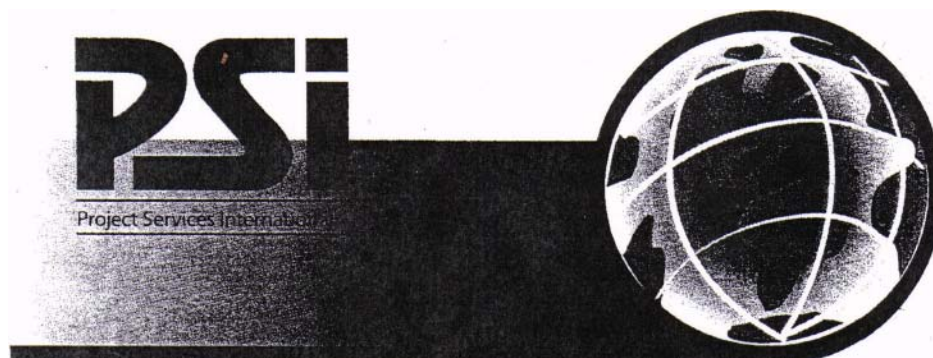
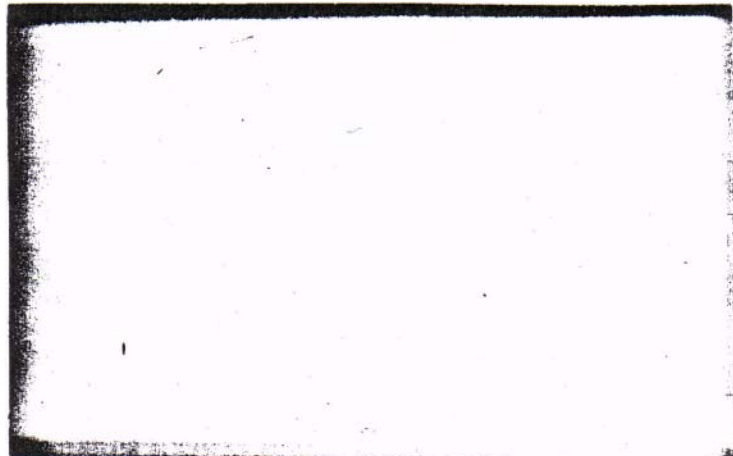


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Nile Basin Discourse- Evaluation Report

NILE BASIN DISCOURSE

Evaluation Report May 2004

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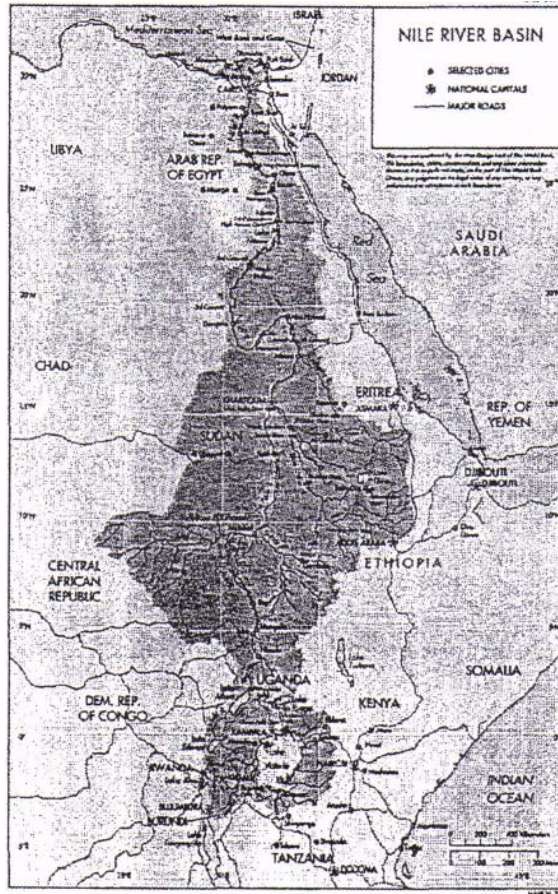
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NILE BASIN DISCOURSE

Evaluation Report



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May 2004

Abbreviations

AOYE	Arab Office for Youth and Environment
CIDA	Canadian International Development Agency
CSO	Civil Society Organization
DFID	Department for International Development
IUCN	International Union for Conservation and Nature
ISC	Interim Steering Committee
HEMNet	Health and Environment Media Network
NBD	Nile Basin Discourse
NBI	Nile Basin Initiative
NDF	National Discourse Forum
NEL-SAP	Nile Equatorial Lakes Region Subsidiary Action Programme
NGO	Non Governmental Organisation
Nile-COM	Nile Basin Council of Ministers
Nile-SEC	Nile Basin Secretariat
Nile-TAC	Nile Basin Technical Advisory Committee
SAP	Subsidiary Action Programmes
SVP	Shared Vision Programme
WWF	World Water Forum

^ Project Services International & MICRODE Consult

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We wish to express our gratitude to the Canadian International Development Agency (CIDA) for giving Project Services International (PSI) and MICROBE Consult the opportunity to carry out the evaluation of the Nile Basin Discourse project. We also wish to express our sincere thanks first to the International Union for Conservation and Nature (IUCN), particularly Francis Karanja and Jean Bagagaza for the logistical support; and second to all the respondents for their cooperation and the enthusiastic way with which they took part in the discussions (The full list of respondents is attached as appendix 2). The evaluation would not be a success without their cooperation.

Gervase Odiko

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1. Executive Summary

Implementation of the Nile Basin Discourse project started on the 1st of April 2002 and was due to end on 31st March 2003. CIDA funding was meant to be for one year; the project, however, got two no-cost extensions: the first

extension revised the project end date to 31st March 2004 and the second to 31st May 2004. Although CIDA provided funding for one year, this was a three year project. CIDA just provided startup funds. It was expected that other interested donors, particularly the United Kingdom's Department for International Development (DFID) would provide additional funding for the remaining two years. None of the expected funds ever materialised and at the time the evaluation was being carried out, the Desk was in the process of being closed down and its assets stored at the IUCN Uganda country office. It had been hoped that after the three years, the Discourse Project would have been

- Summary of vital implementation progress data
- Start date 1st April 2002, planned end date 31st March 2003
 - Process for all inclusive discourse on the development of the Nile Basin started
 - General Assembly of 3 Civil Society Representatives from each riparian country held in Cairo, June 2002
 - Facilitator hired mid-October 2002
 - Desk established and operational November 2002
 - 1st Steering Committee meeting held December 2002
 - Facilitator meets Nile-GOM. in Cairo February 2003
 - Nile Basin Discourse document published March 2003
 - 1st no-cost extension 1st April 2003 to 31st March 2004
 - Administrative Assistant and Driver hired May 2003
 - 2nd Steering Committee meeting held December 2003
 - Nile Basin Discourse Newsletter issued December 2003
 - National Discourse Forums established in 8 riparian countries
 - Relationship with Nile SEC established although MOV not signed.
 - 2nd no-cost extension 1st April 2004 to 31st May 2004
 - Additional funding, although expected, did not materialise, furnishings and equipment put into storage end of May 2004

institutionalised and would be operating as an independent international Non-Government Organization (NGO). Negotiations with DFID were still ongoing at the time of the evaluation and the Steering Committee was working on the proposal to bring it in line with DFID requirements.

The overall goal of Nile Basin Discourse (NBD) was to promote dialogue on sustainable and equitable development, peace and mutual understanding within the Nile Basin. The CIDA funded component was to: establish the Nile Basin Discourse Desk; identify and enlist national, regional and international discourse participants in the Nile River Basin; facilitate dialogue through meetings and workshops; develop and disseminate information and conduct studies of interest and importance to civil society; and establish a permanent and independent organization for discourse on Nile River Basin issues.

The Discourse Desk was established in Entebbe, Uganda and was operational by October 2002. The Interim Steering Committee was set up during the Cairo meeting in June 2002 and held its first meeting in December 2002 at the Desk in Entebbe. This interim committee was transformed into a proper Steering Committee after elections during the General Assembly held in Nairobi in December 2003. The committee has developed a constitution which governs how it conducts its affairs.

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A major achievement of the project was the establishment of National Discourse Forums (NDFs) in eight Nile Basin Riparian Countries. The NDFs are composed of NGOs and civil society organisations (CSOs) from within these countries. This takes the discourse closer to achieving its objective of an inclusive process. Relationships with Nile Basin Initiative Secretariat (Nile-SEC) were established and the Discourse Facilitator was invited to several Nile Basin Initiative Technical Advisory Committee (Nile-TAC) and Nile Equatorial Lakes Subsidiary Action Program (NEL-SAP) meetings. A Memorandum of Understanding defining how NBD and the Nile Basin Initiative (NBI) will collaborate has been developed and will be signed in the near future.

Two documents; the Nile Basin Discourse pamphlet of March 2003 and the newsletter of December 2003 were produced and disseminated to NDFs and other stakeholders during the project life. The documents were produced in English. Some NDFs translated them into languages appropriate for use in their own countries. The project was supposed to have conducted some studies. This however was not achieved as it was hoped that the costs would be met through additional funding.

The process of registering NBD with the Government of Uganda as an NGO has already started. It is recognised that over and above being registered, for NBD to function as an independent institution, more will need to be done in the line of institutional strengthening, for example, developing systems and procedures and re-examining the organisational structure.

Although the project made reasonable progress, some errors in prioritisation were made, for example: extending the life of the project without key staff like the Communication Officer when the project is communications focused; sending a delegation to a conference in Kyoto rather than having more frequent local meetings; not having Steering Committee meetings frequently enough; and operating the Desk as an international NGO instead of as a lower cost local NGO, to mention some. The lack of a designated monitor from CIDA made things worse as there was no one to make decisions about remedial actions and give the project direction. The implementation was found to be Facilitator/IUCN driven rather than responsive to local civil society; this must change if the project is to become a local organization and be sustainable in future.

In conclusion, the process needed to promote civil society and larger public discourse on Nile Basin issues has been started, and in some areas, especially the success in establishing the NDFs, things have gone very well. However, the project is in dire need of funding to enable it to continue. The NDFs have just been established, NBD is in the process of registering as a local organization and is negotiating an agreement with NBI. If additional funding is not found soon, the gains made to date are at risk, and the donors' message of the importance of public consultations and dialogue will be undermined.

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2. Introduction

In March 2002 CIDA approved a grant of one million Canadian dollars to the World Conservation Union (IUCN) to establish the Nile Basin Discourse (NBD) Desk Project and put in place viable and sustainable mechanisms for promoting and encouraging greater inclusiveness by involving and seeking the cooperation of groups representing civil society. The NBD Desk was established in Entebbe, close to the Nile Basin Initiative Secretariat (Nile-SEC) and operated on the funds provided by CIDA up to May, 2004, although, according to plan, these funds were to cover only one year, and other interested donors would have come on board, NBD is still seeking funding from other donors, and, to facilitate this, CIDA agreed to conduct an evaluation that would assist NBD and potential future donors to understand the achievements to date, the potential for the future, the lessons learned, and the opportunities and constraints faced in developing a sustainable and cost effective mechanism for the participation of civil society in the Nile Basin Initiative (NBI).

CIDA selected the Canadian firm, Project Services International, and their Kenyan Associate firm MICRODE Consult to conduct this evaluation. CIDA developed a Terms of Reference (TORs, attached at Appendix 1) for the evaluation, which require the Evaluation Team Leader to conduct a cursory review of the project documents provided by CIDA prior to developing the Work Plan for the evaluation. Following of the work plan, it was circulated to project stakeholders including IUCN.

The evaluation field work was implemented by MICRODE Consult in April and May 2004 and included interviews with key stakeholders and project personnel, reviews of documents, and visits to three of the nine participating countries. MICRODE Consult debriefed IUCN on main evaluation findings at the conclusion of the site visits, prior to finalizing this draft evaluation report.

This document contains the following sections:

- Executive Summary
- Introduction
- Investment Profile
- Evaluation Profile
- Evaluation Findings
- Conclusions
- Recommendations
- Lessons Learned

3. NILE BASIN DISCOUSE PRO JECT OVERVIEW

3.1 Context

The Nile Basin Initiative (NBI) was formally launched in February 1999. The NBI is a transitional institutional mechanism that includes all Nile riparian states (Burundi, the Democratic Republic of Congo, Egypt, Ethiopia, Eritrea, Kenya, Rwanda, Sudan, Tanzania, and Uganda) and provides an agreed basin-wide framework to fight poverty and promote economic development in the region. The Initiative is guided by a shared vision "*to achieve sustainable socio-economic development through the equitable utilization of, and benefit from, the common Nile Basin water resources*" and a set of policy guidelines which provide a Basin-wide framework for cooperative action. The NBI is comprised of a Council of Ministers of Water Affairs of the Nile Basin (Nile-COM), a Technical Advisory Committee (Nile-TAC) and the Nile Secretariat (Nile-SEC). Nile-SEC is located in Entebbe, Uganda.

The Nile Basin Initiative Strategic Action Program consists of two complementary subprograms: (1) the Shared Vision Program (SVP) of technical assistance and capacity-building projects to be implemented basin-wide; and (2) Subsidiary Action Programs (SAPs) to be carried out in the Nile Equatorial Lakes and Eastern Nile sub-basins, with decisions made at the lowest level by two or more Nile riparian countries, and comprising project investments at the sub-basin level.

CIDA and the NBI - Canada's current grant contribution to NBI takes the form of two projects that total Cdn\$26.0 million over the next five-years. Of the Cdn\$26.0 million, about Cdn\$16.0 million is to fund a basin-wide Shared Vision Nile Basin Trans-Boundary Environmental Action Project and the preparation costs of the Watershed Management sub-basin project in the Eastern Nile region. The sub-basin project is geared towards preparing a "bankable" project for private and public investment that will translate quickly into tangible benefits for the riparian countries, especially the rural population. The second project, the Nile Basin Initiative Support Project -valued at Cdn\$10.0 million, is directed at supporting NBI's Shared Vision Program of Confidence Building and Stakeholder Involvement. In addition, CIDA is supporting preparatory studies linked to the sub-project in the Power Sector in the Nile Equatorial Lakes region to attract public and private sector investment; and support to strengthen the Nile-Secretariat.

Due to the diversity of NGOs and Civil Society Organisations in the Nile River Basin, the primary function of the Nile Basin Discourse, a parallel project supported by CIDA to promote dialogue between the Nile Basin civil society and the Nile riparian countries, is one of facilitation, ensuring that dialogue takes place and that all interested or affected parties have the opportunity to express their views.

Responding to the challenge of involving civil society in the NBI process and recognizing that hitherto the Initiative had comprised only representatives of governments of the ten riparian countries, IUCN, formerly the World Conservation Union, took action, initially together with World Wildlife Fund (WWF) and the World Bank, to initiate an international discourse on the Nile. IUCN developed the concept for the establishment in Entebbe of an International Discourse

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Desk in order to support the civil society of all ten-member countries in having a voice and a significant role in the NBI process.

Since the lives of many people and the communities in which they live will be directly affected by the-NBI, developing the means through which target groups can become more -involved and participate in planning and decision making will be critical to its wider acceptance and success in the region. Engaging these groups, including women's organizations, youth groups, producer and business associations, environmental and conservation councils, unions, academic institutions, professional associations and international organizations, in discourse on Nile River Basin issues will allow a diversity of thought and opinion to be captured, thus reflecting differences that exist between civil society, the private sector and government.

3.2 Nile Basin Discourse Project Goal and Purpose

3.2.1 Project-Goal

The goal of the Nile Basin Civil Society Discourse Desk Project was to promote dialogue on sustainable and equitable development, peace and mutual understanding within the Nile River Basin.

3.2.2 Project Purpose

The project purposes were to:

- Establish a civil society discourse desk in Entebbe, Uganda
- Identify and enlist national, regional and international discourse participants in the River Basin
- Facilitate dialogue through meetings and -workshops
- Develop and disseminate information and conduct studies of interest and importance to civil society
- Establish a permanent and independent organization for discourse on Nile River Basin issues

3.2.3 Project Activities

There were three main activities identified for this project:

- Communications and information dissemination
- Dialogue promotion
- Exposure and interaction events

3.2.4 Expected Project Results

Expected outcomes of the project were:

- Civil Society Discourse Desk established and effectively and efficiently operating;

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- Working relationship established with the Nile Secretariat of the Nile Basin Initiative;
- Communication and information flows are enhanced between interested and affected parties on pertinent issues relevant to the Nile Basin; and
- National, regional and international civil society organizations constructively engaged in discourse activities and dialogue.

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4. Investment Profile

CIDA approved a \$1.0 million one-time grant to assist in initiating the Nile Basin Civil Society Discourse that is all inclusive. Prior to the implementation of the Nile Basin Civil Society Discourse Desk,- all discussions on the joint development of the Nile Basin only involved governments: Nile-COM being a council of Ministers of Water affairs from the riparian countries, the Technical Advisory Committees (Nile-TAC) being comprised of senior government officials from Ministries of water affairs and a secretariat (Nile-SEC). The Discourse Desk was to be a separate entity which would support public participation in discussions on NBI. CIDA's funds were channelled through the International Union for Conservation of Nature and Natural Resources (IUCN) in Gland, Switzerland. IUCN was responsible for implementing the project and managing the Grant. CIDA signed a contribution agreement with IUCN in 2002.

CIDA funds were to pay for personnel, equipment, furnishings and fixtures for the office, and the costs of meeting and publications. The budget was apportioned as follows:

Table 1: Project Budget for CIDA Support to NBD

Item	Cost (Can\$)
1. Office Establishment Cost	103,000.00
2. Office (Personnel & Expenses)	307,000.00
3. Country Focus Activities	200,000.00
4. Project Activities (Meetings/Publications)	300,000.00
Sub-Total	910,000.00
5. IUCN Management @ 10%	90,000.00
TOTAL	1,000,000.00

CIDA's grant was budgeted to cover one year, but as no other donor funds have been forthcoming, the Nile Basin Discourse Project stretched the funds to cover 26 months of operations.

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7 Evaluation Profile

The evaluation was conducted using a combination of methods and tools including semi-structured interviews. Semi-structured interviews were used to gather information from a sample of stakeholders selected from the 10 riparian countries. The stakeholders interviewed included representatives of NDFs (i.e. participating Civil Society Organisations and NGOs), IUCN Officials, Civil Society Discourse Desk Facilitator, representatives of Nile-SEC and Nile-TAC. A full list of the respondents is attached in Appendix 2. The interviews were conducted using the tools developed during preparation and circulated in advance to correspondents. Interviews were held in such a way that the agenda of each interview was partially controlled by the respondent and partially by the evaluator. The discussions were kept open to encourage the respondents to offer any additional information they thought appropriate.

The evaluator held a preparatory meeting with IUCN officials at their premises on the 8th of April, 2004 where he was also given an overview of how the project was conceived and how implementation had progressed so far. Some documents for review were made available to the evaluator during this meeting. It was agreed that the evaluation field work should start on the 19th of April when IUCN would drop more documents for review. The period between 8th and 19th was spent reviewing the available documents and working on the evaluation framework, identifying the key respondents, getting in contact with the respondents and making appointments.

The evaluator travelled to Entebbe Uganda on 26th April and travelled back to Nairobi on the 1st of May. Whilst in Entebbe, he took advantage of the presence of Steering committee members and held discussions with representatives from Tanzania, Rwanda, D. R. Congo and Burundi. He travelled to Egypt on the 2 May and returned on the 6th May 2004. He travelled to Kisumu on the 12th May where he finalised field work and returned to Nairobi on 14th May.

Collation of data and drafting the report started on 17th May, and the evaluator had a debriefing session with IUCN on the 26 May.

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CIDA for a 1 year no-cost extension, which CIDA granted. The new project end date was therefore revised to 31st March 2004. To help the project tidy up its closing down process, the project was granted a further two months no-cost extension and was now due to close on 31st May 2004.

The implementation of the project was slow mainly because of the nature of the project; the implementing body, the Steering Committee, has its members spread over all the ten riparian countries of the Nile Basin; and several of the member countries do not have well established traditions of dialogue with civil society.

6.1.2 A Civil Society Discourse Desk Established and Operating

In order to establish a Civil Society Discourse Desk in Entebbe, several activities were planned which included: Recruiting the Discourse Facilitator, Establishing the Nile Basin Discourse Desk (NBDD), Initiating consultation with NBI Secretariat, Creating awareness on the discourse through production and distribution of brochures and other publications on NBD.

The facilitator was hired and came on board in mid-October 2002 (over six months after the project started). An office was leased, furnished and equipped. The Nile Basin Discourse Desk was therefore established and operational by November 2002. Initially, it had only one staff member, the Facilitator but additional staff members (Administrative Assistant and Driver) were hired and came on board in May 2003.

Although, as noted above, CIDA provided funds for one year, it was expected that other interested donors and particularly DFID would provide additional funding. None of the expected funds ever materialised and at the time the evaluation was being carried out, the Desk was being closed down and its assets stored at the IUCN Uganda country office. Everybody was however hopeful that the closure would be only for a short period and that another donor would be found to continue with the work already started.

6.1.3 Discourse Participants National Regional and International Identified

With the support of the project, National Discourse Forums (NDFs) have been established in 8 out of the 10 riparian countries. The purpose of NDFs is to: one, mobilise CSOs in each country to participate in the discourse and two, enhance awareness of the discourse, build legitimacy nationally and establish a national management structure. NDFs are composed of NGOs and other Civil Society Organisations (CSOs) from the countries with activities that relate to the development of the Nile Basin. Of the countries visited, it was found out that in Egypt, NDF is hosted by Arab Office for Youth and Environment (AOYE) whose chairman is Dr. Emad Adly who is also the Steering Committee Chairman, while in Kenya NDF is hosted by Health and Environment Media Network (HEMnet) which was an IUCN project funded by CIDA. The project has since ended. The HEMNet Chairman Mr. Joseph Ngome is the Vice Chairman of Kenya NDF. From discussions with other Steering Committee members during the April Steering Committee meeting in Entebbe, it was clear that NDFs are generally hosted by other NGOs linked to Steering Committee members.

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To assist each country establish an NDF, IUCN issued a contract to the National Focal Point persons (who were members of the Interim Steering Committee (ISC)). According to the terms of reference for the contract, the expected outputs included a draft report detailing the process of the establishment of NDFs, a plan of activities for the NDFs, the national constitution for the NDFs and a database of the CSOs interested in the Nile Basin Discourse process. IUCN undertook to pay a consultancy fee of US \$15,000 for this exercise. This was not a best management practice on the part of IUCN for the following reasons: if the task of establishing NDFs was to be contracted out as consultancies, the procedure for sourcing the consultants should have been more open. The best person to establish an NDF is not necessarily the National Focal Point person; it would probably be more appropriate if the subcontractors were institutions as opposed to individuals (National Focal Point persons); some of organisations currently hosting the NDFs felt that part of the funds could have been used to pay for communications and other costs. This could have been an effective use of funds.

The participating NGOs are mainly local NGOs and CSOs as opposed to regional or international organisations. Involving international NGOs was played down after some not very good encounters with one particular international NGO, which is a rival to IUCN. Their involvement however remains to be followed in future.

As would be expected, the NDFs are at different stages of development, with some having elected officials, drawn their constitutions, organised some meetings and even carried out some environmental activities. Eritrea and Democratic Republic of Congo (DRC) are the only riparian countries that have not established NDFs - DRC because it was not represented at the first Interim Steering Committee Meeting and Eritrea because generally speaking CSOs are not very active there. It is important to note however that there is ongoing communication with these countries and they will hopefully establish NDFs in the near future.

6.1.4 Dialogue Facilitated through Meetings and Workshops

The Facilitator initiated consultation with Nile-SEC by attending a Nile-TAC meeting in February 2003 and the 10th Nile-Corn meeting in Cairo where he took the opportunity to introduce NBD and the NBD Desk. The Facilitator also attended NEL-TAC meetings held at NBI offices in Entebbe. A Memorandum of Understanding (MoU) between NBI and NBD has been drawn although not signed yet and it is hoped to be signed soon. The MoU defines how NBD will engage in NBI activities. Consultation with Nile-SEC has therefore been initiated and is expected to continue and to be strengthened.

6.1.5 Information on the NBI Developed and Disseminated; Studies of Interest and Importance to Civil Society Conducted

Two documents were produced during the project life; the first document to be produced was the "Nile Basin Discourse", a pamphlet introducing the Nile Basin Discourse which was produced in March 2003. The Pamphlet states the goal and objectives of the discourse process. The second document produced was entitled "Nile Basin Discourse (NBD), Civil Society Engagement on the Nile." It was produced in December 2003 and is generally referred to as the "Newsletter". This document contained such topics as "The Need for Discourse of the Civil Society on the Nile"

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Basin and the Discourse Desk"; "Shared Vision for the Nile Basin Countries"; "Nile Basin Initiative Process Update" and "Summary of Key Activities at the Project Level, Revised November 2003" amongst other topics of interest. It also reported on NBD achievements and planned activities.

Because the members of the Steering Committee are widely distributed over the vast Nile Basin, the cost of bringing people together for a meeting was found to be high. It is for this reason that the project invested in the establishment of e-mail and web-communication among the Steering Committee members. All the members of the Steering Committee are able to communicate through the Discourse web-site through the use of a secret pass-word. It is also possible for them to download and up-load information from the web-site. They were given a one-day demonstration on the use of the web-site. The project also gave financial assistance to Focal Point persons in each riparian country to enable them get connected to e-mail services. This form of communication was thought not only to be cheaper but also more effective.

Steering Committee members reported that the Facilitator forwarded to them a lot of information through e-mail. However, one Steering Committee member felt that more use could have been made, for example in reviewing the newsletter prior to publication. The Steering Committee members are also able to get more information from the web-site although it appears that forming the habit to use web-communication has been slow as people ask for information that has already been posted on the web-site or ask for information that has already been sent to them through e-mail.

Although planned for, no studies have been conducted to date. It was hoped that the studies would be paid for using additional funding from other donors, which did not materialise.

6.1.6 A Permanent and Independent Organisation for Discourse on Nile River Basin Issues is Established

The General Assembly was set up in Cairo in June 2002 (prior to the hiring of the facilitator). To facilitate this process, IUCN invited 30 NGOs, 3 per Nile Basin riparian country to the Cairo meeting. This formed the General Assembly which is the ultimate authority on the process. Of the three representatives per country, each country was required to elect one person to be a member of the Interim Steering Committee. The Interim Steering Committee is therefore made up of 10 individuals, each one of them representing a riparian country. The Interim Committee members were required to elect their officials; The Chair, the Deputy Vice Chair and Secretary General.

The first Steering Committee meeting was held at the Desk in Entebbe in December 2002. The purpose of this meeting was, among others, to develop a work plan for the following months, work on the roles of the Interim Steering Committee in the Discourse process, and identify Nile Basin activities and agencies that support activities in the Nile Basin.

6.1.7 Other outputs as contained in the Work Plan

Enhanced Capacities of NGOs and Other Stakeholder (CSOs) to Engage in Dialogue: The

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activity listed for this output as indicated in the 2003 Work Plan was the preparation of a research agenda. Ordinarily, enhanced capacity would mean capacity building activities for the NGOs and Civil Society Organisations were carried out.' One may have expected to see, therefore, interventions leading to increased capacity of these organisations in the work plan. NDFs have been established in eight out of the 10 riparian countries, but no activities intended to enhance their capacity or the capacity of the NGOs/CSOs that makeup NDFs were carried out.

6.2 Relevance of Results

6.2.1 The Discourse Desk Established

The Discourse Desk was found to have been established and operational. The Desk was equipped with computers, telephone, fax and other office equipments, see the list of project assets in Appendix 2. A Resource Centre has been established in one of the rooms at the Discourse Desk. *This result was found to be relevant and appropriate for the Nile Basin Discourse Project, although the CIDA auditor questioned -whether the Desk needed such a large facility.*

6.2.2 Facilitator Hired

It was found out that the Facilitator, who is the head of the Discourse Desk, had been identified and hired. *That the Desk should have a full-time Facilitator was found to be appropriate.* It was noted that because the Facilitator was contracted by IUCN, to whom he remained accountable and who who carried performance appraisal, his commitment was more to IUCN than to the Steering Committee. The Steering Committee saw him not as working with and answerable to the Chairman of The Steering Committee but rather as part of the IUCN team.

While the Facilitator should be accountable to The Steering Committee and not to IUCN, this was not possible at the outset as the Steering Committee had no legal capability to enter into a contract with another party and could not have hired the Facilitator. Nor did they have the systems, policies and procedures with which to function. This was the reason CIDA channelled funds for this project through IUCN. Thus, the Facilitator had to follow IUCN policies and procedures, which may not have gone down well with some Steering Committee members. IUCN and the Facilitator needed to be sensitive to the evolution of NBD and the need to respond to local management and ownership issues.

6.2.3 Documents Produced and Disseminated

The Desk produced two documents during the project life; the Nile Basin Discourse pamphlet in March 2003, and the Newsletter in December 2003. The documents were both produced in English. The documents were widely distributed and the NDFs reported having received many copies for further distribution by them. The languages spoken in the 10 Nile Basin riparian countries include English, French, Arabic, Amharic and Kiswahili and many more local vernacular languages. It should be made clear to NDFs that they are expected to translate these into whatever language their target group spoke and resources for this need to be made available. NDFs are best placed to do the translation because they can then put the documents into the

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cultural context to give more meaning at the local level. The final consumer of whatever document is to be produced must be well defined; this will determine the kind of presentation to be used, straight prose, tabular or comical for example.

It was clear that most of the activities were driven by the Facilitator and IUCN without wide consultation with ISC members and this was the case in the production of the newsletter as well. The ISC Chairman did not see the draft newsletter and was surprised and displeased to see some sections which he thought were counter productive to the discourse, for example, the section on Nile Basin Society whose Chairman is known to be against the Nile Basin Discourse project. Some Steering Committee members felt the presentation in the newsletter was "bland", that is, plain text without the use of pictorial illustrations that would make the newsletter more attractive. They felt some illustrations and pictorial presentations would have improved the quality of the newsletter. That they raised this issue is an indication that they were neither consulted nor their input sought. It is telling that the newsletter does not contain articles or other clear inputs from NDFs. The members of Steering Committee reiterated that the target readership of documents must be clearly defined and presentation made appropriate for the target population.

6.3 Appropriateness of Design

The concept of involving civil society in the discourse at all stages is both bold and innovative. Many Governments, especially in developing countries, view civil society with suspicion and see their representatives as spoilers. This view was evident even during this evaluation. Civil society organisations on the other hand have their own reservation about Government activities. The case of Bujagali Dam in Uganda, where the Government, working with investors, designed a dam without involving the wider civil society, up to the point where it was ready for construction, is a good example. On learning of the dam, civil society organisations raised the alarm about some environmental issues, leading to a stop in the construction. If civil society had been involved from the beginning, this might not have happened.

The involvement of CSOs means that apart from Government policy makers, people from virtually all sectors will have been involved in policy and decision making processes. This will directly contribute to the peaceful and sustainable development of the Nile Basin. There are things the Government can do best and there are others where civil society excels. Community mobilisation and awareness creation are best left to civil society organisation while regulatory roles, for example, making sure that environmental impact analyses are carried out before implementation of projects is best left Governments. The two parties therefore need each other. *The project design has been found to be appropriate.* It must be added immediately however, that appropriateness of design is not enough if there are no funds to implement the project fully.

6.4 Effective and Efficient Management

The project implementation started in April 2002 and was due end in March 2003. IUCN requested CIDA to grant the project a no-cost extension for 12 months which was granted. The revised project end-date was then March 2004 but this was again extended and finally scheduled to end at the end of May 2004. The implementation of this project was therefore delayed and

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although the project made efforts to use limited funds efficiently, the extension of the project by 14 additional months (the project lasted 26 months instead of 12) without staff critical to the project such as the communications officer and less money for programme activities rendered the project less effective than it could have been. Also some decisions made by the project management are questionable, for example, extending the project life when the funds available for programme activities were inadequate. The Facilitator stood to benefit from the no-cost extensions and the failure to hire the communications officer as the funds in the budget line for the communications officer were diverted to pay for his remuneration over the extended period. As the budget for the communication officer's remuneration was not adequate to cover the Facilitator's remuneration, funds were diverted from other programme activities to bridge the gap. This led to a situation where the project was top heavy with overhead costs especially after the no-cost extension. It appears that this made the project unattractive to new donors as nobody wants to fund projects with big overheads and no program.

The evaluator was unable to find the person directly and solely in charge of monitoring the implementation progress of this project and take remedial action where needed within CIDA's administrative structure.

6.5 Sustainability and Replicability of Model

6.5.1 Sustainability

Sustainability encompasses several concepts and has been defined in different ways depending on the specific development activity. Core to the meaning is that the benefits of the project continue to flow to the beneficiaries after the project ends. This alternatively means that project activities continue after the project ends. In this context it means that all inclusive dialogue on the development of the Nile Basin continues after the project ends. For this to happen, some factors such as the legal status, organisational structure, and operating systems and procedures must be considered and be put in place. Sustainability is a long term issue, however, and one or two years of project life is too short a period to pass judgement about the Sustainability of the project. This project would stand the best chance for Sustainability if the discourse process were owned and controlled by the civil society organisations.

6.5.2 Institutional Analysis

Registration gives an organisation the capacity to enter into contracts with other persons or agencies. At the time of the evaluation, the process of registering Nile Basin Discourse as an NGO had been started. The new legal status would give the Steering Committee the ability to operate as a legal person including entering into contracts with donors and hiring staff. Sustainability of an organisation goes beyond registration; it includes other factors such as ability to function independently as an institution. To function independently requires that the institution has a viable organisational structure, systems (administrative, financial and procurement policies to mention some) that make it function and funding on long term basis. NBD is in the process of getting registration from the Ugandan government as an NGO. It must also strengthen its capabilities to function as an independent institution by putting into place systems, revisiting its organisational structure and addressing the question of long-term funding.

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All the members of the Steering Committee come from a "home NGO". It was felt by some that loyalty to "home NGOs" could be more than loyalty to Nile Basin Discourse and that if they got a chance to raise funds; they would be more likely to give their "home NGOs" priority — this was felt to be the case during the Kyoto meeting, for example. It was suggested that the possibility of setting up a secretariat whose members have no affiliation or strong attachment to a "home NGO" be looked at. In this arrangement, the officials could take sabbatical leave from their home NGOs to serve Nile Basin Discourse on full-time basis. This could be done on a rotating basis, by country. The disadvantage of this is that it would require core funding. Alternatively, if additional funding is available, the Steering Committee could become the Board of Directors of the NBD NGO and could hire staff at the Desk who would have fund raising as part of their responsibilities. This would require a very clear definition of the roles and responsibilities of NBD which would enhance the activities of the participating NGOs/CSOs through networking and synergies without competing with them.

6.5.2 Financial Analysis

Table 3: Comparative analysis of Budget, Actual Expenditure and Outputs

Item	Cost (US\$)		Variance
	Budget	Actual	
1. Office Establishment cost	60,195.00	56,933.00	+3,262
2. Personnel and Office Expenses	215,485.00	230,725.00	-15,240
3. Country Focus Activities	125,000.00	113,041.00	+11,959
4. Project Activities (Meetings/Publications)	175,934.00	157,917.00	-17
Sub-Total	576,614.00	576,616.00	-2
5. IUCN Management @ 10%	57,661.00	57,661.60	-0.6
TOTAL	634,275.00	634,277.60	-2.6

Source: Financial Report dated 26th April, 2004

As shown in Table 3 above, the project's overall expenditure was within the project budget. Regarding the over-expenditure in the line budget for personnel and office expenses, caused by extending the project life to 26 months instead of the 12 originally planned, the Facilitator confirmed to the evaluator that this was okay with CIDA as long as the bottom line did not exceed the total budget. Whereas NBD relied on IUCN for financial management because the contract was between CIDA and IUCN and because NBD was not capable of carrying out financial management to the required standards, with capacity building NBD can acquire these capabilities and be able to satisfy contract conditions in future.

There are several project activities that were not carried out: in all cases budgetary constraints are cited as the cause. The following are a few examples:

- It was a feeling of the Steering Committee that more documents should have been collected and other information collated and made available at the Resource Centre. The Management response was that this was not done due to limitations in funds;
- The draft Steering committee minutes of the April 2004 meeting observed that "most" of the activities planned for 2004 were not implemented and again the

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explanation was "lack of funds";

- In the same draft minutes, it is said that the ToR for specific officials of the Steering Committee could not be refined because this required a consultant's input and funds were not available.

Although this was because the project made work plans all the time hoping that additional funds would be made available to the project by other donors which did not materialise, the Facilitator's salary having been paid over 26 months instead of 12 months originally planned for contributed to programme budgetary constraints. This is to say that funds were used to keep the project open although the project was unable to implement its activities.

Chart 1 below shows a summary of the project budget by the major budget subheadings. From the chart, it can be observed, that the project appears top heavy with personnel and office expenses. Personnel and Office Expenses are substantially higher than the cost of Project Activity costs. It was argued that if additional funds from other donors were made available, the ratio would improve. It was also argued that it is a positive thing that the Discourse Desk is already established and project activities started as new funding will go directly into project activities.

Chart 1: Expenditure Analysis

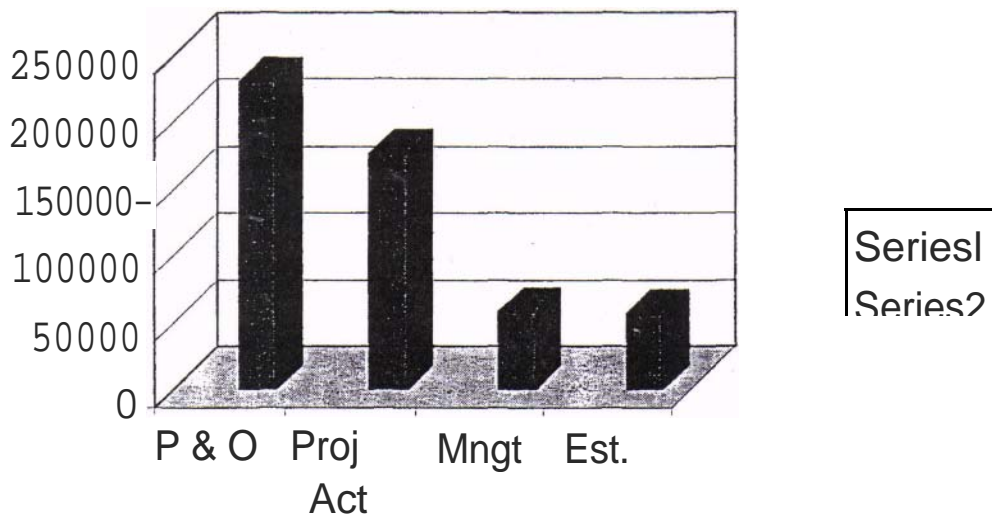


Chart 2 below, which is an analysis of just Personnel and Office Expenses only, shows that the cause for the project being top heavy with Personnel and Office Expenses is because of the Facilitator's remuneration, which is way above all the other costs. It is important to note that one of the concerns of DFID in funding the project is the Facilitator's remuneration. According to the new proposal, the Facilitator will cost the project a total of US \$ **121,000 per year** including some (personal use of the project vehicle is not included in this) of the perks. IUCN feels that the Facilitator's remuneration is within the range of what they pay to staff of this calibre and that it is

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within what was budgeted for, but is this kind of remuneration sustainable when the NBD begins to operate independently? Other personnel expenses need to be reviewed, for example, with such a small office one might wonder if it was necessary to employ a driver. IUCN should think of NBD as a local NGO and not as an international NGO of the stature of I-UGN or some UN Department. This should be reflected in salaries paid to NBDD staff, assets owned NBDD, and the manner of its operations, for example holding meetings at venues similar to those used by other local NGOs and not at Five Star hotels. This would improve chances for NBD's sustainability.

Chart 2: Analysis of Personnel and Office Expenses

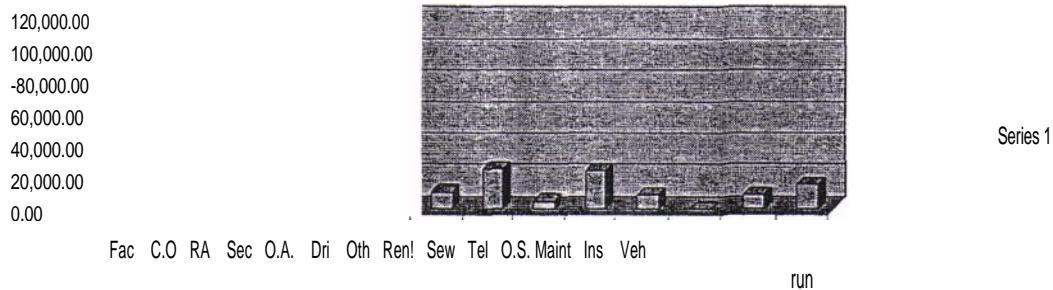
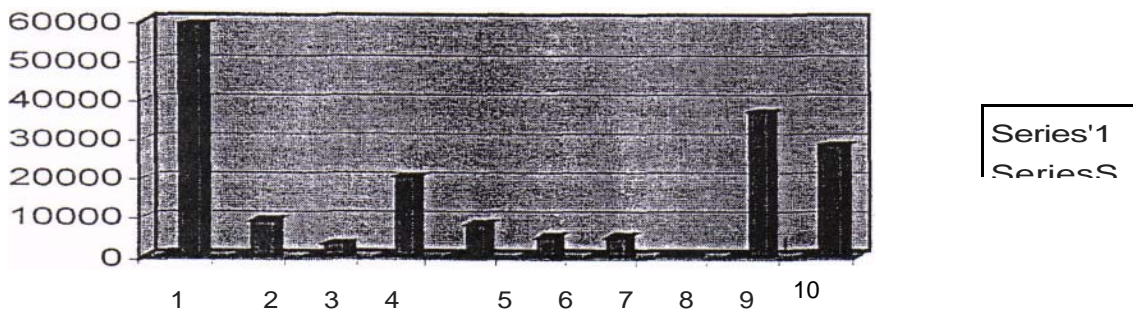


Chart 3: Expenditure Analysis for Project activities



Key to Chart 3: Expenditure Analysis Project Activities

1	Annual Conference
	Country support - travel, accommodation, DSA etc
3	Attendance at NBI meetings
4	Attend International meetings
5	Commissioning of specific studies
6	Document preparation & publication
7	Newsletter production & distribution
8	Translation
9	Steering Committee Meetings
10	Technical advice for project activities – IUCN

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Under the budget subheading, Project Activities, the three most costly activities are Annual Conference, Steering Committee meeting and Technical Advice for project Activities by IUCN as can be seen in Chart 3 above. One of the factors contributing to the General Assembly being costly is the air tickets. It was confirmed that The Hilton Nairobi, where the meetings were held gave big discounts to IUCN because of the many conferences they hold there per year and therefore the cost of boarding and lodging was a lesser cause. It is because of the high cost of Steering Committee meetings that the project invested in internet and e-mail communication facilities for the Steering Committee.

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7. Conclusions

This project was grossly under-funded and some errors in prioritisation of expenses and activities were committed. The Desk must reflect the status of a local independent NGO, with commensurate decisions on staffing, equipment and office facilities. The Facilitator should have been locally engaged, not internationally. The Desk was housed in a big mansion, in a posh area, with a guest wing. While the current building was leased at a discount, the decision of the NDFs to host their national offices within existing organizations is significantly less- expensive, and renting a single office from a local NGO could be considered in order to lower overhead. Sight must not be lost of the fact the Discourse will soon be independent and must be cost effective to be sustainable. The Desk must learn to hold meetings at venues comparable to those used by local NGOs. Very few local NGOs would hold meetings at Five Star Hotels. The danger here is that after being used to such practice, the Discourse will find it very difficult to adjust downwards later.

CIDA funds which were meant to be utilised for one year were stretched for two years. The activities already implemented are quite impressive; the Discourse Desk established, NDFs formed hi 8 out of the 10 riparian countries and discussions are going on between the Discourse Desk and the remaining 2 riparian countries with a view to open NDFs in these countries, communication with Nile-SEC already started and draft MoU prepared and ready for signing between NBD and Nile-SEC, among other activities successfully implemented. It would be a pity if after such mobilisation that everything comes to a sudden halt without taking into account what the project has achieved.

This is a costly project by its very nature considering its wide remit, but the benefits far outweigh the costs. Everything possible should be done to get another donor for a minimum of an additional two years. During this period, institutional capacity strengthening for the Steering Committee and the Discourse Desk should be intensified to make ,sure that the new NGO acquires the capacity to be able to operate independently. To make sure that NBD drives the process, a clear timetable should be drawn showing how the Steering Committee takes on increased management responsibilities over time while IUCN's management responsibility decreases over the same period.

Careful donor monitoring, to reinforce the need for cost effectiveness and the transfer to local control, should also be considered.

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8. Recommendations

- The Steering Committee must own and drive the process if this project is to be sustainable in future. ;
- The Desk or Secretariat should be based on local NGO standards and must not have international expectations for salaries or facilities, i
- A monitoring system must be put in place for the project.
- Apart from attending meetings organised by others like Nile-SEQ, Nile-TAC and other international meetings conference, NBD should be in a position to initiate and convene some conferences. This will give them a chance to control the process, instead of limiting itself to the few minutes accorded when invited to attend meetings and conferences organised by other agencies.
- The languages, spoken in the Nile Basin are vast and varied. NDFs should be encouraged to translate all documents produced into languages understood by the target population. Such translation must give the messages cultural context. A budget provision for this should be made at the time of proposal development.
- This is a slow project to implement because of nature; involving many CSOs and wide geographic remit. Implementation plans must take this into account-arid should not be over ambitious. Nonetheless, greater use could be made of modern information technologies to consult with Steering Committee members and include them in decision making.
- The forums for discourse at which NBD has participated include; Nile-SEC and Nile-TAC meetings. During the last Steering community meeting, it was suggested that interaction with other institutions dealing with water resources be initiated. The suggested institutions are Global Water Partnership, World Water Forum, East African Community, COMESA, NEPAD, IOAD and Arab Maghreb Union among others.
- The structure and the working modality of the Steering Committee should be revisited. The issue of whether the Steering Committee officials should take sabbatical leave from their parent NGOs and serve NBD on full-time basis should be given serious consideration. In addition, once the NGO registration is complete, the NBD Desk staff should report to a manager accountable to the Steering Committee, or Board. See suggested structure in **section 10.4, below.** |
- In future, making plans with the hope that another donor will be coming on board should be avoided. It creates anxiety and makes it appear like so many activities planned for were not carried out when such funds delay in being realised. This may also hinder the project management from getting the priorities right.
- If funded over the next two years, institutional capacity strengthening for NBD should be given high priority. The Steering Committee should drive the process! including a review by the Steering Committee of the staffing needs of the NBD Desk, and a decision on transferring staff contracts from IUCN to the new NGO. The Board may want, to consider holding a regional competition for a Manager to replace the IUCN Facilitator, and developing a Human Resources Manual reflecting terms and conditions of employment that are fair, competitive and affordable for a local institution.

This section (2 pages) was delivered after the original documents by fax; hence the different serial numbers.

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- * Institutional strengthening of NBD was not given adequate attention during the ending phase; it should be given the attention it deserves in the next Raiding phase.

9. Lessons Learned

POSITIVE	NEGATIVE
<p>Methodology:</p> <ul style="list-style-type: none"> The contract for the implementation of NBD was signed between CIDA and IUCN but it was agreed that an institution would be set up to continue with project activities independently on a long term basis after the project ends. This is good for sustainability as long as the institution is given the opportunity and support to develop. CIDA was concerned about the future of NBD and took part in the discussions about future funding of NBD although its own funding phase was coming to end. Working with CSOs, especially many of them at the same time is a challenge not many organizations are willing to take. It can be slow and not all of them come on board because they like what is being done; some only join because they see it as a source of funding for their own preferred activities. 	<p>Methodology:</p> <ul style="list-style-type: none"> Greater focus should have been placed on institutional capacity building. CIDA should have recognized and demonstrated recognition of the Steering Committee by including their representatives (Chairman and Secretary General) in meetings with IUCN. Given that the project activities were expected to continue after the project life through the steering committee, the Steering Committee should have been included on all donor meetings particularly on issues relating to future funding. The Steering Committee should have been represented at the March 8th meeting held at Safari Park. It is not prudent development practice that CIDA, NORAD, DfID and IUCN meet to discuss future NBD funding without representation of the Steering Committee. The Steering Committee should drive the process and should be given a chance to do so. It is the normal practice that the Chair calls and presides over meetings. The Chairman and the Secretary of the Steering Committee did not attend the last meeting. The Chairman had wanted the meeting put forward by one week but this was rejected. The project did not have a specific monitor following up implementation progress and making adjustments as may be necessary. This is not a best management practice by CIDA. In future, CIDA should consider having monitors for all its projects. No cost extension should only be granted where funds available for project activities are reasonable.

10. ISSUES AND CONCERNS

10.1 Relationship of the Facilitator with IUCN and Steering Committee

Although the Interim Steering Committee participated in the recruitment of the Facilitator, he remained through out the life of the project an IUCN employee. The employment contract was between him and IUCN and his performance appraisal carried out by IUCN. His loyalty was more to IUCN than to the Chairman of the Steering Committee. It was felt that this affected the way in which the Steering Committee operated. Some of the performance appraisal criteria should have been set by the Steering Committee, and a representative of the Steering Committee should have been part of the Performance Appraisal for the facilitator.

10.2 Communications Officer

Although planned and budgeted for, the Communications Officer was not hired. The explanation given was that because the project was granted a no-cost extension by CIDA, the facilitator needed to continue the work he had started and the budget line for Communications Officer was moved to pay the Facilitator. Initially, a provision of only year was made for the Facilitator's remuneration. This however still raises the question of how the project operated without a Communication Officer for one year. The no-cost extension must have been requested for after one year, during which no Communications Officer was hired.

During the life of the project, only two documents were produced and distributed. This is attributed to the fact that there was no communications officer on board. The feeling that information collation, repackaging and dissemination were not adequately carried was also expressed by members of the Steering Committee during the April 2004 meeting.

10.3 Vision for Nile Basin Discourse

The following is a summary of responses received when respondents were asked what their vision for NBD is:

The Nile Basin Discourse Forum is an independent institution with a secretariat for its coordination and a functioning communication system. The communication system should allow NGOs, CSOs down to Community Based Organisation (CBO) and community levels know what is going on in the Nile Basin. The Nile Basin Discourse Forum would then be a partner with IUCN and other international organisations.

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Appendices

Appendix 1: TERMS OF REFERENCE FOR AN EVALUATION

**Nile Basin Civil Society Discourse Desk Project
(CIDA Project No: EG-31606-BFT-21334)**

1. BACKGROUND

After many years of preparation and considerable donor support including CIDA support, the 10 riparian countries of the Nile basin (Egypt, Sudan, Ethiopia, Eritrea, Uganda, Tanzania, Kenya, Rwanda, Burundi and the Democratic Republic of Congo) produced in 1998 a Revised Nile River Basin Strategic Action Plan and in February 1999 the Council of Ministers of the Water Affairs of the Nile States (Nile COM) launched the Nile Basin Initiative (NBI) that provides an agreed basin wide framework to fight poverty and promote socio-economic development in the region. Since then, the member countries have obtained financing to implement important parts of a basin-wide Shared Vision Program (SVP), and a Subsidiary Action Program (SAP) that plans and seeks investment for larger and more expensive development initiatives involving two or more countries. Combined, the two programs constitute what is now known and widely referred to as the Nile Basin Initiative (NBI). A small secretariat for NBI was established in Entebbe to supervise a number of approved and proposed initiatives that add up to some 200 million US dollars.

CIDA has agreed to provide up to \$16.0 million towards the development and implementation of the SVP Nile Basin Trans-Boundary Environmental Action Plan (*CIDA Project No. A-31377 The Nile Environment Project*) and additional \$10.0 million to support the critically important SVP initiative involving Confidence Building and Stakeholder Involvement - Communications (*CIDA Project No. A-21334*). CIDA also supported feasibility and technical studies on a SAP power sector initiative located in the Nile Equatorial Lakes Region of the Nile Basin.

One of the main objectives of the Nile Basin Initiative, within the context of implementing the Shared Vision Program, is to actively promote and encourage greater inclusiveness by involving and seeking the cooperation of NGOs, academic institutions and other groups representing civil society currently working in the Nile Basin. Since the lives of many people and the communities in which they live will be directly affected by the NBI, developing the means through which target groups can become more involved and participate in planning and decision making will be critical to its wider acceptance and success in the region. Engaging these groups, including women's organizations, youth groups, producer and business associations, environmental and conservation councils, unions, academic institutions, professional associations and international organizations, in discourse on Nile River Basin issues will allow a diversity of thought and opinion to be captured, thus reflecting differences that exist between civil society, the private sector and government.

Responding to the challenge of involving civil society in the NBI process and recognizing that hitherto the Initiative had comprised only representatives of governments of the ten riparian

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countries, IUCN, the World Conservation Union, took action, initially together with WWF and the World Bank, to initiate an international discourse on the Nile. IUCN developed the concept for the establishment in Entebbe of an International Discourse Desk in order to support the civil society of all ten member countries in having a voice and a significant role in the NBI process.

CIDA identified the opportunity in the spring of 2002 to contribute to the establishment by IUCN of the Discourse Desk and its functioning for the first years after which other interested donors would take over. CIDA signed a contract with IUCN in 2002 and the Discourse Desk was established and functional by the end of that year such that the project is well into its second year of implementation.

CIDA, in consultation with other stakeholders such as DFID who has shown some interest with other donors *to continue financing* this project, wishes to evaluate the work done to the present by the Discourse Desk. To implement this evaluation, CIDA proposes to contract an Ottawa-based Canadian consulting firm (the Canadian contractor), which will in turn sub-contract a qualified Kenyan consulting firm (the evaluator); one of the principals of the Kenyan firm will conduct the evaluation.

The first activity of the evaluator will be to conduct a review of project documents and prepare the evaluation work plan, which will then have to be approved by the Canadian contractor and CIDA.

2.0 Project description¹

CIDA CIDA \$1.0 million one-timer grant to IUCN to assist in the establishment of a Nile Basin Civil Society Discourse Desk in Uganda and cover its first years of operation. Other donors are expected to support the project in future years.

2.1 Goal and Purpose

The goal of the Nile Basin Civil Society Discourse Desk Project is to promote dialogue on sustainable and equitable development, peace and mutual understanding within the Nile River Basin. The project purpose is to establish an independent civil society Discourse Desk in Entebbe, Uganda. Expected outcomes of the project include:

- Civil Society Discourse Desk established and effectively and efficiently operating;
- Working relationship established with the Nile Secretariat of the Nile Basin Initiative;
- Communication and information flows are enhanced between interested and affected parties on pertinent issues relevant to the Nile Basin; and
- National, regional and international civil society organizations constructively engaged in discourse activities and dialogue.

¹A detailed original Project Approval Document (PAD) exists for the Discourse Desk project and will be provided to the evaluator, as well as all relevant documentation found at CIDA-Gatineau)

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2.4 Activities

A. Communications and information dissemination

B. Dialogue promotion

C. Exposure and interaction events

2.5 Project budget

The \$C1.0 million grant was to be disbursed as project start-up fund and apportioned according to the following budget:

Item	Cost
1. Office Establishment Cost	\$103,000.00
2. Office (Personnel & Expenses)	\$307,000.00
3. Country Focus Activities	\$200,000.00
4. Project Activities (Meetings/Publications)	\$300,000.00
Sub-Total	\$910,000.00
5. IUCN Management @10%	\$ 90,000.00
TOTAL	\$1,000,000.00

2.6 Risks and Critical Assumptions

Because of the extreme sensitivity surrounding water management issues throughout the Nile River Basin and the long history of mistrust that has existed between key riparian countries on how development should proceed and who should be involved, risk is always present. Recognizing that the involvement of civil society organizations in the implementation of NBI is essential to its success and sustainability, risk of failure is significantly increased if support to such groups fails to materialize. Within the Nile River Basin the consequence of failure to work towards the joint development and management of Nile water resources could result in prolonged political instability and the possibility of armed conflict.

3. EVALUATION SCOPE AND FOCUS

This evaluation will review project implementation to date, its financial performance, and the effectiveness and efficiency of the program when evaluated against the objectively verifiable indicators identified in the LFA prepared in draft form by the project in early 2003. The evaluation will review the Discourse Desk's on-going relevance, in view of the project's objectives, and in relation with:

- Project risks and critical assumptions,
- Opportunities and constraints to achieving the project's objectives,
- Appropriateness of the design, activities, level of resources and time-lines,
- Other donor interventions, and
- Possibilities for sustainability.

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4. ROLES AND RESPONSIBILITIES

This evaluation is to be managed on behalf of CID A by Dirce Menezes-Dufresne Program Officer, Pan-Africa Program. To carry out this evaluation, CIDA selected a Canadian contractor and a Kenyan evaluator.

4.1 In general the evaluator shall:

1. Develop an evaluation work plan designed to efficaciously achieve the objectives of this evaluation by carrying out thorough inquiries and employing appropriate methods and techniques, and multiple measures and sources to validate information;
2. Manage the evaluation so as to maintain a high level of technical standards, internal validity and reliability;
3. Prepare draft evaluation instruments;
4. Prepare the evaluation reports and other deliverables.

Within this context, the roles and responsibilities of the contractor and the evaluator are outlined below.

4.2 The role and responsibilities of the team leader are as follows:

Canadian contractor's role:

- liaison with CIDA : draw up TORs, negotiate agreement on level of effort and costs, sign agreement;
- manage sub-contract : identify and contract evaluator, introduce evaluator to project director, submit invoices, arrange payments, provide quality control on products.

Evaluator's role:

- review documents, prepare detailed work plan responding to TORs including estimated level of effort and budget
- implement evaluation field visits (interviews in Nairobi, Kampala Entebbe and in a third country (Dar-es-Salaam -TBC)
- prepare debriefing report (who was met, main findings)
- prepare a draft evaluation report
- prepare a final evaluation report incorporating comments.

5. EVALUATION PROCESS

The evaluation process consists of the following steps:

1. Development of the Evaluation Terms of Reference (CIDA)
2. Comments on the Evaluation Terms of Reference (Contractor)
3. Work Plan (Evaluator)

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4. Comments on the Evaluation Work Plan (CIDA, Contractor)
5. Field Mission (Evaluator)
6. Reporting (Evaluator).

6. DELIVERABLES

The Evaluator is required to produce the following deliverables:

1. Work Plan, including:
 - Evaluation Methodology
 - Reporting
 - Work schedule
 - Budget i
2. Draft Report;
3. Final Report.

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Appendix 2: List of respondents

	Name	Organization	Position
1	Dr. Geoffrey Howard	IUCN	Regional Program Coordinator, East Africa
2	Francis Karama	IUCN	Programme Officer
3	Mine Pabari	IUCN	Regional Programme Manager
4	Ann Chege	IUCN	Previously Programme Officer
5	Jean Bigagaza	NBD	Discourse Facilitator
6	Fom Wako	NBI	Programme Officer, NBI
7	Charles Can	NBI	Finance and Administration Manager (Acting Executive Director)
8	Gaspard Bikwemu	Reseau d'Evaluation d'Impacts Environnementaux dans les pays des Grands Lacs	Vice Chairman of the Steering Committee, Burundi
9	Albertine Uwimana	Association of Environmental Journalists (AEJR)	Delegate to the Steering Committee, Burundi
10	Amos Majule	Institute of Resource Assessment	Member Steering Committee, Tanzania
11	Sara Naigaga	Green Watch	Delegate to the Steering Committee, Member of Steering Committee, Uganda National Discourse Forum
12	Octave K. Juakali	Focal Point DRC/Executive Secretary, L'Observatoire du Bassin du Nil	Member of Steering Committee and delegate to the GA D.R. Congo
13	Ray Pierman	Consultant to CIDA	Auditor
14	Fawaz Abdel-Halim	Society of Writers on Environment and Development	Member Egypt National Discourse Forum and Delegate to the GA Egypt
15	Ahmed Famy	Minister's Technical Office, Nile Water Sector	Egypt
16	Emad Adly	Arab Office for Youth and Environment	Chairman of the Steering Committee Egypt
17	Mona Qorashi	Egyptian Society of the Development of Local Communities	Delegate to the GA, Egypt
18	Rick McTaggart	Canadian Embassy Cairo	Counsellor (Development)/Country Program Director, CIDA Egypt
19	Joyce Opondo	LBDA	Kenya National Discourse Forum
20	Phillip Raburu	VIRED International	Deputy Chairman, Kenya National Discourse Forum
21	Joseph Ngome	MEMNET	Secretary, Kenya National Discourse Forum
22	Yves Perrier	CHC	Counsellor (Development)/CIDA Kenya
23	Dirce-Menezes Dutresne	CIDA	Senior Development Officer, CIDA, Canada

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Appendix 3: List of Project Assets

Location	Qty	Description	Condition	Model	Engraved No	Purchase Price USD
NBD Office- Entebbe	1	Vehicle/Nissan Terrano- II SE*		IR2CIUV	yAA^508Y\	28,750.00
NBD Office-Entebbe	2	Computers				
		Computer 1		CompaqD310		1,050.00
Mill-		UPS	Good		N;B.D/C/01	--SIB
		Monitor	SIIS ^{0^}		N.B.D/M/01-	
		Keyboard	Good		N.B.D/K/01	
		APS	Good			
		Computer 2-x;		CompaqD310		
Site.	K	UPS	Good		N.B.D/C/02	W:sii8a^ i
		Monitor	Good		N.B.D/M/02	
		Keyboard	Good		N.B.D/K/02	
115H:		APS		BBS**		
NBD Office-Entebbe	2	UPS		W'Sil		
		UPS 1	Good		N.B.D/U/01	107.38
		UPS 2	Good		N.B.D/U/02	107.38
E,NBD:Office-Entebbe.	2	Printers				
		Printer 1		Hewlett Packard laserjet 1000W "Laser Printer"	N.B.D/P/01	367.36
		Printer 2	Good	Hewlett Packard LaserJet 1200 Laser Printer	N.B.D/P/02	480.39
NBD Office	1	Panasonic Fax Machine	Good	Panasonic KX-FP156BX-W	N.B.D/F/01	367.36
NBD Office	1	Canon Photocopier: '3A1		NP6137Desk: Copier	N;B.D/PH/OJjs:B	2,195.00
NBD Office	1	Toshiba Satellite Laptop		2400 Note Book	N.B.D/T/04	2,195.00
NBD Office	1	Executive Office Table			N.B.D/T/05	224.96
NBD Office	1	Secretarial Office-Table			N.B.D/T/05	90.04
NBD Office	3	Ordinary Office Table	Good		N.B.D/T/01	265.21
		Ordinary Office Table	Good		N.B.D/T/02	265.21
		Ordinary Office Table	Good		N.B.D/T/03	265.21
	1	Executive Office Chair	Good		N.B.D/CW01	224.96
	1	Secretarial Chair	Good		N.B.D/CH/08	90.04
	3	Visitors' Chair	Good		N.B.D/CH/02	76.39
		Visitors' Chair	Good		N.B.D/CH/03	
		Visitors' Chair	Good		N.B.D/CH/04	
	3	Medium Back Chair Swivel	Good		N.B.D/CH/05	174.62
		Medium Back Chair Swivel	Good		N.B.D/CH/06	174.62
		Medium Back Chair Swivel	Good		N.B.D/CH/07	174.62
NBD Office	1	PABX Panasonic System with 3 Headers				1276.94;
Facilitator	1	Office Desk	Good			134.77
Facilitator	1	Mobile Phone	Good	Nokia 6310		350.40
NBD Office	1	Cash Box			N.B.D/C/01	64.69
NBD Office	1	Binding Machine	Good	ibimatic	N.B.D/B/01	391.96
NBD Office	2	Wooden Shelves	Good			325.62
NBD Office	1	External Back-Up Driver	Good	lomego		247.47
						42,459.19

Nile Basin Discourse-Evaluation

Appendix 4: IUCN Comments on the Evaluation of the CIDA-funded component of the Nile Basin Discourse, May, 2004

Introduction

An evaluation of the CIDA-funded component of the Nile Basin International Discourse Programme (referred to in the Evaluation Report as the Nile Basin Discourse) was carried out in April and May, 2004. An early draft report was discussed by the local evaluator and staff of IUCN EARO during a "debriefing meeting" but, alas, no opportunity was provided for IUCN to comment on the final draft report before its publication and submission to CIDA. Thus, after the event, IUCN was asked to make some comments. This is regrettable as the report has already been absorbed by CIDA so that any such IUCN comments are unlikely to be considered in the text as they may be added as an addendum in a later version of the evaluation document.

General Comments

First it is necessary to correct the title of the Evaluation Report. It should read "the CIDA-supported component of the Nile Basin Discourse" with the relevant contract number on the cover. This is because IUCN (together with World Bank and WWF) began the development of the Nile Basin Discourse in January 2000 with funding from WB and the Mac Arthur Foundation. This continued through to the outset of the CIDA-funded component in April 2002 with further support from WB and a significant amount of financial support and in-kind support from IUCN in that two-year period. It continues still as a programme with support from IUCN despite the absence of a donor-funded project at the moment.

Further it is necessary to remind all concerned that IUCN did not rely solely on the CIDA-funded project to launch the Discourse Desk (which is an entity within the International Discourse). Several donors actively sought involvement in the Discourse from the time of the ICCON meeting in Geneva in June, 2001, and IUCN negotiated support from the World Bank to continue the Discourse in the event that other donor funding was not available by the time the CIDA grant was exhausted. This support is the subject of a letter from the World Bank (dated 2nd October, 2002 and entitled "Support for the position of the Discourse Facilitator for the International Discourse on the Nile") in which it is stated that WB will continue to support the Discourse to the tune of US\$120,000 to ensure its continuation beyond the end of the CIDA support. The reason that this did not happen in May, 2004, is a mystery to IUCN but known to be related to changing policies within the WB.

On financial matters, a significant proportion of the Evaluation Report (pages 18, 19, 20 and various comments in other parts) refers to what is described as being "top heavy with overhead costs" and an overly large proportion related to salaries and office costs. What is not mentioned is that this was the result of discussion between IUCN and CIDA before the project began and was an approved budget. This project was set up to establish the Discourse Desk and to begin some activities. . . not to carry out everything that the Discourse wanted to achieve in three years.

IUCN has a problem with the insinuation by the evaluator that there was unnecessarily high expenditure on salaries and such things as the venue for the second General Assembly at the Hilton Hotel in Nairobi. As stated to the evaluator in the briefing session, IUCN has its standards when employing an internationally appointed Technical Advisor (in this case the Discourse Facilitator) and discusses the budget for this with the donor. IUCN expects international responsibility and expertise from a TA and so he/she has a salary support system that matches that. The opinion of the evaluator that the Discourse Desk should be seen as an impoverished local NGO is his own and certainly not shared by IUCN - especially as the Facilitator was required to engage with senior civil servants, Ministers and international agencies. While there is

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criticism of the Desk being situated in "a big mansion with a guest wing in a posh area" there is no mention of the fact that this house was offered to the Discourse by the (then) Minister of Water, Lands and Environment of Uganda at a very reduced rate as his contribution to the Discourse ideal and, as a result, enabled the Discourse to gain support from NBI during his chairmanship of the Council of Ministers of the NBI. Similarly, there is no mention of the extremely reduced rate which IUCN receives from such hotels as the Hilton in Nairobi, enabling meetings to be held there at much lower cost than even the cheapest of other venues. IUCN in Eastern Africa runs, on average, a workshop somewhere in the region each week. It has a costing system that ensures that we pay the lowest rates and costs to each budget- taking into account the costs of airfares (especially for a ten-country programme like the NBD), country per diems and accommodation.

Specific Comments

Page 4. Executive Summary. In the box, there is no mention of the third Steering Committee meeting held in Entebbe in April, 2003.

Page 4. Last line - It should be added that several National Discourse Forum members were also invited to and attended the Nile-TAC and NELSAP meetings.

Page 11. Evaluation Findings. 6.1 Results Achieved. In Table 2, in the End of Project Status, please note that the second sentence under #1 does not apply as the establishment of the NBD as a separate entity was not an expected output of the CIDA-supported part of the Discourse process. Under #3 in the same place, we feel that Communication and Information Flows have been enhanced and that reference to the website and its use of both communication and information should be made. Incidentally, IUCN has ensured the continuation of the website with other funds since the end of this project involvement.

Page 12, Section 6.1.2. Last paragraph. Mention should be made of the promised WB support (see above).

Page 12, Section 6.1.3 . Line 9: the IUCN project on an Environmental Journalists Network for Lake Victoria which set up a support system with HEMNET was funded by SIDA (not CIDA) and is about to begin a second phase.

Page 13. Second paragraph. Second sentence. We assume that this refers to the Nile Basin Society which was established by an expatriate riparian in Canada. This organization is hardly "a rival to IUCN". Perhaps a competitor with the NBD for networking with Nile Basin riparians?

Page 14:, 6.1.5, last paragraph, The studies were a particular interest of DFID which was intending to fund same and had requested details of their likely content.

Page 6.2.2 Second paragraph, last sentence. IUCN has been "sensitive" to the development of CSO organizations and networks for decades in this region - which is why IUCN offered to set up and host the NBD. One of the reasons that some of the policies and procedures of IUCN "may not have gone down well with some Steering Committee members" is because the Steering Committee wished to take control of the process and budget without having any responsibility for the funds. To this end, IUCN asked the steering committee on several occasions, the last being at the General Assembly in December, 2003, if the NBD would like it to withdraw so that the Steering Committee could take over control of the process. In every case IUCN was requested to continue as it was supporting the NBD and facilitating its operations a point not mentioned in the Evaluation Report.

Page 17. First paragraph, last line. We mention this "top heavy" reference in the general comments, above. Please note that DFID had originally agreed to support the NBD without having to contribute in any way to the overheads and personnel costs - a clear indication that support was not related to core costs.

Nile Basin Discourse- Evaluation Report

Page 17. 6.5,1. Sustainability. Please note that the NBD has, in fact, continued and that the Uganda NDF has taken over interim control of the coordination as well as there being several NDFs that are self-supporting. Examples being the National Nile Basin Discourse Forum, Egypt and the Friends of the Nile Basin in Sudan.

Page 21. First paragraph. Second sentence. It is IUCN's conviction that the eventual NBD must be an international NGO -probably registered in Uganda. It must be international (i.e. not national, local) to facilitate its ease of operation in the ten riparian countries and to have credibility at international forums. It will also need some international status to be able to interact with NBI in many countries and to have an international constituency. The same comment applies to bullet #2 on page 22.

Page 23. Lessons learned. 4th point on the negative side. The date of the steering committee was agreed by email consensus as the most appropriate date - the only person unable to attend on that date being the chairman who accepted the date in writing. The Secretary subsequently decided to get married on the first day of the meeting — both these points were transmitted to the Evaluator.

Otherwise we find the evaluation adequate and would appreciate if our comments could be incorporated somehow -so that the final version can be sent to potential donors/partners in the future.

IUCN EARO

6* July, 2004

Appendix 5 “Evaluator’s response to IUCN comments on the evaluation of the CIDA-funded component of the Nile Basin Discourse, May, 2004” is available on a separate file due to the use of different [Portrait] orientation of printed material.