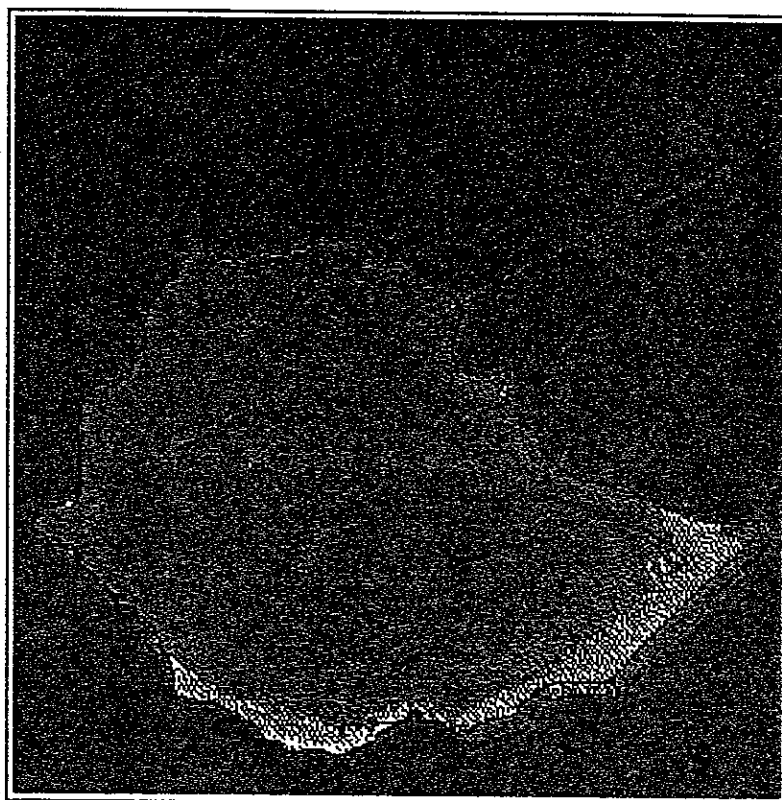


CONSERVATION STRATEGY OF ETHIOPIA PHASE THREE PROJECT



REPORT OF REVIEW MISSION
10th to 20th June 1997

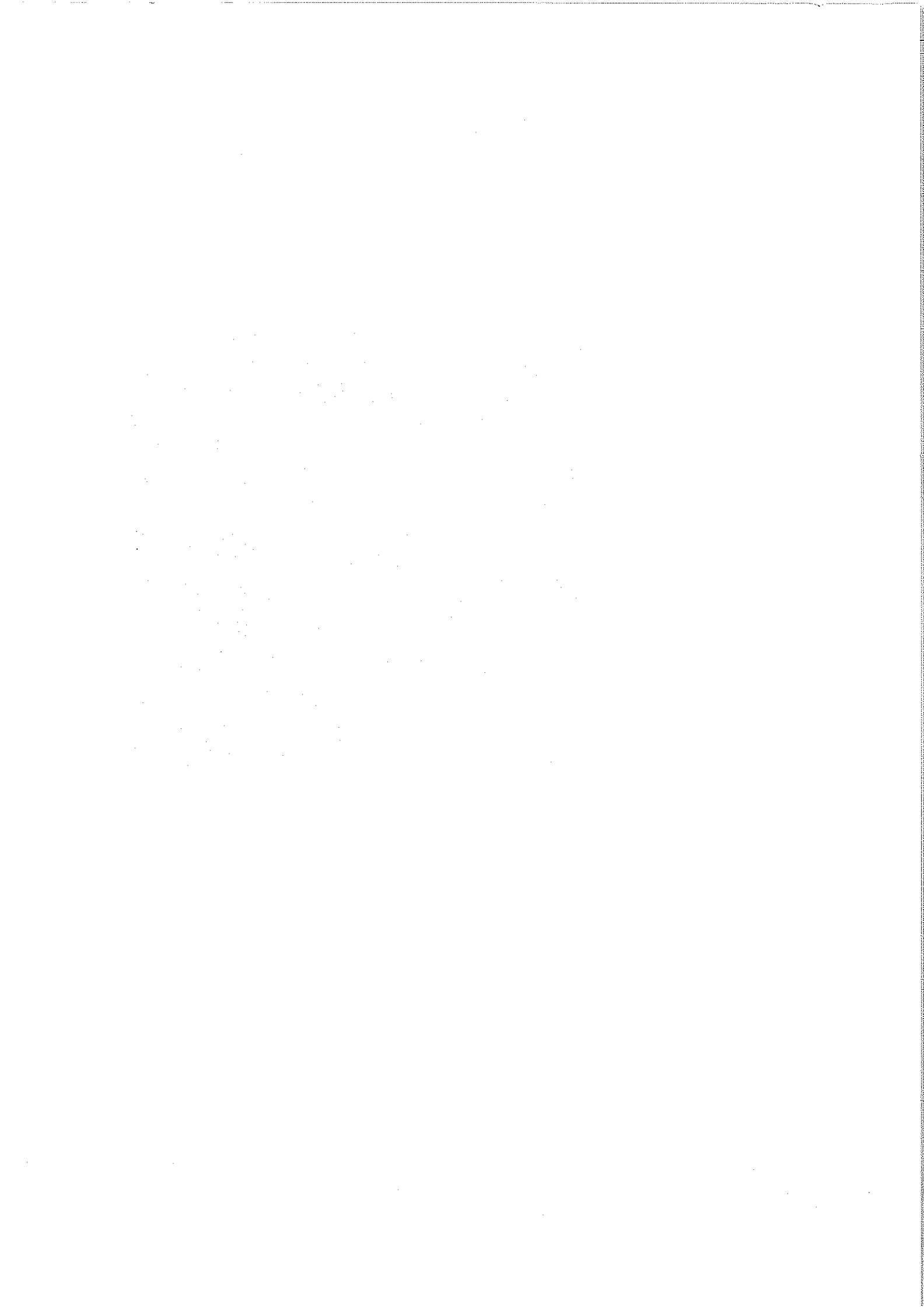


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Preface

The Review Team sought to take a participatory approach involving the Conservation Strategy of Ethiopia Phase III Project Team and the Regional Conservation Strategy staff as much as possible. This approach was constrained by the need for much of the Review Team's time to be spent on fact finding to provide a basis for discussions. However, in addition to the individual meetings and debriefing, a round table discussion was held with the Team Leader of EPU, the Director of the CSE Secretariat and the two project TAs.

The intention of the Review Team was to support the Project Team in the development of its programme for the next two years. To this end it must be recognised that a considerable amount of experience has been built up in the first year of the project and this is now being used by the Project Team in designing the next two years of the Phase III. The Review Team has considered this experience and has made its own analysis of the situation which is presented here.

It should be noted that the Terms of Reference for this mission were extremely ambitious and it has not been possible to address all of these points adequately through eight days of work in Ethiopia. In addition the Review Team is concerned about the limited field visits which were possible and the restricted number of people with whom it was possible to hold discussions in the time available.

Acknowledgements

The Review Team is most appreciative of the excellent assistance provided by the CSE Phase III Project Team in Ethiopia, especially in the preparation of documentation for consultation and logistical support.

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1. Introduction and Aims of the Mission

1.1 Aims of the Mission

The Review Mission, which lasted for nine days during the period 9th to 22nd June 1997 (see Annex 2 for the itinerary) was charged with reviewing the progress made by the Phase III Project which is supporting the Conservation Strategy of Ethiopia (CSE). The mission was asked to assess:

- whether the Project's objectives are still reasonable and attainable,
- the effectiveness of the Project's approach, structure, organisation and staffing,
- the degree of progress towards the Project's objectives, and
- to make proposals for consideration in the planning of the remaining two years of Phase III.

The Review Team was asked to consider these general objectives in the light of a number of specific objectives concerning:

- relevance,
- performance,
- institutional capacity,
- stakeholder involvement,
- monitoring and evaluation,
- NORAD aid policy, and
- IUCN's role.

(For the full Terms of Reference see Annex 1).

1.2 Rationale for the Review Mission

This Review Mission was felt to be necessary because, before requesting the second tranche of NORAD's financing for this CSE Phase III Project, IUCN wished to confirm that the Project is appropriately oriented and likely to be successful in achieving its objectives. In particular, there was some concern that because of the considerable time which had elapsed since the preparation of the project document and the start of implementation the project might not be appropriate to the present conditions. This was a particular concern given the institutional and political/administrative evolution which has occurred in Ethiopia during this period with the decentralisation process and the move from the transitional government to an elected government.

1.3 Timing

The timing of the Review Mission was opportune because the CSE had been formally approved and launched only shortly before the mission took place. This means that at last the CSE has formal government support. In addition, a number of the Regional Conservation Strategies (RCSs) are near to being finalised and this is raising questions about their use and implementation. At this point, when a major gearing up of the CSE and RCS activities is about to take place, the project also felt it to be important to have an independent review to ensure that it is correctly orientated and effectively organised.

2. Context - The Origins and Evolution of the CSE Process

2.1 Origins of the CSE

The origins of the CSE process lie in the early stages of policy liberalisation which began in the late 1980s. At this time a number of strategic frameworks were sought by the then planning ministry, in order to provide guidance for the line ministries and other agencies working in key sectors. Following the development of a Food Security Strategy and a Disaster Prevention and Preparedness Strategy, it was decided that an environmental strategy was needed which would provide an umbrella framework within which all other development planning would take place. Thus from the outset the CSE was seen as being at a high level and inter-sectoral in nature.

2.2 Ethiopian Initiative and IUCN Project Support

The CSE process was initiated, and has been managed throughout, by the Ethiopian government. Technical assistance has been provided to date by IUCN, the World Conservation Union, with financial support provided by SIDA, ODA, UNSO and NORAD. Originally called a National Conservation Strategy (NCS), an IUCN term, the process was renamed the Conservation Strategy of Ethiopia (CSE) during Phase II.

The Ethiopian government has been concerned to ensure that the CSE meets Ethiopian objectives and goals. A clear example of this occurred in 1994 when the World Bank tried to impose a National Environmental Action Plan (NEAP) on Ethiopia, as it did on most countries seeking eligibility for IDA funding. Ethiopia was one of the few African countries to stand up to the Bank and refuse to undertake a separate NEAP process. Rather the World Bank was required to approve the CSE as a NEAP equivalent, which it did.

2.3 Location of the CSE Process and Phases

The CSE process has always been based within a government organisation and the National Project Coordinator has always been an Ethiopian government official in an established post with other, non CSE, duties to perform. During Phase I (1989-1990) the NPC was the Head of the Natural Resources and Human Settlements Department in the planning ministry. This continued for some of the Phase II (1991-1994). However, towards the end of this phase the CSE Secretariat was relocated to the newly established Ministry of Natural Resources and Environmental Protection (MONREP) and the NPC was the Vice Minister in that Ministry. By the time that Phase III (1995-1998) was ready to start, MONREP had been dissolved and the Environmental Protection Authority (EPA) had been established. For this Phase the NPC is the General Manager of EPA. The CSE Secretariat was relocated to EPA although an element of the CSE process remains based in the planning ministry, now the Ministry of

Economic Development and Cooperation (MEDAC), where an Environmental Planning Unit (EPU) has been established in the renamed Natural Resources Section.

Phase I of the CSE process was concerned with undertaking a review of the environmental situation in the country, paying particular attention to the institutional and policy situations, as well as the environmental trends. During Phase II the CSE process involved the development of the five volumes of the strategy document which address in more detail the environmental trends, policy and institutional issues, provide an action plan and an outline investment programme. The second phase involved a consultative process with contributions obtained from awraja (zonal) level government staff and community representatives, as well as from central government staff. Phase III is concerned with developing the institutional, administrative and technical arrangements at the Federal and Regional levels for the CSE to be implemented.

2.4 Character of the CSE Process

The character of the CSE process reflects the society within which it has been developed and the circumstances of its evolution. It has tended to be quite tightly constrained in terms of the process followed and the people involved. This is seen in the dominance of government staff and technical experts in the process and the emphasis upon the production of the strategy documents. In addition, the CSE process has been a linear process, at least for the first few years, with emphasis upon data collection leading to the production of the documentation which then allows implementation. A more circular view, with implementation leading to feedback which will contribute to policy reformulation, is recognised as possible now that the CSE has been approved. However, implementation before the approval of the CSE and as a means of contributing to the formulation of the strategy was not seen as possible.

The CSE has also been seen to date as a process whose implementation will primarily involve the government agencies. This has led to an emphasis in Phase II upon the development of a portfolio of projects for government and especially donor funding, rather than other conceptions of what CSE implementation could involve. This has begun to change with the development of a Communications Unit which is responsible for awareness raising and as other ideas about working with public groups at community and school levels and through fora of interested individuals have been developed.

The CSE process has always had a sub-national or regional perspective with the involvement of regional and zonal/awraja staff in the building up of the CSE documentation during Phase II. However, to date the process has not been very active in its field links and with contacts at the wereda and community levels.

3. Phase III Project, Its Objectives and Structure

3.1 Objectives

The main objectives of Phase III are to set up the institutional arrangements for using the CSE both at the Federal and Regional levels. The particular objectives of Phase III are to:

- obtain government approval for the CSE (5 volumes) and the environmental policies which stem from this,
- institutionalise the CSE process within the government structure both at the Federal and Regional levels,
- develop Regional Conservation Strategies (RCS) and ensure their use at regional and sub-regional levels, including the development of Zonal and Wereda structures,
- apply the CSE and RCSs through the development of EIA and other procedures which will ensure that environment is integrated into economic planning, and the capital budgets and policies at the federal and regional levels,
- undertake a wereda pilot project for testing implementational modalities with communities,
- raise awareness of the CSE process through improved communication and dissemination of information about the strategy.

(For a full listing of the activities within the Phase III project see Annex 3)

3.2 Project Structure and Responsibilities

The Phase III Project is based at the Federal level. This is necessary in order to provide support to the 11 regions which now exist and the various federal agencies with environmental concerns. A dual structure is being used with part of the project based in EPA and part in EPU/MEDAC. This reflects the different responsibilities of these two government units and the existing contacts established during Phases I and II.

MEDAC, formerly the planning ministry, has been the base for the CSE process for much of its existence. It has good links with the staff who used to represent it at the regional and zonal (formerly awraja) levels. A number of these Planning Bureau staff contributed to the CSE during Phase II and drafted the regional or awraja conservation strategies. Hence during Phase III it was envisaged that these staff would provide some institutional memory for the

Phase III it was envisaged that these staff would provide some institutional memory for the CSE process at the regional level, be involved with drafting the Regional Conservation Strategies (RCSs) and play an important role in their implementation. In addition, it was expected that the Planning Bureaus at the regions would become the Secretariats for the Regional Environmental Coordinating Committees (RECCs) (see below).

MEDAC is also an important player in the CSE process at the federal level because of the power which it has over line ministries through the process of approval of their capital budgets. It is an agency which has cross sectoral responsibility and from where it is possible to monitor the environmental sensitivities of all line ministries and their integration of environmental considerations into development planning.

Specific environmental expertise and technical support for the CSE process is provided by the Environmental Protection Authority (EPA), the other partner in the CSE Phase III Project. This Authority is responsible for overall environmental policy formulation in the country and the development of tools to facilitate the implementation of that policy. With respect to the integration of environment into development planning, EPA has developed general EIA guidelines and three specific sectoral guidelines for transport, agricultural and industrial projects. These can now be used by MEDAC in its discussions with the line Ministries to find out how they can help integrate environmental considerations into the capital budget procedures. EPA is responsible for environmental policy, which includes the CSE, and for reviewing all government policies for their sensitivity to environmental issues. EPA is also charged with undertaking the pilot wereda implementation of the CSE / RCS in order to develop implementational modes for the regions to use. The Project's Communications Team is also based in EPA.

3.3 Project Staffing

In order to fulfil these tasks the CSE Phase III Project has seven government staff, three in EPA and four in EPU/MEDAC, as well as two Technical Assistance staff. In addition two local professional staff have been appointed on contracts to form the Communications Team. These contract staff, the TAs and the whole of the Phase III Project supporting the CSE are funded by NORAD, while the government is responsible for the salaries of the seconded government staff and the office costs.

The reliance upon the seconded government staff, who still have responsibilities from their established posts, means that there are sometimes conflicts with line managers. Similar problems occur at the regional level where there are often serious shortages of qualified staff. As a result, responsibilities for regional CSE work (RECCs and RCSs) come on top of existing heavy workloads and there is often insufficient time and political commitment to this to ensure that it is given adequate attention.

3.4 Project Operational Arrangements

The Phase III Project has developed a high level of cooperation and task sharing between staff in the two responsible institutions EPA and EPU with joint teams undertaking many of the project tasks. While this has probably helped address some of the pressures caused by staff responsibilities to their established posts, this has led to sharing of responsibilities and perhaps a lack of ownership of the various tasks. It is also probable that the sharing of tasks among virtually all the project staff has led to different advice being given on the same matter in different regions.

4. Institutionalisation of the CSE Process

4.1 Institutionalisation

During Phase III the Ethiopian authorities are concerned to ensure that the CSE process is as fully institutionalised as possible within the existing government system. The idea is that rather than set up new units to run the CSE these tasks should become the responsibility of established government organisations, especially at the federal level.

4.2 Federal Level

Institutionalisation at the Federal level is intended to be based in EPA where the CSE Secretariat is presently located in the Environmental Policy Department. It is planned that managing and updating the CSE will become part of the day to day activities of this Department and that the CSE Secretariat as a separate unit will be disbanded at the end of Phase III. The EPA will be responsible for the higher level tasks, such as coordination and exchange of information, as well as monitoring and prompting, while implementation of the CSE will be undertaken by line ministries and by regional bureaux.

The highest level authority for the CSE will be the Environment Protection Council (EPC) which is yet to be established. This is to be a Ministerial level council which will provide cross-sectoral guidance to EPA and provide high level support in any conflicts which EPA and the CSE process face with line ministries.

Coordination of the RCS activities will be the responsibility of the Regional Coordination Office in the EPA. As a result the historical link between the federal level and the regions, which has existed through MEDAC, will be taken over after Phase III by EPA. This is in part a reflection of the desire to have all the CSE activities within one federal agency. It is also a reflection of the absence of links between Federal ministries and their respective bureaux in the Regions which means that the envisaged operational links between MEDAC and the Planning Bureaus do not exist in the new government structure.

In terms of the integration of environment into development planning the view is that responsibility for this should be placed as much as possible within the existing line ministries through their use of the EIA guidelines. EPA will act as a prompting agency and provide the legislation but the ministries will themselves implement the legislation. There will be a double check on this as each department in MEDAC will develop the capacity to check EIA statements at the same time as it is appraising project proposals as part of the annual capital budget approval process.

4.3 Regional Level

At the regional level the CSE process is to be taken forward by the Regional Environmental Coordinating Committees (RECCs). These are the equivalent of the EPC at the Federal level, being high level committees made up of the heads of relevant bureaus (Planning, Agriculture, Water, Health, Education, Urban Development etc). The RECCs will include one or two representatives from NGOs operating in the region (usually the region's official NGO, such as REST), a representative from the local Chamber of Commerce, to represent the private sector, and also representatives from women's groups and the elders. The RECC will be chaired by the Vice Chair of the Regional Council.

The RECCs will be responsible for ensuring that a Regional Task Force is set up to develop the Regional Conservation Strategy (RCS) and that a Secretariat is established to support the implementation of the RCS. The Secretariats for the RECCs will consist of a group of people within one of the Bureaus at the Regional level. As part of their responsibility for ensuring that the RCS is implemented, the RECCs and their Secretariat will have to ensure that environmental considerations are included in all regional development plans and project. This will probably involve a similar process to the one at the Federal level using EIA. This task will be facilitated where the RECC's Secretariat is the Regional Planning Bureau which has to approve the capital projects in a region. Environmental inputs into regional policy are also needed through the RECCs and the access which they have to the Regional Council, the highest policy making body at the regional level.

4.4 Local Level

Below the regional level a simple replication of the RECCs and their Secretariats is envisaged at the Zonal and Wereda level. In addition it is envisaged that Community Environmental Coordinating Committees (CECCs) will also be encouraged at the community/PA level. There is an idea that these may link with other local level initiatives such as the Science and Technology Associations which it is envisaged will be developed at the community level. However, the precise details about how these will work is not yet clear.

4.5 Institutionalisation Issues

The Need for a CSE Secretariat

A key issue is whether the national level institutionalisation as presently envisaged, with no CSE Secretariat beyond Phase III, will mean there is the loss of a crucial driving force for the CSE process. The recent almost complete disappearance of the Ethiopian Forestry Action Plan suggests that a specific unit is needed to ensure that the momentum is maintained.

The Location of the CSE Secretariat

A issue question relates to the location of the CSE Secretariat within government and whether this limits wider involvement, especially of the civil society and private sector, in the process.

EPU and its Responsibilities

The long term role of EPU in the Federal CSE process was unclear to the Review Team, while the methods for integrating environmental concerns in the ministries and through cross sectoral planning still need clarification. The future role of EPU should provide guidance to the project in terms of the training which is provided to that unit.

Location of Regional Secretariats

The need for local ownership over the RCS process and the freedom of choice concerning the Secretariat for the RECCs needs to be balanced against the need for an effective Secretariat. The Review Team believes that the Planning Bureau is the best location for the Secretariat, so that a cross-sectoral perspective is obtained. This matter needs to be discussed further.

Completing the Institutional Vision

The development of institutional capacity outlined above, is a step towards the use of the CSE to improve the environmental situation in Ethiopia and the welfare of the communities. At present the CSE documentation is unclear about how the RCSs will be used within their regions and, especially how they will support environmental initiatives at the village level. There is little attention given to the way in which it is envisaged society as a whole will become involved in the CSE process and the way in which the private sector will contribute.

5. Project Achievements and Approach

5.1 Context

There was an 18 month gap between the end of Phase II and the start of Phase III in November 1995. While Phase II saw the completion of the five volumes of the CSE, these were not approved by the Ethiopian government at that time. As a result there was no feedback of the national CSE to the newly established regions and they were not encouraged to begin the process of revising or developing their own strategies.

In addition to the considerable time gap between Phases II and III, there were major developments in the administrative and decentralisation arrangements in Ethiopia. MONREP, where the NCS Secretariat had been located at the end of Phase II, was dissolved and the EPA was set up and given responsibility for the CSE process and its Secretariat. Large numbers of government officials were moved from the federal line ministries to the regional bureaus as the implementational powers were moved to them and the federal ministries were left purely with policy responsibilities. Within the regions many people were moved as the new regional governments became established. As a result teams which had been responsible for the original regional/awraja/zonal conservation strategies prepared in Phase II were split up.

It should also be noted that during the first year of the Phase III Project in early 1996 the elections for the new government to replace the Transitional Government took place.

As a result of these circumstances, the first 18 months of the Phase III Project has involved major efforts to re-establish the CSE process, develop a new rapport with regional staff and build up an identity and presence with political significance.

The Project recognises that in the evolving situation in Ethiopia today a process approach must be taken in its activities with a continual refining of project activities in the light of its interaction with federal and regional authorities. This approach is seen in the two reformulation of the project's activities which have occurred during the first year and in the monitoring and assessment system which is being developed within the project and with the field partners. The Review Team supports this approach and these procedures while recognising that care is needed to ensure that the objectives in the project document are met.

5.2 Federal Level

The main achievement during the first 18 months of the Phase III Project has been the approval of the CSE documentation by the Council of Ministers (2nd April 1997) and the launching of this approved documentation on World Environment Day, 5th June 1997. This required the Project to revise the CSE documentation to keep it up-to-date as the administrative arrangements changed. A summary document and an environmental policy

administrative arrangements changed. A summary document and an environmental policy statement had to be prepared in Amharic for consideration and approval by the Council of Ministers. This process also required a verbal presentation and defence of the CSE before the Council of Ministers by the senior Phase III Ethiopian staff.

The institutionalisation of the CSE process at the Federal level has progressed as planned with the Secretariat established within the EPA's Policy Unit. Coordination of regional CSE activities is presently undertaken by the Project through its field visits. A Communications Team for the CSE has been established in EPA and this has been active in the CSE launch and in training regional staff, although only four regional visits have been made to date.

The Environmental Policy Unit has been established within MEDAC in order to lead the discussions with line ministries concerning the integration of environment into development planning. These discussions are now beginning having been delayed by the late approval of the CSE. EPU staff are also heavily involved in liaising with the regions and supporting the RCS processes. All regions have been visited twice and some three times.

Project staff, primarily those in EPA have been involved with an initial policy review, this being of the country's energy policy. From this lessons have been learned about how policy reviews should be undertaken.

Federal Issues

Environmental Protection Council

The Environmental Protection Council has not yet been established by the government. The Review Team is concerned that this shows a lack of commitment to the CSE process and that this sends a wrong signal to other parts of government and society concerning the attention which should be accorded to environmental matters. Reports that high level promises have been made to rectify this matter suggest that the situation is changing.

5.3 Regional Level

At the regional level, the Phase III Project has been effective in establishing or re-establishing the RCS process in each of the 11 regions. This has involved a team from the Project, usually two staff, visiting a region and discussing with senior officials, including the Vice Chair of the Regional Council, the purpose of the CSE and the need for the involvement of the region. As a result of these visits all regions have now established Regional Environmental Coordinating Committees (RECCs).

There is evidence that a good working relationship has been established between the Project and the RECCs, with much appreciation by the regions of the support provided by the Project. The regional staff expressed a clear wish to see the Project staff more frequently - which is not the general view of federal agencies held at the regional level. This is a

considerable achievement given the often strained relations between Federal and Regional authorities and the Project is commended on its efforts and success in building up this rapport.

In order to help the regional level organisations operate the CSE has prepared guidelines about their operation. The guidelines for the RECCs have 20 functions for which they are responsible, while the guidelines for the TF have 10 key issues to be addressed as well as a copy of the CSE documentation which is meant to provide guidance. There are as yet no guidelines for the RECC Secretariats. In addition to the guidelines, guidance is provided to the regional organisations through the visits by the Project staff.

So far five Regional Conservation Strategies (RCSs) have reached the final stages (Tigray, Amhara, Oromia, Southern Ethiopia Peoples Region and Addis Ababa). Regional conferences have been held or will be held shortly in these regions. The RCSs will be finalised within a few months in the light of the comments provided at their conferences. They will then be approved by the Regional Councils.

In general there has been considerable local ownership of the RCS processes and the amount of external input into them, especially from the Project staff, has been limited. However, one cost of trying to ensure local ownership is a variable rate of progress amongst the regions. This reflects the different state of involvement of the region / zones in the development of the CSE during Phase II, and the turnover of staff and lack of continuity between Phase II and Phase III. In addition, a number of the peripheral regions have suffered educational disadvantages in the past and are still short of skilled personnel.

Regional Issues

Time, Resources and Political Commitment

While there is progress in establishing the RECCs, their operations are reported to be constrained by the other commitments of the staff involved. Often the RECCs do not meet even once a quarter. Their Secretariats are also short of time, personnel and resources. A lack of political support for the RECCs and the RCS process is reported from several regions, while it is also reported to be difficult to appoint focal persons for the RCS process who have the skills and/or time available to ensure that the process moves forward.

Over-Reliance on Guidelines

In general the Review Team is concerned that the project has been over-reliant upon the use of Guidelines for developing procedures at the regional level. The complexity of the tasks for which the RECCs and their Secretariats are responsible make it necessary that further support is given to them to turn the guidelines into practice which is rooted in these organisations.

Quality and Sensitivity of RCS Process and Documents

From the regional visits and from discussions with the Phase III Team it is clear that there are a number of problems with the quality of the RCS work being undertaken in some of the regions.

The most serious concern is the extent to which the regional activity is undertaken solely in response to visits by the Phase III staff and has not yet developed its own momentum rooted in local recognition of the need for the CSE process at the region.

A second concern is the quality of the RCSs nearing completion. In a number of cases they copy the CSE document too closely and are not specific enough to their own regional circumstances. Hence, it is uncertain whether they reflect the "real" needs of the region and its people. This is alarming as it suggests that the RCS processes are not yet grounded in the region and are not incorporating the environmental concerns of the regions and their people.

A third concern is the emphasis in the RCS process on the production of the documentation and a neglect of the RCS process itself as a training opportunity. The emphasis should not be on producing a "bible" of rules to follow but on learning how to operate and how to apply the CSE principles. This has also led to a linear view of the RCS process which neglects the on-going relevant activities which should be seen as sources of ideas and information for the RCS process.

A final concern is the way in which the regional authorities see the RCS primarily as a means of attracting donor funding. While the Regions' need for external funding, and the possible usefulness of the RCS document in this respect, are understandable, the RCSs should be seen first and foremost as an instrument for the integration of environmental aspects into the planning of the region's existing capital budgets.

Conception of RCS Implementation

The regions tend to see projects as the only way of implementing the RCS. Other approaches relating to improved awareness, changed behaviour of individuals, re-orientating existing projects and policies, and integrating environment into development planning at the local level are some of the other approaches which need to be considered.

Need for further Support

The regions are asking for more support from the project than they receive at present. It is clear that this is necessary to ensure that they develop functioning institutions, turn their guidelines into operational practice and apply the CSE principles. However, care must be taken in the way this support is provided (see Section 6.- below).

Stakeholders

The degree of participation in the RCS processes is limited. There was some participation in Phase II when the documents were prepared which fed into the CSE process. However, this was limited to government staff mainly, although it did in most cases go beyond consultation and require active and responsible involvement by these people. Slightly wider participation is

occurring now with the involvement of two or three non-government staff on the RECCs. The Communications Team is helping raise awareness of the CSE more widely at the Federal level and this may soon have impacts at the regional level, although the main beneficiaries are an elite group in society. Ways of involving society more fully in the CSE and RCS processes, with some authority and ownership (not just as free labour) are still to be developed and need attention especially as implementation is thought about.

5.4 Sub-Regional Level

In general there has been no progress at the Sub-Regional level. The RECCs are still becoming fully operational and do not yet have the completed RCSs which they feel are essential before action can be taken at the zonal and wereda levels. Only in Oromia Region are there reports that ZECCs have been established.

The wereda level project has not yet reached the implementation stage, although the wereda for this activity has now been chosen (Ankober - 150 kms north east of Addis Ababa). The structure and staffing of this project are still being developed, but it should be operational by the end of the year. No other initiatives are planned for implementation at the wereda or community level during the Phase III Project.

Sub-Regional Issues

Reliance on Lessons from the Wereda Pilot Project

With the delayed start of this activity, it is not realistic to expect that there will be initial lessons from this project until the end of 1998 at the earliest. Even then these will be only preliminary and must be treated with care. It is questioned whether the CSE process should rely solely on one mini project for its ideas about local level implementation of the RCSs and the important task of meshing of grassroots initiatives with the RCS principles.

The possibilities of drawing on the experience of other organisations involved with environmental initiatives at the local level has been considered by the Project and this seems to still be worth taking forward.

Empowering and Participative Approach

It is clearly stated in the CSE, as well as the RCSs reviewed, that the management of the environment will have to be participatory. This will involve empowering the peasants to be the main stakeholders in this process, both related to their knowledge of the environment, their role as managers of the environment, and the fact that peasant households are the ones that will face the consequences of new management approaches, positive or negative.

This requires that a more participatory approach is developed in the CSE and RCS processes which involves a greater ownership of these processes by the beneficiaries and by society as a

whole. Methods for greater involvement of rural and urban dwellers need to be developed and consideration given to ways of ensuring ownership of these processes through empowerment and the use of the subsidiarity principle.

Need for Grassroots Understandings

To encourage local participation a clear understanding is needed of the present circumstances of the peasant/pastoral production system. This is clearly stated in the Amhara region's RCS. The re-organisation of the Peasant Associations (by more than tripling their size) and the introduction of a market economy, with an increased emphasis on the use of modern fertilisers, are just two issues that clearly require a deeper understanding of the current situation.

Search for Other Local Level Inputs.

It is hoped that there will be grassroots initiatives concerning environmental issues which can become part of the RCS implementation process in response to the increased awareness of environmental problems resulting from the CSE's awareness raising process. The field level implementation must not rely solely on planning and initiation from above.

5.5 Project Operations

Monitoring and Assessment

A five-week monitoring and assessment (M&A) consultancy was undertaken in early 1997 for the CSE Phase III Project. The consultant also ran an M&A workshop in the Amhara Region to provide the basis for a regional M&A process. While the output of this consultancy was helpful for the Project's internal M&A, the CSE Team has not found adequate the advice about how to monitor the CSE process itself. The consultant has been asked to revise the document, but the final version has not yet been made available. Time did not permit the Review Team to make any judgements on this consultancy.

Reporting

Reporting by the project is of variable quality. The first annual report is quite clear and comprehensive, but the quarterly reports tend to be rather cryptic. There is evidence that the Project Team is not fully reporting its successes, such as the good relations with regions. This underselling by the Project is a concern as it can lead to misperceptions. The under-reporting may also extend to failures and this too will have serious implications. Use of the log frame for reporting should help overcome some of these issues.

Communications

To date the approach of the Communications Team has been to concentrate on raising awareness of the CSE process within the urban population, especially the urban elite in Addis Ababa. This is understandable given the need to get the CSE approved by the Government and then to launch it. However, the wider use of communications, especially in the rural areas needs to be developed. This may require further skill development for the Communications Team (see Section 6.-)

Training

During the first 18 months of the project there have been nine workshops and two foreign study visits undertaken. The former are mainly for the regional staff who come to Addis Ababa for the workshop, while the latter are for senior regional staff and the Project Team staff. The value of these training workshops and visits is difficult to assess. The benefits of foreign study visits for two regional staff who were interviewed seemed limited. Care is needed to ensure that the best use is made of the training budget.

IUCN Project Backstopping

Due to changes in staff in the Eastern Africa Regional Office (EARO) of IUCN support from that office to the project has been of variable quality and frequency during the period of the Phase III Project. The Review Team believes that the level of technical backstopping for the Project has been inadequate during the first critical 12 months, while an appraisal of the Project Document should have been undertaken before Phase III commenced. (The latter would have helped fine tune the project from the start to the realities in the field).

The IUCN network of expertise has been of some assistance to the Project through the provision of consultants in communications, environmental economic and monitoring and evaluation. However, the IUCN network has not always been able to provide the expertise which is needed at the appropriate time and so its full potential has not been fully exploited.

6. RECOMMENDATIONS

6.1 Project Document, Work Plans, and Log Frame

Project Document

Despite the institutional and political changes which have occurred since the Project Document was written it is recommended that this should not be rewritten. Rather it is suggested that the Work Programme and the Log Frame are revised to include the Project Team's response to the issues raised in this report.

Work Plan

The Project needs to recognise more explicitly in its work plans the reality on the ground and the problems which the CSE / RCS processes face. In particular greater attention must be given to ensuring the sustainability and effective operations of the RECCs and the utilisation of the RCSs by the various potential actors. (See Section xxx below - Stakeholders).

The new work plan should include a major narrative section which discusses the approaches and methods to be used by the Project as well as a vision of the long term perspective for the CSE process and its associated elements beyond the Phase III period. (See Section xx below).

Log Frame

The Log Frame should be reviewed and revised in order to give greater clarity concerning the way different activities and functionally linked to support specific outputs. This is in contrast to the present situation where similar activities are grouped together which support different outputs.

6.2 Project Objectives

Reasonable and Attainable

The objectives of the Project, in terms of institutional development, capacity building, training and implementation of the CSE, as outlined in the project document, subsequent workplans and the log frame, are still reasonable and attainable.

Quality of Outputs and Sustainability

While the present objectives are essential for institutionalising the CSE/RCS processes in Ethiopia at the administrative level, it is questioned whether they are sufficient for ensuring the long-term sustainability of these processes and their rooting in the society at all levels.

It is recommended that the Project pay more attention to the quality of the CSE and RCS processes and the effectiveness of their outputs. It is essential to ensure that the institutions established are functioning well, that the trained staff are effective, and the documents usable so that they all contribute to the sustainable implementation of the NCS.

6.3 Project Activities

Range of Activities

The 18 activities identified for the Project in its recent planning process should be reviewed and reduced to give a clearer focus to the project. The focus, now that the CSE process is approved and EIA procedures have been developed should be strategic so that the long-term evolution and sustainability of the CSE process is ensured.

Specific Focal Areas

Four aspects of the CSE process are suggested as foci, namely:

- the integration of environmental considerations into economic development planning at both Federal and Regional levels (see Section xx below),
- the development of functional RECCs with the ability to ensure that the RCSs are used at the regional level and below (see Section xx below),
- the integration of grassroots initiatives into the RCS processes which give ownership and empowerment to communities to apply the ideas developed in the CSE / RCS process, (see Section xx below) and
- the development of a communications process with respect to the NCS which will ensure wider participation of stakeholders (see Section xx below).

Activities to Reconsider

Some of the CSE activities, especially in EIA development and environmental economics training, should be reconsidered and cut if they overlap with other on-going initiatives.

Complementarity of Federal and Regional Activities

There is a need to ensure that the CSE process and the RCS processes continue to be mutually supportive. The regional level is especially important for ensuring implementation which will benefit the bulk of the population, while the federal level is essential for ensuring the long term dynamism and coordination of the process across the country. The recent unfortunate experience with the demise of EFAP makes very clear this need for synergy between the two levels.

6.4 Project Structure

Structure and Responsibilities

The Project should retain its present structure with staff based in EPA and EPU/MEDAC. However, while the team work and high level of integration of the two units of the Project is commended, it is questioned whether sharing of tasks among most of the team is the most effective use of the personnel and skills available.

It is recommended that more defined and restricted areas of involvement for the staff in the two units should be agreed. This will help ensure better use of the respective skills and specialisms available in the project. Fixed teams of one or two people should be responsible for particular tasks throughout the country and the project's term of operation. This would facilitate clearer ownership of activities and greater responsibility for the outputs.

A further proposal is that the staff in MEDAC should be responsible for supporting the RCSs with related regional activities and for the federal level integration of environment into development planning, while the EPA staff should be responsible for policy review, the wereda pilot project and communications.

Regional Support Team, Rapport and Feedback

Consideration should be given to the idea of having a single team, or at most two teams, responsible for all the regional work (see Section xx below). This would ensure continuity of support and a better understanding of the CSE realities by both Project staff and the regional staff. It would also facilitate the analysis of experience and the exchange of lessons between the regions.

6.5 Project Approach

Federal Level

With respect to the integration of environmental considerations into their development planning, there is a need for sensitivity in approaching the line ministries. Great care must be taken to ensure that as much as possible the idea of including environmental considerations comes from the ministries themselves and is not imposed by MEDAC or the CSE Project. A collaborative approach should be followed as much as is possible to ensure that the ideas are rooted in all the ministries and are not just superficially accepted.

Regional Visits

In view of the staffing and political commitment problems at the regional level it is recommended that further support should be given to the regional RECCs, their Secretariats, and the RCS Task Forces. This should be provided through more frequent visits, so that each region is visited once every two months. This will help further confirm the good rapport between the Project and the RECCs and their Secretariats. The visits will help ensure that sufficient and regular attention is given to the RCS activities and that these and the Guidelines are integrated into the normal work regime.

Nature of Regional Support

In developing these closer links, it must be stressed that the Project staff should not become involved in doing the RCS activities and take over ownership of these. Rather the new Regional Support Team(s) should act in a facilitatory manner, raising ideas, supporting the development of action at the regional level and stimulating regional and sub-regional activities which locally responsible people will undertake.

The more frequent visits with facilitators proposed can help prevent the possible tendency toward more top down approaches which can develop when visits are too infrequent.

Gender Sensitivity

The difficulties faced by the Project in involving women in its activities such as training is in no way unique in Ethiopia. It partly reflects the gender balance in the governmental offices as well as the project staff itself. In all activities, especially the regional visits a key goal of the Project should be to generate interest among the women in the CSE / RCS processes and encourage and facilitate their participation in the project activities. The central issue is to ensure that gender issues are reflected in the implementation of the RCSs and that female participation is secured at the local level, where the women are one of the main stakeholders.

Training

The Review Team believes that the key need now is for training in understanding how the RCSs can be implemented. This will require that staff better understand their own circumstances rather than having comparable experience from other countries. It is recommended that the Project gives greater attention to on-the-job training as well as local field experience with the communities and actors who will be using the RCSs. This focus upon local training will benefit from an increased use of local trainers and the Project's TAs who are sensitive to the local circumstances.

6.6 Project Staffing

Facilitators

It is recommended that two specialist facilitators be employed locally on a contract basis for the next two years of the Project and become core members of the Regional Support Teams. This will help address the staffing problems caused by the use of government staff with responsibilities for their established posts, the need for increased contact between the Project and the regions, and the recommendation that the composition of the Regional Support Team(s) is constant.

The persons appointed as facilitators should not be government staff but rather have experience from the private or non-governmental sector. They should have relevant experience of environmental issues from the beneficiaries perspective, for instance through rural development work, and experience of facilitatory and participatory approaches.

Government Staff

The government staff seconded to the project should be relieved of their government responsibilities so that they can work full time for the project. This is essential for those who will have regional support responsibilities in the new regional support teams, as these will spend three weeks or more of each month in the field. This will require a reduction in the number of government staff involved in the Project which will allow the selection of those with most appropriate skills and experience.

Facilitatory Methods Staff Training

In developing the facilitatory approach of the new Regional Support Teams, it is essential that specialist training is provided for the newly appointed facilitators and the seconded government staff. This will probably require a specialist consultancy input from abroad. The training must be undertaken in Ethiopia.

6.7 Project Management

Feedback and Reporting

The main areas of project management which are of concern to the Review Team are the quality of feedback from the field to the project and that from the project to the IUCN EARO.

It is recommended that internal reports are compiled by the Project on all its activities and all the regions at a two or three month interval. Timing details should relate to the recommendations of the M&A consultancy. These interval reports should be analytical as well as factual, identifying the reasons for the state of progress and any problems faced. The new regime proposed above for visiting the regions will facilitate this for some of the project activities.

Feedback should also be obtained from the beneficiaries of the CSE / RCS along with impact and needs assessments to ensure that the processes are meeting the needs of the intended beneficiaries. The monitoring at the regional and lower levels might be undertaken in part by independent local people thereby providing an opportunity for a perspective which reflects regional realities and priorities.

Reporting to EARO should include a comprehensive narrative section which clearly sets out the context and activities. While not requiring this to be overburdening it should be sufficient to ensure that each report is free-standing. Qualitative as well as quantitative material should be used in each report along with analysis similar to that suggested above for the internal reports.

Monitoring the Impact of Training

Greater attention needs to be given to measuring the improvement in performance by the staff who receive training. It is difficult to assess the value of the training being undertaken, in terms of the targeted personnel, type of training and relevance. This problem has been acknowledged by the Project. Pure quantitative representation of trained personnel, number of workshops held and number of proceedings is clearly insufficient for a relevant assessment of the achievements of the training programme

Communications Team

The Review Team was concerned about the delayed inclusion of the Communications Team (CT) in the weekly Technical Committee meetings, the main management meeting for the Project. This suggests that a low level of importance was originally given to the work of the CT. Further attention is needed to redress this situation and ensure that the importance of the CT is fully recognised. The communication aspect of all project activities must be identified.

Backstopping from IUCN

The Review Team recommends that EARO must develop better links with the Project for administrative and technical purposes. The technical support should consist of regular visits to Ethiopia, perhaps six a year, rather than the occasional trouble shooting visits. Comments on workplans etc from the project should be strategic and seek to make positive recommendations even when criticisms are being made. This is the way to encourage an exchange of ideas.

Regular technical discussions between IUCN staff involved with NCS processes in several countries and the Project Team would be helpful in raising comparative experience from which the Project could learn lessons. Such discussions would provide an opportunity for the project staff in Ethiopia to discuss their ideas and experiences with independent but experienced personnel, and also to contribute to the global refinement of NCS processes. These discussions are essential for the development of the Project's operational methods and the development of appropriate ideas and concepts.

A chain of supportive, two way exchange, relations should be established from EARO to the field level in Ethiopia. The nature of these exchanges should be set by that between EARO and the Project.

Clarification is needed concerning the procedures for the formal approval by EARO of the log frame and the workplan, so that the Project is clear about the procedures which have to be followed and the points at which formal approval is given.

6.8 Project Field Review for Planning and Approach Refinement

Field Review of Current Situation

Given the evidence of differential responses in the regions to the CSE process and the operational challenges faced at all levels, it is recommended that over the next three months the Project undertake a review of its operations, with special attention on the RCS processes in the regions. This should assess the quality of institutions, operations and outputs supported by the Project. Particular attention should be given to how well grounded/rooted are the RECCs and RCSs in both the administration and the political processes in the region.

The findings from this review should provide feedback which will allow the development of revised methods for the Project, especially the importance a facilitatory approach at the regional level, as recommended in this review.

Regional Secretariats

The field review should assess the appropriateness of the present location of each Regional Secretariats in the light of the vision developed for the CSE process in the long-term (see Section xx below). The advantages and disadvantages of different locations for the Secretariats (in Planning, Agriculture and Environmental Protection Bureaus) must be

reviewed, especially in the light of the need to develop procedures at the region for integrating environmental considerations into development planning.

Nature and Use of the RCS Documents

Because of the emphasis on document production at the regional level, it is recommended that the Review should consider how best to encourage the RECCs and their Secretariats to reduce the emphasis on documentation and focus more on the implications of this for action in the regions. This will require that the Regions have a clear vision exists of how the RCS process is to be taken forward (see Section xx below).

Focal Points, Driving Forces and Core Groups

The CSE and RCS processes use focal points for maintaining contact with different organisations and ensuring that the momentum in the processes is maintained. Reports suggest that regional focal points find it difficult to give sufficient attention to the CSE/RCS work. The Review Team is concerned that these people are the main driving force for the processes. They and the RECCs need support and strengthening so that they can continue to drive the process forward in the long term. Assessing how to ensure the vitality of these focal points for the CSE should be a major concern of the Review and Project. The potential of core groups to support focal points should be considered. (See Section xx below).

6.9 Institutionalisation and Stakeholders

Stakeholder Assessment

The institutionalisation of the CSE process supported by the Phase III Project raises the question of whether the CSE process should be solely within the governmental structure. The Review Team recommends that the Project should make an assessment of the various groups or stakeholder who should be involved in the CSE/RCS process. This will help identify the range of stakeholders involved and help the CSE process identify whether the present institutionalisation process is giving due opportunities for all parties to be involved.

Participation Strategy

In the light of this assessment the Project should consider developing a strategy to widen the involvement of society in the CSE process. This will involve helping show what the CSE means for people in different situations and with different positions in Ethiopia society. This involvement of the community has begun through the CSE launch process, but it should continue through following up the potential for support from school clubs, community associations, and common interest groups of keen and concerned citizen, such as wildlife groups, environmental forums and the like. These can use democratic pressures to raise environmental issues onto the agenda for action.

Core Groups and Civil Society Involvement

The possibility of encouraging the development of core groups of persons from within and outside government who are interested in the CSE / RCS processes should be explored by the Project. This should build upon the recent first meeting of the Environment Forum in

Ethiopia (11th June 1997). Core groups can help maintain the momentum for the CSE / RCS processes.

The idea of developing community environmental groups which will organise spontaneous responses to RCS ideas is one examples of participation which should be explored further.

Communications and Participation

The CSE launch while involving a number of people in Addis Ababa has only scratched the surface in terms of the number of people who should be involved. A major challenge is faced in terms of getting rural communities involved and bringing their contributions with their own perspectives and knowledge into the process. This will involve bridging the gap between different knowledge systems in order to ensure a two way exchange of information about environmental issues and principles between government staff and rural communities.

To facilitate this dialogue it will be necessary for government staff to become more humble with respect to their knowledge and recognise the value of the indigenous knowledge which has been built up over the generations. This perspective has been given little attention in the CSE process to date, and yet it is vital for the development of activities at the community level which will link to the CSE principles.

Composition of the Environmental Coordinating Committees

A crucial question in view of the declining role of government in Ethiopia and the general trend in Africa towards reduce state responsibility and greater involvement of the private sector is whether the RECCs, ZECCs and WECCs should have a greater non-governmental membership. In a number of African countries Agricultural Sector Investment Programme involve the establishment of District Agricultural Committees to manage the totality of government, private and NGO initiatives in this sector. Given that the key beneficiaries are private sector people, farmers, they are required to be in the majority on the executive committee. A similar model could be considered for the regional, zonal and wereda level environmental coordinating committees, placing the farmers in the "driving seat".

The extent to which the CSE and RCS processes and their staff have envisaged and can accept such empowerment of communities in environmental action, through the principle of subsidiarity requires exploring.

Environmental Protection Council

The delay in the establishment of the Environment Protection Council (EPC) is a pressing concern. The CSE process cannot commence its policy review work until the EPC is established and other activities lack high level political support because this body is not established. It is encouraging to learn that commitment to set up the EPC in the near future has been given from the Deputy Prime Minister level. The Review Team strongly supports the Project in its request for the establishment of the EPC.

Civil Society and Guidance of the CSE

While the EPC, as a government coordinating group will consist solely of government officials, usually Ministers, the Review Team proposes that another body should be established at a high, but slightly lower, level which includes representatives of the other sections of society, industry, commerce, education, etc. While the limits of such civil society influence in Ethiopian society at present are recognised but the Review Team believes that a small start in this direction is appropriate at the present point in time.

6.10 Relationship of the CSE to the Planning Processes

Integrating Environment into Development Planning

The Review Team believes that the integration of environment into the development planning process is a critical step which can quickly begin to produce benefits for the country. This process is just beginning at the Federal level but as yet there has been no initiation of it at the regional or sub-regional levels. This part of the CSE / RCS process should be given special attention given its potential to produce quick results.

The Review Team believes that the integration of environment into the planning process must take place at the stage of plan formulation rather than being left to a later review or appraisal stage. However, this will mean much more work in training and sensitization, and this will be the responsibility of the Project.

EIA Procedures

The use of EIA procedures in this manner will require that procedures are developed and made accessible/comprehensible to the appropriate ministerial /bureau staff. The Project should aim at increasing the general competence and awareness of environmental issues in all ministries and bureaus and at all levels, minimising the need for new staff or 'environmental units'. Awareness of the need for EIA must also be established in the private sector.

It is important that the Project monitors the effectiveness of the EIA procedures as the Review Team has some concerns about whether EIA alone will ensure the necessary integration of environment into development planning.

Integration of RCS and Regional Planning Process

Environmental planning procedures should not be developed in a vacuum. They should be integrated into the present economic development planning processes at the federal and regional levels. The development of planning systems is on-going at the regional level (as the recent planning workshops at Bahr Dar for Amhara Region shows). Linkage of the RCS process with this system is important for avoiding duplication and for identifying the potential application of the RCS ideas and environmental planning at sub-regional levels. This experience may also have implications for the discussions concerning the choice of Secretariat for the RCS, especially the value of the Planning Bureau in this role.

6.11 Local Level Initiatives and the Wereda Pilot Project

Top-down, bottom-up Linkages

Now that the RCSs are reaching approval, the Review Team believes that the project needs to give more attention to methods for helping link the RCSs with local level initiatives in a feedback loop so that each can inform the other. This will provide the basis for local level implementation which will probably be the focus of activity beyond Phase III.

Local Level Lessons

In order to facilitate local level implementation of the RCSs it is important that lessons are drawn from as wide a range of experience as possible, including the work of NGOs as well as the wereda pilot project.

The Review Team suggests that a more comprehensive and long term approach to developing local implementation should be developed. As an intermediate solution a more comprehensive approach should be investigated, drawing on commissioned research that partly reviews recent relevant studies (there are several case studies from Amhara region available), field visits to relevant NGO projects, as well as workshops on this theme.

This should help the Project draw on the experience of peasant communities who have developed flexible social institutions that in many cases have a parallel function to governmental ones, ranging from local courts, religious groups, to savings societies. Many of these have both male and female members while others are gender based. These constitute a 'civil society' not easily recognisable for outsiders. However, they are central for the functioning of the local community. Some of these institutions have a great potential in enhancing natural resource management if empowered.

Local Flexibility

A general principle in local level implementation is that the local institutions must not be imposed, but rather should be developed in a participatory manner and should be adjusted to local culture and circumstances so that they are rooted in the communities. The implication here is that the Project should be concerned with institutions within communities and below the wereda level.

6.12 Building a Vision

In order that the above recommendations can be applied in a coherent manner there must be a clear vision in the Project concerning the CSE and RCS processes in the medium to long-term. While this exists in the CSE document with respect to institutionalisation a number of questions remain unanswered. For instance the ways in which the RCSs are to be used.

It is recommended that the Project should assist the government in working out further operational details about how the CSE and RCS processes will be taken forward and to develop a view of where the project should be going during the rest of Phase III and where the CSE process should be going beyond this phase.

Phase III is not an end in itself but will lead into a further Phase with field implementation as a broader range of actors in the Ethiopian societies, be they individuals, government institutions, formal NGOs, professionals or the wide variety of more or less 'hidden' social institutions, apply the principles of the NCS in their different circumstances. This will be the most difficult, but also critical, phase as it will determine whether or not the CSE is just another paper exercise or has a meaningful impact.

A vision of the CSE process for the next ten years is needed to guide implementation at all levels, especially in the countryside and urban communities.

This vision should not be developed by the project alone, but should be the result of a participative process which incorporates local views. It must be flexible and may be different in different regions. The facilitators on the Regional Support Teams should help with this task as it is an important way to ground thinking about the RCSs and their implementation and so ensure that they are what people at the regional level want.

TERMS OF REFERENCE FOR A REVIEW OF PROGRESS AFTER ONE YEAR IMPLEMENTATION OF THE CONSERVATION STRATEGY OF ETHIOPIA PHASE III PROJECT

Background:

The Conservation Strategy of Ethiopia (CSE) Phase III Project is a three year project financed by the Norwegian Agency for Development (NORAD) and implemented jointly by the Environmental Protection Authority (EPA) and Ministry of Economic Development and Co-operation (MEDAC) with technical and management assistance from the World Conservation Union, East African Regional Office (IUCN-EARO).

The CSE Phase III project is a follow up and continuation of CSE Phases I and II projects. Phase I (1989-90) focused in developing the CSE process, identification of key environmental issues and formulation of a conceptual framework for the CSE. Phase II (1990-94) focused on the development of policy and institutional framework and national action plans for the CSE. This present project phase is focusing on capacity building for interpretation and implementation of the CSE at national level but also at regional and zonal levels in accordance to the decentralisation policy of Ethiopia. The main goal of this project phase is :

To carry out training, capacity building and action oriented planning at national, regional, zonal and wereda levels that will ensure the implementation of the environmental management projects and activities identified through the first two phases of the CSE process.

The project Document sets out specific objectives to attain the above goal at all levels.

This review aims at assessing and reviewing the project, its focus, orientation and achievements after one budgetary year of implementation. This one budgetary year has taken 33 months to implement due to institutional changes and consequently delay in start up of activities. The review also aims at assisting IUCN, GoE and the project to refine the objectives, work plans and out put for the coming two years.

Overall Objective:

The overall objective of the review is to assess:

- whether the project's objectives are still reasonable and attainable,
- the effectiveness of the project approach, structure, organisation and staffing,

- if satisfactory progress has been achieved in the attainment of the project objectives and
- make proposals for consideration in the planning for the remaining two years of Phase iii that would include a set of refocused or more focused objectives, activities, inputs and outputs based on the assessment of the experience so far.

Specific Objectives:

- i. **Relevance:** Outline the development of the CSE process, its current situation and future plans, if any, according to government plans, policies, etc. Assess the role of the CSE phase III project and the relevance of its objectives and activities according to Project Document and work plans in the CSE process.
- ii. **Performance:** Outline briefly the main activities of the project since its inception. Assess the project approaches and performance in supporting the technical, institutional and policy development in the implementation of the CSE.
- iii. **Institutional Capacity:** Assess the viability of the institutional structure and mechanism at all levels in attaining CSE phase III project objectives or implementing project activities. Assess the approach, strategies and plans that were developed by the project to strengthen the institutional capacity to national institutions at National, Regional, Zonal and Wereda Authorities.
- iv. **Stakeholder Involvement:** Assess the strategies that were developed by the Project to identify and involve stakeholders in all aspects of the Project.
- v. **Monitoring and Evaluation:** Review the monitoring and evaluation procedures for the project activities. Are objectives clearly stated, indicators identified and progress monitored? Comment on the current reporting systems, and suggest modifications where appropriate.
- vi. **NORAD AID Policy:** Review project implementation and impact with special reference to the following key issues in NORAD AID: gender balance; impact on environmental quality; sustainability.
- vii. **IUCN role in technical and project management support.** Review performance of IUCN in supporting the project including support by the IUCN HQ, IUCN EARO and Technical Advisors.

- viii. **Modifications to the proposal:** In light of the experience gained over the first year of this phase of the project, suggest as appropriate, modifications to the role, approach, objectives, activities, that might be required to better support the implementation of the CSE.
- ix. **Make recommendations:** for year 2 and 3 work plans from experience gained so far in project implementation.

Methodology:

The Review Team will consist of two members:

1. An IUCN NCS expert (Team Leader).
2. An IUCN contracted consultant from its network.

Team should adopt a participatory approach, and consult widely with all interested parties. Senior government staff and technical advisors should have the opportunity to present their views in confidence to the Team.

The Team will spend a total of seven days on the project location, visiting offices of various actors and stakeholders of the project in Addis Ababa and in selected regions. The team will also visit the pilot project at the Wereda level.

Reporting:

The Team will present a summary of the main findings to the GOE, the NORAD Representative in the Norwegian Embassy in Addis Ababa and IUCN before departing Ethiopia. A full report should be forwarded to IUCN within three weeks on completion of the mission.