

**LAKE VICTORIA ENVIRONMENTAL MANAGEMENT PROJECT
(LVEMP)**



FINAL REGIONAL REPORT

on

Lessons Learnt on the Institutional Framework

Submitted by:

Dr. Salim A. Bachou	-	Uganda
Dr. Samuel M. Nyantahe	-	Tanzania
Mr. Mathenge Ichang'i	-	Kenya

31st August 2005

EXECUTIVE SUMMARY

E.1 Regional Environment Programme

From the 1960s, the Lake Victoria environment and its natural resources have come under severe stress as a result of multiple activities arising from human population in the basin which have resulted in serious environmental problems. In order to reverse the situation, the three riparian countries of Kenya, Tanzania and Uganda agreed to implement the Lake Victoria Environment Management Project (LVEMP) as a regional programme aimed at restoring a healthy and stable lake ecosystem that can support, in a sustainable way, the many human activities in the catchment and in the lake itself. The project started in mid-1997 with funding through Credit from the International Development Association (IDA), Grant from the Global Environment Facility (GEF), and contributions by the three riparian governments.

E.2 Lessons Learnt Report

During the seven years of implementation of the project some successes in achieving its objectives of rehabilitating the Lake Basin environment and alleviation of poverty have been realised. In order to learn from the experience it was decided to prepare a Lessons Learnt Report which would provide a review of the Institutional Framework of phase 1 of the project and serve as background information to guide the preparation of phase 2 of LVEMP and its implementation framework.

After appropriate briefing of the consultants by the National Secretariats, and participation at a specifically organised Inception Workshop, relevant documents on LVEMP were studied. This was followed by conducting interviews with key persons relevant to the project and visiting select project sites. The list of target interviewees was drawn in consultation with the National Secretariats.

These interventions were very revealing in terms of the perception of the project by the stakeholders, level of integration of the project activities in the districts development plans and involvement of local government authorities and communities in the implementation of the project.

E.3 Findings

LVEMP is a complex multidisciplinary project that demands strong coordination at the National Secretariat as well as close sectoral supervision at the various implementing agencies. The institutional implementation frameworks for the project, both nationally and regionally, are in place and the roles of the various institutions are well defined and articulated. Stakeholders consulted/interviewed cooperated openly and raised pertinent suggestions for improving the implementation of the next phase of the project.

The LVEMP has been implemented within a framework covering both regional and national activities. The arrangement has recognized that the project cuts across many sectors and therefore implementation involves more than one government department

and/or institution and at the national level, the Secretariats are responsible for coordination and supervision.

The Project instituted deliberate plans to ensure communities living around Lake Victoria participate fully across all project components. Training workshops and seminars were arranged to improve the communities' participation in the Project.

E.4 Institutional Structure

Coordination of the project is achieved by integrating the diverse interest groups in a decision-making process, at both the regional and national levels, through the following mechanisms:

The regional mechanism comprises:

- a) Regional Policy Steering Committee (RPSC)
- b) Regional Secretariat, and
- c) International Panel of Scientists

The National Mechanisms comprise:

- a) National Secretariats
- b) Implementing Institutions, and
- c) National Committees

E.5 Way Forward

LVEMP-2 should use the information, experience, strategies and capacity that have been developed during LVEMP-1 to design appropriate actions and programmes to address major socio-economic, ecological and environmental concerns. To this end the following are recommended for the future:

With respect to the institutional setting, the way forward would be to take advantage of the recreation of the EAC and the establishment of the LVBC and transform the RPSC and the Regional Secretariat into an authority within the EAC structure, with the responsibility of spearheading the development of Lake Victoria through existing regional and national institutions, including the LVEMP.

Another recommendation is to disband the IPS. Furthermore, the NTCs should be fully absorbed within the PICs, in the interest of expediting the implementation of program activities, and to avoid causing confusion about their roles.

Further, consideration should be given to strengthening the capacity of the National Secretariats in anticipation of the multiplicity of activities that are yet to emerge. The salary structure also needs to be reviewed, in the context of which appropriate enhancements need to be considered.

To improve the implementation of LVEMP activities, each implementing institution should designate an officer to be exclusively responsible for LVEMP activities so that the officer does not get distracted by other office responsibilities.

Also, efforts should be made to secure complementary funds from other sources in lieu of counterpart funds, given the inability of Government to allocate adequate funds to the LVEMP.

In view of delays encountered in awarding tenders, it is recommended that the responsibilities of the Contracts Committees be shifted to the National Secretariats, with co-opted members from relevant institutions, or selectively delegated to the Secretariats.

Linkages among project components appear to be lacking due to limited exchange of information. Project design should prioritize the role of the Secretariat in data management with the focus of collating and synthesizing data into an annual State of the Lake report. In addition, data should be collected and analyzed only in relation to a clear Management Information System that delivers the appropriate data to relevant decision-makers. Efforts should be made to address these shortcomings, among which are:

- prioritise program implementation activities
- set program targets and develop performance yardsticks
- develop information dissemination capacity system-wise
- accord due importance to information flow as a strategy for more effective program implementation

The future scenario demands extending awareness campaigns to all stakeholders targeting, in particular, the segments of society who influence policy formulation, among others.

Project design for LVEMP-2 should be based on a Logical Framework Approach that conforms to international standards and which identifies outputs and process indicators for the functioning of the Secretariat.

Capacity building resources should be allocated on the basis of training and other needs that are specifically related to the sustainability of project outputs.

TABLE OF CONTENTS

EXECUTIVE SUMMARY	i
TABLE OF CONTENTS.....	iv
LIST OF ABBREVIATIONS AND ACRONYMS	v
1.0 INTRODUCTION	1
1.1 General.....	1
1.2 Objective.....	1
1.3 Specific Tasks	2
1.4 Methodology.....	2
1.5 Report Content.....	3
2.0 LVEMP BACKGROUND.....	4
2.1 Significance of the Lake Victoria Basin	4
2.2 Evolution of LVEMP	5
2.3 Mandate of LVEMP I.....	6
3.0 OPERATIONAL MODALITY	11
3.1 Institutional and Management Structure.....	11
3.2 Institutional Location	13
3.3 Institutions for Programme Activities.....	14
4.0 FINDINGS AND LESSONS LEARNT	19
4.1 Overview.....	19
4.2 The Regional Policy and Steering Committee.....	20
4.3 The Regional Secretariat.....	24
4.4 Employment Terms of Project Staff	25
4.5 Country Experiences.....	25
5.0 CONCLUSIONS AND THE WAY FORWARD.....	39
5.1 Overview.....	39
5.2 The Way Forward	41
6.0 ACKNOWLEDGEMENT	44
Annex 1: Terms of Reference.....	45
Annex 2: References.....	48
Annex 3: Persons Consulted and Interviewed	50

LIST OF ABBREVIATIONS AND ACRONYMS

ASERECA	Strengthening Agricultural Research in Eastern and Central Africa
AWPB	Annual Work Plans & Budgets
BMU	Beach Management Unit
CBK	Central Bank of Kenya
CBO	Community Based Organisation
CBOs	Community Based Organizations
CIFA	Committee for Inland Fisheries of Africa
DOF	Director of Fisheries
DP	Direct procurement
EAC	East African Community
EAFPRO	East African Freshwater Fisheries Research Organisation
EU	European Union
FAO	Food and Agricultural Organisation
FIRI	Fisheries Research Institute
FY	Financial Year
GEF	Global Environment Facility
GOK	Government of Kenya
GOT	Government of Tanzania
IAPSO	Inter Agency Procurement Services Organisation
ICB	International Competitive Bidding
ICT	Information, Communication Technology
IDA	International Development Association (World Bank Group)
IPS	International Panel of Scientists
IS	International Shopping
KARI	Kenya Agricultural Research Institute
KARI	Kawanda Agricultural Research Institute
KBO	Kagera Basin Organisation
KEMFRI	Kenya Marine and Forest Research Institute
KM	Kilometres
KShs	Kenya Shillings
LFA	Logical Framework Approach
LIB	Limited Internal Bidding
LS	Local Shopping
LVB	Lake Victoria Basin
LVBC	Lake Victoria Basin Commission
LVDP	Lake Victoria Development Programme
LVEMP	Lake Victoria Environmental Management Project
LVEMP-1	Lake Victoria Environmental Management Project, Phase 1
LVFO	Lake Victoria Fisheries Organisation
ME&R	Monitoring, Evaluation and Reporting
MENR	Ministry of Environment and natural Resources
MIS	Management Information System
MOA	Ministry of Agriculture
MOF	Ministry of Finance
MOLFD	Ministry of Livestock and Fisheries Development

MOWRMD	Ministry of Water Resources Management and Development
MT	Metric Tonnes
MWLE	Ministry of Water, Lands and Environment
NAGLC	North American Great Lakes Commission
NEMA	National Environment Management Authority
NEMC	National Environment Management Council
NES	National Executive Secretary
NGO	Non-Governmental Organisation
NS	National Secretariat
NTC	National Technical Committee
NWSC	National Water and Sewerage Corporation
OP	Operations
PCC	Project Component Coordinator
PCU	Project Coordination Unit
PESTEL	Political, Economic, Socio-cultural Technological Environmental and Legal External Scan
PIC	Project Implementation Committee
RES	Regional Executive Secretary
RPSC	Regional Policy and Steering Committee
RS	Regional Secretariat
SA	Special Account
SAP	Strategic Action Program
SOE	Statement of Expenditure
SWOT	Strengths, Weakness, Opportunities, Threats
TAFIRI	Tanzania Fisheries Research Organization
TORs	Terms of Reference
TTLs	Technical Team Leaders
UDSM	University of Dar es Salaam
UNDP	United Nations Development Program
US\$	United States Dollar
WA	Withdrawal Application
WB	World Bank
WHU	Water Hyacinth Unit
WRMD	Water Resource Management Department

1.0 INTRODUCTION

1.1 General

This Report addresses the key objective of reviewing the Institutional Framework of the Lake Victoria Environment Management Program (LVEMP) for the purpose of providing background information which could guide the preparation of Phase II of the LVEMP and its implementation framework.

Given the elaborate nature of the program, it is evident that the Institutional Framework faces some challenges which could derail or delay its full implementation. Therefore, there is need to catalogue its successes and shortcomings so that the management and policy makers can address them in future, in the context of the operational modalities of the next phase. This need provides the threshold for documenting the LESSONS LEARNT on the Institutional Framework of LVEMP I, which is the focus of this Report.

1.2 Objective

As indicated in the ToR, the fundamental objective of this consultancy was to review the Institutional Framework of LVEMP I so that the findings of the study can be used to guide the preparation of Phase II of the project and its implementation framework. The institutional framework includes the reporting mechanisms within the hierarchy of the organisation, the management and administrative arrangements, the in-built checks and balances incorporated in the Project Document to enhance quality control, and forward and backward linkages with implementing institutions in the context of various components of the program. In addition, the management structure was also intended to provide for collaborative efforts between LVEMP I and other agencies like the Lake Victoria Fisheries Organisation (LVFO), which perform tasks relevant to some aspects of the program.

1.3 Specific Tasks

The specific tasks undertaken by the Consultants on the Lessons Learnt on the Institutional Framework Review included:

- ◆ assessment of the management structure of LVEMP I Secretariat and Components, indicating how the various entities have individually or in combination impacted on the performance of the project
- ◆ review of the management structure, identifying strengths, weaknesses and gaps, in relation to the institutional structures defined in the Project Appraisal Document
- ◆ based on (i) and (ii) above, the Consultants identified lessons learnt, including causative factors and effects
- ◆ review of LVEMP I funding and procurement mechanism, indicating strengths, weaknesses and gaps, against which ways of improvement were proposed
- ◆ review of LVEMP I information flow, against which improvements were proposed

1.4 Methodology

A two-pronged approach was used to undertake this consultancy, featuring desk review and discussions with key stakeholders. The latter included staff of the Secretariat, Component Coordinators and Task Leaders, Principal Personnel of Implementing Institutions like Government Ministries and sector organizations. This latter aspect constitutes the fieldwork. The list of individuals interviewed and the institutions they represent is indicated in *Annex 3*.

The second step involved analyses of the information obtained, out of which various drafts were prepared prior to the submission of the final report. The drafts were subjected to peer review by selected individuals and at workshops. The comments generated through this process were incorporated in subsequent editions of the Report. The Report benefited substantially from the guidance provided by the Lead Consultant

Consistent with the provisions of the Terms of Reference (ToR), the Report highlights the background to LVEMP I, featuring the significance of Lake Victoria in both the East African and world contexts, the evolution of the program, and the program mandate.

1.5 Report Content

Consistent with the provisions of the Terms of Reference (ToR), section two of the Report highlights the background to LVEMP I, featuring the significance of the Lake Victoria Basin in both the East African and world contexts, the evolution of the program, and the program mandate.

Section three highlights the operational modality of LVEMP I with respect to its institutional and management structure, the inherent system of checks and balances, linkages with program components, and liaison with other institutions which complement the activities of the program. The analyses ensuing from this overview are synthesized in terms of lessons learnt in the subsequent section. The components of this section include funding and procurement mechanisms and information flow, while conclusions and recommendations for the future are outlined in the last section. In addition, the Report has four annexes covering the ToR, references, list of persons interviewed and the Institutional Framework Chart.

2.0 LVEMP BACKGROUND

2.1 Significance of the Lake Victoria Basin

Lake Victoria is the second largest lake in the world after Lake Superior, which makes it the largest lake in the developing world. It is an immense geographical and economic entity, comprising a surface area of 68,800 km², while its catchments spread over 184,000 km², which is approximately 87% of the size of Uganda. It is a relatively shallow lake, with an average depth of 40 metres, and a maximum depth of 84 metres. The lakes' shoreline measures about 3500 kms, comprising numerous shallow bays and inlets, around which are many swamps and wetlands. Tanzania controls 49% of the lake, while Uganda and Kenya control 45% and 6% respectively.

In economic terms, the lake and its catchments support about 30 million people, which is roughly 30% of the combined population of the three East African Community (EAC) Partner States. The gross economic product of the lake and its catchment averages about US \$ 5 billion annually, which is also approximately 30% of the combined GDP of Kenya, Uganda, and Tanzania. The per capita income ranges between US \$ 90 and 270 per year. Major economic activities include fishing and crop husbandry, with coffee and tea being the principal export crops. Food crop production and timber harvesting are other major economic undertakings. Urbanisation and industrial activities are also significant along the lake's shoreline.

The lake and its catchments also command world-wide scientific interest not just on account of its massive size, but also because it is home to diverse ecosystems whose existence has increasingly become threatened, manifested by loss of biodiversity, over fishing, eutrophication, proliferation of invasive weeds, siltation, toxic contamination, and over extraction of water. These pressures have been exacerbated by rapid population

growth estimated at 3.5% per annum, urbanization estimated at 4% per annum, industrialization, expansion of irrigated agriculture, and impacts of climatic change.

To ensure their sustainable use, these critical but fragile ecosystems of the Lake Victoria Basin (LVB) need to be managed properly, hence the justification for conserving the lake and its catchments for the present and future generations. It is evident that LVEMP I and similar initiatives of the past have drawn their inspiration from this postulate.

2.2 Evolution of LVEMP

The turning point in the establishment of LVEMP I started with the expression of interest by the East African Partner States in 1992 to adopt a regional approach in the management of the LVB. This was followed by an agreement among the member states to prepare and implement a Lake Victoria Management Program, subsequent to which a Tripartite Agreement was signed on August 5, 1994. LVEMP, which became operational in 1997, is a product of this Agreement.

It has to be noted, however, that the need to jointly manage Lake Victoria as a common property resource of immense economic value is not a recent discovery. This realization dates back to 1928, when the colonial power decided that a unified lake-wide authority for regulating and monitoring fisheries activities on Lake Victoria was needed. Consequently, the East African Freshwater Fisheries Research Organisation (EAFFRO) was established in 1947. This set-up was later strengthened with the establishment of the EAC in 1967.

After the collapse of the EAC in 1977, a special committee of the Food and Agricultural Organisation (FAO) was established in 1980, known as the FAO Committee for Inland Fisheries of Africa (CIFA), to monitor fisheries activities on Lake Victoria. However, in the absence of a strong inter-governmental mechanism for harmonizing the management of the Lake, efforts were made to establish a regional institution to fill this gap. Consequently, the Lake Victoria Fisheries Organisation (LVFO) was established during

LVEMP I, with considerable inputs from the three Secretariats. LVFO, which is now an organ of the EAC, is programmed to coordinate the fisheries component of LVEMP, although implementation activities are assigned to individual national agencies, spearheaded by the three Fisheries Research Institutes.

2.3 Mandate of LVEMP I

2.3.1 Key Concerns

In view of the importance of Lake Victoria and its catchments to East Africa and the rest of the world, Phase One of the Lake Victoria Environment Management Program (LVEMP I) was designed to address the multifarious and multifaceted problems of the lake ecosystem and its catchments. The key concerns that led to this initiative were the need to improve the livelihoods of the people who live in the catchment area, enhance their contributions to the economies of the three riparian countries, and address the need to sustainably manage the lake for the benefit of the global community.

The problems facing the lake emanate from unsustainable exploitation of resources within it and its environs, leading to serious environmental and socio-economic consequences, which threaten the very existence of the lake. The main threats that may be highlighted include the characteristic conflict between man and the environment. The LVB is densely populated. As the population strives to eke out an existence from nature, the ecosystem of the catchment area experiences sustained pressure, thus becoming environmentally unstable. The manifestations of these conflicts include massive blooms of algae that have developed on the lake, dominated by the toxic blue-green variety, frequent occurrence of water-borne diseases, and the blocking of waterways and landing sites by water hyacinth, although this particular problem has been brought under considerable control. In addition, over fishing and oxygen depletion at lower depths have threatened artisanal fisheries and biodiversity.

It has been documented that over 200 indigenous species are presumed to be facing extinction. Other threats include the flow of industrial waste and agricultural residues

into the lake, erosion in the catchment area and highlands arising from environmentally unsustainable agricultural practices like bush burning and uncontrolled harvesting of trees for timber and charcoal production.

To avoid further escalation of these problems required concerted efforts in a programmatic and comprehensive manner, hence the creation of LVEMP. The fundamental objective and vision of LVEMP is to restore a healthy lake ecosystem which is inherently stable, with the potential to support various human activities in the catchment area in a sustainable manner, and enhance the capacity to cope with population pressure arising from both natural growth and migration.

In more specific terms, LVEMP is an interventionist program intended to address the following problems:

- ◆ the decline in overall fishery arising from unsustainable fishing practices and deteriorating water quality
- ◆ water hyacinth infestation
- ◆ the degradation of wetlands
- ◆ unsustainability of lake water for human use, irrigation and animal watering

2.3.2 Major Aims of the Programme

The program aims at maximizing benefits to the riparian communities in terms of food supply, employment opportunities, income enhancement, the supply of safe water and eradication of diseases. A second major aim of the program is the conservation of biodiversity and genetic resources for the benefit of both riparian and global communities. The primary focus of the program is the harmonisation of national management efforts designed to combat environmental degradation, through which it could foster regional cooperation in the context of the East African Community.

2.3.3 Responsibilities of the Secretariats

The National LVEMP Secretariats have the overall responsibility of coordinating the implementation of program activities. Key components of this mandate include:

- ◆ ensuring efficient program implementation through the use of monitoring and coordinating mechanisms
- ◆ assisting in building institutional and human resource capacity within the program
- ◆ coordinating donor participation
- ◆ assisting in formulating harmonized policies among institutions associated with Lake Victoria
- ◆ establishing necessary linkages between the LVEMP and LVFO
- ◆ providing logistical support to the sectoral ministries and agencies for program implementation
- ◆ ensuring compliance with IDA and GEF reporting, procurement and disbursement procedures
- ◆ providing policy guidance and act as a forum for conflict resolution

2.3.4 Implementation Components

To address these and other problems, LVEMP I is divided into ten implementation components which are coordinated by the respective National Secretariats. The units are:

- ◆ Establishment of the Lake Victoria Fisheries Organisation
- ◆ Fisheries Research
- ◆ Fisheries Management
- ◆ Water Hyacinth Control and Management
- ◆ Water Quality Monitoring
- ◆ Industrial and Municipal Waste Management
- ◆ Land Use Management
- ◆ Wetlands Management

- ◆ Catchment Afforestation
- ◆ Support to the riparian Universities of Makerere, Moi and Dar es Salaam

Through the coordination of component activities, LVEMP was expected to set the pace for improved management of the lake ecosystem by establishing mechanisms for an East African wide management approach and demonstrating practical, self-sustaining remedies, while simultaneously building capacity for systematic ecosystem management within the region. For this purpose, the activities focus on addressing specific environmental threats through selected pilot projects, and improving awareness of these threats among the inhabitants of the lake region as well as policy makers.

2.4 Long-Term Regional Approach

In view of the severity of these threats and the fact that they evolved over a long time, cutting across generations, it is apparent that the problems cannot be solved within a short time. Therefore, the current LVEMP is now considered as a preparatory phase for a longer term program that may last 15-20 years. In fact, even the longer term phase should ideally be regarded as a donor supported platform for enabling the Governments of East Africa to establish permanent structures and programs to manage the lake as a major socio-economic entity, given perceived and expected socio-economic dynamics in future, which could generate further negative impacts on the lake and its catchments.

Indeed, experience elsewhere in the world testify to this standpoint. For example, although the North American Great Lakes Commission (NAGLC) was formed over 100 years ago to combat problems arising from human activities and natural environmental deterioration of the Great Lakes region, many of the problems still persist, in spite of massive investments in abatement measures. Other organizations were formed to address similar problems within the Baltic Sea, River Thames, and the Rhine River. Again, many of the problems still exist, albeit to a less extent, and in some cases, with different faces.

These experiences underscore the need to have a permanent institution within the context of the EAC, because the need for sustainable management of the LVB has to be of a permanent nature. Existing problems may be brought under control, their intensity may decline, the nature of the problems may change with time, but new threats to the environment may develop alongside the recurrence of some existing problems. Besides, the dynamics of the unfolding socio-economic transformation of the Lake Victoria catchment area may lead to yet other problems, meriting joint endeavours to ameliorate.

3.0 OPERATIONAL MODALITY

3.1 Institutional and Management Structure

The apex body of the LVEMP is the Regional Policy and Steering Committee (RPSC) based in Dar es Salaam, followed by the Regional Secretariat, also based in Dar es Salaam, which is responsible for coordinating LVEMP at a regional level. The pivotal role in the management of the program is played by the National Secretariats, which coordinate all program activities. Program activities are conducted by Implementation Committees within the realm of various Project Components and Implementing Institutions. The operational modality includes write-ups, seminars, workshops, harmonisation meetings, quarterly and annual reports.

Initially, in each of the three countries, the Secretariat was headed by a fulltime professional as the National Executive Secretary (NES). However, beginning 2003, the National Secretariat in Kenya was shifted to the Kenya Agricultural Research Institute (KARI) under a National Coordinator assisted by a full time Project Coordinator. In Uganda and Tanzania, directly under the NES is the Operations Officer. Other staff members include a Project Accountant, a Procurement/Disbursements Officer, one Management Information Systems Officer, one Community Participation Officer and one Administrative Secretary, in addition to support and auxiliary staff.

Quality checks were intended to be conducted by the International Panel of Scientists (IPS), comprising two experts from each of the three countries and one World Bank expert. The IPS was supposed to act as a standing committee of technical experts to provide advice to LVEMP personnel and program component managers, and to keep them aware of externally funded research pertinent to the program. In addition, it was expected to assist in identifying international training opportunities for researchers from

the riparian countries, and encourage partnerships between regional and international universities. It was supposed to meet once a year at the request of the RPSC. Curiously, it has so far not met at all.

The World Bank also overseas quality checks through its Supervision Missions, which visit twice a year to monitor program performance in relation to work plans, performance (outputs), financial management and related activities, and provide advice. The GEF is supposed to perform a similar function, although so far it has visited the region only twice. In addition, *ad hoc* international, regional, and national review missions also undertake quality checks. For example, the Permanent Secretary of the Ministry of Water, Lands and Environment (MWLE) has so far appointed *ad hoc* committees on three occasions to perform this task. Similar efforts have been made in both Kenya and Tanzania.

Other external bodies which check on the performance of the National Secretariats include the Auditor General's office, largely with respect to financial accountability. This exercise is performed annually.

In 2004, the Lake Victoria Development Program (LVDP) was created as an Agency of the EAC, after which the RPSC became its sub-committee. Since then, regional coordination of the LVEMP was transferred to the EAC Secretariat under the LVDP Unit.

The LVDP/Committee comprises 3 Permanent Secretaries from each member country of the EAC whose mandate is to oversee all development activities within the LVB, including LVEMP activities. The LVDP/Committee adopted the same 9 Permanent Secretaries of the RPSC as its members. The Committee advises the East African Council of Ministers on policy and operational matters, from where pertinent issues may be forwarded to the Summit (the apex organ of the EAC) for further deliberations.

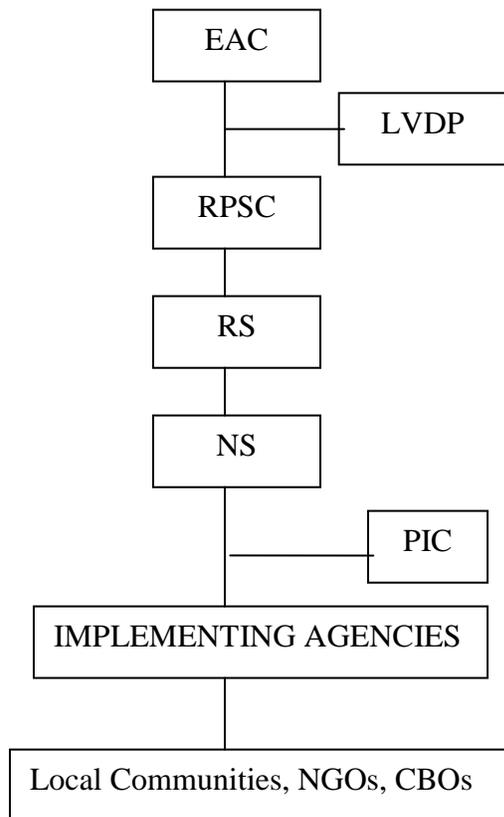
3.2 Institutional Location

Being multidisciplinary in design, the LVEMP required a strong and perceptive coordination at the National Secretariats as well as a close and visionary sectoral supervision by the policy and top decision makers in the various implementing agencies, to ensure that the project is implemented within both the national and regional contexts. This arrangement takes cognizance that the project cuts across many sectors and therefore its implementation is also cross-cutting, involving various government departments and other agencies. At the national level, the Secretariats are responsible for coordination and supervision, while implementation of LVEMP component activities is implemented by the government institutions and departments.

In Uganda the National Secretariat falls under the jurisdiction of the Ministry of Water Lands and Environment, while in Tanzania it falls under the Vice President's Office, whose portfolio includes environment. In Kenya the original setting was changed and now operates under the Kenya Agricultural Research Institute (KARI).

The reporting relationships are indicated in the organogram below, and the institutional arrangement is depicted in *Annex 4*.

Figure 1: Current Organogram for LVEMP



3.3 Institutions for Programme Activities

3.3.1 Regional Policy and Steering Committee (RPSC)

The RPSC is the supreme supervisory and policy making body of the LVEMP. Its functions include the organisation of, and setting the agenda for mid term and final review meetings, approval of work plans, monitoring project implementation, advising on policy changes, devising mechanisms for strengthening regional collaboration for the

management of Lake Victoria and its resources, and endorsing the final project preparation report.

3.3.2 The Regional Secretariat

The Regional Secretariat coordinates the activities of the RPSC, to which it is answerable. It organizes RPSC meetings, seeks their counsel on the implementation of LVEMP, creates implementation mechanisms to ensure formulation of harmonized policies and legal safeguards relevant to the management of Lake Victoria and its resources, maintains close working linkages with the LVFO and reports on its progress to the RPSC. The Regional Secretariat is also mandated, upon advise from the RPSC, to establish functional linkages with the EAC Secretariat, the Kagera Basin Organisation (KBO), the Association for Strengthening Agricultural Research in Eastern and Central Africa (ASERECA), and the Technical Cooperation for the Promotion of Development and Environmental Protection of the Nile Basin.

Other routine functions of the Regional Secretariat include the following:

- ◆ building environmental management capacity in the public, private and NGO sectors
- ◆ monitoring and coordinating LVEMP implementation from the regional to national grassroot level, including research, extension, training, evaluation, and transfer of technological skills
- ◆ assisting IDA supervision missions in various ways
- ◆ submitting quarterly and other progress reports to IDA/GEF in agreed formats
- ◆ updating the Operational Manual for LVEMP, and developing appropriate work plans
- ◆ conducting IDA/GEF mid term review and preparing Implementation Completion Report

3.3.3 National Secretariats

The National Secretariats are the nodal points for program activities. These are the information clearing houses for all agencies implementing the program and all donors supporting it. In performing its tasks, the Secretariats collect information from all implementing institutions, monitor and prepare progress reports, coordinate the preparation of work, training, and budget plans. In addition, the Secretariats facilitate consultancies on an *ad hoc* basis, national workshops, training, and coordinate the outreach and dissemination components and the electronic communication system.

The specific tasks of the Secretariats include organizing Technical Committee meetings at least three times a year. The Technical Committees are composed of members drawn

from all implementing agencies. Their other activities are a carbon copy of the Regional Secretariat, which are:

- ◆ creating implementation mechanisms to ensure harmonized policies and legal safeguards relevant to Lake Victoria
- ◆ capacity building in environmental management among public, private, and NGO sectors
- ◆ monitoring and coordination at national and grassroots levels of all program components including research, training, and technological transfers and providing feedbacks to implementing ministries
- ◆ assisting IDA supervision missions in various ways
- ◆ submitting quarterly and other progress reports to IDA/GEF in agreed formats
- ◆ updating the program Operational Manual and developing an Operational Plan to ensure sustainability after the closing date of the program
- ◆ conducting IDA/GEF mid term program review and preparing an Implementation Completion Report at the end of the program

3.3.4 Implementing Agencies

Overview

As noted in section 2.3.4, there are ten implementation components of the LVEMP. Specific activities of these components are performed by respective national agencies.. Three of these relate to fisheries. The LVFO, which has now been absorbed as an organ of the EAC, liaises closely with the three National Secretariats, Fisheries Departments, and Fisheries Research Institutes (FIRIs) in the management of the fishery resources of Lake Victoria. FIRI implements fisheries research, which include six components – fish biology and biodiversity conservation, aquaculture, socio-economics, information and data base establishment, fish stock assessment, and water hyacinth research. This is done in collaboration with the Fisheries Departments. The Fisheries Departments manage LVEMP component with respect to micro projects, extension, policies, and legal enforcement in collaboration with FIRI, local communities, and NGOs.

The implementation arrangements at national level are outlined below:

Uganda

In Uganda, other agencies implementing program components include the Water Hyacinth Unit (WHU) which operates under the auspices of the National Steering Committee for Water Hyacinth Control, the Water Resources Management Department (WRMD), the Kawanda Agricultural Research Institute (KARI) and the National Wetlands Program in collaboration with the National Steering Committee on Wetlands. These undertake their program activities either individually or in partnership with other agencies. For example, the National Wetlands Program collaborates with the WRMD, KARI, FIRI, Water Hyacinth Unit, the National Water and Sewerage Corporation (NWSC), NGOs, and local communities in performing its component activities of buffering capacity of wetlands, and sustainable use of wetland products.

The other three implementing agencies are the Forestry Department, the NWSC, and the Zoology Department of Makerere University, Kampala. The Forestry Department implements the Catchments Afforestation component of the program in collaboration with KARI, FIRI, WRMD and Wetlands Program in association with NGOs and local communities. The NWSC focuses primarily on implementing the component on Industrial and Municipal Waste Management in association with municipal and local councils, industries, Makerere University Kampala, NGOs and local communities. The Zoology Department implements the program component with respect to strengthening its human resource capacity in graduate studies in Fisheries Biology and Aquatic Sciences.

Kenya

In Kenya, the project components are managed as follows:

- Fisheries Research Component: implemented by Kenya Marine and Fisheries Research Institute (KEMFRI)
- Fisheries Management Component: implemented by Fisheries Department
- Water Quality Management Component: implemented by Ministry of Water Development
- Water Hyacinth Control Component: implemented by Kenya Agricultural Research Institute (KARI)
- Catchment Afforestation Component: implemented by the Forestry Department
- Integrated Soil and Water Conservation Component: implemented by Ministry of Agriculture
- Wetlands Management Component: implemented by National Environmental Management Authority (NEMA)
- Capacity Building Component: implemented by Moi University, Eldoret.

Tanzania

In Tanzania, the components and sub-components of the project are implemented by various institutions. In principle, the departments charged with the responsibility of the sector implement the respective components as indicated below.

Institution	LVEMP Component
Vice President's Office – <i>LVEMP Regional/National Secretariat</i>	Coordination and Supervision of Project Implementation at Regional and National level
Ministry of Natural Resources and Tourism – <i>Fisheries Division</i>	Fisheries Extension, Policies, Laws and their enforcement
Tanzania Fisheries Research Institute (TAFIRI)	Fisheries sub-component
Ministry of Agriculture and Food Security – <i>Plant Protection Division</i>	Water Hyacinth Control

Institution	LVEMP Component
Ministry of Agriculture and Food Security – <i>Land Use Planning Division</i>	Integrated Soil and Water Conservation
Ministry of Water – <i>Water Laboratories Unit</i>	Water Quality and Ecosystem Management
National Environment Management Council (NEMC)	Wetlands
Ministry of Natural Resources and Tourism – Forest and Beekeeping Division	Catchment Afforestation
University of Dar es Salaam – <i>Faculty of Aquatic Sciences and Technology</i>	Support to Riparian Universities

3.3.5 Project Implementation Committee

The Project Implementation Committee (PIC) meets every month under the chairmanship of the National Executive Secretary (NES) to review physical and financial progress of the various program components, awareness dissemination through community participation and publications, progress in procurement, construction works, and installation of equipment. Members of the PIC are drawn from all implementing agencies and specialized technical agencies from the private sector and NGOs.

3.3.6 National Technical Committees

The National Technical Committees (NTCs) consists of all Project Component Leaders. Its functions are to review progress in program implementation, propose solutions to implementation setbacks, review work plans and budgets before submission to the PIC, and discuss staff matters and recruitment of consultants. The NTCs are a self-regulating arm of the PIC, and operates within its realm.

4.0 FINDINGS AND LESSONS LEARNT

4.1 Overview

In general, the institutional framework and operational modality reflect an innovative and cost-effective approach to the management of an elaborate, multi-sectoral, and multi-disciplinary program, whose success is critical to the development of a significant region of East Africa and the populace within it. The use of implementing agencies in the form of existing institutions enables the program to use to the maximum available institutional and human resource capacities. Moreover, by involving NGOs and local communities in the implementation of component activities, the implementation modality incorporates within it in-built mechanisms for disseminating awareness among the entire spectrum of stakeholders in the region. This inspires the population and provides the necessary incentive to ensure success in program implementation.

Indeed, in addition to the commendable role played by the implementing agencies, the success of the program hitherto can be attributed to this innovative mechanism, as well as the participation of other stakeholders, including local communities. The success of the program is also attributable to the participatory process used in its formulation. A cross-section of stakeholders from the three countries was consulted on issues related to the management of Lake Victoria and its catchments prior to the establishment of the LVEMP. This process ensured common ownership of the program. By further involving the same stakeholders in the implementation process, the ownership factor is strengthened even more. These approaches to program formulation and implementation need to be carried forward in future. Where there are loopholes or setbacks, efforts should be made to overcome them.

However, in some cases, the institutional and management structure appears amorphous, leading to duplication of efforts, and delays in program implementation. The specifics of this observation are highlighted below. From this standpoint, it appears pertinent that

some institutional restructuring is necessary, in the context of which some functions could be harmonized.

4.2 The Regional Policy and Steering Committee

The RPSC accords the LVEMP a regional flavour, especially in the context of the emerging institutional set-up of the recreated EAC, which now includes the LVDP/Committee, in addition to the LVFO. It provides the conduit for linking the LVEMP to the EAC Summit through the 9 Permanent Secretaries who constitute it, and the Council of Ministers which it advises on policy and operational matters of the program. To date, the RPSC has played one major role, in endorsing the incorporation of the LVFO as an organ of the EAC.

However, in its current form and operational modality, the RPSC can be regarded simply as a loosely constituted contact point, without any serious managerial responsibilities. Although it has served well as a meeting forum, it has so far not provided additional policy guidance, or suggested mechanisms which could enhance regional collaboration in the management of Lake Victoria and its resources.

It has also failed to ensure inter-country exchange of information. Yet, given the re-emergence of the EAC as a regional body, in the context of which the LVDP/Committee has been adopted as one of its operational units, an opportunity emerges for the RPSC to be transformed and considerably strengthened.

Indeed, the LVDP/Committee has now been transformed into a permanent institution of the EAC, known as the Lake Victoria Basin Commission (LVBC). The protocol for the LVBC was signed in Arusha on November 29, 2003, and ratified by the EAC Partner States one year later.

The LVBC is a response to the recognition by the EAC Partner States of the economic significance of Lake Victoria and therefore, the need to tap this potential to spur

development through promoting investments in the fields of energy, transport and communications, infrastructure, tourism, agriculture, fisheries, forestry, and mining. The Partner States acclaim water as an economic good with social and economic value. For this purpose, they have designated the LVB as an economic growth zone.

The emergence of the LVBC within the EAC setting is further justified on the following grounds:

- ◆ as noted earlier, the LVB is a massive geographical entity, with a huge economic potential
- ◆ the lake's biodiversity attracts the attention of the global community, who are concerned about its sustainable use, given that it is an international heritage site
- ◆ for as long as the lake continues to exist, its environmental problems will also persist, although their manifestations and intensity may change
- ◆ experience elsewhere in the world underscores the need for joint management of common property resources which transcend international boundaries
- ◆ projects which have finite lifespan tend to create uncertainties about the future in terms of sustainability and job security, which may impair the implementation process
- ◆ the re-established EAC needs to be strengthened structurally in order to generate the desired impact within the East African region, and in order to attract global attention as was in the past. The LVBC presents itself as a suitable candidate for this purpose
- ◆ a central organ of the EAC dealing with the development and conservation of the LVB would attract substantial donor interest and support, and would dispense with undue management setbacks, and delays in securing donor funds.

The objectives and functions of the Commission (as itemised in the Protocol) are geared towards the promotion, facilitation, and coordination of stakeholder activities with respect to sustainable development, poverty eradication, environmental protection,

sustainable utilization of natural resources and compliance on safety regulation in the LVB.

The commission will act to harmonize policies, laws, regulations, and standards and the implementation of sectoral projects and programs while promoting capacity building, institutional development, research and development, and security and safety on the lake. It shall have the responsibility of monitoring, evaluation, and ensure compliance with agreed policies and actions as well as spearhead common negotiating positions for the Partner States against any other State on matters concerning the LVB

The institutional structure of the LVBC includes the Sectoral Council (SC), the Coordination Committee (CC), the Sectoral Committees, and the Commission Secretariat. The SC will provide overall policy directions, guide the implementation of development programs within the LVB, make regulations and issue directives, consider and approve budgets and work plans of the Commission, formulate financial rules and regulations, and perform other administrative duties.

The Coordination Committee will submit reports and recommendations to the SC, implement decisions of the SC, receive and consider reports of the Sectoral Committees, assign any Sectoral Committee to deal with any matter relevant to the LVB, and perform other necessary administrative duties. The Sectoral Committees will be composed of senior officials of Partner States, Heads of Public Institutions and representatives of Regional Institutions, civil society, business and industry.

- The Protocol establishing the LVBC assigns the Secretariat of the Commission the responsibility of coordinating all activities within the scope of the Protocol

In fulfilling its obligations in the context of the LVBC, each Partner State will establish National Focal Points which will be responsible for coordinating national initiatives of the LVB and share information with the Commission and other stakeholders

Evidently, the establishment of the LVBC is a move in the right direction. In principle, it can be regarded as an endorsement and recognition by the Partner States of the viability of the institutional setting and operational mechanisms of LVEMP, and therefore, an implicit recommendation that LVEMP should continue operating in future in one form or another. The objectives and functions of the LVEMP are enshrined in the LVBC set-up. Examples include harmonization of policies, laws, regulations and standards, and the promotion of stakeholder participation in sustainable development of natural resources within the LVB. Other examples include promoting capacity building, institutional development and research and development, and sharing of information.

The LVBC also replicates aspects of the institutional setting of LVEMP. The SC is a replica of the RPSC, and the functions of the CC are similar to those of the Regional Secretariat of LVEMP. Likewise, the functions and composition of the Sectoral Committees are similar to those of the National Policy and Steering Committees, which are yet to be established under LVEMP. But, here is where the problem lies.

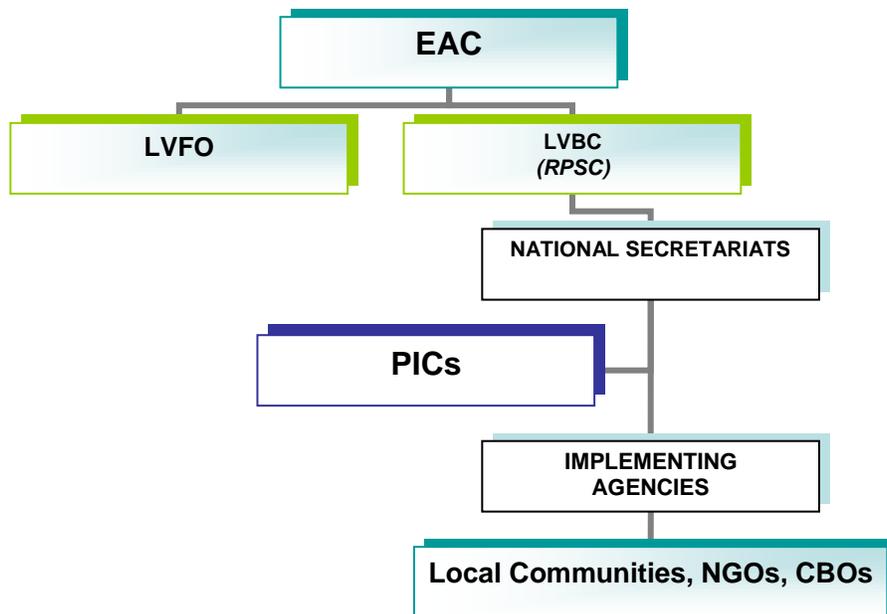
The LVBC seems to be a massive bureaucratic establishment. There are more rungs than necessary on the administrative ladder or focal points in implementing the activities of the Commission. For example, instead of the CC and the Sectoral Committees it may be more appropriate and time saving for the focal point institution within each Partner State to deal directly with the Commission Secretariat and the Sectoral Council, given that it is the focal point institution which oversees the implementation of Commission activities on the ground. These are some of the issues that need to be addressed in future to avoid setbacks in program implementation, as evidenced by the experience of LVEMP (the sections below refer).

The future should see the retention of LVEMP in implementing activities of the LVBC without the institutional bottlenecks referred to above.

The operational mechanisms of LVEMP are advantageous in many ways, as noted in the sections below. And, to date, LVEMP has registered commendable success in all component activities.

The organogram for the new institutional arrangement is depicted below.

Figure 2: Proposed Organogram for LVEMP



4.3 The Regional Secretariat

The Regional Secretariat links up the RPSC with the National Secretariats through the RES, who is its Secretary. Its functions replicate those of the National Secretariat, but at a regional level. As a conduit between the RPSC and the NSs, the Regional Secretariat hardly performs any managerial role. The way forward would be to restructure both the RPSC and the Regional Secretariat to become a viable, management-focused organ of the EAC, which appears to have been accomplished in the context of the LVBC.

4.4 Employment Terms of Project Staff

The Secretariat staff and the component specialists are employed on contract terms. All other full-time and part-time staff are employed under the respective national Governments Civil Service terms. The differentials between the two salary scales range from 4 times greater at the top level to 10 times greater at the bottom level – the Secretariat salaries being the highest.

The staff on government conditions of service have benefited from the project in ways other than salaries. At officer level all of them have participated in short courses or post-graduate degree level studies; good office facilities, equipment, computers and transport have been provided.

The difference in conditions of service, especially for the contract staff in the components, has created some dissatisfaction among staff on government conditions. The preferred option is for the conditions to be harmonized for all project staff.

4.5 Country Experiences

The experiences at the national level appear different in terms of project achievements, weaknesses and operational issues. This is evident from the findings and lessons learnt as outlined below.

4.5.1 Uganda

The National Secretariat

The National Secretariat is the pinnacle of the LVEMP institutional and management structure. It has so far done an excellent job in Uganda, which is amazing, in view of its rather scanty staffing position. Clearly, the innovative approach of using existing institutional and human resource capacities has contributed significantly to this success. In 2003, it was documented that the first two years of the program experienced slow progress (WB, July 2003) largely on account of the need to set things up for the take-off. This necessitated an extension of the program by two years. Since then, significant progress has been registered in most components, as noted by the WB Supervision Mission (WB, October 2004). The main achievements recorded so far include the following:

- ◆ creating baseline information and database for planning future activities in the management of Lake Victoria
- ◆ building institutional and human resource capacities in environmental management within the region to ensure long run sustainability of Lake Victoria and its catchments, including control of water hyacinth and other invasive weeds

- ◆ identifying all industrial and municipal effluent points in the lake basin as a step towards influencing the allocation of Government resources for addressing this source of pollution
- ◆ harmonising fisheries legislation in the three countries, which has led to a review of the Fisheries Act, and strengthening enforcement in pilot zones through co-management with local fishing communities. This has led to effective regulation of landing sites within the pilot zones, gazettelement of BMUs, and effective monitoring of fishing activities
- ◆ establishment of the LVFO, which is now an organ of the EAC
- ◆ establishing a lake-wide water quality and rainfall monitoring system
- ◆ completing inventory and resource survey of Lake Victoria
- ◆ preparation of investment proposals for the rehabilitation and economic management of wetlands
- ◆ undertaking a survey of community involvement in co-management
- ◆ a review of 300 socio-economic publications for the purpose of seeking guidance on best practices in environmental management of lake ecosystems

Indeed, the WB (May 2002, May, July, 2003) has rated the performance of most components as satisfactory. The expected benefits of these achievements to the riparian states include expansion of artisanal fishing and processing, including reduction in post harvest losses, control of water hyacinth, conservation of wetlands, improvements in pasture management, conservation of catchment soil, upgrading of urban sewerage management, industrial pollution abatement, and improvements in rural water and sanitation. Considered together, these successes constitute significant contributions in addressing the key concerns of the LVEMP in terms of improving the livelihoods of the people who live in the Lake Victoria catchment area, enhancing their contributions to the economies of the riparian states, while simultaneously managing the lake sustainably for the benefit of the global community.

It has to be noted, however, that these achievements have not been made without problems. In fact, the National Secretariat has had to cope with several setbacks in performing its tasks. Invariably, the National Secretariat has been blamed for underperformance without relating this to the staffing position at the Secretariat, or the fact that its performance hinges crucially on feedbacks from implementing agencies working under autonomous organizations.

The staffing position at the Secretariat is scanty. To solve this problem, a reactive rather than a proactive approach has been adopted in the past, leading to the recruitment of additional staff in the Accounts, Management Information System, and Procurement units, and the secondment of an Internal Auditor. The Community Participation unit still has only one officer who has to deal with all project components and numerous communities in the pilot zones. The Secretariat staff need to be in the field, yet their office work is also quite demanding. Clearly, this causes delays in activity implementation. Given the experience gathered over the last seven years, it is evident

that the staffing position requires re-evaluation, in view of anticipated activities of LVEMP II.

The Secretariat has also experienced delays in the submission of reports from project components, including accountability for disbursed funds. Often, the Secretariat staff have to move up and down in pursuit of these reports, an exercise which obviously impacts negatively on their office performance. Delays in submitting accountability impacts negatively on the implementation of work plans, as funds cannot be disbursed without prior accountability.

It is apparent that these delays are not intentional. The component coordinators have other responsibilities for which they are accountable to their employers, a situation which evidently relegates LVEMP work to secondary importance. Without any additional financial motivation except for the provision of field trip expenses, it becomes difficult to expect them to apportion their time equally between the two demands. To circumvent this problem, the way forward would be to assign an officer (Task Leader) exclusively to LVEMP work within each implementing agency.

In December 2004, another constraint arose – that of Government interference in the management of project funds (WB, April 2005). Government shifted project funds from a commercial bank to the Bank of Uganda. In response, the WB stopped disbursement of funds until late March 2005, when the funds were relocated to a commercial bank. This seriously curtailed the implementation of project activities in all components. For the future, if there are no proven malpractices in managing project funds, such an extraordinary step by Government would be totally unnecessary.

There have also been delays in the award of contracts. On the one hand, the WB, the NS and project components seem to lay the blame on the Contracts Committee of implementing Ministries. On the other hand, the Contracts Committee blames the NS for invariably submitting incomplete bid documents, thus causing delays in the award of contracts. In addition, it has been noted that the NS has no Procurement Plan in place, which makes it difficult for the Contracts Committee to reflect particular bids in the context of a planned set of activities.

Whatever the case, this anomaly needs to be streamlined to warrant effective and results-oriented implementation of program activities. One suggestion is to fully assign procurement responsibilities to the NS, with co-opted members from the Solicitor General's office and the three Contracts Committee establishments. Another option is to selectively delegate some responsibilities to the NS, while the Contracts Committee retains its authority with respect to major cases. For this purpose, some thresholds need to be set.

In another regard, it is apparent that the National Secretariat has not adequately pursued its awareness campaigns among all stakeholders. Emphasis seems to have been placed on implementing institutions, NGOs, CBOs, local governments peripheral to the

catchment areas, and local communities. For the future, these campaigns need to be extended to all Government Ministries, the private sector, religious leaders and legislators, whose support in attaining the LVEMP targets are equally important so that all stakeholders own the program. Those who missed this opportunity at the program formulation stage need to be taken on board at the implementation stage.

LVEMP activities have also been frustrated by divergent policy pursuits by Governments with respect to the exploitation of the common resources of Lake Victoria, as noted in the WB Report of April 2005. The lake is a regional property, demanding mutual understanding among the member states in terms of its sustainable use. It has been noted that Uganda has been expanding its fish processing capacity rapidly, from 9 in 1999 to 15 in 2005. Three more are in the pipeline, awaiting licensing. Yet existing fish factories already have a production capacity of 420 tons per day. This puts pressure on fisheries resources, and sets a bad precedence for other interested parties. In future, this practice needs to be avoided. Matters of common interest need to be discussed for the common good, rather than implementing decisions taken unilaterally.

Implementing Agencies

As noted earlier, the Implementing Agencies are responsible for component activities. Whereas, in general, their performance has been commendable, episodes of malfunctions have also been manifest. In particular, delays in submitting work plans and accountability have been common, largely for reasons alluded to earlier. It has been observed that the program components have placed more emphasis on research and data collection, than on developing tools for solving actual problems. It is understood that not all problems can be tackled simultaneously. Hence, there is need to prioritise program implementation. Setting targets for output and performance measures (LFA) would provide an added advantage in this regard. This too has been lacking, thus requiring the necessary revisions to correct.

It has also been observed that inadequate information flow among program components has retarded linkages among them. For example, with respect to capacity building, each component was submitting names of candidates for training independently. As a result, capacity building outcomes are incongruent with prescribed numbers.

Project Implementation Committee and National Technical Committee

At project inception it was envisaged that Project Implementation Committees (PIC) would be formed and comprising of representatives from Ministries/Departments of Environment and Natural Resources, Fisheries, Water and Agriculture, along with members of specialized technical agencies/institutions participating in the project, and members drawn from the private sector and non-governmental organizations. Each country, however, established an internal, self-regulating organ in the form of a Secretariat which facilitated and monitored program implementation on a monthly basis. It brought together Task Leaders, Component Coordinators, Senior Scientists, and Secretariat Staff. It is a very useful body which deals with technical issues in relation to

program implementation. It has so far performed an excellent job. However, the WB (2003) observes that there is lack of equal footing in terms of dialogue, activity coordination, and facilitation, in that the NES seemingly dominates the show. To this end, it was recommended that the Permanent Secretaries of implementing Ministries chair PIC meetings in rotation, while the NES becomes the Secretary. While this may augur well in terms of strengthening ownership of the program by Government, it ignores the fact that these Permanent Secretaries are already overburdened with their own work loads, and the prospect of introducing unnecessary bureaucracy and delays in implementing program activities.

A second proposal was that the PCCs chair meetings in rotation in order to strengthen their ownership of the project. This would require the PCCs to revert back to the National Secretariat to retrieve information and link this up with the activities of all components, which is burdensome, to say the least. In any case, the ownership factor is already fully taken care of, since the PCCs are the actual implementers of project activities. The way forward is to maintain the status quo since the PIC is the main monitoring device for program activities, to which the PCCs are answerable.

As for the NTC, its activities link up well with the functions of the PIC. Moreover, it brings together key PIC members in performing its tasks. It eases PIC's activities with regard to proposing solutions to setbacks, reviewing work plans and budgets among others. It is, therefore, a good working mechanism that fuses well with PIC activities. In future, this innovative approach to management should be maintained.

Quality Control Institutions

The lead agency in undertaking quality checks is the WB through its supervision missions. The Bank has so far performed its tasks as expected. It has visited Uganda twice a year without fail, during which ample advice was given to the National Secretariat as well as implementing agencies. Its rating of program implementation has greatly improved the preparation of work plans and implementation modalities. This is a key input in the management of the LVEMP. In future, this audit role should be maintained, and all parties, including Government Ministries, should adhere strictly to WB prescriptions and conditionalities, in the interest of fiscal continuance and the development of the LVB. Using the same Team Members has been good for continuity.

The GEF has performed a similar role, although it has visited Uganda only twice to monitor program performance. Needless to note, the gap between these two visits must have been filled through information sharing with the WB.

On the other hand, the IPS has not been functional at all, because its services have not been required. Given that many of the program components are managed by highly qualified scientists from the various implementing agencies, these same scientists can ably perform the functions of the IPS. Therefore, in future, the IPS should cease to be regarded as part of the institutional framework of LVEMP. However, national review

missions from the MWLE, among others, and the Auditor General's Office, should continue with their overseer role in managing LVEMP.

Funding

Funding for LVEMP I activities was secured through credits from the IDA and grants from GEF. The credits and grants were extended separately to each of the three EAC countries. Kenya received US \$ 12.8m in the form of credits and a grant of US \$ 11.5, totaling US \$ 24.3m. The respective figures for Tanzania are US \$ 10.1m and US \$ 10.3m, giving a total of US \$ 20.4m. Uganda received US \$ 12.1m as credit, and US \$ 13.2m as grant, giving a total of US \$ 25.3m. The three Governments were required to contribute 10% of the funds secured in the form of credits and grants, amounting to a total of US \$ 7.7m, but this requirement was later scaled down to 5%.

The rationale for GEF and IDA involvement in funding Phase One of the LVEMP centres on the critical socio-economic importance of Lake Victoria in the riparian region, and its great scientific and cultural significance to the global community, particularly on account of its unique waterborne biodiversity. Moreover, Lake Victoria suffers from all the environmental problems highlighted in the GEF Operational Strategies for International Waters. These include degradation of water quality due to pollution, introduction of non-indigenous species, over exploitation of resources which could cause irreversible damage to the ecosystem, which in turn could entrench poverty and health hazards among local communities.

Funds from the IDA and GEF are remitted to a Special Account in a local commercial bank. This is used to cover both foreign and local costs of the Project. For local costs, funds are transferred from the Special Account to a local Project Account, which is used to cover the operational costs of the National Secretariat, and payments to local contractors and consultants. The costs of foreign travels and training are covered from the Special Account, which also caters for international consultants, procurements and regional workshops. If there are insufficient funds on the Special Account, direct payments by the World Bank may be requested. Funds on the Special Account are replenished monthly.

From the local Project Account, funds are transferred to implementing agencies, which are required to operate special accounts in the name of LVEMP. The signatories to these accounts are the PCCs and their Finance Officers. The monthly imprest covers the costs of local travel, small purchases and maintenance. Replenishments of these accounts are done monthly after accountability.

The accounts are audited annually. All accounting-related documents are maintained at the National Secretariat. This means that all PCCs have to submit their supporting documents to the National Secretariat in time for the audit process.

The Secretariat has also experienced delays in receiving funds, especially counterpart funds from Government, which results in suspension of activities, given that pre-financing of Government contribution with IDA funds is not permitted under the program. In addition, counterpart funds have always been below budgeted amounts, with an annual average of 53.9% (WB, April 2005). This demonstrates the inability of Government to fulfill its financial obligations to the program. To ensure fiscal continuance in future, there may be need to waive contributions from Government. Instead, efforts should be made to involve other donor agencies to support the program in collaboration with GEF and the WB.

Procurement Mechanisms

Procurements are coordinated by the National Secretariat, while the implementing agencies are responsible for the preparation of Procurement Plans for their components. The National Secretariat prepares bidding documents in conjunction with the PCC of each component. For bulky purchases, the National Secretariat procures on behalf of the implementing agency, while for smaller orders, the implementing agency procures directly, after approval by the National Executive Secretary.

Five procurement methods are used. For contract values of more than US \$ 100,000 per package, International Competitive Bidding (ICB) is required. Contract values of US \$50,000 but less than US \$ 100,000 require National Competitive Bidding (NCB), while International Shopping Procedures (ISP) are used for purchases valued at US \$ 20,000 but less than US \$ 50,000. Inter-Agency Procurement Services Office (IAPSO) of the UNDP procurement procedures may also be used as an alternative to ISP. Local Shopping Procedures (LSP) are used to pay local suppliers for contracts of less than US \$ 20,000. In all cases, at least three quotations are required.

It has been established that the release of funds from the WB is sometimes delayed when counterpart funds are not available. On one occasion it took more than three months before the Ministry of Finance released money to the LVEMP. This stifles project implementation. In any case, when released, counterpart funds are always below budgeted amounts, as already noted.

Secondly, in opening project accounts, the PCCs have to follow their institutional system, which is lengthy. Sometimes the Ministries require the submission of work plans already approved by the NES, which causes further delays in project implementation.

The third issue revolves around delayed accountability, yet additional funds cannot be released to project components without prior accountability leading to delays in project implementation which could be interpreted to reflect low absorption capacity.

Improving the status quo warrants the following measures:

- ◆ the requirement of counterpart funding should be waived; instead, efforts should be made to secure more funds from other donors in the interest of fiscal continuance, without which the sustainability of the LVEMP could be endangered

- ◆ instead of operating separate component accounts, LVEMP could cover component costs directly from the local Project Account, for which purpose the Accounts Unit needs to be strengthened
- ◆ auditable supporting documents should be submitted to the National Secretariat prior to execution of payments to avoid delays in auditing accounts, since this process is undertaken centrally

With respect to procurement of goods and services, the five procurement alternatives are excellent, since they incorporate an in-built system of checks and balances. To operational bottleneck consideration should be accorded to transferring this function to the National Secretariat, but with co-opted members from the Solicitor General's Office and implementing institutions, or to selectively delegate this function to the NS, while the Contracts Committee handles major cases.

Information Flow

Information sharing is crucial in managing an elaborate project like the LVEMP I. There are about six information sharing domains in the context of the program, which include internal or within Secretariat information flow, within the LVEMP institutional hierarchy, between the Secretariat and project components, among project components, between the Secretariat and other stakeholders, and through the mass media to the general population.

The mechanisms for information flow are many, including loose minutes and meetings within the Secretariat, monthly meetings with PCCs, monthly and quarterly reports, other periodic reports, stakeholder workshops and seminars, distribution of fliers and brochures, direct interlocution with local communities, field visits, and television, radio and newspaper messages.

In most respects the National Secretariat has undertaken its task of information dissemination admirably. As a small outfit, sharing of information within the Secretariat has been an easy undertaking. Likewise, information has also flowed smoothly within the institutional framework of LVEMP. However, it is apparent that from the RPSC to the Government level, information flow has somehow stagnated.

Communication between the Secretariat and project components has been facilitated by the monthly meetings as well as more frequent interactions in terms of the management of component activities. Among components, there is evidence of inadequate communication, exemplified by the experience of the capacity building component. But this has since improved, as noted by the WB (2005).

With regard to stakeholders, the National Secretariat seems to have initially ignored some segments of society, notably Parliamentarians. One effect of this was demonstrated when Parliamentarians expressed their reluctance to extend the duration of the program,

pleading ignorance about its activities. However, with respect to other stakeholders, the National Secretariat has performed extremely well via direct interactions, stakeholder workshops, general awareness campaigns and the mass media. This has contributed significantly to the success of the program.

Much still remains to be done to ease information flow among all stakeholders. In particular, the use of leaflets and brochures needs to be given attention. Dialogue with Parliamentarians through special workshops and field visits also need to be considered in future. In this and other regards, collaboration with implementing Ministries and other institutions like NARO, among others, should be pursued. This would attract more interest from Government in the program. The National Secretariat should also be given a lee-way to interact with other donor agencies, in order to prepare the ground for their support in future.

Within the management structure of the LVEMP, there is need to develop and strengthen a Management Information System which can collate information from all component activities. This could be further enhanced by hooking up all project components to a centralized system.

4.5.2 Kenya

Major Achievements

The project was initiated through a participatory approach, which involved various stakeholders and riparian communities in identifying the priority areas that were important to them. This is a positive approach as it enables the communities to take ownership of the project activities and is crucial for sustainability.

The project built human and institutional capacity at all levels, created baseline database and information on environmental and socio-economic threats, reduced water hyacinth infestation to manageable levels, thus permitting increase in fish harvest.

The project also established Beach Management Units for co-management of the fisheries identified and documented procedures for conserving biodiversity, and documented reliable information on water balance of Lake Victoria for the first time, including water quality deterioration and level of pollutants from industrial and municipal sources. Other notable achievements include the following:

- Identified and documented water, soil and nutrient losses from the catchments and recommended practices for their conservation;
- Inventoried the wetlands and made recommendations for their alternative uses based on their cost-benefit analysis; and
- Initiated community, commercial and central forestry programmes.

Benefits

These achievements translate into benefits to the riparian communities and the international community in general. The principle ones include maintaining fish production at an acceptable level and quality, as well as increasing the biodiversity within the lake basin. The tree coverage has also increased. In addition improvement in water quality has considerably reduced the cost of water treatment.

Furthermore, the catchment area has experienced considerable reduction in the level of poverty on account of the following:

- increase in agricultural production resulting from improved land use practices;
- improvement in the sustainable use of wetlands and their buffering capacity;
- enhancement of human and institutional capacities at all levels;
- improvement in inland water transport due to removal of water hyacinth cover;

Lessons Learnt

The Kenyan experience has demonstrated that a multi-sectoral and multidisciplinary composition of the project team has impacted positively on project implementation. This has been enhanced by the development of adequate technical and infrastructure capacity, as well as the involvement of local communities in project implementation, given the expectation of benefits that may accrue to them. This lesson underscores the tenet that if people are made aware of the need to manage environmental resources sustainably and adequately facilitated they will participate effectively in that process.

Notwithstanding this positive outlook, implementation of LVEMP activities in Kenya has experienced several structural and operational constraints, key among which are the following:

- At inception the project design did not critically address the question of the implementing agency. The participating ministries/departments that were to implement the various components were not fully involved at the design stage. In addition the Permanent Secretaries and/or Directors of the implementing ministries/departments do not have a consultative forum for discussing the policy orientation of the project in Kenya although three Permanent Secretaries participate at the regional level.
- Recruitment of NES staff was initially not done professionally. This impacted negatively on the project, which also affected adversely, relationships between NES and the components, and also resulted in delays in the release of funds to components.
- The hand-over process from NES to KARI was not smooth and occasioned a long delay in starting activities.
- The initial deposit into the special account of \$250,000 was low leading to funds running out in the account. Initial seed money was also low and this led to slow disbursement and accountability. Procurement thresholds were also too low.
- Accountability from components was slow and in some cases ineligible due to lack of initial training/understanding of World Bank procurement and financial procedures. As a result the amounts reimbursed in several instances was lower than the amounts claimed.

This also resulted in delays in reimbursements to the project and consequently to the components and to the special account.

- High turnover of procurement officers and long drawn out procedures through the Central Government system impacted negatively on project implementation.
- Audit reports were not produced in accordance with the financing agreement leading to cancellation of the IDA loan.
- The component coordinators and task team leaders were employees of the line ministries and the secretariat has no supervisory role over their activities. The management principle of “unity of command” is therefore breached. The scheme and terms of service for all LVEMP staff was also not harmonized. Appropriate and adequate remuneration of staff is very critical to their motivation.
- The change in World Bank Task Team Leaders (5 times during the Project phase) may also have contributed to ineffective service delivery.
- LFA was not incorporated in the initial project design and therefore there were no verifiable indicators including for ME&R to monitor physical and financial progress.
- Though the project had provision for acquisition of computers, there was no effective MIS and ICT strategy and therefore, information flow between NES and components and within NES itself was not efficient.
- Research data was not properly packaged and disseminated to stakeholders.
- Lack of appropriate policy hampered management of local resources such as wetlands.
- At inception there was no training needs assessment undertaken to identify skills gaps that required to be filled through capacity building. Training was therefore perceived to mean tertiary training and most of the support cadre staff were not trained and neither were the project clients.
- There has also been a relatively low incentive to attract and retain trained graduates in the project after completion of their studies such that full benefits have not trickled down to the ground to the communities and region.
- Non-involvement of technical staff and users in procurement of equipment resulted in procurement of some equipment that was not according to specifications.

Exit Strategy

The following exit strategy for LVEMP Phase 1 has been suggested:

- Clear any project debts and procurements and prepare expenditure summaries
- Mainstream project activities in government operations.
- Maximize capacity of local communities to manage their project after LVEMP 1 for sustainability.
- Develop M&E for continued activities.
- Maintenance and operation of equipment should be ensured for continuity. There is a critical need for development of a maintenance strategy.
- Critical objectives should be packaged for other potential lenders and future programmes.
- Additional equipment and transport should be procured using remaining funds
- Critical objectives and activities need to be and reoriented.
- Prepare Implementation Completion Report

4.5.3 Tanzania

National Secretariat

The National Secretariat in Tanzania, based in Dar es Salaam is integrated with the Regional Secretariat. The National Executive Secretary is also the Regional Executive Secretary. There is one other officer whose time is used for regional work. Two Secretariat officers are based in Mwanza on the lake, while the remainder are in Dar es Salaam.

The project is implemented through line ministries, departments and scientific institutions. Full-time and part-time staff members are assigned by the implementing agencies to work on the components and sub-components.

In addition, there are six staff members hired on contract by the Secretariat who work in component implementing roles. Their conditions of service are the same as those of the Secretariat staff members.

Location of the Secretariat

The logic of moving the National Secretariat to the lake has been expressed a number of times in Supervision Reports, but has only resulted in the Senior Operations Officer and the Community Participation Officer being based there. There are convincing arguments for retaining the office in Dar es Salaam for close working relationships with the government ministries and departments for ensuring smooth flow of funds, ministerial liaison, obtaining approvals where necessary, and management of procurement.

There is no evidence that the location of the office in Dar es Salaam has hindered project implementation. In fact, during the early years this location was no doubt an advantage in order to secure the necessary understandings, clearances and support from central government institutions. However, now that the project is well established in the national context, arrangements should be instituted for moving to the lake as this will help to focus and prioritize the project in terms of implementation in the field.

There will however still be need for a small liaison office in Dar es Salaam to deal quickly with clearances and contacts, but all other functions would be better located on the lake, at Mwanza.

Disbursement of Funds

Budgets are made annually together with the Work Plans. The budgets for each component appear in the annual Development Estimates of the implementing central ministries. The flow of funds is as follows: from the World Bank to the Tanzania Central Bank, then to the LVEMP Secretariat's commercial bank account and from there to the components commercial accounts. Components request funds on a reimbursable basis according to the agreed Work Plans, and with the approval of their central ministries.

Although there have been complaints from the components about slow disbursement procedures, in general there have been no noteworthy delays in the flow of funds, and the rate of disbursement has been satisfactory, except in situations where the delay was beyond the Secretariat's control.

Procurement

Procurement has followed the Government of Tanzania (Public Procurement Act) and World Bank (Procurement Guidelines) requirements. The procedures are lengthy, but are aimed at ensuring prudent utilization of funds. The Bank is involved in giving "no objections" throughout the process of all goods purchase over USD 50,000, and is involved in the contracting of all consultants.

The suggestions for decentralizing all the procurement functions to implementing institutions need to be accompanied by appropriate expertise at the respective institutions.

Audits

Audits have been carried out in accordance with Government of Tanzania procedures, and they have been done within the time limits set by the Bank.

Reporting

Quarterly and annual progress reporting has been done on time. The style and format of the reports has been more narrative than quantitative, so it is difficult for an external person to see a measurable progression of outputs. The formats of the reports seem to change from year to year, and are not consistent from one component to another.

The World Bank Staff Appraisal Report for the project and the Project Document listed six monitorable performance indicators for project but these have not been systematically measured and reported.

Data Management

The Management Information System (MIS) Officer and his assistant are responsible for information gathering (mainly in hard copy form in the Documentation Centre), information dissemination, quarterly newsletters, TV programmes, radio spots, leaflets, a coming website, database development for the components.

Most emphasis on Data Management appears to have been put in collecting information in hard copy, and producing quality information materials for the public who are interested in the lake and for publicity purposes to explain the project.

Database development has not reached a stage where data is collated into a form that can give an overview of the state of the environment of the lake. Small databases are maintained by the components for their own work, and some are in the process of establishing baselines. There is need to strengthen and enrich the data management aspect.

Policy and Regulatory Framework

There has not been a systematic attempt to create environmental management policies, procedures and regulations for the lake, except in the case of fisheries legislation that was identified as a sub-component at the time of project design. Such an attempt would have been an integral part of project strategy if there had been some focus on management aspects of the lake, rather than the focus being largely on research and data collection.

Sustainability of the Secretariat

The Secretariat is institutionally placed in the appropriate Tanzania government structure. LVEMP-1 was not initially designed to create a sustainable Secretariat. A phasing-out and sustainability strategy will be necessary in the last phase of support for LVEMP in order to ensure that Tanzania can sustain an appropriate structure for environmental management of the lake.

Monitoring and Evaluation

Precise, systematized monitoring has not been possible due to the lack of a standard Logical Framework Analysis (LFA) for the project. Although rigorous application of LFA would require appropriately trained staff to implement it, a simple matrix could have been developed of quantifiable outputs and measurable indicators that give an easy-to-read format as the basis of project reporting, but this was not done.

Progress reports have been produced quarterly by the components in connection with request for further disbursement of funds. The National Secretariat has produced annual progress reports for approval by the Regional Policy and Steering Committee. Each country has also been preparing Stocktaking Reports, with the Regional Secretariat compiling an overall report. However, all this reporting has not been consistent in reporting formats, and a narrative, largely qualitative, presentation of achievements has been submitted.

Supervision and reviews of projects are expected to provide critical new thinking that continuously guides the project towards its objectives. The objectives of LVEMP are very broad, so there was ample room for relevant new initiatives and approaches towards reaching the objectives. This does not appear to have happened to much extent. The supervision mission reports have been detailed comments on on-going activities. In this regard they have been useful for the implementation staff, especially after the Mid-Term Review when the reports started to summarize actions to be taken in tables and then followed-up in the next report.

What was lacking was new thinking, and references to best practices from similar activities in the region. A more open supervision process might, for example, have seen the necessity for a data management strategy leading to regular reporting on the state of the environment of the lake. This kind of overall status information does not yet exist.

5.0 CONCLUSIONS AND THE WAY FORWARD

5.1 Overview

The LVEMP I became operational in 1997, three years after the signing of the Tripartite Agreement, and two years before the re-establishment of the EAC. Through its various supervision missions, the WB has rated the performance of most project components as satisfactory, which means that the key concerns of the program were being addressed adequately. These concerns revolve around the sustainable use of the resources of Lake Victoria and its catchments for the purpose of improving the livelihoods of the people who live in the vicinity of the lake, enhancing their contributions to the economies of the riparian states, while simultaneously conserving the resources for the benefit of future generations and the global community.

The success of the program translates into benefits to the local communities and the economies of the three riparian states. At the local community and local government level, accrued benefits include expansion of artisanal fishing and processing, reduction in post-harvest losses, control of water hyacinth, conservation of wetlands, improvements in pasture management, conservation of catchment soil, upgrading of sewerage management, abatement of industrial pollution, and improvements in rural water and sanitation. Needless to point out, these benefits diffuse to the national and regional levels as well.

From a broader perspective, LVEMP I has equally been successful. Notable among its achievements are:

- creating baseline information and database for planning future environment management programs

- strengthening institutional and human resource capacities in environment management to ensure long run sustainability of the resources of Lake Victoria and its catchments
- identifying all industrial and municipal effluent points in the lake basin
- harmonizing fisheries legislation in the three EAC countries
- creation of the LVFO as an organ of the EAC
- establishing a lake-wide water quality and rainfall monitoring system
- completion of inventory and resource survey of Lake Victoria
- undertaking a survey of community involvement in co-management and monitoring of resource use
- preparation of investment proposals for the rehabilitation and economic management of wetlands
- completed a review of 300 publications in search of best practices in the management of lake ecosystems
- created awareness among various stakeholders about the need to manage the resources within Lake Victoria and its catchments on a sustainable basis

The key to this success lies in the innovative and cost-effective operational modality adopted by the project management. One component of this was to ensure that the program was owned by Government and other stakeholders in each country, including local communities, who were involved in both program formulation, and in the implementation of program activities. This had the added advantage of having in-built mechanisms for disseminating awareness about the program, its activities, and objectives.

Another factor contributing to this success was the use of already existing institutional and human resource capacities in the implementation of program activities. This provided for a participatory and cohesive approach in managing the implementation process. Unfailing guidance from the WB and the ready availability of financial resources from the IDA and GEF were equally instrumental in ensuring the success of LVEMPI.

However, as with most programs, LVEMP I also had its share of problems and difficulties, the majority of which still persist within the current institutional framework and management functions. For the future, these need to be ameliorated in the interest of greater success in the management of the resources of Lake Victoria and its catchments.

5.2 The Way Forward

With respect to the institutional setting, the RPSC has demonstrated weaknesses in linking up the LVEMP with the EAC Governments basically because it is a loosely constituted meeting point for Permanent Secretaries, without the clout to formulate policies or enforce their implementation. Its usefulness seems to have been overtaken by events, in view of the re-establishment of the EAC in 1999.

The way forward would be to take advantage of this emergence and transform the RPSC into an authority within the EAC structure, with the responsibility of spearheading the development of Lake Victoria through existing regional and national institutions, including the LVEMP. The establishment of the LVBC provides the answer to this call.

Other components of the institutional framework appear redundant, non-functional, or functionally duplicative, thus causing undue delays in implementing program activities. Notable among these is the IPS.

The recommendation for the future is to disband the IPS. Furthermore, the NTC should be fully absorbed within the PIC, in the interest of expediting the implementation of program activities, and to avoid causing confusion about its role.

Experience has also revealed that the National Secretariat is understaffed vis-à-vis its elaborate workload. This has sometimes delayed program implementation, especially regarding information flow with and among stakeholders.

In future, consideration should be given to strengthening the capacity of the National Secretariats in anticipation of the multiplicity of activities that are yet to emerge.

The salary structure also needs to be reviewed, in the context of which appropriate increases need to be considered. In this regard, Mechanisms should be put in place to bond beneficiaries of capacity building schemes for a period of at least three years after completion of their studies so that benefits from their training can accrue to the project.

LVEMP-1 has likewise experienced delays in submitting accountability and work plans by project components based in various implementing institutions.

The way forward is to ensure that each implementing institution assigns an Officer to be exclusively responsible for LVEMP activities so that the officer does not get distracted by other office responsibilities.

In addition, LVEMP has encountered delays in receiving counterpart funds from the Treasury. Apart from delayed receipts, the amounts received have always been below the budgeted amounts, implying stalled implementation of program activities.

For the future, efforts should be made to secure complementary funds from other donors in lieu of counterpart funds, given the inability of Government to allocate adequate funds to the LVEMP.

Another cause of delays in implementing LVEMP activities is the lethargic process in awarding contracts, for reasons which may be attributed to the workloads of committee members, or the bureaucracy which underpins their *modus operandi*.

Against this background, it is recommended that the responsibilities of the Contracts Committees be shifted to the National Secretariat, with co-opted members from relevant institutions, or selectively delegated to the NS.

In another regard, it has been established that the project components seem to have placed disproportionate emphasis on research and data collection at the expense of developing tools for solving actual environmental problems. Secondly, linkages among project components appear to be lacking due to limited exchange of information. This is not as it should be, given that the components constitute building blocks for a coherent program.

In future, the following steps need to be taken:

- prioritise program implementation activities
- set program targets and develop performance yardsticks
- develop information dissemination capacity system-wise
- accord due importance to information flow as a strategy for more effective program implementation

Other areas of concern include restricted target audience for awareness campaigns and divergent policy pursuits by Government. The latter is particularly noticeable with respect to fish processing capacity.

The future scenario demands extending awareness campaigns to all stakeholders targeting, in particular, the segments of society who influence policy formulation, among others. With regard to the second phenomenon, multi-lateral rather than unilateral decisions need to be accorded supremacy.

Other recommendations for the way forward include the following:

- There needs to be a complete paradigm shift from the way the project was initially designed and implemented in order to effectively and efficiently implement it and ensure the intended impact on the target beneficiaries is achieved and that the project will be sustainable after the exit of donors.
- There is need to involve technical personnel and users in procurement of project equipment, and increase the threshold for approval at component and coordination levels to prevent piecemeal purchases and splitting of transactions.
- There is need to develop a Logical Framework Analysis (LFA) methodology for the project starting from a Strategic Management Framework in addition, uniform M&E tools should be developed for the project to guide decision-making, setting of priorities, and harmonization of performance indicators across the region.
- There is need for the development of an ICT strategy with a fully fledged documentation and information centre and a centralised database with a back-up system, and MIS should be institutionalised at all component levels. This will imply instituting linkages between components, coordination units and line ministries/institutions and establishment of information sharing through use of VSAT.
- For Tanzania the National Secretariat should move to Mwanza and only a small liaison office needs to be maintained in Dar es Salaam.
- A National Policy and Steering Committee should be established to ensure high level of accountability and coordination of the project at national level.
- Project design should identify the high priority issues relating to environmental management of the lake, and then concentrate activities in those areas, including the development of the appropriate policy, regulatory and institutional frameworks.
- Capacity building resources should be allocated on the basis of training and other needs that are specifically related to the sustainability of project outputs.
- Project design should prioritize the role of the Secretariat in data management with the focus of collating and synthesizing data into an annual State of the Lake report. In addition, data should be collected and analyzed only in relation to a clear Management Information System that delivers the appropriate data to relevant decision-makers.

6.0 ACKNOWLEDGEMENT

This report was prepared after consultation and cooperation with several parties and accessing relevant literature and various documents related to the project.

In the course of the study, various persons and institutions were contacted and consulted. The parties contacted are listed in **Annex 3** of this report. The consultants are appreciative of their cooperation in providing valuable information for the study, through direct discussions as well as offering pertinent suggestions during the National Stakeholders Workshops to discuss the Draft Report.

Special thanks go to the LVEMP Regional and National Executive Secretary, Mr. Christopher Nyirabu, and the Lead Consultant Dr. J. B Okeyo-Owour who provided useful guidance on the conduct of the study.

Finally, we wish to register our gratitude to the various officers of the LVEMP Secretariats who provided relevant documents on the project as well as logistical support and successfully arranged appointments with relevant stakeholders in the execution of the assignment.

-oOo-

Annex 1: Terms of Reference

1.0 BACKGROUND

Phase One of the Lake Victoria Environmental Management Project (LVEMP) was to achieve the following main objectives:

- To provide the necessary information to improve management of the Lake ecosystem
- To establish mechanisms for cooperative management of Lake Victoria Basin by the three East African countries, and
- To identify and demonstrate practical, self-sustaining remedies, while simultaneously build capacity for ecosystem management.

Therefore, the project was intended to rehabilitate the degraded environment of the Lake Victoria Basin and foster the development of a rich healthy ecosystem with a well representative but diverse species complex. The project was expected to go a long way to alleviate poverty, improve the lake basin environment and improve the social welfare of the riparian communities. In order to achieve the intended objectives, eight components and subcomponents have been implementing LVEMP activities, under the Coordination of a National Secretariat.

The main activity of the National Secretariat is to coordinate project implementation and to provide linkages with other Regional agencies dealing with issues pertaining to Lake Victoria. The National Secretariat also doubled up as a Regional Secretariat in the coordination of Project implementation in the three EAC Partner States and in serving the Regional Policy and Steering Committee, as its secretary.

It is obvious that during the seven years of implementation of the project the National Secretariat has steered the Project in achieving its objectives of rehabilitating Lake Basin environment and alleviation of poverty. However, it is also possible that there have been some shortcomings in the manner the Secretariat has carried out its functions inherent in its framework or other factors. For these reasons, LVEMP is seeking to engage a National Consultant to prepare a Lessons Learnt Report (LLR) on its Institutional Framework.

2.0 OBJECTIVE OF THE CONSULTANCY

LVEMP is seeking a consultant to prepare a lesson Learnt Report for its Institutional Framework. The report will serve the following objectives:

- A review of Institutional Framework of LVEMP-1.
- To serve as a background information to guide the preparation of phase 2 of LVEMP and its implementation framework

3.0 SPECIFIC TASKS/ACTIVITIES

The consultant will carry out his tasks under an International Consultant. He/she will:

- Assess the management structure of LVEMP-1 and relate how the various entities have individually or in combination impacted on the performance of the project, positively or negatively.
- Review the National/Regional Management structure and identify strengths, weaknesses and gaps, and relate it to the institutional structures defined in the Lake Victoria Basin Protocol.
- Based on (i) and (ii) above, identify lessons learnt, including causative factors and effects.
- Review LVEMP-1 management plan in relation to addressing key National issues with emphasis on:
 - Sustainable fisheries
 - Integrated water resources management
 - Land use and natural resources management
 - Integrated waste management (municipal and industrial)
 - Clean and safe water and sanitation
- Review LVEMP-1 funding and procurement mechanism, identify strengths, weaknesses and gaps and propose way of improvement.
- Review LVEMP-1 information flow and propose improvement where necessary.
- Work with International Consultant in the production of Regional Lessons Learned Report on Institutional Framework.

4.0. METHODOLOGY

- The consultant will carry out desk review of the available information, will interview key persons and if necessary will conduct field visits.
- The consultant will produce an **inception report** after carrying out (i) above and present it to the client.
- After approval of the inception report, the consultant will undertake the main task of **analysing the collected information** and submit a **draft final report** to the Secretariat for Comments.
- The Draft Final report will then be **presented to a national stakeholders' meeting** for comments.

(v) The Consultant will then **produce the Final Report** incorporating the Stakeholders' View and Comments.

5.0 TIME FRAME

The consultant shall prepare an appropriate time schedule outlining activities and time frame for each activity.

6.0 OUTPUTS AND DELIVERABLES

The expected outputs shall be:

- (i) Inception report
- (ii) Draft final report
- (iii) Final report

Annex 2: References

1. Background to the Preparation of LVEMP II, December, 2004
2. East African Community Secretariat: *Protocol for Sustainable Development of Lake Victoria Basin, 2004*
3. Department of Fisheries Resources: *Guidelines for Beach Management Units in Uganda, July 2003*
4. LVEMP National Learnt Consultancy – Description of Services, May 2005
5. Project Document, June 1996
6. Project Operational Manual, July 1998
7. Regional Stocktaking Report, July 2003
8. The Tripartite Agreement and Program Preparation Framework
9. Uganda Stocktaking Report, July 2003
10. World Bank Supervision Mission, May 2002
11. World Bank Supervision Mission, Uganda, May 2002
12. World Bank Supervision Mission, April 2004
13. World Bank Supervision Mission, October 2004
14. World Bank Supervision Mission, April 2005
15. Progress Report and Status of Aide Memoire October 2004- February 2005.
16. Progress Report and Status of Aide Memoire (April - September 2004),
17. Implementation Review September 27-October 4, 2004.
18. Loan and Grant Agreements
19. Lake Victoria Environment Management Project Kenya-GEF Grant No. 28319 (September 27-October 4 2004) Aide Memoire
20. Lake Victoria Environment Management Project Kenya-GEF Grant No. 28319 Implementation Review, February 28 – March 9, 2005 Draft
21. Lake Victoria Environment Management Project Kenya-Phase 1 Draft Regional Stocking Report July 2003
22. KARI-LVEMP Progress Report and Status of Aide Memoire April –September 2004
23. KARI-LVEMP Progress Report and Status of Aide Memoire October 2004-February 2005
24. Annual Progress Reports from Inception
25. Annual Work Plans and Budgets from Inception
26. Audited Financial Statements and Management Letters – Report of the Controller & Auditor General for the Year Ended 30 June 2003

27. Audited Financial Statements and Management Letters – Report of the Controller & Auditor General for the Year Ended 30 June 2004
28. Treasury Circular No. 18/98 Processing of Payments and Reimbursement Claims in Respect of Pre-Financed Donor Funded Projects Ministry of Finance February 22 1999
29. Financial Procedures Manual
30. Procurement Plans
31. NEMA Organization Chart
32. LVEMP Tripartite Agreement - 1994LVEMP
33. LVEMP Project Document - June 1996 World Bank
34. LVEMP Staff Appraisal Report - June 1996 World Bank
35. Project Implementation Plan (PIP) – October 1996 LVEMP
36. Project Operational Manual - May 1998 Joint EA Governments
37. Proceedings of the First Regional Workshop to Review Implementation of the LVEMP and the Way Forward – November 1999 LVEMP
38. Report on Stock-Taking of LVEMP Phase 1 Activities July 1997 – March 2003 LVEMP
39. The Vision and Strategy Framework for Management and Development of Lake Victoria Basin – Main Report, September 2003 EAC
40. Protocol for Sustainable Development of Lake Victoria Basin - November 2003 EAC
41. The Public Procurement Act 2001 Government of Tanzania
42. LVEMP Implementation Review – Aide Memoiré, April 2005
43. Brochure, Leaflets and Miscellaneous Documents on LVEMP

Annex 3: Persons Consulted and Interviewed

Uganda:

1.	Ms Ann Florence Luzira	Under Secretary	MWLE
2.	Dr. Dennis Kyetere	Director General	NARO
3.	Dr. Nsubuga Senfuma	Commissioner	WRMD, MAAIF
4.	Mr. Joel Richard Okonga	Senior Hydrologist	WRMD, MAAIF
5.	Mr. Dick Nyeko	Commissioner for Fisheries	MAAIF
6.	Dr. William Olaho-Mukani	Director, Animal Resources	MAAIF
7.	Dr. John S. Balirwa	Ag. Director	NARO (FIRRI)
8.	Dr. Fredrick J. Muyodi	Lecturer/Water Scientist	MUK
9.	Ms. Tabitha Kakuze	Chairperson	ECOVIC
10.	Mr. Eugene Muramira	Director, Research	NEMA
11.	Eng. Patrick Kahangire	Director	Nile Basin Initiative
12.	Mr. William Mayembe	Director	LVFO
16.	Dr. Orach Meza	NES	LVEMP
17.	Mr. John Wambede	OC	LVEMP
18.	Mr. Itaza Muhirwa	PO	LVEMP
19.	Mr. Robert Kilama	Accountant	LVEMP

Tanzania:

Name	Title	Institution
1. Mr. Raphael Mollel	Senior Permanent Secretary	Vice President's Office
2. Mr. Peniel Lyimo	Permanent Secretary	Ministry of Finance
3. Mr Salmon Odunga	Permanent Secretary	Ministry of Natural Resources and Tourism
4. Mr. Christopher Nyirabu	RES/NES	LVEMP
5. Mr Saidi Mbwana	Senior Operations Officer	LVEMP
6. Mr. Gasper Mallya	Operations Officer	LVEMP
7. Mr. Gabriel Kang'oha	MIS Officer	LVEMP
8. Mr. Maila Makambi	Procurement Officer	LVEMP
9. Mr. Peter Chisara	PCC	NEMC
10. Mr. Rashidi Hoza	PCC	Ministry of Natural Resources and Tourism (MNRT)

11. Dr. Hassan Mjengera	PCC	Ministry of Water and Livestock Development
12. Dr. John Machiwa	PCC	University of Dar es Salaam
13. Mr. Peter Toima Kiroya	District Commissioner & Ag. RC - Mwanza	Nyamagana District, Mwanza Region
14. Mr. Jared Gachocha	District Commissioner	Ilemela District, Mwanza Region
15. Mrs Rose K. Eliapenda	District Executive Officer	Misungwi District, Mwanza Region
16. Mr. Sebastian Masso	District Executive Officer	Sengerema District, Mwanza Region
17. Mr. Ernest Mkilindi	District Forest Officer	Sengerema District, Mwanza Region
18. Mr. Innocent Shang'wabo	District Fisheries Officer	Sengerema District, Mwanza Region
19. Mr. Paul Kugopya	District Fisheries Officer	Misungwi District, Mwanza Region
20. Mr. Ladislaus Mahendeka	District Forest Officer	Misungwi District, Mwanza Region

	NAME	Position
	Project Coordination Unit	
1.	Dr. Stephen Njoka	Project Coordinator
2.	David K. Njoroge	Procurement Officer
3.	Agnes Yobterik	Community Officer
4.	Stephen Kyalo	MISO
5.	Eddah Kaguthi	MISO
6.	John Gachanja	Finance Officer
7.	Kistos Khisa	Supplies Office
	Ministry of Water	
8.	Francesca Owuor	Deputy Chief Economist
	Ministry of Environment	
9.	Dr. Timothy Mumela	Deputy Secretary Environment
10.	Abel Okemwa	Project Accountant LVEMP
11.	Ted Opondo	Deputy Project Accountant LVEMP
12.	Martha Kariuki	NES Secretary
	KARI	
13.	Dr. Jane Wamuongo	KARI-LVEMP National Coordinator
14.	Andrew J. D. Otolo	Chief Accountant
15.	F.M. Ruiru	Chief Procurement Officer
16.	Nicholas N. Nyamuamu	Accountant, Donor Funds
17.	Betty Kiplagat	Chief Legal Officer
	Ministry of Finance-ERD	
18.	Henry Mutwiri	World Bank Desk
19.	Murimi	ERD Accountant
	Ministry of Livestock & Fisheries Development	
20.	Eng. David N. Stower	Permanent Secretary
21.	M.W.Wafula	Deputy Director of Fisheries
	NEMA	
22.	Jane Adewa	Director, Finance & Administration
23.	Salome Machua	Senior Research Coordinator
24.	Samuel Gitahi	Coordinator, Fresh Water Wetlands
25.	TTLs	Names to be supplied

ANNEX 4: INSTITUTIONAL FRAMEWORK

