

Awash Conservation and Development Project

Phase II

Mid Term Evaluation

Report Prepared by:

**Phil Franks
Abdurahiman Kubsa
Million Gebreyes**

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Executive Summary

The Awash Conservation and Development Project (ACDP) promotes the sustainable management of natural resources in and around the Awash National Park which lies in the Awash Valley approximately 250km to the east of Addis Ababa. This is a semi arid area of Ethiopia where pastoralism is the principle livelihood strategy of local populations. The Awash National Park (ANP) as defined by the existing boundary markers (beacons) covers an area of 750 km². At the national level the park is considered important both for its biodiversity values and for its scenic attraction. There is significant tourist potential but tourist numbers are currently low due to poor infrastructure and the low wildlife populations.

Awash National Park is one of two national parks in Ethiopia that are under the management of the Ethiopian Wildlife and Conservation Organisation (EWCO) at the national level; all other protected areas are under the regional governments. The park was established in 1969. At the time of demarcation there were local pastoralist populations living within the area and heavily dependent on park resource for grazing their livestock. Attempts to evict these people failed and in the intervening period the population resident in the park has increased.

At this point in time two thirds of the 750 km² demarcated as the Awash National Park is inhabited and utilized by local people with no protection or management interventions from EWCO. The only area actively managed by EWCO is the so-called “core area” of around 250km² where there is no resident population. Within this core area significant wildlife populations remain, although declining, and the pasture remains in relatively good condition. In the rangelands outside this core area pasture is highly degraded in most areas and there are no significant populations of the larger wild animals apart from around Filwoha springs.

The Awash National Park lies on the boundary between two Government Regions, Oromiya and Afar. On the Oromiya side (to the west) there are two major ethnic groups, the Kereyu who are pure pastoralists, and the Ittu who are agro-pastoralists (ie pastoralism supplemented by some crop production). On the Afar side the population is of the Afar ethnic group who are predominantly pastoralist. A long standing conflict exists between the Kereyu and Afar peoples over access to water and pasture, and 11 people were killed one month before this evaluation took place.

Water and rangeland pastures are the two resources that are most critical to the welfare of livestock and thus the livelihood security of local pastoralists. Availability of both resources has become more problematic in recent years as access to water and dry season pasture has been reduced by expansion of state farms and Lake Basaka, and pastures within and around the national park are degrading. It is clear that there is a long term trend of degradation over and above the normal cycles of “boom and bust” that characterize pastoralist way of life. With the prevailing conflict and pressures on the natural resource base, exacerbated by the current drought, traditional rangeland management systems have broken down leaving an “open access” situation. The Kereyu are particularly badly affected.

This is an very challenging project which seeks to address root causes of declining livelihood security in the Awash valley. Unlike many situations where ICD projects are implemented, conflict between national and international conservation interests and the interests of local people is not a major issue. Communities appear to support the need to conserve the core zone and Filwoha springs where wildlife populations are concentrated. In the remaining 70% of the park which is inhabited and utilised by local people there is no significant wildlife remaining, and it seems likely that wildlife populations would actually recover if communities were given secure rights to manage this area. There are currently few examples in Africa of community-managed protected areas, but the concept is common in developed countries, and IUCN is now strongly promoting this approach in the developing world. This presents EWCO with an opportunity to be seen to be at the forefront of conservation in Africa.

The second phase of the Awash Conservation and Development Project, which is the subject of this mid term evaluation, started in January 2000. As with phase I, there has been major investment in development infrastructure (notably water supplies) which has clearly had a positive impact on local

livelihoods and created goodwill and trust within communities that has facilitated dialogue on natural resource management. Another key achievement of the second phase has been the programme of support for Awash National Park, in particular the gathering of information and the planning process that is currently underway, and the positive effect this has had on the relationship with EWCO.

However the project has failed to get to grips with the problem of rangeland degradation which is just as important as water for the livelihood security of pastoralist communities. Realistically it is not possible to return to the situation of earlier days when the rangelands of the Awash Valley provided for all needs. So in parallel with water supply and rangeland management initiatives the project must promote diversification of livelihood strategies in a manner that supports sustainable natural resource management. This has started with some positive results but the range and scale of activity is small in relation to the scale of the problem.

Despite significant development impact, little progress has been made with respect to the final goal of sustainable natural resource management. There are many constraints. Some of these, such as the inter-tribal conflict, lie outside the control of the project partners, but two critical constraints are apparent which could have been addressed by the project and must now be addressed if the project is to achieve its goal. The first relates to policy. It is the view of this evaluation that community-based management is the only viable management strategy outside the core zone. However this is only possible if management authority for the area is granted to local people and this is not possible within a national park in Ethiopia under current policy. This was recognized as long ago as 1993 when the solution proposed was to regazette the area of park outside the core zone as two reserves under the regional governments which could then approve devolution of management authority to local communities. On paper this would imply a loss of authority for EWCO, but the reality is different as EWCO currently has no authority over the area in question. Furthermore, unless radical steps are taken there is no future for even the core zone of the park that EWCO does currently control.

The project has taken no clear position on this issue, but is seen by communities to be supporting retention of the existing park status and boundaries. We believe that such an approach is doomed to failure in terms of sustainable natural resource management and conservation. Furthermore such an approach is untenable for an NGO such as CARE that seeks to promote the rights of poor and marginalized communities. The paradox of this situation is that everyone interviewed by the evaluation team appeared to agree with this analysis (at least from a personal perspective). Thus the issue seems more political than technical, and in this respect it is crucial to emphasise the positive dimension. This is a real opportunity to apply the very strong environmental policy of the Ethiopian Government, and in so doing demonstrate a real win-win situation for conservation and development.

The second critical constraint has been the lack of effective support from the CARE Country Office which was expected to provide strong management support, comprehensive technical support through the recruitment of a technical advisor, and to take the lead in implementing the policy component of the project. None of this was done and the project has been left struggling with a lack of consistent and effective support and weak management systems, aggravated by excessive top-down bureaucracy. Although aware of this problem the Programme Department of the Country Office does not seem to have the capacity in terms of staff time or expertise to provide the necessary support. It is for this reason that we propose a full time technical advisor plus greater devolution of authority to the Project Coordinator, which together could relieve the Country Office of most of this responsibility.

The project started in the mid 90's with a very strong situation analysis and design, then lost its direction in the late '90s, but has now regained this lost ground and built solid relationships with key partners, notably EWCO, that provide the foundation for real progress in relation to natural resource management. If the two major constraints outlined above can be addressed within the remaining two years of this phase of the project then there is a strong case to consider funding a third phase of the project. However CARE Ethiopia, CARE Norway and NORAD must bear in mind that the case for further investment will be based partly on impact at the national level through informing national policy development as on impact in the Awash Valley, and therefore the capacity of the project to operate at a national level is key to the justification of the project.

1. Introduction

1.1 Context

The Awash Conservation and Development Project (ACDP) promotes the sustainable management of natural resources in and around the Awash National Park which lies in the Awash Valley approximately 250km to the east of Addis Ababa. This is a semi arid area of Ethiopia where pastoralism is the principle livelihood strategy of local populations.

The Awash National Park as defined by the existing boundary markers (beacons) covers an area of 750 km² with eight different vegetation types including grasslands, open bush, woodlands, and a substantial area of doum palms. The park is considered important both for its biodiversity values and for its scenic attraction. In terms of biodiversity the park is particularly noted for birds (467 species) and for antelopes (Beisa oryx, Lesser kudu, Soemmerring's gazelle, and Swanes Hartebeast). Scenically the park's attractive features include Mt Fantale, the Awash Gorge, Awash Falls and the Filwoha hot springs. There is significant tourist potential but tourist numbers are currently low due to poor infrastructure and the low wildlife populations.

Awash National Park is one of two national parks in Ethiopia that are under the management of the Ethiopian Wildlife and Conservation Organisation (EWCO) at the national level; all other protected areas are under the regional governments. The park was established in 1969 by a gazette notice which in fact gazetted an area that is very different in size and shape from the park as it is currently defined. These current boundaries were demarcated by the Warden of the park and at the time of demarcation there were local pastoralist populations living within the area and heavily dependent on park resource for grazing their livestock. Attempts to evict these people failed and in the intervening period the population resident in the park has increased.

At this point in time two thirds of the 750 km² demarcated as the Awash National Park is inhabited and utilized by local people with no protection or management interventions from EWCO. The only area actively managed by EWCO is the so-called "core area" of around 250km² where there is no resident population. Within this core area significant wildlife populations remain, although declining, and the pasture remains in relatively good condition. In the rangelands outside this core area pasture is highly degraded in most areas and there are no significant populations of the larger wild animals apart from around Filwoha springs.

The Awash National Park lies on the boundary between two Government Regions, Oromiya and Afar. On the Oromiya side (to the west) there are two major ethnic groups, the Kereyu who are pure pastoralists, and the Ittu who are agro-pastoralists (ie pastoralism supplemented by some crop production). On the Afar side the population is of the Afar ethnic group who are predominantly pastoralist. A long standing conflict exists between the Kereyu and Afar peoples over access to water and pasture, and 11 people were killed one month before this evaluation took place.

Water and rangeland pastures are the two resources that are most critical to the welfare of livestock and thus the livelihood security of the local pastoralists people. Availability of both resources has become more problematic in recent years as access to water and dry season pasture has been reduced by expansion of state farms and Lake Basaka, and pastures within and around the national park are degrading. It is clear that there is a long term trend of degradation over and above the normal cycles of "boom and bust" that characterize pastoralist way of life. With the prevailing conflict and pressures on the natural resource base, exacerbated by the current drought, traditional rangeland management systems have broken down leaving an "open access" situation. The Kereyu are particularly badly affected, having lost a large area of traditional dry season grazing lands to state farms. Recent assessments (e.g. the project baseline) confirm that the Kereyu are generally poorer than their Afar neighbours, but throughout the whole region livelihood security appears to be declining.

There are very different perceptions of the boundaries of the park. EWCO maintains that the park is defined by the boundary markers put in place in 1969. Kerayu and Afar communities on the other hand only recognize the core area as the legitimate park – and in fact only that part of the core area that lies south of the main highway. Within this core area they accept a legitimate national interest and recognize the authority of EWCO. Outside of this core area they consider that traditional rights prevail. On several occasions attempts by EWCO to assert their authority over this wider area have been challenged and EWCO has had to back down. Although EWCO still has staff stationed in this wider area these park staff make little attempt to control resource use in the area.

Decentralisation processes in Ethiopia have resulted in substantial authority being devolved to district (Woreda) level – the Fantale Woreda on the Oromiya side and the Awash-Fantale Woreda on the Afar side. Many officials at this level support local communities in rejecting the legitimacy of the park, other than the “core area”. Further complicating the situation is the poor relationship between the two Woredas (and regions that they belong to) which stems from the on-going ethnic conflict between Kereyu and Afar communities.

Awash is the cornerstone of EWCOs protected area programme, and experience from Awash will have a substantial influence over the development of conservation policy in Ethiopia. At the level of Awash National Park EWCO has substantial human resources (a total of around 50 staff) but is short of financial resources to operate even basic of management systems. Although park management is now less confrontational towards local people relations with the local community remain poor. In an effort to improve the situation park management is currently allowing some local people to cut grass from the core area to help livestock survive the current drought, although current policy does not permit resource use within a national park.

1.2 Project Background

CARE’s involvement in natural resource management in the Awash valley started in 1993 with a situation analysis organized by CARE UK and the International Institute of Environment and Development which made an in-depth analysis of the relationship between natural resource management and the livelihoods of pastoralists living in and around Awash National Park. This study identified key constraints and developed recommendations for action which were designed to lay the foundation for a project to be funded by British Aid. In the end this did not work out, and CARE UK handed the initiative to CARE Norway for funding by NORAD.

The initial phase of the project covered the period from January 1995 to June 1996. During this pilot phase, planning, start up and research activities were carried out to pave the way for the subsequent implementation phases. Activities included staff recruitment and training, baseline surveys, an ethno-veterinary survey, and operational studies on water development, range management and fodder development. Community institutions were also established to link the project with the community.

This 18 month pilot phase led to the development of a proposal for a 3 year project, ACDP phase I, which started in July 1996 and was concluded in December 1999 after a 6 month extension. The goal of this project was “to enhance household livelihood security within the Kereyu, Ittu and Afar communities while at the same time safeguarding the future of Awash National Park by strengthening the conservation capacity of the park and improving relations between the park and the neighbouring pastoral communities”.

ACDP was designed as an integrated conservation and development project that would promote sustainable natural resource management and supporting interventions with the dual objectives of conserving biodiversity and supporting the livelihoods of local communities. The situation analysis conducted by IIED presented a thorough assessment of key issues including the traditional resource management systems which could be strengthened by the project. The pilot phase that followed built of this foundation, creating the basis for a strong ICD project.

However from an ICD perspective the design of ACDP phase I was weak. The focus on supporting local livelihoods through livestock and rangeland management was lost and instead what emerged through implementation was a development project focusing mainly on infrastructure, with the general assumption these development activities would reduce pressure on natural resources, and thus promote sustainable natural resource management.

The boreholes, pumps, ponds, vet posts and school buildings constructed during the first phase have certainly had a positive impact on the livelihood security in local communities but there is no evidence of any positive impact on natural resource management. This mirrors the experience of many other ICD projects around the world which have found the assumption that development reduces pressure on natural resources to be invalid.

Phase I did include rangeland management but with the focus on technically-driven interventions such as hay-making, mineral supplements and formalized enclosure that proved unsustainable. The situation analysis and pilot phase had focused much more on strengthening indigenous rangeland management practices and it is not clear why this strategy was dropped in favour of more top-down technological solutions. Part of the problem stemmed from the attitude of CARE staff and some of the government counterparts who apparently regarded Awash as a “simple infrastructure project”, implying a fundamental lack of understanding of the project concept. The final evaluation of phase I conducted in November 1999 failed to grasp this issue, concluding that “the activities carried out in the first implementation phase of the ACDP were relevant and sustainable and that the project was efficient and effective.”

Phase II of the project was designed towards the end of 1999. New staff in the project and the CARE Country Office realized that there was a need for a fundamental re-orientation of the project, i.e. back to the original focus on enhancing local livelihoods and conserving biodiversity through improved natural resource management. An institutional assessment conducted in September 1999 by an external consultant, Rob Malpas, provided the foundation for this revised design.

ACDP phase II is a five year project which started in January 2000 and is due to be concluded in December 2004. As with phase I the project has been funded by NORAD through CARE Norway.

1.3 Evaluation Methodology

This mid-term evaluation was conducted at the end of November 2002. For the TOR see annex 2. The team comprised three members:

Phil Franks (Team Leader): ICD Network Coordinator, CARE International. Ten years experience working with ICD projects.

Abdurahiman Kubsu: Independent Consultant. Ten years experience working on participatory natural resource management in Ethiopia, including two years as Warden of Awash National Park.

Million Gebreyes: Independent Consultant. Ten years experience working as a social development advisor on natural resources and infrastructure development programmes.

In addition Mr Getenet Worirdu from EWCO Headquarters joined the team for part of the time.

The process comprised four phases (see annex 3 for detailed schedule):

- Background reading and planning (2 days)
- Field visits to gather information on specific project interventions (3 days)
- Discussions with key stakeholders: EWCO, government, local community representatives
- Presentation and discussion of preliminary findings with EWCO and local government partners at project level and partners at Addis level.

2. Project Preparation and Design

2.1 Identification and Formulation

From the start of the initial pilot programme in 1995 it was always envisaged that the ACDP would require support for at least 10 years, and the design of phase I assumed (at least implicitly) that there would be a follow-on phase.

The process of designing the second phase was challenging because of the need to re-orientate the project in a context in which few CARE and partner staff could see the need for such re-orientation. The institutional assessment conducted in September 1999 laid the foundation for the re-design, and the re-design process was facilitated by the same consultant.

The design was developed over a period of about four months through a process of largely bilateral consultations with key stakeholders, rather than a participatory design workshop. One of the reasons for adopting this approach rather than a more participatory process may have been the widely divergent attitudes and interests of the different stakeholders. In particular local government partners objected to the proposed reduction in infrastructure development. Ceasing construction of boreholes was a particular issue and a field visit had to be arranged to look at problems with existing boreholes before government officials were willing to endorse a change of strategy. In this situation it is understandable that CARE avoided design through stakeholder workshops. However the lack of a participatory design process meant that there was little common understanding and shared vision amongst the implementation partners at the start of this phase.

Recommendation: A project redesign exercise is needed to adjust the project design to take account of the findings of this evaluation, and lessons learnt over the previous three years. This process should involve all implementation partners and focus on the development of common understanding and shared vision as well as revising goals, outputs and activities.

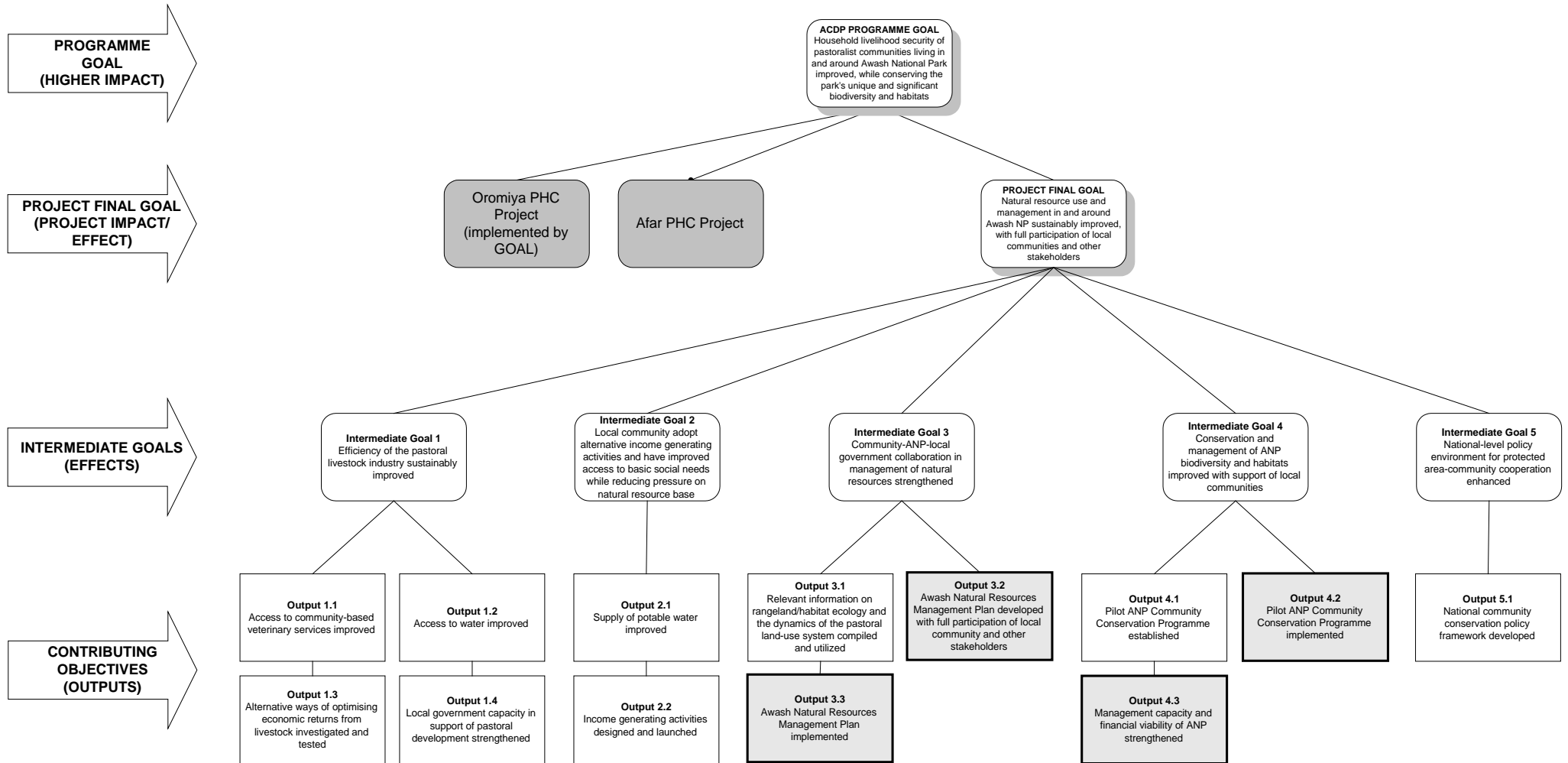
2.2 Coherence of Project Design

The diagram on the following page summarises the goals and outputs of ACDP Phase II. What is described in the phase II proposal is actually a project comprising two sub-projects, one to be funded by NORAD and the other, focusing on park management and community conservation (the four highlighted outputs), to be funded by another donor.

The ICD character of the programme is captured in the long term programme goal which is framed in terms of improving the livelihood security of local communities and conserving the biodiversity and habitats of Awash National Park. Below this the project's final goal is framed in terms of the "unifying theme" of sustainable natural resource management with community participation. In the CARE approach to logframes the final goal is supposed to be achievable within the project lifetime, but in other approaches this is considered to be a longer term goal. The project proposal implies the former interpretation, but this is clearly not a realistic goal for a 5 year project in a situation of serious and on-going natural resource degradation. For the purposes of this evaluation it is assumed that the final goal is the long term goal to which the project aims to contribute (i.e. the overall objective).

In October 2000 the project supported a monitoring and evaluation workshop to develop a specific monitoring and evaluation plan. This process involved reviewing the M&E indicators in the logframe and most were changed in the process. In the process of defining these indicators and relevant targets it was found necessary to make some adjustments to the statements of goals and outputs in the project logframe. This modified logframe which defines the phase II project is attached as annex 1.

ACDP Phase II Goals and Outputs



A significant weakness in the project proposal is that it does not address the risk of failing to find additional donors funds for the park management and community conservation outputs, and how the project should deal with such a situation. In the event it was not possible to secure the additional funds required. CARE Norway was able to secure some additional funds from NORAD in 2002 but there remained a substantial shortfall and the design offered little guidance (e.g. prioritization) for dealing with this situation.

Whilst the design is strong in terms of problem analysis and intervention logic there are significant concerns over the viability of the project which relate to whether the proposed outputs are collectively sufficient to achieve the desired goals, and factors constraining achievement of project goals that lie outside the control of the project. These issues will be addressed in section 3.2.

3. Relevance of the Project

3.1 General Context

Ethiopia has a progressive environment policy which provides a very supportive context for the project. Key statements in the policy include:

- ▶ *“To promote the involvement of local communities inside and outside protected areas in the planning and management of such areas”*
- ▶ *“To ensure that park, forest and wildlife conservation and management programmes which conserve biological diversity on behalf of the country allow for a major part of any economic benefits deriving there from to be channelled to local communities affected by such programmes”*
- ▶ *“To develop the necessary legislation, training and financial support to empower local communities so that they may acquire the ability to prevent the manipulated imposition of external decisions in the name of participation, and to ensure genuine grassroots decisions in resources and environmental management”*
- ▶ *“To recognise and protect wherever possible the customary rights of access to and use of land and natural resources, which are constitutionally acceptable, socially equitable, and are preferred by local communities”*
- ▶ *“To ensure that Federal, Regional and Community Strategic Land Use Plans (SLUP) define broad land use and land use categories together with generalised resource management recommendations which can then be used to guide the formulation of detailed local resource use and management plans by individuals or communities as the case may be”*

The Wildlife Policy which serves to guide EWCO is still in draft form, awaiting approval. Like the environment policy this Wildlife Policy encourages community participation in protected area management and sharing of benefits with local communities, but the policy lacks more specific provisions that clarify how these general principles are to be applied.

One of the key objectives of the project is to pilot community conservation strategies that can inform the further development of wildlife policy on community participation and benefit sharing, and hence the project is highly relevant at the national level. Furthermore, although not explicit in the project design, the project is well placed to pioneer socially responsible approaches to the question of human habitation of protected areas which is an issue in almost all protected areas in Ethiopia. If successful, the impact of the project could be far greater than the conservation and development impact at the specific project site.

3.2 Specific Context

The problem statement in the project document focuses on the degradation of the rangelands in an around Awash National Park and the effect that this is having in terms of undermining the livelihoods of pastoralist communities, and deterioration of wildlife habitat. Root causes of this situation are identified as the increasing pressure on the rangeland resources that has resulted from the Kereyu losing a large portion of their traditional grazing lands, and the uncertain tenure status of that part of the park that is used by local communities which has become, in effect, “open access”. With no-one empowered to manage this resource, everyone seeks to maximize their personal benefit and the resource is over-exploited - the classic “tragedy of the commons”.

The problem analysis also refers to the lack of opportunities to “add value” to livestock products that might encourage quality rather than quantity, and the lack of alternative livelihood strategies that could reduce dependence on livestock. Lastly the problem analysis addresses the issue of policy, highlighting the lack of specific provisions for benefit sharing and mechanisms to enable community participation in park management. A key policy issue that is not explicitly addressed in the problem analysis is that of human habitation within the boundaries of a national park, which is illegal under current policy.

The approach proposed by the project is classic ICD – collaborative management of natural resources (i.e. rangelands) that lie within the 750km² national park plus supporting livelihood interventions of two different types:

- a) “Coupling interventions” that increase benefits to local people from park resources and so provide an incentive for sustainable management and conservation of these resources (e.g harvesting and processing of palm leaves).
- b) “Decoupling interventions” that provide alternatives to traditional livelihood strategies and in so doing reduce dependence on park resources (e.g livestock fattening, milk marketing).

In addition phase II of the project planned to continue the improvement of human water supplies that was started under phase I, which was simply focused on addressing critical basic needs of the local community. No specific link to rangeland management was proposed, but in areas with a serious water problem this intervention is certainly a good entry point for work on community-based natural resource management, and arguably a pre-requisite in the worst affected areas.

The programme of work outlined in the project proposal (and summarized above) is certainly relevant to the problem, and is a great improvement on the design of the previous phase. However in the view of the evaluation team the programme is not sufficient to achieve the final goal of sustainable natural resource management in and around Awash National Park due to weaknesses in key strategies, and critical assumptions that are unlikely to hold true.

Strategy

The project design proposes a multiple land use strategy for the 70% of the park that is currently inhabited and utilized by local communities (the “non core area). The project proposal does not propose a change in protected area status and so it is implied that the area remain part of the national park but with a revision of national park policy to allow for human habitation and resource use within the park (which is currently illegal). This requires a change in national policy but under the policy component of the project there is no reference to changing policy on this issue, and the project has done nothing to directly address this issue. Apparently there is an assumption that government will take the lead in making the necessary policy change, but as this is highly unlikely, there is effectively a “killer assumption” in the project design.

It is clear from both practical and ethical considerations that local communities should continue to live within the “non core area” of the park and graze their livestock on the rangelands of this area, and everyone interviewed by the evaluation team agreed with this proposal, at least in principle.

IUCN provides the universally accepted classification of protected areas. Under this classification a “national park” is a category II protected area “managed mainly for ecosystem protection and recreation”, which does not permit human habitation. However in developed countries many so-called “national parks” are actually IUCN category V “protected landscapes” defined in recent IUCN guidelines as follows:

An area of land where the interaction of people and nature over time has produced an area of distinct character with significant aesthetic, ecological and cultural value and often with high biodiversity.

This is clearly a more appropriate classification for the “non-core area” of the park. This category is common in Europe where most of the so-called “national parks” have resident human populations, and IUCN is now strongly encouraging protected area authorities worldwide to make more use of this category. This will be a major theme of the forthcoming IUCN-hosted World Parks Congress (September 2003) which present EWCO with an opportunity to establish itself as a leader in this field.

The IUCN PA categorization reflects management objectives rather than who has management authority. In developed countries category V “national parks” are usually managed by a protected area management authority with active participation of local communities in management and decision-making (ie co-management). In developing countries “community-based management” is more common where management authority is largely devolved to local communities.

It is the view of the evaluation team that establishing a system of community-based management within the non core area of the park is an essential precondition for the achievement of the project’s goal of sustainable natural resource management. Until this issue is resolved to the satisfaction of local communities and local government it will not be possible to develop an effective programme for conservation of the core area, and it will not be possible to establish arrangements for sustainable management of the rangelands outside the core area. This is not a question of putting conservation before development. Access to rangeland resources within the non core area, and within the core area in times of severe drought, is as critical to the livelihood security of local people as access to water and other development services.

There appear to be two different approaches that EWCO could adopt:

- A. Change the classification of the “non-core area” to that of a reserve which would be equivalent to IUCN category V, leaving the core zone as a true category II national park.
- B. Re-interpret the term “national park” to the “popular” definition that is widely used in Europe which is equivalent to category V, and develop a zoning plan for the “park” that defines the core zone as a “strict protection zone” and non-core area as a “multiple use zone”.

We highlight the fact that this issue was comprehensively addressed in the Awash National Park management plan that was developed in 1993 which proposed that the area currently inhabited and utilized by local communities be redefined as two reserves – one on the Oromiya side and another of the Afar side (i.e option A above). Unfortunately this was considered too radical at the time and the plan was never approved, but ten years on we face a different situation and an international context that is far more supportive of such an approach.

The ’93 plan did not specify the level of authority to be devolved to communities. As stated earlier we believe it essential that local communities are granted full authority over the management and utilization of rangelands and wildlife within these reserves. On paper this implies a loss of authority by EWCO but in reality this would simply be legitimizing the existing situation, and there is every reason to believe that this approach would lead to restoration of the habitat and wildlife in this area.

Since the project design refers to zoning of the park rather than reclassification there is the implication that the project should pursue option B. This would be a viable approach providing that EWCO is willing and able to make the necessary changes to national policy to allow the devolution of authority necessary for community-based management, and providing that the partners can persuade local communities that this revised concept of “park” is totally different from the protectionist concept that they are familiar with.

From the perspective of CARE and NORAD the risk with this approach is that the project proceeds on this basis only to find that the management and zoning plan produced after a further 2-3 years is not approved by the government because it contradicts national policy (as was the case in 1993). Furthermore there is a real risk that communities themselves will reject any arrangement that continues to be described as a park. For these reasons the evaluation team suggests a solution based on option A which requires a decision up-front (to re-classify the non-core zone as a reserve), and does not apparently require a change in national policy.

The original proposal to develop a full five-year management plan within this phase of the project has been changed to developing a three year interim plan. We are not saying that “the final solution” has to be negotiated and agreed for inclusion in the interim plan itself, but the second half of the period of the interim plan (January 2005 – June 2006) will include a process for developing a comprehensive management plan and before this planning process begins (i.e. by December 2004) there needs to be agreement in principle. The exact boundaries of the non core area versus the core area could then be negotiated during the management planning process itself.

Recommendation: Achievement of the projects final goal depends on redefining the status of the area of the park currently inhabited by local communities in a way that empowers communities to take full responsibility for the management of this area, and enables park management to focus its efforts on the core zone. Dialogue with local stakeholders on this issue should be started immediately, and there should be agreement, at least in principle, by December 2004.

A second area of weakness in the strategy of the current project is the lack of attention to rangeland management. Although the design does include studies of traditional rangeland management systems and capacity building of government staff in rangeland management, in reality the main emphasis of the livestock production component has been animal health, which reflects the priority of local government. However with the highly degraded condition of the rangelands in this area it seems clear that the primary constraint on livestock production in this area is lack of adequate pasture and not animal disease (aside from epidemic situations).

Recommendation: The revised project design must give much higher priority to rangeland management, developing an approach for community-based management that builds on traditional management systems in the area and more general experience in the management of common property resources from Ethiopia and elsewhere in Africa.

Assumptions

Assumptions in project design describe factors that are critical to the success of the project but which are outside the control of the project. Of the many assumptions listed in the fourth column of the project logframe there are three which appear problematic and unlikely to hold true.

- Improved livelihood security will result in less pressure on the natural resource base.

This assumption is a common assumption in ICD projects, but experience indicates that this very general relationship rarely holds true, and in fact the opposite is sometimes the case. However certain specific (“de-coupling”) interventions which provide alternatives sources of livelihood may

improve livelihood security and at the same time reduce pressure on the natural resource base. Comments on the effectiveness of C-D linkage for specific interventions will be included in the section of this report dealing with that intervention.

Recommendation: Assumptions regarding the link between livelihood interventions and rangeland management should be framed for each specific intervention. Information must be gathered to assess the validity of these assumptions, and strategies should be reviewed on a regular basis to ensure that the C-D linkage is effective, or drop the intervention if this proves not to be the case.

- CARE Ethiopia will play an advocacy role to expedite community participation in natural resource management and benefit sharing

The project design assumes that the advocacy work at national level necessary for achievement of the policy goal would be led by staff at the CARE Ethiopia Country Office. At the time the project document was developed it seems that the CARE Ethiopia Country Office had no capacity to perform this role and no realistic prospect of building capacity in this area. This being the case, the design should have made provision for establishment of this advocacy capacity within the project.

- Improved access to markets and favorable terms of trade

Because of this assumption there is little attention to activities designed to assist communities gain better access to markets and more favourable terms for the sale of their products. In fact access and terms of trade have deteriorated over the last three years (notably for palm-based products) and the project has not had the capacity to enable communities to respond to this situation. **

Recommendation: Project interventions designed to generate income must place greater emphasis on marketing, for example by assisting groups gain better access to market information.

4. Efficiency

This section of the report addresses the efficiency with which activities have been implemented, taking into consideration the results achieved and costs incurred to achieve these results. The discussion in this section focuses primarily on the broader, cross-cutting issues that have influenced the efficient delivery of project outputs. Section 5 (effectiveness) reports on the specific outputs that have been achieved in relation to targets, and the resulting effects and impacts.

4.1 Means and Costs

EXPENDITURE IN US DOLLARS	PROJECT CALENDAR YEARS				
	2000	2001	2002	2003	2004
BUDGET	350,000	453,550	462,074	421,636	431,791
ACTUAL	321,000	373,000	494,000		

The budget in the table above relates only to that part of the project that was to be funded by NORAD, i.e. the budget excludes funds necessary for outputs 3.2, 3.3, 4.2 and 4.3 which were expected to be provided by a second donor. However when these additional funds were not forthcoming CARE Norway was able to access some additional NORAD funding for CY 2002 which explains why actual expenditure in CY 2002 was greater than figure originally budgeted.

This level of expenditure is comparable with other projects in CARE of a similar type and scope, and so in very general terms it would seem that the level expenditure is appropriate and justified. As will be described in later sections, the achievement of the project against the intermediate and final goals is not satisfactory but this is not because of a failure to deliver the planned outputs. The problem is primarily with the link between outputs and intermediate goals, and weaknesses in the design which has meant that the project is missing critical activities and outputs, e.g. rangeland management.

That said there is one area of inefficiency that should be highlighted as a significant concern – procurement. The procurement procedures of CARE Ethiopia, designed to deal with very large and expensive quantities of materials for emergency relief, are highly bureaucratic and overly centralized at the CARE Country Office in Addis. On some occasions it has taken over 2 months to get items, the wrong items have been purchased (because HQ staff are not familiar with the relevant technical issues), and the items procured have proved to be more expensive than if procured more locally in Awash or Nazareth. This has caused substantial delays in implementation and has strained relations with local government partners who find this degree of centralized control to be incompatible with the principles of partnership.

It is noted that CARE Ethiopia is aware of these issues and has recently restructured its procurement department and is in the process of revising procurement procedures.

Recommendation: Revisions to CARE Ethiopia's procurement procedures should devolve greater authority to the project level, define acceptable standards for turn-around time on procurement requests, and promote more effective liaison with project staff and partners to ensure that items procured match the specification outlined in the request.

4.2 Organisation and Management

Partnership

Relations with the Woredas of Fantale (Oromiya Region) and Awash-Fantale (Afar Region) seem to be generally good and have significantly improved over the situation at the start of phase II. This improvement is due to efforts on the part of Project Coordinator to increase the level of involvement of Woreda staff in project planning, and a change in the extension approach of the project which has given the Woredas a more substantial role in implementation (see section 4.3).

Likewise EWCO staff reported an improved relationship and more effective collaboration, and it is clear that the interim planning process has greatly helped in this respect. However it was noted that in terms of routine coordination at project level it is usually park staff that are asked to come to the CARE office for meetings rather than CARE staff going to the park.

Although both EWCO and local government partners appear fairly satisfied with the relationship they feel that there is still a need for greater transparency and more regular opportunities to coordinate planning. Several partners mentioned the value of the Project Coordination Committee as a forum for joint planning and review and noted concern that this committee no longer exists.

Regular meetings of the Project Coordination Committee (PCC) were held in the first two years of phase II but the value of this forum was limited by the lack on consistency in participation, i.e. different people attending different meetings. This is a problem that the partners have to address if this forum is to be effective. The importance of the PCC goes beyond coordination. As is the case with many projects that started in a direct implementation mode, ACDP is seen as a “CARE project” that collaborates with government partners. Moving away from direct implementation to a joint venture model of partnership means that ACDP should be seen as a project of the combined partners, not the project of any one partner. The PCC defines the project and has a crucial role in promoting this transformation.

Recommendation: The Project Coordination Committee should be re-established and should meet on a quarterly basis. The committee should comprise the Warden of Awash National Park plus representatives of each local government department at Woreda level that has a substantial role in the implementation of project activities.

The on-going decentralization process in local government has reduced the importance of the zonal level, and assuming that this process will continue it seems appropriate that the project continue to prioritise the relationship at the Woreda level and reduce involvement at the Zonal level. Furthermore it is noted that involving two levels of management in the same committee can be problematic, which is why it is suggested that local government participation in the PCC be limited to Woreda level.

In addition to the PCC the phase II design proposes the establishment of a Project Supervisory Committee (PSC). Phase I had a Project Steering Committee. Although this committee was different in role and composition (being much more operational), it proved very useful, but it lapsed in 1997 and the committee was never re-established.

This PSC defines the project partnership at a higher strategic and political level. The PSC is not expected to get involved in detailed planning issues that are handled by the PPC but rather focuses on achievement of outputs and goals, and addressing constraints that may be encountered. If there had been a PSC it is likely that a number of the key constraints identified by this evaluation would have already been identified and addressed.

Recommendation: A Project Supervisory Committee should be established and meet once a year to consider progress, identify and address constraints to progress, and approve annual work plans and budgets. Membership should include a senior representative from each of the four principle partners (EWCO, the two regions and CARE), plus other key stakeholders at the Addis Ababa level, e.g. EWCOs line ministry, EPA. To ensure consistency membership should be by name.

Technical Assistance

In contrast to phase I which required development expertise that is fairly widely available in CARE and other development organizations in Ethiopia, phase II is a more complex project requiring expertise in rangeland management, community conservation, protected area planning and advocacy. Recognising that this expertise is more difficult to source within Ethiopia this second phase made provision for a full-time technical advisor. It was proposed that this advisor dedicate 75% of his/her time to ACDP and the other 25% to supporting the expansion of the natural resource management programme within CARE Ethiopia.

However shortly after the start of phase II the CARE Country Office decided to abandon plans to recruit a technical advisor, opting instead to identify consultants to address the technical needs of the project. Two different consultants have been given long term contracts to provide input on monitoring and evaluation (including a baseline survey), community conservation and protected area planning, and a further three consultants have provided short term inputs. The contribution of these consultants has been of high quality, but there have been problems with lack of continuity and disagreements between consultants over strategy, and there remain critical gaps in the technical skills of project staff that have not been addressed.

Project activities involving consultants have tended to be led by these consultants with project staff in a supporting role. As a consequence CARE staff have not taken full responsibility for these aspects of the projects work programme, for example with the community conservation programme which has made little progress since the last visit of the consultant, and has problems with strategy that no-one has addressed. The role of a Project Technical Advisor, on the other hand, should be different - supporting project and partner staff who would be taking the lead (rather than the other way round).

Recommendation: Reinstate the position of technical advisor that was provided for in the phase II proposal, emphasizing expertise in pastoralism and rangeland management with knowledge and experience of the Ethiopian context. Expertise in community conservation (CC) would also be desirable which could enable the advisor to provide some CC support for EWCO headquarters.

Recommendation: In the event that the Project Technical advisor does not have relevant expertise in community conservation (CC), ACDP and EWCO should establish a partnership with a conservation NGO that has strong CC expertise, for example the African Wildlife Foundation, to support the development of CC programmes at both the park and EWCO headquarters.

Project and Programme Management

Financial and administrative systems in the project appear to work fairly well, although, as noted in an earlier section, some procedures appear rather bureaucratic.

Coordination of project activities has suffered from a lack of regular meetings between CARE staff, and between CARE staff and partners.

Recommendation: CARE staff should meet on a monthly basis to review progress against work-plans and coordinate activities for the next month.

Annual planning meetings have taken place each year with strong participation of partners. There has been thorough analysis of achievement at activity and output levels but a reluctance to assess achievement at the level of intermediate goals. Thus once outputs have been achieved there has been little attempt to identify and resolve problems that have occurred with uptake and sustainability of the

intervention. (e.g some water supply infrastructure, vet posts). This is understandable given the general situation in Ethiopia, but this has to change as a learning approach and adaptive management style is essential for a project such as this.

Recommendation: CARE staff, government partners, and participating communities should review the success of project strategies on an annual basis and be empowered to propose necessary changes (for approval by the Project Supervisory Committee).

With the relative lack of management experience in the project the role of the CARE Country Office (CO) is crucial in ensuring the development of effective project planning and management systems, encouraging the necessary adaptive approach, and assisting staff to manage organizational structure and relationships. Some support was provided in the first 18 months, but in the last 18 months support from the CARE CO has much reduced. During this period the capacity of the CARE CO to provide the necessary support has clearly been severely constrained by conflicting demands related to the drought situation and lack of suitably qualified staff. Nonetheless the CO has to find ways of more effectively supporting its development programme if the programme is to achieve and maintain the required standard of programme quality (e.g through recruitment of a Project Technical Advisor).

4.3 Intervention Strategies

Extension System

In the first phase of the project and for the first two years of phase II the project employed a direct implementation approach, employing a team of 12 extension agents to lead the implementation of project activities. This was then changed in March 2002 when all these extension staff were retrenched and local government staff took over responsibility for implementation. The project retains four staff working at field level but the intention is that they adopt more of a supporting than leading role (2 Community Mobilisers, 1 Community Conservation Officer, 1 Livestock Officer).

This is a positive change in terms of making the project more of a joint venture with government and the change has been welcomed by government partners. It was also a necessary change in terms of moving the project away from infrastructure towards a stronger focus on natural resource management.

Community Participation

The level of community participation in planning and implementation of project interventions has improved (compared to the previous phase) but is still not adequate. This observation applies to a number of project interventions but is particularly applicable to infrastructure development where there are several cases of inappropriate site-selection, and a number of cases of ineffective and unsustainable arrangements for the ongoing operation of the facility (see section 6).

Site-selection for infrastructure has proved problematic due to biases of government staff and local extensionists employed by CARE, but the situation is now improving and local government partners are clearly aware of the need to promote greater community participation in these processes. However there is still a problem with respect to management arrangements, particularly with water supply infrastructure on the Afar side where there is little ownership by the community, and a number of WATSAN committees appear ineffective.

Recommendation: Increase community participation in planning, selection of sites for infrastructure development, implementation and monitoring. To achieve this there will be a need for training of CARE and partner staff in relevant participatory approaches and methodologies.

Participation of women in project activities is very limited with the exception of those activities specifically targeted at women. This partly due to the difficulty of identifying interventions that address women's interests without increasing their burden. In other words the project needs to consider gender from a deeper and more strategic perspective. To achieve this the project has promoted gender awareness which has enabled project staff to hold meetings with women which was not previously possible. However CARE and partner staff could do more to promote participation of women in planning, implementation and monitoring of specific project interventions. More generally,

Recommendation: Further develop the capacity of CARE and government staff in gender-sensitive programming, and assist staff to develop strategies to more effectively address women's interests in natural resource management.

Staff Capacity Building

The project has made a considerable investment in training staff of CARE, EWCO and local government departments, in particular to improve knowledge and skills on integrated conservation and development programming and collaborative management of natural resources. Eight people have attended training courses offered by the CARE/WWF Eastern Africa ICD Training Programme, and a group of six staff went on a study tour to Kenya and Tanzania to look at participatory approaches for protected area planning.

With the relatively low priority given to rangeland management and the resolution of associated conflict in the current project design there has been little investment in building capacity in this area, and this is a gap that needs to be addressed. As well as formal training networking with other pastoralism projects working on similar issues should be a priority. There are several such projects in Ethiopia and Kenya, and further afield in West Africa, and well established networks already exist for sharing of experience.

Recommendation: Build capacity of CARE and partner staff in community-based rangeland management and conflict resolution through training, cross visits and other networking activities.

4.4 Monitoring and Evaluation

As is standard practice in CARE-supported projects, ACDP developed a detailed monitoring and evaluation plan which is summarized in the attached logical framework (annex 1). This plan supercedes that summarised in the original project logframe included in the project proposal. Following development of the plan a baseline survey was designed and implemented to establish the starting point for key indicators. The baseline was complete4d in May 2001.

Normally it is expected that an M&E plan and associated baseline should be completed within 6 months of project start up. Unfortunately there was a significant delay in this case due in part to dependence on consultants and the difficulties in identifying suitable consultants for the purpose, and in part due to confusion created by the introduction of a new CARE M&E system (called MER). This was a very complex system which relied on a sophisticated computer software package that required restructuring of the projects logical framework. Ultimately the system was found to be too complex and rigid, and was eventually abandoned.

The M&E plan that was finally produced is relatively simple and practical, providing a solid basis for assessing project achievement against the activity plan, outputs, intermediate and final goals. The project has an M&E Officer responsible for collecting and analysing the necessary information. At the time of this mid term evaluation fairly comprehensive information was available for activities and outputs. However there was very little "effect-level" information available on achievement of

intermediate goals. Apparently the M&E plan states that such information is only collected for the final evaluation. This is incorrect and suggests project staff do not fully appreciate the value of M&E information for internal use as the basis for adaptive project management. Had the project been monitoring effect-level information some of the problems relating to utilization and maintenance of infrastructure could have been identified and addressed at an earlier stage.

Recommendation: M&E information for intermediate goals should be collected and analysed on an annual basis. This information should be presented along with information on activities and outputs at the project's annual planning meeting, and reported in the project's annual report.

As is often the case with M&E plans there is a strong emphasis on objective data gathering techniques such as surveys and reports submitted by project staff. This leaves little opportunity for community participation in the projects' M&E system and this is clearly a weakness in this case. Greater community participation is needed both in terms of defining the criteria for assessing project performance (i.e. indicators) and in terms of actually making the assessments of project achievement.

Recommendation: Use existing community-level committees as a forum for community assessment of project performance. Encourage communities to propose M&E indicators for assessing achievement of intermediate and final goals. Hold meetings on a regular basis to review project performance, and discuss how interventions might be modified to improve performance.

By ensuring that M&E information is disaggregated by gender wherever possible the project M&E system is an important tool for promoting increased gender awareness, and enabling project strategies to be reviewed from a gender perspective. The project M&E system is already strong in this respect, and this should be further encouraged.

5. Effectiveness

This section of the report deals with the achievement of project outputs, the contribution of these outputs to the achievement of intermediate goals, and the relationship between outputs and intermediate goals.

5.1 Intermediate Goal 1

Efficiency and productivity of the pastoral livestock industry improved in conjunction with using rangeland resources on sustainable basis.

Provision of improved veterinary services

The main activities under this output are construction of health posts, awareness creation and training of communities on animal health, establishment of community animal health committees, training of trainers for staff of agriculture offices at Woreda level and training of paravets drawn from local communities.

In the three years since the beginning of the second phase the project has constructed and equipped five veterinary posts as per the government standard. However hardly any of them are functional due to reasons beyond the control of the project, and in some cases due to delay in the formal hand over to the Woreda-level agriculture offices.

During the field investigation in the area an attempt was made to assess the status of existing vet posts constructed prior to ACDP (e.g. with EU funding). In many case these were found to be less effective in promoting the animal health. Their services are mainly limited to dispensing medicine (when available). It is only in a small minority of cases that their service in diagnosis of disease is utilized as most pastoralists do their own diagnosis, so vet posts are considered simply as a source of drugs. The real value of vet posts is only realised in the times of epidemics when local people are unable to control the situation.

Information collected in the field (mainly on the Afar side) indicates that local people buy antibiotics and drugs for internal parasites and administer them to their herds by themselves with out any prior diagnostic procedure from the posts or clinics. Local sources indicated that 70 to 80 percent of local people treat their animals this way. In one vet post located around Deho village the average number of livestock cases presented to the post per month in the year 2001 was found to be in the range of 30-40. Other constraints on the effectiveness of vet posts are inadequate supply of medicine, and inadequate incentives to motivate the technicians that staff the posts in those harsh environments.

Recommendation: Government should assume their responsibilities to operate the vet posts by supplying drugs and other materials. Mechanisms should also be devised to retain technicians at the post level, as their high turn over is a major constraint to delivering a proper service.

The general conclusion is that the fate of the newly constructed posts by ACDP will be the same; their contribution towards improving the efficiency and productivity to the existing pastoral livestock industry will be very limited.

The project has made a substantial investment in training community members, paravet technicians and government staff in order to provide improved veterinary services. Furthermore a series of training sessions on animal disease prevention were conducted by government staff. However there is no adequate feed back on whether the trainees are practicing their new skills. This is an example of M&E information at the effect (intermediate goal) level which the project should be collecting on a regular basis to assess the effectiveness of these trainings. It was also observed that there is no clear targeting strategy for this training.

A considerable number of paravets have been trained and equipped with the required tool kit. The rationale for the use of paravets is to improve service coverage, both in permanent and seasonal settlements. As paravets belong to the communities their service is expected to be efficient and effective. However field observation indicates that many of the trained paravets are not actually practicing due to shortage of drugs, lack of effective follow up by government officers and lack of adequate incentive.

Recommendation: A more effective screening procedure is required for recruiting paravets, emphasizing those most likely to transfer knowledge. Traditional health practitioners should be involved. Participation of women should also be encouraged for training on animal health issues.

Recommendation: Woreda-level government staff should provide paravets with effective follow-up, support and monitoring.

Finally a general comment on this animal health output. As noted in an earlier section, it seems that the primary constraint on animal production in the project area is now availability of pasture and browse rather than animal disease (aside for disease epidemics). In all areas the link with natural resource management is very weak and in areas of very serious rangeland degradation it is likely that animal health interventions will have no significant impact on animal production and thus the livelihoods of local people. It is even possible that vet posts as currently utilized (i.e. as a source of drugs that are improperly administered) could be having a negative impact.

Recommendation: The project should provide no further support for building and equipping vet posts, training technicians to staff these posts, and support for these technicians. Support for community based animal health service delivery should be limited to a small number of paravets, targeting traditional health practitioners and building on existing traditional knowledge.

Improving access to water for livestock

Water for both human and livestock is a critical need across the entire project area. During the first phase the project constructed water facilities like ponds and boreholes. During the second phase no construction has been done for livestock watering. Activity has been limited to consultation on the issue with local communities, and so there is very little to report under this output.

Consultations with stakeholders confirmed that water supply for animals remains a top priority issue for local communities. Furthermore it is clear that the location of water supplies for animals has a crucial bearing on the way that rangeland pasture resources are management. Water supplies that are well located allow livestock to make more effective use of available pasture. On the other hand poorly located and poorly designed water supplies can have a negative environmental impact.

Several livestock water interventions supported by phase I of the project have provided ineffective, and unsustainable, and clearly the project needs to review this experience carefully before further investment in this intervention.

Water supplies for livestock need greater attention in the remaining two years of the project. Work on this intervention should start with an assessment of the impact of facilities constructed under phase I followed by a participatory process to develop a livestock water strategy that consider needs and options in the context of rangeland management.

Alternative ways of optimizing economic returns from livestock

This output is intended to have a crucial role in enhancing the efficiency and quality of the existing livestock rearing practices of the local communities. The project has already initiated two major interventions on a pilot basis: livestock fattening and milk processing and selling. Both in their nascent stage and it is still premature to draw any conclusions.

For livestock fattening two groups of twelve people have been organized. In one of the fattening scheme members have already brought their animals to the animal shed which was constructed by ACDP. The project has also contributed a lot in terms of start up support, as there is no prior experience by the communities. As indicated by some members, they are now unable to contribute much, except bringing their animals to the common corral, due to the persistent draught that is now affecting their entire livelihood.

Recommendation: Although the current drought makes it difficult measures should be taken to encourage greater ownership of the livestock fattening programme by the participants, and more substantial participation in the various activities, e.g construction, fetching water and feed. Once the facility has been constructed support from the project should be limited to technical advice.

It was observed that there is some enthusiasm on the part of the members to start this new experience. A crude calculation revealed that under normal circumstance (with no drought) an individual could have a net profit of up to 600 *Birr* out of a single bull fattened for three months. The assumption is

that this business will encourage local people to concentrate on quality rather than quantity which in the long term should result in reducing the pressure on rangeland pastures. In this way this intervention is expected to support sustainable natural resource management. However this assumption is far from proven which is why the project has very wisely started on a pilot basis. Some local people interviewed by the evaluation team agreed with the assumption whilst others felt that profits from the enterprise will simply be invested in more cattle. The chances of a positive linkage could be improved if the intervention was introduced to communities within a broader framework of planning for sustainable rangeland management rather than as a stand-alone intervention.

Also there are inevitably concerns over sustainability given the dependence of the programme on external inputs such as hay, and market prices that decline drastically each time there is a drought (due to over-supply). Nevertheless this intervention clearly has potential, particularly if and when the nearby factory for meat export to Saudi Arabia becomes operational.

Recommendation: The pilot livestock fattening scheme needs close monitoring and follow-up, focusing both on the viability of the enterprise and the impact on natural resource management.

Recommendation: Greater effort should be made to learn lessons from the fattening programme being implemented nearby by the local NGO Gudina Tumsa Foundation, and greater involvement of GTF in the project should be considered (both for fattening and rangeland management).

The second main intervention under this output is milk-processing and selling. The project, working in collaboration with the appropriate line office from Awash-Fentalle Woreda, initiated this intervention in September 2002. Although milk processing and selling is the major activity, the association will also involve the women in trading other consumable items in their shop to diversify their business. Progress so far includes the registration of about 50 women as prospective members of the association which has already secured a legal recognition from the region. No practical activity in relation to processing and selling has yet been started.

Apparently the economic return from the sale of milk produced by traditional methods is quite small due to a number of factors. Under normal (i.e. non drought) conditions there is over-supply, and women are often forced to return home with their milk. Furthermore there is an issue of quality - traditional storage techniques give the milk a taste which some buyers do not like. In addressing this problem the proposed association will play a role in assisting the members to store and sell milk in an improved way which ultimately increases income. There are however a number of practical problems that could impede the progress, notably that complete lack of any milk at the present time due to the drought, the lack of business experience of the members, and continued uncertainty over the balance of supply and demand. At this point it is premature to judge the viability of the intervention. However if the problems mentioned above persist, sustainable impact seems unlikely.

Recommendation: Members of the milk processing group need further capacity building and closer follow-up by project and government staff, and there is need for an assessment to review issues of financial viability and sustainability.

Building local government capacity in support of pastoral development

As described in the phase II proposal this output is broadly defined as support for local government partners (training, materials and equipment) and effective coordination of project activities. The activity plan does not make reference to anything specifically relating to the efficiency and productivity of the pastoral livestock industry (IG1). In an earlier section we emphasise the need for a major emphasis on community-based rangeland management, but this probably fits better under the third intermediate goal on effective management of Awash National Park and its surrounding area.

Activities so far implemented under this output include material support in the form of furniture and computers to one or two government offices at Woreda level. Training has also taken place for government staff in dairy and pasture improvement, and drought early warning. The M&E indicator for this output refers to training counterpart staff in modern approaches to pastoral development. It is not clear what is meant by “modern approaches”. In phase I the project promoted several “modern” technical interventions that were expected to improve rangeland management such as reseeding of degraded areas and fenced enclosures but none of these were successful.

Recommendation: There is a need for substantial capacity building for both government and CARE staff in rangeland management with the emphasis on strengthening traditional approaches.

5.2 Intermediate Goal 2

Local Community impact on the natural resources base reduced through economic diversification and improved access to basic needs.

In contrast to the previous intermediate goal where outputs relate directly to livestock management this intermediate goal focuses on interventions that provide alternative sources of livelihood with the very general assumption that these interventions will reduce pressure on the natural resource base. Problems relating to this general assumption have already been discussed in section.

Improving the supply of domestic water supply

The major activity under this output is the development of water points to meet basic needs of the people living in the project area. Under this second phase the project has so far constructed 2 shallow wells (out of a total of 7 planned for this phase), and 7 cisterns (out of a total of 11 planned for this phase) in a range of different locations to the east and south of the park. Community consultations have been organized to discuss the location of the infrastructure and the implementation plan, and training has been conducted for WATSAN committees to raise awareness and provide skills necessary to ensure effective management, maintenance and cost recovery.

The exact number of people benefiting from these developments in water supply is not known – again this is the type of effect level M&E information that the project should be collecting on a regular basis. However it is likely that more than a thousand households have benefited, and these people clearly recognize and appreciate the benefits in terms of easier access to water and reducing water borne diseases, and generally improving their welfare. However a number of constraints have been identified which must be addressed to ensure sustainable use of the existing infrastructure and new infrastructure to be built in the remaining two years of this phase.

Shallow wells are mainly located where the ground water table is high, for example around irrigated farms. The technical feasibility of shallow wells in other parts of the project area is limited. For these other areas boreholes are a government priority, and one borehole was completed in this phase (although planned and funded under the previous phase). Although only 6 months old this borehole had ceased to function and the local community appeared unable to resolve the problem. The reality is that boreholes require substantial technical and financial capacity which is hard to establish and sustain at community level. Also with some cisterns and shallow wells problems have been encountered with weak WATSAN committees unable to regulate use and arrange repairs when needed, and lack of follow-up and monitoring by project and government staff. This raises concerns over sustainability of the water infrastructure supported by the project.

Recommendation: Measures should be taken to strengthen the water user groups/WATSAN committees that are responsible for regulating usage and maintenance of water supplies, and there is need for more effective follow up and monitoring by relevant government staff at Woreda level,

Recommendation: Measures should be taken to enhance the role of women in water user groups/WATSAN committees as women tend to have stronger interests in issues related to water supply.

Recommendation: More emphasis should be placed on sensitization within the community as a whole on issues relating to water supply to create a stronger sense of ownership and commitment to effective management.

Non-environmentally destructive income generating activities

The main intervention under this output is harvesting and processing of palm leaves from a large area of doum palms near Filwoha hot springs, part of which lies within the national park. At least 500 households in the villages around the palm forest rely on palm leaf harvesting as a major source of income (and in the present drought situation the principle of income for some households). The business is controlled by traders based in Addis Ababa who work through their local agents within the local communities. The price paid at the local level is roughly 25% of the street price in Addis. Clearly there is an opportunity to increase the share of benefits going to local people, and this could be further enhanced by local processing (to add value).

For several years the project has been working with a group of 70-80 women who are interested in both harvesting and local processing palm leaves. The group has registered as an association but has not been able to function because of disputes with other users of the resource. Although resource harvesting within the park is technically illegal the park authority has made no attempt to control the situation, and neither has local government intervened. It is clear to all that the resources is being over-exploited and for some time the project has been encouraging local leaders to resolve the prevailing conflict and establish sustainable harvesting levels. No long-term agreement has yet been achieved, but communities have recently agreed to a temporary suspension of harvesting.

Given the importance of this resource to local livelihoods, the serious problem of over-exploitation, and the potential to mobilize support for conservation it is surprising that the project has not given this intervention higher priority. Apparently this was partly due to poor communication within the project between field extension staff and project management who as a consequence did not have accurate information on the scale of the problem and its causes.

Experience from elsewhere highlights the crucial importance of involving all key stakeholders in this process including the traders (or their representatives). It is assumed that a comprehensive stakeholder analysis has already been conducted, but if this is not the case then this needs to be the first stage in the process.

Recommendation: Palm leaf is a critical resource which needs greater attention, leading to development of a comprehensive resource use agreement. Project support needs to address institutional issues relating to the management of the resource as well as technical issues relating to harvesting and monitoring.

Recommendation: In parallel with efforts to broker a solution to the palm harvesting problem the project should support a participatory resource assessment to gain more accurate information on the status of the resource, current harvesting levels, and views on sustainable off-take.

5.3 Intermediate Goal 3

Communities, EWCO and other stakeholders collaborate in effective management of Awash National Park and its surrounding area.

Understanding Ecology and Dynamics of Pastoral Land Use System

The project provided support to an MSc student and a PhD student to conduct research on pastoral land use systems within and around Awash National Park. The MSc thesis provides much useful information on land use systems but is rather academic and weak on the issue of the traditional institutional arrangements which oversee management of rangelands. This is a critical issue which needs further attention as community-based management of the rangelands must build on these traditional arrangements

Recommendation: Further studies are needed of traditional rangeland management systems and in particular the supporting institutional arrangements. These should be applied studies that directly contribute to the goal of establishing community-based management systems.

Assessing the Status of Natural Resources

ACDP has significantly contributed to the information data base for the park both through reviewing existing information and through primary data collection – notably the aerial survey. This information is summarized in a set of well presented reports that have been prepared for the interim planning process.

The stakeholder consultations and community-level PRAs that came at the start of the interim planning process revealed very useful information of the wide range of views on the Awash National Park and how the resources on the park should be managed. No attempt has yet been made to reconcile these very divergent views.

The project proposal plans for the establishment of an ecological monitoring programme. This has been delayed due to the delays in the start of the management planning process.

Awash National Park Management Plan

As noted earlier in this report, a decision was taken to postpone development of a full 5 year management plan to the next phase of the project, and in its place develop a 3 year interim plan which should be completed by June 2003. Some reasons given for adopting this approach:

- a) The institutional framework for a proper participatory planning process is not yet in place. The IP would establish this framework.
- b) Until some basic management and policy issues are dealt with it is better to avoid the process of developing a zoning plan for the park which is likely to prove very contentious. The IP would develop the necessary management systems and policy framework.
- c) Funding constraints and delays resulting from failure of the funding application to GEF.

The idea of developing an interim plan was proposed by the consultant facilitating the process. Although the justification seems sound there appears to be a lack of clear understanding and consensus on this issue amongst the planning team.

Members of the interim planning team are drawn from line departments, EWCO, Awash National Park itself and ACDP. To date two planning workshops have been held with a third planned for mid

December. Once the interim plan is completed in June 2003 implementation is expected to start immediately and continue for three years. The second half of this period will focus on the participatory planning process for development of the full 5 year management plan, assuming that the necessary institutional arrangements, management systems and policies are in place. At present there is no clear vision and plan for the development of the 5 year management plan. It is assumed that this will be discussed over the course of the next 4 months and described in the interim plan document.

The interim planning process assumes that the issue of the status of the park will be dealt with through the process of developing the full five year management plan as an issue of defining different management zones within the national park. The 1993 management plan found that this was not a viable strategy and proposed instead the re-classification of the non-core area as two reserves.

Whether the solution is to reclassify the current park area into two different types of protected area or to retain the concept of the park but with zoning to define different management approaches the crucial point is that authority over the management of the “non-core zone” must be devolved to local communities so that this zone is community managed. By implication if there is to be a management plan for this “non-core zone” it must be produced through a bottom-up community driven process. This may take considerably longer than the development of a plan for the core zone, and this is a case where the process (and associated conflict resolution processes) is as important as the output.

Recommendation: The five year management plan for Awash National Park that will be an output of the interim planning period should focus on the core zone and the park management and community conservation activities that relate to the management of this core zone.

Recommendation: In parallel with development of a management plan for the core zone the project should support a community-driven process to develop a community-based management plan for the non-core zone.

It could be argued that it is still worthwhile to have a management plan for the entire “conservation area”. However in the view the evaluation team this would not be an effective use of project resources as such a plan would have no “institutional home”, and the inevitable tendency for top-down planning could undermine the community-based management approach that should be promoted in the non-core zone and areas outside the current park boundaries.

There are some concerns about the composition of the interim planning team. Firstly the fact that EWCO is represented both by the Manager and the Park Warden that reports to him. Having two levels of management is likely to limit contributions from the lower level. Secondly the fact that the planning team does not include any community members. The reason given for this is that there is currently no proper mechanism for community representatives to be selected, and that at this early stage the key issues to be resolved mainly concern EWCO and local government departments. Local government officials are expected to present community interests and perspectives where necessary. Establishing a proper mechanism for community representation may not have been possible in the time available but local government officials are not an adequate substitute.

Recommendation: Several recognized community leaders should be invited to participate in subsequent meetings of the interim planning forum, with a pre-meeting to get them “up to speed”.

Management Capacity of Awash National Park

As with the development of the management plan capacity building of park management was targeted for GEF funding. When this failed to materialize the project attempted to provide some support from existing NORAD funds. A vehicle was provided for the community conservation section, senior staff

were sponsored for ICD training in Tanzania and a cross visit to Kenya and Tanzania, and local training was organized for scouts. A considerable amount has been achieved given the funding constraints, but more needs to be done in terms of capacity building and capital investment to establishment effective and sustainable park management systems.

Recommendation: Support for Awash National Park should be focused on the core zone and the park management and community conservation activities that relate to management of this zone.

5.4 Intermediate Goal 4

Conservation of the Awash National Park biodiversity and habitats improved with support from local communities

Establishment and Implementation of Community Conservation Programme

Community conservation is a well established concept in a number of countries in eastern Africa. A recent review of community conservation programmes identifies three different approaches according to the level of authority of local communities over management and utilization of the natural resources of the protected area.

- park outreach
- collaborative management
- community-based management

As a minimum community conservation programmes comprise three key types of activity:

- benefit sharing, e.g. access to resources and/or sharing tourism revenues
- establishment of institutional mechanisms for community representatives to participate in management decision-making
- education and awareness raising for schools and/or adult populations

A community conservation (CC) section has been established within Awash National Park comprising a CC Officer and six scouts, but the section is not yet effective. Some key issues:

- It is not clear where the CC section is to operate - around the whole park or just the core zone.
- There is no strategy that defines the work programme of the CC section. The staff have no clear idea of what they are supposed to be doing apart from education (which is probably the least useful of all CC activities at this point in time). Draft job descriptions for CC staff have been developed but have not yet been given to the staff concerned.

Recommendation: Development of a community conservation strategy must be a key issue for the interim plan. This strategy must define the area of operation, the general approach, and specific activities. An incremental strategy is suggested starting with a pilot programme for benefit sharing, which should include cut and carry of grass from parts of the core zone.

- Like other park scouts most of the CC scouts continue to believe that people currently living within the park should be resettled outside the park. This is not an appropriate attitude for CC staff.

Recommendation: Community conservation scouts require a thorough programme of orientation and training, including cross visits to other sites in Ethiopia that illustrate principles and strategies of community conservation e.g within the forest sector.

- CC scouts continue to be involved in regular patrol activities carrying fire-arms which makes it very difficult to establish a separate identity in the eyes of local people.
- Several of the CC scouts do not speak local languages and so have no way of communicating with local communities.

Recommendation: Park management must recruit scouts from the local community. This is an essential element of benefit sharing as well as a necessity for an effective CC programme.

Recommendation: Ensure CC scouts are fluent in the local language of their area of operation.

Community Conservation Committees

In Awash Fantale (ie on the Afar side) the project has initiated the establishment of a community conservation committee. This committee comprises members from villages around the Filwoha springs. The number of committee members per village ranges from 1 to 3 according to the size of the village. The committee has 9 members in total, one of whom represents the committee in the district administration. In effect this is a district level committee representing all villages bordering the park.

According to committee members there has only been one meeting of this committee at which duties of the committee were identified as regulating use of doum palm resources and preventing wildlife poaching. There was very little emphasis on broader issues of collaborative management of rangeland resources. Interviews with local community leaders revealed a lack of clear understanding of the role of the committee.

In parallel with this programme the park's interim planning process is expected to design an institutional framework for promoting community participation in park management. This framework is still under discussion but the first draft included village level committees. This would conflict with the arrangement already established on the Afar side – unless another tier of committees was to be established under the existing committee which does not seem appropriate.

Experience from elsewhere indicates that committees such as this one which are established by projects rarely succeed. Members participate at the beginning in the expectation of benefits but then give up when they see little result or when the project phases out. Another problem is that such committees tend to lack legitimacy as there is no formal link between the community members on the committee and the people they are supposed to represent. In this case however it seems that committee membership was based on representation of the traditional clans in the area which may mean that this common weakness is not a problem in this case.

Recommendation: The interim plan must define a strategy and process for the establishment of an institutional framework for community participation in park management. The strategy must include criteria to define which communities are involved. This framework should also provide for participation of other local stakeholders such as local government and key private sector actors.

Recommendation: Establishment of the complete institutional framework should be delayed until decisions are made on the status of the park outside the core area which has a major influence on the roles and responsibilities of the committees. In the meantime the existing committee on the Afar side should be focused specifically on the management of the doum palm, and the stakeholder forum for the interim plan (+ community leaders) can serve as the broader institutional framework.

It is essential that the committees that make up the institutional framework have their own identity, and that their primary relationship is with the long term stakeholders in natural resource management in the area (ie EWCO and local government) rather than with ACDP. To ensure this is the case CARE staff should maintain a low profile in the establishment of the committees.

5.5 Intermediate Goal #5

National level policy environment for protected area-community cooperation enhanced.

The project proposal indicates that ACDP is expected to take the lead in supporting the development of community conservation policy in Ethiopia. The CARE Ethiopia Country Office was expected to take responsibility for this intermediate goal and take the lead both in national-level advocacy and in facilitating a donor consortium for community conservation in Ethiopia. In the event the Country Office was not able to take on this role, and there has been no significant experience in applying community conservation within the park on which to base policy development. As a result there has been no progress in terms of community conservation policy development. That said, the project has had significant influence on the development of the overall conservation policy framework for EWCO through the Project Coordinator attending policy formulation meetings.

Recommendation: Assuming that CARE Ethiopia CO remains unable to take the lead on this intermediate goal then this responsibility must be taken up by the Project Coordinator and Technical advisor and provision must be made for this activity in their work-plans.

One other significant achievement is that the project has helped to improve general understanding of community conservation principles and practice through sponsoring training and a cross visit to Kenya and Tanzania, which provides a good foundation for work on policy.

Experience from other countries in eastern Africa suggest that community conservation policy is best developed based on experience derived from pilot initiatives and this is the strategy proposed in this case (rather than starting with comprehensive policy). As proposed in section 4, development of the community conservation programme in Awash National Park should be incremental, starting with controlled access to specific park resources and participation of local communities in management decision-making through an appropriate institutional framework.

Recommendation: The project and EWCO should promote an incremental approach to development of national community conservation policy rather than waiting to develop a single comprehensive policy document. Policy should be informed by experience which means that EWCO must be willing to approve pilot initiatives prior to approval of the formal policy.

This intermediate goal is currently framed purely in terms of developing community conservation policy in relation to a national park. Assuming that agreement is reached to change the conservation status of that part of the park that lies outside the core zone to IUCN category V and make this a community-managed area, then the project could also have a major influence over the development of policy on community-based management within protected areas in Ethiopia.

Recommendation: The project should establish a new output under the policy component on development of national and regional policy for community-based natural resource management within protected areas in partnership with EWCO, EPA and regional governments.

6. Impact

This section of the report considers achievement against the project's final goal and the programme goal, looking both at the 3 years of this phase of the project and the complete eight year programme.

<i>Programme Goal</i>	<i>Household livelihood security of pastoralist communities living in and around Awash National Park improved, while conserving the park's unique and significant biodiversity and habitats</i>
<i>Project Final Goal</i>	<i>Sustainable natural resource use and management in and around Awash NP, with local community participation and benefits accruing to the communities.</i>

The infrastructure developments of the current phase and of the previous phase have clearly had a positive impact on the livelihoods of several thousand households through improved access to clean water, health and education facilities. This has built trust with local communities that provides the foundation for work on natural resource management but to date little has been achieved in terms of natural resource management. The rangelands continue to degrade in and around Awash National Park and there is no evidence to suggest that communities within the project areas are less affected than communities outside. As a result of natural resource degradation loss of biodiversity continues.

Rangeland degradation undermines the principle livelihood strategy of the pastoral communities that the project seeks to support. These communities consider access to water and pasture as the two more critical factors determining livelihood security in this area. The improvements in water supplies do not offset the continued loss of pasture and the resulting decline in animal production. Although there is a lack of specific data it seems likely that there has been an overall decline in livelihood security in the area over the last eight years even without the effects of the current drought which mirrors national trends. Local communities appreciate the improvement in water supplies but feel the project has failed them in terms of rangeland management, and more specifically in terms of rights to their traditional grazing lands which lie within the national park.

However we have to recognize that this is an extremely difficult situation with the breakdown of traditional rangeland management systems (already challenging issue) compounded by loss of access to traditional grazing and water sources due to growth in state farms, and on top of all this very serious ethnic conflict. The current phase of the project has done much to rebuild the credibility of the programme and relationships with key partners that were eroded by the inappropriate strategies and poor management of the first phase.

There was never any possibility of ACDP phase II achieving its final goal of sustainable natural resource management within the project life-time but the project has built a solid foundation to achieve this goal in the longer term provided EWCO, CARE and local governments make necessary changes in the status of the national park, park management approaches, programme management approaches, and project implementation strategies, many of which are suggested in this report.

Recommendation: IF EWCO and CARE Ethiopia accept the recommendations of this evaluation and embrace the suggested changes in the status of the national park, management approaches, and project strategies then CARE Norway should consider supporting a further phase of the project of at least four years. Otherwise the project should begin a process of winding down towards a final close no later than December 2004.

In terms of impact it should be noted that the project could have a substantial impact at national level through leading the development of new participatory approaches to protected area management in Ethiopia. The case for further investment in this project is not that strong considering purely the project level impact, but the potential impact at national level greatly strengthens the justification.

7. Sustainability

There are some serious concerns relating to sustainability of project outputs and achievement in relation to the five intermediate goals. Almost all of these issues have already been raised in previous sections of this report and so what follows in this section is purely a summary of the most significant concerns in relation to sustainability:

- Cost-recovery mechanisms to support maintenance of water supply interventions are in some cases failing to generate adequate funds.
- The viability of income generating activities (e.g. cattle fattening and milk processing) is uncertain because of the high variability in market conditions
- Because of poor community participation in the planning of some interventions (notably infrastructure) there is a low level of ownership and thus commitment to sustain these interventions.
- Technologies and extension approaches for animal health based on vet posts do not appear very appropriate to the lifestyle of local people, and local government does not have adequate financial resources to maintain these facilities to the required standard.
- If the community conservation section of the park is to be sustained as more than a traditional park outreach programme it has to be able to offer local communities tangible benefits. The new EWCO policy supports benefit-sharing in principle but the principle form of benefit sharing that is of interest to local people, access to park resources, is prohibited within national parks, and it is not clear how or when this policy may be changed.
- Community conservation committees are likely to collapse as they are seen to be a creation of the project, and because of the balance of benefits versus costs (responsibilities and time for meetings) is not sufficiently attractive to individual members and the communities they represent.
- From an environmental perspective it is likely that degradation of the rangelands outside the core area will continue until genuine community-based management systems are established. In the view of this evaluation community-based management systems are not viable so long as EWCO continues to claim this area as a national park, and the project continues to support this claim.

8. Conclusions

This is a very challenging project, which seeks to address root causes of declining livelihood security in the Awash valley. Unlike many situations where ICD projects are implemented, conflict between national and international conservation interests and the interests of local people is not considered a major issue. Communities appear to support the need to conserve the core zone and Filwoha springs where wildlife populations are concentrated. In the remaining 70% of the park which is inhabited and utilised by local people there is no significant wildlife remaining, and it seems likely that wildlife populations would actually recover if communities were given secure rights to manage this area. There are currently few examples in Africa of community-managed protected areas, but the concept is common in developed countries, and IUCN is now strongly promoting this approach in the developing world. This presents EWCO with an opportunity to be seen to be at the forefront of conservation in Africa.

The second phase of the Awash Conservation and Development Project, which is the subject of this mid term evaluation, started in January 2000. As with phase I, there has been major investment in development infrastructure (notably water supplies) which has clearly had a positive impact on local livelihoods and created goodwill and trust within communities that has facilitated dialogue on natural resource management. Another key achievement of the second phase has been the programme of support for Awash National Park, in particular the gathering of information and the planning process that is currently underway, and the positive effect this has had on the relationship with EWCO.

However the project has failed to get to grips with the problem of rangeland degradation which is as important as water for the livelihood security of pastoralist communities. Realistically it is not possible to return to the situation of earlier days when the rangelands of the Awash Valley provided for all needs. So in parallel with water supply and rangeland management initiatives the project must promote diversification of livelihood strategies in a manner that supports sustainable natural resource management. This has started with some positive results but the range and scale of activity is small in relation to the scale of the problem.

Despite significant development impact, little progress has been made with respect to the final goal of sustainable natural resource management. There are many constraints. Some of these, such as the inter-tribal conflict, lie outside the control of the project partners, but two critical constraints are apparent which could have been addressed by the project and must now be addressed if the project is to achieve its goal. The first relates to policy. It is the view of this evaluation that community-based management is the only viable management strategy outside the core zone. However this is only possible if management authority for the area is granted to local people and this is not possible within a national park in Ethiopia under current policy. This was recognized as long ago as 1993 when the solution proposed was to regazette the area of park outside the core zone as two reserves under the regional governments which could then approve devolution of management authority to local communities. On paper this would imply a loss of authority for EWCO, but the reality is different as EWCO currently has no authority over the area in question. Furthermore, unless radical steps are taken there is no future for even the core zone of the park that EWCO does currently control.

The project has taken no clear position on this issue, but is seen by communities to be supporting retention of the existing park status and boundaries. We believe that such an approach is doomed to failure in terms of sustainable natural resource management and conservation. Furthermore such an approach is untenable for an NGO such as CARE that seeks to promote the rights of poor and marginalized communities. The paradox of this situation is that everyone interviewed by the evaluation team appeared to agree with this analysis (at least from a personal perspective). Thus the issue seems more political than technical, and in this respect it is crucial to emphasise the positive dimension. This is a real opportunity to apply the very strong environmental policy of the Ethiopian Government, and in so doing demonstrate a real win-win situation for conservation and development.

The second critical constraint has been the lack of effective support from the CARE Country Office which was expected to provide strong management support, comprehensive technical support through the recruitment of a technical advisor, and to take the lead in implementing the policy component of the project. None of this was done and the project has been left struggling with a lack of consistent and effective support and weak management systems, aggravated by excessive top-down bureaucracy. Although aware of this problem the Programme Department of the Country Office does not seem to have the capacity in terms of staff time or expertise to provide the necessary support. It is for this reason that we propose a full time technical advisor plus greater devolution of authority to the Project Coordinator, which together could relieve the Country Office of most of this responsibility.

The project started in the mid 90's with a very strong situation analysis and design, then lost its direction in the late '90s, but has now regained this lost ground and built solid relationships with key partners, notably EWCO, that provide the foundation for real progress in relation to natural resource management. If the two major constraints outlined above can be addressed within the remaining two years of this phase of the project then there is a strong case to consider funding a third phase of the project. However CARE Ethiopia, CARE Norway and NORAD must bear in mind that the case for further investment will be based partly on impact at the national level through informing national policy development as on impact in the Awash Valley, and therefore the capacity of the project to operate at a national level is key to the justification of the project.

9. Key Recommendations

1. A project redesign exercise is needed to adjust the project design to take account of the findings of this evaluation, and lessons learnt over the previous three years. This process should involve all implementation partners and focus on the development of common understanding and shared vision as well as revising goals, outputs and activities.
2. Achievement of the projects final goal depends on redefining the status of the area of the park currently inhabited by local communities in a way that empowers communities to take full responsibility for the management of this area, and enables park management to focus its efforts on the core zone. Dialogue with local stakeholders on this issue should be started immediately, and there should be agreement, at least in principle, by December 2004.
3. The revised project design must give much higher priority to rangeland management, developing an approach for community-based management that builds on traditional management systems in the area and more general experience in the management of common property resources from Ethiopia and elsewhere in Africa.
4. Assumptions regarding the link between livelihood interventions and range-land management should be framed for each specific intervention. Information must be gathered to assess the validity of these assumptions, and strategies should be reviewed on a regular basis to ensure that the C-D linkage is effective, or drop the intervention if this proves not to be the case.
5. Project interventions designed to generate income must place greater emphasis on marketing, for example by assisting groups gain better access to market information
6. Revisions to CARE Ethiopia's procurement procedures should devolve greater authority to the project level, define acceptable standards for turn-around time on procurement requests, and promote more effective liaison with project staff and partners to ensure that items procured match the specification outlined in the request.
7. The Project Coordination Committee should be re-established and should meet on a quarterly basis. The committee should comprise the Warden of Awash National Park plus representatives of each local government department at Woreda level that has a substantial role in the implementation of project activities
8. A Project Supervisory Committee should be established and meet once a year to consider progress, identify and address constraints to progress, and approve annual work plans and budgets. Membership should include a senior representative from each of the four principle partners (EWCO, the two regions and CARE), plus other key stakeholders at the Addis Ababa level, e.g. EWCOs line ministry, EPA. To ensure consistency membership should be by name.
9. Reinstate the position of technical advisor that was provided for in the phase II proposal, emphasizing expertise in pastoralism and rangeland management with knowledge and experience of the Ethiopian context. Expertise in community conservation (CC) would also be desirable which could enable the advisor to provide some CC support for EWCO headquarters.
10. In the event that the Project Technical advisor does not have relevant expertise in community conservation (CC), ACDP and EWCO should establish a partnership with a conservation NGO that has strong CC expertise , for example the African Wildlife Foundation, to support the development of CC programmes at both the park and EWCO headquarters.
11. CARE staff should meet on a monthly basis to review progress against work-plans and coordinate activities for the next month.
12. CARE staff, government partners, and participating communities should review the success of project strategies on an annual basis, and be empowered to propose necessary changes (for approval by the Project Supervisory Committee).
13. Increase community participation in planning, selection of sites for infrastructure development, implementation and monitoring. To achieve this there will be a need for training of CARE and partner staff in relevant participatory approaches and methodologies.

14. Further develop the capacity of CARE and government staff in gender-sensitive programming, and assist staff to develop strategies to more effectively address womens' interests in natural resource management.
15. Build capacity of CARE and partner staff in community-based rangeland management and conflict resolution through training, cross visits and other networking activities
16. M&E information for intermediate goals should be collected and analysed on an annual basis. This information should be presented along with information on activities and outputs at the project's annual planning meeting, and reported in the project's annual report.
17. Use existing community-level committees as a forum for community assessment of project performance. Encourage communities to propose M&E indicators for assessing achievement of intermediate and final goals. Hold meetings on a regular basis to review project performance, and discuss how interventions might be modified to improve performance
18. Government should assume their responsibilities to operate the vet posts by supplying drugs and other materials. Mechanisms should also be devised to retain technicians at the post level, as their high turn over is a major constraint to delivering a proper service.
19. A more effective screening procedure is required for recruiting paravets, emphasizing those most likely to transfer knowledge. Traditional health practitioners should be involved. Participation of women should also be encouraged for training on animal health issues.
20. Woreda-level government staff should provide paravets with effective follow-up, support and monitoring.
21. The project should provide no further support for building and equipping vet posts, training technicians to staff these posts, and support for these technicians. Support for community based animal health service delivery should be limited to a small number of paravets, targeting traditional health practitioners and building on existing traditional knowledge
22. Water supplies for livestock need greater attention in the remaining two years of the project. Work on this intervention should start with an assessment of the impact of facilities constructed under phase I followed by a participatory process to develop a livestock water strategy that consider needs and options in the context of rangeland management.
23. Although the current drought makes it difficult measures should be taken to encourage greater ownership of the livestock fattening programme by the participants, and more substantial participation in the various activities, e.g construction, fetching water and feed. Once the facility has been constructed support from the project should be limited to technical advice
24. The pilot livestock fattening scheme needs close monitoring and follow-up, focusing both on the viability of the enterprise and the impact on natural resource management.
25. Greater effort should be made to learn lessons from the fattening programme being implemented nearby by the local NGO Gudina Tumsa Foundation, and greater involvement of GTF in the project should be considered (both for fattening and rangeland management).
26. Members of the milk processing group need further capacity building and closer follow-up by project and government staff, and there is need for an assessment to review issues of financial viability and sustainability.
27. There is a need for substantial capacity building for both government and CARE staff in rangeland management with the emphasis on strengthening traditional approaches
28. Measures should be taken to strengthen the water user groups/WATSAN committees that are responsible for regulating usage and maintenance of water supplies, and there is need for more effective follow up and monitoring by relevant government staff at Woreda level and strengthening of these government departments to ensure they can fulfill their duties.
29. Measures should be taken to enhance the role of women in water user groups/ WATSAN committees as women tend to have stronger interests in issues related to water supply.
30. More emphasis should be placed on sensitization within the community as a whole on issues relating to water supply to create a stronger sense of ownership and commitment to effective management.

31. Palm leaf is a critical resource which needs greater attention, leading to development of a comprehensive resource use agreement. Project support needs to address institutional issues relating to the management of the resource as well as technical issues relating to harvesting and monitoring.
32. In parallel with efforts to broker a solution to the palm harvesting problem the project should support a participatory resource assessment to gain more accurate information on the status of the resource, current harvesting levels, and views on sustainable off-take.
33. Further studies are needed of traditional rangeland management systems and in particular the supporting institutional arrangements. These should be applied studies that directly contribute to the goal of establishing community-based management systems.
34. The five year management plan for Awash National Park that will be an output of the interim planning period should focus on the core zone and the park management and community conservation activities that relate to the management of this core zone.
35. In parallel with development of a management plan for the core zone the project should support a community-driven process to develop a community-based management plan for the non-core zone
36. Several recognized community leaders should be invited to participate in subsequent meetings of the interim planning forum, with a pre-meeting to get them "up to speed".
37. Support for Awash National Park should be focused on the core zone and the park management and community conservation activities that relate to management of this zone.
38. Development of a community conservation strategy must be a key issue for the interim plan. This strategy must define the area of operation, the general approach, and specific activities. An incremental strategy is suggested starting with a pilot programme for benefit sharing, which should include cut and carry of grass from parts of the core zone.
39. Community conservation scouts require a thorough programme of orientation and training, including cross visits to other sites in Ethiopia that illustrate principles and strategies of community conservation e.g within the forest sector.
40. Park management must recruit scouts from the local community. This is an essential element of benefit sharing as well as a necessity for an effective CC programme.
41. Ensure CC scouts are fluent in the local language of their area of operation
42. The interim plan must define a strategy and process for the establishment of an institutional framework for community participation in park management. The strategy must include criteria to define which communities are involved. This framework should also provide for participation of other local stakeholders such as local government and key private sector actors
43. Establishment of the complete institutional framework should be delayed until decisions are made on the status of the park outside the core area which has a major influence on the roles and responsibilities of the committees. In the meantime the existing committee on the Afar side should be focused specifically on the management of the doum palm, and the stakeholder forum for the interim plan (+ community leaders) can serve as the broader institutional framework
44. Assuming that CARE Ethiopia CO remains unable to take the lead on this intermediate goal then this responsibility must be taken up by the Project Coordinator and Technical advisor and provision must be made for this activity in their work-plans
45. The project and EWCO should promote an incremental approach to development of national community conservation policy rather than waiting to develop a single comprehensive policy document. Policy should be informed by experience which means that EWCO must be willing to approve pilot initiatives prior to approval of the formal policy
46. The project should establish a new output under the policy component on development of national and regional policy for community-based natural resource management within protected areas in partnership with EWCO, EPA and regional governments.
47. If EWCO and CARE Ethiopia accept the recommendations of this evaluation and embrace the suggested changes in the status of the national park, management approaches, and project strategies then CARE Norway should consider supporting a further phase of the project of at least four years. Otherwise the project should begin a process of winding down towards a final close no later than December 2004.

Annex 1: Phase II Logical Framework

OBJECTIVES	INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS
<p>Programme Goal</p> <ul style="list-style-type: none"> Household livelihood security of pastoralist communities living in and around Awash National Park improved, while conserving the park's unique and significant biodiversity and habitats 			
<p>Project Final Goal</p> <ul style="list-style-type: none"> Sustainable natural resource use and management in and around Awash NP, with local community participation and benefits accruing to the communities. 	<ol style="list-style-type: none"> Local Community access to and management of key resources (rangeland and water) improved by the EOP Increased populations of key indicator species e.g. Oryx, Sommerings Gazelle, Palatable Grasses A functional forum of local community institutions actively participating in NRM Households involved in project interventions perceive themselves as having livelihood 	<p>Case Studies and HH PRA Interviews</p> <p>Ecological Monitoring Records</p> <p>Project Documents</p> <p>Case Studies and HH PRA Interviews</p>	<p>Long term reliable Donor commitment</p> <p>Long term commitment from all stakeholders</p>
<p>Intermediate Goals</p> <ol style="list-style-type: none"> Efficiency and productivity of the pastoral livestock industry improved in conjunction with using rangeland resources on a sustainable basis 	<ol style="list-style-type: none"> 20% target HH make use of project supplied veterinary services by EOP Incidence of incorrect use of antibiotics is reduced by 40% by EOP 15% HH have improved access to water for their livestock by EOP 40% target HH are engaged in pilot livestock fattening initiatives by the EOP 	<p>Baseline and End-line surveys</p> <p>Baseline and End-line surveys</p> <p>Baseline and End-line surveys</p> <p>Project Records</p>	<p>Government focus on and support for pastoral areas improves.</p>

OBJECTIVES	INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS
2. Local community impact on the natural resource base reduced through economic diversification and improved access to basic needs	<p>1. Increased income of 10% of the HH involved in Project income generating schemes by EOP</p> <p>2. 20% HH have improved access to water for domestic use by EOP</p>	<p>Case Studies and HH PRA Interviews</p> <p>Project Records</p> <p>End-line survey</p>	Improved livelihood security will result in less pressure on the natural resource base.
3. Communities, EWCO and other stakeholders collaborate in effective management of the ANP and its surrounding area	<p>1. 75% local institutions (Environment committees and kabales) and stakeholders become involved in co-management ANP and its surrounding areas as outlined in the management plan</p> <p>2. 30% of local communities respect and practice collaborative management within their resource areas according to the guidelines set out by the management plan</p> <p>3. Incidence of encroachment into the core area of the park reduced by 50% by the EOP</p>	<p>Management committee minutes and reports</p> <p>Project Document</p> <p>ANP Records</p>	<p>Linkage between EWCO/ ANP and other stakeholders is maintained</p> <p>Appropriate interventions identified irrespective of changes to the dynamics of pastoral land use systems</p>
4. Conservation of the Awash National Park biodiversity and habitats improved with the support of local communities	<p>1. Illegal or damaging use of park natural resources reported by communities increases per year</p> <p>2. 50% of the community have a positive attitude to the park by the EOP</p> <p>3. Incidence of shooting in core area reduced by 90% by EOP</p>	<p>ANP Records</p> <p>Baseline and End-line surveys</p> <p>ANP Records and Project Documents</p>	
5. National-level policy environment for protected area-community cooperation enhanced	<p>1. Community Conservation Programme institutionalised within EWCO by the EOP</p> <p>2. Working document outlining CC strategy and policy for EWCO in place by</p>	<p>EWCO Records</p> <p>Strategy document</p>	<p>The Government will define a mechanism for community participation in NRM and benefit sharing</p> <p>Care Ethiopia will play an</p>

OBJECTIVES	INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS
	EOP		advocacy role to expedite community participation in NRM and benefit sharing
Outputs			
1.1 Provision of improved veterinary services	1. Five Community Trainings held per year 2. 20 paravets trained by EOP 3. Five Vet posts built and equipped by EOP	Training records Training records Project Records	There will not be a major disease outbreak Government will provide complementary technical support
1.2 Access to water improved	1. Four Community Trainings on Water Management per year 2. Four new livestock water points provided by EOP	Training records Project records	Communal water sources will be managed positive attitude towards the management of communal water points
1.3 Alternative ways of optimising economic returns from livestock investigated and tested	1. Existence of report on optimal economic returns from livestock by end 2001	Report	Pastoralists will actively participate in improving the efficiency of the local livestock industry
	2. Two alternative ways of optimising livestock returns piloted by EOP	Project records	Improved access to markets and favourable terms of trade
1.4 Local government capacity in support of pastoral development strengthened	1. 50 Counterpart staff trained in modern approaches to pastoral development by 2004	Training Records	
2.1 Supply of potable water improved	1. 30 new functional water sources existing by EOP 2. 150 members of local communities trained in water site management and/ or maintenance of structures by EOP	Project Reports Training records	

OBJECTIVES	INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS
2.2 Non-environmentally destructive Income generating activities designed and launched	<p>1. Palm leaf processing training given for 2 women's groups by July 2001</p> <p>2. Community artefacts shop established by June 2002</p>	<p>Training records</p> <p>Project Reports</p>	Improved and reliable access to credit, markets and adequate returns from business ventures to support economic diversification
<p>3.1 Ecology and dynamics of pastoral land use systems known and understood</p> <p>3.2 Status of the Natural Resources of the ANP assessed</p>	<p>1. A completed study document produced and disseminated by end of year 2002</p> <p>1. Wet and dry season aerial survey conducted each year</p> <p>2. Ecological monitoring programme established by 2002 with key assessments carried out)</p>	<p>Report</p> <p>Aerial Survey Report</p> <p>Ecological monitoring records</p>	Appropriate technical support and finances will be available.
<p>3.3 Awash Natural Resources Management Plan developed with full participation of local community and other stakeholders</p> <p>3.4 Awash Natural Resources Management Plan implemented</p>	<p>1. Existence of new ANP Management Plan by end of 2003</p> <p>2. Number of communities and stakeholder groups represented and participating in development of the plan</p> <p>1. 10 1-day community trainings to disseminate information on the management plan by mid 2004</p> <p>2. 2 pilot CBNRM activities (e.g. grass cutting scheme) implemented by EOP</p> <p>3. Key tourist facilities e.g. campsites as specified by management plan rehabilitated by EOP</p> <p>4. New Museum established in 2003</p>	<p>Park plan</p> <p>Minutes of planning meetings</p> <p>Training records</p> <p>Project documents</p> <p>Project documents</p> <p>Project documents</p>	<p>A forum/mechanism for coordinating the collaborative efforts of all stakeholders remains in place</p> <p>Government and Counterparts support the strengthening of local institutions and the active participation of pastoralists</p> <p>Trained staff will remain in ANP</p>
3.5 Management capacity and financial viability of ANP strengthened	1. 90% ANP staff trained in appropriate administration and technical skills, as determined by Management plan, by EOP	Training records	

OBJECTIVES	INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS
	2. Feasibility study for ecotourism development carried out by 2002	Study Report	
4.1 Pilot ANP Community Conservation Programme established	1. Recruitment of a CCW and 4 CC scouts early 2001 2. A vehicle procured by the end of 2000 3. Field equipment (5 tents, 5 mattresses and 5 binoculars) and training equipment (1 projector, 1 audiovisual) procured by March 2001 4. CCW and scouts basic training by March 2001	Project Records Procurement Records Procurement Records Training records	EWCO will appoint the CCW and the CC Scouts
4.2 Pilot ANP Community Conservation Programme implemented	1. Training of 35 Park staff and 40 community representatives by June 2001 2. Community Conservation Training Centre established by Feb 2003 3. Functioning outreach programme in place by 2003	Training records Project records Project records	Trust can be established between the communities and the ANP
5.1 ACDP contributes to the development of a National policy framework to support community conservation	1. Development of Community Conservation Strategy for ANP and EWCO by EOP 2. Number of workshops and seminars conducted with officials to discuss CC policy issues per year	Project records Project records	
5.2 ACDP recognised as a pilot programme for testing community conservation and participatory park planning methods/ policies at both national and regional levels	1. Memorandum of Understanding between CARE and EWCO in place and signed by 2002 2. No of occasions ACDP is used as a “resource” or “example” project by EWCO, other National Bodies and Regions per year	Project records Project records	Relevance of participation of communities and stakeholders in the policy development process at national and regional levels is recognised

Annex 2: Terms of Reference

THE PROJECT

The CARE Awash Conservation and Development Project (ACDP) is working with Karayu, Itu and Afar pastoral communities living in and around the Awash National Park (ANP). The project is supported with funding provided by CARE Norway under a framework agreement with NORAD. The main focus of the project is to implement an integrated community based development and conservation program. To achieve this dual objective, the project has planned its interventions over a long-range perspective of at least 10 years dividing it into phases. The pilot phase of the project covered the period January 1995 to June 1996. During this phase the project has implemented the planning, start up and research activities that paved the way for the following implementation phases. The first phase was implemented from July 1996 to December 1999. In January 2000, CARE launched a second phase of the project, ACDP II, designed to build on the successes of the first phase and to use the lessons learned to achieve a more balanced and integrated conservation and development objective. The ACDP II log-frame entailed a significant expansion in project activities, as well as a new emphasis on natural resources management and conservation issues that had not been a strong feature of the first phase.

ACDP II has the following goals, intermediate objectives (IOs) and expected outputs under each IO:

Programme Goal: *Household livelihood security of pastoralist communities living in and around Awash National Park improved, while conserving the park's unique and significant biodiversity and habitats*

Project Final Goal: Sustainable natural resource use and management in and around Awash NP, with local community participation and benefits accruing to the communities

IO 1. Efficiency and productivity of the pastoral livestock industry improved in conjunction with using rangeland resources on a sustainable basis through the following supportive objectives:

- Community based veterinary services
- Improved access to livestock water
- Alternative livestock productivity improvement initiatives
- LD capacity development in support of pastoral development

IO 2. Local community impact on the natural resource base reduced through economic diversification and improved access to basic needs including:

- Improved access to potable water
- Promote alternative non environmentally destructive income generating activities

IO 3. Communities and other stakeholders collaborate in effective management of ANP and its surrounding areas. Supportive objectives include the following:

- Ecology and dynamics of pastoral land use systems known and understood
- Status of the Natural Resources of the ANP assessed
- Awash Natural Resources Management Plan developed with full participation of local community and other stakeholders
- Awash Natural Resources Management Plan implemented
- Management capacity and financial viability of ANP strengthened

IO 4. Conservation of the Awash National Park biodiversity and habitats improved with the support of local communities. Supportive objectives include the following:

- Pilot ANP Community Conservation Program established
- Pilot ANP Community Conservation Program implemented

IO 5. National level policy environment for protected area-community cooperation is enhanced. Supportive objectives include the following:

- ACDP contributes to the development of a National policy framework to support community conservation
- ACDP recognized as a pilot program for testing community conservation and participatory park planning methods/ policies at both national and regional levels

OBJECTIVES OF THE MID-TERM REVIEW

The overall objective of the mid-term review is to assess the progress of the project so far, vis-à-vis its intended objectives, identify major lessons, constraints and opportunities, and review the appropriateness of project's logframe and provide appropriate recommendations.

The specific objectives of the mid-term review are to:

1. Assess the project activity accomplishment to date against plans.
2. Identify the level of compliance of the project achievements in view of its anticipated objectives.
3. Assess the relevance of project strategies and impact (both positive and negative) of project interventions on the natural resources and tradition of local communities.
4. Identify the core problems, constraints and opportunities encountered during the last two and half years and their main causes.
5. Review and refine the project logframe in light of the project achievement of the first two and half years of implementation, prevailing operating/funding conditions, project's monitoring and evaluation plan.
(Dropped after further discussions)
6. Assess the different government counterpart capacities, which influence the project's performance and the sustainability of project initiatives. (Capacities of counterparts to take over project activities)
7. Identify and document the lessons learned of the project and prepare a follow-up action plan to implement the recommendations from the mid-term review.
(Agreed to substitute: Identify key lessons learnt and make recommendations for future directions.)
8. Should the project phases out at the end of the current phase, December 2004, recommend possible exit strategy

METHODOLOGY OF THE EVALUATION

The Program Director will oversee the review process, which will be led by two external consultants and with the participation of stakeholders, project staff, park and government counterparts. The representatives of DPPB/D of both regions will also take part in the review. Other relevant LDs (MOA, WME and Woreda Council) of both regions will also participate. The overall coordination of the evaluation process at the project level will be the responsibility of the PC and APC. Other project staff, community representatives will participate in the data collection and preliminary data analysis.

The review process will follow participatory approaches. The team is expected to use various data collection techniques (both quantitative and qualitative) such as focus group discussion, key informant interviews, household individual interviews, discussion with local counterparts, project site visits and assessment and document reviews (Project document, PIR, baseline surveys etc.) The tools for review

process will be developed with full participation of the team members. Debriefing workshops will be held at the field level and at the Country Office.

RESPONSIBILITIES OF THE EXTERNAL CONSULTANTS

The external consultants will lead field level review process. At least one of the consultants will be an experienced Natural Resources Management Expert, with extensive experience in integrated conservation and development projects (ICDP) and institutional strengthening, preferable with experience from East and/or other African region.

Resource persons from CARE Addis and the project management team will support the external consultants. The resource persons as internal team members will provide the information required by the mid-term review external consultants and assist as required in field work, discussions etc. The external consultants will have the final say regarding conclusions and recommendations as a result of the mid-term review and will be responsible for debriefing the project staff at field level and senior management at CARE Addis.

The project staff as internal team members will help the external consultants developing linkages with the community members and government counterparts. The external consultants will be overall responsible for ensuring that all points of this TOR are being addressed at a satisfactory level. Upon completion of the draft report and discussion thereof, the external consultants will be responsible for incorporating the comments/suggestions and editing of the report and will produce the final report, which should be a coherent product to fulfil the needs of the key stakeholders and the donors.

More specifically the external consultants and the team members will be responsible for the following sequence of tasks:

- (1) Develop the mid-term review design and working strategy in Awash. This includes detailed review of the TOR, identification of the most appropriate data collection and analysis tools, outline for the mid-term review report, field schedule and process.
- (2) Review all necessary project documents, including the original project proposal, project implementation reports, base line studies, budget utilization reports, technical, administrative and financial manuals and strategies.
- (3) Undertake an initial briefing and a debriefing of project staff before and after the mid-term review. The purpose of these briefings is to obtain staff inputs to mid-term review.
- (4) Interview relevant LD officials in Zonal, Woreda and local level authorities, including ANP staff. Interview project and CARE Addis staff.
- (5) Conduct field visits to a representative number of communities.
- (6) Conduct a debriefing workshop for EWCO and CARE Addis.
- (7) Finalize the mid-term review report that includes recommendations and action plan, including the revision of the logframe if necessary.

OUTPUT OF THE MID-TERM REVIEW

The external consultants will first produce a draft report by October 25 and collect feedback on the 28th. All valid comments provided through the feedback will be incorporated in the final report of the mid-term review and the Logical Framework of the project will be revised in this light if necessary.

The final report of the mid-term review will be submitted to CARE for its approval by 1st November. The TOR, mid-term review plan, questionnaire and check-list, workshop agenda and schedules and other relevant information should be appended as annex. The language of the report will be in English. The report should not normally exceed 40 pages, including a summary of no more than 4 pages, the annexes and a shorter, separate summary of 1 page to facilitate wider dissemination.

Annex 3: Evaluation Schedule

Friday Nov 22 nd	Background reading
Saturday Nov 23 rd	Travel to Awash, meeting with project staff
Sunday Nov 24 th	Background reading, development of evaluation methodology
Monday Nov 25 th	Field visits to Turo, Gelcha, Golbo Discussion with staff of Awash NP
Tuesday Nov 26 th	Field visit to Dehoa, Filwoha, Sabure, Debete, Sogido
Wednesday Nov 27 th	Field visit to Dubdub, and milk processing group
Thursday Nov 28 th	Meeting at Afar Zone 3 HQ Meeting at Awash Fantale Woreda Travel to Addis
Friday Nov 29 th	Meeting with EWCO Director Travel to Metahara Meeting with Fantale Woreda
Saturday Nov 30 th	Meeting with community leaders from Fantale Woreda Discussion with project staff
Sunday Dec 1 st	Meeting with community leaders from Awash Fantale Woreda Evaluation Team meeting
Monday Dec 2 nd	Presentation of findings to CARE and partners staff at project level Travel to Addis
Tuesday Dec 3 rd	Meeting with CARE Country Director Evaluation team meeting Presentation of findings to key stakeholders at Addis level

Annex 4: People Consulted for the Evaluation

Roba Harenko, Chairman of the newly established fattening scheme at Turro village
 Admasu Shiferaw , Assistant veterinarian, Fentale Wereda Agriculture office
 Alemu Derebe, Animal Production expert, ,, ,, ,,
 Haji Boru Rukessa, Member of the newly established fattening scheme at Gelcha village
 Musa Ahemed, head Awash Fentale Wereda Economic and Social Devt. Office
 Abera Dinku, Forage expert at Awash Fenatle wereda Economic and Social Devt. Office
 Negusse Zerfu, Animal health expert at Awash Fentale Economic and Social Devt. Office
 Hawa Mohammed, Vet. Technician at Dehoa village health post
 Kedija Ali, Secretary of the newly established women group on palm tree
 Ejerso Shuma, Gudina Tumsa Fund
 Kite Guye, ,, ,,
 Fatuma Musa, Treasurer for the newly established women group for milk processing
 Mohammed Ali, vet technician at Awash vet Clinic
 Genee Dejene, Animal production expert at Zone 3 Agriculture Office (Afar Region)
 Samuel Tsegaye, Wild life expert ,, ,, ,,
 Ismael Wago, head of zone 3 Water and Mines Energy Dept (Afar Region)
 Kedir Nasir, Expert ,, ,, ,, ,,
 Ali Seid, NGO coordinator at Zone 3 DPPC (Afar Region)
 Werku Assefa, pastoralist extension devt. head at Fentale Wereda Agriculture Office
 Bogale Terefe, team leader ,, ,, ,,
 Lemlem Tesfaye (Dr) Vet. ,, ,, ,,
 Baherdein Kamil ,, ,, ,,
 Tesfaye Hundessa, General Manger, Ethiopian Wildlife Conservation Organization
 Muleneh Bayesa, Fentale Wereda Administrator
 Shimelis Beyene ACDP Project Coordinator
 Debele Mojo ACDP APC
 Abdisa Soboqa ACDP Community Liaison Officer Oromiya
 Said ACDP Community Liaison Officer Afar
 Dafa Gudina ACDP Community Conservation officer
 Debebe Leta ACDP M and E Officer
 Mihiret Ewinetu ANP Warden
 Guddisa Lafe ANP Community Conservation Officer
 Xadacho Boru ANP Museum Keeper
 Community members(10) Daho Village
 Commu. Conservation committee(3) Sabure Village
 Commu. Conservation Scouts (5) ANP
 Admasu Mecha Zone 3 Agriculture Dev. Department
 Genee Dejene Zone 3 Animal production expert
 Samuael Tsegaye Zone 3 Wild life expert
 Musa Ahimed Awash Fentale Economic Development Head
 Niguse Gorfu Awash Fantale Natural Resource Team Leader
 Abera Dinku Awash fentale Range land expert
 Worku Asefa Fantale Pastoralist extension development Head
 Bogale Terefe Fentale Pastoralist extension expert
 Baharadin Kamil Fentale Natural Resource representative
 Lemlem Tesfaye Fentale Animal Health Team leader
 Tesfaye Hundesa EWCO Manger
 Ermias Bekele WWF Team Leader
 Muluneh Bayissa Fentale District Administrator
 Village representatives Oromiya and Afar (20)
 Mudris Abdulahi CARE Ethiopia
 Marcy Vigoda CARE Ethiopia Country Director

Annex 5: Documents Reviewed

ACDP II Project Proposal

ACDP Monitoring and Evaluation Plan (October 2000) by Dawn Hartley

Report of the ACDP Baseline Survey (May 2001) by Sarah Gillingham

Institutional Capacity Assessment 22 September – 6 October 1999. By Robert Malpas

Terminal Evaluation Report. First Implementation Phase (June 1996 to December 1999).

Assessment of Land Related Issues in the Awash National Park. Vol I (1993). By Charles Lane, IIED.

Natural Resource Use and threatened livelihoods: the case of the Oromo and Afar pastoralists in the Middle Awash Valley, Ethiopia by S Laws,. MSc Thesis, University College, London.

Project Progress Reports for 2000, 2001 and 2002

Awash National Park Interim planning Stakeholders consultations

Awash National Park Resource Base Information. October 2002.

Awash National Park Interim Plan Design Meeting 26 –27 July 2002.

Awash National Park Interim Plan Planning Workshop 6 –7 November 2002.