



Conservation for Development

An organisational review of WWF-Norway

Norad
Norwegian Agency for Development Cooperation

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Final report

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Norwegian Institute of International Affairs (NUPI)

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Acronyms

ACCPAC	Brand name of electronic accounting system
AO	Associate Organisations (with reference to WWF network)
CBNRM	Community-based natural resource management
CBO	Community-based organisation
CSO	Civil Society Organisation
EARPO	WWF Eastern Africa Regional Programme Office, Nairobi
Fafo AIS	Fafo Institute for Applied International Studies
IUCN	The International Union for Conservation of Nature
LFA	Logical Framework Analysis
M&E	Monitoring and Evaluation (with reference to reporting)
MDG	United Nation's Millennium Development Goals
MFA	Norwegian Ministry of Foreign Affairs
NGO	Non-governmental Organisation
NO	National Organisation (with reference to WWF network)
NOK	Norwegian Kroner (currency)
Norad	Norwegian Agency for Development Cooperation
NUPI	Norwegian Institute of International Affairs
PO	Programme Offices (with reference to WWF network)
RBM	Results Based Management
ToR	Term of Reference
UN	United Nations
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNHCR	United Nations Refugee Agency
USD	United States Dollars (currency)
UWA	Uganda Wildlife Authority
WWF	World Wide Fund for Nature
WWF-N	World Wide Fund for Nature-Norway

Summary

This review of WWF-Norway, commissioned by Norad, examines the organisation's ability to provide effective aid, with a focus on four areas:

- WWF's role as a civil society agent and its capacity to support civil society development
- Relevance of WWF's work to Norwegian development policies, national policies and local communities
- Capacity and risks within financial management, project management and general institutional capacity
- Results: focusing on quality of reporting, effectiveness and efficiency, and added value

The focus is on the programmes that are supported by the Norad frame agreement in Africa, but within the context of other international activities of WWF-Norway. WWF-Norway works closely with WWF International in all of its programmes to support nature conservation in other countries, so the assessment also takes into account the capacity of WWF International and its Programme Offices. With regard to other implementing partners, including government and civil society organisations, the WWF's selection of partners and its role in supporting partners' capacity is considered, not the partners' capacity in general.

The methodology is based on qualitative analysis of data collected from documents providing general presentations of the organisation, management systems, projects and programmes; demonstrations and sample documents of actual management practice; interviews with WWF and non-WWF stakeholders; focus group discussions; project visits in Uganda and Kenya, media coverage and scholarly literature. Countries for case studies were selected by Norad.

The review team finds that WWF-Norway is a major actor in civil society in Norway and its role has increased dramatically in recent years. It fills several roles, including close collaboration with decision makers on policy development, contributions to better knowledge and awareness in general public and among specific target groups, and active participation in a public discourse often confronting policy makers. In these roles it takes up issues related to conservation in the South and development issues in line with expectations towards NGOs in Norwegian development policy.

Other parts of the WWF network fill some of the same roles with some exceptions. In some areas WWF has taken on roles in policy and advocacy that differ significantly from WWF-Norway's role in Norway as well as general expectations towards civil society organisations in development. In most African countries WWF has chosen limited involvement in public discourse in particular on controversial policy issues compared to other environmental NGOs, and it rarely confronts policy and decision makers in public. The limited experience and indications of relatively poor understanding in the WWF network of such key aspects of civil society, in combination with mission and objectives that are not directly related to civil society development in general, led the review team to consider whether WWF-Norway, given its dependence upon the WWF network, has the capacity to support the strengthening of civil society in the South. However, for activities explicitly targeting civil society development, the project design seems relevant and well informed and qualified personnel are allocated. Even if not explicitly targeting civil society development most or all programmes of WWF-Norway contribute to strengthening of institutional capacities in collaborating civil society organisations; selected as partners because they represent key stakeholders or for other reasons are seen as crucial to success of its programmes.

The work of WWF-Norway is highly relevant to selected Norwegian development policies, in particular those relating to nature conservation and natural resource management. It is also seen as relevant to national priorities in the countries supported. Less clear, however, is the relevance to local communities. Conservation is a pre-set objective of WWF engagement, but it is not necessarily in line with local communities' own priorities regarding development support. Although WWF-Norway rarely supports interventions that may conflict with community interests and generally supports communities in better coping with and benefiting from conservation, there are nevertheless inherent dilemmas in some of

WWF-Norway's work with regard to the conflict between conservation and community interests. The team believes there is a potential to further improve WWF-Norway's positive involvement in this sense.

This report also identifies some weaknesses and potential inconsistencies with cross-cutting principles of Norwegian development assistance, in particular a rights-based approach, and gender sensitivity.

In terms of capacity, the assessment finds that WWF-Norway, supported by WWF International, has very high capacity and within its area of work is probably the agency most capable of producing high-quality results as measured against widely held standards and expectations to development cooperation. There are few risks identified, and those are relatively easily managed. Financial management is sound with few risks of fraud. Some potential constraints to efficiency are identified in the report.

Further, the team finds that a generally good system of reporting results on the project level enables aggregate-level reporting to Norad that reflects the actual results produced, and the results demonstrate high degree of effectiveness. Among the weaknesses found are that results along socio-economic parameters are relatively poorly developed and reported, and that failures to achieve objectives in individual projects are poorly communicated in reports to Norad on the aggregate level.

The team also finds that WWF-Norway, supported by WWF International, also adds value to its government and civil society partners beyond the specific project results reported, in areas like implementing capacity, technical capacity and general institutional capacity. By introducing effective modalities of working with local communities WWF may also potentially support aspects of good governance in general. To some extent these results are likely to last beyond project periods.

Recommendations are provided in chapter 7. Among them are recommendations to improve focus, expertise and communication around aspects of community and socio-economic development, including a rights-based approach; gender sensitivity; responding to community interests beyond those related to conservation; monitoring and reporting of socio-economic changes; communication and management of the often inherent conflicts between nature conservation and community interests. Other recommendations relate to WWF's involvement in controversial policy issues and reconsideration of WWF's choice of roles in civil society and public discourse in general. Within financial management and administrative requirements the team provides some recommendations of which some are also within the mandate of Norad.

1. Introduction

1.1 Background and Terms of Reference

An organisational review of WWF-Norway was commissioned by Norad in May 2008. According to the Terms of Reference (Annex I) the purpose is:

‘to examine the organisation’s ability to provide effective aid. By effective aid in this context is meant:

- The cost-efficient use of funds
- Results that are in accordance with Norwegian political priorities
- Relevance to the partners and target groups
- The ability to achieve its own goals

The review shall assess the organisation’s professional, financial and administrative capacity to carry out programmes that implement the organisation’s Norad-financed measures and programmes’.

A review team of two consultants and one Norad representatives was selected:

- Øyvind Eggen, NUPI, team leder
- Svein Erik Stave, FAFO AIS
- Laila Trønsdal Moen, Norad civil society department

Some issues regarding potential conflict of interest were elaborated with Norad¹. The Norad member of the team could not take part in the final revisions of this report due to leave.

An ensuing meeting with Norad concluded on some specifications on the assignment, reflected in an Inception Report produced by the team (Annex 2). The review was carried out according to a general outline set by Norad, including case studies in countries selected by Norad following dialogue with WWF-Norway. The team was not consulted and had no influence on the selection of countries.

1.2 Methodology

The review was based on qualitative methods. Data on various thematic areas were triangulated and analysed by individual team members within their respective areas of expertise, prior to discussion and conclusion by the team in plenary. There were no major disagreements between team members on conclusions. Most of the conclusions have not been discussed with WWF-Norway prior to the writing of this report.

The main data sources used for the review are:

- Demonstrations of actual practice of various aspects of project management and implementation by WWF-Norway and during project visits.
- Document reviews. Documents relating to the Norad agreement (GLO-0630, GLO-05/312) including original agreement, multi-annual application and annual plans, approval letters, minutes of annual meetings; documents describing objectives, policies, strategies and management systems of WWF-Norway and WWF International; samples of actual documents produced by the various steps in project management; and several recent internal and external reviews and evaluations of WWF-Norway’s projects were reviewed. In addition to a general review of all documents reflecting the aggregate (programme) level, the team selected two other projects (in another region and different sector) for which it requested all relevant documentation for an in-depth review. This was seen as necessary since the team had not been involved in the selection of countries for project visit.

¹ In a previous position Øyvind Eggen had management responsibility in another Norwegian NGO working in related areas: the Development Fund (*Utviklingsfondet*). He was not involved in any activities related to WWF-Norway’s Norad-funded activities and nor in any aspects involving interests or commitments to WWF-Norway. Another issue, not communicated with Norad, is that the other consultant, Svein Erik Stave, once applied for a position in WWF-Norway. He was offered the position but did not accept the offer. This is not regarded a potential conflict of interest.

- Semi-structured interviews with key stakeholders, including WWF staff and management in Norway and countries visited; representatives of government and civil society partner institutions; local government representatives and national NGOs in countries visited.
- Demonstrations of actual practice of various aspects of project management and implementation by WWF-Norway and during project visits.
- Focus group discussions with representatives of target groups in projects and staff of WWF-Norway. Discussions included tools like SWOT, appreciative enquiry (simplified) and discussion on key questions raised by the team.
- Consultation with the scholarly literature, some provided by WWF-Norway and some selected by the team.

Lists of stakeholders and documents consulted are presented in the Annexes.

1.3 Report structure

Chapter 3 provides a general presentation of the institutional context in which WWF-Norway's Norad funded projects are implemented. Other background information is assumed known to the reader. Chapters 4 to 7 present the organisational assessment, with brief descriptions and analysis. The chapters are organised within four key areas that reflect the focus areas in the Inception Report, however, with different structure and terminology and some changes in relative priorities, reflecting what the team finds more appropriate on the basis of its findings. Chapter 8 offers conclusions and recommendations.

Due to the strict requirement for a brief report covering a wide range of issues, most of the text has the form of very general descriptions, simplified analyses and brief statement of conclusions. The required length of the report does not allow for elaboration on the various issues, so the report may not fully reflect the complexity in which WWF-Norway operates, or all the dilemmas and nuances considered during analysis. In accordance with the Terms of Reference, some of the specific questions are not discussed explicitly; however, all are considered during review.

2. Institutional context

Practically all international work of WWF-Norway is carried out through the WWF network and its partners. WWF International's management systems and standards, technical and institutional capacity are utilised, to such an extent that an assessment of WWF-Norway's capacity in international operations is basically an assessment of the capacities of the WWF network. This chapter briefly presents the WWF network before turning to WWF-Norway, emphasizing the international work.

2.1 The WWF network

The World Wildlife Fund, later renamed World Wide Fund for Nature¹, was established in 1961 to raise funds for conservation efforts by other agencies, mainly focusing on large species and their habitats. Over time it has broadened its scope of engagement, and now focuses on implementation, policy influence and public awareness to conserve the world's biological diversity, ensure sustainable use of renewable natural resources and promote reduction of pollution and wasteful consumption (see Annex III for Mission Statement). The organisation has also broadened its approach by according greater priority to local interests, normally insisting that communities take part in conservation and natural resource management. The *WWF network* consists of the following organisational structures:

- *WWF international* in Switzerland serves as the secretariat of the *WWF network*.
- *National Organisations* (NOs) are autonomous entities (trusts or foundations) that secure their own funding and also contribute to the work of WWF International. Of 30 NOs, 21 are located in OECD countries. A charter signed by all NOs commits them to common principles.
- *Programme Offices* (PO) are established for selected regions (e.g. Eastern Africa or the Arctic) or countries (e.g. Tanzania) or for specific tasks (policy offices in Brussels and Washington, DC). These are managed by WWF International or in some cases WWF-US. There are 25 POs, of which many have country or project offices under their management.
- *Associate Organisations* (AO) are independent NGOs working closely with the WWF in countries where there is no National Organisation.

The above terms are used throughout the report; or only *WWF* if the precise organisational location is unclear or not relevant.

Combined, the WWF network constitutes one of the biggest and probably the most influential environmental NGOs within most areas in which it engages. It has some 5 million supporters and almost 5,000 employees working on around 1300 projects² in around 90 countries, with an annual turnover of approx. 3.5 billion NOK.³ It is also a major global policy actor influencing public awareness, state policies and international negotiations. Well over half of its revenues (58%) come from individual members and supporters, the other sources being government agencies (15%), corporate support (10%), trusts (6%) and earned income 10%.

WWF International is governed by a Board of Trustees in which the majority of members are nominated by National Organisations through a system of rotational representation. The governing boards of NOs are elected through various mechanisms that appear to reflect different traditions for trusts in the home countries; some indirectly by members (supporters), while most NOs are governed by other means in which supporters or members have little or no formal role.

¹ The national organisations in the USA and Canada are still called World Wildlife Fund.

² Some of the figures presented here vary among WWF sources, probably reflecting different definitions and categories. When figures differ, this presentation is based on the *World Wide Overview 2007* or, if not found in that report, website presentations on www.panda.org.

³ All figures refer to FY 2007 as stated in 'World Wide Overview'. Income amounted to CHF 817 mill in FY 2007, although income that year is regarded exceptionally high due to exceptional gifts. Expenditures were CHF 660 million. Income has risen in recent years.

Work is organised through a range of geographic and thematic programmes often through to the *eco-region* approach: a global ranking of biologically most outstanding habitats, used as a basis for a broad and often international approach to conservation in line with the Ecosystem Approach.

2.2 WWF-Norway

WWF-Norway was established in 1970. Its mission is compatible with that of WWF International (see Annex III), which is a requirement for membership in the WWF network¹. After being organisationally weak and practically bankrupt in 2000, it went through a process involving reforms so dramatic that pre-2000 history is seen as irrelevant to this review. Since then it has grown from around 2000 to 9000 members (supporters) and increased its annual revenues from around 12 to 80 million² NOK. Around 75% of this is in the form of public grants (2007). Membership is likely to expand further, due to the high level of knowledge and trust as shown by surveys, together with the organisation's offensive recruitment strategies and investments in human resources and systems for recruitment within a context of generally high public attention to environmental issues.

Following a change in constitution in 2005,³ WWF-Norway is a member- (supporter-) based foundation. The board is elected by a bi-annual national convention, in which one third of the participants are selected by members, and the remainder are selected by (previous) national assembly, staff representatives and two NGOs. The composition of the board⁴ reflects general professionalism in governance and technical competence in some of WWF's areas of work. Its role reflects a 'professional' division of responsibilities: the board has chosen a restricted role, and a broad mandate is left to the Secretary General. The approx. thirty staff members are organized in five departments and co-localised with six employees of the WWF Arctic Programme, which is managed by WWF International as a PO. They are guided by a 'main strategy' and more specific strategies supplemented by frequent informal consultations across management levels in what the team finds to be a generally well managed organisation.

2.3 WWF-Norway's international work

Most of the increase in WWF-Norway's annual turnover recent years is due to increase in funding from the Norwegian government for the international work (see Annex V). The increase is a result of active, strategic investments in donor relations and developing proposals to various funding agencies: Norad grants to civil society organisations; the Ministry of Foreign Affairs; various embassies; *Oil for Development*; and a programme for *Environmental Movements in the South* proposed by WWF-Norway and two other NGOs. The strategy for approaching funding agencies seems to reflect an opportunistic approach whereby proposals are adapted to the various agencies and their priorities. Also the general environment and development strategy has been explicitly designed with a view to communication with donors. Some new initiatives deviate from the multi-year strategies, like the recent expansion to China and India.

International work is managed by the International Department (except some activities in the Barents region, which are managed by the Nature Conservation Department). The department has eight staff members, all located in Oslo except one who shares time between Oslo and African countries. All projects⁵ are managed by WWF Programme Offices or WWF Russia and are hence subject to WWF International's management systems and standards (see Annex IV). The role of WWF-Norway involves all aspects of relations to Norwegian donors, inputs to programme design, and technical assistance.

¹ The following extract from Annual Meeting 2006 illustrates the point: '*Det ble stilt spørsmål om WWFs felles internasjonale formål (mission) [...] prioriterte hensyn til både menneske og naturen. [...] Sekretariatet minnet om at utforming av WWFs felles internasjonale formål lå fast og at den ikke kunne endres av Landsmøtet.*'

² Exceptionally high increase in income 2007; expenditures were NOK 67 million.

³ Minor amendment to the constitution made in 2007.

⁴ A new board with a new chair was elected in May 2008. The statement on the composition of the board refers to both the previous and new boards.

Projects funded by Norad frame agreement are organized in five programmes, on which two staff members work full-time, whereas other staff contribute to selected projects.

Planning and development of new initiatives normally involves an invitation to WWF Programme Offices to submit concept papers based on WWF-Norway's indications of available budgets and the Programme Office's familiarity with WWF-Norway's programmes and strategies. The number of concepts papers received is normally much more than what can be supported by funds available. These are discussed in the international department. The general secretary and/or the head of conservation are often involved informally in discussions, and approve the full portfolio of new and ongoing programmes for each year. The board is not involved on this level. The development of strategies and methodologies in the various programmes is delegated mainly to the Programme Office, working in frequent consultation with the relevant officer at WWF-Norway and informal consultations in the International Department. The level of engagement may vary: in some projects WWF-Norway officers have key roles in design and implementation including technical support, while in others WWF-Norway functions mainly as a donor. Consultations with Programme Offices as well as within the International Department seem characterised by close informal communication, with few major disagreements on selection of projects, strategies and methodologies.

2.4 Partnerships

Although WWF Programme Offices are normally the only contract partner of WWF-Norway responsible for programme management, the individual projects are implemented through a relatively wide range of partnerships. Government institutions, normally line ministries or local government responsible for policies and legislation compatible with WWF objectives, are often the main partners. WWF contributes to their work through financial and technical support. Capacity constraints in the government institutions (a frequent explanation for limited progress in projects) are compensated by WWF support. In parallel, WWF may engage in policy development on central levels of government. It also works with local politicians and elected bodies to raise awareness on relevant issues.

In addition, projects are implemented in partnerships with a wide range of civil society organisations, in line with the strategies and guiding principles of the WWF network. These are often local CBOs or NGOs. Selection of partners outside the network is based on a comprehensive guidance document for stakeholder analysis that may be read as a strategy for selecting partners. It guides selection of partners based on their interests (negative or positive) in the project, with little reference to factors like their general mandate or constitution. The document specifies that all key stakeholders must be involved in design and implementation. Detailed instructions are provided on how to involve them in various roles; understanding and respecting their perspectives, and developing good and transparent partnerships. Partners are invited to take part in conservation support through various means including community-based natural resource management (CBNRM), which enables communities to benefit from utilizing natural resources in a sustainable way; active participation of communities in e.g. protection of areas; and by providing economic incentives, e.g. through revenue sharing of income from tourism, often coupled with alternative livelihoods. The collaboration with CBOs often includes mobilisation, in which WWF or partners raise awareness about the benefits from conservation.

Within the partnerships, the actual contributions by WWF lead to the organisation having several different roles. Depending on the context, WWF is likely to be seen as a donor, a project implementation agency, a consultant, a representative of the government, or a representative of civil society. While all of these roles are utilised well by the WWF, there is also the potential for confusion.

3. WWF's role as a civil society agent

The concept 'civil society' is ambiguous in Norwegian development cooperation, as it also is in academic, political and public discourses. Norad descriptions refer to a range of social phenomena briefly described as formal and informal organisations, networks and movements operating between state and family; and corresponding arenas for their interactions with the state and private sector. The roles of civil society organisations (CSOs) often refer to representation of broad segments of the population or preferably the poor and marginalized, and special interest groups, and being an arena for these groups' demands towards government and private sector. Human rights and democracy development are key aspects. There is, however, a broad range of potential roles of a CSO beyond the roles described here.

An important distinction should be made between civil society in the South, as noted above, and Norwegian and international NGOs used as channels for development assistance, which often have minor roles in civil society in the South. The distinction is easily confused, as the term *civil society* is frequently used to refer to both.

Presentations of the objectives for involving NGOs in development cooperation vary. Norad documents refer to strengthening civil society as agents for change in development in the South,¹ or more broadly as support to the poor and disadvantaged with a focus on rights, solidarity and North/South relations.² MFA documents seem to involve a broader range of objectives and would seem to include basically all development objectives where NGOs are seen as having a comparative advantage.³ Most documents also refer to the contributions of Norwegian NGOs to the public debate and popular knowledge in Norway. The critical, often confrontational 'watchdog' functions of NGOs, preferably in giving marginal groups a voice, are often mentioned in policy documents.

The relevance and capacity of WWF to support Norwegian development objectives in general are assessed in other chapters. This chapter focuses on issues relating to civil society, specifically:

- the role of WWF in civil society and public discourse in Norway and developing countries
- the capacity of WWF to support objectives strengthening civil society.

Main data sources for this part of the review are the organisations' self-presentations in written material (mainly web pages and strategy documents); interviews and discussions with stakeholders (WWF and non-WWF); and secondary data on some illustrative cases.

3.1 Role of the WWF in civil society

The following section focuses on the role of WWF as a civil society organisation with emphasis on policy influence (advocacy) and participation in public discourse. Its role as a service provider is covered by most other parts of the report. WWF's role in confronting decision makers in public (a part of the 'watchdog' functions) is given attention even though in most contexts and cases WWF has deliberately chosen a role that does not involve public confrontations, judging other roles to be more effective. This point is, however, elaborated because it is the area in which the WWF diverges most from other NGOs and general expectations towards NGOs in Norwegian development policies. The report does not attempt to assess which civil society roles are most effective; the team acknowledges that there are many different roles for CSOs in development, and which is most effective should be considered for each individual context and case within the comparative potentials of different CSOs.

Since 2000, WWF-Norway has developed from a marginal position to a major agency in the public discourse on environmental issues in Norway. It has seen enormous growth in public attention not only

¹ See e.g. Norad web site: www.norad.no/default.asp?V_ITEM_ID=3371

² See e.g. Norad strategy towards 2010

³ See e.g. *Applicable guidelines for grants to civil society* 2001; White Paper no. 35 (2003-2004;p. 166ff) or the Terms of Reference for the Rattsø Report 2006 (While the Rattsø Report itself has an unclear position, the Terms of Reference may be seen as reflecting MFA policies).

in absolute terms but also relative to other NGOs. According to some sources (and depending on criteria and methodologies) it ranks as the second-largest environmental NGO in terms of references in the media and surveys among the general population. Several processes recent years indicate that WWF-Norway is able to exert a significant influence on Norwegian policies, including development policy.

WWF-Norway has taken diverse roles in public. In addition to general information and raising awareness in a wide range of thematic areas towards diverse target groups, it engages directly with decision makers. In this it also brings most issues under discussion into the public discourse, with no apparent reluctance to confronting government and private sector interests. It does not even avoid a confrontational approach towards its donors; indeed, its general strategy states explicitly that it will *'bite the hand that feeds us'* if necessary.

In that role WWF-Norway is atypical of the WWF network. The National Organisations of WWF differ greatly with regard to their role in civil society and public discourse. Most will, however, choose a less active role in politically sensitive issues and preferably engage in non-confrontational way, often seeking good collaboration with government agencies and/or the private sector in which practical solutions are found through direct communication rather than public discourse. The main inputs by many National Organisations to the public are within fund-raising and inviting members and supporters to contribute with finances or local and national conservation projects.

Except for one National Organisation in South Africa, the WWF is not a formal representative of a constituency within civil society in Africa. The other WWF Offices in Africa are owned and managed by WWF International and do not have national governing structures. They are, however, staffed and managed mainly by national residents and often work closely with national CSOs. The advocacy role of the Programme Offices is generally characterised by close collaboration with governments, the aim being to influence policies within the WWF's areas of interest. Major inputs include piloting new approaches within existing policy and legal frameworks, feeding experiences and challenges into government systems, and pressing for necessary policy, legal and institutional reforms. The Community Based Natural Resource Management (CBNRM) approach across Southern Africa is a good case, with important positive impacts for conservation as well as community interests. Similar approaches are planned in Eastern Africa.

Programme Offices rarely function as a 'watchdog' in the public debate, confronting decision and policy makers in public. They often do not join in the coordinated efforts of other NGOs to campaign against government on environmental efforts; although they may sometimes support other NGOs in more confrontational approaches. Case studies indicate several examples where personal interests of senior staff members to engage in controversial policy issues directly relevant to WWF objectives did not lead to active involvement, due to *'norms in the network'* or direct instructions from the higher management level. The explanations given by WWF representatives for choosing a less confrontational role in public relate to pragmatic considerations (effectiveness, constructive engagement, being 'solution-oriented' and building long-term relationships based on mutual respect); adaptation to national political contexts; and protection of the WWF 'brand name'. Informants to this review have not provided support for the team's initial assumption that the more confrontational role of WWF-Norway might influence other parts of the WWF network in the same direction, and WWF-Norway seems to have little interest in influencing the choice of roles in other parts of the WWF network.

Frequent criticism has been voiced by other NGOs that WWF is rarely heard confronting decision makers in public, and that it is too much involved outside the public debate with government and private sector, an approach that other NGOs typically oppose. As expressed by an informant representing another African NGO: *'WWF acts on environment like Thabo Mbeki on Mugabe. But 'quiet diplomacy' hasn't worked in Zimbabwe and it doesn't work for environment. I think sometimes WWF must come up and say no'* (a response from WWF noted that a 'George Bush approach' had not worked well either). Some NGOs have voiced concerns that they have a weak position in their countries and therefore could need at least symbolic support from international partners to help legitimise their interests. The WWF brand name is probably the world's most valuable asset in terms of legitimacy in environmental issues

and not publicly supporting joint efforts by environmental NGOs certainly means lost opportunities to support them.

Cases studied for this review demonstrate WWF engagement in other ways than what is normally expected from civil society organisations involved in development. Some issues related to the Mara project in Kenya are presented in Chapter 5. Another case is Uganda, where environmental movements have been involved in several campaigns against opening national parks and protected areas to industrial interests without WWF taking part. A limestone mining project is planned within the Queen Elizabeth National Park, a UNESCO-designated reserve close to the Rwenzori Mountains National Park. Other NGOs have also protested against the plans and one NGO is reportedly suing the company Hima Cement. The WWF has, however, not engaged in public debate on the issue but rather provided inputs to Hima Cement and Uganda Wildlife Authority (UWA) on the Environmental Impact Assessment and later to environmental aspects of further planning. Those processes have led to regulations and conditions that the company must meet before mining can take place. WWF has also suggested mapping of environmentally sensitive areas (including areas that are not to be mined) and monitoring impacts, and has indicated willingness to collaborate on this. A part of the institutional context is that UWA, which granted the permit to mining, is a close partner of WWF in Uganda, and the company Hima Cement is owned by Lafarge via its subsidiary Bamburi in Kenya. Lafarge is one of the major corporate partners and supporters of WWF International.¹ Strategies have been developed in consultation with WWF International, indicating that the choice of strategies has involved the organisation on several levels.

This case illustrates radical differences in the approach of WWF and those of most other environmental NGOs. While national NGOs oppose the plans and would probably be extremely careful about participating even in environmental aspects of planning, for fear of legitimising the project, WWF works from 'within' as (in its own words) '*part and parcel of the discussions*', aiming to reduce the negative impacts. The rationale given is that if the operations are already going to be carried out, it is better for WWF to be engaged in the process, so as to reduce the environmental impacts. Other NGOs, however, apply strategies as if the operations can still be halted. This case also illustrates the contrasts within the WWF: While WWF (and Norad) supports efforts to keep local populations from extracting resources from Mount Rwenzori National Park, the same WWF office collaborates with a private company in resource extraction in the neighbouring Queen Elizabeth National Park. Although the specified reason for involvement is to reduce environmental impacts, collaboration can also be seen as supporting the project by providing legitimacy: Collaboration with the world's most well-known environmental NGOs is of course a strong argument by the company against protests by smaller, national NGOs.

On the other hand, WWF Uganda, with support from WWF-Norway, has taken a lead role in civil society in monitoring and influencing the planned oil and gas exploration in protected and other environmentally sensitive areas. Within this area the WWF, with its international experience from similar work, is probably the technically best qualified civil society agency in Uganda. Other NGOs also seem to appreciate WWF's engagement. WWF-Norway has already criticised the exploration plans and practices to the level that it has provoked negative reactions from the government of Uganda. However, informants have voiced concerns that WWF seems to give higher priority to interaction with government institutions in its advocacy efforts and less to collaboration with other NGOs on the national level.

In terms of WWF-Norway's understanding of its own role and those of other WWF organisations, and realism in that understanding (as requested by the ToR for this report), interviews and a workshop indicate a high degree of diversity within the staff. This may reflect the actual diversity of the WWF's various roles as presented above, as well as perhaps limited internal processes towards developing a common identity in this regard. In terms of WWF-Norway's role 'in a Norwegian public the team finds its role well justified at the management level; the main arguments relate to actual effects in terms of

¹ Lafarge is among the 9 companies profiled on WWF International's web site. Specific content of the collaboration is not presented, but it includes an environmental policy for Lafarge focusing on climate change, and support to a number of WWF projects. Bamburi collaborates with EARPO in Kenya.

influencing policy development in Norway. As for the role of the WWF in African countries, the main arguments presented to the team for its choice of roles relate to adaptation to political contexts and general WWF policies. Discussions with key informants generally reveal limited interest in inputs to the general public discourse as a strategy for shaping policy development in African countries (except when justifying some projects aiming at supporting other NGOs in a more active role in public and political discourse). Rather, good relations to policy makers based on trust are often presented as the key to success. General arguments are voiced that there is a particular ‘African’ context that needs other (non-confrontational) approaches than in the ‘North’. In addition to the problem that most African environmental NGOs demonstrate by their practices that they do not agree to the statement, the statement finds little support in social science, in contrast to the science-based approach to other parts of WWF strategy development. WWF informants and WWF practice also indicate that WWF is less concerned than many other NGOs about being seen as providing (international) legitimacy to certain commercial or political actors and policies by close association and avoiding public confrontation, hence risking long-term negative effects from short-term gains. An illustration, perhaps not typical, is the choice of strategy in the case of Queen Elizabeth National Park presented above. In a period where many other environmentally sensitive areas including national parks in Uganda are threatened by oil and gas exploration and other industries it may be difficult to argue against extractive industries in sensitive areas if the WWF brand is already associated to industrial extraction in one national park. Most other NGOs would be very concerned about that risk – to realisation of objectives as well as to their own brand – and would elaborate in great detail before entering into collaboration. In the case of WWF, however, it seems like such risk assessment within a wider context has not been done¹, or the risk is accepted.

Informants often refer to WWF as more ‘solution oriented’ and ‘science based’ than other NGOs, sometimes as opposed to more ‘ideological’ or ‘political’ NGOs. This is a realistic description, except that being ‘science-based’ of course does not make the organisation less ideological or political, particularly in the socially and politically complex area of environmental protection. On the other hand, if ‘science-based’ is interpreted as less ‘political’ and implies an approach to environmental concerns as challenges that require technical solutions and know-how rather than political changes, and if ‘solution-oriented’ means that inherent ideological and political conflicts are under-communicated, then there is a risk that WWF may serve to de-politicise environmental issues. If true, that contrasts with the role of many other NGOs that often aim at politicising issues presented by others as more technical challenges.

While this review does not provide sufficient documentation to conclude on the realism in WWF’s self-understanding of its role in civil society, the above observations indicate that its self-understanding reflect its diversity, that it justifies its (contextual) choice of role, but that some key (critical) aspects of its choice of roles within a wider context seem relatively poorly understood and elaborated.

3.2 Capacity of the WWF to support civil society

Even though WWF Programme Offices have chosen a limited part of the range of possible roles in civil society, they can support strengthening of civil society, as often expected as an added value of NGOs in development (and about which an assessment was requested by the ToR for this review). The team interprets Norwegian development policies (as referred to above) such that strengthening civil society should, as a minimum, help to provide better opportunities for poor and marginalized people to interact with state and private sector agencies through organisation that improves their negotiating powers on issues defined by the members themselves.

The role of the WWF should be viewed against the background of WWF objectives, which do not target civil society development as a primary objective (although in several programmes this is integrated on the purpose and output level) and the fact that WWF’s main partners are often government institutions – which is a natural choice, given its area of work. It should also be noted that even if civil society

¹ Statements by informants and general arguments, as well as the fact that key officers involved in oil and gas exploration in Uganda has not been consulted; indicate this.

strengthening is not a capacity, there are other aspects of Norwegian development policies in which Norwegian and international NGOs have a natural role (as listed e.g. in White Paper no. 35).

WWF-Norway seems to give particular emphasis to the strengthening of civil society, although there is a general interest in community relations and strengthening the capacity of implementing CSO partners in WWF International. For WWF-Norway there are also indications that strengthening civil society is part of an opportunistic strategy vis-à-vis donors. As stated by a key WWF representative: *'If Norad wants us to be more of a watchdog why don't they just tell us and we will put up a project for that, for example by supporting other NGOs in doing so'*.

WWF cooperation with CSOs normally serves to strengthen their financial, human and organisational capacities. Case studies indicate that collaboration with the WWF has also led to a strengthened general position vis-à-vis local government structures and local political forums. One case study verified that WWF personnel helped to support constitutional and organisational development up the point where a CBO could be registered an NGO; similar cases of support to general organisational development can probably be found across the portfolio.

As to the role of the WWF in strengthening civil society in general, the objectives and nature of projects may restrict the potentials as compared to other (non-environmental) NGOs that have this as a main objective. The team has not seen cases of support to development of internal democratic governance, implementation of gender policies or other aspects typical of support to CSOs in development. The nature of some (not all) projects involves geographical limitations, e.g. to eco-regions or areas adjacent to conservation areas, rather than a selection based on general assessments of where to invest most effectively in strengthening civil society on the national level. The objectives of the projects may involve some limits to an open-ended approach to which community interests can readily be supported. For example, it may be difficult to support identified community interests that are not relevant to (or even counter to) conservation measures that negatively affect communities may be difficult. In one case study, 'mobilisation' was understood as mobilising communities to support government policies, rather than work to promote the role of NGOs in mobilising the local population for interests expressed by local people, often against policies believed to affect poor communities negatively. This is perfectly in line with WWF's objectives but involves a limitation with regard to the development objectives of strengthening civil society in general.

Some projects of WWF-Norway apply a more direct approach with explicit objectives to the role of civil society organisations. These include a project on strengthening civil society in Tanzania; those relating to the *'Environmental movements in South'*; components of the CBNRM programmes; and probably the projects relating to *'Oil for development'* (the exact positioning of the projects within the spectrum of civil society is still to be developed). The selection of case studies for the review did not allow for in-depth study of these projects (and none of them are included in the Norad framework agreement), but a document review of one project (in Tanzania) indicates relevant objectives and well informed design.

In terms of general institutional capacity to support civil society, it is necessary to distinguish between various parts of the WWF network. WWF's own practice as well as standards, guidelines and the general technical competence in the network (indicated by the 'best practice' and other documents shared in the network) provides little support for such contributions and WWF International and its Programme Offices seem generally poorly equipped to support civil society strengthening beyond the generally good guidelines on how to interact with communities in a respectful way and on strengthening the implementing capacity of CSOs to take part in conservation. WWF-Norway, on the other hand, demonstrates a good understanding of the broader range of civil society roles, and this is potentially an asset that can be used in strengthening civil society in other countries. Hence, in the opinion of the team, WWF-Norway has the capacity to support civil society in general. The staff involved in WWF-Norway have a wide range of formal qualifications, and interviews indicate varying interest in key aspects of civil society development. Persons allocated to work specifically on projects that explicitly target aspects of civil society development are very well qualified.

4. Relevance

The relevance – the degree to which the rationales and objectives are significant and worthwhile in relation to identified priority needs and concerns – of WWF-N's work has been analysed against:

- Norwegian priorities for development cooperation
- The needs of local communities and target groups
- National priorities in recipient countries

The analysis takes into account the visions, priorities, objectives, and approaches stated by WWF-Norway and WWF International in various strategy documents and project descriptions (with special attention to indicators applied), as well as revealed practices documented in project review reports or stated by informed stakeholders or in media and science-based literature. This is supplemented by the consultants' own observations during case studies. The content of the critical literature is not regarded by the team as data about WWF but as relevant references to an analysis. Data on national policies and priorities in recipient countries have mainly been verified by information on the relevant linkages given in WWF-Norway's own project presentations, supplemented by interviews during country visits.

Norwegian priorities for development cooperation are set out in various official documents. Some of the most central are: *The Action Plan for Environment in Development Cooperation*, *Norad's Strategy Towards 2010*, *The report of the Rattsø Commission*¹, *White Paper No. 35 (2003-2004)*, MFA's *Applicable guidelines for grants to civil society*, and *UN Millennium Development Goals (MDG)*, on which recent policies are based.

It should be noted that 'relevance' of WWF-Norway in this chapter does not refer to whether its work is relevant to its own objectives and the nature of the organisation. An NGO is of course not expected to have identical objectives with e.g. the government of Norway or a recipient government. This poses particular challenges to the organization in complying fully with all principles while at the same time fulfilling its own mission statement. One example is that the objectives of conserving biodiversity may be seen as not directly compatible with a human rights approach – the latter referring to intra-generational rights, while the former relates to inter-generational rights or the rights of other living organisms². This fact should be kept in mind when reading this chapter, as the review team has, in line with its ToR, reviewed WWF like any other NGO involved in development, although the team acknowledges the special position of WWF in this respect.

4.1 Relevance to Norwegian priorities for development cooperation

WWF-Norway complies well with key priorities for Norwegian development cooperation. WWF objectives and practice fit well into aspects of Norwegian policies for development cooperation as set out in White Paper no 35 (2003-2004), and MDG 7. It has become increasingly relevant under the current government and its priorities to environment. Moreover, as the only major Norwegian NGO engaged in international development from an eco-centric basis,³ combined with its high competence in ecosystems conservation and management, WWF-Norway occupies an important and quite unique position among Norwegian organisations engaged in development cooperation, in particular with respect to Norway's political priorities as stated in the Action Plan for Environment in Development Cooperation and aspects of Sustainable Development related to sustaining the natural environment and resources.

¹ The report of the Rattsø Commission has an unclear position in Norwegian development policies but is listed as reference in the Terms of Reference for this review.

² In the principles for sustainable development, to which both the WWF and governments adhere, these are much more compatible.

³ The term 'eco-centric' refers to a perspective of nature as the central element in the universe. See also definition of anthropocentric in footnote 1, page 15. Rainforest Foundation (*Regnskogfondet*) has a combined eco- and anthropocentric vision but its approach is more explicitly anthropocentric

The way WWF works relates well to the objectives of national (recipient) ownership and responsibilities in closely collaborating with government institutions and supporting implementation of national policies and enforcement of legislation. To a limited extent WWF supports principles of the Paris Declaration on aid effectiveness; it relates closely to (recipient) government but seems in general to have a less proactive role in coordination among donors – for example, there are few cases of fully jointly managed programmes, ‘pooled’ or basket funding or other arrangements to reduce transaction costs for recipients.

The work of WWF-Norway is in particular relevant to the Action Plan for Environment in Development Cooperation, especially the first thematic priority (sustainable management of biological diversity and natural resources). Many projects also support components of the second priority (water resources management, water and sanitation), as well as minor parts of the third priority (climate change and access to clean energy). The approach to better management of freshwater and marine resources is also likely to contribute to the fourth thematic priority, ‘hazardous substances’. WWF-Norway also fits well into the strategic profile of the Plan, in particular (2.3) competence- and capacity building and (2.4) sector-integrated environmental assistance and specific environmental programmes.¹

According to the action plan, NGOs have a particular role as a watchdog and provider of information vis-à-vis the population and authorities in both donor and recipient countries, and it is important to develop broader networks in partner countries. Further, the plan states that NGOs can be given responsibility to carry out specific projects designed to build competence in civil society on environmental and rights issues and to test new approaches to environmental and natural resources management that can supplement those of the public sector or serve as model for future work. The WWF fits very well into the latter, and its role in providing information to the public is well developed. Selected projects also aim at contributing to competence in civil society in general; those focus on environmental issues, and less on rights. The watchdog role is discussed in Chapter 4.

In one area there is a possible inconsistency with Norwegian development policies. A rights-based approach (RBA) to development is a cross-cutting principle for all Norwegian development assistance (see e.g. White Paper no 35). The Action Plan for Environment in Development Cooperation clearly sees rights as an integrated aspect of support to environment, including rights to property, land and natural resources, and refers explicitly to local communities and indigenous peoples. WWF-Norway respects and does not undermine human rights, and most of its interventions serve to satisfy needs that are reflected in human rights conventions. In many projects, WWF works explicitly to increase the influence of the rural poor over their resource base. Furthermore, much of the cooperation with government agencies involves influencing governments to provide services and acknowledge their responsibilities towards local populations.

However, a rights-based approach is normally expected to involve a normative approach to establishing a social and political (and legal) structure that defines obligations and secures rights beyond the actual interventions, preferably with direct reference to human rights conventions. According to the UN High Commissioner for Human Rights (and a more lengthy elaboration in the White Paper no 35) this should be an approach that is ‘*normatively based on international human rights standards and operationally directed to promoting and protecting human rights.*’² WWF objectives are not normatively based on human rights. Generally, objectives do not even refer to human rights, and documents and interviews indicate little interest and poor understanding of the normative aspects of human rights. While WWF certainly serves to fulfill rights, it is more difficult to see strategies to promote and protect rights as in the definition above. Given that WWF works in areas in which rights to land, natural resources and development – some reflected in human rights, some not – are major and contested issues, surprisingly

¹ The actual work of WWF-Norway does not fit particularly well into the specific bullet points of what “Norway intends to do”; however, “Norway” in that context probably refers mainly to the Norwegian government, and allows for a broader scope of activities from NGOs.

² See the elaboration in White Paper no 35, chapter 1.3, or by UNHCHR on www.unhchr.ch/development/approaches.html in particular /approaches-04.html.

few references are found to human rights, and little guidance is provided on how to deal with these issues except for indigenous rights, which covers only a small part of the wider human rights complex.

Another area of low consistency with Norwegian development policy is gender; WWF International and WWF-Norway do not focus on gender in their policies and approaches, and very little guidance is provided to projects even on the most basic aspects of gender sensitivity.

With regard to Norwegian policies for support to NGOs, Norad's strategy specifies: '*Norad will support programmes that aim to empower the poor and disadvantaged and fulfil their social and economic rights. Norad will continue to support organisations that promote solidarity and human relations between organisations, groups and local communities in Norway and in developing countries*'.

According to the report of the Rattsø Commission,¹ support to Norwegian NGOs long-term development efforts should be given to 'natural partners' where the organisations at home and abroad have similar constituencies and mandate ('*forankring og oppgaver*'); and support to rights for marginal groups. The WWF does not strategically target poor and disadvantaged groups as such, but in practice it often works together with and supports these groups in achieving social and economic rights and rights to natural resources (except within some conservation areas). The promotion of solidarity and human relations among organisations, groups and local communities between Norway and developing countries is at best a limited aspect of the work. In terms of partners, the main partners of WWF-Norway are branches of a Northern NGO (WWF International) without a formal national constituency. Others are often government agencies or local CBOs, in some cases national NGOs. The latter two may have similar constituencies and mandates; a few of the NGO partners are clearly 'natural partners', but this is generally not the case with CBOs.

The WWF approach presented above is much very in line with the WWF's own objectives, and it may seem unfair to judge one organisation against the policies of another organisation (the Norwegian government). However, that was the purpose of this review, and Norwegian policies for support to NGOs involve considerations of both the NGO as such and its activities, including cross-cutting issues that may not fit naturally into the nature and objectives of the organisation.

4.2 Relevance to local communities and target groups

Most interventions supported by WWF-Norway are clearly of high relevance for the target groups as well as for communities dependent on natural resources for sustaining their livelihoods. However, mainly due to the organisation's eco-centric perspectives and approaches, the WWF has to deal with a range of dilemmas. There is very often an inherent conflict between conservation and local community interests, as reflected in most political discourses and much academic research. Conservation organisations, including WWF, have been criticised for, *inter alia*, supporting the enforcement of conservation by excluding local communities and indigenous peoples from access and use of the areas, and not including local communities and indigenous peoples in planning. If they do so, they are accused of seeing the people more as a possible means to an end rather than as an end in themselves. Frequently referred to is a critical article by Mac Chapin in *World Watch Magazine* (2004), and in Norway Benjaminsen and Svarstad have voiced similar criticism. The information gathered for this review shows that both WWF-Norway and its implementing partners in the WWF network possess considerable expertise and commitment in working with community groups, to the extent that some of the above criticism of WWF is at best imprecise (the review of course does not cover all of WWF's activities and cannot conclude on the issue).

Internally initiated processes and external criticism have contributed to an internal process of reviewing WWF's policies, guidelines and practices with respect to the relationships between conservation and

¹ The committee's report is referred to by the Terms of Reference for this review but has an unclear and not authoritative position in Norwegian policies.

community interests. A Statement of Principles on Indigenous Peoples and Conservation¹ has been developed, that in principle clarifies the WWF's position, and a strategy for improving the integration of principles into programmes is outlined (Springer and Alcorn 2007). Also underway is a process on how to *'better engage on "poverty" and environment issues'*. A White Paper on the issue developed in 2007 seems to understand the WWF's approach as mainly a communication challenge and does not call for radical changes.

WWF-Norway considers community approaches as one of its relative strength within the WWF network, although sound community approaches is a priority and well implemented also by other organizations and the Programme Offices like the partners of WWF-Norway in East and Southern Africa. Most of WWF-Norway's projects focus on securing users' rights to natural resources as a means to sustainability. Rights are, however, still rarely used as reference.

WWF-Norway does, however, work in a context where dilemmas between conservation objectives and the interests and rights of local communities are clearly visible, and some components of its work relate directly to conflicts with community interests. Also in general, the inherent conflicts between conservation and community interests are relevant as a general dilemma to both general and specific conservation policies that are directly or indirectly supported and legitimised by WWF, including WWF-Norway. Case studies for the review (although not typical of the portfolio) demonstrate this, and also show that support to conservation naturally involves some differences in approach and actual interventions towards local communities compared to what would be expected if community development were the primary objective.

The Mara River Basin Management Initiative (MRBMI), selected as a case for this review, consists of several components of which WWF-Norway with Norad funding is involved in community engagement, capacity building and local governance issues. Another component of MRBMI, not funded by Norway, is to conserve an upstream forest area (the Mau Forest), which serves as the "water tower" and the source of the downstream Mara-Serengeti ecosystem. The approach is a good example of an ecosystem approach to sustainable development, singled out as an important principle in the MDG and in Norwegian policy. However, the plan for forest conservation involves re-settling some 15,000 families who cultivate plots of land within the forest. These are plots which many have purchased or rented in good faith but formally illegally from local Masai, political leaders or other influential people in the area. The process has developed into a complex set of socio-political problems related to the conservation plan, involving questions of land rights, re-settlement approaches, aspects of corruption, and the interests and rights of marginalised groups. Although WWF has not through direct involvement created these problems, it is associated through its involvement in components of the initiative. WWF did not foresee and engage in the potential problems in an early phase. After they emerged, the organisation has been engaged in trying to solve some of the controversial issues through various activities with different stakeholders including local communities. With few exceptions it has not taken a clear position, at least not in public discourse, on how to balance conservation objectives against the interests of people negatively affected. The review team believes that WWF, with its strong position in policy making and public discourse, has a potential to take clearer and more effective actions to influence the procedures of re-settlement and reduce similar conflicts in the future.

The role of the WWF in the Rwenzori conservation area in Uganda primarily involves supporting measures to ensure effective conservation of the area. This includes support to the Ugandan Wildlife Authority (UWA) including the rangers, among whose main tasks are to keep people from exploiting the natural resources within the park. This component is in conflict with local communities' short-term economic interests; according to the baseline study for the project, some of the major socio-economic problems in the communities stem from the lack of access to resources in the park. Communities take

¹ That policy states that WWF recognises the rights of indigenous peoples, and emphasises the mutual reinforcement of supporting these rights and conservation; however, it also states indirectly and explicitly (e.g. §19) that WWF gives priority to conservation and, for that reason, may oppose indigenous peoples' interests.

part in demarcating the boundaries and get some benefits in return. Another main component includes support to local communities and farmers living on the fringes of the area in implementing measures to make local communities less dependent on natural resources within the protected area, for example, through afforestation of eroded slopes outside the area to increase agricultural productivity. The WWF also works to develop options for limited access to the park so that local people may gather mushrooms, (dead) timber for building material and other resources. However, the local communities have also presented a number of requests that would give them more immediate benefits, such as goat and poultry breeding and other income-generating activities. Only limited interest has been shown by WWF and UWA to respond to those; one of the justifications given is that those interventions would be less effective in terms of achieving the primary objective, which is to protect the park. Other justifications are also presented for not responding to these requests; however, this particular argument illustrates that the objectives of nature conservation may lead to a different approach to local community interests than if community development was the primary objective.

Although WWF-Norway is not been directly engaged in decisions that conflict with local communities' interests, the examples are given to show how conservation, even if carried out through a community perspective, involves dilemmas and conflicts, and that critical notions of conservation from an anthropocentric¹ point of view should be heeded in order to balance the needs for conservation and for community development in an optimal way. Much of the communications by WWF-Norway do not elaborate on such inherent conflicts and often rather focus on harmony among the various interests.

4.3 Relevance to national priorities of recipient countries

National policies and priorities have not been analysed in any detail for this review because the relationships between projects and national policies are thoroughly described and verified in WWF project presentations, and the WWF works in close cooperation with government agencies in all the projects reviewed. On the basis of presentations by WWF-Norway as well as the modality of working closely with government agencies, the team believes that the activities of WWF-Norway are fully consistent with the relevant national policies. Possible conflicts between conservation and other environmental policies and other policies, including those of relevance to local communities' interests, are largely a challenge to be addressed by the government and policy makers on the national level, and not by a sector-specific NGO.

¹ The term 'anthropocentric' normally refers to a perspective that sees human beings as the central elements. In a development context, this implies that all development activities should have the satisfaction of human needs as the end objective. The polarisation between anthropocentric and eco-centric perspectives is, however, less valid with respect to common interpretations of sustainable development, where the (long term) needs and interests of humans and ecosystems are seen as more interrelated.

5. Capacity and risks

‘Capacity’ in this context refers to the ‘*organisation’s professional, financial and administrative capacity to carry out programmes that implement the organisation’s Norad-financed measures and programmes*’ (Terms of Reference §2). In order to assess capacity, the team has focused on:

- Systems for financial management
- Systems for results-based monitoring, evaluation and learning
- Institutional capacity including human resources and partner capacities

Particular attention has been given to the question of WWF-Norway’s capacity to absorb and utilise recent and possible future high increases in funding from the Norwegian government. Risks, in the sense of the risk of financial mismanagement or possibility that the organisation will not be able to implement as planned, are a cross-cutting issue integrated in each section below and not elaborated separately.

For all the areas above, WWF-Norway cannot be seen in isolation from the capacity of the WWF network, through which almost all project components are channeled. Even though implementation is often delegated to national and local partners, overall management (including detailed financial management) is delegated to the Programme Offices to the extent that one can say that WWF management systems (termed *standards*) are applicable in all important stages of a project cycle. WWF-Norway has not yet developed a separate management system for its international work, although a manual is under development, covering issues specific to WWF-Norway. Hence, the assessment of capacity and risks is to a large extent an assessment of the systems and resources made available by the WWF network to manage and support the international work of WWF-Norway.

The main data sources for the formal prescriptions (standards) of the WWF network include the WWF *Operational Network Standards and Recommended Best Practices*; *Standards of Conservation Project and Programme Management*¹; and the *WWF Field Operations Manual*. In addition, samples of actual project documents, contracts, and reports relating to most aspects of programme management have been consulted, as well as various ‘best practice’ documents, case and thematic studies, discussion papers and other documents not part of the standards. Data on actual practice are based on demonstrations and interviews during project visits and at WWF-Norway’s office, and do not cover all activities.

5.1 Financial management

The financial management and administration systems in the WWF are comprehensive. They provide general security for the WWF and donors that finances are used according to plan, with limited risk of mismanagement. The financial controls in the projects have a clear structural liability, with routines specified for all types of details, from logbooks kept for fuel- and project vehicle use, to procurement and signing of cheques. On higher levels there are strict systems for budgeting, accounting and financial reporting. Case studies have shown that routines are followed, and the general focus on routines and follow-up in the network indicates that any deviations from routines would quickly be revealed.

Budgeting is guided in detail by WWF Operations Standards. The accounting system used in the WWF is ACCPAC, which gives good transparency for money flows, and has a good reporting system; however, it does not provide the necessary information on expenditures against budget. At project/country office level, Excel is used in addition to follow up financial matters. Project offices send monthly financial reports to the regional office, which then consolidate the accounts and report to WWF International and WWF-Norway on quarterly basis. By posting on the global intranet, reports are available to any WWF office. The Annual Financial Report and Annual Audit Report follow Norad’s requirements. The Programme Office initiates self-audits (internal audits) biannually on regional, national and project levels, selecting the auditors itself. WWF Internal audits are carried out by WWF International, and Norad-funded projects are subject to audit in Norway.

¹ Standards of Conservation Projects and Programmes are available online at www.panda.org/standards. Some standards, including a special field guide for the largest programmes, have not been consulted for this review.

The financial management system involves many conversions between the currencies USD, CHF, NOK, national currencies of the Programme Office and project offices (if another country than the PO) – a practice that leads to exchange loss/gain and makes budgetary control a challenge. Some requirements from WWF-Norway add to the challenges as they are not consistent with WWF standards, due to incompatibility with the WWF fiscal year (July–June) and Norad deadlines and requirements. WWF-Norway has informed that they have never experienced an overall loss in its fiscal years.

It seems that while the detailed routines on all levels are followed in the project and regional offices, routines between WWF-Norway and WWF POs are not always according to standards. For example, WWF-Norway has made financial transfers prior to signed contracts; and contracts have been signed well into the implementation phase (some contracts for 2007 were not signed until May 2008).

A combination of late approval by Norad, intermediary organisations, strict rules and limited mandate in country and project offices frequently causes delays. The late financial transfers from Norad followed by further delays in the WWF (in part because the funding must be transferred through the PO) leads to standstill for projects in the first quarter of the year. The first transfer of funds is made in the second quarter; and as the following quarterly transfer is based on utilisation and reporting of the first transfer of funds, further delays may occur. Projects try as much as possible to ‘catch up’ on the project plans as to reach targets/achievement and to avoid unspent funds towards the end of the contract year. In an attempt to make the transfer process smoother, direct transfers to WWF Kampala office (under management of the EARPO office in Nairobi) have been undertaken. This was done without any contract and failed to reduce the problems due to EARPO restrictions on utilising these funds. Project offices have strict signatory limits on bank accounts, equivalent to CHF 2,000 (until recently, the same limit applied to the country projects coordination office in Uganda). The WWF does not use electronic banking, so all payments above approx. NOK 500 are made by cheque. In the case of Uganda, most cheques are sent to EARPO for approval and signature, then back to project office for deposit in the local bank, with the result that disbursements often take two to four weeks. While this reduces the risk of mismanagement, the team believes that the current system delays implementation, which also leads to reduced efficiency as personnel may not be utilised effectively during delays in implementation. These problems have been raised on several occasions, and according to WWF International will be addressed.

The organisation has no formal policy on fraud and no explicit procedures for anti-corruption measures or handling of irregularities, neither in the WWF Network Standards nor in contracts (except the agreement between Norad and WWF-Norway). Several routines are nevertheless clearly motivated by anti-corruption. WWF-Norway seems concerned about anti-corruption measures and is working on a Code of Conduct for the organisation. In one case reported, an attempt to mismanage Norad funds of relatively small amounts was quickly revealed through ordinary procedures before any damage had been done. The staff involved were removed.

5.2 Systems for monitoring, evaluation and learning

For monitoring, evaluation and learning, the formal prescriptions are very comprehensive and include a large number of documents. This involves the risk that the number and scope are too high to be manageable by the individual responsible officer; however, not all standards are required of all projects. A separate guide explains which are mandatory for various categories of projects depending on size, while they are also available as resources to other projects. Many of the documents are under development or continuous improvement, often being tested in selected projects before general application. Overlap between documents, minor internal inconsistencies, confusing cross-references and slightly differing logics in different sets of standards point up the need for a general revision to make them more coherent, but this is of less substantial importance. The individual documents are presented in a user-friendly way, and explained and elaborated well, making them understandable even to employees with little experience.

The various documents enable good integration among the components of project management, organised in five steps: *define, design, implement, analyse/adapt*, and *share*. The general logic is fully

compatible with *Logical Framework Analysis*. Generally, the standards can stand comparison with manuals and handbooks applied by other large international NGOs and even government development agencies. In the opinion of the team, for the particular nature and context of supporting nature conservation in low- and medium-income countries there are few if any other management systems that are appropriate and of comparable quality.

Some terms and tools differ slightly from what is common in development assistance, reflecting the fact that the standards are designed for nature conservation and not general social and economic development. Moreover, probably for the same reason, there are some weaknesses when it comes to applying the standards to aspects of engagement with communities, especially if compared to many other international NGOs involved in social development. There is for example little guidance on how to engage with marginalised groups who might not be comfortable or competent in interactions with other stakeholders, although the need to include such groups in respectful ways is clearly stated. Standards referring to baseline data are mainly designed to monitor biological data, and in most cases indicators are much better on biological data than on e.g. household and socio-economic data. The otherwise comprehensive risk assessment tool approaches risks relating to local communities only indirectly. The threat ranking (analogous to problem analysis in LFA) is designed to identify threats to biodiversity; indeed, in several cases, local communities and their practices are seen as threats rather than threatened. Actual practice in projects of WWF-Norway nevertheless demonstrates that relations with social issues are handled quite well. Other basic aspects of most other development assistance are almost or completely missing, including gender mainstreaming to which there is little guidance and apparently limited knowledge and resources (only brief references are made in a few documents).

Results-based management (RBM) is closely integrated in the project cycle. This is covered by a guidance document on *Result Chains*, the integration of result-based management in several other key documents and a set of documents under the *Analyse and Adapt* stage of the project cycle. Those include standards for management of incoming data with focus on project results, which are used to test assumptions and re-consider all components of the project.

Learning is a key principle throughout the management cycle, demonstrated by *Embrace Learning* being one of two cross-cutting principles (the other one being *Engage Stakeholders*) to be approached to all stages of project management. The documents, including *Sharing Lessons and Good Practices* and *Performance and Learning Culture*, are detailed and comprehensive on learning in all aspects of project management and developing a culture for learning. They also seem authoritative, leaving no doubt that contributing to learning in the network has been integrated in the duties of the project manager. Document review of the projects studied indicates that experiences from project implementation are carried forward and referred to in later stages. The large amount of documentation available on the WWF's intranet site shows that learning is aggregated and made available to the network. The easy access to documents; their format of being relatively short and reader-friendly; and the numerous references by informants to the resources and knowledge available in the WWF network all indicate that the information is readily accessible and is used. Moreover, sample documents consulted indicate that technical resource persons from the WWF network are normally involved in key stages of project development, like design and baseline studies, which enables learning across projects.

Most of the rationales for learning implicitly or explicitly reflected in standards relate to project performance. The standards do not explicitly invite project managers to feed lessons into general policy and strategy development in the WWF. Hence the procedures for learning are not explicitly designed to compensate for the structural imbalance in an organisation that is governed mainly by representatives of Northern environmental movements but that conducts much of its activities in Southern countries.

The staff of WWF-Norway practices flexibility in line with the intentions of the standards. All data made available to the team indicate that all key steps in a normal project cycle are carried out in projects supported by Norad. This includes well-informed design and comprehensive planning documents, regular detailed reporting, reviews and evaluations. In the case studies consulted (by visits or document

reviews), these steps are carried out in a satisfactory manner, and in some projects the documents indicate very high quality of key steps like baseline studies, analysis and design.

5.3 Institutional capacity

As long as WWF-Norway can manage donor relations, funds and contracts, the capacity to deliver depends mainly on WWF International. The WWF network in general has the institutional capacity to implement in the countries given priority by WWF-Norway; this is evidenced not only by findings during review but by the large number of projects carried out and reported to many different donors. The organisation has access to perhaps the world's biggest single pool of technical (and to some extent scientific) resources within its specific area of work. The team has not found indications of major institutional weaknesses or risks regarding implementation capacity. It is also likely that WWF International can relatively easily increase its activities within similar areas of work and technical expertise: management systems are in place; a large pool of technical resources is available, and the remuneration policies in most cases are likely to enable WWF to offer competitive salaries when more human resources are needed. Introduction and training of new personnel is time-consuming and challenging in all organisations; however, WWF is probably better able than most others to do so, due to its well-developed systems for management and learning.

Even though WWF-Norway has a limited role in implementation, its roles in funding and donor relations are crucial. As the responsible body vis-à-vis Norwegian donors it is also expected to take some part in monitoring and evaluation. It seems to do that satisfactorily today. WWF-Norway also provides technical support of high quality, which adds to quality of projects. But with some exceptions this technical support is not unique to WWF International and might have been drawn from other parts of the network if not made available by WWF-Norway. The exceptions include civil society strengthening and some forms of advocacy with which WWF International is not familiar. Here it should not be taken for granted that WWF International would be able to deliver high-quality results without the contributions of WWF-Norway.

The need for human resources in WWF-Norway depends on how much more and which added value WWF-Norway should contribute beyond the management of donor relations, funds and contracts. Current staffing is believed sufficient for basic needs and to allow extra technical and policy contributions to projects, thereby adding to quality. The staff in general have relevant and high qualifications and the organisation seems managed in a way that makes effective and efficient use of these resources. However, to manage the recent years' increase in funds the organisation has grown rapidly; indeed, most of the staff of the International Department, including the head, are new to the organisation. Such rapid growth obviously involves some risks; however, the team found no indications that this is currently causing problems except for the general challenges in being new to an organisation. The growth is also believed to make necessary some organisational reforms, e.g. when reaching a size where personal relations and communication can no longer form the basis for cooperation across departments and management levels. WWF-Norway will probably have to continue organisational reforms underway since 2000; no longer aimed at rescuing and strengthening a weak organisation but seeking to enable good management of human resources in the new context of a larger organisation.

Within the overall increase in international engagement, WWF-Norway has also diversified its work greatly in terms of more countries in recent years, now including 16 countries plus regional approaches. This is a development that puts greater demands on the organisation even if its role is limited to funds and contract management. The team believes it will significantly add to the challenges of the organisation in terms of need for expertise in more geographic contexts, and managing many more relations, perhaps demanding capacity at the cost of the capacity needed to provide added value into the WWF network. The team has not seen good arguments to justify that geographic diversification beyond the increased access to funding that follows from engagements in more areas. Rather, the team believes that concentration in fewer geographical areas would have enabled better use of limited human and institutional resources of WWF-Norway and perhaps more added value to the WWF network by, for example, investing in technical expertise in selected thematic areas.

6. Results

Results refer to the achievement of objectives on output, outcome and impact level, as well as unintended positive or negative effects. The overall results of WWF-Norway's work are communicated in annual reports to donors and are not assessed in this report, which rather focuses on:

- Systems and quality of result reporting
- Effectiveness and efficiency
- Added value: in which ways WWF contributes to results beyond the financial contributions

Data sources include a general systems description (manuals and standards); reports to Norad; demonstration of project reporting on all levels, from field implementation to Norad reporting for projects selected for case study by Norad, internal WWF reporting (project level and intra-WWF reporting) for two additional projects selected by the team; and supplementary interviews.

6.1 Systems and quality of reporting

The systems for reporting in general are extensive, professional and likely to enable reports that precisely reflect the actual results achieved. First-hand reporting on activity and output level is done by project officers or implementing partner institutions, often based on forms to be completed (by hand if in the field) when implementing activities. On this level there are no general requirements as to the format or content of reports. Case studies indicate detailed reporting procedures well designed for integration with higher level reporting. The WWF project office is in charge of compilation and analysis for submission to the Programme Office, which is responsible for ensuring quality and providing feedback to project as well as producing half-year and year-end technical (M&E) reports to WWF International and donors. On this level, reporting standards require reporting on activity; output, outcome and impact level (with some variations in terminology). For each level there are requirements for specifying indicators, baseline data, discussion of deviance, a three-step 'success rating' (green, amber, red) and indications of which higher-level objective of WWF (global targets and milestones) the results relate to. The report shall also describe risks and assumptions, problems and constraints, unexpected effects, learning and sharing issues, 'adaptive management', 'issues/challenges' and other aspects. Several of the cases studied apply high-quality indicators that enable relatively precise monitoring.

Actual practice in selected cases shows varying degrees of detail and lack of adherence to several of the requirements. With regard to the level of objectives, some reports are mostly output-oriented while others are outstanding examples of reporting on higher level. Variations seem to correspond to different levels of investment in project design including indicators at project start. However, involved on the higher level there are many people, including WWF-Norway representatives, with a general knowledge on progress. The frequent reviews and evaluations that are comprehensive in scope and of high quality provide opportunities to check progress. In addition, most higher-level indicators concern to relatively measurable factors that are also subject to monitoring through WWF general monitoring in eco-regions; hence, it is very unlikely that inaccurate reporting on the outcome and impact level would stand uncorrected over time.

Reports from WWF-Norway to Norad give information on results on the aggregate programme level, in line with Norad's general requirements. Generally, the Norad format seems less useful than intra-WWF reporting in producing information; much disappears in the transformation from WWF format to Norad and scant new data are provided. Most attention is given to the output level; however, there seems to be a culture or tradition of relatively high-level objectives, so many of the reported outputs could also fit well on the outcome level. The team's triangulation of data between Norad reports and WWF internal reporting, reviews and evaluations for selected projects has indicated that the results reported are correct.

In reporting to Norad the weakest parts are results on socio-economic factors – not even basic data like the number of direct or indirect beneficiaries are reported, even though this is specified in many project documents and lower-level reporting. Indicators of socio-economic changes on e.g. household level are less developed also on the project level.

There is a general tendency in reporting to Norad to under-communicate failures to achieve objectives. First, the 'ranking' of progress is misleading: 'good progress' is defined as minimum 1/3 of indicators and 'very good progress' when 2/3 have been achieved. This way of measuring success differs from most other development agencies. Aggregate studies indicate that between 70% and 85% of development projects achieve their immediate objectives (Riddel 2007). This indicates that objectives normally refer to quite realistic chances of success, which would not allow progress to be defined as 'good' if only 1/3 is achieved. WWF-Norway does provide an explanation of the criteria in the report; hence, the ranking should not be seen as attempt to mislead the reader; what it does reflect is that indicators in the WWF seem to specify optimistic ambitions rather than realistic estimates. Second, Norad reports give very little explicit information about failures in project and programme components. In cases where reviews and evaluations show progress so poor that they might be termed failures (e.g. parts of Bazaruto and Niassa projects in Mozambique, and RUMAKI in Tanzania in 2007) this is not explicitly mentioned in the reports. Rather, general terms like *'implementation was not without problems'*; or *'still indications that remains to be met'* are used. The few successes of the same projects are even listed in reports without mentioning that general progress has been well below targets.

Some of the miscommunication may be attributed to the Norad format not requiring direct comparison against plans or specific information on deviations. WWF standards are more specific in requiring reporting on the extent to which a project is behind plans. But even within the general requirements set by Norad, more specific information on failures to achieve objectives would be expected.

The above observation of not reporting failures should not be read as a general over-reporting of results. The team has found no evidence that the factual information provided by WWF-Norway in reports is exaggerated. Neither does the team believe that achievements in general are less than would be expected compared to other international NGOs or other channels of development aid.

6.2 Effectiveness and cost-efficiency

The WWF network provides an institutional setting characterised by generally good management systems on all levels, a large pool of technical resources and good systems for intra-organisational learning. Interviews and case studies indicate high commitment to the objectives, and a willingness to work hard. In sum, the team believes these factors contribute to making the WWF capable of effectively producing results within its objectives, compared to other agencies. If the above observations on ambitious planning in WWF are generally true, it can be said that while effectiveness is high with regard to the ability to produce results in accordance with general objectives, it is weaker compared to its own specific targets. The team believes this concerns planning rather than implementation, and does not see it as a major weakness.

For various reasons it is difficult to produce a general assessment of efficiency of the work, some relating to all development assistance (in particular via NGOs), some specific to the WWF. Development interventions vary so much in terms of actual interventions and their contexts that it is not possible to establish a general standard for measuring the value of one set of results in one context against the other. No general standard or benchmark for efficiency exist for measuring the efficiency of development aid in general; attempts to establish such have been done for few selected sectors only. Further, WWF's main objectives relate to conservation: measuring results solely along socio-economic parameters for the purpose of comparison with other development agencies would not be fair, as these are only part of the objectives of the WWF's interventions. Even comparison with other environmental NGOs may be difficult as they are so diverse. There are, for example, no other Norwegian NGOs involved in precisely the same sectors and contexts. Nevertheless, some general remarks on efficiency can be offered.

Effectiveness and efficiency are difficult to combine, and WWF seems to invest in effectiveness as well as risk reduction to some extent, perhaps, at the cost of efficiency. The relatively high level of investment in knowledge production, including research, baseline studies, comprehensive reviews and evaluation, of course involves costs that may reduce efficiency, while certainly improving effectiveness and quality, and reducing risks. WWF staff members are relatively better paid than are the staff of most

other NGOs. The management structure involves detailed management and transaction costs between various WWF offices that may reduce efficiency. A case study (not necessarily typical) revealed that financial management leads to bottlenecks that delay implementation. A management fee of 12.5% to the Programme Office (some may be retained by country offices) adds to costs; in one case study this seems poorly justified in terms of efficiency as the PO did not directly contribute to better efficiency in projects of the country in question and generally provided little direct support to projects. However, the combined amount of costs at WWF-Norway, the Programme Office and country office is not necessarily higher than for similar functions in other international NGOs. The close collaboration with government institutions, local CBOs and NGOs as implementing partners on the other hand clearly leads to better efficiency. Their collaboration with the WWF is also likely to contribute to significant improvements that may enable better utilisation of these organisations' other human and financial resources.

The relation with Norad further involves some aspects that contribute to slightly lower efficiency. These include late approval of budgets as described in chapter 5; and some application and reporting requirements that involve transaction costs seemingly without adding substantially to quality in project management, as the existing internal requirements by the WWF are better than those of Norad for most purposes.

6.3 Added value of WWF

According to WWF-Norway's presentations to Norad, its added value beyond financial contributions consists of the following:¹

- Technical experience and expertise
- Experience in the region and comparable areas outside the region
- Local presence and partners
- Cooperation and complementarities with other actors
- Ability to share experiences and lessons learned
- Linkages between the field and policy work
- Capacity building
- Policy contributions
- Management and coordination capacity

This is a general statement provided for all programmes. The specifications for each programme (on added value towards partners) focus most often on strengthening capacities in local communities in particular with regard to natural resource management, or facilitating relations between local communities and government or other agencies. No distinction is made between the added value from WWF-Norway and other parts of the WWF network.

Although for natural reasons much of the actual added value provided towards partners is not documented (monitoring and reporting normally focuses on outcomes from financial contributions), document reviews and case studies indicate that all the above statements of added value are realistic. Added value is provided towards both civil society and government partners. In some areas, including transfer of technical and scientific experience, and skills and lessons learnt from comparable contexts in other countries (in similar or different eco-regions), WWF probably provides unique capacities, perhaps better than any other NGO or even government agencies within its field. Also in most of the other areas listed the team believes the WWF ranks relatively high among NGOs, although here it is less unique. Some assumed particularities of the WWF compared to other NGOs with regard to strengthening civil society and some aspects of policy engagement are discussed in Chapter 4.

¹ The list is a synthesis of the general presentation and project/programme presentations in the application for multi-annual agreement 2006-2008. In the general presentation WWF also refers to its added value to Norwegian development cooperation in general; only added value towards partners is elaborated in this chapter. One 'added value' listed by WWF: 'potentials to scale up' is interpreted by the team as referring mainly to Norwegian development cooperation and not to partners, and has therefore been omitted from the list above.

Adding to the above, the WWF approach of close collaboration with local communities in conservation demonstrates an approach to governance that is poorly developed in many Third World countries. To the extent that it proves effective and government institutions adapt similar strategies, collaboration with WWF may lead to reforms in actual practice (and over time perhaps policies) of government institutions towards better governance. If changing practices of government institutions also spread to other areas of these institutions' work, WWF may support governance reforms also outside of eco-regions and conservation areas. Cases of approaches to governance that are readily applicable also in other areas include community-based natural resource management and local environmental action planning and cooperation between communities and local government in implementing these.

While the above is valid for the WWF network, WWF-Norway has a limited role, and most of the added value of WWF might have been seen even if WWF-Norway had not been involved. WWF stakeholders consulted outside WWF-Norway were not specific and mentioned relatively few examples of added value provided by WWF-Norway to the network and to partners. Several invitations to elaborate on the possible influence of WWF-Norway on general policies did not result in clear statements among stakeholders. This may be due to the relatively limited role and resources of WWF-Norway relative to the WWF network, or that some of the main areas of added value are not tangible and perhaps not visible to partners. WWF-Norway does provide technical resources of high standard (but perhaps relatively little in terms of manpower) directly to projects and to some extent to partners and the WWF network in general. In particular, WWF-Norway has contributed actively to the development of the Community-Based Natural Resource Management (CBNRM) approach in terms of technical resources and perhaps policy influence within the WWF network in addition to a range of implementing partners.

Furthermore, WWF-Norway's particular (but not unique) emphasis on strengthening civil society has the potential to contribute to the general technical resources available and perhaps to policy priorities in the WWF network.

Although the above indications and other documentation are not sufficient to enable general conclusions, it may be assumed that WWF-Norway has too few resources in terms of manpower available to provide substantial added value in the same areas that WWF International is already good at, although the contributions provided appear to be of relevance and high quality. WWF-Norway may, however, make a difference by focusing its resources on areas in which WWF seems less resourced, adding value not only to the technical resource base available but also to policy development within the network and partners. Options here include some aspects of strengthening civil society, broadening the scope of WWF roles in policy and advocacy work, a WWF-specific rights-based approach (or at least, developing knowledge and skills to communicate its existing rights-based approach), gender sensitivity, or further development of CBNRM.

7. Conclusions and Recommendations

7.1 General conclusions

WWF-Norway is characterised by a professional organisational structure, highly competent leadership and staff. It is part of an extensive and highly competent international network, from which the results of the organisation's work benefit substantially. Expertise and professionalism within the international network of WWF are high, all the way from top international level, regional levels down to the project offices. The policies, guidelines and frameworks produced by the top levels in the network are generally well understood and applied throughout the chain down to the project offices, and practical experiences and knowledge produced at local level seem to flow relatively well in the organisation. WWF utilises well-functioning systems to implement development assistance, including general management, result-based monitoring and evaluation, reporting and learning.

As a result, WWF-Norway supported by the WWF network ranks high among Norwegian NGOs involved in development cooperation in using its funds effectively towards achieving stated project objectives. Moreover, it has a proven ability to produce excellent results in its fields of work, and the team believes that it has the capacity to turn a further increase of funding into high-quality results. However, some aspects of financial management are likely to result in delays and reduced efficiency in project implementation.

WWF-Norway's general mission and project objectives are highly relevant to Norwegian policies and priorities for international development cooperation in the field of environment. The activities are also relevant to national priorities in the countries supported. However, some overarching areas in Norwegian development policy, such as gender and a rights-based approach, are generally poorly developed. Management systems are also weak in this regard; and these and other socio-economic factors are relatively less developed in the management systems than those relating to natural resources. To some extent this follows naturally from the fact that the organisation has an eco-centric platform for its work, with primary objectives relating to conserving nature and natural resources, as opposed to the anthropocentric normative basis otherwise found in development cooperation. The team nevertheless believes there is a potential to increase the focus and contributions within these areas.

WWF-Norway is to a little extent engaged in conservation work that involves excluding local communities' access to natural resources. Most of its work supports measures that effectively reduce the negative impact on local communities from conservation and/or enable sustainable community-based natural resource management. The potential conflicting interests nevertheless involve some challenges, including dilemmas relating to a rights-based approach and in balancing environmental interests and the interests of local communities that are often poor and marginal. The objectives of WWF impose some limits with regard to positioning in the balance between conflicting interests and priorities in its support to local community interests.

WWF-Norway has chosen a broad and proactive role in civil society in Norway. In the African countries supported, WWF generally takes on roles in policy and advocacy efforts that differ from those of most other NGOs involved in environment and development, and diverge from some general expectations to civil society organisations as reflected in Norwegian development policy. It gives less priority to the importance of public discourse in policy development and some cases indicate poor understanding of certain risks involved. This imposes some limits on its capacity to support the strengthening of civil society; however, some projects to this end are supported by technical resources from WWF-Norway that may compensate for this.

7.2 Recommendations

The following recommendations aim at increasing the capacity of WWF-Norway to provide effective aid as defined in the Terms of Reference (ToR) and further specified in the Inception Report. The recommendations are directed towards WWF-Norway as well as the WWF network and Norad. The

recommendations relate to the WWF's role in Norwegian development cooperation, not necessarily the mission of the WWF as such.

- WWF-Norway should improve its expertise in a rights-based approach (RBA) and make efforts to apply RBA in its activities; alternatively, it should develop and argue for other approaches to the intersection between human rights and nature conservation than what is reflected in RBA.
- WWF-Norway should increase its focus on gender issues and gender sensitivity, in line with the general principles of Norwegian development cooperation.
- WWF-Norway should increase the focus on community and socio-economic development in its projects not only in actual interventions but also by developing, employing and monitoring indicators of socio-economic development such as poverty, household income, etc. in planning, design and monitoring of projects. This will lead to improvement of those aspects of its work, and is also necessary since socio-economic development is often used as an argument in project proposals. Consideration should also be given to integrating additional socio-economic components not directly related to conservation, e.g. through collaboration with organisations of relevant capacity.
- To avoid misperceptions about WWF-Norway's approaches and practical interventions, the organisation could place greater emphasis on defining/presenting its work and activities in line with the concept of Sustainable Development or other commonly accepted concepts shared between anthropocentric and eco-centric perspectives on development work. WWF-Norway should also consider taking a more explicit approach to communicating the potential and inherent conflicts between conservation and local community interests and methodologies for managing the conflicts, rather than some of the current communication that seem to focus more on harmony than conflict. That would give the organisation greater credibility among some stakeholders.
- WWF-Norway should take the initiative towards EARPO to take a lead position in promoting a sustainable and socially just solution to the socio-political issues related to the Mau Forest component of the Mara River Basin Management Initiative. WWF involvement and the process can be used as a pilot project to increase the expertise and capacity of WWF in handling the controversial issues sometimes related to conservation efforts, including re-settlement, legislation, and other complex social and political dimensions.
- WWF-Norway should initiate reconsideration of WWF's role in civil society in African countries, aiming at finding the most effective ways to support WWF mission based on the knowledge and experience drawn from research as well as other actors in civil society and public discourse in Africa, while acknowledging the differences and comparative potentials of WWF as compared to many other environmental NGOs. In any case WWF should make sure that decisions regarding engagement or non-engagement with policy and decision makers or in public debates are based on considerations of potential effects and risks in a wider national context including assessments of which actors and policies are legitimised or de-legitimised as a result of WWF decisions. WWF should also document better the justification for current strategies for policy and advocacy work and involvement in public debate.
- WWF-Norway should more explicitly introduce anti-corruption measures in its contracts and management systems, if not explicitly included in WWF network standards in near future.
- WWF-Norway and WWF International should seek to make its project implementation and management more efficient by continuing its on-going revision of the functions and mandates of different WWF offices in supporting projects.
- Norad should work to coordinate its requirements for financial management, application procedures and reporting better with the well-functioning systems of its partner organisations. At present, WWF's formats and frameworks appear more appropriate than those of Norad.
- Norad should address the issue of late approval of contracts and disbursements to partners, even though it is not within Norad's mandate to change this.

Annexes

Annex I: Terms of Reference

Terms of Reference (ToR)

Organisational Review of WWF-Norway (GLO-0630)

1. Background

WWF-Norway is part of the international WWF network, consisting of national and regional WWF organisations as well as project offices, and a few associate organisations. Internationally, WWF has more than 5 million supporting members, activities in more than 100 countries, over 4 000 employees and around 2 000 environmental projects. WWF-Norway was founded in 1970, has around 9 000 supporting members, and is organised as a foundation.

The reason for carrying out a review, is to establish a platform for further dialogue before the next assessment for a renewed framework or core funding agreement (from 2009 onwards) is due. Also, the report shall bring forth constructive recommendations for improvements with respect to the WWF-Norway's work, and the cooperation between Norad and WWF-Norway. This review is part of Norad's regular organisational reviews.

The team will comprise of two consultants, and one member from Norad. One of the two consultants will be selected as a lead consultant, and will be responsible for the delivery of the final report. The budget also allows for hiring a local consultant, which in that case will be hired by the team.

2. Purpose

The purpose of the organisational review is to examine the organisation's ability to provide effective aid. By effective aid in this context is meant:

- The cost-efficient use of funds
- Results that are in accordance with Norwegian political priorities
- Relevance to the partners and target groups
- The ability to achieve its own goals

The review shall assess the organisation's professional, financial and administrative capacity to carry out programmes that implement the organisation's Norad-financed measures and programmes.

3. The scope of the assignment

The review shall be based on the following reference material:

The organisation's cooperation agreement and contract with Norad (2006-2008), its policy and strategy for aid work, reviews, annual reports, website and applications, project review reports, as well as research-based literature aimed in particular at the areas within which the organisation works, and documents with reference to 'best practices'

- Applicable guidelines for grants to civil society (2001)
- White paper no 35 (2003-2004)
- The grant letter for each year in the agreement period (until present)
- The report of the Rattsø committee (summer 2006).
- Norad's strategy towards 2010
- Norwegian Action Plan for Environment in Development Cooperation
- Other relevant documents; minutes from meetings and annual meetings

The organisational review shall form the basis for a general assessment of both WWF-Norway's reporting to Norad and the quality of the organisation's internal communication. The analysis shall also include an assessment of the head office's organisational structure and dimensions in relation to its own

functions and tasks. The review shall cover the whole organisational chain from head office to local partner.¹ The work will consist of studying, analysing, concluding and presenting recommendations and proposals for follow-up.

An overview of the factors it will be natural to examine in more detail follows below.

Most of the following points involve questions that cannot be answered in chronological order once and for all, but are more recurring questions that will follow the consultants in its assessments throughout all the phases of the work up until the final report.

Assessment of the organisation

The organisation's catchment area, platform and structure:

- In Norway and abroad
- Remit, policy and strategy(-ies)
- Governing bodies, organisational structure and work methods
- The organisation's partners/whether it operates on the basis of partnership (or is self-implementing)
- The organisation's procedures for (a) monitoring and (b) formalised dialogue/collaboration with any partners in the South

Capacity, professional and technical competence

- Procedures/tools for organisational and financial management
- Risk analysis of human, professional and financial resources
- WWF-Norway's technical competence within environmental issues relating to the four thematic programmes within the agreement,
- Tools for updating this knowledge and competence

Other aspects of the organisation which Norad or WWF-Norway wish to shed light on:

- WWF-Norway's tools or strategies for selecting local partners
 - Who are WWF-Norway's partners; local, national or international partners?
- WWF-Norway's tools for partnership development, and their actual cooperation with local partners;
 - How are decisions made, and to what extent do the local partners influence the decision-making process?
 - What is the timeframe for partnerships, and to what extent is a phasing-out strategy prepared with a view to the partner standing on its own feet in the end?
 - What is left with the local partners in terms of increased competence or capacity when WWF-Norway phases out a project?

Added value:

How does WWF-Norway evaluate its added value, and how does this correspond with the findings when addressing the areas above?

Performance analysis

Of WWF-Norway

- Policy, strategy and action programme for building partners' capacity:
- How does the organisation endeavour to measure and monitor the attainment of goals?
- How does the system for results based planning and monitoring work?
- How is capacity relating to the work to be done checked?
- How does communication function between the head office, regional WWF offices, and the organisation in the field and partners?
- What systems are in place for sharing lessons learned, and how do they work?
- Strategic coherence between the goal, strategy and action levels
- Systems for audit control and anti-corruption work

¹ The local partner can consist of a network of individuals, informal local community groups (CBOs), individual NGOs, NGO networks, government or semi-government organisations. The context in which such players operate is also highly variable, which strongly influences the critical variables for capacity building it will be most relevant to examine in the review.

Of local partners

- The quality of the partner's planning and implementation process:
- To what extent are partners and target groups included in the planning and implementation phase?
- How much local expertise and resources is mobilised in programmes?
- How realistic are the goals and the planned results during the planning phase?
- How are indicators used in the planning phase?
- How are risk analyses carried out in the planning phase?

Of both WWF-Norway and local partners

- Reporting and evaluation of capacity-building results:
- What indicators and other instruments are used to report goal attainment at different levels?
- What are the reporting requirements and how are they followed up?
- What feedback is given on reports from partners?
- What guidance is triggered by feedback on reports?
- Learning in the organisation and by local partners:
- Is there a system in place to share information about lessons learned?
- Ability for self reflection; does WWF-Norway assess its own strengths and weaknesses? If so, how is this followed up?
- The quality of communication when:
- A failure takes place in terms of quality and delivery date in relation to contractual obligations, financial mismanagement and irregularities
- Conflicts and/ or corruption occur
- Results achieved among partners
- What has been achieved in terms of building partners' capacity that can be attributed to WWF-Norway? This may also be illustrated by results among the final recipients.
- How has this contributed to strengthening civil society?
- How are results among the final recipients documented?
- What is the level of the results documented (input, output, and outcome)?
- To what extent are indicators used in reporting?
- How is the risk situation handled during the programmes?

Public funding strategy:

WWF-Norway receives most of its public funding from the framework agreement with Norad. MFA/ embassies are another source of public funding for WWF-Norway. How does WWF-Norway approach these different donors when it comes to applying for funding?

4. Work process and method ¹

The main part of the review will be carried out in Norway, where WWF- Norway has its head office (Oslo). A country visit to Uganda will also be carried out as part of the review, and the team will travel together. The regional office in Kenya shall also be visited.

General information about the collection of data/information

The review shall be based on document studies, but also on interviews of WWF staff, and local partners, and/ or other stakeholders.

The study and documentation phase

The first part of the review will consist of an in-depth study of the documents concerning the organisation and its cooperation with and reporting to Norad and its local partner. The provisional results

¹ Two good reference documents as regards organisational analysis are Stein-Erik Kruse's "How to Assess NGO Capacity: A Resource Book on Organisational Assessment", 1999, Bistandsnemnda, and "Institutional Assessment and Capacity Development: Why, What and How", produced by EuropeAid for the European Commission, September 2005.

from this phase shall be presented to Norad as an inception report on how the following work (leading to a final report) will be conducted.

Country visit: Uganda (and Kenya for the East Africa Regional Programme Office - EARPO)

During the country visit, focus will be on the quality assessment of the partnership and its capacity to deliver. In addition to conversations with project employees, it will also be necessary to speak to people who are not dependent on the organisation in any way. Examples of such persons are (a) peers, i.e. other players who work within the same field in the same country, and (b) players at the local level, for example residents in areas in the vicinity of where the organisation's activities take place, but who do not benefit directly from the organisation's work.

The team will hold a debriefing with the organisation and its partners before travelling home from country visit.

The country in which field visits for this review will take place is Uganda, - where a relatively large part of Norad's grant is being channelled. Uganda is one of the three largest countries of projects with Norad-funding. The East Africa Regional Programme Office (EARPO), based in Nairobi, Kenya, shall also be visited.

The budget allows for the two consultants to make a simultaneous field visit within Uganda.

Analysis and conclusion

All assessment of the reliability and relevance of the management of the undertaking and its finances shall be based on documentation.

Recommendation and follow-up

The review shall provide Norad with new knowledge about the direction further cooperation with WWF-Norway should take. The recommendations shall be structured with this in mind and contain proposals for improvements on which Norad should focus in its follow-up work.

The recommendations shall also contain proposals for measures to improve WWF-Norway's organisational structure in order to optimise the organisation's aid activities. Otherwise, the team is free to include other recommendations that are deemed to be relevant to furthering the objective of the review.

The team leader is responsible for the final report, but any internal disagreement about its conclusions and recommendations should be stated in the report.

5. Reporting

In order to allow an opportunity for comment and for correction of any factual errors and misunderstandings, the team will send a draft of the final report to WWF-Norway, local partners and Norad no later than Friday June 13, with a deadline for responding to the team two weeks later.

Final report

The final report will be structured in accordance with the Terms of Reference. It shall be written in English, contain an executive summary with the main findings and recommendations of approx. 1-2 pages (in the beginning of the report). The report's length is a maximum of 25 pages. Appendices can be added. The final report shall be sent to Norad in an electronic format.

WWF-Norway may on its own or partners' behalf request that information that is considered particularly sensitive with respect to the life and safety of staff be included in separate appendices with restricted access.

Information, presentation and publication

In order to ensure that the report constitutes a good basis for follow-up, the team shall keep Norad's case administrators informed about the progress of the work and include them in discussions about important findings, topics and issues before the country visits start, as well as during the concluding phase of the work.

At the request of the organisation or Norad, the team leader shall be available for discussions about recommendations and follow-up points.

As part of the assignment, the team leader and/or consultant shall make a presentation of the final result.

The report will normally be published on www.norad.no, in Norad's template for Organisational Reviews. In special cases, and subject to relevant legal provisions, parts of the report may be exempted from general publication.

6. Time schedule and budget

Tentative time schedule:

Tuesday 14 May: Start-up point for this review

Thursday-Friday 15-16 May: Consultants meet with WWF-Norway in Oslo

Friday 23 May: The inception report will be presented to Norad

Monday-Saturday 2-7 June: The country visit to Uganda and Kenya will take place (week 23)

Friday 20 June: First draft report will be presented to WWF-Norway and Norad

Thursday 26 June: Norad and WWF-Norway will comment on this report to the consultants (in writing)

Wednesday 2 July: Final report submitted to WWF-Norway and Norad

Tuesday 8 July: Meeting between WWF-Norway, Norad and the consultants to discuss the findings, recommendations and further follow-up

Thursday 10 July: Publication of the report on www.norad.no

Budget:

This organisational review is will roughly include:

- 7 working weeks per consultant
- 1 additional working week for the team leader
- travel costs (flight, per diem and hotel)
- over head costs
- possibility of hiring a local consultant

Norad will get back to a more detailed final budget when consultants are chosen, as the rates for working hours vary between the different framework agreements.

Attachment:

Model of Work

Annex II: Inception Report

Inception Report

Organisational review of WWF-Norway (GLO-0630)

NUPI, 23 May 2008

Introduction

Reference is made to Terms of Reference, NUPI's tender of 9 May, and meeting between Norad and NUPI 14 May, and further communication with Tina Hageberg, Norad including e-mail of 14 May, received 14:31. That communication involved further specifications by Norad that in effect delimit the scope of the assessment in terms of issues to be focused upon and work hours made available; some changes in the time frame; and an explicit request for a short Inception Report. As a response to the latter request, this document does not repeat any of the information provided by the Terms of Reference or NUPI's tender and it should be read in conjunction with those two other documents.

Revised scope of the review

Discussions with Norad supported by document review and discussions with WWF staff suggest some changes in thematic priorities and focus areas for the review, outlined below. The proposed changes fit within the purpose of the Terms of Reference (§2) and the all the main 'factors' mentioned in the ToR may still be used as guidance for the review, but particular focus will be on the following areas:

Relevance of WWF's work, in particular with regard to its relevance to target groups, and including assessments of the balance between conservation and use, and between external interests and community interests and rights

Capacity and risks meaning WWF-Norway's ability to achieve its own goals and risks involved, including assessment of systems for financial management, result-based planning and monitoring, experience sharing, risks management etc, and with particular reference to the context of recent years' high increase in funding

Partnership strategies and practices, including choice of local partners (WWF, other non-government and government partners), their participation, influence and ownership over activities, aspects of civil society strengthening, and WWF-Norway's **added value** towards its partners beyond financial transfers.

Role of WWF-Norway as a civil society agent in Norway and in Southern countries, including its role in strengthening civil society

In addition, some other issues have come up that are given little or no attention in the Terms of Reference but are seen by the team as important aspects and will be studied without necessarily being a major focus:

the relation between WWF-Norway and Norwegian funding agencies (Norad, MFA and embassies) is seen as relevant not mainly (as stated in ToR) with regard to WWF strategies, but also other aspects of the relation, including administrative procedures and the coherence between agencies to the extent it may affect the institutional capacity (and perhaps the role as a civil society organisation) of WWF-Norway.

the perhaps most important factor determining many aspects of WWF-Norway and partners' management of funds is the standards, procedures and organisational structure of the international WWF network, to which most contractual and many implementing partners of WWF-Norway belong. Hence the standards and procedures as well as organisational aspects of the international WWF network will be subject to in-depth study, mainly through document review.

For an assessment of the capacity and risks, and perhaps for a discussion of WWF-Norway's role as a civil society agent, there is also a need to look into the work of WWF-Norway funded by other funding agencies, in particular MFA and embassies. This will be done with attention only to managerial aspects and not in terms of 'content' (like relevance, results, partnership strategies, added value etc).

Data availability and quality

Based on initial consultation with WWF-Norway and the documents made available, the team believes that all necessary documents will be made available for the review. No major data gaps are identified so far. Provided that the country visit proceeds according to plan and most of the relevant stakeholders and other informants in Norway are able and willing to meet the team, it is also expected that supplementary data will be made available through interviews.

Methodology

The tender by NUPI 9 May provides some specifications to the methodology outlined in the Terms of Reference, none of the specifications involving major changes. Initial document review and consultations with WWF-Norway do not indicate a need for major changes. To avoid repetition of information in the tender document a general presentation of methodology is not presented here. The team will, however, share some issues and additional information:

Following the scheduled time frame for the review, the most natural sequence of activities would be that intensive interviews with WWF-Norway took place during the week 26-30 May. This is one of the busiest weeks at WWF-Norway's office due to Norad's reporting deadline. The team wants to limit the burden of the review on the staff as much as possible, and will hence postpone most of the interviews (except for a 3-hour plenary workshop) until after country visits even if it to some extent may lead to slightly less effective country visits.

The choice of Uganda as site for a project visit, and an additional trip to Kenya, was concluded already in the Terms of Reference and the team was never consulted on the issue. Hence the team has not considered selection criteria or the choice of Uganda and Kenya with regard to whether these countries serve as the best cases for the review.

In addition to country visits, and particular given the fact that the team was not able to select the country to visit, one or more other projects will be chosen by the team for an in-depth study of all relevant documentation followed by supplementary interviews. Criteria and selection will be done during the week 26-30 May. Due to time limitations this is done at the cost of a review of all project documents; however the team believes the in-depth case study(-ies) on criteria selected independently by the team are of higher value than a more superficial review of all project documents.

In consultation with WWF-Norway it is decided that during country visit to Uganda the team will visit the Rwenzori Mountains Conservation and Environmental Management Project (GLO-05/312-4), in addition to relevant offices in Kampala

In addition, one of the consultants and the Norad team member will travel to Kenya to visit WWF Eastern Africa Regional Programme Office in Nairobi and the Mara River Basin

Management Initiative (GLO-05/312-3), while the other consultant will conduct supplementary interviews and debriefing in Kampala. That leads to 3 extra days of travel and corresponding extra costs for one of the consultants.

Revised time frame

Relevant milestones and deadlines are presented below. Due to a narrow time frame in combination with very short notice for the tender that did not give the consultants time to re-arrange some other commitments, the schedule for the review is subject to small margins. This makes completion upon deadline dependent on effective logistics, informants able and willing to contribute, and effective participation and contributions of other institutions (Norad, WWF-Norway, local partners) when expected, factors that are partly beyond control of the team.

Friday 23 May:	Submission of Inception Report
26-30 May:	Document reviews (28 May: Workshop with WWF staff)
1-7(10) June:	Country/project visits
11-13 June:	Document reviews
16-20 June:	Interviews, analysis (19 June: Workshop with WWF staff)
23-26 June:	Report writing
Thursday 26 June:	Draft report submitted
Wednesday July 2:	WWF-Norway and Norad comment upon the draft
Tuesday July 8:	Final report submitted
Thursday July 10:	Meeting with the review team, WWF-Norway and Norad
Friday July 11:	Possible publication date

Note: Only one of the team members can participate in the meeting 10 July. A postponement will enable participation by other team members.

Further information

Annex I provides a list of focus areas for the review, Annex II a possible table of content for the report. Both may serve to illustrate further the way the team plans to conduct its work, but they are developed for the purpose of internal planning and organisation of the team and should not be seen as conclusive. More information including specifications and justifications for information in this Inception Report is provided upon request.

Annex III: Mission Statement and guiding principles of WWF

WWF International's Mission Statement

To stop the degradation of the planet's natural environment and to build a future in which humans live in harmony with nature, by:

- conserving the world's biological diversity
- ensuring that the use of renewable natural resources is sustainable
- promoting the reduction of pollution and wasteful consumption.

WWF's Guiding Principles

To guide WWF in its task of achieving the mission, the following principles have been adopted. WWF will:

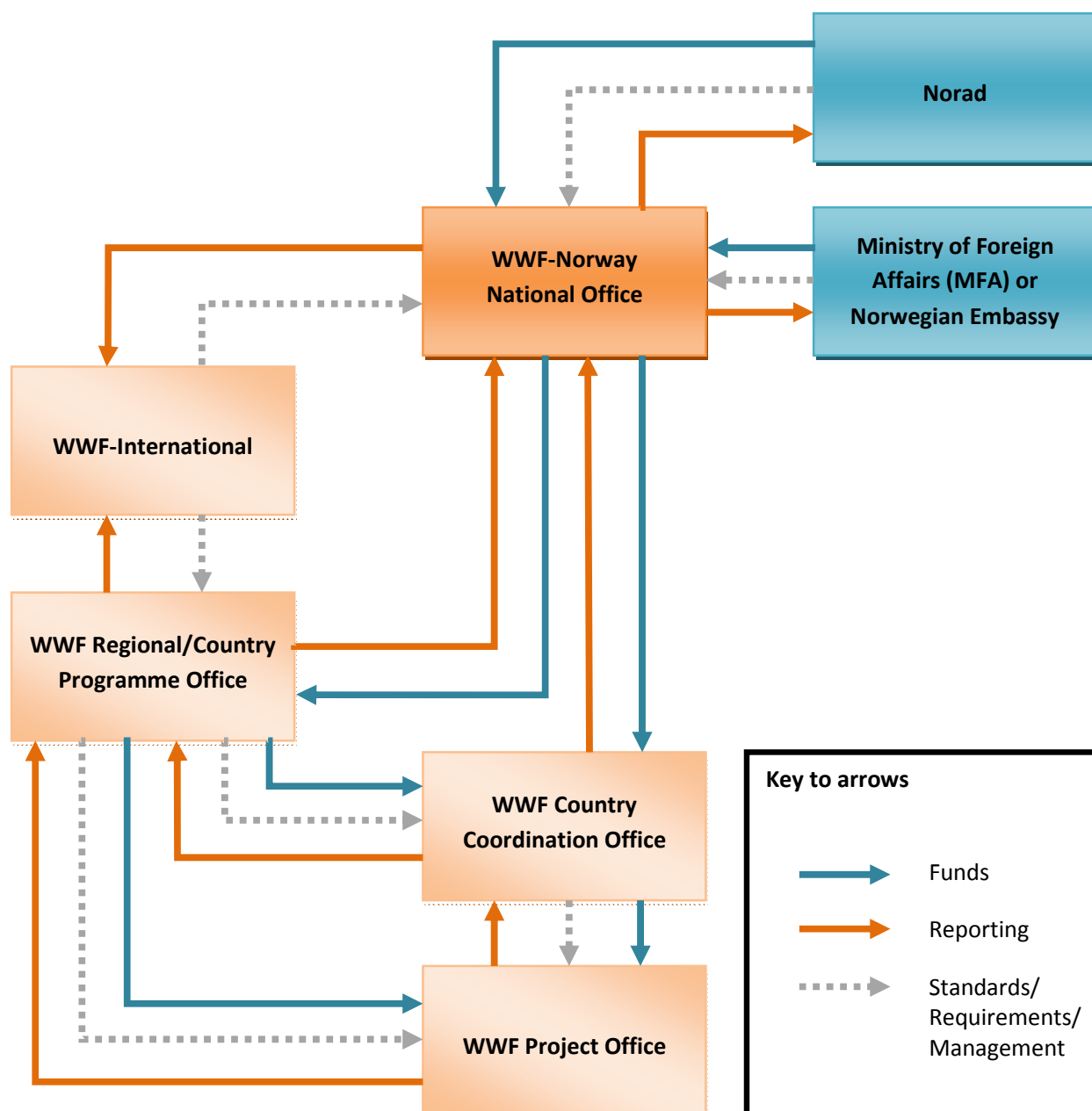
- be global, independent, multicultural and non-party-political
- use the best available scientific information to address issues and critically evaluate all its endeavours
- seek dialogue and avoid unnecessary confrontation
- build concrete conservation solutions through a combination of field based projects, policy initiatives, capacity building and education work
- involve local communities and indigenous peoples in the planning and execution of its field programmes, respecting their cultural as well as economic needs
- strive to build partnerships with other organisations, governments, business and local communities to enhance WWF's effectiveness
- run its operations in a cost effective manner and apply donors' funds according to the highest standards of accountability.

WWF-Norway's constitution, §2:

Organisasjonen skal arbeide for å sikre det biologiske mangfold, herunder vern av arter og deres livsmiljø.

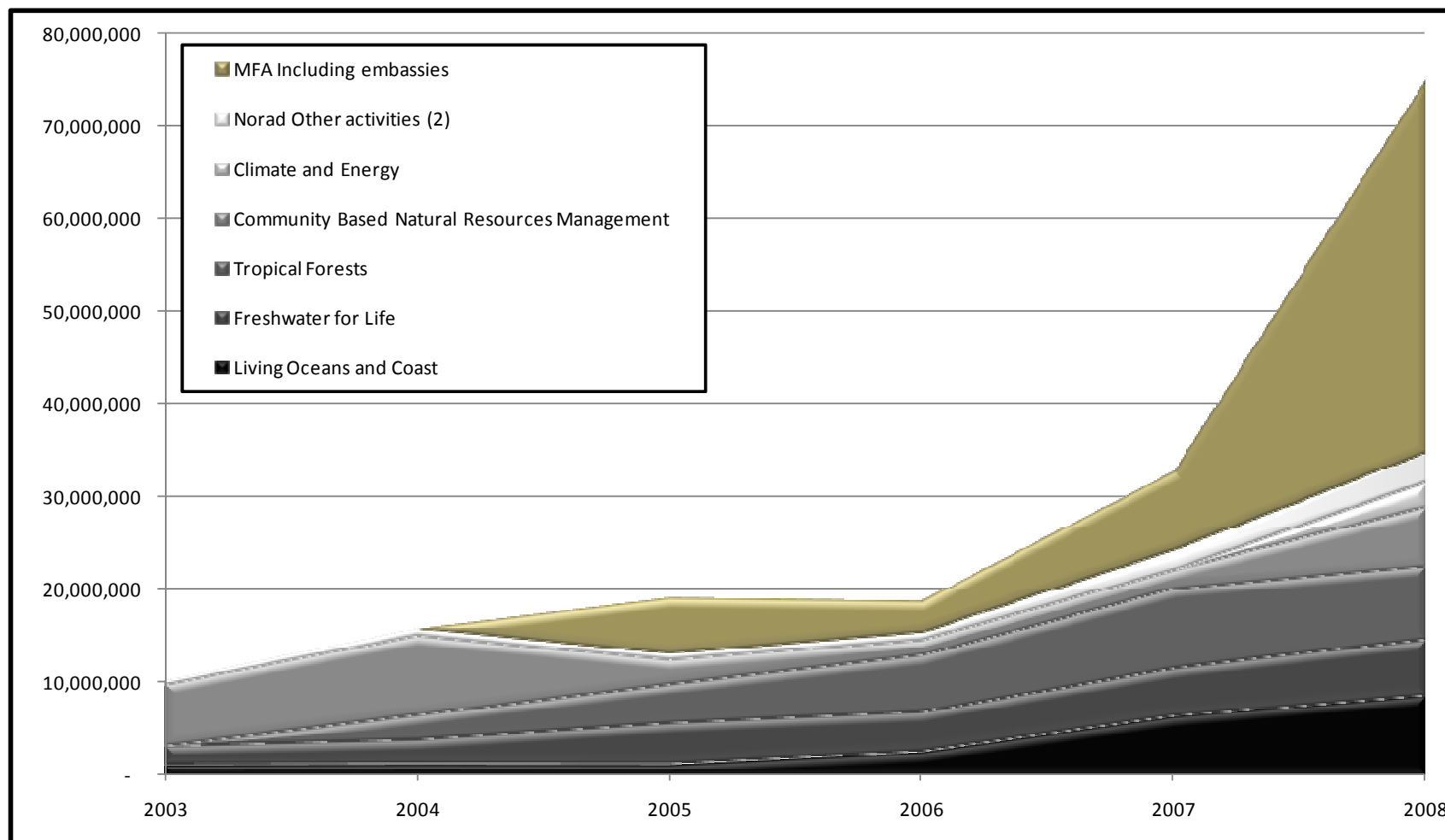
- WWF-Norge skal medvirke til at utnyttelsen av naturressursene ikke overskrider naturens bæreevne.
- WWF-Norge skal drive informasjons- og holdningsskapende arbeid for å øke kunnskap om og forståelse for verdien av naturvern og en bærekraftig naturforvaltning.
- WWF-Norge skal påvirke politiske myndigheter, forvaltning og næringsliv til å integrere natur- og miljøvern hensyn i sine planer, beslutninger og sin virksomhet.
- WWF-Norge skal samle inn, administrere og fordele midler til vitenskapelig arbeid, naturverntiltak og utviklingstiltak.
- WWF-Norge skal for å oppnå sine mål søke et bredt samarbeid med myndigheter, forvaltning, næringsliv, organisasjoner og lokalbefolkning.
- WWF-Norge skal samarbeide med andre naturvernorganisasjoner, nasjonalt og internasjonalt, i de saker som kan fremme WWFs formål og virke.
- WWF-Norge har nært samarbeid med WWF International. Samarbeidet er regulert i en egen avtale. (Siste gjeldende datert 18. juni 1997.)

Annex IV: The flow of Norad and MFA related funds, reporting and standards¹ in the WWF organisational structure



¹ The diagram shows only the application of established standards and requirements. WWF-Norway contributes to the processes of developing and establishing standards and requirements by giving inputs to WWF-International, Regional/Country Programme Offices and Country Coordination Offices.

Annex V: Annual expenditures (and budgets for 2008) for Norad and MFA funds (1) managed by WWF Norway, International Department. 2003-2008. NOK



(1) Of which a total of 5.5% between 2003 and 2007 is WWF matching funds

(2) Includes Feasibility Studies, Oil for Development, and Information Frame Agreement

Annex VI: The team's work programme

General work programme:

23 May:	Submission of Inception Report
26-30 May:	Document reviews, interviews, workshop with WWF staff
1-10 June:	Country/project visits, see itinerary
11-13 June:	Document reviews
16-20 June:	Interviews, analysis
23-26 June:	Report writing
Thursday 26 June:	Draft report submitted

Uganda country visit:

Monday 2 June	Interviews at WWF country office Interviews at UWA Interviews at Norwegian Embassy
Tuesday 3 June	Travel to Kasese Interviews with staff at Project Office-Rwakingi (Kasese) Interviews with staff at Rwenzori Mountains National Park Offices (UWA)
Wednesday 4 June	Interviews at Kasese District Headquarters Interviews at Rukokoyu Sub-County Offices Project visit New Eden Development Foundation Project visit, forest landscape restoration sites, Bughahura Project visit, Collaborative Boundary Management and Revenue-Sharing Group, Kyanjuki-Kilembe Project visit, RMNP Ranger Post
Thursday 5 June	Interviews at Kabarole District Headquarters Wrap-up and interviews with WWF and RMNP staff Travel to Kampala
Friday 6 June	Interviews and wrap-up at WWF country office Interviews at ACODE Interviews at Nature Uganda

Kenya country visit:

Friday 6 June	Interviews at WWF East Africa Regional Programme Office (EARPO), Nairobi Interviews at WWF Mara Project Office, Narok
Saturday 7 June	Interviews at WWF Mara Project Office, Narok Project visit, Mara River Water Users' Association Project visit, Joseph Kone's 'model' farm
Sunday 8 June	Interviews at WWF Mara Project Office, Narok Meeting Doris Ombara
Monday 9 June	Interviews and wrap-up at EARPO, Nairobi Interviews at IUCN, Nairobi

Annex VII: People consulted

WWF-Norway:

Andrew Fitzgibbon, head of International Department
Andrew Kroglund, senior advisor, International Department
Anette Holen, head of finance and administration
Anne Martinussen, environment and development officer, International Department
Arild Skedsmo, climate and energy officer
Dag Tore Seierstad, head of conservation
Jørgen Randers, previous chairperson
Lisa Kjøren, membership manager
Marianne Lodgård, senior advisor
Morten Eriksen, senior adviser, International Department
Øyvind E. Hansen, petroleum and energy officer, International Department
Rasmus Hansson, Secretary-General
Rasmus Reinvang, programme leader East, International Department
Svein Erik Hårklau, programme leader Africa, International Department
Tor Traasdahl, head of communications
Zanete Andersone-Lilley, officer, International Department

WWF Programme Office, Kampala

David Duli, Country Coordinator
Michael Musinguzi, Acting Accountant
Rebecca Mukite, Finance
Kambabazi Zephryne, Project Assistant

Uganda Wildlife Authority, Kampala

John Makombo, Deputy Director, Field Operations
Olive Kyampaire, Partnership Coordinator

Royal Norwegian Embassy, Kampala

Solveig Verheyleweghen, Second Secretary

WWF Project Office, Rwakingi

Otim Thomas, Project Manager
Ocatre Robert, Community Environment Planning Officer
Martin Asiimwe, Forest Officer
Tumwesigye Anthony, Community Extension Office
Magezi George Wilson, Finance and Administration Officer

Rwenzori Mountains National Park Administration

Queen Elizabeth Conservation Area, Uganda Wildlife Authority

Nelson Guma, Senior Warden (in-charge)
Haruna Kulu, Warden (Tourism)
Mbogha F.K., Warden (Community Conservation)
Edith Mwigarire, Warden (Accounts)

Kasese District Administration, Headquarters

Chairman
Mulhondi K. Selrano, Secretary for Environment
Asaabe Wilson, Chief Agriculture Officer (in charge of natural resources)
Bwambale W. Wilberfore, District Forestry Officer
Kooli Augustine, District Environmental Officer
Munyazikwite M.T., District Agricultural Officer

Rukoki Sub-County Office

Taasi Rahab, Volunteer, RMNP
Turyamureba David, Production Secretary
Isingoma Mc Robert, Assistant Chief Agriculture Officer
Maate Abraham, chief
Muhindo B.M Johnson, (SJEKK titel: c/p III, S/C)
Kibuuka H. Saad, Community Development Officer

New Eden Development Foundation

Kisembo Ivan, vice chairperson
Bwambale Alfred, member
Rev. Canon Mason Balukin, project director
Bwambale Justin, chairperson
Maculate Iburoti, treasurer
Maserela Isaac, member
Bwambale Jackson, member
Mbambale Felezia, member

Bhugahura Forest landscape restoration site

Farmers involved in forest landscape restoration

Kyanjuki Parish Collaborative Boundary Management Committee and Revenue sharing group

Bwambali Samson, general secretary, BMC
Navburilo Yosipher, vice chairman BMC
Kalyobyuma Stephen, secretary for production and environment, BMC
Rwasenga Abasi, project manager
Mbabalya Anon, farmer
Group of nine farmers/members

Rwenzori Mountains National Park, Kyanjuki-Kilembe Entrance Post

Mbabazi Ruth, Chief Ranger
Makwano Josiah, Ranger
Biira Jemimah, Ranger
Rusoke David, Ranger

Kabarole District Administration (Headquarters)

Malik Mahaba, Assistant Chief Administration Officer

Bundibugyo District Administration

Maate Jokus, District Environment Officer

Advocates Coalition for Development and Environment (ACODE)

Onesmus Mugenyi, Executive Director

NatureUganda

Achilles Byaruhanga, Executive Officer

WWF Eastern African Regional Programme Office (EARPO), Nairobi

Dr. Taye Teferi, Conservation Programme Director
Dr. Musonda Mumba, Freshwater Programme Coordinator
Doris Ombara, Project Manager, Mara River Basin Management Initiative
Marc Languy, Albertine Rift Ecoregion Coordinator
David Muthusi, Director of Finance
Patricia Mwendwa, Financial Controller

WWF International

Chris Jennings, Manager Internal Audit

WWF Mara Project Office, Narok

Doris Ombara, Project Manager, Mara River Basin Management Initiative

Kevin Gichangi, Project Officer, Mara River Basin Management Initiative

Moses Kerepei, Community Officer, Mara River Basin Management Initiative

Kevin Gichangi, Project Officer, Mara River Basin Management Initiative

Moses Kerepei, Community Officer, Mara River Basin Management Initiative

Daniel Sapit, Project Accountant, Mara River Basin Management Initiative

Mara River Water Users' Association and Joseph Kone's 'model' farm

Kennedy Onyango, Manager of Association

Joseph Kones, Secretary of Association and Board Member

IUCN, Nairobi

Edmund Barrow, Africa Regional Coordinator, Livelihoods and Landscapes Forest Conservation Programme

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