

MBALE TACC TE: SUMMARY AND LESSONS LEARNED

Project Description World environment, society, economy and development are highly threatened by the climate change. Different parts of the world have already started experiencing impacts and are affected. Climate models forecast that East Africa is likely to experience a 5–20% increase in rainfall from December to February and 5–10% decrease in rainfall from June to August by 2050 (IPCC, 2007)¹. These climate change trends are also projected to cause more frequent and intense El Niño-Southern Oscillation (ENSO) events, leading to widespread drought in some areas and extensive flooding in others. Consequently, such events will have negative impacts on the availability of water resources, food and agricultural security, human health and biodiversity. Uganda is highly vulnerable to the impacts of climate change. Already, the Mt. Elgon Region of Uganda, where the Project Districts of Mbale, Manafwa and Bududa are located is seen as one of the most vulnerable areas to climate change in Uganda including the tragic landslide that occurred in Bududa and Manafwa Districts in March 2010.

The project was designed to assist the Mbale region of Uganda, encompassing the three districts of Mbale, Manafwa and Bududa, to realize low carbon and climate change resilient development. Towards this objective, the project was developed to assist the Mbale region to develop their Integrated Territorial Climate Plan (ITCP) to fully integrate climate change adaptation and mitigation strategies into their regional development planning, policy development and investment planning that will identify appropriate regulatory and financial instruments for the implementation of the actions that have been selected by the ITCP and assist the region to access, combine and sequence a variety of financial resources needed to implement the ITCP. Mbale will serve as a pilot region for scaling up to other regions within Uganda for this holistic territorial approach for addressing climate change.

Outputs envisaged include:

- Partnership, coordination and participation platforms for climate change planning and programming established
- Capacity built to integrate climate change issues into regional development plans and actions
- Integrated Territorial Climate Plan (ITCP) for the Mbale region formulated
- Climate change policy and investment package developed, i.e. a portfolio of CC adaptation and mitigation policy and investment projects to be implemented by combining and sequencing different financial opportunities, and
- Lessons learned and best practices produced and disseminated within and beyond Uganda

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Evaluation Ratings:			
1. Monitoring and Evaluation	Rating	2. IA & EA Execution	Rating
M&E design at entry	Satisfactory	Quality of UNDP Execution	Satisfactory
M&E Plan Implementation	Satisfactory	Quality of Implementation–Implementing Agency	Satisfactory
Overall quality of M&E	Satisfactory	Overall quality of Implementation / Execution	Satisfactory
3. Assessment of Outcomes	Rating	4. Sustainability	Rating
Relevance	Relevant	Financial resources:	Likely
Effectiveness	Highly Satisfactory	Socio-political	Likely
Efficiency	Highly Satisfactory	Institutional framework and governance:	Likely
Overall Project Outcome Rating	Highly Satisfactory	Environmental :	Likely
		Overall likelihood of sustainability:	Likely

Note:Justification of rating is given in each of the relevant section and also summarised in Annex X.

Key Successes

The project contributed to the development of Integrated Territorial Climate Plan for mainstreaming climate change mitigation and adaptation in development plans. It has also established coordinating institutional mechanism called Regional Climate Change Forum that brings three districts (Mbale, Bududa & Manufwa) together to work jointly for addressing climate change issues of the entire Mbale region. Project has contributed to develop climate profile and also established knowledge management system which helps planner to develop strategy for addressing climate change in the country. Project helped to generate awareness from farmers' level to policy makers' level that helps future implementation of climate change programs and also take initiatives from all level to develop resilience to climate change impacts. The activities successfully implemented as part of small grant programs like livestock support, agro-forestry including species like coffee and fruits and bee keeping helped to improve household economy.

Similarly, programs like bio-briquette, improved stove, bio-gas etc. helped to decrease pressure on the forest and also decreased carbon emission to the atmosphere. Likewise, carbon financing scheme not only provided additional financial support but also encouraged to plant trees and protect them. Plantation on steep lands helped to decrease landslide risks and soil erosion and increase in the number of trees improved carbon sequestration accelerating absorption of carbon from the atmosphere. These activities in overall increased resilience capacity of the community, decreased pressure on forests, contributed in stabilizing land from erosion and increased greenery that increased carbon sequestration. The increased awareness and economic support also helped farmers to send their children to school and improved their health.

Enhance capacity of policy makers and planners will help to mainstream climate change in the future plans and policies and that will also support to increase resilience to climate change.

Key Problem Areas

Uganda has already started experiencing climate change impacts. Climate Change related profile developed by the project also projected increase in temperature by 2⁰C and an increase in rainfall (except in the rain shadow of Mt Elgon) in the Mbale region in the next 30 years. In Mbale region 77% of the population are farmers and are highly dependent on natural resources for every day's survivability and are vulnerable to climate change risks. The International Climate Risk Report also identified Uganda as one of the least prepared and most vulnerable countries in the world (CIGI 2007)³. Uganda has recently developed a National Climate Change Policy (NCCP) to adjust to and cope with the impacts of climate change (adaptation) and also the causes (mitigation). The NCCP also aims to establish an appropriate institutional framework to coordinate coping strategies and actions. But the regular budget of the country has neither allocated any amount to address problems related to climate change nor has adequate technical assistance and institutional arrangements to address these problems for raising resilience.

As per the existing provisions of the National Environment Act, each of the Districts has to prepare District Environment Action Plans (DEAPs) and integrate them in District Development Plans (DDPs). Since TACC project's approach is to support local decision-makers and planners in designing integrated climate change (adaptation and mitigation) policies and strategies, and formulating concrete actions and investment plans that promote long-term sustainability and poverty reduction in the context of local and regional development, capacity enhancement activities of this project will help them to accomplish their tasks. The NCCP represents the overall policy framework for climate change adaptation and mitigation. The TACC Project helped to generate information through piloting approaches to low-carbon and climate change-resilient local development on-the-ground and this will provide feedback to a national climate change coping strategy.

Key Issues

The TACC project was designed to address four key issues:

- After development of NDP for 2010/11 -2014/15 it was expected to change the on-going sectorial practice of development planning but still sectorial development policies in Uganda doesn't include climate change as cross cutting issues and this pose challenges for coherent cross-sectorial climate change policy planning at national or sub-national levels;
- Both at the national and regional level, institutional capacity and governance structures in development context are not well developed for inter-sectorial coordination for addressing climate change challenges;
- Data on climate are very weak and knowledge management is lacking. In such situation, it could not support climate change policy planning;

³CIGI (2007), International risk report, The Center for International Governance

- Present institutional capacity is weak in identifying appropriate mitigation/adaptation measures, developing CDM projects and accessing carbon financing.

Conclusion

Uganda has been experiencing climate change impacts and in Mbale region 77% of the population are farmers that are highly dependent on natural resources for every day's survivability and are vulnerable to climate change risks. To respond this, Uganda recently developed a National Climate Change Policy (NCCP) but for successful implementation of the policy and to make development activities climate friendly and sustainable, mainstreaming of climate change in development planning and policy formulation is needed. Weak knowledge and capacity among policy maker and development planner was barrier in this process. This project was developed in line of NCCP and also relevant to Uganda's environment and sustainable development objectives (articulated in NDP 2011-2015). The project is also in agreement with the Uganda's commitment to UNFCCC and other International agreements related to environment and conservation.

Project was able to complete all its activities with very encouraging results. Small grant program has showed very effective impact in the livelihood and also encouraged them in environment protection. Such impacts will be sustainable because it helped farmers to understand the value of the trees and the ways it help to address climate change problem. The financial benefits linked to tree plantation besides helping in health improvement, child education, overall livelihood issues also made people aware on linkage of plants with economic development and environment protection. This awareness is important because it will have long term impact and contribute in sustainable adaptation and mitigation. Similarly, increased awareness among the policy makers and planners is also very important achievement of this project which will also have long term impact in combating climate change problems by mainstreaming it through incorporating climate change in development planning. Increased tree plantation will increase carbon sequestration and alternative energy programs will help to reduce emission to the air. TET recommends expanding these successful activities in all other villages of these districts and also in other districts of the country.

Project has established a Regional Climate Change Forum (RCCF) to discuss climate change issues at the regional level and also provided opportunity to the project districts to share knowledge, improve cooperation and coordination, discuss issues and make joint effort to address causes of climate change. Project also developed ICTP which is first such plan at the district level. Effort is needed to provide legal base for RCCF to make it a permanent structure. Also coordination and financing of RCCF and ICTP need to be arranged.

Though project was successful in achieving its target, there were few practical problems which need to be considered in the future project implementation. The field monitoring by PMU and DLG was weak in this project. Project expected to get more time from the DLG technical staffs which didn't happened and the only technical officer of the project had to bear the responsibility of the Project Manager and due to this she could not allocate time for field monitoring. The project could have benefitted much if it had established formal link with on-going ENR sector programmes and other relevant ministries like Ministry of Agriculture Animal Industries and Fisheries (MAAIF).

Executive Summary

This Terminal Evaluation (TE) has been conducted as part of the Monitoring and Evaluation plan of the UNDP/GEF Project: "Territorial Approach to Climate Change (TACC) Project for the Mbale Region of Uganda", and will be referred to as the "Project" in the scope of this report. The TE mission to Uganda was conducted from 12th December to 23rd December 2013. Extensive consultations with the project partners were also conducted prior and following the mission to ensure a good understanding of the project's results; leading to the submission of the TE report on the date of this report.

Project Summary Table

As per GEF's requirements for TE, the Project Summary Table is provided below:

Project Summary Table				
Project Title:	Territorial Approach to Climate Change (TACC) Project for the Mbale Region of Uganda			
UNDP AwardID:	00060230		<i>at endorsement (US\$)</i>	<i>at completion (US\$)</i>
UNDP Project ID:	00075753	UNDP	300,000	348,176
Country:	Uganda	DANIDA	250,000	450,000
Region:	Africa	DFID	450,000	472,774
Focal Area:	Environment & Climate Change	Total co-financing :	1,000,000.00	1,370,950.00
Operational Programme:	Environment and Energy	Govt of Uganda in Kind :	-	4,321.65
Executing Agency:	Mbale District Local Government	UNDP/GEF/SGP:	100,000	100,000
Other Partners involved:	MWE, District Government of Manafwa & Bududa, DANIDA, DFID, Walsh Assembly Government	Grad total including kind:	1,100,000.00	1,475,271.65
		ProDoc Signature (date project began):		13 August 2010
		(Operational) Closing Date:	Proposed: 30 June 2012	Actual: 31 December 2013

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Recommendation

- Training at the local level on climate change adaptation and mitigation, economic opportunities linked to these activities and carbon schemes need to be continued in the expected phase II and also in ITCP in the villages of these districts that were not covered in the first phase.
- NAADS and District Extension Services are regular activities from the government side in the field to support farmers. It is recommended that future projects should built linkage with NAADS strengthening extension, provide technical assistance and improve monitoring mechanism. Also integrate CC adaptation issues in NAADS services so that it becomes a contract obligation of the service providers to integrate CC in the services to offer. Such linkage also ensures complementarities and synergies between different project and TACC programs and help to disseminate project lessons.
- This project only identified poor and women as target group. It is recommended that in the future projects should identify all vulnerable communities (including women, poor, youth, the elderly, widow/widower and HIV+ persons) in the future project design as the target group because they are also vulnerable to CC.
- Future projects or implementation of ITCP need to strengthen technical and management aspects of small grant program. To make forestry program more effective, field study needed to be conducted to identify appropriate program, appropriate species for plantation and land available for the plantation so that appropriate species will be identified and make sure too many seedlings will not be distributed to avoid wastage of seedlings. Similarly, study should also identify appropriate program for the target group. Also while designing second phase consideration should be made to include Lessons learned from watershed management project in Uganda because they are relevant and useful. Similarly, trainings on the forestry should be field based so that it will more practical and easy to learn for the farmers. For the above mentioned studies (research) and data collection, Universities could be involved to generate information cost effectively and also support university's effort to educate students in climate change and research methods.

⁵CIGI (2007), International risk report, The Center for International Governance

- Studies indicated that use of improved stove (Lorena stove) could save 80% of fuel wood compared to traditional three stone open fire stove. But explaining rural community with information on quantity of firewood saving will not be effective but if explained in monetary value by converting saved quantity of firewood to money will be more effective to make them aware. Such information will be more effective to convince rural communities on advantages of improved stoves rather than just saying the difference of wood use.
- Monitoring and feedback mechanism is very important for strengthening project implementation. Hence, in future projects including ITCP, make a detail monitoring program for all levels of implementing and executing agencies with reporting mechanism, method and schedule.
- If the central government will not allocate budget for the ITCP activities, then it could not be implemented. Hence, UNDP with the help of the MWE and MoLG should lobby to make central government recognize importance of Climate Change Action Plan so that they will allocate budget for such activities and also direct the District government in the same line. Similarly, UNDP should also help to gather District governments in one place to make a common agenda for submission to central government requesting budget for implementing ITCP. Some of the activities of ITCP could also be implemented in large scale by involving private sector. For that, dialogue should be initiated with them to make them aware of opportunities in forestry, agro-forestry, improved stoves, alternative energy and other income generation activities. Such interaction will also help to identify policy barriers that have been obstructing private sector involvement in the promotion of such activities. As implementation of ITCP requires a lot of money, UNDP together with government representation need to initiate communication with different development partners for outsourcing funding. DANIDA has also mentioned that their future support will be in mainstreaming climate change. Similarly, DFID expressed their interest in capacity enhancement of local government. UNDP should coordinate with these development partners for supporting mainstreaming climate change and capacity enhancement of District Local Government.
- This project has been successfully piloted in three districts of Mbale region. But to achieve goal of decreasing climate change effects and improving resilience, it needs to be expanded to wider level i.e. national level. Hence, the lessons learned from this project should be utilized to implement such activities in other districts also so that it could be expanded at the national level. UNDP should help CCU to develop strategies that help to disseminate the TACC lessons at national level and to other districts. This will help to influence district government's development activities and replicate successful activities of this project in other districts.
- The National Development Plan of Uganda will end this year so by the end of this year government will come up with new Development Plan. UNDP has been facilitating National Development Plan preparation process for the government of Uganda and should lobby for influencing planning with lessons from TACC project for mainstreaming climate change in development activities. Moreover, TACC success is widely appreciated and MWE and MLoG from their association with this project have witnessed these from very close, they should also make effort in mainstreaming climate change.
- This project has generated information on the climate status and trends in the region. Knowledge management system developed by this project need to be managed with updated information so that large audiences including planners, researchers and development workers will be benefited. Relevant government department have to take responsibility to manage Knowledge management system. To arrange information feeding mechanism to the Knowledge base, MWE should coordinate with the Universities to include relevant research in the universities' regular research plan and use information from them to update knowledge base.
- TACC has established structures (forum) like ITCP Steering Committee and RCCF but they don't have any legal ground. To make it sustainable it has to be a legally backed permanent structure. There are policy gaps for establishing such structures in existing climate policies and development of bylaws and ordinances to support such structure will require much time. Alternative immediate solution is legalizing under the Local Government Act (Cap. 243; Part II Section 8: in accordance with article 178 of the Constitution), which states that districts may cooperate in the areas of culture and development and establish a council or secretariat to manage joint interests.

Lessons Learned

- Designing a project linking various institutions from grassroots level institutions, government agencies, local authorities and private sector generates huge benefits for sustainability, and through the synergies developed provides the intervention with much greater effectiveness than that which can be achieved by stand-alone projects.
- Community involvement is vital for sustainable community-based natural resource management projects as they are the ones who have to manage these resources beyond the project life. Similarly, involving local trainers is effective to make community understand technical things in easy manner and using them is also cost effective.
- Communities or even CBOs lack knowledge on impact of climate change and potential economic benefits linked to conservation of trees. Hence generating awareness on these will help to provide economic incentives to communities and thereby generate their cooperation for conservation of trees and environment which will help to address climate change issues of the global concern.
- Direct economic benefits to local communities make excellent incentives to achieve conservation goal that contributes in addressing vulnerability to climate change and reduce emission and increase carbon sequestration.
- Use of local resources helps to make activities sustainable. The alternative energy programs were using local raw materials in construction of bio digester, briquette making and in improved stove. These programs never faced shortage of raw materials because they were self-reliant in raw materials.
- Implementing project through NGO and CBOs helped to work closely with the communities and also through them it was easy to raise awareness among communities. This resulted in successful implementation of project activities with encouraging results. But selection of such organisation has to be done carefully as the success of the project depends largely on them. NGO and CBOs involvement also strengthens project with their technical knowledge and experience. That also ensured technical sustainability of the project. The NGO and CBOs selected by the project were experienced hence they were able to interact with communities efficiently and able to convince them and it was also admired by the locals. Their experience and technical strength also helped in implementing project activities successfully with encouraging results.
- Transparency in management determines success and also appreciation from everyone. From hiring of the project manager to entire project management, transparency was maintained and due to that no one had acerbity against the project and was admired by everyone. With the help from every one the project was able to produce desired results. There are many examples of intervention from politician or from authority in staff recruitment, selection of NGO/CBOs and other management that affected project implementation and resulted into failure of the project to produce desired outcomes. More [Recommendations](#) and [Lessons Learned](#) are listed on pages 46-52.