



Global Environment Facility

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October 11, 2007

Dear Council Member,

UNDP, as the Implementing Agency for the project, ***Regional (Benin, Burkina Faso, Niger): Enhancing the Effectiveness and Catalyzing the Sustainability of the W-Arly-Pendjari (WAP) Protected Area System***, has submitted the attached proposed project document for CEO endorsement prior to final approval of the project document in accordance with UNDP procedures.

The Secretariat has reviewed the project document. It is consistent with the proposal approved by the Council in September 2005, and the proposed project remains consistent with the Instrument and GEF policies and procedures. The attached explanation prepared by UNDP satisfactorily details how Council's comments and those of the STAP have been addressed. I am, therefore, endorsing the project document.

We have today posted the proposed project document on the GEF website at www.theGEF.org. If you do not have access to the Web, you may request the local field office of the World Bank or UNDP to download the document for you. Alternatively, you may request a copy of the document from the Secretariat. If you make such a request, please confirm for us your current mailing address.

Sincerely,

A handwritten signature in black ink, appearing to read "Monique Barbut", is written over a printed name and title.

Monique Barbut
Chief Executive Officer and Chairperson

cc: Alternates, Implementing Agencies, STAP



REQUEST FOR CEO ENDORSEMENT/APPROVAL

PROJECT TYPE: Full-sized Project

THE GEF TRUST FUND

Submission Date: 17 Feb 2007
Re-submission Date: 8 September 2007

PART I: PROJECT INFORMATION

GEFSEC PROJECT ID: 1197

GEF AGENCY PROJECT ID: 1617

COUNTRY(IES): Burkina Faso, Benin, Niger

PROJECT TITLE: Enhancing the effectiveness and catalyzing the sustainability of the W-Arly-Pendjari (WAP) protected area system

GEF AGENCY(IES): UNDP

OTHER EXECUTING PARTNER(S):

GEF FOCAL AREA(S): Biodiversity

GEF-3 STRATEGIC PROGRAM(S): GEF3-SP1 'Catalyzing Sustainability of Protected Areas'

NAME OF PARENT PROGRAM/UMBRELLA PROJECT: n/appl.

Expected Calendar	
Milestones	Dates
Work Program (for FSP)	July 2005
GEF Agency Approval	Nov 2007
Implementation Start	Jan 2008
Mid-term Review (if planned)	May 2011
Implementation Completion	May 2015

A. PROJECT FRAMEWORK (Expand table as necessary)

Project Objective: Prospects for long-term biodiversity conservation of the WAP Complex are substantially enhanced according to significant and measurable improvements in key indicators of PA system sustainability								
Project Components	Investment, TA, or STA**	Expected Outcomes	Expected Outputs	Indicative GEF Financing*		Indicative Co-financing* / ***		Total (\$)
				(\$)	%	(\$)	%	
1. Support communities around WAP Complex	TA	Supportive communities to sustainable PAs management emerged around the WAP complex	More coherence between local development and conservation-oriented initiatives; Land use planning more effective; Conflict prevention mechanisms adopted in each country at local level; Biodiversity-friendly small businesses promoted; Environmental education and communication (EEC) program.	2,008,800	20	7,935,971	80	9,944,771
2. PAs mgt at national level	TA	Protected Areas are effectively managed and linked at national level	All WAP complex components developed and managed sustainably; Consultation and management organs/bodies in place; Institutional framework for PA mgt in each country reviewed and updated; Equitable sharing of costs and benefits negotiated and implemented; Stakeholder capacity to promote biodiversity conservation in the WAP complex improved.	786,240	22	2,715,116	78	3,501,356
3. Regional co-ordination mechanism	TA	A sustainable regional level co-ordination mechanism within the WAP PA system is effective	MoU among the three countries on collaborative mgt of the WAP Complex; Regional WAP bodies providing supervision and orientation for decisions; Master plan for the entire complex; Concerted planning and management among the 3 blocks; A mechanism for communication and information sharing; Legislation enabling coherent management and sustainable use of the complex; A plan for sustainable funding of the Complex; A shared geo-referenced database.	1,324,521	17	6,556,593	83	7,881,114
4. Learning, adaptive feedback and M&E	TA	Monitoring, learning, adaptive feedback and evaluation are ensured	Project managed and evaluated in an adaptive fashion; Lessons learned and disseminated	521,640	100	0	0	521,640
5. Project management				513,540	12	3,706,841	88	4,220,381
Total Project Costs				5,154,741		20,914,520		26,069,261

* List the \$ by project components. The percentage is the share of GEF and Co-financing respectively to the total amount for the component.

** TA = Technical Assistance; STA = Scientific & technical analysis.

*** Although the different projects, programmes and initiatives that provide co-financing to this project will contribute to the achievement of its overall goals, objectives and outcomes, these funds will be managed in a parallel fashion vis-a-vis the GEF funding (i.e. partner managed co-financing). The average cost of managing these projects, programmes and initiatives was estimated at approximately 18% of the total co-financing amount. In the UNDP Project Document, co-financing management costs were implicit to the co-financing amounts allocated to Project Components / Outcomes 1 through 3, as their distribution is consistent with both the project's incremental cost analysis and the amounts approved by the GEF Council. In the above table, they appear singled out in line 5 by subtracting from components on a pro-rata basis.

B. FINANCING PLAN SUMMARY FOR THE PROJECT (\$)

	<i>Project Preparation*</i>	<i>Project**</i>	<i>Agency Fee</i>	<i>Total at CEO Endorsement</i>	<i>For the record: Total at PIF***</i>
GEF	467,130	5,154,741	562,187	6,184,058	5,000,000
Co-financing	142,455	20,914,520		21,056,975	7,000,000
Total	609,585	26,069,261	562,187	27,241,033	12,000,000

* Please include the previously approved PDFs and PPG, if any. Indicate the amount already approved as footnote here and if the GEF funding is from GEF-3. Provide the status of implementation and use of fund for the project preparation grant in Annex D.

** The UNDP Project Document was approved during GEF-3. PDF Report has already been submitted and accepted by GEF Sec as of March 2007 GEF Sec Review Sheet. Information from the report is included in Annex D of this document.

*** Refers to amounts approved in the "GEF Concept Paper" (acc. to GEF-3 procedures).

C. SOURCES OF CONFIRMED CO-FINANCING, including co-financing for project preparation for both the PDFs and PPG.

<i>Name of co-financier (source)</i>	<i>Classification</i>	<i>Type</i>	<i>Amount (\$)</i>	<i>%*</i>
PDF Cofinancing from the Government of the Republic of Benin	In-Kind	National Gov't	21,273	0.1%
PDF Cofinancing from the Government of the Republic of Burkina Faso	In-Kind	National Gov't	22,909	0.1%
PDF Cofinancing from the Government of the Republic of Niger	In-Kind	National Gov't	21,273	0.1%
PDF Cofinancing from IUCN	In-Kind	Multilateral Agency	62,000	0.3%
PDF Cofinancing from UNDP	Grant	Multilateral Agency	15,000	0.1%
EU's Programme ECOPAS - Ecosystèmes Protégés en Afrique Soudano-sahélienne	Grant	Multilateral Agency	5,169,000	24.5%
AfDB financed PICOFA – National Programme for Agricultural Fertility	Grant	Multilateral Agency	5,000,000	23.7%
PNGT2 - Deuxième Programme National de Gestion des Terroirs **	Grant	NGO	0	0.0%
ABN – Niger Basin Authority	Grant	Multilateral Agency	2,800,000	13.3%
CENAGREF - Centre National de Gestion des Réserves de Faune / PCGPN - Program de Conservation et des Gestion des Parcs Nationaux	Grant	National Gov't	2,100,000	10.0%
PAMRAD - Projet d'Appui au Monde rural dans les Départements de l'Atacora et de la Donga	Grant	Local Gov't	1,493,240	7.1%
PAUCOF - Projet d'Appui aux Unités de Conservation de la faune *	Grant	National Gov't	0	0.0%
IUCN - International Union for the Conservation of Nature	In-Kind	Multilateral Agency	1,000,000	4.7%
Government of the Republic of Burkina Faso	In-Kind	National Gov't	100,000	0.5%
Government of the Republic of Niger	In-Kind	National Gov't	100,000	0.5%
ADELE - Appui au Développement Local de l'Est	In-Kind	NGO	50,000	0.2%
PDLKomLocal Development Project of the Province of Kompienga	In-Kind	Bilateral Agency	50,000	0.2%
PROGEREF - Projet de gestion durable des ressources forestieres dans les Regions sud-ouest, centre-est et est	Grant	Multilateral Agency	3,052,280	14.5%
Total Co-financing			21,056,975	100%

* Percentage of each co-financier's contribution at CEO endorsement to total co-financing.

** Pls refer to Annex B in this document “(Submission for CEO Endorsement – Response to Comments from the GEF Secretariat Review Sheet dated 01 March 2007”) for explanations on changes in the confirmed co-financing.

D. GEF RESOURCES REQUESTED BY FOCAL AREA(S), AGENCY(IES) OR COUNTRY(IES)

<i>GEF Agency</i>	<i>Focal Area</i>	<i>Country Name/ Global</i>	<i>(in \$)</i>			
			<i>Project Preparation</i>	<i>Project</i>	<i>Agency Fee</i>	<i>Total</i>
UNDP	Biodiversity	Regional	467,130	5,154,741	562,187	6,184,058
Total GEF Resources			467,130	5,154,741	562,187	6,184,058

* No need to provide information for this table if it is a single focal area, single country and single GEF Agency project.

E. PROJECT MANAGEMENT BUDGET/COST

<i>Cost Items</i>	<i>Total Estimated person weeks (GEF only) ***</i>	<i>GEF (\$)</i>	<i>Other sources (\$)</i>	<i>Project total (\$)</i>
<i>Local consultants*</i>	264	65,880	2,369,662	2,435,542
<i>International consultants*</i>	203	355,320	353,495	708,815
<i>Office facilities, equipment, vehicles and communications**</i>		50,760	494,666	545,426
<i>Travel**</i>		41,580	489,017	530,597
Total	467	513,540	3,706,841	4,220,381

* Provide detailed information regarding the consultants in Annex C.

** Provide detailed information and justification for these line items.

*** The estimated number of persons-weeks refers to the GEF component only. Consultants will be hired in line with UNDP rates. Also, in accordance with both UNDP and GEF policies, no GEF project resources will be used to pay any government, agency, or NGO staff or personnel. Funds that constitute the co-financing to this GEF project will be managed in a parallel fashion vis-a-vis the GEF funding. Co-financing in this project comes various and disparate sources, including governments, multilateral organizations, projects, programs, etc (see table C above). Due to their different costing methods, it is not possible at this stage to estimate with sufficient accuracy the number of persons weeks involved in “management”, reason why the estimated number of person weeks in the above table pertains to the GEF funding only. Calculations for the entire project will be carried out during the inception phase.

F. CONSULTANTS WORKING FOR TECHNICAL ASSISTANCE COMPONENTS:

<i>Component</i>	<i>Estimated person weeks (GEF only)**</i>	<i>GEF(\$)</i>	<i>Other sources (\$)</i>	<i>Project total (\$)</i>
<i>Local consultants*</i>	2583	856,440	3,937,386	4,793,826
<i>International consultants*</i>	767	1,437,480	9,949,499	11,386,979
Total	3350	2,293,920	13,886,886	16,180,806

* Provide detailed information regarding the consultants in Annex C.

** The estimated number of persons-weeks refers to the GEF component only. Consultants will be hired in line with UNDP rates. Also, in accordance with both UNDP and GEF policies, no GEF project resources will be used to pay any government, agency, or NGO staff or personnel. Technical assistance financed by this project’s co-financiers will be delivered in a parallel fashion vis-a-vis the GEF funding. This contribution encompasses a combination of inputs from personnel, national and international consultants. Due to the varied and disparate costing methods applied by the different co-financiers, it is not possible at this stage to estimate with sufficient accuracy the number of persons weeks involved in the provision of “technical assistance” from co-financiers, reason why the estimated number of person weeks in the above table pertains to the GEF funding only. Calculations for the entire project will be carried out during the inception phase.

G. DESCRIBE THE BUDGETED M&E PLAN:

Please refer to UNDP Project Document (PRODOC), Section I, PART IV: ‘Monitoring and Evaluation Plan and Budget’, including ‘Table 7. Indicative Monitoring and Evaluation Workplan and Corresponding Budget’.

PART II: PROJECT JUSTIFICATION

A. DESCRIBE THE PROJECT RATIONALE AND THE EXPECTED MEASURABLE GLOBAL ENVIRONMENTAL BENEFITS:

Please refer to Section I of the UNDP Project Document (PRODOC) ‘*Elaboration of the Narrative*’ and, in particular, to Part II in that section ‘*Strategy*’.

B. DESCRIBE THE CONSISTENCY OF THE PROJECT WITH NATIONAL PRIORITIES/PLANS:

Please refer to the UNDP Project Document (PRODOC) Section I, Part II ‘*Strategy*’ under the heading ‘*Country Ownership: Country Eligibility and Country Drivenness*’.

C. DESCRIBE THE CONSISTENCY OF THE PROJECT WITH [GEF STRATEGIES](#) AND STRATEGIC PROGRAMS:

Please refer to the UNDP Project Document (PRODOC) Section I, Part II ‘*Strategy*’ under the heading ‘*Policy Conformity and Consistency with GEF Operational Strategy, Focal Area(s), Operational Program, and Strategic Priority*’.

D. OUTLINE THE COORDINATION WITH OTHER RELATED INITIATIVES:

Please refer to the UNDP Project Document (PRODOC) Section I, Part III ‘*Management Arrangements*’ under the heading ‘*Co-ordination with other interventions*’ and to Section IV, Part III ‘*Stakeholder Involvement Plan*’.

E. DESCRIBE THE [INCREMENTAL REASONING](#) OF THE PROJECT:

Please refer to the UNDP Project Document (PRODOC) Section I, Part I ‘*Incremental Cost Analysis*’.

F. INDICATE RISKS, INCLUDING CLIMATE CHANGE RISKS, THAT MIGHT PREVENT THE PROJECT OBJECTIVE(S) FROM BEING ACHIEVED AND OUTLINE RISK MANAGEMENT MEASURES:

Please refer to the UNDP Project Document (PRODOC) Section I, Part II ‘*Strategy*’ under the heading ‘*Project Indicators, Risks and Assumptions*’.

G. EXPLAIN HOW COST-EFFECTIVENESS IS REFLECTED IN THE PROJECT DESIGN:

Cost-effectiveness is embedded in every aspect of project design: in its strategy, where the successes and failures of past interventions were carefully considered in the choice of programmatic entry point; in the projects’ management arrangements, where a cost-effective business model is applied; in the incremental cost analysis and logframe, where the GEF alternative and the role of co-financing were outlined by carefully considering the best value for the GEF investment within prevailing local conditions.

It is though in the detailed ‘*Annual Work Plan and Budget*’ (Section III) that cost-effectiveness was particularly taken into consideration. This included the choice of project headquarters, the location of the project’s national offices, the fact that preference was given to local (including regional) consultants (as opposed to ‘international’), and, not least also, in the choice of technical assistance service providers.

Finally, the heading ‘*Sustainability*’ under Section I, Part II ‘*Strategy*’ emphasis is given to the project’s cost-effectiveness. Finally, please refer to Section IV, Part VI ‘*Regional Foundation for BD conservation of the WAP complex*’ for contextual information regarding the project’s cost effectiveness.

PART III: INSTITUTIONAL COORDINATION AND SUPPORT

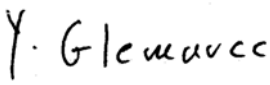
A. PROJECT IMPLEMENTATION ARRANGEMENT:

Please refer to the UNDP Project Document (PRODOC) Section I, Part III ‘*Management Arrangements*’; to Section IV, Part II ‘*Terms of Reference for Key Project Staff*’ and Part III ‘*Stakeholder Involvement Plan*’.

PART IV: EXPLAIN THE ALIGNMENT OF PROJECT DESIGN WITH THE ORIGINAL PIF:

--- Not Applicable ---

PART V: AGENCY(IES) CERTIFICATION

This request has been prepared in accordance with GEF policies and procedures and meets the GEF criteria for CEO Endorsement.	
 Yannick Glemarec UNDP/GEF Executive Coordinator	Fabiana Issler UNDP-GEF Regional Technical Advisor Project Contact Person
Date: October 8, 2007	Tel. and email: +221 869 06 76 / fabiana.issler@undp.org

ANNEX A: PROJECT RESULTS FRAMEWORK

Please refer to the UNDP Project Document (PRODOC), Section II ‘Strategic Results Framework and GEF Increment’

ANNEX B: RESPONSES TO PROJECT REVIEWS (from GEF Secretariat and GEF Agencies, and Responses to Comments from Council at work program inclusion and the Convention Secretariat and STAP at PIF)

[Annex 1 to the PRODOC: Responses to Comments on the GEF Project Brief / UNDP Project Document]

**RESPONSE TO REVIEWS FROM
GEF Council
GEF Secretariat
STAP**

**Enhancing the effectiveness and catalyzing the sustainability of the W-
Arly-Pendjari (WAP) protected area system**

**UNDP
GEF Full Size Project**

**AGENCY’S PROJECT ID: PIMS 1617
GEFSEC PROJECT ID: 1197
COUNTRIES: Benin, Burkina Faso, Niger**

A. Response to Council Member Comments

Council Member	Text of Comment	Response
Germany	<p>General Comments: The proposal is logic and complete. However, within the same area (Pendjari and W-Benin) GEF was already active in cooperation with the World Bank. Despite evaluations that have been undertaken, “lessons learnt” of this project are not incorporated into the proposal.</p>	<p>It is true that GEF was already active in the Benin section of the WAP area. The World Bank GEF intervention is indeed described in the project document. Additionally lessons learnt from other projects (including the World Bank GEF intervention in the Benin section of the WAP) and how incorporated in this initiative are described in Table 5 (page 51) under the title “Lessons learned from other projects and the PDFB and how incorporated”</p>
	<p>Specific Comment # 1: Earlier efforts in the terminated project to match the expenses with monetary income have not managed to close the financial gap. Consequently, the issue of <u>financial sustainability</u> is the main concern that to be addressed. The sources of income in the current project seem even more limited (less tourism and game hunting opportunities). Therefore a long term financing scheme (e.g. a trust fund) has to be established. The scheme should be part of an overall business plan for the project. These annual business plans should also be evaluated annually to assure a transparent management.</p>	<p>It is agreed that the issue of financial sustainability is a major concern. However the subject is already discussed at length in several parts of the document and the proposal of the reviewer regarding annual business plans is already taken into account in the proposal:</p> <ul style="list-style-type: none"> • First the issue is recognized in § B 2.3, page 19, under the title : “<i>B 2.3 Institutional arrangements for PAs are not conducive to financial sustainability</i>” as well as in lessons # 5 & # 8 of the <i>lessons learned</i> table (Table 5), in page 51 • Second, six steps are proposed in paragraphs 119-120, pages 33-34 to help reach financial sustainability; additional response measures are proposed in table 5. • Third, financial sustainability is again described in paragraphs 145 -149, which is totally devoted to the issue. <p>In the lessons learned table (Table 5), it is recognized that in spite of technical and financial support received by the complex since the 1970’s, there is still a lot to be done and government agencies have proven their inability to achieve it on their own. It is further proposed that “<i>the project will support the development of a business plan for each sub-system which will pay special attention to cost effectiveness, investor attraction strategies, development of marketing opportunities. The GEF support will be used to set up a regional fund for long term support of BD-friendly initiatives. In addition indicators allowing the monitoring of costs and benefits are to be built into the work plan to help track the situation</i>”. See also paragraph 99.</p> <p>Financial sustainability will specifically be promoted by output 1.4 and many of the outputs proposed under Outcome 2, and 3, notably output 3.7 on the <i>implementation of a plan designed to promote sustainable funding of PA development & management</i>.</p> <p>With regard to sources of income being limited, please note that this is particularly true for Niger because there was so far no hunting area around the park W area in that country and because the private sector is not involved in the management setup. However policy and management related</p>

Council Member	Text of Comment	Response
		<p>steps are being taken under the current EU-funded ECOPAS programme to help change the situation and increase income sources.</p> <p>Although not sufficient, the revenue from various sources are not negligible at present in Burkina Faso and Benin considering the deficits in management and marketing. In Benin the net income of the Pendjari Biosphere reserve (PBR) from hunting is around US\$ 80,000/year while that of the W park-Benin varies between \$ 46 000 and 75 500/year. Activities of the PBR contributing to park funding include hunting and fishing (54%), tourist visits (42%), lodging and food services (1%), other (3%). In Burkina Faso the income from hunting has been increasing since 1996 and has reached \$ 2 332 750 in the 2002-2003 season, most of it originating from the Burkinabe part of the WAP area. Income from commercial fishing is also important but data on income from fishing and tourist visits are not available.</p>
	<p>Specific Comment # 2:</p> <p><u>Co-management processes</u> should be addressed more prominently in the proposal, as they are directly linked to the questions of good governance and to the newly emerging communities in the decentralisation process.</p>	<p>Here again it is agreed that co-management and governance are important issues. In fact the situation analysis in the proposal shows that while communities and the private sector participate in PA management in Benin and Burkina Faso their level of implication in policy and legal decisions regarding the Complex is limited. For this reason the proposal is including many outputs designed to help improve co-management of the complex:</p> <p>Two outputs are to promote collaborative decision making and equitable sharing of costs and benefits at national levels:</p> <p>Output 2.2: <i>Perennial consultation and management organs/bodies which involve resident communities, transhumant pastoralists, women's groups and the private sector in each country</i> (see paragraph 100)</p> <p>Output 2.4: <i>A mechanism for equitable sharing of costs and benefits is negotiated and implemented among the major stakeholders (private sector, communities, States) in each country</i> (paragraph 102)</p> <p>Similarly two outputs are proposed to help to promote collaborative decision making at the subregional level:</p> <p>Output 3.2: <i>Regional bodies providing supervision and orientation for decisions regarding the WAP complex.</i> There will be a "Regional Steering Committee", with the authority to review and approve annual plans and budgets as well as progress reports. This body is to include the riparian communities, transhumant cattle breeders, the private sector, the national research systems, WAEMU and important donors (paragraph 110)</p> <p>Output 3.5: <i>A mechanism promoting communication and information sharing among stakeholders operational at the regional level</i> (paragraph 113). Here a "forum of actors" is proposed that will have a consultative role; at first this forum will mostly be a body for information dissemination and direct exchange of views among all stakeholders. It will also make it possible to reach public opinion in the respective countries through adequate media coverage of every meeting. The forum is</p>

Council Member	Text of Comment	Response
		however expected to play an increasingly important role as decentralization processes advance in the three countries.
	Recommendation: Germany supports the proposal. The above raised concerns should be addressed during further planning and implementation.	
France	The project is not built on the analysis of success and failures of previous initiatives on the same area during the last ten years. To take one example, GEF-BM is already financing Cenagref in Benin, without any clear success: what have been the lessons learned and why it will be different this time? It is however clear that this area is by far the most important area of wildlife in West Africa, and has to be supported. It is therefore important to start from a thorough analysis of what failed before.	This comment is very similar to Germany's general comments. Therefore the response is the same: It is true that GEF was already active in the Benin section of the WAP area. The World Bank GEF intervention is indeed described in the project document. Additionally lessons learnt from other projects (including the World Bank GEF intervention in the Benin section of the WAP) and how incorporated in this initiative are described in Table 5, in page 51, under the title "Lessons learned from other projects and the PDFB and how incorporated"

B. Response to GEF Secretariat Comments

B1. At Work Programme Inclusion

Text of Comment	Response
Expected at CEO endorsement: M&E Plan finalized, including detailed budget, organizational agreements and indicators for project activities.	M& E has been finalised in the PRODOC.
Indicative cost of M&E is not reflected in project cost. "Please correct."	See note with grey highlight at the bottom of Table 7 in page 59.

B2. Submission for CEO Endorsement – Response to Comments from the GEF Secretariat Review Sheet dated 01 March 2007

General Note: All letters confirming the project’s co-finance are now attached. Due to the number of partners, this process required additional time.

Text of Comment	Response
<p>1. All cofinancing letters are attached and the stated cofinancing amount has increased from 18.59M to 20.8M. However, we also recognize that some of the cofinancing was committed for 2005 and 2006, such as cofinance from IUCN, PDLK, PAUCOF and PAMRAD. Please kindly update and clarify relevance of the committed cofinance.</p>	<p>Please refer to the 16-page Annex 7 of the UNDP PRODOC (Confirmation of Co-financing Letters, included in this re-submission documentation as a separate file).</p> <p>Since the receipt of the 01 March 2007 Review Sheet from the GEF Sec, the project proponents have contacted all the project’s co-financiers with the aim of confirming their commitment vis-à-vis the current expected starting dates for the programme. The results of these contacts can be summarized as follows:</p> <ul style="list-style-type: none"> ▪ The following co-financiers have confirmed their commitment to co-financing of the GEF WAP project: Government of Niger; PICOFA; ABN (AfDB); ADELE; PDLKom; CENAGREF/ PCGPN (Government of Benin); Government of Burkina Faso; and PAMRAD. There are confirmation letters from each of these co-financiers. ▪ IUCN has increased the amount of its co-financing from \$200,000 to \$1,000,000, as new programmes related to WAP complex have in the meantime been negotiated and approved. A new letter is included in the mentioned file. This was the latest letter to be added to the batch (dated 07 June 2007). ▪ A new forestry programme in the WAP zone called PROEGREF (<i>Projet de gestion durable des ressources forestieres dans les Regions sud-ouest, centre-est et est</i>) is currently under implementation in Burkina Faso with funding from the AfDB. The programme’s coordination has indicated their commitment to co-financing the GEF WAP project. A co-financing letter confirming this is included in the mentioned file. ▪ The co-financing letter from ECOPAS dated 02 December 2005 indicated that their commitment covered the period 2006 - 2008. This letter remains valid and has been included in the mentioned file for the ease of reference. ▪ The programme called PNGT2 (<i>Deuxième Programme National de Gestion des Terroirs</i>), which had initially committed to co-finance the WAP with \$3.0 million, has now come to the end of its second phase. A new phase has recently been negotiated, the project agreed to

Text of Comment	Response
	<p>renew its commitment to collaborating with the project. However, due to legal constraints pertaining to their transition from second to third phase, the programme's management could not provide a co-financing letter in time for this resubmission. Co-financing from PNGT is therefore <u>not</u> being considered in the new calculations of confirmed co-financing.</p> <ul style="list-style-type: none"> ▪ The programme PAUCOF (National Programme for Agricultural Fertility) has finally come to an end and, although its results are sustained, it is not being considered anymore as co-financing to the GEF WAP Project. References to PICOFA in the PRODOC have been revised.
<p>2. Among the project management costs, please further explain and elaborate the use of GEF funds towards: 1) office facilities, equipment, vehicles, and communications; and 2) travel.</p>	<p>The budget for the project has been completely revised and contains now thorough Budget Notes. All explanations with regards to the use of office facilities, equipment, vehicles, communication and travel are included therein. Please refer to revisions to SECTION III 'Total Budget and Workplan' in the UNDP PRODOC.</p>
<p>3. Regarding the consultant costs, the "Personnel" cost, which refers to IUCN sub-contract, has a total of \$14.4M for a work of 720 staff weeks. The daily allowance will be calculated as more than \$4000. Please kindly clarify and revise as necessary. Moreover, this budget line needs to be incorporated, either in local or international consultants.</p>	<ul style="list-style-type: none"> ▪ With the thorough revision of the budget, these figures have changed and were updated in the applicable tables in this document. In the previous submission for CEO Endorsement, the figure of "720 staff weeks" referred in fact to the GEF funding only, although this piece of information had been erroneously omitted in the document sent. ▪ The 'estimated number of persons weeks' in Tables E and F in Part I (Project Information) of this document refers only to the GEF-financed component. ▪ All consultants to be hired with GEF funds under this project will be paid in line with UNDP rates for national / in'tl consultants. Also, in accordance with both UNDP and GEF policies, no GEF project resources will be used to pay any government, agency, or NGO staff or personnel.
<p>3[sic]. The total consultant costs charged to GEF is \$2.59M, which is approximately 50% of the GEF finance. The ratio is rather high. Please kindly explain and revise as appropriate.</p>	<ul style="list-style-type: none"> ▪ With the general revision of the budget and the reduction of certain costs, it was possible to free up some funds for making the GEF investment even more strategic. The project is now expected to invest 45% of its GEF budget in technical assistance with the aim of building regional, national and local capacity. This approach is fully in line with the Threat and Root-Cause Analysis of the project (PRODOC Section IV, Part IV), where several of the identified were in fact linked to 'capacity issues' at several level, including technical, organizational and managerial capacity. ▪ The focus on technical assistance is equally in line with UNDP's comparative advantage in the use of GEF funds and is expected to have an important impact in the consolidation of the WAP system of Protected Areas.

Text of Comment	Response
	<ul style="list-style-type: none"> ▪ While this 45%-ratio may appear high, it is considered the most strategic option for the use of GEF funds in the project context. The project operates in a zone with generalized poverty, low levels of literacy and capacity. Several other projects and programmes intervening in the WAP zone – many of which are co-financiers to this project – are investing in infrastructure development and sustainable natural resource use. The GEF component if the project will amalgamate all these interventions in an incremental fashion with the aim of promoting the management the WAP as a transfrontier PA complex with a strategic focus on its long-term sustainability. ▪ Technical assistance and capacity building in the GEF project will be delivered through (i) a combination of institutional sub-contracts, where IUCN will be a key partner in charge of a well-defined set of deliverables (see Table 6 in the PRODOC); (ii) a few international consultants to be engaged in specific tasks (such as ‘protected area management’ among others; see revised Budget Notes in the PRODOC); and, to a great extent, (iii) the engagement of locally available specialised and non-specialised consultants. ▪ Skills to be procured are briefly described in Annex C of this document. For more details, please see Budget Notes, in SECTION III ‘Total Budget and Workplan’.
<p>4. Please review the budget and workplan section of the UNDP pro doc again, particularly on travel, equipments, and offices, and provide further clarification and justification for the expenditures.</p>	<p>The budget has been thoroughly revised and detailed budget notes added. There are small variations in the GEF amount per outcome in relation to the approved Brief/PRODOC (ranging between 0% and 5%). Please refer to SECTION III ‘Total Budget and Workplan’ in the UNDP PRODOC.</p>

C. Response to STAP Review

[As in Annex C.b.2 of the approved Executive Summary “Response to STAP expert review”]

Response to STAP Review

The project team would like to begin by thanking the STAP reviewer for his very careful and constructive review of the project proposal. His comments have positively influenced the present document.

With respect to specific points raised in the review, the project team is pleased to reply as follows:

Issue	Response	Location in Document
1) Scientific and technical soundness of the project		
“Some of the Risks and Assumptions provided in the Log Frame suggest a technical approach that might, in the future, maintain that lack of project success in achieving its objectives was caused by external factors. It would be better for those involved in the project to recognize the difficulties involved and to work towards realistic solutions.”	<p>The reviewer is right in that the proposed risks and assumptions may suggest that the project is adopting a predominantly technical approach. This is not so, however, as much of the work to be done will have to do with dialogue and negotiation. It should also be noted that the project is to benefit from a socio-economist to be hired (see Part III-Management arrangements-Project execution) and by the IUCN commission on environmental, social and economic policies (see list of TASP, table 6)</p> <p>Risks and assumptions have, however, been reviewed to keep only those that can reasonably be justified</p>	Table 3, page 45
“Some of the project assumptions suggest a future excuse if the project does not achieve its objectives.”	Risks and assumptions have been reviewed to keep only those that can reasonably be justified.	Table 3, page 45
“The points presented under Outcome 4 (Learning, feedback and adaptive management) in the Log Frame suggest a technical approach that does not recognize the importance of the social, economic and political factors involved in a project that will be deeply involved in reconciling the divergent interests of a variety of stakeholders and promoting the emergence and sustainability of effective community participation. Instead, the approach presented under Outcome 4 emphasizes ecological monitoring and provides as a Risk and Assumption: “Political and social processes do not hamper collaboration between stakeholders.” This suggests that at least this part of the project may have been designed (and presumably will be implemented) by those with a primarily technical approach.”	<p>The project team agrees that the draft section on risks and assumptions, referred to repeatedly in the STAP Review, contained several statements that could be interpreted as suggesting a predominantly technical approach to project design. However, this is not the case, as the project team counted members with strong social science backgrounds. Nevertheless, the editing process, unfortunately, did allow such statements as that quoted by the reviewer to go through.</p> <p>The main text contains numerous elements indicating that issues such as ‘political and social processes’ are considered as being integral to the overall system rather than exogenous risks or assumptions. This includes the emphasis on socio-economic sustainability, conflict resolution and political sustainability.</p> <p>The project team is confident that baseline social and political processes provide a strong foundation for the project intervention. The project’s risks and assumptions have been carefully reviewed and revised as a result, to bring them more into line with the overall project logic.</p>	Table 3, page 45

Issue	Response	Location in Document
1) Scientific and technical soundness of the project		
	Finally, it should be noted that project management will include an appropriate mix of social and natural science backgrounds, to ensure that an appropriate balance of views are represented.	
4) Regional context.		
“A key assumption presented is weak: “that all stakeholders will participate in the process and abide by the agreed upon plans.” Instead of assuming this rosy result, the project’s task should be to identify, understand and help resolve the complicated issues involved.”	This assumption has been removed.	Table 3, page 45
5) Sustainability of the project.		
<p>“In regard to financial sustainability, it is possible that project proponents may be optimistic in regard to (a) what can be achieved in six years in regard to promoting biodiversity-friendly income generating activities and (b) significantly increasing the level of self-financing by the PAs in the WAP complex. In regard to social and political sustainability, as noted above, the project faces the challenge of reconciling the views and interests of the wide range of stakeholders involved.</p> <p>If the project is largely successful and most or all stakeholders believe they are benefiting, they can be expected to protect and promote the activities involved. Such a scenario will provide the greatest likelihood of achieving real sustainability.”</p>	<p>The issue about “the challenge of reconciling the views and interests of the wide range of stakeholders involved” is discussed below (10).</p> <p>The sustainability issue has been thoroughly reviewed, beginning with the objective-level indicators.</p> <p>The project now proposes a more complete approach to financial sustainability; this includes preliminary studies to properly document the baseline and the opportunities for PA self financing, indicators to annually monitor progress being made towards financial sustainability, and updating concession contracts to more clearly determine private stakeholder contribution. It also proposes the development of a 15-year plan to achieve financial sustainability.</p>	See paragraphs 115 to 119 and 146 to 155.
6) Stakeholder involvement.		
“The project faces the challenge of reconciling the different views and interests among the wide range of stakeholders involved. ... Project documents, however, do not explicitly recognize the fact that local communities do not necessarily have a single point of view on issues. ...In view of the project’s heavy emphasis on involvement with communities, it might be useful to briefly discuss in the project document the designers’ views on such issues.”	We feel there is sufficient experience in the sub-region on the issue, and that the project has appropriate tools to tackle the issue, which is now discussed in paragraph 137 as an assumption	Paragraph 134 in the “Project Indicators, Risks and Assumptions” section.
There is very little discussion in the project documents regarding (a) the involvement of women in the project and (b) the value of	We have revised the text to indicate more clearly how (i) women are to be involved in the proposed processes and (ii) the place of traditional knowledge in the project.	Paragraphs 37, 85, 90, 92, 95, 96, 103, Table

Issue	Response	Location in Document
1) Scientific and technical soundness of the project		
indigenous knowledge. It might be useful to specify what concrete steps will be taken to ensure that these two issues will be effectively followed up during project implementation	<p>Also note that specialized women NGOs in the three countries are proposed as TASP's to assist the project in promoting BD-friendly businesses.</p> <p>Additionally Output 2.2 now specifically mentions women as a target group</p>	6, paragraph 7 and 17 of "PART III: Stakeholder Involvement Plan"
The documents stress the needs of wildlife and focus on participation by riverine communities, yet they give much less attention to the needs and potential participation of pastoralists.	<p>This initiative recognizes that although pastoral livestock production systems are an asset (rather than a problem) for the region, they are not being recognized as such and herders continue to be marginalized by resident farmers and excluded from most management bodies.</p> <p>On-going initiatives are, however, starting to address the issue. It is indicated in the text that Pastoralist communication networks were supported by two initiatives the Support Programme for Local Development_PADL/Burkina Faso) to participate in livestock corridors negotiations and grazing areas management in the transition area of park W. Pastoralist networks also received support from ECOPAS and other donors to participate as active stakeholders in the 9-country ECOPAS ministerial meeting that produced the transhumance map shown in Part VII-B of Project document.</p> <p>To build on this and achieve a more systematic implication of pastoralists, this initiative has proposed to insure the presence of transhumant herders in management bodies at local (output 2.2 – paragraph 100 of PRODOC) and sub-regional (output 3.2 – paragraph 110 of PRODOC) levels. This will be the first time pastoral organizations are recognized as rightful stakeholders in the management/decision making bodies of the WAP complex.</p> <p>Additionally herders-resident farmer agreements are to be promoted specifically for the management of shared interest sites (sites of pastoral interest, water points, etc.). In this perspective, an inventory of the sites concerned will be conducted in each country, the access rules defined and mechanisms for conflict prevention and management put in place. See paragraph 91 (output 1.2) for details.</p>	Paragraph 37, 47, 90, 96, 100, 102, 104, 126, 183 and 7 of "PART III: Stakeholder Involvement Plan"
As the document also notes that the participation of pastoralists in national committees is unsatisfactory, one might expect that greater attention would be given to this issue. Simply put, the project may face significant problems if pastoralists do not participate effectively in the various fora being established to promote the participation of the many stakeholders.	<p>To ensure adequate implication of pastoralists in the processes to be engaged, the following steps will be taken:</p> <p>(i) The project will support existing regional pastoral networks or help establish a thematic committee (paragraph 160 of PRODOC); such a committee will provide the transhumants the means to prepare for intercommunity negotiations.</p> <p>(ii) The pastoralists will be part of management bodies at local (output 2.2 – paragraph 100 of PRODOC) and subregional (output 3.2 – paragraph 110 of PRODOC) levels. They will also be members of the <i>Forum of Actors</i> This will enable them to be part of the decision making processes while remaining informed</p>	See above

Issue	Response	Location in Document
1) Scientific and technical soundness of the project		
	of progress being made	
<p>The project will need an M&E system that is able to provide needed information to enable adaptive management. Project documents are not encouraging in this regard. Given this situation, the mid-term and final evaluations could play key roles in the success of the project and its replication. Yet the amounts proposed for these two independent evaluations are very low (although precise).</p>	<p>Outcome 4 has been revised accordingly, with a new Output 4.1 for adaptive management. In addition, the amounts budgeted for mid-term and final evaluations have been increased to \$70,000 and \$80,000 respectively.</p>	<p>See Table 5</p>
<p>There is little discussion of what capacity building is needed and how it would be done at the grassroots level</p>	<p>Actually some indication is provided in different parts of the PRODOC. Output 1.1 will help train community based organizations and other stakeholders in the drafting and implementation of biodiversity-friendly integrated development and management plans (IDMP) in riparian lands.</p> <p>It is also indicated (Output 1.4) that communities will be empowered, through participatory training in local languages and study tours to well identified sites, to engage in such income-generating activities as cultural tourism, small game hunting, processing and commercialization of non-timber forest products, and wild fauna rearing; Potential trainers include foresters (management of village hunting area), private concessionaries (management of village hunting area), selected women organizations (NTFP processing) and specialized consultants.</p> <p>Finally it is indicated in paragraph 105 that the Programme will use community members locally recognized for their experience (traditional land leaders, traditional hunters, pastoralists), available specialists from its implementation team, from collaborating projects (ECOPAS/EU, Pendjari project, PAGEN/GEF), as well as from specialized institutions for the training to be organized.</p>	<p>Paragraph 89</p> <p>Paragraph 92</p> <p>Paragraph 104</p>

c) GEF Secretariat and other Agencies' comments and IA/EA response*

GEF Secretariat Comment	Response
Letter from Burkina Faso not signed by the Operational Focal Point.	There was a change in the focal point between 2004 and 2005. A new letter signed by the current GEF Operational Focal Point is however provided (in a separate file)
Definition of "Supportive Communities" in the Executive Summary and correction of footnote #4.	Done – see page 3 and footnote # 4 in Executive summary See also paragraph 54 and footnote # 32 of Project document
Identify and explain who are the technical and funding partners of Programmes currently implemented in the area.	In the Executive Summary clarifications on technical and funding partners are provided in footnotes # 10 and 11; an additional table is attached for more details (see Table C1 below) See also footnote # 54 and footnote # 60 of Project document
Mistake regarding duplication of output 1.2 (under output 1.3) in the Executive Summary (page 20).	Done - see relevant outputs in Annex B, page 21 of Executive summary
M&E Plan is to be finalized at CEO endorsement - adapt the wording in page 10.	Corrected – see paragraph 37, page 10 of executive summary See also paragraph 201 in page 54 of Project document
Indicative cost of M&E not reflected in project cost	Paragraph 36 has been extended to include a description of M&E cost. Additional information may be found in the Project document (see Table 7 and allocations for outcome 4 in SECTION III: Total Budget and Workplan, page 70), where : <ul style="list-style-type: none"> • Audits (average \$3000/year), mid term evaluation (\$70,000) and final evaluation (\$80,000) are included in the budgetary line “<i>evaluations</i>” (74500) ; • Cost for lessons learned and reporting (\$50,000) are included in the budgetary line “<i>Contractual services</i>” (72100) ; • And costs for field visits (\$20,000) are included in budget line “<i>Travel</i>” (71600).
SP1 Tracking Tool received includes only Part 2 ; please kindly complete the TT with the first part and send it to GEF Sec.	New version of Tracking Tool provided as an Annex to the Project document
Please, identify contributions in-kind and in-cash.	Done – a column has been added to table 2 of page 11 in the executive summary to show the nature of each contribution. See also applicable tables in the CEO Endorsement Request.

ANNEX C: CONSULTANTS TO BE HIRED FOR THE PROJECT

<i>Position Titles</i>	<i>\$/ person week</i>	<i>Estimated person weeks</i>	<i>Tasks to be performed</i>
<u>For Project Management</u>			
<i>Local</i>			
Project Administrative/ Financial Assistant	270	264	Provide support to all administrative, logistical and financial tasks at regional level.
<i>International</i>			
Project Regional Coordinator	1,890	203	Comprises 70% of the time foreseen for this post, within which the Project Regional Coordinator will be dedicated to project management. Pls refer to detailed TOR in Section IV, Part II of the UNDP PRODOC.
<u>For Technical Assistance</u>			
<i>Local</i>			
Local consultants working on issues of support communities around WAP Complex	324	1,200	Refers to several short-term consultants who will be engaged at different stages of project implementation in accordance with the project workplan. The following types of skills will be procured: (1) Local development and decentralization; (2) Land use planning; (3) Development of sustainable and biodiversity friendly small businesses; (4) Community animation; and (5) Environmental education and communication. Detailed TOR will be developed by the project coordinator.
Local consultants working on issues of protected area management at national level	324	850	Refers to several short-term consultants who will be engaged at different stages of project implementation in accordance with the project workplan. The following types of skills will be procured: (1) protected area management planning and costing; (2) community animation; (3) transhumance and pastoralism; (4) gender issues; (5) private sector engagement; and (6) institutional and legal framework for PA management at national level. Detailed TOR will be developed by the project coordinator.
Local consultants working on issues of Regional coordination mechanism for the WAP complex	324	533	Refers to several local and international consultants who will be engaged at different stages of project implementation in accordance with the project workplan. The following types of skills will be procured: (1) International Legal and institutional issues; (2) Protected Area business and master planning; (3) Database development; and (4) Web-platform development. Detailed TOR will be developed by the project coordinator.
<i>International</i>			

Project Regional Coordinator	1,890	87	Comprises 30% of the time foreseen for this post, within which the Project Regional Coordinator will be dedicated to technical aspects of project coordination. Pls refer to detailed TOR in Section IV, Part II of the UNDP PRODOC.
Socio-economist	1,620	300	Provide overall technical support to the regional coordinator and national implementation teams (NIT) in all matters pertaining to socio-economic aspects of conservation and sustainable management of the WAP transboundary PA Complex. Pls refer to detailed TOR in Section IV, Part II of the UNDP PRODOC.
Protected Area Specialist	2,025	80	To be contracted on a retainer basis throughout the six years of project implementation. Key tasks are to provide overall technical support to the regional coordinator and NIT in all matters pertaining to all aspects of protected area management and conservation of the WAP transboundary PA Complex. Pls refer to detailed TOR in Section IV, Part II of the UNDP PRODOC.
Biodiversity Expert	1,692	300	Provide overall technical support to the regional coordinator and NIT in all matters pertaining to ecosystem conservation and management. Pls refer to detailed TOR in Section IV, Part II of the UNDP PRODOC.

ANNEX D: STATUS OF IMPLEMENTATION OF PROJECT PREPARATION ACTIVITIES AND THE USE OF FUNDS

A. EXPLAIN IF THE PPG OBJECTIVE HAS BEEN ACHIEVED THROUGH THE PPG ACTIVITIES UNDERTAKEN.
PDF-B objective has been achieved through activities undertaken. Please refer to PDF Implementation Report submitted to the GEF Secretariat in February 2007 and accepted in March 2007, as confirmed by the project's latest Review Sheet.

B. DESCRIBE IF ANY FINDINGS THAT MIGHT AFFECT THE PROJECT DESIGN OR ANY CONCERNS ON PROJECT IMPLEMENTATION.

-- Not applicable --

C. PROVIDE DETAILED FUNDING AMOUNT OF THE PPG ACTIVITIES AND THEIR IMPLEMENTATION STATUS IN THE TABLE BELOW:

Project Preparation Activities Approved	Implementation Status	GEF Amount (\$)				Co-financing (\$)
		Amount Approved	Amount Spent To-date	Amount Committed	Uncommitted Amount*	
1) Collect necessary data for Brief	Completed	113,850	120,124	120,124	0	40,136
2) Develop GEF Brief and Project Document	Completed	330,600	314,006	314,006	0	40,400
3) Stakeholder consultation and financing plan	Completed	22,680	33,000	33,000	0	61,919
Total		467,130	467,130	467,130	0	142,455

* Uncommitted amount should be returned to the GEF Trust Fund. Please indicate expected date of refund transaction to Trustee.



UNDP Project Document

Governments of Burkina Faso, Benin and Niger
United Nations Development Programme / Global Environment Facility
United Nations Office for Project Services

PIMS 1617
Full Size Project

Enhancing the effectiveness and catalyzing the sustainability of the W-Arly-Pendjari (WAP) protected area system

Brief description

W-Arly-Pendjari (WAP) is an area of outstanding biodiversity significance. It is the largest and most important continuum of terrestrial, semi-aquatic and aquatic ecosystems in the West African savannah belt, the most significant range area for elephant conservation in the entire West African subregion and the most viable natural refuge available to most of the vulnerable and/or threatened animal species in Benin, Burkina Faso and Niger. Globally significant biodiversity within WAP is threatened by various factors, including agricultural encroachment, uncontrolled transhumance, poaching, uncontrolled bushfires, siltation and pollution of surface waters, climate change and variability, and unsustainable harvesting of NTFPs, timber and fish. *BD-1, Catalyzing sustainability of the protected area system*, provides a cost-effective framework within which the GEF can help to address these threats. GEF support will catalyze the sustainability of the WAP PA System by supporting three interdependent elements of the System's sustainability: (i) Supportive communities within buffer and transition zones; (ii) Effective and linked PAs at sub-national level within the WAP complex; (iii) Coordinated WAP PA-system wide conservation efforts. These elements, while currently partially effective in supporting the conservation of WAP biodiversity, are facing numerous barriers preventing them, and the system as a whole, from operating effectively and sustainably. Incremental support from GEF to address these barriers and thereby catalyze sustainability of the System constitutes the guiding principle underlying the present project.

The project will work together with partner initiatives to build the political, institutional, human and physical setup that is necessary for the long-term conservation and sustainable use of ecosystems in the WAP Park Complex and its zones of influence. Mechanisms of consultation, intergovernmental dialogue and coordination will be set up in order to ensure consistency between the various conservation policies and approaches while considering the legitimate concerns of riparian citizens. The project will reinforce the partnership between, on one hand, communities that depend on the complex and, on the other hand, the private sector, civil society and government agencies responsible for protected areas. As a sub-regional initiative involving three countries, the project will specifically strengthen the implementation of international agreements on biological biodiversity at the sub-regional level

Overview Map of Protected Areas WAP Complex

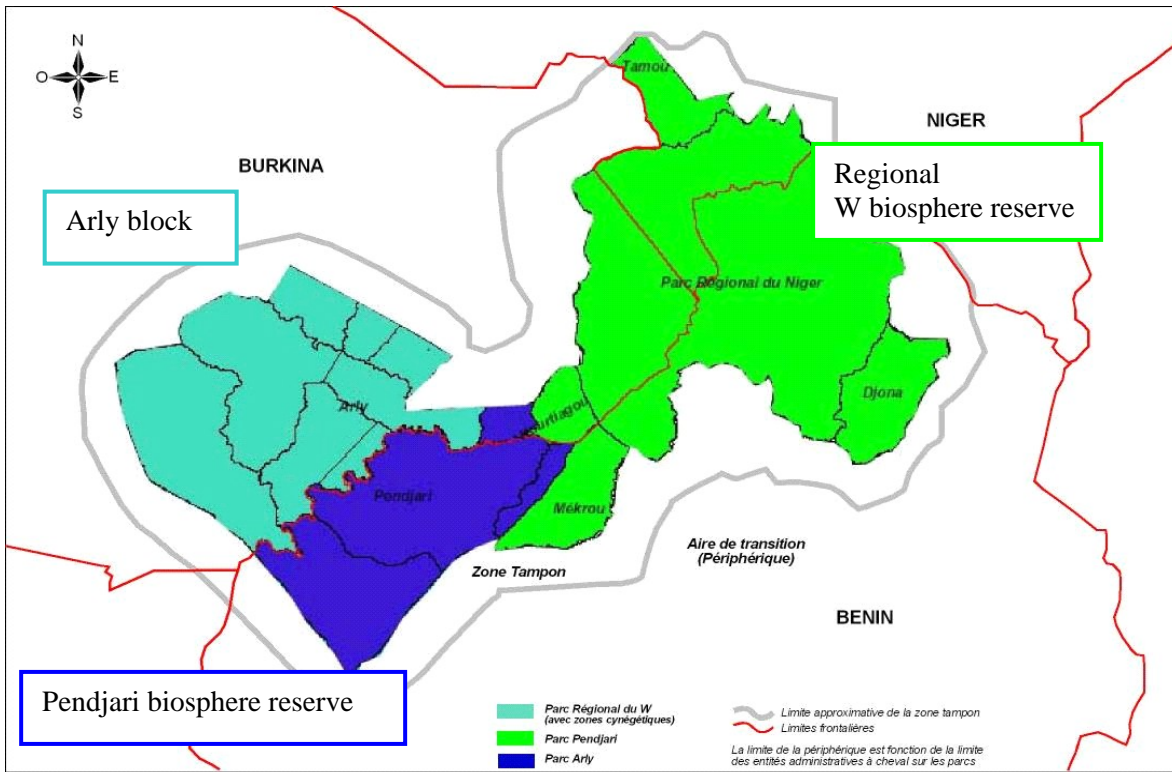


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ANNEXES TO THE UNDP PRODOC

[Refer to separate file “1617 WAP Annexes to the UNDP PRODOC.doc” for Annexes 1 through 4:]

[Annex 1: Responses to Comments on the GEF Project Brief / UNDP Project Document](#)

Annex 2: Map of Proposed transhumance routes (courtesy of the ECOPAS/EU programme)

Annex 3: BD1 Tracking Tools - prepared by WP entry

Annex 4. Minutes of the Project Appraisal Committee Meeting – PAC

Annex 5: Approved GEF Executive Summary (42pages included as a separate file)

Annex 6: Co-financing Letters (25 pages included in as a separate file)

[Annex 7: Confirmation of Co-financing Letters \(16 pages included as a separate file\)](#)

List of Acronyms and Abbreviations

ABE	Agence Béninoise pour l'Environnement
ABN	Autorité du Bassin du Niger
ADB	African Development Bank
ADELE	Appui au Développement Local de l'Est
AFD	Agence Française de Développement
AfESG	Africa Elephant Specialist Group
ARECOPA	Appui au Réseau de Communication sur le Pastoralisme
AREN	Association pour la Redynamisation de l'Elevage au Niger
ARFA	Association pour la Recherche et la Formation en Agro écologie
ASS	Projet Antiloppe Sahélo-Saharien
AU/IBAR	Union Africaine/Institut for Biology and Animal Research
AVIGREF	Association Villageoise de Gestion des REserves de Faune
BOAD	Banque Ouest Africaine de Développement
CAP	Community Action Program
CAV	Comité d' Actions Villageois
CBDD	Conseil Béninois pour le Développement Durable
CCT	Conseil Consultatif Transfrontalier
CENAGREF	Centre National de Gestion des Réserves de Faune
CG/UCF	Cellule de Gestion/Unité de Conservation de la Faune
CIRAD	Centre International de Recherche Agricole pour le Développement
CIRDES	Centre International de Recherche-Développement sur l'Elevage en zone Sub-humide
CITES	Convention on Illegal Trade of Endangered Species of Wild Fauna and Flora
CNEDD	Conseil National de l'Environnement pour un Développement Durable
COFO	Commission Foncière
CONEDD	Conseil National de l'Environnement et du Développement Durable
COP	Convention of Parties
DAP/A	Division des Aires Protégées et de l' Apiculture
DFC	Direction de la Faune et des Chasses
DFPP	Direction de la Faune, de la Pêche et de la Pisciculture
DGCN	Direction Générale de la Conservation de la Nature
DMP	Development and Management Plan
DPECV	Direction Provinciale de l'Environnement et du cadre de Vie
DRECV	Direction Régionale de l'Environnement et du Cadre de Vie
ECOPAS	Ecosystèmes Protégés en Afrique Soudano-sahélienne
ECOWAS	Economic Community of West African States
EU	European Union
FED	Fonds Européen de Développement
FGEF	French Global Environmental Facility

GDP	Gross Domestic Product
GEF	Global Environmental Facility
GEPRENAF	Gestion Participative des Ressources Naturelles et de la Faune
GNP	Gross National Product
GTZ	Coopération Technique Allemande
HEWA	Human and Ecosystems Well-being Assessment
IFAD	International Fund for Agricultural Development
INRAB	Institut National de Recherche Agricole du Bénin
INRAN	Institut National de Recherche Agricole du Niger
IPDR	Institut Pratique du développement Rural
IRD	Institut de Recherche-Développement
IREM/LCD	Initiatives régionales Environnement Mondial et Lutte Contre la
IUCN	International Union for the Conservation of Nature
MAHRH	Ministry of Agriculture, Hydraulics and Fish Resources
MIKE	Monitoring Illegal Killing of Elephants
NGO	Non-Governmental Organization
NPAS	National Protected Area System
NSC	National Steering Committee
ODD	Organization Décentralisée de Décision
OLCD	Organization Locale de Conservation et de Développement
PADL	Projet d'Appui au Développement Local
PAMRAD	Projet d'Appui au Monde rural dans les Départements de l'Atacora et de la Donga
PAN/LCD	Plan d'Action National de Lutte Contre la Désertification
PAUCOF	Projet d'Appui aux Unités de Conservation de la faune
PCGPN	Program de Conservation et des Gestion des Parcs Nationaux
PDF-B	Project Development Facility – Block B
PDLT	Projet de Développement Local de Tillabéri
PEGEI	Projet d'Ecodéveloppement et de Gestion des zones d'Influence
PGET	Programme de Gestion des Ecosystèmes Transfrontaliers
PIECE	Plan d'Information, Education, Communication Environnementales
PNGFAP	Programme National de Gestion de la Faune et des Aires protégées
PNGT3	Troisième Programme National de Gestion des Terroirs
PROGEREF	Projet de Gestion des Ressources Forestières
PRONAGEN	Programme National de Gestion des Ecosystèmes Naturels
PSSA	Programme Spécial Sécurité Alimentaire
RECOPA	Réseau de Communication sur le Pastoralisme
RMU	Regional Management Unit
ROSELT	Réseau d'Observatoires pour la surveillance de l'écosystème à long Terme
RSC	Regional Steering Committee
SAE	Service d'Arrondissement de l'Environnement
SAPA	Supervisory Administrations of Protected Areas

SPAGD	Schéma Plan d'Aménagement et, de Gestion Durable et de Développement
SSC	Species Survival Commission
STAP	Scientific and Technical Appraisal of Projects
TBR	Transboundary Biosphere Reserve
TFP	Technical and Funding Partners
TMC	Technical Monitoring Committee
UBT	Unité de Bétail Tropical
UCF	Unité de Conservation de la Faune
UNDP	United Nations Development Program
UNEP	United National Environment Program
VCFM	Village Committee on Fauna Management
VCLM	Village Commission on Land Management
VDC	Village Development Committee
WAEMU	West African Economic and Monetary Union
WAP	W, Arly, Pendjari Parks Complex and their zones of influence
WB	World Bank
WWF	World Wildlife Foundation

SECTION I: ELABORATION OF THE NARRATIVE

Note: Text in *blue highlight* in this document represents changes to the project design in response to comments from the GEF Secretariat or to the evolving context since the approval of the PRODOC.

PART I: Situation Analysis

Context – including Institutional, sectoral and policy context – and global significance¹

1. The West African savannah covers part or all of ten countries: Benin, Burkina Faso, Ivory Coast, Ghana, Guinea, Mali, Niger, Nigeria, Senegal and Togo. Based on average rainfall, it occupies the space between the Sahel (< 500 mm of annual rainfall), and the forest (> 1,200 mm) as one of the region's three main ecological zones.

2. Much of the globally significant biodiversity remaining in West Africa's savannah belt is found within three major areas. These are: the National Park of Comoé in Ivory Coast (11,492 km²),² the Nioloko-Badiar complex in Senegal and Guinea (15,000 km²) and the W-Arly-Pendjari complex in Benin, Burkina Faso and Niger (almost 31,000 km²).³

3. The W-Arly-Pendjari (WAP) complex,⁴ site of the present project (see **maps**), is the largest and most important continuum of terrestrial, semi-aquatic and aquatic ecosystems in the West African savannah belt. Its 31,000 km² area, or 50,000 km² if riparian areas are included, is divided as follows: 43% in Benin, 36% in Burkina Faso and 21% in Niger.

4. WAP's global biodiversity significance is based on several factors. Among them is the fact that the 20th Century witnessed a 90% reduction in elephant range area within West Africa, due mainly to hunting for ivory and to expanding human activities.⁵ Most remaining range areas are highly fragmented natural forests and protected areas. With about 25% of the sub-region's total estimated savannah range area of 117,691 km² and more than 50% of its savannah elephant population, the WAP complex is by far the most significant remaining range area for elephant conservation in West Africa. According to a recent census, WAP currently supports more than 3,800 elephants.⁶ The next largest elephant population (771) is found in a 3,000 km² corridor that runs from the Nazinga game ranch, Po National Park and Sissili Listed Forest (all three in Burkina Faso), via northeastern Ghana, to the forest of Doungh in Togo.

5. From the point of view of elephant conservation alone, the WAP complex therefore represents an area of tremendous global biodiversity significance. However, WAP is also the only natural refuge available to most of the vulnerable and/or threatened animal species in Benin, Burkina Faso and Niger. It

¹ This section incorporates a discussion of the institutional, sectoral and policy context within the presentation of PA systems.

² www.iucn.org/wcpa

³ Both Nioloko-Badiar and W-Arly-Pendjari are typically referred to as 'complexes' because of their large size, multiple ecosystem composition and varied administrative arrangements. Both, of course, are also transboundary in nature.

⁴ For the purposes of this document, 'WAP Complex' and 'WAP PA system' are used more or less interchangeably. Each refers to all protected areas, buffer zones, and transition areas which define the project site.

⁵ Roth, H.H. & Douglas-Hamilton, I. 1991. Distribution and status of Elephants in West Africa. *Mammalia* 55: 489-527.

⁶ Other large range areas include the Gourma (Mali)-Sahel (Burkina Faso) transboundary ecosystem (32 096 sq km with 350 elephants), the greater Comoé ecosystem that includes the Comoé National Park (11,500 sq km with 200 elephants) and the Nioloko (Senegal)-Badiar (Guinea) complex (9,130 sq km with only 2 elephants). IUCN/AEFG/WWF/SSC, 2003. *Stratégie pour la conservation des elephants d'Afrique occidentale. Version révisée.*

supports 378 species of sedentary and paleo-arctic birds, 94 species of entomofauna, over 80 species of fish, and numerous species of reptile and amphibians, some of which can today only be found in protected areas. It is also of critical importance for the last populations of Sahelian and Sudanese mammals. More than 60 such species have been listed, among which are elephants, buffalos, roan antelopes, kobs, waterbucks, reed cob, sassaby, bubals, giraffes, hippopotamuses, Roan antelopes, lions, cheetahs, and a variety of monkeys (cynocephalus, patas, green monkeys). Rare species like the manatee have also been listed. Almost all the species of major mammals of the Sudanese savannah⁷ in West Africa still live in the Complex. The presence of supposedly missing or rare species such as the cheetah and the leopard has recently been demonstrated.⁸

6. The Complex provides *in situ* protection for at least 515 woody species identified and grouped in 84 families. These include endemic species found within dry savannahs and forests, some of which are now endangered or vulnerable. Research is underway and/or envisioned at national and regional levels to classify the area's abundant land and aquatic herbaceous flora as well as alga and mushrooms. Thus far, about 154 herbaceous species have been identified.

7. In terms of habitat, the WAP Complex is endowed with a remarkable variety of savannah types. The climate prevailing in the Complex ranges from the Sahelian type in the north with an average rainfall of 500 mm to the Sudanese-Guinean type in the south with an average rainfall of 1200 mm. Main vegetation types are as follows:

- wooded savannah⁹ covers 19%, 30%, and 55% of the area of the W sub set, Arly, and Pendjari respectively, representing an average of 28% of the overall Complex;
- shrub¹⁰ savannah, with an average coverage ratio of 24%, including 17% in the Pendjari, 34% in the W, and 64% in Arly;
- tree savannah, with an average coverage ratio of 5%;
- herbaceous or grass savannah (11%) occurs mainly within W Park and its adjacent reserves;
- spotted bush (4%);
- gallery forest (2%) along major water streams;
- saxicole savannah or altitude vegetation (1%), and;
- rupicole occurrences.

8. While there is little data on underground water, surface water resources are well known. They consist of rivers, ponds and waterfalls, belonging to either the Niger Basin or the Pendjari basin. There are numerous streams and rivers, but the most significant are the Mékrou and the Tapoa that belong to the Niger River Basin, and the Arly and Pendjari that belong to the Volta Basin. Only the Mekrou and the Pendjari show permanent regimes, the others are dependent on rainfall patterns. There are also a great number of natural ponds, though only the Bali pond (in the Pendjari national Park) is known to have water year round; for this reason, some of them have been further excavated and new man-made ponds have been established to increase the distribution of water in many parts of the Complex.

⁷ When classified by climatic zone, Savannah are of 3 types: the sahelian (<600 mm rain/year), the Sudanese (600-1200 mm/year) and the Guinean (>1200 mm/yr).

⁸ Lamarque, François, 2005. « Les grands mammifères du complexe WAP. » Benin/Burkina Faso/Niger/ECOPAS/IUCN/CIRAD/UE

⁹ Savannah is defined as a mixed forest and herbaceous vegetation type, the herbaceous layer having at least 80 cm height. There are four types of savannah depending on the relative proportion of trees: (i) Herbaceous savannah, (ii) Shrub savannah, (iii) Tree savannah, and (iv) Wooded savannah. Savannah type may also be classified by climatic zone or by other factors (altitude, dependance on water, etc.)

¹⁰ The density of shrubs and trees is much more important in wooded as compared to tree savannah

9. A significant network of wetlands linked to the large hydrographic network described above serves as the habitat of aquatic and water dependent plant and animal species, including migratory birds. The Complex's wetlands are characterized by an organization of plant communities in concentric patterns from low lands to higher areas that also translates into plant and animal diversity. There are aquatic meadows, shrubby lands and mixed vegetation of alluvial banks where *Echinochloa stagnina* is accompanied by *Nymphaea lotus*, *Pistia stratiotes*, *Oryza longistaminata*, *Andropogon gayanus* and other species. Flooded plains present a herbaceous vegetation that develops after the first rains. On low sloped banks, the vegetation is found in dense sections made of trees and shrubs, interrupted by grassy or bare areas.

10. Other important features of the Complex are the water falls from the Atacora Chain, the lateritic hard soils, and the hills that form a unique landscape panorama in the West African sub-region.

DESCRIPTION OF PROTECTED AREA SYSTEMS

11. The WAP Complex intersects with at least four protected area 'systems.' These are the national PA systems of each of the three countries, together with the transboundary system that exists within the Complex. Each is described below.

National-Level PA Systems

12. Significant efforts have been made by each of the three states to safeguard biodiversity within their national borders. The establishment and strengthening of national protected area systems has been and remains an important component of these overall national conservation strategies. This sub-section describes recent efforts and the current status of these PA systems, including policies and institutional arrangements related to PAs.¹¹

13. Benin. The protected area system of Benin is composed of two National Parks (W and Pendjari), their buffer zones and transition areas, all located in the north of the country and almost entirely within areas of woody savannah. Thus, Benin's national protected area system (NPAS), representing 10.3% of national territory, is 100% contained within the WAP complex.¹²

14. In 1994, the government of Benin approved a Strategic Plan for the Conservation and Management of Protected Areas. This plan provides the major orientations and guiding principles regarding the institutional aspects of the NPAS. It specifically underlines the need for decentralization of responsibilities and benefits in order to encourage the effective participation of local communities in PA management.

15. As called for in the above described Strategic Plan, a National Centre for Wildlife Reserves Management (CENAGREF) was created in 1996. By 1998, CENAGREF had drafted an Action Plan for the conservation and management of national parks (including the buffer zones and the transition areas). The Action Plan outlines the required actions, approaches, budgets and implementing arrangements.

16. CENAGREF is currently coordinating the implementation of a Program for the Conservation and Management of National Parks (PCGPN), which has helped reinforce co-management with riparian

¹¹ A broader overview of institutions and policies not specifically related to PAs is presented further below in the section on 'Institutional, sectoral and policy context.'

¹² See below paras. 23-27.

populations and participation from the private sector. Former Village Hunting Associations became Village Associations for Wildlife Reserve Management (AVIGREF). The AVIGREF/ Pendjari were established in 1996 whereas those of the W park/Benin were formed in 1999. The AVIGREF participate in park management decisions and are granted the right to organize village hunting activities in dedicated areas (areas of controlled occupation¹³). They receive from CENAGREF bush meat and 30% of the income generated by sport hunting; the distribution of such benefits is based on the actual implication of individual AVIGREF in the above mentioned activities. The funds received by the AVIGREF are managed by an administrative council and are directed to the management of the association, to PA management (it pays for 50% of the required per diem and honorariums of villagers participating in anti poaching surveillance) and to local development activities, including infrastructure (schools, roads and wells), capacity building (training and visits), awareness raising and contribution to the salaries of rangers (50%).

17. **Burkina Faso.** The national protected area system of Burkina Faso covers about 3.55 million ha, or some 13% of the country.¹⁴ The largest PA is a partial reserve¹⁵ located in the Sahel along the northern border with Mali and Niger, which covers 1.6 million ha, or 5% of the country. Overall, the NPAS is composed of 27 areas, organized as follows:

- two national parks (W¹⁶ and Pô),
- four Total Fauna reserves (Arly, Singou, Madjoari, Bontioloi),
- five partial fauna reserves (Arly, Koutiagou, Pama, Bontioloi, Nabéré),
- a partial sylvopastoral and fauna reserve (Sahel),
- a classified forest and fauna ranch (Nazinga),
- a classified forest and partial fauna reserve (Comoé-Léraba),
- a classified forest and biosphere reserve (Mares aux Hippopotames),¹⁷ and twelve
- 12 classified forests managed as fauna reserves.

18. There are also five areas totaling 200,000 ha that are currently managed as hunting zones but without legal status as such. Currently these areas are village territory; they are not classified or listed and could have been turned into farmland if they had not been turned into to hunting zones by the government.

19. In response to a lack of financial resources for adequate management of government designated protected areas, Burkina Faso undertook an important policy and legislative reform in 1995 that resulted in an increase in private and community involvement in protected area management. This was followed by the creation of 12 Wildlife Conservation Units (WCU) across the national territory in 1996¹⁸ and the adoption of a Forestry Code in 1997.¹⁹ The Forestry Code defines the conditions for concession holding and provides the legal ground for involvement of the private sector in PA management. Each WCU includes one or more neighboring protected areas. While WCU are monitored and coordinated by a

¹³ These are areas adjacent to a PA and where economic activities are highly regulated to avoid conflict with PA sustainability (allowed activities include village hunting and livestock grazing).

¹⁴ MECV, 2003. Programme National de Gestion de la Faune et des Aires Protégées du Burkina Faso (PNGFAP/BF).

¹⁵ A partial reserve is a fauna reserve where some extractive activities are allowed, e.g., hunting, collection of non timber products and fishing. Except for fishing, none of these is allowed in total fauna reserves and National Parks. Traditional, ritual hunting is allowed in some areas of Pendjari National Park and commercial fishing is allowed in Total reserves in Burkina Faso.

¹⁶ W-Burkina is also a component of the transboundary W biosphere reserve created in 2002 (see description of WAP system below), as well as a Ramsar site.

¹⁷ *Mare aux Hippopotames*, or Bala Hippopotamus pond, was designated a Biosphere reserve in 1977, and a Ramsar site in 1990. It covers 186 000 ha composed of 68,000 ha core area, 90,000 ha of buffer zones and 28,000 ha of transition areas

¹⁸ Ministerial decree number 96-002 MEE/CAB

¹⁹ Law 006/97/ADP

Government-appointed conservator, actual management and commercial exploitation of individual protected areas are delegated to private "concessionaires" who pay rental and exploitation fees to the Government and to riparian communities.

20. The above reforms in Burkina Faso also focused on the effective participation of all actors, specifically private sector and local populations, and including equitable sharing of responsibilities and benefits. In 2003 Burkina Faso drafted a new National Program for the Management of Fauna and Protected Areas (PNGFAP) that confirms the trend towards partnership with communities and the private sector. This Plan is to be implemented by the new (2005) General Directorate of Nature Conservation (DGCN) within the Ministry of Environment.

21. **Niger.** The national protected area system of Niger currently comprises six reserves, which cover over 6.6% (core areas and buffer zones only) of the country. These include:

- "W" National Park (see below);
- Tamou Total Fauna Reserve, established in 1962 to form a buffer zone for "W" reserve;
- Gadabeji Total Faunal Reserve and Classified Forest, created in 1955 for the conservation of the scimitar horned Oryx (now extinct in the country) and gazelles, is the only reserve in Niger within the Sahel-Saharan zone;
- Dosso Reserve, created in 1962, and;
- Aïr and Ténéré National Nature Reserve, which includes a core zone, Addax Sanctuary Strict Nature Reserve, and was established in 1988. Aïr and Ténéré, which is also a Biosphere Reserve and World Natural Heritage Site, is the largest protected area (7,736,000 ha of core area and buffer zones, or about 20 million ha if the transition area is included) in Africa under active management and the most important in the Sahel zone.

22. Finally, Niger has 66 classified forests covering a total area of 205,308 ha. Niger is the only one of the three countries without a national strategy or program specific to protected areas. The management of protected areas is under the responsibility of the Directorate of Fauna and Fisheries (DFPP) within the Ministry of Environment, Hydraulic and Desertification Control.

W-Arly-Pendjari (WAP) PA System

23. The W-Arly-Pendjari protected areas system (henceforth 'WAP PA System' or simply 'WAP System', see **Map 1** above and **Table 1** below) measures nearly 31,000 km² and includes a significant part of the national PA network of the three countries. Thus, 100% of Benin's NPAS (by area), 31% of the NPAS of Burkina Faso and 7.5% of Niger's NPAS are found within the WAP system. The three main components of the WAP system are described below.

24. W tri-national park and biosphere reserve (Total area: 2.0 million ha.) Parc du W²⁰ du Niger, henceforth "W," was established in 1937 as a protected area within what was then French West Africa. In 1954, shortly before the time of independence of Niger, Burkina Faso and Benin, W was divided into three separate national parks. Since this time, the countries have made various efforts to co-ordinate and/or integrate management of the areas. These have included the Tapoa Declaration of 12 May 2000, whereby the ministries in charge of each country's NPAS agreed to set-up appropriate legislative and institutional tools at national and sub-regional levels to facilitate the collaborative management of the regional complex. Also, in 2002, the W National Parks of Benin, Burkina and Niger, along with their adjacent reserves, were established as Africa's first transboundary Biosphere Reserve.

²⁰ Named after the W-shaped bend in the Niger River

25. The three national components of W are as follows:

- W/Benin: W National Park of Benin has an area of 563,280 ha. Its buffer zones include the hunting zones of Mékrou (102 640 ha) and Djona (115 200 ha) and Kompa (15 000 ha). The transition areas are represented by a five km zone surrounding the core areas and the buffer zones.
- W/Burkina Faso: W National Park of Burkina Faso covers about 235 000 ha and is also a Ramsar site.
- W/Niger: The W National park of Niger covers 330 000 ha. Its buffer zones include the total fauna reserve of Tamou (76 000 ha) and the partial fauna reserve of Dosso (306 000 ha). W/Niger was granted the title of World Natural Heritage site in 1996 by UNESCO.

Table 1. Overview of component protected areas of the WAP PA system (ha)

Typology of Protected areas	Names	W			Arly	Pendjari	Total
		Benin	Burkina	Niger			
National Park		563,280	235,000	330,000		275,000	1,403,280
Hunting zones	Djona	115,000					614,946
	Mekrou	102,000					
	Kompa	15,000					
	Porga					76,300	
	Batia					75,500	
	Kondio		51000				
	Konkombri					25,900	
	Koakrana				25,000		
	Ouamou/Ougarou				64,246		
	Pagou-Tandougou				35,000		
	Tapoa Djerma		30,000				
<i>Total</i>	<i>232,000</i>	<i>30,000</i>	<i>0</i>	<i>175,246</i>	<i>177,700</i>		
Total reserves	Tamou			76,000			365,800
	Arly				76,000		
	Madjoari				17,000		
	Singou				196,800		
	<i>Total</i>	<i>0</i>	<i>0</i>	<i>76000</i>	<i>289800</i>	<i>0</i>	
Partial reserves	Dosso			306,000			710,000
	Kourtiagou				51,000		
	Pama				223,000		
	Arly				130,000		
	<i>Total</i>	<i>0</i>	<i>0</i>	<i>306000</i>	<i>404000</i>	<i>0</i>	
Total		795,280	316,000	712,000	818,046	452,700	3,094,026

26. Pendjari National Park and Biosphere reserve – The Pendjari National Park, located entirely within Benin, was designated as a Biosphere Reserve in 1986 and covers 275 000 ha.²¹ The buffer zones surrounding Pendjari (348 000 ha) include the hunting zones of Pendjari: Porga (76,000 ha), Batia (75,500 ha) and Konkombri (25,900 ha). UNESCO included the Pendjari National Park and the adjacent

²¹ UNESCO– MAB Biosphere Reserves Directory, <http://www2.unesco.org/mab/brdi/directory/biores.asp?code=BEN>, 24/03/05

hunting zones of Pendjari and Atacora on the list of Biosphere Reserves in 1986. All PAs of the reserve are under collaborative management, with specific, defined roles for the private sector, the AVIGREF and CENAGREF. However the lead role is played by CENAGREF within the National Park, while the private sector takes the lead within the hunting areas

27. Arly “National Park” and buffer zones: The Arly National Park, located in Burkina Faso, actually comprises the total fauna reserves of Arly (76 000 ha) and Madjoari (17 000 ha) and a portion of the partial reserve of Arly (130 000 ha). Arly is operated as a National Park although it has not yet been granted this official status. The procedures have however been initiated for it to become a National Park. The enlargement of the total reserve of Arly (to include Madjoari and part of Arly partial reserve) and the transformation of resulting unit into a National Park is absolutely necessary since it is the only core area for the adjacent 612,046 ha of buffer zones. Both the core area and the buffer zones are under collaborative (government-private sector) management, the private sector playing the lead role through concession contracts.

Socio-economic context

28. About 350 towns and villages totaling close to one million inhabitants are found within 40 km of the PAs in the Complex. The largest riparian population is found in Benin (close to 700 000 persons), while the smallest is found in Niger (less than 100 000 persons); Burkina Faso has about 200 000 persons around the complex. Of the dozen ethnic groups surrounding the complex, the four predominant ones are the *Gourmantechma*, *Djerma*, *Dendi* and *Fulani*. These groups are common to the peripheries of the three sub-complexes (W, Arly and Pendjari), a fact which can serve to enable transboundary cooperation among them. On the other hand, the overall variety of ethnic groups provides significant cultural and archeological diversity to the periphery of the complex, which can be an opportunity for eco-cultural tourism development. Furthermore, this ethnic mosaic suggests heterogeneous modes/practices regarding natural resource use. For example, the riparian communities of the Pendjari Park practice an annual fishing ritual in the “mare Bori” located inside the Park. The riparian population of parks W and Arly in Burkina Faso are traditionally hunters. Communal hunting is considered a socio-economic factor favoring cohesion. As a result of the above, there are diverse local perceptions/visions of the natural resources and specifically of the importance of the PAs.

29. There are three types of human settlements in the vicinity of the WAP complex:

- Medium-sized towns (> 25,000 inhabitants): These are Kandi in Benin (about 40 km from the nearest PA of the WAP) and Fada-NGourma in Burkina Faso (40 000 inhabitants, about 25 km from the nearest PA of the WAP).
- Small towns (5,000-25,000 inhabitants) such as Pama in Burkina Faso, Dosso in Niger and Tanguietta in Benin that are within one to 25 km from the complex. There are about 15 such towns surrounding the complex.
- Villages: There are more than 340 villages (including 74 temporary villages²²) (< 5,000 inhabitants) within 25 km of the complex.

30. Although population numbers around the WAP Complex have been growing, the area is still much less densely populated than, for example, the central parts of Burkina Faso. In addition, the WAP area receives more rainfall than Central and Northern regions of either Burkina Faso or Niger. The result

²² These are villages that are occupied only during the rainy season. They are created by farmers to allow them to exploit crop fields far away from their villages without having to travel back and forth daily.

is that the WAP is a major destination area for agricultural migrants and an important corridor for transhumant cattle, all attracted by the relatively greater availability of natural resources.

31. The economic structure of the WAP Complex reflects that of the three countries. It is mainly based on agriculture, livestock rearing, fisheries and forest resources exploitation (wood and non timber products). Gross Domestic Products (GDP) per capita are among the lowest in the world, i.e. US\$170, US\$220, and US\$380 respectively for Niger, Burkina Faso and Benin. The incidence of poverty follows similar trends, i.e. 37% in Benin, 45% in Burkina Faso and 63% in Niger. Illiteracy rates are among the highest in the world, e.g., 80% in Niger. About half of the million people surrounding the WAP complex lives on less than 1 US\$ per day.

32. Agriculture is the most important economic activity in the three countries, contributing from 35 to 39% of GDP. Traditional subsistence agriculture based on cereals is being progressively replaced by extensive cotton production. This trend started about ten years ago and has been accelerating recently as a result of increased promotional activities on the part of cotton companies. Today cotton is a major industry in Burkina Faso and Benin, providing employment as well as income to farmers, the private sector (banks, goods and service providers) and governments (see more on the cotton companies in part IV - Stakeholders involvement plan). The landscapes of the WAP complex transition areas are widely marked by cotton fields. The carrying capacity of the arable land is reaching its breaking point in the periphery of the complex due to the combination of low input systems, erratic rainfall and increasing population pressures related to both natural growth and immigration. The recent development of semi-intensive cotton cropping in the three countries is exacerbating the situation, leading to encroachment within the complex, particularly into the buffer zones and increasing risk of ecosystem fragmentation.²³

33. Livestock production is the second biggest contributor to the GDP of the three countries, i.e. 12% in Burkina Faso, 11% in Niger and 7% in Benin. It is considered the most viable economic alternative for the Sahelian populations. A low input agro-pastoral system is practiced by the sedentary populations, with small scale transhumance during the dry season. The herds are predominantly composed of small ruminants. The transhumance system is usually practiced by Fulani, with each herder owning at least 100 heads of cattle and some well over 5,000 head.

34. Herders from the Sahelian belt (Burkina Faso and Niger) travel across the WAP complex annually, during the early part of the dry season, heading towards the Soudanian zone (Benin); they eventually return to their origins in Niger and Burkina Faso during the early part of the rainy season. The cattle spend eight to thirty days crossing the Complex, depending on the herder's travel plans (including the particular route chosen). This transborder transhumance, which has been facilitated by an interstate agreement signed under the umbrella of ECOWAS,²⁴ has always been important around the complex. During the 2002 dry season, 339 herds (284 from Burkina Faso and 55 from Niger) composed of a total of 13,780 cattle and 2,620 sheep were registered in the official transhumance corridor of Arly alone. During the 2003 aerial survey, a total of 1,171 herds (101,309 cattle) were counted inside the WAP complex. They have mostly been found in the W/Benin National Park, the hunting zones of Djona, Porga and Batia (all in Benin), the total fauna reserve of Tamou (Niger), and throughout the Arly sub-complex (except in the Singou total reserve in Burkina Faso).

35. The riparian populations, through their formal organizations,²⁵ contribute to many conservation activities. These include surveillance, village hunting areas management, road construction and maintenance, clearing of firebreaks, awareness raising, PA resource monitoring and conflicts

²³ This issue is discussed more fully in the threats section below.

²⁴ Decision A/DEC.5/10/98 of 31/10/1998 related to the regulation of the transboundary transhumance between the states members of ECOWAS. See proposed routes in the map in **Section IV, Part VIII**

²⁵ See Section IV, Part IV, Stakeholder Involvement Plan.

management. These contributions help to generate financial benefits. As noted above, the AVIGREF receive 30% of the hunting tourism income in Benin. In Burkina Faso, the private concessionaires yield various benefits to the CVGF: 50% of annual rental fees paid to government for the hunting area under management, about \$ 9.1 per visiting tourist and ¾ of the bush meat from sport hunting. These resources, together with other less important funds, are used to feed a “common interest fund” that is used to finance local development activities. In Niger, 70% of the income generated from tourist visits in the giraffe area is transferred to the association of guides and the remaining 30 % used to finance community level activities. From 1996 to 2003, an annual average total income²⁶ of \$1,746,000 has been registered from fauna related activities in Burkina Faso, of which \$39,820 was used for local development. In Niger, giraffe visits generated \$2,545 in 2003, from which \$727 was invested in local development. Finally, in Benin, \$35,273 of a total of \$117,455 of income generated through hunting tourism was invested in local development.

36. Wood collection, charcoal production, fishing and non timber products exploitation are also important cash sources in the vicinity of the complex. It was reported that the riparian communities in Niger received 87.6 million FCFA from the income generated from official wood and charcoal sales. The unrecorded sales are probably also important. No reliable similar data exist for Burkina and Benin, but the intensity of these activities is considered relatively high, particularly in the vicinity of the W National Park of Burkina Faso. Honey production is considered important in the three countries but no reliable data exists.

37. There is a very clear division of roles between men and women in the communities surrounding the WAP. Sedentary, i.e., non-pastoralist, men are responsible for providing meat and cereal grain to the household and for addressing issues such as health, paying for school education, and other matters requiring money. Women are specifically responsible for providing water, vegetables (gathered from the forest or cultivated) and fuel wood, but they often end up helping in other issues. Women do not hunt for wild animals and are generally not involved in commercial exploitation of timber. There are very few women within the traveling transhumant communities, as they normally remain in the home villages, where they are responsible for dairy processing and marketing. The men of these communities are in charge of the herd, i.e., feeding, watering, selling, etc. Most transhumant herders use the income from marketed livestock to purchase grain for their family. In all communities women do the cooking. Since they do not hunt, very few women are involved in village hunting areas management or in anti-poaching surveillance activities. Community organizations for conservation (AVIGREF and CVGF) are thus largely dominated by men. Women, however, are heavily involved in NTFP harvesting and processing. They are also involved in all-women community associations.

Threats, root causes and barriers analysis²⁷

38. To date, a substantial number of problems and threats have emerged within and around the WAP Complex, varying depending on the country and area. These are described below together with their associated causes. The section concludes with a comparative assessment of the severity of threats within the W, Arly and Pendjari blocks (see **Table 2** below). The section draws on the discussion of socio-economic conditions presented above. Finally, Section IV, Part IV presents the relationships among threats, causes and project outputs.

²⁶ Based on an exchange rate of \$ 1.00 = CFA Francs 550.00.

²⁷ Discussion of barriers is presented in the subsequent section on baseline analysis.

AGRICULTURAL PRACTICES

39. The majority of the populations living in the vicinity of the WAP complex are working in the agricultural sector. Current agricultural practices lead to pollution from agricultural runoff (particularly from cotton fields), as well as erosion and land degradation. Agrochemical runoff directly impacts aquatic and other biodiversity as agro-chemicals are transported into the WAP complex. Erosion directly impacts biodiversity by causing siltation of rivers and ponds inside and outside of WAP. This affects the retention capacity of such ponds, causing water shortages during the dry season. Early drying out of ponds forces wild animals to concentrate around the remaining few watering points, thus facilitating poaching (see below).

40. Erosion and land degradation related to agriculture have other, less direct impacts on WAP biodiversity. By causing agricultural productivity to decrease, they result in land shortages as people seek out new, more fertile areas to clear for cultivation. Land shortages are also related to high rates of natural population growth (2-3% per annum) and a steady flow of immigrants who are authorized by local communities to operate within areas on the periphery of the PAs. Together, these factors result in decreasing availability of arable land per capita. As one indicator of the problem, in 2003, an estimated 72% of potentially arable lands, i.e., excluding degraded soil, lateritic hard soils and bare soils, was sown²⁸ in the 20,000 km² riparian village territories of the regional Complex.

41. Land shortages within surrounding areas create incentives for agricultural encroachment within WAP. The introduction and extension of cash crops such as cotton, which is the main source of cash income for a large segment of the riparian populations, has contributed to this process, i.e. as available land is converted into cotton fields and less land is available for growing crops. Barriers that appear to be contributing to the persistence of this threat include limited awareness of PA regulations on the part of local populations as well as apathy concerning PA conservation.

TRANSHUMANCE

42. Every year during the dry season, transhumance exerts heavy pressure on fodder and water resources. An aerial survey conducted in 2003 with the support of the *Monitoring of Illegal Killing of Elephants (MIKE)* Program revealed the presence of about 3 TBU²⁹ per km² in the Complex. The presence of livestock within the Complex gives rise to several threats to ecosystems and species, such as disturbance of wildlife, competition over the use of feed resources, risks of zoonosis contamination, risks of poisoning of wild carnivores by herders, poaching, etc.

43. Pastoralists have increasing incentives to bring livestock into the Complex, including land degradation in landscape areas and limited risk of penalties (fines, etc.) For these reasons, 'uncontrolled transhumance'³⁰ stands as a significant threat to the area. This problem has become so critical that Ministers in charge of the environment, animal resources and agriculture had to convene an extraordinary meeting in February 2004 on the proposal of the regional W/ECOPAS Program funded by the European Union. Implementing the recommendations of this meeting has paved the way for the development of national strategies to address the issue. The Ministers agreed that since transhumance remains an unavoidable phenomenon, it has to be better organized. The meeting resulted in important agreements on the exact location of transhumance routes, checkpoints, rest areas and watering points and destination sites for transhumant cattle and made recommendations regarding the travel documents, including

²⁸ See GRAD, 2004 - *Etat et analyse des contraintes et potentialités de conservation et de gestion du complexe de parcs WAP* in the annex_ "Available documents"

²⁹ TBU: Tropical Bovine Unit (a 250 kg live weight animal)

³⁰ Defined as transhumance which does not comply with regulations developed by member states.

international transhumance certificate and health certificates, to be required from herders. The results of this meeting are, however, still to be implemented in the three countries.

POACHING

44. A variety of causes contribute to the proliferation of poaching within the Complex. These include: (i) easy availability of firearms, (ii) the development of numerous channels for the marketing of hunting products (bush meat, wildlife by-products), (iii) a high level of demand for bushmeat, and (iv) low income and limited alternatives among surrounding populations. Barriers to a solution include: (i) the inadequate means of enforcement, and (ii) limited inter-state co-ordination (needed to address the significant cross-border component of poaching). Interstate poaching control agreements have been reached by the three countries – for instance between Burkina and Benin in 1984, and among all three countries in 1987 – but implementation remains a work in progress.

UNCONTROLLED BUSHFIRES

45. Bushfires represent another serious obstacle to the management of biotopes and species. Bushfire occurs as a result of poor knowledge of the stakes among riparian residents and the fact that the setting of bushfires is a rather deep-seated cultural practice. It is often associated with poaching.

SILTATION AND POLLUTION OF SURFACE WATERS

46. The introduction and intensification of industrial crops such as cotton, and low-input agricultural practices (including animal and plant production), exacerbate the adverse effects of wind and water erosion, ultimately causing the gradual silting up of streams and rivers. The silting of the Niger River has reached such the point that a specific project is being implemented by the Niger Basin Authority (NBA), with GEF funding, address this issue among others. Furthermore, surface waters are becoming increasingly polluted by pesticides and other agro-chemicals (see above, sub-section on agricultural practices), which threaten fauna and flora species, particularly those living in wetlands.

CLIMATE CHANGE AND CLIMATE VARIABILITY

47. Across the three countries, the Complex is undergoing the effects of the deterioration of climatic conditions due mainly to natural phenomena such as high rainfall fluctuations. The following climatic changes have been noted: (i) the limits of some isohyets have shifted southward by about 50 km compared to those established in 1970, and (ii) decennial mean rainfall has undergone a latitudinal shift southward since 1920. Drought periods in 1972-1973 and 1983-1984, in particular, have caused the degradation of landscapes, modification of biotopes, and high mortality rates among fauna and flora species. All the ecosystems in the sub-region are faced with such climatic phenomena.

NON-TIMBER FOREST PRODUCT EXPLOITATION

48. Many endemic species found within the WAP area are now endangered or vulnerable due to unsustainable use related to food, pharmaceutical, pastoral and handicraft production. These include *Acacia Senegal*, *Afzelia africana*, *Anogeissus leiocarpus*, *Borassus aethiopicum*, *Vitellaria paradoxa*, *Dalbergia melanoxylon*, *Daniella oliveri*, *Fagara xanthoxyloides*, *Parkia biglobosa* and *Pterocarpus erinaceus*.

WOODCUTTING

49. Not surprisingly given its forest potential, the Complex and its area of influence are almost permanently subject to activities of wood collection and charcoal production. Woodcutting in the three countries is normally subject to national regulations³¹, but it appears forest services have so far been unable to control, or at least help to organize it in a sustainable manner, around the WAP area, despite success in other parts of the country.

FISHERIES

50. Fishes and other aquatic animals are severely endangered in the various rivers found within the complex. The main dangers come from the utilization of chemical products, leading to unselective fishing and high mortality rates. This problem is worsening due to increasing demand for fish in surrounding villages and cities.

COMPARATIVE THREATS ASSESSMENT

51. In preparing the present proposal, the above-described threats have been assessed qualitatively by a group of experts familiar with the WAP Complex. **Table 2** below summarizes their evaluation of the relative intensity of the threats facing each of the three main site components, i.e., W, Arly and Pendjari.

Table 2. Relative importance of threats in the three major blocks of the WAP complex*

Threat	W	Arly	Pendjari
Agricultural encroachment*	2	1	1
Uncontrolled transhumance	3	3	1
Poaching	2	3	1
Uncontrolled bush fires	3	3	2
Siltation and pollution of surface waters	2	2	2
Climate change and climate variability	1	2	1
NTFP exploitation	1	1	1
Woodcutting	3	3	1
Fisheries**	1	1	3
Total	18	19	13

* Mean estimate on a scale one 1 (weak) to 5 (severe) based on an analysis that takes into account both the core areas (nucleuses) and the surrounding influence areas, although most threats occur at the interface between PAs and riparian territories

** Particularly valid for Benin (along the Pendjari River) where fishing is prohibited.

³¹ All countries have a national forest management programme (NFMP) that provides guidelines for forest exploitation, including the identification of exploitable tree species, methodologies to facilitate regeneration and the types of taxes due by woodcutters.

Stakeholder and Baseline analysis

52. This section is broken down into three parts, corresponding with the major elements identified as being needed to address these threats and to underpin the sustainability of the WAP-PA system. The importance of each of these elements for a sustainable WAP PA System is highlighted below:

- *Supportive communities within buffer and transition zones*: Fostering supportive communities³² ensures threat reduction within buffer and transition zones surrounding the WAP-PA system, is cost effective in the long-term and has the spin-off benefit (from a biodiversity-centric perspective) of encouraging sustainable human development.
- *Effective and linked PAs at sub-national level within the WAP complex*: Co-ordinated and cross-fertilizing management of PAs at a sub-national scale is an essential element of the WAP PA System's sustainability. Adequate technical and financial capacities are in turn key prerequisites for meeting this objective. Conversely, financial requirements can be reduced through management efficiencies and economies of scale, further aiding sustainability.
- *Coordinated WAP PA-system wide conservation efforts*: Regional coordination is critical for dealing with transboundary threats to WAP biodiversity. Isolated and piecemeal PA-based or sub-national efforts are not sustainable in such a context. In addition, addressing the issue at a regional level helps to ensure consistent and cost-effective approaches while raising the issue's profile and thereby catalyzing national efforts.

53. For each of the above elements, the following issues are addressed:

- (i) relevant baseline projects and programs are described, which are strengthening the sustainability element in question, thereby contributing directly or indirectly to the reduction of threats to the WAP complex and the enhanced sustainability of the WAP PA system;
- (ii) remaining outstanding gaps and persisting barriers are presented, which under the baseline scenario are limiting the effectiveness of the sustainability element and thus the overall sustainability of the WAP PA system.

54. Overall, the idea is to see what progress is being made toward the emergence of the above-described sustainability elements, what gaps remain and what this means for the sustainability of the system and for globally significant biodiversity. Additional details concerning the baseline course of action, including financial details, are presented in **Section II, Part I, Incremental Cost Analysis**.

Sustainability element #1: Supportive communities within buffer and transition zones

55. **Overview of the Element.** Supportive communities are herein defined as communities whose negative impacts on biodiversity are minimized and whose positive impacts in terms of participation and positive contributions to PA sustainability are maximized. Supportive communities are communities who have been given a stake in PA sustainability and made to feel partners in their management. They have a positive, symbiotic relationship with protected areas which benefits biodiversity and communities alike.

56. **Baseline Support.** Various national and sub-national level programs within the three countries are helping to make relevant communities more supportive of the WAP PA system. It should be noted that few if any of these projects are doing so intentionally. However, the WAP system does benefit indirectly from various programmes aimed at local-level capacity building and sustainable development. This section first identifies this baseline support, much of which will serve as important co-financing for

³² See paragraph 55 for a definition of 'supportive communities.'

the GEF project, and then explains why it is relevant to the establishment of more supportive communities.

57. In **Benin** the Support Program for Rural Areas Development in the Departments of Atacora and Donga (PAMRAD) is funded by Belgium. This project works in synergy with the Office of Village Actions of the Pendjari National Park to build capacity of community-based organizations.

58. The following initiatives are currently being implemented in **Burkina Faso** but are scheduled to close in 2005:

- The Support program for local development (PADL): This project delivers technical and financial support to activities identified by the populations and formally requested by them. Activities are mostly targeted to natural resources management but also to the construction of socio-economic infrastructure and to the promotion of individual economic activities. Sixty per cent of the budget has been dedicated to natural resources management activities (farm scale land restoration, tree planting and production systems intensification), 30% to socio-economic infrastructure and 10% to support of individual economic activities. By helping to maintain soil fertility and increase the productivity of agriculture, PADL has contributed to food security, potentially removing some of the incentives for encroachment in protected areas as well as in village hunting zones. It has also supported the Pastoralist Communication Network (an association of pastoralists) in livestock corridors negotiations and grazing areas management in the transition area of park W.

59. The following projects will remain active in **Burkina Faso** during the project period:

- The support Program for Local Development in the Eastern Burkina Faso (ADELE) is funded by the Swiss cooperation. The objective of this project, which has activities in all provinces that are riparian to the WAP area in Burkina Faso, is to reinforce the local populations' managerial and planning capacities. The main activities have been awareness raising and training focused on natural resource management approaches. As a demand-driven project, it specifically supports emerging local initiatives and has worked with local populations to establish the boundaries of the Village Hunting Areas. Its current phase is ending in 2005 but a new phase is to be drafted for the next 4 years.
- The third Community-Based Rural Development Program (CBRD3, also known as PNGT III) is a fifteen-year program consisting of three five-year phases. The goal of the program is to reduce poverty and promote sustainable development by empowering local communities to manage their own development process. Phase II (2001-2006) is to develop the capacity of rural inhabitants, and facilitate the emergence of rural municipalities (*rural communes*). Phase III (2007-2011) will build upon the achievements of Phase II and expand the Program to national coverage. During this phase, the CBRD program itself will be part of a national program that will reach all villages, either individually or grouped together.
- The Sahel Integrated Lowland Ecosystem Management (SILEM): This initiative is designed to improve resource management practices in targeted sub-watersheds through an integrated ecosystem management (IEM) approach. The first phase (2005-2009) of the SILEM will develop the instruments and test program components/instruments with communities living in selected watersheds of four provinces including one Kompienga, one of the provinces riparian to the Arly Block.
- The Community Investment Program for Agricultural fertility (PICOFA) is jointly funded by IFAD, AfDB, OADB, the government of Burkina Faso and the beneficiaries (2005-2011). Its specific objective is to ensure soil conservation and restoration in the Eastern Region. The project covers the riparian villages of the W and Arly parks.
- The Local Development Project of the Province of Kompienga (PDLKom) financed by the Austrian Co-operation with the same type of activities as the CBRD3 program. Its targeted area is the Kompienga province, in the periphery of the Arly Block.

- The project for sustainable management of forest resources in the South Western, Centre-Eastern and Eastern Burkina Faso (PROGEREF). This African Development Bank funded project has two major components, i.e. sustainable management of forest resources (including plants and animals) and capacity building. The second component is dedicated to stakeholders (local communities, decentralised institutions, public technical services) empowerment for participatory planning and sustainable use of forest resources within their territories, especially in the vicinity of the protected areas.

60. Two community development programs are underway in **Niger**; they are both designed to assist the Niger Government to establish and operationalize decentralized, participatory, and transparent financing mechanisms that empower poor communities and local governments to take charge of their own development. These programs are:

- The Niger Community Action Program (CAP). The first phase (2005 – 2008) of this 12-year Program is aimed at about 15-20% of communities and is expected to finance community micro-projects in the vicinity of the W National Park.
- The Support for Local Development Program (PADL) is being implemented in the region of Dosso (2005-2006).

61. The initiatives described above are all in line with the Poverty Reduction Strategies and the decentralization policies of the three countries. The expected outcomes have to do with local capacity and governance, quality of life, income and food security and soil and water conservation. It is important to note that these outcomes have significant, albeit sometimes indirect, effects on the WAP PA system. These are highlighted below:

- Local capacity and governance (PAMRAD, CBRD3, PADL/Burkina PADL/Niger PDLKom, ADELE, PICOFA, PROGEREF): The programs have promoted local democratic processes and have led to the creation of CVGT in Burkina Faso, CVD in Benin and COFO. These organizations are now the governing bodies of the villages. By improving the literacy rate, providing local people with training opportunities and supporting them in village development planning and implementation, management of village development funds and negotiation of contracts with the private sector, the programs have further helped to build the organizational and managerial capacity of these governing bodies. Communities are thus better prepared for more demanding planning processes and interactions with other stakeholders. At the same time, the programs are giving the rural private sector (building and road contractors, consulting firms) opportunities for growth and public administrations a chance to build their capacity to monitor development activities as well as an increased awareness of the intrinsic capacities of the communities. It may be concluded that the programs have and are still helping to create a favorable environment for conservation as most of the newly acquired skills will also be useful in planning and implementing sustainable management of the WAP PA system.
- Quality of life / Socio economic development (CBRD3, PADL/Burkina PADL/Niger PDLKom, PROGEREF): The Village Development Plans (VDP) that are being implemented under CBRD3 programme are providing such necessary infrastructure as schools, health centers, wells, dirt roads, etc., as part of their poverty alleviation efforts. Since poverty and a lack of alternative sustainable livelihoods are seen as root causes of poaching, woodcutting and other unsustainable activities in the WAP PA System, improving the standard of living of people residing in the periphery of the PAs is expected to help address some of the factors that encourage illegal activities.

- Food security and income (PAMRAD, CBRD3, PADL/Burkina PADL/Niger PDLKom, ADELE, PICOFA, PROGEREF): The collective and individual projects that are funded by these programs involve a variety of activities, including the construction of compost pits, the promotion of NTFP processing and commercialization, of *ex situ* conservation of wild animals (e.g., grasscutters³³) and of Village Hunting Areas (VHA). Compost pits help to restore soil fertility and improve food security and agricultural income and, may therefore reduce the need for clearing virgin land that was at the origin of agricultural encroachment. As for activities that relate to NTFPs, wild animal husbandry and VHAs, they help to demonstrate the income-generating potential of biodiversity, potentially creating incentives for conservation.
- Soil and water conservation (CBRD3, PICOFA): The implementation of erosion control measures promotes the conservation of water and soil components that are most useful to crops, thus helping to maintain soil fertility and productivity. Erosion control also helps reduce silting of ponds not only in the villages but also inside the complex, since the riparian villages and the WAP share the same river basins. By helping to maintain surface watering points, erosion control helps avoid the concentration of wild animals around a limited number of ponds during the dry season, which in turn makes life more difficult for poachers.

62. **Barriers to the emergence of supportive communities around the WAP complex.** Thus, as outlined above, although not specifically designed to address biodiversity issues, local sustainable development programs often have very positive impacts on PAs. Nevertheless, under this baseline scenario, there is little direct emphasis on ensuring that development takes place in a biodiversity-friendly manner, or that it supports integration between the ‘landscape’ level and the WAP system. A careful analysis has shown that a number of barriers are hindering the emergence of supportive communities surrounding the WAP-PA system:

B-1.1 Inconsistent, overlapping and/or contradictory mechanisms, methods and goals of development and conservation efforts: The programs described above and the resulting institutional frameworks have rather low levels of synergy with those specifically targeting PA conservation. For example, in Burkina Faso the governing body at village level is the CVGT which has been set-up by the CBRD3. However, the ministerial department in charge of PAs has independently established a Fauna Management Committees (CVGF), and the two efforts are scarcely co-ordinated. The same is true in Benin with CVD and AVIGREF. Similarly, the soon-to-be established rural communes are likely to overlap with, and even compete for resources with, community-based organizations in the three countries.

As a result, sustainable development efforts are not specifically tackling issues related to shared resources, particularly how these issues are affecting the area’s biodiversity. A related problem is that all natural resource management actions are village territory level-oriented; there is no systematic inter-village coordination, nor is any type of river basin or ecosystem approach applied, nor are PA-socio-economic interfaces covered adequately. Key issues in this respect are: (i) cotton production and its effect on water quality, (ii) livestock-wild fauna interactions and (iii) agriculture-buffer zones interfaces. As a consequence, biodiversity is threatened by water pollution and siltation, competition between wild and domestic animals coupled with risks of zoonosis transmission and agricultural encroachments, as described in the threats section.

B-1.2 Land use planning is inconsistent and ineffective: Different development programmes are applying different planning approaches, many of which fit poorly the need for integrated planning for sustainable natural resources management. This fact is reflected in the diversity of management tools, e.g., Village territory management plans (CBRD3), Local development plans

³³ *Thryonomys swinderianus*

(PADLs), Village Development plans, etc. In addition, the different initiatives emphasize different themes, which sometimes results in a mosaic of activities that loses coherence. For example, erosion control measures are not systematically applied following landscape-level priorities but are mostly driven by individual farmers' strategies. Furthermore, erosion control activities are carried out at farm/household or at best at village level, except in rare cases such as the SILEM project where sub basins are considered. Similarly, land use planning efforts are so far being conducted only at village level without adequate coordination either at a larger scale or with regard to conservation initiatives. The result is that the potential effects of the various activities are not optimized, limiting the impact at basin level.³⁴

B-1.3 Difficulties of co-existence among players: Traditional systems for controlling the management of natural resources have been weakened by various developments in recent years. With the recent migrations, new villages having no relationship with parent villages have cropped up, thereby causing disorder in the land management systems. There are open conflicts – between farmers and transhumant herders and/or residents, resident farmers, riparian population and park managers or private individuals – over the use of natural resources. In most cases, the causes of these conflicts have to do with the harsh competition over access to pastures and water points, the damage done to crops by livestock and wild animals, and the illegal occupation of transhumance routes by crop fields. The three countries have recommended concerted planning to resolve such situations, but to date there are no established mechanisms to promote the necessary dialogue.

B-1.4 Biodiversity-friendly business opportunities have not been developed: Studies conducted during the PDF-B phase have helped to identify a variety of biodiversity-friendly business opportunities. These relate to an important cultural diversity (illustrated by traditional local dishes, music and dances, handicraft, etc.), natural sites of touristic value, small game of cynegetic interest (notably various bird species), rivers and ponds where sport fishing could be developed, and non timber forestry products bearing commercial value (including shea butter, a product with high commercial value outside Africa, and medicinal plants that are sometimes exported outside the three countries). However, while poverty is a permanent concern, very few of these opportunities are exploited in an organized manner. Hence, populations are not seeing convincing socio-economic incentives for biodiversity conservation.

B-1.5 Limited environmental awareness: Riparian communities, particularly the new agricultural immigrants around the complex, do not always perceive the comparative advantage of PAs as compared to using the area to resolve land shortages. In addition, existing legislation is often unknown to field partners except the foresters and the concessionaires. These factors lead to conflicts over the use of the Complex's natural resources, and represent a long-term threat to the PA system.

Sustainability element #2: Effective and linked PAs at sub-national level within the WAP complex

63. **Overview of the element.** The WAP PA Complex includes three blocks or PA sub-systems, each composed of core area, buffer zones and transition areas. The effective and coherent management of each sub-system at a national level provides the building blocks for sustainable and cost-effective conservation of the Complex.

³⁴ Basin refers here to lowland ecosystem.

64. **Baseline Support.** The three governments and their partners are implementing several conservation-oriented projects aiming at effective management of the PAs. The relevant on-going projects are described below.

65. In **Benin** the on-going PCGPN has four component projects and includes support from different donors:

- The objective of the World Bank/GEF supported National Parks Conservation and Management Program (NPCMP) is to establish sustainable wildlife management and biodiversity conservation capacity at the local and national levels.
- The objective of the German-funded Pendjari project is that “local population and CENAGREF manage the Pendjari Biosphere Reserve (PBR) in a sustainable way.” The guidelines, development plan, and business plan of the Pendjari National Park have also been drafted under this project.
- The activities promoted by all ECOPAS/EU National components relate to park development and planning as well as to the promotion of tourist activities that relate to Park W. The development and management plan of the W sub-set has recently been drafted by the Program.
- The Program for Eco-development in the Influence Zones of Protected Areas (PEGEI), funded by the Dutch, supports activities that focus on natural resource management in riparian communes.

66. Baseline conservation activities in **Burkina Faso** include four projects:

- The first component of PROGEREF has targeted the support for the elaboration and adoption of forests participatory management plans for 608 000 ha in the Eastern region (WAP zone), and for the establishment of villages hunting zones in the vicinity of the protected areas
- *Improving the Effectiveness of Protected Area Management in West Africa.* This IUCN lead regional (17 countries including Niger, Benin and Burkina Faso) initiative aims to improve the management effectiveness of protected areas in West Africa. The project will (i) use the tracking tool developed by the World Commission on Protected Area (WCPA) to conduct pilot evaluations of different categories of protected areas (PAs), (ii) provide technical support to the management of selected PAs, train evaluators, disseminate lessons learnt and use them to propose improvements to the existing tracking tools. Arly has been selected as one of the PA that will receive direct technical support (capacity building of staff, support for the drafting of management and business plans, etc.) from the project. Some \$ 1.000.000 of the 2 648 000 euros funding is considered cofunding to the WAP project.
- The World Bank/GEF funded Partnership for Natural Ecosystems Management (PAGEN) seeks to improve the biodiversity conservation of critically important ecosystems through community-based management systems. The first phase (2002-2007) of this 15-year program involves four specific sites.³⁵ PAGEN is essentially site specific and the WAP is not included among the targeted sites; however the project has supported the drafting of the National Program for Fauna and Protected Area Management (PNGFAP) which has implications for all PAs in Burkina Faso.
- The ECOPAS/EU National component for Burkina Faso includes the same activities as described for Benin.

67. The only baseline conservation activity in **Niger** relates to the Niger national component of the ECOPAS/EU program. The activities are essentially the same as in the other two countries.

68. **Barriers related to the emergence of sustainable national-level pa sub-systems.** It appears that these initiatives have significantly contributed to the implementation of better adapted PA

³⁵ The partial wildlife reserve of the Sahel, Bala’s Hippopotamus pond, the complex area composed of Kabore Tambi National Park, Nazinga Ranch, and the classified forests of Sissili and Nazinon and finally the Diefoula-Logoniégué partial wildlife reserves, and Boulon and Koflandé classified forests in Comoe-Lareba zone, bordering Côte-d’Ivoire

management systems in the three countries, particularly with the Pendjari and the W biosphere reserves. However, because of the size of the area, the complexity of the situation in the riparian areas (poverty, land shortages) and decision-making approaches that often ignore important stakeholders, a significant number of challenges remain to be tackled.

B-2.1 Conditions facilitating illegal activities and biodiversity loss clearly prevailing in certain parts of the complex. As indicated above, the Pendjari component of NPCMP and ECOPAS (the only significant ones that will be active beyond 2005) have been concentrating on the Pendjari and W biosphere reserves respectively. The Dosso and Tamou reserves, and the Giraffe range area in Niger, although part of the regional W biosphere reserve have so far received little support. As a result, routine tasks such as early fires (used for habitat and pasture management and to improve visibility) are not being conducted and surveillance patrols are inefficient because of poor roads; in addition, water availability is not managed, forcing vulnerable species to migrate to more favorable (but often more exposed) sites. Many reserves are not managed according to their legal status. For example, Arly is managed as a National Park but it is a Total Reserve; Pagou Tandangou (hunting area that is part of the Arly block) is managed as a protected area, whereas it is ordinary land. The Dosso Partial Reserve and the Tamou Total Reserve are similarly 'mismanaged.' There is clearly a need to build the institutional capacity necessary for appropriate management of these component sites and to support strategic investments that will promote sustainability.

B-2.2 Inadequate consultation and coordination among stakeholders increases the incentives for illegal activities: Dialogue and collaboration has been promoted in all three countries but some problems remain to be solved. First, because the established local or national consultation bodies are still to develop an adapted mechanism to fund their meetings, they are active only when project support is available. Second, the quality of community participation remains questionable, notably due to meeting setups that do not promote an equitable contribution from all stakeholders'. Thus, while their ancestral rights on PA land have been denied by the states, riparian populations continue to be regarded as ignorant or at best as actual or potential poachers. They are either left out or part of management bodies that meet only occasionally. The stated political will to involve the population in the management of protected areas remains scarcely visible on the ground; consequently a large ratio of riparian residents does not feel associated with the management mechanisms in place, which is an incentive for carrying illegal activities or not denouncing alien poachers.

B-2.3 Institutional arrangements for PAs are not conducive to financial sustainability: The creation of CENAGREF makes Benin the only country where the income generated by PAs may be used directly for PA management. This is not the case for Burkina Faso and Niger, where most of the income received by government agencies goes to the National Treasury. For this reason, the two countries have chosen to review their institutional setup for PA management to make the system more autonomous. This choice is made clear in Burkina Faso's PNGFAP. It is believed that the WAP system could benefit greatly from the proposed institutional reforms, as the performance of individual managers and PA of the complex would be made more visible, thus helping to promote excellence.

B-2.4 Riparian populations are deriving insignificant benefits from PAs. Little consideration is generally given to riparian residents by PA managers and the latter are generally unaware of their rights; this situation contributes to riparian populations receiving tiny shares (relative to the number of villages and residents) of the income generated by PAs. In Burkina Faso most of the income from the hunting zones goes to the private sector (73.3%) while the rest is shared by the national treasury (24.4%) and community organizations (2.3%). Pilot initiatives aimed at

empowering people and ensuring eco-development and environmental education have yielded satisfactory results, particularly for the AVIGREF in Benin, which has already gained substantial financial benefits from sport hunting (30% of the income generated). In Burkina Faso and Niger the benefits derived by the communities are still low and unequal from one reserve to the other. In many cases the communities do not have full authority on the income they receive, as signatures from foresters and administrative authorities are often required for any use of the funds. There is need to promote transparent negotiations on cost and benefit sharing, and to help establish mechanisms that will allow the communities to make their own decisions regarding the use of funds. The lessons learnt in Benin could be used to facilitate negotiations in the other countries.

B-2.5 Low intervention capacities of both private and public players in overseeing and sustainably optimizing revenues from the Complex: Many of the government agency staff members running the PAs comes from training institutions where the emphasis is more on law enforcement than on ecological considerations or on participatory methods. As for private concessionaires, they are generally former hunters with a good capacity to track and identify wild fauna but poor: (i) appreciation of the biology of most wildlife, and; (ii) marketing capacities. Many species (including the lion) are thus put at risk because of ignorance regarding their reproductive behavior.³⁶ While the riparian communities (particularly the landowners) often have good knowledge of wild species, they remain powerless when faced with crop raiding elephants. Building the capacity of the main stakeholders could help improve management efficiency (thus reduce costs) while promoting increased cooperation among stakeholders as well as increased income generation.

Sustainability element #3: Co-ordinated transboundary conservation efforts

69. **Overview of the Element.** Because of its size and of the diversity of its landscapes, the WAP Complex, taken together, represents an exceptional haven for wild animals:

- it provides food and water at all times for all animals, including during years of droughts, during which the survival of many species is due to the possibility of finding water in the Southern and North Eastern parts of the Complex, where permanent rivers such as the Niger, the Mekrou and exist.
- it provides the habitat diversity necessary for many migrating and large range animals
- it is a refuge against poaching and other illegal activities that may threat wildlife.

70. However, the WAP complex is facing important threats of a transboundary nature. The most critical are regional transhumance, the cross-border component of the poaching and the siltation/pollution of the surface waters. These threats cannot be addressed by individual PAs, or even sub-national PA blocks.

71. In addition to the impossibility of dealing with transboundary threats without transboundary co-operation, many other areas of PA management are less cost effective and less effective in protecting biodiversity, than they could be were a regional, transboundary approach to be applied. These include planning, data gathering and monitoring, marketing, etc.

³⁶ It has been shown that following the removal of a dominant male lion (i.e. by hunters), the incoming new dominant male will eliminate all the young (less than one year old) offspring from the previous male before starting to produce its own.

72. **Baseline Support.** The three countries are involved in conservation activities at a regional level that have relevance to the co-ordinated transboundary conservation efforts. These regional programs consist of:

- The Regional W Park Program (ECOPAS³⁷) “Conservation and Sound Use of Protected Areas Adjacent to Benin, Burkina Faso, and Niger and their Zones of Influence” is the most significant to the WAP area. Funded by the European Union, this Program is designed to control the degradation of natural resources and safeguard biodiversity. Specifically, the Program seeks to: 1) improve the protection and surveillance system for protected areas, 2) ensure sustainable resource use and have people support this concept, 3) bring into line national policies relative to the conservation and management of natural resources, 4) provide guidance for the long term functioning of ecosystems and the environmental impact of the Program’s actions.
- The regional project “Building Scientific and Technical Capacity for Effective Management and Sustainable Use of Dryland Biodiversity in West African Biosphere Reserves” is financed by GEF-UNESCO-MAB (2004-2007) and covers six biosphere reserves in Benin (Pendjari), Burkina Faso (Park W/Burkina and Bala hippopotamous pond), Côte d’Ivoire, Mali, Niger (“W”) and Senegal. The project purpose is to strengthen scientific and technical capacity for effective management of the biosphere reserves.
- The renewable Energy Program (E7) provides solar energy to the hotels and riparian population in order to reduce their pressure on the PA resources related to wood and charcoal collection. This program is funded by Electricité de France (EdF).³⁸

73. **Barriers related to emergence of sustainable transboundary co-ordination mechanisms within the WAP PA system.** Each sub-complex is currently being managed as a separate unit, despite the fact that the complex is a continuum. Past and present initiatives have always addressed only parts of the greater system. This lowers the impact of the different ad-hoc efforts towards the sustainable management of the PAs. As a result there is inconsistency in approaches and strategies. Although national actions for the protection of ecosystems of the complex are necessary and of interest to individual countries, they are not sufficient with respect to transnational or global issues of biodiversity conservation. The PDF-B of this project has provided an opportunity to initiate WAP Complex level coherence through the regional steering committee meetings, the regional meetings of all WAP park managers that are being organized by the US-funded project, the periodic meetings of managers of the Arly-Pama-Wamou sub complex with those of the Pendjari National Park co-sponsored by the US-funded project and the German-funded Pendjari project. The remaining outstanding gaps and barriers need to be addressed in order to help such initiatives achieve sustainability. These barriers include:

B-3.1 No formal agreement on sub-regional cooperation: There have been several ministerial meetings before and during the implementation of the ECOPAS program. However, the only signed documents translating the political will for transboundary cooperation into substance remains the Tapoa Declaration and the tripartite anti-poaching agreement. The first is a generic two-page document that indicates the desire for collaboration, and the scope of the second is limited to anti-poaching cooperation. There is no written agreement on the sub-regional character of the complex, on how it should be governed, or on the precise issues and themes for which collaboration should be established. Such an agreement is considered essential, as it is the only way to formally establish the WAP as a system in itself; it would also make possible policy and legislative decisions applicable only to that particular system.

³⁷ European Commission, 1998. Parks and Reserves Regional Program – funding proposal - Benin, Burkina Faso and Niger – Contract DEL/001/11/97.

³⁸ French electricity company

- B-3.2 Decisions-making processes regarding the entire WAP complex that ignore important stakeholders:* Major stakeholders such as the private sector and research centers and universities of the three countries have complained that while they interact with the Complex, they are not being associated in decision making for WAP at a regional level. The same is true for local populations and transhumant herders. This means that current development and management orientations reflect the view of the governments in the three countries, but not necessarily those of other stakeholders. This represents a lost opportunity to mobilize other stakeholders' interest and contribution to sustainability of the PA system.
- B-3.3 Component blocks of the system are developed and managed with somewhat diverging visions:* As stated above (see sustainability element #2), only the Pendjari block has both a development and management plan (PAG) and a business plan. The W block has started to test its new PAG in 2005. PAGs are being developed with different approaches to resource monitoring and exploitation and to stakeholder involvement. For this reason, there is a need to liaise all PAG to avoid contradictions among sections of the PA complex considering the fact that it is a continuum, and to better tackle the transboundary issues (transhumance, poaching, monitoring, research, shared resources use).
- B-3.4 Concerted planning still to be achieved:* Concerted planning is a reality at the level of the W Regional biosphere reserve thanks to the ECOPAS initiative, and the US funded Arly project has promoted collaboration between the Pendjari and the Arly blocks. Given that the Complex is a continuum, several issues (fauna surveys, anti-poaching surveillance) have to be handled in a coordinated manner at WAP Complex level.
- B-3.5 Communication gaps with stakeholders and the public at a regional level:* regional consultation bodies will allow stakeholders directly involved in the management of the PA system to participate in decision making. It is hoped that each individual represented in the governance bodies will be able to share information with the stakeholders that he represents. However this still leaves a great number of actors with potential influence on the Complex: River basin authorities, high ranking traditional leaders (who may be ruling some of the riparian villages in spite of living far from the complex (, decision makers at central and decentralized levels (including those involved in annual Government budget allocation), and the greater public. There is need to periodically communicate and consult with these other actors in order maintain their awareness on the programmes that are being conducted and the choices being made.
- B-3.6 Inconsistent and incomplete national legislations:* The relevant legislation of the different countries is not consistent, a fact which jeopardizes transboundary conservation efforts. Many species have a different status depending on the national regulations. For example, hippos can be hunted in Benin while they are protected in Burkina Faso. Commercial fishing is allowed in rivers in Burkina Faso but not in Benin and Niger. These inconsistencies provide an avenue for biodiversity loss, specifically of large mammals. Also, except for hunting and transhumance, for which institutions have been clearly set in place to manage related natural resources in the Complex, there are no specific regulations for other activities such as agriculture, handicraft, fishing, forest product exploitation, beekeeping, etc.
- B-3.7 Recurrent costs of PAs are met with difficulty and often depend on donor support:* The efficiency of conservation actions in the Complex remains dependent on the amount and regularity of financial support provided by development partners. Where financial support is significant, like in the W (ECOPAS) and Pendjari Parks (PCGPN), conservation is more effective. Conservation efforts, however, may be impeded by the poor state of adjacent segments. Activities in these segments are executed by park directors without the support of adequate staff, given the size of

the area. Central departments in charge of protected areas are unable to face all the recurrent costs induced by conservation activities. It is clear that the sustainability of the PAs will eventually depend on the existence of a funding mechanism relatively independent from external donors and on the ability of managers to keep costs under control. This is believed to be possible as the amount of income generated by the PAs has been increasing in all countries, and considering the fact that there is still much room for improving both management and income generation.

PART II: Strategy

Project Rationale

74. The situation analysis presented in Part I above constitutes the firm foundation upon which the present project intervention has been constructed. The central conclusions that follow from this analysis may be summarized as follows:

- (i) That WAP is an area of outstanding biodiversity significance based on the following factors:
 - WAP is the largest and most important continuum of terrestrial, semi-aquatic and aquatic ecosystems in the West African savannah belt;
 - It is the most significant range area for elephant conservation in the entire West African subregion;
 - It is the most viable natural refuge available to most of the vulnerable and/or threatened animal species in Benin, Burkina Faso and Niger;
 - It is endowed with a significant network of wetlands linked to the large hydrographical network described and that serves as the habitat of aquatic and water dependent plant and animal species, including migratory birds.
- (ii) That globally significant biodiversity within WAP is threatened by various factors, including agricultural encroachment, uncontrolled transhumance, poaching, uncontrolled bushfires, siltation and pollution of surface waters, climate change and variability, and unsustainable harvesting of NTFPs, timber and fish.
- (iii) That *BD-1, Catalyzing sustainability of the protected area system*, provides a cost-effective framework within which the GEF could help to address these threats;
- (iv) That GEF support should concentrate at the level of the WAP PA System, which covers the geographic area known as the WAP Complex.
- (v) That the sustainability of the WAP PA System depends on three interdependent elements:
 - Supportive communities within buffer and transition zones
 - Effective and linked PAs at sub-national level within the WAP complex
 - Coordinated WAP PA-system wide conservation efforts

That the above elements, while currently partially effective in supporting the conservation of WAP biodiversity, are facing numerous barriers preventing them, and the system as a whole, from operating effectively and sustainably.

That incremental support from GEF to address these barriers and thereby catalyze sustainability of the System should constitute the guiding principle underlying the present project.

Policy Conformity and Consistency with GEF Operational Strategy, Focal Area(s), Operational Program, and Strategic Priority

75. The project represents an important contribution to the aims and objectives of the Convention on Biological Diversity. It constitutes an important step in implementing the interest expressed by the Conference of Parties to catalyze sustainability in the PA systems.

76. **The project relates to GEF priorities as follows:**

- **GEF operational strategy:** The main strategic considerations guiding GEF-financed activities to secure global biodiversity benefits are: (a) integration of the conservation and sustainable use of biodiversity within national and, as appropriate, sub-regional and regional sustainable development plans and policies; (b) helping to protect and sustainably manage ecosystems through targeted and cost-effective interventions; (c) integration of efforts to achieve global benefits in other focal areas, where feasible, and in the cross-sectoral area of land degradation, primarily desertification and deforestation; (d) development of a portfolio that encompasses representative ecosystems of global biodiversity significance; and (e) that GEF activities will be targeted and designed to help recipient countries achieve agreed biodiversity objectives in strategic and cost-effective ways.
- **Operational Programs:** The project will help to implement OP1 for Arid and Semi-arid Zone Ecosystems. The project's emphasis on strengthening protected area management and on demonstrating the integration of biodiversity conservation criteria into land use management within the surrounding productive landscape – is consistent with the objectives of Operational Program 1, Arid and Semi-Arid Ecosystems. The project follows an ecosystem approach based on identification of the driving forces controlling the status and trends of biodiversity in the project area. It incorporates the main OP objectives of conservation and sustainable use, works within areas of priority national interest and emphasizes the importance of replication. Outputs reflect those called for in the OP, including: improved PA management; removal or mitigation of key threats by addressing their underlying causes; integration of biodiversity within sector policy; enhancement of sustainable use, and; institutional strengthening.
- **Strategic priority I: Catalyzing the sustainability of protected areas systems:** The project has been carefully designed to conform with the objectives of GEF Strategic Priority I, which is “to catalyze the sustainability of protected areas systems.” It has done so by carefully defining the WAP PA system as the target system and by putting the sustainability of this system at the core of the project's logic.

77. The project is in line with the objectives of the Convention on Biological Diversity (CBD) and various decisions of the Conference of Parties (COP), as follows:

- It is designed to directly contribute to the significant reduction of the current rate of biodiversity loss in the three countries, to poverty alleviation around the WAP PA system and to equitable benefit sharing among the different stakeholders. It fully complies with the 16 goals defined within the Program of Work on Protected Areas and the Strategic Plan for the Convention on Biological Diversity, adopted during the Seventh Ordinary Meeting of the Conference of Parties (COP 7, Decision VI/26), which was held during February 2004 in Kuala Lumpur. From this perspective, participatory approaches will be utilized in order to ensure the full participation of the local population in decision making regarding WAP PA system management.

- It will adopt the ecosystem approach at the PA system level, in line with COP Decision VII/11, which will include a set of actions and enabling activities (capacity building, public awareness raising, incentives, policy-institutional-socioeconomic enabling environment and communication/education) for effective co-management (see COP Decisions VII/28).
- In addition to supporting regional cooperation aimed at promoting effective synergies with goals of sustainable land use (COP Decision VII/12), project outputs will contribute to CDB and CCD objectives in this area (see COP Decision VII/26).
- The implementation of required monitoring & evaluation tools (HEWA, IUCN/WWF tracking tool) will enable adaptive management and wide diffusion of knowledge and best practices to help the assessment of progress towards 2010 targets (Decision VII/30).

Project Goal, Objective, Outcomes and Outputs/activities

78. The **project goal** is the long term conservation and sustainable use of biodiversity within the W, Arly, and Pendjari (WAP) Parks Complex

79. The **project objective** is that prospects for long-term biodiversity conservation of the WAP Complex have been substantially enhanced according to significant and measurable improvements in key indicators of PA system sustainability.³⁹

80. The project outcomes and outputs are described below. It should be noted that each output is specifically designed to address a barrier identified in PART I: Situation Analysis.⁴⁰

Outcome 1: Supportive communities to sustainable Protected Areas management emerged around the WAP complex (GEF \$ 2,013,232; Co-financing \$ 9,645,520)

81. Contradictions between park management systems and riparian agro-system management modes were highlighted in the Situation Analysis section above. The quest for new agricultural lands is driving both natives and migrants towards border spaces and even inside parks. This increases the damage caused to crops by wild fauna species (elephants notably) and spoils the relationship between park managers and riparian populations. The needs of transhumant cattle (water points, rest areas, migration corridors) remain essentially unaddressed, leading to damage in crop fields, inter-community conflicts and pastoral encroachment in protected areas. As described, the increasing use of chemicals and pesticides for cotton growing contributes to polluting waters and affects biodiversity, notably micro-fauna, birds and fish species.

82. Addressing these threats requires concerted planning with development programs active around the WAP area and close linkages with local governing bodies. However, as noted, in each country there are several local institutions (e.g., CVD, AVIGREF and Rural communes in Benin), often with overlapping roles and mandates.

83. GEF funding will be used to help control some of the factors that are at the origin of anthropogenic pressure on the PAs. To achieve this in an efficient manner, the programme will establish partnership and dialogue with relevant development programmes in the three countries. The goals of these partnerships are to: (i) improve synergy among initiatives, (ii) clarify the institutional environment by identifying the local institutions most relevant⁴¹ for collaboration with conservation initiatives, (iii)

³⁹ Specific indicators of socio-economic, financial, ecological and political sustainability are found in the Logframe Matrix.

⁴⁰ Section IV, Part V (p. 60) presents matrices showing these relationships for each output / barrier combination.

⁴¹ Taking into consideration official laws and mandates.

promote inter-community dialogue, (iv) strengthen participatory integrated development planning, and (v) help find income generating activities that are more biodiversity friendly than typical industrial cotton production methods or space-consuming low input agriculture.

84. GEF funding will be used to improve coordination among initiatives in general and to mainstream biodiversity-friendly principles in development processes around the complex. Outcome 1 consists of five outputs.

Output 1.1 Improved coherence between local development and conservation-oriented initiatives achieved in buffer and transition areas of the complex

85. Mechanisms allowing concerted planning between conservation and development-oriented initiatives will be reinforced (when they exist⁴²) or implemented in all provinces surrounding the WAP Complex. These mechanisms will be used to engage key partners (local development projects, conservation-oriented projects, public services) in several ways:

- A semi-annual workshop that will allow concerted planning, minimize contradictions and promote synergy.
- Developing a common understanding of integrated sustainable development (to include the definition of guidelines for implementation of an ecosystem approach in the WAP complex and its zones of influence).
- Identifying and collaboratively promoting production alternatives that are friendly to biodiversity and protected areas; the production systems to be promoted include livestock systems that are less dependent on resources outside community lands, pesticide-free cotton, and other cash crops
- Developing a common understanding of the roles and responsibilities of each of the four types of local institutions (village governing bodies such as the CVD, village wildlife association such as the AVIGREF, rural communes⁴³ and women's' associations) found in the riparian areas; when necessary the rights, composition, roles and responsibilities of these and other local institutions will be revisited with a view to eliminate overlaps and other contradictions in roles.
- Adopting compatible approaches to partnership with these local institutions.

86. For any commodity to be able to compete with industrial cotton, the promotion efforts need to be at least as aggressive as those used by the cotton companies; farmers will require technical information, loans, improved seeds, and reliable markets. It should be noted, however, that the Ministers in charge of agriculture in the three countries have already expressed political support to initiatives promoting alternatives to cotton; additionally during the December 2004 Orientation Council Meeting, the three ministers in charge of PA in the three countries specifically asked all stakeholders to help find alternatives to cotton. Thus reflections are already underway on pesticide-free cotton and other alternatives. The programme will work with relevant government services and the interested private sector⁴⁴ to provide support to this process through appropriate studies (eligible commodity identification, feasibility and market studies). Once identified, all partners involved will have to collaboratively promote the alternative systems or commodities through information campaigns, appropriate extension, provision of improved seeds, loan facilitation and other incentives.

⁴² In Burkina Faso the government encourages the creation of a Provincial Technical Consultation Body (Cadre de Concertation Technique Provinciale – CCTP) in each province, that regroups all initiatives and government services; most CCTP however remain a theoretical concept as meetings are so far circumstantial if not project dependent.

⁴³ Examples taken in Benin

⁴⁴ Potentially interested are processors and exporters of agricultural products (sesame, shea butter, cashew nuts, etc.)

87. In its attempt to clarify the institutional environment, the programme will seek the help of consultants as well as competent government agencies such as those in charge of protected areas, agriculture, livestock and the decentralization process. Each local institution will then be encouraged and supported to play a role compatible with its official mandate. Furthermore, the Project will encourage the riparian partners to develop communications and links among themselves in order to move towards sub-regional federations (e.g., of riparian communes, riparian specialized village associations, etc.).

88. With regard to partnership building, specific attention will be paid to legislative and institutional aspects to ensure equitable commitments and to define operational cost sharing mechanisms. As pointed out before, consultation mechanisms exist but costs are not shared, as meetings are generally sponsored by one single initiative. To improve on that, meetings will now follow agendas that are set in a participatory manner to allow all stakeholders to raise specific issues of interest to them. Each participant to meetings will also have to support the cost of his/her participation; this will effectively result in the consultation bodies being cofinanced by relevant stakeholders. The project will also draft a monitoring and evaluation system to ensure appropriate implementation of the different recommendations agreed by the stakeholders during the planning sessions.

89. In partnership with local development programs, this initiative will also help improve consistency between PA management and community development plans. The programme will promote the drafting and implementation of biodiversity-friendly integrated development and management plans (IDMP) in riparian lands. First a set of guidelines will be drafted by contracted specialists following consultation with key actors; second, the guidelines will be validated by national and regional technical bodies to ensure appropriation and commitment from all categories of stakeholders. Then training and information sessions will be organized with relevant stakeholders (project leaders, representatives of the riparian communes, cotton companies, NGOs, private actors, etc.) to enable the appropriation of these guidelines. Following that, the drafting of IDMPs will be promoted within selected communes and provinces in the riparian areas and with financial and technical cooperation of participating programmes and communities. A set of criteria will be defined eventually and the best practices regarding biodiversity conservation will be publicly recognized each year. The most targeted locations will be the interfaces between surface waters and cotton production, livestock-wild fauna, village territories-buffer zones.

Output 1.2 Land use planning effective at all territorial levels around the Complex

90. Based on the consultative frameworks built in output 1, the project will provide financial and technical support to conduct participatory land evaluations in all riparian provinces; the idea is to better identify the capacity of each community land and resource unit before deciding how and when the particular piece is to be used. The project will specifically facilitate the elaboration of appropriate TORs, contract planning experts and facilitate the validation workshops. The planning experts will train core actors to enable the subsequent expansion of the process to all the departments and provinces surrounding the complex. Collaboration from development initiatives (notably PNGT III, PAMRAD and ADELE) will be sought so that the village level micro-plans may be up-dated when necessary. Support will also be provided to enable technical consultation bodies to undertake similar processes at the provincial level, in each country. Specific attention will be paid to the participation of women and pastoralists in all processes, to ensure equitable access by all groups.

Output 1.3: Conflict prevention mechanisms adopted by stakeholders at the commune and province level in each country

91. GEF funding will enable the reinforcement of consultations among different stakeholders at local, national and regional level. The successful experience of the inter-community agreements approach for conflict prevention and management – examples are available in the Sahel and South Western regions of

Burkina Faso – will be adapted for replication. For this purpose, study trips will be organized to allow interested institutions to learn from communities implementing such agreements. The agreements will be promoted specifically for the management of shared interest sites (sites of pastoral interest, water points, etc.). In this perspective, an inventory of the sites concerned will be conducted in each country, the access rules defined and mechanisms for conflict prevention and management put in place. An environmental law expert will be contracted to assist the communities in drafting such agreements (in both local and French language) and to advise them on the necessary steps to be followed for official validation. These actions are expected to enable improved co-existence between agriculture and conservation, human and wild fauna, as well as less conflicting inter-community relationships. This output is to be supported by co-financing from the US-funded Collaborative Management of Biodiversity in Eastern Burkina Faso (CMB) project and the ECOPAS-EU program.

Output 1.4: Biodiversity-friendly small businesses promoted

92. With output 1.1, the types of partnerships to be established with the riparian communes (or the village organizations that currently serve as village government) on the one hand and specialized village associations on the other will have been identified. Communities will also be empowered, through participatory training in local languages and study tours to well identified sites, to engage in such income-generating activities as cultural tourism, small game hunting, processing and commercialization of non-timber forest products, and wild fauna rearing.⁴⁵ Potential trainers include foresters (management of village hunting area), private concessionaries (management of village hunting area), selected women organizations (NTFP processing) and specialized consultants.

93. After achieving better coordination with other interventions (Output 1.1) and as proposed by consultations conducted during the preparatory phase,⁴⁶ the project will liaise with participating initiatives (including ADELE, PNGT III⁴⁷, PROGEREF and CMB in Burkina Faso and PAMRAD in Benin) already involved in rural small business development to organize a basket funding mechanism for biodiversity-friendly small businesses. Participating projects will jointly agree on the operating mechanism for the pooled funds, as well as on the mechanism to eventually capitalize the fund to make the system sustainable.

94. GEF funds totalling approximately USD 200,000 will be provided to this mechanism to be disbursed as small grants. The fund will support projects promoting the sustainable use of biodiversity (i.e. village hunting areas development and promotion, processing and commercialization of eligible NTFPs), directly contributing to reduce pressure on PA (such as construction of water points accessible to transhumant cattle) or indirectly (such projects promoting cash crops alternatives to industrial cotton). Technical committees at national and regional levels will be put in place to screen the proposed micro-projects. The support will be in the form of small grants for projects submitted by individuals and in the form of co-financing⁴⁸ grants for projects interesting the entire community in a given riparian area.

95. This Output will particularly empower women, as they are more involved in NTFP harvesting and processing than men. The production of shea butter from *Vittelaria paradoxa* fruits, or of

⁴⁵ These activities were identified and preliminarily assessed during the PDF-B Phase (see above, para. 63, bullet point B-1.4).

⁴⁶ Jean-Philippe WAAUB, 2004. Identification d'un fonds régional de financement des initiatives régionales, communautaires et privées de conservation de la biodiversité. Université du Québec à Montréal – Groupe d'Etudes Interdisciplinaires en Géographie et Environnement Régional (GEIGER) /UICN Burkina Faso. 70 pages.

⁴⁷ In Burkina Faso, PNGT II (or CBRDP II) had set aside specific amounts to support development activities at village (USD 9,100 for the first 1000 inhabitants plus USD 550 per person for additional inhabitants) and provincial levels (USD 640,000 per province). **With the recent approval of phase III, PNGT is also expected to make similar commitments.**

⁴⁸ The word "cofinancing" is used in the GEF sense as financing that is required to achieve the project objective. This is not co-mingled financing in UNDP terms but is separate and "parallel" to UNDP controlled financing

“soubbala⁴⁹” from *Parkia biglobosa* seeds, the extraction of certain products high value-added such as *Balanites aegyptiaca* seed oil or baobab tree leaves (used for cooking) are all traditional activities of women. In addition to promoting sustainable and more productive harvesting, preservation and processing technologies, the project will empower women groups to help them organize more profitable marketing channels.

Output 1.5: An environmental education and communication (EEC) program helps to promote positive change in attitudes and behavior towards the WAP PA system

96. GEF funds will be used to improve public perception in general and the perception of riparian populations in particular on the importance of the WAP Complex. To achieve this, the Project will update and implement the regional information-education-communication (IEC) plan defined in the PDF-B phase, targeting mostly youth and women (main users of plant forest resources), but also the remaining segments of the population around the Complex. Efforts will be made to include traditional knowledge from traditional hunters and healers and land chiefs as well as from the pastoralists⁵⁰ in the training modules. GEF support under Output 1.5 will complement efforts being undertaken by ECOPAS in communities riparian to park W and the Pendjari Project in its area of concentration.

Co-financing of outcome 1

97. CBRD3, PICOFA and other ongoing initiatives will participate in the planned processes by (i) conducting their own activities as planned (related to land restoration, community-based organizations capacity building, micro-credits for income generating activities promotion), (ii) allowing time and resources for joint planning with other stakeholders, (iii) co-financing eligible studies and processes and (iv) providing financial, human and logistical resources as possible to allow the implementation of agreed upon recommendations and plans (including integrated development and management plans).

Outcome 2: Protected Areas are effectively managed and linked at national level (GEF \$ 833,460; Co-financing \$ 3,300,000)

98. In each country, GEF funds will provide support to the institutions in charge of protected areas (CENAGREF in Burkina Faso, DGCN in Burkina Faso, DFPP in Niger) to strengthen protected area management systems within the WAP area. This will include, *inter alia*, support for: the preparation of PA development and management plans; regularizing the management status of several areas; strengthening stakeholder consultation mechanisms; policy reviews and implementation support related to sustainable financing, and; capacity building for public and private park managers and community groups. The outcome consists of five outputs described below.

Output 2.1: All component reserves of the WAP complex developed and managed in a sustainable manner

⁴⁹ Soubbala is a traditional spice known to most ethnic groups in the sub region. It goes into virtually every dish. Seeds are boiled for a long time and then left to ferment for a few days.

⁵⁰ Land chiefs and traditional hunters and pastoralists have considerable knowledge of ecosystems and wild life for historical and cultural reasons. Pastoralists particularly have a great knowledge of the location and value of pastoral resources, sometimes including in places that are more than 500 km of their home village; they also are very knowledgeable of animal behavior, notably elephants and other large herbivores that are often found to browse next to domestic animals in many parts of West Africa.

99. The WAP complex consists of three PA sub-systems or block: the trinational W Parks (Benin, Burkina Faso, Niger), the national Park of Pendjari (Benin) and the (soon to be) national Park of Arly. Each Parks system includes normally a core area, buffer zones (fauna reserves) and transition area, according to the principle of UNESCO-MAB zoning. As stated earlier, effective management of each park rests on at least two operational tools: Development and Management Plan (PAG) and business plan (BP). Of the three blocks, two (W Benin and Pendjari) have operational PAG and one (Pendjari Park) has an operational business plan. Implementation of the recently drafted (2004) PAG of park W is being conducted with the support of the regional EU Programme (W/ECOPAS). The PAG and BP of the Pendjari are all effectively implemented with support from the Pendjari project. GEF funding will therefore support the regularization of the status of areas that are currently “mismanaged” (Pagou-tandougou, Dosso, Tamou) and the finalization and implementation of the PAG of the Arly block, the Dosso and Tamou reserves and the Giraffe area. It will also promote the drafting and implementation of business plans for several areas lacking them.

Output 2.2: Perennial consultation and management organs/bodies which involve resident communities, transhumant pastoralists, women’s groups and the private sector in each country

100. The mandate and composition of the national committees will be revised based on the lessons learnt from the PDF-B phase, ensuring the participation of all the categories of stakeholders: administration in charge of protected areas, local communities, transhumants, projects and programmes, NGOs, universities and research centers, private concessionaires and tourism offices. Currently the participation of the pastoralists is not satisfactory despite the fact that transhumance is among the most important threat to the globally significant biodiversity of the complex. At the parks level, the project will facilitate the development of co-management approaches, implying the participation of all the key actors in decision-making regarding parks management. Thus, the composition of the administrative council of each park will be revisited to ensure participation from all actors, including women and pastoralists. GEF funds will support the consultations and participate in the cost of committee meetings and of the preparation of background documents for the issues to be discussed at the meetings. Each institution is eventually expected to support the participation of its representatives, in order promote co financing and sustainability.

Output 2.3: The institutional framework for PA management of each country reviewed and updated

101. GEF funding will provide support to the on-going reflections in every country on how to strengthen the national policy, legal and regulatory frameworks with expected positive effects for the WAP area and other protected areas in the three countries as well. In the case of Benin, the idea will be to learn lessons from the gaps in the functioning of the CENAGREF in particular, in order to arrive at options which will insure better implementation of the country Program while being more sustainable. Concerning Burkina Faso and Niger, which show great interest in making protected area management self-reliant, using the CENAGREF case as a reference, policy reviews will be undertaken to design solutions that are pertinent and sustainable. With the increase in the income for the private sector, increase and diversification of development activities implemented by the populations, significant increases in the income generated from conservation should be observed. With the proposed PA system reform, PAs in all three countries will be able to retain a significant share of the income generated from ecotourism and sport hunting to cover the recurrent costs of PA management. More practically, following the reforms, government agencies in charge of PAs will be able to use the money that normally goes to the National treasury for park development and management, communities will use part of the income they receive to help protect the parks, and the private concessionaires will have the obligation to invest a significant part of their profits in park development and management. To some extent this is already the case in Benin with the CENAGREF and the AVIGREF/Pendjari. In Burkina and Benin the Concessionaires are

currently contributing to park development and management, but there is no system for monitoring the amounts reinvested in the PAs. Output 2.3 is to be jointly funded by this initiative, the Pendjari project and the ECOPAS/EU program, and will also receive support from PAGEN/Burkina.

Output 2.4: A mechanism for equitable sharing of costs and benefits is negotiated and implemented among the major stakeholders (private sector, communities, States) in each country

102. GEF funding will support the analysis of constraints and opportunities related to the different stakeholders in each country and the organization/facilitation of negotiation workshops. Communities will be empowered to enable them to actively participate in PA management, including the negotiation of more equitable benefit sharing schemes. GEF funds will be used for initial studies to be conducted by local consultants and for stakeholder meetings and workshops. Currently, community organizations have little influence over the relative share of income they receive (30% for the AVIGREF and 70% for CENAGREF in Benin on one hand; 2.3% for the CVGF, 24.4% for the treasury and 73.3% for the concessionaires in Burkina Faso on the other hand); governments decide on their share and that of the communities, but have little control on the amount the private sector makes. At the end of this program, the distribution chart in each country will have been defined by all stakeholders including women and pastoralists in a transparent manner. Each government will have to help support the costs of the consultations and negotiations that will help achieve this output.

Output 2.5: The capacity of the private and public sectors to effectively promote biodiversity conservation within the WAP Complex significantly improved in each country

103. Within each country, GEF funds will support capacity building efforts of the people and organizations responsible for protected areas in order to improve management effectiveness in the WAP area. Capacity building of public and private park managers and of community organizations will be promoted through training workshops, dissemination of audio-visual tools and study trips. Training modules and themes are to be confirmed by potential trainees, but the following themes are foreseen:

- Foresters and interested concessionaires: biology (feeding and reproductive behavior notably) of vulnerable species such as the lion, the cheetah and the hunting dog, population dynamics for selected species, ecological monitoring, etc.
- Community organizations: development and management of village hunting area, prevention and control of crop raiding elephants, etc.
- Women organizations: general knowledge of wild animals, prevention and control of crop raiding elephants, etc.

104. To conduct this training, the program will use community members for their environmental wisdom (land chiefs, traditional hunters, pastoralists), available specialists from its implementation team, from collaborating projects (ECOPAS/EU, Pendjari project, PAGEN/GEF), as well as from specialized institutions. Cofinancing and associate financing here will therefore be essentially in the form of technical assistance.

Co-financing of outcome 2

105. It is understood that ECOPAS/EU will continue to support the implementation of the existing PAG of Park W, while the Pendjari project will continue the implementation of the PAG and business plan of the Pendjari biosphere reserve. Additionally all ongoing projects are to contribute to research, capacity building and environmental education by: (i) accepting to collaboratively plan for these activities, (ii), subsequently conducting the activities in the geographic areas they cover, and (iii)

systematically sharing data and methodologies. Each initiative is also to finance the participation of the supported parks in consultations, studies and negotiations proposed during the course of this programme.

Outcome 3: A sustainable regional level co-ordination mechanism within the WAP PA system is effective (GEF: US\$ 1,399,941; Co-financing: US\$ 7,969,000)

106. This outcome deals with regional-level issues. While the size of the tri-national WAP area is an asset promoting sustainability, the situation analysis has revealed many inconsistencies among countries and among PA blocks; these include differences in management systems (i.e. species monitoring systems, anti poaching strategies), and in species exploitation regimes (severity of hunting quota definition, level of protection of important species such as the lion, and the hippo, etc.). Regional consultation mechanisms have been promoted by the ECOPAS/EU program but these do not involve the leading managers of the Arly and Pendjari blocks. The result is that much of the data collected on species is either incomplete or simply not reliable because of animals migrating between different sections of the complex; in addition, data sharing between blocks remains limited. An animal that has been successfully protected in one section may be subject to poaching after it migrates to other sections of the complex.

107. To move away from this situation the proposed initiative will help to define a coherent **long term vision** of the WAP PA system; this vision deal with PA development and management, sustainable use of resources, funding mechanisms and the relationship with the riparian communities. In order to implement the identified vision, a sustainable **regional governance system** that takes into consideration all stakeholders will be put in place; this governance system will facilitate the translation of the long-term vision into a general master plan for the complex and **regional** periodic **action plans** to be implemented by all parties in a coordinated manner.

108. The outputs proposed for this outcome are the following:

Output 3.1: An MoU materializing the will of the three countries to collaboratively manage the Complex

109. The three countries have already expressed their will to collaboratively manage the Complex, notably through the Tapoa declaration. The project will build on this declaration and use the lessons learnt from the consultation mechanisms put in place both by the ECOPAS/EU initiative and by the PDF-B phase of this project, as well as from the tripartite anti-poaching agreement that has been implemented for several years. The three countries will then formally engage themselves in favor of collaborative management through a signed MoU. The MoU will provide a guiding framework for regional dialogue and for coherence with regard to management approaches, exploitation regimes and all relevant policy, legislative and regulatory instruments. It will also guide reform processes to be undertaken at a national level in each country in order to make policy and legal tools more compatible.

Output 3.2: Regional bodies providing supervision and orientation for decisions regarding the WAP complex

110. Drawing lessons from the successes and failures of past practices, this initiative will promote regional dialogue through regional bodies and mechanisms already in place or to be established. Hence the following is envisioned:

- To expand the mandate of the *Orientation Committee* (a body involving the ministers in charge of environment) already in place within the framework of the ECOPAS/EU Programme, so as to cover the whole of the issues that relate to conservation and value enhancement and that are common to the three countries.

- A *Regional Technical Body* (RTB), a kind of “Regional Steering Committee”, with the authority to review and approve annual plans and budgets as well as progress reports. The following institutions are to be represented in the RTB: the national PA supervisory administrations (i.e. the top officers for CENAGREF/Benin, DFPP/Niger and DGCN/Burkina Faso), the Director of each block of the WAP Complex, the riparian communities, transhumant cattle breeders, the private sector, the national research systems, WAEMU and important donors. The participation of women from the above stakeholder groups will be particularly encouraged through information campaigns and other appropriate methods.

Output 3.3: An operational master plan for the entire complex

111. As pointed out in the situation analysis, only parts of the Complex have operational Development and Management Plans (PAG), and these are not always coherent among them. To (i) reconcile existing PAGs among themselves and provide orientation for new PAGs, (ii) translate the regional MoU into practical terms, and (iii) promote coherence between riparian area development and PA development, a master plan will be developed for the entire complex. This plan will confirm the regional vision and identify the steps to be taken for long-term ecological as well as socio-economic, sustainability of the PA system. It will provide guidelines for the drafting and implementation of PAG and of concerted sub-regional plans on transboundary issues (in the areas of anti-poaching, research and ecological monitoring, transhumance, etc.) that are to be approved by the RTB. It will also identify the steps to be taken to promote the Complex at an international level. This includes the registration of protected areas on international lists (UNESCO, Ramsar, etc.) in support to efforts undertaken by the countries either individually or under the ECOPAS/EU Programme.

Output 3.4: Concerted planning and management among the 3 blocks achieved at the regional level

112. Transboundary issues requiring concerted action include poaching control, research, socioeconomic and ecological impact monitoring, and transhumance. To tackle these issues, the directors of the PA blocks that make up the Complex will meet once a year to draft periodic regional action plans to be approved by the RTB. These directors will also be in charge of implementation of the approved plans and will report back to the RTB at the end of each year in order to allow progress monitoring.

Output 3.5 A mechanism promoting communication and information sharing among stakeholders operational at the regional level

113. A *forum for actors* enabling all stakeholders (governors of region and riparian communities, local conservation and/or development organizations including women and pastoral organizations, private operators, decentralized administrations of relevant government services, NGOs), to follow the implementation of the programme will be set up. The forum has a consultative role, but it is mostly a body for information dissemination and direct exchange of views among all stakeholders. It will also make it possible to reach public opinion in the respective countries through adequate media coverage of every meeting. The forum is expected to play an increasingly important role as decentralization processes advance in the three countries.

Output 3.6 A concerted and up-dated legislation enabling coherent management and sustainable use of the complex

114. There are two ways to make legislation and regulations applicable in the complex compatible across country and across subsections. The first is to review and update relevant laws and regulations in all three countries; this option will be promoted in outcome 2. The second option is to consider the WAP complex as a regional entity requiring specific management tools (i.e. that might not be applicable

elsewhere but in the WAP PA system). This option will be explored for specific issues to be identified by the RTB with the help of well identified specialists, based on the MoU and the directions provided by the Master plan.

Output 3.7: A plan to promote sustainable funding of PA development & management is designed and implemented

115. PAs are currently financed by many stakeholders. Governments provide the necessary funds to pay for the salaries and operational costs of foresters and wildlife agents located in and around the PAs. International donors contribute through agreed upon government or NGO conservation projects that provide human resources, technical assistance and financial resources (for equipment, infrastructure construction and day-to-day operations). In Benin and Burkina Faso, the private sector provides money for park development and management as well as for marketing. The riparian communities contribute in kind by donating part of their ancestral territories for conservation, by providing village guides and rangers, and in cash (in Benin only) by contributing to the salaries of the latter.

116. However the situation analysis has shown that the contribution of governments is generally too low to cover the recurrent costs of PA maintenance; the support provided by donors is essentially strategic, as it is time bound and designed to provide PAs with adapted equipment and infrastructure and to help build the institutional capacity that is necessary for PA sustainability. While the private sector makes money from PAs, i.e., from hunters and sightseers, it is reluctant to invest important sums of money as the concession contracts are time bound (10 years in Burkina Faso and five in Benin).

117. The first prerequisite to sustainable funding is to determine the current baseline situation more precisely. A study will be undertaken to closely estimate direct and indirect costs of PA management as well as actual contributions from government budget allocations, donors, communities, concessionaires and other private stakeholders. Factors (incentives, taxes, policy reforms) that affect both management costs and contributions from the stakeholders will also be analyzed.

118. Studies conducted during the PDF-B phase have identified the following additional steps to build financial sustainability for the WAP complex:

- Identify and implement more cost effective management approaches in the PAs. Drafting and implementation of PAGs (output 2.1) will provide a good opportunity to achieve this; by helping to identify persistent degradation factors, improved monitoring (output 4.1 & 4.5) will also provide useful information for more effective management decisions; finally capacity building (output 2.5) will also help.
- Promote policy reforms that will allow the income generated by the PA complex to return to the PAs in Niger and Burkina Faso, as is already the case in Benin with the CENAGREF. This is to be taken care of in output 2.3. Policy reforms may also be used to remove fiscal barriers or promote positive incentives that will encourage private investments into PA management.
- Accelerate the process towards private sector involvement in PA management in Niger.⁵¹ Output 2.3 will help in this regard.
- Reduce incentives for corruption in the sector; this is to be promoted through output 2.3; the participation of communities and other stakeholders in governing bodies (output 2.2) will also be a factor promoting transparency.
- Help build the capacity of the private sector for improved quality of services and more effective marketing (output 2.5).

⁵¹ Niger is working on the issue but to date there is no PA that is managed by the private sector.

- Negotiate concession terms with the private sector that will: (i) favor more significant financial commitment on the part of concessionaires and (ii) allow effective monitoring of the funds actually invested in the managed PA. The activities proposed to achieve output 2.3 & 2.4 will contribute to this.

119. Based on the above results, a regional funding mechanism for activities to conserve biodiversity and manage the resources of the complex will also be put in place. The fund is to be placed in a sub-regional banking institution like the West African Development Bank (BOAD), and its secretariat would first be attached to the Regional Coordination of the Program. This fund would notably enable the funding of community-based activities for the management of natural resources in general and of biodiversity in particular (see output 1.4).

Finally, a system will be established to closely monitor both the management costs and the amounts and nature of funds (origin, amount, and utilization) invested in PA development and management in order to document compliance with agreed upon mechanisms and progress being made towards financial sustainability.

Output 3.8: A shared geo-referenced database

120. The RTB of W and the Biosphere Reserve of the Pendjari already have geo-referenced data bases that are compatible among them and are of acceptable quality. The Program will first support the required adaptations in these two data bases in order to facilitate the planned networking; it will then support the setting-up of a geo-referenced data base in the Arly area, which should be compatible with those of the two other entities.

Co-financing of outcome 3

121. The ECOPAS/EU program already having budgeted funds for OC meetings. GEF support will fund the participation of new participants to the OC (notably park directors from the Pendjari Biosphere reserve and the Arly block). Additionally the ECOPAS/EU and the Pendjari projects will each support the participation of stakeholders from their geographic areas to regional consultations (RSC and Forum of actors) and workshops. Background documents regarding regional issues (transhumance, poaching, etc.) will be prepared jointly by all participating initiatives.

Outcome 4: Learning, feedback and adaptive management are ensured (GEF US\$ 908,108)

In line with new GEF procedures that require management costs to be distinguished from other project costs, this outcome in the budget has now been split into two, as follows: “*Outcome 4: Monitoring, learning, adaptive feedback and evaluation are ensured*” and “*Project's Own Operational Management*”. During the inception workshop, the logframe and the description of outputs will be revised accordingly.

122. The Outputs needed to achieve this Outcome are:

Output 4.1: Adaptive management

123. Adaptive project management will be based on the following elements:

- A monitoring system for biodiversity and social impact measurement, to be implemented by the project team, including integration and analysis of PA and landscape level monitoring data and

links to impact indicators found in the project's logframe matrix (see SECTION II; PART II: Logical Framework Analysis);

- A rigorous programme of project evaluation, including mid-term and final evaluations, and;
- A system for generating lessons learned based, *inter alia*, on findings of above monitoring system.

Output 4.2: Dissemination of lessons learned

124. This output will depend on three types of initiatives, each designed to ensure dissemination of lessons learned and eventual replication (see also section on replication below):

- Lesson sharing with other shared ecosystems through workshops and study trips. Negotiations are underway between several countries concerning collaborative management of shared ecosystems: such as between Burkina Faso and Ghana on the White Volta elephant corridor, between Burkina Faso and Mali on the Gourma elephant population, or between Burkina Faso and Cote d'Ivoire on the higher Comoe ecosystem. Provisions are made in the budget to allow project agents and significant stakeholders from this initiative to share their experiences with other transboundary stakeholders. To achieve this, selected project stakeholders from the WAP will attend relevant training workshops and transboundary negotiations in the sub region, while actors from other transboundary ecosystems will visit the Complex and participate in selected workshops and processes conducted by this initiative. The Project will develop partnerships with other initiatives targeting transboundary protected areas in Africa, including those mentioned above and others such as the Amboseli-Monduli pipeline, the Kalahari transboundary and the Kruger-Gonarezhou National Parks Projects (all GEF supported). It is also proposed to organize two workshops during the project to share the main achievements with the wider scientific community and partners.
- Knowledge and methodology dissemination through reports and publications. PA managers throughout the subregion have expressed the need for case studies and other technical tools that will allow them to learn on their own while minimizing risks for failure in their own situations. The master plan, PAGs and riparian IDMPs documents will be made available for distribution to interested parties. Technical reports will help disseminate the lessons learnt in selected processes (drafting and adoption of MoU, Master plan, and PAGs, cost and benefit sharing negotiations, etc.) to help build capacity beyond the context of the WAP complex. Finally publications in peer reviewed journals will help contribute to science in general and to important international tools such as the Red List of Endangered Species whenever possible. All documents and publications will also be made available through the internet.
- Communication with decision makers and the greater public. This will be achieved in three ways: (i) information will be made available to the general public through a website and a periodic news bulletin on the WAP. This bulletin has been initiated during the PDF phase and will be extended to other conservation initiatives in the three countries (output 4.5). (ii) A *Forum of actors* which will bring together every 24 months the representatives of decision makers, communities, the media, the private sector (including concessionaires, travel agents and the cotton companies) and interested NGOs and donors (output 3.5). It constitutes a framework for communication, negotiation and sharing lessons at the local, national and regional levels. (iii) Specific recommendations stemming workshops and important meetings will also be issued to decision makers when appropriate.

125. By playing a role in scaling up national systems of protected areas management (output 2.3) and regional coherence (outcome 3) at the level of the three countries, the Project will build capacity for replicability in national as well as all transboundary ecosystems where the three countries are involved.

126. Finally, the setting up of thematic committees (Communes, local organizations, park curators and directors, universities and research centers) will facilitate sharing of experiences and definition of actions specific to every category of actors (outputs 1.1 and 3.5). This will help encourage the replication of best practices among actors.

Project Indicators, Risks and Assumptions

127. By the project’s conclusion, it will have enhanced the coherence and convergence of efforts targeting biodiversity conservation and rural development in the WAP Parks Complex, its buffer zones and corridors, covering 50 000 km². Each area will have a coherent and operational development plan. This includes Development and Management Plans of each Park including its buffer zones, zoning and sustainable development schemes of riparian lands and plans for biodiversity valorization.

128. The regulations, practices and social approaches regarding community management of natural resources will be defined and implemented in a concerted manner among all stakeholders of the WAP complex and of their periphery. At least 80% of decisions relating to the management of the WAP complex and their periphery will be made with the participation of riparian communities. Conflicts between stakeholders (farmers, livestock breeders, forest managers, etc) and Man-Animal conflicts will be reduced by (at least 10% each year as from year III).

129. The biological indicators indices (species, habitats, reduced poaching and encroachments, reduced pollution, etc.) of the WAP parks and of their peripheral zones will be improved by at least 2% (Buffer zones), 5% (Arly), 10% (W) and 15% (Pendjari). Concerted plans involving communities, local authorities and technical services, for the management of biological diversity will be set up in at least 60% of the area of the WAP parks complex. About 400 Local Organizations for Community Development (OLCD) will implement appropriate techniques of conservation and sustainable use of biological diversity. Net profits for important stakeholders (communities, the private sector, government agencies) will increase by an average 10%.

130. The capacity of educators of the formal education system, NGO’s active in illiteracy elimination programs and in capacity building and of extension workers to effectively contribute to the environmental awareness of the riparian communities will have been increased by at least 50%. Over 50% of riparian administrative units (communes) will also have functional environmental education units at the end of the project. Furthermore, environmental education will be taken into account in training programmes in at least 50% of training centers (for teachers, for extension workers, etc.) of the complex area by the end of the programme.

131. By reinforcing institutional capacities and dialogue, the Project will play a part in scaling up national systems of protected areas management and regional coherence at the level of the three countries, with effects expected to be felt across the WAEMU and ECOWAS.

132. Major project risks are described below in **Table 3**.

Table 3. Risks related to the Project

Risks	Level	Mitigation measures
Collaboration among stakeholders is undermined by unexpected border disputes	Medium	The States have made commitments through agreements (The Komienga and Tapoa Declarations, anti-poaching agreements, etc.) to cooperate in the areas of conservation of the ecosystem. They are all member states of the African Union, ECOWAS and WAEMU, which

Risks	Level	Mitigation measures
		all have conflict resolution mechanisms. Also, all stakeholders have committed themselves to the implementation of the Program. This ownership at all levels under the aegis of the sub-regional (ECOWAS, WAEMU) and international institutions (UNDP, IUCN) help to mitigate the potential effects of such processes.
Program results jeopardized by severe drought	Low	The setting up of an early warning system will enable taking the required steps so as to at least mitigate the effects of climate change. Implementation of PA development and management plans will help improve the availability of water during the dry seasons
Decisions reflecting the political will expressed by the three countries are not adequate and effective in the field	Low	The project team will support the three governments to facilitate the development and rapid implementation of the necessary decisions. The CO and the regional technical body are effective instruments for this purpose
Empowerment of and resource transfer to communities through the decentralization process going on in the countries are not effective in the expected deadlines	Low	The three States have started the setting up of local administrations. In Benin and in Niger, the representatives of Communes are already in place and in Burkina Faso governors of regions have been appointed. The latter will supervise the elections of commune representatives. The program will contribute to building the capacity of the Communes ⁵² and of their private partners ⁵³ in the area.
The programs for hunger and poverty reduction are not effective in the three countries	High	The support and supervision of all technical and funding partners ⁵⁴ of these programs will contribute to their effectiveness. The program will contribute to increasing this effectiveness by stimulating synergy among the interventions in the area and by promoting more sustainable funding mechanisms to address local funding needs. It will also contribute by helping to increase the benefits derived from conservation for the populations (outcome 3)
Continued increase in people pressure resulting from population growth and from migrations into the regions.	Medium	With land occupation and use planning, it is expected that arrival and installation of new migrants will eventually be planned for and regulated; additionally economic activities of communities around PAs will have to be in line with agreed upon riparian development plans. It is also expected that greater respect for official regulations and more favorable behaviors will be stimulated by (i) the implication of riparian communities in the governance structures of PAs, (ii) the increase in benefits derived from the system and (iii) awareness raising activities.
Increased pressure from trans-border transhumance	Low	Implementation of the 2004 ECOWAS agreement on trans-border transhumance is to be promoted by all parties, including ECOPAS, this proposal and local development projects active around the protected areas. With routes that are clearly materialized, watering points, pasture and rest areas that are localized and maintained appropriately throughout the itineraries and at final destination areas, there should be more control over transhumance. Additionally inter community agreements are to be drafted to facilitate interactions between the herders and the resident populations. Finally increased efficiency in park surveillance should help discourage pastoral encroachment.

⁵² In many cases the elected mayor of the Commune is a retired civil servant

⁵³ Communes implement many of their development activities with the help of private contractors that are selected on a competitive basis

⁵⁴ "Technical and funding partners" here refers to donors and executing agencies providing support to poverty reduction Programs in the three countries; Poverty reduction Programs include M&E plans that provide donors and recipient countries opportunities for adjustments when necessary

133. The principal assumption for this project is that the relationship between threat levels and effective biodiversity conservation can be adequately gauged; considering: (i) the level of implication of communities in decision-making processes regarding the complex, (ii) the greater financial incentives expected for riparian communities and (iii) the much improved effectiveness in PA management (surveillance in particular) that is expected from this project, there are sufficient reasons to believe the assumption is quite realistic.

134. The other major assumption of this project is that it will be able to reconcile views and interests among the wide range of stakeholders involved. It has been pointed out in this document that under the current situation conflicts do occur between traditional landowners and migrants, between residents and pastoralists or between various communities (pastoralists, resident farmers) and PA managers. However, it should be noted that interactions and cohabitation among culturally different communities and casts is a situation most common in virtually every village in the three countries. For this reason there are traditional as well as modern mechanisms to minimize differences and to resolve conflicts when they occur. This initiative will help address the causes of conflicts by promoting (i) intercommunity dialogue and cooperation (Output 1.1) and (ii) collaborative planning for land and resource use (Output 1.2). It will further specifically build on existing endogenous as well as modern mechanisms to help establish conflict prevention and resolution mechanisms (1.3). For these reasons it is considered that the risk of the project not succeeding in reconciling the views of different stakeholders is minimal and will remain under control.

Expected global, national and local benefits

DOMESTIC BENEFITS

135. The main domestic benefits of the project are stated as follows:

Improved sustainability of development processes around the PA Complex

- Land use planning mainstreamed into development processes
- Reduced occurrence of intercommunity conflicts
- Improved sustainability of agro-sylvo-pastoral production systems

PAs better accepted by way of:

- Better prevention and resolution of human-wildlife conflicts
- Increased income from profitable and sustainable use of BD in community lands
- More equitable and effective participation of communities in PA development and management planning
- Improved awareness of the public on conservation issues

The National PA system evaluated and upgraded in each country:

- Removal of within country contradictions regarding policy and legislative tools
- Improved capacity to monitor and to evaluate the management effectiveness of individual PAs
- Improved income from cynegetic and other forms of tourism

GLOBAL BENEFITS

136. The global benefits include:

An enabling environment for biodiversity conservation made possible through:

- Mainstreaming of biodiversity into development/poverty reduction processes around the PA system
- More equitable sharing of costs and benefits of PA management
- Improved PA governance systems
- Improved awareness on the part of communities, decision makers and the public on the importance of PA containing biodiversity of global significance
- Removal of inter country contradictions and improved regional coherence
- Improved regional capacity to monitor the effectiveness of PA systems and to conserve biodiversity of global significance in the three countries.

Reduction of habitat and biodiversity loss made possible by:

- Concerted planning of PA development and management, including the surveillance against illegal activities
- Improved knowledge and monitoring of ecosystems and species population dynamics, including threatened and endangered species
- Better management of large range and other migrating species

Country Ownership: Country Eligibility and Country Drivenness

137. The three countries are signatories to the convention on biodiversity, the convention to combat desertification, the convention on climate change, the convention on wetlands and illegal trade in endangered species (see table 4). The three countries receive support from UNDP and are eligible to the World Bank support. They have also adhered to the Millennium Development Goals (MDGs) as well as the New Partnership for Africa's Development (NEPAD).

Table 4. Key relevant international conventions ratified by the countries

Convention/Agreement	Dates of ratification		
	Benin	Burkina Faso	Niger
UN Framework Convention on Climate Change (UNFCCC)	30/06/1994	02/09/1993	25/07/1995
Convention on the Biological Diversity (CBD)	30/06/1994	02/09/1993	29/03/1995
Convention on the international trade in endangered wild fauna and flora (CITES)	28/02/1984	13/10/1989	08/09/1975
International Convention to Combat Desertification in those Countries Experiencing Serious Drought and/or Desertification, in particular	14/10/1994	26/01/1996	10/01/1996
Convention on the protection of the world cultural and natural heritage	14/06/1982	02/04/1987	23/12/1974
African Convention on the Conservation of nature and natural resources	15/09/1968	16/08/1969	10/01/1970
Convention on wetlands of international importance (Ramsar)	24/01/2000	27/06/1990	30/04/1987

138. The three countries have embraced the basic values of solidarity, tolerance, respect for nature, equality, and responsibility sharing that underlies the UN Millennium and World Sustainable Development Summit Declaration. The implication for each of these countries, standing as *top priorities*

in the light of the Millennium Development Goals and their Poverty Reduction Strategy Papers, is **to work towards the sustainability of ecological resources and alleviation of both poverty and hunger.**

139. To ensure consistent and efficient implementation of the recommendations of the last two World Summits on Sustainable Development and of international conventions on the environment, each of the three countries has developed appropriate tools towards the conservation of biological diversity and management of natural resources. This includes strategies, programs and plans of action, legislative and regulatory tools (see paragraphs below). The different objectives and outcomes of this initiative have been identified based on relevant (i) national strategies and programmes, (ii) regional agreements, and on (iii) more recent diagnoses conducted in and around the WAP area. It should be noted that the national biodiversity strategy of each of the three countries has identified the WAP Complex as a key element of biodiversity conservation.

140. In the case of **Benin**, the proposed project is in line with (i) the Forest Regime (1993), the communes' organization (1997) and the Fauna regime (2002), and the National Strategy for Elephant Conservation (2004). It also falls in the objectives of the National Program for the conservation and management of the national parks (NPCMNP) drafted in 2000 as the operational instrument of the law N°98-030 (12 February 1999) relative to the Environment Management Framework. The proposed program contributes directly to four (4) of the eight (8) objectives of this program: (i) to enhance incentives for the effective participation of the riparian communities to parks' management (outcome 1), (ii) to raise the awareness of the stakeholders through environmental education and communication (outcome 1), (iii) to establish a long term financing mechanism for the conservation of the parks (outcome 3) and (iv) to build the technical and managerial capacity of the local communities and of the public sector (outcome 1, 2, 3,4). The proposed project will scaled up the multi-donors efforts (GEF, GTZ, Netherlands, AFD) towards the implementation of the NPCMNP, notably by:

- helping to tackle unresolved concerns such as (a) regional governance of the Complex (outcome 3), (b) sustainable financing mechanisms (output 3.7), and (c) the effective engagement of communities and the private sector in PA governance (output 2.2) and;
- disseminating best practices and other lessons learnt in Benin (by helping to cover a more significant number of villages than seen at present⁵⁵) and in the other two countries of the WAP Complex as well (outputs 1.4, 2.3, 2.4 and 4.5). In this regard, principles to be disseminated include the effective partnership between local communities and parks managers, and institutional frameworks allowing the income generated by PAs to be directly utilized to improve park management.

141. In **Burkina Faso**, the proposed project activities fit with the National Biodiversity Strategy and Action Plan (1999) which is the framework for implementation of the Convention on Biological Diversity (CBD). The main goal of this strategy is to enhance the ecological situation of the country, reduce animal and plant genetic heritage loss and raise public awareness concerning the challenge of biodiversity loss. The most important regulatory tools completing this strategy include (i) the *land tenure reorganization* (RAF, Law n° 014/96/ADP, June 24, 1996), (ii) *the Strategic Framework for Poverty Reduction* (2003), (iii) *the Environment Code* (law n° 005/97/ADP, 30 January 1997), (iv) *the Plan for Environment and Sustainable Development* (PEDD), and (v) *the Letter for decentralized Rural Development* (Decree n° 2002-604/PRES/PM/MEDEV, 26 December 2002). Other important decrees have been drafted to define the principles and orientations for different issues, i.e. Decentralization (TOD, 2001), Pastoralism (2002), utilization of non timber products (1998), Hunting zones management, concessionaries regime and tourism guides (1998), Utilization of bush fire in rural areas (1998), taxes related to fauna exploitation, definition of

⁵⁵ Estimates from the Pendjari project indicate that in 2002 the project was able to reach directly or indirectly 12.7% of the 26,000 potential beneficiaries (i.e. households living in the **immediate vicinity** of the Pendjari Biosphere reserve)

the different measures for the conservation of aquatic resources, and the National Elephant Conservation Strategy (2002).

142. The more recent (2004) National Program for Fauna and Protected Areas Management (PNGFAP) is built on these national policies and strategies. The proposed projects will directly contribute to the five (5) objectives of this program (i) the restoration of fauna and its habitats (outcome 2), (ii) ecological monitoring (outcomes 2 and 3), (iii) the promotion of market oriented small businesses (outcome 1), (iv) the promotion of partnerships for co-management of the parks (outcome 2) and (v) the setting-up of institutions and organizational mechanisms more appropriate for sustainable (including cost effective) management of PAs (outputs 2.3 & 3.7). This initiative specifically supports several options adopted by PNGFAP, including the creation of CENAGREF-like agency (output 2.3), the establishment of a sustainable funding mechanism (output 3.7), and more systematic transboundary cooperation (outcome 3).

143. In **Niger**, in 2002, the government adopted an important law to regulate the transfer of responsibilities to regions, department and communes in the areas of land tenure, environment and natural resources, livestock husbandry, fisheries, hydraulic, and agriculture. This law is designed to stimulate the effective participation of local communities in the management of the environment. The Strategy for Rural Development is currently the unique reference framework for all actions related to rural development. The Republic of Niger adopted a National Strategy and Plan of Action on Biodiversity (NSPAB) and a National Environmental Plan for Sustainable Development (PNEDD) in 2000. The PNEDD describes the objectives, policies, strategies and priority programs for environmentally sustainable development; it confirms Biodiversity Management as one of the six priority programs in Niger. Niger also prepared a Project for Capacity Building Needs Assessment for the Implementation of the NSPAB. The proposed project falls fairly with and will contribute directly to the implementation of the objectives of the NSPAB: (i) to promote the sustainable management of wild fauna (outcomes 2 and 3), (ii) to ensure effective involvement of the local communities in the Fauna management (outcome 2) through enabling legislations and regulations, (iii) to improve knowledge of the ecosystems and wild fauna (outcomes 3 and 4) and (iv) to promote tourism (outcome 2). The project takes into account the National Elephant Conservation Strategy of Niger (2005), as it concentrates on the only significant elephant population in that country.

144. More specifically with regard to the system targeted by this initiative, the project is built upon the political will of the three countries with regard to biodiversity conservation in the WAP. Initially made visible by (i) the tripartite anti poaching agreement, this political will has been eventually captured into (i) the ministerial “Tapoa declaration” before being translated into reality through, (iii) the joint implementation of the regional ECOPAS program on the W biosphere reserve supported by the UE, and (iv) the establishment of the ministerial Orientation Council that allow regular dialogue among the countries. The three countries have further launched the present initiative and agreed to trust both the UNDP and a conservation organization to which they all belong (i.e. IUCN) for its promotion. They have during the preparation of this PDF-B, developed *guidelines for the management of the WAP complex* (IUCN, 2004) that draw from the lessons learnt through the various past and present initiatives. The regional governing and consultation bodies (OC, regional steering committee, forum of actors, etc.) promoted by this proposal are part of that strategy (outcome 3). Finally the proposed objectives (notably under outcome 3) fall in line with the directions provided by the sub Regional Strategy for Elephant Conservation in West Africa (drafted in 1999, updated in 2004) and the Action Plan for the Management of Transborder Elephant Corridors in West Africa (2003), both drafted with the help of the African Elephant Specialist Group.

Sustainability

145. The project design is centered on the need to address barriers that currently serve to limit the sustainability of the WAP PA System. These barriers have been grouped into three ‘sustainability elements,’ which correspond to distinct geographic and functional components of the overall system.

146. The system, as well as the individual sustainability elements, may also be characterized according to ‘types’ of sustainability, namely financial sustainability, socio-economic sustainability and political sustainability. As suggested by the project objective, each of these is seen as underpinning the ecological sustainability of the WAP Complex and each will be directly promoted through barrier removal, with progress measured through project indicators.

147. **Financial sustainability** will be promoted by output 1.4 and many of the outputs proposed under Outcome 2, and 3, notably output 3.7 on the *implementation of a plan designed to promote sustainable funding of PA development & management*.

148. In fact, this project will help develop and experiment a model for sustainable financing of biodiversity conservation, both inside the targeted PA and the surrounding area.

149. Several initiatives are providing funding in different forms to riparian areas but there is little coordination and sustainability is questionable since the monitoring systems and the funding opportunities themselves die with the project that created them. As described for Output 1.4 and in PART VII, available financing opportunities are to better coordinate their interventions and eventually join forces to promote a **basket-funding mechanism**.

150. With regard to PAs the actions and impacts of the project after GEF funding will be made sustainable through (i) improved control of management costs, (ii) increased income generation (due to more professional exploitation and marketing), and (iii) **payment of recurrent costs with income generated by touristic activities** (hunting, sight seeing, etc.) as described with Output 3.7 and also in Part VII.

151. The closer financial monitoring of PA management (direct and indirect costs and benefits) proposed as a key element of Output 3.7 will provide reliable data to Finance Ministries and help justify greater governmental budget allocations.

152. **Social sustainability** will be promoted by outcome 1, particularly outputs 1.2 (conflict prevention), 1.3 (land use planning) and 1.4 (BD small businesses); the participation of all stakeholders in the governing bodies (output 2.2) of the Complex, more equitable cost and benefit sharing (output 2.4) and environmental education (output 1.5) will also help. Additionally poverty will be reduced among riparian communities.

153. **Ecological sustainability** will be promoted by outcome 2 and 3, notably the implementation of PAGs (output 2.1) that are coherent among themselves, the drafting of a master plan for the Complex (output 3.3), , improved regional dialogue mechanisms and concerted planning (output 3.1 to 3.5), more coherent legislation (output 3.6), capacity building (output 2.5) and ecologic monitoring (output 3.4 & 4.5). Implementation of appropriate techniques of conservation and valorization of biological diversity by Local Organizations for Conservation and Development (OLCD) will also help.

154. **Political sustainability** will be promoted by outcome 3: notably the regional MoU (output 3.1 and 3.3) and the master plan. These documents once endorsed by the three countries and at a ministerial

level will prevent brutal changes in the management of the complex in spite of political changes that might occur in one or more countries.

155. On the whole, **sustainability** will be promoted by the partnership and consultation mechanism to be developed between development and conservation-oriented initiatives for all outcomes. Such partnership will reduce contradictions among projects and donors and promote cost effectiveness. The economic potential that will be capitalized by opening up the area for sustainable use, inter-region and trans-border exchanges and increasing development of quality tourism will increase income for neighboring populations, provide the countries with foreign currency and strengthen sub-regional integration, all of which constitute critical elements to sustainability. Institutional capacity building in stakeholders, induced positive behavioral change, the availability of a regional environmental monitoring mechanism and the emergence of a joint policy for the conservation of the biological diversity and management of wild fauna will contribute to enhancing the sustainability of the actions.

156. In order to determine the best strategies and needs related to sustainability, previous projects in the WAP area were carefully examined for lessons learned. These are summarized in **Table 5** below.

Table 5. Lessons learned from other projects and the PDFB and how incorporated

Lesson learned	Action taken
1. With the poverty and the growing land shortage that prevails in West Africa the PA concept will lose credibility if it is unable to show significant positive effects on the livelihoods of riparian populations, and if it does not allow for equitable stakeholder participation in decision making processes	The CENAGREF experience in Benin (notably the Pendjari component) proves that riparian communities can become part of the management system if they see convincing incentives and if they received adequate support to build their own capacities. Therefore relevant actions towards increased economic benefits for communities have been planned. The project will help increase economic return for communities by providing micro-grants for BD-friendly small business, by helping to promote market channels for the most promising products, by facilitating the negotiation of income distribution charts in the countries, and by helping to raise economic returns from exploitation activities
2. Co-management of PAs, beyond stakeholders participation, implies effective partnerships building among relevant (legitimate and legal) stakeholders and ad-hoc collaborations.	The project will build upon the lessons learned with the ongoing initiatives and the PDF-B phase of this project to foster effective partnerships among the public sector, sedentary communities, private sector and transhumant herders. The project will specifically contribute to equitable definition of roles, responsibilities and benefits, and to the setting up of legal frameworks that will help to sustain of the different partnerships.
3. Sustainable management of PAs rests on strong institutional capacity	This lesson has been specifically learned through the Arly sub-systems which has been for a long time supported by bilateral cooperation without real institutional capacity building. Therefore park managers will be considered part of the project staff as they will be responsible for the implementation of activities planned for the site they manage. A specific capacity building plan has been drafted and will be implemented to enhance their operational and technical capabilities. In addition the periodical parks managers meetings at regional level will offer them opportunity to share experiences and promote best practices (including cost effectiveness)
4. Need to build thematic frameworks for lesson sharing among actors	Parks managers have diverse capacities and experiences. The preparatory phase of this project revealed the important diversity of experiences available within the three countries and specifically in the WAP complex. Benin comes in with the CENAGREF and the AVIGREF experience, Burkina Faso as a pioneer in private sector involvement, and Niger as a champion in registering all PAs in international lists (Ramsar and others) To value such experiences as much as possible and to scale it up and out in a cost effective manner, the project will continue to facilitate periodical meetings of these park managers at regional level. In order to ensure sustainability, each park will financially support its representatives. Similarly the project will foster periodical meetings, at regional level, of

Lesson learned	Action taken
	private concessionaires, NGO and community-based organizations
5. Financial sustainability is among the most important shortcomings in the WAP complex	In spite of technical and financial support received by the complex since the 1970's, there is still a lot to be done and government agencies have proven their inability to achieve it on their own. The Pendjari component of the NPCMP (Benin), tried building mechanisms into project design to ensure financial sustainability of project achievements after GEF support. The project will support the development of a business plan for each sub-system which will pay special attention to cost effectiveness, investor attraction strategies, development of marketing opportunities. The GEF support will be used to set up a regional fund for long term support of BD-friendly initiatives. In addition indicators allowing the monitoring of costs and benefits are to be built into the work plan to help track the situation.
6. Need to work at a landscape and integrated ecosystem level to ensure sustainability and effectiveness of PAs	This project focuses clearly on integration of community land and PAs. Approaches in Benin (specifically Pendjari) are encouraging and will be shared and scaled up. Much of the activities planned for outcomes 1 and 2 are directed to this purpose. Taking advantage of the ongoing local development projects, this project will promote the integrated ecosystem management approach using demonstration sites. In addition partners' capacity will be built to allow scaling up to the entire periphery of the WAP complex. A special attention is paid to the shared resources (range areas, watersheds, wetlands)
7. Need of transborder collaboration for effective conservation of the entire ecosystem	It is recognized by all stakeholders that for it to be sustainable the WAP complex has to be managed as an entity. Impacts of current conservation efforts have been lowered by the fact that part of the Complex (i.e. Arly) has not received adequate attention. Therefore the project will support several steps designed to establish the WAP as a regional complex to be managed in a concerted manner. This strategy will be implemented by the project, specifically through actions planned for the outcome 3.
8. From the Pendjari project and the Burkinabe experience, it is clear that the implication of the private sector is indispensable for financial sustainability	The income generated from sport hunting depends on the private sectors (the concessionaires), but these are not currently involved in the governance structures of the PAs. This initiative will make use of the lesson by promoting the participation of the private sector in governing bodies (outputs 2.2 and 3.2) at national and regional levels, by helping to further raise the capacities of the private sector in all three countries (output 2.5) and by helping Niger address the issue of commercial exploitation of potential hunting zones (output 2.3)

Replicability

157. This initiative will build a model which can be extended to other similar areas and situations The approaches promoted by the project and all the experiences and impacts will be monitored, capitalized and shared at national, regional and international levels. This will be done in several ways, as described below.

158. Lesson sharing with other shared ecosystems through workshops and study trips. Negotiations are underway between several countries concerning collaborative management of shared ecosystems: such as between Burkina Faso and Ghana on the White Volta elephant corridor, between Burkina Faso and Mali on the Gourma elephant population, or between Burkina Faso and Cote d'Ivoire on the higher Comoe ecosystem. These are, however, generally slow because many of the stakeholders, including project personnel do not have a clear idea of the complexity of the various processes to be initiated. Provisions are made in the budget to allow project agents and significant stakeholders from this initiative to share their experiences with other transboundary stakeholders; to achieve this, selected project stakeholders from the WAP will attend relevant training workshops and transboundary negotiations in the sub region, while actors from other transboundary ecosystems will visit the Complex and participate in selected workshops and processes conducted by this initiative. Such exchanges are already being promoted, notably by IUCN and other stakeholders in training workshops and negotiations between Ghana and

Burkina Faso⁵⁶ in early 2005. To achieve this in an organized way, the Project will develop partnership with other initiatives targeting transboundary protected areas in Africa (output 4.5), including those mentioned above and others such as the Amboseli-Monduli pipeline project (GEF/UNDP/UNEP), the Kalahari transboundary project (GEF/World Bank) and the Kruger-Gonarezhou National Parks Project (GEF/World Bank). It is also proposed to organize two workshops during the project to share the main achievements with the wider scientific community and partners (output 4.5).

159. Knowledge and methodology dissemination through reports and publications. PA managers everywhere in the subregion have repeatedly expressed the need for case studies and other technical tools that will allow them to learn on their own while minimizing risks for failure in their own situations. The master plan, PAGs and riparian IDMPs documents will be made available for distribution to interested parties. Technical reports will help disseminate the lessons learnt in selected processes (drafting and adoption of MoU, Master plan, and PAGs, cost and benefit sharing negotiations, etc.) to help build capacity beyond the context of the WAP complex. Finally publications in peer reviewed journals will help contribute to science in general and to important international tools such as the Red List of Endangered Species whenever possible (output 4.5).

160. Communication with decision makers and the greater public. This will be achieved in three ways: (i) information will be made available to the general public through a website and a periodic news bulletin on the WAP. This bulletin has been initiated during the PDF phase and will be extended to other conservation initiatives in the three countries (output 4.5). (ii) A *Forum of actors* which will bring together every 24 months the representatives of decision makers, communities, the media, the private sector (including concessionaires, travel agents and the cotton companies) and interested NGOs and donors (output 3.5). It constitutes a framework for communication, negotiation and sharing lessons at the local, national and regional levels. (iii) Specific recommendations stemming workshops and important meetings will also be issued to decision makers when appropriate.

161. Finally by playing a role in scaling up national systems of protected areas management (output 2.3) and regional coherence (outcome 3) at the level of the three countries, the Project will build capacity for replicability in all transboundary ecosystems where the three countries are involved.

162. The setting up of thematic committees (Communes, local organizations, pastoralist and women organizations, park curators and directors, universities and research centers) will also facilitate sharing of experiences and definition of actions specific to every category of actors (outputs 1.1 and 3.5). This will facilitate the replication of best practices among actors.

PART III: Management Arrangements

Project implementation

163. The UNDP-GEF regional coordination unit for West/Central Africa (RCU) in close coordination with UNDP country offices (CO) in Burkina Faso, Niger, and Benin will maintain close monitoring and oversight responsibility for project implementation in compliance with roles and responsibilities of a GEF

⁵⁶ IUCN has used the support of GEF funds to Ghana and Burkina Faso to help project agents from ECOPAS/EU or from other transboundary initiatives to participate in training workshops and transboundary negotiations involving the two countries in March 2005

Implementing Agency. It will be responsible for monitoring the use of GEF resources under the project. UNDP CO in Burkina will provide technical and administrative backstopping to the Project Co-ordination Unit (see below) to ensure results-oriented management and proper administration of funds.

164. **The RCU in close coordination with UNDP country offices** will oversee and verify the proper use of funds through: the approval of annual workplans/budgets, and progress/financial reports, Combined Delivery Reports (and/or other reports generated from UNDP's project management software); budget revision approval; periodic visits to project implementation units, including the PCU, project implementation reviews for the GFSEC, and the project midterm and final evaluations.

165. **The RCU and UNDP country offices** will also participate in **Project Steering Committee (PSC)** meetings and tripartite reviews. The office will introduce and sensitize project staff and consultants to UNDP work planning, adaptive management and financial reporting requirements, formats and processes, particularly during the **Project Inception Phase (PIP)**. UNDP may provide additional assistance upon request by Government, through Letters of Agreement for Support Services (as per the UNDP Programming Manual).

166. The UNDP country offices in Niger and Benin will support the implementation of activities in those countries.

167. **UNDP-GEF's Regional Co-ordination Unit (RCU)** for West Africa, and in particular its Regional Co-ordinator for Biodiversity in West Africa, is responsible for project oversight, ensuring that the project maintains principles of incrementality while achieving global environmental benefits. The UNDP/GEF Regional Co-ordinator has an important role in monitoring project implementation and in ensuring that GEF funds are used in accordance with GEF eligibility rules, policies and norms. The Regional Co-ordinator will serve as a key link between UNDP Burkina Faso and the GEF, advising the former on the nature of UNDP's responsibilities as an officially designated GEF "Implementing Agency" and the appropriate means of fulfilling these. Finally, the UNDP/GEF Executive Coordinator in New York will report regularly on project delivery to the GEF Secretariat and GEF Council.

Project execution

168. UNOPS will be contracted by UNDP to supervise the implementation of the program on behalf of the three countries. UNOPS will then subcontract IUCN⁵⁷ to provide technical assistance to regional and national project implementation teams.

169. UNOPS's responsibilities as the executing agency (or the "Designated Institution" in UNDP terminology) and key project stakeholder will include the following⁵⁸:

- Jointly selecting, in co-operation with UNDP Burkina Faso and UNDP-GEF, staff of the **Project Co-ordination Unit (PCU)**;
- Planning for and monitoring the technical aspects of the project, including regular field visits and monitoring progress benchmarks and outputs,
- Actively participating in all relevant project activities where appropriate;

⁵⁷ UNOPS execution was confirmed during the project approval committee (PAC).

⁵⁸ Some of these functions, including those related to management of project budgets, etc., will be performed with the support of staff of the Project Co-ordination Unit. However, overall responsibility for them will remain with IUCN as the executing agency.

- Adopting, during the course of the project, the systems, programmes and tools developed by the project to ensure sustainability of the project outcomes;
- Playing an active role in coordinating with other stakeholders throughout the project;
- Preparation and submission of periodic progress reports, and regular consultations with beneficiaries and contractors;
- Ensuring the secretariat the **Project Steering Committee (PSC)** meetings
- Chairing the annual **Tripartite Review (TPR)** meetings;
- Maintaining a separate project account for the accountability of project funds;
- Ensuring advanced funds are used in accordance with agreed workplans and project budget;
- Preparing, authorizing and adjusting commitments and expenditures; ensuring timely disbursements, financial recording and reporting against budgets and work plans;
- Managing and maintaining budgets, including tracking commitments, expenditures and planned expenditures against budget and work plan ;
- Maintaining productive, regular and professional communication with UNDP and other project stakeholders to ensure the smooth progress of project implementation.

170. These responsibilities will be carried out with support from IUCN, the main technical assistance provider of the project.

171. The Program will be executed by UNOPS in close collaboration with the Ministerial Department in charge of PAs in Benin, Burkina Faso and Niger and in accordance with UNDP-GEF modalities for regional projects. During the Project Appraisal Committee, it has been agreed that the following government structures would work in close collaboration with UNOPS in the execution of the budget and with IUCN in the technical aspects of project implementation: In Benin, the Centre National de Gestion des Réserves de Faune (CENAGREF); in Burkina Faso the Direction Générale de la Conservation de la Nature (DGCN); and in Niger the Direction de la Faune, de la Pêche et de la Pisciculture (DFPP). In each country the ministry in charge of PAs will put in place an appropriate **National Implementation Team (NIT)**. Each country team will be led by a national coordinator who will be selected from amongst available senior managers on the basis of terms of reference agreed upon at a regional level. The coordinator will be responsible for the implementation of project activities at a national level and will work simultaneously under the authority of the relevant ministry in the country and under the technical direction of the project regional coordinator. Every country team will also include two executive staff seconded by the State (in principle, the managers or curators already in place in the complex) and two contractor specialists whose profile is to be identified to supplement the skills of Government executives. The team will work in partnership with all actors who have activities that are likely to produce an influence on the area.

172. In order to ensure efficient execution of the program, the three countries have agreed to put in place execution, supervision, consultative organs and coordinating bodies at the country and sub-regional levels. The group that is likely to form the core of the project steering committee met in Ouagadougou in December 2005 and agreed upon a set of principles for the implementation of the project (See Annex 4 'Minutes of the Project Appraisal Committee Meeting – PAC'). These include the need to anchor the project in the sub-region and use experts that preferably come from or have experience from the participating countries with a balanced representation.

173. Supporting the work of the NITs and directly implementing the regional-level co-ordination work (outcome 3) will be the responsibility of a **Programme Co-ordination Unit (PCU)**. The PCU will be

established in Ouagadougou⁵⁹, where the ECOPAS/EU Program, WAEMU and IUCN's Regional Office for West Africa (BRAO) are all based, to facilitate communication among stakeholders important for the present initiative. The PCU will ensure that project execution proceeds smoothly through well-prepared workplans, Terms of Reference and carefully designed administrative arrangements that meet UNDP's requirements. The PCU will be staffed as follows:

- *The Regional Co-ordinator (RC)* will be a person with substantial technical skills related to the project and also strong management skills. (S)he will provide overall technical direction and leadership for the project and be responsible to ensure proper management of project resources. The project co-ordinator, while having responsibility for the overall project, will have direct responsibility for co-ordinating the implementation of Outcome 4. The RC will also assure liaison with stakeholders, technical partners and donors at a regional level.
- *A Biodiversity Expert* will have cross-cutting technical responsibilities to ensure that the activities and outputs remain focused on the objective of biodiversity conservation and that biodiversity principles and requirements are mainstreamed into the commercial and financial outputs. (S)he will have primary responsibility for co-ordinating the implementation of outcome 3.
- *A Socio-economist* responsible for Outcome 1 and a *Protected Area specialist* responsible for Outcome 2.

174. Other types of specialised technical assistance needed for the implementation of certain activities may be provided by other cooperating partners (see section 'Technical Assistance Service Providers (TASPs)'). These specialists include *inter alia* the above mentioned Protected Areas specialist, but also a GIS specialist, a Land use planning specialist, an IT and communications specialist, and an Environmental education specialist.

175. All regional-level personnel and consultants (short and long term) will be selected on a competitive basis. The PCU staff will also include an Administrative Assistant and Finance Assistant. The responsibilities of the PCU will include the following:

- to liaise closely with, and provide support to, the work of the NITs;
- to manage day-to-day implementation of the project, coordinating project activities in accordance with the rules and procedures of UNDP/GEF and based on the general guidance provided by the Project Steering Committee (PSC);
- to provide overall project co-ordination, while acting as an independent and unbiased guarantor of co-operation and information exchange;
- to provide technical input as appropriate into the outcomes;
- to coordinate with the project stakeholders and regional programmes of relevance to the project, notably the ECOPAS/EU programme, the Niger Basin Authority and the Pendjari project;
- to convene quarterly Project Implementation Meetings (PIMs) in order to review progress in implementing project workplans;
- to ensure, together with UNDP, that specified tasks are outsourced to suitable sub-contracted Technical Assistance Service Providers or national and international consultants through competitive bidding processes. PCU responsibilities in this regard include development of bidding documents and terms of reference;
- to organize project-level meetings and workshops, e.g., inception workshop, Project Steering Committee (PSC) meetings, etc.;

⁵⁹ Although consensus on this was not completely achieved on this matter during the Project Approval Committee (PAC), neither in the subsequent period, UNDP deemed more important to simply launch the project with the modalities as foreseen in the approved prodoc and during inception carry out a more thorough negotiations with country partners.

- to work closely with UNDP offices in the region in organizing and providing technical and logistic support and coordination to all missions and assignments by international and national consultants;
- to prepare overall project reporting.

176. In SECTION IV, PART III, Terms of Reference for key project staff have been enclosed. More detailed job descriptions for members of the NIT and the desired set of skills for members of the national team will be prepared by the Regional Coordinator once the person in place.

Project oversight

177. Three supervisory bodies have been identified in consultation with project stakeholders: An Orientation Council (OC), a regional Technical Body (of the Regional Steering Committee type) and national steering committees.

178. ***The Orientation Council (OC)*** is a body at the ministerial level that determines the political orientation of the program. Its scope should include all transboundary issues covering the complex; it could eventually be extended to issues other than those solely related to conservation. The supervisory ministries are the ministries in charge of protected areas but the Orientation Council covers other ministries as required (Finance, Agriculture, livestock resources, Hydraulics, Land Development) to address specific issues. It will meet in an ordinary session every eighteen (18) months to adopt the files submitted to its attention by the Regional Steering Committee (RSC) or to undertake initiatives aimed at consolidating the regional integrated policy for protected areas and fauna management. As pointed out already, the OC is already in place thanks to the ECOPAS initiative.

179. Project implementation will be overseen by a ***Regional Steering Committee (RSC)***, which will be vested with the responsibility of approving the project's annual operational plans and reports, as well as ensuring that project activities are in line with those outlined in the approved project documentation and with relevant policy frameworks in the region. The RSC will have its first meeting during the **Project Inception Phase (PIP)** and thereafter will meet twice a year to review progress reports, monitor results, receive other reports that they may request on an *ad hoc* basis and agree on annual rolling workplans. The RSC will bring together representatives of (i) the supervisory administrations of protected areas (one from each country), (ii) the riparian communities, (iii) the private sector of (iv) the National research systems in the three countries, (v) WAEMU, (vi) IUCN, and (vii) UNDP. The technical and funding partners⁶⁰ active in the complex will attend RSC meetings as observers. The RSC will constitute the scientific and technical organ of the Orientation Council.

180. In addition to the RSC, **National Steering Committees (NSCs)** will be established. Burkina Faso already has a permanent national committee for monitoring conservation-focused initiatives that was set up as part of the National Program for the Management of Natural Ecosystems (PRONAGEN). The ministerial decision appointing the members of the NC is sufficiently open to accommodate the Burkinabe component of the WAP/GEF program. In the case of Benin and Niger, NSCs put in place during the PDF-B phase will be maintained. NSCs will typically be composed of the CEO in charge of PAs (serving as chairman), the GEF operational focal point and one representative from each of the

⁶⁰ "Technical Partners" refers to the fact that a consultation framework will be implemented with the partners referred to both at national and regional levels to allow collaborative planning, implementation and monitoring of important activities (e.g. land use planning, conflict prevention and resolution, small business promotion, capacity building of communities, etc.). Partners referred to as "financial" are those listed as co-financiers (see table 2, page 11). All technical and funding partners will be part of the *forum or actors*. See also table C1 in Annex C for a more detailed list of partners. See also Part IX for more details on technical and funding partners.

following: the UNDP and IUCN offices in the countries, the universities and research centers, the riparian communities, community-based organizations active in conservation, transhumant herders, land owners, the national coordinator of each conservation project active in the complex (i.e. ECOPAS/Benin and Pendjari Project in Benin), the regional director in charge of PAs.

181. NSCs will allow important stakeholders to monitor activities and progress at national levels; they will also allow information sharing among active projects and provide opportunities for cost sharing when different projects are interested in the same study or activity. They will examine and comment on country annual plans and reports to be approved by the RSC. National directors in charge of PAs will provide good linkage between NCs and the RSC, as they chair the first and participate in the second.

182. Following project approval by the GEF, representatives of the three countries will meet in a Project Approval Committee (PAC) to finalize implementation arrangements. Arrangements to be agreed upon include confirming the role of IUCN and the geographic location of the PCU, deciding how regional meetings will be chaired,⁶¹ etc.

Consultative bodies

183. Given the vast surface area of the WAP complex, the wide range of actors and stakes, it appeared necessary to create a *Forum of Actors* which will bring together every 18 to 24 months the representatives of all actors involved in the management of the parks or those actors having an interest in the parks, notably:

- Members of the Regional Steering Committee ;
- Park Directors/managers;
- Village organizations in charge of fauna ;
- Pastoralists organizations;
- Women organizations;
- Local tourist guides;
- Universities and research centers, and
- Technical and funding partners of Programs currently implemented in the area.

184. The Forum will constitute a platform of actors and a framework for communication and negotiation.

185. The setting up of *Thematic Committees* (Communes, local organizations, park curators and directors, universities and research centers) will facilitate sharing of experiences, definition of actions specific to every category of actors and improved ownership of the Program. The periodicity of their meetings will be defined by the actors during the first meetings.

Technical Assistance Service Providers (TASPs)

186. The preparation phase of this project identified a number of organizations in the region which are qualified to provide technical assistance. It is expected that a number of these organizations will play a key role in project implementation. Many of these organizations are already active in the region supported

⁶¹ Regional meetings held during the PDF-B phase were chaired by the CEO for PAs in the country of the selected venue, and the three countries took turn hosting the meetings

by donor-financed activities. It should be noted that these organizations have not yet been selected to be engaged as specific technical assistance service providers (TASPs). **Table 6** lists the strongest and most suitable regional organizations which will be invited and considered to be engaged as TASPs. These organizations are listed for each project output (see logframe in SECTION II; PART II: Logical Framework Analysis).

187. These organizations will be invited to bid for certain tasks. Certain activities may require more than one organization and in such cases will be expected to work together.

188. The main difference between TASPs and standard service sub-contracts is that the project is designed so that these TASPs will build, during the project activities a system of service delivery which is based upon cost recovery principles and so will continue the provision of services after project contracts terminate. Hence the TASPs will become a fundamental component of the project's sustainability strategy.

Table 6. Preliminary list of organizations to be engaged as TAsPs.

Output (abbreviated title)	Types of technical co-operation activities to be implemented with support of TAsPs, including key deliverables	Candidate TAsPs	Indicative GEF Budgetary allocation for sub-contracts (\$)	
			Indicative Break down	Of which, IUCN
1.1: Coherence between local development (LD) and conservation (Cs) oriented initiatives	Capacity building, including training, organization of round-tables and other types of workshops	IUCN Commission on Environmental, Economic and Social Policy (CEESP) – collaborative management working group (CMWG)	64,800	64,800
1.2: Land use planning	Capacity building, including training and field assessments	Specialists of collaborative management	21,600	
		NGOs	10,800	
		CBRD3	10,800	
1.3 Conflict prevention mechanisms	Corridors management (livestock and elephants), including community animation, participatory community training	IUCN - African Elephants Specialists (AfSEG) Group	10,800	10,800
		Universities and Research Centers of the three countries	21,600	
1.4: Biodiversity friendly small businesses	Identification of promising activities, including assessments followed by design of small-grants scheme	Universities and Research Centers	21,600	
		Specialized women NGOs in the three countries	21,600	
1.5: An environmental education and communication (EEC) program	Capacity building, including design, implementation and testing of EEC program, feeding-back into re-design	IUCN Commission on Education and Communication (CEC)	54,000	54,000
TOTAL OUTCOME 1			237,600	129,600
2.1: An operational development and management plan (PAG)	Situation analysis and workshops facilitation, including data collection, where necessary	IUCN World Commission on Protected Areas (WCPA)	86,400	86,400
2.2: Perennial consultation and management organs/bodies	Financing mechanism, including training, organization of round-tables and other types of workshops	NGO	5,400	
		IUCN Regional Office for West Africa (IUCN/BRAO)	32,400	32,400
2.3: The institutional framework for PA management	Lessons learnt from the current and past frameworks, including the preparation of assessments with clear-cut recommendations	WCPA	10,800	
		Workshops facilitation	21,600	21,600
2.4: A mechanism for cost and benefit sharing	Technical support and Workshops facilitation	CEESP	5,400	

Output (abbreviated title)	Types of technical co-operation activities to be implemented with support of TASPs, including key deliverables	Candidate TASPs	Indicative GEF Budgetary allocation for sub-contracts (\$)	
			Indicative Break down	Of which, IUCN
2.6: The capacity of the private and public sectors significantly improved in each country	Drafting the capacity building plan	NGOs	5,400	
	Trainings	Organizational development specialists	16,200	
TOTAL OUTCOME 2			183,600	140,400
3.4 Concerted planning and management among the 3 blocks achieved at the regional level	Facilitator, including training, organization of round-tables, high-level meetings and other types of workshops	WCPA	5,400	5,400
		CEESP	5,400	5,400
3.5 A mechanism promoting communication and information sharing	Operational information-education-communication (IEC) system, including the design and setting up of databases, websites and providing training to key users.	CEC (Environmental Education specialists)	5,400	5,400
3.6 A concerted and up-dated legislation	Situation analysis, but also the drafting of legal text proposals, facilitation of validation workshops and other types of training.	IUCN - World Commission on Environmental Law (CEL)	54,000	54,000
	Workshop facilitation	IUCN/BRAO	27,000	27,000
3.7: Sustainable funding of PA development & management	Trust fund, including negotiations, facilitation of round-tables, training to managers and the production of adapted information material	IUCN Commission on Environmental, Economic and Social Policy (CEESP)	54,000	54,000
		West African Development Bank (BOAD)	162,000	
3.8: A shared geo-referenced database	Development of database and training	IUCN - GIS specialists	32,400	32,400
TOTAL OUTCOME 3			345,600	183,600
		TOTAL	766,800	723,600

NOTE: Refer also to 'Table C1. List of Technical and Funding Partners of the Programme' in the Executive Summary for a full list of partners and their expected role.

Co-ordination with other interventions

189. The activities proposed in this Program will supplement and further strengthen those carried out through other initiatives. As designed, the Program could not achieve the expected results without the other major initiatives, e.g. the ECOPAS/ W Park W Program funded by the European Union, the Pendjari Project financed by GTZ, KfW, AFD/FFEM and the Programs supporting local development. For example, the ECOPAS Program and the Pendjari Project have planned to undertake major physical works inside the W and Pendjari biosphere reserve, while the proposed Program lays emphasis on (i) activities in PAs that are not receiving financial support (the Arly block, the Tamou and Dosso reserves) (ii) regional coordination at system level and (iii) the riparian areas.

190. In each of the three countries, there are other conservation initiatives that may not be active in the WAP area; this program will liaise with relevant initiatives for concerted action and synergy; in Burkina Faso for instance the program will contribute to the on going reflections on the role of riparian communities in PA management (input 2.1 and 2.2), to the review and upgrading of wildlife related laws and regulations (input 1.6 and 1.8) to the identification of acceptable long term PA financing mechanisms (input 1.9) that are currently led by the World Bank GEF funded Partnership for Natural Ecosystem Management (PAGEN).

191. As bodies that are unavoidable to all supervisory administrations and Programs and projects intervening in the complex, the OC and RSC play a key coordinating role of interventions in the complex; they will thus help to avoid discrepancies among initiatives while maximizing synergy.

192. The following GEF-supported projects are particularly relevant to the present initiative, because of their thematic nature and/or because they are active within the WAP complex:

- **The Sahel Integrated Lowland Ecosystem Management (SILEM):** SILEM is designed as a fifteen-year program in Burkina Faso, financed by the GEF/World Bank in three consecutive five-year project phases, to improve the resource management practices in target sub-watersheds through an integrated ecosystem management (IEM) approach. The first phase (2005-2009) of SILEM focuses on developing the local and institutional capacity necessary for applying an IEM approach. It will develop the instruments and test program components/instruments with communities living in selected watersheds of four provinces including one Kompienga, one of the provinces riparian to the Arly Block.
- **The Niger Community Action Program (CAP),** an IDA-GEF co-funded program. The CAP represents a major, long term effort with an indicative financing plan over 12 years consisting of three four-year phases. Though the area of the CAP is the entire Niger territory, the first phase (2005 – 2008) of the Program is aimed at only 15 - 20% of communities. This is likely to include finance for community micro-projects in the vicinity of the W national Park i.e. educational facilities, health centers, literacy centers, wells, forestry, fisheries, soil conservation, dune stabilization and agriculture.
- **The Dryland Livestock Wildlife Environment Interface Project (DLWEIP)** is currently under preparation by UNEP and The Inter-African Bureau for Animal Resources of the African Union (AU-IBAR - Nairobi, Kenya). This 3-year program, being designed under GEF Strategic Priorities 2 (BD2) and 4 (BD4), will be implemented in four demonstration sites, including three in Kenya and one around the Arly Block in Burkina Faso. Its objective is to mainstream

biodiversity and livestock resources at the interface between mixed production ecosystems and protected areas in Africa.

- **The Desert Margin Program (DMP).** This project is funded by GEF-UNEP and covers nine countries, including the Sahel zones of Burkina Faso and Niger, but not Benin. GEF funds are oriented towards the inventory of threatened and endangered species and habitats and monitoring of changes in biodiversity of global significance, development and implementation of sustainable harvesting regimes, validation and adoption of sustainable ecosystem rehabilitation techniques as well as the development and testing of sustainable biodiversity management and conservation technologies and models in selected project sites in each of the nine countries. This project has indirect impact on the WAP complex through the enhancement of effective national participation in transboundary conservation.
- **The program for Reversal of Land and Water Degradation in the Niger River Basin (2004-2009)** is jointly funded by GEF/World Bank and UNDP, the Governments of France, The Netherlands, Norway and the African Development Bank. The Project development objective is to provide the nine riparian countries an opportunity to define a transboundary framework for the sustainable development of the Niger River Basin, through strengthened capacity and better understanding of the Basin's land and water resources.

193. The project will make a particular effort to establish regular communication and coordination mechanisms with the above projects and with other biodiversity and private sector development projects in the region. This strategy will serve several purposes: it will serve to identify and absorb knowledge and lessons learned, generated through other efforts, to ensure the project builds on the most advanced knowledge available. It will also serve to coordinate with other projects with similar or related purposes, to avoid duplication of efforts.

PART IV: Monitoring and Evaluation Plan and Budget

194. Project monitoring and evaluation will be conducted in accordance with established UNDP and GEF procedures and will be provided by the project team and the UNDP Country Offices with support from the UNDP-GEF Regional Coordinator. The Logical Framework Matrix in Section II, Part II provides *performance* and *impact* indicators for project implementation along with their corresponding *means of verification*. These will form the basis on which the project's Monitoring and Evaluation system will be built. The project's Monitoring and Evaluation Plan will be presented and finalized at the Project's Inception Report following a collective fine-tuning of indicators, means of verification, and the full definition of project staff M&E responsibilities.

195. The project will be evaluated based on the monitoring-evaluation system designed during the PDF-B phase and will be in line with the UNDP procedures and the requirements of the States. The planning indicated in the logical framework will be updated in the early stages of the Program. A detailed plan for the monitoring of every component will be drafted at the beginning of the Program. The indicators will be further clarified accordingly, as well as the means of verification. Quarterly and annual reports will be prepared and disseminated to all stakeholders.

196. **Annual reviews** will be organized with stakeholders, especially through supervision organs, in view of assessing the execution of the Program by the State and formulating the required recommendations.

197. Two technical **external evaluations** are planned. The first mid-term review (3rd year) and the second review at the end of the Program. Financial.

198. Project monitoring and evaluation will be conducted in accordance with established UNDP and GEF procedures and will be provided by the project team and the lead UNDP Country Office (UNDP-CO) with support from UNDP/GEF. The Logical Framework Analysis in Annex B of the Executive Summary provides *performance* and *impact* indicators for project implementation along with their corresponding *means of verification*. These will form the basis on which the project's Monitoring and Evaluation system will be built.

Monitoring and Reporting

PROJECT INCEPTION PHASE

199. Inception Phase and Project Inception Workshop: The Monitoring and Evaluation Plan, including indicators and needs for baseline information, will be refined and finalized during the Inception Phase. There will be an Inception Workshop (IW) which will unite the principal stakeholders of the project to familiarize them with the project staff, develop a detailed Annual Workplan and Budget (AWP) for the first year of operations, and agree on the information and timeframes for reporting project activities to the different levels within the governance structure, including project review meetings and national and local steering committee functions. Finally, the inception workshop will provide an opportunity to inform the project team on UNDP and UNOPS project-related budgetary planning, budget reviews, and reprogramming as necessary. In subsequent years, a brief annual workshop will be held to develop AWP's and make new adjustments to the monitoring and evaluation system as necessary.

200. A fundamental objective of the Inception Workshop will be to assist the project team to finalize preparation of the project's first annual operating plan on the basis of the project's logframe matrix. This will include reviewing the logframe (indicators, baseline values and targets, means of verification, assumptions), imparting additional detail as needed, and on the basis of this exercise, finalizing the annual operating plan with precise and measurable performance indicators, and in a manner consistent with the expected outcomes for the project.

201. Additionally, the purpose and objective of the Inception Workshop (IW) will be to: (i) introduce project staff to the UNDP-GEF team that will support the project during its implementation, namely the COs and responsible headquarters staff; (ii) detail the roles, support services and complementary responsibilities of the UNDP staff vis a vis the project team; and (iii) provide a detailed overview of UNDP-GEF reporting and monitoring and evaluation (M&E) requirements. Equally, the Inception Workshop will provide an opportunity to inform the project team of UNDP project related budgetary planning and budget review processes.

202. The Inception Workshop will also provide an opportunity for all parties to understand their roles, functions, and responsibilities within the project's decision-making structures, including reporting and communication lines, and conflict resolution mechanisms. The Terms of Reference for project staff and decision-making structures will be discussed again, as needed, in order to clarify for all the responsibilities of each party during the project's implementation phase.

203. An **Inception Report** will be prepared immediately following the Inception Workshop. This will include a review of the project context, including any changes since the design phase which may affect implementation, and will detail the different levels of monitoring and evaluation that will take place throughout the project with specific information on the roles, responsibilities, activities, and indicators to

be monitored during the first year of operations. For the benefit of all stakeholders, the following specific UNDP mechanisms will be defined and programmed with actions included in the inception report: annual **Project Implementation Review (PIR)**, the **Annual Project Report (APR)**, **Tripartite Review (TPR)** meetings, as well as the nature and timing of the **Mid-Term** and **Final Evaluations**.

MONITORING RESPONSIBILITIES AND EVENTS

204. A detailed schedule of project reviews meetings will be developed by the project management, in consultation with project implementation partners and stakeholder representatives and incorporated in the Project Inception Report. Such a schedule will include: (i) tentative time frames for Steering Committee Meetings, (or relevant advisory and/or coordination mechanisms) and (ii) project related Monitoring and Evaluation activities.

205. *Day to day monitoring of implementation progress* will be the responsibility of the Regional Coordinator, based on the project's Annual Workplan and its indicators. The Project Team will inform the UNDP lead Country Office (Burkina Faso) and, where applicable, the UNDP/GEF Regional Coordination Unit, of any delays or difficulties faced during implementation so that the appropriate support or corrective measures can be adopted in a timely and remedial fashion.

206. The Regional Coordinator and the Project GEF Technical Advisor will fine-tune the progress and performance/impact indicators of the project in consultation with the full project team at the Inception Phase with support from UNDP staff. Specific targets for the first year implementation and progress indicators together with their means of verification will be developed at this Workshop. These will be used to assess whether implementation is proceeding at the intended pace and in the right direction and will form part of the Annual Workplan. The national executing agencies will also take part in the Inception Workshop in which a common vision of overall project goals will be established. Targets and indicators for subsequent years would be defined annually as part of the internal evaluation and planning processes undertaken by the project team.

207. Measurement of impact indicators related to global benefits will occur according to the schedules defined in the Inception Workshop and outlined in the Project Logical Framework. The measurement of these will be undertaken through subcontracts or retainers with relevant institutions (e.g. vegetation cover via analysis of satellite imagery, or populations of key species through inventories) or through specific studies that are to form part of the projects activities or periodic sampling such as with sedimentation.

208. *Periodic monitoring of implementation progress* will be undertaken by the UNDP Lead Country Office through quarterly meetings with the project coordination team and experts, or more frequently as deemed necessary. This will allow parties to take stock and to troubleshoot any problems pertaining to the project in a timely fashion to ensure smooth implementation of project activities. Field visits by the COs of Burkina, Benin, Niger will also be realized on a regular basis based on an agreed upon schedule to be detailed in the project's Annual Workplan. The COs will be responsible for preparing reports on mission findings and identify any support requirements. Findings and recommendations for action or support will be communicated to the UNDP/GEF Regional Coordination Unit staff in a timely manner so that the appropriate actions can be delivered in support to the project.

209. *Annual Monitoring will occur through the Tripartite Review (TPR)*. This is the highest policy-level meeting of the parties directly involved in the implementation of a project. The project will be subject to Tripartite Review (TPR) at least once every year. The first such meeting will be held within the first twelve months of the start of full implementation. The project Executing Agency will prepare an

annual Project Implementation Report (PIR) and submit it to UNDP-CO and the UNDP-GEF regional office at least two weeks prior to the TPR for review and comments.

210. The PIR will be used as one of the basic documents for discussions in the TPR meeting. The project team will present the PIR to the TPR, highlighting policy issues and recommendations for the decision of the TPR participants. The project Executing Agency also informs the participants of any agreement reached by stakeholders during the APR preparation on how to resolve operational issues. Separate reviews of each project component may also be conducted if necessary.

Terminal Tripartite Review (TTR)

211. The terminal tripartite review is held in the last month of project operations. The project executing agency (UNOPS) is responsible for preparing the Terminal Report and submitting it to the UNDP Country Office. It shall be prepared in draft at least two months in advance of the TTR in order to allow review, and will serve as the basis for discussions in the TTR. The terminal tripartite review considers the implementation of the project as a whole, paying particular attention to whether the project has achieved its stated objectives and contributed to the broader environmental objective. It decides whether any actions are still necessary, particularly in relation to sustainability of project results, and acts as a vehicle through which lessons learnt can be captured to feed into other projects under implementation of formulation.

212. The TPR has the authority to suspend disbursement if project performance benchmarks are not met. Benchmarks will be developed at the Inception Workshop, based on delivery rates, and qualitative assessments of achievements of outputs.

Reporting procedures

213. The project executing agency (UNOPS), in conjunction with the extended project team (UNDP Country Offices and Headquarters personnel) will be responsible for the preparation and submission of the following reports that form part of the monitoring process. Items (a) through (f) are mandatory and strictly related to monitoring, while (g) through (h) have a broader function and the frequency and nature is project specific to be defined throughout implementation.

(a) Inception Report (IR)

214. A Project Inception Report will be prepared immediately following the Inception Workshop. It will include a detailed First Year/ Annual Work Plan divided in quarterly time-frames detailing the activities and progress indicators that will guide implementation during the first year of the project. This Work Plan would include the dates of specific field visits, support missions from the UNDP-CO or the Regional Coordinating Unit (RCU) or consultants, as well as time-frames for meetings of the project's decision making structures. The Report will also include the detailed project budget for the first full year of implementation, prepared on the basis of the Annual Work Plan, and including any monitoring and evaluation requirements to effectively measure project performance during the targeted 12 months time-frame.

215. The Inception Report will include a more detailed narrative on the institutional roles, responsibilities, coordinating actions and feedback mechanisms of project related partners. In addition, a section will be included on progress to date on project establishment and start-up activities and an update of any changed external conditions that may effect project implementation.

216. When finalized the report will be circulated to project counterparts who will be given a period of one calendar month in which to respond with comments or queries. Prior to this circulation of the IR, the UNDP Country Office and UNDP-GEF's Regional Coordinating Unit will review the document.

(b) Annual Project Report (APR)

217. The APR is a UNDP requirement and part of UNDP's Country Office central oversight, monitoring and project management. It is a self-assessment report by project management to the CO and provides input to the country office reporting process and the ROAR, as well as forming a key input to the Tripartite Project Review. An APR will be prepared on an annual basis prior to the Tripartite Project Review, to reflect progress achieved in meeting the project's Annual Work Plan and assess performance of the project in contributing to intended outcomes through outputs and partnership work.

218. The format of the APR is flexible but should include the following:

- An analysis of project performance over the reporting period, including outputs produced and, where possible, information on the status of the outcome
- The constraints experienced in the progress towards results and the reasons for these
- The three (at most) major constraints to achievement of results
- AWP, CAE and other expenditure reports (ERP generated)
- Lessons learned
- Clear recommendations for future orientation in addressing key problems in lack of progress

(c) Project Implementation Review (PIR)

219. The PIR is an annual monitoring process mandated by the GEF. It has become an essential management and monitoring tool for project managers and offers the main vehicle for extracting lessons from ongoing projects. Once the project has been under implementation for a year, a Project Implementation Report must be completed by the CO together with the project. The PIR can be prepared any time during the year (July-June) and ideally prior to the TPR. The PIR should then be discussed in the TPR so that the result would be a PIR that has been agreed upon by the project, the executing agency, UNDP CO and the concerned RC.

220. The individual PIRs are collected, reviewed and analysed by the RCs prior to sending them to the focal area clusters at the UNDP/GEF headquarters. The focal area clusters supported by the UNDP/GEF M&E Unit analyse the PIRs by focal area, theme and region for common issues/results and lessons. The TAs and PTAs play a key role in this consolidating analysis.

221. The focal area PIRs are then discussed in the GEF Interagency Focal Area Task Forces in or around November each year and consolidated reports by focal area are collated by the GEF Independent M&E Unit based on the Task Force findings.

222. The GEF M&E Unit provides the scope and content of the PIR. In light of the similarities of both APR and PIR, UNDP/GEF has prepared a harmonized format for reference.

223. As part of the PIR preparation process, the project will assess the validity of project risks identified during design, as well as the emergence of new risks and whether those are critical⁶². The assessment of risks should feed into the preparation of risk management sub-report under the PIR and the registration of these risks in the relevant corporate systems in collaboration and liaison with the UNDP Lead Country Office and the UNDP/GEF Regional Coordination Unit.

⁶² As a rule of thumb, projects with three or more critical risks are considered projects-at-risk.

224. Additional risk reporting applies with regards to the use of certain financial instruments in the project, i.e. whether the project (particularly the GEF component) provides funds to financial instruments such as trust funds, sinking funds, revolving funds, partial credit risk guarantees, microfinance services, leasing or insurance mechanisms. For the additional risks linked to the use of the mentioned financial instruments, specific type of reporting is required through the PIR and applicable corporate systems.

(d) Quarterly Progress Reports

225. Short reports outlining main updates in project progress will be provided quarterly to the local UNDP Country Office and the UNDP-GEF regional office by the project team.

(e) Periodic Thematic Reports

226. As and when called for by UNDP, UNDP-GEF or the Implementing Partner, the project team will prepare Specific Thematic Reports, focusing on specific issues or areas of activity. The request for a Thematic Report will be provided to the project team in written form by UNDP and will clearly state the issue or activities that need to be reported on. These reports can be used as a form of lessons learnt exercise, specific oversight in key areas, or as troubleshooting exercises to evaluate and overcome obstacles and difficulties encountered. UNDP is requested to minimize its requests for Thematic Reports, and when such are necessary will allow reasonable timeframes for their preparation by the project team.

(f) Project Terminal Report

227. During the last three months of the project the project team will prepare the Project Terminal Report. This comprehensive report will summarize all activities, achievements and outputs of the Project, lessons learnt, objectives met, or not achieved, structures and systems implemented, etc. and will be the definitive statement of the Project's activities during its lifetime. It will also lay out recommendations for any further steps that may need to be taken to ensure sustainability and replicability of the Project's activities.

(g) Technical Reports

228. Technical Reports are detailed documents covering specific areas of analysis or scientific specializations within the overall project. As part of the Inception Report, the project team will prepare a draft Reports List, detailing the technical reports that are expected to be prepared on key areas of activity during the course of the Project, and tentative due dates. Where necessary this Reports List will be revised and updated, and included in subsequent APRs. Technical Reports may also be prepared by external consultants and should be comprehensive, specialized analyses of clearly defined areas of research within the framework of the project and its sites. These technical reports will represent, as appropriate, the project's substantive contribution to specific areas, and will be used in efforts to disseminate relevant information and best practices at local, national and international levels.

(h) Project Publications

229. Project Publications will form a key method of crystallizing and disseminating the results and achievements of the Project. These publications may be scientific or informational texts on the activities and achievements of the Project, in the form of journal articles, multimedia publications, etc. These publications can be based on Technical Reports, depending upon the relevance, scientific worth, etc. of these Reports, or may be summaries or compilations of a series of Technical Reports and other research. The project team will determine if any of the Technical Reports merit formal publication, and will also (in consultation with UNDP, the government and other relevant stakeholder groups) plan and produce these

Publications in a consistent and recognizable format. Project resources will need to be defined and allocated for these activities as appropriate and in a manner commensurate with the project's budget.

Independent Evaluation

230. The project will be subjected to at least two independent external evaluations as follows:

(a) Mid-term Evaluation

231. Two independent Mid-Term Evaluations will be undertaken at the end of the third year and the sixth year of implementation. The Mid-Term Evaluations will determine progress being made towards the achievement of outcomes and will identify course correction if needed. They will focus on the effectiveness, efficiency and timeliness of project implementation; will highlight issues requiring decisions and actions; and will present initial lessons learned about project design, implementation and management. Findings of these reviews will be incorporated as recommendations for enhanced implementation during the remainder of the project's term. The organization, terms of reference and timing of the mid-term evaluations will be decided after consultation between the parties to the project document. The Terms of Reference for these Mid-term evaluations will be prepared by the UNDP CO based on guidance from the Regional Coordinating Unit and UNDP-GEF.

(b) Final Evaluation

232. An independent Final Evaluation will take place three months prior to the terminal tripartite review meeting, and will focus on the same issues as the mid-term evaluation. The final evaluation will also look at impact and sustainability of results, including the contribution to capacity development and the achievement of global environmental goals. The Final Evaluation should also provide recommendations for follow-up activities. The Terms of Reference for this evaluation will be prepared by the UNDP CO based on guidance from the Regional Coordinating Unit and UNDP-GEF.

1. The Executing Agency will provide the Resident Representative with certified periodic financial statements, relating to the status of UNDP (including GEF) funds according to the established procedures set out in the Programming and Finance manuals.

Learning and Knowledge Sharing

2. Results from the project will be disseminated within and beyond the project intervention zone through a number of existing information sharing networks and forums. In addition:

- The project will participate, as relevant and appropriate, in UNDP/GEF sponsored networks, organized for Senior Personnel working on projects that share common characteristics. UNDP/GEF shall establish a number of networks, such as Integrated Ecosystem Management, eco-tourism, co-management, etc, that will largely function on the basis of an electronic platform.
- The project will identify and participate, as relevant and appropriate, in scientific, policy-based and/or any other networks, which may be of benefit to project implementation though lessons learned.

3. The project will identify, analyze, and share lessons learned that might be beneficial in the design and implementation of similar future projects. Identifying and analyzing lessons learned is an on-going process, and the need to communicate such lessons as one of the project's central contributions is a

requirement to be delivered not less frequently than once every 12 months. UNDP/GEF shall provide a format and assist the project team in categorizing, documenting and reporting on lessons learned. To this end a percentage of project resources will need to be allocated for these activities.

Table 7. Indicative Monitoring and Evaluation Workplan and Corresponding Budget

Type of M&E activity	Responsible Parties	Budget US\$ <i>Excluding project team Staff time</i>	Time frame
Inception Workshop	<ul style="list-style-type: none"> ▪ Project Coordinator ▪ UNDP CO ▪ UNDP GEF 	To be determined as part of the AWP's preparation prior to ASL	Within first two months of project start up
Inception Report	<ul style="list-style-type: none"> ▪ Project Team ▪ UNDP CO 	None	Immediately following IW
Measurement of Means of Verification for Project Purpose Indicators	<ul style="list-style-type: none"> ▪ Project Coordinator will oversee the hiring of specific studies and institutions, and delegate responsibilities to relevant team members 	To be finalized in Inception Phase and Workshop.	Start, mid and end of project
Measurement of Means of Verification for Project Progress and Performance (measured on an annual basis)	<ul style="list-style-type: none"> ▪ Oversight by Project GEF Technical Advisor and Project Coordinator ▪ Measurements by regional field officers and local IAs 	To be determined as part of the AWP's preparation.	Annually prior to APR/PIR and to the definition of annual work plans
APR and PIR	<ul style="list-style-type: none"> ▪ Project Team ▪ UNDP-CO ▪ UNDP-GEF 	None	Annually
TPR and TPR report	<ul style="list-style-type: none"> ▪ Government Counterparts ▪ UNDP CO ▪ Project team ▪ UNDP-GEF RCU 	None	Every year, upon receipt of APR
Steering Committee Meetings	<ul style="list-style-type: none"> ▪ Project Coordinator ▪ UNDP CO 	None	Following Project IW and subsequently at least once a year
Periodic status reports	<ul style="list-style-type: none"> ▪ Project team 	5,000	To be determined by Project team and UNDP CO
Technical reports	<ul style="list-style-type: none"> ▪ Project team ▪ Hired consultants as needed 	20,000*	To be determined by Project Team, UNOPS and UNDP-CO
Mid-term External Evaluation	<ul style="list-style-type: none"> ▪ Project team ▪ UNOPS ▪ UNDP- CO ▪ UNDP-GEF RCU ▪ External Consultants (i.e. evaluation team) 	70,000	At the mid-point of project implementation.
Final External Evaluation	<ul style="list-style-type: none"> ▪ Project team, ▪ UNOPS ▪ UNDP-CO ▪ UNDP-GEF RCU ▪ External Consultants (i.e. evaluation team) 	80,000	At the end of project implementation
Terminal Report	<ul style="list-style-type: none"> ▪ Project team ▪ UNOPS 	None	At least one month before the end of the

Type of M&E activity	Responsible Parties	Budget US\$ <i>Excluding project team Staff time</i>	Time frame
	<ul style="list-style-type: none"> ▪ UNDP-CO ▪ External Consultant 		project
Lessons learned	<ul style="list-style-type: none"> ▪ Project team ▪ UNDP-GEF RCU (suggested formats for documenting best practices, etc) 	25,000 (average 5,000/year)*	Yearly
Audit	<ul style="list-style-type: none"> ▪ UNDP-CO ▪ UNOPS ▪ Project team 	15,000 (average \$ 3,000 per year)*	Yearly
Visits to field sites (UNDP staff travel costs to be charged to IA fees)	<ul style="list-style-type: none"> ▪ UNDP Country Office ▪ UNDP-GEF RCU (as appropriate) ▪ Government representatives 	20,000 (average one visit per year)*	Yearly
TOTAL INDICATIVE COST			
<i>Excluding project team staff time and UNDP staff and travel expenses</i>		US\$ 350,000	

* These amounts which may appear relatively higher than usual take into consideration the fact that it is a regional initiative with four components in the implementation setup: the **project's** regional coordination unit and three national implementation teams. Budget allocations for this M&E plan are taken into account in the allocation for **outcome 4 and for the project management costs** in SECTION III of the PRODOC: Total Budget and Workplan. Audits, mid term evaluation and final evaluation are included in the budgetary line "evaluations" (74500) ; Cost for lessons learned and reporting are included in the budgetary line "Contractual services" (72100) ; And costs for field visits are included in budget line "Travel" (71600).

PART V: Legal Context

233. This Project Document shall be the instrument referred to as such in Article I of the Standard Basic Assistance Agreement between the Government of Burkina Faso, Benin and Niger and the United Nations Development Programme, signed by the parties. The host country implementing agency shall, for the purpose of the Standard Basic Assistance Agreement, refer to the government co-operating agency described in that Agreement.

234. The UNDP Resident Representative in Burkina Faso is authorized to effect in writing the following types of revision to this Project Document, provided that he/she has verified the agreement thereto by the UNDP-GEF Unit and is assured that the other signatories to the Project Document have no objection to the proposed changes:

- a) Revision of, or addition to, any of the annexes to the Project Document;
- b) Revisions which do not involve significant changes in the immediate objectives, outcomes or approved activities of the project, but are caused by the rearrangement of the inputs already agreed to or by cost increases due to inflation;
- c) Mandatory annual revisions which re-phase the delivery of agreed project inputs or increased expert or other costs due to inflation or take into account agency expenditure flexibility; and
- d) Inclusion of additional annexes and attachments only as set out here in this Project Document

235. In order to accord proper acknowledgement to GEF for providing funding, a GEF logo should appear on all relevant GEF project publications, including among others, project hardware and vehicles purchased with GEF funds. Any citation on publications regarding projects funded by GEF should also accord proper acknowledgment to GEF. The UNDP logo should be more prominent -- and separated from the GEF logo if possible, as UN visibility is important for security purposes.

SECTION II: STRATEGIC RESULTS FRAMEWORK AND GEF INCREMENT

PART I: Incremental Cost Analysis

A. Project Background

236. The W-Arly-Pendjari (WAP) represents a PA system of globally significant biodiversity that is shared by three West African countries: Niger, Benin and Burkina Faso. This project is designed to significantly increase the effectiveness and long term sustainability of the WAP PA system by addressing existing gaps in the management setup and by removing important barriers that currently favor biodiversity loss. First it will help establish integrated development planning mechanisms that will involve development initiatives in the riparian area and PA development and management to address existing contradictions and create a more biodiversity-friendly environment. Second it will use lessons learnt from the W regional biosphere reserve under ECOPAS/EU intervention and from the Pendjari biosphere reserve under the German funded Pendjari project to establish a more effective management system in the most fragile sections of the system. Third it will establish intercountry consultation mechanisms that will promote system-level coherence and more effective regional coordination.

237. GEF funding will support the construction of governance systems that promote an effective implication of mobile and sedentary communities as well as the private sector in decision making processes regarding PA planning and management. The funding will also help promote biodiversity friendly businesses around the PA and reward best-practices favoring sustainability. Resources will further be invested to help build a more sustainable funding mechanism for PAs. To achieve the expected results this project will team up with development as well as conservation initiatives that are relevant to the WAP system in order to try and adopt planning and implementation processes that agree with one another.

B. Incremental Cost Assessment

B.1 BASELINE

238. The baseline situation, support and scenario with regards to each of the project's three main components is described in detail in 'Section I, Part I, Situation Analysis' and summarized briefly below. The fourth component – "Learning, Evaluation and Adaptive Management" – is intrinsic to the present project and therefore has a zero baseline⁶³.

B.1.1 Sustainability element #1: Supportive communities

⁶³ Several relevant GEF projects are active either at national level in one or more of the project countries or within a portion of the WAP Complex. Since GEF support may not be counted as co-financing, they are not included in the present analysis. However, given that co-ordination with these projects will be quite important, they are described, along with coordination mechanisms, in Section III above, Management Arrangements.

239. The current baseline consists of a number of national-level projects and programs supporting the emergence of supportive communities within buffer and transition zones surrounding the WAP PA system. Baseline activities in this area and estimated baseline spending are described below by country and by project.

240. Benin: The **Support Program for Rural Areas Development in the Departments of Atacora and Donga (PAMRAD)** is funded by Belgian cooperation (2004-2007). It focuses on capacity building of the community-based organizations in the targeted area and includes the implementation of demand-driven micro-projects. This project works in close co-ordination with the Office of Village Actions of the Pendjari Project, including the riparian villages of the National Pendjari Park. Total funding for this project is \$4.47 million, of which \$0.5 million is considered as baseline co-financing for the present project.

241. Burkina Faso: The following initiatives are currently being implemented:

- **The Third Community-Based Rural Development Program (CBRD3) - locally known as PNGT III** - is a fifteen-year program consisting of three five-year phases. The goal of the program is to reduce poverty and promote sustainable development by empowering local communities – both administratively and economically – to manage their own development process. Specifically, it aims to build: (i) local-level capacity to manage local development efforts, and; (ii) institutional capacity to support Burkina Faso’s decentralization process. Phase I (2001-2006) is financed by IDA, the International Fund for Agricultural Development, the Embassy of Denmark and the United Nations Development Program (UNDP) to develop the capacity of rural inhabitants, and facilitate the emergence of rural municipalities (*rural communes*). Phase III (2007-2010) will build upon the achievements of Phase II and expand the Program to national coverage. During this phase, the CBRD program itself will be part of a national program that will reach all villages, either individually or grouped together. Phase III will consolidate what has been achieved and prepare an exit strategy. This program has contributed to the emergence of the CVGT in all the riparian villages of the W and Arly blocks and to the ongoing process towards the establishment of the communes. Each village is being supported to set-up and implement a village level development plan under the responsibility of the CVGT. The fifteen-year national program has a budget of \$74 million, of which \$3.0 million is considered as baseline co-financing for the present project.
- **The Community Investment Program for Agricultural Fertility (PICOFA)** is jointly funded by IFAD, AfDB, OADB, the government of Burkina Faso and the beneficiaries (2005-2011). Its specific objective is to ensure soil conservation and restoration in the East Region. It sets out to address the needs expressed by grassroots communities in the areas of erosion control, restoration of soil fertility, small-scale irrigation, flood plain development and intensification of crop and livestock production systems to try and boost productivity. The project is at the staff recruitment stage and covers, *inter alia*, the riparian villages of the W and Arly parks. The program has an overall budget of \$21.1 million, of which \$5.0 million is considered as baseline co-financing for the present project.
- **The Local Development Project of the Province of Komienga (PDLKom)** (2004-2006) is financed by the Austrian Co-operation with the same type of activities as the CBRD3 program. Its targeted area is the Komienga province, which is located in the periphery of the Arly Block. The focus area relevant to WAP Complex encompasses Pama and Madjoari communes. The program has an overall budget of \$1.05 million, of which \$0.05 million is considered as baseline co-financing for the present project.
- The support Program for Local Development in Eastern Burkina Faso (ADELE) is funded by the Swiss cooperation. The objective of this project, which has activities in all provinces that are riparian to the WAP area in Burkina Faso, is to reinforce the local populations’ managerial and

planning capacities. The main activities have been awareness raising and training focused on natural resource management approaches. As a demand-driven project, it specifically supports emerging local initiatives and has worked with local populations to establish the boundaries of the Village Hunting Areas. Its current phase is ending in 2005 but a new phase is to be drafted for the next 4 years.

242. Niger: **The Support for Local Development Program (PADL)** is being implemented in the region of Dosso (2005-2006). It is a community development program designed to assist the Niger Government to establish and operationalize decentralized, participatory, and transparent financing mechanisms that empower poor communities and local governments to take charge of their own development. The program has an overall budget of \$0.88 million.

243. Although not specifically designed to address environmental issues, Local Development Programs often have very positive impacts on PAs.⁶⁴ However, under this baseline scenario, there is little direct emphasis on ensuring that development takes place in a biodiversity-friendly manner, or that it supports integration between the ‘landscape’ level and the WAP system.

244. Total applicable baseline co-financing from the above programmes on Outcome 1 is estimated at US\$8.60 million.

B.1.1.2 Sustainability element 2: Sub-national level PAs

245. The current baseline consists of a number of national-level projects and programs supporting sub-national conservation efforts. Baseline activities in this area and estimated baseline co-financing are described below by country and by project.

246. Benin: On-going conservation activities in Benin are part of the PCGPN and include support from WB/GEF, GTZ/KfW, ECOPAS and The Netherlands. They include the following specific projects:

- The objective of the **Pendjari project**, one of the three components of the PCGPN program (Central component, W component and Pendjari component) is that “local population and CENAGREF manage the Pendjari Biosphere Reserve (PBR) in a sustainable way”. The expected outcomes are that
 - CENAGREF is managed in an efficient and transparent way while meeting the criteria for eligibility to a fiduciary fund
 - The development and management of the PBR are efficient and conducted according to the agreed upon PAG
 - The participation of residing populations to the sustainable management of cynegetic zones is insured
 - Village level initiatives helping to reduce the pressure on the PAs are supported
 - Ecotourism around the PBR is promoted and awareness raising activities are supported.
- The ECOPAS/EU National component for Benin: Activities promoted are the same that have been outlined above. Relative control of pastoral encroachment is the most significant achievement of the Benin component as the Park W of Benin was literally invaded by pastoralists before the EU funded project.

⁶⁴ Paragraph 63 of main text presents details of these positive impacts

247. Burkina Faso: Baseline co-financing in this area in Burkina Faso includes the following projects:

- *The project for sustainable management of forest resources in the South Western, Centre-Eastern and Eastern Burkina Faso (PROGEREF)*: The objectives of this project, funded by AfDB (2006-2008), is to contribute to the poverty reduction in the three regions are (i) to reduce the human pressure on forest resources, hence these resources degradation, (ii) to restore the biodiversity, (iii) the ensure sustainable productivity of forest products and (iv) to generate employments and contribute to improve households revenues.
- *The support project to wildlife conservation units (PAUCOF, ended in December 2005)* was funded by the French GEF and the French Development Agency. The project supported local development in peripheral zones (including development of Village Hunting Areas), PA development and management and promotes the participation of private concessionaires to international game fairs/shows. The project was targeted to hunting areas located either in the WAP area or in the Center of the country. The results of this project include several artificial lakes that help to improve water distribution inside the WAP PA system, a study on human-elephant conflicts and several wildlife censuses.
- *The 2-year US funded biodiversity initiative (ended in Feb. 2006)* was a pilot project that concentrated on three conservation units of the Arly block; was designed to support effective management and sustainable use of the PAs and to promote pilot income generating activities and regional dialogue. Results from this project include a study on the availability of water in the Arly block, the promotion of such activities as grass cutter husbandry, honey production and support to marketing channels for non timber forestry products; the project has also been successful in promoting the implementation of a collaborative plan of action regarding the Arly and the Pendjari blocs.
- *Improving the Effectiveness of Protected Area Management in West Africa*. This five-year (2007-2012) IUCN lead initiative aims to improve the management effectiveness of protected areas in West Africa will be adapted to the sub regional context. The project will (i) use the tracking tool developed by the World Commission on Protected Area (WCPA) to conduct pilot evaluations of different categories of protected areas (PAs), (ii) provide technical support to the management of selected PAs, train evaluators, disseminate lessons learnt and use them to propose improvements to the existing tracking tools. Arly has been selected as one of the PA that will receive technical support (capacity building of staff, support for the drafting of management and business plans, etc.) from the project. Some \$ 1.000.000 of the 2 648 000 euros funding is considered cofunding to the WAP project. This being a regional project, support to PAs in both Benin and Niger is also envisaged, though still to be discussed with government authorities in these two countries.
- *The ECOPAS/EU National component for Burkina Faso*. In all three countries concerned this programme is currently implementing a development plan that includes infrastructure construction, and is providing support for planning as well as for day to day management activities; it is also helping to raise awareness around the park and to initiate village ecotourism (sight seeing) and hunting (in village hunting areas) activities.

248. Niger: The only baseline conservation activity in Niger relates to the Niger National component of the ECOPAS/EU program. The activities are essentially the same as seen in Benin and Burkina Faso.

249. It should be noted that among the PA oriented projects only the Pendjari component of PCGPN and ECOPAS (Regional Park W) will be extended beyond 2005.

250. Applicable baseline spending on Outcome 2 is estimated at \$3.19 millions. Under the baseline scenario, the approaches and activities related to the PA management are mainly site oriented.

B.1.1.3 Sustainability element #3: Regional-level coordination among PAs

251. The three countries are also involved in conservation activities at a regional level that have relevance to the WAP area. These regional programs (see also Table 4) consist of:

- **The Regional W Park Program (ECOPAS⁶⁵)** « Conservation and Sound Use of Protected Areas Adjacent to Benin, Burkina Faso, and Niger and their Zones of Influence” is the most significant to the WAP area. Funded by the European Union, this Program is designed to control the degradation of natural resources and safeguard biodiversity. Specifically, the Program seeks to 1) improve the protection and surveillance system for protected areas, 2) ensure sustainable resource use and have people support this concept, 3) bring into line national policies relative to the conservation and management of natural resources, 4) provide guidance for the long term functioning of ecosystems and the environmental impact of the Program’s actions. The overall cost of the ongoing phase (2005-2008) totals € 5.192 million, of which US\$4.0 million is estimated as baseline co-financing.
- **The renewable Energy Program (E7)**, which provides solar energy to the hotels and riparian population in order to reduce their pressure on the PA resources (Wood and charcoal collection).

252. Total baseline spending for such efforts during the project period is estimated at US\$ 6.8 millions.

B.2 GLOBAL ENVIRONMENTAL OBJECTIVE

253. The community-based programme for biodiversity conservation in the transboundary zones of influence of the WAP complex will help to slow-down biodiversity loss of the WAP complex. Although national actions for the protection of ecosystems of the complex are necessary and of interest to individual countries, they are not sufficient with respect to transnational or even international issues of biodiversity conservation. Beyond national actions, complementary actions are necessary and involve additional costs for the countries of the WAP complex.

254. The objective of the alternative scenario of the GEF is therefore to reinforce the regional dimension, and thereby enable government and donors to take into account environmental issues of the WAP complex in a holistic way. Such a strategy will also foster the involvement of rural communities in the actions of conservation of fauna and flora ecosystems. The proposed programme will build consistency in the efforts made to improve the living conditions of local populations and conserve the biological diversity by reinforcing synergies among existing projects in the three countries of the zone and harmonizing actions at regional level concerning natural reserves and the development of zones of influence as well. This aims at protecting the biological diversity preserving fauna and flora species in sub-Saharan Africa. It will contribute to biosphere reserve programme which includes two of the three parks in the WAP zone.

255. The strategic nature of the WAP complex in the Soudano-sahelian zone is due to the importance of the biological diversity, particularly of big wild mammals’ populations which live there. In that respect, the WAP programme reflects a determination of the countries (Benin, Burkina Faso, Niger) to fight

⁶⁵ European Commission, 1998. Parks and Reserves Regional Program – funding proposal - Benin, Burkina Faso and Niger – Contract DEL/001/11/97.

against the loss of biological diversity through a regional approach and better integration of PA conservation with and the development of zones of influence. The area of the complex is estimated at about 31 000 km² (for occurrences which are gazetted or developed as hunting zones) straddling Benin, Burkina Faso and Niger the complex includes parks and reserves as well as neighboring hunting areas. Beyond the scientific and economic importance of its biological diversity, the complex is peculiar because of its regional dimension.

B.3 ALTERNATIVE

256. The alternative project will address the major barriers that are limiting the effectiveness of the WAP PA system as a tool for conserving biological diversity. It will do so by strengthening three key tools identified as underpinning the sustainability of the System.

B.1.1 Alternative Outcome 1: Communities Supportive of sustainable protected areas management have emerged around the WAP complex

257. The alternative outcome is valued at US\$10.613 million. This includes a GEF-financed increment of **US\$2,013,232**.

B.3.2 Alternative Outcome 2: PAs are effectively managed and linked at sub-national level within the WAP Complex

258. The alternative outcome is valued at US\$4.023 million. This includes a GEF-financed increment of **US\$833,460**.

B.3.3 Outcome 3: Creating an enabling environment to encourage BF-SMMEs

1. The alternative outcome is valued at US\$8.20 million. This includes a GEF-financed increment of **US\$1,399,941**.

B.3.4 Outcome 4: Learning, evaluation and adaptive management, particularly relating to interactions amongst outcomes 1-3, are ensured

259. This fully incremental project outcome has been assigned a GEF budget of **\$908,108**.
Incremental Cost Matrix (amounts in US\$)

C. Incremental Cost Analysis

Cost/Benefit	Baseline (B)	Alternative (A)	Increment (A-B)
<p>Domestic Benefits</p>	<p>In the specific targeted areas of the ongoing projects / Programmes:</p> <ul style="list-style-type: none"> • Improved organizational and managerial capacity of community organizations • Improved local governance • Improved institutional capacity of the rural private sector <p>Improved monitoring capacity of government services in the domain of poverty reduction and food security</p> <p>Improved food security and standard of living of the riparian populations in some areas (literacy rate, health status, communication, etc.)</p> <p>Restoration of the degraded land in some areas around the complex</p>	<p>Extension of the community based and public sector capacity to integrated planning of the WAP surrounding lands</p> <p>Improved sustainability of development processes around the PA Complex</p> <ul style="list-style-type: none"> • Land use planning mainstreamed into development processes • Reduced occurrence of intercommunity conflicts • Improved sustainability of agro-sylvo-pastoral production systems <p>PAs better accepted by way of:</p> <ul style="list-style-type: none"> • Better prevention and resolution of human-wildlife conflicts • Increased income from profitable and sustainable use of BD in community lands • More equitable and effective participation of communities in PA development and management planning • Improved awareness of the public on conservation issues <p>The National PA system evaluated and upgraded in each country:</p> <ul style="list-style-type: none"> • Removal of within country contradictions regarding policy and legislative tools • Improved capacity to monitor and to evaluate the management effectiveness of individual PAs • Improved income from synergetic and other forms of tourism 	<p>Sustainability development processes adopted around the PA Complex</p> <ul style="list-style-type: none"> • Land use planning mainstreamed into development processes • Reduced occurrence of intercommunity conflicts • Improved sustainability of agro-sylvo-pastoral production systems <p>PAs co-managed by riparian populations and other stakeholders leading to:</p> <ul style="list-style-type: none"> • Better prevention and resolution of human-wildlife conflicts • Increased income from profitable and sustainable use of BD in community lands • More equitable and effective participation of communities in PA development and management planning • Improved awareness of the public on conservation issues <p>The National PA system evaluated and upgraded in each country:</p> <ul style="list-style-type: none"> • Removal of within country contradictions regarding policy and legislative tools • Improved capacity to monitor and to evaluate the management effectiveness of individual PAs • Improved income from synergetic and other forms of tourism

Cost/Benefit	Baseline (B)		Alternative (A)		Increment (A-B)	
Global Benefits	Development processes often ignore conservation or go against it <ul style="list-style-type: none"> Limited income generating alternatives for local populations leading to increased pressure (encroachments, poaching, wood collection, etc.) on the PAs Preservation of the biological diversity of certain protected areas Knowledge of ecosystems, habitats and species Labeling of certain protected areas (TBR/W) Use of the ecosystem approach at the regional level of the TBR/W Knowledge of ecosystems, habitats and species 		Improved link and consistency between local development and significantly global biodiversity conservation <p>An enabling environment for biodiversity conservation made possible through:</p> <ul style="list-style-type: none"> Mainstreaming of biodiversity into development/poverty reduction processes around the PA system More equitable sharing of costs and benefits of PA management Improved PA governance systems Improved awareness on the part of communities, decision makers and the public on the importance of PA Removal of inter country contradictions and improved regional coherence Improved regional capacity to monitor the effectiveness of PA systems and to conserve biodiversity of global significance in the three countries. <p>Reduction of habitat and biodiversity loss made possible by:</p> <ul style="list-style-type: none"> Concerted planning of PA development and management, including the surveillance against illegal activities Improved knowledge and monitoring of ecosystems and species population dynamics, including threatened and endangered species Better management of large range and other migrating species 		An enabling environment for biodiversity conservation made possible through: <ul style="list-style-type: none"> Mainstreaming of biodiversity into development/poverty reduction processes around the PA system More equitable sharing of costs and benefits of PA management Improved PA governance systems Improved awareness on the part of communities, decision makers and the public on the importance of PA Removal of inter country contradictions and improved regional coherence Improved regional capacity to monitor the effectiveness of PA systems and to conserve biodiversity of global significance in the three countries. <p>Reduction of habitat and biodiversity loss made possible by:</p> <ul style="list-style-type: none"> Concerted planning of PA development and management, including the surveillance against illegal activities Improved knowledge and monitoring of ecosystems and species population dynamics, including threatened and endangered species Better management of large range and other migrating species 	
Costs Outcome 1: Supportive communities to PA management emerged around the WAP complex	CBRD 3 PICOFA PAMRAD PDLKom ADELE	3,000,000 5,000,000 500,000 50,000 50,000	GEF Co-financing Total	2,013,232 8,600,000 10,613,232	GEF Total	2,013,232 2,013,232

Cost/Benefit	Baseline (B)		Alternative (A)		Increment (A-B)	
	Total	8,600,000				
Outcome 2: PAs are effectively managed and linked at sub-national level within the WAP complex			GEF	833,460	GEF	833,460
	CENAGREF (PCGPN)	2,100,000	Co-financing	3,190,000	Total	833,460
	PAUCOF					
	USA/IUCN	690,000				
	Gov. of Burkina	200,000				
	Gov. of Niger	100,000				
	Total	3,190,000	Total	4,023,460		
Outcome 3: A sustainable regional level co-ordination mechanism within the WAP PA system is effective			GEF	1,399,941	GEF	1,399,941
	ECOPAS	4,000,000	Co-financing	6,800,000	Total	1,399,941
	ABN (AfDB)	2,800,000	Total	8,199,941		
	Total	6,800,000				
Outcome 4: Learning, feedback and adaptive management are ensured**		0	GEF	908,108	GEF	908,108
			Co-financing	0	Total	908,108
			Total	908,108		
Cost Totals	CBRD 3	3,000,000	GEF	5,154,741	GEF	5,154,741
	PICOFA	5,000,000	Co-financing	18,590,000	Total	5,154,741
	PAMRAD	500,000				
	PDLK _{om}	50,000	Total	23,744,741		
	ADELE	50,000				
	PCGPN	2,000,000				
	PAUCOF	690,000				
	USA/IUCN	200,000				
	Governments	300,000				
	ECOPAS	4,000,000				
	ABN (AfDB)	2,800,000				
	Total*	18,590,000				

* The Incremental Cost Analysis was carried out based on the expected co-financing. As it showed at CEO Endorsement of the PRODOC, the mobilised co-financing was in fact higher.

** This outcome, as formulated also includes the Project's Own Operational Costs. In the revised Total Budget and Workplan, these costs will be distinguished from those of and the 'Monitoring, learning, adaptive feedback and evaluation' in two separate outcomes.

PART II: Logical Framework Analysis

GOAL: The long term conservation and sustainable use of biodiversity within the W, Arly, and Pendjari (WAP) Parks Complex

	Indicator ⁶⁶	Baseline	Target (quantified and measurable)	Sources of verification	Risks and Assumptions
Objective of the project Prospects for long-term biodiversity conservation of the WAP Complex have been substantially enhanced according to significant and measurable improvements in key indicators of PA system sustainability	<u>Political sustainability</u> Agreements signed and implemented by the three countries that establish the WAP Complex as a permanent regional institution where dialogue is the major decision-making tool	The Tapoa Declaration, the tripartite anti-poaching agreement and the implementation of a joint Programme for park W	By end of Year 2, a Memorandum of Understanding (MoU) covering collaborative planning, management and use of the WAP Complex signed and implemented by the 3 countries. By end of year 3, a master plan for the entire WAP area has been endorsed at ministerial level and implemented within each country, including provisions for ecological, financial and socio-economic sustainability.	The signed agreements Periodic and specific reports	Risk: Collaboration among stakeholders is undermined by unexpected border disputes
	<u>Financial sustainability</u> An agreed long-term process and tools (e.g., regional fund), including a measurable series of pragmatic steps, toward financial sustainability of WAP PA system	While Park W remains essentially dependent on external funding, the Pendjari Biosphere reserve is able to contribute an annual 20% to its management costs. The Arly block contributes to its own funding but the data is not available	By end of project, each component of the WAP Complex benefits from receiving steady financial flows equivalent to at least 20% (W regional park), 30% (Arly block) and 50% (Benin) of its management costs. In addition, a strategy to achieve full financial sustainability by 2020 has been agreed upon and endorsed as part of the WAP Master Plan.	Business plans of the Complex and of its major components; periodic and specific reports	
	<u>Ecological sustainability:</u> Overall human ecological footprint and threats index within WAP – to be developed as part of the biodiversity monitoring Programme – has been reduced. All threats described in threats analysis will have been weighted and factored into the index	Component indicators to be specified and initial measurements taken during Year 1.	40% reduction by Year 3 and _80% by end of project, with results widely disseminated.	WAP biodiversity monitoring system (data, synthesizing reports)	Assumption: Relationship between threat levels and sustainable levels of biodiversity can be adequately gauged.

⁶⁶ Indicators are quantified and time-bound in the 'target' column.

	Indicator ⁶⁶	Baseline	Target (quantified and measurable)	Sources of verification	Risks and Assumptions
	<u>Socio-economic sustainability</u> Decisions relating to the management of the WAP complex and its periphery are made with the participation of riparian communities	Concerted management approach, involving all relevant stakeholders in decision-making regarding the PA management, not yet effective at the WAP complex level	By the end of Year 3, all PAs within the WAP complex are effectively co-managed, with 80% of decisions relating to management of the Complex and its periphery made with the participation of riparian communities.	Progress reports	
Outcome 1: Supportive communities to sustainable Protected Areas management emerged around the WAP complex	Perennial communication channels and coordination bodies established between local development and conservation initiatives in all three countries by end of year I	Coordination meetings between the various initiatives (local development or conservation oriented) remain occasional	A bi annual workshop involving local development and conservation initiatives allows information sharing and concerted planning in each province adjacent to the Complex by end of year I	IDMPs, Periodic reports, Impact assessment reports	Assumption: Poverty reduction Programmes are effective and efficient in the three countries. Assumption: The expressed political will continues to be translated into consequent and effective decisions on the field in the three countries
	BD friendly integrated development and management plans (IDMP) designed in a participatory manner are effectively experimented in at least 60% of territorial units (provinces, rural communes) by end of Programme	Local development plans exists in some villages of Burkina Faso and Benin, but not at greater planning levels (communes and provinces)	Biodiversity-friendly commune and province level IDMPs designed and adopted in a participatory manner are effectively implemented, monitored and evaluated in at least 60% of the transition areas by end of Programme	Minutes of stakeholders meetings - Mid-term Evaluation report	Assumption: The process of decentralization which is in progress in the countries, enables the expected transfers of resources and responsibility within deadlines which are acceptable to rural communities Assumption: Poverty reduction Programmes are effective and efficient in the three countries. Assumption: The expressed political will continues to be translated into consequent and effective decisions on the field in the three countries

	Indicator ⁶⁶	Baseline	Target (quantified and measurable)	Sources of verification	Risks and Assumptions
Output 1.1: Improved coherence between local development and conservation oriented initiatives achieved around the complex	A perennial mechanism facilitating interaction and allowing concerted planning among development and conservation initiatives negotiated and implemented in all provinces adjacent to the Complex by year I Existence of Biodiversity-friendly IDMPs under implementation in at least 80% of communes and provinces adjacent to the WAP Complex by end of project.	In Burkina Faso and Benin, each province has a planning body designed to promote information sharing and to facilitate the adoption of province level regulations and specific plans; however these only meet occasionally Most villages have a development plan (VDP) but these plans hardly take BD conservation into consideration	Two joint development and conservation workshops organized each year by perennial bodies to achieve coordination and collaborative planning starting year I The implementation of biodiversity-friendly IDMPs is promoted in at least 80% of communes and provinces adjacent to the WAP Complex by end of project.	Workshop reports, annual work plans of participating projects IDMPs of communes and provinces around the Complex	
Output 1.2 - Land use planning effective at all territorial levels around the Complex	Concerted planning mechanisms integrate land use planning to help promote equitable access to land and resources to sedentary and mobile communities around the Complex by end of year II	Currently land use planning occurs occasionally in some villages around the Complex	Land use planning integrated in development planning processes at village, commune and province level around the WAP area by Year II	Annual reports of participating projects, results of specific evaluations	Risk: continued increase in people pressure resulting from population growth and migration
Output 1.3 - Conflict prevention mechanisms adopted by stakeholders at the commune and province level in each country	Strategies for conflict management are adopted by the stakeholders and implemented by end of year II	Human-Wild fauna conflicts and farmer-herder conflicts are common in all three countries	The number of conflicts related to the use of shared natural resources is reduced by at least 10% each year starting year III	IDMPs, results of specific evaluations	Risk: increased pressure from cross-border transhumance Assumption: that views and interests among the wide range of stakeholders involved can indeed be reconciled
Output 1.4 - Biodiversity friendly small businesses promoted	At least 10% increase in benefits derived from BD friendly initiatives (Village hunting areas, grass cutter husbandry, NTFP processing, bee keeping, eco cultural tourism) around the WAP complex by end of project	Some biodiversity friendly small businesses are being promoted, but benefits are not visible Baseline to be evaluated at inception phase	At least \$ 200 000 invested to boost BD friendly small businesses in each country and around the complex by end of project	Annual project reports, results of specific evaluations	

	Indicator ⁶⁶	Baseline	Target (quantified and measurable)	Sources of verification	Risks and Assumptions
Output 1.5 An environmental education and communication (EEC) Programme helps to promote positive changes in attitudes and behaviors towards the PA system	An environmental education and communication plan reaches at least 50% of teachers, educators and school every year starting year II	Some EEC activities are being conducted by ECOPAS national components and by the Pendjari project; such activities have not been recorded for the Arly block	An adapted EEC plan and the necessary implementation tools available by end of year one; at least 25% of targeted key persons (trainers of school teachers, religious and traditional leaders, mayors...) are trained as trainers each year starting in year 2. Over 50% of schools around the WAP have included EEC components in their Programme by end of year 5	EEC Programmes, annual as well as specific reports	
Outcome 2: PAs are effectively managed and linked at national level	By project completion: The capacity of the national PA system (NPAS) to address institutional barriers and to monitor the effectiveness of individual PA management is significantly reinforced	Only Benin had a chance to implement its NPAS strategy and action plan, since Niger does not have any and Burkina has just drafted one	The NPAS of all three countries has implemented an updated National Strategy and Action Plan for PAs management for at least 2 years by end of project	Annual reports, specific reports	
	The level of self financing of PAs in the Complex have significantly increased to reach 30 (Niger and Burkina Faso) to 50% (Benin) by end of project	Currently the contribution of PAs to their own management costs range from unknown (Niger and Burkina) to about 15% (Benin)	Each component of the WAP Complex is able to directly cover at least 30% (Niger and Burkina Faso) to 50% (Benin) of its own management cost by end of year V	Annual reports from participating components and projects, specific reports	Assumption: that views and interests among the wide range of stakeholders involved can indeed be reconciled
Output 2.1: All component reserves of the WAP complex developed and managed in a sustainable manner	The components of the Complex to be experimenting an up to date PAG and business plan officially endorsed by end of year III	The PAG and the business plan of the Pendjari block have been experimented; the implementation of the PAG of the W block is just being launched, and the Arly block does not have a PAG; there is no master plan or guideline for the whole complex	All fauna reserves and PA blocks have implemented PAGs and business plans which are consistent with the regional master plan for at least II years by end of project	Annual reports from participating components and projects, the PAG under implementation	

	Indicator ⁶⁶	Baseline	Target (quantified and measurable)	Sources of verification	Risks and Assumptions
Output 2.2: Perennial consultation and management organs/bodies which involve resident communities, transhumant pastoralists and the private sector in each country	Functional management committees at individual PA and PA block level by end of year II	management committees exist in all countries but they operate only occasionally	Functional management committees involving all relevant stakeholders at individual PA level by end of year I and at PA block level by end of year II	Reports of consultation bodies meetings, Annual reports from participating components and projects	Assumption: The process of decentralization, which is in progress in the countries, enables the expected transfers (responsibility) resources within deadlines which are acceptable to rural communities
Output 2.3 The institutional framework for PA management of each country reviewed and updated	The existence of up to date institutions with the effective capacity to run the National PA System in each country by end of year III	The only country with a dedicated autonomous institution in charge of the National PA System is Benin, and even there the set up is believed not to be sufficiently sustainable	The institutional and legal framework in each country reviewed and updated - An adapted autonomous institution created in Niger and Burkina to run the National PA System and the CENAGREF operation reviewed and updated, all by end of year III	Relevant framework documents, Annual reports from participating components and projects	
Output 2.4 A mechanism for cost and benefit sharing is negotiated among the major share holders (private sector, communities, States) in each country	A negotiated chart for PA cost and benefit sharing under implementation in all countries by end of year II	Current cost and benefit sharing among the shareholders is variable and disproportionate among countries; in Benin CENAGREF receives the largest portion of the income and yields 30% of that to communities; in Burkina Faso the private sector receives about 75% of hunting income, the State treasury 23% and the communities 2-3%; The level of cost sharing has not been evaluated	A cost and benefit sharing mechanism negotiated among the shareholders of PAs in each country and experimented for at least 2 years by end of project	Reports and agreements from shareholders meetings, specific reports, annual project reports	
Output 2.5- The capacity of the private and public sectors significantly improved in each country	A effective capacity development plan implemented in each country and that reach	Baseline will be defined at the end of Year I	Activities related to parks surveillance and valorization are effective in each country	PA management tracking tool reports	

	Indicator ⁶⁶	Baseline	Target (quantified and measurable)	Sources of verification	Risks and Assumptions
Outcome 3: A sustainable regional level co-ordination mechanism within the WAP PA system is effective	An governance system promoting regional coherence and effectiveness operational for the greater WAP complex by end of year I	There is a regional steering committee for Park W alone	A regional steering committee (RSC) in which government agencies in charge of the 3 blocks, the private sector and the communities are represented meeting twice annually by end of year one; A regional MoU promoting collaborative planning by end of year 2 and a master plan for the greater WAP complex endorsed by end of year III	Endorsed documents, TORs of the regional governing bodies, Minutes of the meetings	Risk: Collaboration among stakeholders is undermined by unexpected border disputes
	Existence of a regional forum promoting communication and information sharing among Development and Conservation stakeholders	Information and Communication campaigns are occasionally organized by individual conservation initiatives	Meetings of a regional stakeholders forum are effective every 2 years starting from year II	Minutes of the Regional Steering committee meetings, annual reports	
Outcome 3.1 An MoU materializing the will of the 3 countries to collaboratively manage the Complex	The three States have signed an MoU materializing their will to collaboratively manage the Complex by end of year II	Inter-states agreements on the management of the regional W park currently exists but are not materialized by a legal document ; A tripartite agreement exists for concerted anti poaching surveillance	An MoU for collaborative planning, management and use of the WAP Complex signed by the 3 countries by end of year II	Endorsed documents, TORs of the regional governing bodies, Minutes of the meetings	Assumption: That the political will already expressed by the 3 countries is not eventually hampered by border or other disputes
Outcome 3.2 Regional bodies providing supervision and orientation for decisions regarding the WAP complex	The Ministerial Orientation Council (OC) supported and a Regional Steering Committee (RSC) established by end of year I	The OC has been established by the ECOPAS Programme and there is a RSC for Park W alone	The OC continues to meet at least every 18 months; A regional steering committee (RSC) in which government agencies in charge of the 3 blocks, the private sector and the communities are represented meets twice annually by end of year one.	TOR of the OC, the RSC and the Park Directors Council, minutes of meetings and annual project reports	Assumption: That the political will already expressed by the 3 countries is not eventually hampered by border or other disputes
Outcome 3.3 An operational master plan for the entire complex	The existence of an operational master plan providing guidance for important decisions on development, management and use of the entire WAP complex by end of year III	There are PAG for the W and Pendjari blocks but not for the Arly block	A master plan is adopted by the three countries by end of year III and implemented by year IV	Minutes of the Regional Steering committee meetings	
Output 3.4 Concerted planning and management among the 3 blocks achieved at the regional level	Regional collaborative planning mechanisms in place by end of year I	The first park managers plan of actions at the regional level has been drafted during the PDF	A collaborative action plan adopted, implemented and evaluated by a regional park directors workshop every year from year II	Action plans, progress reports, workshop reports	

	Indicator ⁶⁶	Baseline	Target (quantified and measurable)	Sources of verification	Risks and Assumptions
Output 3.5 A mechanism promoting communication and information sharing among stakeholders operational at the regional level	Existence of a regional forum promoting communication and information sharing among Development and Conservation stakeholders by end of year II	Information and Communication campaigns are occasionally organized by individual conservation initiatives	Regional thematic committees (park curators, riparian communes, research systems of the three countries, councils of private concessionaires) in place and operational by end of year one. Meetings of a regional stakeholders forum are effective every 2 years starting from year II	PoR of RSF, minutes of stakeholders meetings, annual project reports	Assumption : that all stakeholders will make it a priority to participate in such regional consultations
Output 3.6 A concerted and up-dated legislation enabling coherent management and sustainable use of the complex	Existence of up-to-date coherent legislative documents by end of project	There are inconsistencies among countries regarding the legal exploitation of certain resources (hippos, lions, fish species)	Coherent legislation relevant to resource exploitation revised and adopted for the WAP PA system by end of project	Minutes of the Regional Steering committee and OC meetings; relevant legal documents (decrees, etc.)	
Output 3.7 A plan designed to promote sustainable funding of PA development & management is implemented	The existence of an effective agenda towards sustainable financing of PA	Currently the contribution of PAs to their own management costs range from 0% (Niger and Burkina) to about 15% (Benin) - the income share the private sector invests in PA development and management has not been independently evaluated	An agenda designed to lead to sustainable financing of PA has been experimented for at least 2 years by end of project - Each component of the WAP Complex is able to directly cover at least 30% (Niger and Burkina Faso) to 50% (Benin) of its own management cost by end of year V	Specific reports, agenda for financial sustainability	Assumption: that views and interests among the wide range of stakeholders involved can indeed be reconciled
Outcome 4: Learning, feedback and adaptive management are ensured	By project completion The number of communication tools (publications, reports and recommendations) specifically targeting the scientific community, park managers, decision makers and the communities that are produced every year starting year II	Each of the block has its own monitoring and capitalization system (W and Pendjari)	At least four effective communication tools specifically targeting the scientific community, park managers, decision makers and the communities are produced every year starting year II	Periodic reports, Impact assessment reports	Political and social processes do not hamper collaboration between stakeholders
	Implementation is consistent with project agenda and technical achievements are coherent with invested funds	baseline to be established during the first quarter of year one	Annual reports reflect adequate technical and financial planning at all times	Minutes of stakeholders meetings - Evaluation reports	

	Indicator ⁶⁶	Baseline	Target (quantified and measurable)	Sources of verification	Risks and Assumptions
Output 4.1 A shared geo-referenced database	A functional data base with an antenna in each Block	The W and the Pendjari sub complexes have compatible databases but there is little information sharing between them; the Arly block does not have a database	The three blocks have functional databases compatible with one another and have established a data sharing routine that is satisfactory.	Endorsed manual of procedures	
Output 4.2 - Properly trained human resources to efficiently conduct Project activities	Number, background of staff running project activities, number and contents of training sessions, quality of trainees	Each reserve and each block has permanent and contractual staff; many of the human resources in place do not have the necessary background for PA management	Project management teams at regional, national and local levels operational in the first quarter of project implementation; at least 90% of identified training needs implemented in a timely manner by end of project	Annual reports, TOR and Curriculum Vitae of project personnel	
Output 4.3 - An efficient system of financial management in place	Existence of an operational book of administrative, financial and accounting procedures	Draft administrative and financial procedures have been prepared but will need updating and formal adoption	Final, operational versions of the manual of administrative and financial procedures available by end of year one	Relevant management procedures manuals, annual reports	
Output 4.4 - Adapted equipment for the implementation of the Programme in place	All equipment planned for in place and operational by end of year I	The Pendjari and the W blocks are far better equipped than the Arly block, but the existing equipment is either insufficient or non adapted in all three blocs	Supplementary project equipment (4x4 vehicles, computers, communication equipment, office furniture) in place by the end of the first six months of project implementation	Annual reports	
Output 4.5 - Results and lessons learnt from the project packaged and disseminated in an efficient way	The number and contents of publications and thematic maps produced and their effective distribution, the number and TOR of workshops and conferences organized	Various tools are produced at various levels but dissemination is very poor and there is little concerted effort among the countries	At least four effective communication tools specifically targeting the scientific community, park managers, decision makers and the communities are produced every year starting year II	Project publications, TOR and proceedings of workshops and conferences, results of specific evaluations	

Note: Outcome 4, as outlined in this logframe also includes the Project's Own Operational Costs. In the revised Total Budget and Workplan, these costs will be distinguished from those of and the 'Monitoring, learning, adaptive feedback and evaluation' in two separate outcomes.

SECTION III: TOTAL BUDGET AND WORKPLAN

Total Workplan and Budget

Award: 00043891

Project id: 00051403

Award Title: PIMS 1617- BD- FSP- W Arly Pendjari

Project Title: Improving the sustainability of the W-Arly-Pendjari (WAP) protected area

GEF Outcome/ Atlas Activity	Responsible Party	Source of Funds	Notes (x = Mgt costs)	ERP/ ATLAS	Budget Description	TOTAL	Amount Year 1 (USD)	Amount Year 2 (USD)	Amount Year 3 (USD)	Amount Year 4 (USD)	Amount Year 5 (USD)	Amount Year 6 (USD)		
Outcome 1: Support communities around WAP Complex	UNOPS	GEF	a	71100	ALD Employee Costs	486,000	32,400	97,200	97,200	97,200	97,200	64,800		
			b	71300	Local Consultants	388,800	22,680	78,840	78,840	78,840	78,840	78,840	50,760	
			c	71600	Travel	118,800	10,800	21,600	21,600	21,600	21,600	21,600	21,600	
			d	72100	Contractual Services-Companies	237,600	21,600	43,200	43,200	43,200	43,200	43,200	43,200	
			e	72200	Equipment and Furniture	54,000	43,200	2,160	2,160	2,160	2,160	2,160	2,160	
			f	72500	Supplies	38,880	10,800	8,640	5,400	5,400	5,400	5,400	3,240	
			g	72600	Grants	540,000	21,600	108,000	108,000	108,000	108,000	108,000	108,000	86,400
			h	73100	Rental & Maintenance-Premises	23,760	2,160	4,320	4,320	4,320	4,320	4,320	4,320	
			i	74200	Audio Visual&Print Prod Costs	108,000	0	21,600	21,600	21,600	21,600	21,600	21,600	
			j	74500	Miscellaneous Expenses	12,960	2,160	2,160	2,160	2,160	2,160	2,160	2,160	
TOTAL COST - OUTCOME 1						2,008,800	167,400	2,008,800	167,400	387,720	384,480	384,480		
Outcome 2: PAs mgt at national level	UNOPS	GEF	k	71200	International Consultants	162,000	27,000	27,000	27,000	27,000	27,000	27,000		
			l	71300	Local Consultants	275,400	16,200	64,800	54,000	54,000	54,000	54,000		
			c	71600	Travel	75,600	4,320	16,200	16,200	16,200	16,200	16,200		
			m	72100	Contractual Services-Companies	183,600	21,600	32,400	32,400	32,400	32,400	32,400		
			n	72200	Equipment and Furniture	21,600	16,200	0	0	0	5,400	0		
			f	72500	Supplies	43,200	2,160	8,640	8,640	8,640	8,640	8,640		
			o	74200	Audio Visual&Print Prod Costs	12,960	2,160	2,160	2,160	2,160	2,160	2,160		
			j	74500	Miscellaneous Expenses	11,880	1,080	2,160	2,160	2,160	2,160	2,160		
TOTAL COST - OUTCOME 2						786,240	90,720	786,240	90,720	153,360	142,560	142,560		
Outcome 3: Regional coordination mechanism	UNOPS	GEF	p	71100	ALD Employee Costs	507,600	75,600	97,200	97,200	97,200	97,200	43,200		
			q	71200	International Consultants	129,600	0	0	32,400	32,400	32,400	32,400		
			r	71300	Local Consultants	172,800	21,600	21,600	32,400	32,400	32,400	32,400		
			s	71400	Contractual Services - Individ	19,440	0	4,320	4,320	4,320	4,320	3,240		
			c	71600	Travel	97,200	4,320	21,600	21,600	21,600	21,600	21,600		

GEF Outcome/ Atlas Activity	Responsible Party	Source of Funds	Notes (x = Mgt costs)	ERP/ ATLAS	Budget Description	TOTAL	Amount Year 1 (USD)	Amount Year 2 (USD)	Amount Year 3 (USD)	Amount Year 4 (USD)	Amount Year 5 (USD)	Amount Year 6 (USD)
			t	72100	Contractual Services-Companies	345,600	21,600	64,800	64,800	64,800	64,800	64,800
			n	72200	Equipment and Furniture	19,440	1,080	4,320	4,320	4,320	4,320	1,080
			f	72500	Supplies	20,520	5,400	3,240	3,240	3,240	3,240	2,160
			-	72800	Information Technology Equipmt	2,160	2,160	0	0	0	0	0
			j	74500	Miscellaneous Expenses	10,161	1,080	1,080	1,620	1,620	2,376	2,385
TOTAL COST - OUTCOME 3						1,322,901	132,840	1,324,521	132,840	218,160	261,900	261,900
Outcome 4: Learning, adaptive feedback and M&E	UNOPS	GEF	u	71400	Contractual Services - Individ	162,000	0	0	75,600	0	0	86,400
			v	74100	Professional Services	174,960	0	3,240	8,640	65,880	10,800	86,400
			j / w	74200	Audio Visual&Print Prod Costs	32,400	10,800	4,320	4,320	4,320	4,320	4,320
TOTAL COST - OUTCOME 4						369,360	10,800	369,360	10,800	7,560	88,560	70,200
Project's Own Operat. Mgt	UNOPS	GEF	x-1 @ 70%	71100	ALD Employee Costs	507,600	75,600	97,200	97,200	97,200	97,200	43,200
			x-2	71400	Contractual Services - Individ	65,880	6,480	11,880	11,880	11,880	11,880	11,880
			x-3	71600	Travel	41,580	3,780	7,560	7,560	7,560	7,560	7,560
			x-4	72800	Information Technology Equipmt	10,800	5,400	0	0	5,400	0	0
			x-5	73100	Rental & Maintenance-Premises	22,680	3,240	4,320	4,320	4,320	4,320	4,320
			x-6	74500	Miscellaneous Expenses	17,280	2,160	3,240	3,240	3,240	3,240	3,240
TOTAL Project Mgt Costs*						667,440	97,200	665,820	96,660	124,200	124,200	129,600
TOTAL Project						5,154,741	498,420	891,000	1,001,700	988,740	933,336	841,545

* Less 30% of '71100-ALD Employee Costs' (-\$152,280), i.e. total project management is \$5,154,741.

UNOPS will work with CENAGREF (Benin), DGCN (Burkina Faso), DFPP (Niger) and IUCN at regional level in the implementation of the project.

Budget Notes	
a	Refers to proforma costs for the Socio-economist who will be working in the project, contributing mostly to Outcome 1. TOR were included in the PRODOC, SECTION IV, PART II. Foresees approximately 300 persons-weeks.
b	Refers to several short-term consultants who will be engaged at different stages of project implementation in accordance with the project workplan. The following types of skills will be procured: (1) Local development and decentralisation; (2) Land use planning; (3) Development of sustainable and biodiversity friendly small businesses; (4) Community animation; and (5) Environmental education and communication. Detailed TOR will be developed by the project coordinator.
c Travel	Refers strictly to activity-related travel for project experts, local and international consultants who will contribute to the specific outcome. Given the large area covered by project zone and its remoteness, travel costs were thoroughly adjusted to reflect

Budget Notes	
(activity related)	realistic costs of carrying out activities under this Outcome. This comprises an average of 43,000 km travelled by road per year (roughly 23,000 km/year for Outcome 1; 12,000 km/year for Outcome 2; and 8,000 km/year for Outcome 3; assumed average is \$0.60 / km) so that the project's teams can pay target communities a visit at least twice per year; plus a reserve of \$45K for air travel (to be kept to a minimum) during the whole project's duration.
d	Refers to the budgetary allocation for sub-contracts with IUCN's and other Technical Assistance Service Providers (TASP) that will contribute to Outcome 1 of the project as of Table 6 in the UNDP PRODOC. TOR for these subcontracts will be prepared by the project coordinator and UNOPS with technical guidance from UNDP/GEF. The indicative break-down is IUCN \$120K and other TASP \$100K (NGOs, Universities and Research Centers).
e	Includes IT equipment, GIS / GPS equipment and software licence, as well as an all terrain vehicle to be acquired during the project's first year and maintained throughout the project. Due to the remoteness of the project zone, the lack of safe transport alternatives and the fact that the costs of car hire in rural West Africa are prohibitive, it was deemed cost effective for this project to actually acquire its own vehicle. Furthermore, programmes and projects that co-finance the WAP indicated that their own vehicles could not be made available to this project.
f (Supplies)	Assorted agro and forestry products, fuel and other materials, including measurement instruments, field and camping equipment etc. deemed necessary for carrying out field surveys.
g	In connection with Output 1.4 - Biodiversity-friendly small businesses promoted. See output description for more detail.
h	Noting that the project will operate in the West African rural setting with challenging conditions of accommodation and transport, the project will rent space (including office space) in Kompienga (Burkina Faso), Materi / Tanguieta (Benin) and Kirtachi (Niger) for the national project bases during frequent missions by project teams and consultants to the project zone.
i	Publications, presentations, posters, brochures and other materials related to activities under Outcome 1.
j (Misc)	Budgetary allocation in each outcome for contingency planning, but also for expenditures related to local meetings, consultations etc. that specifically contribute to the achievement of the outcome.
k	Refers to proforma costs for the Regional Expert in Protected Area (70 -90 weeks on a retainer contract throughout the duration of the project). This expert will be contributing mostly to Outcome 2. TOR were included in the PRODOC, SECTION IV, PART II. With the general revision of the budget and the reduction of certain costs, it was possible to free up some funds for accommodating this regional expert, also considered essential, during the project appraisal, for the fulfilment of the project's outcomes. The original plan was for the project to seek funding from a bilateral donor for this post.
l	Refers to several short-term consultants who will be engaged at different stages of project implementation in accordance with the project workplan. The following types of skills will be procured: (1) protected area management planning and costing; (2) community animation; (3) transhumance and pastoralism; (4) gender issues; (5) private sector engagement; and (6) institutional and legal framework for PA management at national level. Detailed TOR will be developed by the project coordinator.

Budget Notes	
m	Refers to the budgetary allocation for sub-contracts with IUCN's and other Technical Assistance Service Providers (TASP) that will contribute to Outcome 2 of the project as of Table 6 in the UNDP PRODOC. TOR for these subcontracts will be prepared by the project coordinator and UNOPS with technical guidance from UNDP/GEF. The indicative break-down is IUCN \$130K and other TASP \$40K (WCPA, NGOs and Organizational development specialists).
n	Refers to IT equipment and basic furniture for the national units. Existing equipment and furniture allocated by governments were evaluated and were considered not suitable for productive project work.
o	Publications, presentations, posters, brochures and other materials related to activities under Outcome 2.
p	Refers to proforma costs for the Biodiversity Expert who will be working in the project, contributing mostly to Outcome 3. TOR were included in the PRODOC, SECTION IV, PART II. Foresees approximately 300 persons-weeks.
r	Refers to several local and international consultants who will be engaged at different stages of project implementation in accordance with the project workplan. The following types of skills will be procured: (1) International Legal and institutional issues; (2) Protected Area business and master planning; (3) Database development; and (4) Web-platform development. Detailed TOR will be developed by the project coordinator.
s	The project will assist the enhancement of regional level co-ordination mechanism within the WAP PA Complex. From the project's second year a Liaison Officer will assist the three concerned countries with this task by promoting the exchange of information among project stakeholders, the different programmes and projects that intervene in the area and by disseminating the results of the studies produced in the context of this project.
t	Refers to the budgetary allocation for sub-contracts with IUCN's and other Technical Assistance Service Providers (TASP) that will contribute to Outcome 3 of the project as of Table 6 in the UNDP PRODOC. TOR for these subcontracts will be prepared by the project coordinator and UNOPS with technical guidance from UNDP/GEF. The indicative break-down is IUCN \$105K and other TASP \$215K (World Commission on Protected Areas, NGOs, and the West African Development Bank).
u	Budgetary allocation for the project evaluations. Due evaluations will be carried out as of the M&E Plan described in this PRODOC and will be in compliance with UNDP and GEF policies and practice with regards to evaluation. TOR will be developed by the Project Coordinator in due course and in collaboration with the UNDP/GEF Regional Technical Advisor. Foresees a total of 36 persons-weeks (two evaluations, mid-term and final, with 2 consultants x 9 weeks each) plus travel costs, per diems and reporting costs.
v	Budgetary allocation for audits and translations.
w	Project publications and Website created and maintained, with inputs from Project Coordinator, experts and Liaison Officer.
x	All management costs are marked with the letter "x". Specific notes follow below and are numbered from 1 to 6.
x-1 @ 70%	Refers to proforma costs for the Project's Regional Coordinator, who will be working 70% of his/her time in project management and 30% in the project's technical components. TOR were included in the PRODOC, SECTION IV, PART II, and reflect this apportionment. Please note that the full proforma budget has been included under the "Project's Own Operational Management", so as to avoid splitting the budget line into two.

Budget Notes	
x-2	Project Administrative/Financial Assistant over approximately 5.5 years. TOR that will apply are UNOPS' standard, as well as post classification and salary allocation.
x-3	Management related travel, particularly yearly supervisory missions by the project Regional Coordinator (approx. 4,000 km by road in total at \$0.60 / km). This does not include IA staff travel, which will be paid via non-project resources.
x-4	IT equipment for the Project Regional Coordination Unit.
x-5	It will be necessary to rent office space for the Project Regional Coordination. This has been kept to a minimum. If an alternative solution can be identified, this budgetary allocation will revert to project activities.
x-6	Budgetary allocation for contingency planning, but also for miscellaneous expenditures related to regional stakeholder consultations etc. It may also include insurance, bank charges, adjustments and other management costs.

Summary of Funds

	TOTAL	Amount Year 1 (USD)	Amount Year 2 (USD)	Amount Year 3 (USD)	Amount Year 4 (USD)	Amount Year 5 (USD)	Amount Year 6 (USD)
GEF Outcome 1	2,008,800	167,400	387,720	384,480	384,480	384,480	300,240
PROGEREF	3,052,280	700,000	700,000	700,000	700,000	200,000	52,280
PICOFA	5,000,000	500,000	500,000	1,000,000	1,000,000	1,000,000	1,000,000
PAMRAD	1,493,240	300,000	300,000	300,000	300,000	293,240	0
PDLKom	50,000	10,000	20,000	20,000	0	0	0
ADELE	50,000	10,000	10,000	10,000	10,000	10,000	0
Total Co-financing Outcome 1	9,645,520	1,520,000	1,530,000	2,030,000	2,010,000	1,503,240	1,052,280
TOTAL COST - OUTCOME 1	11,654,320	1,687,400	1,917,720	2,414,480	2,394,480	1,887,720	1,352,520
GEF Outcome 2	786,240	90,720	153,360	142,560	142,560	147,960	109,080
CENAGREF/ PCGPN	2,100,000	100,000	1,000,000	1,000,000	0	0	0
IUCN/USA	1,000,000	166,667	166,667	166,667	166,667	166,667	166,667
Gov BURKINA	100,000	0	20,000	20,000	20,000	20,000	20,000
Gov NIGER	100,000	0	20,000	20,000	20,000	20,000	20,000
Total Co-financing Outcome 2	3,300,000	266,667	1,206,667	1,206,667	206,667	206,667	206,667
TOTAL COST - OUTCOME 2	4,086,240	357,387	1,360,027	1,349,227	349,227	354,627	315,747
GEF Outcome 3	1,322,901	132,840	218,160	261,360	261,360	261,360	187,821
ECOPAS	5,169,000	2,700,000	2,469,000	0	0	0	0
ABN (AfDB)	2,800,000	100,000	1,000,000	900,000	800,000	0	0
Total Co-financing Outcome 3	7,969,000	2,800,000	3,469,000	900,000	800,000	0	0
TOTAL COST - OUTCOME 3	9,291,901	2,932,840	3,687,160	1,161,360	1,061,360	261,360	187,821
GEF Outcome 4	369,360	10,800	7,560	88,560	70,200	15,120	177,120
TOTAL COST - OUTCOME 4	369,360	10,800	7,560	88,560	70,200	15,120	177,120
GEF Project Management Costs	667,440	97,200	125,280	125,280	130,680	123,120	65,880
TOTAL Project GEF	5,154,741	498,960	892,080	1,002,240	989,280	932,040	840,141
TOTAL Co-financing	20,914,520	4,586,667	6,205,667	4,136,667	3,016,667	1,709,907	1,258,947
TOTAL Project all sources of fund	26,069,261	5,085,627	7,097,747	5,138,907	4,005,947	2,641,947	2,099,087

SECTION IV: ADDITIONAL INFORMATION

PART I: Other agreements

260. The following letters can be found *as separate electronic files to the project file*:

GEF Operational Focal Point Endorsement (required at Work Programme inclusion):

- Focal Point letters from all 4 Governments

Co-financing letters (provided at first submission for CEO Endorsement):

- 25-page file or Annex 6 to this PRODOC.

	Original Letter / Date
1	PNGT2 - Deuxième Programme National de Gestion des Terroirs - 24 Feb 2005 - \$3,000,000
2	PAUCOF - Projet d'Appui aux Unités de Conservation de la faune – 04 Feb 2005 – (380,702,664 CFA or acc. to today's rate) \$753,270.
3	CENAGREF - Centre National de Gestion des Réserves de Faune / PCGPN - Program de Conservation et des Gestion des Parcs Nationaux – 12 Feb 2005 - \$2,100,000
4	Government of the Republic of Burkina Faso – 22 Feb 2005 - \$100,000
5	Government of the Republic of Niger – 22 Feb 2005 - \$100,000
6	ABN – Niger Basin Authority – 22 Feb 2005 - \$1,400,000
7	IUCN - International Union for the Conservation of Nature – 01 Mar 2005 - \$200,000
8	PICOFA – National Programme for Agricultural Fertility – 18 Mar 2005 - \$5,000,000
9	EU's Programme ECOPAS - Ecosystèmes Protégés en Afrique Soudano-sahélienne – 02 Dec 2005 – (4,000,000 EUR or acc. to today's rate) \$5,169,795
10	ADELE - Appui au Développement Local de l'Est – 07 Dec 2005 - \$50,000
11	PAMRAD - Projet d'Appui au Monde rural dans les Départements de l'Atacora et de la Donga – 12 Feb 2005 – (746,620,000 CFA or acc. to today's rate) \$1,477,285
12	PDLKomLocal Development Project of the Province of Kompienga – 28 Jun 2005 – \$50,000

Co-financing Confirmation letters (required at CEO Endorsement; provided at re-submission for CEO Endorsement in light of comment on the validity of previously presented co-financing letters):

- 16-page file or Annex 7 of this PRODOC.

Letter #	From:	Language	Date of the letter	Confirmed Values in USD Equivalent	Note
1.	IUCN - International Union for the Conservation of Nature	English	07-Jun-07	1,000,000	§
2.	Government of the Republic of Niger	English	05-Apr-07	100,000	☒
3.	PICOFA – National Programme for Agricultural Fertility	French	05-Apr-07	5,000,000	☒
4.	ADELE - Appui au Développement Local de l'Est	English	04-Apr-07	50,000	☒
5.	PDLKomLocal Development Project of the Province of Komienga	French	04-Apr-07	50,000	☒
6.	PROGREF - Projet de gestion durable des ressources forestieres dans les Regions sud-ouest, centre-est et est	French	04-Apr-07	3,052,280	§
7.	Government of the Republic of Burkina Faso	English	03-Apr-07	100,000	☒
8.	ABN – Niger Basin Authority	English	03-Apr-07	2,800,000	☒
9.	CENAGREF - Centre National de Gestion des Réserves de Faune / PCGPN - Program de Conservation et des Gestion des Parcs Nationaux	English	30-Mar-07	2,100,000	☒
10.	PAMRAD - Projet d'Appui au Monde rural dans les Départements de l'Atacora et de la Donga	English	28-Mar-07	1,493,240	☒
11.	ECOPAS - Ecosystèmes Protégés en Afrique Soudano-sahélienne	French	02-Dec-05	5,169,000	
Total amount in co-financing confirmation letters				20,914,520	

Notes:

§ New Co-financing

☒ Confirmation of pre-existing co-financing commitment

PART II: Terms of Reference for Key Project Staff

Regional Project Coordinator

Overview

The successful candidate will be the regional coordinator to the GEF funded regional project “*Enhancing the effectiveness and catalyzing the sustainability of the W-Arly-Pendjari (WAP) protected area system*”. The objective of the project is that “prospects for long-term biodiversity conservation of the WAP Complex have been substantially enhanced according to significant and measurable improvements in key indicators of Protected Area system sustainability”.

Location: Ouagadougou, Burkina Faso

Duration: 5 years

Reporting lines and Responsibilities

Under the direct supervision of the UNOPS Portfolio Manager with technical support from her/his team and the focal point for the project in IUCN Regional Office in Burkina Faso, the Regional Project Coordinator will provide overall technical direction (i.e. 30% of time allocated to leading technical implementation) and leadership to the project and be responsible for ensuring the proper management of project resources (i.e. 70% of time allocated to project management).

Main tasks

The regional coordinator will undertake the following tasks:

- Lead overall project planning and implementation processes
- Assume direct responsibility for coordinating the implementation of project activities at the regional level
- Supervise and guide the [project](#) regional coordination unit staff
- Directly plan for and implement learning, feedback and adaptive management
- Ensure the liaison with stakeholders, technical partners and donors at a regional level.
- Undertake recruitment procedures for staff and consultants as appropriate
- Act as the Secretariat to the Project regional steering committee
- Organize facilities and administrative requirements for regional workshops and meetings related to the Project.
- Administrate disbursements of equipment and finance
- Provide technical support to national teams of the project

Work relationships

He/She will establish and maintain good communication and a collaborating work relationship with the national execution agencies for the project – i.e. the Centre National de Gestion des Réserves de Faune (CENAGREF) in Benin; the Direction Générale de la Conservation de la Nature (DGCN) in Burkina Faso; and the Direction de la Faune, de la Pêche et de la Pisciculture (DFPP) in Niger – as well as with other initiatives, *inter alia* the ECOPAS/EU RCU, the Pendjari project, the Niger Basin Authority and several other stakeholders participating and/or providing co-financing to the project. He/she will also liaise with relevant focal points of UNDP, the UNDP/GEF regional coordination unit in Dakar, UEMOA, donors and the Ministries in charge of protected areas in the three countries and donors.

Selection criteria

To carry out these tasks, the successful candidate must be a person with substantial technical skills related to the project and also strong management skills; she/he will need to meet the following criteria:

- A post graduate degree with appropriate background in management, social sciences alike, forestry, agriculture, environment or related fields (including Rural Development, Animal sciences, Agriculture, Environmental management, Ecology etc.);
- At least 8 years of work experience with progressive managerial responsibilities; minimum of three years of experience in managing complex, multi-country development projects.
- Experience in biodiversity conservation, protected area participatory land use planning and co-management, natural ecosystems management or management of pastoral resources is a strong asset.
- Experience in working and interacting with peoples of many and diverse cultures and interests;
- Excellent skills in dialogue and partnership building
- Excellent command of written and spoken French and good working level of English (required for reporting to the GEF).
- Ability to work independently.

Other qualifications and knowledge

- Ability to undertake frequent trips in West Africa, at times under difficult conditions
- Good knowledge of the project area is an asset
- Excellent team leadership
- Excellent writing and presentation skills
- Excellent organizational and interpersonal skills;
- Command of MS Office package at user level.

Regional Biodiversity Expert

Overview

The successful candidate will work at the [Project](#) Regional Coordination for the GEF funded regional project “*Enhancing the effectiveness and catalyzing the sustainability of the W-Arly-Pendjari (WAP) protected area system*”. The objective of the project is that “prospects for long-term biodiversity conservation of the WAP Complex have been substantially enhanced according to significant and measurable improvements in key indicators of Protected Area system sustainability”.

Location: Ouagadougou, Burkina Faso

Duration: 5 years

Reporting lines and Responsibilities

Under the direct supervision of the Regional Project Coordinator, the Regional Biodiversity Expert will provide overall technical support to the regional coordinator and NIT in all matters pertaining to ecosystem conservation and management, ensuring that project activities and outputs remain focused on the objective of biodiversity conservation and cohesion of the transboundary WAP PA Complex and that biodiversity principles and requirements are mainstreamed into the commercial and financial activities relevant for the Complex and its zone of influence.

Main tasks

The regional biodiversity expert will be responsible for the following tasks:

- Assist the Regional Coordinator in all activities, notably with regard to the organization of regional workshops and meetings related to the Project.

- Provide technical advice to the [Project's](#) Regional Coordination Unit (RCU) and the national teams of the project within own field of experience
- Work with the NIT in directly coordinate the implementation of a sustainable regional level coordination mechanism within the WAP PA system (outcome 3 of project)
- Coordinate the activities of relevant technical assistance service providers.

Selection criteria

To carry out these tasks, the successful candidate will meet the following criteria:

- A post graduate degree in conservation biology, ecology, wildlife or forest conservation/management, or closely related field with appropriate background;
- At least 8 years practical work experience in biodiversity conservation, protected area or natural ecosystems management; at least three years of experience or more should be in West Africa.
- Experience in planning, organizing and facilitating international meetings and workshops ;
- Practical work experience with biodiversity indicators and in implementation of the ecosystem approach, MEET and other tools related to PAs management and conservation
- Experience in working and interacting with peoples of many and diverse cultures and interests;
- Fluency in written and spoken French and fair level of English.
- Ability to work independently.

Other qualifications and knowledge

- Ability to undertake frequent trips in West Africa, at times under difficult conditions
- Good knowledge of the project area is an asset
- Excellent analytical and presentation skills
- Excellent organizational and interpersonal skills
- Command of MS Office package at user level.

Regional Socio-Economist

Overview

The successful candidate will work at the [Project's](#) Regional Coordination for the GEF funded regional project "*Enhancing the effectiveness and catalyzing the sustainability of the W-Arly-Pendjari (WAP) protected area system*". The objective of the project is that "prospects for long-term biodiversity conservation of the WAP Complex have been substantially enhanced according to significant and measurable improvements in key indicators of Protected Area system sustainability".

Location: Ouagadougou, Burkina Faso or Niamey, Niger (tbd)

Duration: 5 years

Reporting lines and Responsibilities

Under the direct supervision of the Regional Project Coordinator, the Regional Socio-Economist will provide overall technical support to the regional coordinator and NIT in all matters pertaining to socio-economic aspects of conservation and sustainable management of the WAP transboundary PA Complex, ensuring that project activities and outputs remain focused on the objective of biodiversity conservation and cohesion of the Complex and that principles of poverty reduction and sustainable livelihoods are pursued and that biodiversity conservation is mainstreamed into the commercial and financial activities relevant for the Complex and its zone of influence.

Main tasks

The socio-economist will be responsible for the following tasks:

- Assist the Regional Coordinator in all activities, notably with regard to the organization of regional workshops and meetings related to the Project.
- Provide technical advice to the [Project's](#) Regional Coordination Unit (RCU) and the national teams of the project within own field of experience
- Work with the NIT in directly coordinate the implementation of a sustainable regional level coordination mechanism within the WAP PA system (outcome 1 of project)
- Coordinate the activities of relevant technical assistance service providers.
- In particular, work with national teams to plan for and insure the delivery of outcome 1: “Supportive communities to sustainable Protected Areas management emerged around the WAP complex” (collaborative planning among projects at national level, land use planning, conflict prevention mechanisms, biodiversity-friendly small businesses, environmental education and communication); this includes drafting of Terms of Reference, facilitation of national level consultation workshops, insuring cross fertilization among countries in own area of work, etc.

Selection criteria

To carry out these tasks, the successful candidate will meet the following criteria:

- A post graduate degree in rural economy, environmental economics, socio economics or closely related social sciences field with appropriate background;
- At least 8 years practical work experience in rural development where the sustainable use and/or conservation of biological resources play a role; at least three years of experience or more should be in West Africa.
- Experience in planning, organizing and facilitating meetings and workshops ;
- Practical work experience in rural small business development and promotion
- Experience in working and interacting with peoples of many and diverse cultures and interests;
- Fluency in written and spoken French and good working knowledge of English.
- Ability to work independently.

Other qualifications and knowledge

- Ability to undertake frequent trips in West Africa, at times under difficult conditions
- Good knowledge of the project area is an asset
- Excellent analytical and presentation skills
- Excellent organizational and interpersonal skills
- Command of MS Office package at user level.

Regional Protected Area Specialist

Overview

The successful candidate will work at the Project's Regional Coordination for the GEF funded regional project “*Enhancing the effectiveness and catalyzing the sustainability of the W-Arly-Pendjari (WAP) protected area system*”. The objective of the project is that “prospects for long-term biodiversity conservation of the WAP Complex have been substantially enhanced according to significant and measurable improvements in key indicators of Protected Area system sustainability”.

Location: Ouagadougou, Burkina Faso or Niamey, Niger (tbd)

Duration: Total of 70-90 weeks on a retainer basis throughout the six years of project implementation.

Reporting lines and Responsibilities

Under the direct supervision of the Regional Project Coordinator, the Regional Protected Area (PA) specialist will provide overall technical support to the regional coordinator and NIT in all matters pertaining to all aspects of protected area management and conservation of the WAP transboundary PA Complex, ensuring that project activities and outputs remain focused on the objective of biodiversity conservation and cohesion of the Complex and that principles of poverty reduction and sustainable livelihoods are pursued and that biodiversity conservation is mainstreamed into the commercial and financial activities relevant for the Complex and its zone of influence.

Main tasks

The socio-economist will be responsible for the following tasks:

- Assist the Regional Coordinator in all activities, notably with regard to the organization of regional workshops and meetings related to the Project.
- Provide technical advice to the Project's Regional Coordination Unit (RCU) and the national teams of the project within own field of experience
- Work with the NIT in directly coordinate the implementation of a sustainable regional level co-ordination mechanism within the WAP PA system (outcome 1 of project)
- Coordinate the activities of relevant technical assistance service providers in the area of PA management.
- In particular, work with national teams to plan for and insure the delivery of outcome 2: "PAs are effectively managed and linked at national level" (components of the WAP complex developed and managed in a sustainable manner; consultation and management organs/bodies which involve resident communities, transhumant pastoralists, women's groups and the private sector in each country
- institutional framework for PA management of each country; equitable sharing of costs and benefits in each country; capacity of the private and public sectors to effectively promote biodiversity conservation within the WAP Complex); this includes drafting of Terms of Reference, facilitation of national level consultation workshops, insuring cross fertilization among countries in own area of work, etc.

Selection criteria

To carry out these tasks, the successful candidate will meet the following criteria:

- A post graduate degree in a conservation related area (either in the natural or social sciences field) with appropriate background;
- At least 8 years practical work experience in conservation and/or protected area management in different contexts around the world; experience in West Africa is a plus.
- Experience in planning, organizing and facilitating meetings and workshops ;
- Experience in working and interacting with peoples of many and diverse cultures and interests;
- Fluency in written and spoken French and good working knowledge of English.
- Ability to work independently.

Other qualifications and knowledge

- Ability to undertake frequent trips in West Africa, at times under difficult conditions
- Good knowledge of the project area is an asset
- Excellent analytical and presentation skills
- Excellent organizational and interpersonal skills
- Command of MS Office package at user level.
- Excellent written skills in English; French at working level is a requirement.

PART III: Stakeholder Involvement Plan

Stakeholder identification

261. The following groups of stakeholders are involved in the management of WAP complex (details in **Annex J1**):

- Governmental agencies,
- Public decentralized institutions,
- Community-based institutions and organizations,
- Small scale producers,
- The formal private sector,
- Universities and research centers,
- National non-governmental organizations,
- Sub-regional organizations and
- International institutions.

262. Each group is described below.

Governmental agencies

263. The governmental agencies comprise all the directorates and offices put in place by the ministries in charge of PA management in the three countries. These include:

- Central supervisory directorates: (i) CENAGREF in Benin, (ii) the Directorate for Fauna and Hunting (DFC), one of the three directorates under the Directorate for Nature Conservation (DGCN) in Burkina Faso and (iii) the Division for Protected Areas (DAP), under the Directorate for Fauna, Fishing and Aquaculture (DFPP) in Niger. These agencies are the executing agencies of the different ongoing national projects and programs (cf. Table 1). It is important to note that CENAGREF, the national office in charge of PA management in Benin, has financial autonomy, enabling the direct utilization of benefits generated for PA management. The directorates of the two other countries are looking to gain more autonomy based on the lessons learnt from the CENAGREF.
- Decentralized forestry administrations: (i) the Directorate for Environment of the Eastern region (DRECV/EST), which is further organized in three divisions (one for each province: Tapoa, Gourma and Kompienga) in Burkina Faso; (ii) the Regional Environmental Office of Tilabery (SRET) that is organized in three divisions (one for each of the 3 administrative units: Boboye, Saye and Kollo) in Niger; in Benin the decentralized administrations are those of CENAGREF (see below).
- Site level offices: The National Park Directorate for W/Niger, the two National Park Directorates (for W and Pendjari) in Benin, the four Fauna Conservation Units (UCF) in Burkina Faso⁶⁷ (one for Pak W, one for Aly, One for Pama and One for Wamou). These site level offices are currently composed of 89 permanent staff (49 in the W, 35 in Arly and 5 in Pendjari) and 327 temporary contracted staff (152 in W, 135 in Arly and 40 in Pendjari). Their primary responsibility is the

⁶⁷ The Burkinabe part of the WAP complex is divided into four Fauna Conservation Units (UCF): the UCF of W, the UCF of Aly, the UCF of Pama and the UCF of Wamou.

conservation of the protected areas. This includes patrolling, ecological monitoring, law enforcement and drafting and implementation of management plans.

Public decentralized institutions

264. Ongoing decentralization processes in the three countries have resulted in the creation of territorial units or communes. The area surrounding the WAP complex is organized into 22 communes (9 in Benin, 9 in Burkina Faso⁶⁸ and 4 in Niger), each administered by a popularly elected council of counselors. Plans for decentralization in the three countries clearly indicate that the governments will delegate to these new actors the right to manage the natural resources within their territories, which correspond to the transition areas of the complex. This is expected to happen during the course of this project. The challenge is finding appropriate strategies to build effective partnership between these new actors and other stakeholders already active in PA management. This will anticipate the conflicting behaviors and the overlapping efforts among the stakeholders. This is specifically true for the connection with the community-based organizations (AVIGREF, COFO and CVGF). It will also foster rationale use of the scarce resources and increase the efficiency of the surveillance of the complex.

Community-based institutions and organizations

265. There are five types of local governing bodies at the community level:

- (i) the village chiefs
- (ii) the land chiefs
- (iii) the community-based organizations (CBOs),
- (iv) the administrative representative in the village, and
- (v) professional associations.

266. The first two bodies possess traditional rights related to land and natural resources management. However, these rights are not recognized by official legislation and therefore the chiefs are not currently playing specific roles in PA management. These chiefs continue to regulate land tenure and natural resources use in the different villages. They are the ones who can: (i) give land to new migrants (although this contradicts official law which gives land designation rights to the state), (ii) fix the periods of utilization of some resources (non timber products, traditional hunting) and (iii) control the sacred land and community-based protected areas. This may explain the difficulties PA managers are continuously facing to control most of the human-related threats to the parks biodiversity (agricultural encroachments, poaching, over-exploitation of wood and non timber products, etc.).

267. Four hundred community-based organizations (CBOs) aiming at the promotion of local development and conservation have been identified⁶⁹ in the riparian villages of the WAP complex. Some have been established with the aid of projects/programs while others have arisen independently. A number of these CBOs, including AVIGREFs in Benin, CVGFs in Burkina Faso and COFOs in Niger, are directly involved in the management of the complex. Apex organizations are already emerging from these associations; the AVIGREF' have come together to form one AVIGREF Union of Pendjari and one AVIGREF Union of W in Benin; in Burkina Faso the CVGF have formed several Inter-village groups (CIVGF). Based on agreements with government agencies, these organizations have responsibilities related to: (i) awareness raising amongst local communities, (ii) participation in PA monitoring, including law enforcement, and (iii) promoting sustainable management of buffer zones and transition areas. These responsibilities help to justify the financial benefits generated from the WAP complex that are used for

⁶⁸ In Burkina Faso however the rural communes are not yet in place; those given here are territorial departments or districts.

⁶⁹ IUCN, 2003

village development (see § 35 above). This financing is derived from annual fees⁷⁰ paid for the rental of the hunting zones, legal sales⁷¹ of bush meat, income generated from sport hunting and from villagers helping as monitors or as guides for tourists. These benefits provide incentives to the riparian populations for effective involvement in conservation activities in the complex. The participation of these organizations in PA management is more visible in Benin, specifically in Pendjari sub-complex. Pendjari is therefore considered a model to be replicated by the other sub-complexes, despite certain shortcomings. Women and pastoralist organizations have so far been poorly represented in PA management setups, although they both interact with PAs. Particular efforts will therefore be made to include these groups in all processes to be engaged by this project.

Small-scale producers

268. The economy of the households that are found around the complex is essentially based on plant crop and livestock production in small family farms; however natural resources harvested either on village territories or inside the protected areas also play significant roles in the livelihood systems. These households units and the transhumant herders represent the Informal Private Sector that has links with the management of the complex. The interests of this informal sector lie in (i) finding sufficient arable land for subsistence as well as cash crop agriculture, (ii) having access to water and good quality fodder for domestic livestock, (iii) maintaining an access to natural resources inside the PAs, (iv) not having crops damaged by wild animals, and (v) avoiding conflicts with other stakeholders. Formal participation of the households to PA management is done through the CBO's mentioned above.

The formal private sector

269. The private sector has been playing an increasingly significant role in the development of the tourist potential of fauna areas. In Burkina Faso, the hunting zones of the Complex are exploited by private individuals (formal authorization-holders) based on a contract, established with the supervisory administrative department. The situation is similar in Benin, where such zones are tapped by license holding private individuals. These actors have the right to value and exploit the fauna resources of the conceded zone and the responsibility to conserve the biodiversity according to contract specifications. They are leading the tourism activities, i.e. establishment and management of the infrastructures, surveillance, tourists' management, etc. Private Concessionaires from Burkina Faso have formed a national association and talks are underway for a similar national association in Benin and for a sub regional federation. The preservation of the biodiversity in the Parks depends heavily on the success of these key partners and on the effectiveness of Private Sector-Community-State partnerships.

270. Cotton production has been increasing during the last 10 years, to the point that the cotton industry is a leading employer in the three countries, particularly in Burkina Faso. With an expected production of over 600 000 metric tons from the 2004-2005 season, Burkina Faso is now claiming to be the First cotton producer in Africa. This is due to an industry made strong by the income it generates for (i) farmers, (ii) financial institutions (who regularly provide loans to the company), (iii) goods and service providers (pesticide and fertilizers, agricultural equipment, transportation of cotton from the fields to processing units, etc.) and (iv) the government (through various local direct and indirect taxes and foreign exchange from cotton exports), and by an efficient cotton promotion strategy. In Benin and Burkina Faso the private companies provide the farmers with almost every service that might be required: communication services provide information on potential profits to encourage newcomers in the industry, extension services assist interested farmers with improved technologies, credit facilities provide

⁷⁰ In Burkina Faso for instance private concessionaires pay 50 to 100 CFA/ha each year for the area they use as hunting zone; of that 50% is transferred to communities and the rest to National Treasury

⁷¹ For each mammal that is killed by sport hunters, $\frac{3}{4}$ of the carcass is given to riparian villages for sale.

fertilizers, pesticides and improved seeds, commercial services help collect new harvests and take care of loan recovery from farmers at the same time, processing units produce cotton fiber, cotton seeds to be used for oil production, cottonseed cake and meal for livestock, treated seeds, and export services take care of placing the cotton in international markets. The potential impact of cotton cultivation in PAs is through the important use of fertilizers and pesticides and the incentive it creates for clearing new land.

Universities and research centers

271. With the possibility of discovering new species, recently demonstrated by researchers from the ECOPAS Project⁷², the WAP complex is viewed as a source of scientific opportunity by researchers. Universities and research centers within the three countries are involved in various studies (animal and plant species and population inventories, description and monitoring, archeological studies, livestock-wild animals interactions, socio-economy of riparian communities, etc.) in the PAs through organized research teams. However, there is room for improved coordination among teams so that the studies conducted could be more directly linked to priority management needs.

Sub-regional institutions

272. The three countries are members of ECOWAS, WAEMU and the Niger Basin Authority (ABN) and hence have committed themselves to implementing specific policies agreed within these institutions. This provides an opportunity for the development of regional cooperation on such transboundary issues as transhumance, poaching control and hunting regulations. These issues are part of the agenda of the tripartite ministerial framework (Orientation Council) which is under the umbrella of WAEMU. ECOWAS is specifically addressing the transhumance issue and ABN the issue of the Niger River basin degradation. In addition, Burkina Faso and Niger are members of CILSS, focused on land degradation control.

International institutions

273. All three countries are accompanied in their efforts by international organizations involved in conservation, including:

- *The International Union for the Conservation of Nature (IUCN)*. The three countries covered by this Programme are IUCN members. This initiative comes within the framework of the vision and mission of the IUCN. It tallies with the mandate given to IUCN by several countries in the sub region in relation to the transboundary co-ordination of conservation efforts across ecological zones common to Senegal and Mauritania (Djoudj and Diawling National Parks), to Mali and Burkina Faso (Malian Gourma Ecosystem – Burkina Sahel), to Ghana and Burkina Faso (White Volta Ecosystem), to Côte d'Ivoire and Burkina Faso (Higher Comoe Ecosystem). The last three examples make up a programme called *Planning Transborder Ecosystems Management (PGET)* already operational in Burkina Faso and about to start in Mali and Ghana, the objective of which is to facilitate consultation between neighboring countries with a view to better co-ordinate conservation activities in transborder zones. IUCN is also involved in the WAP Complex through its participation in CENAGREF's Project for Ecodevelopment and Management of Zones of Influence (PEGEI)⁷³ of Benin's national parks, and through the US supported Biodiversity Conservation project that is active in the Arly area (see table 3 on baseline conservation activities for more details).

⁷² New species of butterflies have recently been found in the regional W park and described by researchers sponsored by the ECOPAS/EU Program.

⁷³ PEGEI is a component of Benin's PCGPN

- *The MIKE Programme* is supporting governments in the implementation of the CITES convention; it has been the engine that led to the 2003 total aerial survey of the WAP complex.
- *The African Elephant Specialist Group (IUCN/SSC/AfESG)*, a member of the IUCN World Commission on Species Survival (SSC), is implementing a programme for the “Conservation of Africa’s Elephants”; it has also helped to develop a strategy and an action plan for the collaborative management of trans border elephant migration corridors.
- The *United Nations Development Programme (UNDP)* has contributed to knowledge development on the Complex, notably through wild species inventory and ecosystem description made possible by financial support from both UNDP and FAO. UNDP is also the GEF implementing agency for this proposal.

274. Additional details are given in the section on baseline activities.

Interim committees

275. Two committees have been established during the PDF-B phase to foster equitable, valuable and efficient participation of all the categories of stakeholders:

- *The Regional Steering Committee* composed of the representatives of government agencies, the technical and funding partners active in the complex, the private sector, community organizations, sub regional and international organizations (WAEMU, UNDP, IUCN,), research centers and universities. Seven (7) RSC meetings have been organized during the PDF-B Phase to validate the reports⁷⁴ from studies conducted during the PDF-B phase, and to help review and finalize project design, including objectives, activities and strategies.
- *The national steering committee (NSC) in each country.* NSCs have a composition similar to that of the RSC. In each country, six NSC meetings have been organized to improve the contents of draft PDF-B study reports, to analyze threats and barriers and to identify possible solutions (project objectives, activities and outputs) during the PDF-B phase.

Summary of stakeholder consultations held during project preparation

276. Active consultations have been made with the different stakeholders during the PDFB phase. The main achievements are as follows:

- The setting up of the steering committees: Each country has created by decree a specific steering committee for the project, composed of representatives of the administration of Protected areas (CENAGRFE in Benin, DGCN in Burkina Faso, DFPP in Niger), riparian committees, territorial communities, transhumant cattle breeders, national research systems, the private sector, ongoing projects/programmes and UNDP national office. A regional steering committee was also established with similar composition under the umbrella of WAEMU and rotating leadership between the three administrations in charge of the protected areas. A total of 18 national meetings and workshops at national level and 8 at regional level have been organized to validate the reference documents, to analyze the threats and root causes of biodiversity loss in the WAP complex, to set the project log frame and implementation arrangements, and to finalize the project documents. A special meeting has been organized in each country with the key donors to present the draft project document.
- A total of 7 studies have been conducted according to the approved work plan, each validated at national and regional levels by the steering committees. The main references documents are:

⁷⁴ Annex H

- ❖ The situation analysis of the WAP complex area and its zones of influence
 - ❖ A global strategy for the WAP complex management
 - ❖ An environmental Information-Education-Communication plan (PIECE)
 - ❖ A strategy for the capitalization, monitoring & evaluation, dissemination of experiences
 - ❖ Maps of the WAP complex
 - ❖ A strategy for the establishment of a regional fund for BD conservation
 - ❖ The co-edition of the book “the big mammals of the WAP complex” with the regional ECOPAS programme.
- Thematic meetings, specifically regional meetings of all WAP park managers have been co-organized with the US-funded project “Biodiversity Conservation in the Arly-Pama-Wamou sub-complex”. A meeting of managers of the Arly-Pama-Wamou subcomplex with those of the Pendjari National park cosponsored by the US and the Germany cooperation has also been organized to set a joint surveillance activities plan.

Planned stakeholder involvement in full project

277. Participation of all actors constitutes the guideline of the current Project. It has started during the preparatory phase through the setting up of steering committees. All categories of actors involved in the WAP complex and in its zones of influence are key actors. These are essentially the following:

- *Riparian Communities* represented by the association for fauna reserves management (AVIGREFs) and village development committees (CVDs) in Benin, the village committees for fauna management (CVGFs) and for village territory management (CVGTs) in Burkina Faso, the commission for land management (COFOs), and socio-professional associations (associations of guides, of fishermen, of beekeepers, of livestock rearers, pastoral organizations, women associations).
- *Supervisory Administrations of Protected Areas*
 - Ministry of Agriculture, Livestock and Fisheries (Benin) represented by the National Centre for Fauna Reserves Management (CENAGREF)
 - Ministry of the Environment (Burkina Faso), represented by the General Directorate of Nature Conservation (DGCN)
 - Ministry of Hydraulics, Environment and Desertification Control (Niger), represented by the Directorate of Fauna and Fisheries (DFPP)
- *Curators and park managers:*
 - Benin : National Directorates of W and Pendjari Parks
 - Burkina Faso : Directorate of National Parks, Fauna and hunting Reserves (DFC), Regional Directorate of Environment (DRECV) of the East, Provincial Directorates of Environment (DPECV) of Gourma, Tapoa and Kompienga, Fauna Conservation Units (UCF) of Arly, Ouamou, Pama and W.
 - Niger : Division of Protected Areas (DPA), Giraffe Unit, Environment Offices (SAE) of Boboye, Kollo and Say
- *Private Sector:*
 - Benin : Two private managers of hunting zones
 - Burkina Faso : 9 concession managers
 - Niger: several travel agencies.
- *Technical and funding partners,*
- *Projects and programmes* (see on-going initiatives)

- *NGOs and local associations,*
- *Universities and research centers of the three countries,*
- *Sub-regional and international Institutions (IUCN, WAEMU, MIKE, BOAD, ABN, GSEAf...) intervening in the zone of the complex or endowed with a relevant mandate.*

278. The six (6) main tools were put in place to ensure community-based conservation of the biological diversity of the complex and its periphery:

- Adoption of a participatory approach based on research, analysis and concerted planning of the actions among stakeholders
- Representativeness of all actors, in particular, those of riparian communities and private sector in the governance bodies of the programme
- Thematic consultation mechanisms (see implementation mechanism)
- Implementation of the Information-Education-Communication plan in peripheral zones (see activities of component 5)
- Implementation of the strategy for the capitalization and dissemination of experiences (see activities of component 4)
- Development of Partnership with all other ongoing initiatives.

Part IV: Threats - Root Causes – Outputs Matrix

Threats	Root causes	Outputs (actions to mitigate)
A. Agricultural encroachments	A1. Installation of migrants in the parks periphery is authorized by local communities based on traditional property rights	<p>1.1 Improved coherence between local development and conservation-oriented initiatives achieved in buffer and transition areas of the complex</p> <p>1.2 Land use planning effective at all territorial levels around the Complex</p> <p>1.3 Conflict prevention mechanisms adopted by stakeholders at the commune and province level in each country</p> <p>1.5 An environmental education and communication (EEC) program helps to promote positive change in attitudes and behavior towards the WAP PA system</p>
	A2. Land shortages created by the continuous arrival of agricultural migrants and by expansion of such cash crops as cotton which is the main source of cash income for a large portion of the riparian populations	<p>1.1 Improved coherence between local development and conservation-oriented initiatives achieved in buffer and transition areas of the complex</p> <p>1.2 Land use planning effective at all territorial levels around the Complex</p> <p>1.4 Biodiversity-friendly small businesses promoted</p> <p>1.5 An environmental education and communication (EEC) program helps to promote positive change in attitudes and behavior towards the WAP PA system</p> <p>2.4 A mechanism for equitable sharing of costs and benefits is negotiated and implemented among the major stakeholders (private sector, communities, States) in each country</p>
	A3. Actors are not aware of existing regulations	<p>1.5 An environmental education and communication (EEC) program helps to promote positive change in attitudes and behavior towards the WAP PA system</p> <p>2.1 All component reserves of the WAP complex developed and managed in a sustainable manner</p> <p>2.2 Perennial consultation and management organs/bodies which involve resident communities, transhumant pastoralists and the private sector in each country</p> <p>3.5 A mechanism promoting communication and information sharing among stakeholders operational at the regional level</p> <p>3.6 A concerted and up-dated legislation enabling coherent management and sustainable use of the complex</p>
	A4. The gradual land degradation compels producers to move to marginal lands normally devoted to livestock ; consequently agricultural yields are relentlessly declining and conflicts with pastoralists are increasing	<p>1.2 Land use planning effective at all territorial levels around the Complex</p> <p>2.2 Perennial consultation and management organs/bodies which involve resident communities, transhumant pastoralists and the private sector in each country</p>

Threats	Root causes	Outputs (actions to mitigate)
	A5. Not receiving much benefits and not participating in decision making processes, a large portion of riparian populations does not feel concerned with the parks conservation	<p>1.4 Biodiversity-friendly small businesses promoted</p> <p>1.5 An environmental education and communication (EEC) program helps to promote positive change in attitudes and behavior towards the WAP PA system</p> <p>2.2 Perennial consultation and management organs/bodies which involve resident communities, transhumant pastoralists and the private sector in each country</p> <p>2.4 A mechanism for equitable sharing of costs and benefits is negotiated and implemented among the major stakeholders (private sector, communities, States) in each country</p> <p>3.2 Regional bodies providing supervision and orientation for decisions regarding the WAP complex (to include representatives of riparian communities)</p> <p>3.5 A mechanism promoting communication and information sharing among stakeholders operational at the regional level</p>
B. Unorganized transhumance ⁷⁵	B1. Gap in policies and strategies between the three countries	<p>2.2 Perennial consultation and management organs/bodies which involve resident communities, transhumant pastoralists and the private sector in each country</p> <p>2.3 The institutional framework for PA management of each country reviewed and updated</p> <p>3.1 An MoU materializing the will of the three countries to collaboratively manage the Complex</p> <p>3.4 Concerted planning and management among the 3 blocks achieved at the regional level</p>
	B2. Actors are not aware of existing regulations	See A3
	B3. The inadequate means of surveillance	<p>2.1 All component reserves of the WAP complex developed and managed in a sustainable manner</p> <p>2.2 Perennial consultation and management organs/bodies which involve resident communities, transhumant pastoralists and the private sector in each country</p> <p>2.3 The institutional framework for PA management of each country reviewed and updated</p> <p>2.5 The capacity of the private and public sectors to effectively promote biodiversity conservation within the WAP Complex significantly improved in each country</p> <p>3.4 Concerted planning and management among the 3 blocks achieved at the regional level</p>
	B4. The absence of adequate pastoral infrastructure along the official transhumance routes	<p>1.1 Improved coherence between local development and conservation-oriented initiatives achieved in buffer and transition areas of the complex</p> <p>1.2 Land use planning effective at all territorial levels around the Complex</p> <p>2.2 Perennial consultation and management organs/bodies which involve resident communities, transhumant pastoralists and the private sector in each country</p> <p>3.4 Concerted planning and management among the 3 blocks achieved at the regional level</p>

⁷⁵ That is transhumance which does not comply with regulations developed by member states

Threats	Root causes	Outputs (actions to mitigate)
	B5. High attractive nature of the complex due fodder and water availability during the dry season	1.1 Improved coherence between local development and conservation-oriented initiatives achieved in buffer and transition areas of the complex 1.5 An environmental education and communication (EEC) program helps to promote positive change in attitudes and behavior towards the WAP PA system 2.1 All component reserves of the WAP complex developed and managed in a sustainable manner 3.5 A mechanism promoting communication and information sharing among stakeholders operational at the regional level
B. Unorganized transhumance	B6. Ignorance of the boundaries of the protected areas by actors	1.5 An environmental education and communication (EEC) program helps to promote positive change in attitudes and behavior towards the WAP PA system 2.1 All component reserves of the WAP complex developed and managed in a sustainable manner 2.2 Perennial consultation and management organs/bodies which involve resident communities, transhumant pastoralists and the private sector in each country 2.3 The institutional framework for PA management of each country reviewed and updated
C. Poaching	C1. Gap in policies and strategies between the three countries	See B1
	C2. The development of insidious channels for the marketing of hunting products (bush meat, by-products)	2.5 The capacity of the private and public sectors to effectively promote biodiversity conservation within the WAP Complex significantly improved in each country 3.5 A mechanism promoting communication and information sharing among stakeholders operational at the regional level 3.6 A concerted and up-dated legislation enabling coherent management and sustainable use of the complex 3.8 A shared geo-referenced database
	C3. The inadequate means of surveillance	See B3
	C4. The inadequate coordination among countries and projects	3.1 An MoU materializing the will of the three countries to collaboratively manage the Complex 3.2 Regional bodies providing supervision and orientation for decisions regarding the WAP complex 3.3 An operational master plan for the entire complex 3.4 Concerted planning and management among the 3 blocks achieved at the regional level 3.5 A mechanism promoting communication and information sharing among stakeholders operational at the regional level 3.6 A concerted and up-dated legislation enabling coherent management and sustainable use of the complex
	C5. High demand for bush meat	1.4 Biodiversity-friendly small businesses promoted 1.5 An environmental education and communication (EEC) program helps to promote positive change in attitudes and behavior towards the WAP PA system 3.7 A plan to promote sustainable funding of PA development & management is designed and implemented

Threats	Root causes	Outputs (actions to mitigate)
	C6. Weak income sources for over 500,000 people living with less than a dollar per day around the Complex	1.4 Biodiversity-friendly small businesses promoted 3.7 A plan to promote sustainable funding of PA development & management is designed and implemented
	C7. A large portion of riparian populations does not feel concerned with the parks protection	See A5
D. Uncontrolled bushfires	D1. Poor knowledge of the stakes among riparian residents	1.5 An environmental education and communication (EEC) program helps to promote positive change in attitudes and behavior towards the WAP PA system 2.2 Perennial consultation and management organs/bodies which involve resident communities, transhumant pastoralists and the private sector in each country 2.5 The capacity of the private and public sectors to effectively promote biodiversity conservation within the WAP Complex significantly improved in each country 3.5 A mechanism promoting communication and information sharing among stakeholders operational at the regional level
	D2. Cultural behavior	1.5 An environmental education and communication (EEC) program helps to promote positive change in attitudes and behavior towards the WAP PA system 2.2 Perennial consultation and management organs/bodies which involve resident communities, transhumant pastoralists and the private sector in each country
E. Silting and pollution of surface waters and water streams	E1. Low input, non adapted agricultural practices (including animal and plant production)	1.1 Improved coherence between local development and conservation-oriented initiatives achieved in buffer and transition areas of the complex 1.2 Land use planning effective at all territorial levels around the Complex 1.5 An environmental education and communication (EEC) program helps to promote positive change in attitudes and behavior towards the WAP PA system 2.2 Perennial consultation and management organs/bodies which involve resident communities, transhumant pastoralists and the private sector in each country
	E2. Wind and water erosion	1.1 Improved coherence between local development and conservation-oriented initiatives achieved in buffer and transition areas of the complex 1.2 Land use planning effective at all territorial levels around the Complex 1.5 An environmental education and communication (EEC) program helps to promote positive change in attitudes and behavior towards the WAP PA system 2.2 Perennial consultation and management organs/bodies which involve resident communities, transhumant pastoralists and the private sector in each country
	E3. Poor knowledge of the ecosystems	3.8 A shared geo-referenced database 3.9. Lessons learnt and shared
G. Unsustainable exploitation of	G1. Actors are not aware of existing regulations	See B2

Threats	Root causes	Outputs (actions to mitigate)
wood, charcoal, non timber products and fish	G2. Weak income sources for over 500,000 people living with less than a dollar per day around the Complex	See C6

Part V: Barriers / Output Matrices

Outcome 1 – Supportive communities

Barrier	Outputs
B-1.1 Inconsistent, overlapping and/or contradictory mechanisms, methods and goals of development and conservation efforts	Output 1.1: Improved coherence between local development and conservation-oriented initiatives achieved in buffer and transition areas around the complex
B-1.2 Land use planning is inconsistent and ineffective	Output 1.2: Land use planning effective at all territorial levels around the Complex
B-1.3 Difficulties of co-existence among players	Output 1.3: Conflict prevention mechanisms adopted by stakeholders at the commune and province level in each country
B-1.4 Biodiversity-friendly business opportunities have not been developed	Output 1.4 Biodiversity-friendly small businesses promoted
B-1.5 Limited environmental awareness	Output 1.5: An environmental education and communication (EEC) program helps to promote positive change in attitudes and behavior towards the WAP PA system

Outcome 2 – Sustainable PA management

Barrier	Outputs
B-2.1 Conditions facilitating illegal activities and biodiversity loss clearly prevailing in certain parts of the complex	2.1 All component reserves of the WAP complex developed and managed in a sustainable manner
B-2.2 Inadequate consultation and coordination among stakeholders increases the incentives for illegal activities	2.2 Perennial consultation and management organs/bodies which involve resident communities, transhumant pastoralists and the private sector in each country
B-2.3 Institutional arrangements for PAs are not conducive to financial sustainability	2.3 The institutional framework for PA management of each country reviewed and updated
B-2.4 Riparian populations are deriving insignificant benefits from PAs	2.4 A mechanism for equitable sharing of costs and benefit sharing is negotiated and implemented among the major stakeholders (private sector, communities, States) in each country
B-2.5 Low intervention capacity of both public and private players in overseeing and sustainably optimizing revenues from the Complex	2.5- The capacity of the private and public sectors to effectively promote biodiversity conservation within the WAP Complex significantly improved in each country

Outcome 3 – Regional level co-ordination mechanism

Barrier	Outputs
B-3.1 No formal agreement for sub-regional cooperation	3.1 An MoU materializing the will of the 3 countries to collaboratively manage the complex
B-3.2 Will for collaborative decision making regarding the entire WAP complex that ignore important stakeholders	3.2 Regional bodies providing supervision and orientation for decisions regarding the WAP complex
B-3.3 Component blocks of the system are developed and managed with somewhat diverging visions	3.4 An operational master plan for the entire complex
B-3.4 Concerted planning still to be achieved	3.5 Concerted planning and management among the 3 blocks achieved at the regional level
B-3.5 Communication gaps with stakeholders and the public at a regional level	3.3 A mechanism promoting communication and information sharing among stakeholders operational at the regional level
B-3.6 Inconsistent and incomplete national legislation	3.6 A concerted and up-dated legislation enabling coherent management of the complex
B-3.7 Recurrent costs of PAs are met with difficulty and often depend on donor support	3.7 A plan to promote sustainable funding of PA development & management is designed and implemented
B-2.5 Low intervention capacities of both private and public players in overseeing and valuing the Complex	3.8 A shared geo-referenced database

Outcome 4 – Learning, feedback and adaptive management

Barrier	Outputs
B-2.5 Low intervention capacities of both private and public players in overseeing and valuing the Complex.	4.1 -Adaptive management
<p>Inadequate capitalization of experiences contributing to:</p> <p>B-1.1 Inconsistent, overlapping and/or contradictory mechanisms, methods and goals of development and conservation efforts</p> <p>B-2.5 Low intervention capacities of both private and public players in overseeing and valuing the Complex</p> <p>B-3.5 Communication gaps with stakeholders and the public at a regional level</p>	4.2 Dissemination of lessons learned

PART VI: Regional Foundation for BD conservation of the WAP complex

Objectives

The main objective of the proposed foundation is (i) to promote BD conservation initiatives that will contribute to reduce poverty among the riparian populations and (ii) sustainable funding of PA management. This translates into the following specific aims:

- To contribute to long termsustainable funding of PA development and management;
- To contribute to the reconciliation of BD conservation objectives with poverty reduction through the mobilization of financial, technical and human resources at local, national and regional levels.
- To enable the development of alternative income generating activities in order to reduce the human pressures of the WAP ecosystems

Source of funds

The fund being designed to cover two different issues (community projects and PA management), two windows are proposed:

BD-friendly businesses and initiatives in the riparian areas (output 1.4).

Here the funds will come from the many initiatives that support community development around the WAP area (PICOFA, PNGT III, PAUCOF – if still active –, CBM/USA) as well as GEF funding from this initiative. There are other potential contributors a partnership could be established:

- The Global Environment and Desertification Control in Subsaharan Africa (IREM/LCD/CILSS)⁷⁶. Funded by the French GEF and implemented by the Interstate Committee for Desertification Control (CILSS), this facility provides funds to NGOs and territorial units to help implement desertification control activities.
- The Africa 2000 Network receives funding from Canada, the European Union, the Netherlands, Japan, France, UNDP, Norway and Denmark; these funds help NGOs and communities implement desertification control and environmental protection activities; however, the targeted countries include Burkina Faso but not Niger nor Benin.
- NGO/GEF: this fund supports activities that relate to desertification control, biodiversity conservation, climate change, pollution of international waters and ozone layer preservation..

PA development and management (output 3.7)

In this case the main sources of income to the proposed fund are the following:

- Government budget allocations: the three governments are to agree on a reasonable (i.e. based on total surface under management, evaluated funding needs and actual capacity of each government) level of yearly budget allocation that will also serve as a treshold enabling a given country to have access to the regional fund. They also have to agree on the mechanism for accessing the funds. Such decisions can be made by a meeting of the Orientation Council to which the Ministers in charge of budgeting and finance would be invited;
- Private stakeholders: private concessionaries clearly have the capacity to rapidly evaluate the amount of funds they can safely reinvest in the PA they manage based on funding needs and expected profits; they will also be encouraged to organize consultations among themselves to agree on a minimal level

⁷⁶ « Environnement Mondial et Lutte contre la Désertification en Afrique Sahélienne » (IREM/LCD/CILSS)

of funding; eligible fundings and obligations regarding funding are to be made sufficiently clear by governments in the concession terms. As already pointed out, outputs 2.3 and 2.4 will help organize these steps;

- Riparian communities: communities receiving cash benefits from the PAs will meet locally in each country and then at a regional level to agree on a level of contribution that is compatible with their financial capacity.
- Donors active in the WAP area: some have expressed their interest in such a fund, provided a system is established to insure cost effectiveness, transparency, accountability and sustainability.
- Other sources: the study conducted during the PDF-B phase has suggested other sources that could be mobilized. These include the Regional Integration Support Fund (FAIR) from WEAMU and the debt/nature exchange mechanism. The FAIR is designed to help promote a balanced subregional development in member states. It is fed by a solidarity tax (1% of custom taxes, grants and other sources) and it has funding windows for sectorial policies regarding agriculture, land development, energy and the environment.

Some negotiation among stakeholders (including important donors) is proposed to insure equity in contributing as well as in accessing the funds.

Structure and mode of operation

The fund itself will be located at the West African Development Bank (BOAD), with a secretariat housed by the regional coordination of the project.

The orientations, objectives and activities of the foundation will be defined by:

- the Regional steering committee of the project
- the national steering committees of the project
- representatives of riparian communes' associations.

They are responsible for the selection of the different projects to be granted. The criteria of selection are mainly the expected impacts on BD conservation and local development.

PART VII. List of Technical and Funding Partners of the Program

Technical partner	Country	Program or Project implemented by the partner	Source of funds	Status in WAP Program	Outcomes of partnership concentration*
National Center for Fauna Reserve Management (CENAGREF)	Benin	National Parks Conservation and Management Program (NPCMP)	European Union Government of Benin (GoBe)	Cofinancier & Partner	All Outcomes
CENAGREF	Benin	National Parks Conservation and Management Program (NPCMP)	World Bank/GEF	Partner	All Outcomes
CENAGREF – Directorate of the Pendjari National Park	Benin	Pendjari project	Germany (TZ and KfW) & GoBe	Partner	All Outcomes
Ministry of Agriculture, Livestock and Fishing - Program Implementation Unit	Benin	Support Program for Rural Areas Development in the Departments of Atacora and Donga (PAMRAD)	Belgian Technical Cooperation	Cofinancier & Partner	Outcome 1
General Directorate for Nature Conservation (DGCN)	Burkina Faso	National Program for Fauna and Protected Areas Management (PNGFAP)	Government of Burkina Faso (GoBF)	Cofinancier & Partner	All Outcomes
General Directorate for Nature Conservation (DGCN) – Project Implementation Unit	Burkina Faso	Support project to Wildlife Conservation Units (PAUCOF)	French Development Agency (AFD) & GoBF	Cofinancier & Partner	Outcomes 1, 2
IUCN	Burkina Faso	Effective management and sustainable use of biodiversity in Eastern Burkina Faso	US department of State	Cofinancier & Partner	Outcomes 1, 2, 3
Ministry of Agriculture, Fishing and Water Resources – Program Coordination Unit	Burkina Faso	<u>Second Community-Based Rural Development Program (CBRDP III)</u>	World Bank & GoBF	Cofinancier & Partner	Outcome 1
Ministry of Agriculture, Fishing and Water Resources – Program Coordination Unit	Burkina Faso	<u>Sahel Integrated Lowland Ecosystem Management (SILEM)</u>	World Bank & GoBF	Technical Partner	Outcome 1
Ministry of Agriculture, Fishing and Water Resources – Program Coordination Unit	Burkina Faso	<u>Community Investment Program for Agricultural fertility (PICOFA)</u>	IFAD, African Development bank (AfDB), West African Development Bank (OADB) & GoBF	Cofinancier & Partner	Outcome 1
Program Implementation Unit	Burkina Faso	<u>Support Program for Local Development in the Eastern Burkina Faso (ADELE)</u>	Swiss Development Cooperation & GoBF	Cofinancier & Partner	Outcome 1
Ministry of Agriculture, Fishing and Water Resources - Program Implementation Unit	Burkina Faso	<u>Local Development Project of the Province of Kompienga (PDLKom)</u>	Austrian Cooperation & GoBF	Cofinancier & Partner	Outcome 1

Technical partner	Country	Program or Project implemented by the partner	Source of funds	Status in WAP Program	Outcomes of partnership concentration*
DGCN, UNEP and The Inter-African Bureau for Animal Resources of the African Union (AU-IBAR - Nairobi, Kenya)	Burkina Faso	Dryland Livestock Wildlife Environment Interface Project (DLWEIP)	GEF-UNEP	Technical Partner	Outcomes 1, 2
Directorate for Fauna, Fishing and Aquaculture (DFPP)	Niger	National Strategy and Plan of Action on Biodiversity (NSPAB)	Government of Niger (GoNi)	Cofinancier & Partner	All Outcomes
Ministry of Finance and Economy	<u>Niger</u>	<u>Niger Community Action Program (CAP)</u>	IDA-GEF World Bank (GoNi)	Cofinancier & Partner	Outcome 1
ECOPAS/EU-Park W – Program Coordination unit	Regional	Conservation and Sound Use of Protected Areas Adjacent to Benin, Burkina Faso, and Niger and their Zones of Influence	European Union	Cofinancier & Partner	All Outcomes
		Building Scientific and Technical Capacity for Effective Management and Sustainable Use of Dryland Biodiversity in West African Biosphere Reserves	GEF/UNESCO/MAB	Cofinancier & Partner	Outcomes 3, 4
		Renewable Energy Program (E7)	Electricité de France (Edf)	Partner	Outcome 1
Niger Basin Authority (ABN)	Regional	Reversing Land and Water Degradation Trends in the Niger River Basin	African Development Bank	Cofinancier & Partner	Outcomes 3, 4

* These are the areas where more intense collaboration is to take place as partnership will actually be sought for all activities

SIGNATURE PAGE

Country: Burkina Faso
Participating Countries: Benin, Niger

UNDAF Outcome(s)/Indicator(s) Burkina Faso:

To reduce the rural economy's vulnerability and food insecurity for vulnerable groups and promote a sustainable management of the environment

(Link to UNDAF outcome., If no UNDAF, leave blank)

Expected Outcome(s)/Indicator (s) Burkina Faso:

Sustainable natural resource management is reinforced

(CP outcomes linked to the SRF/MYFF goal and service line)

Policies and regulations of natural resources are reviewed; project and programs are identified; capacities of institutions dealing with natural resources management are improved.

Expected Output(s)/Indicator(s) Burkina Faso:

Strengthening capacities for environmental management and improvement of livelihoods

(CP outcomes linked to the SRF/MYFF goal and service line)

Capacities for supportive communities to sustainable protected areas management around the WAP complex are improved; Protected areas are effectively managed and linked at national level; A sustainable regional level co-ordination mechanism within the WAP PA system is effective.

Learning feedback and adaptive management are ensured.

Implementing partner: United Nations Office for Project Services *(designated institution/Executing agency)*

Other Partners: IUCN Regional Office, In Burkina Faso the Direction Générale de la Conservation de la Nature (DGCN) In Benin, the Centre National de Gestion des Réserves de Faune (CENAGREF), In Niger the Direction de la Faune, de la Pêche et de la Pisciculture (DFPP), ECOPAS, among several others

Programme Period: 2003-2007
Programme Component: Energy and Environment
Project Title: Enhancing the effectiveness and catalyzing the sustainability of the W-Arly-Pendjari (WAP) protected area system
Award title: PIMS 1617 – BD-FSP- W Arly Pendjari
Atlas Project id.: 00051403 - Award id 00043891
Project Duration: 6 years
Management Arrangement: UNOPS

Total budget:	26,069,261US\$
Allocated resources:	5,154,741US\$
• Government	3,593,240US\$
• GEF	5,154,741US\$
• Other:	16,021,280 US\$
○ Multilateral	16,021,280 US\$
○ NGOs	0 US\$
• In kind contributions	1,300,000 US\$

Agreed by **(Government of Burkina Faso)**: _____

Agreed by **(Government of Benin)**: _____

Agreed by **(Government of Niger)**: _____

Agreed by **(UNOPS)**: _____

Agreed by **(UNDP Burkina Faso)**: _____

ANNEXES TO THE UNDP PRODOC

[Refer to separate file "1617 WAP Annexes to the UNDP PRODOC.doc" for Annexes 1 till 4:]

Annex 1: UNDP Response to Comments on the GEF Project Brief / [UNDP Project Document](#)

Annex 2: Map of Proposed transhumance routes (courtesy of the ECOPAS/EU programme)

Annex 3: BD1 Tracking Tools - prepared by WP entry

Annex 4. Minutes of the Project Appraisal Committee Meeting – PAC

Annex 5: Approved GEF Executive Summary (42pages included as a separate file)

Annex 6: Co-financing Letters (25 pages included in as a separate file)

[Annex 7: Confirmation of Co-financing Letters \(16 pages included in as a separate file\)](#)

Enhancing the effectiveness and catalyzing the sustainability of the W-Arly-Pendjari (WAP) protected area system

United Nations Development Programme / Global Environment Facility
United Nations Office for Project Services

ANNEXES TO THE UNDP PRODOC

Annex 1: UNDP Response to Comments on the GEF Project Brief

Council Member	Text of Comment	Response
Germany	<p>General Comments: The proposal is logic and complete. However, within the same area (Pendjari and W-Benin) GEF was already active in cooperation with the World Bank. Despite evaluations that have been undertaken, “lessons learnt” of this project are not incorporated into the proposal.</p>	<p>It is true that GEF was already active in the Benin section of the WAP area. The World Bank GEF intervention is indeed described in the project document. Additionally lessons learnt from other projects (including the World Bank GEF intervention in the Benin section of the WAP) and how incorporated in this initiative are described in Table 5 (page 51) under the title “Lessons learned from other projects and the PDFB and how incorporated”</p>
	<p>Specific Comment # 1: Earlier efforts in the terminated project to match the expenses with monetary income have not managed to close the financial gap. Consequently, the issue of <u>financial sustainability</u> is the main concern that to be addressed. The sources of income in the current project seem even more limited (less tourism and game hunting opportunities). Therefore a long term financing scheme (e.g. a trust fund) has to be established. The scheme should be part of an overall business plan for the project. These annual business plans should also be evaluated annually to assure a transparent management.</p>	<p>It is agreed that the issue of financial sustainability is a major concern. However the subject is already discussed at length in several parts of the document and the proposal of the reviewer regarding annual business plans is already taken into account in the proposal:</p> <ul style="list-style-type: none"> • First the issue is recognized in § B 2.3, page 19, under the title : “<i>B 2.3 Institutional arrangements for PAs are not conducive to financial sustainability</i>”as well as in lessons # 5 & # 8 of the <i>lessons learned</i> table (Table 5), in page 51 • Second, six steps are proposed in paragraphs 119-120, pages 33-34 to help reach financial sustainability; additional response measures are proposed in table 5. • Third, financial sustainability is again described in paragraphs 145 -149, which is totally devoted to the issue. <p>In the lessons learned table (Table 5), it is recognized that in spite of technical and financial support received by the complex since the 1970’s, there is still a lot to be done and government agencies have proven their inability to achieve it on their own. It is further proposed that “<i>the project will support the development of a business plan for each sub-system which will pay special attention to</i></p>

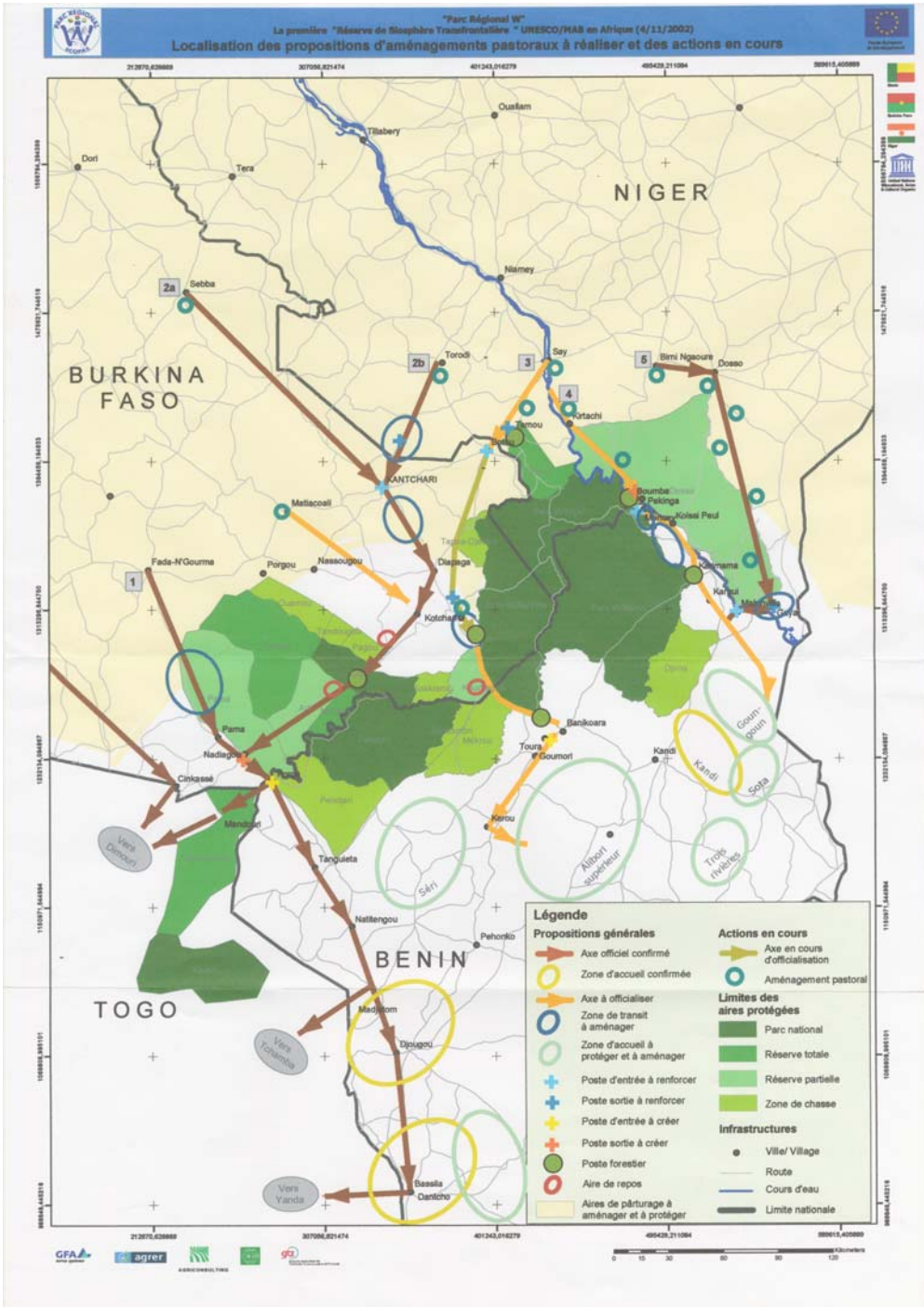
Council Member	Text of Comment	Response
		<p><i>cost effectiveness, investor attraction strategies, development of marketing opportunities. The GEF support will be used to set up a regional fund for long term support of BD-friendly initiatives. In addition indicators allowing the monitoring of costs and benefits are to be built into the work plan to help track the situation". See also paragraph 99.</i></p> <p>Financial sustainability will specifically be promoted by output 1.4 and many of the outputs proposed under Outcome 2, and 3, notably output 3.7 on the <i>implementation of a plan designed to promote sustainable funding of PA development & management.</i></p> <p>With regard to sources of income being limited, please note that this is particularly true for Niger because there was so far no hunting area around the park W area in that country and because the private sector is not involved in the management setup. However policy and management related steps are being taken under the current EU-funded ECOPAS programme to help change the situation and increase income sources.</p> <p>Although not sufficient, the revenue from various sources are not negligible at present in Burkina Faso and Benin considering the deficits in management and marketing. In Benin the net income of the Pendjari Biosphere reserve (PBR) from hunting is around US\$ 80,000/year while that of the W park-Benin varies between \$ 46 000 and 75 500/year. Activities of the PBR contributing to park funding include hunting and fishing (54%), tourist visits (42%), lodging and food services (1%), other (3%). In Burkina Faso the income from hunting has been increasing since 1996 and has reached \$ 2 332 750 in the 2002-2003 season, most of it originating from the Burkinabe part of the WAP area. Income from commercial fishing is also important but data on income from fishing and tourist visits are not available.</p>
	<p>Specific Comment # 2:</p> <p><u>Co-management processes</u> should be addressed more prominently in the proposal, as they are directly linked to the questions of good governance and to the newly emerging communities in the decentralisation process.</p>	<p>Here again it is agreed that co-management and governance are important issues. In fact the situation analysis in the proposal shows that while communities and the private sector participate in PA management in Benin and Burkina Faso their level of implication in policy and legal decisions regarding the Complex is limited. For this reason the proposal is including many outputs designed to help improve co-management of the complex:</p> <p>Two outputs are to promote collaborative decision making and equitable sharing of costs and benefits at national levels:</p> <p>Output 2.2: <i>Perennial consultation and management organs/bodies which involve resident communities, transhumant pastoralists, women's groups and the private sector in each country</i> (see paragraph 100)</p>

Council Member	Text of Comment	Response
		<p>Output 2.4: <i>A mechanism for equitable sharing of costs and benefits is negotiated and implemented among the major stakeholders (private sector, communities, States) in each country</i> (paragraph 102)</p> <p>Similarly two outputs are proposed to help to promote collaborative decision making at the subregional level: Output 3.2: <i>Regional bodies providing supervision and orientation for decisions regarding the WAP complex.</i> There will be a “Regional Steering Committee”, with the authority to review and approve annual plans and budgets as well as progress reports. This body is to include the riparian communities, transhumant cattle breeders, the private sector, the national research systems, WAEMU and important donors (paragraph 110) Output 3.5: A mechanism promoting communication and information sharing among stakeholders operational at the regional level (paragraph 113). Here a “forum of actors” is proposed that will have a consultative role; at first this forum will mostly be a body for information dissemination and direct exchange of views among all stakeholders. It will also make it possible to reach public opinion in the respective countries through adequate media coverage of every meeting. The forum is however expected to play an increasingly important role as decentralization processes advance in the three countries.</p>
	<p>Recommendation: Germany supports the proposal. The above raised concerns should be addressed during further planning and implementation.</p>	
France	<p>The project is not built on the analysis of success and failures of previous initiatives on the same area during the last ten years. To take one example, GEF-BM is already financing Cenagref in Benin, without any clear success: what have been the lessons learned and why it will be different this time? It is however clear that this area is by far the most important area of wildlife in West Africa, and has to be supported. It is therefore important to start from a thorough analysis of what failed before.</p>	<p>This comment is very similar to Germany’s general comments. Therefore the response is the same:</p> <p>It is true that GEF was already active in the Benin section of the WAP area. The World Bank GEF intervention is indeed described in the project document. Additionally lessons learnt from other projects (including the World Bank GEF intervention in the Benin section of the WAP) and how incorporated in this initiative are described in Table 5, in page 51, under the title “Lessons learned from other projects and the PDFB and how incorporated”</p>

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Annex 2: Map of Proposed transhumance routes (courtesy of the ECOPAS/EU programme)



Annex 3: BD1 Tracking Tools - prepared by WP entry

BD Tracking Tools were submitted with the approved prodoc of July 2005

It is annexed to this final prodoc for CEO End

Section One: Project General Information

1. Project name: **Enhancing the effectiveness and catalyzing the sustainability of the W-Arly-Pendjari (WAP) protected area system**

2. Countries: Benin, Burkina Faso, Niger

National Project: _____ Regional Project: Global Project: _____

3. Name of reviewers completing tracking tool and completion dates:

Period	Name	Title	Agency
Work Program Inclusion	Moumini SAVADOGO	Project coordinator	IUCN
Project Mid-term			
Final Evaluation/project completion			

4. Funding information

GEF support: 5,621,871
 Co-financing: 18,590,000
 Total Funding: 24,211,871

5. Project duration: Planned 10 years Actual 5 years

6. a. GEF Agency: UNDP UNEP World Bank ADB AfDB
 IADB EBRD FAO IFAD UNIDO

6. b. Lead Project Executing Agencies: UNDP, UNOPS

7. GEF Operational Program: drylands (OP 1)

8. Project Summary (one paragraph): The project will work together with partner initiatives to build the political, institutional, human and physical setup that is necessary for the long-term conservation and sustainable use of ecosystems in the WAP Park Complex and its zones of influence. Mechanisms of consultation, intergovernmental dialogue and coordination will be set up in order to ensure consistency between the various conservation policies and approaches while considering the legitimate concerns of riparian citizens. The project will reinforce the partnership between, on one hand, communities that depend on the complex and, on the other hand, the private sector, civil society and government agencies responsible for protected areas. As a sub-regional initiative involving three countries, the project will specifically strengthen the implementation of international agreements on biological biodiversity at the sub-regional level.

9. Project Development Objective: The project goal is the long-term conservation and sustainable use of biodiversity within the W, Arly, and Pendjari (WAP) Parks Complex

10. Project Purpose/Immediate Objective: The project purpose is that prospects for long-term biodiversity conservation of the WAP Complex have been substantially enhanced according to significant and measurable improvements in key indicators of PA system sustainability.¹

11. Expected Outcomes (GEF-related):

Outcome 1: Supportive communities to sustainable Protected Areas management emerged around the WAP complex

Outcome 2: Protected Areas are effectively managed and linked at national level

Outcome 3: A sustainable regional level co-ordination mechanism within the WAP PA system is effective

Outcome 4: Learning, feedback and adaptive management are ensured

12. Types of Protected Area Activities Supported:

12. a. Please select all activities that are being supported through the project.

Enabling Environment (please check each activity below)

Policy, legislation, regulation

Capacity building

Capacity building budget: USD 708,181 _____

Capacity building activities include training, education/communication and equipment of public services, private concessionaires and local populations

Education and awareness raising

Institutional arrangements

Finance and incentives

Replication and scaling up

Management practices related to status of biodiversity

12. b. Is carbon sequestration an objective of the project (This question is included for purposes related to the GEF-3 targets for the Climate Change focal area)

___ **Yes** **No**

¹ Specific indicators of socio-economic, financial, ecological and political sustainability are found in the Logframe Matrix.

The estimated amount of carbon sequestered is: _____

13. Project Replication Strategy

13. a . Does the project specify budget, activities, and outputs for implementing the replication strategy? Yes_✓_ No__

13. b. For all projects, please complete box below. An example is provided.

Replication Quantification Measure	Replication Target Foreseen at project start	Achievement at Mid-term Evaluation of Project	Achievement at Final Evaluation of Project
Regional Workshops	10		
Regional thematic committees meetings (park curators, riparian communes, research systems of the three countries, councils of private concessionaires)	10		
National workshops	5		
Forum of actors	3		
Publications	34		
International Conference	1		
Information & Training sessions	30		
Website	1		
Technical annual reports	7		

14. c. Please complete the table below. An example is completed

Project Coverage	Targets and Timeframe		
	Foreseen at project start	Achievement at Mid-term Evaluation of Project	Achievement at Final Evaluation of Project
Extent of protected areas covered (Ha)	3 094 026		

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14. d. Please complete the table below for the protected areas that are the target of the GEF intervention. Use NA for not applicable. Examples are provided below*.

Name of Protected Area	Is this a new protected area?	Area in Hectares	Global designation or priority lists (E.g., Biosphere Reserve, World Heritage site, Ramsar site, WWF Global 200, etc.)	Local Designation of Protected Area (E.g, indigenous reserve, private reserve, etc.)	IUCN Category for each Protected Area ²					
					I	II	III	IV	V	VI
1. W national Park of Benin	No	563,280	Biosphere Reserve	NA (Not applicable)		✓				
2. W national park of Burkina Faso	No	235,000	Biosphere Reserve	NA		✓				
3. W national Park of Niger	No	330,000	Biosphere Reserve World Natural Heritage Ramsar site	NA		✓				
4. W regional Park	No	1,128,280	Transboundary Biosphere Reserve	NA		✓				
5. Total reserve of Tamou	No	76,000	Not applicable	NA	✓					
6. Partial reserve of Dosso	No	306,000	Not applicable	NA				✓		
7. Hunting zone of Djona	No	115,000	Not applicable	NA						✓
8. Hunting zone of Mekrou	No	102,000	Not applicable	NA						✓
9. Hunting zone of Kompa	No	15,000	Not applicable	NA						✓
10. Hunting zone of Tapoa-Djerma	No	30,000	Not applicable	NA						✓

2

- I. Strict Nature Reserve/Wilderness Area: managed mainly for science or wilderness protection
 II. National Park: managed mainly for ecosystem protection and recreation
 III. Natural Monument: managed mainly for conservation of specific natural features
 IV. Habitat/Species Management Area: managed mainly for conservation through management intervention
 V. Protected Landscape/Seascape: managed mainly for landscape/seascape protection and recreation
 VI. Managed Resource Protected Area: managed mainly for the sustainable use of natural ecosystems

11. Hunting zone of Kondio	No	51,000	Not applicable	NA							✓
12. Pendjari National Park (Benin)	No	275,000	Biosphere Reserve			✓					
13. Hunting zone of Porga	No	76,300	Not applicable	NA							✓
14. Hunting zone of Batia	No	75,500	Not applicable	NA							✓
15. Hunting zone of Konkombri	No	25,900	Not applicable	NA							✓
16. Total reserve of Arly	No	76,000	Ramsar site	NA				✓			
17. Total reserve of Madjoari	No	17,000	Not applicable	NA	✓						
18. Total reserve of Singou	No	196,800	Not applicable	NA	✓						
19. Partial reserve of Kourtiagou	No	51,000	Not applicable	NA				✓			
20. Partial reserve of Pama	No	223,000	Not applicable	NA				✓			
21. Partial reserve of Arly	No	130,000	Not applicable	NA				✓			
22. Hunting zone of Koakrana	No	25,000	Not applicable	NA							✓
23. Hunting zone of Ouamou/Ougarou	No	64,246	Not applicable	NA							✓
24. Hunting zone of Pagou-Tandougou	No	35,000	Not applicable	NA							✓

* These Protected Areas (PA) are grouped into three blocks in the project document: the W Biosphere Reserve includes PAs # 1 to 11, the Pendjari Biosphere Reserve includes PAs # 12 to 15 and the Arly block includes PAs # 16 to 24.

Enhancing the effectiveness and catalyzing the sustainability of the W-Arly-Pendjari (WAP) protected area systemUnited Nations Development Programme / Global Environment Facility
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(Annex H1 - Reporting Progress at Protected Area Sites - Data Sheet I (Whole WAP Complex) of the approved prodoc)

Name of protected area	W, Arly, Pendjari Park Complex (WAP) composed of: The W transboundary biosphere Reserve The Arly sub-complex composed of 5 gazetted areas (Total Fauna Reserves of Arly, Madjoari, Singou, the partial Fauna Reserve of Arly, and of Pama) and of 3 hunting zones (Koakrana, Pagou-Tandougou, Ouamou) (iii) the Pendjari biosphere reserve	
Location of protected area (country and if possible map reference)	The complex is located between 10°30' and 13°0' latitudes North and between 0°30' and 3°30' longitudes East, straddling the Republic of Benin, Burkina Faso and the Republic of Niger	
Date of establishment (distinguish between agreed and gazetted*)	Agreed W and Arli (1954), Pendjari (1961)	Gazetted W and Arli (1954), Pendjari (1961)
Ownership details (i.e. owner, tenure rights etc)	Government Property for the three countries	
Management Authority	Civil Services of the three countries: National Centre for the Management of Fauna Reserves (CENAGREF) of the Ministry of Agriculture, Livestock and Fisheries (MAEP) for Benin General Directorate for Waters and Forests (DGEF) of the Ministry of Environment (MECV) for Burkina Faso Directorate for Fauna, Fisheries and Fish farming (DFPP) of the Ministry of Environment, Hydraulics and Desertification Control (MEH/LCD) for Niger	
Size of protected area (ha)	3 094 026 ha	
Number of staff	Permanent W (Benin): 15 W (Burkina Faso): 14 W (Niger): 20 Pendjari : 05 Arly: 35	Temporary W(Benin): 59 W (Burkina Faso): 59 W (Niger): 34 Pendjari: 40 Arly: 135
Budget	W (Benin): 727 000 USD W (Burkina Faso): 100 000 W (Niger): 90 000 USD Pendjari : 490 000 USD Arly: 94 000 USD	

Designations (IUCN category, World Heritage, Ramsar etc)	W: transboundary Biosphere Reserve (RBT) in 2002; the Niger Portion is a world nature heritage site (1996); Ramsar site; II/UICN Arly: Ramsar site; IV/UICN category Pendjari: Biosphere Reserve (1986) ; II/UICN category
Reasons for designation	It is a site of world importance for in situ conservation of the biological diversity and for environmental protection. It is the only natural haven for most endangered or vulnerable fauna species of the three countries and the most important range land for West African elephants.
Brief details of World Bank funded project or projects in PA	The Program for the Conservation and Management of National Parks in Benin (PCGPN): it's an institutional support project funded from GEF to enable the Benin State to ensure the sustainable conservation of the biodiversity. This project finances : Restructuring of the CENAGREF, an institution in charge of conservation ; Studies aimed at improving the legislation and scientific knowledge ; investments that are indispensable but are not made by the other donors studies to put in place a sustainable funding mechanism.
Brief details of WWF funded project or projects in PA	ND

Brief details of other relevant projects in PA	<p>(i) The Regional W Park Program (ECOPAS) financed by the European Union with the following objectives (1) sustainable value enhancing of natural resources in protected areas, (2) coordinating and integrating actions by different components into the regional environmental management system, (3) creating regional capacity for natural resource conservation and management, (4) updating and improving scientific knowledge on the dynamics of ecosystems, ecology of fauna and of biological diversity and (5) sustaining achievements through financial inputs from implemented actions and from the governments.</p> <p>(ii) the regional Program for scientific and technical capacity building for the management of biosphere reserves, implemented by UNESCO, thanks to GEF and UNEP. The specific aim is to strengthen technical and scientific capacity for effective management of biosphere reserves, enhance the understanding of interactions between the local communities and ecosystems of the savannah type, promote the sustainable use of biodiversity through pilot case studies.</p> <p>(iii) the Project for the Eco-development and Management of the Spaces of Zones of Influence in National Parks (PEGEI) in Benin : implemented by IUCN and financed by the Dutch Cooperation (Kingdom of the Netherlands), it aims at promoting sustainable community-based management of natural resources by the rural populations in order to make the best profit out of these.</p>
List the two primary protected area objectives	
Objective 1	To preserve the integrity of ecosystems, habitats and species, specifically fauna species
Objective 2	To develop partnership among States, the private sector, grassroots communities and civil society for the conservation and sustainable use of biodiversity and natural resources
List the top two most important threats to the PA (and indicate reasons why these were chosen)	
Threat 1	Human pressure: the major issue is the growing human pressure on biodiversity (ecosystems and species) and other natural resources (water, soil notably), encroachment by farmers and cattle rearers, poaching. Non-organized transhumance is thus one of the major issues in the area. Transhumants come essentially from Niger and Burkina Faso, with Benin as the receiver country. In 2003, the aerial count made with the support of the Monitoring of Illegal Killing of Elephants (MIKE) Program showed the presence of about 3 UBT per Km ² in the complex.
Threat 2	The state of extreme poverty among the riparian population. The state of poverty of the majority of people exacerbates human pressure on protected areas. Over 500, 000 people (more than 50% of the riparian communities) live with less than one dollar a day around the Park complex. These populations depend almost exclusively on natural resources
List top two critical management activities	

Activity 1	To build consistency among management and concerted use approaches of the WAP, at the level of the three countries involved.
Activity 2	Reduce the effects of poverty on biodiversity by promoting the most promising development activities that can attract greater income flows inside and around protected areas.

Date assessment carried out: May 2005

Name/s of assessor: Moumini Savadogo

* Or formally established in the case of private protected areas.

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Issue	Criteria	Score	Comments	Next steps
1. Legal status Does the protected area have legal status? Context	 The protected area has been legally gazetted (or in the case of private reserves is owned by a trust or similar)	 3	Note: see fourth option for private reserves Some fauna reserves are nevertheless under a form of management that is inconsistent with their current status.	Revise and /or standardize the legal status of the zones in abnormal situation (hunting concession and reserves without legal status), in order to reconcile management modes with legal statuses
2. Protected area regulations Are inappropriate land uses and activities (e.g. poaching) controlled? Context	 Mechanisms for controlling inappropriate land use and activities in the protected area exist but there are major problems in implementing them effectively	 1	 The financial constraints prevented sound implementation of development and management plans for certain areas (Arly, Tamou, Dosso, etc.)	Strengthen the institutional and operational capacity for patrolling and monitoring of protected area management structures
3. Law enforcement Can staff enforce protected area rules well enough? Context	 There are majors deficiencies in staff capacity/resources to enforce protected area legislation and regulations (e.g. lack of skills, no patrol budget)	 1	 Possible issue for comment: What happens if people are arrested? Arrested people are generally punished (confiscation of weapons, payment of fines, jailing, etc.)	Strengthen the institutional and operational capacity for patrolling and monitoring of protected area management structures
4. Protected area objectives Have objectives	 The protected area has agreed objectives, but these are only partially implemented	 2		Make consistent the legislative and regulatory management tools for fauna and natural

Issue	Criteria	Score	Comments	Next steps
been agreed? Planning				resources. Implement development and management plan for all reserves
5. Protected area design Does the protected area need enlarging, corridors etc to meet its objectives? Planning	Design is not significantly constraining achievement of major objectives, but could be improved	2	Possible issue for comment: does the protected area contain different management zones and are these well maintained? (i) the Arly Park needs to be widened to be able to effectively plays a role as a core area (ii) National parks and full fauna reserves are under conservation by the public administration. (iii) Partial reserves and hunting zones are submitted to concession systems. (iv) Village hunting areas are managed by community institutions.	Pursue efforts toward labeling protected areas having the potential at the international level (UNESCO, Ramsar, etc.) while making the required institutional adaptations for the application of inherent management principles. Take appropriate steps to integrate part of partial reserves surrounding it into the legal area covered by Arli park
6. Protected area boundary demarcation Is the boundary known and demarcated? Context	The boundary of the protected area is known by the management authority but is not known by local residents/neighboring land users	1	Possible issue for comment: are there tenure disagreements affecting the protected area?	Put in place and /or sustain governance and communication bodies involving all stakeholders at local, national and regional levels
7. Management plan	There is no management plan for the protected area	0	The technical instruments (master plan, management plan, research Program, etc.) are not yet in place	Implement development and management plans for

Issue	Criteria	Score	Comments	Next steps
Is there a management plan and is it being implemented? Planning			at the level of some components of the complex, notably at the level of the Arly sub-set. The national Pendjari park has a master plan, a development and management plan (PAG) and a business plan under implementation. The development and management plan for the W sub-set is being drafted by the W/ECOPAS Program. The remaining parts of the complex have development and management plans but these are not being implemented because of lack of means.	all areas in the complex. Define guidelines for the development and implementation of concerted sub-regional plans on transboundary issues (anti-poaching, research and ecological monitoring, transhumance) Move towards a single development and management framework for the complex
Additional points Planning	The planning process allows adequate opportunity for key stakeholders to influence the management plan	+1	The complex being multinational and the management system multi-institutional, the situation is variable from one area to the other. The implication of communities is strongest in Benin while the implication of the private sector is strongest in Burkina Faso. In Niger the private sector is hardly involved, and community involvement is to be improved	Sustain consultation and management bodies involving resident communities, transhumant livestock rearers and the private sector
8. Regular work plan Is there an annual	No regular work plan exists	0	The situation is variable. Some areas have annual plans, others not.	Put in place a planning, monitoring-evaluation and capitalizing system

Issue	Criteria	Score	Comments	Next steps
work plan? Planning/Outputs				
9. Resource inventory Do you have enough information to manage the area? Context	Information on the critical habitats, species and cultural values of the protected area is sufficient for key areas of planning/decision making but the necessary survey work is not being maintained	2	There is a gap in knowledge and reliable scientific information on ecosystems, habitats and species in the complex. Some parts are better known than others	Put in place a long term thematic research and monitoring Program on ecosystems and the factors that affect them, involving stakeholders at different levels.
10. Research Is there a Program of management-orientated survey and research work? Inputs	There is some ad hoc survey and research work	1	Socio-anthropological, ecological and economic studies are being carried out since 2001 at the W The Pendjari National Park has an eco-monitoring and research system in partnership with the Faculty of agronomic science of the national university Ad hoc research is being conducted at Arly.	A scientific advisory committee involving national research systems of three countries will advise the Program on the design and implementation of research at the sub-regional level. See the above box also
11. Resource management Is the protected area adequately managed (e.g. for fire, invasive species, poaching)? Process	Requirements for active management of critical ecosystems, species and cultural values are only being partially addressed	2	The situation is unequal among the various components	To put in place an adequately managed and fed data base with common geo-referenced Support the implementation of the development and management plans of all reserves

Issue	Criteria	Score	Comments	Next steps
12. Staff numbers			Conservation activities of the complex are implemented by park directors who do not have adequate human resources to match the large surface area of the zone (50 000 Km ² , including the zones of influence).	To promote capacity building in the institutions and human resources in charge of the complex. To increase collaboration among the countries and among initiatives targeting the complex
Are there enough people employed to manage the protected area?	Staff numbers are below optimum level for critical management activities	2		
Inputs				
13. Personnel management			The complex zone is large and remote with an environment that is conducive to biting insects and waterborne diseases, which affects the performance of the workers.	To put in place a framework for exchange of experience among directors and curators of the parks in the zone, enabling among other things, the selection of concerted transboundary activities. To improve the state of the roads inside the park through the implementation of development and management plans. Ensure improved management the social constraints (access to social basic services like health, child education, etc.) facing fieldworkers
Is the staff managed well enough?	Problems with personnel management partially constrain the achievement of major management objectives	1		
Process				
14. Staff training			Limited Staff members' capacity especially in terms of eco-monitoring and promotion of	To strengthen the technical and management capacity of the staff selected
Is there enough	Staff training and skills are low relative to the needs of the protected area	1		

Issue	Criteria	Score	Comments	Next steps
training for staff? Inputs/Process			community participation	through appropriate training
15. Current budget Is the current budget sufficient? Inputs	The available budget is inadequate for basic management needs and presents a serious constraint to the capacity to manage	1	Given the diverse management systems, budgets are not fully known but they are inadequate and should be better channeled	To put in place a funding Mechanism for local initiatives on the conservation of the biological diversity
16. Security of budget Is the budget secure? Inputs	There is very little secure budget and the protected area could not function adequately without outside funding	1	In Burkina Faso, most of the protected areas cannot operate normally without the participation of the private sector. In the three countries, budget allocations from the government are quite inadequate	To create institutional conditions for effective mobilization of the income generated from protected areas for conservation activities
17. Management of budget Is the budget managed to meet critical management needs? Process	Budget management is adequate but could be improved	2		To strengthen the management capacity of human resources
18. Equipment Is equipment adequately	There is equipment and facilities, but still some major gaps that constrain management	2	The situation is quite satisfactory in the Pendjari National Park but very poor for many other parts of the complex (the Tamou reserve,	To purchase the required equipment (transportation, orientation and communication)

Issue	Criteria	Score	Comments	Next steps
maintained? Process			Arli park, etc.)	
19. Maintenance of equipment Is equipment adequately maintained? Process	Equipment and facilities are well maintained	3	Same as above	To put in place a maintenance budget for the equipment Ensure that a greater share of the resources generated by the complex is re-invested in the complex.
20. Education and awareness Program Is there a planned education Program? Process	There is a planned education and awareness Program but there are still serious gaps	2	The situation is uneven, being relatively satisfactory in Benin and very poor in the other two countries	To put in place the regional environmental information-education-communication plan (PIECE) including notably the training of trainers, design and dissemination of tools, mainstreaming of environmental education into national (formal and informal) educational and training systems
21. State and commercial neighbors Is there co-	There is regular contact between managers and neighboring official or corporate land users, but only limited co-operation	2	There is little dialogue between adjacent land users and protected area managers	Organize on a periodical basis a forum of actors bringing together all stakeholders (governors of

Issue	Criteria	Score	Comments	Next steps
operation with adjacent land users? Process				neighboring region and communes, local conservation and /or development organizations, private operators, relevant deconcentrated, State services), for information dissemination and direct exchange among all stakeholders
22. Indigenous people Do indigenous and traditional peoples resident or regularly using the PA have input to management decisions? Process				To promote negotiations between PA managers and traditional land and resource users to plan access to selected resources
23. Local communities Do local			Yes but the situation can stand important improvements	Make governance and communication bodies of the complex sustainable at the local, national and
	Local communities directly contribute to some decisions relating to management	2		

Issue	Criteria	Score	Comments	Next steps
communities resident or near the protected area have input to management decisions? Process				regional levels
Additional points				To strengthen value enhancing efforts so as to ensure the effective and sustained adherence of riparian populations and even of other actors to conservation strategies by increasing expected benefits
Outputs	Programs to enhance local community welfare, while conserving protected area resources, are being implemented	+1		
24. Visitor facilities			Possible issue for comment: Do visitors damage the protected area? Not as far as we know	
Are visitor facilities (for tourists, pilgrims etc) good enough?	Visitor facilities and services are adequate for current levels of visitation but could be improved	2		
Outputs				
25. Commercial tourism			Possible issue for comment: examples of contributions	To strengthen partnership with private operators in the region
Do commercial tour operators	There is limited co-operation between managers and tourism operators to enhance visitor experiences and maintain protected area values	2	There is good cooperation since some commercial tour operators	

Issue	Criteria	Score	Comments	Next steps
contribute to protected area management? Process			are also involved in PA management	
26. Fees If fees (tourism, fines) are applied, do they help protected area management? Outputs			Yes	To support the countries in their reflection on how to make protected area management structures independent
	There is a fee for visiting the protected area that helps to support this and/or other protected areas	3		
27. Condition assessment Is the protected area being managed consistent to its objectives? Outcomes			Possible issue for comment: It is important to provide details of the biodiversity, ecological or cultural values being affected.	Encourage the required consistency among the development and management plans of the parks and the use and management of neighboring spaces Review the status of all PA to try and reconcile objectives with actual management
	Some biodiversity, ecological and cultural values are being partially degraded but the most important values have not been significantly impacted	2	In some cases (Arli, Dosso, Tamou, etc.) the actual management is in disagreement with the initial objectives	
Additional points Outputs	There are active Programs for restoration of degraded areas within the protected area and/or the protected area buffer zone	+1	The situation is quite variable	Promote the implementation of all PA management plans and the adoption of land use planning approaches around the complex
28. Access			The current management systems	Harmonization of usage

Issue	Criteria	Score	Comments	Next steps
assessment Are the available management mechanisms working to control access or use? Outcomes	Protection systems are only partially effective in controlling access or use of the reserve in accordance with designated objectives	1	are most efficient during the dry season, when the area is more accessible. During the rainy season, access to most parts of the complex is very limited for managers, although not as much for poachers	taxes among the respective countries. Implementation of the development and management plans of all reserves, enabling the construction of new roads and maintenance of existing ones.
29. Economic benefit assessment Is the protected area providing economic benefits to local communities? Outcomes	The existence of the protected area has reduced the options for economic development of the local communities	0	Possible issue for comment: how does national or regional development impact on the protected area? Access to land and biologic resources is limited by the existence of the PA	To support the community-based organizations for the preparation and then promotion and implementation of plans to enhance the value of the biological diversity and cultural potential (PVDB).
30. Monitoring and evaluation Planning/Process	There is some ad hoc monitoring and evaluation, but no overall strategy and/or no regular collection of results	1	There are different monitoring and evaluation system being applied, and the level of application is variable	T put in place at the level of each country a planning and reporting and self-evaluation system that is consistent with the concerted planning undertaken at the regional level
TOTAL SCORE		48 out of 93 (51, 6%)		

Enhancing the effectiveness and catalyzing the sustainability of the W-Arly-Pendjari (WAP) protected area systemUnited Nations Development Programme / Global Environment Facility
United Nations Office for Project Services

(Annex H 2 (Arly) of the approved prodoc)

Reporting Progress at Protected Area Sites: Data Sheet II (Arly block)

Name of protected area	The Arly sub-complex composed of 5 gazetted areas (Total Fauna Reserves of Arly, Madjoari, Singou, the partial Fauna Reserve of Arly, and of Pama) and of 3 hunting zones (Koakrana, Pagou-Tandougou, Ouamou)		
Location of protected area (country and if possible map reference)	Eastern Burkina Faso		
Date of establishment (distinguish between agreed and gazetted*)	Agreed 1954	Gazetted 1954	
Ownership details (i.e. owner, tenure rights etc)	Burkina Faso Government property		
Management Authority	General Directorate for Nature Conservation (DGCN) of the Ministry of Environment (MECV)		
Size of protected area (ha)	818 046 ha		
Number of staff	Permanent 35	Temporary 135	
Budget	500 000 USD		
Designations (IUCN category, World Heritage, Ramsar etc)	Ramsar site; IV/IUCN category		
Reasons for designation	In situ conservation of the biological diversity and for environmental protection.		
Brief details of World Bank funded project or projects in PA	NA		
Brief details of WWF funded project or projects in PA	NA		
Brief details of other relevant projects in PA	The Support project for the Fauna Conservation Unit (PAUCOF) funded by AFD and French GEF: help in infrastructure building and building the capacity of the private sector The USA department and IUCN biodiversity project:: building synergies between the government agencies, populations and private sector, helping to develop economic alternative activities for local populations		
List the two primary protected area objectives			
Objective 1	To preserve the integrity of ecosystems, habitats and species, specifically fauna species		
Objective 2	To develop partnership among States, the private sector, grassroots communities and civil society for the conservation and sustainable use of biodiversity and natural resources		
List the top two most important threats to the PA (and indicate reasons why these were chosen)			
Threat 1	Poaching		
Threat 2	Transhumance		

List top two critical management activities	
Activity 1	To set-up and implement management and business plans
Activity 2	To finalize and implement the Information-Education-communication plan

Date assessment carried out: _____ 16 May
2005 _____

Name/s of assessor: _____ Moumini SAVADOGO _____

* Or formally established in the case of private protected areas.

Enhancing the effectiveness and catalyzing the sustainability of the W-Arly-Pendjari (WAP) protected area system

United Nations Development Programme / Global Environment Facility
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Issue	Criteria	Score	Comments	Next steps
1. Legal status			Note: see fourth option for private reserves	reconcile the Legal status of Arly which is actually managed as a national Park
Does the protected area have legal status?	The protected area is in the process of being gazetted but the process is still incomplete	2		
Context				
2. Protected area regulations				Clear demarcation of the agreed regional transhumance corridor
Are inappropriate land uses and activities (e.g. poaching) controlled?	Mechanisms for controlling inappropriate land use and activities in the protected area exist but there are major problems in implementing them effectively	1		
Context				
3. Law enforcement			Possible issue for comment: What happens if people are arrested? Arrested people are generally punished (confiscation of weapons, payment of fines, jailing, etc.)	
Can staff enforce protected area rules well enough?	There are major deficiencies in staff capacity/resources to enforce protected area legislation and regulations (e.g. lack of skills, no patrol budget)	1		
Context				
4. Protected area objectives				Setting-up and Implementing a business plan
Have objectives been agreed?	The protected area has agreed objectives, but is not managed according to these objectives	1		

Issue	Criteria	Score	Comments	Next steps
Planning				
5. Protected area design	Inadequacies in design mean that achievement of major objectives are constrained to some extent	1	Possible issue for comment: does the protected area contain different management zones and are these well maintained?	
Does the protected area need enlarging, corridors etc to meet its objectives?				
Planning				
6. Protected area boundary demarcation	The boundary of the protected area is known by the management authority but is not known by local residents/neighboring land users	1	Possible issue for comment: are there tenure disagreements affecting the protected area?	Clear demarcation of the buffer zones
Is the boundary known and demarcated?				
Context				
7. Management plan	A management plan is being prepared or has been prepared but is not being implemented	1		Revisiting the management plans with a view to the global WAP complex management principles
Is there a management plan and is it being implemented?				
Planning				

Issue	Criteria	Score	Comments	Next steps
Additional points Planning	The planning process allows adequate opportunity for key stakeholders to influence the management plan	+1		Institutionalization of the co-management approach
	There is an established schedule and process for periodic review and updating of the management plan	+1		
8. Regular work plan Is there an annual work plan? Planning/Outputs	A regular work plan exists and actions are monitored against the plan's targets, but many activities are not completed	2		
9. Resource inventory Do you have enough information to manage the area? Context	Information on the critical habitats, species and cultural values of the protected area is not sufficient to support planning and decision making	1		Setting-up and implementation of an adapted research and monitoring plan
10. Research Is there a Program of management-	There is some ad hoc survey and research work	1		Setting-up and implementation of an adapted research and monitoring plan

Issue	Criteria	Score	Comments	Next steps
orientated survey and research work? Inputs				
11. Resource management Is the protected area adequately managed (e.g. for fire, invasive species, poaching)? Process	Requirements for active management of critical ecosystems, species and cultural values are known but are not being addressed	1		Setting-up and implementation of an adapted research and monitoring plan
12. Staff numbers Are there enough people employed to manage the protected area? Inputs	Staff numbers are inadequate for critical management activities	1		
13. Personnel management Are the staff managed well enough? Process	Personnel management is adequate to the achievement of major management objectives but could be improved	2		
14. Staff training				Implementation of a

Issue	Criteria	Score	Comments	Next steps
Is there enough training for staff?	Staff training and skills are low relative to the needs of the protected area	1		capacity building plan
Inputs/Process				
15. Current budget				
Is the current budget sufficient?	The available budget is inadequate for basic management needs and presents a serious constraint to the capacity to manage	1		
Inputs				
16. Security of budget				
Is the budget secure?	There is no secure budget for the protected area and management is wholly reliant on outside or year by year funding	0		
Inputs				
17. Management of budget				
Is the budget managed to meet critical management needs?	Budget management is poor and constrains effectiveness	1		
Process				
18. Equipment				

Implementation of a

Issue	Criteria	Score	Comments	Next steps
Is equipment adequately maintained? Process	There is some equipment and facilities but these are wholly inadequate	1		capacity development plan
19. Maintenance of equipment Is equipment adequately maintained? Process	There is some ad hoc maintenance of equipment and facilities	1		
20. Education and awareness Program Is there a planned education Program? Process	There is a limited and ad hoc education and awareness Program, but no overall planning for this	1		
21. State and commercial neighbors Is there co-operation with adjacent land users? Process	There is no contact between managers and neighboring official or corporate land users	0		Applying co-management approach
22. Indigenous people	Indigenous and traditional peoples have no input into decisions relating to the management of the protected area	0		Applying co-management approach

Issue	Criteria	Score	Comments	Next steps
Do indigenous and traditional peoples resident or regularly using the PA have input to management decisions? Process				
23. Local communities Do local communities resident or near the protected area have input to management decisions? Process	Local communities have some input into discussions relating to management but no direct involvement in the resulting decisions	1		Applying co-management approach
Additional points				
Outputs	Programs to enhance local community welfare, while conserving protected area resources, are being implemented	+1		
24. Visitor facilities Are visitor	Visitor facilities and services are adequate for current levels of visitation but could be improved	2	Possible issue for comment: Do visitors damage the protected area?	Private sector capacity building

Issue	Criteria	Score	Comments	Next steps
facilities (for tourists, pilgrims etc) good enough? Outputs				
25. Commercial tourism Do commercial tour operators contribute to protected area management? Process	There is contact between managers and tourism operators but this is largely confined to administrative or regulatory matters	1	Possible issue for comment: examples of contributions	
26. Fees If fees (tourism, fines) are applied, do they help protected area management? Outputs	The fee is collected, but it goes straight to central government and is not returned to the protected area or its environs	1		Towards an autonomous management structure
27. Condition assessment Is the protected area being managed consistent to its objectives? Outcomes	Some biodiversity, ecological and cultural values are being partially degraded but the most important values have not been significantly impacted	2	Possible issue for comment: It is important to provide details of the biodiversity, ecological or cultural values being affected	

Issue	Criteria	Score	Comments	Next steps
Additional points				
Outputs				
28. Access assessment				
Are the available management mechanisms working to control access or use?	Protection systems are only partially effective in controlling access or use of the reserve in accordance with designated objectives	1		
Outcomes				
29. Economic benefit assessment				
Is the protected area providing economic benefits to local communities?	There is some flow of economic benefits to local communities from the existence of the protected area but this is of minor significance to the regional economy	2	Possible issue for comment: how does national or regional development impact on the protected area?	Improve the benefits for communities through the promotion of new promising activities
Outcomes				
30. Monitoring and evaluation				
Planning/Process	There is some ad hoc monitoring and evaluation, but no overall strategy and/or no regular collection of results	1		Implementation of the regional monitoring and evaluation plan at the WAP complex level
TOTAL SCORE		36 out of 93 (38,71%)		

Enhancing the effectiveness and catalyzing the sustainability of the W-Arly-Pendjari (WAP) protected area systemUnited Nations Development Programme / Global Environment Facility
United Nations Office for Project Services

(Annex H 3 (W): of the approved prodoc)

Reporting Progress at Protected Area Sites: Data Sheet – III (regional Park W)

Name of protected area	The W transboundary biosphere Reserve	
Location of protected area (country and if possible map reference)	Benin, Burkina Faso and Niger	
Date of establishment (distinguish between agreed and gazetted*)	Agreed 1954	Gazetted 1954
Ownership details (i.e. owner, tenure rights etc)	Governments property	
Management Authority	National Centre for the Management of Fauna Reserves (CENAGREF) of the Ministry of Agriculture, Livestock and Fisheries (MAEP) for Benin General Directorate for Nature Conservation (DGCN) of the Ministry of Environment (MECV) for Burkina Faso Directorate for Fauna, Fisheries and Fish farming (DFPP) of the Ministry of Environment, Hydraulics and Desertification Control (MEH/LCD) for Niger	
Size of protected area (ha)	1 823 280 ha	
Number of staff	Permanent W (Benin): 15 W (Burkina Faso): 14 W (Niger): 20	Temporary W(Benin): 59 W (Burkina Faso): 59 W (Niger): 34
Budget	W (Benin): 727 000 USD W (Burkina Faso): 100 000 W (Niger): 90 000 USD	
Designations (IUCN category, World Heritage, Ramsar etc)	W: transboundary Biosphere Reserve (RBT) in 2002; the Niger Portion is a world nature heritage site (1996); Ramsar site; II/UICN	
Reasons for designation	It is a site of world importance for in situ conservation of the biological diversity and for environmental protection. It is the only natural haven for most endangered or vulnerable fauna species of the three countries and the most important range land for West African elephants.	

Brief details of World Bank funded project or projects in PA	<p>The Program for the Conservation and Management of National Parks in Benin (PCGPN): it's an institutional support project funded from GEF to enable the Benin State to ensure the sustainable conservation of the biodiversity. This project finances :</p> <ul style="list-style-type: none"> Restructuring of the CENAGREF, an institution in charge of conservation ; Studies aimed at improving the legislation and scientific knowledge ; investments that are indispensable but are not made by the other donors Studies to put in place a sustainable funding mechanism.
Brief details of WWF funded project or projects in PA	NA
Brief details of other relevant projects in PA	<p>(i) The Regional W Park Program (ECOPAS) financed by the European Union with the following objectives (1) sustainable value enhancing of natural resources in protected areas, (2) coordinating and integrating actions by different components into the regional environmental management system, (3) creating regional capacity for natural resource conservation and management, (4) updating and improving scientific knowledge on the dynamics of ecosystems, ecology of fauna and of biological diversity and (5) sustaining achievements through financial inputs from implemented actions and from the governments.</p> <p>(ii) The regional Program for scientific and technical capacity building for the management of biosphere reserves, implemented by UNESCO, thanks to GEF and UNEP. The specific aim is to strengthen technical and scientific capacity for effective management of biosphere reserves, enhance the understanding of interactions between the local communities and ecosystems of the savannah type, and promote the sustainable use of biodiversity through pilot case studies.</p> <p>(iii) the Project for the Eco-development and Management of the Spaces of Zones of Influence in National Parks (PEGEL) in Benin : implemented by IUCN and financed by the Dutch Cooperation (Kingdom of the Netherlands), it aims at promoting sustainable community-based management of natural resources by the rural populations in order to make the best profit out of these.</p>
List the two primary protected area objectives	
Objective 1	To preserve the integrity of ecosystems, habitats and species, specifically fauna species
Objective 2	To develop partnership among States, the private sector, grassroots communities and civil society for the conservation and sustainable use of biodiversity and natural resources
List the top two most important threats to the PA (and indicate reasons why these were chosen)	

Threat 1	Human pressure: the major issue is the growing human pressure on biodiversity (ecosystems and species) and other natural resources (water, soil notably), encroachment by farmers and cattle rearers, poaching. Non-organized transhumance is thus one of the major issues in the area. Transhumants come essentially from Niger and Burkina Faso, with Benin as the receiver country. In 2003, the aerial count made with the support of the Monitoring of Illegal Killing of Elephants (MIKE) Program showed the presence of about 3 UBT per Km ² in the complex.
Threat 2	The state of extreme poverty among the riparian population. The state of poverty of the majority of people exacerbates human pressure on protected areas. Over 500, 000 people (more than 50% of the riparian communities) live with less than one dollar a day around the Park complex. These populations depend almost exclusively on natural resources
List top two critical management activities	
Activity 1	Patrolling for human related threats control (poaching, transhumance, agricultural encroachment and wood collection)
Activity 2	Reduce the effects of poverty on biodiversity by promoting the most promising development activities that can attract greater income flows inside and around protected areas.

Date assessment carried out: _____ 16 May 2005 _____

Name/s of assessor: _Moumini SAVADOGO_____

* Or formally established in the case of private protected areas.

Issue	Criteria	Score	Comments	Next steps
1. Legal status			Note: see fourth option for private reserves	
Does the protected area have legal status?				
Context	The protected area has been legally gazetted (or in the case of private reserves is owned by a trust or similar)	3		
2. Protected area regulations				
Are inappropriate land uses and activities (e.g. poaching) controlled?	Mechanisms for controlling inappropriate land use and activities in the protected area exist but there are some problems in effectively implementing them	2		
Context				
3. Law enforcement			Possible issue for comment: What happens if people are arrested? Arrested people are generally punished (confiscation of weapons, payment of fines, jailing, etc.)	
Can staff enforce protected area rules well enough?	The staff have acceptable capacity/resources to enforce protected area legislation and regulations but some deficiencies remain	2		
Context				
4. Protected area objectives				Set-up a business plan
Have objectives	The protected area has agreed objectives, but these are only partially implemented	2		

Issue	Criteria	Score	Comments	Next steps
been agreed? Planning				
5. Protected area design Does the protected area need enlarging, corridors etc to meet its objectives? Planning	Design is not significantly constraining achievement of major objectives, but could be improved	2	Possible issue for comment: does the protected area contain different management zones and are these well maintained? There are 3 types of zones: the core area managed by the governmental agencies The buffer zone (reserves) manages by private actors The transition area managed by the local communities	Effective application of the co-management approach
6. Protected area boundary demarcation Is the boundary known and demarcated? Context	The boundary of the protected area is known by both the management authority and local residents but is not appropriately demarcated	2	Possible issue for comment: are there tenure disagreements affecting the protected area? The core area of the park is appropriately demarcated but the reserves (buffer zones) are not	Demarcate the limits of the buffer zone
7. Management plan Is there a management plan and is it being implemented? Planning	A management plan is being prepared or has been prepared but is not being implemented	1	The development and management plan for the W subset is being drafted by the W/ECOPAS Program. The remaining parts of the complex have development and management plans but these are not being implemented because of lack of means.	

Issue	Criteria	Score	Comments	Next steps
Additional points Planning	The planning process allows adequate opportunity for key stakeholders to influence the management plan	+1	The complex being multinational and the management system multi-institutional, the situation is variable from one area to the other. The implication of communities is strongest in Benin while the implication of the private sector is strongest in Burkina Faso. In Niger the private sector is hardly involved, and community involvement is to be improved	Sustain consultation and management bodies involving resident communities, transhumant livestock rearers and the private sector
	There is an established schedule and process for periodic review and updating of the management plan	+1		
	The results of monitoring, research and evaluation are routinely incorporated into planning	+1		
8. Regular work plan				
Is there an annual work plan?	A regular work plan exists and actions are monitored against the plan's targets, but many activities are not completed	2		
Planning/Outputs				
9. Resource inventory				
Do you have enough information to manage the area?	Information on the critical habitats, species and cultural values of the protected area is sufficient for key areas of planning/decision making but the necessary survey work is not being maintained	2		
Context				
10. Research				

Issue	Criteria	Score	Comments	Next steps
Is there a Program of management-orientated survey and research work? Inputs	There is considerable survey and research work but it is not directed towards the needs of protected area management	2		
11. Resource management Is the protected area adequately managed (e.g. for fire, invasive species, poaching)? Process	Requirements for active management of critical ecosystems, species and cultural values are only being partially addressed	2		
12. Staff numbers Are there enough people employed to manage the protected area? Inputs	Staff numbers are adequate for the management needs of the site	3		
13. Personnel management Are the staff managed well enough? Process	Problems with personnel management partially constrain the achievement of major management objectives	1		

Issue	Criteria	Score	Comments	Next steps
14. Staff training				
Is there enough training for staff?	Staff training and skills are adequate, but could be further improved to fully achieve the objectives of management	2		
Inputs/Process				
15. Current budget				
Is the current budget sufficient?	The available budget is acceptable, but could be further improved to fully achieve effective management	2		
Inputs		3		
16. Security of budget				
Is the budget secure?	There is very little secure budget and the protected area could not function adequately without outside funding	1		Set-up a regional trust fund for the conservation of the WAP complex
Inputs				
17. Management of budget				
Is the budget managed to meet critical management needs?	Budget management is adequate but could be improved	2		
Process				
18. Equipment				

Issue	Criteria	Score	Comments	Next steps
Is equipment adequately maintained? Process	There is equipment and facilities, but still some major gaps that constrain management	2		
19. Maintenance of equipment Is equipment adequately maintained? Process				
	Equipment and facilities are well maintained	3		
20. Education and awareness Program Is there a planned education Program? Process				Effective implementation of the regional Information-Education-Communication plan at the WAP complex level
	There is a planned education and awareness Program but there are still serious gaps	2		
21. State and commercial neighbors Is there co-operation with adjacent land users? Process				
	There is limited contact between managers and neighboring official or corporate land users	1		
22. Indigenous people				

Issue	Criteria	Score	Comments	Next steps
Do indigenous and traditional peoples resident or regularly using the PA have input to management decisions? Process				
23. Local communities				
Do local communities resident or near the protected area have input to management decisions? Process	Local communities have some input into discussions relating to management but no direct involvement in the resulting decisions	1		
Additional points		+1		
Outputs	Programs to enhance local community welfare, while conserving protected area resources, are being implemented	+1		
24. Visitor facilities			Possible issue for comment: Do visitors damage the protected area?	
Are visitor	Visitor facilities and services are adequate for current levels of visitation but could be improved	2	No	

Issue	Criteria	Score	Comments	Next steps
facilities (for tourists, pilgrims etc) good enough? Outputs				
25. Commercial tourism Do commercial tour operators contribute to protected area management? Process			Possible issue for comment: examples of contributions	
	There is limited co-operation between managers and tourism operators to enhance visitor experiences and maintain protected area values	2		
26. Fees If fees (tourism, fines) are applied, do they help protected area management? Outputs				
	There is a fee for visiting the protected area that helps to support this and/or other protected areas	3		
27. Condition assessment Is the protected area being managed consistent to its objectives? Outcomes			Possible issue for comment: It is important to provide details of the biodiversity, ecological or cultural values being affected Archaeological sites Water resources Carnivores	Effective implementation of the management plan under preparation
	Some biodiversity, ecological and cultural values are being severely degraded	1		

Issue	Criteria	Score	Comments	Next steps
Additional points Outputs	There are active Programs for restoration of degraded areas within the protected area and/or the protected area buffer zone	+1		
28. Access assessment Are the available management mechanisms working to control access or use? Outcomes	Protection systems are only partially effective in controlling access or use of the reserve in accordance with designated objectives	1		Effective implementation of the management plan under preparation
29. Economic benefit assessment Is the protected area providing economic benefits to local communities? Outcomes	There is some flow of economic benefits to local communities from the existence of the protected area but this is of minor significance to the regional economy	2	Possible issue for comment: how does national or regional development impact on the protected area? Cotton industry are threaten the protected area (water pollution)	Effective implementation of the management plan under preparation, which includes the transition areas
30. Monitoring and evaluation Planning/Process	There is an agreed and implemented monitoring and evaluation system but results are not systematically used for management	2		Effective implementation of the monitoring and evaluation plan at the WAP complex level
TOTAL SCORE		64 out of 93 (68,82 %)		

Enhancing the effectiveness and catalyzing the sustainability of the W-Arly-Pendjari (WAP) protected area systemUnited Nations Development Programme / Global Environment Facility
United Nations Office for Project Services

(Annex H4 (Pendjari) of the approved prodoc)

Reporting Progress at Protected Area Sites: Data Sheet IV (Pendjari biosphere reserve)

Name of protected area	Pendjari biosphere reserve		
Location of protected area (country and if possible map reference)	Republic of Benin		
Date of establishment (distinguish between agreed and gazetted*)	Agreed 1961	Gazetted 1961	
Ownership details (i.e. owner, tenure rights etc)	Government Property for the three countries		
Management Authority	National Centre for the Management of Fauna Reserves (CENAGREF) of the Ministry of Agriculture, Livestock and Fisheries (MAEP) for Benin		
Size of protected area (ha)	Core (275 000 ha), Buffer zone (177 700 ha) and Transition area (5 Km around		
Number of staff	Permanent 05	Temporary 40	
Budget	490 000 USD		
Designations (IUCN category, World Heritage, Ramsar etc)	Biosphere Reserve (1986) ; II/UICN category		
Reasons for designation	In situ conservation of the biological diversity and for environmental protection.		
Brief details of World Bank funded project or projects in PA	The Program for the Conservation and Management of National Parks in Benin (PCGPN): it's an institutional support project funded from GEF to enable the Benin State to ensure the sustainable conservation of the biodiversity. This project finances : Restructuring of the CENAGREF, an institution in charge of conservation ; Studies aimed at improving the legislation and scientific knowledge ; investments that are indispensable but are not made by the other donors Studies to put in place a sustainable funding mechanism.		
Brief details of WWF funded project or projects in PA	NA		

Brief details of other relevant projects in PA	The regional program for scientific and technical capacity building for the management of biosphere reserves, implemented by UNESCO, thanks to GEF and UNEP. The specific aim is to strengthen technical and scientific capacity for effective management of biosphere reserves, enhance the understanding of interactions between the local communities and ecosystems of the savannah type, and promote the sustainable use of biodiversity through pilot case studies.
List the two primary protected area objectives	
Objective 1	To preserve the integrity of ecosystems, habitats and species, specifically fauna species
Objective 2	To develop partnership among States, the private sector, grassroots communities and civil society for the conservation and sustainable use of biodiversity and natural resources
List the top two most important threats to the PA (and indicate reasons why these were chosen)	
Threat 1	Human pressure: the major issue is the growing human pressure on biodiversity (ecosystems and species) and other natural resources (water, soil notably), encroachment by farmers and cattle rearers, poaching. Non-organized transhumance is thus one of the major issues in the area. Transhumants come essentially from Niger and Burkina Faso, with Benin as the receiver country
Threat 2	Poverty of riparian population
List top two critical management activities	
Activity 1	Effective surveillance and monitoring of biodiversity
Activity 2	Reduce the effects of poverty on biodiversity by promoting the most promising development activities that can attract greater income flows inside and around protected areas.

Date assessment carried out: _____06 May 2005_____

Name/s of assessor: _____Moumini Savadogo_____

* Or formally established in the case of private protected areas.

Issue	Criteria	Score	Comments	Next steps
1. Legal status			Note: see fourth option for private reserves	
Does the protected area have legal status?	The protected area has been legally gazetted (or in the case of private reserves is owned by a trust or similar)	3		
Context				
2. Protected area regulations				
Are inappropriate land uses and activities (e.g. poaching) controlled?	Mechanisms for controlling inappropriate land use and activities in the protected area exist and are being effectively implemented	3		
Context				
3. Law enforcement			Possible issue for comment: What happens if people are arrested?	
Can staff enforce protected area rules well enough?	The staff have excellent capacity/resources to enforce protected area legislation and regulations	3		
Context				
4. Protected area objectives				
Have objectives been agreed?	The protected area has agreed objectives and is managed to meet these objectives	3		
Planning				
5. Protected area design			Possible issue for comment: does the protected area contain	

Issue	Criteria	Score	Comments	Next steps
Does the protected area need enlarging, corridors etc to meet its objectives? Planning	Design is not significantly constraining achievement of major objectives, but could be improved	2	different management zones and are these well maintained?	
6. Protected area boundary demarcation Is the boundary known and demarcated? Context			Possible issue for comment: are there tenure disagreements affecting the protected area?	
	The boundary of the protected area is known by both the management authority and local residents but is not appropriately demarcated	2		
7. Management plan Is there a management plan and is it being implemented? Planning				
	An approved management plan exists and is being implemented	3		
Additional points Planning	The planning process allows adequate opportunity for key stakeholders to influence the management plan	+1		
	There is an established schedule and process for periodic review and updating of the management plan	+1		
	The results of monitoring, research and evaluation are routinely incorporated into planning	+1		

Issue	Criteria	Score	Comments	Next steps
8. Regular work plan		0		
Is there an annual work plan?	A regular work plan exists, actions are monitored against the plan's targets and most or all prescribed activities are completed	3		
Planning/Outputs				
9. Resource inventory				
Do you have enough information to manage the area?	Information concerning on the critical habitats, species and cultural values of the protected area is sufficient to support planning and decision making and is being maintained	3		
Context				
10. Research				
Is there a Program of management-orientated survey and research work?	There is a comprehensive, integrated Program of survey and research work, which is relevant to management needs	3		
Inputs				
11. Resource management				
Is the protected area adequately managed (e.g. for fire, invasive species, poaching)?	Requirements for active management of critical ecosystems, species and cultural values are only being partially addressed	2		
Process				
12. Staff numbers				
Are there enough				

Issue	Criteria	Score	Comments	Next steps
people employed to manage the protected area? Inputs	Staff numbers are adequate for the management needs of the site	3		
13. Personnel management Are the staff managed well enough? Process	Personnel management is adequate to the achievement of major management objectives but could be improved	2		
14. Staff training Is there enough training for staff? Inputs/Process	Staff training and skills are adequate, but could be further improved to fully achieve the objectives of management	2		
15. Current budget Is the current budget sufficient? Inputs	The available budget is acceptable, but could be further improved to fully achieve effective management	2		
16. Security of budget Is the budget secure? Inputs	There is very little secure budget and the protected area could not function adequately without outside funding	1		
17. Management of budget Is the budget	Budget management is adequate but could be improved	2		

Issue	Criteria	Score	Comments	Next steps
managed to meet critical management needs? Process				
18. Equipment Is equipment adequately maintained? Process	There is equipment and facilities, but still some major gaps that constrain management	2		
19. Maintenance of equipment Is equipment adequately maintained? Process	There is maintenance of equipment and facilities, but there are some important gaps in maintenance	2		
20. Education and awareness Program Is there a planned education Program? Process	There is a limited and ad hoc education and awareness Program, but no overall planning for this	1		
21. State and commercial neighbors Is there co-operation with adjacent land users? Process	There is regular contact between managers and neighboring official or corporate land users, and substantial co-operation on management	3		
22. Indigenous				

Issue	Criteria	Score	Comments	Next steps
people				
Do indigenous and traditional peoples resident or regularly using the PA have input to management decisions? Process				
23. Local communities				
Do local communities resident or near the protected area have input to management decisions? Process	Local communities directly contribute to some decisions relating to management	2		
Additional points	There is open communication and trust between local stakeholders and protected area managers	+1		
Outputs	Program to enhance local community welfare, while conserving protected area resources, are being implemented	+1		
24. Visitor facilities			Possible issue for comment: Do visitors damage the protected area?	
Are visitor facilities (for tourists, pilgrims etc) good enough? Outputs	Visitor facilities and services are adequate for current levels of visitation but could be improved	2		
25. Commercial			Possible issue for comment:	

Issue	Criteria	Score	Comments	Next steps
tourism Do commercial tour operators contribute to protected area management? Process	There is contact between managers and tourism operators but this is largely confined to administrative or regulatory matters	1	examples of contributions	
26. Fees If fees (tourism, fines) are applied, do they help protected area management? Outputs	There is a fee for visiting the protected area that helps to support this and/or other protected areas	3		
27. Condition assessment Is the protected area being managed consistent to its objectives? Outcomes	Some biodiversity, ecological and cultural values are being partially degraded but the most important values have not been significantly impacted	2	Possible issue for comment: It is important to provide details of the biodiversity, ecological or cultural values being affected	
Additional points Outputs		+1		
28. Access assessment				

Issue	Criteria	Score	Comments	Next steps
Are the available management mechanisms working to control access or use? Outcomes	Protection systems are largely or wholly effective in controlling access or use of the reserve in accordance with designated objectives	3		
29. Economic benefit assessment Is the protected area providing economic benefits to local communities? Outcomes	There is some flow of economic benefits to local communities from the existence of the protected area but this is of minor significance to the regional economy	2	Possible issue for comment: how does national or regional development impact on the protected area?	
30. Monitoring and evaluation Planning/Process	A good monitoring and evaluation system exists, is well implemented and used in adaptive management	3		
TOTAL SCORE		74 out of 93 (79,57%)		

Annex 4. Minutes of the Project Appraisal Committee Meeting – PAC

Regional Project PIMS - 1617 W Arly Pendjari – PAC held at the UNDP premises in Ouagadougou, Burkina Faso, on the 12 December 2005

RAPPORT DU COMITE LOCAL D'APPROBATION DES PROJETS (LPAC)

1 QUESTIONS AYANT FAIT L'OBJET D'ECHANGES PARTICULIERS

1.1 Questions d'information

Elles ont porté sur :

- Les aspects du document susceptibles d'être modifiés ou non
- La prise en charge des coûts de l'audit
- Le pourquoi du choix de l'UNOPS
- Le rôle de l'UICN et les modalités de sa contractualisation
- Les modalités de la mise en œuvre des cofinancements
- La durée du projet
- Les raisons ayant favorisé les changements d'orientation du projet.

1.2 Autres questions

Il s'est agi de :

- L'ancrage institutionnel (A qui rattacher la Coord Rég.) et le logement (pourquoi Ouaga, qui prend en charge les coûts) de la coordination régionale
- Les modalités de recrutement du personnel national
- La liaison entre l'administration de tutelle et la coordination régionale
- La périodicité des réunions du CO et du Comité Régional de Pilotage
- Les modalités de choix du coordonnateur régional
- Les raisons de l'absence des certains projets partenaires comme ECOPAS.

2 POINTS RETENUS

2.1 Equipe régionale

- Ancrage institutionnel :
 - des échanges nourris ont eu lieu sur différents plans à la fois par rapport au choix du pays hôte et à la sélection des membres de l'équipe régionale de coordination.
 - Les pays n'ont cependant pas réussi à trouver de consensus en ce qui concerne le choix du pays devant abriter le siège du projet
- La coordination régionale répondra à l'UNOPS pour la gestion quotidienne
- Amendements du document :
 - Préciser la contribution du pays hôte pour le logement (bâtiments et autres) de la coordination régionale et des équipes nationales du projet
 - Préciser le budget de fonctionnement du projet (peut-être par une annexe)
 - Mieux justifier le fait que le projet ne soit pas logé dans le site du projet
 - La dispersion des experts pose un problème de masse critique au niveau de l'équipe de coordination et pourrait augmenter les coûts et l'efficacité.
 - Clarifier davantage les liens entre l'équipe régionale et les équipes nationales



2.2 Equipes nationales

- Recrutement du personnel national du projet sur la base de TDR clairs et ouverts à la compétition
- Les équipes nationales doivent répondre à la fois aux administrations de tutelle et à l'équipe régionale.

2.3 Remarques spécifiques

- Produit 1.4 Attention à éviter les risques de saupoudrage ; rechercher des arrangements qui renforceraient l'impact du projet (utilisation des fonds du projet plutôt comme « seed money »). Rechercher notamment des synergies avec le programme « Small Grants » existant
- Les réallocations budgétaires entre produits sont encore possibles à l'intérieur d'un même résultat, au moins jusqu'à l'atelier de lancement.
- Le cofinancement ne signifie pas nécessairement que le partenaire doit donner des ressources financières au projet FEM/WAP.

3 RECOMMANDATIONS

- Nécessité de traduire le document en français (après la phase d'endossement).
- L'équipe régionale sera sous la supervision du Comité Régional de Pilotage.
- Ajouter un organigramme dans le document de projet
- La création d'une autorité régionale pérenne pour la gestion des Aires Protégées du complexe WAP doit faire partie des résultats intermédiaires à atteindre par le projet.
- Coordination régionale :
 - La compétence sera le critère essentiel de recrutement de l'ensemble du personnel du projet
 - Le coordonnateur régional du projet doit être une personne de compétence avérée mais ressortissant d'un pays autre que le pays siège du projet
 - L'expert socio-économiste et l'expert aires protégées seront de compétence avérée mais ressortissants des pays n'abritant pas le siège
 - Ces deux experts devront être logés à la coordination régionale
- Il est demandé au Rep résident du PNUD/Ouaga d'écrire au MECV/Burkina et à ses collègues des bureaux Bénin et Niger pour obtenir la réaction du Ministre concerné dans le pays de leur accréditation par rapport à la localisation du siège du projet.

Participant	Institution	Signature
SAHOU Jean J.	PNUD BENIN	
Ouedraogo Lambert Georges	DGCN - MEEV - Burkina	
Ouedraogo B. Sylvestre	PNUD / Burkina	
ISSLER, F	PNUD - FEM	
NIANOGO Aimé Joseph	IUCN Burkina	
SALAOU B. MOUSSA	DFPP / MHE / L.C.D	
MANA GAO Seidou	IFG / CENAGREF	
Adamou Bouhari	PNUD / Niger	
AKI KOGACHI	PNUD / Burkina	
Pierre Julien	UNOPS Dakar	

Jean Jacob Sahou	UNDP Benin
Georges L. Ouedraogo	Direction Générale de la Conservation de la Nature, Burkina Faso
Bangré Sylvestre Ouedraogo	UNDP Burkina Faso
Fabiana Issler	UNDP/GEF Regional Coordination Unit for West and Central Africa
Aimé Joseph NIANOGO	IUCN Regional Office, Burkina
B. Moussa Salou	Directorate for Fauna, Fishing and Aquaculture (DFPP), Niger
Seidou Mana Gao	National Centre for Fauna Reserves Management (CENAGREF), Benin
Adamou Bouhari	UNDP Niger
Aki Kogachi	UNDP Burkina Faso
Pierre Julien	UNOPS Sub-Regional Office in Dakar

Feuille de route vers la mise en œuvre du projet WAP

Etape	Mise en œuvre		Période										
	Responsable	Participants	Dec	Janvi	Février	Mars	Avril	Mai	Juin	Juil	Août	Sep	Oct
Choix du pays hôte	Les 3 pays	PNUD	30										
Finalisation du document (avec prise en compte des observations du LPAC)	UICN	Pays, UNOPS, & PNUD/FEM/RCU		15									
Non objection	Fabiana			30									
Approbation finale du document	PNUD/FEM siège				15								
Endossement du CEO	FEM					31							
Traduction en français	UNOPS					31							
DOA	PNUD/FEM siège						10						
Signature gouvernements	Les 3 pays	PNUD					30						
Introduction du budget dans ATLAS	PNUD/ Local				28								
procédure de recrutement du personnel	UNOPS	ATAP, PNUD & PNUD/FEM						30					
Mise en place de l'équipe régionale	UNOPS								30				
Mise en place des équipes nationales	ATAP								30				
Atelier de lancement au niveau régional	EdP	ATAP, UNOPS, PNUD, UICN, Pjt Partenaires											
Ateliers de lancement au niveau national	ATAP	ATAP, UNOPS, PNUD, UICN, Pjt Partenaires											
Démarrage effectif des activités	EdP												