

EVALUATION SUMMARY PART I

PD-AAU-546
49834

(BEFORE FILLING OUT THIS FORM, READ THE ATTACHED INSTRUCTIONS)

A. REPORTING AID UNIT (Mission or AID/W Office)
USAID/Sri Lanka
IES # 87-2

B. WAS EVALUATION SCHEDULED IN CURRENT FY ANNUAL EVALUATION PLAN?
yes slipped ad hoc

C. EVALUATION TIMING
interim final ex post other

ACTIVITY OR ACTIVITIES EVALUATED (List the following information for project(s) or program(s) evaluated; if not applicable, list title and date of the evaluation report)

Project #	Project/Program Title (or title & date of evaluation report)	First PROGRAM or equivalent (FY)	Most recent PACD (mo/y)	Planned LOP Cost ('000)	Amount Obligated to Date ('000)
383-0075	Mahaweli Environment	FY82	9/87	\$5,000(G)	\$5,000(G)

E. ACTION DECISIONS APPROVED BY MISSION OR AID/W OFFICE DIRECTOR

Action(s) Required	Name of officer responsible for Action	Date Action to be Completed
Prepare and approve appropriate documentation to extend the PACD by eighteen (18) months, incorporating recommended project design/strategy modifications.	USAID/GSL	May 1987
Mobilize long-term USNPS technical assistance advisor.	USAID	Apr 30, 1987
Develop approved plan, with timetable and budget, for relocation of military activities in Maduru Oya National Park area.	MEP/Military	ASAP
Begin processing of new project commitments and proceed with project implementation as planned in non-Maduru Oya National Park areas only, pending satisfactory resolution of military training issue (See 3 above).	USAID	Apr 1987
Establish and fill all key project management positions (i.e., Resident Project Manager (field) and full-time Project Manager (Colombo)).	MEP	May 1987
Establish and fill all key project technical positions (i.e., Park Wardens (2+), AD (Wildlife Management), AD (Community Affairs)).	MEP	Jul 1987

(Attachments, if necessary)

F. DATE OF MISSION OR AID/W OFFICE REVIEW OF EVALUATION
mo 4 day 8 year 87

G. APPROVALS OF EVALUATION SUMMARY AND ACTION DECISIONS:

Signature Typed Name Date	Project/Program Officer E.R. Iken <i>E.R. Iken</i>	Representative of Borrower/Grantor R.I.C. Kuruppu <i>R.I.C. Kuruppu</i>	Evaluation Officer J. Emmert <i>J. Emmert</i> 55.87	Mission or AID/W Office Director R.C. Chase <i>R.C. Chase</i>
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<u>MAJOR ACTIONS REQUIRED</u>	<u>Agency</u>	<u>Due Date</u>
7. Develop clear and comprehensive Terms of Reference, including field/headquarters assignment priorities and reporting responsibilities/relationships, for all key project management and technical staff.	MEP	July 1987
8. Establish Wildlife Management Unit, finalize activity program and implement as required.	MEP	Jun 1987 (ongoing)
9. Finalize in-service training program and implement as required, including development of appropriate Sinhalese language training materials.	MEP/USNPS	Jun 1987 (ongoing)
10. Identify appropriate target groups, develop comprehensive community relations/conservation education programs and implement as required.	MEP/USNPS	Aug 1987 (ongoing)
11. Finalize MEP protected area management plans with appropriate "outside" and local community participation.	MEP/USNPS/ Other	Nov 1987
12. Finalize tender documents and FAR arrangements and initiate park buildings/roads construction program.	MECA/USAID/ Contractors	Jun 1987
13. Initiate implementation of MEP protected areas resources research/monitoring program.	MEP/Con- tractors	May 1987
14. Continue to solicit/promote military support for ongoing MEP conservation efforts.	MEP/Military	Ongoing
15. Continue efforts to remove economic encroachments in MEP areas (e.g., Flood Plains National Park area).	MEP/MS/GSL	Ongoing
16. Review and establish appropriate MEP staff salary allowances and leave entitlement policies and procedures and implement as required.	MEP	Jun 1987 (ongoing)
17. Continue to promote policy of securing MEP casual staff requirements from local population. Increase minimum period of continual employment for casual staff to six (6) months.	MEP	Jun 1987 (ongoing)

H. EVALUATION ABSTRACT (do not exceed the space provided.)

The project aims to strengthen the institutional capacity of the GSL Department of Wildlife Conservation (DWC), Ministry of State to manage wildland resources in the Accelerated Mahaweli Program (AMP) area to conserve wildlife, protect investments in irrigation and human settlements and bring the benefits of nature conservation to the local people. The project is being implemented by the Ministry of State in conjunction with the Mahaweli Authority of Sri Lanka (MASL) with technical assistance provided by the US National Park Service (USNPS). It is now in its fifth and final year of scheduled implementation. This limited-scope evaluation was conducted by a joint team of GSL and USAID/Sri Lanka officials and a consultant from the International Science and Technology Institute. It follows the Mid-term Evaluation of the project (November/December 1985) by approximately one year which recommended that the project be re-evaluated in one year's time (i.e., end-1986) to review progress made in implementing its recommendations and, based on this review, to recommend to Mission management specific adjustments to the project strategy required to facilitate the achievement of its objectives, including whether or not an extension of the Project Assistance Completion Date (PACD) of September 30, 1987 is warranted. The team reviewed documents, interviewed project personnel and visited various national park sites within the project area.

The major evaluation findings are as follows: (1) the evaluation team was generally very pleased with project progress made in CY 1986; (2) the project management structure had been extensively revised for more effective control, with all key management positions filled with competent personnel; (2) the responsibility for project construction activities has been transferred to the more-experienced Mahaweli Engineering and Construction Agency (MECA); (3) all senior staff positions have been filled; (4) notable achievements/improvements in park planning and management were observed, with draft park planning and management plans completed for all secure project areas; (5) excellent progress had been made in the park research program, with detailed research proposals prepared and approved which are designed to meet the specific needs of the project. Areas requiring further attention include: (1) improved technical assistance, largely through mobilization of the selected long-term USNPS advisor; (2) greater emphasis on in-service training program development; (3) improved local community relations program; (4) heightened management/control of economic encroachment in Flood Plains National Park area; and (5) improved coordination between headquarters (Colombo) and field operations. Perhaps most important, in that it led to USAID halting new project commitments, was the establishment in Maduru Oya National Park of a military training camp which involved jungle training exercises within the park, as well as firing and drilling practice. In discussing this camp, all parties, including the military, agreed that a military training camp was incompatible with the objectives of a national park; an agreement in principle was reached that the military should move out of Maduru Oya, and that a detailed plan for this move would need to be developed.

The major evaluation recommendations include the following: (1) sufficient project progress has been made to warrant extending the PACD two additional years (to 9/30/89) to allow the project to attain its intended objectives; (2) given the verbal agreement reached with the military regarding the cessation of all training activities in Maduru Oya National Park area, USAID should lift the moratorium on new project commitments with immediate effect and allow the project to proceed forthwith; (3) the selected long-term USNPS advisor should be mobilized at once; and (4) institute several personnel replacements for improved project management and headquarters/field coordination. Other, lesser priority recommendations pertaining to specific project technical areas are detailed in the evaluation report. No major "lessons learned" were derived from this evaluation due to its limited-scope nature and restricted implementation timeframe.

I. EVALUATION COSTS**1. Evaluation Team**

Name	Affiliation	Contract Number OR TDY Person Days	Contract Cost OR TDY Cost (US\$)	Source of Funds
Jeffrey McNeely	IUCN/ISTI	ISTI IQC No. PDC-0000-I-00-4105 -00	\$10,789	Mahaweli Environment Project No.385-0075
Ranjen Fernando	Sri Lanka Wildlife & Nature Protection Society/GSL	12 days	\$ 100	GSL
Malwila Dissanayake	USAID/SL/PRJ	12 days	\$200	USAID/GSL

2. Mission/Office Professional
Staff Person Days (estimate) 3 days*

3. Borrower/Grantee Professional
Staff Person-Days (estimate) 10 days

* Not including Dissanayake staff time(12 days) indicated above.

2. SUMMARY OF EVALUATION FINDINGS, CONCLUSIONS AND RECOMMENDATIONS (Try not to exceed the 3 pages provided) Address the following items:

- o Name of mission or office
- o Purpose of activity (ies) evaluated
- o Purpose of the Evaluation and Methodology Used
- o Findings and Conclusions

1. PROBLEM AND OVERVIEW

The Accelerated Mahaweli Program (AMP) is Sri Lanka's highest priority development activity. More than \$2 billion of multi-donor financing is assisting the Government of Sri Lanka (GSL) to bring 117,000 hectares of dry-zone land under permanent irrigation. Approximately 500,000 people will be resettled on small farms in the area, leading to significant increases in agricultural production. Through the completion of four new dams in upper catchments of the Mahaweli River, the country's total electric generating capacity will be more than doubled. The development of infrastructure and service industries accompanying resettlement will create new opportunities for off-farm employment, helping to bring a major portion of the previously underdeveloped dry zone into the mainstream of Sri Lanka's economy.

A river basin development scheme of this massive scale is certain to generate significant environmental impacts. Major changes in land use and human settlement will create pressures to utilize natural resources more intensively, natural landscapes will be altered permanently, and a certain amount of environmental degradation will be inevitable.

2. U.S. ASSISTANCE

USAID was the first foreign donor to provide assistance to the GSL in addressing the environmental impacts of Mahaweli development. USAID funded an Environmental Assessment of the AMP in 1979-1980 and helped the GSL develop an Environmental Plan of Action in 1981. Through its Mahaweli Basin I Loan, USAID provided \$400,000 to the GSL for carrying out activities in the AMP region to monitor and control the movements of problem elephants displaced by agricultural development.

USAID and GSL approved a five-year Mahaweli Environment Project in September 1982 to respond to the specific recommendations on integrating conservation elements into the overall development scheme of AMP, as contained in the AMP Environmental Assessment and Plan of Action. The project's purpose was to "ensure the stability of irrigated agricultural development and human settlements in the AMP area by providing alternative protected habitats for displaced wildlife in a manner that is ecologically sound and socially acceptable."

The project was designed to improve the institutional capacity of the Department of Wild Life Conservation (DWLC) to continue managing Mahaweli protected areas beyond the life of the project. The total project budget was \$6.9 million, of which \$5 million was a grant by USAID.

Date this summary prepared: March 26, 1987

3. PURPOSE OF EVALUATION

This evaluation is the second of two planned evaluations of the Mahaweli Environment Project (383-0075). The objective of the evaluation is to review the progress made on implementing the recommendations made by the Mid-Term Evaluation (18 November - 6 December 1985) and, based on this review, to recommend to Mission management specific adjustments to the project strategy required to facilitate the achievement of project objectives, including whether an extension of the Project Assistance Completion Date (PACD) of September 30, 1987 is warranted.

4. FINDINGS

In contrast to the findings of the mid-term review, the evaluation team was generally very pleased with the progress that had been made in CY 1986. The major findings included:

- The project management structure had been extensively revised, involving moving the project from DWLC to the Ministry of State. The Senior Assistant Secretary of State had been appointed Project Director, and a new Project Manager had been appointed.
- Project construction activities had been transferred to the Mahaweli Economic and Construction Agency (MECA); what had been one of the weakest parts of the project had suddenly come under reasonable control.
- All senior positions were filled.
- Notable improvement in the management of Maduru Oya National Park was observed in the field, as the management plan prepared with assistance from the U.S. National Park Service (USNPS) began to be implemented.
- An overall plan for the system of protected areas of the Mahaweli region had been prepared in draft, and a management plan for Wasgomuwa National Park had been prepared, both with technical assistance from USNPS.
- Excellent progress had been made in the research programme, with detailed project proposals prepared and approved; the proposed research was designed to meet the specific needs of MEP.

However, certain major shortcomings were also noted. There has been a serious delay in recruitment of the long-term technical advisor, which has led to a whole series of negative ramifications. The training program is not making sufficient progress, and there has been little progress in promoting more

effective community relations. Management of Flood Plains National Park has suffered greatly from encroachment. Coordination between headquarters and field needs to be greatly improved.

Perhaps most important, in that it led to USAID halting new project commitments, was the establishment in Maduru Oya National Park of a military training camp which involved jungle training exercises within the park, as well as firing and drilling practice. In discussing this camp, all parties, including the military, agreed that a military training camp was incompatible with the objectives of a national park. A series of discussions, including a meeting with the Commander of the Army of Sri Lanka, led to an agreement in principle that the military should move out of Maduru Oya, and that a detailed plan for this move would need to be developed.

5. RECOMMENDATIONS

The Evaluation Team, and indeed all Sri Lankans we interviewed, felt that the PACD should be extended for a period of two years, to the end of 1989. Sufficient progress has been made in CY 1986 to give rise to great optimism that this two-year extension will enable the project to attain its objectives, and indeed serve as a model for other tropical countries wishing to integrate conservation with water resources development.

Given the agreement in principle by the Army Commander that the training camp would be relocated outside of Maduru Oya National Park, project activities (including recruitment of the long-term technical advisor and proceeding with the facilities construction tendering process) should begin forthwith.

The post of expatriate technical advisor is particularly important, given the urgent need for high-level technical advice. An appropriate individual has been identified and has expressed his willingness to accept the post, but he has been kept waiting so long that he has been offered other positions. He should be notified immediately to come to Colombo to begin his duties forthwith.

Several improvements in project management need to be instituted. A full-time Project Manager needs to be appointed; the Evaluation Team has discussed a suitable candidate with the Secretary, Ministry of State and the Project Director; this candidate has expressed his willingness to accept the position. The post of "MEP Resident Project Manager" should be established and assigned to the regional headquarters in Polonnaruwa; a suitable individual has been identified for this post.

ATTACHMENTS (List attachments submitted with this Evaluation Summary) Always attach copy of full evaluation report, even if one was submitted earlier)

Mahaweli Environment Project (383-0075) - Project Evaluation Report -
J. McNeely et. al. - Colombo, Sri Lanka - March 16-27, 1987.

COMMENTS BY MISSION, AID/W OFFICE AND BORROWER/GRANTEE

In general, the evaluation results were judged to be realistic, timely and useful and in agreement with Mission and GSL expectations. The reported findings, conclusions and recommendations were complete and comprehensive with respect to both the requirements of the evaluation scope of work and in addressing all of the various aspects of ongoing project implementation. In addition, the final report was clear, concise and professional and completed/presented in accordance with a tight schedule. All concerned parties feel that the teams' good prior familiarity with the project, strong commitment to and support of project objectives and excellent rapport developed with key GSL and Mission staff all contributed greatly to the success of the evaluation. The evaluation team is to be commended for successfully completing such a complex task in so relatively short a period of time (i.e., 2 weeks in-country).

XP-AAV-546-A

49875

MAHAWELI ENVIRONMENT PROJECT

(393-0075)

PROJECT EVALUATION

Evaluation Team

Jeff McNeely, Team Leader

Ranjen Fernando, GSL Representative

Malwila Dissanayake, USAID Representative

Colombo, Sri Lanka
16 March - 27 March 1987

Best Available Document

MAHAWELI ENVIRONMENT PROJECT
(383-0075)

PROJECT EVALUATION

Evaluation Team

Jeff McNeely, Team Leader
Ranjen Fernando, GSL Representative
Malwila Dissanayake, USAID Representative

Colombo, Sri Lanka
16 March - 27 March 1987

BASIC PROJECT IDENTIFICATION DATA

1. Country: Sri Lanka
2. Project Title: Mahaweli Environment Project
3. Project Number: 383-0075 (Grant)
4. Project Dates:
a. First Project Agreement: September 30, 1982
b. Project Activity Completion Date (PACD): September 30, 1987
5. Project Funding:
a. AID Bilateral Funding (Grant): \$5.0 million
b. Other Major Donors: None
c. Host Country Counterpart Funds: \$1.9 million
TOTAL: \$6.9 million
6. Mode of Implementation: Ministry of State, Department of Wildlife Conservation; MASL, Technical Assistance through PASA with U.S. National Park Service
7. Project Design: Government of Sri Lanka
USAID/Colombo
International Union for Conservation of Nature and Natural Resources (IUCN)
8. Responsible Mission Officials:
a. Mission Director: S. Littlefield 1982-1984
F. Correl 1984-1986
R. C. Chase 1986-Present
b. Project Officer: V. Fernando 1982-1985
E. Loken 1985-Present
9. Previous Evaluation: December 1985
10. Cost of Present Evaluation:
a. Contract: International Science and Technology Institute (ISTI):
Park Planner (expatriate)
Secretarial and Printing \$10,789
TOTAL \$10,789

EXECUTIVE SUMMARY

1. PROBLEM AND OVERVIEW

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A river basin development scheme of this massive scale is certain to generate significant environmental impacts. Major changes in land use and human settlement will create pressures to utilize natural resources more intensively, natural landscapes will be altered permanently, and a certain amount of environmental degradation will be inevitable.

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The project was designed to improve the institutional capacity of the Department of Wild Life Conservation (DWLC) to continue managing Mahaweli protected areas beyond the life of the project. The total project budget was \$6.9 million, of which \$5 million was a grant by USAID.

3. PURPOSE OF EVALUATION

This evaluation is the second of two planned evaluations of the Mahaweli Environment Project (383-0075). The objective of the evaluation is to review the progress made on implementing the recommendations made by the Mid-Term Evaluation (18 November - 6 December 1985) and, based on this review, to recommend to Mission management specific adjustments to the project strategy required to facilitate the achievement of project objectives, including whether an extension of the Project Assistance Completion Date (PACD) of September 30, 1987 is warranted.

4. FINDINGS

In contrast to the findings of the mid-term review, the evaluation team was generally very pleased with the progress that had been made in CY 1986. The major findings included:

- The project management structure had been extensively revised, involving moving the project from DWLC to the Ministry of State. The Senior Assistant Secretary of State had been appointed Project Director, and a new Project Manager had been appointed.
- Project construction activities had been transferred to the Mahaweli Economic and Construction Agency (MECA); what had been one of the weakest parts of the project had suddenly come under reasonable control.
- All senior positions were filled,
- Notable improvement in the management of Maduru Oya National Park was observed in the field, as the management plan prepared with assistance from the U.S. National Park Service (USNPS) began to be implemented.
- An overall plan for the system of protected areas of the Mahaweli region had been prepared in draft, and a management plan for Wasgomuwa National Park had been prepared, both with technical assistance from USNPS.
- Excellent progress had been made in the research programme, with detailed project proposals prepared and approved; the proposed research was designed to meet the specific needs of MEP.

However, certain major shortcomings were also noted. There has been a serious delay in recruitment of the long-term technical advisor, which has led to a whole series of negative ramifications. The training program is not making sufficient progress, and there has been little progress in promoting more

effective community relations. Management of Flood Plains National Park has suffered greatly from encroachment. Coordination between headquarters and field needs to be greatly improved.

Perhaps most important, in that it led to USAID halting new project commitments, was the establishment in Maduru Oya National Park of a military training camp which involved jungle training exercises within the park, as well as firing and drilling practice. In discussing this camp, all parties, including the military, agreed that a military training camp was incompatible with the objectives of a national park. A series of discussions, including a meeting with the Commander of the Army of Sri Lanka, led to an agreement in principle that the military should move out of Maduru Oya, and that a detailed plan for this move would need to be developed.

5. RECOMMENDATIONS

The Evaluation Team, and indeed all Sri Lankans we interviewed, felt that the PACD should be extended for a period of two years, to the end of 1989. Sufficient progress has been made in CY 1985 to give rise to great optimism that this two-year extension will enable the project to attain its objectives, and indeed serve as a model for other tropical countries wishing to integrate conservation with water resources development.

Given the agreement in principle by the Army Commander that the training camp would be relocated outside of Maduru Oya National Park, the moratorium on new project commitments imposed by USAID as a result of the military situation in Maduru Oya should be lifted immediately and project activities, including recruitment of the long-term technical advisor and proceeding with the facilities construction tendering process, should begin forthwith.

The post of expatriate technical advisor is particularly important, given the urgent need for high-level technical advice. An appropriate individual has been identified and has expressed his willingness to accept the post, but he has been kept waiting so long that he has been offered other positions. He should be notified immediately to come to Colombo to begin his duties forthwith.

Several improvements in project management need to be instituted. A full-time Project Manager needs to be appointed; the Evaluation Team has discussed a suitable candidate with the Secretary, Ministry of State and the Project Director; this candidate has expressed his willingness to accept the position. The post of "MEP Resident Project Manager" should be established and assigned to the regional headquarters in Polonnaruwa; a suitable individual has been identified for this post.

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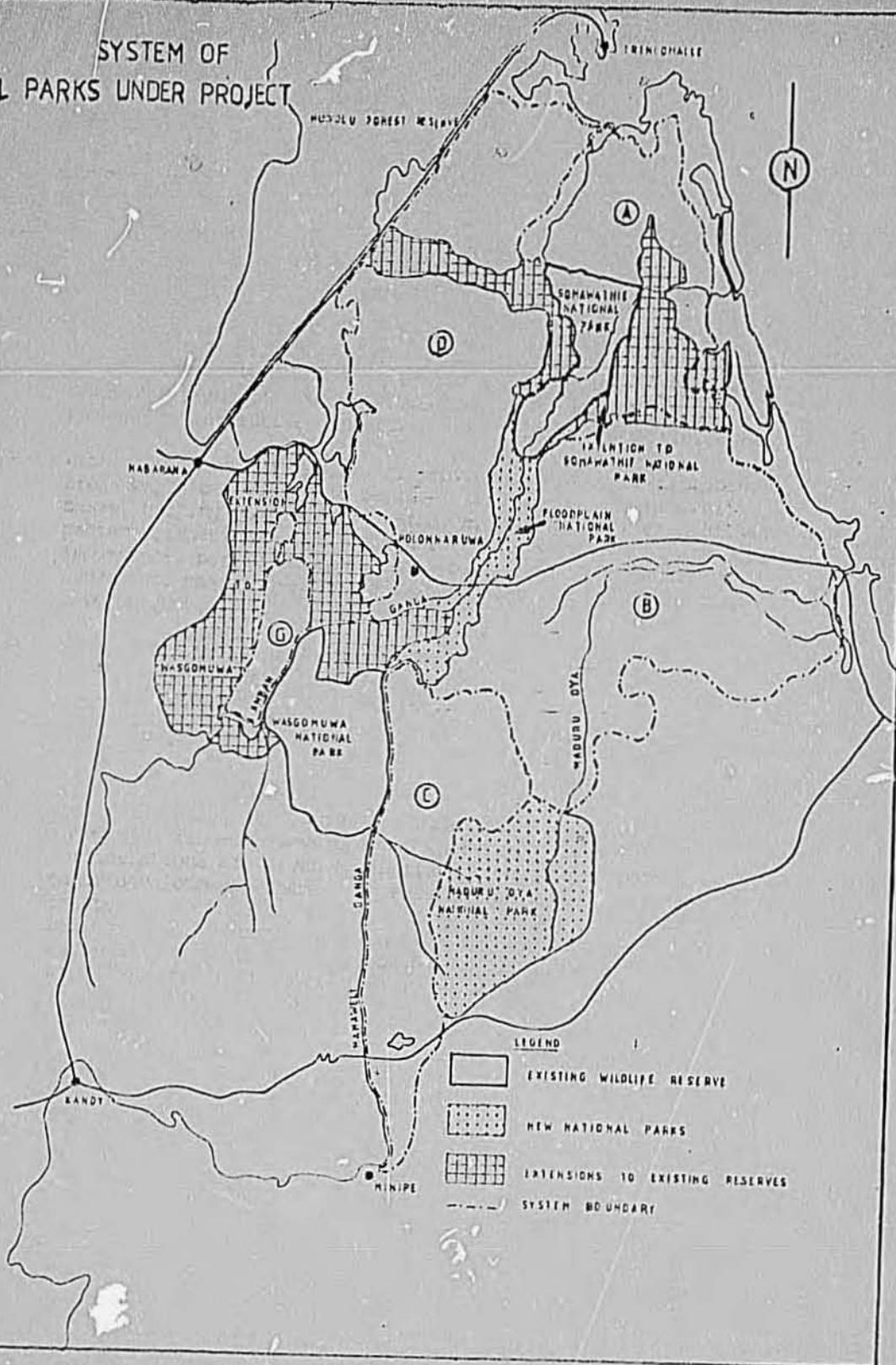
ANNEXES

1. Logical framework for Mahaweli Environment Project
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3. Recommended administrative structure for MEP
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ACRONYMS

AGA	Assistant Government Agent
AID/W	U.S. Agency for International Development/Washington DC
AMP	Accelerated Mahaweli Development Program
DWLC	Department of Wildlife Conservation
EOPS	End of Project Status
GSL	Government of Sri Lanka
IUCN	International Union for Conservation of Nature and Natural Resources
LPO	Life of Project
MASL	Mahaweli Authority of Sri Lanka
MEA	Mahaweli Economic Authority
MECA	Mahaweli Economic and Construction Agency
MEP	Mahaweli Environment Project
NCS	National Conservation Strategy
NGO	Non-Governmental Organization
PACD	Project Activity Completion Date
PASA	Participating Agency Service Agreement
PP	Project Paper
PVO	Private Voluntary Organization
TA	Technical Assistance
TAMS	Tippetts-Abbett-McCarthy-Stratton
USAID	U.S. Agency for International Development/Colombo Mission
USNPS	U.S. National Park Service
WMU	Wildlife Management Unit
WIC	Wildlife Training Center
WWF	World Wildlife Fund

SYSTEM OF NATIONAL PARKS UNDER PROJECT



- LEGEND**
- EXISTING WILDLIFE RESERVE
 - NEW NATIONAL PARKS
 - EXTENSIONS TO EXISTING RESERVES
 - SYSTEM BOUNDARY

PART I. OVERVIEW

I.1. INTRODUCTION

The Mahaweli Environment Project (MEP) is widely regarded as one of USAID's most important environmentally-oriented projects. The benefits it provides at local, regional, national and international levels are so important that they bear repeating:

- Locally, it helps to control the depredations of elephants on the crops being grown in the agricultural lands newly-created by the Accelerated Mahaweli Development Program, it provides employment, and it provides opportunities for private enterprise initiatives in tourism and related industries.
- Within the Mahaweli region, it provides a system of protected areas which contribute to balanced land-use in the Mahaweli basin, helping to protect watersheds, control bank erosion, and protect fisheries — all of considerable economic and practical importance, particularly as these benefits help to ensure the success of major investments in hydroelectric and irrigation developments.
- Nationally, it helps to develop the capacity of the Department of Wildlife Conservation (DWLC) to manage more effectively the wildlife resources of the country, makes a significant contribution to the nation-wide effort to maintain biological diversity, and demonstrates G.S.L. concern for environmental issues.
- Internationally, it provides an outstanding example of integrated land-use development, whereby environmental considerations are given appropriate attention as part of a major development scheme. By ensuring that the environment is treated as an integral part of the overall AMP, it helps to deflect possible concerns by national and international environmental NGOs over any potentially negative impacts of water resources development in the Mahaweli.

The activities of the MEP were designed to convert these potential benefits into real ones. In order to assess the progress made toward attaining planned project inputs, outputs and purpose, and to recommend any necessary changes in project implementation, a mid-term review of MEP was carried out from 18 November to 6 December 1985. That review documented a variety of project implementation shortcomings and recommended a series of critical actions that needed to be taken during CY 1986 to place the project back on track and provide circumstances more conducive to the achievement of its objectives.

1.1. Objectives of Evaluation

One recommendation was that MEP should be re-evaluated after one year (i.e., end 1986) to review progress made in implementing the recommendations made by the mid-term evaluation and, based on this review, to recommend to Mission management specific adjustments to the project required to achieve its objectives more efficiently.

This evaluation will not repeat the findings of the mid-term evaluation, which remain generally valid and pertinent. Rather, it will point out additional points which need attention, indicate new factors which have arisen, and make recommendations on the future course of the project.

1.2. New Factors

Two major new elements have been added to the challenges this project has faced: the Director DWLC has again been replaced, in January 1987; and a military presence has been established in Maduru Oya National Park. The new Director DWLC has been generally seen as an improvement to the project (and to DWLC), bringing in a strong administrative background and a desire to reorganize DWLC. The military presence has led to USAID halting the hire of long-term technical assistance, the tendering process for construction, research projects by local universities, and all other new commitments. This moratorium has again delayed the project at a moment when it was just gaining momentum.

This assessment makes a number of recommendations to USAID and GSL on how to deal with this very complex situation.

1.3. Summary of First Priority Recommendations

The recommendations of this report are divided into three levels of priority. The first priority recommendations cover major issues of fundamental importance to the project. The second priority recommendations are aimed at overcoming specific bottlenecks, making minor modifications, or supporting the implementation of the first priority recommendations. The third priority recommendations deal with matters which indirectly support the Mahaweli Environment Project. The first priority recommendations, in abridged form, are listed below in order of importance (the numbering system used in Part II of the text follows each recommendation):

- 1) The PACD should be extended for a period of two years, to 30 September 1989. (Recommendation 7.2.1.)
- 2) The expatriate technical advisor should be notified immediately to come to Colombo to begin his duties forthwith. (2.1.1.)
- 3) A time-table should be agreed upon for the total withdrawal of the military from Maduru Oya National Park, budgetary resources to support the move should be identified, and the Secretary,

- Ministry of State should move vigorously to agree upon the necessary steps with the military, perhaps using members of the Project Steering Committee to assist. (The Army Commander has agreed to this recommendation, provided an alternative site can be found and that details of the move can be worked out.)(8.1.1.)
- 4) The moratorium on new project commitments imposed by USAID as a result of the military situation in Maduru Oya should be lifted immediately and project activities, including installation of the long-term technical advisor and tendering process, should begin forthwith. (8.1.2.)
 - 5) The post of "MEP Resident Project Manager" should be established and assigned to the regional headquarters in Polonnaruwa. (1.1.1.)
 - 6) A new full-time Project Manager of appropriate seniority needs to be hired, with the current Project Manager assuming the position of GSL technical advisor to the MEP. (1.2.1)

1.4. Summary of Second Priority Recommendations

The following second priority recommendations are supported by findings contained in the evaluation and its attached annexes. They are aimed at overcoming specific bottlenecks, making minor modifications, or supporting the implementation of the first priority recommendations. The second priority recommendations, following the numbering system used in the text, are:

Project Management/Staffing

1.1.2. AD (Education) and AD (Training) should be assigned full-time duties in the field, under the supervision of the Resident Project Manager.

1.1.3. The post of "Park Warden" should be created under the MEP Project for each of the four national parks. The post should be of Assistant Director level, and filled with individuals who have demonstrated administrative and management abilities.

1.1.4. The Director DWLC should be invited to serve on the Project Implementation Committee (as well as continuing to serve on the Steering Committee), so that he is kept fully involved in all stages of the project.

1.4.1. All senior staff should be issued clear Terms of Reference and be assigned to their duties in the field as soon as possible. The post of Programme Officer should be eliminated.

1.4.2. The Resident Project Manager should be given authority

to work with the Project Manager to recruit an AD (Wildlife Management) for a full time assignment in Mahaweli, and to work with the AD (Wildlife Management) to set up a Wildlife Management Unit which would be responsible for elephant control, design of an elephant orphanage, getting animals out of irrigation canals, dealing with crop damage by monkeys and wild pigs, etc.

Technical Assistance

2.2.1. The training program should now take the next necessary step to prepare training materials in Sinhalese, adapted from materials available in English.

2.3.1. Any future education efforts must ensure that major target groups are identified, and that appropriate means are identified for reaching the target groups. The Project Manager should ensure that the AD Conservation Education has a general annual work plan, with specific activities scheduled for several months in advance; this work plan should be developed in the closest possible collaboration with the Resident Project Manager.

2.4.1. The second academic seminar should continue to be delayed until appropriate administrative and technical support can be provided. When the seminar is held, ensure that DWLC, MEP staff, university staff, and representatives of the NGO community are all invited to participate.

2.6.1. Once the new Resident Project Manager, AD Community Affairs and long-term technical advisor are on board, the local participation plan should be given high priority.

Park Planning

3.2.1. No further management plans should be prepared until the long-term technical advisor has arrived to ensure that the plans follow the planning process which has been shown to be successful in Sinharaja.

3.2.2. All further management plans should be prepared by MEP, rather than USNPS; the USNPS role now should be advisory rather than leadership. Greater attention needs to be given to building MEP capacity in management planning.

3.2.3. Now that the AD (Park Planning) has been moved to AD (Mahaweli) and we are recommending that he be elevated to Resident Project Director (1.1.1), the position of AD (Park Planning) needs to be filled.

Park Construction

4.1.1. Tenders should go out as soon as possible for Flood Plains and Wasgomuwa; tenders for Maduru Oya should also

proceed quickly, so that the park infrastructure will be well established by the time the military withdrawal is complete.

Park Research/Monitoring

5.2.1. The research in Wasgomuwa should be implemented as soon as possible, so that progress made to date is maintained; efforts should also be made to conduct research in Maduru Oya, provided the military situation permits the research to begin.

5.2.2. Computers used for the research should utilize standard software (e.g., dBase III or Lotus 123), the software should be part of the monitoring program established by MEP, and the MEP should maintain its own microcomputer (which should be adequate for the scale of monitoring envisaged).

Elephant Control/Management

6.1.1. A suitable officer who could work in collaboration with the Resident Project Manager needs to be appointed as soon as possible to manage the Wildlife Management Unit (see also 1.4.2.). All other positions in the unit should be filled with qualified personnel as soon as possible.

6.1.2. Consideration should be given to moving the elephant orphanage, at present located in Rambukkana, on the Colombo-Kandy road, to an area adjacent to one of the MEP national parks. This would get the animals closer to the wild herds, thereby providing both a convenient source of animals, a means of dealing with orphaned elephants, an improved capacity for captive and semi-captive breeding, a tourist attraction, and a focus for the work of the Wildlife Management Unit.

The Military Situation

8.1.3. Since a military presence in the MEP region is a long-term certainty, and brings certain benefits to the park if this presence is managed appropriately, MEP should expand its work in informing the military of the values of the national park system to the nation and seek to enlist the military as supporters of conservation. Methods that could be considered might include: joint security patrols (the Army Commander agreed this would be a good idea, but expressed doubts that DWLC would agree because it would be too difficult for them to keep up with the Army); using recruits to help maintain park infrastructure; enlisting military assistance with elephant drives; a regular schedule of wildlife films to be shown to recruits and regular army personnel (and their families); involving the military in gathering information on presence and problems involving elephants; and many others. Gen. Seneviratne, Gen. Fernando, and Lt.-Col. Jayawardhana expressed their full support for any such activities that might be suggested.

8.1.4. Dialogue is likely to be far more effective than directives, and efforts should be continued to enlist the military as allies in MEP rather than viewing them as problems. The Resident Project Manager should make it a particular objective to work productively with the military; the present AD (Mahaweli) already has developed an excellent working relationship with the base commander and is now kept fully informed on military activities within the park.

General Findings and Recommendations

9.1.1. USAID should consider using funds remaining in Mahaweli Basin Development Phase I (383-0056), Environmental Mitigation Component, to meet carefully specified needs of DWLC. These should be based on an analysis of what sorts of communications equipment and vehicles are required (jeeps vs. motorcycles vs. bicycles), who will use them, and how they will be used.

9.1.3. MEP should direct resources and consider co-opting whatever available assistance is needed to remove the encroachments and control illicit activities in Flood Plains and Wasgomuwa national parks. Effective protection will require that the infrastructure and trained staff be put in place as soon as possible.

9.3.1. A special MEP allowance should be provided to all DWLC staff serving under the MEP, as well as to long-term casual staff; this allowance should be graded, and would need to come from GSL funds.

9.3.2. A minimum leave with pay entitlement should be provided to long-term casual staff, as provided for in the Establishment Code.

9.3.3. All casual staff should be recruited from the Mahaweli area, so that full benefits of the MEP can go to local people. The minimum period of continuous employment for casual staff should be increased from the present 3 months to 6 months.

1.5. Summary of Third Priority Recommendations

The following third priority recommendations are aimed at providing indirect support to the activities of MEP. They follow the numbering system used in the text.

9.1.2. DWLC should develop a project proposal for equipment to be submitted for funding from World Wildlife Fund or other similar organization.

9.2.1. The Mahaweli protected area system should be included as part of the worldwide network of Biosphere Reserves. Sri Lanka already has several biosphere reserves, such as

Sinharaja, but the inclusion of the entire Mahaweli system as part of the biosphere reserve network would be particularly appropriate in view of the importance of these areas for research, training, and relations with people in adjacent lands.

9.2.2. A systematic review of Sri Lanka should be conducted to identify sites for recognition as World Heritage Sites. Sinharaja is the only natural World Heritage property in Sri Lanka, but a systematic review which would include the areas in Mahaweli, plus Horton Plains, Yala, Wilpattu, etc. could both assess current needs of the system and establish a system for World Heritage support to DWLC.

9.2.3. Sri Lanka should participate with other South Asian countries on a review of the coastal and marine protected areas of the country, which could lead to an expansion of resources available to DWLC.

9.2.4. Sri Lanka should join the Convention on Conservation of Wetlands of International Importance, as several of the new national parks in the Mahaweli would be appropriate for listing under the convention.

II. PROJECT PROGRESS

The Project Evaluation Summary (PES) prepared by the mission following the mid-term review specified seventeen critical actions which needed to be accomplished during CY 1986 to redirect the project. The evaluation will address each of these actions, assessing progress and recommending necessary modifications. New recommendations will also be made where required.

In general, the Evaluation Team was impressed with the progress that has been made; more has been accomplished in the past year than in the previous three years combined. But several critical shortcomings have also appeared and these need urgent attention if the project is to attain its objectives.

II.1. PROJECT MANAGEMENT/STAFFING

- 1.1. "Review and agree on revised project management structure and implementation plan." (Date action to be completed: Jan86)

Project management has been extensively revised. It has been moved from DWLC to the Ministry of State, a move which has been welcomed by the new Director DWLC and by MASL. A Steering Committee and Implementation Committee have been established and are meeting regularly; the evaluation team attended a meeting of the Implementation Committee. These actions have led to very real progress in project management.

Further improvement is still required, as too many senior staff are in Colombo when they should be in the field. We recommend a revised project management structure (see Annex 3), which would involve a Resident Project Manager in charge of all field activities, a Park Warden assigned to manage each of the national parks, assignment of the AD Education and AD Training to the Mahaweli area, and a Project Manager in Colombo to whom the Resident Project Manager would report.

The present AD (Mahaweli) has been assigned the task of overseeing and coordinating all the activities in the Mahaweli area. The Evaluation Team felt that given the appropriate authority and support from Colombo, the AD (Mahaweli) has the competence and willingness to exercise duties as the MEP Resident Project Manager. Moreover, other Assistant Directors in the field seem to accept the authority of the AD (Mahaweli) and treat him as a senior officer.

Since the MEP has now been separated from the DWLC, MEP staff responsibilities have now been focused only on the Mahaweli areas. This new geographical focus necessitates the presence of most of the senior officers in the field, rather than in the head office.

It was also apparent from our field observations and discussions with a wide range of individuals that a new post, equivalent in

status to that of Assistant Director, needs to be established as the officer in charge of each of the four national parks in the MEP (as was suggested in the original project and in the mid-term evaluation, but which seems to have been forgotten). Such a person, who might be given the title of "Park Warden", should be a university graduate, who would have the capacity to deal directly with, for example, military officers, irrigation officials, or local government officials. The Park Wardens would report to the Resident Project Manager. We met several individuals who are now Ranger (Grade 1), who would be able to fill such a position; but others might need to be recruited. It is felt that AD-level Park Wardens would be extremely useful in coordinating the many new responsibilities which are required of the national parks in the MEP, and that such a position should be incorporated into the new structure of DWLC as it is elevated from a Category B Department to a Category A Department.

Another need which we have identified is for closer and more effective linkages between DWLC and MEP. In the earlier stages, the two were synonymous and this led to many of the problems which are evident today. But now the two have been clearly separated and the pendulum may have swung too far in the other direction; after all, one of the ultimate goals of the project is to develop DWLC into an organization which can assume full responsibility for implementing appropriate management action in the Mahaweli region (as well as elsewhere in Sri Lanka). Further, DWLC will need to reassume responsibility for the Mahaweli protected areas, under the Wildlife Act, as soon as the MEP is completed. Mechanisms to ensure closer cooperation between MEP and DWLC are required. The Director DWLC has expressed his deep interest in contributing to the success of MEP in all possible ways.

NEW RECOMMENDATIONS

- 1.1.1. The post of "MEP Resident Project Manager" should be established and filled by an able manager with a proven track record and a personal commitment to wildlife. He should be assigned to the regional headquarters in Polonnaruwa. For the duration of the project, the AD (Mahaweli) should be elevated to this position. He should be supported with a permanent officer to be in charge of office administration.
- 1.1.2. AD (Education) and AD (Training) should be assigned full-time duties in the field, under the supervision of the Resident Project Manager.
- 1.1.3. The post of "Park Superintendent" or "Park Warden" should be created under the MEP Project for each of the four national parks. The post should be of Assistant Director level, and filled with individuals who have demonstrated administrative and management abilities.

1.1.4. The Director DWLC should be invited to serve on the Project Implementation Committee (as well as continuing to serve on the Steering Committee), so that he is kept fully involved in all stages of the project.

1.2. "Appoint senior project staff per revised MEP management structure." (Jan86)

A new Project Director, the Senior Assistant Secretary of State (Russell Kuruppu) has been appointed, as has a new Project Manager (Thilo Hoffman). This change has brought significant new progress to the project. However, neither of these two individuals has yet been able to devote full time to the project, and further improvements are still required. The project manager is universally respected and has brought many years of experience to the project. However, he is unable to devote full time to the project as he is an honorary volunteer and in any case spends five months a year in Switzerland; he has recommended that a full-time project manager be appointed. He would be willing to continue his involvement in the project, and his continued contributions would be extremely helpful; a suitable senior advisory post would need to be created.

NEW RECOMMENDATION

1.2.1. A new full-time Project Manager of appropriate seniority needs to be hired, with the current Project Manager assuming the position of GSL Senior Technical Advisor to the MEP.

1.3. "Transfer responsibility for project construction activities." (Jan86)

Project construction activities have been transferred to Mahaweli Economic and Construction Agency (MECA). A full-time engineer has been seconded to the MEP by MASL. Detailed site plans have been prepared, the tendering process is proceeding according to an established schedule, and the financial management structure is functioning well. MECA and MASL expressed some frustration over USAID delays; they stated that USAID has been far more difficult to work with on this project than on any of the other Mahaweli projects on which USAID and GSL have collaborated; but the results seem to have justified the procedures. Some additional frustration has appeared in recent months, following the moratorium established by USAID on construction due to military activities in Maduru Oya National Park (see part 8). However, most problems now have been solved, and this part of the project, which was previously one of the weakest points, now seems fully under control. We have no specific recommendations to make for further improvements.

1.4. "Appoint staff for Wildlife Management Unit-MEP and new senior DWLC technical positions." (Apr86)

All senior positions called for -- AD (Training), Program Officer, Rural Sociologist, Engineer, and Accounting Assistant -- were filled during CY 86, though not without some incongruities.

The rural sociologist subsequently resigned. It became apparent during our evaluation that the position of "rural sociologist" had certain problems, carrying the mistaken connotation of research. In fact, what is needed is application, not research, so we prepared revised terms of reference for the post of "Assistant Director Community Affairs" (Annex 4).

The senior staff members for the Wildlife Management Unit (elephant control) have not yet been effectively established in the field. There is still a lack of clarity as to the terms of reference of the AD Veterinary and Research, and his lines of reporting. In many ways, the Wildlife Management Unit is the one local villagers most require on a regular day-to-day basis, as elephant-human conflicts continue at a high rate. During our discussions with various MEP staff, it became apparent that the AD (Mahaweli) could establish the Wildlife Management Unit if he were given authority to do so (see 1.1.1.), and that a split assignment of the Assistant Director Veterinary and Research between DWLC and MEP will not work. The Wildlife Management Unit needs to be headed by an AD (Wildlife Management) who works full time in the Mahaweli area. As the human population continues to expand, conflicts between animals and people are certain to increase, so at the end of the project, the Wildlife Management Unit should be integrated into the DWLC structure; in fact, the MEP Wildlife Management Unit can be seen as a demonstration of how such a Unit should be established.

There seems to be considerable overlap in terms of reference between the duties of the Programme Officer and the AD (Administration); with the engaging of a full-time Project Manager, the Programme Officer becomes redundant (we were told that the incumbent has already tendered his resignation).

NEW RECOMMENDATIONS

1.4.1. All senior staff should be issued clear Terms of Reference and be assigned to their duties in the field as soon as possible. The post of Programme Officer should be eliminated.

1.4.2. The Resident Project Manager should be given authority to work with the Project Manager to recruit an AD (Wildlife Management) for a full time assignment in Mahaweli, and to work with the AD (Wildlife Management) to set up a Wildlife Management Unit which would be responsible for elephant control, design of an elephant orphanage, getting animals out of irrigation canals, dealing with crop damage by monkeys and wild pigs, etc.

II.2. TECHNICAL ASSISTANCE

2.1. "Contract long-term project expatriate technical advisor." (Feb86)

All the steps have been taken to contract the advisor, and his arrival depends only on USAID agreeing to his departure from the US. This is now the single most important factor in the success of the project. Much of the slippage which has occurred would have been overcome had this individual arrived on schedule.

NEW RECOMMENDATION

2.1.1. The expatriate technical advisor should be notified immediately to come to Colombo to begin his duties forthwith. This recommendation should be carried out with no delay, as an appropriate officer has been identified and is ready to come as soon as he is notified; but he has several other offers and if he is not notified within the next few days, recruitment of an alternative might take up to six months, to the great detriment of the project.

2.2. "Conduct workshops on Staff Development and In-Service Training, producing a draft training plan." (May86)

We were unable to interview the AD Training, but we were informed by other officers that reasonable progress has been made, that a Training Plan has been prepared, and that a Training Curriculum has been developed. The training workshop has not yet been held.

A major short-coming has been the lack of training materials for Guards and Range Assistants, in Sinhalese. The training to date has focused on training the trainers and the upper level officers, but in order for them to now pass their newly-gained knowledge to their staffs, training materials in Sinhalese, using Sinhalese examples, will be required. Ideally, such training materials would be adapted for the specific situation in Mahaweli, drawing on materials that have been prepared for other similar situations in tropical countries. IUCN has prepared appropriate materials for use in China, Pacific Islands, Thailand, East Africa, and elsewhere, and will make these materials available to MEP.

NEW RECOMMENDATION

2.2.1. The training program should now take the next necessary step to prepare training materials in Sinhalese, adapted from materials available in English.

2.3. "Conduct workshop on Conservation Education and Park Interpretation, producing and initiating comprehensive Public Awareness and Education Plan." (May86)

The AD Conservation Education seems to be doing a good job, and her conservation education programme held at the Pimburettewa Army Training School was very well received. However, her efforts have not been well coordinated with the field staff in Mihaweli; nobody knew of her training course at Pimburettewa until 24 hours before, well after they had already committed themselves to other activities. Once the AD (Education) is assigned to the field, most of the coordinating bottlenecks may not materialize (see 1.1.2.)

It is apparent that the "Comprehensive Conservation Education Plan" is still a hope rather than a reality, and that far more needs to be done in this field.

NEW RECOMMENDATION

2.3.1. Any future education efforts must ensure that major target groups are identified, and that appropriate means are identified for reaching the target groups. The Project Manager should ensure that the AD Conservation Education has a general annual work plan, with specific activities scheduled for several months in advance; this work plan should be developed in the closest possible collaboration with the Resident Project Manager.

2.4. "Conduct second academic seminar." (Aug86)

This has been postponed, and quite rightly, given the delay in recruiting the long-term advisor. Previous such seminars have been ineffective due to lack of preparation and follow-up, so it was appropriate to postpone this one as well. When this seminar is finally held, perhaps in August 1987, the research program should be well under way and collaboration is likely to be far more productive. It is worth noting that the academic seminars are designed to promote more effective collaboration between DWLC, various NGOs, and the universities, thereby enhancing the human resources available to support the objectives of DWLC (and MEP); therefore, it is especially important that all elements of this equation are able to attend and participate fully in the seminar. Note also that university researchers have been incorporated into the MEP (see 5.1.).

NEW RECOMMENDATION

2.4.1. Continue to delay the second academic seminar until appropriate administrative and technical support can be provided. When the seminar is held, ensure that DWLC, MEP staff, university staff, and representatives of the NGO community are all invited to participate.

2.5. "Finalize plans for In-Service Training Programme" (Sept. 86)

A workshop on staff training and development was scheduled for November 1986, but was postponed. This seems appropriate, given the lack of the long-term advisor. From the indications we have seen, the proposed program was suitable and this activity needs to be carried out once the long-term technical advisor comes on board.

2.6. "Complete draft local participation plan for MEP areas." (Oct86)

No progress, and none could really be expected in the absence of the long-term technical advisor, and following the resignation of the rural sociologist.

NEW RECOMMENDATION

2.6.1. Once the new Resident Project Manager, Community Affairs Officer and long-term technical advisor are on board, the local participation plan should be given high priority.

II.3. PARK PLANNING

3.1. "Conduct comprehensive workshop for MEP Park System Plan" (June 86)

A MEP Draft Park System Plan has been produced. It is of excellent quality, but it admits that "limits of time and the need to expedite decision-making preclude preparation of more than a conceptual systems plan, laying out the broadest of management strategies and policies." The draft plan has suggested appropriate objectives and provides a solid basis for further achievement. Additional progress on this very important activity must await the arrival of the long-term technical advisor.

NEW RECOMMENDATION

3.2. "Conduct workshops for each MEP protected area and complete final draft management plans (in accordance with MEP System Plan)." (July 86).

Reasonable progress has been made. Draft management plans have now been prepared for Wasgomuwa and Maduru Oya. Discussions held with field staff suggested that the plans are being prepared according to a methodology which is building the capacity of DWLC or MEP to themselves prepare subsequent plans and revisions, though the plans still do not have the breadth of involvement that has been demonstrated by the success of "participatory planning" in the case of Sinharaja Biosphere Reserve. The title page of the MEP management plans state, "Prepared by National Park Service, United States Department of Interior," rather than "Prepared by DWLC, with technical advice from USNPS." This is not meant as a criticism of USNPS, who are doing the best they can with insufficient administrative back-up to organize the necessary participatory planning structure. The long-term technical advisor should be able to overcome this short-coming, and the field staff in Mahaweli should now take the lead responsibility for preparation of future management plans, under the direction of the Resident Project Manager and with the direct involvement of the AD (Park Planning).

NEW RECOMMENDATIONS

3.2.1. No further management plans should be prepared until the long-term technical advisor has arrived to ensure that the plans follow the planning process which has been shown to be successful in Sinharaja.

3.2.2. All further management plans should be prepared by MEP, rather than USNPS; the USNPS role now should be advisory rather than leadership. Greater attention needs to be given to building MEP capacity in management planning.

3.2.3. Now that the AD (Park Planning) has been moved to AD (Mahaweli) and we are recommending that he be elevated to Resident Project Director (1.1.1), the position of AD (Park Planning) needs to be filled.

II.4. PARK CONSTRUCTION

- 4.1. "Approve final site plan for all project construction and initiate construction tendering process." (July 86)

Reasonable progress has been made, and tenders were almost ready to go out until USAID put a hold on the process in January 1987 when the impact of the military situation was realized. On the Sri Lankan side, a detailed schedule of facilities rehabilitation and maintenance for 1987 has been prepared by the MEP Engineer; this schedule gave us a feeling of confidence that the construction and maintenance program was in full control (see Annex 5).

NEW RECOMMENDATION

- 4.1.1. Tenders should go out as soon as possible for Flood Plains and Wasgornuwa; tenders for Maduru Oya should also proceed quickly, so that the park infrastructure will be well established by the time the military withdrawal is complete.

- 4.2. "MEP construction contract(s) awarded and construction work initiated." (Oct 86)

This action depends upon successful completion of action 4.1, which has been delayed for the reasons explained above.

II.5. PARK RESEARCH/MONITORING

- 5.1. "Contract protected areas inventory and research program development study (long-term TA advisor arrived in Sri Lanka and initiates system planning process)" (Mar86)

Considerable progress can be reported on this activity, despite the long-term TA advisor not having arrived. A standard "Research Agreement" has been prepared, a Research Committee has been established, and a series of project proposals were submitted and screened. Research proposals were viewed as a practical contribution to the MEP, rather than as a mere academic exercise; the MEP ecologists are fully involved in project development and will participate in the fieldwork. Further, this element is involving both universities and environmental NGOs (such as March for Conservation) with DWLC and MEP. This element has been fully successful.

- 5.2. "Initiate wildlife monitoring program for MEP areas." (Oct86).

Three research proposals have been accepted (pending final modifications to standardize rates, computer use, etc.). These research proposals -- "An analysis of structure, flora and the regeneration potential of three natural forests protected under the MEP", by Dr. Adith H. Perera; "Taxonomic-Phytosociological survey of the vegetation of the Wasgonuwa National Park," by Dr. T. Jayasingam; and "Preparation of baseline maps on the distribution and abundance of the fauna at Maduru Oya and Wasgonuwa national parks," by Dr. S.W. Kotagama -- provide an excellent means to promote more productive collaboration between MEP and the university community, and will provide the methodology and baseline data required for the long-term monitoring of the effects of the MEP. Implementation of these research projects awaits resolution of the military situation.

The data collected needs to form part of an on-going monitoring program of MEP and, eventually, DWLC; therefore, computer programs should be simple and computers used should be standardized for ease of data transfer.

NEW RECOMMENDATIONS

5.2.1. The research in Wasgonuwa should be implemented as soon as possible, so that progress made to date is maintained; efforts should also be made to conduct research in Maduru Oya, provided the military situation permits the research to begin.

5.2.2. Computers used for the research should utilize standard software (e.g., dBase III or Lotus 123), the software should be part of the monitoring program established by MEP, and the MEP should maintain its own microcomputer (which should be adequate for the scale of monitoring envisaged).

II.6. ELEPHANT CONTROL/MANAGEMENT

- 6.1. "Send key personnel to India and Malaysia to review protected area barrier technology for inclusion in Park Systems Plan." (Apr86)

Personnel were sent and their contribution to the systems plan can be made once long-term advisor is on board.

Dr. R. Rudran has prepared a "Strategy for elephant conservation and management in Sri Lanka," which will provide useful guidance to the future project activities in this area. The evaluation team was greatly concerned that elephant management is not being sufficiently addressed at present, causing difficulties for villagers, danger to MEP staff, and instability for the elephants. It does not appear that habitat management is being instituted to attempt to attract elephants to where they are wanted (e.g., the inner parts of the national parks). It is beyond the scope of this evaluation to make detailed recommendations on elephant management, but it is apparent that the major lack is one of leadership on the ground.

NEW RECOMMENDATIONS

6.1.1. A suitable officer who could work in collaboration with the Resident Project Manager needs to be appointed as soon as possible to manage the Wildlife Management Unit (see also 1.4.2.). All other positions in the unit should be filled with qualified personnel as soon as possible.

6.1.2. Consideration should be given to moving the elephant orphanage, at present located in Rambukkana, on the Colombo-Kandy road, to an area adjacent to one of the MEP national parks. This would get the animals closer to the wild herds, thereby providing both a convenient source of animals, a means of dealing with orphaned elephants, a tourist attraction, and a focus for the work of the Wildlife Management Unit.

II.7. PACD EXTENSION

The mid-term evaluation and resultant PES stipulate that, based upon the results of the review of CY 86 performance, the Mission should determine whether or not to extend the PACD to allow additional time for the achievement of project objectives. The present evaluation addressed three questions:

- a. Should the PACD be extended in view of CY 86 implementation performance?
- b. If an extension is recommended, for how long should an extension be granted and what specific conditions or covenants should be incorporated into the Project Agreement extension documentation to improve performance?
- c. Should a PACD extension not be recommended, what priorities should be set among actions which can be accomplished before the PACD?

7.1. PACD extension

The mid-term review recommended: "Provided that appropriate progress can be made in overcoming the problems identified by the evaluation, USAID and the GSL should extend the project life by two years, to the end of 1989, in order to make up for the numerous changes of top personnel which have plagued the project, delays involved in USAID and GSL tendering procedures, and the security situation." (9.2.3)

It was the unanimous view among all parties in the GSL with whom we spoke that the PACD should be extended. We agree with this assessment.

A common view came from a senior officer at MASL: "If the project is not extended, it will be worse than if the project had never been started because so many activities have been started and so many obligations have been made. If, on the other hand, the project is extended, the construction can be completed, the staff trained, the research carried out, the new parks established as part of the overall Mahaweli scheme, and the project can be concluded successfully."

While the five-year project life originally envisaged may have been realistic at the time, the numerous delays in the first three years of the project, coupled with two changes in Director DNLC and a worsening internal security situation, have thrown the project off-schedule. An extension of PACD is justified because:

- The project is crucial to the long-term success of the AMP, which leans heavily on the success of this component.

- The inertia from 1982 to 1985 has now been overcome and progress made during 1986 (see previous section) has indicated that the project is now moving well, though about two years behind schedule.
- Implementation problems have been identified and the remedial measures which are included in this report will lead to further progress in the coming period.
- The civil unrest in the project area has been brought under reasonable control.
- The long-term technical advisor has not yet arrived, and, as indicated above, many of his contributions will be crucial to the success of the project and will not begin to be felt until after he has been in position for at least several months.
- If the project were to end at the end of 1987, DWLC would not be in a position to take over full responsibility for the protected areas in Mahaweli; on the other hand, DWLC has an energetic new Director who is committed to up-grading the department, and he is confident that DWLC would be able to take over responsibilities in Mahaweli by the end of 1989.

A further point which deserves mention is public relations. MEP has attracted wide attention, both within Sri Lanka and abroad. If the project is not extended, the public relations ramifications could well be very negative for the entire Mahaweli development effort and this would inevitably cause problems for USAID as well. On the other hand, an extension which would enable the project to be successfully concluded could have very positive public relations effects on the AMP and on USAID, both within Sri Lanka, in Washington, and internationally.

7.2. Duration of extension

Based on discussions with DWLC, MASL, and senior project personnel, it is apparent that two additional years will be required to complete all infrastructure development, carry the research effort to an appropriate level of maturity, train the field personnel, and continue to implement park development activities. As indicated above, the Director DWLC has indicated that by the end of 1989, his department will be in a position to take over full responsibility for the protected area system in Mahaweli.

NEW RECOMMENDATION

7.2.1. The PACD should be extended for a period of two years, to 30 September 1989.

7.3. Conditions for extension

Generally, this extension -- which would not involve an increase in budget -- would enable the project to successfully attain its EDPS, and this is what is desired by all parties involved. It is probably not necessary to add many covenants, given the willingness which has been demonstrated by the Ministry of State, DWLC, and the other institutions involved. However, a few conditions might promote improved future project implementation performance. USAID might wish to include the following conditions in an extension of the PACD.

- DWLC, and the Ministry of State, should agree to absorb key senior staff from the MEP into permanent positions. It is realized that this will finally take Treasury approval, but such a covenant may well assist DWLC in obtaining such approval.
- In the period between now and the proposed new PACD, DWLC should be upgraded from a Category B Department to a Category A Department. This exercise would create a number of professional positions in the DWLC and facilitate the absorbing by DWLC of the MEP employees who will be well-trained professionals by that time.

II.8. THE MILITARY SITUATION

The evaluation team visited the military training camp of the Maduru Oya Army Training School and had a free exchange of views with the Commandant, Lt/Col V.S.M. Jayawardhana. At the request of Lt.-Gen. G.D.G.N. Seneviratne, V.S.V., the Army Commander, we also attended a meeting with him and his director of training, Gen. C.H. Fernando.

The team found that approximately one mile inside the boundary of Maduru Oya National Park, the "Maduru Oya Unit of the Counter-revolutionary Warfare Wing" of the Sri Lankan Army has established a training camp which involves over 600 trainees, housed in quarters abandoned by construction crews for the Maduru Oya dam. It is an extension of the main camp four miles away, outside the national park boundaries; the army has used its own resources in improving this new training camp.

Since the camp was established within the park in April 1986, training exercises in approximately 15 sq. miles in the northern part of the park and security patrolling throughout the park have been carried out on a sporadic basis. As a result of the camp and related truck, jeep, and helicopter traffic, and the training and patrolling activities, the functions of the national park have been greatly impaired, particularly since the army camp is close to where the park headquarters are projected to be located, and one of the jungle training areas is in the best part of the park for wildlife (and tourists).

The presence of a military training camp within a national park is clearly an incompatible use and threatens the values for which the park was established; the Army Commander and Base Commandant both agree with this. However, given the current state of national security prevailing, the army has shown reasonable restraint and the situation could easily be worse (with or without the army).

As a result of the military presence in one of the MEP's four main areas of activity, USAID has decided to suspend new project commitments pending an undertaking from CSL to resolve the conflict. The best option would be a rapid withdrawal of the military camp from Maduru Oya. Successively less desirable options might include: a slower, but still scheduled, withdrawal of the military; or a decision that under current conditions, the military has priority and part of Maduru Oya National Park should be de-gazetted and handed over to the military for its purposes.

While it is not the task of the assessment team to solve the problem, it was apparent to us that options do exist for alternative locations of both the camp and the jungle training areas. Alternative jungle training areas should be located outside the park; but if it is necessary that they be located within the park, the north-eastern sector would be less objectionable than the

current site, which is the best part of the park for tourism development and could support the best wildlife populations as well. Options may also exist for locating the jungle training sites outside the park, on the northeastern side; the Base Commandant and AD (Mahaweli) will be examining these possibilities in the near future.

In our discussions with Gen. Seneviratne, he stated that the army training camp could be moved, and expressed a willingness to undertake such a move. Gen. Fernando pointed out that the military presence was also to help protect the dam; clearly, such protection for the dam would be most effective to the east of the dam, where it can be approached by land.

Any of these options would be acceptable, and the project could adapt to any of them and still attain its most important objectives. The only really unacceptable option is to do nothing, and sustain the unclear situation where the military is within the national park for the indefinite future, with the MEP essentially grinding to a halt.

This was a challenging problem, but we found unanimity among the Sri Lankans we interviewed that, in the current context of the insecurity of the country and the high priority given to the military, the presence of the Army in Maduru Oya should not be an impediment to the continuation of the project. On the contrary, irrespective of military activities, work on MEP should be instituted as quickly as possible, with appropriate modifications in scheduling and location of activities. The willingness expressed by the Army Commander to move the camp is a very positive indication that a solution can be negotiated, and that the MEP should not suffer any further delays in implementation.

The following factors are pertinent:

- The situation has been called to the attention of the President, who has taken the matter under advisement and agrees that a national park is not the place for a military training camp. The final decision must be made on national security considerations, and the appropriate role of USAID should be supportive. The Army Commander has agreed in principle to move.
- The military presence has definitely disrupted the park development programme at Maduru Oya. At the same time, it has ensured that civil unrest has been largely excluded from the area, thereby saving the parks from what might have been an even worse fate. It must also be admitted that DWLC protection of the area was insufficient; the presence of the army may also have strengthened the resolve and performance of DWLC staff.

The new Director DWLC is a retired Chief of Staff of the Army and has excellent relations with the military; he is very willing to use his good offices for ensuring the most productive possible relationship between DWLC (and MEP) and the military. The military seem to have shown reasonable restraint in their activities. While regrettable incidents have certainly occurred, the relationship between DWLC and the military seems generally good. Some park staff felt that the military was keeping poachers out, and indeed we saw elephants on four occasions, as well as wild buffalo, deer, and wild pig.

Even if activities cannot be carried out in Maduru Oya, Flood Plains and Wasgonuwa still need attention and project activities could be concentrated there until the military presence is removed from Maduru Oya; but, as suggested in 4.1.1., it might be feasible to also begin work in Maduru Oya and the Base Commander was very emphatic that there was no reason why construction work cannot co-exist with the military. It is felt that in view of the willingness of the military to consider moving, the presence of such activity would be far more effective an influence on removing the military than would be a continued moratorium on project progress.

From 25 February to 2 March 1987, the Assistant Director for Education carried out a series of information activities at the Pimburettewa Army Training School, informing all levels of military personnel about the values of the national park system in Mahaweli. Such activities can go a long way toward mitigating the damage done by military presence, and indicate that the MEP can progress appropriately even in the face of such difficulties.

NEW RECOMMENDATIONS

8.1.1. Having a military training camp within a national park is clearly an incompatible use, and the longer action is delayed the more difficult it is to reverse. Therefore, continued efforts should be made from all quarters, including MEP, Ministry of State, USAID, and non-governmental organizations, to encourage GSL to agree to a time-table for total withdrawal of the military from Maduru Oya National Park. Given the investments the Army has made in the training camp, and the preparations that would be required to move to a new site, a transition period would be required. This should be as short as possible, but in no case should it be longer than two years (at which time the park infrastructure would be completed and the park would be ready to open). Means would need to be found within GSL resources to provide the necessary budgetary support for the move. The Secretary Ministry of State should move vigorously to agree upon the necessary steps with the military. (The Army Commander agreed to this recommendation, provided an alternative site can be found and that details of the move can be worked out.)

8.1.2. Given the positive attitude of the Army Commander, it is the opinion of the Evaluation Team that any benefit that might be gained by using the cessation of the project as a form of pressure on GSL is far outweighed by the damage done to the project by the halt in activities at a period when the project was just beginning to move. Therefore, the moratorium on new project commitments imposed by USAID as a result of the military situation in Maduru Oya should be lifted immediately and project activities, including installation of the long-term technical advisor and tendering process, should begin forthwith.

8.1.3. Since a military presence in the MEP region is a long-term certainty, and brings certain benefits to the park if this presence is managed appropriately, MEP should expand its work in informing the military of the values of the national park system to the nation and seek to enlist the military as supporters of conservation. Methods that could be considered might include: joint security patrols (the Army Commander agreed this would be a good idea, but expressed doubts that DWLC would agree because it would be too difficult for them to keep up with the Army); using recruits to help maintain park infrastructure; enlisting military assistance with elephant drives; a regular schedule of wildlife films to be shown to recruits and regular army personnel (and their families); involving the military in gathering information on presence and problems involving elephants; and many others. Gen. Seneviratne, Gen. Fernando, and Lt.-Col. Jayawardhana expressed their full support for any such activities that might be suggested.

8.1.4. Dialogue is likely to be far more effective than directives, and efforts should be continued to enlist the military as allies in MEP rather than viewing them as problems. The Resident Project Manager should make it a particular objective to work productively with the military; the present AD (Mahaweli) already has developed an excellent working relationship with the base commander and is now kept fully informed on military activities within the park.

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II.9. General Findings and Recommendations

9.1. DWLC support

The highest general priority is to establish a well-managed system of protected areas in the MEP region which makes a major contribution to the overall success of the AMP. This requires that each unit of the system be clearly demarcated in the field, and that infrastructure be established.

Both costs and benefits have gone to DWLC with the shift of MEP management into the hands of the Senior Assistant Secretary. DWLC had not budgetted for any vehicles over the past several years, in the (mistaken) assumption that MEP vehicles could be used for other parks. Now that proper control over MEP vehicles has been established, DWLC is left with insufficient transport to carry out its duties elsewhere in the country. Further, a number of the most highly qualified field staff of DWLC have been assigned to MEP, thereby denying their services to DWLC.

The lack of equipment is becoming critical. On 15 March, a DWLC ranger was killed by an injured elephant which he was observing from too close a distance because he did not have binoculars. It is apparent that the challenges to conservation have grown dramatically as a result of the AMP, and that elephants in particular have been one of the major victims of accelerated development. One of the major objectives of the MEP was to deal with elephants in an appropriate manner, but this has proven difficult and all efforts have led to a progressive weakening of DWLC to deal with elephant problems.

Another major problem was seen in Flood Plains National Park. This all-important link provides the only remaining area which contributes to the possibility of having a contiguous system of national parks, but it has now been completely over-run by encroachers. Nine permanent houses have been constructed and hundreds of brick-making kilns set up. We were informed that persons engaged in this trade are not residents of the locality but have been introduced from elsewhere. Combined with the large amounts of fuelwood which must be taken from the national park to fire the bricks, this represents a very real threat to the integrity of the national park. This threat apparently has the blessings of influential persons associated with regional administration.

Wasgonwa North is threatened by illicit gemming and associated disturbances. A permanent "beat" with regular patrolling is likely to be a better alternative to the process of filling up illicitly-dug gem pits.

NEW RECOMMENDATIONS

- 9.1.1. USAID should consider using funds remaining in Mahaweli Basin Development Phase I (383-0056), Environmental

Mitigation Component, to meet carefully specified needs of DWLC. These should be based on an analysis of what sorts of radio equipment and vehicles are required (jeeps vs. motorcycles vs. bicycles), who will use them, and how they will be used.

9.1.2. DWLC should develop a project proposal for equipment to be submitted for funding from World Wildlife Fund or other similar organization.

9.1.3. MEP should direct resources and consider co-opting whatever available assistance is needed to remove the encroachments and control illicit activities in Flood Plains and Wasgomuwa national parks. Effective protection will require that the infrastructure and trained staff be put in place as soon as possible.

9.2. International Support

Now is the time to start building international support beyond USAID for DWLC, so that other institutions are ready to step in when the USAID component is completed. A number of steps have been taken, but several others can be taken in the near future.

NEW RECOMMENDATIONS

9.2.1. Including of the Mahaweli protected area system as part of the worldwide network of Biosphere Reserves. Sri Lanka already has several biosphere reserves, such as Sinharaja, but the inclusion of the entire Mahaweli system as part of the biosphere reserve network would be particularly appropriate in view of the importance of these areas for research, training, and relations with people in adjacent lands.

9.2.2. Conducting a systematic review of Sri Lanka to identify sites for recognition as World Heritage Sites. Sinharaja is the only natural World Heritage property in Sri Lanka, but a systematic review which would include the areas in Mahaweli, plus Horton Plains, Yala, Wilpattu, etc. could both assess current needs of the system and establish a system for World Heritage support to DWLC.

9.2.3. Participating with other South Asian countries on a review of the coastal and marine protected areas of the country (planned to begin later this year, under UNEP sponsorship), which could lead to an expansion of resources available to DWLC.

9.2.4. Sri Lanka should join the Convention on Conservation of Wetlands of International Importance, as several of the new national parks in the Mahaweli would be appropriate for listing under the convention.

9.3. Staff conditions in the field

Based on interviews with a wide range of personnel at all levels, it became apparent that incongruities and inequities still exist among the field staff. Most of these can be solved by administrative fiat.

NEW RECOMMENDATIONS

9.3.1. A special MEP allowance should be provided to all DWLC staff serving under the MEP, as well as to long-term casual staff; this allowance should be graded, and would need to come from GSL funds.

9.3.2. A minimum leave with pay entitlement should be provided to long-term casual staff, as provided for in the Establishment Code.

9.3.3. All casual staff should be recruited from the Mahaweli area, so that full benefits of the MEP can go to local people. The minimum period of continuous employment for casual staff should be increased from the present 3 months to 6 months.

III. PROJECT DESIGN

The mid-term evaluation recommended certain changes in the project's logical framework to provide more realistic goal and purpose-level objectives. These recommendations also aimed at ensuring that valid and realistic achievement indicators and means of verification are in place to provide for meaningful assessments of the project's progress towards the attainment of its intended design objectives. Based on these recommendations, the Mission has prepared a draft revised project logical framework (Annex 1). The evaluation team reviewed this draft revised project logframe and found that it satisfactorily addresses mid-term evaluation recommendations in proposing appropriate and achievable objectives. The evaluation team recommends that the draft logframe be adopted, but with the timeframe extended two years.

Best Available Document

EXECUTIVE SUMMARY	OBJECTIVELY MEASURABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
<p>Project Purpose: To provide sustainable economic development through improved resource conservation planning and management.</p>	<p>Measures of land achievement: a) 117,000 hectares of land cultivated, and 483,000 people settled in AAP Area. b) None of the current "endangered" or "threatened" species of animals within AAP areas are eliminated. c) AAP resource conservation and economic development interests operating as integral components of an overall AAP land-use system.</p>	<ul style="list-style-type: none"> - City/settlement records from MSA. - Consultant/DMUC resource research monitoring reports. - DMUC/MSA management reports. - Interviews with MSA and DMUC staff and Habovell settlers. 	<ul style="list-style-type: none"> a) No significant changes in AAP regional climatological trends. b) AAP will be funded and implemented as planned.
<p>Project Purpose: To strengthen the capabilities of the DMUC to cooperatively plan for and manage protected areas within an integrated AAP land-use system.</p>	<p>End of Project Measurable Indicators: a) Legally established Habovell protected areas are managed by DMUC as an integral component of overall AAP land-use system. b) Established DMUC Wildlife Management Unit in AAP area to monitor and control encroachment of wildlife onto adjacent agricultural areas. c) Established park buffer zones managed to control wildlife intrusions into agricultural settlement areas and afford productive utilization by local people. d) Established DMUC policies to promote employment of local people in park-related construction, maintenance, management and tourism. e) Strengthened DMUC capabilities in AAP region, especially in areas of protected area planning, resource management, research, conservation education, rural sociology and in-service training. f) Heightened awareness of local people of importance of resource conservation and management.</p>	<ul style="list-style-type: none"> - DMUC/MSA management reports. - MSA crop records; DMUC Wildlife Management Unit wildlife encroachment/settler interaction reports. - Interviews with DMUC and MSA staff and Habovell settlers. - DMUC/MSA employment records. - DMUC park attendance records. - DMUC plans and operational reports. - Evaluations. 	<ul style="list-style-type: none"> a) DMUC will continue to cooperate in integrated resource planning and management of park resources. c) DMUC development and settlement activities will be veterinary support as required. d) Tourism develops security awareness throughout. e) Shift in DMUC will not result in any long negative impact on wildlife. f) Continued, enable DMUC management staff. g) GSA will adopt the AAP system/individual park management plans and associated policies.
<p>OUTPUTS:</p> <ul style="list-style-type: none"> a) Protected wildlife areas developed within AAP area. b) Strengthened research and training capacity within DMUC. c) An integrated system plan for park development within AAP. d) Strengthened DMUC management capability. e) Trained DMUC personnel. f) Supportive, involved local settler populations, MSA and other concerned agencies. g) Misc research studies. 	<p>MAGNITUDE OF OUTPUTS:</p> <ul style="list-style-type: none"> a) Four national parks established and developed. b) DMUC Wildlife Management Unit and Training Center established. c) Park management plans developed and being implemented for each protected area. d) 225 new personnel recruited & working with local settler representation. e) 120 middle grade officers trained locally; 10 high grade officers trained in U.S. & third countries. f) Misc research studies. 	<ul style="list-style-type: none"> - Consultant reports. - GSA reports. - Site visits. - Evaluations. - Examination of park plans. - Interviews with DMUC and MSA staff and Habovell settlers. - Research reports. 	<p>ASSUMPTIONS FOR ACHIEVING OUTPUTS:</p> <ul style="list-style-type: none"> a) GSA officially and legally prescribe areas as protected wildlife habitats. b) Local population respects new park boundary lines. c) DMUC able to retain qualified motivated staff.
<p>INPUTS:</p> <ul style="list-style-type: none"> a) Park Establishment/Development. b) Park Construction (roads and buildings). c) Recurrent Costs (personnel, admin., etc.). d) Technical Assistance/Research. e) Commodities. 	<p>See Budget</p>	<ul style="list-style-type: none"> - AID records - GSA records 	<p>ASSUMPTIONS FOR PROVIDING INPUTS:</p> <ul style="list-style-type: none"> a) AID will provide funds. b) GSA will make their contributions in a timely manner. c) T.A. will provide qualified people on a timely basis. d) GSA will be able to recruit motivated staff.

MAHAWELI ENVIRONMENT EVALUATION

conditions, (2) Scope of Work for Evaluation, and (3) whether any other possible modifications and/or

- I. The Project should be incorporated into the implementation strategy to redirect the project to better objectives. Particular attention should be given to the
- Project Title:** Mahaweli Environment
- Project Number:** 383-0075
- Project Dates:**
- First Project Agreement: 9/30/1982
 - Final Obligation: FY 1984
 - Project Activity Completion Date: 9/30/1987

Project Funding:

- AID Authorized Loan: \$ -0-
Grant: \$5,000,000
- Other Donor: \$ -0-
- Host Country: \$1,900,000

The project's purpose is to ensure the stability of irrigated agricultural development and human settlement in the Accelerated Mahaweli Program area by providing alternative, ecologically sound and socially acceptable habitats for wildlife displaced by AMP developments.

This five-year project has now begun its final year of implementation. The project's Mid-Term Evaluation of December 1985 documented a variety of project implementation shortcomings and recommended a series of critical actions that needed to be taken during CY 86 to place the project back "on-track" and provide circumstances more conducive to the achievement of its objectives. A major evaluation recommendation provided for the project to be re-evaluated in one year (i.e., December 1986) to review progress made on implementing the mid-term evaluation recommendations and, based on this review, to recommend to Mission management specific adjustments to the project strategy required to facilitate the achievement of project objectives, including whether or not an extension of the Project Assistance Completion Date (PACD) of September 30, 1987 is warranted.

II. Purpose and Timing of the Evaluation

The evaluation will be conducted o/a January 1987. This will be a limited scope evaluation. Its purpose is to review the project's progress during CY 86 towards implementing certain critical actions as agreed upon in the

Project Evaluation Summary (PES) of the mid-term evaluation of the project. USAID will use the evaluation findings and recommendations to decide (1) whether to extend the PACD or terminate the activity, (2) if a PACD extension is recommended, for how long and under what conditions should such an extension be granted, and (3) whether any other possible modifications and/or recommendations should be incorporated into the implementation strategy to redirect the project to better carry out evaluation recommendations and meet its intended objectives. Particular attention should be given to the timetable inherent in implementing any such recommended project adjustments, including identification of specific "benchmark" measures of achievement of the desired results, to facilitate Mission monitoring of same.

III. Evaluation Questions

The evaluation team will be expected to address the following questions:

A. Project Progress: The Project Evaluation Summary specifies seventeen critical actions which need to be accomplished during CY 86 to redirect the project to better promote attainment of its intended objectives. Generally, these actions may be categorized as follows: Project Management/Staffing (Action Nos. 1 - 3 and 6, PES), Technical Assistance (Action Nos. 4, 8, 9, 13, 14 and 16, PES), Park Planning (Action Nos. 10 and 11, PES), Park Construction (Action Nos. 12 and 15, PES), Park Research/Monitoring (Action Nos. 5 and 17, PES), and Elephant Control/Management (Action No. 7, PES). The evaluation team will be required to review the status of completion of these actions and address the following questions for each:

1. What is the current status of completion of the action?
2. How does this compare with early CY 86 plans and target dates (as specified in the PES)?
3. If target deadline slippage has occurred, how great is this slippage and what significance does this delay have for the successful implementation of the project relative to overall project objectives? What are the apparent reasons for any observed slippage?
4. What recommendations does the team have for overcoming any perceived implementation bottlenecks in the completion of the action for improved future implementation performance?

B. PACD Extension: The mid-term evaluation and resultant PES stipulate that, based upon the results of the review of CY 86 performance (specified in A. above), the Mission should determine whether or not to extend the PACD to allow additional time for the achievement of project objectives. The evaluation team will, therefore, be required to address the following questions on this subject:

1. Should the PACD be extended in view of CY 86 implementation performance as measured against the critical actions and target dates listed above?

2. If an extension of the PACD is recommended, for how long should an extension be granted (1 year or 2 years)? What specific conditions or covenants (if any) should be incorporated into the Project Agreement extension or dealing documentation which might promote improved future project implementation performance?

3. Should a PACD extension not be warranted/recommended at this time, what priorities should be set among actions which can be accomplished before the PACD? And how can project implementation performance be improved and realization of project objectives be maximized in the remaining nine months time?

C. Project Design: The mid-term evaluation also recommended certain changes in the project's logical framework largely to provide more realistic goal and purpose-level objectives in view of the relatively limited five-year implementation timeframe. This recommendation was also included to ensure that valid and realistic achievement indicators and means of verification are in place to provide for meaningful assessments of the project's progress towards the attainment of its intended design objectives. Based on these recommendations, the Mission has prepared a draft revised project logical framework which we believe addresses the mid-term evaluation team's concerns and properly modifies the project's logical matrix for more meaningful future assessments of project goal/purpose-level achievement. The evaluation team will review this draft revised project logframe and address the following questions:

1. Does the revised project logical framework satisfactorily address mid-term evaluation recommendations in proposing appropriate and achievable revised project purpose and goal-level objectives?

2. What modifications (if any) in said draft logframe might be made to better delineate project objectives and corresponding measures of achievement, means of verification and underlying assumptions?

D. General Recommendations: This section is included to afford the evaluation team the opportunity to address any outstanding project issues which are not adequately covered in any of the above work tasks. Based on all of the information gathered through tasks A. to C. above, the evaluation team will be required to address the following questions:

1. Are there any outstanding project issues not already addressed in the evaluation scope of work or the prior evaluation which merit further/closer consideration? If so, what are these issues and what is their relative significance vis-a-vis improved project implementation performance and/or attainment of objectives?

2. What are the team's specific recommendations for dealing with these issues, including what needs to be done, and by whom, to successfully resolve these issues and facilitate future project implementation performance and/or attainment of objectives?

IV. Team Composition

The team will be composed of three persons: one GSL the representative, one USAID representative and one expatriate Park Planning consultant. Qualifications criteria for the Park Planning consultant are as follows:

Park Planner: This team member must have an advanced degree in natural resources management or similar field. He/she must have at least 10 years experience in protected area management and administration, at least 5 years of which should have been in a management-level position. Prior overseas experience in LDCs is mandatory for this team position; preferably in the Asia region.

V. Methodology and Procedures

The duration of the evaluation will be approximately four weeks, beginning o/a December 31, 1986, with two weeks intensive in-country work (January 17-31). The team will work a six-day week. The Park Planner will act as Team Leader responsible for coordinating the preparation and editing of the final report.

The evaluation schedule follows:

- | | |
|----------------------------|---|
| December 31-
January 16 | Gather and review relevant background information, arrange staff interviews and complete evaluation logistical arrangements. |
| January 17 | Park Planner/Team Leader arrives Sri Lanka. |
| January 19-25 | Continue review of background information and conduct meetings and interviews with project staff and field trips (if required). |
| January 26-28 | Write report and submit draft. |

January 29 Meet with GSL and USAID officials for separate briefings on major evaluation findings and recommendations and solicit comments re same.

January 30 Edit report.

January 31 Submit final draft report to USAID. An illustrative sheet follows:

Using Chapter 12 of AID Handbook 3 as guidance, the Team Leader will be responsible for developing a methodology for conducting the evaluation, including the division of responsibility among team members. The team will specify the basis for each finding, conclusion and recommendation. Whenever possible, the team will use and report quantifiable or objective evidence and will explain the circumstances when this is not possible.

The team will use, among others, the following sources of information:

- Project Paper
- USAID Project Files
- GSL Project Files
- Miscellaneous Project Contracts and Tender Documents
- Miscellaneous Consultant and Other Relevant Reports
- Mid-Term Evaluation Report (12/85)
- Project Evaluation Summary (12/30/85)
- Revised Project Logical Framework

VI. Report Requirements

A. Format of the Report:

The report will contain the following sections:

- Basic Project Identification Sheet
- Table of Contents
- Maps(s)-if applicable
- Acronyms
- Executive Summary (limited to 3 pages)
- Statement of Conclusions and Recommendations
- Body of Text (limited to 20 pages)
- Appendices (including the evaluation scope of work, description of the methodology used and any other pertinent data)
- Bibliography

B. Submission of Report

A draft written report will be presented to the Mission o/a January 28. The Team Leader will submit to USAID 20 copies of the final written evaluation report p/a January 31 prior to his departure.

C. Debriefing

The team will meet with USAID and GSL staff on January 29 for separate debriefings.

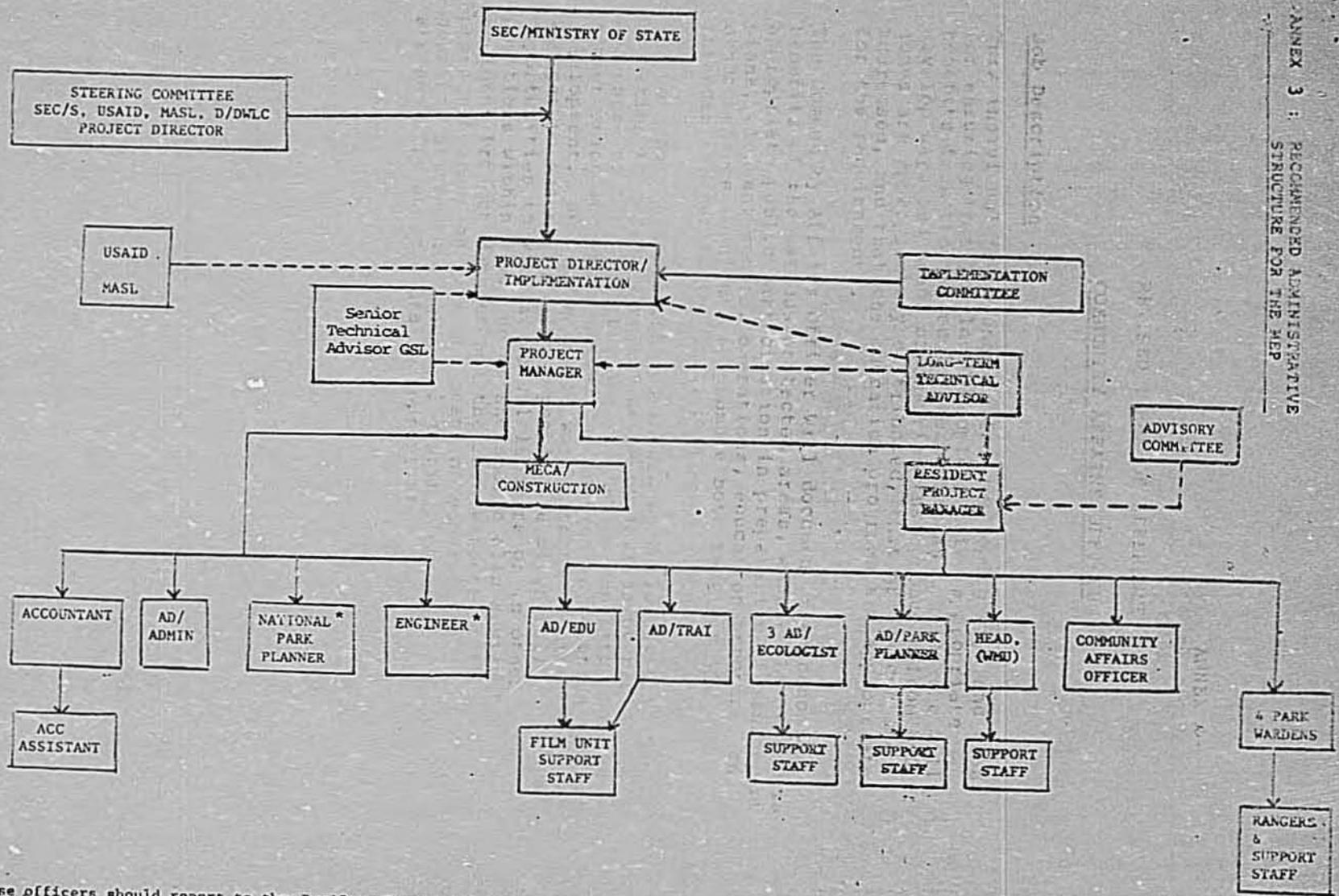
VII. Funding

The evaluation will be funded by the project. An illustrative budget follows:

	<u>U.S. Dollars</u>
a. Salaries (1 person @ \$260/day at 19 days)	4,940
b. Overhead (100% of salaries)	4,940
c. Per Diem	400
1. Int'l. (4 days @ \$100/day)	400
2. Colombo (15 days @ \$88/day)	1,320
d. Travel	1,050
1. International	1,050
2. Local Transportation	100
e. Office Support and Reproduction	500
f. Contingency	250
TOTAL	13,500

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* All these officers should report to the Resident Project Manager, when in the field. They are subject to his supervision and Authority, while in the field.

REVISED TERMS OF REFERENCE
COMMUNITY AFFAIRS OFFICER

Job Description

This individual is responsible for developing ways and means for ensuring that the local people receive appropriate benefits from the various protected areas. He or she will develop ways and means of ensuring that products from buffer zones are appropriately distributed, that grievances are addressed, and that the education programs are appropriate for the requirements.

The Community Affairs Officer will document the economic benefits of the various protected areas, ensure that there is appropriate public participation in preparation of management plans, elephant control operations, education programs, and other measures designed to promote both tangible and intangible benefits for local people.

The Community Affairs Officer should work closely with the AD Education to design ways and means of increasing public awareness of the long-term and short-term benefits of nature conservation and environmental protection in relation to AMP development. He or she should work with the Resident Project Manager to ensure that local people are given full opportunities to work as casual laborers or in other positions within MEP. He or she should also advise the Resident Project Manager and the Park Wardens of the protected areas on ways and means of controlling poaching, gemming, brick-making, illegal grazing, etc., in ways that are socially and culturally appropriate.

The Community Affairs Officer should also seek ways and means of promoting the development of small-scale nature tourism developments by local people.

Qualifications

The Community Affairs Officer should have at least five years experience in working with village people, possibly through District Development Councils. He or she should have an interest in nature, but significant training in biology is not a requirement.

He or she should have an interest and aptitude for working in difficult rural conditions, developing creative solutions to difficult problems.

THE PROGRAMME OF MAINTENANCE WORK FOR 1987

JOB DESCRIPTION	PROGRESS UP TO 1986	PROGRAMME FOR 1987
1. Conversion of School Building at Damanevela and Marawila	Design and Estimates Completed	February (4 th Week) Awarded June (4 th Week) Completion and handover
2. Repairs and extension to Kaduparaella Circuit Bungalow	-do-	-do-
3. Repairs to 5 Nos. houses at Kandeganwila for researches	-do-	May - (4 th Week) Award of Contract July - (4 th Week) completion and handover of work
4. Construction of Damanevela Toilets	Completed	
5. Small Bridge across Minipe Canal & Breach filling across Muthuwangama Oya	Completed	
6. Bridge across road access to National Park 1/2 k.m. passing the causeway.	Irrigation Department Commenced investigations for preparation of designs and estimates	March (2 nd Week) - Receive designs & estimates from (ID). March (4 th Week) - Award of contract to ID. May (4 th Week) - Completion and Handover work.
7. Construction of 10 barriers and installation	Designs and estimates prepared	Feb. (3 rd Week) - Award the contract to Govt. Factory May (4 th Week) - Completion of work

8. Construction of Watch Huts at the Barrier Points		<p>March (2nd Week) - Completion of Designs &</p> <p>April (2nd Week) - Award of contract estimates</p> <p>May (4th Week) - Completion of work</p>
9. 8 Watch Huts along Mahaweli in Wasgamuwa	1 Completed	Sept. (4 th Week) - Completion of balance huts.
10. (a) Conversion of Kudawila School of Museum (b) Conversion of Timbirana School to jungle lodge	Initial measurements were taken	<p>April - (4th Week) - Completion of designs & estimates</p> <p>June - (4th Week) - Award of contract</p> <p>Oct. 87 - (3rd Week) - Completion of Work.</p>
11. Conversion of Urumadala School to Office and quarters	Initial measurements were taken	<p>March (4th Week) - Completion of Designs and Estimates</p> <p>April (4th Week) - Award of Contract</p> <p>July (4th Week) - Completion of Work</p>
12. Construction of Water Tower at AD (Mahaweli) Bungalow	Designs and estimates prepared	This work has been undertaken by AD (MEP) to complete and handover before 4 th week hand of March
13. Repairs to Asst. Game Ranger' Quarters and construction of additional room.	Estimate prepared	This work has been undertaken by AD (MEP) to complete and handover before 2 nd week of April
14. Repairs to Game Ranger's Quarters at Polonnaruwa	Estimates prepared	This work has been undertaken by Game Ranger (Polonnaruwa) complete and handover before 2 nd week of April
15. Repairs to Game Rangers Quarters at Wasgomuwa	Estimates prepared	This work has been undertaken by Game Ranger (Wasgomuwa) complete and handover before 2 nd week of April

<p>16. Proposed toilets Anganmedilla</p>		<p>Feb. 1987 - Completion of Estimate This work will be given to Game Ranger (Anganmedilla) Completion and handover 4th week of March</p>
<p>17. Provision for water supply to Anganmedilla</p>	<p>Initial measurements were taken</p>	<p>May (4th week) completion of Designs & Estimates This work will be given to Game Ranger Anganmedilla - Completion and handover before 4th week of July.</p>
<p>18. Maintenance of Existing Roads</p> <ol style="list-style-type: none"> 1. Gurukumbura to Kudawila 2. Enderaettamulla to Kudawila 3. Causeway at Tunnel outlet 4. Gurukumbura to Nambudanwela 	<p>Estimates prepared for repairs to existing structures</p> <p>Road grading completed in 1986</p>	<p>This work will be given to Parkwarden (Maduru Oya) Completion before 4th week of January</p> <p>Similar maintenance would be done this year. Will pursue possibility of getting MASL to undertake this This work will be given to Parkwarden (Maduru Oya) Completion before October 4th week.</p>
<p>19. Construction of Beet Station at Padawala</p>		<p>March 2nd week completion of designs and estimates. This work will be handled by AD/MEP to complete and handover before May 4th week</p>

ANNEX 6 - Individuals Interviewed by the Evaluation Team

Mr. A.S.A. Pakeer,	National Park Planner,	MEP
Mr. A.B. Ekanayake,	Program Officer,	MEP
Dr. N. Attapattu,	Veterinary Surgeon,	DWLC/MEP
Miss E. Nanayakkara,	AD (Education),	MEP
Mr. M. Fernando,	AD (Administration),	MEP
Mr. Herath,	Account Asst.,	MEP
Mr. D.P.P. Illeperuma,	Engineer,	MEP
Mr. Thilo Hoffman,	Project Manager,	MEP
Mr. M. Madawela,	Director,	DWLC
Mrs. K. Guruge,	Additional Director,	DWLC
Mr. Russell I.C. Kuruppu,	Director Implementation,	MEP
Mr. Malcolm Jansen,	Senior Environmental Officer,	MEA
Mr. K.B. Warnasooriya,	Director Special Projects,	MASL
Mr. V.K.G. Padmalal,	AD (Mahaweli),	MEP
Mr. F.R.D. Dissanayake,	AD (Ecology),	MEP
Lt. Col L.H.M. Jayawardana,	Commanding Officer,	Army Training School, Pimburettewa.
Major Wijeratne,	Training Officer,	Army Training School, Pimburettewa
Captain Mark,	Training Officer,	Army Training School, Pimburettewa
Mr. Luxman Sooriyabandara,	Ranger, Maduru Oya	MEP
Mr. Sarathkumara,	Ranger, Wasgamuwa,	MEP
Mr. Rodney St. John,	Former Program Officer,	MEP
Mr. B.I. Gunatunge,	Secretary,	Ministry of State
Gen. G.D.G.N. Seneviratne,	Commander	Army
Brig. C.H. Fernando,	Officer in Charge (Training),	Army
Dr. John Seidensticker	Ecologist	Smithsonian
Mr. Lyn De Alwis	Past Director	DWLC
Mr. A.B. Fernando	Ranger	DWLC
Mr. Vitus Fernando	Former MEP Project Officer	IUCN

USAID

Mr. Robert Chase,	Director
Mr. Gary Nelson,	Deputy Director
Mr. Dennis Zvinakis,	Chief, PRJ
Mr. Eric Loken,	Project Officer, ENG
Mr. Jan Emmert,	Program Officer