



1. Project Data:		Date Posted : 09/22/2003	
PROJ ID: P002941		Appraisal	Actual
Project Name: Institutional Capacity Building For Protected Areas Management And Sustainable Use Project	Project Costs (US\$M)	17.71	15.68
Country: Uganda	Loan/Credit (US\$M)	12.4	12.1
Sector(s): Board: RDV - Central government administration (72%), Other domestic and international trade (13%), Vocational training (8%), Other social services (7%)	Cofinancing (US\$M)	2.0	1.9
L/C Number: C3115; CP912			
	Board Approval (FY)		99
Partners involved : GEF	Closing Date	01/31/2002	12/31/2002

Prepared by :	Reviewed by :	Group Manager :	Group:
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2. Project Objectives and Components

a. Objectives
(1) Establish effective institutional capacity within the wildlife and tourism sectors for strategic planning, program development and implementation, and to promote long-term sustainability; (2) Secure the vital natural resource base, particularly the Protected Areas (PAs) estate and wildlife resources, during the period that the institutional capacity is being strengthened. The project also aimed to enhance the autonomy and sustainability of the implementing agencies (IAs), i.e., the agencies responsible for the wildlife and tourism sectors .

ICB-PAMSU complemented assistance provided to the tourism sector by the EU, the Netherlands, USAID, and GTZ/KfW. Project progress was hindered after the 1999 incident when 8 tourists were killed at a national park during a period of civil unrest.

b. Components
(1) Strengthening organizational structure, management systems and operational capacity of Uganda Wildlife Authority (UWA), and managerial and technical capacity of UWA staff at Headquarters and Field Levels . (2) Strengthening institutional capacity of other selected conservation -related institutions, complementing the role of UWA, (3) Strengthening the National Commission for Antiquities and Museums (expected successor to existing Department of Museums and Antiquities); (4) Strengthening Ministry of Tourism, Trade, and Industry (MTTI) and Uganda Tourism Board, to promote development of a broad-based, competitive, well-regulated and sustainable tourism industry; (5) Strengthening capacity for human resources development within the tourism sector, through a "Train-the-Trainer" program benefiting both public (Hotel Tourism and Training Institute) and private sector training institutions.

c. Comments on Project Cost, Financing and Dates
The project cost listed in the ICR text (para 5.4) is not consistent with data in the Annex tables . Also, the data in the various Annex tables are not consistent among themselves . Differences between appraisal estimates and actual expenditures are due mainly to reallocations among project components and shortfalls in counterpart funding .

3. Achievement of Relevant Objectives:

(1) **Strengthening UWA:** An organizational structure was developed and fully staffed; contract to retain an Executive Director was implemented; UWA Strategic Plan (but not a business plan) was developed; management of human resources was strengthened substantially; TORs for the UWA Board were adopted; a financial management system was developed and implemented that tightens handling of revenue; UWA's field operations were strengthened by the acquisition of equipment including computers and communications gear; considerable decision -making was devolved to local areas, and policies developed for local revenue sharing and participation in PAs; monitoring of PAs has been strengthened, and poaching and encroachment have been reduced, although they remain problematic;

(2) Strengthening institutional capacity of other selected conservation -related institutions: The Wildlife Department (WD) of MTTI implemented a Protected Area System Plan to strengthen protection of PAs, ratified 2 international wildlife conventions, and participated in international meetings on this subject . WD operations were also enhanced by the acquisition of office and communications equipment . The Uganda Wildlife Education Centre established a new business plan, built new educational facilities, established new wildlife exhibits, and expanded educational linkages with local schools. The Uganda Wildlife Training Institute completed a feasibility study, but the agency's institutional status and role remain uncertain, as does the demand for its services .

(3) Strengthening the Department of Antiquities and Museums (DAM): recruitment of an Executive Director and establishment of an advisory Board were authorized, a number of students were trained, and operational equipment purchased; also within this sub-component, the government approved establishment of a Ministry of Monuments and Museums.

(4) Strengthening MTTI and Uganda Tourism Board : Complementing EU assistance to the tourism sector, several activities were undertaken by this agency, including : development of a comprehensive tourism strategy; tourism statistical database; and sector manpower needs assessment .

(5) Strengthening capacity for human resources development (training) within the tourism sector: a train-the-trainer program involving 103 individuals in the hospitality industry was carried out; physical improvements were made and additional equipment provided to the hotel and tourism training institute; curriculum development for further training was initiated.

4. Significant Outcomes/Impacts:

- Institutional capacity of UWA was strengthened considerably
- Management of human resources in UWA has improved significantly, with improved effects on morale
- The project contributed substantially to improvements in agency governance, integrity, and honesty in contracting

5. Significant Shortcomings (including non-compliance with safeguard policies):

- UWA's ability to contract for concessions in a transparent manner was hindered by political interference
- Recommendations to reduce UWA's headquarters operating costs from 50% of the total budget to 30% were not implemented
- Less progress was made than was envisioned in transforming IAs into more autonomous, self -supporting agencies
- Recommendations to terminate or modify some concessions were not implemented, which undermined UWA's revenue generation potential
- WD ability to carry out international statutory obligations was hampered by lack of adequate staffing
- Vacancies in key MTTI positions resulted in less participation than expected in capacity building and training
- Provision of counterpart funding was delayed, which hindered achievement of some components; by project close, however, 86% of the appraisal amount had been provided

6. Ratings:	ICR	OED Review	Reason for Disagreement /Comments
Outcome:	Satisfactory	Moderately Satisfactory	Most relevant objectives were achieved, but with significant shortcomings (section 5).
Institutional Dev .:	Substantial	Substantial	
Sustainability:	Likely	Likely	
Bank Performance:	Satisfactory	Satisfactory	
Borrower Perf .:	Satisfactory	Satisfactory	
Quality of ICR:		Satisfactory	

NOTE: ICR rating values flagged with '*' don't comply with OP/BP 13.55, but are listed for completeness.

7. Lessons of Broad Applicability:

- The follow-on PAMSU project should place a high priority on addressing the issues of UWA's excessive administrative costs, implementation of the recommendations of the Ministerial Report on concessions, and facilitating UWA's ability to contract for concessions on a transparent basis
- Agency governance is a critical issue, and terms of reference and clear guidelines for IAs should be developed at the project design stage
- Participation of IAs during project identification enhances project effectiveness

8. Assessment Recommended? Yes No

9. Comments on Quality of ICR:

The ICR is satisfactory. However, the ICR could have been improved by providing information on : UWA's ability to

contract for concessions in a transparent manner; the extent to which vacancies in IAs hindered achievement of project objectives; and the extent to which training activities envisioned in the SAR were realized .

In addition, a second ICR was prepared for this project, covering only the GEF portion . However, because the text of this second ICR is identical to this one--including all tables--it is inaccurate, as it attributes all project achievement to the GEF grant, which provided just 14% of the IDA/GEF contribution. The preparation of two identical ICRs for a single GEF-IBRD-IDA blend project was inefficient and contrary to the goal of mainstreaming GEF -funded activities. It would have been more appropriate to the simplification of Bank processes to issue a single ICR . Also, the sector classification should be public sector management .