

**PROPOSAL FOR A PDF BLOCK B GRANT OF \$244,000 TO THE REPUBLIC OF BENIN  
FOR THE PREPARATION OF A  
NATIONAL PARKS CONSERVATION AND MANAGEMENT PROJECT (NPCMP)**

<b>Focal Area:</b>	Biodiversity	
<b>Eligibility:</b>	Ratified Biodiversity Convention December 13, 1993	
<b>GEF Implementing Agency:</b>	World Bank	
<b>Project Cost:</b>	About US\$ 14 million	
<b>Tentative Financing Plan:</b>	GEF	US\$ 5.0 million
	Other donors	US\$ 7.5 million
	Park revenues	US\$ 0.5 million
	<u>Government</u>	<u>US\$ 1.0 million</u>
	Total	US\$ 14.0 million
<b>Executing Agency:</b>	Ministry of Rural Development through the Forest and Natural Resource Directorate (DFRN)	
<b>Estimated Start Date:</b>	July, 1996	
<b>Project Duration:</b>	5 years	
<b>Block B funds requested:</b>		US\$ 244,000
<b>Preparation co-funding:</b>	EU:	US\$ 190,000
	Dutch Cooperation:	US\$ 30,000
	German Cooperation:	US\$ 40,000
	French Cooperation:	US\$ 101,000
	<u>Government of Benin:</u>	<u>US\$ 42,000</u>
	Total	US\$ 647,000
<b>Block A or B Grant awarded?</b>	No	

**Summary of Project Objectives and Description**

1. The objective of the proposed NPCM project will be to protect the globally-significant but threatened biodiversity of the part of the Western African savannah ecosystem located in Northern Benin. The Pendjari National Park in Benin and the adjacent Arly National Park in Burkina Faso that form part of this ecosystem were declared a Biosphere Reserve by MAB-UNESCO in 1986. The neighboring "W" National Park in Benin is part of an area of global biodiversity importance which extends into adjacent parks in Burkina and Niger (IUCN, Afrotropical Review of Protected Areas, 1986). In these parks, the survival of large mammal species such as the korrigum antelope, the African elephant, the cheetah and the red fronted gazelle, plus a rich avian population, is threatened by inadequate management and illegal hunting .

2. Consistent with the National Conservation Strategy prepared by government with the help of IUCN, the project's specific objectives would be to: (a) improve ecosystem management and increase wildlife populations in the northern national parks and buffer zones (Pendjari and W National Parks and the Siri buffer area) by strengthening national park protection capacity and management systems, by rehabilitating the basic park infrastructure and promoting community involvement in the management of buffer areas; (b) improve the institutional arrangements for managing the national parks and adjacent areas by establishing an autonomous park management agency and training an adequate cadre of skilled staff; and (c) establish financial mechanisms that will ensure the long term financial sustainability of the national parks system, through a combination of increased tourism and hunting revenues and the design and establishment of a conservation Trust Fund aimed at attracting national and international financial contributions. GEF facilitation of project identification has already leveraged and will subsequently coordinate a substantial program of donor assistance for the conservation of Benin's biodiversity.

3. To achieve these objectives, the project will: (i) design and implement the legal reforms required to establish and efficiently operate an autonomous protected area management agency and to permit community participation in the management of national park buffer areas; (ii) define the new agency's operational responsibilities and procedures, its management structure and staffing requirements and develop and implement a staff training program to provide it with adequate human capacity; (iii) rehabilitate the basic infrastructure of the national parks (water holes, access roads, tourism facilities, etc) to facilitate park management and tourism; (iv) introduce community-based land and wildlife management arrangements in the adjoining commercial hunting zones and in the Siri buffer area to increase the benefits derived by the communities from the surrounding biodiversity and thereby promote community support for the national parks system and cooperation in its management; and (v) design and implement a strategy for sustainable financing of the national parks system, which will include maximizing visitor and hunting revenues and the establishment of a conservation trust fund.

#### **Preliminary Cost Estimate and Financing Plan**

4. The estimated total project cost is US\$14 million, spread over five years. The European Union has expressed an interest in financing the rehabilitation and management of the W National Park and its adjacent areas. The German and the Dutch Cooperation Agencies have expressed an interest in financing the management activities in the Pendjari National Park and in the Siri area, respectively. The Caisse Francaise pour le Developpement (CFD) has expressed an interest in financing tourism development investments. The GEF will be asked to cofinance with the government the legal reform, institutional development and financial sustainability components and community-based land and wildlife management in a buffer area of the Pendjari National Park, at an estimated cost of \$5 million.

#### **Scope of the Preparatory Work**

5. Considerable preparatory work has already been carried out, financed by several different donors. The project's design is based on a National Conservation Strategy prepared by IUCN with IDA financing. The EU has prepared a regional natural resource conservation project involving Benin, Burkina Faso and Niger. The Benin component of the EU-funded preparation work will form part of this project and the Burkina and Niger components will be packaged into a complementary regional project covering other parts of the Western Savannah ecosystem. The Dutch have financed a beneficiary and social assessment in the Siri area, together with the Bank's Client Consultation Fund.

6. The PDF is required to prepare the potential GEF-funded components of the project and to cofinance an overall environmental impact assessment. This preparatory work will comprise: (i) drafting the legal and regulatory instruments to establish an autonomous protected areas management agency and to facilitate community participation in management of the national park buffer zones and adjacent hunting areas and consultation thereon; (ii) preparation of a detailed plan for the functions, structure and staffing of an autonomous protected area management agency and the process through which it will be established; (iii) review of financing options and initial design of a Trust Fund for the sustainable financing of the protected area system and (iv) an environmental impact assessment of the final project which the GEF has catalyzed and for which cofinancing is required.

#### **The PDF-funded Preparatory Activities**

7. Regulatory reforms. Benin's current legal and regulatory framework for the management of protected areas is based solely on enforcement-style protection of forest and wildlife resources. Local populations are legally excluded from exercising any hunting and other traditional user rights in or around the parks. Commercial hunting is allowed in some areas, but this is managed by outsiders and provides few benefits to the local communities.

8. In order to encourage community support for protected areas, which is currently lacking, the government has decided to change this policy. It plans to actively involve local communities in the management of the areas adjacent to the national parks and to seek ways to increase the benefits they obtain from them. In return, the communities will be asked to respect the boundaries of the core park areas and thereby ease the enforcement task. Under this cooperative arrangement, communities will be granted hunting quotas in the buffer zones consistent with sustainable species harvesting and will be permitted more flexibility in the use of land in those areas.

9. To implement this new participatory policy, the government must revise the legal and regulatory framework for the protected area system. This will require the drafting and issue of: (i) revised enforcement regulations, based on Laws 93-009 (Forest law) and 87.14 (Hunting law), allowing community-based land and wildlife management in selected areas of the Pendjari and Djona hunting areas and in the Siri buffer area. Under this arrangement, communities would be entrusted with certain aspects of the land and wildlife management of selected areas to be defined in negotiated agreements monitored by the national parks management agency; (ii) enforcement regulations under Law 90.366 to permit community hunting of agreed numbers of selected species in certain periods of the year; and (iii) enforcement regulations allowing bushmeat marketing of the selected species in certain periods of the year by the local communities.

10. The PDF would co-finance with the French Cooperation: (i) identification of the detailed changes needed in the regulatory framework; (ii) preparation of the draft texts of the new regulations; (iii) a consultation workshop involving the authorities and representatives of the local populations to review and agree on the proposed revisions; and (iv) finalization of the legal texts .

11. Institutional reforms: According to the government's National Conservation Strategy, the major institutional weaknesses that are currently hampering management of the protected areas are: (i) the inefficiency and inadequate capacity of the current management institution, which stem in part from its status as a subsidiary government body; and (ii) the lack of adequate or sustainable funding mechanisms for the protected area system. The project will attempt to correct these problems.

12. Management of the national parks and adjacent areas is currently the responsibility of the Sub-Directorate of National Parks (SDPN) of the Ministry of Rural Development's Directorate of Forests and Natural Resources (DFRN). The SDPN also collects and manages the revenues generated by park visitor fees and hunting licenses. The SDPN suffers from lack of autonomy, inadequate financial resources and skilled personnel, administrative complexity and inefficiency, low staff morale and lack of accountability and transparency in the use of park and hunting revenues. To help overcome these weaknesses, the government has decided to create an autonomous protected area management agency to take over SDPN's responsibilities and also to set up a more effective system for financing its operations.

13. The new autonomous agency, to be known as the *Centre National pour la Conservation de la Nature* (CNCN), will take over all the responsibilities for protected area management that are presently under the SDPN/DFRN, including law enforcement, the collection of park and hunting fees, plus the negotiation, monitoring and supervision of agreements with neighboring communities and private hunters. It will not be a government body, and will therefore will not have to follow civil service regulations and procedures, but it will be subject to ministerial oversight. To supplement the financial resources at its disposal; the government has decided to establish a conservation trust fund to be called the *Fonds National pour la Conservation de la Nature* (FNCN), based on a 1901 Law on non-profit organizations. This will be managed by an independent and publicly accountable Board of Directors.

14. The PDF would co-finance with the French Cooperation: (i) drafting of the law establishing the new protected area management agency; (ii) a consultation workshop on its proposed structure and responsibilities with communities and NGOs; and (iii) drafting of by-laws and procedures of the CNCN and the FNCN and of a model contract between the CNCN and private safari operators.

15. **Organizational Planning** The PDF would finance the organizational planning needed to set up the new agency (CNCN) so that it can quickly become operational at the start of project implementation. This work will consist of: (i) an inventory and valuation of the assets to be transferred from the SDPN/DFRN to the CNCN; (ii) evaluation of CNCN's personnel requirements, identification of SPDN and DFRN personnel suitable for secondment to the CNCN and preparation of a secondment plan; (iii) preparation of an external recruitment plan to fill the outstanding vacancies; (iv) design of the CNCN's accounting and audit procedures; and (v) preparation of a training program for its personnel. The French Cooperation would again co-finance these activities.

16. **Environmental Impact Assessment**. The PDF would also finance with the French Cooperation the project's Environmental Impact Assessment, which would assess its impact on local communities, wildlife and other natural resources and design measures to minimize or mitigate any negative impacts.

#### **Eligibility for GEF assistance**

17. The Government's commitment to preserve its national and globally significant heritage of biodiversity and ecosystems through better protection and management of its national parks and reserves is confirmed by: (i) ratification of the CITES Convention (3/31/1983) and the Convention on Biological Diversity (12/13/1993); (ii) participatory preparation a National Environment Action Plan, which identifies biodiversity conservation and protection as one of the national environmental priorities; (iii) preparation, with the assistance of IUCN, of a National Conservation Strategy; and (iv) participation in the identification of the proposed National Parks Conservation and Management Project, which will implement the National Conservation Strategy's recommendations on reform of the institutional arrangements for protected area management, involvement of local populations in the management of hunting zones and buffer areas adjacent to the parks, and the establishment of a conservation trust fund.

#### **Justification for GEF support**

18. Benin is one of the World's top fifty most species-rich countries for mammals (188 species) and top forty for birds (630 species). Florally, the country is known to have some two thousand species with relatively high endemism. Ten African primates occur in Benin and fifteen species of antelopes are known, with another two possible but unconfirmed (bay and black duikers). Nine of these 27 species are considered endangered. The population of korrigum antelope is of international importance, since the species has become almost extinct in West Africa. The elephant population of "W" National Park is one of the top priority "baseline" populations of the species in Africa. Other endangered animals include the cheetah and the regionally endemic red fronted gazelle.

19. Protected areas, buffer zones and hunting areas together cover about 2.8 million hectares in Benin, i.e. about 25% of the country, which is a sufficiently large area to offer good prospects for effective conservation. The Pendjari and "W" National Parks and the Djona, Atakora and Pendjari Hunting Zones, covering 1.64 million ha, are part of a 2.86 million ha. conservation complex that extends into neighboring Burkina Faso (0.92 million ha) and Niger (0.30 million ha), which will benefit from a complementary EU-funded regional conservation project. Together, these areas constitute one of

the most important sites for ecosystem and species conservation in West Africa<sup>1</sup> and are one of the few remaining large areas representative of the unique Sudanian woodland habitat.

20. Given the significant biodiversity resource characteristics of the target area and the project's design features, it is clearly consistent with both the priorities set by the COP to the Biodiversity Convention and the draft GEF Operational Strategy. It is Benin's national priority for fulfilling its Convention obligations; it will significantly strengthen national capacity and management systems for biodiversity conservation in a semi-arid area; it will increase indigenous peoples' involvement in conservation management and their benefits from it by promoting sustainable use of endemic species; and it will establish a more sustainable mechanism for the financing of biodiversity conservation.

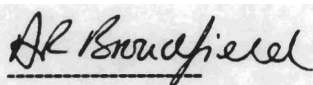
#### **Cost of and budget for the project preparation activities**

21. The total cost of the preparation activities, including costs of national and international specialists, workshops and seminars, secretarial services and travel, is estimated at US\$647,000, of which the GEF is requested to contribute US\$244,000 of PDF Block B funds (38% of total cost). Co-financiers will contribute as follows: EU: US\$190,000 (29%); French Cooperation: US\$101,000 (16%); German Cooperation: US\$40,000(6%); Dutch Cooperation: US\$30,000 (5%); and the Government: US\$42,000 (6%).

- The preparation work and the financing plan are summarized in the table 1.

#### **Schedule of PDF-funded activities**

22. The PDF-funded activities are expected to take nine months to complete (September 1995 to June 1996).



Robin Broadfield

August 28, 1995

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<sup>1</sup> Biodiversity in Sub-Saharan Africa and its Islands, IUCN, 1990

**Table 1. Summary of preparation costs <sup>2</sup>**  
**US\$ thousand**

ACTIVITIES	GEF-PDF	GOB	EU	FC	GC	DC	TOTAL
<b>I. CAPACITY BUILDING</b>							
<b>A. CONSULTANCIES</b>							
<b>1-Regulations, by-laws and statutes:</b>							
- Expatriate lawyers (2 m/m)	16	-	-	16	-	-	32
- Local lawyers (3 m/m)	12	-	-	-	-	-	12
- Wildlife management Specialist (1 m/m)	-	-	-	16	-	-	16
- Expatriate Trust Fund Specialist (1 m/m)	16	-	-	-	-	-	16
- Local Trust Fund Specialist (1m/m)	3	-	-	-	-	-	3
<b>Total</b>	<b>47</b>			<b>32</b>			<b>79</b>
<b>2- Organization of the CNCN</b>							
<b>2.1 Evaluation of assets</b>							
- Expatriate specialist (.5 m/m)	8	-	-	-	-	-	8
- Local consultants (2 m/m)	6	-	-	-	-	-	6
<b>2.2 Evaluation and recruitment/secondment of personnel</b>							
- Expatriate specialist (1 m/m)	16	-	-	-	-	-	16
- Local consultant (1 m/m)	3	-	-	-	-	-	3
<b>2.3 Personnel training program</b>							
- Expatriate specialist (.5 m/m)	8	-	-	-	-	-	8
- Local consultant (1 m/m)	3	-	-	-	-	-	3
<b>2.4 Operational Procedures</b>							
-Expatriate specialist (1.5 m/m)	-	-	-	24	-	-	24

<sup>2</sup> GEF/PDF = Global Environmental Facility/Project Development Fund; GOB = Government of Benin; EU = European Union; FC = French Cooperation; GC = German Cooperation; DC = Dutch Cooperation.

- Local consultant (2 m/m)	6	-	-	-	-	6
<b>2.5 Accounting and auditing</b>						
- Expatriate specialist (1 m/m)	16	-	-	-	-	16
- Local consultant (2 m/m)	6	-	-	-	-	6
<b>Total</b>	72			24		96
<b>3. Environmental Impact Assessment</b>						
3.1 Expatriate sociologist (1 m/m)	16	-	-	-	-	16
3.2 Local sociologist (1 m/m)	3	-	-	-	-	3
3.3 Expatriate wildlife specialist (1m/m)	-	-	-	16	-	16
3.4 Local wildlife specialist (1 m/m)	3	-	-	-	-	3
3.5 Local botanist (1 m/m)	3	-	-	-	-	3
<b>Total</b>	25	-	-	16	-	41
<b>Sub-total consultancies</b>	144	-	-	72	-	216
<b>B. LOGISTICS &amp; MISCELLANEOUS</b>						
4. Coordination, office facilities, vehicles	-	10	-	-	-	10
5. Communication & sensitization (workshops, publications, radio communications)	10	-	-	-	-	10
6. Travels and per diem	40	10	-	20	-	70
7. Software, editing, etc.	30	-	-	-	-	30
<b>Sub-total logistics and miscellaneous</b>	80	20	-	20	-	120
<b>C. PHYSICAL CONTINGENCIES (10%)</b>	20	3	-	9	-	32
<b>TOTAL CAPACITY BUILDING</b>	244	23	-	101	-	368

<b>II. REGIONAL COORDINATION AND W NATIONAL PARK (lump sum)</b>	-	10	190	-	-		200
<b>III. PENDJARI NATIONAL PARK (lump sum)</b>	-	5	-	-	40	-	45
<b>IV. TOURIST INVESTMENTS (lump sum)</b>	-	2	-	20	-	-	22
<b>V. SIRI BUFFER AREA (lump sum)</b>	-	2	-	-	-	30	32
<b>Total</b>	244	42	190	101	40	30	647