

**Environmental Rehabilitation in North West Frontier Province and Punjab
(ENRP)
ALA/92/25**

DRAFT

Final Project Evaluation Mission Report

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Halcrow Group Limited

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1 Summary

Principal Features

1 month after the Environmental Rehabilitation for North West Frontier Province and Punjab (ERNP) project had finished an “final evaluation mission” was fielded consisting of the following persons:

Taco de Vries, Economist-Team Leader

Dr. Saleha Begum, Social Organization Expert,

Dr. Piet van der Poel, Natural Resources Management Expert,

Dr. M. Ashraf Sahibzada-Training and Enterprise Development Expert

The Mission started work on the 21 of July 2004 with a 1 month stay in Pakistan to inspect the available document, make field visits, discussions with partners in the project and initial report writing. At the end of the stay in Pakistan, on the 17th of August, an Aide Memoir was presented and discussed with the Partners in the project and other interested persons. A (Draft) Final Report was presented and discussed at the EU HQ in Brussels on the 27th of August.

The Methodology used for the study was chosen having in mind the relatively short time in which the Mission would have to evaluate a project of seven years duration, co.2(e)6.8(n)-6.the.8(a)-3ravea79 TD-0.0007 Tc

Objective of the study	Finding	Ref to chapter
	in MKKS, and to a limited degree in Galiat and DK	
<p>To assess the concrete results in the field delivered by each sub-project against overall work plans and budgets presented by the PMUs & IUCN-P.</p> <p>To assess the current status of the expenditures and its correct utilization in each Sub-project and in IUCN-P, against the budgetary allocations and the disbursement by the EC, by the GOP and by the local</p>	Each subproject produced annual work plans and budgets, and their targets appear to have been largely reached.	NRM Ch.5 various headings

Objective of the study	Finding	Ref to chapter
<p>with a particular focus on the role and performance of the IUCN Resource Unit, with respect to the following;</p> <p>Preparing of strategy documents related to Natural Resource Management, Social Organization, Training Planning Monitoring and Evaluation</p>	<p>Strategy for Monitoring & Evaluation was developed in February 1999. This strategy is well prepared and could produce the desired results if used. The fact that no base line information is available on socio-economic and natural resources is a concrete evidence that the strategy was not implemented.</p> <p>ERNP Exit strategy was developed as late as in December 2003. Contents of the document clearly indicates that the Exit strategy was prepared primarily to fulfill requirements of the PC-1s of the sub projects. The exit strategy was to prematurely form Apex bodies to take over responsibilities from the project. There was no provision of gradual withdrawal of project support.</p>	
<p>Mobilization of local communities through social organization</p>	<p>Community mobilization through establishing COs/VOs is satisfactory at the community level. Especial efforts were not made to target the poor and socially vulnerable groups. Gender balance in the COs/VOs has not been achieved in Galiat and DK sub-projects.</p> <p>Training of project staff: Project staff were trained in the following fields: social organization methods, participatory approaches to sustainable development, gender and development, PRA & planning participatory M&E, training of trainers, communication skills, EIA, and computer and management skills.</p>	
<p>Training of local staff and community organization members</p>	<p>Beneficiary community training: Selected members of beneficiary communities were trained in the following fields: community management skills, leadership management skills, record keeping, EIA, agriculture, plant nurseries, orchard management, vegetable cultivation, kitchen</p>	
<p>Developing effective and sustainable linkages between the line departments/ agencies and the social organizations.</p>		
<p>Set up field monitoring organizations and conduct independent annual monitoring missions and reporting on</p>		

Objective of the study	Finding	Ref to chapter
<p>the project progress timely, clearly and wholly.</p>	<ul style="list-style-type: none"> - Social organization, Feb '99 - Natural Resources Management, Feb '99. Guiding principles largely followed. - Planning, monitoring and valuation, Feb '99. Followed for planning, but only partially for monitoring and evaluation - Training, Feb '99 - Environmental Planning and Assessment, Oct '03. Guiding principles more or less followed: late - Sustainable financial system, Dec '03. Too late to implement, - ERNP Exit, Dec '99. Hastily implemented at end of project, probably not sustainable. <p>Natural Resources Management, Feb '99. Guiding principles (considering social, technical environmental, cultural, economic and legal aspects) were largely followed. Many of the elements of NRM interventions in agriculture, livestock, forestry and soil conservation have been introduced. Biodiversity conservation did not get much attention and joint forest management has not progressed far.</p> <ul style="list-style-type: none"> - Environmental Planning and Assessment, Oct '03. The document was produced too late to be implemented. Guiding principles (which appear more like a list of interventions) were more or less followed for fruit trees, forest fires, terracing, animal housing, road drains and some of the case 	

2 Project Preparation and Design

The ENRP evolved out of the design for the Environmental Protection and Resource Conservation Project (EPRCP), a comprehensive program of policy formulation, institutional strengthening proposed for funding by the Government of Pakistan to the World Bank in 1992. The European Union offered to finance three sub-project in this program. The 3 sub-projects were combined to form the ENRP. Main difference with the World Bank Project was the higher emphasis on Community Organization. The EU fielded an evaluation mission in August 1992 and a final project preparation mission in July 1993. On the Government of Pakistan side for each of the sub-project a PC-1, which is the project document governing the Government objectives and contribution, were formulated. The basis for the formulation has been the already formulated Final Project Preparation Mission Report.

The EC and the GOP then signed the financing agreement (FA) No. ALA/92/25 in the months of March and April 1995. For the Technical Assistance of the project the IUCN was invited based on a sole source contract. The reason for the sole source was the previous experience of the IUCN with the experience with the formulation of the Environmental Strategy for Pakistan the IUCN had. Thus, the IUCN was approached to especially organize the social and community organizing aspects of the project. In addition to the IUCN, the EU tendered a Technical Assistance Contract for the overall project assistance. This contract was won by Agriconsulting S.p.A of Italy. The Consultant started work on 1st of January 1997.

Overall project objectives.

The starting point for the project has been environmental rehabilitation. This theme originated in the EPCR World Bank funded project. The objectives were formulated in the PC-1s for the three sub-project. For the three sub-projects similar overall objectives were formulated as follows:

To design and implement, based on a community participatory approach a sustainable program of natural resource management and socio-economic development.

The Financing Agreement then sets out the following intermediate objectives:

- To increase environmental awareness, and to reach a consensus on the need to adopt protection measures at local level;
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These intermediate objectives bear close resemblance to the intermediate objectives as formulated in the PC-1s. The Financing Agreements refers to the PC-1 as the guiding Project Documents.. Actors in the project stipulates that the PC-1 was flexible, but in reality the document was used in an opportunistic way. When needed flexibility was used as described in thePC-1 but also when needed it was rigidly referred to to formulate specific targets.

3 Relevance of the Project

Adopt integrated cropping/livestock production systems

As IUCN was selected on the basis of their experience with the NCS, the above points figured prominently in the project life.

The 1992 floods in Pakistan and the heavy damage they caused underlined the urgency of the action in the field of rehabilitation and sustainable use of natural resources. The Pakistan Conservation Strategy adopted by the Government of Pakistan in 1992 and the 8th Five Year Plan (1994-1998) had defined a national policy and fixed the priorities for environmental activities.

The principal causes of environmental degradation in the NWFP as well as in the MKK area of Punjab are population pressure, poverty, poor quality of the natural resource base, break-down in social institutions and the common property regimes vested with collective management, the lack of land use plans, narrow resource base and the lack of enforcement of existing legislation. A World Bank Report of May 1992 on environmental protection and resource conservation reported that policy makers and farmers have focused almost exclusively on questions related to agricultural production and have given insufficient consideration to developing sustainable resource use systems.

Several projects have addressed the problem of environmental degradation in mountainous areas of Pakistan. A number of areas were selected by the Government as being in critical need of rehabilitation. The World Bank and the EU offered

4 Efficiency

The ERNP program was structured in three subprojects, one in Punjab (MKK) and two in North West Frontier Province (NWFP) (Galiat and DK). Each sub-project was managed by a Project Management Unit (PMU) . The PMUs were headed by a project director from the GoP, who mostly came under secondment from the Forestry Department, a Field Manager from the IUCN and a Technical Assistance Adviser from Agriconsulting.

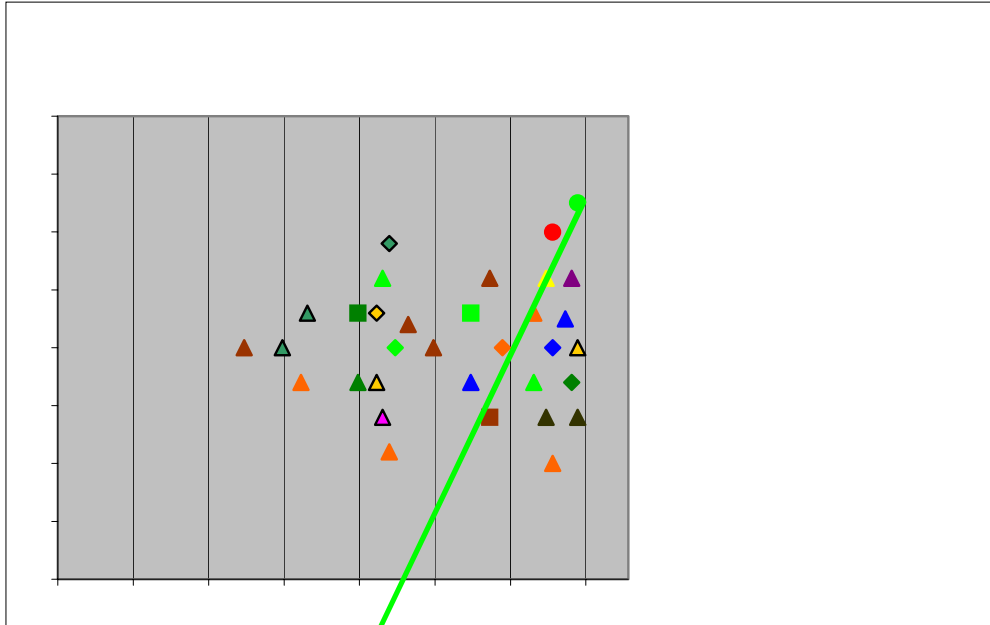
The PMUs were under the supervision from a (Provincial) Steering Committee in Punjab and a Project Review Board in the NWFP. A Resource Unit provided by the IUCN/P was based in Islamabad with the task of providing technical support and backstopping to the three sub-projects.

The Federal executing agency for the ERNP was the Ministry of Environment, Local Government and Rural Development (ME, LG&RD). The joint secretary of the Ministry of Environment was the Federal Coordinator for the ERNP.

The Secretary of the Ministry of the Environment was the Chairman of the Federal Level Advisory Group (FLAG).

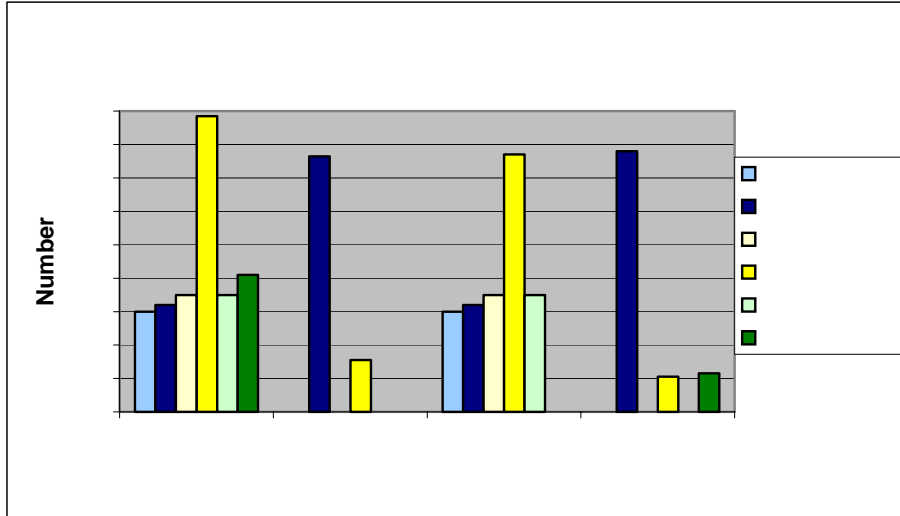
The FLAG comprised of the representatives of the donor (EC Delegation), of the

Figure 2: Dates of Consulted Technical Reports



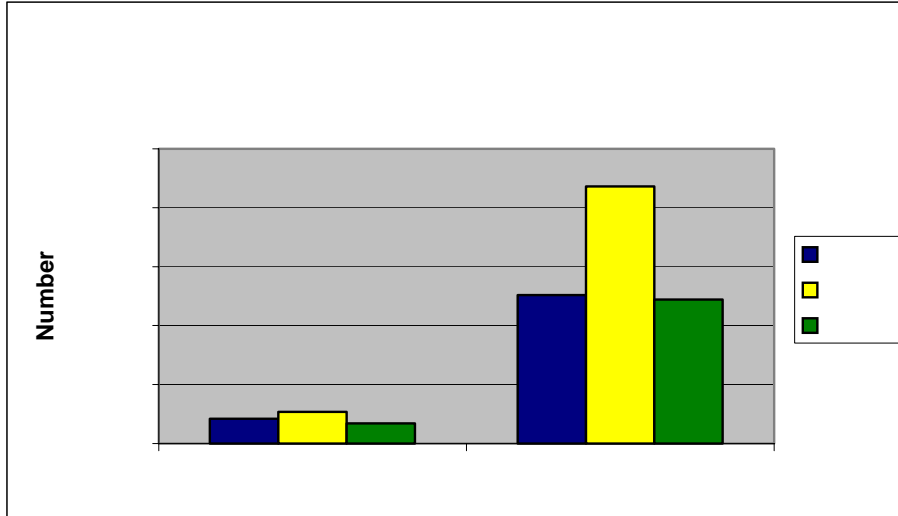
eventually registered as NGOs with the Department of Social Welfare. Membership of the Apex Bodies were to consist of representatives from the concerned COs/VOs. The Apex Bodies were to have a General Body and an

Figure 3: Target and actual VOs and COs



Dir Kohistan (D.158istan (D.158amt DK

Figure 4: Number of Household and population in the project area



Role of PMU partners in each sub-project in the preparation and implementation of the project activities.

The preparation and implementation of the project activities have been carried out by the project management teams and their technical staff and the villagers, supported by the IUCN Resource Unit. Staff of the sub-projects appeared to have been highly motivated. The long-term TA seems to have been occupied with budgeting and reporting and technical support given by some of them seems to have been somewhat limited, it is not known in how far this was foreseen in their job-descriptions. Similarly as far as the Mission could verify none of the 3 PMU heads in any of the sub-project had an academic background in social sciences. Collaboration and communication between the sub-projects could have been better, e.g. by more exchange visits to introduce adopted technologies to the staff and villagers of other sub-projects. Technically, some of the interventions (check dams, cattle crush, gabion river training) could have been better. Staff often made up for this by their enthusiasm.

Several intervention methods have been used by ERNP to implement project activities in the targeted villages. These included raising awareness about the planned project activities, facilitating formation of user groups at various levels of the communities, formulation of Village Development Plans, Human Resources Development (HRD) and micro-enterprise development. These are briefly outlined in the following sections.

Process of Social Organization

The overall objective of the project as laid down in the FA “of full involvement of the local population with particular reference also to women” put “people’s” participation at the core of the social organization process. ERNP has used a bottom-up participatory and integrated rural development approach. The social organization strategy emphasizes the importance of involving women in the COs/VOs and in the Apex Bodies. In the social organization process, the SOs played the key role as they were the main contacts between the beneficiary communities and the PMUs.

Figure 6: Process of Social Organization



activities. Each CO/VO was required to develop its by-laws and elect office bearers prior to the introduction of project activities.

Figure 7: Meeting of the (female) Community Organization

It was mandatory for all COs/VOs to hold monthly meeting-4.7(tl:by)-17 1((for lld)-10.6(m)12.eir)-7.6(m)

been formulated this was at the least partly done in retrospect. Therefore, in practice, a different approach was used as detailed in Figure 10.

Figure 8: Formation of Village Development Plan

VDPs include an overview of problems, causes and solutions as viewed by villagers and sometimes also as seen by experts, but priority ranking of the problems and of the proposed activities does not always feature in these plans. The planning of activities for the consolidated VDPs does not indicate a time frame for interventions and only include targets

for some activities. The Mission felt that there are some misconceptions, especially among the communities, about the VDPs. A wide variety of interventions are included in the VDPs identified by the communities as their perceived needs. The communities were expecting that all the interventions listed in the VDPs would be implemented. From the project side, however, no promise was made that everything included in the VDPs would be implemented. The consequence was that in many communities the beneficiaries lacked a clear understanding that the project has ended because little of what was included in the VDPs have been achieved. Hence for them the project is incomplete. All the groups visited by the mission mentioned roads, drinking water supply, education facilities especially middle schools (up to grade viii) for girls, and health and hygiene facilities. These are included in the VDPs. These activities do not fall within the scope of the project activities directly but it is not clear

effective implementation of development activities not only during the life span of the project but also to continue such activities in the post-project period. The outcome is

Similarly, there has been no attempt to quantify the degree of degradation, or to describe with quantifiable indicators the environmental condition in the sub-projects. The IUCN has recently started with defining some indicators to be used in monitoring the state of the environment. This lack of evidence makes it difficult to judge the impact of the project on actual degradation or on its causes, which may be natural or caused by humans.

Despite the consistent inconsistencies in the data available the cumulative targets from the annual reports appear to been largely achieved, but checking this requires wading through all annual work plans.

Originally, it was not clear to the mission why most of the cumulative annual targets appeared to have been reached since one would expect lower achievements due to the lack of funds (during the first several years of the project) and to not being allowed to start new planned activities after the 31st of Dec 2003. Sub-project staff had no explanation or did not understand this point. Eventually it emerged that annual work plan targets and budget allocations are adjusted midway through the year. This allows the implementation of a proper participatory approach, but targets loose their value for evaluating performance.

5 Effectiveness

The effectiveness of the project has been judged against the intermediate objectives as formulated in the Financing Agreement. The result is shown hereunder:

Table 2 : Logframe from the Financing Agreement

	Intervention Logic	Objectively Verifiable Indicators	Sources/Means of Verification	Remarks
Overall objective	Design and implement based on a community participatory approach a sustainable program of natural resource management and socio-economic development	Indicators were not formulated by the project. (Indicators could have been project design document prepared and poverty, erosion, degradation data)	Yearly monitoring, reporting	These indicators should monitor results and long term impacts. However to measure changes, baseline data is necessary
Intermediate Objectives	To increase environmental awareness, and to reach a consensus on the need to adopt protection measures at local level	Awareness creating training, VDPs	Reporting	No concrete data available but the mission judges that this has been successful
	To develop local economic potential and income and to improve the status of the population (particularly women) for estimated population of 1.1 million in the project area.	Activities to increase economic potential for about 465.000 estimated persons in the project area	Reports of PMU	Target not achieved, the Financing Agreements includes 350.000 people from the security zone in MKK that were later excluded from the project target.
	To improve practices in water run off control, in forestry, rangeland in approximately 35.000ha and livestock management in approximately 200 villages;	Activities in water run off control, forestry and rangeland in approximately 25000ha in 217 villages	PMU reports, VDP	Target 60% achieved, sustainability of soil conservation, forest fire fighting doubtful; experience with rangeland and joint forest management only very recent.
	To stimulate a process of community development (creation of village organizations, women's organizations, clusters of villages, NGOs and associations in approximately 200 villages	CO/FO/VO formed in 217 villages	PMU reports	Target achieved, but there are questions about the sustainability

Comments on the Table:

The immediate NRM related objectives have been largely or partially achieved. NRM activities in agriculture and animal husbandry have greatly contributed to develop sustainable local economic potential and income for villagers. Forestry, soil conservation and infrastructure interventions contributed to increasing villagers' income. The potential number of beneficiaries has been estimated at 465,000 (MKKS:126,000; Galiat: 217,000; DK: 122,000), which is well below the target population of 1.1 million. The 1.1 million appears to have been unrealistic target as it comprised of the whole population of the intervention area including the Kahuta security zone, while only 40 to 80% of the villages were targeted.

The mission has not been able to estimate how far introduced measures have spread outside the intervention villages. Maize and wheat varieties that reportedly double the yields are likely to spread fast to nearby villages. Also downstream effects of conservation activities (e.g. due to increased water discharge of rivers in the dry season, reduced flood levels and reduced silt loads) are hard to estimate. The objective of improving practices in water run off control, in forests and rangeland in approximately 35,000 ha (85,000 acres) has been achieved for about 60%. In addition MKKS reported protecting 43,000 ha (106,000 ac) against forest fires (including some 10,000 acres of plantations). Agricultural and livestock management practices have been improved to varying degrees in the 217 intervention villages.

Community Development

The intermediate objective of stimulating a process of community development by forming organizations at various levels of the beneficiary communities in approximately 200 villages has been achieved. In fact, the project has over-achieved its physical target by intervening in 217 villages. Social mobilization through establishing COs and VOs is satisfactory at the community level. In total 925 COs/VOs have been formed and these are operating at different levels of efficiency. Of these 925 beneficiary groups, 507 (55%) are men's and the remaining 418 (45%) are women's organizations. These figures are very impressive. A closer examination of these figures, however, reveals a lack of gender balance in the VOs/COs due to different social organization approaches used in the three sub-projects (see chapter four). Intervention in number of villages higher than the physical target has been

Galiat

This sub-project has over-achieved its physical target of villages by intervening in 75 instead of 70 villages. In Galiat, 383 beneficiary groups have been formed of which 208 (54%) are men's and 175 (46%) are women's organizations. Superficially, these percentage figures are not significantly different to that of MKKS but in real terms

Concrete results in the field against overall work plans and budgets

Of the activities carried out by the project some have a direct effect on environmental degradation, while others have an indirect effect or no effect at all. This section looks at the achievements of the project as well as their effectiveness on a subject-by-subject basis. Achievements were reported in various units (e.g. number of trees planted or acres planted, number of seedlings produced or number of nurseries established) and under various sub-headings (such as two different types of nurseries for six different types of plantations, not including orchards and fruit trees) Figures have mainly been based on the IUCN final report, which gives a fairly consistent and complete overview of the main achievements. Adjustments have been made based on the sub-projects final reports where necessary (in case of data missing in the RU-IUCN final report, not for differences in the numbers). Similarly, targets were hard to calculate from the three PC-1's, for the same reason. These consistent inconsistencies in data made analysis and comparisons difficult.

To illustrate these difficulties, we can look at the physical targets for mechanical soil conservation works. MKKS and Galiat indicated targets of 1400 m³

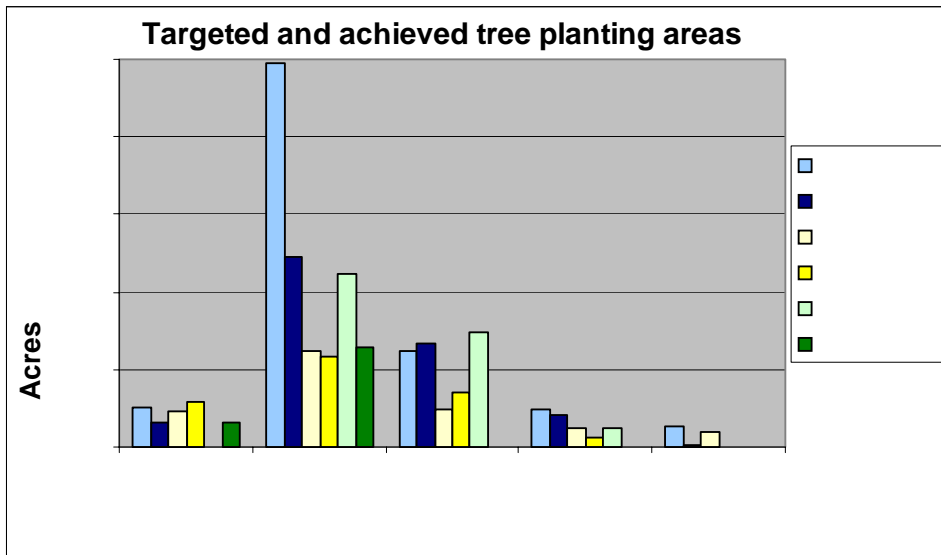
Vegetable gardens can nowadays be found at most households in MKKS and Galiat. In DK these were hardly introduced since working with female groups only just started. The introduced maize and wheat varieties appear to be spreading through the communities by seed being passed on to relatives and friends, although in many villages in Galiat and DK much of the land was still under traditional often lower yielding maize varieties.

Poultry

The introduction of small poultry units and improved poultry birds has been very successful (Figure 13), not only in overcoming the difficulties of involving the women in the project and getting them organised in COs/VOs, but also in terms of improving household income and nutrition. Based on the provided figures 25 to 35% of the households obtained poultry. In reality, at least in Dir Kohistan, more households received poultry because many households obtained 2 or 3 birds rather than the standard package of 6 birds (4 hens and 2 roosters). In Galiat, 55 households reportedly received 70 birds, although in the field only several households having received 30 to 35 birds were encountered. This may have been due to two households sharing the 70 birds. Some of them have reportedly extended their bird flocks to 4000 chickens by now. Vaccinations and treatment of birds has also been very effective as diseases, especially New Castle disease, used to decimate the poultry population before the arrival of the project. Many of the trained LEWs continue regular

goats per village. Most households sold their unproductive animals. The supply of bulls/rams appears more sustainable. The activity increased incomes and may have sped up the shift from extensive grazing to stall-feeding of goats and cattle, and as such may have had a positive effect reducing degradation. Combined with growing fodder crops and trees, it is a good example of integration of environmental regeneration and agricultural development activities.

Figure 17: Targets and achievements of ree planting areas



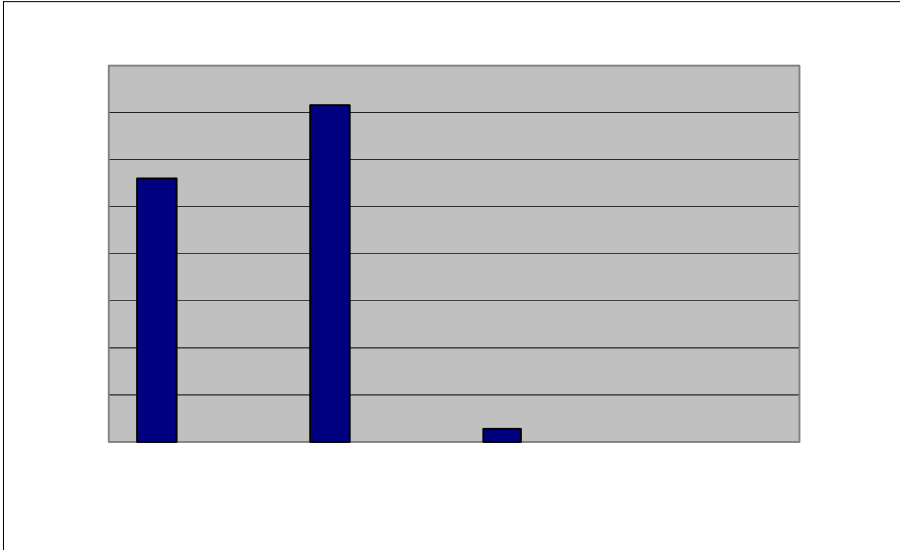
Soil conservation

A few targets were set for soil conservation works indicating the number of m³ to be constructed or acres to be covered. Reported achievements were in cft or running feet. Conversion between these units depends very much on the types of works and the site conditions, and can only give very rough estimates. This has been attempted and

Figure 18: Achievements in soil conservation works

Forest fire fighting was introduced all over MKKS, where the problem is a lot more serious than in the other areas. Some 106,000 acres of forestland have been protected. Forest fire fighting teams were formed, fire engines were hired and watchtowers were repaired. Together with the communities, including women, many forest fires, especially in restocked forest, were extinguished before major damage occurred. Forest fire fighting is unlikely to be sustainable. Fires near habitations and plantation areas may still be extinguished, but those further away and depending on the presence of fire fighting teams and equipment will probably not be fought.

Figure 20: Achievements in Water and Sanitation



In MKKS and Galiat fuel-efficient stoves were introduced and some men were trained in the production of these stoves. These are now for sale in the local markets. These stoves reportedly reduce wood consumption by half and improve health conditions. They also will reduce the workload of women. Similar stoves were introduced in districts adjacent to DK, and were already commonly used in the area by the time the project started.

Effectiveness in Human Resources Development

All the sub-projects exceeded their targets for community training by 28 to 58%, which indicates a significant success of the Human Resource Development component. This component of the project played a key role in the successful implementation of various interventions. The project enhanced capacities of project staff, staff of line agencies, and the local communities for efficient and productive participation in the implementation of the project interventions. Two main types of trainings were provided. Firstly, the staff of project and line agencies was trained in natural resource management, and participatory approaches and practices. Secondly, the local communities were trained to manage organizations and undertake NRM related interventions.

One of the successful outcomes of the project is the development of a cadre of trained VEWs both male and female who are extending technical services to the communities at their doorsteps, while increasing their own income through the provision of such services on sustainable basis especially the LEWs. Some of them are now self employed with monthly income ranging from Rs.1500-4000 and enjoy respect and honor in the society. Mortality rate in poultry and livestock has considerably been reduced through better management and effective vaccination coverage. The trained staff and the community members found new employment avenues. AEWs and especially FEWs have been less successful. This may be partly related to ineffective application of recommendations of some of the technical support missions. Several missions pointed out the lack of proper pruning (first in Jan 2000, and still in April 2003).

The project is a pioneer in developing networks of extension workers at the grassroots level. The trained extension workers have been linked with the line agency departments working in the area to bridge the gap between the Government departments and communities.

Figure 22: Beneficiaries perception of before/after situation

Improve status of women and women's organizations

One of the strengths of ERNP is that it has recognized women as direct beneficiaries and has made available extension information and technologies directly to women. Women have been reached even in areas such as Dir Kohistan (though in limited number) where it is extremely difficult to access women due to the local social,

pressed that they needed management support for a lot longer period. They are also anxious to undertake more and new income earning activities.

Poverty alleviation, income distribution and employment

There is little doubt that the production and

Sustainable social development

It is too early to make firm statements about sustainability of the beneficiary groups formed under the auspices of ERNP. Project offered a lot of goods and services – both public and private. Organizing in to beneficiary groups could have been instrumental for many groups to access the opportunities provided by the project. It takes a long time to achieve sustainable social development – it takes a process approach. It is also a long learning process for the beneficiary groups. Prior to the intervention of ERNP, people in the project areas did not need to work as a collectivity making collective decisions and undertaking collective actions for their

Sustgrom-3(t2)-4.4()-n-

- This was achieved mainly through natural regeneration due to protection from grazing, plantations and soil conservation measures. In rangelands

Human Resources Development

Lack of knowledge and poverty can become link in a vicious downward spiral.

Table 3:MKKS EU-funds requests and procedures

Late arrival of (EU) funds caused delays in implementation. Also the PMUs were not prior informed about reduction on the fund allocations. For example the reduction of

Transparency

Financial reporting was done in a correct and transparent way. Auditing was done at regular intervals. The issue of transparency means more than auditing accounts however. The largest opportunity for fraud always existed by duplicating programs. Another opportunity for fraud existed by over-reporting figures. The time of the Mission was too short to explore some of the possibilities.

Table 4: Differences in unit costs

The Graph on the Source of the expenditure the remarkable fact that the largest portion of the portion of the expenditure from the beneficiaries exceeds the inputs from the GoP by a factor 2.

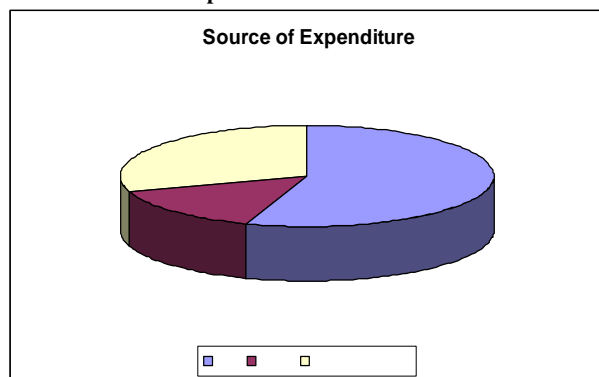
Table 5: Budget and Expenditure overview

	Budget			Expenditure		
	Eu (in EU)	GoP	Beneficiaries	Eu (in EU)	GoP	Beneficiaries
MKKS	€9,634,460	Rs17,140,000	Rs7,726,000	€4,014,092	Rs19,575,050	Rs36,205,000

In many activities a beneficiary contribution was required.

The above table shows the budget against the expenditure. In the sub-project budget the TA budget has been included. The TA budget amounted to Euro 11.300.000. With an expenditure of Euro 7,326,874 the amount of unspent funds on TA is Euro 3,97 million. The largest part of these unspent TA is caused by the unforeseen absence of 20 months of IUCN. Some expenditure was then made through the sub-project through attracting field staff though the PMUs. Euro 1,6 million on unspent contingencies and Euro 2 million on unspent sub-project funds.

Table 6: Source of expenditure



The Galiat Sub-Project expenditure was lower than other sub-projects, due to fewer high-cost infrastructural works and management complexities most of the time. Beneficiary contribution, often through manual labor, amounted to 30% of the total costs for communal activities. CO/VO contribution exceeded the GoP contribution. The EU has stated that remaining funds are decommitted and no longer available for the

project.

A/C	Year 4			Year 5			Year 6			Year 7			Total			Grand Total
CODE	2000-01			2001-02			2002-03			2003-04						
	DK	MKKS	Galiat	DK	MKKS	Galiat	DK	MKKS	Galiat	DK	MKKS	Galiat	DK	MKKS	Galiat	

Figure 25: Galiat expenditure per sector

Expenditure by sub-projects
Expenditures have been aggregated in 4 categories to make visible the expenditures over the main sectors. TA has been omitted, it has already been shown in the graph shown earlier and should be assumed to be evenly distributed over the three sub-projects. As reported earlier, the sub-projects did keep the same main accounting codes, but the sub-codes did vary. Thus there may be small variations if the accounts are corrected for this anomaly. Furthermore infrastructural works have been largely put under the Village Development Program.

Figure 26: MKK Expenditure per sector

The graphs again clearly show that in the Galiat sub-project the percentage spent on accommodation and logistics was double that of the other sub-projects. were necessary for implementing the program. This reinforces the earlier argument that there were problems in implementing the program in Galiat.

electric schemes and bridges.

In DK sub-project the large share in the village development program is caused by the large amount of infrastructural works implemented there such as the mini hydro

Figure 27: Figure 26: DK Expenditure per sector

In MKKS the la corn MKhyd 3wi2898 Onu.5201 Tly par8i 1 refl0 -

Figure 30: Expenditure for technical interventions in MKKS

Looking at the expenditure for the individual technical interventions, the figures show

construction of check dams and river training works, while the higher expenses on agriculture are mostly due to the improvement of irrigation channels. Comparatively expenses on livestock and rangeland management have been very low in DK. Some of the costs, related to the construction of check dams and the plantation of trees in rangeland have been included under soil conservation and forestry activities. Moreover, costs for setting up a rotational grazing system in alpine meadows are fairly low and more related to organisational costs rather than material and labour.

Figure 32: Expenditure per intervention type in Galiat



7.3.1 Overall Context

The ultimate goal of the project is in line with the Pakistan Conservation Strategy and can be classified in 3 explicit objectives:

Conservation of Natural Resources

Sustainable Development

Improved efficiency in the use and management of resources

The intermediate objectives of the project were to improve the quality of life of the upland people and to develop a stable and sustainable physical environment to live in.. The objective was to maintain a balance between socio-economic growth and the conservation of natural resources in the region. To analyze whether the project has made progress towards achieving this goal, an impact assessment would be needed. Little data was available in the project on impacts and there was insufficient time to do a proper survey. Therefore only a subjective evaluation of the impacts of the project's activities was made.

7.3.2 Macro-economic and budgetary effects

The project provided income during seven years to approximately 200 households who were directly employed by the project. In addition to this the infrastructural

7.3.3 Economic efficiency

There is the question if it has been most cost effective to implement this project to achieve environmental rehabilitation. Probably there are some hypothetical situation

Name of crops	wheat	maize	wheat	maize
Variety				

assessing the impact of the project. The “with and without” project situation, therefore, need to be analyzed by also considering/adjusting these changes.

Specific to ERNP project, the following indicators will be needed to assess the impact of the project. Emphasis will be on a change in income of the individuals (women), households, and communities from natural resources. These include;

- Increase in yield (productivity) from crops, livestock and forest products;*
- Increase in income due increase in agricultural land, area under forest and number of livestock;*
- Increase in revenue due to improved quality of produce and better marketing practices; and*
- Reduction in cost of production.*

These changes will be analyzed mainly at household level. In addition, efforts will be

8 Sustainability and Replicability

The project design followed a pattern which is common with other development projects in Pakistan. Especially in NWFP other project institutionalised the social forestry approaches within the Forestry Department. The NWFP is a resource poor province and is thus not able to implement the approaches on a large scale. As such the project approaches are sustainable in NWFP only if the investments have been completed

Sustainable activities include vaccination and treatment of livestock and poultry (especially in DK), the introduction of higher yielding varieties of maize and wheat, vegetable growing, fruit trees nurseries, orchards, poultry, fuel-efficient stoves, hydroelectric power stations, and probably compost pits in MKKS (villagers reported to have dug compost pits without financial support). Many of the LEWs are likely to continue their activities. AEWs may also continue with some activities, such as pruning of fruit trees. Cross breeding with improved bulls and buying improved breeds for stall-feeding will also most likely continue, be it at a slower pace. Fish farming in DK will continue as long as the support of the Department of Fisheries is

project. Routine organizational activities include holding monthly meetings and compulsory monthly savings. During the project period, monthly meetings were the main forum to discuss perceived needs of the communities, making resolutions and submitting proposals to the PMU through the Social Organizers. Most importantly, these activities were perceived, and rightly so, as means of getting access to goods and services offered by the project. All the groups met informed the Mission that they have been continuing these activities without support of the SOs. There was some opportunity to have a look at the registers of the COs/VOs to cross-check this information especially in case of female groups as these were usually held in the house of one of the office bearers. It was noted that irregularities started in group activities after December 2003 when the SOs were too busy organizing the Apex Bodies. In most cases, no meetings have been held between January and June and in some cases there was a gap of 3 to 4 months and then the monthly meetings and compulsory savings resumed. This was the case mainly in MKKS and secondly in Galiat where the groups had strong dynamic leadership from college and university educated younger women. Female groups in all three sub-projects in general and in Dir Kohistan in particular appear to be at higher risk of being disintegrated in the absence of the project. The COs/VOs are functioning at various levels of maturity because of the phasing of village intervention activity and of different local social,

9 Conclusions and Recommendations

Beneficiary participation: ERNP has used a bottom-up participatory approach to enhance beneficiary participation in all stages of project planning, design, implementation and post-project management of the project activities. Formation of COs and VOs through a participatory approach has provided a forum for the beneficiaries to function as a collectivity. The participatory approach worked because operating as organized groups helps individuals to attain certain goals that are beneficial to them all but cannot be achieved by them individually through their individual action. Active participation in project activities along with cost-sharing has given the beneficiaries a strong sense of “ownership”. Communities in the project areas have developed capabilities to organize themselves and these skills have been strengthened through project support.

Being organized in groups have opened up opportunities for communities to access

problems and seek solutions. Attending monthly meetings has increased women's mobility and have given them confidence to speak up in meetings. Women everywhere were found keen to have education facilities for female children and in some cases adult literacy program for themselves. These are very encouraging signs. Construction of spring water harvesting tanks and installation of hand pumps for drinking water supply, construction of suspension bridges, roads and trails have benefited everybody especially women by significantly reducing their time previously spent on collecting water and gathering fuel. Introduction of fuel-efficient stoves in MKKS and Galiat has reduced their time and effort spent on fuel gathering. Income generating activities targeted towards women by providing improved variety of poultry and improved seeds for kitchen gardening has benefited them and their households at least in two ways. First, more consumption of home grown vegetables and eggs have contributed to improved nutrition; and, second by making small cash available to women through selling some of these products.

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those facilities to the project villages through establishing linkages with the relevant government agencies and large NGOs. The project, could certainly play a more proactive role in this respect.

Apex bodies and clustering of villages: Apex bodies and clustering of village organizations have been fully or partially completed in all three sub-projects. The Apex bodies already formed needs crystallizing, developing management skills and strengthening their position within the communities. In the absence of the project activities there is a vacuum as to how these requirements are to be fulfilled. From this perspective, the project is still incomplete. There was no provision of gradual withdrawal of project support. The Apex bodies have been formed hastily without much thought on viable alternatives. The fundamental groundwork of horizontal and vertical linkages between the COs/VOs has not been established. ERNP exit strategy was developed as late as in December 2003. Contents of the document clearly indicates that the Exit Strategy was prepared primarily to fulfill requirements of the PC-1s of the sub-projects.

There is a risk that in the absence of guidance from the project the Apex bodies may operate as independent entities and as politicized bodies serving their own interest rather than that of the communities which they represent.

Linkages and networking: The project has done a very unsatisfactory job in terms of establishing linkages and networking to ensure “aftercare” facilities for the beneficiary communities in the post-project period. No serious attempt has been made to establish linkages with national

as a group from the government, NGOs, new projects coming to the area and the private sector. The other groups will either become inactive or gradually wither away. During field visits the Mission came across several cases where group members started leaving the group by withdrawing their individual savings. These people associated group activities with the presence of the project and especially to get tangible benefits from the project. The project wt wtatass.3(ben(h)cec)8.11.4(toe 5.3(n)8.1(ty)8.1(t 3(tea)8

Step 11: The CBOs need to acquire experience of successfully managing small interventions. This is needed especially for ensuring equitable distribution of the benefits generated through the interventions undertaken by them. They would then be more confident about undertaking bigger and more profitable interventions that may take 3 years or more to show a return.

These three core steps would address the four design features listed below:

- A smooth and timely flow of funds should be ensured throughout the project's life. Erratic financial flows hampers the pace of thee activities and damages the credibility of the project in the eyes of the communities.
- Flexibility in spending and adjusting the budget is required to allow for timely implementation of participatory project activities

Project management

- The project management should be allowed to make full use of the in-built flexibility of the financing agreement and the PC-1's.
- Funding agencies should find a balance between keeping the momentum of the

X

X

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- Participatory M&E is essential, creates awareness and understanding within the communities and provides information for course corrections in the planning and implementation of interventions.

Communities and HRD

- Capacity building of community and staff members and creation of a cadre of Village Extension Workers (VEWs) contributed towards successful implementation and sustainability of interventions.
- Participatory village planning for the formulation of village development plans provided communities with a vision for the future and allowed them to search for solutions to their problems.
- Capital formation in CO/VO Funds proved to be a binding, but not necessarily sustainable, factor for communities.
- Study and exchange visits for CO/VO members are crucial for awareness raising
- Involvement of females in NRM activities is essential, since they are heavily involved in activities that have an impact on the natural resources. Organizing women (in COs/VOs) is required for successful interventions.
 - Continued awareness raising on environmental issues remains necessary.

Technical interventions

- Environmental issues requiring research or studies and the design and implementation of pilot schemes, such as rangeland management and joint forest management, should be addressed early in the project
 - Integration of the socio-economic and environmental aspects of project activities should be considered in the implementation of technical interventions. Activities should be well integrated in the existing farming systems, finding a balance between increasing productivity and maintaining the sustainability of the ecosystems concerned.
 - Technical monitoring and follow-up of project activities is necessary to guarantee the measures are technically correct, effective and well adapted to the local situation.
 - Soil conservation activities may need to be split into two types: those with economical benefits (e.g. protecting property or infrastructure) and those with mainly environmental benefits. The latter may provide income from labor, but is not expected to be sustainable. The former should become sustainable at the end of the project.
 - In its present form and with the existing lack of a sound legal basis, JFM is unlikely to be of interest to the communities. A full economic analysis should be carried out for a number of pilot sites. In its present form and with the existing lack of a sound legal basis, JFM is unlikely to be of interest to the communities. A full economic analysis should be carried out for a number of pilot sites.

communities and should only provide financial support for activities that have