Mid-Term Evaluation

ENVIRONMENTAL PLANNING AND MANAGEMENT

Cooperative Agreement

No. DAN-5517-A-00-2066-00

Evaluation Team

Peter H. Freeman
Consultant, Team Leader/Editor

David Runnalls
Director IIED, Washington, D.C.

Barbara A. Ormond
AID, Bureau for the Near East, Deputy Environmental Coordinator

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Acronyms Used

ATI	Appropriate Technology International
BEC	Bureau Environmental Coordinator
CEP	Country Environmental Profile
CDC	Conservation for Development Centre
CIDA	Canadian International Development Agency
CODEL	Cooperation in Development, Inc.
DIU	Development Information Unit, AID
EDF	European Development Fund
EEC	European Economic Community
EPM	Environmental Planning and Management Project
FAA	Foreign Assistance Act
FSP	Forestry Support Project
IPM	Integrated Pest Mangement
IUCN	International Union for the Conservation of Nature
JES	Joint Environmental Service
LA/C	Bureau for Latin America and the Caribbean
NCS	National Conservation Strategy
NE	Bureau for the Near East
PACT	Private Agencies Cooperating Together
PSC	Personal Services Contractor
REO/REA	Regional Environmental Officer (or Advisors)
REDSO	Regional Economic Development Support Office
SIDA	Swedish International Development Agency
SOP	Standard Operating Procedure
S&T/FNR	Bureau for Science and Technology, Office of Forestry and Natural Resources

PREFACE

The Environmental Planning and Management Cooperative Agreement is uniquely complex for the nature of the support from AID and for the linkage between IIED and IUCN's Conservation for Development Center. Also the project foresees and experiences the extraordinarily important but fragile process of merging development assistance, in this case from AID, and the World Conservation Strategy. The collaboration among environmental NGO's toward this end and the collaboration of development assistance efforts with environmental organizations such as IIED and IUCN are fraught with difficulties and potentials for miscommunications and misunderstandings. This mid-term evaluation has attempted to clearly communicate the findings and interpretations so as to avoid these pitfalls and so that all parties to it may understand and benefit.

The team leader wishes to acknowledge and thank the accomodating assistance and cooperation extended by the CDC staff at IUCN and the EPM staff at IIED, Washington, D.C. and the AID staff involved in this project. He is also especially appreciative of the allowances made in the evaluation timetable, so that he could fully experience being a new father.

Summary

In August, 1982, USAID entered into a 4-year Cooperative Agreement with the International Institute for Environment and Development titled Environmental Planning and Management (EPM). A $1.8 million grant was made to IIED under the agreement. A mutually reinforcing and beneficial relationship was envisaged which would specifically provide for specialized (1) advisory services to AID missions and host governments, a long term (2) pilot activity aimed at achieving intersectoral natural resource management, and (3) information and analyses of the first two which would record and diffuse the work. This mid-term evaluation reviewed and evaluated the first 18 months of EPM, specifically progress to date (March 31, 1984), procedures and management, emphasis of the project, and the question of a planned $2.5 million extension to the agreement with IIED, for the period FY 85 through FY 88.

Progress

IIED hired the EPM project director in January, 1983, and the deputy director and secretary shortly thereafter. Before January, advisory services had already been requested by the regional bureas, and there has been a continuous demand for them from the Bureau Environmental Coordinators, the regional environmental advisors, and an occasional request from the Bureau for Science and Technology. Thirty-nine separate advisory contacts had been arranged and financed by the agreement (Asia - 10, Africa - 4, Latin America & Caribbean - 12, Near East - 6, S&T/Washington - 7) whose direct cost was $230,700 (as of 3/31/84). Also the Asia and Near East bureaus and the Belize AID mission have paid for three advisory activities, costing $105,000.

Although the services requested are diverse, three themes have so far emerged: (1) the design of or participation in country environmental profiles (15 consultancies), (2) assistance to LDC environmental PVO's (5 consultancies) and most recently, (3) assistance in the preparation of national conservation startegies (in Sri Lanka, Nepal and the Phillipines).

The IUCN's Conservation for Development Center (CDC) is working with the IIED on the pilot project and the advisory services, under the terms of an general agreement with the IUCN which established a Joint Environmental Service. Specific sub-contracts have been made with the CDC: (1) for the development of CDC's computerized consultant register (in

progress); (2) to prepare, hold a conference on and publish a document on national conservation strategies (completed); and (3) to prepare a national conservation stategy for Nepal (in progress). The project's budget for the pilot activity of $250,000 will have been almost entirely used after these activities are completed. The pilot activity's goal of promoting intersectoral coordination in natural resource planning and management will be furthered by the development for the Asia Bureau Under the Advisory Service of a systems model for the integrated analysis of multiple sectors (agriculture, energy forestry, population, and infrastructural development and their various sub-systems).

As for the analyses and diffusion of the work done, it was decided to reserve the budgeted $45,000 until later in the project. Several potential topics have been identified: the experience with assisting environmental PVO's; an examination of sustainable agriculture; a review and definition of the question of biological diversity as related to development; and the preparation of a systems analysis method for integrated analysis in development planning and policy-making. This last is resulting from work contracted by the Asia Bureau.

Evaluation

AID has been almost without exception pleased with the advisory services provided by EPM, with the high professional quality of EPM's staff and their responsiveness, and with the outcome of the missions. The Bureau environmental coordinators view the advisory services as a flexible and strategically useful source of support and expertise for novel, environmentally related problems and as a complement to other resources at their disposal which are less flexible.

The pilot activity has been organizationally and politically complex and it is too early to arrive at conclusions as to improvements or replications. But it is clear that AID support of national conservation strategies (NCS), as is being done in part through the pilot activity, facilitates a process that no single bi-lateral donor could carry out in the usual development assistance model, and that at the same time obtains information on natural resources and the environment that is virtually the same as that in the country environmental profiles. There is also a good possibility of blending the country environmental profiles directly financed by AID and the national conservation strategies, since the CEP's collect the same data as the early stage of the NCS process. Worldwide over 30 NCS's have begun.

Management and Procedures

The EPM staff has succeeded in being responsive to AID requests for advisory services, but considerable organizational

and management changes in IIED had to be instituted -- which amounts to the institutional growth envisaged in the project agreement. Also, AID's project manager found a means of enabling missions to write PIO/T's directly with IIED, thereby streamlining mission-funded advisory services.

Management effort and costs were underestimated in the agreement and had to be increased. An administrative assistant has been added to IIED. Even at the original budget level, there were insufficient funds for staff, so that the salary line item fell far short of requirements, and funds would have been exhausted by the end of FY 85. AID's manager decided not to "advertise" the advisory services, for fear that resources would be insufficient to meet the demand. Many missions are thus unaware of the EPM.

AID has sought ways to add to the project resources: a $750,000, 3-year supplement to be used principally for helping missions undertake field level CEP's and a proposed $2.5 million extension for the period FY 85 through FY 88.

In IIED internal paperwork management needs improvement and more frequent progress reports to AID are needed. AID's Project Advisory Committee has not met as frequently as envisaged and AID's information resources have not yet been well utilized. There has been little coordination with other support services provided by the Bureau of Science and Technology to missions, except for the Forestry Support Project.

Self-Supporting Adivsory Service

The question of whether the advisory services could become financially viable was examined. An unequivocal answer is not possible. It is too early to know, especially since many missions do not know enough about the services. There are indications that they would pay for the services. IUCN's CDC intends to make the consultant register self-supporting, by charging users, other than AID, for searches and consultancies, if these are requested. As for IIED, presently there is no desire to commercialize the environmental advisory services and become a "body shop". But IIED may be willing to offer certain kinds of advisory services related to its policy work. As for AID, it can be asked, why shouldn't AID staff perform some services, especialy the "scoping" of CEP's and other efforts more appropriately done by AID staff? An underlying issue is AID's present policy concerning environmental professionals. Presently there aren't enough qualified staff. This situation bears on the next question.

Project Extension

Should the project be extended? S&T has already proposed the extension in the FY 85 ABS. There is a continuous flow of requests from BEC and REA's, which has resulted in half the advisory service's budget being spent in less than half the project life (i.e. in 15 months). The project didn't begin operating in full until January, 1983. Considerable additional demand can be expected from missions once they are fully aware of the advisory services.

One cannot foresee that AID could develop an internal management capacity to offer the same services, at least not until a certain level of demand can be establisned. However, AID must anticipate this likelihood.

The EPM should be extended. It is providing a valuable and needed service in a satisfactory manner, and is an important tool in the implementation of AID's environmental policy. At the present rates of advisory service use and pilot project activity, the budgeted money will be exhausted much sooner than the LOP date of October 1986. Finally, the long term nature of the problems the EPM addresses argues for an extension beyond that period in order to receive the full benefit of the institutional and informational development.

Recommendations

1. Project Extension:

   The project should be extended without change in terms of its basic structure or objectives, but a number of minor modifications are needed:

   - a better formula for overhead computation;
   - proportionately more money for HQ staff travel ($20,000 per year), and information and analysis ($35,000 per year).

The cooperative agreement is sufficiently flexible to accommodate the range of services and problems encountered, so it need not be changed in this regard.

2. Advisory Services

   - Missions should now be fully informed of EPM by means of brochures, and personal visits.
   - Regional bureau and mission portfolios should be reviewed in order to anticipate priorities and patterns of service.

- o Closer collaboration with the CDC in Switzerland will be needed to establish a constructive relationship between the Country Environmental Profiles done by AID and the National Conservations Strategies being promoted by CDC.

- o Special services to assist environmental PVO's should be considered.

- o Advisory services in support of an integration of environmental concerns in agricultural development should be explored.

- o IIED should purchase a Wang PC for its use of the consultant register being developed by CDC.

- o Consultant apprentices and volunteer consultants are recommended to be established. Travel costs but not fees would be covered by the EPM, and IIED should seek foundation funding for this approach.

- o Consultants should be encouraged to publish versions of their work in international or host country (local) journals.

- o JES reports should use a standard cover and be summarized. Prefaces should be added to explain JES.

3. Pilot Activity

- o EPM should continue to support the NCS process as the major thrust of the pilot activity.

- o In anticipation of AID involvement in supporting eventual action plans flowing from the NCS's, IIED should begin working with AID on the formulation of "sustainable" development projects. Sustainable development is the basic thrust of the NCS's.

4. Information and Analysis

- o IIED proposes to review:

  (1) the experiences in assistance to environmental PVO's and publish this review;

  (2) sustainable agriculture as an operating concept;

  (3) biological diversity in relation to development concerns;

(4) experience in systems analysis for intersectoral integration in development planning.

- S&T/FNR intends to request assistance in the preparation of the project "Research and Training in Environmental Sciences". EPM should undertake a review of research sponsored to date by AID and other donors or international organizations, to provide a background for the project design.

- EPM should more effectively exploit AID's information resources.

- EPM should support the editing for publication of especially valuable consultants' reports.

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A. INTRODUCTION

This mid-term evaluation of the Environmental Planning and Management co-operative agreement was conducted in accordance with the Agreement's evaluation plan, and following a scope of work prepared jointly by IIED and AID (Appendix A). While not actually at mid-term, as only just over a year has passed since the project director was hired, the evalution comes at a critical time in the AID funding cycle. Decisions must be taken now for S&T/FNR's Annual Budget Submission for FY 86-88 on the nature of a planned extension of this project. Results to date are on balance clearly positive and supportive of an extension (Section E, below). The actual content and emphasis of an extension will in part flow from this evaluation.

1. Scope of Work and Evaluation Methods

This evaluation was to have reviewed and assessed:

(1) "Progress made to date in achieving the objectives of the project,

(2) The need for changes in project procedures and management that would facilitate communication between AID and the recipient;

(3) The need for substantive changes in project emphasis and new initiatives to make the project more effective; and

(4) The need for an extension of the project beyond its present ending date FY 85."

Appendix A contains the complete text of the Scope of Work. A three-person team was formed in early February, 1984, consisting of David Runnalls, IIED's Director, Barbara B. Ormond, Deputy Environmental Coordinator, AID's Bureau for the Near East, and Peter H. Freeman, Consultant to IIED, and team leader. Team composition reflected the cooperative nature of the grant agreement.

Interviews were made with Bureau Environmental Officers, environmental advisors in Indonesia and the Carribean, AID staff in Panama (by phone), some of the consultants who participated in the advisory services, and project staff in AID, IIED and IUCN. In-depth examinations were made of four missions: (1) to Panama, technical assistance to a PVO, (2) in Belize, technical assistance for the Country Environmental Profile, (3) in Indonesia, a technical assistance mission to help plan the country environmental profile and set up an

environmental information system, and (4) in Turkey, an institutional assessment of the Environmental Problems Foundation of Turkey.

Mr. Freeman also visited IUCN, in Gland, Switzerland, during March 20-27, to evaluate the work being done under sub-contract at IUCN's Conservation for Development Centre. His visit coincided with a visit by Ming Ivory of S&T/FNR, who has become AID's manager for the EPM project. Ms. Ivory was returning from a mission to Nepal concerning the pending National Conservation Strategy to be undertaken with EPM support.

2. Evaluation of the Cooperative Agreement: Caveats

AID has no specific guidelines for evaluating cooperative agreements. The distinguishing feature of cooperative agreements is AID's involvement as a partner in the execution. In this agreement a mutually beneficial dialogue was anticipated to take place between the partners. The IIED was expected to furnish AID advice and support of a long range nature in the course of fielding short term advisory service missions, while also becoming more competent to deal with development. Also the agreement projected a beneficial involvement of the project's pilot activity in the larger context of the World Conservation Strategy, through the IUCN involvement in the Joint Environmental Service (IIED/IUCN). The project paper also projected that the agreement would have the result of strengthening IIED.

Not appearing in the project paper was a design assumption that was declared in this evaluation's scope of work, namely that the project would become "self-supporting." That is, it was assumed by AID that over time the missions would be willing to foot the entire bill for advisory services, once they became aware of their nature and usefulness. Presently, this is an important working assumption in S&T/FNR.

B. PROJECT START-UP, ORGANIZATION AND MANAGEMENT

The Cooperative Agreement became effective on September 1, 1982, almost a year later than planned in the project paper. Prior to that date, IIED and IUCN's Conservation for Development Center had already formally established the Joint Environmental Services, as described in the project paper. Recruitment of the IIED Project Director, Dr. Berwick, was not completed until January, 1983. Dr. Berwick then prepared a start-up work plan and travelled to IUCN's headquarters in the same month, to initiate joint planning discussions on the pilot activity and the consultant register, and on a sub-contract to IUCN to accomplish this work.

1. Joint Environmental Service

An overall governing agreement between IIED and IUCN for the Joint Environmental Services was concluded in February, 1982, and a supplementary agreement for production of the consultant register was developed in succeeding months. The supplementary agreements and the sub-contracts for the consultant register were not concluded until November, 1983. The delay was caused by prolonged negotiations and the viscissitudes of international correspondence. The IIED/IUCN relationship is treated in more detail in Section C.2.

The JES was not set-up as a separate legal entity, and therefore is unable to make contracts. Instead IUCN's Conservation for Development Centre in Switzerland, and IIED in Washington undertake contractual arrangements on behalf of the JES. It was anticipated that contracts would normally involve both parties, although separate arrangements are provided for in the governing agreement.

The purposes of the JES are two-fold:

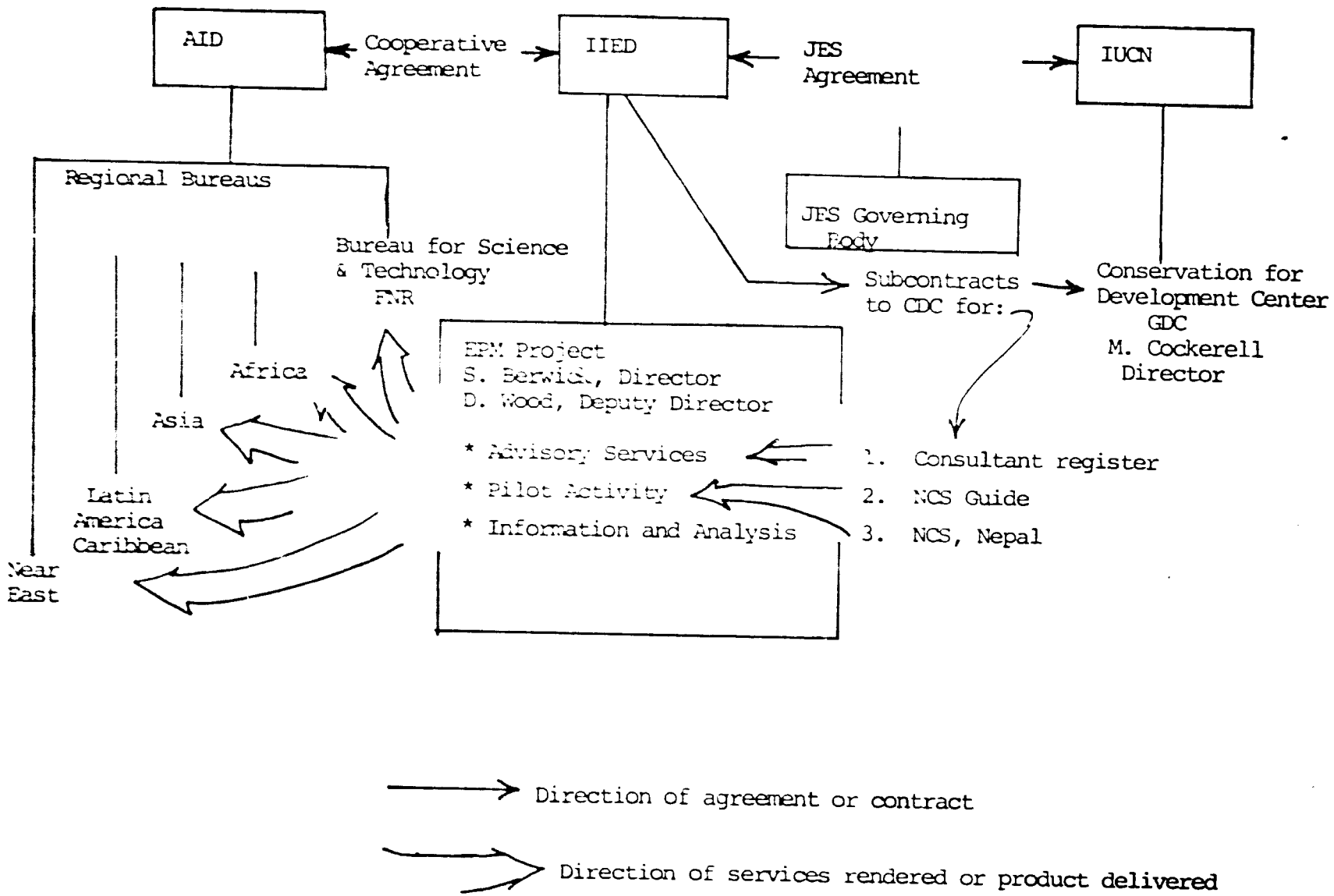
(1) to provide contractual services to various development agencies,

(2) to promote sustainable development by undertaking advisory services, environmental training, case studies, overview policy studies on sound environmental practice and procedures for regional or national conservation strategies, and special policy studies as the occasion arises.

A six person Advisory Board (1/2 IUCN; 1/2 IIED) and a four-person Joint Executive, appointed by the Board, comprise the JES organization. The Board and the Executive are to meet twice and four times a year respectively. The agreement provides for the development of a consultant roster and stipulates that IUCN Commission members will be given priority consideration as appropriate in the pursuit of JES business.

Figure 1:

Structural Context for EPM, March, 1984



IUCN project proposals are to be screened where appropriate by relevant IUCN commission or an IUCN/WWF project committee. These stipulations have not yet been observed in practice by CDC.

A Supplementary Agreement in August, 1983, further detailed the subject of the consultant register. IUCN would be responsible for its creation and development and IIED waived ownership rights but was accorded free access to the register. The Agreement provided for costs and fees for use of the Resigter, and access to users (at the discretion of IUCN and IIED).

Also, in August, 1983, IIED sub-contracted IUCN to "produce and operate a consultant register for the USAID Environmental Planning and Management Project." The amount of the sub-contract was $74,143. However, prior to this, work had begun on the consultant register, as described later.

The JES Advisory Board, has met once, in London, where the final version of the JES sub-contract was developed. The JES Executive Committee has only met once, in February, 1984, at IUCN. The question discussed was how IUCN's interests could be represented in the area of advisory services without complicating or hindering the performance of the advisory services. IUCN's Director General, Kenton Miller proposed to name a representative of IUCN in Washington, D.C., who would have periodic discussions with IIED's Runnalls so as to keep up to date.

2. The Conservation for Development Centre (CDC)

The CDC is physically located in the headquarters building that houses both IUCN and the World Wildlife Fund, 1/2-hour from Geneva by train or car. The Centre is directed by Mike Cockerell. He is assisted by Mark Halle who works on National Conservation Strategies and by Noel Payne, who is in charge of developing the consultant register (See C.V's. in Appendix B).

The CDC is a semi-autonomous body within the IUCN legally set up to make contracts. Its broad purpose is to pursue the implementation of the World Conservation Strategy. The Centre has received funding from a variety of sponsors and clients. Presently only about 16% of its current budget derives from the EPM project. Other sources are the Ford Foundation, the World Wildlife Fund, CIDA, SIDA, the Netherlands and the German Government. The CDC's accounts are audited together with other IUCN accounts by Price Waterhouse, on a calendar year basis.

Table 1. CDC Expenditures by Year.

	Swiss Francs
1981	241,000
1982	253,300
1983	315,200 of which 115,000 was charged to EPM, ~ $50,000 approximately.

CDC staff time and travel are charged to different project accounts according to time spent on the project. There are 14 different project accounts, two of which are EPM activities: the consultant register (20,000 Swfr in '83) and the National Conservation Strategy Pilot Project (95,578, Swfr in '83).

Under a proposed re-structuring of IUCN, which will be put to vote at the 1984 IUCN General Assembly, the CDC would play a more prominent and focalizing role in IUCN's efforts at furthering the World Conservation Strategy.

A 1984 work plan projects and programs various CDC actions.

3. IIED

Staff. Three IIED staff work full time on the EPM project. Dr. Steven Berwick is the project director, Ms. Diane Wood is the deputy director, and Ms. Faith Cl[illegible] the secretary. An administrative assistance, Dina Perry Scott, was hired during the evaluation. Other staff devote a portion of their time to the project as follows: David Runnalls, IIED/North America Director, 25%, and Ro[illegible]d Bartlem, Office Manager, 50% (during Oct '83 to April '84).

By early 1984, it was clear that additional staff would be needed to manage the project, and recruitment began for a full time program officer to assist Dr. Berwick and the above mentioned administrative assistant to help in mobilizing the advisory services. By agreement with AID, staff salaries will be drawn from the advisory services line item in the project budget, thereby reducing by about $148,000 the total amount available for advisory services under the original budget. (Table 2.)

Table 2 Original Cooperative Agreement Budget

Line Item	FR: 1 Sept. 1982 TO: 31 August 1986
Salaries	$ 301,182
Fringe Benefits	60,236
Consultants	
Information & Analysis	15,000
Advisory Services	275,000
Travel/Transp./Per Diem	
Staff	31,000
Advisory Services	275,000
Other Direct Costs	74,100
Subcontracts	
Register	75,000
Pilot Activity	175,000
Overhead	530,759
Subtotal	$1,842,277
Mission Utilization	1,625,000
GRAND TOTAL	$3,467,277

Start-up. A work plan based on an analysis of the project documents was prepared by Dr. Berwick in February, 1983, and shared with colleagues at CDC, AID and IIED. The served to show the inter-dependencies of various project actions during the start-up phase, but seemed too detailed to serve as an over-all blue print. A work plan for 1984 has not yet been prepared.

To make the EPM project known to the AID missions and others, a "familiarization" effort was to have been carried out at the beginning of the project. S&T/FNR mailed copies of the Cooperative Agreement to BEC's, REO's, REA's and others. Personal visits were made to each of the Bureau Environmental Officers, and Dr. Berwick attended a regional environmental officers meeting in Indonesia in March, 1983. However, other written materials (e.g., brochures) were not sent out except for a cable sent from AID/Washington to the mission's regional environmental advisors and in Somalia and Egypt in 1983. Further written notice was postponed.

By the end of 1983, the volume of actual and anticipated requests for advisory services had increased to the point that Molly Kux, the S&T/FNR manager for the project, decided not to advertise the advisory services, for fear that money would run out and the project would not be able to respond to requests. Many missions (especially in Africa) remain ignorant of the project and its potential usefulness to them, except of course, for representations made by the BEC's and the various environmental advisors serving in the regions.

Finances. The cooperative agreement transfers $1,842,277 directly to IIED from funds managed by S&T/FNR and expected that missions or regional bureaus will purchase services through PIO/T's worth a total of $1,625,000. The status of the $1.8 million and of mission or regional bureau funding is shown in Table 3. PIO/T's worth $105,000 have been commissioned by regional bureaus or missions.

It was recognized by AID and IIED since the beginning of the project that the amount available for salaries would not suffice for the planned LOP, (Sept. 1, 1986) and that in fact this line item would be exhausted by September, 1985. It was agreed that if the project were not extended at that time, it could end a year early. S&T/FNR has, however, proposed the project by extended to Sept. 1, 1987, with an additional $2.5 million.

Also, following the Nov., 1983, transmittal worldwide of the administrator's cable urging missions to undertake country environmental profiles, there was the expectation that an added management effort and consultancies would be required to assist missions to plan the profiles. Consultations on the subject took place between AID and IIED in late 1983, and a decision was taken in the Bureau for Science and Technology to make a supplementary $750,000 available to IIED to further provide CEP

Table 3. Status of EPA Finances, March 31, 1984

	Project Budget (1/13/84 revision)	Expended to 3/31/83	Expended to 3/31/84	Total	Balance
Salaries & fringe benefits	489,000	51,000	128,000	179,000	310,000
Consultancies					
advisory ser.	271,000	6,000	124,000	130,000	141,000
info & anal/sis	45,000	—	—	-0-	45,000
Travel/per diem					
IIED staff	31,000	22,000	7,000	29,000	3,000
advisory ser.	127,000	—	75,000	75,000	52,000
Other Direct Costs					
advisor ser.	25,000	—	19,000	19,000	6,000
other	74,000	7,000	37,000	44,000	30,000
Subcontracts					
Consultant register and pilot activity	250,000	—	84,000	84,000	166,000
Direct Cost Total	1,312,000	84,000	474,000	558,000	754,000
Overhead					
50% of direct costs except subcontracts	531,000	42,000	195,000	237,000	294,000
Grand Total	1,843,000	126,000	669,000	795,000	1,048,000

Table 4. Allocation and Use of Advisory Services by Region

	FY 1983		FY 1984	Total Spent as of 3/31/84
	Allocated	Carried Over	Allocated	
LAC	42,000	40,134	38,000	42,000
ME	55,000	55,712	50,000	39,000
Asia	76,000	27,133	58,000	74,500
Africa	65,000	55,000	51,000	44,000
S & E/PAR	27,500		-1-	12,000

planning assistance. The necessary authorizations in S&T for the transfer had not been completed as of April 15, 1984, however. It has been agreed that the salary and overhead of one professional could be paid from this fund, but missions will be asked to pay for travel.

IIED Office Management and Procedures. The EPM now represents about 60% of the volume of expenditures of the IIED Washington, D.C. office, and this fact plus the administrative requirements entailing in making and managing many individual contracts has compelled a number of changes at IIED.

Contracting and accounting procedures and paperwork were initially poorly organized and recorded, and have required major improvements. The IIED Office manager now feels confident that needed changes have been made. As regards working with AID, there was little initial guidance for developing PIO/T's nor were key documents provided, e.g., government reporting formats entailed in the quarterly financials/status reports, Handbooks 13 and 22 and OMB Circular A-122, among others. It seems that familiarization with AID procedures was an unforeseen pre-requisite for project start-up and management.

4. AID

AID's first manager was Molly Kux. Since January, 1984, Ming Ivory, also of S&T/FNR has been managing the project. Bureau Environmental Coordinators were aware of the project since its inception, having been contacted during project design. They received copies of the Cooperative Agreement from Ms. Kux in October 1982. The Project Advisory Committee, consisting of the BEC's has met twice. Numerous management meetings have been held with IIED, some of which have been attended by IUCN's K. Miller and M. Cockerell. More frequent regular meetings would be helpful to IIED.

Direct communication between IIED and the BEC's was quickly established. The LA/C Bureau was quick to use the advisory services, and has generated more numerous, varied missions than have the other bureaus. (Table 5).

As soon as it became apparent that the project was proving to be well targetted and the advisory services in demand, S&T/FNR began forward planning for a possible expansion or extension of the project. Planning took account of the insufficient funding for IIED administrative backstopping, mentioned in the previous section, the need in IIED for additional support staff and the possibility of a surge of demand for CEP's as a result of the administrator's cable instructing missions on this subject. Ideas for research and expansion were solicited from EPM staff. In late 1984, a draft of a project paper revision was commissioned anticipating the likelihood of a $750,000 "CEP" supplement to the project over FY's 84, 85 and 86.

Funds Allocation Formula. Once a year, allocation of advisory services funds is made by the S&T/FNR project manager. Allocations have taken into account differences in travel costs to four regions. This has dissatisfied the LAC BEO, Mr. Hester, whose region has used the advisory service themost, but other bureau have not registered either disagreement or dissatisfaction with the formula. Funds are currently allocated as shown in Table 4.

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C. PROGRESS AS OF MARCH 31, 1984

1. Introduction

Advisory services got off to a fast start, whereas the pilot activity, being more complex, organizationally and politically, has taken almost a year in preparation. Nothing has been initiated yet by way of information and analysis.

Progress was assessed by (1) comparing actual accomplishments against design goals and stipulations in the Cooperative Agreement, and by (2) examining the various products and achievements.

Project Documentation. At IIED documentation of EPM progress is adequate but needs improvement, particularly the files. Annual and quarterly reports have been produced, but this reviewer found them difficult to use for lack of a Table of Contents. AID's request in December, 1983, for short, bi-weekly status reports similar to those put out by the PSP has not yet been met. Documentation of advisory services is spotty, with pertinent documents located in more than one file, and in more than one office. Contract files hold key documents, but not always the various communications leading up to the fielding of an individual. Individual advisory services have not been evaluated, although this was stipulated in the Cooperative Agreement. Dr. Berwick's files containing important communications with IUCN and the various AID Bureaus are poorly organized and maintained.

At the onset of the project, telephone calls or meetings were logged on special forms, but this practice was discontinued shortly thereafter. Another form, showing how the project staff arrived at a choice for an advisor has not been used.

With the recent addition of an administrative assistant to the EPM, most of these communications and records deficiencies should not continue.

Suggestion. Review filing and record keeping systems developed by similar services — ATI, WASH project, PSP project, and VITA — and adopt features appropriate for the Advisory Services.

Another corrective measure that should improve documentation, as well as management, is a series of Standard Operating Procedures (SOP) developed by Diane Wood for JES Service Contracts. These were prepared in February, 1984.

At the CDC in IUCN, documentation — whether reports or letters, cables, memos, etc. -- is well organized. One sees the usual European filing system: folders with clasps and project files in their own filing boxes, a system that will no doubt be continued no matter how large the work load. At present the total work load is less than at the EPM in terms of money administered, and there are fewer discrete contracts than at IIED. Also, there is a larger staff: three professionals and two secretaries as opposed to EPM's two professionals and one secretary.

CDC has a special situation regarding documentation of financial transactions, since the various donors to whom they report -- including indirectly, AID — employ different systems.

IIED Interaction with AID. EMP staff have had frequent management meetings with S&T/FNR staff (Kux, Ivory, Feldman) and are in more or less continuous contact with the Regional Bureau Environmental Officers. Also, a good working relationship has evolved with the Forestry Support Program staff. Working relationsnips have not yet been achieved with other support services afforded by the Bureau for Sciences and Technology.

Little or no use has been made of AID's information resources, for developing project ideas or for orienting potential consultants during their Washington, D.C. briefing trips (or before).

Suggestion. Hire summer intern to help exploit AID's information resources in support of EMP project actitivites. Initiate series of interviews with S&T/Ag technical staff.

2. Advisory Services

These services take the form of either (1) contracted consultancies paid either by the EPM project or from elsewhere in AID through PIO/T's or (2) on-going informal consultancies to AID/W by IIED's staff, Mr. Runnalls, Dr. Berwick or Mrs. Wood. The latter have taken the form of telephone consultations, meetings, or memoranda rather than publishable reports, and are valuable only to a specific and usually short-lived situations. Table 5 presents a chronological overview of contracted consultancies.

Regional Overview The use of the advisory services has varied greatly from one region to another, reflecting differences in AID as well as differences among the regions. In the Africa Bureau, a RSSA with the U.S. Fish and Wildlife Service now supports the position of the Senior Bureau Environmental Coordinator as well as consulting services similar in nature to those offered through the EPM. Thus, the RSSA has been used more frequently for short term advisory services than has the EPM (10 RSSA consultancies versus the recent fielding of two consultants through EPM). Since

March, 1984, the Africa Bureau's BEC position has been vacant, and for the moment only one environmental professional, Ms. Boyd, is in charge of the entire region (31 missions). She will not have the time to elicit mission requests for advisory services at anything approaching the potential need.

In the Bureau for the Near East, there are presently no new initiatives that would require advisory services and no CEP's are likely to be requested.

There are not likely to be many requests forthcoming from the region for environmental consultancies. Mr. Taubenfeld's assistance to the new International Development Law Center does address a common problem in the Near East, namely environmental law, and is consistent with the focus on institutional development by the Bureau Environmental Coordinator. Support to the Environmental Problems Foundation of Turkey is in a similar vein. Nevertheless, the NE Bureau has not been using advisory services at anything near the spending level allocated (Table 4).

In Latin America the awareness of environmental problems and the ability to confront them in the public as well as private, non-profit, sectors is well advanced relative to the other regions. Also, the region had three regional environmental advisors (Talbot, Zadroga and McCaffrey) who, together with BEC, Hester, have produced a steady stream of requests for advisory services. Services rendered have been largely to assist in the preparation or execution of country environmental profiles and in strengthening environmental PVO's.

In the vast region covered by the Asia bureau, the regional environmental advisor is stretched too thin, and has not been able to generate a good spread of requests. Most of the services have centered on Indonesia, where he is based, and Nepal, where the EPM will support a national conservation strategy.

The Bureau for Science and Technology's Forestry and Natural Resources Office has used the EPM to finance activities in support of the country environmental profiling process and in the implementation of AID's Environmental Sector Strategy (through expediting participation at the Dec. 1983, meeting at Manassa, Maryland).

Evaluation of AID Environmental Staff. IIED sent an evaluation questionnaire to all the Bureau and Regional Environmental staff, direct-hire as well as contractors in January, 1984. A copy of the form is appended. Seven replies were reviewed.

Table 5
SUMMARY AND COST OF CONTRACTED ADVISORY SERVICE ACTIVITIES
TO MARCH, 1984

Contract No.	Date	Activity Description	Service rendered to: (Bureau or Principal(s)	Mission)	$ Amount	Comment
3	11/82	Prepare proposal for PVO sector assistance	Lieberman	Honduras	4,500	$150,000 OPG prepared and has been funded.
4	4/83	Prepare proposal to strengthen environmental PVO's	Lieberman	Panama	5,100	$1.0 million project proposal prepared.
5	5/83	Develop annotated bibliography of data base models	Reed		18,800	In progress.
6	6/83	Survey coastal resources for CEP	DuBois	Belize	—	DuBois also participated in the IUCN-sponsored first phase NCS in Belize.
7	6/83	Plan CEP	Hartshorn	Belize	1,100	Hartshorn was team leader, later funded from mission money.
8	6/83	Prepare technical package on organization and management of zoo	Joslin	Lebanon	1,800	Rendered impossible by political situation.

Table 5 (Cont.)

Contract No.	Date	Activity Description	Service rendered to: (Bureau or Principal(s)	Mission)	$ Amount	Comment
9	7/83	Review & evaluate Phase II CEP's	Dickinson	AID/W/S&T	21,400	Report being edited for publication.
10	7/83	Evaluation of water quality and management plan	Day	Indonesia	12,600	
11	6/83	Contract printing of 500 copies CEP	Printing Company	AID/W/S&T	1,655	Copies distributed as exemplary of CEP's.
12	10/83	Environmental education plan for Fundacion Natura	Wood	Ecuador	2,800	Wood is EPM staff.
13A 13B	7/83	Analysis of legal & administrative aspects for CEP	Leonard, Brightman	Belize	5,300 4,800	Consultants worked together, but on separate contracts.
14	8/83	Develop environmental law cirriculum at IIED, Rome	Taubenfeld	NE Bureau	7,700	Lack of environmental law is major obstacle in NE Bureau countries.

Table 5 (Cont.)

Contract No.	Date	Activity Description	Service rendered to: (Bureau or Principal(s)	Mission)	$ Amount	Comment
15A 15B	8/83	Help lay information ground work for Environment Ministry & subsequent CEP or equivalent	Tarrant, Reed	Indonesia	7,900 8,000	Consultants worked on separate contracts, but together.
16A 16B	9/83	Review & analysis of environmental PVO's in Peru	Lieberman, Swift	Peru	4,800 3,300	Consultants worked on separate contracts but together.
17A	12/83	Consultation in IIED regarding environmental work in Turkey	Ural	AID/W/SAT	650	Mr. Ural's foundation received AID support.
17B	12/83	Review work of Environmental Problems Foundation of Turkey & develop 5-year plan	Runnals	NE Bureau (for Turkey)	400	AID is funding a five-year plan for EPFT based on the review
17C		Review of sources of funding for LDC environmental PVO's	R. Feinberg	NE Bureau	4,610	In progress

Table 5 (Continued)

Contract No.	Date	Activity Description	Service rendered to: (Bureau or Principal(s)	Mission)	$ Amount	Comment
18A	12/83	Present CEP evaluation at AID meeting (Manressa)	Dickinson	AID/W/S&T	1,400	Manressa meeting convened all BEC's, ROE's and environmental advisors.
18B	12/83	Make presentation on sustainable agriculture at AID Manressa meeting	Ewel	AID/W/S&T	500	
19	12/33	Consultation in IIED regarding pending advisory mission to Africa	Majors	Africa Bureau	218	
20	12/83	Attend AID Manressa meeting	Gaudet	AID/W/S&T	2,400	Gaudet is contracted REO at REDSO/EA.
21	12/83	Syllabus development & teaching at IDLI, Rome	Taubenfeld	NE Bureau	33,500	Taubenfeld's second mission to IDLI.
22A 22B	2/84	Consultations with AID in Niger, Senegal, Kenya & Ruanda, and at IUCN re CEP II	Major Weber	Africa Bureau	22,300 15,700	

Table 5 (Continued)

Contract No.	Date	Activity Description	Service rendered to: (Bureau or Principal(s)	Mission)	$ Amount	Comment
23		Conduct land capability survey workshop	Tosi	Bollivia	5,000	
24	1/84	Draft review of university cirricula in US and Canada for Natural resource studies	Kelly	AID/W/S&T	6,500	Kelly also funded in part by FIP, WWF and RARE.
25	1/84	Review coastal resource PP and propose CEP/NCS joint work	DuBois	AID/W/S&T	3,000	DuBois also wrote a proposal for extending the EPM project.
26	2/84	Carry out mid-term evaluation of EPM	Freeman	AID/W/S&T	5,300	
27	1/84	Travel to Asia and consult regarding Chittawan study in Nepal	Berwick	Asia Bureau, Nepal	3,500	Travel will be charged to a future PIO/T
28A	1/84	Develop plan for carrying out an NCS	White	Philippines	10,900	
28B	4/84	Assist white to finalize NCS plan	Cockerell	Philippines	—	Cockerell is director of IUCN's CDC.

Table 5 (Continued)

Contract No.	Date	Activity Description	Service rendered to: (Bureau or Principal(s)	Mission)	$ Amount	Comment
29	2/84	Help prepare final design for a CEP-type survey	Clarkson	Indonesia	2,600	
30	2/84	Draft guidelines to assist AID missions in undertaking CEP's	Marcus	AID/W/S&T	2,500	Work based on Dickinson's evaluation.
31	3/84	Help plan a CEP	Hartshorn	Paraguay		Wood & McCaffrey (ex. REO, Peru) also assisted.
32	4/84	Assist in finalizing an NCS prospectus	Munro	Sri Lanka	22,500	Munro is ex-DG of IUCN.
PIO/T's all dated Sept. 1, 1982						
498-0249-3		Assist Asia/TR to develop Biore-source system project	IIED sub-contract to Reed and others	Asia Bureau	74,997	Work in progress; two work-shops held.
3631069		Design & execute environmental education program in Turkey	IIED to Environmental Problems Foundation	NE Bureau	25,000	Money mostly used for pub-lishing books, pamphlets, news-letters.

Table 5 (Continued)

Contract No.	Date	Activity Description	Service rendered to: (Bureau or Principal(s)	Mission)	$ Amount	Comment
PIO/T's all dated		Sept. 1, 1982				
505-000-3-30004		Assess coastal zone resources in Belize for CEP	IIED to DuBois	AID/Belize	5,000	Mission-funded portion of DuBois visit in 5/85 (contract #6).

All found the EPM "very useful" or "useful." Except Africa, where the first consultancy had not been completed as of March 31, 1984, all found the consultancies had helped in project generation and project design. The essence of the project was found by some to be somewhat difficult to communicate although not difficult to "sell." Missions are so far generally unaware of the project, having received only a cable description in early 1983. Also the cost-sharing arrangement has been unclear. There is some confusion over the IIED/IUCN relationship. All found the JES services accessible and well "scoped" and felt they were well informed during the process of identifying consultants.

A number of changes or improvements were suggested by the AID environmental officers:

- o Clarify EPM functions and market better.
- o Assess LDC needs more precisely; rely less on academic formulations.
- o Give management priority to mission requests for advisory services.
- o Debrief consultants better and evaluate their performance.
- o Upgrade the consultant register.
- o Allocate EPM money more equally among the regions.

Interviews with the Bureau Environmental Officers during this evaluation confirmed their written evaluations. Foremost in their minds is the quickness and ease with which consultants can be fielded and the responsiveness as well as high professional quality of the IIED staff, namely Mr. Runnalls, Dr. Berwick and Mrs. Wood. In fact, some AID staff (Kux, Ivory, Lintner) were concerned that EPM become more discriminating in their responses -- more selective -- especially in view of the rate of increase in demand for the services.

Evaluations of Specific Services. The present evaluation examined in detail four different missions in order to determine mission level reactions as well as talk with the consultants themselves. The cases were: (1) Leonard and Brightman to Belize for the CEP effort there, (2) Tarrant and Reed to Indonesia to prepare for a CEP, (3) Lieberman to Panama to review environmental PVO's and (4) Runnals to Turkey to review the Environmental Problems Foundation of Turkey.

The cases were selected with an eye to the great diversity of situations and kinds of advisory services that have been arranged for during the first 14 months of the project.

(1) Belize. The context of this advisory service was a Country Environmental Profile funded largely by the AID mission and stimulated by discussions in Washington, D.C. with the Mission Director, AID/EPM Management Staff, and Random Dubois. The Caribbean Regional Environmental Advisor, James Talbot, assisted the Belize mission in planning the CEP and was instrumental in obtaining through the EPM project the services of Jeffrey Leonard (an employee of the Conservation Foundation) and Richard Brightman, an environmental lawyer.

In addition, the EPM project was tapped to fund the travel expenses of Dr. Hartshorn, the CEP team leader on an early organizational trip to Belize, from his home in Costa Rica. The rest of the CEP was financed by the Mission, and contracted to a non-profit group in Belize.

At Mr. Talbot's suggestion, Brightman and Leonard were brought in as "outside" consultants in order to assure objectivity in the analysis of institutional and legal asepcts of natural resource and environmental management in Belize. However, as "outsiders" they had a difficult initial relationship with the local consulting group, with whom they had little contact. Mr. Leonard felt they could have been better oriented before their departure, and that more time should have been taken in developing an amicable working relationship with the local consulting firm in charge of the CEP. But this wasn't possible due to their tight schedule and continuous rounds of interviews and trips. However, he considered, in retrospect, that the mission was a "very up-beat experience," and Mr. Talbot has reported mission satisfaction with the result. Mr. Leonard has since corresponded with the Attorney General of Belize about matters related to their mission. As of March 31, the CEP was in the last stages of editing.

The Belize CEP was preceded by an IUCN Mission to carry out the first stage of a National Conservation Strategy.

Mr. Talbot thinks that Belize would be agreeable to an NCS, but that the question of the amount of resources Belize could put into it would have to be broached more delicately than on the first effort by IUCN. (Freeman interviewed Talbot by telephone call to Belize on March 29.)

(2) Indonesia. The Mission Environmental Advisor, William Knowland, has made continuous use of the EPM's Advisory Services, especially to contact resident Americans already knowledgeable about Indonesia and its language. This review examined in-depth the joint mission of James Tarrant, then a resident of Indonesia, who was for 2 years in charge of an AID-supported project on environmental management in Indonesia, and Dr. Kenneth Reed, an ecologist/systems analyst from Santa Barbara, California. Mr. Tarrant was identified by Mr. Knowland, and Dr. Berwick proposed Dr. Reed, who was already working on an inventory of systems models for EPM.

Mr. Knowland had been engaged in a dialogue with Dr. Emil Salim, head of the Ministry of Environment (MKLH), concerning the preparation of a CEP. Dr. Salim felt a need for developing an organized body of information on the environment within MKLH. Tarrant and Reed were thus commissioned to help. Initially only one consultant was requested by AID/Indonesia, but Reed's experience with computers and computerization of information systems was added to complement Tarrant's familiarity with the Indonesian environment and science scene. Their work served to clarify and emphasize the need for a centralized information system.

Mr. Knowland was satisfied with the outcome of their mission, but commented that Dr. Reed's consultancy turned out to be not well targeted to the KULH's needs. These needs had been only vaguely articulated by KULH. As a consequence, Dr. Reed's scope of work turned out to be much too ambitious, in relation to what ultimately was agreed upon.

The Tarrant/Reed consultancy was on balance a positive step forward in the MKLH's efforts to build an information system capability. Subsequently CIDA offered to provide the Ministry with an IBM Personal Computer and AID is considering a project to assist the Ministry. Also, a follow-up EPM consultancy (Clarkson) was recently finished which has produced the design of what is essentially a CEP II, to be the Ministry's response to the next 5-year development plan.

Knowland stressed that the Indonesian government is becoming more demanding of language fluency and familiarity with Indonesia, now that it is paying for much development. Also, longer term consultancies will be needed, especially as regards the use of computers at the Ministry. Dr. Reed agrees with the perception.

(3) Panama. The Mission in Panama sent in a cabled request to LAC for technical assistance in investigating the potential for assisting the nascent interest of the Panamanian PVO community in environment. While the cable did not specify a particular source of these services the LAC Environmental Coordinator decided to turn to EPM. Gerald Lieberman of the World Wildlife Fund was chosen to go to Panama because of his expertise in both environment and in PVO development. He spent 1 month in Panama interviewing USAID personnel, government of Panama (GOP) officials, and PVO representatives to determine level of interest, legal provisions and constraints, and Panamanian PVO needs. He prepared a report which was submitted to USAID, the GOP, and the Fundacion, a federation of Panamanian PVOs. This report became the basis for a proposal to USAID by a consortium of U.S. PVOs for assistance to the Fundacion members.

The Mission was interviewed by Ormond on March 23. The project officer expressed satisfaction with the Lieberman consultancy under EPM. He also noted that this consultancy had led to several visits by Lieberman to Panama under independent

(non-AID) funding to work with the Fundacion and its members in developing a proposal that met its needs. This proposal has now been submitted to USAID and, pending some minor bureaucratic adjustments, will be funded. The Mission feels that the proposal responds very well to the perceived opportunity for Panamanian PVO involvement in environment that had led to the original request for assistance.

The project officer does not intend to request any further EPM assistance on this project. The proposal is well-developed, and conventional funding and technical assistance mechanisms will be able to carry it through. He did, however, express general satisfaction with the service that had been provided to the Mission under EPM. When queried whether he would use EPM services again, he responded that the mechanism for delivery of services was of little importance to him. His concern was that the service was good, which it was under EPM. He was unaware of the EPM project before the Lieberman project and was still ignorant of the full range of services available under EPM.

The original request made it clear that a proposal for assistance to PVOs was the desired outcome of the requested consultancy. The logical source of such longer term assistance would be the U.S. environmental community. While IIED and IUCN are both PVO's and could easily have provided adequate service under this request from their own staffs, they made the decision to draw on the personel of other environmental PVOs in order to avoid any appearance of conflict of interest in the development of the follow-on proposal for funding. Before Lieberman's trip, all major U.S. environmental PVO's were convened to discuss the potential for U.S. PVO involvement in a follow-on effort. Another meeting of interested PVO's was held subsequent to the initial Lieberman trip to discuss his findings and the follow-on proposal. The consortium of PVO's involved in the Panama PVO assistance proposal does not include IIED or IUCN.

(4) Turkey. While Turkey is an AID recipient country, there is no resident AID staff in Turkey. Therefore, the Near East BEC was the source of a request for assistance to an environmental PVO in Turkey. The NE Bureau had provided some funding for special projects to the Environmental Problems Foundation of Turkey (EPFT) over the last 2 years. It was rapidly becoming apparent that AID was becoming one of the major donors to EPFT and that EPFT, in some sense depended on AID funding for much of its core support.

At the request of the NE BEC, EPM provided a 1 week consultancy by David Runnalls (U.S. Director of IIED) to EPFT for the purpose of helping EPFT to develop its fund raising capability and to identify other sources (preferably Turkish) of funding for its activities. In addition, general assistance in financial management, administration, and program development and targeting was requested. The primary purpose of

Runnalls' visit was the on-site advise that he gave to the EPFT staff and Board of Directors. In addition, he prepared a report that summarized the advice he had given and proposed, among other things, a schedule of AID financial assistance that declined over 5 years as Turkish funding sources were identified and tapped. The NE Bureau intends to grant regional project funds (see Appendix F) to EPFT according to this schedule over the next 5 years.

Ormond interviewed the Director of EPFT shortly after the Runnalls consultancy. He expressed satisfaction with the report and its recommendations and stated his intention to implement many of them in his future program. Comparing his comments on the visit to those of Runnalls, it is apparent that the visit was a learning process for both sides, as good technical assistance. Through de-briefing Runnalls, the Near East Bureau gained a better understanding of the way EPFT works, the constraints it faces, and the role it sees for itself in the Turkish environment movement. Both EPFT and the Near East Bureau felt that the service provided was highly beneficial.

Lessons Learned to Date. Although statements of work in the advisory service contracts are as detailed as possible, including task descriptions as well as objectives and expected products, it has been found that once in the field, the consultant is sometimes faced with a considerably different situtation than originally pertained. Flexibility must be retained in the scopes of work for such eventualities. Consultants must refer back to EPM in Washington and/or their AID contact person to negotiate revisions as needed in their scope of work.

Requests by AID for specific individuals (as opposed to assistance for a task) have by and large produced satisfactory missions, but not invariably. EPM has learned to exercise special caution in such cases, especially where AID environmental advisors are not present to provide technical oversight.

Relative to other support services available to AID, the EPM consultancies seem better able to cope with ambiguities and changing needs in the course of field missions.

Evaluation of Reports Done and Work in Progress. Time did not permit in-depth review of all reports produced. A first impression of the 12 major reports already completed is the great diversity in format and the absence on the covers of a credit or logo that identifies the Joint Environmental Service. Very few of the reports have summaries. (Some are chapters of Country Environmental Profiles, and will be edited before publication.)

The question is raised of how to exploit the general value of work done, if in fact it possesses that value. To date only the evaluation of the country environmental profiling process, undertaken by Dickinson, has been disseminated. It was reviewed in the Natural Resources Technical Bulletin, published by the U.S. Park Service, and sent periodically to AID missions. The illustrative or generic value of other reports should be communicated to other AID offices and perhaps other donors. Strengthening of environmental PVO's is emerging as a theme and AID has been requested an article on EPM assistance to environmental PVO's. This experience should be summed up and widely disseminated in the rest of the donor community as well as in AID.

As the reports stand, few if any are ready for publication. All would have to edited. Editing should be done with an eye towards the purpose of more widely disseminating the work and towards the publication media (pamphlet, newspaper, journal article, etc.).

Some of the work may merit publication in professional journals, but would require extensive editing by the authors. EPM should consider subsidizing the additional editing and re-drafting that would be needed, assuming author agreement on the worthiness of the work. This would ultimately make the work available to IIED as reprints that could be distributed.

Local journals should not be overlooked. Consultants should be encouraged to make prior arrangements so that once reports are completed, they can be made available by mail.

Several suggestions can be made to improve the reports. Consultants should be instructed to prepare summaries and without exception to have tables of contents. To facilitate follow-up, reports should include lists of people interviewed, trip logs, and dates of the period spent in the country (the usual "trip report" type of information). The location of special materials consulted and available only in the host country should be noted as an annotation in the references cited section. Finally, IIED should consider providing a standard report cover and a preface (with appropriate disclaimer, i.e., This report does not constitute IIED endorsement, etc.)

Contrary to the Cooperative Agreement, IIED has not sent any of the reports to AID's Development Information Unit. This should be done without fail. And herein lies an additional reason for summaries. On the computerized file, only summaries of reports are stated, and if none, then only the title appears. Further, a standard cover would facilitate bibliographic citation and, of course, project identification.

Bio-Resources Systems PIO/T. Materials are starting to flow from this effort: a bibliography of models and workshop materials. The bibliography is difficult to read and therefore

to use. It needs a preface, and a better explanation of how to use the bibliography. More importantly an evaluation or summary statement about the resources contained in the bibliography needs to be made. Caveats are needed also, and an explanation of the screening process. For instance, many titles seem to have no bearing whatsoever on AID's development or natural resources projects in the Third World. Why were they chosen? Finally, a companion bibliography should be made of models commissioned by AID. Or at least note should be taken to some of the more important ones (RAPID, Fuelwood Model).

The workshop materials do not appear sufficiently down to earth yet to connect with the pragmatic realities in which AID design officers work. A better identification of the real needs and potentials for systems modeling in AID is needed in order to be able to effectively formulate and communicate this tool. National level policy analysis uses have been demonstrated with the RAPID Population and Fuelwood models. Whether dynamic modeling could be used in project design is not yet clear. AID's project design requirements should be reviewed to better orient the modeling.

The openess of dialogue and cross-disciplinary communication required in this method (and fundamental to the effectiveness of the progenitor, the Adaptive Environmental Assessment technique) are communication skills that are uncommon in developing countries, particularly where administrative as well as disciplinary boundaries must be crossed. Open dialogue may be contrary to social mores or even cultural values.

Prior to proceeding with the rest of the Bio-Resources System Project, the project staff should thoroughly explore the level of experience and on-going uses of modeling in AID, especially through interviews with S&T/Ag technicians, and with agricultural development officers in the regional bureaus' technical office. World Bank, UNDP and UNITAR experience or research should also be surveyed. In other words a quick fix on the current "state-of-the-art" usage of systems modeling in development projects among major development institutions is imperative at this juncture.

Finally, a dry run with the modelling tool before it is attempted to be promoted for a project design exercise would be useful. It is suggested that an on-going project considered to be fairly well designed and multi-sectoral if not intersectoral (i.e., with many of the elements in the model) be selected and that a retrospective process of decision-making and analysis be undertaken with the project designers and managers (who will be two different casts of people).

Informal Advisory Services. These services rendered by Dr. Berwick or Mrs. Wood, have included the identification for AID/Guatemala of team members for a CDP, drafting of project ideas and proposals for S&T/FNR, and telephone consultations on

a wide range of subjects, and attendance at diverse meetings in AID and elsewhere. EPM staff has found these informal services are occupying a certain amount of their time -- about 10% on average. However, records are not kept of amount of time occupied thusly.

It is suggested that logs or other standard records be kept of time spent providing informal advisory services, in order to more accurately gauge the management staff time invested.

The Consultant Register and JES in CDC. Preparation of the Consultant Register has proved to be a very complex and time-consuming task. Its full operation has been delayed by three factors: (1) initial disagreement between IIED and IUCN as to the scope of the register, (2) the selection of a computer solution that has proved inadequate, and (3) the reluctance of some IUCN commissions to participate in the register.

IIED and AID have seen the register as a tool for broadening the base of consultants available for assignment in developing countries. They have therefore argued that the register should include any candidates who meet the minimum qualifications agreed upon by IIED and IUCN. However, IUCN initially felt that a much smaller register was better. Candidates would be selected not only on the basis of their academic qualifications, but also on whether or not their work was known to IUCN or its Commissions. This difference of opinion has now been resolved and both organizations are not contemplating a register of at least 5000 entries.

The projected increase in size of the register has meant that the Wang List Processing technology originally selected is inadequate. This technology was originally selected after extensive consultations with Wang representatives and with the Forestry Support Program, which utilizes the same system. In addition to size (5000+ entries for the register vs. 1500 for FSP), the number of variables needed for categorizing all the fields involved in environmental planning and management has proved to be excessive for the Wang LP.

A final difficulty concerns the reaction of the various IUCN Commissions to the register, discussed below.

Reviews and studies of alternatives were undertaken, and at the time of Mr. Freeman's visit to Gland, in late March, 1984, a decision had been taken to switch to an Wang PC so that a data base system could be used. This decision was based on a three week programming trial by CDC staff (Payne and Brown), as well as recommendations by an outside consultant and in-house judgements.

The hold-up in arriving at the appropriate hardware and software has delayed the development of an operational register. However, Mr. Cockerell was confident that all

bio-data forms in their possession -- somewhat over 900 -- can be programmed within 4 to 5 weeks, once the Wang PC is operational. The switch from Wang L2 to Wang PC is going to cost an extra $5,000 approximately, assuming sale of the Wang L2 unit for $5,000.

Revision of the bio-data form was being undertaken in March. It contained ambiguities and in places excessive detail. Also it did not contain a section that specifies the consultant's experience with development agencies. A final version will require consultation with IIED.

The existence of the register and the possibility of international consultancies has been announced by the CDC in European journals and IUCN newsletters and by IIED in various journals and at universities. The announcements have been worded somewhat differently (see Appendix C). A very good response was generated on both continents. IIED is to send bio-data forms and copies of c.v.'s received in Washington, D.C. to CDC, while CDC is to send copies of c.v.'s received in Gland to Washington, D.C.. A complete exchange has not yet been effected. Dr. Berwick is still screening the 2,000 c.v.'s received, to cull unqualified candidates.

It is planned by CDC that consultants residing in LDC's will in the future appear on the register. The Netherlands' government has funded the search for consultants in Zimbabwe, Zambia and Kenya, and CDC had already received the draft reports. Mr. Cockerell regards these as constituting a profile of human resources that could be viewed as a companion to the AID-funded Country Environmental Profiles. A delicate issue posed in the developing countries is the fact that many of the best qualified potential "consultants" are government employees.

There has been some controversy in IUCN Commissions about collaboration with the CDC Register. IUCN Commissions' membership roles, have been requested by CDC, so that bio-data forms can be sent to the members. Response has been patchy. Some Commission secretaries regard their membership as highest quality, reputable scientists, and are apprehensive about lumping them in a register with respondents unknown to IUCN, who have answered published announcements. Others have been cooperative. Of course all membership has been informed of the Register, if they have read the IUCN bulletin announcing it, and will have had the opportunity to respond individually.

A second related issue is of the tradition of relatively modest renumeration and some volunteerism among the membership, in contrast to the more professional, commercial cast of the work done through the consultant registry with international AID assistance agencies.

CDC has received many inquiries from universities and private firms, for names of experts. Private firms have also

responded to the announcements eliciting registration. How to deal with universities and companies is an issue that is pending definition.

CDC is seeking to put the Registry on a financially self-sufficient operating basis, through charges for responses to inquiries. At least three levels of response, and charges, are contemplated: (1) a print-out of names with brief biographical data; (2) a CDC recommendation for consultants for the task at hand; and (3) execution of the task, drawing on the consultant register for selection of the project consultants. Assessment of charges for print-outs and recommendations have not been set; they would depend on staff time, obviously.

The rapid development of the CDC as a potentially self-sustaining consulting service, which enjoys, at the same time, the prestige of association with the IUCN and WWF, raises important questions. How will CDC's consulting services be managed so as to reciprocate the prestige of the IUCN link? And by extension -- if consulting services, whether referrals or actual missions, are undertaken by CDC under the aura of IUCN, what will distinguish them from consulting services or referrals from any other, less reknowned or distinguished quarters? In responding to requests, will CDC draw the line at certain policy stances held by IUCN and its Commissions? Will CDC pursue directions agreed upon with IUCN and consistent with IUCN's broader work? Will CDC respond to requests as it sees fit without necessarily referring to Commission work? And will Commissions wish to shape their work to anticipate the likelihood of CDC involvement in NCS's and on-going development, so as to provide better guidance or contributions to CDC? Answers to these questions must be sought, in the estimation of the present evaluation. Furthermore, IIED must participate to an appropriate degree in the arriving of answers, at least to the extent of its present involvement in the JES.

To date CDC has not fielded consultants to AID missions, although this is possible. Where Africa is concerned there are likely to be more, qualified Europeans than there are qualified Americans, especially French-speaking American scientists and technical experts. These are quite rare. The sense of the response on both sides of the Atlantic on this matter is that both CDC and IIED have been wary of endorsing each other's work, should the occasion arise for a collaborative agreement. Yet, collaboration has now begun, in Nepal, where EPM will sub-contract CDC to carry out the National Conservation Strategy there. There have been numerous prior consultations, an obvious pre-requisite to the collaboration.

For less ambitious consultancies to AID missions, where European candidates have the clear edge over Americans, the question is raised as to how to most effectively manage the

work. IIED must explore with CDC the ways in which qualified European environmental scientists can be enlisted to assist AID missions, where appropriate, especially in Francophone Africa.

3. The Pilot Activity

The pilot activity work has been essentially sub-contracted to IUCN's Conservation for Development Center (CDC). (Table 6).

The pilot activity was conceived as an attempt to plan and carry out at least one national or regional natural resources strategy. Although not mentioned specifically in the Cooperative Agreement, some kind of arrangement with the IUCN, who was implementing the World Conservation Strategy through the CDC, was a certainty.

Table 6 Pilot Project Activity Sub-Contracts to CDC

Sub-Contract	Date	Description	Cost
1	Aug 83	Prepare a comprehensive report on National Conservation Strategies, including guidelines.	$ 8,660
2(1)	Sept. 83	Travel expenses for partipants to an international workshop in Gland to review the NCS draft report.	11,845
2(2)	Nov. 83	Publication of a booklet on National Conservation Strategies.	44,137
3A	Feb. 84	Preparation and follow-up of NCS's in Sri Lanka and Nepal. Trip by M. Cockerell	13,466

NOTE: A $140,000 sub-contract to CDC is pending for the preparation of an NCS in Nepal. Once obligated the total expended or obligated will be $218,108.

National Conservation Strategies. Since the CDC had already initiated NCS efforts by governments around the world, it was clear that these precedents could serve as a basis for planning the EPM pilot activity support. However, how an entire national conservation strategy would be prepared and carried out was not yet sufficiently defined by CDC to serve as the basis for proceeding. Therefore, following finalization of the negotiations for a working agreement between IIED and IUCN, in Sept. 1983, EPM commissioned the CDC to prepare a working

paper on national conservation strategies -- what they are, how they are carried out -- and afterwards supported a 3-day international meeting in Switzerland (November, 1983) to review the strategy. Subsequently EPM funded the publication of the result: National Conservation Strategies: A Framework for Sustainable Development. (IUCN, January, 1984. 52 pgs.).

During this period candidate countries for EPM support for a national conservation strategy were being considered. CDC had already visited and promoted strategies in 31 countries (see Appendix D). A three-step approach characterizes the process. Following initial consultations and a resolution by a nation to undertake an NCS, a small team is fielded to undertake an overview study, which is published as a prospectus or first report. On this basis a full scale NCS study is planned, budgeted and carried out. This is followed by the implementation phase. At the end of 1983, the efforts begun by CDC were still in the first phase. However, there were several candidates for full scale NCS studies: among others Nepal, where UNEP funding had been promised, Sri Lanka, and the Phillipines in Asia.

In March, 1984, a joint trip by Cockerell and Berwick to Sri Lanka served to finalize EPM's support for NCS's in Nepal and Sri Lanka. In Nepal, $140,000 from EPM will be used to carry out a one-year NCS study. In Sri Lanka, support will be provided through the IUCN to finish the NCS prospectus, namely to edit the various contributions into a final version.

Other potential candidates for EPM support for an NCS are the Phillipines, where mission funding is possible, and where an EPM-supported planning mission by Cockerell and Bruce White was underway in April, 1984; Senegal, one of the first nations to express interest in an NCS, and for which CDC was finalizing an NCS prospectus in March, 1984; and Belize, where an initial NCS survey in 1981/82 was followed by a CAP effort in 1983.

The pilot project's budget of $175,000 has already been exceeded by the activities funded or obligated. At the same time, however, it seems certain that EPM will be granted a supplementary $750,000 to support Country Environmental Profiles, which are closely related in substance, if not politics and process (at least in the experience to date), to the NCS's. An extension to this Cooperative Agreement would be another avenue for continuing EPM support to NCS's.

AID and the NCS Process. At this juncture it is worthwhile examining the context and interest of AID missions in having strategies, however broadly or narrowly they may be focussed. Normally they are organized in AID by sectors, (i.e., agriculture and forestry, health and nutrition, education). Also regional strategies may be formulated for a portion of a country where AID has an interest in working and in having a highly visible program.

AID strategies may or may not be harmonious and coordinated with parallel strategies of the host government. Thus, AID may strategically support land reform or privatization of economic endeavour where these are not strategic goals of the host government. AID's strategic planning also must take account of the mandates in the FAA, and the actions embedded in an AID strategy will be correspondingly defined. In the best of worlds, AID's strategic interests and those of the recipient government coincide, however this would not necessarily be as a result of the breadth of vision -- AID's would be narrower -- but rather of compatibility of development goals.

Roughly speaking a strategy is the blueprint for a sequence of discrete actions that if accomplished will attain a strategic goal. AID's strategies are relatively modest in detail and scope, with an inevitable orientation towards what AID can and wishes to support. Further, since AID is only one of numerous bilateral and multilateral development assistance agencies working within a country, the feasibility of formulating a strategy that serves the host government's interests as well as those of AID is correspondingly lessened.

In most countries AID is a relatively small (in $'s) player, and AID mission directors observe the unwritten rule of development assistance, namely: Don't examine or point out problems for which you are not prepared to offer assistance to solve. The magnitude of national level conservation actions that will result from the NCS's will be beyond the resources of AID, or any one bilateral assistance agency.

The above considerations create a context for AID's strategic thinking that, except for special "clients" (especially Caribbean basin nations) limits it to a purview that is less than national in scope. The country environmental profiles are not strategic documents (at least not explicitly so) hence they do not involve AID in defining national level policies and goals.

It is eminently appropriate that a non-development assistance organization, namely IUCN, be the generator of national conservation strategies. Compared to AID and other bi-lateral donors, IUCN is politically "disinterested" and without development resources, whose existence could distort the process of strategic planning.

The Relationship of CEP's and NCS's. What then could be the relationship between CEP's and NCS's? Both IIED and CDC recognize that CEP's are virtually the same in substance, if not process, as the descriptive portion of the national conservation strategies. An obvious possibility therefore exists, namely to merge the CEP data collection exercise into the NCS process, where these two events coincide in time, or can be made to do so without jeapordizing momentum. The

missions would still benefit from the data base, and would enjoy the additional benefit of host government involvement and endorsement of the data and its interpretation.

The merging of a CEP and NCS could easily be accomplished through the EPM Cooperative Agreement, which would facilitate mission financial support for that portion of the NCS equivalent to the CEP. The EPM would essentially sub-contract the CDC for the data collection and reporting that is contained in what is termed "The Current Situation" in the Illustrative Outline for an NCS Report (See Appendix E). It would be equivalent to the material contained in a CEP.

Another possibility is suggested by the experience in Belize, where the CEP followed the first phase of the NCS, but was not formally tied to it. There has been as yet no NCS strategy-making follow-up which would exploit the CEP exercise. However, it is entirely possible that in certain situations the CEP could be carried out through a mission contract with an environmental IQC, for instance, and then be used later by CDC for development of a strategy. This would depend in part on the sophistication of the recipient government and the willingness to leave the data collection to outside consultants, without an explicit intent to engage the government and PVO's in the data collection effort.

4. Information and Analysis

Nothing has been commissioned yet for this aspect of the EPM, since it was decided to reserve the $45,000 budgetted until later. One activity called for in the Agreement has not been well anticipated: documentation of advisory services. Files on advisory missions are incomplete. Also final reports by consultants have not been passed to AID's DIU as stipulated.

The EPM staff have been so busy managing advisory missions and pilot activities that there has not been enough time to allow them to reflect on the information being accumulated in the course of the advisory missions, and to formulate studies. However, a number of studies are in mind:

- o a review of PVO assistance.
- o an examination of the question of sustainable agriculture.
- o a review and definition of biological diversity.

On AID's part no proposals have been forthcoming for the state-of-the-art papers or analytical studies suggested in the Agreement. Rather assistance has been sought by S&T/FNR to help design a project for "Research and Training in the Environmental Sciences".

It may be noted that the $45,000 total budget for this facet of the project (i.e., $15,000 per year) is small relative to the amount of work that was anticipated in the Project Agreement (2 to 5 studies per year), especially if one considers costs of editing and publishing the papers.

D. ANALYSIS OF KEY ISSUES AND SUGGESTIONS

1. The Question of a Financially Self-Supporting Advisory Service (JES).

This discussion deals only with those advisory services provided through the EPM Cooperative Agreement to AID missions, by the JES in Washington. The CDC also desires to become more financially viable and is making plans for charging a fee for various levels of response to inquiries. One of their concerns is to make the Consultant Register self-supporting. There is probably scope for a jointly re-enforcing strategy, however, no attention has been placed on this potential in the evaluation. Rather, the focus has been on AID's current concern: "Can the advisory services be self-supporting?"

In a future mode JES advisory services could be triggered by mission initiatives in equal or greater proportion to initiatives generated by BEC's and REO's, and mission funding would cover much or all of the expense. In this scenario, the expense of the advisory services would not be subsidized by EPM, rather Mission Project Development and Support funds or project funds would be the financing source. In S&T/FNR's present view this is a desirable outcome.

The character of services rendered directly to missions would be different from services as initiated by BEC's or REO's and IIED's role is changed. In the present mode the implementation of the various goals of AID's Environmental policy and strategies is favored by the involvement during scoping by the Bureau and, to a lesser extent, Regional Environmental Officers and by frequent consultations in Washington. Mission requests, on the other hand, will, perforce, reflect mission and host government priorities. Missions will probably engage environmental consultancies more directly in the development process. Possibilities include assistance in drafting background papers for CDSS's, special analyses needed to develop project ideas, "trouble shooting" on an ecological problem in an on-going project, or reviewing a special problem at the government's request. (Possibilities are limited in the present project by the restriction against working on actions required by Regulation 216.)

In fact, the possible nature of Mission initiatives will be shaped by the way the JES is made known to the missions. In the scenario in which the country missions request and pay for advisory services, it is absolutely essential that the goals of JES be clearly communicated to the missions. It may be recalled that missions can choose from a fairly wide range of governmental services as well as Indefinite Quantity Contractors for advisory assistance, studies, etc. Also it must be recognized that Missions attempt to focus

their management effort (the limiting factor, more so than money) on the present project portfolio and on preparation of programmed projects. Many initiatives, from the broader perspective of what is important, are beyond the reach of Mission money and management capacity.

In conclusion, if Missions are going to take the initiative in requesting JES advisory assistance, they must have the foreknowledge and perception that the JES can be of assistance. And, to overcome distance and unfamiliarity, the JES must be accurately targetted, and "advertised" in a manner that addresses the compelling needs of missions. Personal visits by JES staff or consultants representing JES to missions are the most obvious and probably the most effective manner of learning mission needs. But a carefully formulated brochure should also be developed..

Several contexts can be considered for JES consulting visits to AID missions:

CDSS and ABS Preparation: special studies, background papers, examination of issues, all referring to unique or overriding environmental or resource management aspects of concern to the mission. (PD&S funding)

Project Design: Review of unanticipated ecological issues or aspects, during PID or PP preparation, which cannot be handled by the design team or REE's/REO's. Examination of special issues or problems encountered in the design phase and whose definition is desired before proceeding with project implementation. (PD&S funding).

Project Management: Analysis of unique or unanticipated environmental or ecological problems adversely affecting the project goals or its environment, during the project life. (Project funds)

Special Missions: These could be consulting visits to assist a group or government agency with which AID has a special interest in supporting (e.g., Fundacion, Natura, Ecuador) to lend assistance on a problem outside the scope of project work, but sufficiently related to merit project financing of a consultancy..

An initial difficulty for missions themselves to the determination of needs for JES consultancies is that these could address development questions or problems that have probably been ignored or tolerated...the usual reaction to problems for which there are not obvious solutions, i.e., within AID's grasp. The consequence is that mission staff may not be sufficiently aware or articulate about the problems JES could help solve to initiate a request for assistance. This will particularly apply to agricultural development projects and perhaps to rural health and nutrition assistance as well.

As regards working with on-going projects to make them ecologically more sound, no matter what the stage, there may be a perception in AID that the interventions that might be proposed through the consultancy could complicate the project, require additional financing or exceed the management capacity of the government.

The practical way to resolve these perceptual obstacles is through an exploratory "scoping" visit by a JES consultant or staff member, familiar with AID. The scoping visit should be the first response to a mission request for general assistance or expression of intent. A BEC or REO could of course also undertake the visit, alone or with a JES representative.

Initially, during the first year after announcements of JES services to missions, scoping visits will probably have to be subsidized by the Cooperative Agreement. Also certain consultancies to assist projects could be justifiably subsidized, where the problem is important and project money is short.

In the follow-up intervention, local consultants may be competent to carry out work. But they may have no experience with AID or development agencies. JES supervision might be needed in which case the PIO/T could be with JES. If the local consultants are competent to perform without supervision, JES involvement would not go beyond assistance in scoping. However, it is normally salutory to pair international and local consultants. Thus, JES supervisory and/or substantive involvement in consultancies would be the rule, even where missions directly hire local consultants. And, as demonstrated in the Belize CEP exercise, certain studies are better done by outside consultants, in that case because greater objectivity could be expected in the review of legal and administrative aspects of natural resources.

Implications for JES Management and Financing. A shift to more mission level initiatives (i.e., requests) and greater cost-sharing through mission PIO/T's has implications for planning, and managing of consultancies and the financing of IIED's JES management staff, and for AID staffing policy. Consultancies would take the form largely of scoping and supervisory missions. Such missions would require consultants familiar with AID, its environmental policies, regulations, and resources; having the ability to work with missions and to represent in a surrogate fashion the agency's environmental policies; and lastly possessing a view of the sustainable development context in which IIED operates. The Africa region in particular will require this kind of individual, and to a lesser extent the Asia region. Missions in Latin America and the Near East seems to be well covered by the Bureau and Regional Environmental Officers, at least for the moment.

A test of mission-level scoping consultancies is the African visits underway by Weber and Majors (March - June). They are essentially reviewing specific problems or aspects of on-going projects and (in Niger for which we have a trip report) attempting to orient missions towards appropriate management responses. Their terms of reference did not include, however, the development of additional responses for specific problems, rather their visits were to pave the way for CEP's in the missions visited. Nevertheless, the missions are benefitting, presumably, from their analyses and advice. **It is important that the Weber/Majors mission be evaluated by the JES, to determine the impact of this approach and the mission's satisfaction.** The lessons learned can guide further scoping work for missions, especially in Africa.

It is obvious that initial scoping or problem-defining missions must continue to be subsidized by S&T through the Cooperative Agreement. Regarding additional advisory services funded by missions, under the present arrangement, PIO/T's must conform with the terms of the Cooperative Agreement, of which the most important relevant feature is the overhead computation. The 50% overhead is to be computed on all expenses incurred according to a specific provision in the agreement. This includes travel and per diem, which can amount to one half the total cost of an advisory mission (e.g., Asia or Africa). This would effectively elevate the overhead rate to 100%, by the more standard computation. (JES is not obliged to charge 50%, however.) The resulting JES rate is not too far away from some of the lower overhead environmental IQC's (125%), with whom JES is not to compete, (but who are not proscribed from offering the same services as the JES).

IIED is unhappy with this method of overhead calculation, which is not only clumsy to calculate, but also effectively "punishes" all of those projects in the Institute (including AID PIO/T's), which have high travel and per diem costs. **We recommend that AID and IIED consider renegotiating the way in which overhead is calculated. Our preference would be for a formula that charged a fixed overhead on salaries and other direct costs.**

IIED must of course take account of its overhead needs, which are computed at $320,000 annually for the EPM. Mission funding of JES services will be an uncertain source of overhead for at least another year.

Implications for IIED. In the above scenario, where JES provides advice to missions on projects and programs in its portfolio, the broad goal for the JES would be to help achieve sustainable development. Projects are the building blocks to development, where money is spent in ways that affect people and their habitat. JES experience with rendering on-going AID projects more ecologically responsible, and guiding projects in the design stage towards environmentally sound solutions should over time accumulate to constitute a persuasive body of case

studies, principles and other grist for work with a global perspective. Therefore, thorough documentation, including perhaps video, should become a priority management goal.

In a project-specific context for JES assistance (as opposed to assistance to plan CEP's or NCS's), work will be piecemeal, and inseparable from other project events. Recommendations may be ignored by AID, or be too expensive or complicated to be implemented. On the other hand, projects may end up being greatly enhanced. In other words, some projects may be beyond repair, while others may be ripe for a timely intervention. This cannot always be known in advance of fielding consultants.

Whatever the outcome, work with on-going projects would be advantageous for the JES. Results of consultancies will be apparent sooner for these projects than for projects being designed. Thus, JES involvement would be an immediate test of ecologically oriented interventions and, will more quickly equip the JES to accurately define and communicate workable solutions for sustainable development.

But the question remains: Does IIED wish to internalize an environmental consulting service activity? It is proposed that this need not be viewed as a burning question that requires an answer at this time. Presently, the answer would be no. However, after another year or so of experience, during which some systematic reflection can be accomplished through the Information and Analysis function, the answer could be a conditional yes. In any case, if the advisory service becomes too much of a "body shop" operation, even though successful and self-sustaining, it can always be spun off to become a semi-autonomous effort, at least from the financial and management standpoint. The relationship of CDC to IUCN is indicative of such a relationship. In fact, a CDC/Washington office located in or adjacent to IIED offices would be possible modality.

Implications for AID. The shift to mission-funded services, possibly scoped initially by JES staff or consultants, could remove this important stage more or less from direct control of REO's or REO's (who will, nevertheless, see and react to scopes of work). JES's ability to interpret or represent AID/Washington environmental policies and strategies will be somewhat diminished, while at the same time consultants will be more involved in the totality of development -- on which come to bear many different, often conflicting AID policy directives. This is not to say that missions' desires are necessarily incompatible with those of the JES and of AID's perception of JES's role. However, it has been pointed out by the environmental officers (in the December, 1983, Manressa meeting) that there are inconsistencies between the Environmental Sector Strategy, the regional development strategies, and the country development strategies.

In practical terms, JES consultants working on mission PIO/T's may encounter situations which are at odds with AID/Washington environmental policies and strategies. The consultant's position in such cases must be played with considerable diplomacy so that solutions rather than confrontations result. It is not the intention here to raise a large red flag, but rather a small one, since it is unlikely that consultants cannot handle most challenges, assuming they are selected with care.

It seems obvious that if in the remainder of the project, mission requests for JES assistance in scoping, supervising and participating in environmentally related work paid by the missions become more or less routine or predictable at a certain level of activity, AID should internalize certain functions, especially the scoping functions. An end-of-project-evaluation, as well as progress reports will serve to formulate a decision in S&T/FNR on this potential need.

2. Project Procedures and Management

As far as AID BEC's and REO's are concerned, project procedures and management are quite satisfactory. In AID's S&T/FNR, the arrangement to transfer of PIO/T funds directly to the IIED account has streamlined the procedure by keeping S&T out of the PIO/T process. In IIED, management procedures have been developed, especially since October, 1983, when Mr. Bartlem was hired as IIED's Office Manager, and these are now being put in practice. Also, the EPM Deputy over time has evolved a series of S.O.P's. However, IIED's growth in capacity to efficiently administer multiple contracts has not been without some pain, and the experience has raised the question of whether or not IIED wishes to expend the amount of management energy to be -- in essence -- a "body shop."

Both the project paper and IIED seem to have under-estimated the management, and to some extent procedural, implications of (1) documenting the project so as to learn from the experience, and of (2) developing the basis for work contracted directly by bureau or missions through PIO/T's, and managing these. The latter takes up to 25% of Dr. Berwick's time.

It appears that a backlog of minor management tasks and responsibilities has been accumulating, because of demands for priority actions and/or management choices that do not place priority on certain management tasks. Berwick, and Wood to a lesser extent, have also been directly involved in managing contracts and providing advisory services. This is both useful to the project performance, by giving managers direct experience in what the project is designed to do, and understandable. Neither Berwick or Wood are content to be desk-bound.

Suggestions. A number of suggestions can be offered. These supplement suggestions made earlier and indicated with bold type. The recent addition of an administrative assistant and the pending employment of another full time professional, to deal with CEP's should make it possible to implement the suggestions made here.

(1) The need for better project documentation has already been discussed (C.1). There is a related need to develop an adequate filing system by EPM. The present system seem to reflect a management emphasis on securing a product, i.e., a report from the consultant contracted. This perfectly legitimate and effective orientation has resulted, however, in less than complete records. It must be complemented by an equal attention to documenting the entire process whereby the consultant is contracted, briefed, de-briefed and evaluated (the last has not yet been routinely attempted.)

(2) In their contracts, consultants should be explicitly required to brief appropriate AID staff, e.g. Agricultural Development Officers, Program Officers, and if possible Mission Directors. They should also be instructed to add trip reports or logs to their reports.

(3) In the development of PIO/T's for work requested by regional bureaus, EPM staff should make every effort to establish clear and feasible goals. If needed this should be done through a pre-PIO/T feasibility study — a quick review of the proposed study's hypothesis, including a determination as to whether there are useful precedents.

(4) EPM staff must widen their dialogue and circle of acquaintenances in AID, to include all of the offices in S&T, and all the staff in the Technical Resources offices of the regional Bureaus. Mission and regional bureau project portfolios should be reviewed to discover potential needs.

(5) Both AID's and IIED's EPM management must use to greater advantage the information resources in AID, in the DIU as well as in the regional bureaus' technical resources offices. A suggestion was made earlier in this report that a summer intern be taken on to review how this can be better accomplished.

3. Allocation Formula

A predicable pattern of consultancies has not yet emerged, hence a validation of the allocation formula used to date is not possible. Also the great variety of consultancies, in terms of duration as well as travel costs, has resulted in average costs that depart somewhat from the allocation formula (Table 7). In particular, costs in Africa are likely to be greater than computed. Further, the addition of an allocation to S&T/FNR, and its total expenditures to date is a significant departure from the original design. At this juncture it seems

Table 7

Distribution and Cost of Advisory Services by Bureau[1] as of March, 1984

	Asia[2]	Africa	Latin America Caribbean	Near East	S&T/Washington	Totals
o Total number of consultancies	10	4	12	6	7	
o Costs (to nearest $100)						
Fees	42,900	12,300	18,800	17,200	27,300	124,500
Travel & per diem	18,400	26,500	17,000	18,700	9,600[3]	89,600
Other	7,300	1,800	800	3,100	3,600	16,600
Total Expended	**74,600**	**40,600**	**36,600**	**38,400**	**40,500**	**230,700**
o Average cost per consultancy						
Average total	7,466	10,000	3,000	6,400	5,800	
Average fee	4,900	3,000	1,600	2,900	3,900	
Averge travel & per diem	4,800[2]	6,600	1,400	3,000	1,400	

[1] PIO/T's funded by bureaus or missions are not included.

[2] Four Asia consultancies were contracted locally, thereby lowering the average.

[3] Principally used for the Dickinson consultancy and the Manressa meeting.

reasonable to conclude that now that the bureau and regional environmental staff are familiar with the project, whatever allocation they are provided will be used.

Allocation Proposal. It is proposed that the allocation formula be re-considered. An annual base amount of $35,000 could be guaranteed to each region to be drawn on for advisory services fees. A separate allocation for travel expenses could be made based upon regional cost differences. If missions pay for travel, the money saved could be transferred to the advisory fee allocation for that region. But if missions pay for advisory services, this would not affect the allocation level. However, at the end of the AID fiscal year, unused allocated funds in any region in excess of $10,000 would be re-allocated in equal parts to all regions, unless, of course, they were already obligated. Other solutions should be elicited from the Project Advisory Committee.

4. National Strategies and AID's Scope of Action

The pilot activity was planned prior to accumulation of experience in the preparation of NCS's by IUCN. In retrospect, the agenda of actions for the pilot activity set forth in the project agreement anticipates the implementation stage of a given National Conservation Strategy. While it also envisioned some of the actions involved in strategy formulation, the agreement overlooked the political dimension of the process whereby strategic goals are developed. While it is no secret that in many poor countries, national economic and social development strategies amount to a mosaic of projects representing the interest of various donors, rephrased to the extent possible to attain a semblance of sovereignty, the tough questions posed by conservation of natural resources will not be solved in this manner. National Conservation Strategy-making is not only a technical exercise, as is being learned at IUCN. It is entirely appropriate that the pilot activity has ended up supporting an NCS to be undertaken by IUCN.

The question posed now is: What kind and measure of engagement, if any, should AID seek with the NCS's, that is, in addition to the NCS in Nepal? Section C.3 delineated a proposed working relationship between CEP's and NCS's, namely; where possible and timely, merge the CEP into the NCS exercise, or if politically possible and convenient, retain the CEP as an AID effort but plan for it to constitute the data collection phase of the wider NCS effort in a country. These seem to be the most realistic modes of AID participation in a process that is politically and financially beyond the scope and mandate of AID missions.

AID cannot develop a National Conservation Strategy for any nation, nor can any other development assist donor. This being true, what, therefore can AID gain by lending additional NCS support? Specifically, what kind of learning experience is sought (the notion of learning is explicit in the term pilot)?

It must be recognized that an entire NCS in the Third World* has yet to be developed; Nepal will be the first. Others will follow, with or without AID support. Until around 1986 to 1987, the entire process of strategy formulation through to the planning phase of implementation, will not have been fully experienced by CDC or the countries in question. Once implementaion of the strategies is planned, there will be ample scope for AID and other bi-lateral donors to directly support needed actions.

Thus, while AID can play only a limited, indirect or technical role in support of NCS formulation, it and other donors will doubtless be presented with as many actions to support as they wish, once implementation begins. Moreover, donor support for NCS implementation plans will entail a very long time horizon and probably major support of actions that do not have immediate pay-offs (i.e., land regeneration, watershed land use adjustments, etc.).

The above anticipates recognized needs in AID's environmental and natural resources programs, namely those of: (1) more effectively and definitively supporting long term natural resource management challenges, and in doing so, (2) more effectively working with other development assistance organizations or donors. AID involvement in the NCS process -- indirectly in the strategy formulation through the IUCN, and directly at the implementation stage -- is probably the most effective way to marshall AID resources mandated by Sections 113, 109 and others to address the need for long time horizons and coordination.

*A strategy has been completed for the U.K.

E. RECOMMENDATIONS FOR THE FUTURE

Next are reviewed the ideas for future directions of the project elicited from interviews with AID, IIED, and CDC staff, and as a consequence of the evaluation. Recommendations are made, including ones on the proposed extension of the project agreement.

1. Advisory Services (JES)

The advisory services have been proven to be a well received component of the EPM. Assistance in planning support for environmental PVO's (5 consultancies), CEP's (15 consultancies) and more recently NCS's (3 consultancies) have emerged as common themes, thoroughly compatible with IIED's goals as well AID's. Assistance in planning NCS's is likely to increase, as this CDC activity enters the strategy formulation phase, especially in Africa and Asia.

Advisory Services in Africa. In Africa in particular, where sovereignty is more tenuous and jealously guarded than in Asia or Latin America, the merging or inter-facing of CEP's with NCS's, or alternatively of mission contribution through EPM to NCS efforts is likely to be the more appropriate and desired pattern for achieving the broad goals of the CEP's. Close collaboration with the CDC in Gland will be essential in the evolution of this likely trend.

Environmental PVO's. Advisory services in support of environmental PVO's could be further pursued as a theme, but it appears that the JES must market this capability. The JES could also consider offering this type of development assistance to U.S.-based and European-based environmental PVO's as well, focusing on those who have begun to tackle environmental and natural resource conservation issues in LCD's. Prior to developing an outreach on this theme, the project should (1) review and summarize the PVO support services carried out so far and (2) contact a number of environmentally oriented PVO's, through CODEL, TRANET, PACT or other networking mechanisms, to test the potential demand and is nature. "Information and Analysis" resources can support this review.

Agriculture and the Environment. JES consultancies to support or complement agricultural development are desired by AID and could become an important theme in the JES. However, the challenge of an agriculture/environment interaction that is synergistic should not be underestimated. IIED must proceed deliberately and with care to explore the possibilities of mutuality. Initially discussions should be undertaken with the Office of Agriculture in S&T and in the technical offices of the regional bureaus. Regional and mission agricultural

projects portfolios should be reviewed. Judgements and ideas should also be elicited from the World Bank and other bilateral donors.

Agriculture in the context of sustainable development could be the overall rubric for defining this theme, but technical directions must be developed pragmatically and with care. Collaborative work with the FSP, S&T/Energy Office, the Soil Management Support Services and the IPM project should be explored. Watershed, energy or agroecosystem units could possibly be a useful focus for integrating various interventions.

Integrated Methods. Intersectoral integration in the planning and management of natural resources and the environment has been a recurring theme in Advisory service requests and meetings, most notably the December Manressa meeting. How integration of sectors and resources is done is the question. Through a PIO/T with the Asia Bureau, a dynamic system model has been developed (for the Manaweli project) which promises to achieve the desired integration, at least in planning and analysis, and a training module is being developed to illustrate the process. Further, a technical meeting on integrated methods is being planned with the East-West Center.

The use of dynamic systems modeling as in integrating tool in development should be further explored by the EPM project. As a first step EPM should review the use of systems modeling in development, by AID as well as other donors, so as to advance this work on a solid foundation of what has been learned to date by development practioners. This review could be carried out in the context of the Information and Analysis category.

Promoting the JES. The JES should now be promoted. The services to be offered and the various modes of payment or subsidization must be clearly articulated (see especially Section D.1) The relationship with IUCN's CDC and the possible coordination of CEP's and NCS's must be presented as well. A brochure must be prepared and sent out to the missions. It should be prepared in close consultation with IUCN's CDC. It is further recommended that an additional $20,000 per year be added to the IIED staff travel line item in the agreement budget, in order to permit Berwick or Wood to pay visits to missions in Africa and Asia that are not adequately covered by the AID environmental staff.

Wang PC. It will be necessary for IIED to obtain a Wang PC now that CDC has decided on this hardware for the Consultant Register. IIED must also submit its proposed revisions of the bio-data form, now being redone in CDC. The bio-data form should now include an indication of experience with development agencies, and the kind of experience (project planning, management, evaluation, etc.).

Consultant Apprenticeships. Increased activity in environmental work will require more experienced professionals than seem to be available. To date, there are many more candidates who are academically qualified than ones with experience abroad. To facilitate that first exposure to international work, it is recommended that a consultant internship or apprenticeship program be devised. Academically qualified professionals would be teamed with experienced consultants. Exposure to Africa and Asia is especially needed. The "apprentices" would have their travel and per diem covered by the project, but would not be paid a salary. They would, of course, be expected to carry out tasks and contribute to the consultancy.

Volunteer Consultants. The JES should explore through mailings and announcements the potential for experienced, qualified consultants who are willing to volunteer their time, if travel expenses were paid. This possibility would apply especially to academic scientists who pursue long term research overseas, and who would be attracted by the travel subsidy. The bio-data form does elicit the willingness of a candidate to volunteer, but it is not explicit about the terms, nor is there yet a way of selecting out volunteers. Provisions should be made for using this as a key word for computer selection, if the recommendation is accepted.

Supplementary Funding. IIED should seek foundation as well as AID funding to cover the travel needs of apprentices and volunteers, mentioned above.

Extension for FY 1985. Should the advisory services be extended? It is the judgement of the team that they should. Time must be allowed for mission level demand to emerge and for trends or patterns to develop following transmittal of the recommended brochure. At least 1-1/2 years would be needed, namely until the end of 1985, or LOP of the Project Agreement, before needs can be defined well. At that moment a review should answer several important questions:

- The desirability and possibility of internalizing certain advisory service functions in AID, especially "scoping."

- The desirability of IIED's continuing to offer administrative and mangement support for advisory services, however they may be paid for.

Beyond October, 1984, when a proposed $2.5 million 3-year extension of EPM would begin, the nature of needed advisory services could well show a different pattern than that seen so far. Assuming a continuation of the ICS process into the definition of an agenda for action, there should be considerable activity requiring initial planning visits to those AID missions that wish to support the ICS. Secondly, and closely related to this, the evolution of explicit

environmental or natural resource management dimensions in AID's agricultural development projects could result in considerable demand for advisory services. The virtue of EPM in affording responsive services to novel problems argues that it should be extended in anticipation of these possible future developments.

Another justification for project extension is the uncertain status of AID personnel policy affecting the hiring of additional environmental officers or advisors. If the present staffing pattern persists, some of the advisory services now offered by EPM, especially the scoping of CEP's, will have to continue to be contracted indefinitely.

2. Future of the Pilot Activity

To the degree that IIED continues to work with the NCS process as the pilot activity, it will benefit from but also be committed to the future plans of IUCN's CDC.

CDC and IUCN Plans. Mr. Cockerell has set in motion a series of NCS's that CDC will continue to promote and help fund. Field level NCS's were being readied for Nepal, Zambia, Senegal, Uganda, and Philippines. Mr. Cockerell would like to see coordination with CEP efforts in Senegal and Belize.

In 1984 CDC plans to open an office in Zimbabwe; one is projected for somewhere in Asia also. CDC plans to involve the EEC so as to affect the way EDF monies are spent. And CDC plans to put the consultant register on a paying basis.

The CDC also envisions undertaking or designing and funding pilot projects in countries where NCS's are prepared, in order to demonstrate the implementation of the NCS.

IUCN's K. Miller wishes to see greater operational coordination between IIED an IUCN through the JES mechanism.

Support of NCS's. The EPM should continue to support the NCS process. Involvement in the formulation, even if indirectly, and implementation of national conservation strategies should equip AID to better visualize and institutionalize its support for this important focus for development. This is an assertion based more upon principle and the notion of what is needed, than upon the experience to date with the NCS, which although valuable has been limited by time.

The EPM serves to let AID support the politically sensitive strategy-making phase. Through the EPM and the IIED/IUCN link AID can be informed of how the process comes about, and can prepare for direct participation in the implementation plan.

When and if the project is extended, provisions should be made for additional support for NCS's, including an expectation

of co-financing with other donors of the strategy formulation phase, and periodic workshops or meetings to review experience and derive lessons.

Sustainable Development. This companion goal to the national conservation strategy process must be translated into project ideas that bi-lateral donors can fund.

IIED might consider identifying a number of typical AID development projects in the design or extension phase and, working with AID, inject the appropriate response into the design for taking full account of natural resource, environmental and related human ecological factors. Examples could be:

- o small scale irrigation
- o intensification of food crop production
- o village forestry
- o agroforestry

Implied in this approach is full collaboration of various S&T supporting services, the mission staff and the host government. IIED could serve as a catalyzer and conceptualizer for this work, as well as the focal point for technical assistance.

3. Information and Analysis

Several possibilities for studies or analyses are suggested below. The list can be easily lengthened, according to how broadly IIED and AID wish to define the EPM's goals, and the budget. It can be anticipated that the budget may have to be increased, perhaps doubled, over the original $45,000. AID's list of worthwhile studies would be farther-ranging and longer than IIED's, no doubt. Happily, AID wishes IIED to propose topics or activities. Therefore IIED must devise its own criteria.

In general, the studies or activities that should be useful to AID as well be suited to IIED's institutional interests. It is the definition of what is useful to AID that is the harder task. The BEC's interviewed did not offer suggestions. Mr. Printz did suggest an educational outreach activity designed to focus on AID's experience in river basin development planning, and carried out through seminars and round tables.

IIED proposes to undertake special studies or analyses of:

- o strengthening of environmental PVO's abroad, based primarily on the five consultancies on this question;

- o sustainable agriculture;
- o biological diversity as related to development;
- o systems analysis for the integration of natural resources and environmental concerns in development planning.

These topics have already been discussed in a preliminary way with AID.

Other ideas were gleaned from the minutes of the December, 1983, meeting at Manressa, MD. of AID environmental staff, as follows:

- o How achieve donor coordination in pursuit of environmental approaches to project development?
- o The potential of forging links between U.S. environmental PVO's and LDC environmental PVO's.
- o The need for a training module on "natural resources management for sustainable agriculture" to be used in AID training courses for project design, evaluation, etc.
- o The need for techniques for incorporating environmental criteria in economic cost-benefit analysis.
- o Finding appropriate development contexts for the integration of environmental and natural resources management concerns with other sectoral concerns. Examples of contexts: watershed or agroecosystem management; energy development.
- o How to achieve intersectoral coordination during project design?
- o The lack of occupational health and safety requirements in AID's environmental procedures and the lack of environmental procedures for monitoring evaluating projects.

Review of Training and Research in Environmental Sciences. S&T's PNR has also requested assistance through the EPM to design a pending project "Research and Training in Environmental Sciences." The evaluation team considers it appropriate that EPM: (1) review the kinds of research and training in environmental sciences that have been already supported directly or indirectly by AID, including by AID's, Office of Science Advisor ; and (2) review the current status worldwide of research and training, principally through UNESCO's MAB program, UNITAR, UNEP, CSIRO, and some of the principal foundations such as Ford, Rockefeller, and the Marshall Fund. This could serve as background for project design, but also would assist EPM in its other activities. It is not recommended that the EPM design the project, however.

Sustainable Development. This concept and development goal must be elaborated. A concerted IIED/IUCN (CDC) effort should be considered, one that would observe a division of labor among the offices in London, Gland and Washington, according to personnel capacities and interests. A work program should be drafted and discussed.

Exploiting More Effectively AID's Information Resources. The Expanded Information Base on the Environment and Natural Resources project will soon be coming to an end. It has produced a large number of potentially useful state-of-the-art reviews and guidelines. These, and other resources stored in AID, constitute an information base whose more effective and complete use could be the objective of an EPM study. Initially, a summer intern could be put on the problem of how these resources can be made more visible and more fully utilized.

Extension of "Information and Analysis" in the EPM. The proposed project extension should include this category of activity, although its funding level would be modest compared to the other categories, perhaps on the order of $35,000 per year. Allowances must be made in the budget for the occasional contracting of a technical editor and graphics artist to convert documents into pamphlets or other publishable forms.

Appendix A

Scope of Work, Mid-Term Evaluation of EPA

Appendix A

Scope of Work, Mid-Term Evaluation of EPM

The objectives of the evaluation will be to review and assess:

1. Progress made to date in achieving the objectives of the project;

2. The need for changes in project procedures and management that would facilitate communication between AID and the recipient;

3. The need for substantive changes in project emphasis and new initiatives to make the project more effective;

4. The need for an extension of the project beyond its present ending date (FY 85).

The team will be expected to review project documentation from both AID and IIED, including the Project Paper, accounting reports, periodic reports, minutes of advisory committee meetings, evaluation questionnaires, reports of advisory service contractors and sub-contracts and reports from IUCN. It will also be expected to review general documents relating to AID Environmental Strategy and Policy including the results of the most recent meeting of Agency environmental staff in Annapolis, December 1983. The team should interview Regional Bureau environmental officers and others in AID/Washington as well as selected Mission Personnel who have used EPM advisory services by letter or by phone.

The team should assess the following areas:

1. Progress made to date

   a. Provision of the advisory services in a prompt and efficient manner;

   b. Competence of teams as measured against the services requested;

   c. Adequacy of the Rostering System in support of those services;

   d. Adequacy and utility of documentation (trip reports, state-of-the-art reports, and in-depth reports funded by AID);

   e. Trends in the level of demand and financial contributions of Missions and Regional Bureaus;

   f. Status of planning for the pilot activity to develop a conservation strategy in one country;

   g. Timetable for project implementation and the need for adjustments to the timetable;

Appendix B

Curriculum Vitae, CDC Staff

Brief biography of M.J. Cockerell, born in 1943 in London, graduated in Mechanical Engineering (Nottingham University) and completed his engineering apprenticeship with Rolls Royce in 1966. He worked with Rolls Royce Research on a series of fundamental acoustics projects until 1968 when he transferred to Plessey Marine systems Research Unit to set up a group on underwater acoustics and vibration which was mainly concerned with nuclear submarines. In 1972 he moved to Atkins Research and Development and established a multidisciplinary group specialising in environmental impact assessment (EIA).

In 1974 he moved to the Battelle Research Institute in Geneva and as Coordinator of Environmental Studies was involved in a wide variety of contract research work on environmental planning and impact assessment (and acoustics and optics).

In 1978 he joined the Secretariat of the Hong Kong government to assist them in establishing the new Environmental Protection Agency and its legislative framework. His particular responsibility was for the setting-up and management of divisions on EIA, noise and visual intrusion.

He joined IUCN in April 981 to set-up the new Conservation for Development Centre since when he has been largely responsible for the whole programme of spearheading the promotion and development of NCSs throughout the world and for the evolution of the process methodology.

Brief biography of Noël D. Payne, born 1950 in Windsor, England, was educated at St. Bernard's Convent, Slough. After varied studies and employment in the fields of catering and hotel management, and interior design, she entered the "conservation" field in 1971 as assistant to the wildlife film-making team, Antony and Elizabeth Bomford. From 1973-76 she studied French in Switzerland and completed a six-month internship with the Swiss Station fédérale de recherche agronomiques (Changins) specialising in integrated pest control methods in the Lémanic Basin. After a brief period in the UK she returned to Switzerland in 1978 to take up the position of assistant to Tony Mence in the office of IUCN's Director General. In 1981 she joined Mike Cockerell to assist in the establishment of the Conservation for Development Centre and in 1983 started work on the establishment of the Conservation for Developmet Consultant Register.

Brief biography of Helena Halldén, born in 1960 in Stockholm, Sweden, was educated in Sweden, Nigeria, Yugoslavia, Israel, Denmark, and at the university level at the Universities of Grenoble, France and Minnesota, USA. She worked as a proof-reader at the daily newspaper Arbetet in Malmö, Sweden during the summers of 1979 and 1980, and in 1980 she assisted in organising the World Conference of the United Nations Decade for Women in Copenhagen, Denmark. From September 1981 she worked as an intern in the information division of the UNEP Regional Office for Europe, and then joined CDC in August 1982.

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Appendix C

Announcements for the Consultant Register

JES

JOINT ENVIRONMENTAL SERVICE

IIED

North American Headquarters: IIED, 1319 F Street, N.W., Washington, D.C. 20004 Telephone (202) 462-0900 Telex: 64414

European Headquarters: IUCN, Avenue du Mont-Blanc, 1196 Gland, Switzerland Telephone 022/64 71 [illegible] Telegrams: iucnature Gland Telex: 22618

London Office: IIED, 10 Percy Street, London, W1P 0DR Telephone 01-580 [illegible]/01-580 9796-7 Cable: Earthscan London W1 Telex: 261681

ANNOUNCEMENT

We would like to inform you and all members of your organization of an exciting new opportunity to become involved in short to medium term technical assistance consultancies in the developing world.

The International Institute for Environment and Development (IIED) and International Union for the Conservation of Nature and Natural Resources (IUCN) have developed a Consultant Register (The Conservation for Development Register) which is being used by donor agencies, government agencies and consulting groups to

- o define the terms of reference and requirements of environmental work generated by these agencies,
- o locate and secure consultants to apply the full range of environmental science skills ranging from toxicology to range management (and many others),
- o administer their application to the job (travel, insurance, etc.) and reporting of the work.

Although the jobs vary in duration and requirements and no guarantee of accession to the Register or employment is implied, we are soliciting resumes from qualified scientists throughout the world with at least 3 years post-bachelor's degree. Individuals interested in being included on the Register should send a resume/CV to

Stephen Barwick, IIED
1319 F Street NW, Suite 800
Washington, DC 20004

Avenue du Mont-Blanc
CH-1196 Gland - Suisse/Switzerland

Télex/Telex: 22 618 iucn ch
Tél./Tel. (022) 64 71 81

Télégrammes/Telegrams:
iucnature, Gland

CONSERVATION FOR DEVELOPMENT CONSULTANT REGISTER UPDATE

You may recall the announcement sent to our members last February concerning the Consultant Register. The Register has now been established for a year and functioning for about six months.

The poor representation of developing country nationals - and individuals with experience in developing countries - on the Register, is causing us some concern as we appreciate the desirability of using local expertise for project work whenever possible. This notice is therefore particularly addressed to our membership in developing countries whose assistance we would like to seek in locating more experts from their regions.

If you have any suggestions as to how we can enlarge developing country representation on the Register, e.g. through local universities and institutions, conservation/development oriented journals etc. we would like to hear from you.

As a reminder, we are looking for consultants with experience in:

-- natural resources management
-- protected area management
-- environmental impact assessment
-- environmental education
-- and other conservation- and development-related disciplines.
-- range management
-- agriculture
-- environmental law
-- health

If you have any suggestions as to how we can enlarge the scope of the Register, or if you are interested in receiving biodata forms for distribution, please write to the Registry Assistant for further information.

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2 February 1984

Appendix D

Status of NCS Work, December, 1983

UPDATE OF NCS DEVELOPMENT

AUSTRALIA

The Prime Minister of Australia has sent a copy of the National Conservation Strategy to each State Premier and to the Chief Minister of the Northern Territory for consideration. It has also been made available to the general public. A Consultative Committee is to be formed, involving government, industry and educational, research and community interests, to work towards adoption and implementation of the strategy.

BELIZE

The draft report for a national conservation strategy produced by the December 1982 IUCN mission has been favourably received by the Government of Belize. The Government recognises the need for a strategy as a guideline for future resource management; however, owing to financial constraints, it is unable to contribute counterpart funding to the project at this time. IUCN is presently investigating the possibilities of obtaining full funding for the continuation of Phase II of the project.

CAMEROON

The USAID-supported Environmental Training and Management Programme in Africa (ETMA) held on 15-23 November 1983 a seminar/workshop on environmental management in Cameroon, to which the Director of IUCN's Conservation for Development Centre was invited to give the keynote address. The workshop reviewed, among other things, the value of a national conservation strategy for Cameroon.

CANADA

A number of booklets on the WCS have been produced under contract for the Department of Environment by the National Survival Institute as a part of an educational process. The booklets are:

1. WCS — an Overview
2. Arctic Tundra Ecosystems
3. Temperate Grassland
4. Forest Ecosystems
5. Freshwater Ecosystems
6. Marine Ecosystems
7. Agricultural Land
8. Endangered Species
9. Canada's International Conservation Concerns

GREECE

A recently published report, *Environmental Policies in Greece*, by the Organization of Economic Cooperation and Development (OECD) emphasises the necessity and recommends the development of a national conservation strategy for Greece. It concludes that:

"...The Government should give serious consideration to the establishment of a national conservation strategy...

A national conservation strategy should set out clearly the various land reforms, ecosystems, flora and fauna species that it has been decided should receive special management and protection in Greece...

A national conservation strategy should provide the basis for the review and reinforcement of existing legislation on nature conservation...

A national conservation strategy should provide guidelines for strengthening the administrative capacity of the Government to implement conservation programmes..."

INDIA

At the invitation of the Government of India, the IUCN Commission on Environmental Planning (CEP) met with the Department of Environment in New Delhi on 25-27 August 1983. The meeting was held to explore ways and means of developing a national conservation strategy. The Indian Government showed a firm commitment to the development of an NCS, and so far three important decisions have been taken: an input will be made to the seventh five year plan (1985-89) with emphasis on sustainable development; Mr. Samar Singh, Joint Secretary of the Department of Environment, has been selected to coordinate the development of the NCS; and a person will be designated to liaise with NGOs and other private organizations.

CEP has indicated its interest in further assisting and participating in the process of developing the strategy. A workshop of IUCN/CEP experts is being considered for the first quarter of 1984 in New Delhi to review progress made to that date.

ITALY

The Italian strategy being prepared by World Wildlife Fund Italy is now expected to come out in its final form in the spring of 1984.

IVORY COAST

An IUCN mission visited the Ivory Coast in June 1983 to discuss NCS development with government officials. It is envisaged that a high-level Advisory Council will steer the NCS through its development phase, while a technical team will undertake the basic data gathering and analysis work. The mission report has been completed and is currently under consideration by the Government before further work is undertaken.

MADAGASCAR

Following initial discussions on a national conservation strategy between the Government and IUCN/WWF representatives, consideration is now being given to the exact framework within which the NCS should be formulated.

NEPAL

The International Centre for Integrated Mountain Development (ICIMOD) held its first international symposium and its inauguration from 1-5 December 1983 in

Kathmandu. The identification of the manifold problems and approaches for development in the mountain area was the principal objective of the Conference. The Prospectus for an NCS in Nepal was presented as providing a framework for activities. At the same time, discussions were held with government officials with a view to launching Phase II of the NCS project.

NEW ZEALAND

As a result of evaluations of the draft proposal for a national strategy for New Zealand by government departments, the Steering Committee in the Department of Lands and Survey has decided to extend the timetable for the development of a final draft, in order to allow for meetings and discussions among administrators and the public in general. It is hoped that this process will be well underway by the end of the year.

PAKISTAN

An IUCN mission visited Pakistan 28 November to 4 December 1983 to discuss the possibilities of developing a conservation strategy for Pakistan. The mission was entirely funded by World Wildlife Fund Pakistan. Meetings were scheduled with aid representatives and various government officials.

SRI LANKA

Work on the Sri Lankan conservation strategy is now well underway under the direction of a government-appointed Task Force. It is hoped that an initial report is to be produced shortly, as many draft chapters have already been completed. In order to further develop the NCS, a request has been made for IUCN to lend technical assistance as of early 1984.

UGANDA

Following initial meetings, a three-week mission visited Uganda in July 1983 to determine the conservation priorities which would aid the recovery and sustainable development of the economy. A detailed work plan for the full development of the NCS has been prepared, and is presently being discussed in Government at the Cabinet level.

VENEZUELA

Discussions have been held with the IUCN Regional Councillor on the possibility of convening a national conservation strategy workshop in Venezuela in mid-1984.

ZAIRE

Zaire's *Commission restreinte* for the NCS has started to meet regularly to work on a preliminary framework for an NCS, with the assistance of FAO. □

AN OVERVIEW OF NATIONAL CONSERVATION STRATEGY DEVELOPMENT (NOVEMBER 1983)

Australia	Consultative Committee formed to work on implementation of NCS.
Belize	Draft NCS report favourably received and Phase II under negotiation.
Canada	Review of WCS completed and responsibilities for implementation of WCS assigned in Government.
Czechoslovakia	Sub-national strategy under preparation, to be completed in 1984.
Fiji	Framework for NCS developed in collaboration with IUCN.
Honduras	Development of NCS discussed at national seminar. Follow-up expected in 1984.
India	Preliminary meetings on NCS development held.
Indonesia	National Conservation Plan developed by FAO in collaboration with Government. Further strategy work to integrate conservation and development planning currently being undertaken by Government.
Italy	NCS, under preparation by WWF-Italy and funded by Government, to be completed in spring 1984.
Ivory Coast	Preliminary NCS report completed for Government's consideration.
Madagascar	Discussions on NCS development held between Government and IUCN team.
Malaysia	Four state conservation strategies completed by WWF-Malaysia.
Mexico	Promotion of WCS principles in work of national organizations to follow June 1983 launch of WCS.
Nepal	Draft NCS 'Prospectus' published. Phase II to begin early 1984.
Netherlands	WCS review completed and study being undertaken to review national/international policies with regard to WCS.
New Zealand	Draft NCS under preparation.
Norway	Study completed by Parliament containing proposal for NCS.
Pakistan	IUCN mission to visit Pakistan December 1983.
Philippines	NCS completed under auspices of Haribon Society.
Portugal	Development of NCS planned by new environment foundation.
St. Kitts/Nevis	NCS being developed by Eastern Caribbean Natural Areas Management Program (ECNAMP). Work currently suspended.
Senegal	Framework for NCS completed.
Seychelles	Government and IUCN discussing development of national strategy. Background work largely completed by Government.
South Africa	NCS completed by Wildlife Society of Southern Africa.
Spain	NCS completed by Inter-ministerial Commission on the Environment.
Sri Lanka	NCS being prepared by National Task Force. IUCN assistance requested for early 1984.
Tanzania	Development of NCS being considered by Government.
Thailand	Early form of NCS developed by National Environment Board with IUCN and UNEP.
Uganda	NCS framework report completed and being reviewed by Government.
United Kingdom	NCS launched 8 June 1983.
Zaire	Government working on preliminary framework with FAO assistance.
Zambia	IUCN, in close collaboration with Government, prepared Phase I report of NCS, currently being reviewed by Government prior to Phase II.

Appendix 2

Illustrative Outline of a National Conservation Strategy

ANNEX I

ILLUSTRATIVE OUTLINE FOR AN NCS REPORT

The following outline for a full NCS report is *not* a straightjacket; it draws from the various reports produced so far and is presented mainly as a checklist to illustrate the logic of a strategy. Much of the content of a final NCS will be specific to a given country. *Proposals* for the preparation of individual NCSs, and *Overview Reports* could also adopt elements of this outline.

PREFACE

The need for a National Conservation Strategy and the purpose it fulfills.

SUMMARY

1. INTRODUCTION

1.1 CONSERVATION FOR SUSTAINABLE DEVELOPMENT
a discussion of the philosophies of conservation and development.

1.2 THE NATIONAL CONSERVATION STRATEGY INITIATIVE
including a summary of natural resource issues as they affect national development; brief history of conservation activity to the present day; record of the initiative to prepare an NCS, the process and people involved so far.

2. THE CURRENT SITUATION

2.1 PHYSICAL AND INFRASTRUCTURE CHARACTERISTICS OF THE COUNTRY
very brief descriptions and only if appropriate (often these may be based on other recent documents such as USAID Environmental Profiles):

e.g.	Terrain	The economy
	Ecology	Industry
	Hydrology	Energy
	Climate	Population including health
	Land use	Human settlements
	Natural Resources	Cultural aspects

2.2 THE DEVELOPMENT CONTEXT
discussion of the development issues facing the country; regional and international context; recent economic history and forecasts; main development aims, problems, opportunities and constraints, etc.

2.3 DEVELOPMENT SECTORS AND THEIR CONSERVATION IMPLICATIONS
analysis of conservation/development interactions in each *sector*, with respect to:

- type and degree of consequences of interaction (positive or negative); e.g. soil erosion, flooding, deforestation;
- priority of conservation problems on the basis of their significance, urgency and possible irreversibility: (see WCS section 5);
- ecosystems affected;

- a description of conservation measures adopted so far and a concrete measure of their effectiveness,
- the obstacles to achieving conservation in the sector and the level of their severity,
- trends and forecasts for the future,
- identification of needs for action (summarised later if necessary)

2.4 INTERNATIONAL IMPLICATIONS

Regional Issues e.g.
- use of shared resources
- pollution problems, e.g., acid rain
- desertification
- flooding

Global Issues e.g.
- species protection
- cultural heritage
- conservation agreements
- relationships with aid agencies

2.5 OBSTACLES TO CONSERVATION

a national level analysis of inadequacies in e.g.
- environmental and natural resource planning
- organisation
- policy
- legislation
- available information
- conservation awareness
- financial and manpower capability to conserve
- consumption patterns and cultural attitudes
- other significant functions

This section should refer to the action needed now and why it is presently lacking

3. THE STRATEGY

3.1 PURPOSES OF THE NCS

These would be along the lines of

Goal

to satisfy the basic material, spiritual and cultural needs of all the people of the country, both present and future generations, through the wise management of natural resources

The Strategic Aim

- to define and establish policies, plans, organisation and action, whereby the sustainability of natural resource use will be fully integrated with every aspect of the country's social and economic development. The essence of a strategy is to analyse trends as well as current issues so as to better anticipate problems and plan accordingly

Objectives

- to ensure the sustainable use of the country's natural resources (forests, agricultural land, wildlife, etc.);
- to maintain the country's genetic diversity (the range of genetic material governing the quality and productivity of plant and animal crops, as well as the rich diversity of wild species);
- to maintain essential ecological processes and life-support systems (soil regeneration and protection, nutrient recycling, protection and cleansing of waters, etc.).

3.2 OPERATIONAL PRINCIPLES TO BE USED IN IMPLEMENTING THE NCS

These will be specific to each country, but are likely to include:

- keep options for the future open;
- mix cure of environmental problems with their prevention;
- focus activity on specific projects and areas, as well as covering broad policies;
- build on existing institutions and procedures;
- maximise efficiency of resource use;
- coordinate understanding, commitment and activity between sectors;
- integrate conservation and development activities so that all are more cost-effective;
- educate, communicate and assess public opinion;
- highlight successes and draw lessons from successes and mistakes;
- establish priorities and act upon them first.

3.3 SUMMARY OF ISSUES AND CROSS-SECTORAL ACTIONS NEEDED

Priority *problems* in each sector will have been analysed earlier (Sec. 2.3). It would be possible to list the related solutions i.e. priority *actions*, under sectoral headings; indeed this will obviously be the procedure for sectoral strategies/work plans, which will be complementary to the central NCS document. However, one of the main themes of an NCS is that natural resource use in one sector can help or hinder use in another sector, and furthermore, that many natural resource problems cannot be solved by the customary single-sector activity. One way of emphasising the comprehensive, integrative approach that characterises the NCS concept is to present the recommendations for priority actions within the matrix of conservation/development interactions. This will clearly demonstrate the interrelationships among priority actions, link actions with objectives and at the same time allow the identification of sectoral responsibility for undertaking actions.

3.4 VEHICLES FOR PRIORITY CONSERVATION ACTION
recommendations, for example, relating to:

- organisations (which will be involved in the NCS)
- policy (cross-sectoral and sectoral, fiscal, investment)
- comprehensive planning procedures
- legislation
- education, training, extension, the media and public participation
- information and research
- need for new international arrangements
- projects (e.g. demonstration areas, projects to address urgent needs).

3.5 INTERNAL RESPONSIBILITIES

funding, staff allocation, office space, transport and administrative costs, etc.

3.6 EXTERNAL AGENCIES' RESPONSIBILITIES (if appropriate)
provision of funds, technical assistance personnel and consultancies (man-months and costs), etc.4

4. IMPLEMENTATION

(or "NCS preparation" in the case of an NCS Proposal/Overview Report)

A schedule stating timing, authority and responsibilities, and costs for each main task/project, arranged by sectors where appropriate.

5. METHODS OF MONITORING PROGRESS AND MAINTAINING THE NCS

Stating relevant criteria for measuring conservation success and defining mechanisms for ensuring feedback to improve the usefulness of the NCS.

6. APPENDICES

Amongst the appendices there could be:

- a diagram showing the coordination among different organisations for the various conservation functions;
- a flow chart showing procedures which are developed;
- maps showing areas where priority natural resource problems/conservation activities have been defined.

Appendix F

Evaluation Form

EVALUATION FORM FOR EPM ADVISORY SERVICES

It is part of the EPM project's reporting requirements to conduct periodic evaluation of the technical advisory services the project provides to your region. Your responses to the following questions will assist us in meeting your requests as effectively and efficiently as possible.

Please provide as much information as possible.

- In general EPM has been: _____ not useful; _____very useful; _____ useful.
  Comments:

- Are there particular areas in which you find EPM to be effective--project design, project generation, project implementation? _____ Yes _____ No.
  Please elaborate:

- Has the EPM project played a significant role in stimulating new projects or new ideas for projects? _____ Yes _____ No.
  Example:

- Have you encountered any difficulties explaining or "selling" the EPM to the field? _____ Yes _____ No.
  If YES in what way and how could it be remedied?

If NO what do the field personnel find most attractive about EPM?

- Do you see or desire changes in your REO participation in EPM? Were some of the jobs more successful or satisfying? Which?

- Have the services of EPM been easily accessible? _____ Yes _____ No.
  Comments:

- Are you satisfied with the turnaround time between your request and EPM's response? _____ Yes _____ No.
  Comments:

- Have you been kept adequately informed throughout the process for selecting consultants to provide a service? _____ Yes _____ No.
  Comments:

- Have you been satisfied with the performances of the consultants provided to your region? _____ Yes _____ No.
  Comments:

- Have the scopes of work in the contracts prepared by EPM adequately been consistent with your interpretation of the jobs requested from the field? _____ Yes _____ No.
  Comments:

- Do you have any suggestions for improving, modifying or expanding the EPM project? _____ Yes _____ No.
  Please elaborate:

- Please attach any cables or other supporting material from the field that you feel would be useful in maintaining an evaluation of the EPM's progress.

Return to:

Dr. Stephen Berwick
Director of Environmental Planning and Management
International Institute for Environment and Development
1219 F Street NW
Suite 800
Washington, DC 20004

Appendix G

Supplemental Resources Available to Regional Bureaus for Environmental Activities

Appendix G

SUPPLEMENTAL RESOURCES AVAILABLE TO REGIONAL BUREAUS FOR ENVIRONMENTAL ACTIVITIES

1. Forestry Support Program (FSP): S&T/FNR

The FSP was established to make the knowledge and experience of the professional forestry community available to assist in AID's development activities in forestry. FSP provides technical help to AID in designing, implementing, managing, and troubleshooting field projects in forestry and forest resources. The program is jointly administered by the U.S. Forest Service and the Office of International Cooperation and Development of the Department of Agriculture. The program is designed to provide technical advice in tropical forestry and forest resources management, including technical review of project design and feasibility; to help locate qualified staff for long-term forestry projects overseas and assist in identifying qualified institutions for participation in forestry projects; to help locate specialized consultants for forestry projects for short-term technical assistance assignments and for project identification, design, evaluation, and review in such specific areas as watershed management, forestry economics, remote sensing, agroforestry, plantation establishment, entomology, soils, biometrics, and research; and to provide general forestry information to AID and Peace Corps staff and facilitate the exchange of technical information among natural resources project personnel. FSP can provide a limited number of technical consultants to AID field projects at no cost to Missions, generally up to a maximum period of about four weeks per consultant. FSP consists of seven professional forestry and forest resources specialists in the field and in Washington. Field staff are located in Costa Rica, Kenya, and Indonesia.

2. Soil Management Services: USDA PASA

Technical asssitance from USDA staff is available in response to Mission requests for help in modeling soil, weather, crop growth interactions; soil taxonomy; workshops on soils and soil problems; and related issues.

3. Consortium for International Crop Protection (CICP): S&T/AG

CICP provides technical information and assistance to Regional Bureaus and Missions in the design and implementation of agricultural development projects for control of plant pests and diseases. Assistance can be provided in the selection of proper pest management techniques and the application of appropriate environmental procedures. Training activities include pesticide management workshops and seminars, training courses for farmers in pest management in small farmer cropping systems, training in pesticide formulation and analysis, detection and measurement of pesticide residues in various

environments and in the prevention, diagnosis, and treatment of pesticide poisonings. Training of trainers can also be provided.

4. Water and Sanitation for Health project (WASH): S&T/HEA

The WASH project provides AID personnel with centrally funded inter- disciplinary technical assistance services to improve drinking water and sanitation projects and programs. Areas of focus are rural and urban-fringe water supply and sanitation improvement, including general technical assistance, technology transfer, human resource development and training, and technical and development information. WASH is managed by a consortium led by Camp Dresser & McKee.

5. Science Advisor's Research Program

The Office of the Science Advisor accepts proposals from U.S. and/or developing country scientists for grants made on a competitive basis. Each year priority areas for research are identified. Information on each year's priorities is available from the Office of the Science Advisor. Topics in environmental sciences are often represented on the priorty list.

6. Project Development and Support Funds (PD&S)

PD&S funds are available at the Mission and Regional Bureau levels for activities related to the development of specific project activities. Criteria for funding vary from one Mission or Bureau to another but PD&S funds represent a potential source of funding or co-funding for environmental activities.

7. Regional Bureau Resources

a. Regional environmental projects: Both the Near East Bureau and the Latin America Bureau have regional projects which represent a potential source of funding for environmental activities. In each Bureau, however, parts (most in LAC and half in NE) of these projects are already committed to specific on-going activities such as the funding of regional environmental advisors in LAC and, in NE, the funding of an ongoing activity to provide short-term technical assistance in industrial pollution control. While the portions of these activities that are are tied are not available for response to Mission requests they do, nevertheless, represent resources available to the regions. The regional advisors represent a source of in-country technical assistance. The NE industrial pollution control project represents a source of technical assistance, albeit in only one specific technical area. The untied portions are available for response to Mission requests.

b. Africa Bureau RSSA with the Department of Interior: A RSSA with the Department of Interior povides funding for an environmental advisor in the Africa Bureau and some additional

funding for environmental activities that he identifies. (This advisor is currently on loan for several months to the inter-agency committee on biological diversity.

8. Coastal Resources Management project (CRM): S&T/FNR (proposed)

The proposed CRM project will provide technical assistance in coastal resources management to selected Missions through pilot projects in three to four countries. In-country advisors and project funds will respresent a source of funds to these Missions for activities in this specific area of environmental concern.

6. APPENDICES

Amongst the appendices there could be

a diagram showing the coordination among different organisations for the various conservation functions;

- a flow chart showing procedures which are developed,
- maps showing areas where priority natural resource problems/conservation activities have been defined.

- Has the EPM project played a significant role in stimulating new projects or new ideas for projects? _____ Yes _____ No.
  Example:

- Have you encountered any difficulties explaining or "selling" the EPM to the field? _____ Yes _____ No.
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- Have you been satisfied with the performances of the consultants provided to your region? _____ Yes _____ No.
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- Have the scopes of work in the contracts prepared by EPM adequately been consistent with your interpretation of the jobs requested from the field? _____ Yes _____ No.
  Comments: