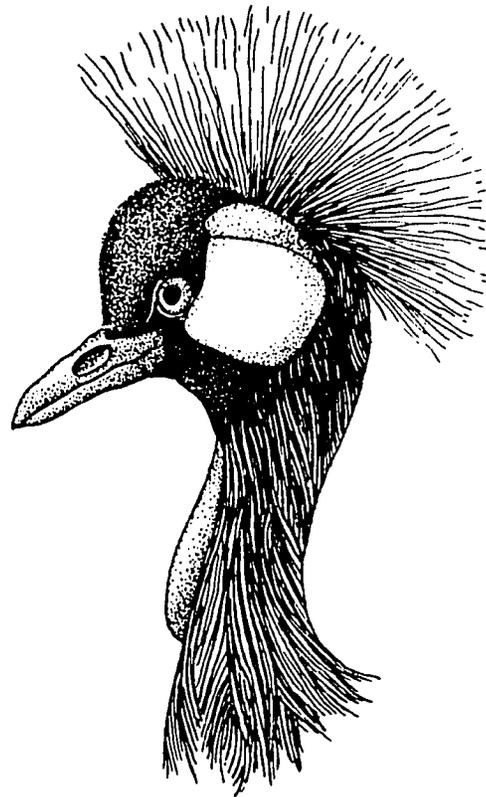

**Report of First Two Project Quarters
September 9, 1992 - March 10, 1992:**

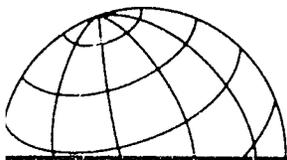
**Uganda Action Plan for the Environment
National Environmental Action Plan
(617-0124)**



**Submitted to:
United States Agency for International Development/Uganda
under contract number 623-0124-C-00-2049-00**

**Submitted by:
Tropical Research & Development, Inc.**

April 7, 1992



**Uganda Action Plan for the Environment
National Environmental Action Plan
(617-0124)**

**Combined First and Second Quarterly Reports
September 9, 1992 through March 10, 1993**

By

**Jim Seyler, Chief of Party and NEAP Technical Advisor
Peter Trenchard, Community Conservation Advisor
Charles Harrington, Chief Financial Advisor**

**Submitted to:
United States Agency for International Development/Uganda
Under contract number 623-0124-C-00-2049-00**

**Submitted by:
Tropical Research & Development, Inc.
7001 S.W.. 24th Ave.
Gainesville, FL 32607
(904) 331-1886**

April 7, 1993

CONTENTS

Executive summary	iii
1.0 Background	1
2.0 Key accomplishments during the present reporting period	1
2.1 Assistance to NEAP	1
2.1.1 Completion of the NEAP	1
2.1.1.1 Finalizing issues and topic papers	1
2.1.1.2 Finalizing the institutional framework	2
2.1.1.3 Finalizing the policy framework	3
2.1.1.4 Completion of first draft of an environmental policy	3
2.1.1.5 Completion of a first draft of the NEAP	3
2.1.1.6 Finalization of the NEAP	4
2.1.2 NEAP Training and professional development	4
2.1.2.1 NEAP/local capacity building	4
2.1.2.2 Local training opportunities	6
2.1.2.3 Overseas/third-country training opportunities	6
2.1.3 NEAP pilot actions	6
2.1.3.1 Regionalization of the NEAP process	6
2.1.3.2 NEAP publications	6
2.1.3.3 Buffer zone land use studies	7
2.1.4 Design of an internal monitoring and evaluation system for NEAP	7
2.2 Assistance to DEP	8
2.2.1 Reinforcing community involvement in natural resource management	8
2.2.1.1 Diagnostic study of DEP capabilities	8
2.2.1.2 Task analysis for NEAP regionalization	9
2.2.1.3 Training needs-assessment and LOP training program	10
2.2.1.4 Assessment of status of conservation activities in buffer zone areas	10
2.2.1.5 Institutionalize public participation processes for natural resource management	11
2.2.2 Reinforcing community involvement in natural resource management	11
2.2.2.1 Identify pilot districts for implementing the NEAP	11
2.2.2.2 Identify spheres of action for environmental officers within the districts	12
2.2.2.3 Assist pilot districts in creating good linkages with line ministries and NEAP	12
2.2.2.4 Assist pilot districts in coordinating conservation activities at the field level	13
2.3 Assistance to UNP	13
2.3.1 Diagnostic study of UNP's current systems and procedures	13
2.3.2 Undertake accounting and financial management training needs-assessment	19
2.3.3 Develop a training plan for UNP Headquarters and accounting staff	21

2.3.4	Manage and monitor short-term accounting and financial management trainers	21
2.3.5	Conduct on-the-job training for UNP Headquarters and park field accounting staff	22
2.3.6	Design and install an efficient, financial management and reporting system	22
2.3.7	Develop specifications for and procurement of computer hardware and software	23
2.3.8	Develop scopes of work for short-term trainers and consultants	23
2.3.9	Develop an operations manual for UNP and park accounting staff	24
2.3.10	Set up monitoring systems	24
2.3.11	Other support to UNP	24
2.4	Project management	25
2.5	Related activities	26
2.5.1	World Resources Institute (WRI)	26
2.5.2	NEAP management training and team building	26
2.5.3	APE monitoring and evaluation	27
2.5.4	APE Project Coordinating Committee	27
3.0	Summary of short-term Technical Assistance	27
3.1	Current Reporting Period	27
3.2	Third quarter requirements	28
4.0	Analysis of constraints: problems and recommendations	30
4.1	Institutional arrangements: NEMA and the DEP	30
4.2	Placement of CCA at the DEP	32
4.3	MUIENR Sub-contract	32
4.4	UNP accounts	33
4.5	Training	33
5.0	Summary of proposed activities for the third quarter	34
5.1	Support to NEAP	34
5.2	Support to DEP	35
5.3	Support to UNP	35
	ANNEX I: ABBREVIATIONS	37
	ANNEX II: PARTIAL LIST OF CONTACTS, CONFERENCES AND FIELD TRIPS .	39
	ANNEX III: FIRST YEAR WORK PLAN	47

EXECUTIVE SUMMARY

The National Environmental Action Plan (NEAP) process is the primary means by which the Government of Uganda aspires to reverse decades of decline in its key natural resources, such as water, forests, soils and biodiversity. The Action Program for the Environment (APE) is, in turn, USAID's primary means of supporting Uganda in the development of their NEAP. The APE project is further divided into two major elements: a Rehabilitation and Resource Conservation Component and a Policy Component. The former of these two components will be comprised of a series of conservation grants under the stewardship of a grants-management agency -- the selection of which is pending at the present time. Under the Policy Component, the major project-related activity is the provision, via an institutional contract, of long-term technical assistance (LTTA) towards completion and acceptance of the NEAP, plus additional LTTA to strengthen the Uganda National Parks (UNP - Ministry of Tourism, Wildlife and Antiquities) and the Department of Environment (DEP - Ministry of Water, Energy, Minerals and Environmental Protection). The latter two agencies will be key to the future implementation of the NEAP.

The APE Institutional Contract (AIC) was awarded in September 1992 to Tropical Research and Development and its sub-contractors Chemonics, International and MUEINR. TR&D attentions during the first two months following contract award were focussed on logistical tasks, including the fielding of the three long-term team members -- Chief Technical Advisor/Chief of Party (CTA/COP), Community Conservation Advisor (CCA) and Chief Financial Advisor (CFA).

Team attentions during the first sixty days in-country focussed on implementation tasks such as introductions to key participants in the natural resource sector and workplan development, plus assistance with the NEAP conference -- a major public output for the NEAP Secretariat in 1992. Given the concentration on such operational aspects during the initial few months, USAID approved the consolidation of the first two quarterly reports into the present document covering September 9, 1992 through March 10, 1993.

The CTA/COP, CCA and CFA and the technical assistance they provide under the APE Institutional Contract (AIC) are assigned respectively to the NEAP Secretariat, Department of DEP, and UNP -- under the coordination and supervision of the COP. The presentation of key accomplishments for the first two quarters therefore corresponds to this fundamental project structure.

Principal accomplishments and constraints for AIC *assistance to the NEAP Secretariat* relate to finalization of key task force topic papers, training of Secretariat personnel and key individuals in the NEAP process, initiation of NEAP pilot actions, and the design of internal monitoring and evaluation systems for the NEAP. Principal accomplishments include:

- a finalized institutional framework for the proposed successor to the Secretariat, the National Environmental Management Agency (NEMA);
- TORs development and implementation of an STTA mission for the revision of the environment and natural resource management policy framework;
- agreement upon a format for the actual NEAP document;

- approved TORs for and implementation of training in computer operations, and -- via STTA training missions -- environmental impact assessment, and methodologies for development of environmental standards.
- TORs development and approval for a NEAP Gender and Environment workshop;
- development of a workplan for publishing a NEAP newsletter;
- approved proposal from MUIENR for the implementation of land-use studies in selected NEAP pilot districts and protected area buffer zones, and;
- initiation of TORs development for an internal monitoring and evaluation system for the NEAP process -- a task that will be developed via short-term technical assistance missions in the third quarter of the project year.

The AIC Team's *assistance to the DEP*, -- headed by the CCA -- focussed on an institutional baseline review, plus training needs assessment and preparation of a training agenda for Department officers. These activities produced the following key accomplishments:

- baseline information on DEP produced from a four-day workshop -- which identified fundamental, serious administrative and institutional limitations on the DEP that constrain its capacity for analysis and monitoring;
- completed task analysis for environmental officers of the NEAP regionalization initiative;
- initiation of training needs-assessment for DEP personnel, for March completion;
- completed TORs for assessment of the status of existing community conservation activities, for future implementation by MUIENR;
- identified districts (13) for pilot NEAP implementation;
- initiated preparation of job descriptions for environmental officers at the district level, for March completion, and;
- developed models for linking line ministries to the NEAP process.

Assistance to the UNP provided by the AIC/CFA focussed on assessment of present status of accounting and financial management practices, with the following specific results:

- review of UNP's current accounting methods and procedures, including visits to four parks;
- development and implementation of revised accounting and cash management procedures in all parks following the field visits;
- completed assessment of current staffing, training and accounting levels of UNP financial personnel;

Policy, planning and institutional development for the Action Program for the Environment

- identified key areas requiring immediate training at UNP, including recommendations for third-country training and local accounting workshops;
- prepared computer spreadsheets for each of the seven national parks that feature applications for park revenue, park expenses, source and application of cash, and source and application of checks;
- initiated TORs preparation for STTA missions on computer training needs, and;
- completed TORs for the STTA mission of expertise in negotiation of concession agreements on behalf of UNP.

Major constraints identified by the AIC team to the accomplishment of their tasks include:

- inconsistent proposals by World Bank for NEAP institutional arrangements for the implementation phase of NEAP;
- hampered productivity of the CCA due to placement within the weak DEP;
- weak response from MUIENR on fulfillment of their technical role as subcontractor;
- sensitivity of information originating from the assessments of the CFA of UNP's financial management capability, and;
- lack of control over, or access to, training funds required to fulfill considerable AIC obligations identified above for this area.

In the third quarter of the AIC contract there will be heavy commitments of time to the execution of the training and STTA missions identified above, comprising an aggregate 18 weeks of expatriate and 30 weeks of local technical assistance. Initiatives that were begun during the first two quarters will be completed, including *inter alia* publication of issues and topics papers and NEAP newsletter -- plus finalization of; the NEAP policy framework, community conservation assessment/inventory, financial and accounting analysis for UNP, procurement of finance and accounting software, and negotiation of the park concession agreements.

1.0 Background

The Institutional Contract for the Project Assistance Component of USAID's Action Program for the Environment (APE) was awarded competitively as a two-year contract to Tropical Research and Development, Inc. (TR&D) in September of 1992. TR&D's long-term team members arrived soon after. Jim Seyler, the National Environmental Action Plan (NEAP) Chief Technical Advisor (CTA) and Chief of Party (COP), Peter Trenchard, Community Conservation Advisor (CCA) to the Department of Environment Protection (DEP), and Charles Harrington, the Chief Financial Advisor (CFA) to Uganda National Parks (UNP) arrived in Uganda and initiated activities in mid-October 1992.

The Team's activities for the first two months in-country focussed on: (i) meeting and talking with key players in Uganda's environment/natural resource sector; (ii) assisting the NEAP Secretariat in preparing for the NEAP National Conference in November 1992; and (iii) [based on (i) and (ii)] developing a first-year workplan.

The workplan was drafted in December 1992 and approved by USAID/Kampala in March 1993. While the contract calls for semi-annual progress reports, a quarterly reporting system was proposed in the workplan and approved by USAID, due to the complex nature of the project. However, for the first progress report, TR&D requested and USAID approved a combined first and second quarter report covering the six month period from September 9, 1992 through March 10, 1993.

The following provides: (i) a status description of progress in achieving key activities in the APE/NEAP workplan for the reporting period; (ii) short-term technical assistance in support of APE/NEAP; (iii) an analysis of implementation constraints with recommendations for resolution; and (iii) proposed activities for the next quarter.

2.0 Key accomplishments during the present reporting period

2.1 Assistance to NEAP

2.1.1 Completion of the NEAP

Task forces were disbanded in late December 1992 and new working groups were formed which better reflect NEAP's program of work for 1993 and eventual completion of the NEAP. Working groups include: (i) land use studies; (ii) NEAP regional activities/environmental officers; (iii) environmental economics; (iv) environmental impact assessments (EIA)/standards; (v) investment program; (vi) the NEAP itself; and (vii) NEAP publicity.

The topics covered by these groups reflect, for the most part, TR&D workplan tasks for year one. The Team's strategy in completing the NEAP continues to be centered around strengthening the participatory planning approach initiated by the World Bank in the NEAP process. In this context, the accomplishments detailed below need to be considered not only as TR&D accomplishments, but as accomplishments of the entire NEAP Secretariat as well.

2.1.1.1 Finalizing issues and topic papers

Objective: To assist the NEAP Secretariat in finalizing issues and topic papers.

Accomplishments: All draft issues and topic papers were submitted to the NEAP Coordinator by 15 February 1993. The Team specifically assisted the task forces in editing/reorganizing three key topic papers -- terrestrial biodiversity, land management, and water resources.

Terms of reference (TOR) for three local technical editors and one local grammar/syntax editor were drafted and the Makerere University Institute of Environment and Natural Resources (MUIENR) sub-contract was used to identify suitable candidates. TORs and candidates were approved by the APE-NEAP-GOU Short-term Technical Assistance (STTA) Committee and forwarded to USAID for approval. USAID approval was granted, contracts drafted, and the editing team began work in mid-March pending REDSO/ESA Contracts approval of salaries. All issues and topic papers are expected to be finalized, published, and distributed by the end of April 1993.

Issues/constraints: This activity is on track albeit later than estimated by the workplan. Delays are the result of two contributing factors. First, the STTA Selection Committee process, chaired by the Secretary for Environment, is highly participatory and thus rather lengthy. However, the process ensures that all relevant GOU parties are "on-board" in terms of STTA and is well worth the delay.

The second contributing factor is that due to MUIENR's other agendas and workload, their participation in identifying candidates, drafting terms of reference, and preparing contracts was extremely limited during this reporting period. Thus, the brunt of the work fell on the Team and the NEAP Secretariat which added to delays. MUIENR's performance is discussed in greater detail in Section 4.3.

2.1.1.2 Finalizing the institutional framework

Objective: To assist the NEAP Secretariat in finalizing the institutional framework document.

Accomplishments: The Team assisted the Secretariat in editing and reorganizing the NEAP institutional framework paper. The organization structure for the proposed National Environment Management Authority (NEMA) was revised to place more emphasis on NEMA's role as a policy and planning institution. A detailed budget/cost estimate for NEMA was developed as well as a section on how NEMA, as a semi-autonomous authority, might generate its own income to recover its recurrent costs. Three models for testing NEAP/NEMA or DEP institutional linkages and NEAP implementation at the district level and below were developed and included in an Annex to the institutional framework. These are the models which will be tested in selected pilot districts under the NEAP regionalization process.

The penultimate draft of the institutional framework incorporating the above modifications was completed in early January and has been widely circulated to donors, NGOs and GOU agencies for comment.

Issues/constraints: While there are no issues or constraints directly related to this activity, in the broader context, there are several constraints facing the development of NEMA as a viable environmental management institution. These are discussed in detail in Section 4.1.

2.1.1.3 Finalizing the policy framework

Objective: To assist the NEAP Secretariat in finalizing a viable policy framework.

Accomplishments: TORs for the policy revision team have been drafted and approved and candidates identified and approved by the STTA Selection Committee and USAID. The policy framework revision team is composed of a Ugandan environment/natural resource (E/NR) policy expert as Team Leader and an external E/NR policy specialist as his counterpart. Their primary responsibilities are to assess the clarity and consistency of current environment/natural resource policies in Uganda and to address policy formulation and implementation issues. The policy team also has a local macro E/NR economist and an external macro E/NR economist. Their role is to conduct a preliminary assessment of the possible impact of current GOU agriculture, forestry, industry, conventional energy and fisheries pricing policies (and related GOU measures intended to stimulate or curtail production) on environment protection and sustainable use of natural resources.

In order to facilitate the policy framework revision team's task, TR&D drafted an "Annotated Outline for a Revised Policy Framework." This outline draws on previous work done by several consultants in Uganda as well as inputs from TR&D particularly with regard to policy implementation, participation, and macro economic issues. The outline was circulated to key individuals inside and outside the NEAP Secretariat for comment and revised accordingly. The outline is intended to serve as a guideline for the policy team's development of an environmental policy framework and subsequent draft environmental policy.

The policy team began work in mid-March and is expected to complete the policy framework by late April.

Issues/constraints: Some initial delays in fielding the policy team as discussed in Section 2.1.1.1 above.

2.1.1.4 Completion of first draft of an environmental policy

Objective: To assist the NEAP Secretariat in developing a first draft of an environmental policy.

Accomplishments: The policy team's terms of reference include drafting a "first cut" environmental policy for Uganda, specifying, *inter alia*, the roles of government and the private sector (commercial and NGO) in environment and natural resource management. The first draft of an environmental policy for Uganda will be ready for circulation and comment in mid-May 1993.

Issues/constraints: None.

2.1.1.5 Completion of a first draft of the NEAP

Objective: To assist the NEAP Secretariat in completing the first draft chapter on the investment program.

Accomplishments: An outline for the NEAP, incorporating some modifications proposed by the team, has been approved by the Secretariat. The outline provides for the following chapters: (i)

background; (ii) the state of the environment; (iii) the way forward (includes overview of NEAP process, the environmental policy, environmental bill, and institutional framework); and (iv) the action plan. The action plan chapter will include a section on proposed actions (i.e., the investment program) and an implementation strategy.

In terms of the actual investment program, the Team's contribution to the investment program working group to date has been limited to assistance in: (i) formulating a questionnaire to be administered in districts in order to obtain district input to the prioritization process; and (ii) organizing input from the terrestrial biodiversity task force. Pending completion of the policy framework and the draft environmental policy, the Team has put this activity on hold until the third quarter. In late April/early May, TR&D will provide an experienced outside environment/natural resource micro-economist to assist task force members with a more rigorous financial and economic analysis of the investment program. TORs are currently being drafted for this position.

Issues/constraints: A key constraint in the achieving this objective may be time. Given other duties and responsibilities (institutional and policy framework) combined with the fact that there are six other working groups, the CTA has not been able to work with the investment program group as much as he would like. The situation is exacerbated by the fact that while the CCA could pick up some of the slack at NEAP (particularly with the regionalization and land use studies working groups), he is currently obligated (by his terms of reference) to spend the majority of time at the DEP -- an institution which for all intents and purposes is non-functional. This constraint will be addressed in greater detail in Sections 2.2.1 and 4.2.

2.1.1.6 Finalization of the NEAP

Objective: To assist the NEAP Secretariat in revising subsequent drafts of the NEAP.

Accomplishments: This is an on-going process. As parts of the NEAP are drafted (e.g., the institutional framework), they are vetted both inside and outside the Secretariat and necessary revisions are made.

Issues/constraints: Due to delays discussed above, the deadline for completing the draft NEAP has been extended by the Secretariat from June to August/September 1993. This should still provide the Secretariat and the Team with sufficient time to revise subsequent drafts and present the final document to the GOU in December 1993.

2.1.2 NEAP Training and professional development

2.1.2.1 NEAP/local capacity building

Computer training. A computer training needs-assessment was conducted by the Team in January/February 1993. The assessment found that computer skill levels in the Secretariat were fairly limited with the exception of the three secretaries and two working group members. Results also suggest that the Secretariat would benefit most from enhancing skills/training in DOS and in word processing. A paper entitled "Proposal for NEAP/Department of Environment Computer Training" was prepared. This paper summarizes results of the assessment, provides recommendations for

training, reviews potential computer training institutions, and provides a training budget. The proposal was submitted to USAID by the NEAP Secretariat as part of its quarterly funding request. USAID is expected to approve the proposal and training is scheduled to begin in late March. Once *basic* computer training is conducted, *specialized* training courses will then be arranged based on the additional/changing needs of the Secretariat and the results of the assessment.

Environmental Impact Assessments (EIA)/Environmental Impact Statements (EIS)/Environmental Audits (EA). Terms of reference for an EIA specialist have been drafted and approved and a candidate identified and approved by the STTA Selection Committee and USAID. The objectives of this consultancy are to: (i) assist the NEAP Secretariat in drafting EIA (including Environmental Impact Statements and Environmental Audits) guidelines; (ii) provide local capacity building in the EIA process; and (iii) in collaboration with the International Union for the Conservation of Nature (IUCN), develop a longer-term, in-country EIA training program for a core group of GOU and private sector individuals who will be responsible for conducting and enforcing EIAs in Uganda. The consultant, a highly qualified EIA specialist, will begin work in late March. A critical initial output from this consultancy will be a set of EIA guidelines for private concessions in and around Uganda's Protected Areas System. A one-day workshop on EIAs will also be held.

Environmental standards. Terms of reference for an environmental standards specialist have been drafted and approved and a candidate identified and approved by the STTA Selection Committee and USAID. The objectives of this consultancy are to: (i) assist the NEAP Secretariat and the National Bureau of Standards in drafting guidelines on basic environmental standards for the maintenance of water quality, air quality, soil quality and biological diversity; (ii) assist the NEAP Secretariat and the National Bureau of Standards in developing guidelines for the environmentally sound management of municipal and hazardous wastes, chemicals and other dangerous products and forces; (iii) lay the groundwork for the development of actual environmental standards; and (iv) provide local capacity building in the development of environmental standards. The consultant will also begin work in late March, in collaboration with the EIA specialist. Outputs will include, *inter alia*, draft guidelines for environmental standards, related policy framework revision, and a draft EIA/standards longer-term training/local capacity building program. A one-day workshop on environmental standards will also be held in late April.

Macro economics, policy, and NEAP. This is primarily a third quarter activity. In addition to the duties described in Section 2.1.1.3 above, the TR&D macro/natural resource economist/policy specialist will hold a one-day workshop on the relationship between macro-economic issues, environment/natural resource policy, and NEAP in early April 1993.

Micro economics/investment analysis. This is also a third quarter activity. In conjunction with activities described in Section 2.1.1.5 above, TR&D's short-term micro-economist will hold a one-day seminar for Ugandan economists (public and private sector) on analytical tools (e.g., benefit/cost analysis, least-cost approaches, policy analysis matrices, etc.) for investment analysis in the environment/natural resource sector. This workshop will take place in late April/early May 1993. Additionally, and in collaboration with the NEAP Secretariat and CTA, the consultant will identify two or three on-going natural resource projects suitable for an *ex poste* financial analysis of costs and benefits. The purpose of this activity is to develop two case studies on the costs and benefits associated with environment/natural resource interventions. These case studies will be conducted by a

team of Ugandan economists with periodic backstopping/supervision by the consultant and the NEAP Technical Advisor. Case study work will begin in June 1993.

2.1.2.2 Local training opportunities

NEAP Gender and Environment Workshop: In order to incorporate gender concerns into the NEAP process, the Secretariat, with financial and logistical assistance from USAID, will be undertaking a Gender and Environment Workshop in the third quarter. The objectives of this workshop are to: (i) enable NEAP staff to understand and appreciate the concept of gender in natural resource management and environmental protection; and (ii) equip the Secretariat with the necessary tools and skills to enable members to internalize gender-environment issues.

Although this workshop was not a part of TR&D's first-year workplan, USAID/Kampala has asked TR&D to recruit an environment/natural resource gender specialist to assist the Secretariat in developing workshop training materials and in acting as a facilitator/trainer during the actual workshop. TORs have been drafted and approved and TR&D is currently actively recruiting for this position.

2.1.2.3 Overseas/third-country training opportunities

USAID/Kampala agreed to fund Rachel Musoke's participation in the "Environmental Management and Development Workshop" held in Swaziland from March 1, 1993 to April 2, 1993. Ms. Musoke is Assistant Commissioner for Forests and a member of the Environmental Economics and NEAP Working Groups.

The objective of the workshop is to strengthen the capacity of managers to understand and appreciate environmental issues in development. Course modules include: (i) the ecological dimension; (ii) initiatives to address environmental problems; (iii) the project cycle and environmental management tools; (iv) environmental economics; and (v) environmental impact assessment.

2.1.3 NEAP pilot actions

2.1.3.1 Regionalization of the NEAP process

This is a primary activity of the CCA in collaboration with the DEP and NEAP. Accomplishments for this activity are detailed in Section 2.2.2 below.

2.1.3.2 NEAP publications

Objective: To develop NEAP capacity to produce quality newsletters on both NEAP activities and on environmental awareness in general.

Accomplishments: The Team has met on several occasions with the Publicity Working Group to develop a workplan for NEAP publications. While several articles have been submitted by various authors for the NEAP newsletter, actual publication of the first newsletter will be delayed until the third quarter.

Issues/constraints: This activity is about a month and one-half behind the schedule provided in the workplan timeline. There are primarily three reasons for this delay. First, many contributors will not write articles without some form of reimbursement, which is contrary to NEAP policy. Second, given other responsibilities, the Team has not spent as much time with this working group as it would have liked. Finally, the goals and objectives of the publicity working group are unrealistic given available financial and human resources.

With these issues and constraints in mind, the team has advised the working group to scale back and:

- produce a simple newsletter instead of the glossy publication as originally desired by the group. The first newsletter would contain the articles that are currently ready but would be modified to include a "technical corner" and "notes from the working groups." Reducing the amount one individual writes for these new sections will hopefully encourage greater participation without remuneration. The first newsletter is expected early third quarter.
- given limited resources, collaborate with other institutions in Uganda, particularly World Learning (WL), CARE, and Wildlife Clubs of Uganda, in developing a joint environmental publication for schools based on Kenya's "Pied Crow." This will become a priority activity for the Team during the third quarter with the first publication produced during the fourth quarter.

2.1.3.3 Buffer zone land use studies

Objective: To assist the Secretariat in defining and undertaking natural resource inventories/land-use studies in one or two of the pilot districts selected for NEAP regionalization.

Accomplishments: At the team's request, Jutta Breyer from MUIENR has submitted a proposal to undertake natural resource inventories/preliminary land-use studies in buffer zones around protected areas in selected pilot districts using graduate students from Makerere line departments under MUIENR supervision. After review of the proposal and subsequent discussions with Dr. Breyer, the proposal is currently being modified to reflect: (i) the coordinating role of NEAP in regionalization/-district environmental planning; (ii) the inclusion of MISR and the Land Tenure Center (LTC) for the collection of socio-economic variables regarding land use; and (iii) the role of the National Environment Information Center (NEIC) for continuity, backstopping, and data analysis and dissemination.

Issues/constraints: This activity is proceeding as scheduled with work to begin the fourth quarter.

2.1.4 Design of an internal monitoring and evaluation system for NEAP

Objective: To assist the NEAP Secretariat in developing an internal monitoring and evaluation program which could be carried over to any eventual institutional possibility.

Accomplishments: Terms of reference are currently being drafted for a short-term monitoring and evaluation specialist to assist the NEAP Secretariat in developing an internal monitoring and evaluation plan. Due to uncertainties regarding the eventual institutional status for environment in

Uganda, this is a high priority activity for the third quarter. The baseline study of NEAP process indicators, part of the consultant's terms of reference, is expected to shed some light on institutional concerns discussed in Section 4.1.

Issues/constraints: None.

2.2 Assistance to DEP

2.2.1. Reinforcing community involvement in natural resource management at the national level

Efforts for the first quarter have focussed on the baseline review of the DEP and conducting a training needs-assessment and subsequent training program for environmental officers (EOs). Results of the baseline review have been produced in a document entitled "Department of Environment Protection Planning Workshop: A Baseline Review of the DEP." The task analysis, training needs-assessment, and training program will be completed and assimilated in one document by the end of March, 1993.

2.2.1.1 Diagnostic study of DEP capabilities

Objective: A review of the technical, material, and financial capabilities of the DEP to coordinate the implementation of the NEAP.

Accomplishments: A four-day participatory workshop was held on January 6, 7, 14 and 15 at the DEP to gather information for the baseline review. The results of this review are recorded in the document "Department of Environment Protection Planning Workshop: A Baseline Review of the DEP."

The workshop was conducted in two phases. The first analyzed problems that the DEP has in fulfilling its mandate and their underlying causes. The second concentrated on formulating objectives and a general workplan to address specific issues.

In brief, the workshop concluded that the underlying causes of the DEP's poor performance were administrative or institutional in nature. Major administrative issues identified were:

- inadequate levels of funding by government (and poor allocation of funds received);
- there is no direction nor delegation of tasks/authority from senior management;
- the mandate of the department is virtually unknown to personnel, including senior level management;
- the complete lack of departmental project, task, and financial planning;
- the lack of confidence in senior management.

The current institutional arrangement for the DEP precludes it from taking a strong, analytical monitoring role. The DEP does not have a clear mandate and lacks authority to effectively solve environmental problems. The lack of enabling legislation and resources cripples the department in fulfilling its expectations.

Strengthening the present set-up will not ensure that the DEP will be able to carry out the mandate assigned to it by Government as the following problems will still exist:

- inefficiency in enforcing policies because the DEP is in a line ministry with equal status with other ministries;
- continued misconceptions by the other departments over the role of DEP;
- budgetary strangulation as a result of prioritization within the Ministry;
- difficult and ineffective inter-ministerial project implementation;
- lack of credibility to provide leadership in environmental matters due to these problems.

These problems are so detrimental to department operations that most non-project activities have been paralysed. A vicious circle exists where little or no work is conducted because personnel sense they can't achieve anything without better funding. Consequently, no effort is made to alleviate the problem through better planning, proposal writing, and the active search for funds. The only active EOs are the ones attached to a specific project where tasks are well defined. This problem, coupled with the lack of a clearly understood mandate, strategy, and work plan, makes the department mostly project-driven. This further increases its dependency on foreign assistance.

Considering the inherent institutional problems and lack of adequate resources and administrative procedures, the DEP, in its present form, does not have the capacity to implement the NEAP or carry out its mandate to monitor, control, and decrease environmental degradation.

Until the eventual institutional arrangement for environmental protection is clarified, the department should develop an interim work plan for the current year. This plan should be directed towards providing services to districts, strengthening plans, internal monitoring and evaluation, and incorporating NEAP findings into overall department activities and planning process.

Issues/constraints: None.

2.2.1.2 Task analysis for NEAP regionalization

Objective: To define or simplify job descriptions to reflect actual and future programs for NEAP implementation in the districts.

Accomplishments: A task analysis for environmental officers was conducted using district linkage models proposed in the NEAP institutional framework. Existing DEP job descriptions, tasks for the regionalization of the NEAP, and district needs are incorporated in the job descriptions.

Input from the DEP was gathered during the planning workshop in January and from subsequent conversations with the Commissioner and the Chief Environment Officer. NEAP currently has working groups on NEAP regionalization and implementation. The regionalization working group sent out questionnaires to each district to determine their priority problems and to solicit district input on how they can best receive assistance. This questionnaire will be followed up with visits to each of the districts to be decentralized. The CCA also conducted interviews in five districts to determine the state of their environmental management and to query them on what type of assistance they may need in the environmental field.

Once the environmental officers are placed in the districts, the job descriptions will be further refined according to district priorities.

Issues/constraints: None.

2.2.1.3 Training needs-assessment and LOP training program

Objective: To assess training needs and develop a training program for DEP personnel.

Accomplishments: A training needs-questionnaire was distributed to DEP personnel in February, 1993. The analysis of the training needs will be completed by the end of March, 1993 and the results will be incorporated into the task analysis and training program. The training program will correspond with the new tasks allocated to the environmental officers.

Issues/constraints: Information on available training programs outside of Uganda is poor which may inhibit the programming of a continual, focussed, training program. The training program will therefore rely more on in-country training for basic subjects to assure a continuity while taking advantage of outside training programs as they occur.

The Team has started to habitually receive information on training programs from USAID as they become available. Also, subscriptions should be made to various information clearing houses (such as Forestry Support Program), and other newsletters that periodically publish training programs. The Team has requested that the Home Office (HO) assist in identifying appropriate training courses.

2.2.1.4 Assessment of status of conservation activities in buffer zone areas

Objective: To provide an evaluation of existing community conservation/participation activities and approaches to enable the DEP to choose priority interventions and to identify successful community participation techniques and approaches.

Accomplishments: TORs were written for a graduate student to gather basic information on current conservation activities in buffer zone areas. The work was to be carried under the MUIENR sub-contract. However, due to work overload at MUIENR, combined with significant under-employment of personnel at DEP, the EOs from the DEP will carry out this with help from the CCA.

Consultations have been made with the Development through Conservation Project (DTC), Mt. Elgon Project, Wetlands Programme, Kabale Forest, and Ruwenzori Conservation Project. On-site visits of projects will occur concurrently with field visits discussed above.

Issues/constraints: None envisioned.

2.2.1.5 Institutionalize public participation processes for natural resource management.

Objective: Develop guidelines for conservation institutions to increase and ensure public participation in conservation and management.

Accomplishments: Not applicable as yet.

Issues/Constraints: A potential conflict has been identified that may impede the development of overall community participation guidelines. While natural resource managers concede the necessity of involving local communities in park or forest reserve protection, no departments appear to be including community issues in new policies. This is especially apparent in the new park policy developed by the UNP. This will be monitored closely by the Team and if possible, influenced, by the NEAP.

2.2.2 Reinforcing community involvement in natural resource management at the district level.

2.2.2.1 Identify pilot districts for implementing the NEAP.

Objective: To establish priority areas for future buffer zone activities.

Accomplishments: Pilot districts have been tentatively identified by both the NEAP and the DEP. Both have decided that pilot districts should be from the thirteen districts chosen to undergo decentralization in July, 1993. These districts are:

- | | |
|------------|-----------|
| * Arua | * Mbale |
| * Gulu | * Mbarara |
| * Jinja | * Mpigi |
| * Kabarole | * Mukono |
| * Kabale | * Rakai |
| * Lira | * Tororo |
| * Masaka | |

The DEP has plans to place EOs in each of the thirteen districts while NEAP has chosen five districts as pilot areas: Mbale, Kampala, Kasese, Mbarara and Arua. Two of these pilot districts are not among those to be decentralized. Kampala was added to enable NEMA to address industrial issues and Kasese for its unique mix of industry, mining and protected areas.

Issues/constraints: Conflicting programs of DEP and NEAP, and the uncertain future of the DEP, lead to confusion and lack of motivation for environmental officers (see also section 4.1). As both agencies are going to rely on environmental officers to assist the districts, the

EOs need to be made aware of what is being programmed. The CCA recommends that a meeting be held between DEP senior staff and NEAP representatives to coordinate activities based on NEAP regionalization and implementation workgroup recommendations. Additionally, a one-day informative workshop will be conducted for environmental officers and other DEP staff on the NEAP process, progress to date and future programs. This activity is included in the training workshop mentioned in the STTA section 3.2.

2.2.2.2 Identify spheres of action for environmental officers within the districts

Objective: To identify roles of environmental officers within the districts.

Accomplishments: Job descriptions based on district needs and tasks necessary for the implementation of the NEAP at the district/community level will be completed by the end of March. Task descriptions consider models proposed in the institutional framework.

Once EOs are posted in the field during the fourth quarter, the CCA will work closely with them to fine-tune the job descriptions to match realities in the field.

Issues/constraints: There is a difference in emphasis given to buffer zone management by APE and DEP/NEAP. The original APE project documents stress buffer zone management as the major sphere of action for increasing community participation. This is not reflected in either the DEP's or NEAP's policies or future projects. This may inhibit APE's desire to put forth an integrated natural resource package.

In this context, the Team and USAID need to re-evaluate previous emphasis on buffer zone management within the APE context. The regionalization of the NEAP will assist the districts to develop expertise enabling them to participate more knowledgeably in designing/negotiating buffer zone activities and policies. If this approach is deemed adequate, the intensity of effort will be the same for APE and NEAP for buffer zone work. The GMU will further assist in highlighting the APE buffer zone emphasis.

Special attention will also be made to ensure buffer zone issues are adequately addressed in the NEAP policy documents and/or guidance on the issue is given to the concerned departments. This is further addressed in section 2.1.3.3.

2.2.2.3 Assist pilot districts in creating good linkages with line ministries and NEAP

Objective: Develop models for testing DEP/NEAP (or any eventual institution) linkages at the district level.

Accomplishments: Models for the regionalization of the NEAP were developed and included in the institutional framework. The NEAP, through representatives in the field (EOs or other district officers), will assist districts to incorporate environmental planning into overall district plans. All models rely heavily on community input in environmental

planning. One proposed model will have one of the nine members of the Resistance Councils (RCs) at all levels be nominated as an Environmental Liaison Officer (ELO). The ELOs will be the official government link to increase community participation.

Once the government link is established, assistance will be provided to communities to develop their own natural resource management plans. This will be achieved through participatory rural appraisals (PRA) and in collaboration with NGOs, CBOs and traditional leaders. As PRAs are too expensive and time-consuming to cover all communities in the pilot districts, key communities will be targeted for this.

Training a core team of PRA experts will be essential sustaining active community participation in the future.

Issues/Constraints: With the exception of World Learning (WL), PRA capabilities are very limited in Uganda. Future activities to increase public participation will rely heavily on collaboration with districts and the whole RC system. While this assures information flow from and to grassroots levels, it may not permit adequate planning at local levels to address specific issues. PRAs need to be conducted in previously identified "hot zones" and used as case studies for natural resource management at a truly local level.

To address this issue, a core team should be trained in PRA methodology in association with the PVO/NGO/NRMS project. The core team should be made up of both NGO and government officials. Possibilities of developing in-country capabilities to train PRA teams will be explored in collaboration with WL.

2.2.2.4 Assist pilot districts in coordinating conservation activities at the field level

Objective: Commence providing services to local communities in buffer zone areas.

Accomplishments: None as yet.

2.3 Assistance to UNP

2.3.1 Diagnostic study of UNP's current systems and procedures

Objective: To review the current accounting methods and procedures being used at UNP Headquarters and at the seven national parks.

Accomplishments: The review was conducted by the Chief Financial Advisor (CFA) in collaboration with the UNP Chief Accountant and other accountants assigned to UNP Headquarters in Kampala.

Four of seven national parks have already been visited and a considerable amount of financial information has been gathered. Three parks remain to be visited to complete the process of acquiring information and observing accounting and financial procedures. Once this process

has been completed, then an in-depth analysis of the financial transactions of UNP Headquarters will be undertaken.

All seven national parks submit accounting documents to Headquarters on a monthly basis. These consist of copies of the entrance fees and other sources of revenue at the parks. Copies of expense vouchers are also provided. In addition, summary reports of the revenues and expenses classified in accounting groups are submitted. These items, along with site visits to the parks, provided the information for the review. While the review will be published in a separate document, initial findings per park are outlined below.

Murchison Falls National Park

Initial findings: In November 1992, a visit was made to Murchison Falls National Park by the CFA, UNP Chief Accountant and a budget officer from the Ministry of Finance and Economic Planning (MFEP). This team felt that the accounting procedures at Murchison left much to be desired. Money was not being transferred from the entrance gates to the park's administrative office. The park's Administrative Accountant did not know how much money was at the gates. Instead a chit system was improvised. Whenever someone needed money, e.g., for purchasing petrol or diesel fuel, he was given a chit which stated that the Gate Clerk was to give him a certain amount of money to go and make the purchase.

Moreover, as of late November 1992, the Chief Park Warden (CPW) and the Park Accounting Warden (PAW) had not submitted the accounting reports for September nor October. The PAW said that the reason for this was because there was not enough money to meet the September payroll. Yet the PAW had received checks totaling nearly 1,000,000 Ugandan Shillings which he had not deposited in the bank. He had these checks in his desk drawer, some of them for nearly two months. The PAW was asked when the last time he had visited an entrance office to collect the daily cash takings. He checked his diary and told the team that this occurred on August 31, nearly three months before.

The Director of UNP informed the CFA that in March and April of 1992, approximately 5,800,000 Ugandan Shillings had disappeared from Murchison Falls National Park. Yet following this event, the PAW was permitted to remain on the job and the CPW at Murchison Falls was promoted to Deputy Director of UNP.

Changes and Accomplishments (at Murchison Falls): Based on the Team's recommendation, the chit system described above was abolished immediately. Instead the PAW was told to begin a weekly (if not daily) retrieval of the monies collected at the entrance gates. This money will be transferred to the safe at the park administration office. Subsequently all expenditures would be paid for with money drawn, and accounted for, from the safe.

The PAW was also instructed to deposit in the bank the nearly 1,000,000 Ugandan Shillings that he had been keeping in his desk drawer for over two months. He was told that all future

checks that he might receive should be deposited in the bank within ten days following receipt.

Additionally, the PAW was asked to submit the accounting documents and reports by the 15th of the following month. If all of the wages had not been delivered and signed for on the payroll register (muster roll), then an accounting entry should be made noting this fact and the monthly reporting should be forwarded to UNP Headquarters. When all the wages had been distributed and signed for, then the payroll register (muster roll) was to be forwarded to UNP Headquarters.

A new CPW, Mr. James Okiria, was appointed on December 1, 1992, relieving the former Park Accounts Warden of his accounting duties. Immediately, Murchison Falls Park reported dramatic increase in park revenue in the accounting reports submitted to UNP Headquarters in Kampala -- a 221 % increase in revenue for December and January vis-a-vis the same months one year ago.

With this increase in available cash at Murchison, Mr. Okiria was able to meet the December and January payrolls on time and to also pay wages in arrears (September and October).

The transport, fuels, and oils account at Murchison amounted to 55% of total expenditures. This was the largest expense item, with no further breakdown within this line item. Mr. Okiria is now attempting to categorize this into four smaller groups: (1) diesel and oil for the launch operation, (2) diesel and oil for the ferry operation, (3) diesel and oil for the lorry and tractor, and (4) petrol and oil for cars and related vehicles. This will greatly assist in ascertaining the profitability of tourism operations such as the launch and ferry. Also, by breaking this one large expenditure into four smaller components, it will be the beginning of instituting cost control in this key area.

Finally, the CFA recommended to the UNP Director that a trained accountant be hired for Murchison Falls. This has been done and it should further assist Mr. James Okiria in the great job which he has done in his new position.

Queen Elizabeth National Park

Initial Findings: Queen Elizabeth National Park (QE) field accounting appears to be much better than that at Murchison Falls. However, some problems exist. QE's administration is headquartered at the Mweya Lodge area, but there is a sub-sector existing in Ishasha (at the southern tip of the park). Ishasha keeps accounting records of its revenues and expenses also, but when Ishasha transfers money to Mweya, no evidence of the money is recorded at Mweya. The reason given for not recording the receipt of the money was that it was an internal transfer and that it was all within the park. However, problems occur when one attempts to ascertain the cash balances at Ishasha and at Mweya.

The accounting reports submitted for QE show a cash balance brought forward and a cash balance carried forward. There are similar figures for the Ishasha sector, but none for Mweya. Subtraction of Ishasha balances from Queen Elizabeth's results in a negative cash balances for Mweya. It is impossible to have a negative cash balances. Instead of initially having separate accounting for Ishasha and Mweya, and then combining the two to get an overall accountability for Queen Elizabeth, UNP's Chief Accountant had requested that combined figures be submitted to Kampala. He expressed the principle that it was preferred to consolidate first, then one could break the consolidation down at a later point in time.

Changes and Accomplishments: The CFA recommended that Mweya and Ishasha accounting be kept separate, and that monies transferred between them be recorded by both sides of the transaction. This was accepted by all of the accountants involved. A relatively simple consolidation should also be performed to show the accounting for Queen Elizabeth as an entity. This should greatly improve the accurate reporting of cash balances at Queen Elizabeth National Park.

Also, since there are cash balances at both Ishasha and Mweya, the CFA advised that each should have cash control. When money is transferred between these points, each point should record the transfer, not only one party.

The Uganda Institute of Technology

Initial Findings: The Uganda Institute of Technology (UIE), located at Mweya, has its own set of accounting books. Unfortunately, little attention has been given to entering financial transactions into its books. UNP headquarters has not ascertained the reasons why the accounting records could not be submitted to Kampala in a timely manner (in January 1993, UIE accounting records had not been submitted since April 1992). Headquarters did tell the UIE Director that if accounting information was not submitted soon, then the UIE money allotment from headquarters would not be forthcoming.

Changes and Accomplishments: During the site visit, one of the Headquarter's accountants worked with the UIE accountant. In a matter of hours they completed the reporting from April up to the end of June 1992. The CFA suggested that Headquarter's accountant remain at Mweya for two or three more days to bring all of UIE's accounting up-to-date, but the Chief Accountant did not order that this be done. It is now March 1993, and UIE's last reporting was for July 1992. Nevertheless, it was an accomplishment to demonstrate that the UIE accounting work could be brought up-to-date and remain current with a relatively small effort providing the UIE Director would order that this be done.

Ruwenzori Mountains National Park

Initial Findings: The Chief Park Warden, in addition to all of his administrative duties, is also responsible for park accounting. Overall, the accounting reports which he is submitting to Kampala are timely and understandable. One problem is that he is not preparing any payment vouchers, rather he submits only the receipts for payments made. Of all of the seven Ugandan National Parks, it is only Ruwenzori which is reporting a significant amount of foreign exchange being earned and transferred to Headquarters.

Changes and Accomplishments: The CFA recommended that a trained accountant be hired and stationed at the Ruwenzori Mountains National Park. This has been approved by UNP. The accountant will greatly assist the Chief Park Warden and allow the preparation of payment vouchers to take place.

Lake Mburo National Park

Initial findings: The accounting reports from Lake Mburo appear to be the best of all of the parks and the reports are being submitted to headquarters in a timely manner.

Changes and Accomplishments: None at this time. All is going well with the accounting from Lake Mburo.

Kidepo Valley National Park

Initial Findings: Time has not yet permitted a visit to Kidepo Valley National Park but a visit will be undertaken soon. Initial findings were discovered by reviewing the accounting reports submitted by Kidepo to UNP Headquarters. The accounting reports being submitted from Kidepo have many errors and uncertainties within them. UNP has no trained accountant stationed at Kidepo, yet there are a significant amount of revenue and expense transactions being conducted there. Figures for the payroll are being recorded as the net amount paid instead of at the gross amount figure as the other parks are doing. Kidepo has interesting means for earning park revenue including a grinding mill operation and a welfare fund. On further inquiry, this "welfare fund" appears to be earnings from distilling a local alcoholic beverage.

Changes and accomplishments: An accountant for UNP Headquarters visited Kidepo Valley National Park in early March 1993. This accountant took with him many of the examples of the accounting mistakes that Kidepo is making. He will meet with the Kidepo Valley Chief Park Warden and discuss these problems. As mentioned above, Kidepo generates a considerable amount of revenue and expenses. Therefore, a recommendation has been made to have a trained accountant stationed there.

Bwindi and Mgahinga National Parks

The two remaining national parks, Bwindi Impenetrable Forest and Mgahinga Gorilla National Parks have not earned much revenue to date, though that is to change soon. On April 1, 1993, gorilla tracking is scheduled to begin at Bwindi. It is expected that this will earn significant revenues for the park. There are no accountants at either park, but USAID has requested that UNP employ an accountant for Bwindi. UNP has started an active search for such a person.

Changes and accomplishments: None as yet.

UNP Headquarters

In-depth study of UNP Headquarters accounting systems have not yet taken place. The financial fact-gathering and analysis was performed for each of the seven national parks first, so that when an analysis is made of source and application of funds for UNP Headquarters, the figures can be verified. For example, if Headquarters states that a given amount of money was sent to one of the parks, then this amount should appear in the individual park accounting records. Some initial findings for UNP Headquarters are, however, illustrated below.

UNP Headquarters does not have a payroll register. Rather salaries are paid by voucher on an individual basis. In addition to a basic salary, the UNP senior staff also receives a top-up allowance. This top-up allowance in many cases exceeds the basic salary. The top-up allowance does not appear on the salary listings to reduce the amount of personal income taxes due the Government of Uganda to zero. Thus when a government tax official asks to see the salaries of the UNP officials, he is shown only the basic salaries. These fall below the 50,000 Ugandan Shillings monthly amount, therefore no income taxes need be paid. Housing rent (which is a significant amount) is also excluded from personal income if rent receipts are surrendered to UNP Headquarters.

Accounting details are not being summarized in a manner which permits the reporting of revenue and expenses. Rather, the current system was designed with the single objective of cash and bank balance control by using a balance brought forward and a balance carried forward approach. Therefore, when amounts are withheld from wages paid because of social security or for union dues, these amounts are added to the income column which increases the cash available. These amounts appear with the daily cash takings from park entrance fees, launch trips, guide fees, etc. Thus one is forced to eliminate those items from the cash (or bank) accounts which are not revenue nor expense items in order to ascertain the profitability of a profit and loss center, e.g., any one of the national parks.

No financial management reports from individual parks or Headquarters are being produced on a timely basis. One reason for this not happening is that the Director of UNP has probably never asked for such reports. The Chief Accountant responds primarily to the requests of the director, and has done little else in the way of using initiative to implement

financial reporting. The Chief Accountant is the person who has received formal training in accounting, and it is he who should initiate and suggest financial reports for the Director's consideration, if the Director has not requested such reports. The Director needs the assistance of the Chief Accountant in this area.

One common reason for not submitting the reports to Headquarters on time, appears to be that the payroll (muster roll) is not able to be signed by everyone. Either because money was not available in the park to issue the pay, or because some rangers were out on patrol and not available. However, the usual amount of time that the rangers are out on patrol is for one week. In late November 1992, Murchison Falls National Park had not submitted accounting reports for September nor October. The financial system at UNP should not allow this to happen, and the Chief Accountant should be the person responsible to see that such events do not take place.

An important constraint on the fact-gathering can be illustrated by the fact that the UNP Chief Accountant was asked to provide bank statements last December. It is now March and he has not delivered any bank statements for UNP Headquarters.

The proposed training in financial management (see section 2.3.3) will help alleviate many of the above problems and the cash flow (source and application of funds) for UNP Headquarters will be the subject of third quarter study.

2.3.2 Undertake accounting and financial management training needs-assessment of UNP headquarters and park accounting staff

Objective: An evaluation will be made of the skills and knowledge of members of the accounting staff, both at UNP Headquarters and in the park accounting system.

Accomplishments: The current staffing, training, and accounting levels of UNP financial personnel was assessed. At UNP Headquarters, there is one Chief Accountant who reports to the Director of UNP. This Chief Accountant has three other accountants working for him at Headquarters, plus his personal secretary. One of the accountants functions as the UNP Cashier. This person is also responsible for reviewing accounting reports received from Murchison Falls National Park. Accountants within the Uganda National Park system along with their educational backgrounds are as follows:

Mr. David Turyagyenda - Chief Accountant
BS Accounting - Makerere University - 1975-78
Postgraduate Diploma in Development Finance
University of Birmingham (U.K.) - 1983-84
14 years working experience as Accountant, Senior Accountant, Principal Accountant, and Chief Accountant

Mr. Wilberforce Gidudu - Accountant
Certificate in Accounting
Responsible for supervision of accounting at:
Lake Mburo National Park
Kidepo Valley National Park
Bwindi Impenetrable Forest National Park
Mgahinga Gorilla National Park

Mr. Nathan Cooper Orianda - Accounts Assistant - Sep 1990
Diploma in Business Administration
Nkumba College of Commerce - 1984-86
Certificate in Basic Supervisory Management - 1987
Responsible for supervision of accounting at:
Queen Elizabeth National Park
Ruwenzori Mountains National Park
Uganda Institute of Technology

Mr. Albert Okello - Accounts Assistant and Cashier - Sep 1990
Uganda Diploma in Accounting - 1988-90
Responsible for supervision of accounting at:
Murchison Falls National Park
Functions as cashier at UNP Headquarters

Mr. Stephen Kalenzi - UNP Warden of Accounts - Sep 1990
Uganda Diploma in Business Studies - 1989-90
Responsible for accounting at Queen Elizabeth Park

Mr. Yonasani Mwebaze - UNP Warden of Accounts
Uganda Diploma in Business Studies - 1987-89
Responsible for accounting at Lake Mburo Park

Mr. Eric Wasen - UNP Warden of Accounts - Feb 1993
Uganda Diploma in Business Studies - 1989-91
Responsible for accounting at Murchison Falls Park

Additionally, because of the accounting problems mentioned above, the Director of UNP approved the hiring of new accountants for Murchison Falls and Ruwenzori National Parks. USAID recommended and the Director of UNP has approved the hiring of an accountant for Bwindi Impenetrable Forest National Park. Kidepo Valley National Park could also use a trained accountant. Good accounting work can not be done at the national parks unless there is a trained accountant resident at each park.

During the third quarter, the Team will conduct a training needs-assessment for UNP finance and accounting personnel. A draft self-assessment questionnaire has been prepared in this regard and will be administered in mid-April 1993.

Issues and constraints: While there were some initial difficulties in determining criteria for the training needs-assessment, these have since been resolved and this activity is proceeding normally, albeit slightly behind schedule.

2.3.3 Develop a training plan for UNP Headquarters and accounting staff

Objective: To develop a training plan which will address the needs of the UNP accountants and financial managers both at Headquarters and within the national parks.

Accomplishments: Pending completion of the training needs-assessment and considering the constraints mentioned below, the CFA has identified certain key areas that require immediate attention. These include:

- The Chief Accountant and the three accountants working for him, should attend the auditing course for internal auditors given by the "Eastern and Southern African Management Institute" in Arusha, Tanzania. This course is approximately six weeks in duration and costs about \$3,400 U.S. dollars. This fee includes tuition and full single-board accommodation. A request has been submitted to USAID/Kampala to support this training.
- The Chief Accountant should participate in a financial management training program. The CFA is currently exploring training opportunities in this area.
- An accounting workshop is also being organized by the CFA for late April, 1993. It is to be held at Mweya in Queen Elizabeth National Park. All Chief Park Wardens, Park Account Wardens and Headquarter financial staff will attend the workshop. TORs for trainers have been drafted and submitted to UNP for approval. Chemonics will assist in providing STTA accounting training personnel. The workshop itself will last for three business days, plus travel days to and from Mweya. A proposal with budget has been submitted to USAID to support local currency costs of this training.

Issues and constraints: None.

2.3.4 Manage and monitor short-term accounting and financial management trainers and consultants undertaking work in UNP/MTWA

Objective: To actively manage the short-term trainers and consultants to assure that the objectives of the training program are met.

Accomplishments: This will be undertaken on arrival of the STTA.

Issues/constraints: None

2.3.5 Conduct on-the-job training for UNP Headquarters and park field accounting staff

Objective: To provide on-the-job training to accountants in generally accepted accounting practices and to train financial managers to read and interpret financial reports to assist them in their decision making.

Accomplishments: This is an on-going activity which takes place every day with the accounting staff at Headquarters, and with field staff when they are at Headquarters or when the CFA is visiting UNP personnel in the field.

Issues/constraints: One key area is to have the personnel begin thinking in terms of revenue and expense reporting. In the past, they have been using a system which is intended solely for maintaining control of cash and bank balances. Thus they lump together items which are for both revenue and expense, along with non-related items, such as putting union dues withheld into the same column of figures as revenue received at the parks. Temporary loans are also being entered along with revenue.

Another area involves training to support the preparation of monthly income and expense reports for management. These reports should be prepared for each of the seven national parks along with consolidated reporting for the entire organization. A statement for source and application of funds should also be prepared for each of these entities.

2.3.6 Design and install an efficient, financial management and reporting system, including financial and management controls and administrative systems

Objective: To increase the financial information made available within the UNP system, and to make it more timely so that it can better assist management in making decisions.

Findings: A major obstacle at UNP is the lack of information and/or that it is not available in an organized manner. Conflicting information is often found from more than one source. One example is the non-uniformity in the accounting codes used for (1) governmental budgeting, and (2) revenue/expense accounting within the parks. The figures used to prepare the budget for requesting monies from the Ministry of Finance and Economic Planning appears not to correspond with the monies actually received and spent within the Uganda National Parks itself.

Another example is the difficulty in obtaining timely bank statements. As noted above, requests for such statements for UNP Headquarters were made in December 1992. It is now March 1993 and they have not been forthcoming to this date. In general, procedures and follow-up are not in place to assure that the parks will submit their accounting information on an established schedule.

Accomplishments: Computer spread-sheets were prepared for each of the seven national parks. Each spread-sheet contains four sections: (1) park revenue, (2) park expenses, (3) source & application of cash, (4) source and application of checks. The spread-sheet data covered the entire year 1992, and it has started to be updated with January 1993 data. Copies were given to (1) the Director of UNP and (2) the UNP Chief Accountant with the understanding that updated reports should be prepared monthly.

Issues and Constraints: Computerization of UNP accounting activities and financial reporting will provide an important step to solving many of the problems discussed. Using the same computer software programs at headquarters and at each of the national parks will greatly assist in assuring uniformity among the entities and assist in providing consistency in capturing data and preparing financial reports over time. This issue will be addressed in third quarter activities by initiating computer procurement procedures with USAID/Kampala.

2.3.7 Develop specifications for and procurement of computer hardware and software

Objective: To identify what type of equipment should be purchased to assist personnel in meeting the objectives of a timely and accurate accounting system for the parks and for headquarters.

Accomplishments: Different computer hardware possibilities were explored during the site visits to the national parks. Since six of the seven national parks do not have electricity, alternate means of powering the computers were investigated and will be considered when ordering equipment. Several systems within the parks use solar panels (Uganda Institute of Ecology, QE and Lake Mburo) and this seems to be the best power source.

Equipment needs will be communicated to USAID/Kampala in the third quarter to initiate procurement.

Issues and constraints: None.

2.3.8 Develop scopes of work for short-term trainers and consultants in the utilization of computerized accounting systems to assist in the process of financial management

Objectives: To identify specific computer-related training objectives which can be accomplished with the assistance of short-term trainers and consultants.

Accomplishments: This matter has been discussed with the Home Office and the curriculum vitae (CV) has been sent to the CFA for review. The CFA is now preparing the TORs for this assignment. The first short-term trainer for UNP will be to assist in the accounting workshop which is planned for late April 1993.

Issues/Constraints: None.

2.3.9 Develop an operations manual for UNP and park accounting staff

Objective: To prepare a written accounting operations manual which contains the procedures that should be followed when working with accounting routines and preparing financial reports.

Accomplishments: None as yet. However, the existing chart of accounts has been enhanced and modified. This is a critical activity because all financial and accounting transactions affecting UNP headquarters and the parks should be properly classified according to an established chart of accounts.

Issues/Constraints: None

2.3.10 Set up monitoring systems

Objective: Following the adoption and implementation of an improved accounting and financial system, it is imperative that steps be taken on a regular basis to audit and inspect the accounting practices (at Headquarters and in the seven national parks) to assure that the new procedures are being utilized.

Accomplishments: Auditing and inspection activities depend on the completion of the financial system. However, an interim, informal monitoring team consisting of the CFA, the Chief Accountant and the Budget Officer from MFEP has started visiting the parks. During these visits, many problems were observed and several steps taken to correct them were taken. These were noted above. The value of these inspection trips were clearly evident and steps will be taken to assure that this activity continues to take place.

Issues/Constraints: None.

2.3.11 Other support to UNP

Accomplishments: At the request of USAID the Team has provided input to UNP on existing concession agreements. However, the fair-price value for the concessions was difficult to assess without the assistance of consultants experienced in negotiating concession agreements. To this end, the Team drafted terms of reference and two consultants have been identified to assist UNP in adequately assessing the value of the concessions. One consultant will be supported by TR&D and the other through an arrangement with the U.S. Parks Service. These consultants will develop draft concession agreements that can be used in other tourist sites in/around protected areas. The goal is to have an equitable, clear agreement between the two parties that benefit both.

The Team also assisted USAID and UNP in drafting terms of reference for the long-term UNP Park Support Advisor who will be funded under a PASA arrangement with the U.S. Parks Service.

2.4 Project management

Objective: To establish and maintain appropriate systems and procedures for project implementation.

Accomplishments:

- **Property management and inventory.** While property procured under this contract is limited to three computers and peripherals and some office furniture, an inventory for all non-expendable property has been developed. Similarly, log books for project vehicles (procured by USAID) have been established to track personal and official use of these vehicles as well as maintenance requirements.
- **Financial management and control.** A checking account has been established for local purchases including payment of local salaries. The Home Office has developed stringent procedures for managing this account, to which the Team will adhere.

Authorization has been granted from USAID to establish a revolving fund supplied for Team personal use of vehicles. This fund is used for fuel purchase, routine vehicle maintenance, etc., and is administered by the COP according to TR&D guidelines for petty cash use. Fund statements will be submitted to USAID as part of the quarterly reporting system;

- **Staff and personnel management.** A driver and a secretary have been hired for the project in accordance with USAID guidelines and procedures. The COP has instituted a system of weekly meetings with the CCA and CFA to discuss project implementation. Bi-weekly reports which focus on the accomplishments for the period, projected activities for the following week, particular problem areas/issues and areas requiring

COP assistance are also required. These weekly reports form the basis of monthly reports to the HO and quarterly reports to USAID.

A system of monthly team meetings with the USAID APE Project Officer and the USAID Agriculture Development Officer has also been established.

- **Tracking and reporting on the use of local currency.** A system for COP review and approval of NEAP quarterly local currency budget submissions to USAID has been instituted.
- **Relations and coordination with the GOU and donors.** See List of Contacts presented in Annex 1.

2.5 Related activities

2.5.1 World Resources Institute (WRI)

Tom Fox, Director for International Development and Environment, World Resources Institute (WRI), will be visiting Kampala in late March 1993. The objective of Mr. Fox's visit is to discuss potential areas of collaboration between WRI and NEAP, taking into consideration both the NEAP and TR&D workplans, as well as other NEAP collaborators including IUCN, DANIDA (for environmental information) and the World Bank.

2.5.2 NEAP management training and team building

Accomplishments: The Team has held preliminary discussions with the NEAP Coordinator regarding management training and team building for the NEAP Secretariat. While terms of reference for this training have not as yet been developed, the primary objective of the training would be to increase the management skills of Secretariat members while forming a more cohesive environmental unit.

Issues/constraints: There are two key issues with regard to team support to this activity. The first relates to the institutional problems surrounding NEAP, NEMA and DEP as discussed in Section 4.1. In short, given the institutional uncertainty concerning environmental management in Uganda, does team building for an organization which may shortly cease to exist make any sense? In the Team's opinion, it is probably worth the investment even if NEAP's mandate and institutional niche change in 1994. As there is a considerable amount of work to be done between now and December 1993, having a more cohesive Secretariat makes sense in terms of accomplishing NEAP workplan objectives for 1993, providing the training could take place in the near future.

The second issue concerns the use of Coverdale Associates to undertake this type of training. USAID/Washington has suggested that Coverdale Associates, who has been involved through the World Bank and UNDP in team building for other NEAPs, might be contracted to provide the required training in Uganda. However, neither the team nor USAID is familiar with Coverdale's performance in other NEAP countries. The team has requested that the Home Office contact the ANGAP project in Madagascar for an assessment of Coverdale's performance.

Additionally, the Team recommends that USAID explore the possibility of having a member of Coverdale visit Uganda, perhaps in conjunction with other African travel, to discuss training possibilities *in situ*.

2.5.3 APE monitoring and evaluation

Accomplishments: None as yet.

Issues/constraints: As the Grants Management Unit (GMU) will have primary responsibility for the development of the overall APE monitoring and evaluation system, this activity has been put on hold pending award of the GMU contract.

2.5.4 APE Project Coordinating Committee

Objective: Promote the establishment of an informal APE coordinating committee composed of USAID, DEP, UNP, NEIC and MUIENR representatives, the NEAP Coordinator, the Chief Game Warden, the NEAP Technical Advisor/COP, the Community Conservation Advisor, Chief Financial Advisor, and a GMU representative.

Accomplishments: None as yet.

Issues/constraints: This activity has also been put on hold pending award of the GMU contract. The contract is expected to be awarded in the third quarter and the workshop is tentatively scheduled for the fourth quarter or early 1994 depending on the arrival of the GMU team.

3.0 Summary of short-term Technical Assistance in support of the APE institutional contract

3.1 Current Reporting Period

- **Editing of issues and topic papers**
Personnel: Three technical editors and one grammar syntax editor.

Source: MUIENR sub-contract

Status: The editing team began work on March 8, 1993 and is expected to complete the editing task by April 30, 1993.

- **Finalizing policy framework/draft environmental policy**

Personnel: Local e/nr policy specialist, external e/nr policy specialist, senior local macro economist, and a senior external e/nr macro economist/policy specialist.

Source: MUIENR sub-contract for local personnel and TR&D for external personnel.

Status: The policy team began work on March 8, 1993 and is expected to complete the policy framework by April 9, 1993 and the draft environmental policy by April 30, 1993.

- **Capacity building in EIA/EIS/EA**

Personnel: External EIA specialist

Source: TR&D

LOE: 6 weeks

Status: TOR drafted and approved, consultant identified and approved and expected to begin work o/a March 15, 1993. EIA/EIS/EA revisions to environmental policy and legislative bill by May 1993. Workshop to be held in mid-April.

- **Capacity building in environmental standards**

Personnel: Environmental standards specialist.

Source: TR&D

LOE: 4 weeks

Status: TOR drafted and approved, consultant identified and approved and expected to begin work o/a March 27, 1993. Revisions to environmental policy and legislative bill by May 1993. Workshop to be held in late April.

3.2 Third quarter requirements

- **NEAP investment program analysis/local capacity building in e/nr investment analysis**

Requirements: Outside e/nr micro-economist to assist NEAP in development of the investment analysis strategy and program. The consultant will also be responsible for holding a one day workshop on analytical techniques and working with the Secretariat in developing case studies.

LOE: 4 weeks in April/May 1993, and an additional 2-4 weeks through September 1993.

Source: TR&D

TOR: The TOR should be prepared by early March 1993.

Timetable: Completion of the draft chapter on the investment program by June 1993; completion of case studies by September/October 1993.

- **Department of Environment Personnel Training.**
Requirements: Based on priorities set in the training assessment and LOP training program, conduct a workshop on: (i) Uganda specific environmental activities; and (ii) focus on NEAP issues and recommendations, decentralization processes, information sessions with relevant NGOs and government departments.
Source: MUIENR sub-contract
LOE: 2 weeks
Timetable: May 1993
- **Perceptions of local communities on local forest management.**
Requirements: A team comprised of specialists in Forestry/Natural Resources, Sociology and community development with a working knowledge of participatory rapid appraisal techniques.
Source: MUIENR sub-contract
LOE: 6 weeks per pilot district
Timetable: June 1993
- **NEAP publications**
Requirements: Local media consultant with experience in desk top publishing to assist NEAP in publishing monthly newsletter.
Source: MUIENR sub-contract
LOE: 4 weeks in March/April 1993.
Timetable: First newsletter by end of May 1993; first "Pied Crow" or equivalent by end of July.
- **Land use studies**
Requirements: Local team composed of MUIENR, MISR and Makerere graduate students from line departments to undertake natural resource inventories/preliminary land use studies in buffer zones around selected protected areas.
Source: MUIENR sub-contract for supervision plus USAID PL 480 funds for local salaries/stipends and operations.
LOE: 5-6 person team for 4-6 weeks/buffer zone. LOE implications for contract is 2 people times 4-6 weeks.
TOR: TOR for study/team will be finalized by early May with work to begin in June. Studies completed for two buffer zones by September/October 1993.
- **Development of an internal monitoring and evaluation system for NEAP**
Requirements: An M&E specialist with knowledge of e/nr issues to assist NEAP in developing an internal monitoring and evaluation system based on process and product indicators. Consultant will also be responsible for conducting a baseline survey for the M&E system selected.
Source: TR&D
LOE: 6 weeks April/May 1993.
TOR: Currently being drafted

Timetable: Baseline survey completed by end of May with workshop in late May/-early June.

- **Short term training for UNP personnel in accounting and financial management**
Requirements: Two external trainers (accounting and financial management specialists) to conduct UNP training programs based on training needs assessment.
Source: Chemonics.
LOE: Two courses (8 weeks estimated LOE)
TOR: Drafted
Timetable: One course to be held in April and one in June.

4.0 Analysis of constraints: problems and recommendations

4.1 Institutional arrangements: NEMA and the DEP

As stated in Section 2.1.1.2, a critical issue in the NEAP process is ensuring that NEAP has an appropriate institutional framework within which it can achieve its mandate. In this context, NEAP has proposed the creation of a semi-autonomous authority (National Environment Management Authority or NEMA) which would be located under the Prime Minister's Office. The NEAP Secretariat has submitted the revised NEAP/NEMA institutional framework to the Secretary and Minister of MWMEMP, USAID, the World Bank, and the Permanent Secretary Ministry of Public Service who is also the head of Civil Service. The NEAP Coordinator has also had some informal contact about NEAP/NEMA with a Presidential advisor. Response to the framework has been quite favorable.

A major problem in securing this framework, however, appears to be an inconsistent approach with regard to World Bank (WB) input. Brian Falconer, World Bank Project Officer for NEAPs, appears to be supportive of NEAP and the proposed NEMA structure. Other individuals at the World Bank working with the Uganda restructuring program are, at the same time, proposing an environmental directorate which will house forestry, environment, and meteorology. This proposal was developed with no input from NEAP and is proceeding as if the NEAP/NEMA alternative did not exist. Items of particular concern include:

- The WB proposed restructuring for all ministries has been endorsed by Public Service.
- Public Service is expected to have a meeting at the Ministerial level to endorse the WB proposal in the very near future.
- Public Service is also preparing a paper on the WB proposal for submission to the Cabinet which says that the proposed WB restructuring is acceptable to Public Service. As the majority of Ministers will more than likely not read the document,

the NEAP Coordinator assumes that if the WB proposal reaches this stage it will automatically be passed.

While a *separate* directorate encompassing environment only could be an acceptable alternative to NEMA, the structure the Bank is proposing for the Directorate does not respond to institutional needs in the environmental sector.

Some of the major deficiencies of the World Bank proposal include:

- With proposed staffing levels, it is likely to cost more than NEMA and probably be one tenth as effective.
- There is no provision for NEIC, i.e. environmental information.
- There is no policy and planning unit and no links between policy and planning and information.
- There is no provision for EIAs.
- There is no provision for environmental legislation.
- There is no liaison mechanism with other ministries therefore will have no authority or impact.
- Linkages with the districts are not specified not is the impact on or links with decentralization process.
- The structure is highly bureaucratic with five vertical levels of decision making from Commissioner, to Director, to Secretary to Minister and finally to a Cabinet sub-committee.

The institutional uncertainty of environment has also led to decreased communications and increased conflict between NEAP and DEP. Particularly affected are activities centered around the NEAP regionalization process. If this dichotomy in approaches and institutions continues, the net result will be two parallel institutions, each with similar mandates. However, only NEAP/NEMA has the capacity to achieve its mandate.

Recommendations: The Team has recommended to USAID/Kampala that it contact the World Bank Resident Representative and the World Bank consultant heading the proposed ministerial restructuring. USAID/Kampala is in the process of doing this. The NEAP Coordinator has also contacted Brian Falconer at World Bank Headquarters and asked his assistance in resolving this issue. While some progress is being made, the Team recommends that additional pressure be brought to bear at higher levels, not only with the World

Bank, but with concerned GOU institutions, particularly the Ministers of Water, Energy, Minerals and Environmental Protection, and Public Service.

4.2 Placement of CCA at the DEP

The CCA posting at the DEP is less productive than posting at NEAP due, for the most part, to issues discussed in Section 2.2.11 and 4.1. Both NEAP and DEP are planning to work with the districts in environmental planning. Although the NEAP may not recommend environmental officers for each district, some districts will receive environmental officers. While the mandate for implementation rests with the DEP, environmental planning is being conducted at the NEAP. Which agency is responsible for task allocation will remain unclear until a final institutional arrangement is decided upon. EOs will be placed in the field before this, so a proper chain of command must be clarified before this occurs.

Because of its participatory nature, NEAP provides more active input from local consultants for planning regionalization activities. This is in contrast to the DEP who relies solely on the CCA for recommendations on eventual field activities.

Recommendations: Once the institutional arrangement is finalized, the COP and CCA should be based in the same offices. This will permit a more coordinated, integrated effort to translate proposed policies to the field. In the meantime, the CCA should spend more of his time at the NEAP, especially working with the Regionalization, Implementation, and Publicity Working Groups. This should be discussed during the meeting proposed in section 2.2.2.1 between NEAP and DEP staff.

Incorporating DEP personnel into the NEAP regionalization process during its planning stages must occur to assure early, effective implementation at the district level.

4.3 MUIENR Sub-contract

As discussed in Section 2.1.1.1, during this first reporting period, TR&D experienced some initial difficulty with MUIENR in terms of fulfilling its obligations under its sub-contract. In particular, duties and responsibilities such as locating qualified local consultants, drafting terms of reference, drafting contracts, and general supervision of local consultants were essentially done by the Team and the NEAP Coordinator with little input from MUIENR. This has added considerably to the Team's workload.

MUIENR's lack of participation in the NEAP process via its sub-contract or other arrangements is primarily due to the fact that MUIENR is currently over-extended given its available human resources. MUIENR is involved in a number of other activities ranging from acting as facilitators and logistics coordinators for a wide variety of workshops and conferences, to the biodiversity data bank and supervision of graduate students. Additionally, MUIENR is

also proposing the creation of an EIA unit as well as an environmental education unit. While an assessment of MUIENR's capabilities with regard to these activities is beyond the scope of this report¹, the net result is that MUIENR has not been able to fulfill its contractual obligations to the Team's satisfaction during this reporting period.

This issue has been discussed with the MUIENR Director who has agreed to take the obligations under the sub-contract more seriously. Progress appears to be being made. For example, MUIENR is now interacting very effectively with the policy team currently in the field.

Recommendations: The Team recommends that MUIENR's performance and role in the NEAP process be critically evaluated during the third quarter by the team. Based on this evaluation, a decision will be made at the end of the third quarter whether to continue with the MUIENR sub-contract or seek an alternative mechanism to supply local expertise and input.

4.4 UNP accounts

The CFA at UNP is in an extremely sensitive position having access to data and information which might show malfeasance on the part of certain UNP personnel. Publishing this information or distributing it outside the UNP system would not only reduce the CFA's effectiveness (people will be less willing to share information) but might also jeopardize his security. In this context, the Team's approach has been essentially to ignore past problems at UNP and assume that in the future, if appropriate accounting systems are established, the opportunity for malfeasance will be significantly reduced.

Recommendations: The Team recommends that the CFA's findings be held in strict confidence pending clearance of findings by the UNP Director and the Parks Board.

4.5 Training

The Team is contractually responsible for a number of training needs-assessments and the subsequent development of training plans for the NEAP Secretariat, the DEP and UNP. However, there are no training funds (either dollars or shillings) directly under the team's control. For each training activity, a specific request has to be made to USAID/Kampala. While USAID has been very responsive to requests for training funds, it is hard to plan

¹However, the team's initial assessment of MUIENR is that if it is to be a viable institution, it will require additional donor support in terms of institutional strengthening.

training programs when the amount of funds (either shillings or dollars) for training under the institutional contract is not known.

Recommendation: The Team recommends USAID establish a training budget (both dollars and shillings) specifically for the Institutional Contract in order to better plan and program training activities.

5.0 Summary of proposed activities for the third quarter

5.1 Support to NEAP

- finalize and publish issues and topic papers;
- finalize and publish the policy framework;
- conduct one-day policy workshop
- conduct one-day macro economics and policy workshop;
- conduct one-day micro-economics and investment program workshop;
- prepare first draft of an environment policy;
- complete first phase of NEAP Secretariat computer training;
- produce first draft of EIA guidelines and longer-term EIA training program;
- produce first draft of guidelines for environmental standards;
- produce proceedings from gender and environment workshop;
- develop first draft of NEAP chapter on the investment program;
- finalize and publish first NEAP newsletter;
- develop internal monitoring and evaluation system for NEAP; conduct baseline study on NEAP product and process indicators;
- finalize TORs for land use study;
- finalize WRI participation in NEAP process;
- finalize TORs and initiate NEAP management training and team building.

5.2 Support to DEP

- develop local currency proposal to support EOs in the field temporarily;
- conduct community conservation assessment/inventory;
- continue district consultations to determine district priority needs and issues;
- visit pilot districts to determine placement of EOs and refine scope of work according to district priorities;
- develop in-country training workshops on Uganda specific environmental activities;
- if placement occurs in third quarter, assist in the placement and field support of EOs.

5.3 Support to UNP

- finalize and publish the financial and accounting analysis for UNP headquarters. Now that the financial and accounting analysis of each of the seven national parkswork is nearing completion, work remains to study the "cash flows" at headquarters. As Annex 3 and 4 indicate, there are approximately 4,660,000 Ugandan Shillings per month to be accounted for. This represents 51 % of the money available to Uganda National Parks.
- prepare the accounting workshop to be attended by the Chief Park Wardens, Park Accounting Wardens, and the accountants from UNP Headquarters. This will also include the preparation of a budget for "local funds" and a request for such funds from USAID;
- finalize computer hardware and software selection and initiate procurement with USAID/Kampala;
- finalize and publish training needs-assessment;
- finalize concession agreements for seven concessions in UNP system.

**ANNEX I
ABBREVIATIONS**

APE	Action Program for the Environment
CCA	Community Conservation Advisor
CFA	Chief Financial Advisor
CTA	Chief Technical Advisor
COP	Chief of Party
CPW	Chief Park Warden
DDC	District Development Committee
DEP	Department of Environmental Protection
DTC	Development Through Conservation Project
EA	Environmental Audits
EIA	Environmental Impact Assessments
EIS	Environmental Impact Statements
ELO	Environment Liaison Officer
E/NR	Environment/Natural Resources
EO	Environmental Officer
GMU	Grants Management Unit
GOU	Government of Uganda
HO	Home Office
IUCN	International Union for the Conservation of Nature
M&E	Monitoring and Evaluation
MFEP	Ministry of Finance and Economic Planning
MISR	Makerere Institute of Social Research
MTWA	Ministry of Tourism, Wildlife and Antiquities
MUIENR	Makerere University Institute of Environment and Natural Resources
MWEMEP	Ministry of Water, Energy, Minerals and Environmental Protection
NEAP	National Environment Action Plan
NEIC	National Environment Information Center
NEMA	National Environment Management Authority
NGO	Non-governmental Organizations
PASA	Participating Agency Service Agreement
PAW	Park Accounting Warden
PRA	Participatory Rural Appraisal
QE	Queen Elizabeth National Park
RC	Resistance Council
STTA	Short-term technical assistance
TOR	Terms of Reference
TR&D	Tropical Research and Development
UIE	Uganda Institute of Technology
UNP	Uganda National Parks

UNSO	United Nations Sahel Organization
USAID	United States Agency for International Development
WB	World Bank
WL	World Learning
WRI	World Resources Institute

ANNEX II
PARTIAL LIST OF CONTACTS, CONFERENCES AND FIELD TRIPS

OCTOBER

- 10/15/92 Washington, D.C. Team met with Brian Falconer at the World Bank re NEAP process and Bank contribution.
- 10/16/92 Washington, D.C. Team met with WRI personnel at WRI to discuss NEAP process and WRI current and potential contribution.
- 10/19/92 Team arrives in Kampala
- 10/20/92 Morning - Introduction of team to NEAP Secretariat members.
Afternoon - Introduction of Team to USAID personnel, including briefing with Keith Sherper, USAID Director and Steve Reiner, Deputy Director.
- 10/21/92 Introduction of team to Mrs. Ocaya-Lakidi, Secretary for Environment Protection, and Mr. T.O. Acere, Commissioner for Environment.
- 10/26/92 Dr. Eric Edroma, Director Uganda National Parks (UNP). Initial briefing.
- 10/26/92 Mr. David Turyagande, Chief Accountant UNP. Initial briefing.
- 10/27/92 Dr. S. Sumba, Director of Uganda Institute of Ecology (UIE). Initial briefing.
- 10/27/92 Mr. Werikhe Samson, Lake Mburo Chief Park Warden. Initial briefing.
- 10/27/92 Mr. Peter Lotyang, Kidepo Valley Chief Park Warden. Initial briefing.
- 10/27/92 Mr. Joseph Serugo, Bwindi Impenetrable Forest Chief Park Warden. Initial briefing.
- 10/28/92 Mr. Stanley Dunn, CARE Country Director, and Peace Corps Staff (Jack Hjelt, Director, Charles Bookman, Assistant Director, and Sherry Gerard, APCD/-Admin).
- 10/28/92 Mr. Kulao Okongo, Mgahinga Gorilla Chief Park Warden. Initial briefing.
- 10/28/92 Mr. John Kingsley-Heath, former Assistant Director of UNP. Initial briefing.
- 10/29/92 Team briefing at U.S. Embassy, including meeting with the Honorable Johnnie Carson, U.S. Ambassador to Uganda, and Ms. Ellen Shippy, DCM.
- 10/30/92 NEAP Policy Level Workshop with Honorable Members of the NRC.

NOVEMBER

- 11/3/93 Hon. James W. Wapakhabulo, Minister MTWA. Team introduction.
- 11/3/92 Dr. Jack Nyeko, Regional Coordinator, African Pest and Environment Management Foundation. Collaboration with NEAP on EIAs.
- 11/4/92 Dr. Mark Marquardt, Senior Researcher, Land Access Research and Policy Development Project. Land policy and land use.
- 11/4/92 Ludovica Iskjaer, Projects Officer, UNP. Collaboration with NEAP for parks and game policy.
- 11/6/92 Mr. Eliot Masters, Coordinator, COVOL Uganda. Collaboration with NEAP, particularly with regard to the GMU.
- 11/10/92 Mr. Fred Katego, Public Relations Officer UNP. UNP systems.
- 11/16-19/92 NEAP National Workshop, Kampala. NEAP process presented to districts and government official for feedback.
- 11/22/93 Hans Frederich, Director, IUCN Nairobi. IUCN, TR&D and NEAP collaboration.
- 11/22/92 Mark Infield, AWF Lake Mburo National Park Project. Community issues and initiatives in and around Lake Mburo, problems associated with community participation.
- 11/26/92 Mr. John Mangeni, Budget Officer MFEP and Team Member Murchison Falls field trip. Accounting procedures at Murchison Falls.
- 11/26/92 Mr. Frank Bitamzire, Supply Officer UNP. Accounting procedures at Murchison Falls.
- 11/26/92 Mr. John Otekat, Deputy Director UNP, former Chief Warden at Murchison Falls. Accounting procedures at Murchison Falls.
- 11/26/92 Mr. James Okiria, Murchison Falls Chief Park Warden. Accounting procedures at Murchison Falls.
- 11/27/92 David Abura-Ogwang, Chief Planner, MTWA. Community participation in tourism planning and national park management.

- 11/27/92 Dr. Peter Howard, Forestry Department. Various issues of natural resource management in Uganda, especially institutional arrangements and roles of district forest officers.
- 11/27/92 Ms. Susan Mubbala, Coordinator NGO/PVO/NRMS project. Role of NGOs, active NGOs in Uganda.

DECEMBER

- 12/9/92 Mr. Andrew Inglis, Environment Officer, Tropical Forest Action Plan. Collaboration with NEAP with regard to regionalization.
- 12/15/92 Michael Brown, Project Director PVO/NGO/NRMS Project. Current and future roles of NGOs in natural resource management.
- 12/18/92 Dr. Violet Kajubiri-Froelich, General Secretary, Wildlife Clubs of Uganda. Environmental education, role of NGOs in natural resource management.
- 12/21/92 Mrs. Charity Kabutha, Programme Officer, UNICEF. Conducting PRA and training for PRA teams.
- 12/21/92 Dr. Edison Rugumayo, Associate Professor, Makerere University. Agricultural initiatives and extension programs, community participation in natural resource management.
- 12/21/92 Mr. William Salmond, Director, World Learning Inc. Experiences of WL (EIL) with NGOs in particular around Lake Mburo.
- 12/22/92 Mr. Elly Karuhanga, Hon. Member of Parliament, Nyabushozi Development Agency, Mbarara. RC system, role of NGOs on the local level.
- 12/22/92 Mrs. Ruth Mubiru, Director Uganda Women's Tree Planting Movement. Role of NGOs, local participation in natural resource management.
- 12/23/92 Professor Fred Kayanja, Chairman of UNP Board of Trustees. This was a meeting with the "Finance Committee of the UNP Board of Directors."
- 12/23/92 Mr. Moses Okua, Chief Game Warden (Head of Game Department). UNP Game Department operations.
- 12/20-23/92 PVO/NGO NRMS Community Mobilization Seminar in Bushenyi.

JANUARY

- 1/5/93 Mr. David Mununuzi, Assistant Coordinator NGO/PVO/NRMS Project. Role of NGOs, active NGOs in Uganda, increasing support for community based organizations.
- 1/9/93 Dr. Peter Howard, Forestry Department. Various issues of natural resource management in Uganda, especially institutional arrangements and roles of district forest officers.
- 1/12/93 Edwin Bajenja, Environment Education Officer, Ruwenzori National Park. Ruwenzori environmental education program and community initiatives.
- 1/19/93 District Agriculture Officer, Bushenyi. Role of environmental officers in the districts, linkages between districts and NEMA.
- 1/19/93 District Administrator, Jinja. Role of environmental officers in districts, linkages between districts and NEMA.
- 1/19/93 Mrs. Ruth Owagage, General Secretary for Women, Jinja RC5. Future roles of environmental officers, linkages with districts.
- 1/22/93 Dr. John Kasenene, Makerere University Biological Field Station. Current research, role of communities in reserve management.
- 1/22/93 Rob Wilde, DTC. Environmental education, community participation and DTC initiatives.
- 1/22/93 Dr. Richard Wrangham, Harvard University. Research currently conducted in and around Kabale Forest Reserve.
- 1/22/93 Mr. Abudhalla Latif, Queen Elizabeth Chief Park Warden. QE park operations.
- 1/23/93 Mr. Peter Mueller & Wilhelm Mueller, Assistant Park Wardens at QE. QE park operations.
- 1/24/93 Mr. Alfred Labongo, Rwenzori Mountains Chief Park Warden. Park operations.
- 1/23-24/93 Opening of Conservation Education Center at Kanyawara, Kibale Forest.
- 1/28-30/93 Biodiversity policy seminar, Lake Mburu

FEBRUARY

- 2/3/93 Dr. Mona Bjorklund, Senior Program Officer, UNEP. NEAP and biodiversity policy and role of UNEP.
- 2/3/93 Mr. David Mununuzi, Assistant Coordinator NGO/PVO/NRMS Project. Role of NGOs, active NGOs in Uganda, increasing support for community based organizations.
- 2/8/93 Mr. Elisha Wasukira, Rank Consult, Ltd. Computer training for NEAP Secretariat.
- 2/9/93 Mrs. Gertrude Njuba, Women's Affairs NRM Secretariat. RC system, eventual role of environmental officers in field, giving environmental responsibilities to existing RC members.
- 2/10/93 Ms. Susan Mubbala, Coordinator NGO/PVO/NRMS Project. Role of NGOS, active NGOs in Uganda.
- 2/10/93 Mr. Yank Evans, European Economic Community (EEC) Project Officer. Learned of EEC project at Chobee in Murchison Falls. Rebels had recently burned the EEC donated "road equipment" at Chobee. EEC was suppose to renew funding to UNP on 1 July 93, but now this was in question.
- 2/16/93 Mr. Moses Okua, Chief Game Warden. Role of Game Department and National Parks, use of game reserves as buffer zones, community participation.
- 2/17/93 Dr. Derek Earl, Forest Economist, and former Head of EEC Forestry Project. Policy and forest economics.
- 2/18/93 Mr. Eric Loken, Deputy Chief, Agriculture and Natural Resources Division, REDSO/ESA. NEAP collaboration with USAID's non-traditional export crop project.
- 2/18/93 Ms. Liz MacFie, Project Leader for the International Gorilla Conservation Program (at Bwindi). Preparations at Bwindi in anticipation of the beginning of "Gorilla Tracking" on 1 April 93.
- 2/19/93 Dr. Norman Miller, President, African-Caribbean Institute. UNEP/Institute collaboration with NEAP with regard to biodiversity policy.

MARCH

- 3/2/93 Dr. Craig Harris, Director, East African Great Lakes Project. Collaboration with NEAP.

- 3/3-5/93 Conservation Forum V, Masindi. Informal conference on National Park policies and legislation.
- 3/3/93 Dr. Sven Jacobi, Chief Technical Advisor, Water Development Department. Collaboration with NEAP.
- 3/3/93 Dr. Gary Westermann, Field Director, Community Technical Service. NEAP regionalization.
- 3/4/93 David Abura-Ogwang, Chief Planner, MTWA. Community participation in tourism planning and national park management.
- 3/4/93 Jonathan Baranga, Bwindi Impenetrable Forest Conservation Project. Current research on biodiversity in Uganda, status of eco-tourism in Bwindi.
- 3/5/93 Dr. Peter Howard, Forestry Department. Various issues of natural resource management in Uganda, especially institutional arrangements and roles of district forest officers.
- 3/5/93 Mark Infield, AWF Lake Mburo National Park Project. Community issues and initiatives in and around Lake Mburo, problems associated with community participation.
- 3/5/93 Dr. Gilbert Isabirye-Basuta, Co-Director, Makerere University Biological Field Station. Current research, district input in Kabale Forest.
- 3/5/93 Mr. William Salmond, Director World Learning Inc. Experiences of WL (EIL) with NGOs in particular around Lake Mburo.
- 3/5/93 Dr. John Kasenene, Makerere University Biological Field Station. Current research, role of communities in reserve management.
- 3/5/93 Rob Wilde, DTC. Environmental education, community participation and DTC initiatives.
- 3/5/93 Klaus Zucker, GTZ, Mgahinga National Park. Gorilla program and tourism developments.
- 3/9/93 Kran Kilpatrick, Chief Technical Advisor, UNSO/FD Tree Seed Project. Collaboration with NEAP.
- 3/10/93 Dr. Erisa Ochieng, Director, Export Policy Analysis and Development Unit, MFEP. NEAP, policy, EIAs and collaboration with EPADU.
-

Policy, planning and institutional development for the Action Program for the Environment

- 3/10/93 Grace Kyokunda, Manager Investment Monitoring, Uganda Investment Authority. Collaboration with NEAP for UIA EIAs.
- 3/10/93 Alex Basiima, Uganda Investment Authority. Collaboration with NEAP for UIA EIAs.
- 3/11/93 Mr. Ambros Kyaroki, Naglas Consult. Collaboration with NEAP for local short-term technical assistance.
- 3/12/93 Mrs. Gertrude Njuba, Women's Affairs NRM Secretariat. RC system, eventual role of environmental officers in field, translating national policies into the field.
- 3/16/93 Mr. Elly Karuhanga, Hon. Member of Parliament, Nyabushozi Development Agency, Mbarara. RC system, translating environmental policies into field activities.

APE First Year Work Plan

Activity	1992			1993										
	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov
1.0 Completion of NEAP														
1.1 Finalize issues & topic papers				■	■									
1.2 Finalize institutional framework				■										
1.3 Finalize policy framework					■	■								
1.4 Completion of first draft of NEAP				■	■	■	■	■	■	■				
1.5 Finalization of NEAP											■	■	■	■
2.0 NEAP training & professional development											■	■	■	■
2.1 Training needs assessment				■	■	■	■							
2.2 EA/EIS/EA workshop				■	■	■	■							
2.3 Environmental standards workshop								■						
2.4 Macro-economics/policy workshop						■								
3.0 NEAP pilot actions														
3.1 Implementation of NEAP publications					■	■	■	■	■					
3.2 Buffer zone land-use studies										■	■	■	■	■
3.3 Internal M&E system								■	■	■				
4.0 Community involvement - national level														
4.1 Diagnostic study of DEP capabilities	■	■	■	■										
4.2 Task analysis for regionalization	■	■	■	■	■									
4.3 Training needs assessment/training program			■	■	■	■	■	■	■	■	■	■	■	■
4.4 Buffer zone assessment				■	■	■	■	■	■	■	■	■	■	■
4.5 Public participation in conservation & management	■	■	■	■	■	■	■	■	■	■	■	■	■	■
5.0 Community involvement - district level														
5.1 Identify pilot districts	■	■	■	■	■	■	■	■	■	■	■	■	■	■
5.2 Identify roles of EDs	■	■	■	■	■	■	■	■	■	■	■	■	■	■
5.3 Linkages with line ministries & NEAP						■	■	■	■	■	■	■	■	■
5.4 Conservation activities - field level										■	■	■	■	■
6.0 Assistance to UNP	■									■	■	■	■	■
6.1 Study of current systems & procedures	■	■	■	■	■									
6.2 Training needs assessment	■	■	■	■	■	■	■	■	■	■	■	■	■	■
6.3 Training plan	■	■	■	■	■	■	■	■	■	■	■	■	■	■
6.4 Training workshops									■	■	■	■	■	■
6.5 Implement financial management & reporting system									■	■	■	■	■	■
6.6 Procurement of computer systems										■	■	■	■	■
7.0 Projected STTA requirements													■	■
7.1 Editing issues & topic papers				■	■	■	■	■	■	■	■	■	■	■
7.2 Finalize policy framework				■	■	■	■	■	■	■	■	■	■	■
7.3 Micro-economic investment analysis								■	■	■	■	■	■	■
7.4 Micro-economic investment strategy								■	■	■	■	■	■	■
7.5 EIA/EIS/EA								■	■	■	■	■	■	■
7.6 Environmental standards specialist								■	■	■	■	■	■	■
7.7 DEP personnel training								■	■	■	■	■	■	■
7.8 Buffer zone assessments				■	■	■	■	■	■	■	■	■	■	■
7.9 Local forest management										■	■	■	■	■
7.10 NEAP publications implementation								■	■	■	■	■	■	■

46

