

# FACSIMILE TRANSMISSION



**United Nations Development Programme**  
GLOBAL ENVIRONMENT FACILITY (GEF)



**To:** Mr. Avani Vaish, GEF  
Ms. Kathy McKinnon, World Bank  
Ms. Cyrie Sendashonga, UNEP  
Mr. Sam Johnston, CBD  
Mr. Pier Vellinga, STAP

**Date:** 10 September 1997

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**From:** Eduardo Fuentes

WL / Chava

for your review

**Subject:** Submission of Biodiversity Enabling Activity for Benin

e comments by

09/23/97

Dear Colleagues,

Please find enclosed for your comments the enabling activity for Benin entitled "National Biodiversity Strategy and Action Plan and Country Report to the Conference of Parties (CoP)".

AU

09/10/97

Regards.

**GLOBAL ENVIRONMENT FACILITY**  
**ENABLING ACTIVITY PROPOSAL**

<b>Country:</b>	Benin
<b>Project Title:</b>	National Biodiversity Strategy and Action Plan, and Country Report to the Conference of Parties (COP)
<b>GEF Focal Area:</b>	Biodiversity
<b>Country Eligibility:</b>	Ratified the Convention on Biological Diversity 30 June 1994
<b>GEF Financing:</b>	\$233,820
<b>Government Contribution:</b>	In kind
<b>GEF Implementing Agency:</b>	UNDP
<b>National Executing Agency:</b>	Government of Benin, Directorate of the Environment in the Ministry of Environment, Habitat and Urbanism (MEHU)
<b>GEF Operational Focal Point:</b>	Ministry of Environment, Habitat and Urbanism (MEHU)
<b>Convention on Biological Diversity Focal Point:</b>	Ministry of Environment, Habitat and Urbanism (MEHU)
<b>Estimated Starting Date:</b>	1 December 1997
<b>Duration of Project:</b>	12 months

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**Background**

1. Benin is located along the Atlantic coast in west Africa, and it is bordered by Burkina Faso and Niger to the north, Nigeria to the east, Togo to the west, and the Atlantic Ocean to the south. Benin stretches over a land area of 112,622km<sup>2</sup>. The country is administratively subdivided into 6 departmental provinces. The population of Benin is estimated at around 4,915,555 with an annual growth rate of 2.8%. The annual per capita income remains among the lowest in the continent at \$278. The economy is largely dependent on subsistence agriculture, cotton production, and regional trade. Agriculture accounts for 35% of GDP, with households and small farms producing 90% of agricultural output. Transport and regional trade combined accounts for another 36% of GDP. Major exports commodities are: cotton, crude oil, palm products, and cocoa. The country is part of the watershed of several river drainages, including Pendjari, Mekrou, Alibori, Niger, and Ouerme Rivers.

2. Bio-geographically, Benin belongs mostly to the Sudanian biome, but the country contains a transitional zone to the Guinea-Congolian biome in the south. The vegetation is mainly constituted of woodlands, with patches of lowland forests interspersed with grasslands in the south. There are 3 phyto-geographical zones in the country: (a) woodland in the extreme north of the country; (b) open grasslands mixed with agricultural lands in the center; and (c) patches of the forests interspersed with grasslands in the south. Also there are few forested lands across the country.
3. The importance of biodiversity in Benin is little known. About 2,000 vascular plant species are believed to occur in the country, but the level of endemism is unknown. Animal life in Benin is somewhat diverse. There occur at least 14 species of large antelopes, 10 species of primates, and several reptiles species, such as the slender snouted and dwarf crocodile and the uncommon African spurred tortoise. Not much is known about birdlife in the country, but the coast of Benin is renowned for the 200 Damara terns that spend their non-breeding season on the coast.
4. The extent and trends in biodiversity loss in Benin have been only superficially surveyed. However, existing knowledge suggests that the "W" National Park and Djona, Atakora and Pendjari Game Reserves, which constitute a chain of protected areas that overlap into neighboring Burkina Faso and Niger, harbor one of the top priority elephant population in Africa. Protected area management and anti-poaching efforts are inadequate, and several unique habitats, such as the forests, are not receiving any form of protection. Moreover, severe overgrazing by livestock is resulting in serious degradation of ecosystems and in biodiversity loss for much of the country, particularly the north which receives dry Harmattan winds during the winters.
5. Since 1990, the Government of Benin has taken a number of important steps to better preserve the environment and to ensure conservation of its biological resources. These milestone steps have included: (a) the establishment of a consultative body of experts for biodiversity in 1991<sup>1</sup>; (b) the creation of the Ministry of the Environment, Habitat and Urbanism (MEHU) in 1992; (c) the formulation of a NEAP<sup>2</sup> in 1993; (d) the initiation of natural resource management projects with support from various donors; (e) the ratification of several conventions, including the Convention to Combat Desertification; the RAMSAR Treaty; CITES convention; and the Convention on Biological Diversity (CBD); and the completion of a *National Agenda 21* in January 1997. However, in order to control the rate of depletion of biological resources, the country is in need to put in place a sectoral policy for conservation, sustainable use, and benefit sharing for biodiversity resources. Hence in March 1997, the Minister of the Environment, Habitat and Urbanism requested assistance to the Global Environment Facility (GEF) through UNDP to formulate Benin's national biodiversity strategy and action plan (BSAP) and to draft the first Country Report to the Conference

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<sup>1</sup> In 1990, the Global Environmental Facility through UNEP promised to assist Benin in developing a biodiversity country study. Only a biodiversity specialist group was established in 1991 under project FP/GF/6105-92-02, but the funds of this project have never been released. This BSAP project will build on the human resources of the defunct biodiversity specialist group to undertake stocktaking.

<sup>2</sup> NEAP process was completed in 1993 with the leadership of the Directorate of the Environment, which will ensure the implementation of the BSAP process. Also as a follow up of NEAP, a national Agenda 21 plan was drafted and completed in January 1997.

of Parties (COP). This request was endorsed on 18 June 1997 by a letter from the Benin's GEF Operational Focal Point.

### **Project Objectives and Short Description**

6. The principal objective of this enabling activity is to assist Benin to prepare a National Biodiversity Strategy and Action Plan (BSAP), which will define the current status of, pressures on, options for, and priority actions to ensure the conservation, sustainable use, and equitable share of its biological diversity. This will enable Benin to both meet its obligations under the Convention on Biological Diversity (CDB) by preparing its first country report to the Conference of the Parties, and to fully integrate biodiversity into the existing National Environment Action Plan (NEAP) and the National Agenda 21 (MEHU 1993, 1997). To ensure complementarity of efforts (between NEAP, National Agenda 21, and BSAP) the Government of Benin will initially appoint a steering committee to supervise the BSAP process and provide overall direction and policy guidance. Representatives of stakeholders<sup>3</sup> will sit in the Steering Committee as respective delegates of: (a) the public sector (government and public institutions); (b) the private sector; (c) NGOs and local communities; and (d) the donor community.

7. The BSAP process will also draw from different sectors of the society and will include the organization of two national workshops and six regional workshops. Regional workshops will be organized for each administrative department of the country, as these constitute separate legislative entities. Also in general the departments correspond roughly to specific land use patterns and pressures on the country's biological resources. The workshops will be attended by representatives from various ministries, public institutions, private sector, NGOs, tribal leaders, local communities, and the donor community.

8. Under supervision of the steering committee, a planning team will undertake the work of the enabling activity. Planning team members will be selected according to their biodiversity and planning expertise and will be assisted by one lead national consultant and several national and short term consultants experienced in biodiversity related issues and public participation. The lead national consultant will coordinate and facilitate project activities. The national consultants will help to run the national workshops and the short term consultants will run regional workshops. An international consultant will assist in framing key issues for BSAP and will impart training for national and short-term consultants and the planning team at large in biodiversity strategic planning.

9. Aided by national consultants, the planning team will begin with a review of the WRI/IUCN/UNEP "Guidelines for the Preparation of National Biodiversity Strategies and Action Plans" (Miller and Lanou 1995). The consultants will then synthesize existing information on the status of, and threats to biodiversity in Benin. This information, along with summaries of the NEAP

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<sup>3</sup> Major biodiversity stakeholders in Benin include the Ministries of Agriculture, Education, Scientific Research, Environment, Rural Development, Foreign Affairs and Cooperation, Commerce, and Tourism, the University of Benin, the private sector, NGOs, tribal leaders, local communities and donor community.

and other donor financed natural resource activities in Benin, will be presented at the first national workshop.

10. The first national workshop will be conducted by the planning team with assistance from national and international consultants. A wide range of participants from national and local government agencies, NGOs, local and indigenous communities, the private sector as well as tribal leaders will be brought together during the first national workshop. The participants will analyze and review the summaries of stocktaking to identify key issues, options, and priorities for the conservation, sustainable use and benefit sharing of the country's biodiversity resources.

11. In conjunction with the first national workshop, the international consultant with the help of the lead national consultant will provide familiarization sessions for the planning team, national consultants and short term consultants. Familiarization will be provided in participatory methods, biodiversity strategic planning techniques and dissemination methods. Familiarization will allow the planning team and consultants to carry out a detailed analysis of the issues and options identified during the workshop.

12. This will be followed by the organization of 6 regional workshops to ensure public participation. The regional workshops will provide input to the BSAP from local communities and biodiversity stakeholders. After the regional workshops, the planning team will produce a draft BSAP, which will be reviewed for further input and improvement at the second national seminar. The second national workshop will develop new alternatives and options but will establish a broad consensus among the participants prior to finalization of the details of the BSAP.

13. The last 5 months of the project will include preparation and adoption of both the BSAP and the Country Report to COP. Dissemination of the BSAP will follow after its adoption by the Directorate of the Environment and the Government of Benin. Because the First Country Report will not be available until November 1998, in December 1997 the planning team will draft an interim report that the Government of Benin will present at the COP's deadline of reporting of December 1997.

### **Coverage Without Duplication**

14. The BSAP will enhance dialogue and consultation among Government ministries on biodiversity issues, and it will build on existing legislation to ensure biodiversity conservation and sustainable use. Also BSAP will build on existing data to be compiled by national consultants under the guidance of the planning team. Significant stocktaking activities will be undertaken, as there is need to synthesize the existing information from biodiversity related projects. BSAP will fit and benefit from other past and ongoing activities, including donor funded projects. The Directorate of the Environment along with the BSAP Steering Committee will ensure that there is no duplication of efforts. Former members of the defunct biodiversity advisory panel, particularly those who participated in the formulation of NEAP and the National Agenda 21, will be co-opted in the planning team for BSAP.

### Time Plan and Sequencing

15. The project will follow the sequence of activities recommended in the WRI/IUCN/UNEP Guidelines, with variations as appropriate, based on lessons learned from early country experiences around the world (Miller and Lanou 1995). Activities will start in December 1997 and will last for 12 months.

Activity / Month	1	2	3	4	5	6	7	8	9	10	11	12
Establishment of steering committee and planning team	x	x										
Stocktaking, inventory of information (digest)	x	x	x									
Training (familiarization) of planning team				x								
First national workshop				x								
Identification and analysis of options, regional (departmental) workshops					x	x	x					
Preparation of biodiversity strategy, action plan								x	x	x		
Second National Workshop										x		
Adoption of BSAP by the Government and dissemination											x	x
Preparation of interim report and submission to COP	x											
Preparation of first country report											x	
Publication and dissemination of country report											x	x

### Best Practice

16. The project will follow methodology recommended in the IUCN's "Guide to the Convention on Biological diversity" (Glowka, et al. 1994) and the WRI/IUCN/UNEP's "Guidelines for Preparing National Biodiversity Strategies and Action Plans" (Miller and Lanou 1995). The BSAP will prepare the grounds and identify priority needs of activities in the fields of biodiversity conservation, sustainable development, and benefit sharing to be undertaken by follow up projects. All nine criteria for best practices will be addressed. The project will enforce the development of participatory approaches in Benin, by incorporating inputs from all interested sectors of the society and practicing a decentralized multi-sectoral approach to planning the use and conservation of biodiversity resources. Lessons will be drawn from the NEAP process and recommendations, so that BSAP will fit and complement the existing NEAP and the National Agenda 21.

**Project Financing**

	Product	Process	Total
<i>Stocktaking and Inventory of Information</i>	13,000		13,000
- national consultants	7,000		7,000
- documentation, misc.	6,000		6,000
<i>Identification and Analysis of Options</i>	15,000	101,000	116,000
- national consultants	7,000	12,000	19,000
- international consultant	8,000	10,000	18,000
- first national workshop		23,000	23,000
- training ( familiarization)		7,000	7,000
- regional workshops (6)		45,000	45,000
- travel and miscellaneous		4,000	4,000
<i>Preparation of Strategy and Action Plan</i>	19,500	58,000	77,500
- national consultants	7,000	16,000	23,000
- international consultant	9,000	12,000	21,000
- second national workshop		22,000	22,000
- travel and miscellaneous		4,500	4,500
- publication and dissemination	3,500	3,500	7,000
- <i>First National Report</i>	5,000	5,000	10,000
- preparation of interim report	1,500		1,500
- preparation of first country report	1,500	2,000	3,500
- publication of final report	2,000		2,000
- dissemination and miscellaneous		3,000	3,000
<i>Coordination and Management Costs (8%)</i>	4,200	13,120	17,320
<b>Total For Enabling Activity</b>	<b>56,700</b>	<b>177,720</b>	<b>233,820</b>

**Deviations from Criteria and Norms**

17. The project does not deviate from GEF enabling activity criteria and norms.

**Institutional Framework and Project Implementation**

18. The project will be implemented by the MEHU through the Directorate of the Environment with support from UNDP's country office. Under the guidance of the multi-sectoral Steering Committee, an inter-agency planning team will manage project activities with the assistance of national and international consultants. At its first meeting the Steering Committee will agree on the country's biodiversity vision as well as on methodologies and indicators for assessing progress and performance.

19. The first country report will be prepared following the guidance provided by the Conference of the Parties in November 1996 and in the guidelines by Miller and Lanou (1995). The report will be developed in consultation with diverse governmental and non-governmental agencies, including both the private sector and community representatives. The report and the BSAP will be disseminated widely upon completion.



**Activity Matrix**

Commitment	Enabling Activity	Output	Capacity Building		Public Participation	Comments
			Institutional Strengthen.	Training		
	<i>Stocktaking and Assessment, based on Existing Information</i>					
	- biodiversity & biological resources	x				1
	- cross-sectoral issues	x				1
	- policy and regulatory framework	x				1
	- institutional and human capacity	x				1
	- analysis of root causes of BD loss	x				1
	- technologies for conservation and sustainable use	x				1
	- activities with adverse impacts	x				1
	- existing measures and programmes	x				1
	- preliminary statement of objectives	x				1
	- identification of gaps	x				1
	- assessment of existing needs	x				1
	<i>Identification and Analysis of Options to Meet the Objectives of the CBD</i>					
	- strategies for conservation	x	x	x	x	
	- strategies for sustainable use	x	x	x	x	
	- strategies for benefit sharing	x	x	x	x	
	<i>Planning and Preparation of a Strategy and Plan</i>					
	- national strategy	x	x	x	x	2
	- national action plan	x	x	x	x	2
	<i>Preparation of the first National Report</i>					
	- interim report to COP	x				
	- first national report	x			x	

**Notes on the Activity Matrix**

1. The BSAP stocktaking will build on the base of existing information from initiatives and projects by GTZ, IUCN, WWF, FAO, UNDP, WB, and the EU. However, existing information needs to be summarized and reorganized to fit into BSAP process. Stocktaking in the present project will be more in-depth and species and area-specific to provide the kind of output necessary for strategy development. Some significant development projects related to biodiversity resources include:

- (a) the GTZ projects on forest management, fisheries management in coastal lagoons and flood plains, and ecological restoration by replanting mangroves;
  - (b) the government of the Netherlands reforestation program to restore natural vegetation and soil fertility; and
  - (c) the WFP training course on natural resources conservation, regional planning, development and management of reserves.
2. The BSAP will effectively complement and enhance the provisions from existing plans and strategies, particularly the NEAP. There will be no duplication as the Directorate of the Environment in the MEHU will ensure integration of the above mentioned programs into the BSAP process.

## References

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- IUCN, The World Conservation Union. 1990. *Biodiversity in Sub-Saharan Africa and its Islands*. Gland, Switzerland.
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- MEHU, 1993. Plan National d'Action Environnemental du Bénin. Document photocopié.
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PAGE 03

SEP. -08' 97(MON) 16:22 GEF/RBA

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Le cabinet

REPUBLIQUE DU BENIN

**MINISTÈRE DE L'ENVIRONNEMENT, DE L'HABITAT ET DE L'URBANISME**

B.P. 01-3621 COTONOU (REP. DU BÉNIN) TEL: 21 21 54 - FAX: 31 50 44

Cotonou, le 03 juillet 1997

N° 1028 MINU/DC/SC/CONSEIL/USA

**LE MINISTRE DE L'ENVIRONNEMENT,  
DE L'HABITAT ET DE L'URBANISME**

AU

**Dr John HOUGH  
COORDINATEUR DE LA BIODIVERSITE  
ET DES EAUX INTERNATIONALES  
FAX N° RTS-006-0323**

**NEW-YORK**

**OBJET :** Requête de financement

J'ai l'honneur de vous faire parvenir à nouveau, la requête de financement du Bénin, pour l'élaboration de la Stratégie Nationale sur la Diversité Biologique.

Cette nouvelle version a pris en compte vos observations conformément aux critères et conditions que vous nous avez suggérés.

En espérant que vous ne ménageriez aucun effort pour accélérer l'éligibilité de la requête du Bénin, je vous prie d'agréer, Monsieur, l'expression de mes salutations distinguées.

Pour le Ministre et P.O

Le Directeur de Cabinet

*(Signature)*  
**KARLENE COUDREBRON**  
Directrice de Cabinet

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P. 012

09/09/1997 21:06 33142010637

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PAGE 02

SEP. -08' 97 (MON) 16:23 GEF/RBA

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P. 003

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**RÉPUBLIQUE DU BÉNIN  
MINISTÈRE DE L'ENVIRONNEMENT, DE L'HABITAT ET DE L'URBANISME  
DIRECTION DE L'ENVIRONNEMENT**

BP. 01-2611 COTONOU (REP. DU BÉNIN) TEL 21 41 94 Fax 21 50 61

Cotonou, Le 18 Juin 97

**LE POINT FOCAL OPÉRATIONNEL DU FEM  
MINISTÈRE DE L'ENVIRONNEMENT, DE  
L'HABITAT ET DE L'URBANISME  
FAX (RXX) 21 50 61**

**COTONOU - BÉNIN**

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**MONSIEUR LE PRÉSIDENT DU FONDS  
MONDIAL POUR L'ENVIRONNEMENT  
FAX : 202 52 23 24 0  
202 522 3945  
WASHINGTON.**

**Objet : Financement du Projet "Stratégie Nationale  
associée du Plan d'action de conservation de la Diversité  
Biologique et du Rapport de pays pour la Conférence des Parties (COP)"**

Monsieur le Président,

En ma qualité de Point Focal Opérationnel du FEM, j'ai l'honneur de vous faire tenir copie du projet mentionné en objet.

Mon pays, la République du Bénin, attache une importance capitale à la réalisation de ce projet pour lequel le volet monographie a dû être supprimé dans le souci de favoriser le démarrage rapide des actions liées à la Convention sur la Diversité Biologique.

Je voudrais vous rappeler que le Bénin a ratifié cette Convention depuis le 30 Juin 1994 et ne saurait retarder plus longtemps sa mise en oeuvre.

Par ailleurs, le présent Projet est conforme aux priorités nationales définies dans l'Agenda 21 National adopté le 22 Janvier 1997.

Veuillez croire, Monsieur le Président, à l'assurance de ma haute considération.

**Damien KODJO**