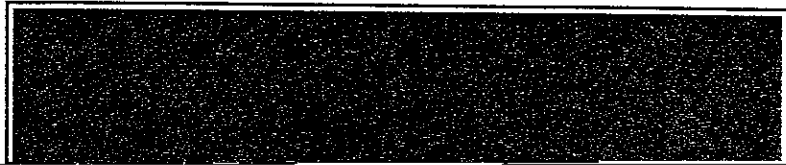
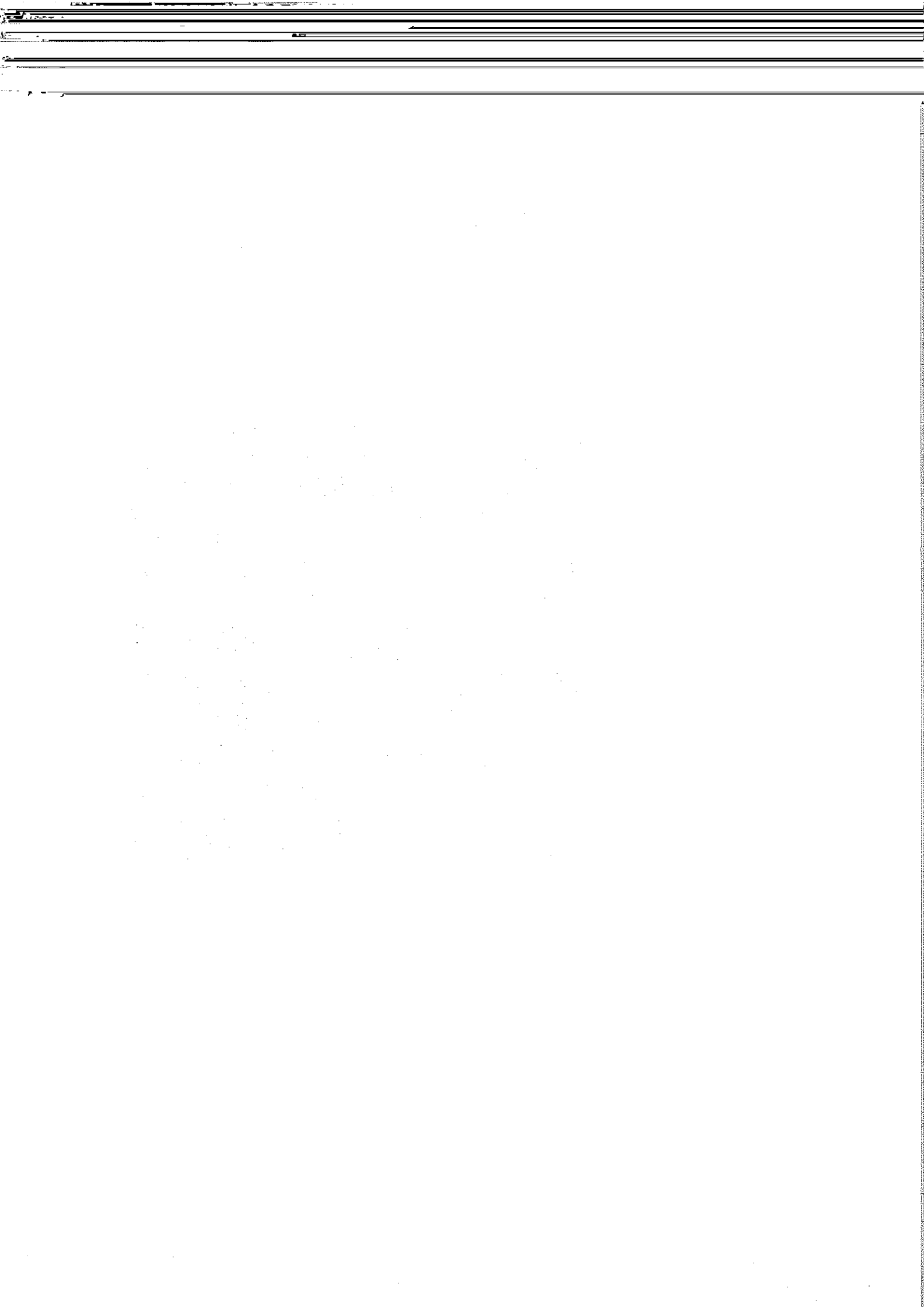


**CONSERVATION STRATEGY OF ETHIOPIA  
PHASE THREE PROJECT**





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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

time to be spent on fact finding to provide a basis for discussions. However, in addition to the individual meetings and debriefings, a round table discussion

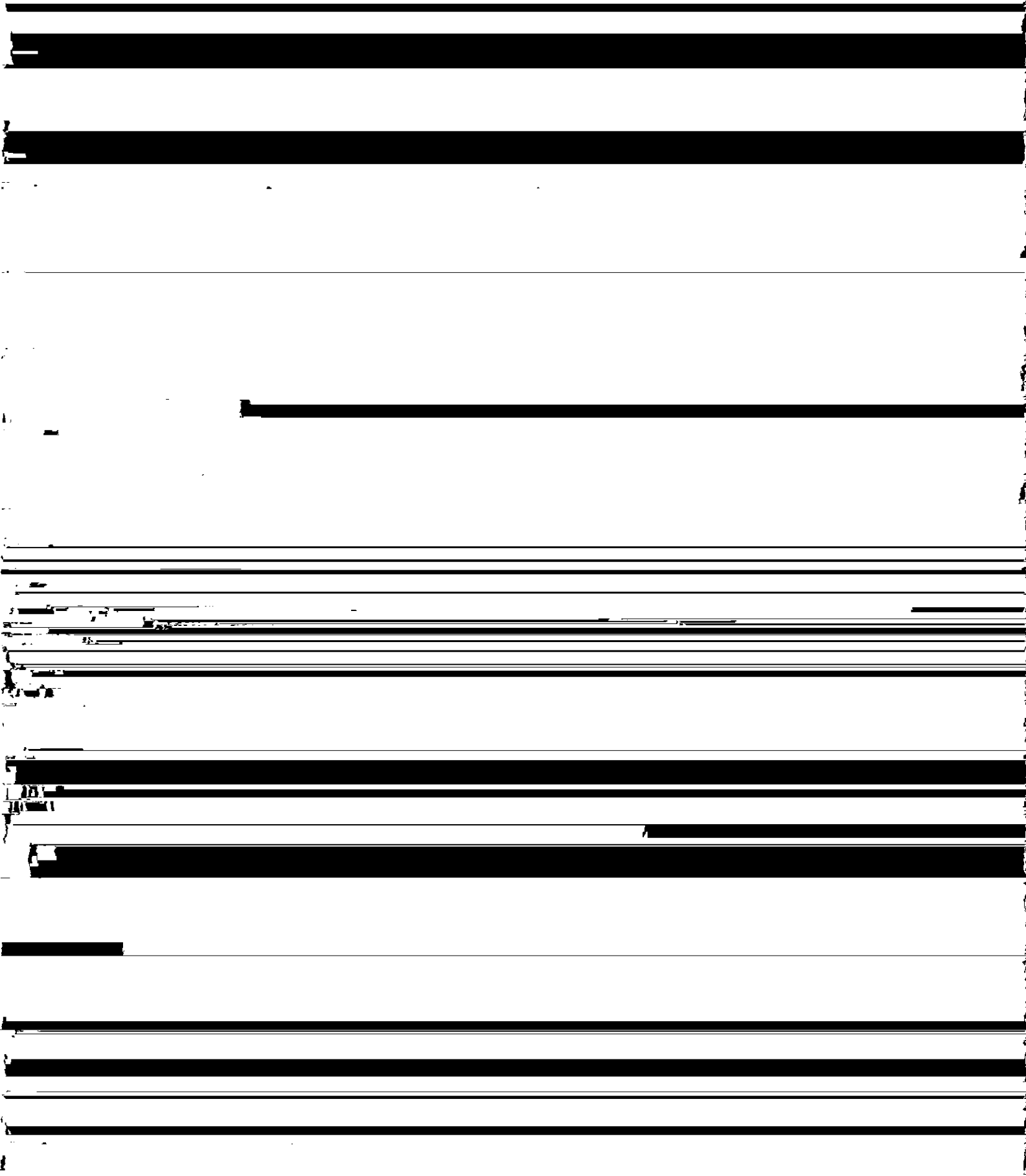
# 1. Introduction and Aims of the Mission

## 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 Board of

### 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 least the



## 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 a method for



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...

trends, policy and institutional issues, provide an action plan and an outline investment programme. The second phase involved a consultative process with contributions obtained

### 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)

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

### **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.

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 of the CSE will be the CSE Council, which will be chaired by the Prime Minister.

### 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

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 by the RECCs.

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, as

## 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



administrative arrangements changed. A summary document and an environmental policy

Ministers. This process also received a verbal representation of the [redacted] [redacted] [redacted]

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

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

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 process is not being tailored to the specific needs of the regions.

occurring now with the involvement of two or three non-government staff on the PECCs. 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, are being considered.

developed and need attention especially as implementation is thought about.

whole. Methods for greater involvement of rural and urban dwellers need to be developed.

### 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. One is

## 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 plan the need to address the

### 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 6.4 below)



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.

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

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## Facilitatory Methods Staff Training

In developing the facilitatory approach of the new District C...

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. 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

### 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 between EARO and~~

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

regions. This will require that the Regions have a clear vision exists of how the RCS process is to be taken forward. (see Section v below)

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



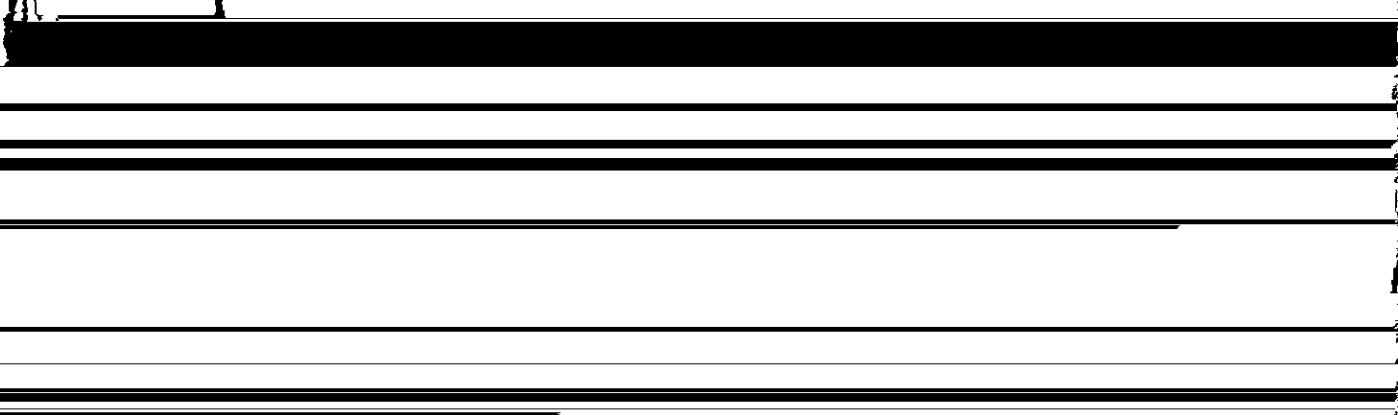
## 6.11 Local Level Initiatives and the Wereda Pilot Project

### 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





It is recommended that the Project should assist the government in working out further operational details about how the CSE and DCC will be implemented.

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

TERMS OF REFERENCE FOR A REVIEW OF PROGRESS AFTER ONE

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).

- 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 re-focused or more focused

objectives, activities, inputs and outputs based on the assessment of the experience so far

### Specific Objectives:

- 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.
- 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.
- 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.
- Stakeholder Involvement:** Assess the strategies that were

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 T