFC Trust, the CCRs, the PPC and FS structures, and the school-based wildlife clubs. The information imparted to the public should largely remain as a basis for local awareness of the conservation issues.

6.1.11 **Revenue Sharing.** The sustainability of the revenue sharing programme rests on the following factors:

- political stability allowing the tourist trade to develop;
- transparency, accountability, and clear guidelines and principles from UNP HQ to guide the PMACs.
- separate accounts for the 12% of revenue 'earmarked' for revenue sharing;
- revenue allocated from revenue sharing for recurrent expenditure of PPCs;
- further institutional development of the PPC and PMAC structures

6.1.12 **Institutional Sustainability.** It is important that the FSs and PPCs are legitimized by the communities, UNP, and also by the local government authorities. The PPCs and FSs are recognized by UNP, but are they recognized fully by the communities and the LC structure?

6.1.13 **The catchment approach** will become more sustainable overtime when the lessons learned are shared with local government and the environment and agricultural agencies. The catchment approach could become mainstream policy and practice if effectively linked.

6.1.14 **The Batwa.** Inclusion of the Batwa in a forest society is the only gesture to a sustainable answer for the Batwa so far. Further efforts to get their case recognised are indicated if their marginalization is not to get worse.

## 6.2 Implementation of the Development Component

### Constraints

6.2.1 **Status of women in the project area.** Agricultural objectives are unlikely to be met unless the project can work effectively with women, who comprise the larger part of the agricultural work force. The social system which prevails is a major constraint that the project has sought to tackle, by working with and through women's groups. The criteria set for the recruitment of CEAs tended to exclude women.

6.2.2 **The switch from forests to parks.** This shift in status had a major effect on the project, particularly during early stages and particularly around Mgahinga, where there is no MU programme. In many communities the tone is now largely conciliatory (and to a degree expectant of other benefits in agriculture). The role of the development component in creating the goodwill on which UNP's community participation programme is built, cannot be over emphasised.



6.2.3 **Batwa communities.** Although not specifically targeted by any of the project activities, the apparent intractability of the situation in which the Batwa find themselves, is a constraint to the achievement of broad-based development goals. The evaluation team has not looked in detail at this issue, partly because the results of a separate study are pending at the time of writing.

6.2.4 **Key issues which fall outside the scope of DTC.** Participatory needs assessment often leads to the identification of issues which are central to "development" but which cannot be addressed by the project. DTC has sought to tackle this by making "referrals" to other organisations and agencies. The dilemma posed is whether a project should address a breadth of issues, and implicitly weaken its efforts in core project areas, or whether it should pursue a narrower focus, which runs the risk of being, or becoming, irrelevant to target communities.

6.2.5 **Staff changes at DTC.** Although this is not an area explored in great detail by the evaluation team, it was clear that key positions had been subject to considerable flux during Phase II. This clearly has an adverse effect on project operations, even though latterly management has been stable.

6.2.6 **Siting of Local Training Centres (LTCs).** The LTCs are located on land chosen and provided by the district. In at least one case (that serving Kayonza zone) this location is not ideal, not being on a main road or near a major trading point, or indeed very close to any established community.

6.2.7 **Institutional links.** It appears that the project has sought to work with Government departments (particularly forestry and agriculture) wherever possible. However, the extent to which project activities will be continued or taken over by other organisations is an important concern. Even if project goals are achieved institutional development for eventual handover is a vital consideration.

#### **Sustainability**

6.2.8 **Training and skill development.** The skills acquired as a result of participation in PRAs, in extension, and through some of the project's many training initiatives are likely to be sustained to a large extent. DTC staff and those with whom they have collaborated professionally, will hopefully have an opportunity to take their new skills to other work situations and other communities. However, within the target communities, extension of agriculture and agroforestry would virtually cease if the project ended now, since many of the project areas are poorly served by Government extension services.

6.2.9 **Participatory needs assessment within the communities.** Given that the PRAs were not linked to any formal institutions, there is likely to be no other "cue" for such community discussion and action. However, the PRA process could probably be consolidated over the next, say, eighteen months, to complete the cycle of planning and review, and enhance prospects for future use by the communities.

The pilot CBEM would certainly cease without intervention from CARE at this stage, given the need for skilled facilitation, and once again, the lack of formal institutional ties. Given the experimental nature of the pilot programme to date, it is difficult to say whether, or how long, it would take before CBEM could become a sustainable activity.

6.2.10 **Farmer participatory research and catchment conservation.** These are grouped together because both are recent DTC initiatives, and both are experimental and involve farmers in experimentation. At this early stage in their development, neither is likely to survive, if DTC were to abruptly end operations. Both activities currently require follow-up and time spent in the

field to an extent which would probably be unrealistic for Government extension agents, whose remit is broad and geographical coverage greater. These are long-term initiatives, which probably need to be developed over a 3-5 year planning horizon.

6.2.11 **Uptake of specific agricultural interventions.** Broadly speaking these can be grouped into three categories:

- **relatively successful**, where sustained use could be expected, partly because of visible short-run benefits eg. planting of woodlots, vegetable nurseries, banana management and improved bean varieties;
- **difficult to sustain interest**, eg soil conservation, tree nurseries, and possibly improved Irish potato varieties;
- **Likely to cease**, without further project intervention eg. on-farm planting of forest and exotic tree species and improved stoves. This includes any activity where it takes some time to see the benefits, or which has only recently started, or is particularly complex, or where inputs are required from the project. It would probably take at least 2-3 years before such activities become sustainable without external intervention, and even this estimate may be optimistic.

### 6.3 Implementation of the Park Management Component

#### **Constraints**

6.3.1 Good working relations were established with UNP staff locally and at headquarters. There were no major constraints to progress in achieving goals. A few minor constraints were apparent which may have slowed or discouraged progress.

6.3.2 Senior park staff were relatively young and inexperienced given their responsibilities, and low salaries do not attract applicants with greater managerial experience. This slowed progress on imparting good management skills.

6.3.3 10% of Rangers were illiterate, and four languages had to be used during the training workshops. This complicated and slowed the learning process.

6.3.4 Ranger motivation was low at the start of the project because of poor salaries, lack of field and camping equipment and general support.

6.3.5 Structural weaknesses were apparent in UNP at park and HQ levels eg. deficiencies in resources, training, communication and reporting, coordination, planning and supervision. The rapid growth of UNP's responsibilities exacerbated structural weaknesses.

6.3.6 There has been an imbalance between the well-funded DTC and the poorly-funded UNP. Consequently, DTC has been doing jobs that UNP should be doing - such as supplementing salaries and providing basic field equipment.

6.3.7 Wardens trained to produce work plans and budgets put much effort into these tasks. But they were disappointed and discouraged by lack of appropriate response from UNP headquarters, whose allocations (they claim) bore no relationship to their proposals.

6.3.8 Parks that attract programmes funded from outside sources, place increased work loads on their Wardens in responding to them and coordinating their activities. This is not a constraint specific to DTC.

## Sustainability

6.3.9 Management capacity within the project parks has been enhanced by UNP's association with DTC, but the extent to which this could be sustained in the absence of further support is variable. Continued support is needed if benefits gained are to be sustained; and the most pressing issues are reviewed below.

6.3.10 **Training.** The excellent Warden and Ranger training programmes promoted by DTC ought to be continued and expanded. New staff will need initial training on the use of GIS and global positioning systems. Ecological training already given to Rangers should be expanded so that they may undertake routine monitoring. (UNP needs in-house expertise to continue and expand this. Budgetary constraints may prevent it from being implemented.)

6.3.11 **Staff morale.** Staff morale soared as a result of DTC's payment of performance allowances - a function shared with IGCP and ITFC. Eventually UNP must pay its staff adequate wages; yet this is unlikely in the immediate future. At present, staff in all NPs receive some allowance from external sources. If performance allowances ceased, staff morale would be shattered, resignations occur, and much of the training investment would be wasted.

6.3.12 **Management planning and implementation.** UNP now has management plans for BINP and MGNP - the first approved by BoT and the second awaiting approval. UNP has a better management planning capability as a result of its staff having played leading roles in developing management plans for BINP and MGNP. The Wardens who participated will gain further experience through implementing the new management plans and carrying out annual reviews. Capacities for planning and implementation are sustainable but could be lost locally if trained staff were transferred from the project area; their expertise would not be lost to UNP.

Management planning and annual reviews would be helped if there was a Planning Unit at headquarters to serve as catalyst and lead the planning process. At present there is only a Programme Officer plus a TA provided under APE.

6.3.13 **Management systems.** The capacity for implementing plans, and preparing workplans and budgets has been enhanced. On-the job experience and additional training are indicated. Furthermore, in order to sustain smooth management, UNP needs to develop a coherent information management system.

6.3.14 **Law enforcement.** Improvements in law-enforcement have stemmed largely from the enhanced local status of Rangers, whose law-enforcement roles have been minimised. Unless there is a radical departure from the existing community conservation initiative, this improvement can be sustained. Law-enforcement efficiency will also be improved when plans made under the project to deploy Rangers more strategically have been implemented.

6.3.15 **Community conservation (CC).** DTC has put CC into effect by training CCRs, providing them with the means of mobility and paying performance allowances. But the CC initiative is unlikely to be sustainable if DTC support were withdrawn without some substitute to replace it. Without performance allowances, some CCRs would resign, and the value of their training lost to UNP. UNP's commitment to CC appears lukewarm, and it may undervalue the potential long term benefits.

6.3.16 **Multiple use.** Monitoring is a weak link in the MU programme. The programme is still at a pilot phase and needs more than simply being sustained and developed. Deficiencies in monitoring have to be addressed. DTC has been handling biological monitoring but this should be UNP's responsibility as managing agency for the parks. Yet it lacks the capacity.

## 6.4 Implementing the Institutional Component

6.4.1 **Institutional relationships.** The evaluation team was made aware that there is some debate as to the role and purpose of the Project Coordinating Committee (PCC). CARE DTC and UNP who work very closely together are satisfied with the present situation. This is mainly typified by a bi-lateral understanding between CARE and UNP while the PCC is kept loosely informed bi-annually in Kampala. Agencies outside of the bi-lateral grouping want a more formal relationship and some call for a steering committee. CARE and UNP believe that this will lead to bureaucratic control with few benefits in terms of project management at the delivery end.

In addition to the PCC, the Grant Management Unit (GMU) of the Action Programme on the Environment (APE) a USAID-funded initiative provides technical advice to DTC (management, financial, requests, operations). Membership of the GMU Projects Review Committee includes some members of the PCC. The GMU group meets monthly and therefore many of the PCC members are informed through that channel of DTC activities.

6.4.2 **Operations steering.** At the district level DTC has a Technical Steering Committee (TSC) that meets quarterly to advise on operations and activities. The composition has district representatives for administration, conservation, development, and community issues.

### 6.4.3 **Community level institutions**

#### 6.4.3.1 **Park Parish Committees (PPCs) and Park Management Advisory Committees (PMAC)**

During Phase II, DTC has helped establish institutions for community participation in park management. All the bordering parishes around BINP and MGNP now have PPCs. The chairman of each PPC is a member of the PMAC. Each park has a PMAC. At present the PMACs are primarily concerned with UNPs revenue sharing programme.

#### 6.4.3.2 **Community institutions**

Through its MU programme, DTC has been able to strengthen community institutions eg.

- **Forest Societies:** formed from local councils (LCs) and Stretcher Societies (SSs) which are fundamentally participatory and democratic at a primary level.
- **Beekeepers Association:** formed with the assistance of the DTC MU team to manage beekeepers activities in the forest in collaboration with BINP staff. The Association is divided into 5 sub-groups which control members activities.

#### 6.4.3.3 **Research institutions**

The International Council for Agroforestry Research (ICRAF) has a research station in Kabale, CIAT is promoting improved varieties of climbing bean, and CARE DTC also maintains links with the National Agricultural Research Organization.

#### 6.4.3.4 **Mgahinga and Bwindi Impenetrable Conservation Trust (MBIFCT)**

MBIFCT was created by deed under GOU Trust Law to administer a US \$4 million granted by the GEF/World Bank to support the long term conservation of MGNP and BINP. While CARE DTC's project area is one parish deep around the parks, the MBIFCT goes to two parishes. At community level the Trust operates at RC III (subcounty) level, through a Local Community Steering Committee (LCSC).

#### 6.4.3.5 Institute of Tropical Forest Conservation (ITFC)

CARE-DTC has strong linkages with ITFC, an institution affiliated with Mbarara University of Science and Technology (MUST) and with research facilities at Ruhija on the northern boundary of BINP. ITFC is responsible for implementing the ecological monitoring system for both MGNP and BINP.

#### 6.4.3.6 International Gorilla Conservation Program (IGCP)

IGCP is a joint venture initiative between three conservation organizations: Africa Wildlife Foundation (WF), the Fauna and Flora Preservation Society (FFPS), and World Wide Fund for Nature (WWF). IGCP provides technical, financial, and logistical support to UNP for tourism development, including establishment of community tourist accommodation facility, tourism revenue sharing programs in BINP and MGNP and specific technical advice on gorilla conservation.

#### 6.4.3.7 Local government

CARE-DTC has been liaising with local government, both in terms of the administration and also with the local council system. During the Phase II operations, the Community Extension Agents (CEAs) have worked with the local councils and committees at the village and parish (LC I and LC II) levels. These local councils and committees assisted CEAs in calling community meetings and new CEAs were recommended by both LC I and LC II prior to appointment. Also during Phase II, it was hoped that a formal link would be established between DTCs parish level conservation and development institutions and LC II.

#### 6.4.3.8 Referrals

During the PRA problem classification exercise there arise certain pressing problems raised by the communities which cannot be addressed directly by themselves, DTC or UNP. In certain cases there are important indirect links between these other problems and DTCs long term conservation goals. "Linkages" had to be made between the community and a government or other NGO that can address the problem. DTCs role is introduction of the communities to appropriate service providers and providing information and in certain cases provision of transport for facilitators.

#### Constraints

6.4.4 Some of the key constraints experienced are as follows:

- delays in project funding;
- delays in recruitment of senior staff;
- initially, non-availability of performance allowance for GoU extension staff;
- security problem at Mgahinga during the Rwanda war;
- virtually no expertise of village extension staff which required time for training;
- low UNP institutional capacity at the two parks to absorb DTC interventions or keep pace with project speed;
- delayed recruitment of park management;
- controversy over concept of community participation between UNP and OTC;
- shortage of government extension staff;
- financial uncertainty caused by adverse currency exchange rate fluctuations.

## 7.0 STRATEGY OF THE DTC PROJECT

### 7.1 The Community Conservation Strategy

The project activities comprising the community conservation component: multiple use, drama groups, and the institutional development of park/parish committees, forest societies, and support to the Park Management Advisory Committee; have all been essential inputs.

#### 7.1.1 The conservation/development linkage

The project essentially had two purposes (conservation *and* development). Ambiguity over which of these is paramount had led to considerable debate on whether the project should be "development through conservation" or "conservation through development". However, the duality inherent in the goal does reflect the complexity and conflicting forces which call for such a project's existence. The project is about resolving these sometimes conflicting objectives, and brokerage at this sometimes tense interface.

When asked the reason for DTC development and extension activities, most communities visited by the team were aware that it was because of the Parks. Given their exclusion from the park, the conciliatory tone adopted by many farmers was striking, indicating interest in the agricultural development activities being introduced, and a willingness to await their outcome. This underscores the importance of the development component of the project in creating the goodwill on which constructive Park/Parish relations depend.

The effectiveness of the conservation and development linkage has to be proved in the long-term. Project beneficiaries and project staff have positive perceptions of the conservation/development linkage which are, by and large, supported by the projects overall performance so far.

#### 7.1.2 The Multiple Use Programme

The MU programme is a very high priority community conservation activity and serves the overall DTC project strategy significantly. Although still at a pilot stage and only involving a few beneficiaries in relation to all the neighbouring communities it symbolises the state of park / community relations. The strategy behind MU is to move utilization of forest products from an open to a managed access basis. It was predicated on the change of status from forest reserve to national park. It is further based on UNP's ability to enforce its rules of access. Recognising the negative impact on communities of excluding access to resources UNP realised the possibilities for MU ameliorating that effect.

The MU programme depends on DTCs input. It will continue to need support as it progresses from pilot phase to becoming a sustainable feature of community park relations. The careful planning, training, implementation, and monitoring of the MU activity has been excellent. It is imperative that the ITFC picks up the technical aspects of MU monitoring. Meanwhile CARE should maintain its monitoring input.

#### 7.1.3 Problem Animal Control (PAC)

PAC essentially concerns the development of a modus operandi between communities and UNP. DTC's role concerns facilitating this understanding. So far not much progress has occurred. This is not surprising as it is an intractable problem. DTC has through its support of the PPCs and PMACs supported the establishment an institutional forum through which answers may be forthcoming. The strategy should be to ensure that this issue does not permanently remain a source of conflict and poor understanding between UNP and PPCs.

#### 7.1.4 Conservation Education

The CE activity has adapted well over the project's duration. The drama groups and newsletter both have excellent potential to reach communities and develop a high level of awareness among communities of both park and local conservation issues. Although on target with its support of school-based wildlife clubs this activity remains a challenge. Linkage with the Community Conservation Rangers (CCRs) is a sustainable support strategy. The CCRs are in the process of taking over park related CE issues. This is a good approach. The CCRs, who are locally-based personnel, are a future cornerstone of park-people relations. Support of their role by DTC has been well done.

#### 7.1.5 Revenue Sharing

DTC's role in the RS activity has mainly concerned strengthening capacity of local communities in decision-making and micro-project implementation. To that end the support of the PPCs and PMAC institutional structures for coordinating community involvement has been effective. The amount of park revenue to be shared is actually quite small given the number of neighbouring parishes. Also, the amount of revenue from the MBIFCT is disappointingly small given the time and effort to endow the Trust, as well as its administrative overhead. Consequently, RS is far from being a dynamic incentive in motivating institutional capacity building.

DTC's influence on the PPCs, PMAC, UNP, and IGCP could be useful in making sure that the income to be shared is managed in a transparent, accountable and reliable manner.

#### 7.1.6 Institutional Development and Community Participation

There is ground for some concern regarding the DTCs excellent participatory extension process and its institutional development strategy and its linkages with other agencies. The problem perhaps hinges around the concept of "community". DTC has focused on a civic society definition where communities come voluntarily together around issues that concern them. There is little wrong with that as it establishes a network in community-based interest groups. However, it might be constructive to also view communities in terms of area-based local governance; the local authority structures.

The linkage between voluntary and statutory community structures is an essential part of local development. It is also easier for the statutory units to link to governmental extension services, particularly through the proposed decentralized district development system.

The next phase of the DTC project should continue its support of community-based voluntary groups but should foster their linkage to local authorities, and government coordinative structures and extension services.

#### 7.1.7 The Catchment Approach to land Management

This activity is a community-based approach to soil conservation on the highly cultivated steep slopes characteristic of the project area. It is conceptually an excellent complement to the technical extension strategy already being implemented. It is also highly challenging because of the painstaking conflict-resolution and motivation which is necessary.

The DTC project should remain flexible with this activity as lessons have to be learned quickly and management approaches adapted as and when necessary. DTC is correct to deal with local institutions and techniques but could use the activity as a classroom for community leaders. The project should pay attention to bringing in the interest and involvement of local authorities and

extension agents. This would be a good activity to involve the NEMA district officer into as it relates to a critical and wide spread local conservation issue which will always need attention.

#### 7.1.8 The Batwa

The Batwa, as a distressed minority community, require a project strategy to address their problems and needs. Once the MBIFCT report on the Batwa is submitted DTC should use their influence to ensure that between themselves the MBIFCT, IGCP, UNP, local districts, and communities recognise the problem. The cultural trajectory of the Batwa is rapidly towards assimilation and eventual extinction. The only way to face this is to accept them as a distinctly indigenous cultural group with a background in hunting, gathering, and trading with other communities (including at times their labour). Without access to forest products they lose a substantial part of their livelihood system. A strategy to address this dilemma is indicated as failure on this score will be a blemish on the final goal of the project.

#### 7.1.9 The Monitoring & Evaluation Framework for Community Conservation

The revised M&E framework has proved useful in assessing the impact of the development sector. However, although much project effort was directed at participatory processes, and at the participation of women, more qualitative aspects of project impact are not covered. Targets are not desegregated by gender. Some of the process issues can probably only be adequately covered by case studies. One would wish to know more about the socio-economic or income status of those benefitting from the project interventions. What is the social stratification and differentiation within the communities. How much equity or lack of it relates to land access.

Institutionally, some process monitoring would be useful. How often are PPCs meeting, do they have agendas, are the proceedings minuted? How often does the PPC report back to the general meeting? How was the committee elected and by what proportion of the community?

### 7.2 The Development Strategy

#### 7.2.1. Appropriateness and adequacy of project strategies

The strategies adopted have been appropriate given the uncomfortably entwined conservation and development goal. The project has several components which operate in tandem:

- (strengthening of park management;
- community conservation;
- sustainable production of agricultural and forest products.

This is generally effective although project strategy might foster stronger links with other institutions to take over the Park/Parish interface role and some of the project activities overtime.

DTC might consider processing and marketing initiatives as a natural extension of the agricultural interventions with which it has worked. More focus on the growing tourist industry might pay rewards too. These could include the supply of handicrafts and food products for retail or catering purposes. There is also scope to copy and expand the Mgahinga community initiative (which provides for a campsite, bandas, and "canteen").

#### 7.2.2 Most effective strategies

The DTC project has worked with five major strategies or areas of activity, two relate to the



development component: agricultural extension; ethnobotany studies.

Certain activities or lower-level strategies stand out as having been extremely effective.

- the use of community-level extension assistants, which has undoubtedly contributed to widespread uptake of certain interventions;
- the inclusion of rapid pay-back agricultural interventions since 1991;
- the switch from the contact farmers' to working through groups (mostly women);
- the development of a participatory needs assessment process which could be widely and rapidly applied, and which is not too demanding of facilitation skills;
- the PRAs themselves, as a means to promote community discussion of problems, potential solutions, and self-reliance.

#### 7.2.3 Consistency of intermediate goals with overall goal

The intermediate goals were broadly consistent with the overall goal, with the exception of the need for more explicit consideration (at intermediate goal level) of institutional links, sustainability and hand-over.

#### 7.2.4 Effectiveness of conservation/development linkage

The project essentially had two purposes (conservation *and* development). Although it is generally ill-advised to give a project a dual overall goal it does at least reflect the complexity and conflicting forces which call for such a project's existence. The project is about resolving these sometimes conflicting objectives.

The evaluation team considered that the development/conservation linkage worked quite well. When asked the reason for DTC development and extension activities, most communities visited by the team were aware that it was because of the Parks. Moreover, communities seemed fairly aware of the practical links between, for instance, soil conservation and agricultural productivity.

Given on-going bitterness where communities are still excluded from the park, the conciliatory tone adopted by many farmers was striking, indicating interest in the agricultural development activities being introduced, and a willingness to await their outcome. This underscores the importance of the development component of the project in creating the goodwill on the which constructive Park/Parish relations depend.

#### 7.2.5 Effectiveness of the M&E framework in evaluation

The development components covered in the revised M&E framework are allocated clear "objectively verifiable" and quantifiable indicators of achievement. The framework is useful and (given the groundwork done by the DTC M&E unit) relatively easy to use as a check on project performance. There has been timely reporting (at least recently) on project performance, and that this has been fed back to field staff along with practical recommendations.

On the "development" side, much project effort was directed at process, and at the participation of women. Although PRAs are covered in the framework, more qualitative aspects of project impact are not covered. Targets are not disaggregated by gender. Some of the process issues can probably only be adequately covered by case studies, and it may be that DTC monitors these

aspects informally through feedback from field staff. The participatory assessment of needs and subsequent training, provides a measure of impact achieved through the DTC PRA process.

In some situations, one would wish to know more about the socio-economic or income status of those benefitting from the project interventions. Which interventions can be taken up by those who rent land? Land fragmentation is extensive, but are some families working significantly less land than others, or does the most extreme fragmentation create a new set of problems?

For roughly one year, DTC has been conducting agricultural and forest product market price surveys ostensibly to monitor the effect of increased production on price, with little analysis yet. Whilst the project is wise to be concerned about price effects, it would be useful to carry out some preliminary analysis to identify problems and focus the survey on the most useful aspects.

Case studies as a monitoring tool, providing these are conducted responsibly, could prove useful in providing more qualitative insights than performance indicators. In particular they can be useful in highlighting more appropriate indicators which probe impact rather than activity. Four case studies have been conducted by DTC, and they provided useful and thorough information.

#### 7.2.6 Evaluation of changes in project strategy

The most significant changes affecting the development component of the project occurred following the mid-term evaluation, both in response to the recommendations made in the evaluation, and on the initiative of the project staff. This resulted in an impressive performance in the last 2-3 years. On the development side, the project shifted to a more adaptive demand-driven approach, and worked with women's groups. Improved monitoring systems were also introduced which, have been quite effective, despite disruption caused by staff changes. The recommendation that extension messages should include more rapid pay-back interventions was appropriate, implemented quickly, and popular with farmers.

Later developments include the pilot CBEM programme, catchment conservation, and farmer participatory research. All were a response to the perception that the project was dealing with a number of complex issues which could only be resolved through participatory investigation. In all three areas, it is too early to assess performance, though the rationale appears sound.

### 7.3 The Park Management Strategy

#### 7.3.1 Appropriateness

Of the five major strategies defined for DTC's, four related, at least in part, to park management. They were: conservation education; development of management plans; biological inventories; ethnobotany surveys.

All were appropriate strategies although the second (management planning) was the most important because park conservation was a primary goal; because management plans are essential prerequisites for effective management; and because management plans provide for all possible uses of park resources - including local community uses.

The third and fourth strategies provide information required for management planning, particularly those parts of the plans that prescribe for harvesting or multiple use.

The first (CE), although an appropriate strategy, is likely to be only partially effective on its own because it attempts to promote conservation values without providing tangible benefits.

### 7.3.2 Cost effectiveness

The most cost effective strategy was the one targeted at management planning. It contained a major component of human resource development and has led to a sustainable rise in UNP's capacity to manage and to generate management plans. Within this strategy, the employment of a PMTA was an noteworthy step.

### 7.3.3 Appropriateness of goals

This goal is not inappropriate but it is a fudge. It attempts to mandate two goals that are not necessarily compatible. The goal should be either:

- to conserve the forests, and a strategy for achieving this is to divert adverse impacts by giving local people economic security, which may include multiple use of forest resources, or;
- to bring economic security to local people, and a strategy for so doing is to make use of forest resources on a sustained yield basis.

It was interesting to learn that different members of the DTC team interpret the goal to mean one or the other although the majority appear to regard forest (or park) conservation as being the priority goal.

### 7.3.4 Conservation-development link

The effectiveness of the conservation-development has yet to be proved in the long-term. To this extent DTC was experimental. Nevertheless, project beneficiaries and project staff have positive perceptions of the linkage; and these perceptions are, by and large, supported by the performance indicators. Given the early history of the project during which the park was proclaimed this is a significant achievement.

### 7.3.5 Effectiveness of the M&E framework

The M&E framework given in the original project document offered helpful guidelines for project evaluation. The M&E framework revised framework was less helpful. Under 'Impact measurable at terminal evaluation' the only component relating to park management was multiple use. Under 'beneficiary reaction indicators' the indicators were usefully objective although it should have been known when criteria were set that park records were going to be inadequate sources of information.

### 7.3.6 Changes in project strategy

The park management component of the DTC project has been well served by the efforts of the project's Ecology Advisor, and its Multiple Use Officer prior to the arrival of the PMTA. The greater emphasis given to park management in the mid-term evaluation led to the employment of a PMTA. This has been a significant and valuable input, which successfully ensured that park management plans were completed, and that these plans were strongly community orientated.

## 7.4 The Institutional Strategy

### 7.4.1 Project Design

Principally, the DTC Project was designed to arrest deforestation and the resulting loss of biodiversity. The premise of the Project was that forests and farmers can exist side by side if the causes of declining farm productivity are addressed and the forests are brought under sustainable management. As a result, the DTC Project originated to promote conservation of the Bwindi Forest (and subsequently the Mgahinga Forest), while simultaneously improving the natural resource-based economic security of families adjacent to the protected areas.

In the context of institutional strengthening, the DTC Project saw itself as an intermediary between communities and protected areas' management. By placing the Project in an intermediary role, DTC was able to exhibit a high degree of flexibility, not withstanding the attendant risks involved in mediation.

The appropriateness of the "intermediary role" is reflected in the following observations:

- good working relations with parties involved in conservation and development;
- CEAs were consulted at length on the details of Phase II approach and activities;
- consultations were held with GoU at both national and district levels; and
- GoU ministries and departments reviewed proposal drafts and made needed modifications.
- Involvement of communities could have improved some institutional aspects of project design. The Project advocated for the establishment of Parish Advisory Committee (PAC) whose role was to link with the community and liaise with the LCs. The PAC was later dissolved and LC involvement in the operations of the Project is not impressive.

By positioning itself as both a people/community advocate and supporter of park management, Phase II of the DTC design placed DTC in a conflict role. It is a credit to CARE management that they have been able to manage the duality of expectations.

Although the initial institutional aspects of the Phase II Project were largely sound, during the mid-term evaluation some shortcomings were identified and recommendations made for improvements, namely:

- the absence of a project coordinating committee;
- modification of the reporting lines of extension staff;
- redeployment of GoU staff as "consultants" to DTC rather than "line" personnel;
- linkages between DTC and UNP were un clear;
- lack of clear understanding of the concept of benefit-sharing.

The above observations of the mid-term evaluation have since been or are being addressed.

### 7.4.2 Sustainability

Adequate flexibility was built into the design of the Phase II Project. Ideally, the design should have specified over what period DTC would devolve responsibilities to GoU and local community

organisations (such as PPCs and PMACs) for ultimate assumption of overall responsibilities. Also the design should have specified activities that would lead to sustainable institutional relationships, collaboration and networking. For example, at their present levels of development, both the PPCs and PMACs would have real difficulty to continue operations without support from DTC.

But perhaps the biggest design failure related to institutions was the assumption by project planners that GoU departments or agencies were able and ready to keep pace with the planned interventions of DTC. During implementation, it became apparent that GoU departments and agencies were in a large measure worse off than previously thought. Their capacities to relate to, and collaborate and network with, DTC were woefully inadequate and this proved to be a major constraint to Project implementation.

There are essentially two categories of inputs: finance and personnel.

- Generally **financial resources** were adequate. The only problems encountered in terms of adequacy were delays in disbursements, adverse currency fluctuations and the need to request for additional grants for new interventions that arose from the recommendations of the mid-term evaluation.
- **Human resources.** Within the first three years, the DTC Project underwent four changes of project management which resulted in a lack of continuity in Project implementation and changes in Project focus. However, during the last two years, there has been tremendous improvement in Project Management. The Project has reorganized itself since the mid-term evaluation and the current management team has been able to articulate a focused vision into a Phase III proposal.
- Procurements were made according to plan.

#### 7.4.3 Conservation/Development Linkage.

During its five year period DTC has been able to facilitate a strong institutional linkage between local communities and the UNP. On the other hand, no such institutional linkage exists between the communities and district level administration and local government. Either DTC assists the communities to expand the existing PPCs into conservation/development institutions or it facilitates new community-level structures to accommodate the development component.

#### 7.4.4 Monitoring and Evaluation Framework

The DTC Project planners recognised the critical role monitoring and evaluation (M & E) would play in the experimental approach proposed for Phase II. Data and information required for the M & E were to come from a baseline survey, quarterly monitoring reports, annual evaluations, mid-term evaluations and final impact evaluation.

Many of the originally planned activities of M & E were not carried out. The mid-term evaluation highlighted that M & E activities of DTC started out relatively late in the Project. The initial plan to have stakeholder-based evaluation was not followed closely. Principally, farmers and the GoU have not been involved in many of the M & E activities except perhaps for UNP.

Although intermediate goals 1 and 2 of the Phase II Project deal with institutional issues, the M & E framework addresses relevant indicators peripherally. Future work should involve a more thorough assessment of institutional strengthening performance, as this clearly addresses post-CARE sustainability by local communities and Government of Uganda.

## 8.0 PROGRAMME PRIORITIES FOR PROJECT EXTENSION

### 8.1 The long term.

DTC has taken on a large variety of community conservation programmes. Its Phase III proposal indicates that the project still requires considerable investment. This is understandable inasmuch as they are determined to follow through what they have started. However, if the DTC project is to eventually lower the level of dependency the strategy indicated would seem to be to ally their strong participatory approach and local community efforts with an institutional development strategy which binds local communities to broader GOU development institutions. DTC is to be congratulated on the amount of positive developments now taking place in the project area and should be supported to ensure that these activities can be maintained under local community and GOU management.

### 8.2 Priorities for a one year extension

#### Community Conservation

8.2.1 Multiple Use. The MU programme is a very high priority for ongoing support. It is central to the good faith established between communities and parks and, as a pilot process, must ensure as many lessons are learned as possible. Monitoring needs to be addressed.

8.2.2 Problem Animal Control. The PAC issue should be addressed on the PMAC agenda and a workshop held to devise a new collaborative and adaptive approach.

8.2.3 Conservation Education. Programming priorities should involve integrating this component as far as possible within the park/community framework.

8.2.4 Revenue Sharing (RS). This is a national and a local issue. Institutionally, the system is not yet sound. A clear understanding between UNP and the PPCs through the PMAC is necessary. RS sharing may need to address running cost needs of PPCs if they are to be sustained after the project. Management of RS supported projects will create more work unless linkage with government agencies is good.

8.2.5 Institutional Development. The terms of reference of the PPCs need clarification to include their linkage to GOU representative and development institutions. The joint PPCs could establish an agenda for themselves in relation to UNP and local conservation issues. DTC could act as an interim executive (secretary) to the PPC/PMAC grouping (and PPC zone groupings) in order to facilitate the process. Some institutional process monitoring of PPCs could be initiated to monitor how well they function and to gauge the variability. The Monitoring and Evaluation indicators are not adequate for assessing the process toward local institutional sustainability of the community-based institutions.

8.2.6 The Catchment Approach. DTC should attempt to build consensus between stretcher societies through the LC I structure. Constant arbitration is necessary and this is not appropriate for DTC. DTC could involve the local government authorities, agricultural specialists and District Environmental Officers.

#### Development

8.2.7 Work should be consolidated without expanding into new areas. Farmer-level interventions should be restricted to those in the partially sustainable and difficult to sustain categories (listed above). Work on catchment conservation and farmer participatory research

should continue, but be consolidated and not expanded to other areas at this stage.

8.2.8 The PRA action plan and review process should continue so as not to lose the momentum and goodwill generated within the communities bordering the park. However, any expansion of CBEM should be considered very carefully.

8.2.9 The promotion of development and conservation initiatives by people from within the communities bordering the park has been successful and should be continued. If the CEAs are to be replaced by volunteers, this should be done gradually, and initially on a pilot basis.

8.2.10 During this period, DTC should also renew attempts to build stronger and enduring institutional linkages.

#### **Park Management**

8.2.11 The evaluation team was asked to give priorities for support in the immediate future assuming a scenario in which support is available for a year only. In respect of park management, the following are rated top priority.

8.2.12 Maintain the existing system of performance allowances to park staff.

8.2.13 Expand the training programme through workshops that (for Wardens) educate them in practical applications of GIS; and (for Rangers) in simple methods of ecological monitoring.

8.2.14 Through workshops and on-the-job training, strengthen further UNP's capacity to implement management plans and activities (including monitoring); and equip Wardens to undertake management plan preparation due for BINP and MGNP in 1999 and 2000 respectively.

8.2.15 Address deficiencies in monitoring multiple use, and put monitoring on to a sound footing under UNP control.

8.2.16 Ideally these proposed activities should be supported by a PMTA. Lacking the availability of one DTC will be stretched to cover.

## Appendix 2

## List of Contacts

Paddy Bahirwa	Community Development Worker, MBIFCT
Geoffrey Chege	Dep Country Director, CARE, Kampala
Dukti	NR Programme Manager, CARE, Kampala
Philip Franks	DTC Project Manager, CARE, Kabale
Happy James	Ministry of Finance
Kenneth Mugambe	Ministry of Finance
Don Clark	Director of USAID, Kampala
Daniel Moore	Project Officer for Action Plan for the Environment, USAID, Kampala
Ray Victorene	USAID, GMU, Kampala
Peter Trenchard	Community Conservation Adviser, USAID,
Isaac Kapalaga	Dep Co-ordinator, Grant Management Unit, USAID, Kampala
Dr R Murtland	EC Team Leader, Natural Forest Management and Conservation Project, Kampala
Jackson Mutebi	Deputy Project Manager, DTC
Nick Ritchie	Country Director, CARE, Uganda
Geoffrey Musisi	Field co-ordinator for PRA, CBEM and linkages, DTC
John Rusoke	Field Co-ordinator for crop production, DTC
Beda Mwebesa	Farmer Participatory Research co-ordinator, DTC
Asaph Nuwagira	M&E officer, DTC
Vanessa Bainbridge	Volunteer, FPR, DTC
Steve Cavell	Bwindi Trust Administrator
Virginia Nyamaguru	Monitoring and research, DTC.
Kim Lindblade	Population and Environment Fellow (University of Michigan), DTC
Edgar Banda	Zone Field Officer, DTC, Mgahinga
Calisse	Park conservation ranger, Mgahinga
Helen Lubowa	Zone Field Officer, DTC, Kayonza
Margaret Mazuya	Zone Field Officer, DTC, Kanungu
Ben Isabirye	Education and Training officer, DTC
Jennifer....	Project Manager, CREHP, CARE, Kabale
Jaap Schoorl	DTC Park Management Technical Advior
Diana Maitland	Regional Technical Adviser, Reproductive Health, CARE, Nairobi
Dinah Kasangaki	Extension Programme (women and youth), Department of Agriculture, Kampala.
Ndekera Stanley	Field Coordinator (operations)
Rubaramira John	Zone field officer Ruhija
Mugunya Disan	ZFO, Rubanda
Byamugisha Frank	AZFO Kanungo
Banda Edgar	ZFO Mgahinga
Ben Isabirye	Education & training officer
Matibi G.	ZFO Rubuguri
Atuzarirwe Silver	Multiple use reserch assistant
Kagoda Edwin	Warden (law enforcement) MGNP
Nkurivingoma D.	RC2 chairman (Mgahinga parish)
Hanyurwa Sheba	Community Member (Mgahinga)
Bokenya Moses	ACAO, Kisoro District
Chairman	Kisoro District
Bintoora, Adonia	Community Conservation Ranger, MGNP
Bakesigaki A.	PPC Chairman, Rubuguri (Trust rep)
Akunda Barnard	Law Enforcement & Multiple Use (BINP)
Muhima John	PMAC Chairman
Tindiwegi John	CEA Masaya parish, Kanongo zone
Kwesiku Francis	PPC chairman, Mpungu parish
Thanisimede Caleb	CCR ranger (also chairman RC2)
Kuraditre Felix	Chairman forest society, Mpungu parish
13 members	Mpungu Parish PPC.
7 members	Mpungu parish forest society
Sabiti P.M.	District Environmental Officer (Kabale)
Muntabazi S.	District Agricultural Officer
Anon.	Assistant Admin Officer (Kabale)
Roche Gladys	Chief Administrative Officer
MacFie Liz	International Gorilla Conservation Programme

Stretcher Society members involved in catchment project at Kashasha Parish in Rubanda zone



APPENDIX 3

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## Appendix 4

## Evaluation Programme

January 1996

Thurs.	January 11	Arrival of team members
Fri.	12	Meetings in Kampala - CARE, USAID, GMU, Min. of Finance. Overview of DTC project. Drive to Kabale
Sat.	13	Literature study
Sun.	14	Free (literature study)
Mon.	16	Introductory workshop, plan fieldwork & evaluation plan
Tues.	17	Various field activities for team members eg: Meeting with community leaders (LC2) in Rukongi Meeting with Kisoro district officials Visit to DTC's zone office & training centre at Mgahinga Meeting with UNP staff at MGNP Visit Nyakageza water scheme, buffalo wall, contact farmer in Gisozi parish, mgahinga zone
Wed.	18	Discussions with UNP at MGNP Visit DTC zone office & TC at Ruguguri Meet community leader/PMAC rep./MGBIFCT board Visit farmer households with enumerator Visit women farmers doing trial with climbing beans
Thurs.	19	Visit MGBIF Conservation Trust DTC zone office at Kanungu Rukungiri District officials Drama presentation in Kifunjo parish Meeting with forest product users & community leaders of Buhamba Community, Rutugunda parish (& Batwa) Visit farmer soya bean trials Stay overnight at Buhoma (BINP)
Fri.	20	PRA meeting (II) Masya community DTC zone office/trg centre Kayonza zone Meet UNP staff at Bwindi Visit households with enumerator survey Meet chairman of PMAC
Sat.	21	Meet forest society and PPC at Kanyanshogi Meeting with ITFC project leader in Ruhija Visit catchment project at Kashasha in Rubanda zone
Sun.	22	Rest in Kabale
Mon.	23	Meet with district officials in Kabale Meet M & E manager Prepare presentation for wrap-up workshop

Tues.	24	Present wrap-up review to DTC staff members and hold discussions Drive to Kampala
Wed.	25	Meet with officials from agriculture, tourism, community development, national parks (director, technical advisor, community conservation), IGCP. Prepare report for DTC coordinating committee
Thurs.	26	Prepare report (AM) and present report to project coordinating committee (PM)
Fri.	27	Write up specialist reports
Sat.	28	Write up specialist reports Specialists depart except team leader
Sun/Wed	29-31	Team leader finishes community conservation report, edits and writes main report
Thurs	Feb 1	Team leader departs, leaves draft report & awaits comment before final report submitted.
March	2-4	Team Leader produces final report and despatches to CARE (Uganda)