

BURKINA FASO  
PARTNERSHIP FOR NATURAL ECOSYSTEM MANAGEMENT

**Project Appraisal Document**

Africa Regional Office  
AFTES

<b>Date:</b> April 4, 2002 <b>Country Manager/Director:</b> A. David Craig <b>Project ID:</b> P052400 <b>Focal Area:</b> B - Biodiversity	<b>Team Leader:</b> Jean-Michel G. Pavy <b>Sector Manager/Director:</b> Richard G. Scobey <b>Sector(s):</b> VM - Natural Resources Management <b>Theme(s):</b> Environment; Rural Development <b>Poverty Targeted Intervention:</b> N
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**Program Financing Data**

APL	Indicative Financing Plan				Estimated Implementation Period (Bank FY)		Borrower
	GEF US\$ m	%	Others US\$ m	Total US\$ m	Commitment Date	Closing Date	
<b>APL 1</b> Loan/ Credit	7.50	55.7	5.96	13.46	09/01/2002	12/31/2007	Government of Burkina
<b>APL 2</b> Loan/ Credit	6.00 (APL 2 subject to GEF CEO approval)	40.0	9.00	15.00	01/01/2008	12/31/2012	Government of Burkina
<b>APL 3</b> Loan/ Credit	5.00 (APL 3 subject to GEF CEO approval)	33.2	10.04	15.04	01/01/2013	12/31/2017	Government of Burkina
<b>Total</b>	18.50		25.00	43.50			

Loan     Credit     Grant     Guarantee     Other:

**For Loans/Credits/Others:**

**Amount (US\$m):** GEF Grant USD 7.50 million

Financing Plan (US\$m):	Source	Local	Foreign	Total
BORROWER/RECIPIENT		1.68	0.00	1.68
LOCAL COMMUNITIES		0.59	0.00	0.59
GLOBAL ENVIRONMENT FACILITY		7.50	0.00	7.50
FOREIGN SOURCES (UNIDENTIFIED)		3.63	0.00	3.63
FOREIGN PRIVATE COMMERCIAL SOURCES (UNIDENTIFIED)		0.06	0.00	0.06
<b>Total:</b>		13.46	0.00	13.46

**Borrower/Recipient:** GOVERNMENT OF BURKINA

**Responsible agency:** MINISTRY OF ENVIRONMENT & HYDRAULIC (DIR. EAUX ET FORÊT)

Direction Générale des Eaux et Forêts

**Address:** Direction Générale des Eaux et Forêts

03 BP 7044 Ouagadougou 03; Burkina Faso

**Contact Person:** SAWADOGO Bobodo Blaise, Coordinator of preparation

Tel: (226) 35 64 15

Fax: ( 226 ) 35 64 15

Email:

bobodo.sawadogo@hotmail.com & bobodo.sawadogo@liptinfor.bf

**Contact Person:** ZOURE Leonard, General Director of Water & Forests

Tel: (226) 36 30 21

Fax: ( 226 ) 36 27 91

Email:

dgef@cenatrin.bf & lezoure@fasonet.bf & lezoure@fasonet.bf

**Estimated Disbursements ( Bank FY/US\$m):**

<b>FY</b>	2003	2004	2005	2006	2007			
<b>Annual</b>	1.12	1.61	1.58	1.63	1.56			
<b>Cumulative</b>	1.12	2.73	4.31	5.94	7.50			

**Project implementation period:** September 2002 to December 2007

OCS APL PAD Form: Rev. March, 2000

## A. Program Purpose and Project Development Objective

### 1. Program purpose and program phasing:

#### Background

Biodiversity loss has reached critical proportions in West Africa. Burkina Faso, an impoverished Sahelian country, is trying to reverse the trend through sustainable management of woodland forests and wildlife. Although somewhat successful, these efforts are curtailed by inadequate financing, capacity, and incentive, as well as increasing pressure from growing population. Consequently, the country is having difficulties in maintaining its critical ecosystems. It has requested Global Environment Facility (GEF) financing to assist in conserving its globally important protected areas.

In its 2000 Biodiversity Action Plan, Burkina defined its long-term vision and commitment to incorporate protected area management in rural development. To implement that vision, the Government proposed a National Natural Ecosystem Management Program (PRONAGEN) and registered it as one of the national programs in its Letter of Policy for Decentralized Rural Development (LPDRD). The GEF project which implements PRONAGEN is called PAGEN: Partnership for Improved Management of Natural Ecosystems. It is designed to complement Burkina's Community-based Rural Development Program (CBRDP), an overarching program supporting the decentralized rural development strategy.

The CBRDP financing instrument is a 15-year Adaptable Program Loan (APL) co-financed by the International Development Association (IDA), International Fund for Agricultural Development (IFAD), and other donors. As a complement to CBRDP, PAGEN will also be implemented as a 15-year APL. This instrument was selected, because PAGEN supports Burkina Faso's long-term vision and policy for protected area conservation. In addition, because capacity building and ecological restoration require many years, an APL provides the opportunity to set ambitious long-term objectives and address the fundamentals of sustainability.

A *protected area* is defined as an area whose limits are legally or traditionally defined and whose objective is the preservation of natural ecological processes. A protected area can be a national park, a reserve, a piece of rural land selected by the community for gazetment, or a gazetted forest that emphasizes wildlife management. Protected areas are administratively consolidated by sets of two or three in a *Wildlife Conservation Unit* (WCU). Burkina Faso contains 13 WCUs.

All protected areas within a WCU are placed under the coordination of a Forestry Department-appointed *conservator*. Daily management of each protected area is to be entrusted to a *concessionaire*. Where no concessionaire yet exists, the conservator and its team are substitutes. Concessionaires can be a private firm, an NGO, or a community association. PAGEN seeks the establishment of community associations called *Inter-Village Protected Area Management Associations* (AGEREFs) to become entrusted as concessionaires. AGEREFs' members are representatives of the *Comités Villageois de Gestion du Terroir* (CVGTs) of all villages located in the periphery of a protected area. Some investments in protected areas and utilization of wildlife and tourism are delegated by the concessionaires to private professionals of the business called *guides*.

#### Program purpose and phasing

The GEF intends to finance incremental costs beyond CBRDP with the 15-year purpose to have *biodiversity in priority protected areas sustainably benefit peripheral communities' local development*. The 15-year Global Objective is to *secure biodiversity in priority protected areas*. The GEF APL is

phased to gradually secure a sustainable global outcome: Phase One - Reverse biodiversity trends in priority protected areas; Phase Two - Substantially improve biodiversity in priority protected areas; and Phase Three - Secure biodiversity in priority protected areas.

## **2. Project development objective:** (see Annex 1)

Phase One is expected to have significant impact on biodiversity trends and set the stage for long-term improvement of protected area management. Its 5-year Project Development Objective and Global Objectives are combined: *to reverse biodiversity trends in priority protected areas.*

## **3. Key performance indicators:** (see Annex 1)

Success in achieving outcomes set in the Program purpose will be measured by (1) the capacity of protected areas to generate revenues necessary to finance their operating costs (as verified in the annual budget reports and accounting books of concessionaires and guides) and (2) the amount of benefit generated by the protected areas that finance peripheral communities' development funds (as verified in World Bank statements and concessionaires' transaction records. Success in achieving outcomes set by the Global and Project Development Objectives will be verified by (1) reduction of agricultural encroachment in protected areas (as measured by remote sensing techniques) and (2) improvement of a set of bioindicators (indicators of mammals in terrestrial areas and birds in wetlands) whose data will be collected with technical (aerial surveys) and participatory (line transects) ecological monitoring.

Success in improving output related to the national capacity will be verified by (1) a new Forestry Code and its implementation decree, which takes into account the orientations of the LPDRD; (2) recovery of potential taxes in the protected areas sector; (3) increased share of the national budget allocated to biodiversity conservation; (4) adoption of a long-term financing mechanism by the Government; (5) the amounts committed by other donors in this financing mechanism; (6) the proportion of the conservators who use their new skills to manage protected areas; (7) implementation of international protocols with Mali and Cote d'Ivoire; (8) adoption and operationalization of an external monitoring system; and (9) use of the results of this system in the determination of quotas.

Success in improvement of output related to local capacity will be measured by (1) number of community institutions that are officially "concessionaires" of protected areas; (2) acquired capacity of Inter-Village Protected Area Management Associations (AGEREFs) to act as concessionaires; (3) number of officially approved protected area management plans; (4) level of implementation of management plan; (5) number of protected areas successfully exploited by private guides; (6) decrease in poaching indicators; and (7) efficiency and usefulness of participatory ecological monitoring.

## **B. Strategic Context**

### **1. Sector-related Country Assistance Strategy (CAS) goal supported by the project:** (see Annex 1)

**Document number:** 21285-BUR **Date of latest CAS discussion:** 12/2000

The Poverty Reduction Strategy Paper (PRSP) (June 2000) identified sustainable management of natural resources as one of the major principles for combating poverty. It recognizes that in Burkina Faso the loss of biodiversity regarded as valuable and threatened on a global basis is to be addressed by the Bank as part of its mandate as a GEF implementing agency. The Board approved a new Country Assistance Strategy (CAS) in December 2000. Its central objective is to support the Government's efforts to achieve a sustained high growth rate; reduce the incidence of poverty; and improve the nutrition, health, and education of rural populations. PAGEN is listed as a FY01 APL and in the baseline scenario as a contribution to rural development "to increase productivity of rural assets (labor and land) through [...]"

the conservation and renewal of natural resource" and as part of the following agenda: "supporting opportunities for employment and income-generating activities for the poor."

### **1a. Global Operational strategy/Program objective addressed by the project:**

Burkina Faso has ratified the Biodiversity Convention (1992), the Convention on Migratory Species (1990), and the Desertification Convention (1996). PAGEN is consistent with the GEF Operational Strategy for biodiversity, particularly OP 1 (Arid/Semi-arid ecosystems) through support for activities in savannah habitats of the Sudanian and Sahelian ecosystems.

PAGEN is also consistent with Biodiversity Convention Conference of the Parties (COP) guidance. It focuses on conservation of critical ecosystems/threatened species and supports involvement of local communities in management decisions and as beneficiaries of protected area management. It responds to COP3 guidance by promoting capacity building for conservation and sustainable use by improving management of natural resources. In line with COP4 guidance, PAGEN takes an ecosystem approach to maximize biodiversity conservation in a range of ecosystems under different management regimes that involve a range of stakeholders: local communities, private sector, nongovernmental organizations (NGOs), and government agencies.

GEF financing in Phase 1 will be implemented in nine protected areas within four Wildlife Conservation Units in the Sudanian savannah ecosystem and in the Sahel dryland ecosystem (see site description and map in Annex 11). All protected areas targeted by GEF are listed in the main international strategies (for example, Ecologically sensitive sites in Africa, World Bank;-- Conservation Strategy in the Afrotropical Realm, IUCN;--Strategy for Sahelo/Saharan Antelopes,--Bonn Convention for Migratory Species; and Birdlife's Important Areas for Bird Conservation), and they are priorities in the Burkina biodiversity strategy.

### **2. Main sector issues and Government strategy:**

#### Biodiversity

Burkina Faso's species profile includes 655 wildlife species (mammals plus and birds); 330 aquatic species (including 121 fish species), and 1054 plant species (751 grass and 304 tree and brush species). Solid statistics on biodiversity trends are not available, but the facts are dire. Natural habitats--Sudanian or Sahelian-- are now almost restricted to parks, reserves, and gazetted forests, which in total cover less than 10% of the country. Outside of these areas, large mammals and birds, not adapted to the disturbed environment, have almost disappeared. Agriculture has encroached on more than 70% of some areas, for example, Dida Forest. Poaching has decimated the population of game animals in most protected areas. Disturbance of nesting sites in wetland areas has led to the disappearance of migratory palearctic species such as the white stork. Some species, including the oryx, cheetah, and giraffe, are reported extinct in Burkina. The last Mali/Burkina redneck ostrich population may also be extinct. Others approaching extinction include the black and white colobus, dama gazelle, leopard, and topi.

### Poverty in relation to biodiversity

With a per capita GDP of US\$240 (1997), Burkina Faso is among the poorest countries in the world. It is number 172 of the 175 countries in the UNDP's 1997 *Human Development Index*. Human resource indicators are extremely low: literacy 19% vs. 57% for Sub-Saharan Africa (SSA), life expectancy 48 years vs. 52 years for SSA, and infant mortality 128/1,000 vs. 92/1,000 for SSA. Of Burkina's 10 million inhabitants, 84% live in rural areas. Nevertheless, per capita GDP growth of 4.0% in 1995, 6.0% in 1996, 4.7% in 1997, and 6.2% in 1998 gives hope that Burkina Faso can maintain economic growth that will sustain reduction of poverty.

Overall incidence of absolute poverty is extremely high (45%) and is predominantly a rural phenomenon (51% in rural areas vs. 16% in the cities). It is higher for subsistence farmers (77%) than for commercial farmers (42%). Nearly half the population lacks adequate food and essential goods and services. The poor spend 58 % of their budget on food, mainly millet and sorghum. Recurrent droughts cause food shortages and occasional famines. To survive, the poor rely on income diversification and complementary wild resources (for diet and pharmacopoeia)--a risk-management strategy widespread among men, and even more so among women, who engage in transformation of agricultural produce, small manufacturing, gathering of wild produce, and commerce. Migration is another way the poor cope with life-threatening circumstances and diffuses the pressure to the south, where "environmental refugees" are less and less welcomed.

Adverse climatic conditions and low productivity of the agricultural sector in the most densely populated zone, coupled with over-exploitation of natural resources, are therefore considered the major constraints to economic growth. They exacerbate the widespread poverty, severe food insecurity, and degradation of globally important ecosystems.

### Government strategies

The national operational strategies most relevant to PRONAGEN are the (1) 2001 Policy on Decentralized Rural Development, (2) 1995 reform of the wildlife and protected area sector, and (3) 2000 Biodiversity Strategy and Action Plan.

(1) *Decentralized Rural Development*. Decentralization to the lowest level possible can play an important role by placing key decisions and funds in the hands of those who stand to win or lose from the results of development. Different from those of other countries, the Government of Burkina Faso has decided to adopt a slow pace of implementation, consistent with the country's limited capacity to manage such complex institution-building. The Letter of Policy on Decentralized Rural Development (June 2000) was drafted in support of the CBRDP. Its objectives include "to ensure rational management of natural resources.." It sets the stage for PRONAGEN because (1) decentralized communities have full responsibility for local development including the management of natural resources in their *terroir* and (2) Government technical services are refocused on the functions of conceiving and monitoring policies and law enforcement. The letter is to be implemented in two phases: (1) a transitory phase, which prepares effective implementation of decentralization, and (2) a final phase, which ends when decentralization is complete. The letter also proposes several sectoral reforms pertaining to the management of protected areas by village communities.

(2) *Protected area and wildlife management*. The 1995 reform had already increased private and community involvement in protected area management. At the time, Burkina undertook these reforms because it lacked financial resources to efficiently manage its parks, reserves, and wildlife areas. The reform was implemented in 1997 by a Forestry Code (Loi 006/97/ADP), which sets the National Forestry

Policy as being founded on (1) conservation of biological diversity; (2) utilization of forest, wildlife, and fish resources for economic development and improvement of well being; (3) creation of employment and income for populations; and (4) participation and empowerment of population in the design, implementation, and monitoring of forestry activity through decentralized management of natural resources. It was followed in 1996 by the creation of 12 Wildlife Conservation Units across the national territory (Arrêté 96-002 MEE/CAB). The objective was to consolidate clusters of protected areas under the coordination of a Government-appointed conservator while delegating daily management and commercial use of protected areas to private "concessionaires. The concessionaires pay taxes to the Government and credit a "Collective Interest Fund" to benefit adjacent populations. The concessionaires must recruit licensed "safari or tourism guides" for commercial use.

(3) *Biodiversity*. The stated purpose of the Strategy is to "ensure responsible management of biological diversity by the populations by 2025. Among the approaches adopted are (1) participatory management / *gestion des terroirs*, (2) territorial planning at the landscape level, (3) programmatic approach for coherent national development, and (4) strengthening the decentralization process by building community capacity to manage natural resources. In applying the Strategy, the Action Plan aims to ensure (1) the conservation of important or threatened ecosystems/species, (2) sustainable use of biological resources, and (3) equitable sharing of benefits from sustainable use of resources. It states that threatened ecosystems and species can be conserved only with fully empowered populations. To achieve this, the Action Plan indicates that the legal framework will need to be revisited to ensure equitable sharing of biodiversity benefits and that an awareness campaign and capacity building will need to be the foci of future projects. The Action Plans indicates that "Producers --NGOs, community associations, and individuals--are responsible to implement the Strategy while Government services will focus on planning, monitoring, control, and evaluation.

### **3. Sector issues to be addressed by the project and strategic choices:**

Sector issues - biodiversity loss (see matrix analysis in Annex 14)

While low and variable rainfall are normal for the Sahel, recent decades have known the paroxysms of dryness with severe water deficits in 1968-70 and again in 1984. As long-term trends indicate, such occurrences are bound to recur. Consequences on the ecosystem are dramatic: the vegetation cover regresses, problems of soil erosion develop, and livestock and fauna are forced to compete for access to food on these few resources. In the Sudanian zone, where annual rainfall ranges from 800 to 1100 mm, climatic variability is a problem primarily for agricultural production. The impact on the ecosystem is less drastic.

The "roots" of biodiversity loss in the Sahel are numerous. The ecosystem is threatened by burgeoning human populations combined with inadequate land-use practices and substandard livestock, agriculture, water, and wildlife policies. In the Sahel, high demography, low technology input, multiplication of water-holes, and a shift in livestock ownership have led to significant increases in livestock numbers with inappropriate use of the grazing potential and cultivation of marginal land (often good natural habitat). In the Sudanian zone, higher population, combined with the cash opportunities provided by yam and cotton, resulted in competition for arable land and clearing of natural habitat. Because of the livestock-agriculture conflict, pastoralists are penetrating protected areas. At all selected sites, the lacks of incentives for alternative behavior or practices, of awareness or knowledge, and of law enforcement caused the near-disappearance of wildlife. Losses of mammals and birds are attributed not only to habitat loss but also to poaching, particularly vehicle poaching by outsiders.

## Strategic choice

As indicated earlier, the Wildlife Sector Reform, the National Biological Diversity Strategy, and the Letter of Policy for Decentralized Rural Development provide the implementation framework for empowering local communities to manage protected areas within the greater ecosystem or landscape. PAGEN addresses the above "root causes" of biodiversity loss with the following strategic choices: (1) adopt and implement national reforms to improve sector performance, (2) set an appropriate incentive framework for all stakeholders, (3) gradually empower community-based management of protected areas, (4) focus on conservation but leverage development and (5) construct an innovative financing mechanism for long-term coverage of incremental costs.

(1) *Improve the sector performance with adequate reforms:* With the preparation of the Letter of Policy on Decentralized Rural Development, the 1997 Forestry Code needs to be adapted to the new country policy. Consequently, the Ministry of Environment has initiated a reform of its forestry policy, legislation, and institutions. The GEF will contribute to financing these reforms. During Phase 1, new reforms will be adopted to conform to the Decentralized Rural Development and Biodiversity policies and to optimize the incentive framework for improved conservation-oriented behaviors of all stakeholders.

(2) *Improve the incentive framework:* The strategy is to draw lessons from previous experiences to improve current legislation and redistribute roles and responsibilities among all partners. The goal is to improve incentives for communities, Government, and private operators to work together for the benefit of biodiversity conservation. As part of this strategy, PAGEN will work with foresters to build their capacity and incentive for improved collaboration with villagers and enforcement of regulations. It will also help safari and tourism guides to enhance their incentive to work with communities and operate their businesses using sound management and ecological principles. The proper equilibrium, as well as rules and systems that formalize the relationships among these partners and facilitate their working together, will be sought throughout PAGEN's Phase 1 and fine-tuned in subsequent phases.

(3) *Adopt a community-based management approach:* The local strategy adopted by PAGEN is an adapted, and intensified, version of community-based land management (*gestion des terroirs*) and local development. It is based on the participation and increased empowerment of rural communities in decisions concerning the protection and use of biological resources within protected areas. It is broadly participatory and tries to involve all groups, however marginalized in society. To increase accountability, it gradually delegates key decisions on investment choices and use of funds to local institutions set up by the communities. Community associations will be empowered through appropriate legislation to make decisions on the management rules of protected areas and implementation of these rules.

(4) *Focus on conservation but leverage development:* PAGEN's focus is the conservation of biodiversity within protected areas. However, it is not implemented in a vacuum. It has already established strong operational ties with development projects more able to take into account development concerns of the population (Annex 4). Such coordination will ensure that community social and productive needs are accounted for while *not* creating an unhealthy situation in which conservation incentives are linked to local development financing.

(5) *Seek sustainable source of financing:* The first strategy to achieve financial sustainability is to optimize potential commercial use of biological resources such as tourism, safari hunting, and honey and firewood production. However, for some protected areas, combining all revenues will not provide adequate conservation incentives to all stakeholders. For these cases, the strategy is to provide additional funds by establishing a long-term financial mechanism such as a trust and/or a foundation. This will be explored in



Phase 1, tested in Phase 2, and fully implemented in Phase 3. A final strategy is to evolve from a project-oriented operation to budget support. The form of such assistance will be designed during Phase 1; it can take the form of direct budget support to the central Government, to local government, to community institutions, and/or be channeled through a private foundation or trust. Financial support to subsequent phases can also be linked to results rather than activities.

#### **4. Program description and performance triggers for subsequent loans:**

##### Description of the baseline program: Community-based Rural Development Program (CBRDP)

The CBRDP's purpose is "to alleviate poverty in rural areas, by building local capacity to implement small investments of a natural resources protection, productive or social nature, and by accelerating the pace of public transfers to these areas." Within 15 years, CBRDP expects to reach all villages of Burkina. CBRDP is tallied as the baseline because (a) it implements the long-term vision of the Government for decentralized rural development; and (b) it provides the necessary conditions for successful implementation of PAGEN by ensuring that the primary needs of communities adjacent to protected areas are fulfilled and that their planning and organizational capacity is improved (see detailed incremental cost analysis in Annex 4).

CBRDP's approach closely links land development, agro-sylvo-pastoral development, and socioeconomic infrastructure and services, thereby recognizing that rural development and conservation need multi-sectoral interventions. Village-level investments will encompass natural resource and local development (provision of infrastructure and services to support production growth and improve living conditions). Investments will follow the village organization in *Comité Villageois de Gestion du Terroir* (CVGT) and the creation of a Village Investment Fund. Under the "baseline Program," a wide spectrum of village (and multi-village) micro-projects will be financed: tree planting, livestock production, agriculture, fisheries, agroprocessing, micro-irrigation, transport infrastructure, water and sanitation, schooling and adult literacy, and health and AIDS prevention.

To avoid duplication of efforts, bring coherent support to communities, and ensure that CBRDP targets all villages in the protected area periphery, agreements will be signed between the ministries in charge of each operation. Such agreements will detail the respective role of each team, and the timing of interventions. The necessity to guarantee CBRDP support to protected area peripheral communities as a mitigation plan to potential short-term loss of access to resources by community members was flagged by the "Environment and Social Assessment" (ESA).

##### Description of the National Natural Ecosystem Management Program (PRONAGEN)

In 15 years, PRONAGEN plans to secure biodiversity in priority protected areas and sustain provision of benefits to peripheral communities. Securing global biodiversity in priority protected areas implies (1) increasing the ecological security of flora and fauna that are regionally or globally rare or threatened, including the northernmost populations of African elephants; (2) restoring and preserving a representative area of the West Africa Sahelian and Sudanian natural ecosystems, which are exceptional on a national, regional, and global scale; (3) preserving genetic diversity within ecologically, economically, and culturally important species in natural populations within their historical ranges; and (4) integrating sound ecological management principles of natural resources, livestock, and agriculture related to protected area management. Sustainably benefiting communities implies (1) securing community access to benefits generated by improved management of protected areas and (2) ensuring that a financial mechanism is set up to provide additional financial resources when benefits of improved management do not provide sufficient incentive for conservation.

PRONAGEN is a Government program that is implemented by an array of projects. The GEF project seeks to help the Government organize the management of several WCUs as well as improve national reforms and capacity building. Other donors' projects contribute to the financing of other important WCUs and protected areas therein. All these operations are coordinated by a single Steering Committee. Coordination units are already working together and are expected to merge when institutional reforms create the necessary conditions. Already, the teams are working on standards for impact monitoring and capacity building. France has detached a senior technical assistant to help the Government with the sector's reforms and initial implementations.

- GEF: Four WCUS are targeted by GEF funds: Sahel (several new protected areas in the northern part of the Sahel: Nassoumbou, Séno Mango, Beli, Oursi, Darkoye); Comoé-Léraba (Comoé-Léraba Reserve and Boulon-Koflandé Gazetted Forest); Hauts Bassins (Mares aux Hippo Biosphere Reserve); and Ponasi (Kaboré Tambi National Park).
- European Union: One WCU is funded by the European Union: the W (National Park and hunting area of Tapoa-Djerma as part of the transnational support to W National Park).
- France: France focuses on four WCUs: Hauts Bassins (Mou Forest), Boromo (Deux Balés National Park), Arly (Arly National Park as well as Pagou-Tandougou, Koakrana, and Konkonbouri Hunting Areas), Pama (Pama Centre Nord, Pama Centre Sud, Pama Sud Hunting Areas as well as Singou Game Ranch).
- ADB: It finances the WCU of Diébougou (Bontioli, Nabéré and Koulbi Forest Reserves)

Each phase of the GEF APL will seek the following global outcomes:

- Phase 1: Reverse biodiversity trends in priority protected areas. GEF financing will help establish a system of decentralized management of protected areas, set its legal and institutional framework according to the long-term vision of the Government for wildland conservation, and explore innovative results-based financial mechanisms to ensure sustainability by the end of Phase 3.
- Phase 2: Substantially improve biodiversity in priority protected areas. GEF support will help consolidate management of the Wildlife Conservation Units and protected areas with extension to additional sites. Phase 2 will focus on implementing management plans, capacity building, and establishing and testing a new financial mechanism including possibly a biodiversity trust or foundation and direct budgetary support.
- Phase 3: Secure biodiversity in priority protected areas. Phase 3 will focus on financial sustainability with gradual withdrawal of project funds and strengthening of the new financial mechanisms supporting incremental costs for community-based conservation.

In all of its phases, the PAGEN will be implemented through three components:

- Component 1: National capacity building for support to decentralized management of protected areas
- Component 2: Local capacity building to manage protected areas
- Component 3: Program administration and monitoring

*Component 1: National capacity building for support to decentralized management of protected areas.*

The GEF will support the Ministry of Environment to review the current legal and institutional framework, especially the forestry code, to create the enabling environment for community-based protected area management. Several important sector studies are programmed for Phase 1. By its end, major legal changes will be enacted including the possibility to set up a long-term funding mechanism (for example, a foundation) and a new institution to manage protected areas. These will be strengthened in Phases 2 and 3.

Sector studies will also help create a suitable environment to develop quality-based protected area tourism. The component will also finance training of forestry staff and NGOs to improve their capacity to provide conservation assistance throughout the country. It will also help provide the Government with tools to supervise private sector operations, measure conservation results, and set a national database. Since there are transboundary issues in several protected areas, international coordination will be strengthened.

*Component 2: Local capacity building to manage protected areas* - This component focuses on protected areas themselves. It includes training and conservation awareness as well as implementation of conservation activities for which technical assistance will be provided. Initially, training activities will target the local forestry staff, the staff of other Government services, and the communities. Inter-Village Associations (AGEREF) will be established during Phase 1 and consolidated in subsequent phases. The members will benefit from project assistance and from training. A training plan will be prepared at the beginning of the project and will be adapted during implementation as new needs arise. Conservation activities will begin with several diagnostic studies and be followed by the design of *protected area management plans*. Management plans will minimize investments and seek to maximize return on investments. Implementation of management plans will be initiated in Phase 1 and completed in Phases 2 and 3. Phase 3 will provide an opportunity to consolidate the management and sustainable utilization of all protected areas while securing ecological recovery. Technical assistance from national experts will be provided but gradually phased out as the national and community capacity to manage protected areas increases and responsibilities are transferred to the long-term concessionaires (the AGEREF) and guides.

*Component 3: Program administration and monitoring.* In Phase 1, GEF financing administration will be entrusted to a small Project Coordination Unit (PCU), which will join the PCUs of other donors' projects that are part of PRONAGEN. Some functions such as monitoring and evaluation will be cross-projects. It is expected that in subsequent phases, these PCUs will be discontinued and their functions transferred to a specific entity (this evolution needs to be thought through during Phase 1 as part of the reassessment of the institutional set-up for protected area management in Burkina). The study on "capitalization of experiences" to be carried out in Phase 1 will make recommendations on an adequate institutional anchor for the long-term continuation of PAGEN in Phases 2 and 3.

### Program Triggers (Phase 1 to Phase 2)

The triggers are selected among the target indicators for Phase 1 or as implementation milestones to ensure demonstration of commitment by the Government of Burkina to the PAGEN outcome and to improve governance in the sector.

<b>Trigger</b>	<b>Means of Verification</b>
1. Percentage of agriculture encroachment is 0 Comoé-Léraba and Mares aux Hippo and Kaboré Tambi; 10 Boulon-Koflandé ; 20 Nassoumbou, Séno Mango; and other Sahel protected areas.	GIS system reports and maps (remote sensing based on most current satellite imagery)
2. A new Forestry Code and its implementation decrees take into account the orientations of the Letter of Policy on Decentralized Rural Development.	Official journal
3. Applicable taxes in the protected areas sector that are due to the Government (trophy fee, tourism, concession fee) are recovered at 80%.	Audit report of concessionaires prepared by audit firms; Forestry Department Annual Report on hunting and tourism campaign
4. The Government has adopted a long-term financial mechanism for protected areas and presented an implementation plan acceptable to the Bank for Phase 2.	Minutes of Government council meeting; PIP Phase 2.
5. A standard monitoring system for wildlife census and agriculture encroachment is operational and adopted nationally.	Decision signed by Forestry Department director; Annual Reports on annual survey and GIS system
6. AGEREFs are legal concessionaires of Comoé-Léraba; Boulon - Koflandé; Mare aux Hippos	<i>Arrêtés</i> signed by the minister in charge of protected areas and contracts cosigned by Forestry Department director and AGEREFs' presidents
7. At least 6 of 9 protected areas have officially adopted a Management Plan.	Decision adopting management plans signed by the Regional Forestry Director
8. At least 2 private safari/ecotourism guides are operating professionally and ethically in Comoé-Léraba and Boulon-Koflandé.	Signed contract between concessionaires and guides; audit report of guide operations attesting fulfillment of contract

Program Triggers (Phase 2 to Phase 3)

Tentative triggers to Phase 2 to Phase 3 are listed below to illustrate the continuation of the program. They are based on the same logic as previous triggers. They will be refined at the end of Phase 1.

<b>Trigger</b>	<b>Mean of Verification</b>
1. Percentage of agriculture encroachment is 0 Comoé-Léraba, Boulon-Koflandé, Mares aux Hippo and Kaboré Tambi; 10 Nassoumbou, Séno Mango; and Béli.	GIS system reports and maps (remote sensing based on satellite imagery) managed by Forestry Department (built by consulting firm.)
2. Applicable taxes in the protected areas sector that are due to the Government (trophy fee, tourism, concession fee) are recovered at 100%.	Audit report of concessionaires prepared by audit firms; Forestry Department Annual Report on hunting and tourism campaign
3. A long-term financial mechanism for protected areas is set up with \$10 million commitment to capital. (to be fine-tuned once the mechanisms is designed).	Donors' Aide Mémoire; Commitment letter; financial statement from trust fund or foundation as the case may be
4. The national external monitoring system is used to independently monitor conservation, set wildlife quotas, and influence national decision-making.	Cross referencing of Forestry, concessionaire annual reports with annual <i>arrêté</i> setting hunting quotas for each protected area and Management Plans
5. AGEREFs are legal concessionaires of all nine protected areas targeted by GEF financing.	Arrêtés signed by the minister in charge of protected areas and contracts cosigned by Forestry Department director and AGEREFs' presidents
6. All nine protected areas targeted by GEF financing have officially adopted a Management Plan.	Decision adopting management plans signed by the Regional Forestry Director
7. At least five private safari/ecotourism guides are operating professionally and ethically in all Sudanian protected areas and in one Sahelian protected area.	Signed contract between concessionaires and guides; audit report of guide operations attesting fulfillment of contract
8. The following rule for Phase 3 is adopted: Government finances 100% of recurrent costs pertaining to PAGEN administration.	PIP and grant agreement for Phase 2

## C. Program and Project Description Summary

**1. Project components** (see Annex 2 for a detailed description and Annex 3 for a detailed cost breakdown):

PAGEN will be implemented through three components:

Component 1: National capacity building to support decentralized management of protected areas

Component 2: Local capacity building to manage protected areas

Component 3: Program administration and monitoring

### **National capacity building to support decentralized management of protected areas**

Through this component, the GEF will finance: I. Incremental support to Forestry Department; II. Awareness building and training, including (a) awareness building of forestry staff, concessionaires and private operators, (b) training of *National Forestry Department* (Direction Générale des Eaux et Forêts, or DGEF) staff, (c) training and awareness raising of private operators, (d) setting up a small documentation center; III. Studies and workshops to support sector reforms, including (a) legal and institutional reforms, (b) national economic and financial analysis of protected areas, (c) long-term financing mechanisms, (d) professionalization of private guides and creation of label for protected area products, (e) national audits of concessionaires; IV. Monitoring, information system, and communication, including (a) national monitoring of bioindicators, (b) national monitoring of protected area encroachment, (c) web gateway; and V. International coordination

### **Local capacity building to manage protected areas**

Through this component, the GEF will finance: I. Incremental support to (a) local advisory fora around protected areas, (b) Wildlife Conservation Units, (c) provincial services of agriculture, livestock, and education; II. Technical assistance; III. Training and awareness raising, including (a) training for project field staff and partners, (b) community awareness building, (c) community training, (d) local institution building; IV. Local development, including (a) participatory diagnostics and establishment of Local Development Plans in limited number of villages, (b) implementation of Local Development Plans (tallied as baseline but not financed by GEF); V. Initial steps of protected area management, including (a) identification of protected areas, (b) pastoral tenure and users' diagnostic in Sahel; (c) study of conservation dynamics in Kaboré-Nazinga-Sissili Complex; (d) water resource diagnostic of Mares aux Hippo Biosphere Reserve, (e) preparation of protected areas management plans; VI. Implementation of protected areas management plans, including (a) construction and maintenance of infrastructures, (b) surveillance of protected areas, (c) use of protected areas, (d) local ecosystem monitoring; and VII. Administration of component.

### **Project administration and monitoring**

Through this component, the GEF will finance: I. Incremental support to (a) the National Steering Committee and Scientific and Technical Advisory Council, (b) the Conseil National pour la Gestion de l'Environnement (CONAGESE); II.) Project administration, including (a) procurement, (b) financial management, (c) planning and reporting, (d) implementation monitoring; and III. Audits.

The table below includes both project funds and parallel cofinancing from other donor's projects in support to CBRDP.

Component	Sector	Indicative Costs (US\$M)	% of Total	Bank financing (US\$M)	% of Bank financing	GEF financing (US\$M)	% of GEF financing
1. National capacity building for support to decentralized management of protected areas	Environmental Institutions	1.56	11.3	0.00	0.0	1.21	16.1
2. Local capacity building to manage protected areas	Natural Resources Management	11.50	83.3	0.00	0.0	5.73	76.4
3. Project administration and monitoring	Non-Sector Specific	0.74	5.4	0.00	0.0	0.56	7.5
<b>Total Project Costs</b>		13.80	100.0	0.00	0.0	7.50	100.0
		0.00	0.0	0.00	0.0	0.00	0.0
<b>Total Financing Required</b>		13.80	100.0	0.00	0.0	7.50	100.0

## 2. Key policy and institutional reforms supported by the project:

Project will support a reform of the Forestry Code to conform to the national policy on decentralized rural development. Already FAO and French Cooperation Service (SCAC) are helping the Government analyze its current legislation. During Phase 1, GEF funds will contribute to a series of studies to analyze conservation experience in Burkina and align the Forestry Code with the rural decentralization process. Institutional reforms may be required. As centralized administrations, the National Forestry Department and its National Wildlife Service are intrinsically not efficient at achieving conservation or economic results. A more adequate legal status for a national institution will be explored to set the stage for improved performance and staff incentive as well as to coordinate decentralized management by concessionaires.

## 3. Benefits and target population:

### Benefits

*Impact on living conditions.* A marginal increase in income can be expected from new or alternate activities (tourism, safari hunting, pharmacopoeia, optimization of natural resources use, wildlife farming). Overall, the GEF's impact on living conditions will not be direct, but indirect through the security provided by a healthy and functioning ecosystem and potentially restored access to disappearing wild resources. Additional benefit includes diversification of income to the communities and to the national economy through more efficient tourism. Targeted provision by the end of the APL of \$1 equivalent per person per year to local development funds will undoubtedly improve community capacity to finance local development.

*Impact on natural resources.* Under PAGEN, already improved sustainable use of natural resources under CBRDP and Sahel Integrated Low-land Management (SILEM) will be broadened to include large wildland areas as well as to fauna and flora. A special effort will be made to monitor PAGEN's impact on the ecosystem, and beneficiary villages will be trained to gather key bioindicators. PAGEN diminishes uncertainties by ensuring natural resource abundance/quality within protected areas and contributes to food security in drought years. A better managed ecosystem will have far-reaching consequences on rangeland quality (with long-term effects on livestock production), wildlife populations (with long-term effects on food security and tourism income), and forest cover (with long-term effects on woodfuel security and access to potable water through aquifer replenishment).

*Impact on local capacities, awareness, and rights.* Strengthened capacity and conservation awareness of all partners as well as village, and inter-village organizations are prerequisites to the efficient execution of PAGEN. The creation and strengthening of concessionaire AGEREFs and support to their internal organizations and procedures will be key for the long-term sustainability of protected areas. When necessary, adult literacy will be an essential ingredient in capacity building. In addition, improved technical knowledge will result from corresponding training programs, thereby supporting the introduction of additional activities and the diversification of revenues.

*Impact on the policy, legal, and institutional environments.* GEF support will reinforce coordination at the village, provincial, and national levels, and integrate the intervention of a large number of actors across a broad range of sectors and subsectors. By focusing awareness and capacity building on foresters, who sometimes resist decentralization and community empowerment, the GEF may have a far-reaching impact on the way conservation, as a whole, is approached in Burkina. PAGEN will reinforce current decentralization trends by ensuring that the long-term vision expressed in the Letter of Policy leads to adequate new legislation and institutions. GEF financing will also ensure better coordination and harmonization of current biodiversity conservation efforts by the Government and other donors at the international, national, and local levels.

*Impact on biodiversity conservation.* It is expected that, over its initial five years, PAGEN will help secure natural habitat and wildlife in about 400,000 ha of the Sudanian savannah, 200,000 ha in the Sahel, and several hundred ha of wetlands in the Sahel. Significant restoration is expected in the 100,000 ha Comoé-Léraba Reserve. PAGEN will also reap global benefit linked to wider ecosystem conservation and lesser desertification.

### Target populations

Overall, a population of about 100,000 people will be affected by PAGEN.

*Northern Sahel Wildlife Conservation Unit:* In the Sahel Reserve, the target populations are mostly Peul, Tuareg, Songhai, and Bela (30%-50% temporary nomads). The populations of the Departments most affected by the project are 15,500 (Nassoumbou); 16,700 (Déou); 10,000 (Oursi) and 11,500 (Tin-Akoff). Poverty indicators in the Sahel are among the lowest in Burkina.

*Comoé Wildlife Conservation Unit:* In Comoé, the population targeted is 20,000 people--Sénoufo and Dioula--divided in 17 villages around the Comoé-Léraba Reserve and 20 villages (about 20,000 people) around the Boulon-Koflandé Gazetted Forest.

*Hauts Bassins Wildlife Conservation Unit:* Seven villages--about 10,000 people of the Bobo ethnic group--will be affected by the project at the Mare aux Hippo Biosphere Reserve. An additional unknown number of migrant pastoralists will need to be consulted and involved in decision-making.

*Ponasi Wildlife Conservation Unit:* The teams are expected to work with a Gourounsi, Mossi, and Bissa population of about 50,000 people in 90 villages. The final list of villages will be determined as the project progresses and on the basis of their willingness to allocate land to an "elephant" corridor between the Park and Ghana as well as the Nazinga Game Ranch. An additional unknown number of migrant pastoralists will need to be consulted and involved in decision-making.



#### 4. Institutional and implementation arrangements:

##### Institutional arrangements

Oversight (Maitrise d'Ouvrage) - PAGEN will be under the responsibility of the *National Wildlife Service* (Direction de la Faune et des Chasses) in the *National Forestry Department* (Direction Générale des Eaux et Forêts) in the *Ministry of Environment and Hydraulics*.

Steering - A small *National Steering Committee* (NSC) will monitor implementation of all projects financed under PRONAGEN. The NSC will be chaired by the General Director of the Forestry Department and comprise at most 10 representatives of ministries, donors, and NGOs. It will meet annually to (1) analyze the project results consolidated in annual reports, (2) analyze, discuss, and adopt the annual work programs and strategic plans, and (3) advise the project teams on the conformity of results, annual programs, and strategies with national policies and experiences.

Advising - A *Scientific and Technical Advisory Committee* (STAC) will provide overall scientific and technical guidance on all project matters to the PCU of all projects implemented under PRONAGEN. It will be chaired by the General Director of CONAGESE (under the Ministry of Environment) and will comprise conservation specialists and partners from universities, Government, NGOs, donors, and private operators. The STAC members will meet each semester or as requested by any of its members.

##### Implementation arrangements

###### *National Coordination (Maitrise d'Oeuvre)*

In Phase 1, for the GEF project and all project implemented under PRONAGEN, the Forestry Department will set up a small *Program Coordination Unit* (PCU) within its Wildlife Office in Ouagadougou. A National Coordinator will lead the PCU. A monitoring and evaluation specialist, a capacity building specialist, an experienced financial management specialists and a procurement specialist will assist him/her. The PCU will be responsible for day-to-day implementation of all components of PAGEN at the national level, including management of project funds, monitoring and evaluation, national procurement, consolidation of annual reports and work programs, and presentation of progress to the NSC, STAC, and donors. The PCU will directly implement Component 1 (C1 above) and Component 3. The PCU delegates implementation of Component 2 to conservators and concessionaires.

###### *Conservators and concessionaires in Wildlife Conservation Units (Maitrise d'Oeuvre Déléguée)*

Component 2 is implemented in nine protected areas within four Wildlife Conservation Units. Not all Wildlife Conservation Units, and protected areas within them, start PAGEN's Phase 1 with the same level of maturity or will follow the exact same scenario during implementation. Consequently, implementation arrangements are variable from WCU to WCU. Nevertheless, in all WCUs, a conservator is entrusted with (1) monitoring all project activities pertaining to the overall unit, (2) relations and supervision with other Government services operating under protocol with the WCUS including anti-poaching teams, and (3) providing advice, support, and supervision to concessionaires.

By program's end, concessionaires will ensure day-to-day management of all protected areas. However, during Phase 1, only Comoé-Léraba and Kaboré Tambi will be managed by a concessionaire. For other protected areas targeted by GEF funds, the community has not yet been organized to be concessionaire.

In such cases, the conservator carries out all activities under Component 2, from (1) creating and building capacity of an AGEREF-to-be-concessionaire to (2) activities that are normally under the responsibility of concessionaires such as surveillance, initiating and supervising studies, preparation of management plans, organization of ecological monitoring, and initial implementation of management plans. The detailed set-up for each WCU is provided below:

*Sahel Wildlife Conservation Unit:* Because, there is no concessionaire in the Sahel unit, its conservator is entirely in charge of implementation of all Component 2 activities. That unit comprises the northern part of the huge Sahel Partial Reserve. It is sparsely inhabited, and no true protected area exists today. There, the conservator will need to work with communities to negotiate and delineate new protected areas. Several sites are already identified: Nassoumbou; Séno Mango; Beli; Oursi; and Darkoye. Thereafter, for each of these new protected areas, the conservator will assist the creation and strengthen an AGEREF until it can become concessionaire and recruit its guides. In the Sahel, this is not expected to occur before Phase 2. Because of the dimension and complexity of the Sahel unit, its conservator will enlist assistance from three specialists (one conservation, one sociologist, and one livestock), one accountant, and six facilitators.

*Hauts Bassins Wildlife Conservation Unit:* Because there is no concessionaire in the Hauts Bassins unit, its conservator is entirely in charge of implementation of all Component 2 activities. The Hauts Bassins WCU possesses three protected areas. The project targets one of the three: the Mare aux Hippo Biosphere Reserve. There, the conservator will assist the creation and strengthen an AGEREF until it can become concessionaire and recruit its guide. To implement Component 2, the conservator will recruit one conservation specialist, one accountant, and one facilitator.

*PONASI Wildlife Conservation Unit:* Only one protected area in the PONASI unit is targeted by GEF funds: The Kaboré Tambi National Park. This park is conceded to a local NGO called NATURAMA. In coordination with the conservator, NATURAMA's staff will implement Component 2 in Kaboré Tambi National Park through a sole-source, results-based contract. It will follow the steps leading to the creation and strengthening of an AGEREF as well as carry out day-to-day management of the park. When the new AGEREF has adequate capacity, NATURAMA will hand over its concession rights over the Kaboré Tambi National Park, expected to occur during Phase 2. The conservator will recruit an accountant and two facilitators while NATURAMA will set up a team of three specialists (one conservation, one sociologist, one gender specialist), one accountant, and 9 facilitators.

*Comoé-Léraba Wildlife Conservation Unit:* GEF financing targets the two protected areas of the Comoé-Léraba unit: the Comoé-Léraba Reserve and the Boulon-Koflandé Forest. The Comoé-Léraba Reserve is already conceded to an AGEREF. As concessionaire, the AGEREF will implement all activities under Component 2 (basically, implementation of the management plan) within its concession through a sole-source, results-based contract. The AGEREF will staff up with a manager and an accountant. The Boulon-Koflandé Forest is not conceded. There, the conservator of the Comoé unit and its team will implement Component 2 throughout Phase 1. He/she will follow the process of creation and strengthening of an AGEREF until it can become concessionaire of Boulon-Koflandé and recruit its own guide. The conservator will recruit a conservation specialist, one gender specialist, a specialist in natural resources management and an accountant.

### Operational Manuals

Three manuals will facilitate and guide implementation of: (1) implementation plan, (2) administrative and financial procedures,, and (3) monitoring and evaluation. The Project Implementation Plan (

*Document de Projet*) describes the details of project execution. It also provides the terms of reference (TORs) and draft contracts or protocols for all project staff, partner services, projects, or institutions. The administrative manual lays out the accounting, internal controls, audit, and disbursements arrangements, and the personnel policy and procedures. It provides the TORs for the auditors and administrative or accounting members of the project teams. A monitoring and evaluation manual lays out the system required to link financial disbursement to implementation to impact. The system builds on the Community-based Natural Resources and Wildlife Management Project (GEPRENAF's) current indicators and is similar to that of CBRDP.

#### Arrangements for APL Phase 2 and Phase 3 approval

Assessment of this APL program will be based on GEF's usual standards, with each tranche viewed as separate but interlinked projects. Approvals for continuing GEF support of this APL are proposed to be based on a delegated authority to the GEF CEO, and would be based on four ingredients:

(1) Approval of tranche releases would be based on the project meeting minimum benchmark accomplishments and trigger points described in the Project Brief and in detail in the Project Appraisal Document (PAD) developed for each tranche.

(2) GEF approvals would parallel the APL rolling review process used by the WB. Based on the PAD approved by the WB Regional Vice President for proceeding to the next tranche of the APL, the WB would request GEF CEO approval for GEF financing.

(3) On the basis of this information, the GEF CEO would confirm the adequacy of accomplishments of the previous tranche and approve release of the next tranche. The CEO and Secretariat could request clarification of performance indicators if required.

(4) The GEF CEO would provide an information document to Council based on these three elements, indicating to Council that program performance fell within acceptable margins and conformed with minimum indicators expressed (for that tranche), signaling CEO approval of the next tranche. If minimum objectives were not met, tranche release could be delayed. If there were significant deviations from the original agreed targets, Council would be invited to review the relevant PAD to offer its views on the change in circumstances before CEO endorsement. If the CEO believed that insufficient information was available, or if significant changes in targets or triggers were required, the CEO could provide requested advice and/or approval from Council and revert to its guidance.

## **D. Project Rationale**

### **1. Project alternatives considered and reasons for rejection:**

Without GEF support, local development implemented by CBRDP is likely to improve living conditions and natural resources management in the protected areas periphery. However, under this scenario, it is also likely that current degradation trends within protected areas would continue. This would include degradation of natural habitat and rangeland and further extinction of species. The human/elephant cohabitation is likely to worsen, eventually leading to drastic actions to eliminate the elephants in the Sahel and reduce their populations in other Wildlife Conservation Units.

For the conservation of biodiversity in the selected areas, it is likely that short-term successes would be better achieved with a restrictive-use model, such as strict law enforcement in national parks. However,

Burkina does not have the capacity to implement such model, nor would the population accept it and respect its rules, thus making it unsustainable.

The team analyzed the possibility of a broad model whereby the Project would provide support for natural resources and biodiversity conservation on and off protected areas as well as finance social and productive village investments. This alternative was rejected following a ESSD meeting which concluded that PAGEN should focus only on protected areas. Other issues would be addressed through coordination with operations that already address the off-reserve and village-investment issues: the Community-Based Rural Development Program (CBRDP) and the proposed GEF Sahel Integrated Lowland Ecosystem Management (SILEM).

With the ongoing decentralization, two scenarios were studied for community management of protected areas: (1) management by future municipalities, (2) management by inter-village associations set up by the most relevant villages. The first scenario was rejected because, (1) in most cases not all villages in a communes are contiguous to a protected area or stakeholders in its resources, (2) protected areas often span the territory of several communes. The second scenario enables to focus empowerment, training on the communities which have most to lose from degradation of protected areas or benefit from its preservation

## 2. Major related projects financed by the Bank and/or other development agencies (completed, ongoing and planned).

Sector Issue	Project	Latest Supervision (PSR) Ratings (Bank-financed projects only)	
		Implementation Progress (IP)	Development Objective (DO)
<b>Bank-financed</b>			
Community-based rural development & Natural resources management	Community-based Rural Development Program (CBRDP)	S	S
Community-based rural development & Natural resources management	Pilot Community-based Natural Resources & Wildlife	S	S
Community-based rural development, natural resources management & biodiversity	Management Project (GEPRENAF)		
Provision of producer support services; test of direct support to producer groups	National Agriculture Services Development Project (PNDSA)	S	S
Community-based Energy & Natural Resources	Wood Energy Management Project (RPTES)	S	S
Natural resources & biodiversity	Sahelian Integrated Lowland Ecosystem Management (SILEM - in preparation)	S	S
<b>Other development agencies</b>			
EU (European Union)	International Project for W National Parks with Niger & Benin (ECOPAS)		
FFEM/AFD (French Development Agency)	Conservation Units Support Project (CUSP) & ARLY National Park Support		

SCAC (French Cooperation service)	(implemented) Technical Assistance for Improved Management of Wildlife Conservation Units		
UNDP/GEF	(implemented) Nazinga Game Ranch Support Project (implemented) & Support to W National Park peripheral activities (identified)		
FAO	Support to Forestry, Wildlife and Fisheries Reforms (needs additional financing)		
AfDB (African Development Bank)	Integrated Ecosystem Management of Centre-Ouest Forests (identified)		
IFAD (International Fund for Agriculture Development)	Soil and Water Conservation/ Agro-Forestry I and II (environmental protection, capacity building, income generating activities, credit)		
Netherlands Cooperation	Local Development Program / Burkinabé Sahel Program (PSB) & Agro-ecology Project & Local Development Project in Zoundweogo (LDPZ)		
German Cooperation	Local Development Program / Burkinabé Sahel Program (PSB)		
UNCDF (UN Capital Development Fund)	Local Development Program / Burkinabé Sahel Program (PSB)		
Danish Cooperation	Local Development Program / Burkinabé Sahel Program (PSB)		

IP/DO Ratings: HS (Highly Satisfactory), S (Satisfactory), U (Unsatisfactory), HU (Highly Unsatisfactory)

### **3. Lessons learned and reflected in the project design:**

#### ENV and QAG review of GEF-supported biodiversity projects in Africa

Several reviews have been consulted: 1998 QAG review of the Natural Resources Management Portfolio; 1997 QAG review of biodiversity projects in Africa; and 1998 ENV Bank-wide review of biodiversity projects. As a general rule, these reviews call for better upstream design, strong commitment and capacity by Government and other stakeholders, mainstreaming in the country portfolio, setting up realistic and consensual development objectives, coordination with NGOs and others, as well as more intense than normal Bank supervision. All of these features were considered in PAGEN's design.

An apparently more recent QAG diagnostic of a sample of GEF-supported projects (quoted from GEF Tunisia Park PCD) is "that future projects must possess the following features: (1) integrating the

biodiversity conservation agenda into the broader national development agenda is essential; (2) biodiversity projects need to focus more on methods for dealing with socioeconomic pressure in perimeter zones in which populations may be dependent on forest utilization; (3) project design should take into account technical and stakeholders' reviews of the final design; and (4) clearly defined goals and objectives are essential to focus on project efforts, monitor progress, and demonstrate impact." The project follows all four operational recommendations.

On a broad level, the QAG recommends inclusion of more environmental expertise in developing the CAS. In Burkina Faso, the recently completed PRSP and CAS benefited from input from the Environment Department. The project contributes to the natural resources and rural development agenda of the PRSP and CAS.

### Community-Driven Development

In many countries, limited government success in managing natural resources, providing basic infrastructure, and ensuring primary social services has led to the search for alternative options. One of these options is participatory community-driven development (CDD). The substantial experience accumulated to date of what works and does not work has been drawn on in designing the project. In particular, for the government and outsiders to induce community-driven development on a large scale requires agencies to invest in local organizational capacity and support community control in decisionmaking. In addition, experience shows that community-driven development does not automatically include marginalized groups, the poor, women, and ethnic minorities unless their inclusion is specifically highlighted as a goal at the agency and community level. Finally, successful community-driven development is characterized by five main factors: local organizational capacity or the existence of viable community groups, the appropriate fit of technology to community capacity, effective outreach strategies, client responsive agencies, and enabling higher government policies and commitment. All these factors are built into PAGEN's design.

The interface with the livestock sector is one of the most important dimensions of the project. The experience of the West Africa Pilot Pastoral Perimeters Program (WAPPP), particularly in Chad and Senegal, shows that proper use of rangeland, with rules set up by the community on spatial and temporal bases, can improve rangeland and the relationship among pastoralists, farmers, and traders. PPPP's holistic approach will be taught to project teams to ensure that their analysis of the production and conservation systems focuses on the causes of degradation rather than the symptoms.

### Arid land ecology

Lessons from northern Africa (Morocco, Tunisia) indicate that, within an arid ecosystem, a 100,000-ha protected area can be adequate for proper conservation of most large arid land mammals. Northern Africa projects also show that, even with rainfall less than 150 mm/year, significant habitat restoration can be spectacular and lead to not only habitat recovery but also the reappearance of locally extinct species. Similar lessons are drawn in the Sudanian domain, where improved protection can lead to spectacular vegetation and wildlife recovery (Nazinga game ranch in the 1980s).

### Results and lessons from the Burkina GEF Pilot (GEPRENAF)

Since May 1996, community-driven development has been tested with its full biodiversity conservation dimension in the Comoé ecosystem. The Diéfoula-Logoniégué area has received financial assistance from the GEF/Belgium through the Pilot Community-based Natural Resources and Wildlife Management Project

(GEPRENAF). Seventeen villages have created their CVGTs (*Comité Villageois de Gestion des Terroirs*) and federated them in an AGEREF (*Association Intervillageoise de Gestion des Ressources Naturelles et de la Faune*). They have allocated 100,000 ha to biodiversity conservation, gazetted it as wildlife reserve and drafted a management plan. The Government has legally recognized the AGEREF (as an association) and granted it concession over the new wildlife reserve. Commercial activities (safari hunting) have recently started on a test basis. All villages have set up their Village Investment Funds (VIF) and the AGEREF co-manages a Conservation Fund with the project coordination unit. GEPRENAF financed, or leveraged financing for a number of social infrastructures, wells, rural roads as well as activities ranging from training, agriculture/livestock conflict management, agricultural research and intensification, soil conservation, to microcredit and literacy.

An independent evaluation of GEPRENAF recognized the important achievement of GEPRENAF in local development and empowerment of local communities as well as building the foundations for adequate community-based conservation (see full summary in Annex 13). The evaluation considers ecological achievement as limited (in term of wildlife recovery) but stressed that such recovery can result only from long-term commitment. It recommends (1) pursuing and expanding the scope of GEPRENAF to include nearby Koflandé but maintaining a similar level of technical assistance; (2) focusing future financing on management of the "protected area"; (3) limiting the institutional responsibility of the AGEREF to "concessionaire" of the gazetted forest but clarifying the role of the local forestry department; and (4) diversifying sources of revenues by tackling the full range of wildland potential benefits. The recommendations of the independent evaluation are worked into the design of PAGEN.

Other lessons learnt from GEPRENAF were incorporated into the design on PAGEN. The experience with the GEPRENAF showed that there were too high expectations of community capacity to manage protection areas. Therefore, with PAGEN, management by private sector operators is being promoted. Furthermore, the GEPRENAF was spread across too many activities including wildlife management, local development, agriculture intensification, etc. PAGEN does not cover local development activities that are being covered by the CBRDP. The project is concentrating on management of protected areas and on capacity building for biodiversity conservation. It therefore acts as a sort of add-on to the CBRDP and thus allows for complementarity of activities.

#### Other lesson from Burkina

Additional lessons were learned through other donors' implementation of projects under the wildlife reform. GEPRENAF differentiated the role of "concessionaire" from that of "guide"; it had exceptionally requested that the concessionaire be an inter-village community association: the AGEREF. The AGEREF, in turn, was to recruit a private firm/individual to fill the guide's role. France used a Conservation Unit Support Project (CUSP) to pilot a mainstream interpretation of the reform. The CUSP financed a system in which private firms are recruited through a competitive bidding process ensure both roles. Communities are then mobilized through a parallel local development project and through sharing improved conservation benefits. Unfortunately, the lack of professional standards and effective control as well as the low short-term profitability of protected areas provided insufficient incentive for any of the actors to respect the rules of the reform.

#### **4. Indications of borrower and recipient commitment and ownership:**

Conservation of biodiversity in the proposed sites is a priority registered in national plans (NEAP, draft Biodiversity Strategy). Burkina has ratified all the relevant conservation conventions: Biodiversity, Desertification, Migratory Species (Bonn Convention), Wetland (Ramsar Convention), and CITES. The focal point for the Biodiversity Convention has endorsed PAGEN.

Government has demonstrated its commitment to conservation in other operations in the sector. The Government launched the courageous reform of the wildlife sector (1995) to encourage private investment and foster community participation and is willing to revisit that reform as part of PAGEN. GEF/Belgium-funded GEPRENAF never lacked support from the Government either in term of co-financing or commitment. Finally, the 100,000-ha Comoé-Léraba Reserve was conceded for 10 years to the Comoé AGEREF; this is the first concession of this kind in West Africa.

The Government is committed to decentralizing investment decisions to the municipality and province levels. The National Assembly has voted the orientation laws on decentralization (TOD), and the creation of rural municipalities is scheduled to take place progressively over the next five to seven years. The Government is in the process of adopting the Letter of Policy on Decentralized Rural Development.

#### **5. Value added of Bank and Global support in this project:**

GEF assistance to PRONAGEN would supplement other donors' efforts in the realm of biodiversity conservation (ECOPAS, CUSP, ARLY, NAZINGA) and complement the national Community-based Rural Development Program (CBRDP) financed by the Government as well as by IDA and other donors. It not only would finance biodiversity conservation activities above and beyond activities targeted by the CBRDP, but also would help coordinate ongoing activities in the livestock, agriculture, and natural resources management sectors in relation to WCU management. PAGEN has the potential to leverage additional funding for biodiversity conservation from other donors (for example, Belgium has already signified their interest in co-financing PRONAGEN).

The World Bank has acquired much experience, and is at the forefront of the development of new approaches, with Community-based Natural Resources Management (CBNRM), Community-based Rural Development (CBRDP), and the new generation of Community Action Programs (CAP). There is no question that the Bank has a comparative advantage in this realm (for example, with GEPRENAF; the Environment Management Project (PNGT) in Burkina; Natural Resources Management Project (PGRN) in Benin, Mali, and Niger; and Land Management and Rural Infrastructure Project (PNGTER) in Cote d'Ivoire.

#### Value-added of GEF Support

By financing the incremental costs of improved biodiversity conservation through upgrading management of priority areas and enhancing natural resources management in the hinterland with more environmentally sound practices, GEF participation in PRONAGEN will enhance the security of global biodiversity assets. GEF financing has the potential to improve management in the short term and increase sustainability of achievements in the longer term by (1) providing alternatives for foregone revenues and financing the incremental cost of improved management practices, (2) broadening participation of local communities in stewardship of wildland, (3) ensuring that communities share in the economic benefits of improved management, and (4) leveraging additional financing from other donors and the private sector. In the absence of GEF financing, the Government could not shoulder the incremental cost of improving management of WCUs or providing incentives to communities and rural residents to adopt better



stewardship practices.

### Value-added of the APL instrument

One of the Bank's comparative advantages is its ability to mobilize long-term financing when certain criteria are met. The most important requirement is that the Bank and Government agree on a long-term vision for a sector. This is clearly the case as demonstrated by the Wildlife Sector Reform, Biological Diversity and Action Plan, and Letter of Policy for Decentralized Rural Development. The APL instrument is also justified when an approach defined by a new policy needs to be fine-tuned or "adapted" prior to national extension. While there is an agreement on the program's long-term development goal, there is also a need to adjust ways and means based on implementing experience. Through such instruments, the Bank can also provide leadership for donor coordination under a common strategy developed by the Government of Burkina. Phase I will be used to enhance donor buy-in in biodiversity conservation and harmonize approaches. Finally, institutional capacity needs strengthening over time, but investment cannot wait, because biodiversity degradation is already quite significant in numerous ecosystems. An APL enables implementation of conservation activities while ensuring that national and local capacities and institutions are built at a realistic pace.

## **E. Summary Project Analysis** (Detailed assessments are in the project file, see Annex 8)

### **1. Economic (see Annex 4):**

- Cost benefit      NPV=US\$ million; ERR = % (see Annex 4)
- Cost effectiveness
- Incremental Cost
- Other (specify)  
Incremental cost analysis of GEF-financed activities (Annex 4)

### **2. Financial (see Annex 4 and Annex 5):**

NPV=US\$ million; FRR = % (see Annex 4)

At all sites, positive financial return will take time to attain (time for ecological recovery, community capacity building, and organization of commercial activities). From comparison with other experiences in Burkina and in the region (Benin), protected areas in the Sudanian domain could reach net financial benefit faster than those in the Sahel because of better wildlife potential and proximity to urban centers generating tourism. Nevertheless, the time required at all sites is likely to exceed 10 years.

In Comoé-Léraba, a business plan indicates that, by 2006, the revenues from utilization of wildlife, tourism, and valorization of other savanna products will balance the costs of maintaining infrastructures and carrying out field activities. In the Sahel, financial return will depend primarily on international tourism. Already, thousands of tourists and waterfowl hunters visit the area. However, little of this income is captured locally, and its magnitude is not yet sufficient to balance other forms of land use such as cattle production. It is too early to calculate when financial benefits will be reached in the Sahel, but it is likely to take all three phases of the APL. For protected areas that do not prove financially viable, a long-term financial mechanism will be explored during the APL.

### **Fiscal Impact:**

A study of the eastern wildlife areas of Burkina, which are the most commercially active, estimated their 1999 fiscal return at approximately \$300,000, or 0.07% of the national fiscal base. These taxes originate from concession, trophy, and tourism entrance fees. Clearly, even with improved used of wildland, the

potential net national fiscal return from improved protected area management is marginal at best. This does not imply that national benefits are marginal, only that they are of another nature. National benefits of improved conservation are not direct. They are indirect in the form of economic (tourists bringing foreign currency) and environmental benefits (ecosystems being preserved).

Because the sector fiscal return is marginal and because communities need resources to manage protected areas, PAGEN will contribute to reforms that (1) enable AGEREFs to capture current taxes as part as commercial use of protected areas, while they (2) create an environment whereby tourism improves and safari products bring more economic benefit to Burkina.

A national study will be financed in Phase 1 to assess this potential with more accuracy and guide the Government through the decentralization of fiscal resources.

### **3. Technical:**

Implementation will benefit from experience elsewhere in Africa, notably from the West Africa Pilot Pastoral Program (WAPPP), and particularly from GEPRENAF, on whose design the proposed Program is based. However, there is no specific technical issue other than those related to ecosystem monitoring and information management. The conservation techniques that may be introduced will be simple and easy to master by community members.

### **4. Institutional:**

The Burkina Government has long experience in wildlife management and conservation. Undoubtedly, it has the capacity to carry out or supervise the proposed operation. Still, institutional improvement and reform are needed. They are being explored with both FAO and French financing, and during implementation with GEF funds, to optimize the use of sparse public resources while providing adequate incentive to staff (see also C2).

#### **4.1 Executing agencies:**

PAGEN would be under the responsibility of the Forestry Department (*General Directorate for Water and Forest*, or DGEF) within the *Ministry of Environment and Hydraulics*.

#### **4.2 Project management:**

The project will be managed by a Project Coordination Unit (PCU) staffed with a coordinator, a financial management specialist a procurement specialist assisted with support staff. Management at the site level will be entrusted to conservators and concessionaires assisted by their staff. Implementation and procedure manuals will guide implementation.

#### **4.3 Procurement issues:**

National procurement will be handled by the PCU Procurement specialist and local procurement by the conservators or concessionaires assisted by their accountants. Training will be provided. No major procurement is anticipated; all vehicles and computers will be procured through UN Agencies. Consultants for technical assistance, audits and studies, except the NGO NATURAMA and IUCN, will be recruited according to current Bank guidelines on recruitment of consultants. About half of the work will be procured locally through participatory procurement.

#### **4.4 Financial management issues:**

Financial management will be handled by the PCU administrator as well as the accountants recruited by each conservator or concessionaire. An Administrative and Financial Management Manual is being finalized. Financial management including accounting and disbursement will be carried out via a

computerized project management system.

## **5. Environmental:** Environmental Category: B (Partial Assessment)

5.1 Summarize the steps undertaken for environmental assessment and EMP preparation (including consultation and disclosure) and the significant issues and their treatment emerging from this analysis.

PAGEN is a biodiversity conservation project whose benefits on the environment are expected to be largely positive. Some risks are associated with the implementation of works in and around protected areas (wells, tracks, firebreaks). Social issues have the potential to appear should a portion of the communities set conservation rules that exclude another portion from accessing previously used hunting grounds or agricultural or grazing land.

Two national consultants (an ecologist and a sociologist) carried out the EA which was then consolidated by an international consultant. All traveled throughout the WCUs, visited some of the communities, had access to all project files and data, and met regularly with the *Comité Technique de Suivi de la Préparation du Projet* (CTSP). The assessment proceeded in close parallel with project preparation, so that findings are incorporated in overall project design, including support for strengthening capacity of the PAGEN teams to monitor, evaluate, and mitigate environmental impacts of activities.

The final assessment is available at Infoshop. In country, the final EA has been disclosed at all project sites, through the relevant existing fora, and in Ouagadougou distributed to CTSP and its availability published in local newspapers.

### 5.2 What are the main features of the EMP and are they adequate?

Since most investments will be decided during implementation, the EMP is limited to providing guidelines (such as a Framework process) for an inclusive participatory process including negotiation and delineation of new protected areas, conflict resolution, preparation of management plans, potential public work therein, and monitoring and evaluation. These guidelines are worked into the overall project design. Site specific, EAs and mitigation plans will be prepared as part of the design of protected area management plans and implementation of work. The CONAGESE (*CO*nseil *NA*tional pour la *GE*stion de l'*En*vironnement) and the Bank will clear the management plans and subsequent work before implementation.

To minimize the social risk that a group exclude another from accessing resources, AGEREFs are to be representative of all the CVGTs that surround protected areas. Negotiation processes, conflict resolution and grievance mechanisms are built into the approach. Community-compensation and opportunity for alternative livelihood, in the form of social or productive investments and training, will be provided by the IDA CBRDP.

As chair of the Scientific and Technical Advisory Committee (STAC), the CONAGESE will be responsible for monitoring the environmental management plan. CONAGESE's capacity will be reinforced as part of the EMP.

### 5.3 For Category A and B projects, timeline and status of EA:

Date of receipt of final draft: December 26, 2001

Date of clearance by ASPEN: January 11, 2002

5.4 How have stakeholders been consulted at the stage of (a) environmental screening and (b) draft EA report on the environmental impacts and proposed environment management plan? Describe mechanisms of consultation that were used and which groups were consulted?

Prior to the EA, to ensure that the project addresses certain concerns of the local community in the Sahel, a socio-pastoralist visited the Sahel Reserve. He carried out a preliminary participatory diagnostic in a sample of villages and camps and concluded that the proposed Program design was acceptable to the villagers and nomads. In addition, the preparation team consulted extensively with partners of other Government services and projects to ensure that the proposed operation would be well integrated into current development efforts. The EA TORs and draft EA were discussed with the CTSP. Finally, the EA team traveled through all WCUs and held meetings with the communities and local governments.

#### 5.5 What mechanisms have been established to monitor and evaluate the impact of the project on the environment? Do the indicators reflect the objectives and results of the EMP?

The GEF will finance the establishment of standards for national monitoring of protected areas indicators (population of indicator species, degrees of encroachment, level of participation of the communities, capacity of newly established community institutions. See A3 and Annex 1). These are in agreement with the EA conclusions.

### 6. Social:

#### 6.1 Summarize key social issues relevant to the project objectives, and specify the project's social development outcomes.

The APL purpose is to target community development outcomes through benefits derived from improved conservation of protected areas. The APL end-goal is to ensure that a \$1 equivalent per person per year is provided to local development funds or contributed to the communes' fiscal base. For protected areas that are not financially profitable, a foundation or a trust will finance the gap. AGEREFs, which are the main program beneficiaries, are associations of CVGTs of villages surrounding protected areas. As such, they represent the entire community and will ensure that benefits are shared equitably. Peripheral outcomes are related to the restoration of traditional rights over land areas, maintenance of a natural patrimony, and preservation of hunting grounds and natural areas to collect medicinal plants, honey, firewood, as well as numerous wild resources that enter the traditional diet or economy (boabab leaves, shee nuts, néré.)

#### 6.2 Participatory Approach: How are key stakeholders participating in the project?

Community participation in both structured and unstructured forms is an integral part of project implementation. The PAGEN concept, participatory land management/local development, as already implemented in GEPRENAF, ensures that all parts of the community are truly associated and ultimately decide on the use of investment resources. (See A3 and C1 for a description of the participatory process.) The main beneficiaries are rural farmers and herders, but the participatory process also involves Government services, NGOs, other project partners, and private guides with stakes in wildlands. Already, the Government has approached preparation through a participatory process. The CTSP--with technicians and partners from Government, NGOs, private sector, and donors--was set up to oversee and validate the preparation process. Communities were consulted. Finally, a workshop was organized in the field with the participation of many of the future partners to design a site-specific project log-frame.

#### 6.3 How does the project involve consultations or collaboration with NGOs or other civil society organizations?

The Scientific and Technical Advisory Council (STAC) will meet regularly to advise on major implementation decisions. The STAC is made up of not only Government services and universities but also representatives of international and local NGOs and the private sector. It is expected that a Foundation will be created in Phase 2 through a participatory process. Such foundation will have to embrace lessons from other such foundations including the fact that they are to be independent from the Government and representative of the national and international civil society. Around all protected areas, all decisions will be derived from a participatory process involving all the communities and local NGOs and associations.

Concessionaires, the major implementers, are community associations representative of the entire civil society around protected areas.

#### 6.4 What institutional arrangements have been provided to ensure the project achieves its social development outcomes?

The institutional centerpiece is an inter-village community institution, the AGEREF. AGEREFs will be helped in the recruitment of private guides with beneficial financial arrangements. When a protected area cannot generate sufficient benefits, the foundation or trust will complement financing to ensure that targeted benefits are reached. Such provision will depend on the community's behavior for improved conservation and maintenance of biodiversity conservation indicators.

#### 6.5 How will the project monitor performance in terms of social development outcomes?

The ultimate indicators of success of decentralized rural development lie in human development indicators. These will be measured and analyzed via national household and local statistics and financed by IDA's CBRDP. However, given the multiplicity of projects in Burkina, it may be difficult to identify the proportion of improvements that could be attributed to the project since usually both operations will benefit the same communities. The project teams therefore will work with the CBRDP team to assess whether the specific impact of GEF financing can be measured by them against the human development indicators they monitor.

### 7. Safeguard Policies:

#### 7.1 Do any of the following safeguard policies apply to the project?

Policy	Applicability
Environmental Assessment (OP 4.01, BP 4.01, GP 4.01)	<input checked="" type="radio"/> Yes <input type="radio"/> No
Natural Habitats (OP 4.04, BP 4.04, GP 4.04)	<input checked="" type="radio"/> Yes <input type="radio"/> No
Forestry (OP 4.36, GP 4.36)	<input type="radio"/> Yes <input checked="" type="radio"/> No
Pest Management (OP 4.09)	<input type="radio"/> Yes <input checked="" type="radio"/> No
Cultural Property (OPN 11.03)	<input type="radio"/> Yes <input checked="" type="radio"/> No
Indigenous Peoples (OD 4.20)	<input type="radio"/> Yes <input checked="" type="radio"/> No
Involuntary Resettlement (OP/BP 4.12)	<input checked="" type="radio"/> Yes <input type="radio"/> No
Safety of Dams (OP 4.37, BP 4.37)	<input type="radio"/> Yes <input checked="" type="radio"/> No
Projects in International Waters (OP 7.50, BP 7.50, GP 7.50)	<input type="radio"/> Yes <input checked="" type="radio"/> No
Projects in Disputed Areas (OP 7.60, BP 7.60, GP 7.60)*	<input type="radio"/> Yes <input checked="" type="radio"/> No

#### 7.2 Describe provisions made by the project to ensure compliance with applicable safeguard policies.

As warranted by OP4.01, an Environment Assessment has been carried out with relevant safeguard flagged. TORs were reviewed by the Bank safeguard unit. The OP4.04 on natural habitat is relevant not in term of threat mitigation but in term of conformity with the program global objective which is to improved the long term standing of biodiversity within priority natural ecosystems. OP4.30 is triggered but involuntary resettlement of settlement is an option excluded by the approach itself. It is triggered because collective management of communal resources such as the new protected areas, even though rules are entirely defined by the communities, could end up restricting resources access from certain users. This has been analyzed as part of the Social assessment and a Framework Process has been prepared. The limit of existing protected areas will be redefined as necessary to ensure that no involuntary resettlement occurs and new protected area will be negotiated with the land users. Rules for their management and utilization will be designed by the communities and registered in management plans. The future management plans will include a conflict resolution mechanisms and a grievance process.

## **F. Sustainability and Risks**

### **1. Sustainability:**

Sustainability is linked to the ability of the APL to provide incentives at all levels to improve (1) local communities and Government commitment to reforms, (2) optimization of revenues to balance conservation costs; (3) professionalism and ethics of private operators, and (4) cost-effectiveness, quality, and innovation of proposed activities and investments. Setting the stage for such a combination takes time, hence the 15-year multi-phase programmatic approach. Additionally, sustainability will also depend on the capacity of the project not to burden the Government's budget with additional needs. To this effect, technical assistance and financing of recurrent costs will be phased out gradually.

#### Government commitment

Government's early commitment to sustain policy reforms and assist community implementation of management plans as well as to staffing and funding of the project is critical. Government commitment has been demonstrated through GEPRENAF implementation as well as implementation of similar projects/programs (see also D4, indication of Borrower's commitment). Nevertheless, to diminish the risk associated with potential Government changes or appointments, PAGEN's early conditions and subsequent triggers were designed to ensure that declared commitment is followed up by actions that demonstrate it.

The success of PAGEN to restore degraded habitat and policy changes to improve range, water, and wildlife resources management efficiency are inextricably linked with the sustainability of biodiversity protection measures. To this end, Government's commitment to sustainable natural resources use (1) enabling revenue capture by the rural communities and (2) improving both the knowledge base and field capacity for effective stewardship of biodiversity resources is encouraging and should contribute significantly to the sustainability of the project results. To this effect, GEF and other donors' financing will help the Ministry of Environment improve the national legal and institutional frameworks for protected area management.

#### Financial sustainability

By the end of the current implementation period (mid-2002), it is not expected that GEPRENAF results in Diéfoula-Logoniégué will be fully sustainable (see also independent evaluation in Annex 13). This expectation is despite a successful implementation and a better wildlife potential than initially expected. A model was prepared that shows that five more years of less intense financing should be sufficient to demonstrate the validity of the approach and reach financial sustainability. By 2006, it is expected that revenues will exceed management costs.

At other sites, income from biodiversity management will originate from ecotourism and small game hunting. These areas are already registered with tour operators and receive tourists. While these activities will rapidly provide some return, they are unlikely to balance spending in the short term. All three phases will be required to come close to financial sustainability.

Additional sources of long-term financing, such as the creation of a trust or a foundation, will be sought throughout the APL. The objective is to ensure that negative financial gaps are secured and resources are channeled to local development funds by the end of the Program.

#### Private sector involvement

In Phase 1, PAGEN will seek to define a better equilibrium between the private sector and other partners. To achieve this, it will identify hurdles that, in the past, have led to nonprofessional, unethical guides staying in the sector while keeping away investors more interested in long-term involvement and sustainable use. Identified constraints range from the lack of an adequate tax system, difficulty in securing investments, lack of adequate governance both during selection and operation, to lack of enforcement of contract items, and political intervention. By the end of Phase 2, it is expected that each protected area will be equipped with ethical and professional private guides with secured long-term licenses/agreements with the concessionaire AGEREFs.

### Technical assistance

The GEPRENAF independent evaluation pointed out the success of the technical assistance component and recommended pursuing it for an additional phase while decreasing its costs. The main culprit of the model is the low initial capacity of rural villagers to take over the complex management of a protected area. To palliate this, small teams of national experts must provide assistance for project implementation, innovation, community –approach, and transfer of skills. Also, because the success of PAGEN depends on such innovation and on the effective adoption by communities of alternative behaviors, it is important that such assistance be available until all fundamental evolution occurs and until the AGEREFs have the capacity to fully assume their role of concessionaires. Technical assistants are the builders of a model that is designed to function without their input. By working with communities, Government services and private guides are also there to catalyze neutral solutions that best fit the interests of all three partners. At a given site, their intervention is required for 10 to 15 years depending on its complexity. The costs of technical assistance are kept to a minimum by working exclusively with national staff, by drawing all-inclusive contracts with firms or NGOs whereby they provide services and operation costs, and, when possible, by giving preference to direct contracting over contracting of firms.

### Financing of recurrent costs

In Phase 1, the project will co-finance part of Government services recurrent costs (5.7% of total costs). This practice is common in Burkina because Government revenues are not sufficient to allocate adequate budget to conservation. Nonetheless, the level is below the Government "after-tax" counterpart funding of 10%. Counterpart funding for operation costs is set at 35% to provide adequate incentive for rational use of operation funds. The project will seek to minimize the role of Government services, secure more stable budget allocation from the Government, and contractualize some of the services that foresters only can carry out (for example, antipoaching). Such support will be gradually phased out in Phase 2 and disappear in Phase 3.

### Other incentives

Financial sustainability is only one aspect of sustainability and may not always be the most relevant to the local communities. In GEPRENAF, it seems that the communities are even more appreciative of other externalities such as inter-community relationships, restoration of traditional land use rights and values, community outreach, and maintenance of a natural "patrimony."

Finally, sustainability depends on the perception, by the communities at large, of PAGEN's benefits to their daily lives, social comfort, and capacity to produce. The CBRDP aims to alleviate these concerns and decentralized much decision-making and financing of community priorities. In addition, improved awareness of natural resources degradation and adoption of alternative behaviors, rules, and technologies

may prove sufficient to sustainably diminish pressure on the natural ecosystem. SILEM intervention will be of additional help to secure such alternative production systems.

**2. Critical Risks** (reflecting the failure of critical assumptions found in the fourth column of Annex 1):

<b>Risk</b>	<b>Risk Rating</b>	<b>Risk Mitigation Measure</b>
<p><b>From Outputs to Objective</b></p> <p>The forestry corporation and private guides are not receptive to messages and training geared at defining new behaviors with the communities and abandoning long-standing habits and privileges.</p> <p>Mali does not launch a similar project in the Gourma, and both countries are willing to cooperate. Cote d'Ivoire's GEPRENAF (in Warigué) does not strengthen its results, and the Ghana Wildlife Service does not work with the Nazinga Ranch/Kaboré Park complex on poaching and elephant management issues.</p>	<p>M</p> <p>M</p>	<p>In past years, the community-based approach has penetrated the world of foresters with involvement in the forestry components of CBNRM projects. Assistance is geared toward building more awareness and stimulating further behavioral changes. Many safari and tourism guides in Burkina have the reputation of low ethics. For them also, assistance is geared toward building awareness and stimulating behavioral changes. In addition, the project will finance a study on improvement of private operations and audits to set professional standards on guide recruitment.</p> <p>Bank and French Cooperation joined efforts to prepare the Malian project. Should the Mali project not go ahead, the targeted pastoral community will find it difficult to respect rules on one side of the border and not on the other side. To minimize such impact, project teams will provide information on the benefit of conservation to all stakeholders, including Malians who cross into Burkina. Added protection in Burkina and increased pressure in Mali could send the elephants further south into agricultural land. According to experts consulted, because elephants' migratory pattern is ancestral, this is unlikely.</p> <p>GEPRENAF Cote d'Ivoire will continue to be supervised; because of disbursement delays, funds are available until 2003. After GEPRENAF, PCGAP (a national park management program) will provide additional support as part of the greater Comoé National Park management.</p> <p>Ghana Wildlife Service and northern Ghana traditional chiefs established a dialogue with the managers of Nazinga Game Ranch. This dialog will be strengthened under PAGEN. In Ghana, the GEF Northern Savanna Project is about to be implemented. PAGEN will establish ties with</p>



<p>Early benefits are insufficient incentive for communities to improve behavior toward conservation behavior or engage in activities.</p> <p>The Community-based Rural Development Program is not satisfactorily implemented in rural areas adjacent to GEF-targeted protected areas and does not help induce change of community behavior for conservation.</p>	<p>S</p> <p>M</p>	<p>this operation.</p> <p>PAGEN will work with CBRDP to ensure that the communities' most pressing needs are addressed as part of the baseline program. Awareness-building programs will be ongoing to help communities perceive the earlier non-financial benefits of conservation. Most work will be contracted out to community enterprises with training available to build their capacity. Finally, commercial use of protected areas will be attempted as early as ecologically and ethically possible to demonstrate the potential return of conservation.</p> <p>CBRDP is to be implemented in all villages adjacent to protected areas. Signed agreements will bind CBRDP to PAGEN. In addition, since the Bank funds both, both teams will make special efforts to ensure coordination.</p>
<p><b>From Components to Outputs</b></p> <p>Non-availability of high profile audit firms with strong capacity in wildlife management analysis and innovations.</p> <p>Low capacity and commitment of partner Government services to provide timely and quality services to the project.</p> <p>Appointment of a coordinator and conservators with weak leadership, integrity, commitment, and planning capacity</p>	<p>N</p> <p>S</p> <p>M</p>	<p>International procurement will reach out to firms traditionally working in eastern or southern Africa.</p> <p>Civil servants may not endorse the burden and rhythms of project implementation. Incentives will be provided in the form of empowerment over implementation, availability of equipment and funds for operations, better working conditions, and training. The sector reform is geared at improving the incentive framework. Protocols with Government services will be results-based.</p> <p>Burkina laws require that project coordinators be appointed and set the salary scale; that salary will be assumed by counterpart funding. Bank will require approval of coordinator and conservators and monitor performance.</p>
<p><b>Overall Risk Rating</b></p>	<p>S</p>	<p>Biodiversity is in a downward spiral. The only viable approach is that of community participation and multiplicity of options. In Comoé-Léraba, GEPRENAF demonstrated feasibility of the approach. PAGEN will reinforce past results. but this takes time and</p>

		will be difficult given the complexity of the issues. However, the risks to biodiversity of not implementing the project, are far greater and irreversible.
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Risk Rating - H (High Risk), S (Substantial Risk), M (Modest Risk), N(Negligible or Low Risk)

### 3. Possible Controversial Aspects:

NA

## G. Main Negotiation and Effectiveness Conditions

### 1. Effectiveness Condition

- (a) the Recipient has adopted a Project Implementation Manual (including a procurement plan for the first year of the Project), an Administrative and Financial Manual and a Monitoring and Evaluation Manual in a form and substance satisfactory to the Bank;
- (b) the Recipient has opened a Project account and paid therein an initial deposit of CFCA 75,000,000 equivalent;
- (c) the Recipient has concluded the Memorandum of Understanding with: (i) the Conservators; and (ii) NGO - NATURAMA and Comoé AGEREF for implementation of Part B of the Project;
- (d) the Recipient has concluded contracts of employment with: (A) the Project auditors; and (B) other permanent staff, including (i) at the PCU: a financial management specialist; a procurement specialist; a monitoring and evaluation specialist; and a capacity building specialist; (ii) at the Sahel WCU: an ecologist; a sociologist; a livestock specialist; an accountant; and six field facilitators; (iii) at the Comoe WCU: an ecologist; a sociologist; a local development specialist; and an accountant; (iv) at the Hauts Bassins WCU: an ecologist; an accountant; and one field facilitator; and (v) at the Ponasi WCU: an accountant and two field facilitators) all under terms and conditions acceptable to the Bank;
- (e) the Recipient has concluded a contract for service in respect of the management of the Kaboré-Tambi National Park with the NGO-NATURAMA and with the Comoé AGEREF for the management of the Comoé-Leraba Reserve, under terms and conditions satisfactory to the Bank; and
- (f) the Recipient has caused the project coordination unit of the CBRDP to conclude a memorandum of understanding with the PCU for coordination of activities related to the Project, in a form satisfactory to the Bank.

### 2. Other [classify according to covenant types used in the Legal Agreements.]

## H. Readiness for Implementation

- 1. a) The engineering design documents for the first year's activities are complete and ready for the start of project implementation.
- 1. b) Not applicable.

- 2. The procurement documents for the first year's activities are complete and ready for the start of project implementation.
- 3. The Project Implementation Plan has been appraised and found to be realistic and of satisfactory quality.
- 4. The following items are lacking and are discussed under loan conditions (Section G):

A year-one procurement plan is being prepared; it will be assessed along with procurement capacity prior to effectiveness. A computerized financial management system is being procured, its capacity will be appraised prior to effectiveness.

## **I. Compliance with Bank Policies**

- 1. This project complies with all applicable Bank policies.
- 2. The following exceptions to Bank policies are recommended for approval. The project complies with all other applicable Bank policies.

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Jean-Michel G. Pavy  
**Team Leader**

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Richard G. Scobey  
**Sector Manager/Director**

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A. David Craig  
**Country Manager/Director**

## Annex 1: Project Design Summary

### BURKINA FASO: PARTNERSHIP FOR NATURAL ECOSYSTEM MANAGEMENT

Hierarchy of Objectives	Key Performance Indicators	Data Collection Strategy	Critical Assumptions																																																																																								
<p><b>Sector-related CAS Goal:</b> Poverty is reduced and living conditions and productive potential of the rural population has improved</p>	<p><b>Sector Indicators:</b> Incidence of rural poverty  Human development indicators</p>	<p><b>Sector/ country reports:</b> Poverty profile; annual UNDP report; PRSP monitoring system</p>	<p><b>(from Goal to Bank Mission)</b> Political stability; Successful development and implementation of requisite sector strategies</p>																																																																																								
<p><b>Program Purpose:</b> Biodiversity of priority protected areas sustainably benefit peripheral community local development</p>	<p><b>End-of-Program Indicators:</b> Revenues from operation of the protected area cover % of conservation expenses</p> <p style="text-align: center;"><b>Y5</b></p> <table style="width: 100%; border-collapse: collapse;"> <tr> <td style="text-align: left;"><b>Y10</b></td> <td style="text-align: left;"><b>Y15</b></td> <td></td> <td></td> </tr> <tr> <td>Comoé</td> <td>75</td> <td></td> <td></td> </tr> <tr> <td></td> <td>100</td> <td>100</td> <td></td> </tr> <tr> <td>Koflandé</td> <td>25</td> <td></td> <td></td> </tr> <tr> <td></td> <td>75</td> <td>100</td> <td></td> </tr> <tr> <td>Mare Hippos</td> <td>0</td> <td>50</td> <td>100</td> </tr> <tr> <td>Kaboré Tbi</td> <td>0</td> <td>50</td> <td>75</td> </tr> <tr> <td>Séno Mango</td> <td>0</td> <td>50</td> <td>75</td> </tr> <tr> <td>Oursi</td> <td>0</td> <td></td> <td></td> </tr> <tr> <td></td> <td>50</td> <td>75</td> <td></td> </tr> <tr> <td>Other Sahel</td> <td>0</td> <td></td> <td></td> </tr> <tr> <td></td> <td>0</td> <td>50</td> <td></td> </tr> </table> <p>Benefits to communities : Protected areas contribute \$x/person/year to surrounding community development fund</p> <p style="text-align: center;"><b>Y5</b></p> <table style="width: 100%; border-collapse: collapse;"> <tr> <td style="text-align: left;"><b>Y10</b></td> <td style="text-align: left;"><b>Y15</b></td> <td></td> <td></td> </tr> <tr> <td>Comoé</td> <td>0.5</td> <td>1</td> <td>1</td> </tr> <tr> <td>Koflandé</td> <td>0</td> <td>0.5</td> <td>1</td> </tr> <tr> <td>Mare Hippos</td> <td>0</td> <td>0.5</td> <td>1</td> </tr> <tr> <td>Kaboré Tbi</td> <td>0</td> <td>0.5</td> <td>1</td> </tr> <tr> <td>Séno Mango</td> <td>0</td> <td>0.5</td> <td>1</td> </tr> <tr> <td>Oursi</td> <td>0</td> <td></td> <td></td> </tr> <tr> <td></td> <td>0.5</td> <td>1</td> <td></td> </tr> <tr> <td>Other Sahel</td> <td>0</td> <td></td> <td>0</td> </tr> <tr> <td></td> <td>1</td> <td></td> <td></td> </tr> </table>	<b>Y10</b>	<b>Y15</b>			Comoé	75				100	100		Koflandé	25				75	100		Mare Hippos	0	50	100	Kaboré Tbi	0	50	75	Séno Mango	0	50	75	Oursi	0				50	75		Other Sahel	0				0	50		<b>Y10</b>	<b>Y15</b>			Comoé	0.5	1	1	Koflandé	0	0.5	1	Mare Hippos	0	0.5	1	Kaboré Tbi	0	0.5	1	Séno Mango	0	0.5	1	Oursi	0				0.5	1		Other Sahel	0		0		1			<p><b>Program reports:</b> Consolidated Audit Report undertaken by audit firm of the operations of all partners involved in GEF targeted protected areas: concessionaires, guides, CVGTs, trust fund (once designed and set up).</p>	<p><b>(from Purpose to Goal)</b> Peripheral populations equally share benefits of biodiversity.  Other Bank programs targeted at reducing poverty are successful.</p>
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<p><b>Program Phasing:</b> <u>Phase 1:</u> Reverse biodiversity trends in priority protected areas  <u>Phase 2:</u> Substantially improve biodiversity in</p>																																																																																											

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<u>Phase 3</u> : Secure biodiversity in priority protected areas																																																			
<b>GEF Operational Program: OP 1 - Arid and semi-arid ecosystems</b> Global purpose: Biodiversity has recovered in all targeted protected areas	<p>% encroachment</p> <table border="1"> <thead> <tr> <th></th> <th>Y5</th> <th>Y10</th> <th>Y15</th> </tr> </thead> <tbody> <tr> <td>Comoé-Léraba</td> <td>0</td> <td>0</td> <td>0</td> </tr> <tr> <td>Koflandé</td> <td>10</td> <td>0</td> <td>0</td> </tr> <tr> <td>Mare Hippos</td> <td>0</td> <td>0</td> <td>0</td> </tr> <tr> <td>Kaboré Tambi</td> <td>0</td> <td>0</td> <td>0</td> </tr> <tr> <td>All Sahel PA</td> <td>20</td> <td>10</td> <td>0</td> </tr> </tbody> </table> <p>% improvement of bio-indicators</p> <table border="1"> <thead> <tr> <th></th> <th>Y5</th> <th>Y10</th> <th>Y15</th> </tr> </thead> <tbody> <tr> <td>Comoé-Léraba</td> <td>20</td> <td>35</td> <td>50</td> </tr> <tr> <td>Koflandé</td> <td>5</td> <td>25</td> <td>50</td> </tr> <tr> <td>Mare Hippos</td> <td>5</td> <td>25</td> <td>80</td> </tr> <tr> <td>Kaboré Tambi</td> <td>5</td> <td>25</td> <td>80</td> </tr> <tr> <td>All Sahel PA</td> <td>0</td> <td>10</td> <td>30</td> </tr> </tbody> </table>		Y5	Y10	Y15	Comoé-Léraba	0	0	0	Koflandé	10	0	0	Mare Hippos	0	0	0	Kaboré Tambi	0	0	0	All Sahel PA	20	10	0		Y5	Y10	Y15	Comoé-Léraba	20	35	50	Koflandé	5	25	50	Mare Hippos	5	25	80	Kaboré Tambi	5	25	80	All Sahel PA	0	10	30	<ul style="list-style-type: none"> <li>● GIS system (remote-sensing based on satellite imagery) managed by Forestry Department (built by consulting firm.)</li> <li>● National annual aerial wildlife survey carried out by consulting firm</li> <li>● Participatory monitoring carried out by concessionaires or conservators</li> </ul>	
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<b>Global Objective:</b>  <b>Project Development Objective :</b> Reversal of biodiversity trends in priority protected areas	<b>Outcome / Impact Indicators:</b>  % encroachment (also trigger)  Comoé-Léraba 0 Koflandé 10 Mare Hippo 0 Kaboré Tambi 0 All Sahel P. Areas 20  % improvement of bio-indicators  Comoé-Léraba 20 Koflandé 5 Mare Hippos 5 Kaboré Tambi 5 All Sahel P. Area Stable	<b>Project reports:</b>  ● GIS system (remote-sensing based on satellite imagery) managed by Forestry Department (built by consulting firm.)  ● National annual aerial wildlife survey carried out by consulting firm  ● Participatory monitoring carried out by concessionaires or conservators	<b>(from Objective to Purpose)</b>  Communities surrounding protected areas benefit from other supports to stabilize agriculture, foster non-agriculture income, address priority needs and build local Government.  No long-lasting drought occurs before protected area management systems are seasoned																																																
<b>Output from each Component:</b>  (1) Improved Forestry department capacity to coordinate and support decentralized management of	<b>Output Indicators:</b>  1.1. A new Forestry Code and its implementation decrees take into account the orientations of the Letter of	<b>Project reports:</b>  ● Official journal	<b>(from Outputs to Objective)</b>  Forestry corporation and private operators are receptive to incentives, messages, and training geared at defining																																																

protected areas.	<p>Policy on Decentralized Rural Development (this is also a trigger for the next phase of APL; see B4)</p> <p>1.2. Applicable taxes due to the Government in the protected Areas sector (trophy fee, tourism, concession fee) are recovered at 80 % in Y5 (also a trigger)</p> <p>1.3. Donors are committing \$5 million to the adopted long-term financial mechanism</p> <p>1.4. 50% of conservators trained used their new planning and community skills in the management of protected areas</p> <p>1.5. Results of the standardized national wildlife survey are used to set-up safari quota</p>	<ul style="list-style-type: none"> <li>● Audit report of concessionaires prepared by audit firms; Forestry Department Annual Report on wildlife campaign</li> <li>● Donors' Letter, Aide mémoire</li> <li>● Follow-up report of trainers (method tbd in TORs of trainers)</li> <li>● Cross reference of aerial inventory report and annual hunting <i>arrêté</i> signed by Minister of Environment</li> </ul>	new behaviors with the communities and abandoning long-standing habits and privileges																																								
(2) Improved peripheral communities' capacity and behavior for conservation of protected areas	<p>2.1. 50% of 1000 villagers who have participated in training or awareness modules are involved in protected area management by Y5</p> <p>2.2. New protected areas which have acquired legal status :</p> <table data-bbox="487 1396 779 1554"> <tr><td>Koflandé</td><td>60 000 ha</td></tr> <tr><td>Nassoumbou</td><td>70 000 ha</td></tr> <tr><td>Séno-Mango</td><td>70,000 ha</td></tr> <tr><td>Oursi</td><td>20 000 ha</td></tr> <tr><td>Béli</td><td>20,000 ha</td></tr> </table> <p>2.3. % achievement of work or level of organization in protected area:</p> <table data-bbox="487 1680 779 1837"> <thead> <tr><th></th><th>Com</th><th>Kof</th><th>Kab</th><th>Hippo</th></tr> </thead> <tbody> <tr><td>Limits</td><td>100</td><td>100</td><td>100</td><td>100</td></tr> <tr><td>Access</td><td>100</td><td>100</td><td>20</td><td>50</td></tr> <tr><td>Surv.</td><td>100</td><td>75</td><td>50</td><td>70</td></tr> <tr><td>Monitor</td><td>100</td><td>75</td><td>50</td><td>100</td></tr> <tr><td>Exploit</td><td>75</td><td>25</td><td>25</td><td>25</td></tr> </tbody> </table> <p style="text-align: center;">Seno Oursi Oth.Sahel</p>	Koflandé	60 000 ha	Nassoumbou	70 000 ha	Séno-Mango	70,000 ha	Oursi	20 000 ha	Béli	20,000 ha		Com	Kof	Kab	Hippo	Limits	100	100	100	100	Access	100	100	20	50	Surv.	100	75	50	70	Monitor	100	75	50	100	Exploit	75	25	25	25	<ul style="list-style-type: none"> <li>● Report on training follow-up (method tbd); comparison w/ concessionaire staffing and list of villagers involved in conservation.</li> <li>● Signed <i>arretes</i> or decrees</li> <li>● Annual reports of concessionaires and conservators; Bank supervision</li> </ul>	<p>Mali launches a similar project in the Gourma, and both countries are willing to cooperate. Cote d'Ivoire's GEPRENAF (in Warigué) strengthens its results, and the Ghana Wildlife Service works with the Nazinga Ranch/Kaboré Park complex on poaching and elephant management issues</p> <p>Early benefits are sufficient incentive for communities to improve behavior toward conservation behavior or engage in activities</p> <p>The Community-based Rural Development Program is satisfactorily implemented in rural areas adjacent to GEF-targeted protected areas and helps induce community behavioral change toward conservation</p>
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	<p>Limits 100 100 50  Access 50 na 25  Surv. 50 50 25  Monitor 75 75 50  Exploit 25 25 0</p> <p>2.4. Poaching indexes decrease by 50% between year 2 &amp; 5 in all protected areas</p> <p>2.5. Participatory ecological monitoring reports are used as management tool in year 4 for all targeted protected areas except Sahel.</p> <p>3.1 Funds are timely made available to conservators and concessionaires' accounts</p> <p>3.2 Goods and works are timely procured</p> <p>3.3 Financial accounting and budget control is adequate</p> <p>3.4 Annual reports and annual work programs meet agreed standards by year 3.</p>		
<p>(3) Effective program administration, monitoring and coordination has enabled timely and efficient implementation of project activities</p>		<ul style="list-style-type: none"> <li>● Reports from participatory monitoring</li> <li>● Cross reference of monitoring report, management plans and annual work programs</li> <li>● Consolidated Annual Reports</li> <li>● Annual Work Program</li> <li>● Annual and quarterly reports</li> <li>● Bank statements</li> <li>● Supervision aide mémoire</li> <li>● Audits</li> </ul>	
<p><b>Project Components / Sub-components:</b>  <b>(1) National capacity building for support to decentralized management of protected areas</b></p> <p>1.1 Provide incremental support to NSC and STAC  1.2 Establish anti-poaching unit in DGEF  1.3 Provide training and build</p>	<p><b>Inputs: (budget for each component)</b>  \$1.20 million  (GEF \$ 1.14 million)</p>	<p><b>Project reports:</b></p> <ul style="list-style-type: none"> <li>● Annual work program and reports</li> <li>● Annual and quarterly financial reports</li> <li>● TOR</li> <li>● Contract monitoring</li> <li>● Audit report</li> <li>● Study reports</li> <li>● Workshop proceedings</li> <li>● International protocols</li> </ul>	<p><b>(from Components to Outputs)</b></p> <p>Availability of high-profile audit firms with strong capacity in wildlife management analysis and innovations</p>

<p>awareness to DGEF staff, conservators and key partners</p> <p>1.4 Contribute to studies and workshops for national legal and institutional reforms</p> <p>1.5. Conduct studies on (1) trust funds &amp; fund transfer, (2) economic return of WCUs, (3) private sectors' optimization and labeling of ecotourism/safari product</p> <p>1.6 Conduct audit of concessionaires.</p> <p>1.7 Contribute to a national information system on conservation (including a GIS, web gateway)</p> <p>1.9. Contribute to the standard annual wildlife census</p> <p>1.10 Coordinate activities at the transfrontier level</p> <p><b>(2) Local capacity building to manage protected areas</b></p> <p><u>Sub components:</u></p> <ul style="list-style-type: none"> <li>- WCU Sahel</li> <li>- WCU Comoé-Léraba</li> <li>- WCU PONASI</li> <li>- WCU Bobo</li> </ul> <p><u>Activities in all sub-components:</u></p> <p>2.1 Provide technical assistance to conservators and concessionaires</p> <p>2.2. Train project staff and staff of partner services</p> <p>2.3 Provide training to villagers in functional literacy</p> <p>2.4. Provide training to villagers and AGEREF members in conservation-related techniques</p> <p>2.5. Carry out complementary participatory diagnostics.</p> <p>2.6. Conduct conservation awareness campaign in protected area periphery</p> <p>2.7. Induce the creation and legal recognition of AGEREFs.</p>	<p>\$ 11.54 million (GEF: \$5.83 million)</p>	<ul style="list-style-type: none"> <li>● Annual work programs and reports</li> <li>● Training reports</li> <li>● Study reports</li> <li>● Management plans</li> <li>● Field visit</li> <li>● Guide Contract</li> <li>● <i>Procés Verbal</i> reception work</li> <li>● Monitoring reports</li> </ul>	<p>Capacity and commitment of partner Government services to provide timely and quality services to the project.</p>
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<p>2.8. Conduct ecological diagnostic and basic studies for each GEF-targeted protected area</p> <p>2.9. Negotiate and materialize limits of protected areas</p> <p>2.10. Prepare management plans for each protected area</p> <p>2.11 Initiate implementation of management plans (surveillance; habitat management; fire control; trails, etc.)</p> <p>2.12 Initiate tourism and safari activities</p> <p>2.13 Conduct participatory ecological monitoring</p>			
<p><b>(3) Project administration and monitoring</b></p> <p>3.1 Coordinate project activities (planning, supervision)</p> <p>3.2. Ensure availability of funds at the WCU level</p> <p>3.3. Procure timely goods, work and services</p> <p>3.4 Ensure adequate financial management of project funds</p> <p>3.5 Carry out project performance monitoring and evaluation</p> <p>3.6 Coordinate activities with PCU of other projects under PRONAGEN</p>	<p>\$ 0.73 million (GEF \$ 0.53)</p>	<ul style="list-style-type: none"> <li>● Updated Strategic Plan</li> <li>● Consolidated annual work program and reports</li> <li>● Consolidated annual and quarterly financial reports</li> <li>● Audits</li> </ul>	<p>Appointment of coordinator with strong leadership skills, integrity, commitment, and planning capacity</p>

## **Annex 2: Detailed Project Description**

### **BURKINA FASO: PARTNERSHIP FOR NATURAL ECOSYSTEM MANAGEMENT**

The Purpose of the APL is to ensure that by year 15 *biodiversity in priority protected areas sustainably benefits peripheral communities' local development.*

Its 15-year Global Objective is to have *secured biodiversity in priority protected areas.*

At the end of the 5-year Phase 1, achievement of the Project Development Objective (PDO) implies that improved Forestry Department and communities' capacity and awareness lead *to reversal of biodiversity trends in priority protected areas.*

Success in achieving the PDO implies achievement of two major Outputs:

- *Improved DGEF capacity to coordinate and support decentralized management of protected areas*
- *Improved peripheral communities' capacity and behavior for conservation of protected areas*

Phase 1 is implemented through 3 components:

- *Component 1: National capacity building for support to decentralized management of protected areas*
- *Component 2: Local capacity building to manage protected areas*
- *Component 3: Project administration and monitoring*

#### **By Component:**

##### **Project Component 1 - US\$1.20 million**

##### **National capacity building for support to decentralized management of protected areas**

##### *Incremental support to Forestry Department*

To disseminate the approach and leverage interest from other donors, DGEF needs to be able to adequately supervise PAGEN and capitalize on the experience of GEPRENAF and other similar projects. GEF will fund operating costs for DGEF to carry out the above mission. In addition, vehicle poaching of large mammals and game birds is so common that DGEF plans to set up a small unit to control it. The project will finance two vehicles for this small unit. WCUs will mobilize the anti-poaching unit when needed and provide operating costs for its missions. The efficiency of this unit, and rationale for continuation of GEF funding for its services, will be assessed at the mid-term review.

##### *Awareness building and training*

*Awareness building of forestry staff, concessionaires, and private operators*

PAGEN will finance conservation awareness activities geared at improving conservation-oriented behavior of DGEF staff and staff of all WCUs as well as other partners of the sector such as existing

cessionnaires and guides. This would include development and diffusion of information material concerning the activities of PAGEN, its approaches, and results as well as the organization of meetings, awareness days, and workshops. Consultants or professional service providers contracted by the PCU will handle awareness building modules.

#### *Training of DGEF staff*

DGEF staff and all WCU staff need to improve their overall capacity to implement their core mission and strengthen their capacity to enforce regulations and carry out conservation planning and services. GEF will cover some training costs for DGEF staff (in strategic planning, antipoaching, community-based development, wildlife surveys). Training will be contracted by the PCU either to the National Forestry School of Dindéréso, consulting firms, or NGOs.

#### *Training and awareness raising of private operators*

Private guides will benefit, case by case, from the experience of conservators and PCU staff to improve management and operating practices. In limited cases, specific training or awareness raising activities will be organized (for example, in the form of national or local workshop) by the PCU and contracted out to consultant, NGOs, or specialized institutes.

#### *Documentation center*

PAGEN will finance a short consultation to design and set up a documentation center at DGEF/DFC (Wildlife and Hunting Directorate) including bibliographical research. It will also fund purchase of furniture, books, and cost of duplicating and referencing documents and reports. The documentation center will be maintained by DFC until a more appropriate institution is set up in Phase 2.

#### *Studies and workshops in support to sector reforms*

DGEF needs assistance in improving and promoting the current policy and legal and institutional framework for protected area management. Several experiments are ongoing in Burkina on the natural ecosystem conservation front: Nazinon Forest (with FAO), Nazinga Game Ranch (with UNDP/FEM), Nabéré Gazetted Forest (with IDA PNGT), the Comoé-Léraba area (GEPRENAF), Conservation Unit Support Project (AFD/FFEM), Arly and W National Parks conservation (with France's AFD/FFEM and the European Union). It is justified for the GEF to help DGEF compare the results and draw lessons from all these experiences.

PAGEN will contribute to finance a series of studies, consultations, study tours, and workshops to ensure consultation of all partners and projects and truly capitalize national experiences and benefit from international experiences. An analysis of results will be carried out during the mid-term review of Phase 1. At that time, Government and donors will agree on a package of reforms necessary to trigger Phase 2. The following studies are planned:

#### *Legal and institutional reforms*

GEF financing will supplement FAO, EU, and SCAC financing to finalize reforms of the legal and institutional framework of decentralized protected area management. This implies the financing of consultants and workshops. The conclusion of these exercises will be key for the subsequent phases of the APL. It will be the opportunity for Burkina to assess the financial sustainability of the model, the incentive

framework for more conservation-oriented behavior, as well as the role and responsibility best played by the communities, Government services, or private operators. The objective would be to come up with an organizational and institutional model that is realistic, efficient, transparent, sustainable, and profitable for all partners. It is expected that the 1995 wildlife sector reform and the 1997 Forestry Code will be revamped.

#### *National economic and financial analysis of protected areas*

The potential economic return of protected areas remains unknown. Thus, the Government has difficulty setting and positioning this sector's tax system. This analysis will start by the creation of a national model for all protected areas and evaluate the potential financial return or gap, of each (1) for the communities, (2) for the private operators and (3) for the Government. It will also carry out an economic analysis to assess the national economic impact of improved tourism and safari product. This analysis will identify those protected areas which have a potential for self-financing and those which will need permanent external assistance and the annual amount needed to achieve the goal of a provision of \$1/pers.-yr to local development funds. It will determine the level of such assistance. It will also propose a fiscal scenario that optimizes the financial return to each stakeholder.

#### *Long-term financing mechanisms*

To achieve protected area auto-financing as well as provide one-dollar per person per year by program end, a sustainable source of external financing needs to be set up. The economic study will determine the financing gap. This study will analyze the Burkina-based or international alternative to set up such a perennial source of funds. In other countries, this has taken the form of a trust fund or a foundation. The study will also identify alternative disbursement mechanisms to channel GEF funds in Phases 2 and 3. This can take the form of direct support to the national budget, local budget, or capital to a trust fund. The objective is also to design a mechanism that rewards conservation-oriented behavior and ecological results and therefore induces sustainable incentives for better conservation. The study will also assess the donors' willingness to contribute to such funds and their conditions for such support. A proposal, including the detailed steps to set up such mechanisms, will be discussed at a national workshop and adopted by the Government prior to the mid-term review.

#### *Professionalization of private guide and creation of label for protected area products*

To maximize returns to the national and local economy, the private sector needs to capture high-paying customers and optimize commercial use of the protected area potential. It also needs to contribute to maintaining wildlife quality and comfortable infrastructures in protected areas. This will be possible only with operators with high ethics and professional experience. This study will enable (1) the Government to set and enforce standards for the private guide corporation as well as (2) the design and adoption of a Burkina label for ecotourism and safari based on sound ecological management and quality of product ((for example, similar to International Organization for Standardization (ISO) 14,000 or to the logging industry certification)). The conclusion of this study will be discussed at the mid-term review and included in the package of reforms to trigger Phase 2.

#### *National Audits of concessionaires*

PAGEN will finance audits of concessionaires and guides: one prior to the mid-term review and one prior to Phase 1 end. Their purpose is to verify that governance violations are flushed out and that current concessionaires and private guides are managing protected areas according to the contracts they established

with the Government. The audit will not only focus on financial records but also verify ecological data and conformity of physical investments. Each audit will make recommendations for improvement which will be used by the above-mentioned studies and feed the sector reforms.

#### Monitoring, information system, and communication

The objectives of the ecosystem monitoring system are to (1) provide decisionmakers with a tool to plan development and conservation, (2) promote ecology as one of the important dimensions of *aménagement du territoire*, (3) monitor the ecosystem evolution and, (4) if possible over 5 years, assess the project early ecological impact. The system is also geared to provide independent and standard information of biodiversity outcome on which to base a results-based financing mechanism to be designed and adopted in Phase 1.

The system will provide information at three different levels. At the local level, GIS stations will produce maps to serve as tools to plan conservators' and concessionaires' interventions and to communicate results of surveys to villagers. At the national level, the consolidation of information from the various sites will facilitate making decisions on conservation activities. At the international level, a web gateway will communicate information to stakeholders on the status and evolution of ecosystems in Burkina Faso.

Data will be collected both through remote-sensing techniques, aerial wildlife surveys, and ground wildlife and vegetation surveys undertaken by the conservator or concessionaires. Processing these data will be performed at the site level or outsourced when sophisticated techniques are involved. Information from the three sites will be consolidated and disseminated at the national level.

#### *National monitoring of bioindicators*

PAGEN will finance annual aerial wildlife surveys of all targeted protected areas. Such surveys will seek to measure a set of bioindicators ranging from populations of large mammals and birds to land use patterns. Surveys will be carried out according to national norms as part of national inventories. The same contractor will survey all protected areas with each donor paying for the work concerning the protected areas it targets.

#### *National monitoring of protected area encroachment*

PAGEN will finance acquisition of equipment, acquisition of images for remote sensing and processing of data from aerial and ground surveys and satellite images, and consultants to build an integrated system and harmonize standards and techniques and optimize costs. Design, set-up, data analysis, and training are to be outsourced and networked with existing national GIS. At the level of each WCU, the system will build on existing experiences. In particular, it will build on the (1) GEPRENAF system for the Comoé zone and ensure its sustainability in the long run by transferring it from its existing temporary location in Banfora to an existing sustainable institution such as Regional Directorates of Environment (DREP) in Bobo-Dioulasso; (2) existing GIS capacities established in DREP in Dori for the Sahel zone; and (3) research-oriented ecosystem monitoring facilities in Nazinga for the Kaboré-Tambi zone.

#### *Web gateway*

PAGEN will finance consultants to build a website and link it to the project monitoring system and to other relevant sites in-country. The contract will include training of DGEF staff for subsequent maintenance and use as well as yearly updating and upgrading. The objective is to enable the general public and potential

clients to have transparent access to conservation strategies, activities, results, audits, studies, as well as protected areas whose commercial operations have received a quality label (for example, ISO 9000 or 14000). The website can also be useful as an international marketing link for tour operators, concessionaires, and guides.

### International coordination

Both the Comoé and Sahel sites border other countries (Cote d'Ivoire and Mali). To a lesser extent, the Kaboré-Tambi is linked with Ghana through a corridor across the Nazinga Game Ranch. All of these sites are adjacent to other sites that also receive, or will receive, GEF support in these countries. PAGEN will therefore allocate funds to enable regular exchange with other countries' teams, both at the national and site levels, to provide cross-support locally and ensure that border issues become assets rather than constraints. Ghana and Mali already have signed a protocol for cross-border antipoaching and fire management. Another protocol is ready for Cote d'Ivoire (where current politics have delayed its signature).

PAGEN will finance the services of a partner (an international NGO such as IUCN) contracted to provide technical support to the PCU, primarily to promote and ensure adequate coordination with other countries (Cote d'Ivoire, Ghana, Mali) and their projects on the other side of the borders. The role of such partners would be to organize meetings with the teams of all countries, promote exchange of information and experience, and ensure that management and zoning decisions on each side of the borders are mutually beneficial. They will also verify that zoning and rules that pertain to pastoralism and movement of animals, including wildlife, especially elephants, from one country to the other are compatible.

### **Project Component 2 - US\$11.54 million** **Local capacity building for protected area management**

#### Incremental support

##### *To local advisory fora*

For each protected area, PAGEN will finance the costs of the annual meetings of a local forum most pertinent to a given protected area. For protected areas entirely contained within a province (for example, Mares aux Hippo or Comoé-Léraba), the forum will be the existing official *Cadre de Concertation Technique Provinciale* (CCTP). For protected areas that overlap several provinces (for example, Kaboré Tambi National Park), a specific forum will be organized with representative of the CCTP of each province.

##### *To Wildlife Conservation Units*

PAGEN would finance rehabilitation of field offices as well as some equipment and operating costs of WCUs and their conservators. Relevant WCUs are located in Banfora, Bobo Dioulasso, Po, and Gorom Gorom. They would operate under a protocol with the Project Coordination Unit (PCU). The services financed would pertain only to activities that they carry out according to an agreed annual work program and on the basis of targeted results. They will coordinate local implementation of PAGEN and contribute to all project activities with a focus on the ecological and participatory diagnostics, preparation, and implementation of management plan; training of communities in forestry, ecological monitoring, and antipoaching; and law enforcement of vehicle poaching.

### *To other provincial services*

Because they will work closely with WCU staff, PAGEN will also finance part of the operating costs of the Forestry, Agriculture and Livestock Services agents posted in the departments concerned by PAGEN. They would operate under protocols with the Wildlife Conservation Unit and an agreed work program which would pertain only to activities that alleviate the threat to protected areas, such as helping freeze the agriculture front or find solutions for livestock-wildlife conflicts.

### *Technical assistance*

At each site, PAGEN will finance limited technical assistance to each conservator and to concessionaires (AGEREF for Comoé-Léraba and NATURAMA for Kaboré Tambi). Technical assistance will be contracted to national experts. The project will also finance the purchase of vehicles and other equipment as well as the technical assistance operating costs.

The role and make-up of TA teams will be different from one WCU to another depending on the maturity of the local system. The TA staff will among other things (1) coordinate the participatory and ecological diagnostics, (2) ensure PAGEN planning and reporting at the site level, (3) carry out information and awareness raising campaign toward communities, (4) identify training requirements and organize such training, (5) facilitate the establishment of AGEREFs, (6) assist the AGEREFs in preparing management plans for their protected areas, (7) assist conservators in planning and implementing surveillance strategies, (8) liaise with the national coordination unit for all procurement and disbursement, and (9) assist AGEREFs in their relations with private guides.

### *Training and awareness raising*

#### *Training for PAGEN field staff and partners*

The Project will finance training cost for conservators and concessionaire staff and TA to improve their skills in communication, participatory methods, ecological monitoring, activity planning, and reporting. In addition, and on a case-by-case basis, agriculture and livestock services staff posted in the field will receive training in skills relevant to PAGEN objectives (participatory diagnostic, use of Global Positioning System (GPS), participatory monitoring). This training will be contracted out directly by the PCU to the National Forestry School, training institutes, consulting firms, or NGOs.

#### *Community awareness building*

Conservation education is necessary to increase general awareness of conservation and to mobilize the interests and participation of villagers and their traditional authorities. The Project will finance awareness raising of the community members with a special focus on the AGEREF and resource users. The GEPRENAF experience has shown that community sensitivity about natural resources issues are best increased through regular discussions, demonstrations, and visits to other locations, where they can witness and learn from others' successes and mistakes. As a first step, conservators or concessionaires' staff and TA will initiate contact with villagers through discussions and meetings. As second step, awareness building will be coupled with the participatory and ecological diagnostics. Thereafter, a more ambitious program will be designed according to the result of the diagnostics. It is expected that the following awareness raising tools will be used: teacher training, posters, theater presentations, field visits, local radio programs, and contests.

### *Community training*

The Project will finance training modules for the community members with special focus on the AGEREF, CVGT members, and community enterprises. A training strategy and action plan will be prepared and registered in the protected area management plan. They are expected to include adult literacy training; structured training in keeping records, accessing financial resources, and mobilizing community contributions; executing activities (contracting, cash management, record keeping, monitoring); and providing technical skills training (wildlife surveys, antipoaching, fire management, tourist guiding, trophy preparation, building and maintaining temporary roads). Training will be contracted out by the conservator or concessionaires to the Training Institute of Nabilpaga-Yargo, consulting firms, or NGOs.

### *Local institution building*

The creation of AGEREFs requires specific assistance to the communities in the form of advice, workshops, and legal assistance. PAGEN will finance short consultations to assist communities through the process of creating associations, organizing assemblies, drafting bylaws, and registration. Once an AGEREF is officially created, it will need assistance for its internal organization to recruit minimal staff, negotiate "concession agreements" with the Government, contract out work and services, and recruit private guides. PAGEN will finance such assistance case by case. In Phase 1, it is expected that 6 to 10 AGEREFs will be created, and 3 will become concessionaires of protected areas.

### *Local development*

#### *Participatory diagnostics and establishment of Local Development Plans*

As a gap-closing measure to ensure coverage of all relevant villages, that is, for villages in the Sahel Reserve and around the Kaboré Tambi National Park, PAGEN will finance the participatory diagnostic, the design of Local Development Plans, and assistance for communities to open Village Investment Funds (VIF) in local banks. Elsewhere, IDA (CBRDP) or other donors will finance these activities. The list of villages will be flexible enough to enable modification. The basic unit will be the village, or if communities so wish, the group of villages, according to the transitory model toward decentralization proposed with the Community-based Rural Development Program (CBRDP.) Conservators or concessionaires and their technical assistance and national consultants will carry out the diagnostics.

- In the Sahel Reserve, it is estimated that 58 villages in the Departments of Tongomayel, Nassoumbou, Koutougou, Oursi, and Tin Akoff, or about 69,900 inhabitants, will need such support. The diagnostics and design of *Local Development Plans* (LDP) of the Doe Department villages (16,900 inhabitants) and Markoye (21,800 inhabitants) will be financed by the Netherlands and Germany through the Program Sahel Burkinabé (PSB).
- Around Kaboré Tambi, it is estimated that, of the 90 villages (or 50,000 people), only 25 villages (or 11,000 inhabitants) in the Bazega and Ziro Provinces will need project assistance for participatory diagnostics.

#### *Implementation of Local Development Plans (tallied as baseline but not financed by GEF)*

In villages relevant to PAGEN, CBRDP or one of the partner projects will finance implementation of the villages' Local Development Plans (see CBRDP PAD or baseline description in Annex 4). Micro-project execution will be done by the village communities (*Comité Villageois de Gestion des Terroir*, or CVGT)



or their contractors. Eligible micro-projects fall under the following categories: soil fertility and erosion control; tree plantings; support to livestock production; support to agricultural production; support to fish production; water and sanitation; and other small socioeconomic infrastructure.

### *Initial steps of protected area management*

#### *Identification of protected areas*

Where necessary, the conservator and its TA will first negotiate with villagers and subsequently help them delineate protected areas (completed for the Comoé-Léraba protected area; not necessary for the Park and the Biosphere Reserve). In the Sahel, the goal is to set aside for conservation several areas of sufficient size to enable natural ecological recovery. Some areas are already targeted: "Tigered bush in Soum"; Séno Mango; Oursi Lake; Darkoye Ponds; and the area around the Béli River. PAGEN will finance the operating costs associated with this work: village meetings, identifying and simple marking of limits in the field.

#### *Pastoral tenure and users' diagnostic in Sahel*

In the Sahel, beyond the participatory diagnostic, which even if it includes pastoralism is done on a limited scale, it is necessary to carry out a diagnostic on a much larger scale. Indeed, the resource-user community exploits an extremely vast domain that goes beyond the selected site in Burkina and extends far into Mali.

A pastoral tenure and users' study will be carried out. Research teams will work closely with the PAGEN field teams. The objective, at the scale of the two countries, is to understand better the current rules for occupying and exploiting the spatially distributed resources by herders and farmer-herders. The study will attempt to reach out to the user community (primarily Peul, Bêla, and Tuareg) to establish trust and identify the constraints that the current management mode implies. This study would target the following outcome: (1) spatio-temporal maps of the use of space by herders, (2) spatio-temporal map of resources (forests, rangeland, and water); (3) identification of, and establishment of a dialog with, the current primary users, those who possess traditional rights to resources or land, or those who either are traditional decisionmakers or have appeared as decisionmakers (if any); (4) identification of local or tribal hierarchy and of the decisionmaking process that regulates use of the range and water (if any); (5) evaluation of the herders' perception of qualitative and quantitative trends in natural resources ; (6) identification of possible zoning, and/or improved rules for using the land and its resources, in agreement with the current demographic trends, herders' vision of their future, and biodiversity conservation.

#### *Conservation dynamics in Kaboré-Nazinga-Sissili Complex*

The Kaboré-Tambi National Park runs along the Nazinon River, which continues into Burkina and is used as a corridor by elephants going in and out of Ghana. Nearby Nazinga Game Ranch and Sissili hunting area, which are adjacent to each other, have had an increase in elephant population because of improved protection in the ranch and because the corridor between Kaboré-Tambi and Nazinga was severed and prevented elephant passage back to the park. This study will carry out the diagnostic of the overall conservation system by assessing its ecological viability, as well as the possibility of corridors between all Wildlife Conservation Units and to Ghana and overall monitoring of simple ecological indicators. It will also assess whether there is a potential threat from the agricultural front (such as cotton) or livestock (for example, from movement of livestock within the area and between the two countries) and propose a strategy to improve work with both sectors. The diagnostic will be discussed with Ghana Department of Wildlife for the possibility of an international protocol concerning management of adjacent (or connected)

Wildlife Conservation Units in both countries.

*Water resource diagnostic of Mares aux Hippo Biosphere Reserve*

The study will concentrate on the management of water quantity and quality of the Mares aux Hippo. The lake and adjacent wetland's water comes from a single stream that runs into the agricultural area. The lake's level is artificially maintained by a fixed-level weir, which prevents much variation. Finally, eutrophication of the lake (from unknown sources of pollution) and appearance of exotic floating plants may impact the local vegetation and fish community. A study will assess the threat in detail and explore options to sustainably resolve the constraint. These options will be discussed with all local partners and Government services to reach a consensus on upstream and downstream management strategies.

*Preparation of protected area management plans*

Within two to three years, conservators or concessionaires and their TA will prepare a management plan for each protected area. A management plan establishes the long-term vision of a specific protected area, records its biological and physical assets, and defines its conservation and development goals. It also identifies investments and the implementation schedule. The management plan is built from (1) information and data gathered from the ecological diagnostics, (2) studies, (3) early results of ecological monitoring, (4) maps, (5) field investigations, and (6) rules defined by the community. A management plan is already available for the Comoé-Léraba protected area. Investments and activities to be recorded in management plans and eligible for GEF financing could range from tracing protected area limits, building rural roads and trails for surveillance and tourism, water management schemes such as small dams, mitigation of crop-raiding elephants, anti-poaching, and participatory ecological monitoring to construction of small tourism infrastructure such as miradors or camps. Activities registered in a management plan are not restricted to the protected area itself. The plan can also include activities outside the area whose objective is to alleviate external pressure. Examples of such activities are establishment of livestock corridors, intensification of particularly land-voracious crops, and awareness raising in primary school.

*Implementation of protected areas management plans*

*Construction and maintenance of infrastructure*

In Phase 1, conservators, or concessionaires, will initiate implementation of management plans. To implement a management plan, each conservator or concessionaire will hire community enterprises, or intermediaries, for related services or works and collaborate with relevant Government services and private operators. The most ambitious work (small dams, roads, and tourism infrastructure) will be contracted out to entrepreneurs, but most of the work will be carried out by community enterprises. In Phase 1, it is expected that investments planned in the management plans will be only partially implemented, but this will vary from one protected area to another.

*Surveillance of protected areas*

The management plan will define the surveillance strategy. Most likely, it will be carried out by joint teams of the WCU foresters and villagers. PAGEN will finance equipment (bicycles, camels, minor camping gear) and operating costs for such teams. Continuation of financing or maintenance of surveillance contract will be based on performance defined in the contractual agreements or protocols.

### *Use of protected areas*

Traditional and local markets will be brought into the process through the sustainable use and commercialization of renewable resources such as wood for timber or firewood, honey, medicinal plants, fish, and pasturage. The concessionaire will organize such utilization directly with local merchants, community associations, or members of the community. If registered in the management plan, this may involve open or regulated access by community members to certain resources that are important to the community's traditional diet. The project will help AGEREFs identify, organize, and monitor such commercial contracts.

The AGEREFs will attempt to attract foreign tourists interested in wildlife viewing, adventure tours, and safari hunting. They will contract out internationally marketable commercial activity to private guides. These guides will be expected to invest in tourism facilities (camps and small infrastructure), participate in recurrent costs of maintaining investments, as well as attract and take care of international clients. The types and lengths of contracts as well as the responsibilities of private guides will be fine-tuned during Phase 1. To attract suitable professionals and curtail the investment risks, PAGEN may partially subsidize private businesses by matching their investments curtail the investment risks (for example, financing tourism trails if guides finance the construction of a camp). In Phase 1, it is expected that no more than three protected areas will have launched such cash-earning ventures.

A substantial portion of wildlife income comes from the trophy fee paid by safari hunters. Under current regulation, it is captured by the central Government. Under a special agreement and until new regulations permit decentralization of such taxes, the Government will return all trophy fees to the concessionaire. A portion of counterpart funding will be used for such purpose.

### *Local ecosystem monitoring*

Data will be collected both through ground wildlife and vegetation surveys undertaken by villagers contracted out by conservators or concessionaires. Processing these data will be performed at the site or outsourced when involving sophisticated techniques. Information from the four WCUs will be consolidated and disseminated at the national level. PAGEN will finance acquisition of minor equipment (such as compasses), operating costs for monthly and annual data collection, and data processing. On each site, a GIS station will produce maps that will serve as a tool to plan conservators' and concessionaires' interventions and to communicate results of surveys to villagers.

### *Administration of component*

This component entails management by four conservators and the concessionaire NATURAMA of local "90-day accounts" for part of their daily operating costs as well as for implementation of management plans. All procedures are recorded in a Local Administrative and Financial Management Manual. Conservators and concessionaires' accountants will carry out transactions, replenish accounts, ensure data collection, and keep financial records for monitoring and evaluation purposes.

**Project Component 3 - US\$ 0.73 million**  
**Project administration and monitoring**

*Incremental support*

*National Steering Committee and Scientific and Technical Advisory Council*

The project will finance the costs of the annual meetings of the National Steering Committee (NSC) and Scientific and Technical Advisory Council (STAC).

*CONAGESE*

The project will allocate operation costs of CONAGESE. CONAGESE is responsible to oversee adequate implementation of the environmental management plan. This implies screening all management plans prior to official adoption and implementation, review of Environment and Social Assessment (ESA) of each infrastructure with potential impact on the environment, as well as regular field missions to verify that the project is implemented according to ESA provisions.

*Project administration*

The PAGEN Coordinator, an experienced financial administrator and procurement officer will be posted at the office of the General Forestry Directorate (DGEF) in Ouagadougou. The Coordinator will be appointed according to rules for Project Coordinators prevailing in Burkina Faso. The administrator and procurement officer will be recruited. Responsibilities include overall administrative and financial management of GEF and counterpart funds; consolidation of operational planning and monitoring of the physical and financial implementation; national and provincial procurement; accounting; internal audit; personnel management; staff personnel training; and review of administrative procedures. The coordinator will carry out regular field supervision and supervise external evaluation. The GEF would finance the equipment and operating costs of the Coordination Unit.

*Audits*

The project will also finance annual audits of accounts, performance, and physical implementation.

### Annex 3: Estimated Project Costs

#### BURKINA FASO: PARTNERSHIP FOR NATURAL ECOSYSTEM MANAGEMENT

<b>Project Cost By Component</b>	<b>Local US \$million</b>	<b>Foreign US \$million</b>	<b>Total US \$million</b>
National capacity building for support to decentralized management of protected areas	1.03	0.04	1.07
Local capacity building for management of protected areas	10.53	0.21	10.74
Project administration & monitoring	0.59	0.07	0.66
<b>Total Baseline Cost</b>	12.15	0.32	12.47
<b>Physical Contingencies</b>	0.40	0.02	0.42
<b>Price Contingencies</b>	0.56	0.01	0.57
<b>Total Project Costs<sup>1</sup></b>	13.11	0.35	13.46
<b>Total Financing Required</b>	13.11	0.35	13.46

<b>Project Cost By Category</b>	<b>Local US \$million</b>	<b>Foreign US \$million</b>	<b>Total US \$million</b>
<b>Works</b>	1.39	0.00	1.39
<b>Equipment</b>	0.31	0.35	0.66
<b>Services</b>	3.84	0.00	3.84
<b>Training</b>	1.49	0.00	1.49
<b>Micro-projects</b>	4.21	0.00	4.21
<b>Operating costs (work &amp; equipment O&amp;M)</b>	0.69	0.00	0.69
<b>Operating costs (salaries &amp; services in protocol)</b>	1.01	0.00	1.01
<b>Other (Government-refunded wildlife taxes)</b>	0.17	0.00	0.17
<b>Total Project Costs<sup>1</sup></b>	13.11	0.35	13.46
<b>Total Financing Required</b>	13.11	0.35	13.46

<sup>1</sup> Identifiable taxes and duties are 0 (US\$m) and the total project cost, net of taxes, is 13.46 (US\$m). Therefore, the project cost sharing ratio is 55.7% of total project cost net of taxes.

## Annex 4 INCREMENTAL COST ANALYSIS

### PHASE 1 OF APL

#### BURKINA FASO: PARTNERSHIP FOR NATURAL ECOSYSTEM MANAGEMENT

##### **Broad Development Goal**

The GEF-financed PAGEN, along with other donors' projects, seeks to implement PRONAGEN, a national program for improved management of natural ecosystems. PRONAGEN is also complementary to a national Community-based Rural Development Program (CBRDP) whose objective is "*to alleviate poverty in rural areas, by building local capacity to implement small investments of a natural resources protection, productive or social nature, and by accelerating the pace of public transfers to these areas.*"

The CBRDP whose main financing instruments is an IDA \$160 million APL (as well as other donor's projects and programs) aims to implement the Government decentralized rural development strategy. It will do so by delivering to village communities a package of public sector interventions (including skills development and project investments) which respond to the expressed needs of the rural population. It will address sustainable agriculture and livestock production constraints (through interventions that are of value to the community at large) and also fund investments to support agricultural production or improve rural living conditions (economic and social infrastructure).

The proposed PAGEN's development objective for its first phase is to have achieved "*reversal of biodiversity trends in priority protected areas*". The conservation (and regeneration) of biodiversity through sound management of natural resources will be seek via several fronts : (1) improve conservation to restore the natural habitat and wildlife, (2) assist communities and its partners in the preparation and implementation of Participatory Management Plans (3) manage more efficiently natural resources in the hinterland as part of rural development efforts, (4) support and reinforce local and national capacity.

##### ***Phasing and processing of APL***

This 15-year APL program is divided into three phases (see section A1.) During project preparation, Phase I is being designed in detail along with more general designs and triggers for release of the second and third phases. In keeping with the Bank's APL procedures, this document describes Phase I of the program, including triggers for moving to subsequent phases (see Section B4), and provides indicative cost estimates for Phases II and III. Detailed design of subsequent phases, including detailed incremental cost analyses, will be completed prior to their implementation for review and approval by Bank and GEF management.

It is proposed that the processing of this project be based on parallel GEF/Bank approval of an initial tranche within a defined funding envelope. The overall cost, implementation period, cost-benefit justification, financing plan, and general description of program activities will be developed and agreed up-front with the Government of Burkina Faso, and approved during Bank Board consideration of the first phase loan, which is well defined. Subsequent tranche releases would be approved by the relevant World Bank Regional Vice President within the funding and timing parameters defined in the program and are based on performance and progress toward agreed program goals. It is proposed that corresponding GEF tranches be released according to similar, pre-established criteria.

## **Baseline**

The CBRDP has adopted a decentralized approach for the delivery of the technical assistance and investment package consistent with the subsidiary principle of the decentralization law, which calls for the transfer of State responsibilities to the level most apt to effectively carry them out. Accordingly, small socio-economic infrastructure (e.g. plantings, erosion bunds, wells, and tracks) will be executed and managed by village level organizations. Larger, multivillage investment projects (e.g. schools, dams, connecting roads) will often be executed by private or NGOs intermediaries. Consistent with the production and income growth objective of the Government strategy for the rural areas, the proposed Program will also fund productive activities run by men and women farmer groups, provided such activities have been endorsed by the whole community (e.g. input stores, cereal banks, labor saving equipment of collective value, group purchase of animals for fattening etc.).

The baseline Program is considered to be the sum of all activities pertaining to Community-based rural development and natural resources management ongoing or planned in the villages stakeholders in PAGEN focal areas. In Phase 1 these activities are supported mainly by the IDA project in support of CBRDP (also called CBRDP). Other initiatives have been identified in the Sahel: PSBs (Program Sahel Burkinabé - cofinanced by UNDP, Denmark, Holland, Germany); PDSE (Program for the Development of the Livestock Sector - AfDB) and around Kaboré Tambi national Park: LDPZ (Local Development Program in Zoundweogo). CBRDP and alike are tallied as baseline because they are the necessary foundation on which to develop the community capacity & commitment for wildland management & conservation.

## ***Costs***

The total amount channeled by CBRDP will depend on the capacity and speed at which villagers and their partners are capable to carry out the participatory diagnostics & Local Development Plans. The IDA CBRDP will operate in all of the Provinces where PAGEN is implemented. It is estimated that their contribution to social & productive micro-projects could be in the order of \$2.54 million (this includes overheads). The communities are expected to contribute \$0.58 million. Since other projects already operate in the Sahel, not all villages will be approached by IDA CBRDP teams. In addition to the IDA CBRDP, it is estimated that the PSBs, PDSE & LDPZ will mobilize about \$1.09 million for operations in the GEF project Concentration areas.

Government cofinancing would be in the order of \$1.68 million including \$0.66 in custom and taxes. This is a 7.5% real contribution to the proposed project which is significant for Burkina (one of the poorest country in the world). In comparison, the Government real contribution to the IDA CBRDP is in the order of 5%.

For the purpose of the Incremental cost matrix, the "direct" baseline costs includes cofinancing (Government & communities) and "associated" financing (IDA CBRDP, PSBs, PDSE, LDPZ & Communities). This amounts to \$5.96 million or 44% of total project costs in phase 1 (see table below). It should be noted that the contribution of other donors to PRONAGEN for management of other protected areas in Burkina, is not tallied as baseline. It is estimated to amount to more than \$10 million over the next five years.

## ***Benefits***

In the absence of GEF support, the focus of the CBRDP would enable the following results to be reached in the villages covered by the baseline Program. Based on the results of the evaluation impact assessment of the experimental phase of the CBRDP carried out in 1998, it is possible to predict four broad categories of benefits:

(i) *Impact on living conditions.* Increased income can be expected from a broad range of activities (irrigation, gardening, cattle and sheep fattening, processing of food products, fuelwood, seedling production, wildlife, fishing etc.). Less direct income impact would come from yield increases resulting from soil fertility interventions, and from better access to markets due to roads and tracks. Food security would be enhanced as a result of income increases, and also due to the construction of foodgrain banks. Clean water would lessen the impact of water borne diseases. Village health interventions would extend the outreach of the district level health centers, in all aspects of preventive health, including aids (the prevalence of aids is between 6 and 10 percent among pregnant women). Village schools built in response to public demand would lead to increased children enrollment. Contracting local artisans and small-scale entrepreneurs would generate local employment opportunities. An income-generating component exclusively aimed at women, successfully executed and evaluated in the context of the Food Security project, would be replicated with the explicit objective of improving women and family welfare.

(ii) *Impact on Natural Resources.* Better management for long-term sustainable use of the natural resources is a fundamental pillar of the Program. Efforts would be made to monitor the impact of the program on the environment, and beneficiary villages would be especially trained to gather key indicators (e.g. yields, water level).

(iii) *Impact on Local Capacities.* Strengthened capacity of broadly representative village organizations is a prerequisite to the efficient execution of the "baseline Program", the equitable distribution of its benefits and the sustainability of its results. The creation of CVGT and support to their internal organizations and procedures would be of great benefit to the long-term success of the Program and would be a key step in the emergence of capable rural municipalities. Alphabetization programs would be an essential ingredient in the capacity-building effort. Additionally, improved technical knowledge would result from corresponding training programs, thereby supporting the introduction of new productive activities and the diversification of revenues. Additional training would be directed to the technical and organizational skills required to ensure the maintenance of project-funded investments (e.g. maintenance of pumps and mills, bushfire control).

(iv) *Impact on the Institutional Environment.* CBRDP would play an essential coordination role at the village, province and national levels, and integrates the intervention of a large number of actors across a broad range of sectors and subsectors. Very significant results in that direction have been obtained under the experimental phase of CBRDP; eliminating duplication of action and reducing intervention costs. This has been made possible by actors from a broad range of field organizations teaming up to support the promotion of the PNGT approach.

## **Global Environment objective**

The Partial Sahel Reserve covers 1.6 million ha. entirely in the arid West African Sahel where rainfall ranges between 450 and 150 mm. While the description of the Program areas' biodiversity (ILCA reports 824 plant species, endemisms, etc.) is not accessible in a comprehensive report, it is expected to include wide ranging species that do exist in other parts of the Sahel. However, nowhere is the Sahel unique



ecosystem protected on the scale that its arid ecology warrants. That ecosystem is threatened to the point that several species have already disappeared from the wild (e.g. oryx). The Sahel Reserve presents a number of interesting features: a Ramsar Site (Oursi), a bird sanctuary (Beli), a waterfowl hunting concession (Darkoye), a proposed wildlife ranch (Markoye) and harbors large portions of uninhabited land, such as the Séno Mango, which can provide suitable habitat at the scale needed by the arid ecosystem. Its wetlands are on important European and Ethiopian bird flyways. Séno Mango comprises a large dunal system covered with grass land which is mostly located in Mali, and a system of complex woodland and bowe called "tigered bush" located on the Burkina side of the border. The tigered-Bush with its dense thickets provides excellent shelter to ungulates (e.g. dama, dorcas & red-fronted gazelles). It is also the summer ground for a 700-rich elephant herd migrating from Mali.

In Comoé, the Diéfoula-Logoniégué Conservation area set up by the rural community covers about 100,000 ha of savanna woodland and gallery forests. The galleries are the northern spur of the Guinean forest; of 301 species of plants inventoried 37 characterize dense humid forest. It harbors animal species unique in Burkina: 2 families, 4 genders & 7 species (e.g. the chimpanzee and black-and-white colobus). The global value of that ecosystem is similar to the internationally recognized nearby Comoé National Park, to which this site is linked via a corridor along the Comoé river. Conservation there is addressed at the landscape, and even watershed, level in coordination with other GEF funded initiatives in Côte d'Ivoire (GEPRENAF CI & CI National Park Protection) and a private operator in the Boulon-Koflandé game ranch (just north of the site).

The Kaboré-Tambi National Park : This park, formerly known as Pô national park, covers 155,000 ha of alluvial floodplain along both banks of the Volta Rouge River, which is reduced to isolated water holes during the dry season. There are a number of small marches and lakes within the park, and wooded savanna predominates. Mammals include lion, elephant, buffalo and a number of antelope species. Poaching, illegal wood collection and grazing have been a problem and animal numbers have been significantly reduced. The park possesses several interesting opportunities in term of conservation and economic development. It is located at a short distance from The Nazinga Game Ranch (which received GEF/UNDP support) & the Sissili conservation area. Both are managed for wildlife utilization. Wildlife populations are high because of increased security and the creation of waterholes. Both have attracted large numbers of elephants (in the order of 600). Habitat degradation is now a problem which can only be solved by restoring some of the elephant traditional range. Kaboré-Tambi is along that range.

The Biosphere Reserve of Mare aux Hippo: An area of 19,200 ha is gazetted. The whole site was established as a Ramsar site in 1990. The reserve lies in a flat floodplain with marshie areas in the north and a 660 ha perennial lake (the "Mare au Hippo") in the south. Open forest dominates, with gallery forest along the watercourse, and thickets on leterite pans. Large mammals densities within the reserve are low due to poaching and hippopotami are the most important species. The reserve is classified as one of several ZICO (Zone d'Importance pour la Conservation des Oiseaux) in Burkina by the NGO NATURAMA/Birdlife Int. Overgrazing and fire are of particular concerns as well as the management of water both upstream and down stream from the lake.

Expected benefits for global biodiversity include: (i) increasing the ecological security of flora and fauna that are rare or threatened on a regional and global scale including the northernmost population of African elephants; (ii) restoration and preservation of a representative area of the West Africa Sahelian ecosystem which is exceptional on a national, regional and global scale; (iii) preservation of genetic diversity within ecologically, economically and culturally important species in natural population within their historical range; and (iv) integration of sound ecological management principles of water resources, livestock and agriculture practices in the framework of wildland conservation.

## **GEF Alternative**

The PAGEN adopts the approach described above, builds on GEPRENAF results (see D3) and expands its vision to the ecosystem or landscape and "pastoral space" level. It will encourage local initiative on biodiversity while maintaining some form of planning and prioritization at these levels. As a consequence, in the focus areas, PAGEN will support part of incremental operating costs, capacity building and ecosystem monitoring. Effective adoption of biodiversity concerns by rural community groups and other operators will depend upon the success of awareness and capacity-building efforts. Hence, IEC & training will be fundamental components of PAGEN.

In all of its Phases, PAGEN will be implemented through its three components (see C1):

Component 1: National capacity building for support to decentralized management of protected areas

Component 2: Local capacity building for management of protected areas

Component 3: Project administration & monitoring

Because, dryland management needs to be carried out also at a larger scale, the northern strip of the Reserve ("concentration area") will receive specific focus from PAGEN. It will ensure that the entire participatory planning is carried out with the estimated 45 to 60 villages & camps (about 55,000 people). The objective is to set aside for conservation several areas of at least 100,000 ha and others around permanent lakes (Oursi, Darkoye, Beli, etc.). The communities will be encouraged to federate into intervillage associations/groupments (or AGEREF) in order to manage biodiversity areas and initiate sustainable commercial activities.

The Diéfoula-Logoniégué lies at the opposite end of the country in the Sudanian savanna of the Comoé ecosystem. For the past few years, the site has received financial assistance from the GEF/Belgium through the Pilot Community-based Natural Resources & Wildlife Management Project (GEPRENAF). At the end of 2001, the GEPRENAF will end but, it is expected that (i) the wildlife population will not have sufficiently recovered to be cropped at a high enough rate to finance conservation and contribute to local development, (ii) the AGEREF position as Concessionaire and capacity will be too recent to optimize its management of the area, (iii) the private Guide will have just been selected and may not have found a suitable "business" equilibrium with the community. PAGEN will therefore accompany the Diéfoula-Logoniégué community, for five more years, with incremental financing of biodiversity conservation; the baseline being provided by villagers themselves and revenues from exploitation of the Conservation area.

Kaboré-Tambi National Park & in the Biosphere Reserve of Mare aux Hippo occupy special positions within the spectrum of Burkina ecosystems. The first task will be to carry out, with the communities, an ecological diagnostic and baseline inventories. The preparation of Participatory Management Plans will be carried out conjointly with capacity building efforts targeting both the Forests service employees officially entrusted to the management of the reserve/park and communities. By the end of PAGEN phase 1, it is expected that both protected areas will possess a management plan and that an AGEREF will be ready to work with reserve/park management officials. It is also expected that wildlife & habitat degradation will have been reversed. However, substantial recovery is not expected before Phase 2

### *Costs*

The Phase 1 GEF Alternative estimated to costs \$13.46 millions.

<b>GEF</b>	<b>\$ 7.50 million</b>
PNGT2 (IDA)	\$ 2.53 million
Other donors	\$ 1.09 million
Communities	\$ 0.59 million
Government of Burkina	\$ 1.68 million (custom/taxes \$0.66 million & counterpart financing \$1.02 million)

### *Benefits*

With GEF support, the CBRDP would be locally reinforced and enable total coverage of PAGEN focal areas. Based on the results of the GEPRENAF, it is possible to identify the benefits that are additional to the "baseline Program" :

*Additional impact on living conditions.* A marginal increase in income can be expected from new or alternative activities (tourism, safari hunting, pharmacopoeia, optimization of natural resources use, wildlife farming, etc.). Overall, the GEF additional impact on living condition will not be direct, but related to the security provided by a healthy and functioning ecosystem. Additional benefit includes diversification of income to the communities and to the national economy through more efficient tourism. Targeted provision by APL end, of a one-dollar equivalent per person per year to local development funds, will undoubtedly improve the community capacity to finance local development.

*Additional Impact on natural resources.* Under PAGEN, already improved sustainable use of natural resources under CBRDP and SILEM, will be widened to large wildland areas as well as to fauna and flora. A special effort will be made to monitor the impact of PAGEN on the ecosystem, and beneficiary villages will be especially trained to gather key bioindicators. PAGEN diminishes uncertainties by ensuring natural resource abundance/quality within protected areas, contributes to food security in drought years. A better managed ecosystem would have far reaching consequences on rangeland quality (with long term effects on livestock production), wildlife populations (with long term effect of food security and tourism income), forest cover (with long term effect on woodfuel security and access to potable water through aquifer replenishment), etc.

*Additional Impact on local capacities, awareness and rights.* Strengthened capacity and conservation awareness of all partners as well as village, and intervillage organizations is a prerequisite to the efficient execution of PAGEN. The creation and strengthening of Concessionaire AGEREFs, and support to their internal organizations and procedures, will be key for the long-term sustainability of protected areas. When necessary, alphabetization will be an essential ingredient in capacity building. Additionally, improved technical knowledge will result from corresponding training programs, thereby supporting the introduction of additional activities and the diversification of revenues.

*Additional Impact on the policy, legal and institutional environment.* GEF support will also reinforce coordination at the village, province and national levels, and integrates the intervention of a large number of actors across a broad range of sectors and subsectors. By focusing awareness and capacity building on Foresters, who traditionally resist decentralization and community empowerment, the GEF may have a far-reaching impact on the way conservation, as a whole, is approached in Burkina. PAGEN will reinforce current decentralization trends by ensuring that the long-term vision expressed in the Letters of Policies leads to adequate new legislation and institutions. GEF financing will also ensure better coordination and harmonization of current biodiversity conservation efforts by the Government and other donors at the international, national and local levels.

*Additional Impact on biodiversity conservation.* It is expected that, over its initial five year, PAGEN will help secure natural habitat and wildlife in about 400,000 ha of the Sudanian savanna, 200 000 ha in the Sahel as well as several hundreds ha of wetlands in the Sahel. Significant restoration is expected in the 100 000 ha Diéfoula-Logoniégué Gazetted Forests. PAGEN will also rip global benefit linked to wider ecosystem conservation and lesser desertification.

### **Incremental Costs**

The direct cost of the baseline scenario is calculated to be \$5.96 million. The GEF alternative is estimated to cost \$13.46 million, resulting in an incremental cost of \$7.50 million. The GEF is therefore asked to fund \$7.50 million of the incremental cost.

<b>Component Sector</b>	<b>Cost category</b>	<b>m US\$</b>	<b>Domestic Benefit</b>	<b>Global Benefit</b>
<u>National dimensions</u>	Baseline :  Gov. (0.25)	<b>0.25</b>	Day to day continuation of forester's activities at national level. Foresters may have positive impact on wildlife & ecosystem conservation locally.	None or marginal.
	With GEF Alternative	<b>1.93</b>	Improving the vision & capacity of the Forestry department and staff for biodiversity conservation at national level. Improvement of the way the existing protected area conservation strategy is implemented, sets the course for biodiversity projects more likely to be sustainable & attract private, donor & community financing. International coordination & experience sharing,	Same but global benefits are ripped when (a) legal and institutional reform for better suport to protected areas; (b) forester's vision, incentive & capacity are supporting protected area conservation, (d) improvement of long term financing prospect through trust to foundation, (d) international coordination functions well and lead to conservation of globally important sites & ecosystems (e.g. W & Pendjari system in the east of Burkina; other countries sites in Mali; Cote

			improves decision making, with attendant conservation of more habitat and wildlife.	d'Ivoire & Ghana)
	<b>Incremental</b>	<b>1.68</b>		
<u>Northern Sahel Partial Reserve</u>	baseline: Gov. (0.45); PNGT2 (1.16) PSBs (0.43) Communities (0.15)	<b>2.20</b>	<p>Villagers benefit from a participatory diagnostics, Local Development Plan and some of their most pressing priorities would be financed.</p> <p>Rural development project target environment awareness, agriculture, livestock, soil conservation and social infrastructures.</p> <p>Ecosystem monitoring with PSBs but limited to human development indicators.</p> <p>Conservation law enforcement in the Reserve carried out with very low intensity on a low-budget basis.</p>	<p>Current rural development Programs have local benefits on biodiversity (through soil conservation, bottom land management, or reforestation)</p> <p>Baseline Programs are environmentally friendly. They are likely to have local positive impact on biodiversity. However, the main focus of the PNGT &amp; PSB is not biodiversity, therefore the negative trend is unlikely to be reversed</p>
	With GEF alternative	<b>4.29</b>	<p>Partners who consider the health of the ecosystem important for land productivity influence development in the entire reserve.</p> <p>Participatory diagnostic carried out at the ecosystem level.</p> <p>Pastoralism receives particular attention, in term of conflict resolution but also in term of rangeland and water resources management.</p>	<p>The Sahel Reserve's management is approached at the ecosystem/landscape level.</p> <p>Biodiversity conservation, becomes a more important dimension of the region's development.</p> <p>Creation of several biodiversity areas in globally important sites (Seno Mango; Oursi; Beli; Etc.)</p> <p>User rules are defined and Participatory Management Plans drafted for the globally important biodiversity areas</p>

			<p>Forestry units are better aware of the potential of community conservation and are trained to deliver services and law enforcement throughout the Reserve.</p> <p>Communities are organized and their capacity for management of biodiversity areas is created.</p>	<p>created by the communities.</p> <p>Habitat restoration, wildlife recovery, security of elephant herd initiated in Phase 1.</p>
	<b>Incremental</b>	<b>2.09</b>		
<u>Comoé Wildlife Conservation Unit</u>	<p>Baseline :</p> <p>Gov. (0.51) PNGT2 (0.53) Communities (0.12) Private Guide (0.06)</p>	<b>1.23</b>	<p>Because of lack of capacity &amp; insufficient wildlife recovery, the Diefoula-Logoniégué AGEREF remains dependent on Government and private operator willingness to invest.</p> <p>Local development is financed in all villages around both Conservation areas.</p> <p>Natural resources &amp; forest management improve locally within the village's terroir.</p>	<p>Diefoula-Logoniégué biodiversity area is stabilization depend on the commitment external partners.</p> <p>User rules are defined in participatory. Management Plans for globally important conservation areas.</p> <p>Local improvement of biodiversity related to better Natural resources management techniques.</p>
	With GEF Alternative	<b>2.60</b>	<p>Community capacity building for the management of biodiversity areas improved.</p> <p>Wildlife revenues are optimized and reinjected into local development and agriculture stabilization.</p> <p>Exploitation of</p>	<p>Improved conservation, management and monitoring of biodiversity areas in Diefoula-Logoniégué (100 000 ha).</p> <p>Creation of a new biodiversity area in Boulon-Koflandé (50 000 ha) which enables better migratory movement of wildlife along the Comoé River.</p> <p>Recovery of wildlife population</p>

			<p>non-wildlife biodiversity (honey, pharmacopoeia, timber, etc.) strengthens the importance of natural resources management within the community.</p> <p>A mutually beneficial relationship between the communities, the Government &amp; the private operator is established.</p>	<p>and habitat restoration within both biodiversity areas.</p> <p>Optimization of revenues &amp; better distribution of roles &amp; responsibilities improves the potential for long term conservation of these two wildlands.</p>
	<b>Incremental</b>	<b>1.37</b>		
<u>Nazinga Wildlife Conservation Unit (Kaboré-Tambi National Park)</u>	<p>Baseline</p> <p>Gov. (0.28) PNGT2 (0.66) Other donor (0.66) Communities (0.28)</p>	<b>1.87</b>	<p>Local development is financed in all villages around both Conservation areas.</p> <p>Natural resources &amp; forest management improve locally within the village's terroir.</p>	<p>Marginal improvement of wildlife because of the ongoing efforts of the national NGO NATURAMA.</p> <p>Local improvement of biodiversity in the park periphery related to better Natural resources management techniques.</p>
	With GEF Alternative	<b>3.55</b>	<p>Community capacity for the co management of the park and its corridor to Nazinga improved.</p> <p>Exploitation of non-wildlife biodiversity (honey, pharmacopoeia, timber, etc.) strengthens the importance of natural resources management within the community.</p> <p>A mutually beneficial relationship between the communities, the Government &amp; the NGO is established.</p> <p>A better equilibrium with Nazinga &amp; Sissili's management is sought.</p>	<p>Creation of a corridor between Nazinga &amp; Kaboré-Tambi sets the stage for migratory movement of wildlife. Elephants return to Kaboré-Tambi.</p> <p>Managers &amp; users rules for park conservation are defined in a Participatory Management Plan for the park.</p> <p>Recovery of wildlife population and habitat restoration is initiated.</p> <p>Appearance of tourism revenues &amp; better distribution of roles &amp; responsibilities improves the potential for long term conservation.</p>

	<b>Incremental</b>	<b>1.68</b>		
<u>Bobo Wildlife Conservation Unit (Mares aux Hippo Biosphere Reserve)</u>	Baseline Gov. (0.18) PNGT2 (0.18) Communities (0.04)	<b>0.49</b>	Local development is financed in all villages around both Conservation areas.  Natural resources & forest management improve locally within the village's terroir.	Past efforts for conservation of the reserve are pursued.  The lake integrity is kept and the hippo population is stabilized. The lake remains an important site for migratory birds.  Local improvement of biodiversity related to better Natural resources management techniques.
	With GEF Alternative	<b>1.10</b>	Community capacity building for the management of biodiversity areas improved.  Wildlife revenues from tourism are reinjected into local development.  Exploitation of non-wildlife biodiversity (honey, pharmacopoeia, timber, etc.) strengthens the importance of natural resources management within the community.  A mutually beneficial relationship between the communities, the Government & the private operator is established.	Creation of a new core biodiversity area within the biosphere reserve.  Studies provide a technical solution for the management of the lake water including eutrophication, floating plant encroachment, etc.  Managers & users rules are defined in Participatory Management Plans for the entire Biosphere reserve.  Recovery of wildlife population and habitat restoration within & outside the biodiversity areas.  First tourism revenues & better distribution of roles & responsibilities improves the potential for long term conservation of the reserve.
	<b>Incremental</b>	<b>0.69</b>		
<b>TOTAL</b>	<b>Baseline</b>	<b>5.96</b>		
	<b>With GEF Alternative</b>	<b>13.46</b>		
	<b>Incremental</b>			



	<b>Costs</b>	<b>7.50</b>		
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**Annex 5: Financial Summary**  
**BURKINA FASO: PARTNERSHIP FOR NATURAL ECOSYSTEM MANAGEMENT**  
**Years Ending**  
**2007**

	IMPLEMENTATION PERIOD						
	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7
<b>Total Financing Required</b>							
<b>Project Costs</b>							
<b>Investment Costs</b>	1.6	2.3	2.7	2.8	2.3	0.0	0.0
<b>Recurrent Costs</b>	0.3	0.4	0.4	0.5	0.5	0.0	0.0
<b>Total Project Costs</b>	1.9	2.7	3.1	3.3	2.8	0.0	0.0
<b>Total Financing</b>	1.9	2.7	3.1	3.3	2.8	0.0	0.0
<b>Financing</b>							
<b>IBRD/IDA</b>	1.0	1.6	1.6	1.7	1.6	0.0	0.0
<b>Government</b>	0.2	0.3	0.4	0.4	0.3	0.0	0.0
<b>Central</b>	0.0	0.0	0.0	0.0	0.0	0.0	0.0
<b>Provincial</b>	0.0	0.0	0.0	0.0	0.0	0.0	0.0
<b>Co-financiers</b>	0.6	0.7	0.9	1.0	0.8	0.0	0.0
<b>User Fees/Beneficiaries</b>	0.1	0.1	0.2	0.2	0.1	0.0	0.0
<b>Other</b>	0.0	0.0	0.0	0.0	0.0	0.0	0.0
<b>Total Project Financing</b>	1.9	2.7	3.1	3.3	2.8	0.0	0.0

**Main assumptions:**

Note : IBRD/IDA in the above table is assimilated to GEF. IDA funds for PNGT2 is consolidated with that of Co-financiers as it pertains to another credit.

## **Annex 6: Procurement and Disbursement Arrangements**

### **BURKINA FASO: PARTNERSHIP FOR NATURAL ECOSYSTEM MANAGEMENT**

#### **Procurement**

A Country Procurement Assessment Review (CPAR) for Burkina Faso was carried out in November 1999 showing that procurement procedures do not conflict with Bank's guidelines. No special exceptions need to be specified in the Grant Agreement as, in any case, IDA's guidelines take precedence over any contrary local regulations. However, since there are practices that are in conflict with the Bank's guidelines, the Grant Agreement should specify the conditions listed below that have to be met under National Competitive Bidding.

All GEF financed contracts for Works and Goods or contracts financed by other donors, but for whom the Bank serves as Administrator, will be procured in accordance with the World Bank guidelines on procurement of goods, works and services: "Guidelines for Procurement under IBRD Loans and IDA Credits, January 1995, revised January and August 1996, September 1997, and January 1999," hereafter called the Goods and Works Guidelines, for goods and works, and "Guidelines for the Selection and Employment of Consultants by World Bank Borrowers, January 1997 and revised September 1997, and January 1999," hereafter called the Consultant Guidelines. No International Competitive Bidding (ICB) procedure is planned.

National Competitive Bidding (NCB), advertised locally, would be carried out in accordance with Burkina procurement laws and regulations acceptable to IDA, provided that: (i) all bidders are given sufficient time to submit bids (four weeks); (ii) bid evaluation and bidder qualification are clearly specified in bidding documents; (iii) no margin of preference is granted to domestic contractors and manufacturers; (iv) no bid is rejected during bid opening; (v) eligible firms are not precluded from participation; and (vi) award is made to the lowest evaluated bid to the bidder who meets the appropriate standards of capability and resources in accordance with predetermined criteria specified in the bidding documents. Standard bidding documents for the procurement of goods and works prepared by the project and found acceptable to the Bank will be used during project implementation for NCB.

The Bank's standard bid documents would be used for the procurement of all goods and works, except for local works or services implemented by communities associations or committees. In the latter case, the Bank's standard documents have been simplified and are included in the Project Implementation Manual. For all consulting assignments, the Bank's standard Request for Proposals would be used for the recruitment of consulting firms. Simplified contracts will be used for short-term time-based or simple assignments not exceeding six months and carried out by individual consultants or firms. Project staff will be briefed on the revised consultant's guidelines during the appraisal mission. Any needed additional information will be provided during negotiations.

Goods, works and consulting and non-consulting services to be financed under this Grant may not be supplied from nationals of the following countries: The Bahamas, Bahrain, Barbados, Brunei, Darussalam, Cyprus Oman, Qatar, Singapore and the United Arab Emirates. In all other respects, procurement eligibility will follow the current version of the Guidelines.

**Advertising** No ICB for goods or major consulting is expected. A General Procurement Notice (GPN) is mandatory and is normally prepared before negotiations and issued in the United Nations Development Business (UNDB), as well as in the local newspapers to advertise for any ICB for goods and for major consulting assignments to obtain expressions of interest. The GPN is also normally issued in the national

press for contracts to be let under NCB. If ICB are envisioned at a later stage, a detailed GPN for the subsequent years will be prepared for the project and published in UNDB. It will be updated annually for all outstanding procurement. Specific Procurement Notices (SPN) and Expressions of Interest (EOI) for large contracts for consultants services (above US\$100,000 equivalent) will also be advertised in Development Business and sufficient time will be allowed for responses to such specific notices (minimum 30 days) before preparing the short list.

***Procurement Implementation Arrangements.*** The CPAR has outlined a number of weaknesses in the national procurement legislation. With regard to project level, they are: a) insufficient monitoring of contracts; b) delays in payment for counterpart funds; c) insufficient in planning in procurement of goods, works and services; d) delays in submitting required documentation for IDA review; and e) lack of training in procurement for project staff. Procurement of all goods, works and services, other than those executed by the conservators or concessionaires would be the responsibility of the PCU. This unit will recruit a procurement specialist familiar with the Bank's procurement procedures. The situation will be closely monitored during project implementation to ensure that sufficient safeguards are in place to ensure transparency and efficiency, filing and tracking is adequate and to aggregate procurement by procedure or to monitor unit prices. Such a system will be put in place before effectiveness.

***Monitoring and Filing.*** The PCU will set up monitoring and filing procedures in preparation of the Project. In order to achieve compliance, procurement planning and monitoring (procurement progress, unit costs, etc.) would become an integral part of the annual work program and reporting cycle. The annual work programs and progress reports would include, the updated procurement plan, an overview of all procurement to date and by procurement method, and an evaluation of procurement problems encountered during the year under review.

***Procurement Capacity and Procurement Plan .*** Since the Project staff is not yet recruited, it was not possible to carry out a procurement capacity assessment of the PCU before appraisal. This assessment will be done before Grant effectiveness and will verify whether the PCU will be able to handle the procurement workload under the project, and agree on an action plan to correct any management deficiency in the implementation agency's capacity to administer procurement in an efficient and transparent way. As part of this action plan, a qualified procurement specialist will be recruited as a condition of effectiveness. The assessment will also help review parameters for prior review limits and the frequency of procurement supervision. A computerized procurement system will be developed, and all project-related procurement documents will be kept accordingly.

The procurement plan for the first year, prepared during appraisal, will be reviewed by the Bank and will be finalized at negotiations. It will be based on the initial needs of the project and the work-programs submitted by January 2002. The exact mix of procurement will be determined on an annual basis during the annual joint reviews between the DGEF and IDA, where a draft procurement plan for the following financial year will be presented and agreed upon. During the first 12 months of Project operations, the detailed procurement plans for the following years will be developed and submitted to IDA for review and approval. The plan will include relevant information on works, goods, and consulting services under the project as well as the timing of each milestone in the procurement process. The procurement schedule will be updated every quarter and reviewed by IDA during each supervision mission. The procurement plan will be part of the Project Implementation Manual (PIM). The PIM should solicit, among other things, the participation of all stakeholders, set out the procurement plans, assess the local counterpart fund requirements, specify responsibilities for commitment and implementations, and identify the risks that need to be controlled.

**Manuals.** A Project Implementation Manual has been prepared and reviewed during preparation and evaluation. It consists of a main manual with reference to manuals for specific procedures (e.g., Administrative and Financial Procedures, Monitoring and Evaluation). These manuals will be finalized as a condition of negotiation. The manuals clearly detail: (i) eligibility criteria; (ii) procedures for calling for bids, selection of contractors, service providers and vendors, and contract award; (iii) supervision procedures; (iv) financial management and disbursement procedures; and (v) procedures for reception and handing over of completed works.

**Assurances to be sought at negotiations.** The following assurance will be sought during negotiations: (a) the use of the standard bidding documents and standard evaluation reports approved by the Bank; (b) application of the procurement procedures as outlined above and detailed in the Project Implementation Manual; (c) adherence to a target processing schedule as outlined in the table below; (d) annual review of the procurement plan and procurement arrangements as part of the annual reports; (e) the procurement plan will be updated quarterly and submitted to the Bank; and (f) procurement information will be collected as follows: (i) prompt recording of contract information by the Borrower; and (ii) annual and semi-annual progress reports to the Bank by the Borrower showing revised cost estimates for individual contracts and the program as a whole, updated procurement time table, compliance with aggregate limits on specified methods of procurement, and review of procurement issues during the preceding year with proposals on how to address these. In addition, at negotiations, the Government will give assurances that the action plan developed by the Bank to correct any deficiency in the implementing agency's capacity to administer procurement in an efficient and transparent way, will be implemented according to the timetable indicated in the action plan.

<b>Procurement Phase</b>	<b>Time delay (in weeks)</b>
Preparation of bidding documents	4 (6 weeks for large contracts)
Preparation of bids by bidders	4 (6-10 for ICB)
Bid Evaluation	2 (3 for large contracts)
Signature of contracts	2
Payment	3

**Procurement methods (Table A)**

The project elements by disbursement category and procurement methods are summarized in Table A below. Consultant selection methods and thresholds for procurement methods are summarized in Table B below.

**Civil Works (US\$1.55 million).** Project financed works related to the construction of small infrastructures in conservation areas (water holes, tracks, watch tower, dirt roads, fence, etc.) and to the rehabilitation of Government owned buildings that will be made available to the Project. The cost for about half of the contracts is expected to be less than US\$ 30,000 each and the other half expected to exceed US\$30,000.

It is very unlikely that any contract for civil works would exceed US\$500,000. Should this event occur, however, it would be subject to ICB procedures. Works exceeding US\$30,000 and less than US\$500,000 will be procured in accordance with NCB procedures up to an aggregate amount of US\$720,000. About half of the work concerns small infrastructure costing less than US\$30,000 each, up to an aggregate amount of US\$710,000, which will be procured under lump-sum, fixed price contracts awarded on the basis of quotations obtained from at least three qualified domestic contractors on the basis of specifications prepared by the PCU, conservators or concessionaires. The PCU, conservators and concessionaires will use the list maintained by the CBRDP of qualified construction companies and engineers with agreed upon rates that can be accessed by Project beneficiaries. This list will be updated at least once a year. Works with high labor and low technical input such as maintenance of tracks and fire breaks, costing less than \$10,000 up to an aggregate of \$120,000 will be sole sourced to community members, informal groupments, village enterprises or local associations.

**Goods (US\$ 0.70 million).** The grant will finance the procurement of vehicles, motorcycles, office equipment (including computers), and field equipment. To the extent practicable, goods would be lumped into lots. Goods that are expected to cost no less than US\$ 20,000 and are available locally can be procured using NCB procedures up to an aggregate amount of US\$130,000. Procurement for readily available off-the-shelf goods and/or standard commodities that cannot be grouped in lots of sufficient size, and not exceeding an aggregate amount of US\$80,000 over the life of the Project, would be procured through prudent local shopping, on the basis of a comparison of quotations from at least three reputable suppliers. In the event that these goods would not be available in the country, international shopping procedures would be followed. Ninety percent of the vehicles, motorcycles and computer equipment will be procured from UN agencies (UNIPAC or IAPSO) up to the aggregate amount of US\$490,000 over the life of the Project.

**Community-Based Procurement.** The Africa Guidelines for Simplified Procurement and Disbursement for Community-Based Investments (February 1998) will be used in the design of procurement under this aspect of the project but cognizance of local practices and the capacity of communities to manage the process will be an important consideration. The PCU will be responsible for ensuring compliance with these guidelines, and ex-post reviews of random sub-projects will be conducted periodically by the Bank and independent consultants appointed by the PCU. Simplified procurement and disbursement procedures for community-based programs, including the positive list of items qualifying under this component, will be developed and included in the Project Implementation Manual for approval by IDA.

**Table A: Project Costs by Procurement Arrangements**  
(US\$ million equivalent)

Expenditure Category	Procurement Method <sup>1</sup>			N.B.F.	Total Cost
	ICB	NCB	Other <sup>2</sup>		
<b>1. Works</b>	0.00 (0.00)	0.72 (0.48)	0.83 (0.50)	0.00 (0.00)	1.55 (0.98)
<b>2. Goods</b>	0.00 (0.00)	0.13 (0.09)	0.57 (0.51)	0.00 (0.00)	0.70 (0.60)
<b>3. Services Consultant, training and audits</b>	0.00 (0.00)	0.00 (0.00)	5.02 (4.99)	0.28 (0.00)	5.30 (4.99)
<b>4. Operating costs</b>	0.00 (0.00)	0.43 (0.28)	1.00 (0.65)	0.17 (0.00)	1.60 (0.93)
<b>Total</b>	0.00 (0.00)	1.28 (0.85)	7.42 (6.65)	0.45 (0.00)	9.15 (7.50)

<sup>1/</sup> Figures in parenthesis are the amounts to be financed by the Bank Grant. All costs include contingencies.

<sup>2/</sup> Includes civil works and goods to be procured through community participation, national shopping, consulting services, services of contracted staff of the project management office, training, technical assistance services, and incremental operating costs related to (1) managing the project, (2) implementation of protocols with deconcentrated Government services

**Consultant Services, Training and Audits (US\$ 5.30 million).** Consulting services financed by the GEF would be for: (i) technical assistance, studies, aerial survey of protected areas, GIS establishment and management including purchase of satellite images, architectural design, civil works supervision, preparation of bidding documents, financial management support, financial and technical audits; and (ii) technical matters (monitoring and evaluation, environmental impact, technical assistance to communities, etc.) and training (skills gap analysis, skills development and training of staff and local communities).

**Quality and Cost-Based Selection (QCBS).** Consultant services will normally be procured through the selection of short-listed firms on the basis of Quality and Cost-Based Selection (QCBS), except where noted below. All consultant assignments estimated to cost the equivalent of US\$100,000 or more would seek an expression of interest through an advertisement in at least one national newspaper with wide circulation, in Development Business (UNDB), and/or in an international newspaper or technical magazine. In addition, all such consulting assignments will be listed in the annual GPN.

The following other methods will also apply.

**Least Cost Selection (LCS).** For audits and other services of a standard nature estimated to cost less than US\$50,000, the LCS method would be used up to an aggregate amount of US\$140,000. The firm with the lowest price would be selected, provided its technical proposal would receive at least the minimum qualifying score.

**Consultant's Qualifications (CQ).** Consulting services for architectural design, civil works supervision and training (estimated to cost less than US\$50,000 per contract, and up to an aggregate amount of US\$950,000, would be based on the consultant's qualifications (CQ), i.e. based on work experience and competence relevant to the assignment.

**Single Source Selection (SSS).** SSS will be used for (1) the NGO NATURAMA which is already concessionaire of the Kaboré Tambi National Park for a maximum amount of US\$500,000 over the life of the Project (result-based 2.5--year contract renewable for 2.5 years, to include technical assistance and support staff salaries, equipment including vehicles and computers, lodging for staff and operation and maintenance costs), (2) the Comoé AGEREF which is already concessionaire of the Comoé-Léraba Partial Reserve for a maximum amount of US\$150,000 over the life of the Project (result-based 2.5--year contract renewable for 2.5 years, to include technical assistance and support staff salaries, lodging for staff and operation and maintenance costs), (3) the NGO IUCN which is positioned internationally for assistance to transfrontier coordination and activities for a maximum amount of US\$130,000 over the life of the Project (result-based 2.5--year contract renewable for 2.5 years, to include staff and consultant salaries, travel, subsistence and operation and maintenance costs related to the service).

**Individual Consultants.** Services for tasks, such as project staffing, the organization of training or seminars and small studies, that are generally of low-cost (generally less than US\$ 20,000) and can be delivered by individuals and do not need teamwork or back-up support services, will be selected through comparison of qualifications among individual consultants expressing interest in the assignment or approached directly shall be procured under contracts awarded to individual consultants up to an aggregate amount of US\$1,020,000.

Short-lists of consultants for contracts estimated to cost less than US\$100,000 each may be comprised entirely of national consultants, provided at least three qualified firms are locally available at competitive costs. However, if foreign firms have expressed an interest for those contracts, they will not be excluded from consideration.



The training program is geared towards the strengthening of the managerial and technical capacities of the DGEF, PCU, its partners, AGEREF and CVGTs. The Project's training program would be reviewed annually and would be subject to the Bank's prior review and approval, as would be all participation in workshops and seminars.

To establish a roster of consultants for carrying out studies, provide technical assistance to communities, preparation of bidding documents and construction supervision, the PCU would publicize each year procurement notices in the local press to get expressions of interest from consultants. Based on the criteria detailed in the Project Implementation Manual, the PCU will maintain and update the roster of consultants, which will be used to establish short-lists or select firms with the required qualifications.

**Table A1: Consultant Selection Arrangements (optional)**  
(US\$ million equivalent)

Consultant Services Expenditure Category	Selection Method							Total Cost <sup>1</sup>
	QCBS	QBS	SFB	LCS	CQ	Other	N.B.F.	
<b>A. Firms</b>	1.96 (1.96)	0.00 (0.00)	0.00 (0.00)	0.14 (0.14)	0.95 (0.95)	0.95 (0.92)	0.00 (0.00)	4.00 (3.97)
<b>B. Individuals</b>	0.00 (0.00)	0.00 (0.00)	0.00 (0.00)	0.00 (0.00)	0.00 (0.00)	1.02 (1.02)	0.28 (0.00)	1.30 (1.02)
<b>Total</b>	1.96 (1.96)	0.00 (0.00)	0.00 (0.00)	0.14 (0.14)	0.95 (0.95)	1.97 (1.94)	0.28 (0.00)	5.30 (4.99)

1\ Including contingencies

Note: QCBS = Quality- and Cost-Based Selection

QBS = Quality-based Selection

SFB = Selection under a Fixed Budget

LCS = Least-Cost Selection

CQ = Selection Based on Consultants' Qualifications

Other = Selection of individual consultants (per Section V of Consultants Guidelines), Commercial Practices, etc.

N.B.F. = Not Bank-financed

Figures in parenthesis are the amounts to be financed by the Bank Grant.

### **Prior review thresholds (Table B)**

**Prior Review.** All goods and works contracts estimated to cost US\$100,000 or more will be subject to the Bank's prior review procedures. Prior Bank review will also be required for contracts for consulting services valued at US\$50,000 or more for firms and US\$ 25,000 or more for individuals. In these cases, the draft Request for Proposals and the shortlist of consultants must be cleared with the Bank prior to inviting proposals from the shortlisted consultants. With respect to each contract for the employment of individual consultants estimated to cost the equivalent of US\$25,000 or more, the qualifications, experience, terms of reference and terms of employment of the consultants shall be furnished to the Association for its prior review and approval. The terms of reference for consulting assignments and training, single source recruitment, and assignments of a critical nature as determined by the Bank, as well as amendments to contracts raising them above the above mentioned prior review thresholds, will be subject to the Bank prior review regardless of contract amount. All the procedures in Appendix 1 of the Consultant Guidelines would apply. The review process will cover about --% of the contract amounts for works, goods and consultants.

**Modification or waiver of the scope and conditions of contracts.** Before agreeing to any material extension, or any modification or waiver of the conditions of contracts that would increase the aggregate cost by more than 15 percent of the original price, PCU needs to specify the reasons thereof and seek the Bank's prior no-objection for the proposed modification.

**Post Review.** All contracts not subject to the thresholds listed in the preceding paragraph will be subject to a post review. Once a year a procurement specialist or procurement accredited staff would accompany a supervision mission and conduct a post review of a sample of contracts not subject to prior review. All documents related to procurement below the prior review threshold will be maintained by the Borrower for such an ex-post review and for a review by project auditors for up to one year after project completion. The Project will hire engineers to perform technical audits of a random sample of sub-projects. The technical audit will focus on quality of execution and adequacy of procurement procedures followed. The results of the technical audit will be included in the annual reports.

**Table B: Thresholds for Procurement Methods and Prior Review <sup>1</sup>**

<b>Expenditure Category</b>	<b>Contract Value Threshold (US\$ thousands)</b>	<b>Procurement Method</b>	<b>Contracts Subject to Prior Review (US\$ millions)</b>
<b>1. Works</b>	US\$500,000 and above	ICB	0.00
	US\$30,000 - US\$500,000	NCB	0.72
	Less than US\$30,000	Comparison of quotes from 3 established local contractors	0.00
	Less than US\$10,000	Sole source to community associations, committees, etc.	0.00
<b>2. Goods</b>	US\$100,000 or above	ICB/IAPSO	0.00
	US\$20,000 - US\$100,000	NCB/IAPSO	0.14
	Less than US\$20,000	Other (local shopping)	0.00
	NA	UN Agency	0.00
<b>3. Services Firms</b>	US\$100,000 and above	QCBS (international advertised/shortlist)	0.55
	US\$50,000 - US\$100,000	QCBS (international /national shortlist)	1.41
	Less than US\$50,000	CQ/LCS	0.14
		SSS (for NGOs NATURAMA, AGEREF & IUCN)	0.78
<b>Individuals</b>	US\$50,000 and above	Comparison of 3 CVs	
<b>4. Incremental operating costs</b>	US\$ 100,000 or below	NCB, Direct contracting, local shopping, etc.	0.43
<b>5. Community work</b>	Less than US\$ 10,000	Small works with sole source to communities	0.00
<b>6. Miscellaneous</b>			

**Total value of contracts subject to prior review:**

4.02

**Overall Procurement Risk Assessment**

**Average**

**Frequency of procurement supervision missions proposed:** One every 12 months (includes special procurement supervision for post-review/audits)

<sup>1</sup>Thresholds generally differ by country and project. Consult OD 11.04 "Review of Procurement Documentation" and contact the Regional Procurement Adviser for guidance.

## Disbursement

### **Allocation of grant proceeds (Table C)**

The amounts to be financed through the GEF Grant are detailed in Table C below. Disbursement percentages will apply to invoices all taxes included for local expenditures. The GEF grant will be disbursed over a period of five years from January 2002 to December 31, 2006, which will be followed by a 4 month grace period for goods delivered, services rendered and works completed before December 31, 2006.

**Table C: Allocation of Grant Proceeds**

<b>Expenditure Category</b>	<b>Amount in US\$million</b>	<b>Financing Percentage</b>
Works	0.90	65%
Equipment and vehicles	0.60	100 % of foreign expenditures and 65% of local expenditures
Consultant services, Training and audits	4.95	100 %
Operating costs	1.05	65%
<b>Total Project Costs</b>	<b>7.50</b>	
<b>Total</b>	<b>7.50</b>	

### **Accounting, Auditing and Reporting**

The Project Coordination Unit (PCU) will set-up a financial management system. Finalization of the administrative manual is a condition of negotiation. The PCU, the conservators and the concessionaires will maintain project accounts in accordance with International Accounting Standards (IAS) to reflect their operations and financial positions and will have all accounts audited in accordance with the IAS, by an external and independent audit firm with terms of reference acceptable to the Bank. An audit firm will be recruited as a condition of effectiveness. The contract can be renewed up to a maximum of three years provided performance of the auditor is judged satisfactorily. Assurances will be sought at negotiations that the auditor's report, including the Management Letter and a statement as to whether or not Bank funds have been used for their intended purpose, will be submitted to the Bank no later than June 30 of each year. In addition, the function of internal auditor will be reinforced and an independent accounting firm will be retained for this purpose. Renewal of the contract with the internal auditor will be contingent on the conclusions and recommendations of the external auditors.

No later than September 30 of each year, the PCU will submit to the Steering Committee, with a copy to the Bank, the proposed Annual Work Programs and Financial Report. The report format will detail activities, associated unit costs and an implementation timetable. It will also include monitorable progress indicators for each proposed activity.

In addition, the PCU will produce semi-annual progress reports showing budgeted and actual expenditures, source of funds used, statements of progress achieved on the basis of the agreed upon indicators and the (revised) objectives and financial reports for the forthcoming six months.

To ensure proper accountability of funds managed by beneficiaries, technical and financial audits will be carried out on a sample basis. These audits would focus on the technical execution of the works (technical quality and progress), systems in place to ensure appropriate maintenance, and that basic information is available to track the use of the funds (receipts, contracts, comparison of prices/bids, etc.). Where funds are inappropriately utilized, the Project will cease supporting activities until all funds have been accounted

for. In cases where fraud is suspected, local authorities will be notified.

**Assurances to be sought at negotiations.** The following assurances will be sought during negotiations: (a) the standard clauses related to appropriate financial management (keeping of separate accounts by source of funds, maintenance of information, implementation of annual audits); and (b) a detailed statement on the use of funds at the village level, with an action plan to combat fraud.

### Monitoring and Reporting

The World Bank has introduced Financial Management Reporting for World Bank Group financed projects. This initiative assists projects to put in place sound financial management, procurement and output monitoring systems. When these systems are in place, the borrower may elect FMR-based disbursements rather disbursements on the basis of individual invoices or statements of expenditure.

The following action plan has been established in order to make the Project ready for FMI within 18 months of Credit Effectiveness.

#### **Action Plan for setting up an accounting and financial management system in preparation for FMR-based disbursements**

	<b>Action</b>	<b>Date due by</b>	<b>Responsible</b>
	<b>Interim Phase</b>		
1	-Consulting firm to draft Administrative, Accounting & Financial Management Manual describing accounting systems and procedures; internal controls; and flow of funds processes: -the Bank comments on first draft; -Incorporation of the Bank comments "Appointment of PCU's key staff: Coordonnateur and RAF "Other PCU staff		
2	-Agreement on terms of reference for external audit firm; -Agreement on terms of reference for Consulting Firm to establish a computerized Program Financial Management System (PFMS)		
3	the Bank FMS carries out an interim assessment of the Financial Management set-up, and issues recommendations for compliance with OP/BP 10.02		

4	<p>Recruitment process of Consulting Firm and Auditors:- Finalize bidding documents;</p> <ul style="list-style-type: none"> <li>- Seek the Bank no objection;</li> <li>- Publish bids;</li> <li>- Receive and evaluate bids and select winners;</li> <li>- Seek the Bank no objection on selected winners.</li> </ul>		
5	Appointment of External Auditors		
6	Appointment of Consulting Firm to design and establish the computerized Program Financial Management System		
7	<p>Installation of the computerized Program Financial Management system (operationalize the Manual)</p> <ul style="list-style-type: none"> <li>-Finalization of a Chart of Accounts;</li> <li>- "Paramétrage" of software and agreement on financial reporting format/content;</li> <li>- Test of Financial Management System based on PPF operations and produce opening financial statements;</li> <li>-Set up all bank accounts (SA, PA, Imprest system, etc.) and</li> <li>- Consulting Firm conducts initial training of staff</li> <li>- Continue test for the first semester and produce monthly reports.</li> </ul>		
8	External Auditors review the Program Financial Management system for soundness and reliability.		
9	Implementation of Auditors recommendations		
10	the Bank FMS carries out the final Assessment of the Program Financial Management system, and issues the 18-months action plan for adopting report-based disbursement		
11	Program Effectiveness.		
	<b>Final Phase</b>		

12	Review Program financial management at implementation and make corrections as required: -Beef up and accelerate training of staff; -Reinforce PFMS eliminate redundancies; -Up date 18-month action plan.		
13	First Program financial audit reports issued		
14	Review Program audit reports and follow on implementation of recommendations.		
15	Second PFMS review assessment to ensure compliance with the 18-month action is on target.		
16	Update PFMS and start report-based disbursements on a parallel basis (pilot).		
17	Third PFMS review assessment and initiation of report-based disbursement.		
18	FMRs issued on a quarterly basis.		

**Use of statements of expenditures (SOEs):**

**Statement of Expenditures (SOEs):** Disbursements for all expenditures should be made against full documentation, except for: (i) consulting firms under contracts in an amount equivalent or inferior to US\$100,000; (ii) goods, works and consulting firms under contracts in an amount equivalent or inferior to US\$ 50,000; (iii) as well as training, studies and operating costs. All supporting documentation for SOEs will be retained at a suitable location and readily accessible for review by periodic Bank supervision missions and external auditors.

**Special account:**

**Special Accounts:** To facilitate project implementation and reduce the volume of withdrawal applications, the Government will open a Special Account (SA) in FCFA in a commercial bank on terms and conditions acceptable to the Bank for GEF's share of eligible expenditures. The authorized allocation will be FCFA 500 million representing about four months of eligible expenditures. Upon effectiveness IDA, GEF will deposit the amount of FCFA 250 million representing 50 percent of the authorized allocation into the special account. The remaining balance will be made available, when the aggregate amount of withdrawals from the credit account shall be equal to or exceed FCFA SDR 3 million. The special account will be used for all payments inferior to twenty percent of the deposited amount and replenishment applications will be submitted at least once a month. Further deposits by GEF into the Special Account will be made against withdrawal applications supported by appropriate documents.



**90-day advance accounts:** To expedite project implementation and permit disbursements at project sites as well as facilitate the participation of NGOs and the beneficiary community at large, five 90-day advance accounts will be authorized in the following sites : Banfora (for the Wildlife Conservation Unit (WCU) Comoé-Léraba, Dori (for WCU Sahel), Ouagadougou (one for WCU PONASI and one for the concessionaire NGO NATURAMA), Bobo-Dioulasso (for WCU Bobo). The PCU (Project Coordination Unit) will make these advances out of the Special Account to meet eligible expenditures for a period of 90-days based on an average of four months of expenditures. The advance accounts will be opened in local commercial banks to ensure smooth and timely transfer of funds from the center to these locations. Advances will be made from the special account, and subsequently replenished. To ensure regular replenishment of the advances, the beneficiary units (WCU Comoé-Léraba, WCU Sahel, WCU PONASI, NATURAMA, WCU Bobo) will present the evidence of payment with all the supporting documents to the PCU.

**Counterpart Funds, Project Account.** The PCU will open up a project account in a financial institution in which Government's counterpart contribution will be deposited. The initial deposit will be in the amount of CFAF 65 million, which is equivalent to 6 months of expenditures. Replenishments would be done on a semi-annual basis on the basis of forecasts included in the annual work programs and semi-annual progress reports. The establishment of this account and the first deposit into it, will be a condition of effectiveness.

**Annex 7: Project Processing Schedule**  
**BURKINA FASO: PARTNERSHIP FOR NATURAL ECOSYSTEM MANAGEMENT**

<b>Project Schedule</b>	<b>Planned</b>	<b>Actual</b>
<b>Time taken to prepare the project (months)</b>	18	36
<b>First Bank mission (identification)</b>	10/15/1997	10/15/1997
<b>Appraisal mission departure</b>	10/15/2001	10/15/2001
<b>Negotiations</b>	11/26/2001	
<b>Planned Date of Effectiveness</b>	06/30/2002	

**Prepared by:**

SAWADOGO Bobodo Blaise, Coordinator of preparation; (226) 35 60 34;  
 Bobodo.Sawadogo@hotmail.com

**Preparation assistance:**

GEF PDF B \$175,000; DANISH CTF \$25,000; SWEDISH CTF \$3,600.

**Bank staff who worked on the project included:**

<b>Name</b>	<b>Speciality</b>
Jean-Michel Pavy	Biodiversity specialist, TTL
Emmanuel Nikiema	Natural resources management, co-TTL
Ibrahim Nébié	Agriculture services
Luc Lecuit	Information management & monitoring/evaluation
Jerome Gauthier	Livestock specialist & local development
Mohammed Bekhechi	Environmental lawyer
Korka Diallo	Disbursement
Mamadou Yaro	Financial analyst
Celestin Bado	Operation analyst
Amadou Tidiane	Procurement officer
Jane Hopkins	Economist (Cluster Leader for Rural development)
Pascale Dubois	Country lawyer
Luc Lapointe	Procurement officer
Edith Mwemba	Lawyer

**Annex 8: Documents in the Project File\***  
**BURKINA FASO: PARTNERSHIP FOR NATURAL ECOSYSTEM MANAGEMENT**

**A. Project Implementation Plan**

Draft Document de Projet (French equivalent to PIP), January 2002

Etude d'Impact Environnementale et Sociale, December 2001

Framework Process for Involuntary Resettlement, December 2001

Draft Manuel de Gestion Administrative et Financière, January 2001

Draft Manuel de Suivi-évaluation, January 2002

**B. Bank Staff Assessments**

Rapport, Mission d'information dans le Gourma Malien et Sahel Burkinabé, January 97

Aide mémoire Identification mission, October 97

Aide mémoires Préparation missions ; January 98; August 98; January 99; October 99; April 00; May 00; August 00

Aide mémoire Pré appraisal mission: February 2001

Aide mémoire appraisal mission: January 2002

Project Information Document (PID)

**C. Other**

Rapport de mission conjointe Burkina Faso et Mali, Les Elephants du Gourma Malien et du Sahel Burkinabé ; Une Enigme Ecologique, février 1997

Rapport final, Mission de consultation avec les populations locales et les partenaires, B. Hasane, juin 99

Inventaire de la diversité biologique du Sahel burkinabé, octobre 99

Etude sur l'Identification et la Mise en perspective de la Dynamique de Developpement, octobre 99

Rapport, Atelier de Plannification, novembre 99

Rapports d'Evaluation externe GEPRENAF, juin 00 & septembre 00

\*Including electronic files

**Annex 9: Statement of Loans and Credits**  
**BURKINA FASO: PARTNERSHIP FOR NATURAL ECOSYSTEM MANAGEMENT**

Project ID	FY	Purpose	Original Amount in US\$ Millions				Cancel.	Undisb.	Difference between expected and actual disbursements <sup>a</sup>	
			IBRD	IDA	SF	GEF			Orig	Frm Rev'd
P000296	1998	AG SERVICES II	0.00	41.30			0.00	29.74	14.71	8.55
P000287	1994	HEALTH/NUTRITION	0.00	29.20			0.00	4.73	4.96	0.28
P000283	1997	MINING CAPACITY BUIL	0.00	21.40			0.00	16.08	6.99	0.00
P000308	1994	POPULATION/AIDS CONT	0.00	26.30			0.00	5.47	5.98	0.00
P000304	1997	POST-PRIMARY EDUC.	0.00	26.00			0.00	16.96	9.31	0.00
P050886	1999	PRIVATE IRRIGATION	0.00	5.20			0.00	4.03	1.10	0.00
P000297	1995	URBAN ENV	0.00	37.00			0.00	14.92	13.66	13.70
<b>Total:</b>			0.00	186.40			0.00	91.93	56.71	22.53

BURKINA FASO  
STATEMENT OF IFC's  
Held and Disbursed Portfolio  
20-Sep-2000  
In Millions US Dollars

FY Approval	Company	Committed				Disbursed			
		IFC				IFC			
		Loan	Equity	Quasi	Partic	Loan	Equity	Quasi	Partic
1999	AEF FasoMine	1.00	0.40	0.00	0.00	0.00	0.00	0.00	0.00
1997	Ecobank-Burkina	0.00	0.25	0.00	0.00	0.00	0.25	0.00	0.00
1998	SGBB	0.00	0.38	0.00	0.00	0.00	0.38	0.00	0.00
	Total Portfolio:	1.00	1.03	0.00	0.00	0.00	0.63	0.00	0.00

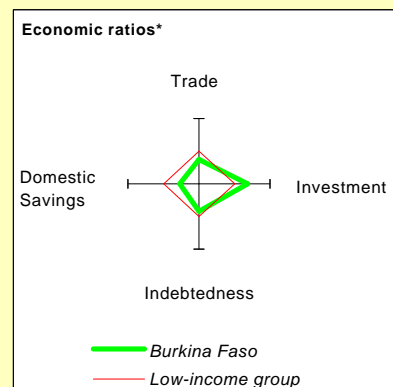
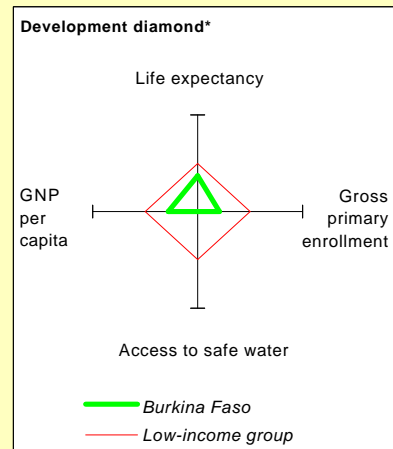
  

FY Approval	Company	Approvals Pending Commitment			
		Loan	Equity	Quasi	Partic
	Total Pending Commitment:	0.00	0.00	0.00	0.00

## Annex 10: Country at a Glance

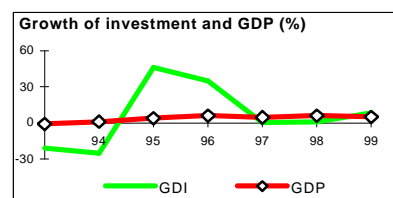
### BURKINA FASO: PARTNERSHIP FOR NATURAL ECOSYSTEM MANAGEMENT

POVERTY and SOCIAL	Burkina Faso	Sub-Saharan Africa	Low-income		
<b>1999</b>					
Population, mid-year (millions)	11.0	642	2,417		
GNP per capita (Atlas method, US\$)	230	500	410		
GNP (Atlas method, US\$ billions)	2.6	321	988		
<b>Average annual growth, 1993-99</b>					
Population (%)	2.4	2.6	1.9		
Labor force (%)	2.1	2.6	2.3		
<b>Most recent estimate (latest year available, 1993-99)</b>					
Poverty (% of population below national poverty line)	..	..	..		
Urban population (% of total population)	18	34	31		
Life expectancy at birth (years)	44	50	60		
Infant mortality (per 1,000 live births)	104	92	77		
Child malnutrition (% of children under 5)	33	32	43		
Access to improved water source (% of population)	..	43	64		
Illiteracy (% of population age 15+)	77	39	39		
Gross primary enrollment (% of school-age population)	40	78	96		
Male	48	85	102		
Female	31	71	86		
<b>KEY ECONOMIC RATIOS and LONG-TERM TRENDS</b>					
	<b>1979</b>	<b>1989</b>	<b>1998</b>	<b>1999</b>	
GDP (US\$ billions)	1.5	2.4	2.6	2.6	
Gross domestic investment/GDP	..	..	28.6	27.2	
Exports of goods and services/GDP	9.3	10.3	13.8	11.5	
Gross domestic savings/GDP	-3.1	7.1	12.4	10.1	
Gross national savings/GDP	..	..	19.2	15.5	
Current account balance/GDP	..	..	-10.1	-12.3	
Interest payments/GDP	0.3	0.7	0.2	..	
Total debt/GDP	19.0	30.4	52.6	54.9	
Total debt service/exports	3.2	9.7	15.6	..	
Present value of debt/GDP	..	..	32.0	..	
Present value of debt/exports	..	..	175.2	..	
	<b>1979-89</b>	<b>1989-99</b>	<b>1998</b>	<b>1999</b>	<b>1999-03</b>
<i>(average annual growth)</i>					
GDP	..	3.8	6.2	5.2	6.3
GNP per capita	..	0.9	3.4	2.3	3.4
Exports of goods and services	-2.1	1.5	10.5	5.6	5.4

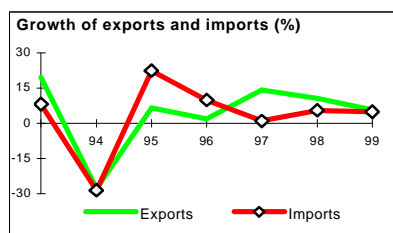


#### STRUCTURE of the ECONOMY

	1979	1989	1998	1999
<i>(% of GDP)</i>				
Agriculture	34.2	31.8	33.3	32.1
Industry	22.8	23.9	27.2	27.4
Manufacturing	..	..	..	..
Services	43.0	44.3	39.5	40.6
Private consumption	90.9	78.9	73.0	76.6
General government consumption	12.2	14.0	14.7	13.3
Imports of goods and services	30.9	24.9	30.0	28.6



	1979-89	1989-99	1998	1999
<i>(average annual growth)</i>				
Agriculture	3.6	3.4	5.5	6.2
Industry	4.1	3.2	10.9	5.0
Manufacturing	2.3	..	..	..
Services	4.5	3.5	4.5	6.1
Private consumption	2.9	3.2	6.8	4.7
General government consumption	7.0	3.1	6.2	4.5
Gross domestic investment	..	4.8	0.9	8.6
Imports of goods and services	2.8	1.9	5.5	4.8
Gross national product	..	3.8	6.3	5.2

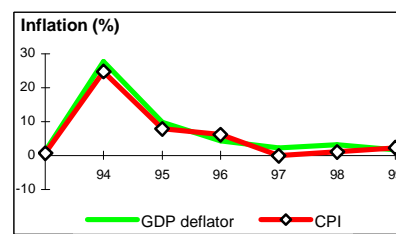


Note: 1999 data are preliminary estimates.

\* The diamonds show four key indicators in the country (in bold) compared with its income-group average. If data are missing, the diamond will be incomplete.

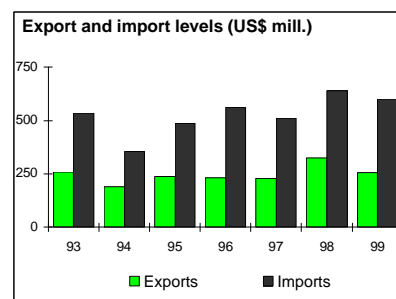
## PRICES and GOVERNMENT FINANCE

	1979	1989	1998	1999
<b>Domestic prices</b>				
(% change)				
Consumer prices	..	-0.3	1.0	2.3
Implicit GDP deflator	..	..	3.1	1.6
<b>Government finance</b>				
(% of GDP, includes current grants)				
Current revenue	..	10.0	14.4	16.1
Current budget balance	..	-1.0	4.0	5.1
Overall surplus/deficit	..	..	-8.5	-10.9



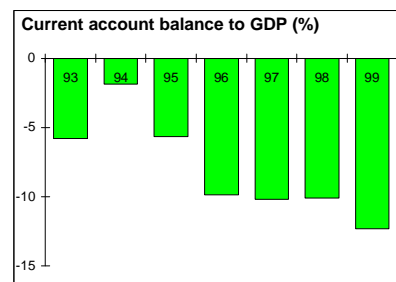
## TRADE

	1979	1989	1998	1999
(US\$ millions)				
Total exports (fob)	..	..	325	255
Cotton	..	..	206	136
Meat	..	..	46	48
Manufactures	..	..	..	..
Total imports (cif)	..	..	639	600
Food	..	..	143	74
Fuel and energy	..	..	72	102
Capital goods	..	..	196	221
Export price index (1995=100)	..	..	98	101
Import price index (1995=100)	..	..	104	105
Terms of trade (1995=100)	..	..	95	97



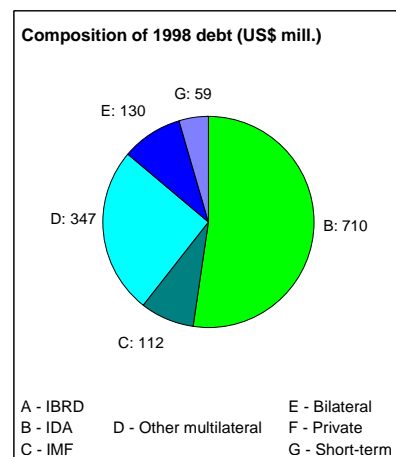
## BALANCE of PAYMENTS

	1979	1989	1998	1999
(US\$ millions)				
Exports of goods and services	174	244	364	292
Imports of goods and services	491	587	803	760
Resource balance	-316	-343	-439	-467
Net income	..	..	-12	-13
Net current transfers	83	140	190	155
Current account balance	..	..	-261	-326
Financing items (net)	..	..	227	310
Changes in net reserves	..	..	33	15
<b>Memo:</b>				
Reserves including gold (US\$ millions)	..	266	373	407
Conversion rate (DEC, local/US\$)	212.7	319.0	589.7	615.7



## EXTERNAL DEBT and RESOURCE FLOWS

	1979	1989	1998	1999
(US\$ millions)				
Total debt outstanding and disbursed	295	717	1,358	1,452
IBRD	0	0	..	0
IDA	65	255	710	753
Total debt service	9	39	74	..
IBRD	0	0	..	..
IDA	0	3	10	11
Composition of net resource flows				
Official grants	137	116	214	..
Official creditors	49	79	..	..
Private creditors	13	3	..	..
Foreign direct investment	2	0	0	..
Portfolio equity	0	0	0	..
World Bank program				
Commitments	14	63	15	30
Disbursements	19	25	58	63
Principal repayments	0	1	11	6
Net flows	19	24	47	57
Interest payments	0	2	5	5
Net transfers	19	22	42	52



## **Additional Annex 11**

### **ECOLOGICAL DESCRIPTION OF PROJECT SITES**

Several sites have been retained for Phase 1 (see also map):

- Sahel Wildlife Conservation Unit (or Northern strip of the Sahel Partial Reserve)
- Comoé-Léraba reserve and Boulon-Koflandé complex of gazetted forest in Comoé-Léraba Wildlife Conservation Unit
- Mares aux Hippo Biosphere Reserve in Bobo Wildlife Conservation Unit
- Kaboré-Tambi National Park in PoNaSi Wildlife Conservation Unit

In the Comoé unit, the Comoé-Léraba Reserve set up by the rural community covers about 100,000 ha of savanna woodland and gallery forests. The galleries are the northern spur of the Guinean forest; of 301 species of plants inventoried 37 characterize dense humid forest. It harbors animal species unique in Burkina: 2 families, 4 genders & 7 species (e.g. the chimpanzee and black-and-white colobus). The global value of that ecosystem is similar to the internationally recognized nearby Comoé National Park, to which this site is linked via a corridor along the Comoé river. Conservation there is addressed at the landscape, and even watershed, level in coordination with other GEF funded initiatives in Côte d'Ivoire (GEPRENAF & National Park Protection). With private financing that is being leveraged by the Forestry Department, management will be extended further north to encompass the Boulon & Koflandé Forest Reserves. This area is important to secure a migration route along the Comoé river to wildlife now increasing in Diéfoula and to create a second pole for attraction of tourism in the Comoé province.

The Partial Sahel Reserve covers 1.6 million ha. entirely in the arid West African Sahel where rainfall ranges between 450 and 150 mm. It is inhabited by about 250,000 rural people practicing mostly animal husbandry and farming. The bulk of the population is concentrated in several towns: Dori, Gorom-Gorom, Djibo, Oursi, Markoye. While the description of PAGEN areas' biodiversity (ILCA reports 824 plant species, endemisms, etc.) is not accessible in a comprehensive report, it is expected to include wide ranging species that do exist in other parts of the Sahel. However, nowhere is the Sahel unique ecosystem protected on the scale that its arid ecology warrants. That ecosystem is threatened to the point that several species have already disappeared from the wild (e.g. oryx). The Sahel Wildlife Conservation Unit which encompasses the northern strip of the reserve presents a number of interesting features: a Ramsar Site (Oursi), a bird sanctuary (Beli), a waterfowl hunting concession (Darkoye) and harbors large portions of uninhabited land, such as the Séno Mango, which can provide suitable habitat at the scale needed by the arid ecosystem. Its wetlands are on important European and Ethiopian bird flyways. Séno Mango comprises a large dunal system covered with grass land which is mostly located in Mali, and a system of complex woodland and bowe called "tigered bush" located on the Burkina side of the border. The two areas are divided by a system of semi-permanent lakes and temporary streams, which harbor a large community of migrant birds. The tigered-Bush with its dense thickets provides excellent shelter to the animals tracked by vehicle hunting (e.g. dama, dorcas & red-fronted gazelles). It is also the summer ground for a 700-rich elephant herd migrating from Mali; this issue will be approached in collaboration with Malian partners.

The Kaboré-Tambi National Park : This park, formerly known as Pô national park, covers 155,000 ha of alluvial floodplain along both banks of the Volta Rouge River, which is reduced to isolated water holes during the dry season. There are a number of small marches and lakes within the park, and wooded



savanna predominates. Mammals include lion, elephant, buffalo and a number of antelope species. Poaching, illegal wood collection and grazing have been a problem and animal numbers have been significantly reduced. The park possesses several interesting opportunities in term of conservation and economic development. It is located within the Nazinga Wildlife Conservation Unit and at a short distance from The Nazinga Game Ranch (which received GEF/UNDP support) & the Sissili Forest reserve. Both are managed for wildlife utilization and harbor substantial wildlife populations because of good security and waterholes. Both have attracted large numbers of elephants (in the order of 600). Habitat degradation is now a problem which can only be solved by restoring some of the elephant traditional range. Kaboré-Tambi is along that range. NATURAMA (national NGO affiliated to Birdlife International) has been granted concession of the park. With minimal resources it has focused in the past on community awareness & organization.

The Biosphere Reserve of Mare aux Hippo: An area of 19,200 ha is gazetted. The whole site was established as a Ramsar site in 1990. The reserve lies in a flat floodplain with marshie areas in the north and a 660 ha perennial lake (the "Mare au Hippo") in the south. Open forest dominates, with gallery forest along the watercourse, and thickets on leterite pans. Large mammals densities within the reserve are low due to poaching and hippopotami are the most important species. The reserve is classified as one of several ZICO (Zone d'Importance pour la Conservation des Oiseaux) in Burkina by the NGO NATURAMA. Overgrazing and fire are of particular concerns as well as the management of water both upstream and down stream from the lake.

**Additional  
Annex 12**

**STAP ROSTER TECHNICAL REVIEW  
(1ST REVIEW PRIOR TO ADOPTION OF APL INSTRUMENT)**

Reviewer: John Newby  
Conservation Biologist  
15 February 2000

**12. A. STAP Roster Technical Review:**

**Terms of reference**

This Independent Technical Review has been commissioned by the World Bank (contact person: Jean-Michel Pavy). The standard terms of reference for Independent Technical Review of GEF Investment Projects have been followed.

**Scientific and technical soundness of the project**

The Project Concept Document reviewed is sound and reflects a high degree of awareness of both the advantages and constraints to efforts to conserve the biodiversity of Sahelian arid lands. The paper presented has drawn well on ongoing work and lessons learned from the region to highlight both opportunities and threats.

The document carefully weighs the advantages of improved ecosystem and natural resource management in terms of improved livelihoods and environmental security (notably as part of desertification strategies) against the overwhelming constraints of generic and widespread under-development.

Under the circumstances, it represents a realistic scenario for addressing biodiversity loss in the ecosystems under consideration.

**Global environmental benefits and/or drawbacks of the project**

The project focuses on key environmental issues, affecting not only a large part of Africa but also many other parts of the world, that of desertification and the insidious loss of biodiversity due to root causes such as poverty, inappropriate land-use, and limited viable socio-economic alternatives. A successful outcome to this project will not only be of benefit locally but will provide leadership and experience for further application throughout the Sahelian zone and further afield.

**Project fit within the goals of the GEF**

Good.

**Regional context**

The project's thrust is highly relevant regionally. The issues under consideration are region-wide in nature and any useful experiences are likely to be relevant and applicable in other countries throughout the Sahel and possibly further afield. Community-based approaches to conservation and natural resource

management (CBNRM) are becoming increasingly popular. Their successful application will depend not so much on the experiences in one area but on the experiences and lessons learned from many areas and in many socio-ecological situations. Extension into the Sahel of an approach that has to date been mainly centred on Southern Africa (Zimbabwe and CAMPFIRE, Zambia and ADMADE, Namibia and LIFE, etc.) is highly laudable and highly relevant to GEF's role in global conservation efforts.

### **Replicability of the project**

The approach and intervention strategies proposed in the project concept are not only replicable but are in fact based on similar regional efforts targeting similar goals. There is every reason to expect the project to further develop the methodology and process of community-based natural resource management in the Sahel. Whilst there are no magic formulas or blueprints for success, good examples are likely to be tailored to local situations and replicated elsewhere. The problem is one that is widely shared and examples of successful projects and approaches are being actively sought.

### **Sustainability of the project**

Assessment of the project's sustainability must be considered at the appropriate scale and against a relevant time-frame. In general terms, the project's emphasis on community-based initiatives is good and is unlikely to create the sort of funds and/or technology based hurdles that often prevent governments, technical agencies or communities from carrying on project-induced activities after external funding and support is withdrawn.

The concept correctly recognises that capacity-building will be needed as an investment in the project's implementation and future work. It also correctly recognizes the need to accompany communities in their CBNRM initiatives over long periods of time. Whilst some activities may find mechanisms for sustainable support relatively quickly (eco-tourism, hunting), others are less likely to do so (controlled grazing areas, *mises en défens*, municipal nature reserves, critical habitat protection).

Where ephemeral, external expert assistance is provided, and this should include funding inputs as well, care must be taken to ensure that the transition between project-based implementation and community-based, post-project implementation is smooth. This will probably entail a relatively long period of handover to avoid the type of unacceptably abrupt cut-off situation that marks many assistance projects. It will also necessitate the establishment, where appropriate of viable, self-sustaining funding mechanisms such as the described Village Investment Funds.

One key to the project's successful implementation and sustainability will be in defining realistic land-use plans and land zonation on the basis of agreed management, development and conservation objectives. The 'one-size fits all' approach is unrealistic and simply will not work. The secret will be in finding the right management regime for the various sites and landscapes. Some areas will require strict protection and should probably be put under the responsibility of the highest authorities (e.g. national parks, gazetted strict reserves, etc.). In others, more flexible management regimes should be considered. It should be recognised that compromise between human practices and biodiversity conservation is rarely mutually beneficial and that there will invariably be a price to pay on the biodiversity side. Whilst adequate support to gazetted national parks and reserves is often lacking, it does not mean that more open-access regimes will succeed either.

In this respect, the role of economic operators requires careful and realistic definition, both in terms of what they can honestly expect and just how much their interests are income rather than conservation driven. Be realistic and bear in mind that the potential for incentives and income generation in the Comoe

site are probably superior to the more northern and more arid Sahel site.

Whilst remaining ambitious, be realistic also in defining acceptable rather than ideal outcomes. There is little or no chance that pre-drought let alone pre-colonial situations can be achieved. The paradigm has changed in many ways and as a result target-setting needs to reflect this. By taking the zonation approach one has the opportunity of breaking down the problem into smaller and more readily conceived entities based on the desired land-use and conservation goals.

Finally, and as correctly identified by the concept (page 15), community-based natural resource management will only function correctly if the process is fully enabled and actively supported by higher level institutional reform in terms of land and natural resource tenure, together with the ability of communities to fully benefit from the fruits of their conservation efforts and practices. See also comments on stakeholders and capacity-building.

### **Linkages to other focal areas**

The document comprehensively and convincingly lists the linkages to other focal areas. This is key because significant and sustainable improvements in environmental care and biodiversity conservation are unlikely to happen unless efforts are increased to address the root causes of land and resource degradation: poverty, demography, security, ignorance, lack of alternatives. Conservation is a multi-sectoral issue and not something purely of interest to a limited group of animal lovers!

### **Linkage to other programmes and action plans**

The project concept clearly relates linkages between the proposed initiative and those both within Burkina and in neighbouring countries. Linkages go beyond simple recognition but also look at the possibilities for the application of lessons learned from similar initiatives.

### **Other beneficial or damaging environmental effects**

The proposal outlines a suite of environmentally beneficial effects and impacts. Any damaging impacts are likely to be relative to the ability of the project to define and implement the 'correct' management strategies and regimes for the component areas and sites within the project's geographic scope.

### **Degree of involvement of stakeholders**

The proposal outlines a solid approach to stakeholder involvement and role in project implementation. Care will be needed to ensure that the allocation of roles and responsibilities is realistic (socially, politically) and that they are matched with the appropriate sort of support (technical, legislative, financial, skills) and investment.

More care must be given in defining the sort of functional partnerships needed to implement the project, together with the mechanisms needed to ensure that planning and implementation is a shared process. CBNRM should not be about shifting all responsibilities to communities but to target those that are best situated at this level. However empowered a community is, it is not realistic that they be expected to carry arms and enforce the law for example. Unless handled carefully, empowerment of one group can functionally or psychologically disempower another. What we are looking for is a win-win situation in which all parties find their roles and responsibilities clarified and enhanced.

## **Capacity-building aspects**

Capacity-building and skills development aspects are a major key to the project's longer-term sustainability and as such require further and better definition. Clarity in this area will derive from a better understanding of specific roles and responsibilities of the key stakeholders, including those that will need to be in place when the project ends.

## **Innovativeness of the project**

Whilst CBNRM is no longer new, it is still in its infancy. Application of the principles in many different situations is highly desirable from a learning perspective. Extension of the approach into the Sahel is, however, both novel and promising given the failure in general to achieve biodiversity conservation through more traditional methods. Success in the few sites where CBNRM is functional will have a disproportionately positive impact given the large size of the area concerned – the Sahel -- and the general similarity of the conservation problems being faced.

## **12.B. Indications that the reviewers comments have been addressed**

Sustainability: The realistic vision expressed by the reviewer on sustainability must be emphasized. As indicated in the PCD, and recognized by the reviewer, this project cannot be expected to set up a sustainable conservation system, or achieve sustainable ecological restoration, within its five-year horizon. The team has recognized that further funds, from GEF or other donors was needed for a subsequent phases. The PRONAGEN will therefore use the APL instrument. The Sahel does not lack donor interests. If it demonstrates commitment and shows positive results, the Government will have no difficulties mobilizing additional support for other sites in the country. See also F1 on Sustainability.

Risk that private interests prime over conservation interests: The Project will help the Government prepare a set of iterim criteria and procedure for private operator selection. They will be included in the Implementation Manual and approved by the Bank prior to negotiations. In addition, during the course of the project, the Bank will closely supervise the private operator/community relationship. In addition, the PRONAGEN will finance a study to determine the most optimal way to implement the wildlife reform in order to optimize the role and benefit of private operators, communities and the country at large. Adoption, & implementation of the results of this study (as agreed at the mid-term review) will be a trigger from Phase 1 to 2.

Ability to define and implement adequate implementation plans : The plans will be defined by the communities with assistance from a local team of experts. They will be based as much as possible on traditional knowledge and, if applicable, ancestral rules. Because the rules that define access to pastoral land are so complicated the PRONAGEN will begin with a two-level approach to participatory diagnostic : « terroir » and landscape. Because the diagnostic and the solution will be defined & carried out by the community at large, it is expected that the management plans subsequently drawn by the AGEREF will be realistic and rules will have more chances to be respected.

Functional partnership between the community and Government services : The PRONAGEN will help both partners define and meet its own responsibilities. The “proximity team” will be mostly comprised of civil servants (foresters, agriculture & livestock services agents). Training will focus on both the Forestry services and the rural community. What the project seek is to empower the community over the management of biodiversity areas and place the forestry and other services in a position to help the community achieve its conservation goal. For areas with a more restrictive use status (e.g. PN Kaboré

Tambi), the level of empowerment of the community may be less prominent than in other conservation areas. Still, it will be the outcome of negotiated arrangement between them and the Forestry services.

Capacity building was poorly described in the early version of the PCD. The Bank team worked with the Government preparation team over this issue. Capacity building is a central objective of the Program. Training will be delivered as «modules» to the project teams, to their Government partners, to the community members (particularly the members and employees of the AGEREFs). Functional alphabetization in national languages is going to be a major aspect of capacity building within the community. Most of the modules are already available and the expertise to deliver them exist in Burkina.

## **STAP ROSTER TECHNICAL REVIEW 2ND REVIEW: SOCIAL DIMENSIONS**

Reviewer: Prof. Dr. Michael M Horowitz  
Director  
Institute for Development Anthropology  
Date: 2 September 2000

### **12.C. STAP Roster Technical Review:**

This Independent Technical Review, focusing on the social dimensions of the proposed project, has been commissioned by the World Bank (contact person Jean-Michel Pavy). In addition to the Project Paper, documentation reviewed included the draft final rapport, Mission de Consultations avec les Populations Locales et les Partenaires, by Boubacar Hassane, which reports on two three-week missions, to Burkina Faso in December 1998 and to Mali in January 1999. This report was requested by the reviewer to supplement the discussion of social dimensions in the project paper, dated March 3, 2000. The reviewer is grateful to Messieurs Pavy and Crepin for their having made this additional documentation available on very short notice.

Social Scientific and Technical Soundness of the Project: Any review of proposed interventions involving pastoral and agropastoral peoples in subSaharan Africa will be informed by two propositions:

1. Most development interventions on African drylands have been imposed with little or impoverished understanding and appreciation of the pertinence of the indigenous knowledge, values, and cultural experiences of the peoples whose lives will be directly affected by them.

2. Most development interventions of African drylands fail to achieve their objectives and their anticipated cost-benefit ratios despite the massive investments they received and despite the involvement of well-respected development professionals and organizations in their identification, design, and implementation.

These two propositions are intimately linked: development projects on African drylands generally fail to increase productivity of the range and the livestock, improve producer income and quality-of-life, and retard or reverse environmental degradation precisely because they are poorly informed about the social, cultural, and often ecological realities of their target populations.

It is therefore important that the design of the PRONAGEN project show itself to be well-informed about the political ecology (social organization, values, and productive activities) of the affected peoples. This is especially critical for this kind of project, which simultaneously seeks sustainably to improve the environment (with a focus on wildlife) and reduce rural poverty. The project's stated purpose is: "to set up a national decentralized system for participatory management of natural ecosystems that is profitable for the communities, the private operators and the state."

This reviewer is concerned uniquely with the "communities".

Most of the interventions proposed in the project paper have to do with wildland ecosystems from which customary productive activities-- farming, herding, gathering -- will be discouraged. Boubacar Hassane underscores this point: "La possibilité que ce projet puisse avoir des impacts négatifs sur les populations locales par l'éventualité de leur marginalisation, nécessiterait qu'une attention toute particulière soit faite dans son élaboration et dans sa mise en oeuvre" (Para. 49). Boubacar Hassane concludes that in several important arenas -- health, impacts of tourism, involuntary sedentarization, and effects on ethnic/cultural minorities -- negative impacts are unlikely to be significant. He acknowledges, however, that during the two three-week field sessions that informed his report, discussions were held primarily with "les autorités et les responsables administratifs et techniques tels que les Hauts Commissaires ou Gouverneurs, les Préfets ou Chefs de Cercles, les Sous-Préfets ou Chefs d'Arrondissements, les responsables administratifs villageois ou Chefs de Canton ou de Faction... C'est ainsi qu'au niveau des villages et des campements les communautés sont reconstruites et réunies autour des responsables administratifs ou coutumiers" (Para. 24). Especially telling is the underrepresentation of women in the samples: "Au Burkina Faso, la mission a pu rencontrer 774 participants dont 50 femmes [ca. 6%]... Au Mali, la mission a rencontré 767 participants dont 36 femmes [ca. 5%]..." (Para. 29).

In addition to establishing and maintaining wildlife areas for biodiversity conservation and tourism, the project seeks efficient management of productive natural resources, with a focus on rangeland. The assumption which might be more clearly stated in the paper and, indeed, demonstrated, is that the rangelands are not being effectively managed at present and that improved management would sustainably increase their carrying capacity for livestock and/or would increase the productivity -- in milk, meat, hides, and manure -- of a reduced stocking rate to the net benefit of herders (both pastoral and agro-pastoral) and herding communities. The paper might state specifically what kinds of changes in herding practice it would introduce/recommend that are both cost-effective and environmentally sustainable. These are left implicit in the document.

A second point, picking up on the issue raised by Boubacar Hassane, is that the paper should demonstrate how the exclusion of domestic livestock, farming, and gathering from the protected areas will not itself negatively impact on the economic well-being of project-affected communities. And it should demonstrate why there is an inherent incompatibility between running both domesticated and wild animals on the same land. (Some ecologists have argued that the exclusion of Maasai cattle from the Serengeti Reserve may have aesthetic value or make the area more attractive to tourists, but in fact has little if any benefit for the environment and the wildlife).

On this point, the project document states that "biodiversity loss" in the Sudanian zone can be related to "poor land-use practices and policies." And in the Sahel, it states that "high demography and low technology input have led to significant increase in livestock numbers with inappropriate use of the grazing potential and cultivation of marginal lands." These are powerful accusations that the primary victims of the declining capacity of the environment to sustain life are also the instruments of that degradation. I suggest that the paper provide clear documentation in support of these accusations. They

are at least debatable, and there is also a body of literature that argues that Sudano-Sahelian herders are in fact skilled stewards of both land and stock. Some of their adaptive mechanisms are under assault by the alienation of traditional rangelands for other purposes, mainly the expansion of agriculture -- both irrigated and rainfed (the latter, across the traditional agronomic dry boundary), but also urban settlements and parks and reserves.

Under the project, a potentially useful "Pastoral Tenure and Users Study" is to be carried out in the Sahel, with focus on Peul (ie FulBe), Bela, and Tuareg. We suggest that such a study might most usefully be undertaken prior to project implementation so that its findings might be taken into account in a timely way. Note, too, that ethnic labels themselves are not unproblematic in the project's zones:

Not all FulBe were pastoral, in fact many were not. They defined themselves as Muslim teachers, traders, and farmers, as well as herders. Nor were all pastoralists FulBe. Nor were Gourmantchie peoples a united community of sedentary farmers. People calling themselves Gourmantchie and FulBe today descend from peoples who did not always define themselves as such at the beginning of this century (Mary Ellen Zuppan, "The Historical Imagining of FulBe and Gourmantchie Identities," 2000, unpublished manuscript).

Project management might consider awaiting the findings of the "Pastoral Tenure and Users Study" before concluding that "the pastoral community is...sometimes adverse to land-use rules." It may well be that the experience that they have had with such rules imposed by government indeed leaves them unpersuaded of their benefits. Governments and development organizations have been known to embrace an anti-nomad ethic, and that embrace leads to actions--such as forced increases in offtake rates, severe constraints on pastoral mobility, forced sedentarization, and shifts from a dairy-based to a meat-based economy. These actions fundamentally threaten herders' and their animals' abilities to survive on arid and semiarid rangelands, and herders may well be advised to view them adversely.

A third point is that the paper should demonstrate an understanding of the socioeconomic complexity of local communities. They are not homogeneous, undifferentiated groupings, but rather they are segmented into sometimes competing or opposed units by ethnicity (which itself is not necessarily fixed or self-evident), class, education, caste, religion, age, and gender. The complex nature of local "communities" implies that project benefits are likely to be disproportionately captured by already privileged persons and not necessarily benefit the community as a whole. The project paper refers to the importance of "decentralization to the lowest level possible" so that "key decisions and funds [are placed] in the hands of those who stand to win or lose." Yet without clear understandings of the social complexity of seemingly homogeneous communities, it is not at all assured that the most likely losers will be accorded decision-making authority. For example, livestock ownership has become increasingly concentrated. Many herders do not own the livestock they manage, but function either as hired shepherds or as potential owners of some fraction of the offspring. Since the prolonged drought of the late 1960s and early 1970s, persons who do not come from pastoral communities, including government officials and merchants, have invested in cattle and confide daily management to a hired shepherd. Thus, the statement, "to empower the community over the management of wildland," needs to be nuanced to assure that the rewards of such empowerment do not exacerbate already existing social segmentations and worsen the conditions of poorer and less powerful persons.

To accomplish this, the project paper might more persuasively demonstrate how the "gestion des terroirs" approach involves all groups, "however marginalized in society." Further on this point, the paragraph about "Rationale for GEF support" states that there are economic benefits of improved management of natural ecosystems, but doesn't clearly indicate what these benefits might be or how the poor of rural



communities will receive them.

None of this necessarily challenges the overall thrust of the project. These suggestions are offered to strengthen its credibility and to anticipate issues that are likely to emerge prominently during its implementation.

Beyond these concerns, I endorse much of the favorable assessment of the project given by the other STAP Roster Technical Reviewer.

#### **12.D. Indications that the reviewers' comments have been addressed**

The concerns expressed by the STAP reviewer are relevant for the proposed operation. It is true that few (if any) projects in the Sahel have successfully targeted more than one of the dimensions of pastoral life & development. Livestock projects have been many but have focused on animal health, trade, stocking rate & water development without taking enough into account the traditional knowledge of pastoral communities and the ecological health of the range.

Nonetheless, it is obvious, that traditional pastoralism rules developed at a time when much less cattle, sheep & goats existed. Under such condition, plants could rest in between grazing time (see literature on Pastoral Perimeters). Some pastors we talked to were the first to diagnose the disappearance of perennial andropogon as a result of high stocking rates and competitive use of the range between herders.

As the reviewer recognizes, livestock ownership has to a significant extent moved from the rural people to absentee-owners that have no immediate stake in the quality of the range. Under such condition herders are accountable first for the health of the animals in stewardship; they are likely to make choices on an immediate-return basis; the PRONAGEN must find ways to approach these owners.

Finally it is true that, as agriculture land becomes scarce, it expands in areas traditionally reserved for grazing above the "agronomic dry boundary". Like a herder mentioned to us at identification: "c'est la divagation des champs".

The PRONAGEN will not squarely assume that wildlife & cattle are incompatible users of the same range but will be cautious. While it is true that in East Africa cohabitation has been possible, there is no such example in the West Africa Sahel and Sudanian ecosystem. But, as of now, where livestock have moved in, wildlife has diminished and often disappeared. Under very arid conditions in the Sahara and extremely low stocking rate this may be different (e.g. successes of the Air Tenere Reserve in the 80's).

Using the "holistic approach", the Pilot Pastoral Perimeter Program (PPPP) is attempting to find ways to increase stocking rates and perennial plant recovery by inducing land-use-rules more compatible to the current sizes of the herds and local ecology. One member of the Bank team is also members of the PPPP and will focus specifically on this dimension. This may be one of the "technical solutions" that the PRONAGEN may offer the communities.

Finally, involuntary sedentarization is not a solution proposed by PRONAGEN.

In summary, the project team understands the complexity of the pastoral system and recognizes that this complexity may not transpire enough in the PCD; some statements are perhaps ill informed and debatable. The PRONAGEN team will take into account the recommendations of the reviewer. Several paragraphs of the PCD (e.g. Benefits & Risks) have been edited to account for specific comments and ensure that the

document provides a better picture of the intended process.

The reviewer pinpoints the shortcoming of “gestion des terroir” which has yet to prove it can take into account the social, cultural & ecological realities. The PRONAGEN team also recognizes the superficiality of the “basic” gestion des terroir approach that will be implemented in CAPs. That is the reason why, it is designed as a process whereby the participatory diagnostic is only the first step toward understanding the land its constraints & management systems. It starts in year one and ends when results are achieved, i.e. many years later. All choices and decisions are those of communities. The project field teams will act as sorts of mediators and information channels within & between communities and share “outward experiences”. The complexity and time-bound dimension of this process is also the reason why we are requesting to employ national technical assistance and proximity teams and to use the APL instrument.

The reviewer also suggest to carry out the study of “pastoral tenure and users” before implementation. It is the opinion of the project team that this study must be carried out in parallel to early implementation. It is not a desk study or a well-minded research exercise. It is supposed to feed the participatory process and enable the field teams to be well informed and pilot with more accuracy and more equity the decision making process. In addition, if the PRONAGEN is not launched in these areas as part of the DRDP, it may find it difficult to reverse inadequate trends and community decisions induced from the less ecologically minded DRDP.

**Additional  
Annex 13**

**GEPRENAF EXTERNAL REVIEW SUMMARY**

**13a.** An external evaluation mission of the Burkina Faso component of the GEPRENAF Project entrusted to Francis Lauginie (ecologist) and Emile Pare (sociologist) was held from 12 to 26 May 2000. Ten days were spent in the field during which interviews, averaging 3h 45 minutes were conducted with the representatives of eleven villages out of the seventeen concerned, in addition to three half-day visits to the Diefoula Forest and two to the Logoniégué Forest.

**Comments**

It is necessary to have a long-term view of conservation, notably when the objective is to change mentalities and behaviors in areas as vital as agriculture and the use of natural resources. The Technical Support Unit (TSU) took time to build solid relationships both within and between villages and the bases of the project are well established. The TSU undeniably contributed to the local development process and the high quality of its work must be stressed.

The GEPRENAF contributed in a remarkable way to enhancing the social cohesion of the seventeen villages (individually and between each other). It helped open them up, facilitate collective decision-making and initiate the participation of the youth and women. However the latter are still disadvantaged and need to be empowered since their roles are confined to mere organizers (for example, they account for less than 12 % of persons trained in literacy by the Project).

The Project is opening one of the avenues for attaining national conservation goals. Raising of awareness of farmers about environmental issues is one of the most promising signs. The communities are familiar with the goals, the process and the major messages of the Project. Government authorities of the Comoe Province fully support the GEPRENAF. Only collaboration from the Livestock Services remains to be improved.

The Project has set in motion a local development process and the approach adopted has been successful in all of its related dimensions. The GEPRENAF is on line with the objectives of the National Biological Diversity Conservation Strategy and its seven guiding principles. It addresses five of the ten specific problems identified during the formulation of this strategy. The establishment of a corridor to the Comoe National Park, stabilization of agriculture, reclaiming of degraded lands in gazetted forests and their rapid restoration are highly positive results. The issue of agriculture fields maintained in the Diefoula Forest by the villagers of Ouangolodougou still needs to be resolved. There are also cases of tree felling for harvesting honey not far from villages.

The restoration of fauna is well under way. Since targeted biological impact indicators were prudent (2% annual average growth of six indicator species) there is a high likelihood that the objectives will be attained. However, a lot still remains to be accomplished to ensure the return to normal conditions, either in terms of population densities or animal behavior towards humans. Corroborating indices show that poaching, both by outsiders and villagers, persists in the area. While village surveillance committees are necessary, they cannot bear the entire responsibility for successful anti-poaching. Their conditions of intervention place the Project in a non-legal situation. One of the missions assigned to the surveillance committees by the AGEREF/GEPRENAF protocol is to “*participate in active anti-poaching operations*”. This protocol is

implemented without social coverage and under the legal responsibility of the administration even though the latter did not sign the protocol and most of weapons carried by the villagers are illegally held.

The amounts already spent for project management alone from 1996 to 1999 (927 million) is disproportionate to the investments undertaken for community activities (91 million out of the 163 million spent for the agro-sylvo-pastoral area), capacity building (98 million) and, to a lesser extent, the conservation of biological diversity (152 million). For a project of this nature, while it is essential to earmark significant financing for technical support such as the one provided by the TSU, there is no justification for constructing over-sized administrative buildings and a series of rangers' posts that do not fit their purposes. Contrary to the instructions of the technical appendices of the Manual of Procedures, these posts and the refurbishment of the Folonzo camp were not built with "*aesthetically and ecologically appropriate materials that reflect the culture and traditions of the region*". Even if the first basic maps produced are useful, the design of a complex geographic information system, that does not always fully work and which management is not tailored to a village association capacity, is equally hard to justify.

The Project had rightly elected to focus first on local development before the management of natural habitats. Thus, it is too early to ascertain that the high interest shown by the villagers is not excessively related to the community achievements and to unfortunate promises made prior to the project effectiveness, such as the construction of the Yendere-Mangodara link. The establishment of this track including the construction of a bridge over the Comoe river does not in any way constitute a vital activity for the rational use of natural resources. While it will facilitate relationships between the AGTRENs as well as the work of the AGEREF, it will work against the conservation objective in the area.

Law No. 006/97/ADP establishing the Forestry Code provides an adequate legal framework for confirming or complementing the status of Diefoula and Logoniegue as gazetted forests. The role of AGTRENs goes well beyond production issues and therefore falls more within the Law on freedom of association than on the Law on cooperatives. However, the recent joint Inter-ministerial "Arrete" No. 010/2000 concerning Village Land Management Committees appears to fit well, because AGTRENs are already *de facto* acting as community councils. On the other hand, ways should be found to give a more suitable status to the AGEREF, whose objective is not to become a kind of inter-communal union, but quite simply, to play the role of a "concessionaire" of a conservation area.

The company selected to guide hunting safaris meets the highest professional standards. However, May 2000 seems to have been rather early for organizing a test. One major fear is that the amount of proceeds from wildlife would, for now, fall short of expectations. It must be noted that the size of the project has grown considerably with the addition of seven villages to the ten initially identified (the area has doubled in size and the population has almost tripled). The possibility of using forest by-products should therefore continue to be explored extensively.

AGEREF does not feel that it will be capable of assuming full responsibility for the management of the conservation area by January 2002. The issue of volunteer-work by village association leaders must be reviewed. This is especially true for the AGEREF leaders who can hardly continue to fulfill their duties without some basic allowance.

## **Recommendations**

The Burkinabe Government and its partners have embarked on an irreversible process of decentralization and community empowerment. It is therefore essential to officially recognize the AGTRENs once their statutes have been reexamined in the light of the Inter-Ministerial "Arrete" No. 010/2000 on Village Land

Management Committees. The AGEREF's role, on the other hand, must be clearly limited to that of "concessionnaire" of a conservation area, be it an association or a cooperative.

On going activities must be pursued, consolidated and new ones initiated. There is definitely a need for a five-year extension of the project with continued support from the Technical Support Unit. This could be done by planning for a transfer of responsibilities to AGEREF at the end of the 3rd year of this new phase. There hardly seems to be any reason for the existence of a locally-based national coordination unit. Its duties should logically be carried out by the Provincial Director of Environment and Water and Forests. Except for short-term consultants, the TSU provides sufficient technical assistance; no other long-term contract appears necessary.

The volume and level of duties entrusted to the AGEREF ought to be reduced by contracting out some activities to the private sector, simplifying procedures and monitoring methods. As the TSU is not responsible for coordinating all the activities of the AGTRENs, a cooperation arrangement should be made with PNGT 2. Given the professional qualities of the selected hunting guide for the year 2000, his role as an AGEREF partner should be enhanced, affording him the opportunity to participate more actively in the establishment of the management system for the Diefoula and Logoniegue forests.

The main training requirements are: administrative and financial management, development of natural and agro-sylvo-pastoral areas, stabilization of production systems (agriculture – particularly yam and livestock rearing), eco-tourism, search for fund-raising and negotiation with partners. The Project must see to it that the training received, by women especially, opens the way for new vocational activities. IEC activities must be sustained through the improvement of communication at all levels, including communication with government agencies and external partners.

The second phase should focus on biological diversity conservation, maintaining only development activities directly related to conservation area management. To facilitate this development, in line with the project's objective, an agreement should be reached with PNGT2 which should in the future finance all infrastructures and community-based activities in the agro-sylvo-pastoral area.

The granting of allowances to AGEREF and/or AGTREN leaders must be negotiated; likewise a variable quota system must be established for the distribution of grants or incomes generated by the conservation area on the basis of the extent of village-involvement in the management of natural habitats.

The priority should be to consolidate the GEPRENAF before extending it on a national scale. The failure of projects that had adopted, only apparently, a similar approach should serve as an example (cases in point are FIDES land management projects, Nahouri land management project, the Yako reforestation project, Burkina Faso or the Okomu Forest of Nigeria). However, in view of its proximity, the Boulon-Koflandé classified forest should be integrated into the PRONAGEN of the second phase, the complementary nature of this site is both evident and interesting from the biological standpoint. Moreover, by developing and extending the corridor to the Comoe National Park, the Project will contribute to the creation of a vast conservation complex in West Africa.

The surveillance strategy must be revisited by clarifying the role of the village surveillance committees and of the administration. Anti-poaching is a mission at the state level and must therefore not be delegated to village squads. The surveillance committees must therefore confine themselves to dealing only with information activities, and the carrying of weapons during outings by the villagers should be prohibited forthwith.

Conservation cannot take place without the villagers, some of whom should undergo training as forestry assistants in order to join the administration. This will enable them to receive the appropriate status to carry anti-poaching under the responsibility of the rangers. Again, conservation cannot take place without the sustained participation and support of the forestry services. It is essential that an atmosphere of trust be established between, on one hand, the national coordination and TSU and, on the other, the Environmental and Water and Forests Provincial Services. Anti-poaching is a matter for professionals. This can be done by regrouping rangers into a team of eight and providing them with specific training (e.g. five months at the Kafolo Center in Côte d'Ivoire).

It is recommended that the pilot safari operations be postponed to 2003, because any negative publicity could counteract the gains of several years of work. Subject to proper surveillance, this length of time will indeed be needed to build up the larger mammal populations. This period could also be used to prepare the tourism development; the Project will stand to gain by integrating some tourist reception facilities into the planning of medium-term activities (the conservation areas could complement existing tours to the regions of Banfora and Bobo-Dioulasso).

The possibilities of using other forest by-products such as fruits, medicinal plants, fibre and fodder and eco-labelling for GEPRENAF products must be explored. Caution must however be exercised with regard to the collection of dead wood from forest reserves, at least, for as long as surveillance is not up to par. Based on the success of small dams (a constant need of the villagers) built at Nazinga, priority must be given to this activity both in the conservation and agro-sylvo-pastoral areas managed by the Project (e.g. to garden, for livestock and, above all, for fish-farming).

A quick solution must be found to the problem of agriculture fields maintained in the conservation area around Ouangolodougou. Demarcation of new boundaries of the two gazetted forests can then be made, with management rights granted to AGEREF. The name *Biological diversity area* used for the conservation area has no meaning. Therefore, it must be replaced by a more appropriate name chosen from the Forestry Code.

Lastly, the project must pay particular attention to the findings of the environmental impact study on the Yendere-Mangodara link and to the design of a bridge whose accesses should not inhibit the corridor function of the gallery forest along the Comoe (the possibility of a better location of this bridge north of Koflande Forest or replacing the current design by a less invasive structure - weir - must be carefully examined).

### **13b. Indications that the evaluation finding have been addressed**

The review recommended that activities at the GEPRENAF site be extended for several more years. We share this conclusion and have registered the GEPRENAF site in PRONAGEN for an additional 5-year support. This is also in agreement with the financial model's estimation that cost & revenues will balance within 3 to 7 years.

The review noted that GEPRENAF had tried to empower communities for activities they cannot legally (or safely) perform such as antipoaching. The first STAP review had made a similar observation. As a general fact, PRONAGEN will seek to establish a better balance between the roles of the AGEREF, the UCFs & private operators. It is clear that while the Government role need to be minimized it cannot completely disappear and in some instances must be strengthened. PRONAGEN takes this into account.

GEPRENAF tackled local development as first priority and achieved substantial results. According to the

reviewer, it is important that subsequent phases differentiate better local development from wildland management. This conclusion is endorsed and built in PRONAGEN. All local development related investments will be funded by IDA or other donors through associated financing. The PRONAGEN teams will concentrate on achieving biodiversity conservation results.

One of GEPRENAF shortcomings was the high “overhead” cost required for project administration and technical assistance (more than 60% of total project cost). This ratio has been significantly reduced for PRONAGEN: 4% for Program administration & 28% for technical assistance & studies (including equipment & operation costs). Nonetheless, as recommended by the independent evaluation, a similar (but less costly) level of technical assistance is maintained at each site.

The evaluation recommended to increase the GEPRENAF scope to include a nearby site (Boulon-Koflande), but warned that it may be too early to replicate the model on a national basis. This recommendation was only partially followed. First the Boulon-Koflande site was indeed added to PRONAGEN. However, the team feels confident that the approach needs to be expanded and tested under different ecosystems (e.g. the Sahel) and different tenure (e.g. national park). This is also requested by the Government. In addition, the CBRDP is launched now and presents an opportunity to secure wildlands while the decentralization process occurs. Finally, conservation & development models such as the one piloted in Burkina is likely to evolve as lessons are drawn. The only way to draw these lessons and bring the model to maturity is implement it with sufficient flexibility and objectivity while monitoring closely its implementation. PRONAGEN is built in that frame.

**Additional  
Annex 14**

**MATRIX OF ROOT CAUSES OF BIODIVERSITY LOSS**

Table 14.1. - National issues & issues that are valid for all sites

<b>Subject : Conservation of globally important natural ecosystems</b>	<b>Situation</b>	<b>Root cause of existing situation</b>	<b>Solution proposed by PAGEN</b>
<p>Nation (Burkina wide issues) or issues that are the same in all four program sites.</p>	<ul style="list-style-type: none"> <li>● Overall diminution of wildlife &amp; natural habitat</li> <li>● Shifting of isoyet leading to desertification</li> <li>● Soil degradation (both structural &amp; biochemical)</li> </ul>	<ul style="list-style-type: none"> <li>● High demography &amp; poverty</li> <li>● Burkina is a poor country which cannot allocate significant budget to natural ecosystem conservation</li> <li>● Existing conservation strategies are not applied to their fullest potential and need improvement on several fronts (community legal rights &amp; responsibilities in protected area management)</li> <li>● Low governance in the current application of the wildlife strategy with rent seeking by privileged of the private sector &amp; Government</li> <li>● Low awareness by the general population with little lobbying by the civil society</li> <li>● Low local understanding of the human impact on natural resources and possibility to reverse the degradation process</li> <li>● Inadequate land use practices in the agriculture &amp; livestock sectors and associate mining behavior of the communities</li> </ul>	<ul style="list-style-type: none"> <li>● PAGEN is not a poverty alleviation instrument. Compounded with other programs in Burkina portfolio, it will help alleviate long term poverty locally.</li> <li>● Because Burkina can't finance adequately conservation, the GEF &amp; other donors are assisting. Project to finance studies for the creation of trust or Foundation.</li> <li>● Project finances studies &amp; workshops to capitalize on experiences and improve incentive framework in Burkina and accordingly reform laws for wildlife, wildland &amp; rural development.</li> <li>● Project to work on setting transparent criteria &amp; procedures to select &amp; control private operators as well as create incentive for quality &amp; ethic behavior</li> <li>● The program seek to assist the community in organizing themselves, collaborating together, define their rights &amp; responsibilities</li> </ul>



		<ul style="list-style-type: none"> <li>● Lack of “conservation ownership” by the communities because of unclear rights &amp; responsibilities.</li> <li>● Marginal commitment from forestry agents because of low income, insufficient training, support (or example) from their management</li> </ul>	<ul style="list-style-type: none"> <li>● In Phase 1, the Program finances national conservation awareness activities geared at Forestry agents and Private guides</li> <li>● Program is companion to CBRDP (Rural development CAP), to SILEM (GEF OP12) and develop collaborative agreement with the agriculture, livestock services &amp; research.</li> <li>● Capacity building of Forestry staff at the national &amp; local levels associated with equipment &amp; supervision as well as rule enforcement by the communities</li> </ul>
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Table 14.2. - Northern Sahel Reserve & Comoé Conservation Unit

<b>Subject :</b> <b>Conservation of globally important natural ecosystems</b>	<b>Situation</b>	<b>Root cause of existing situation</b>	<b>Solution proposed by PAGEN</b>
Sahel Unit: Northern portion of Sahel Reserve (Nassoumbou area; Séno Mango; Oursi; Beli; Darkoye)	<ul style="list-style-type: none"> <li>● Range degradation</li> <li>● Wildlife depletion and extinction of several species</li> <li>● Migratory birds do not find suitable traditional rest areas along flyways</li> <li>● Permanent &amp; irreversible modification of the ecosystem (p.e. glacia &amp;</li> </ul>	<ul style="list-style-type: none"> <li>● Non existence of water-use access rules (Occupation of bird nesting and rest areas by farmers, fishermen &amp; pastoralists)</li> <li>● Human use of the entire space which provides no refuge for wildlife (either plants, mammals or birds)</li> <li>● Pastoral practices non appropriate given the large increase in herd size</li> <li>● Motorized poaching not sufficiently controlled</li> </ul>	<ul style="list-style-type: none"> <li>● Definition &amp; implementation of community rules for land &amp; resource access &amp; exploitation</li> <li>● Program pays a special attention to livestock &amp; pastoralism, initially through a two-year diagnostic of the current practices &amp; rules and by placing herders at the center of the decision making process</li> <li>● Major attention paid to diagnostic by communities of root</li> </ul>

	<p>extinct species would be too risky to reintroduce)</p>		<p>causes of specific degradation particularly when it comes to the management of wetlands (Oursi, Beli, Darkoye)</p> <ul style="list-style-type: none"> <li>● Reintroduction as the red-neck ostrich (farming by communities)</li> <li>● Antipoaching by central brigade upon Conservator request</li> </ul>
<p>Comoé Unit: Diéfoula Logoniégué &amp; Boulon-Koflandé</p>	<ul style="list-style-type: none"> <li>● Degradation of land areas available as wild-land</li> <li>● Habitat qualitative depletion from the advance of the yam agriculture front, fire, &amp; in some areas, grazing.</li> <li>● Wildlife depletion</li> </ul>	<ul style="list-style-type: none"> <li>● Region freed from onchocerciasis with significant rainfall present an opportunity for migrants coming from land-degraded regions of Burkina</li> <li>● No access rules to gallery forest along the Comoé &amp; Léraba water courses (occupation of corridors, riverine flood plains, bird nesting and rest areas by farmers, fishermen &amp; pastoralists)</li> <li>● Cultivation of high-land-demanding yam accelerate the cultivation front and leads to intense forest &amp; soil degradation</li> <li>● Pastoral practices not adapted to the evolution of the size of the herds in some part of the area</li> <li>● Motorized poaching is not sufficiently controlled particularly in Boulon/Koflandé</li> </ul>	<ul style="list-style-type: none"> <li>● Definition &amp; implementation of community rules for land &amp; resource access &amp; exploitation</li> <li>● Program pays a special attention to livestock &amp; pastoralism (GEPRENAF has already initiated solutions by helping farmers &amp; pastoralists define land access &amp; seasonal rules)</li> <li>● Major attention also paid to diagnostic by the communities of the root causes of specific degradation (GEPRENAF helped communities identify their own agricultural practices as well as intervillage conflicts as root origins of wildland degradation)</li> <li>● AGEREF to work with professional guide with investment capacity. Model shows that Diéfoula-Logoniégué can provide \$0.5/pers-year to community by end of Phase 1.</li> </ul>

Table 14.3. - Mares aux Hippo Biosphere Reserve & Kaboré-Tambi National Park

<b>Subject : Conservation of globally important natural ecosystems</b>	<b>Situation</b>	<b>Root cause of existing situation</b>	<b>Solution proposed by PAGEN</b>
Bobo Unit: Mare aux Hippo Biosphere Reserve	<ul style="list-style-type: none"> <li>● Habitat degradation (grazing, wood cutting, fire.)</li> <li>● Wildlife depletion &amp; extension (area too small for large mammals or carnivores)</li> <li>● Migratory birds may not find the reserve a suitable rest areas along traditional flyway</li> <li>● Degradation of marshes &amp; riverine habitat along the lake (e.g. Siltation, minor pollution, invasion by floating plants, lack of water)</li> </ul>	<ul style="list-style-type: none"> <li>● Hunting rule is “no-hunting” without the necessary mean/strategy to carry out that control.</li> <li>● Rules for fishing, range &amp; water-use access are not accepted by the communities and need to be renegotiated (permanent occupation of lake &amp; bird nesting and rest areas by farmers, fishermen &amp; pastoralists)</li> <li>● Human use of the entire space which provides little refuge for wildlife (either plants, mammals or birds)</li> </ul>	<ul style="list-style-type: none"> <li>● Definition &amp; implementation of community rules for land &amp; resource access &amp; exploitation</li> <li>● Special attention to defining refuge areas (even if it is in time) to ensure safety, reproduction and rest to migrant birds</li> <li>● Program pays a special attention to livestock issues on the lake flood plains.</li> <li>● Major attention also paid to diagnostic by the communities of the root causes of specific degradation (special focus on fishing on the lake, upstream water quality and up-stream capture of water for irrigation)</li> </ul>
Nazinga Unit: Kaboré-Tambi National Park	<ul style="list-style-type: none"> <li>● Habitat degradation</li> <li>● Wildlife depletion</li> <li>● Elephants, which used the area traditionally, moved to nearby Nazinga/Sissili complex.</li> </ul>	<ul style="list-style-type: none"> <li>● Park is close from the capital and its high demand for firewood and wild-meat</li> <li>● Total lack of surveillance, and availability of water and grass, lead to its illegal occupation by large herds of cattle.</li> <li>● Lack of surveillance, and proximity of military base, leads to intense vehicle poaching and depletion of wildlife</li> </ul>	<ul style="list-style-type: none"> <li>● Definition &amp; implementation of community rules for land &amp; resource access &amp; exploitation</li> <li>● Project pays a special attention to livestock &amp; pastoralism by working with farmers &amp; herders to find common solutions (as in GEPRENAF now)</li> <li>● Project will specially target for sensitization of those whose mining behavior is particularly</li> </ul>

		<p>populations</p> <ul style="list-style-type: none"> <li>● Communities have been totally excluded from the management of this park so they have adopted a mining behavior allowing and participating in poaching, grazing, wood cutting, fire, illegal fishing.</li> </ul>	<p>negative (e.g. military). This was successfully achieved for Nazinga, which used to be poached by outsiders.</p> <ul style="list-style-type: none"> <li>● Major attention also paid to diagnostic by the communities of the root causes of specific degradation.</li> <li>● Project will work with CBRDP &amp; communities to try to reopen the “old” elephant migration route from Nazinga to Kaboré-Tambi.</li> </ul>
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**Additional  
Annex 15**

**INVOLVEMENT OF OTHER DONORS**

**Other donors' financing under PRONAGEN**

Other donors are financing biodiversity conservation in Burkina:  
AFD/FFEM finance a Conservation Unit Support Program (CUSP); the EU is starting an ambitious International Project for W National Park and its periphery (ECOPAS) and UNDP/GEF assists the Nazinga Game Ranch. The French cooperation is financing a Technical assistant to the Forestry Department with funds to support national reforms of the sector.

Secured financing

- France SCAC:

AT to Environment                      EURO 0.32 million  
plus a Technical assistant

- France AFD:

Support to WCU                      AFD EURO 1,68 million &  
FFEM EURO 0.76 million

WCU Arly                                  AFD EURO 0.61 million &  
FFEM EURO 0.38 million

- European Union:

Projet ECOPAS                      EURO 6.5 million  
for Burkina over the next 5 years

- World Bank / GEF                      \$7.5 million  
support to PAGEN

All these operations implement the 1995 national wildlife strategy but are being reformed to meet the policy requirement of PRONAGEN. They target biodiversity outcome that are empowering and profiting communities. These projects focus on Government managed protected areas with high Government involvement (national parks, reserves, hunting concessions) while GEPRENAF focus on a domain where the Government has agreed to a lesser role in conservation (partial reserves and gazetted forests). Like GEPRENAF, they aim to set up a system profitable to the three main stakeholders: Government, Communities & Private commercial operators.

All these projects embrace community participation as a premise or Decentralized Rural/Local Development. In fact, they are either coupled with a local development project (e.g. the French project is coupled with the PADL (Local Development Support Project) which assist the communities in the project peripheral areas. Like CBRDP, their objective is to secure access to resources by the communities and assist them in their first priorities. In turn, it is expected that these communities would decrease their need to penetrate protected areas for hunting or grazing.

The main difference between these operations and GEPRENAF pertain to the fact that the protected areas targeted by other donors are already conceded to private venture "Concessionaires" and not to AGEREFs. The private Concessionaire act also as guides to commercially exploit wildlife & wildland. The concessionaire is also responsible to assist the communities through employment, return of wildlife meat. In addition, normally, half of the taxes paid by the Operator to the Government are redirected to "Collective Interest Funds" to be used by communities to finance their development. In essence these transactions rarely occur.

The GEPRENAF models attempts to organize the community into a legal associations of CVGTs called AGEREFs. An AGEREF is eligible to become "Concessionaire" over the management of a protected area. Once adequately empowered, organized & trained, that legal entity "the AGEREF", recruits a private guide to contract the exploitation of wildlife & wildland. In this scheme, we believe the Government role and cost is lessen to that of a controller and is minimal. The bulk of the responsibilities lies within the community.

The Government is requesting all donors to coordinate their operations under the umbrella of a single program : The PRONAGEN. All donors have agreed (i) to join their project coordination units, (ii) to be piloted by a single steering committee, (iii) to be advised by a single Scientific & Technical Advisory Panel as well as a Technical assistant financed by the French Cooperation, (iv) to harmonize monitoring techniques such as aerial surveys and GIS to national standards, (v) to finance conjointly studies and technical assistance leading to the required legal institutional reforms of the sector.

## **Additional Annex 16**

### **Summary of the Environmental and Social Analysis**

1. Reminder of the objectives of PRONAGEN and PAGEN - the government of Burkina Faso has obtained funds for the preparation of this program from the Global Environment Facility (GEF), through the World Bank.

In accordance with the policies and orientations of the state, PRONAGEN is proposed as a complementary program of the PNDRD (National Program of Decentralized Rural Development). It implements « ecosystem conservation » part of the national strategy action plan regarding biodiversity in conformity with the fundamental principles (responsibility of communities, equal sharing of profits provided by a better conservation). On the operational level, protected areas must be well managed (national parks, reserves, game ranches and some classified forests devoted to fauna), to insert them better in the rural context and integrate them in the local development and to maximize the commercial aspects of their exploitation.

To achieve these objectives, PRONAGEN will last for 15 years and will be carried out in sequential phases of 5 years each. Its first phase will enable the reinforcement of the legal and institutional basis of the Wildlife Conservation Units (WCU). It will enable the financial backers to register their current operations in this dynamics with a view of its operationalization.

The support of GEF to phase one of PAGEN is organized as a project (the PAGEN).

During the first phase, PAGEN will intervene in four WCUs, which are:

- The sylvo-pastoral forest reserve and partial sahel fauna Forest and particularly the potential intervention area of PAGEN is located in the region of Soum and Oudalan in the northern part of the line going through the following towns: Selba, Nassoumbou, Koutougou, Déou, Oursi and Markoye.
- Hippopotamus pond biosphere reserve,
- The classified forest and partial fauna reserve of Comoé-Léraba as well as the classified forests of Boulon and Koflandé,
- The complex areas are composed of the KABORE Tambi national Park / game ranch of Nazinga / classified forests of Sissili and Nazinon.

The detailed list of the villages bordering PAGEN is in the appendix.

2. The participative approach and consultation are the key issues for the implementation of this program, and the PAGEN required a study on the social impact and environmental ex-ante .

The general aspects of this study are based on the recommendations of the World Bank. The objective of these impact studies is to improve decision making and to make sure that projects are long lasting and efficient. These evaluations show decision makers to the environmental and social risks, they examine alternative to the projects, identify ways of improving the program choices, the sites, planning,

implementation and particularly the participative approach, in order to prevent, minimize, reduce or compensate for the negative impacts and to reinforce the positive ones.

3. The report is written out and elaborated according to the Bank's expectations, that is, including the following safeguarding policies :

- (OP 4.12): Involuntary moving of population
- (OP 11.03): cultural Property and (OP 4.04) on the Natural Habitats
- (OP 4.20) : the « Gender » dimension in development
- (GP 14.70) : consideration and investment of NGOs in the projects
- (OP 4.01) Evaluation of Environmental Impact
- (OP 4.30) Evaluation of Social Impact

4. According to the Bank's norms, the PAGEN is classified in Category B because of its potentially negative effects on human population or on particularly large environmental zones. These impacts relate to particular sites, and contrary to Category A project, very few of them are likely to be irreversible and in all cases, it is possible to propose measures to reduce these impacts. This ESIA (Environmental and social impact analysis) helps to prepare the participative and institutional setting in order to know the beneficiaries better. The follow up of social impact ensures that the benefits are effectively allocated;

5. The legislative and regulatory context that rule the management of protected areas in Burkina Faso is apprehended through laws relating to land reorganization (RAF), the Environment and Forest Codes.

The land issue for protected areas is very sensitive and cannot be treated on the legislative level only. It is important to analyze the current land practices and dynamics in the protected areas and in agro-sylvo-pastoral zones that surround them. This section presents laws and codes and the social customs of the land.

6. During the colonial days, the rural land of French West Africa was declared « No man's land » and as the reforestation perimeter, they belonged to the State.

With modern law, the land rights of local population are not mentioned either. The three successive laws relating to land reorganization in Burkina Faso (1985, 1991 and 1996) have made progress regarding private property; the State can grant some of the land of the "Domaine National et Foncier" to private individuals or communities.

The legislative arsenal ignores the rights of most of the rural population, that is the population who exploit land that is not delimited or registered (which is neither private nor granted by the State). Nevertheless, the management of rural land remains strict and very well regulated locally. Regarding classified land, its legal status is one thing: it belongs to the State since its creation. But their « traditional » status varies from one region to another and it is different from the management system of « village land management ». There are « masters of the bush » and « masters of ponds » different from the land chiefs and village chiefs;

Recommendation: the PAGEN teams must know the existence of traditional fishing and hunting territories, because the owners of land rights that relate to them may be far from the protected area. The neighboring villages of the protected area having been settled afterwards, on land of villages that formerly had hunting rights or land chieftancy. In cases where these rights exist, one must not only consider the surrounding villages of the protected area as being the sole beneficiaries or those «



concerned » by the program; the villages that have an authority on the territory must be integrated as well. These rights are particularly found around the National Park of Pô and they can be found elsewhere.

7. The PAGEN will take the existence of claims on protected areas into account: the villages around Voko near the National Park of Pô claim their rights on this forest; in the same way, the villagers of Sokourani and Tirako around the Biosphere Reserve of Hippopotamus Pond have been claiming the declassification of the forest for more than 10 years). That is why, dialogue and clear responses and public Consultation are important at the start of PAGEN.

#### Recommendations:

When the project teams will carry out the surveys with the local population during the Joint Diagnosis, they must be careful with land customs defacto. One must not take the risk of worsening a given situation; on the contrary, these rights must be clarified through dialogue. For the delimiting of the protected areas and their management to last long, one must note land acquisition and those in charge, and will also rely on these major actors to organize land police and set land use regulations (land here has a broad meaning: it includes water, fauna, trees and their products) and access restrictions.

The message to villagers on land rights is also important at the first contacts : it must be clearly mentioned that the protected areas belong legally to the State and that the State may transfer its management to village organizations.

8. All these protected areas belong to the State, but it does not have the means to impose itself everywhere: these forests are damaged, agriculture and housing invade all buffer zones, woodmen cut firewood and make charcoal, wild animals are poached and their natural habitat is being reduced, husbandry cows graze in the forests and go through them repeatedly, cowherds and shepherds trim the trees to feed their animals etc.

The forest agents are very few and cannot move due to lack of appropriate means of transportation ( a single agent for the entire Pô department). Consequently, desertification is increasing, humus is reducing, and migration of human beings and cattle is increasing from North to South whereas the stay of migrants in the sahelian zones of Burkina is becoming shorter. The state of Burkina has adopted a national strategy of progressive withdrawal from some of its functions to the benefits of local communities and private individuals, as indicated in the Letter of Decentralized Rural Development Policy.

9. Concessions – the forest Code specifies the principles of forest management (chapter1 title II) and articles 38 and 39 allow management by individuals and legal entities of « public or private law ». The forest services can « on contract, entrust the exploitation of part of the State forest domain » to private institutions or to village associations as planned by the PAGEN which allows the concessions of domains, with « specifications on exploitation and products assessment conditions ».

10. Decentralization: for ages, natural resources (forest, faunal and halieutic) have been managed de facto at the local level by a set of « traditional » rules. The protected areas have a particular aspect in the rural areas, because their classification has dispossessed traditional leaders of their rights vis a vis the external exploiters (and sometimes the villagers) leaving these areas to free access, under the supervision of forest agents who are often absent. The reinforcement of local institutions in these zones will reduce free access, which is essential to mitigate the weakness of State actions.

Burkina Faso's legislation regarding decentralization has rapidly improved for 10 years (the TOD and Laws of 1998), acknowledging the levels of provinces and communities for the political decentralization. A year ago, a ministerial decree recognized the existence of local entity that would correspond to that of the « 8000 villages » of Burkina. The decree specifies that « the CVGT are responsible for the elaboration of local development plans, they jointly finance investments, by ensuring the master works and management. » The recognition of the Village Commissions for Land Management, at this level as at the inter-village level is an outstanding progress.

This legislative framework offers a formal basis for the implementation of PAGEN.

11. Faunal Sector and participation – like decentralization, the national strategy of the fauna sector is fully developing : the exploitation of 25 zones has been granted to projects or private institutions. The prevailing dynamics in progress is favorable for the implementation of PAGEN, and this will contribute to its progressive development towards a decentralized management of protected areas. PAGEN as GEPRENAF, is committed to implement a participative approach that reinforces the population's responsibility in the management of protected area (supervision committees, choice and follow up of local development action, the responsibility of valorization). This type of participative approach raises organizational and legal problems: experiences such as GEPRENAF state the question of legal status of the fauna and protected areas, because the approach is based on implicit and false idea according to which local population have retrieved their traditional rights on these fauna and protected areas, whereas the protected area and its content remain a State property.

12. Duration of management concession – any doubt on the perspectives of management rights of protected areas, will be affected by PAGEN results. The population must be convinced of the effective transfer of management and its automatic renewal. If they fear that after 10 years, the State will take over the management of these areas, the population will not fully participate. In addition, a ten-year concession is enough for long lasting development actions, and the current joint partners (state, projects, local population etc.) must think of a longer concession period, adapted to natural resources management needs of local population (20 years, 30 years, emphyteotic leases?). The current form does not prevent from thinking about a possible decentralized property of the fauna and some protected areas as well.

13. To measure potential impacts of PAGEN, negative or positive impacts, environmental and social impacts, it is essential to generally consider classified zones and agro-sylvo-pastoral zones that border them. In the same way, analysis of safeguarding policies and moderating plan are based on this double action plan. It is evident from this analysis that PAGEN will generally have a positive impact on natural resources in general as well as biodiversity, which is its main objectives. But, the socio-economic aspects do not offer similar attraction, at least on the short and medium term, and preservation is likely to be harmful to the daily life of many human actors who are already struggling to survive, if the participative approach is not well managed. The participative approach will use dialogue to reach the implementation of Management Plan of protected areas, access restriction to the resources will be laid down through consultation, and it will be accompanied by a Mitigation Plan: see the Framework process.

14. The impacts analyzed below relate to life in time of peace. One must take into account political uncertainties, because any crisis that may arise beyond these borders would have a negative environmental impact on these protected areas.

15. Major positive and sustainable changes are expected through restoration of the ecosystems of these protected areas, provided the living conditions of the concerned population do not suffer from the preservation on the short or medium term (in order to avoid negative social impacts see the context of procedure). On the long term, PAGEN is expected to improve the humus, soil fertility; surface and underground water resources in agro-sylvo-pastoral zones where the population live outside managed or intervention zones and in classified zones as well.

16. The lack of maintenance of these protected areas resulted in a severe degradation of some of them (particularly the National Park of Pô), cattle migration has led to an enormous destruction of the humus and the soil, which speeds up erosion.

Positive environmental effects are expected from the following elements:

- Participative surveillance system
- Fight against poaching
- Action against bush fire
- Interventions against degradation of water banks and forest galleries
- Surveillance of watershed basins above the protected areas
- Support teaching information actions on environment

17. On the other hand Negative environmental impacts are expected in the following domains and need a mitigation plan:

- Small impacts caused by forest management (risk of soil erosion around roads, destruction of plant species, opening for wood cutting or coal fabrication, risk of diseases in managed water sources if water stagnates etc.);
- Increased pressure on neighboring agro-sylvo-pastoral zones, in particular return of herds (on the borders of the Mouhoun river for the biosphere Reserve and around the National Park of Pô);
- Minor risk relating to the increase of elephant population in the Sahel region.

18. Recommendations:

- About the participative surveillance system, the project will integrate Hunters Associations and fishermen groups into the surveillance, and ensure that the hunters find interest in this activity to substitute their former one in the Park. Other actors using natural resources (traditional chiefs, forest groups, cattle breeders groups, women association etc.) will be associated with the definition of rules and their application mode, control and penalties to be paid. Such institutions already exist in many zones of Burkina; one must clarify the respective roles of everyone from the beginning, in accordance with the forest services and their base agents.
- PAGEN must ensure, in collaboration with its Agricultural partners, that a follow up of water quality is guaranteed in all drainage basins above the protected areas where there is kitchen gardening, cotton growing as well as public and private irrigated perimeters (particularly Houet and Mouhoun). Water purification measures must be taken once the rejection dosages exceed the limits tolerated by wild animals.

- All management plans that will be made in the protected areas must integrate an Environmental Evaluation that will be ensured by a national independent consultant, according to the provisions of article 17 of the environment code.
- Measures must be taken to help livestock breeders depart from these protected areas or modify the range use patterns: see Infra for details about the pastoral sector.
- PAGEN must ensure, with its technical partners and existing projects that this reinforcement of village zones exploitation is accompanied by adequate measures: help recover damaged soils, rational intensification and supervised agricultural activities etc.
- Elephants use a lot of water for their bath and drinking. On the long term, if their number and the duration of their stay is prolonged, one should think about the viability of underground water and control sahelian elephants population, in accordance with Malian category government who share this patrimony.

19. Public consultation – for category B projects, public consultation must be carried out as early as possible, in a form and language accepted by all categories concerned by the project, including all affected social groups and NGOs. For transparency and good broadcasting of the information reasons, a report must be provided to all social groups affected by the project and local NGOs; the report must be also available on Internet. Public consultation must be decentralized at Departments chief towns levels and in current public meeting areas in those places. PAGEN agents will write down questions and their answers in order to ensure a follow up – evaluation of the impacts expected by local population.

20. One effect of the action of PAGEN will be the re-establishment of these protected areas. Whereas currently these Zones are the object of more or less intensive exploitation and more or less compatible with the preservation. The choices of access restrictions will be made in line with participative and interactive procedure which will end up in Management Plans and the implementation of moderating plans. From a social point view, the vulnerability relating to the concerned actors will intervene in this choice of restrictions of activities in these protected areas (see the context of procedure).

21. On the sociological level, key issues can be summarized in five points:

- 1. Transfer of activities: the participative and interactive approach will lead to the definition of activities in the protected areas with all the existing actors to elaborate Management Plans and the moderating Plans will reduce the risk of losing revenues related to these activities.
- 2. Partnership: PAGEN does not have its own fund to ensure the development of neighboring zones of the protected areas. This issue is resolved in a form of partnership. See institutional issues 29 to 32.
- 3. Removing of PAGEN incompatibility Risk with poverty fighting programs: the forest and its resources are the main sources for vulnerable population; one cannot forbid access to the forest.
- 4. Solving pastoral issue of migrating livestock breeders: Serious measures will be taken so that cattle breeders and especially those who migrate are not the great losers of PAGEN (see the Framework process).

- 5. The status of fauna and protected areas: this question has been already raised in the section I on laws and practices (see 11 and 12). It will be difficult to mobilize population for durable actions in protected areas if they are not sure that these zones will be effectively granted to them.

22. The attached Framework process elaborates the methods and resources which will allow the population who are exercising activities in the protected areas to maintain their current standard of living. The activities which have already been exercised in the areas of full preservation will be transferred to other classified Zones, through a consultative approach. The Management Plans are the tools of this new sharing of activities. PAGEN will accompany these activity transfers by micro-projects, income generating activities and training programs.

Revenues from the community-based management of wild fauna are to be expected after 10 to 15 years, with a minimum of 1\$ per capita and per annum.

For the management, exploitation and maintenance of the zone, individual and collective revenues can be earned by high intensive labor (for the GEPRENAF, 50% goes back to ridge tile association AGEREF), for 400,000 CFA contracts for each base association AGETREN. Trackers and tour guides must receive individual and collective revenues (for GEPRENAF, 50% AGEREF).

Revenue generating activities will be guaranteed by a form of micro-projects right at the start of the project not only to guarantee the population with revenue but also with the aim of structuring groups necessary for the consultative approach collective actions generate the habits of team work at the base. The implementation of fund raising is planned (foundation/trust fund) whose role will be the financing of the balance between generated income by the zones and the amount required to supply the development funds of the equivalent of \$1 per capita per annum.

23. During the Joint Diagnosis, the teams of the PAGEN will point out which activities are exercised in the protected areas, at which periods in order to establish a specific calendar, who are the actors, how to get in touch with them, and how to integrate them to the actions of PAGEN. The preparation of the implementation of the PAGEN will rely on these actors right from the start in a participative approach as well as the information from all the concerned village population. The teams of PAGEN will learn how to use tools such as MARP well spread in the Burkina Faso, in order to know the rate of permanent and seasonal occupation in any of these protected areas and to appreciate the compatibility (from a technical point) activities with the faunal sector and the restoration of the biodiversity. The joint diagnosis for the elaboration of local or village development plans will be contracted with NGOs or research department experienced in MARP and GT methods.

24. The GEPRENAF experience shows that the organizational capacity of the population is limited as well as their ability to face constraints related to specific activities such as “sightseeing safari”, “ecotourism” and “hunting as a sport”. These activities require a high degree of professionalism and absolute strictness because hunters as well as tourists are very demanding and one is involved in a field of very harsh international competition. After 5 years of implementing GEPRENAF, AGEREF (umbrella organization of village associations) cannot handle research and attend to this type of clients. Benefits from “sightseeing” and hunting can hardly be considered as acquired, even on the medium term.

The GEPRENAF, with the support of PAGEN and the Board of Tourism must reconsider a means of valorization of the biodiversity zone that is adapted to the local population capacities. The “ safari ”, “ecotourism” and “hunting as a sport” require the presence of a private operator. If such a choice is

made, the project will reinforce the consultation capacity of AGEREF with this partner and it should learn to control its activities by respecting the prescriptions (see the training program in the context of procedure).

25. Villages near the protected areas are most of the time located in secluded areas and are enclaved in places where the population have a low standard of education and below the national average. PAGEN is planning to participate in the promotion of basic education by supporting education programs (literacy and schooling) in its intervening areas. It is essential to ensure continuity by training the young generation which will be more adaptable than their parents to meet the requirements of modern life.

26. Every year, forests and common parts constitute an available reserve for the poor during the difficult period (July to August) in case of dearth and famine. Plucking fruits, leaves, gathering stones, sand or collecting firewood in order to sell part of it is a possibility that can be allowed to the poor. The Management Planning of protected areas takes into account the calendar related to vulnerability and plucking rights during the harsh period, by zone and the implementation of customs consultative calendar.

The Mitigation Planning expects to identify the vulnerable actors right at the Joint Diagnosis and how to include them to generating income activities (see the context of Procedure, particularly the identifying criteria of vulnerable groups and methods of making a census of Involved people and vulnerable element).

27. Resolve pastoral issue of migrant cattle breeders – according to fauna and pastoral sectors experts, these two activities are incompatible (risk of exchanging diseases, wild animals need of quietude etc). After successive droughts and desertification of the northern part which was the privileged area of cattle breeders, the cattle breeders moved to the south and herds stay in the South and in the West the whole year. During the farming period, cattle tracks and corridors are obstructed by farms. Disputes between cattle breeders and farmers are frequent and violent; such matters are settled daily in courts. The PAGEN proposes a moderating Plan, conflicts management Systems and territory management.

#### Recommendations:

- PAGEN teams will identify all categories of livestock breeders, exploiting the protected areas, even seasonally, and integrate them in the approach from the beginning; they will participate in the elaborating of Management Plans of the protected areas including transhumans who will be contacted by their “hosts”.
- PAGEN should make sure that the partners (technical services and projects) can rapidly meet the needs of the cattle breeders before appealing to them to move from the protected areas: solutions will come up during dialogues and consultative meetings (for example: water points out of the zone, improvement of grazing and fodder plants growing doliques etc.);
- Mowing will be authorized in protected areas and areas included in the Management Plans; training in mowing, fodder preservation, study trips to the Sahel; (see the procedure context); other activities could be negotiated during the consultative meetings.
- If it is necessary to transfer pastoral activities to adjacent villages the PAGEN will prioritize endogenous initiatives negotiation with the land managers to be granted land reserves on which they have grazing rights;

- Disputes will increase in agro-sylvo-pastoral zones near the protected areas: when the pastoral activities are transferred there: PAGEN will look for solutions by the alternative management of conflicts. Conflict Resolution methods are governed in two ways: preventive, and curative. At the preventive level by identifying potential conflicts and by integrating the potential actors. The implementation of communication channels promoting existing networks is necessary, as well as the establishment of specific management rules of resources accepted by all. At the curative level, it concerns the implementation of institutions recognized by the actors in order to settle the conflicts by reaching a consensus regarding their issue.
- At a provincial and regional level, the PAGEN will ensure with the service of CPAT and CRAT that cattle corridors exist and that they are adjacent and sufficient to guarantee new trips passages outside the protected areas. If they are not sufficient, the Management Plans will be made by making new passages for cattle for example for the PNKT in order to reduce tension and conflicts in the neighboring areas.
- The projects will associate provincial services of cattle breeding right from the start and will establish specific rules of working in a form of an agreement in which the objectives to be reached are fixed.

28. Identify the actors – the participative management requires another vision of the protected area. Instead of considering that actors must be expelled from these areas by their legal status, one has to know the current activities that are carried out and identify the actors. As recommended in points 22. and 23., one of the first actions of the PAGEN teams should be the identification of the activities that are carried out in the protected areas, how to contact the actors and how to associate them with the activities (diagnosis).

29. Two alternatives may help improve the programs results from a mechanism of financing point of view of the local development.

- Alternative 1 – PAGEN receives funds from PNGT II to support local development of villages bordering protected areas.
- Alternative 2 – The PAGEN Reinforcing capacity: a local development specialist in the training of rural organizations will come to assist the teams of the PAGEN on the 4 sites (which means 4 specialists will be needed).

30. Institutional issues – institutional organization of PAGEN requires a well prepared partnership and concerted actions. The preparation phase is essential and the success of PAGEN will depend on its capacity to lead partnership and consultation.

- Partnership and consultation will be carried out at many levels:
- Transnational: wild animals move and as such, they constitute a patrimony that belongs to two or several countries. Cooperation and coordination regarding PAGEN activities are organized with Mali, Ghana and Côte d'Ivoire.
- Administrative, national, regional and provincial: separating preservation services from services aiming at improving the ZASP is a difficult perspective to manage but institutional setting of concerted actions planning for local development exist in Burkina Faso (Province Technical concertation committees and territory management commissions).
- With projects, financial backers and executants: PAGEN intervention zones lack basic infrastructures (schools, bore-holes, health centers etc.) all these urgent needs could come up during Joint Diagnosis and will be solved during the local or village development Plans.

31. Agreements will be effectively signed with the projects in charge of implementing local development works especially with the PNGT before the launching of the PAGEN. The PAGEN execution manual will be revised to integrate institutional and organizational mechanisms to be implemented with PNGT2. The agreement between the two programs will elaborate the financial contribution that the PNGT2 can make to the development activities in the concerned agro-sylvo-pastoral zones.

32. The Follow up Evaluation – procedures of social and environmental impacts follow the approach of the executive manual. The system includes the follow up of execution of activities and the follow up of impact; both types of follow up apply to both types of activities: village management activities and the other activities of the program. Key indicators are proposed for each phase.

- Evaluation ex-ante: site by site visit. For the follow up of environmental and social impacts, primary database should be constituted early, during public consultation and Joint Diagnosis. The list of all activities undertaken in each of the protected areas will be made by identifying concerned actors, means of getting in touch with them and adapted compensatory measures, not forgetting vulnerable people.
- Activities follow up: PAGEN teams should act and decide on a participative basis;
- Mid-term evaluation: it will be made by an independent consultant. This step will be essential to correct the implementation of the program if the participative approach is not well undertaken;
- Final evaluation: it will give a report on all environmental and social impacts.

33. An environmental and participative project like PAGEN aims at a positive impact on the environment and on human development as well. In order to propose a moderating plan that includes recommendations and operational guidelines of the World Bank, these are presented in relation to PAGEN general objectives, and relative to each site.

34. Moving of the population – the PAGEN will work for the preservation of protected areas, and access restriction to certain zones will lead to the reduction of anthropic activities; no moving of the population is planned.

Within the borders of the current protected areas: classified forests/partial fauna reserve of Comoé-Léraba, the national park of Pô known as PNKT, the hippo ponds biosphere reserve, there is no known settlement. As the classified forest of Boulon and Koflandé, the above mentioned areas are subjected to anthropic activities.

Regarding the case of Sahel which is an open site, in the framework of the PAGEN implementation, things will be orientated towards the local population in a long-term negotiation process with a view of establishing potential sites of preservation. Some have already been identified like the Ramsar site of the Oursi pond, the sanctuary project of ornithologic of the Béli, the Séno-Mango including the tiger forest, Gourma elephant transit area. No moving of the population is planned.

The Burkina Faso already has experience in terms of policies of the Bank on the move of population and that projects such as the PNGT 1 have adopted direct policies for the “concerned move”. The new Operational Policy OP 4.12 focusing on the move of the population cause by development projects requires a new type of instrument when it comes to restricting access to the resources because of a protected area. Access restrictions lead to negative impacts on revenues and the lifestyle of the people who are affected by the restriction. Concerning the protected areas of the PAGEN no move of the population is planned, this degree of impact comes within paragraph 3 (b) of the OP 4.12 and the type of instrument required is a “framework process” which is attached to this ESIA.



The recommendations for the PAGEN are as follows:

- The management plans of protected areas will be elaborated in a way to reduce the move of population to a rate of zero; the PAGEN with the local population will decide on the natural resources restrictions modes;
- When they can not be transferred to other zones, the suppressed activities will be compensated for by the implementation of revenue generating activities, individually or collectively in a form of micro-projects;
- Identify all types of actors having activities in the protected areas, even seasonally activities, during the Joint Diagnostic in order to ensure the follow up of modes of mitigation of the exploitation of the zone;
- Make a list of all activities exercised in the protected area and actors before the start of the actions of PAGEN in order to have database available for the follow up of evaluation;
- Particularly identify the vulnerable population having activities in the protected areas and plan to integrate them in the micro-projects in priority;
- When activities (cattle breeding, Agriculture, fruit picking) are exercised in the preservation zone which requires the prohibition of the zone through acceptance of the population, the activities will be transferred to other zones. Therefore the projects will prioritize endogenous initiatives of negotiation with the land managers instead of trying to interfere from outside;
- The PAGEN will take the technical capacity of the chosen host places into account estimate of the endogenous choices are feasible, otherwise improvement actions must be planned (e.g improvement of grazing as well as water sources);
- Situations may arise where farmers exercising in the protected areas can not find areas of replacement, because their land is reduced and totally exploited and because other land does not allow to reserve areas. In this case, the PAGEN will consider this land as confined to the protected areas;
- To transfer pastoral activities (grazing in the classified forest) to adjacent villages, it is recommended to prioritize endogenous initiatives of negotiation with the land managers instead of interference from outside;
- At a provincial and regional level, the PAGEN in collaboration with the services of CPAT and CRAT will ensure that cattle tracks exist that they are adjacent and sufficient to ensure new passage way outside the protected areas. If they are sufficient, the management plan will be made by planning new passage for the cattle, for instance for the PNKT, in order to reduce tension and conflicts in the neighboring land.

**Conclusion:** Agro-sylvo-pastoral zones near the protected areas must be integrated by PAGEN and dialogue will be encouraged as well as endogenous negotiations. Actors and leaders ruling the different groups must be identified in order to ensure a follow up of relocations when necessary. All exploitation restrictions should be accompanied by compensatory measures (micro-projects). For further information regarding actions related OP 4.12 refer to the «PAGEN Procedure context to reduce potential negative social impacts about access restriction to the Protected Areas» particularly the following points: eligible criteria of People Involved in the project (PAPs). Method of population census of the Affected People and Vulnerable elements, identification criteria of vulnerable group, compensatory measures for livestock visa a visa the restriction of access to the AC, and the conflicts mechanism solutions.

35. Cultural Property and Natural Habitats – PAGEN has a positive impact on cultural heritage and the restoration of natural habitats as well; interaction between these two domains is obvious in Burkina: the native population rely on a mythology of the natural ecosystem in which there is room for the

ancestors of every group.

Rarefaction of animals is generally recent and their return will help respect intergeneration equity, which establishes that a given generation must leave its patrimony to the next generations. PAGEN will reinforce Hunters associations and they will be better structured. Their participation in the forest police as village surveillance Committees is of prime importance. One can expect the reinforcement of all existing traditional institutions and the prestige of the elders.

Local handicraft will be reinforced when animals, especially vegetal species, will be rehabilitated (the *andropogon* for the Sahel women basket trade). In the Biosphere Reserve and neighborhoods, the regeneration of the raphia and other fibers will contribute to the promotion of the famous bwaba and bobo masks, because these have been highly requested in handicraft and cultural representations for 10 years.

36. “Gender” dimension in PAGEN – is about reducing the gaps between genders; that is, the relationship between men and women regarding the project benefits, and to reinforce women’s participation. Women carry out a wide range of forest resources exploitation activities that are useful for the family: this helps diversify children’s nutrition and brings complementary revenues. Feminine forest activities for domestic exploitation (in opposition to commercial exploitation) particularly concern the poor strata and the poor and the most vulnerable groups of the social organization. The forest provides survival materials during the lean period (fruits, leaves etc.), and last substitution resources in case of dearth and famine (roots, insects etc).

Problem relating to cultivation in the swamps and extra-seasonal cultures in the protected areas must be treated with great caution. These activities are mostly Feminine, in particular rice cultivation that is very hard and left for women.

Recommendation – one cannot, under no circumstances, prevent women from cultivating rice in the swamps of the protected areas when they are already doing it. However, measures are to be taken to rationalize this exploitation:

- Ensure that these cultures will not be extended;
- Get exploiters organized in groups;
- Get the exploiters to think about alternate activities outside the protected areas and provide the means to start if they accept to withdraw from the swamps.
- Ensure follow up of these exploiters over three years to ensure that their revenues did not decrease;
- Define rational exploitation rules that reduce impact on environment;
- Choose access tracks that avoid animal and vegetal habitats restoration micro-zones.

Women are associated with decisions making, micro-projects and they must participate in all PAGEN activities. It is recommended that a leader be specifically in charge of gender approach. Teams should encourage women representation in decision-making service from the beginning of the organization etc.

The PAGEN should favor a flexible and rational management system of natural resources exploitation in the protected areas. The regulation of usage will be laid down with the collaboration of all actors, taking into account gender differentiation of the activities, to make activities calendar, control modes and penalties (the village surveillance committees). Management plans of protected areas will specify the different alternative of using in accordance with the faunal resources preservation.

37. NGOs investment must be taken into account – NGOs and other organizations of the civil society are important actors of the development process. They can be useful in identification, programming and implementation of the program and follow up – evaluation elements as well.

The PAGEN included an NGO in the program implementation: national NGO for preservation;

NATURAMA is the concessionary of the KABORE Tambi Park. This NGO relies on 12 years of field experience in 17 villages located in the east of the National Park of Pô. The passage has an operation of the size of the National Park of Pô (from 17 to 90 villages) will require reinforcement of leading and thinking capacities of the NGO in environmental and social domains.

NGOs having solid experience in environmental training can be selected for the training to be carried out. NGOs having local expertise in micro-projects and income generating activities can be integrated to the program.

The PAGEN also introduced AGEREF associations; these are base associations of natural resources management that should be able to take over PAGEN activities later on.

Recommendation: thanks to an appropriate follow up, the PAGEN will reduce the negative aspects that may result in the participation of NGOs like AGEREF. The risks are as follows:

- Inefficiency in financial and accounting management,
- Poor institutional capacity, concentration of decisions and finances in the hands of the sole president,
- Fragile duration and dependent on external actors, isolation,
- Organizational and coordination difficulties for communication between members and other institutions,
- Difficulty in changing status because they generally act in small, punctual and local programs, with a small number of actors;
- Risk of focusing on participation and forgetting to transfer authority and funds to local population (for NGOs).

The support of NGOs and other civil society organizations in the implementation of PAGEN is a major aspect of the program. All members of the civil society are important actors of the decentralization process and they will help achieve the objective of transfer of authority and finances to local population.

38. Site by site analysis of the situation and the Moderating Plan are shown in a form of tables below:

Table i - Expected impacts in SAHEL WCU & mitigation proposal

Current status	PAGEN impact	Mitigation
<ul style="list-style-type: none"> <li>- Power shortage</li> <li>- Forest fire</li> <li>- Poaching</li> <li>- Lack of water sources and schools</li> <li>- Enclavement during rainy season</li> <li>- Productive fishing but cheating (tightened net etc)</li> <li>- Dried up water sources and their filling</li> <li>- Importance of plucking in human feeding</li> <li>- Elephants stay: July – August</li> <li>- Few projects and target actions</li> </ul>	<ul style="list-style-type: none"> <li>- Establish surveillance polices for hunting, fishing and forest resources</li> <li>- Restore wild fauna habitats</li> <li>- Define preservation zones</li> <li>- Restore bourgoutieres</li> <li>- Reforestation activities and training</li> <li>- Treatment of river banks</li> <li>- Restore elephants habitats</li> <li>- Prepare elephants’ longer stay in Burkina</li> <li>- Restore corridors for wild fauna</li> </ul>	<ul style="list-style-type: none"> <li>- Raise funds to make secludes areas accessible</li> <li>- Digging water sources wells</li> <li>- Avoid prohibiting exploited zones (grazing, agriculture)</li> <li>- Any access restriction must be decided with the collaboration of communities</li> <li>- Mobilize women and other actors with micro income generating activities</li> <li>- Study a possible cohabitation elephant/human</li> <li>- Anticipate crisis with elephants (damages, accidents)</li> </ul>

Table ii - Expected impacts around Comoé & mitigation proposal

Current situation	PAGEN impacts	Consolidation
<ul style="list-style-type: none"> <li>- Approximate control of forest fire</li> <li>- Approximate control of poaching</li> <li>- Improvement of cattle breeders / farmers relationship</li> <li>- Increase of men/women capacities (literacy, training)</li> <li>- Improvement of socio-economic infrastructures (bore holes, schools, health centers)</li> <li>- Increase of group members revenues (micro projects)</li> <li>- Training and making women responsible</li> <li>- Giving up moving inhabitants from Ouangolodougou</li> </ul>	<ul style="list-style-type: none"> <li>- Setting up of a surveillance police integrating hunters associations and other groups</li> <li>- Restoration of wild fauna habitats</li> <li>- Increase of wild animals number</li> <li>- Wild flora biodiversity restoration</li> <li>- Current rehabilitation of corridors for the fauna</li> </ul>	<ul style="list-style-type: none"> <li>- Increase the capacity of base associations AGETREN</li> <li>- Re activate AGEREF</li> <li>- Ensure transparency in the management and decisions making between AGEREF members and AGEREF/AGETREN</li> <li>- Protected areas belonging to the State which can grant the management to AGEREF (reflect on the mechanism of management)</li> <li>- Think of means of making population responsible in the valorization of bio diversity without doing it for them (hunting, ecotourism)</li> <li>- Ensure effective transfer of funds and authority to AGEREF</li> </ul>

Table iii - Expected impacts around the hippo ponds and the mitigation proposal

Current situation	PAGEN impact	Mitigation
<ul style="list-style-type: none"> <li>- Forest fires</li> <li>-Poaching</li> <li>- Deforestation of Mouhoun banks</li> <li>- Satiri-Bala-Mare impracticable tracks</li> <li>- Productive fishing but fraudulent (tightened net etc) and many individual fishermen</li> <li>- Use of toxic products in fishing</li> <li>- Cotton crisis and pressure on fishing</li> <li>- Pollution risks of underground water by chemical inputs for gardening and cotton</li> <li>- Agricultural extension difficulties in overburden neighboring soil</li> <li>- Sokourani and Tierako villagers are reclaiming the declassification of the forest</li> <li>- Considerable pressure of cattle breeders on the protected area particularly in the West</li> </ul>	<ul style="list-style-type: none"> <li>- Establish a surveillance police integrating hunters associations and other groups (forest men, fishermen, cattle breeders etc.)</li> <li>- Restore wild fauna habitats</li> <li>- Restore Mouhoun banks and watch forest-galleries</li> <li>- Develop ecotourism</li> <li>- Restore the corridors for the fauna</li> <li>- Control river's front water quality because of cotton waste and irrigation</li> </ul>	<ul style="list-style-type: none"> <li>- Raise funds for the making disenclavement of Satiri-Bala-Mare track accessible</li> <li>- Resolve the corridor issues for herds going to the Mouhoun</li> <li>- Ensure improvement of the pastoral sector by realizing infrastructures and improving access to inputs (SPAI, veterinary services)</li> <li>- Ensure bore holes drilling outside protected area for cattle</li> <li>- Mobilize women including cattle breeders women with micro income generating activities</li> <li>- The protected area belongs to the State, which can hand over the later on management</li> <li>- Joint action between PNGT 2 and PDRI / HKM</li> </ul>

Table iv - Expected impacts and mitigation proposals protected areas PNKT / for the complex of Nazinga game reserve classified forest of the Sissili and Nazinon

Current situation	PAGEN impact	Mitigation
<ul style="list-style-type: none"> <li>- Intensive pastoral exploitation in the park</li> <li>- Forest fire</li> <li>- Poaching</li> <li>- Deforestation of banks</li> <li>- Damaged forest formation</li> <li>- Traditional fishing and group hunting</li> <li>- Continuous immigration of farmers from the north of the plateau</li> <li>- Cattle breeders/farmers disputes</li> <li>- Native/ migrants Disputes</li> <li>- Villagers demand the declassification of the forest</li> <li>- Rich varied avifauna</li> <li>- Saturated pastoral zone in the East</li> </ul>	<ul style="list-style-type: none"> <li>- Establish a village surveillance committees integrating hunters associations and other groups (forest men, fishers, cattle breeders etc.)</li> <li>- Restore wild fauna habitats and vegetal bio-diversity</li> <li>- Restore the banks</li> <li>- Restore corridors for fauna towards other protected areas</li> <li>- At least 90 villages to manage using participative approach</li> </ul>	<ul style="list-style-type: none"> <li>- Provide for many cattle tracks in and outside the park</li> <li>- Mobilize traditional associations of hunters and fishermen</li> <li>- Mobilize women including the cattle breeders women with micro income generating activities</li> <li>- The protected area belongs to the State, which can hand over the management</li> <li>- Evaluate possibilities of creating pastoral zones in the south and west of the Park</li> <li>- Dig wells outside the Park</li> <li>- Form the villages in pertinent sociological groups</li> </ul>

### Mitigation Plan Budget

This budget was prepared to account for the moderating plan (see tables i to iv in the summary). Some items of the Mitigation plan are built into the core design of PAGEN. Thus the Mitigation Plan has been entirely integrated in the formulation of the PAGEN and its costs tables. It amounts to:

Government	USD	198,000
GEF	USD	815,600
IDA (CBRDP)	USD	2,534,500
Other financial sources (CBRDP)	USD	1,093,000
Communities (CBRDP)	USD	580,900
<b>TOTAL</b>	<b>USD</b>	<b>5,222,000</b>

It is based on the following principles:

The potential negative social impacts are mitigated by project in particular by an upstream consideration of potential impact and systematic moderation. The goal is to minimize impact to ensure sustainability of actions. Residual impacts both social and environmental will be mitigated via:

- (1) Financing the local development process of CBRDP by IDA, the Netherlands, German training program to ensure that all neighboring villages are targeted and a quick intervention of this support. The coordination with PAGEN will be official by a Protocol and monitored by the TTL of both operations.
- (2) A financial contribution made to support some of the state partners as well as management plans enabling the mitigation of potential impact on agriculture and livestock by finding solution from outside the protected areas ( intensification of Agriculture support to the pastoral zones around APs, pastoral investment, etc.)
- (3) A full-time recruitment of a socio-pastoral specialist for the technical unit of the Sahel
- (4) Financing of studies especially on the land dimension of pastoralism in the Sahel, on movement & conflict with ponds elephants at Kaboré Tambi, on water management at Hippo in order to understand better the constraints and in order to be able to propose technical solutions to the villages communities and other users.
- (5) Environmental education support targeted to the social benefits of a better environmental management via a support at the service of education and rural radio station.
- (6) The financing of the works designed for the implementation of a sustainable financing mechanism for preservation and possible lost of access to the resources by some of the population
- (7) The carrying out of ESIA other than Management Plans as well as the support and training of CONAGESE in order to ensure the follow up and quality control of these ESIAs.

## **Additional Annex 17**

### **Process framework to mitigate potential negatif social impacts (in french)**

1. OP 4.12 et PAGEN. La Directive Opérationnelle OP 4.12, intéressant les déplacements de population causés par les projets de développement, requiert différents types d'instruments selon les degrés d'impacts sur les populations concernées. Lorsqu'il s'agit de limiter l'accès aux ressources, à cause d'une aire protégée ou d'un parc légalement désigné, la limitation d'accès provoque des impacts négatifs sur les revenus et les modes de vie des personnes qui y sont contraintes. Pour les Aires de protection de la faune du PAGEN, où aucun déplacement de population n'est prévu, ce degré d'impact relève du para 3 (b) de l'OP 4.12, et le type d'instrument requis est un « cadre de procédure » (Process Framework) qui doit être préparé par l'emprunteur, celui-ci doit le mettre en application et en assurer le suivi-évaluation. La capacité à mener à bien ce cadre de procédure est une condition pour que la Banque s'investisse dans le projet.
2. L'objectif du cadre de procédure est d'établir un cadre dans lequel les Personnes Affectées par le Projet (PAPs) pourront participer aux composantes du projet (restaurer les habitats naturels de la biodiversité et la faune sauvage), à la détermination des mesures nécessaires pour réduire les impacts sociaux de cette restriction d'accès, et à la mise en œuvre ainsi qu'au suivi-évaluation des activités du projet, en particulier les Plans d'aménagement des Aires de protection de la faune et le Plan Modérateur.
3. Description du PAGEN. Le Gouvernement du Burkina Faso a obtenu du Fonds pour l'Environnement Mondial (FEM), par l'entremise de la Banque Mondiale, des fonds pour préparer le Projet Partenariat pour l'Amélioration de la Gestion des Ecosystèmes Naturels du Burkina Faso (PAGEN) pour le volet « conservation des écosystèmes ». Il a pour principes fondamentaux la responsabilisation des communautés et le partage équitable des bénéfices issus d'une meilleure conservation. Au plan opérationnel, il s'agit de mieux gérer les aires de protection faunique (les parcs nationaux, les réserves, les ranchs de gibier et certaines forêts classées à vocation faunistique) pour les inscrire dans le paysage rural afin de les intégrer dans le développement local. Le PAGEN a une durée de 15 ans et s'exécutera en phases séquentielles de 5 ans chacune.
4. Sites d'intervention. Dans la première phase, le programme interviendra dans quatre sites qui sont :
  - Aire de protection de la faune du Sahel : dans les provinces du Soum et de l'Oudalan, la zone d'intervention potentielle du PAGEN se situe au Nord de la Forêt réserve sylvo-pastorale et partielle de faune du Sahel. Cette zone fait partie d'un ensemble écologique naturellement riche mais dégradé, situé en majorité dans le Gourma malien, où évolue une forte population d'environ 600 éléphants qui séjournent au Burkina en saison des pluies. La faune avicole très riche est menacée (autruche, outarde etc.) et des espèces d'ongulés ont disparu (oryx, gazelle dama, addax, girafe etc.). Plus de 200,000 ha seront restaurés ainsi que plusieurs centaines de milliers d'hectares de zones humides.
  - Aire de protection de la faune de la Mare aux Hippopotames : dans la province du Houet, la Réserve de la Biosphère de la Mare aux Hippopotames est située à une cinquantaine de kilomètres de Bobo-Dioulasso (la 2<sup>e</sup> ville du pays) dans le Département de Satiri ; la Réserve s'étend sur une superficie de 19 000 ha de forêt classée, les galeries forestières et les zones d'inondations sont très riches en biodiversité faunique et végétale. La mare varie autour de 600 ha, elle est alimentée par les crues du fleuve Mouhoun et par des sources propres. L'habitat des hippopotames est menacé par une pêche intensive et désorganisée et les troupeaux de zébus parcourent l'aire classée ; la faune avicole très riche comporte quelques espèces rares (petit jacana et trogon).

- Aires de protection de la faune du Sud-Ouest : dans les provinces de la Comoé et de la Léraba, pour la forêt classée et réserve partielle de la faune de la Comoé-Léraba qui s'étend sur 300,000 ha, où le projet existe depuis 5 ans, ainsi que les forêts classées de Boulon et de Koflandé s'étendent sur environ 200,000 ha ; plus de 300 espèces végétales ont été identifiées et 22 espèces fauniques ont fait l'objet d'observation régulière, y compris le buffle et le cobe redunca attractifs pour la chasse.
- Aires de protection de la faune du Sud: dans les provinces du Nahouri, de la Sissili, du Zoundweogo et du Ziro, le complexe d'aires constitué du Parc national KABORÉ Tambi/ranch de gibier de Nazinga/forêts classées de la Sissili et du Nazinon s'étend sur environ 400,000ha où les troupeaux transhumants et les braconniers ont chassé une faune sauvage auparavant très riche (grands ongulés et éléphants), qui a partiellement trouvé refuge dans le ranch de Nazinga.

5. Déclencheur de la Directive sur le Déplacement des Populations. Certaines composantes du PAGEN mobilisent les politiques de la Banque Mondiale en matière de déplacement de populations. Pour préparer et réaliser son programme de conservation des écosystèmes, le PAGEN devra réduire l'accès des Aires de protection de la faune aux populations qui utilisent actuellement les ressources situées dans les zones d'intervention. Pour les zones de biodiversité et de restauration des habitats, l'interdiction d'accès sera totale et les riverains ne pourront plus y pratiquer aucune activité ; pour le reste, certaines activités seront autorisées. Cette réduction d'accès s'effectuera selon une démarche participative, incitant les groupes affectés à prendre part aux décisions qui mèneront à l'établissement des Plans d'Aménagement des Aires Classées (PAACs).

6. Compatibilité entre la législation nationale et les politiques de la Banque Mondiale en matière de déplacement de populations. D'après la législation nationale (les textes de 1996 portant Réorganisation Agraire et Foncière, le Code de l'Environnement et le Code Forestier), les Aires de protection de la faune appartiennent à l'Etat et les activités y sont règlementées par les services forestiers. Toutes les activités actuellement menées sans autorisation dans chacun des 4 sites sont considérées comme illégales: il s'agit avant tout du pastoralisme, de l'agriculture, et des ponctions forestières; ces activités sont tolérées dans les zones-tampons. Cet état d'illégalité pourrait mettre en concurrence les politiques de la Banque Mondiale sur les déplacements de populations et les lois du Burkina. Cependant deux éléments résolvent les risques potentiels de conflits entre l'OP 4.12 et les lois burkinabè : le Burkina Faso possède une bonne expérience de la mise en œuvre de l'OD 4.30 (directive sur le déplacement involontaire des populations qui précédait l'actuelle l'OP 4.12) pour plusieurs des projets financés par la Banque Mondiale (le barrage de la Kompienga, le réservoir de Ziga, le PNGT I, le GEPRENAF etc.) et il n'y a pas d'habitats permanents à déplacer des Aires de protection de la faune, car celles-ci étaient protégées par leur statut légal et, si les populations ont mené des activités dans les Aires de protection de la faune, elles n'y ont pas installé de résidence permanente qu'il faudrait déplacer.

7. Aucune acquisition foncière n'est faite pour le PAGEN car les terres appartiennent à l'Etat ; il n'y a pas de villages ni d'habitats permanents à déplacer. En revanche, les activités menées dans les Aires de protection de la faune (le pastoralisme en particulier) seront en partie transférées sur le territoire des villages adjacents, ce qui fait que ces villages sont affectés par le PAGEN et font partie de la stratégie participative.

8. La Stratégie Participative. La stratégie de participation consiste à : (a) identifier les populations affectées ; (b) recenser les Personnes par le Projet (PAPs) ; (c) fournir des critères d'éligibilité des villages et des personnes affectées ; (d) fournir des critères d'identification des groupes vulnérables ; (e) proposer des méthodes de consultation publique ; (f) fournir une démarche pour intégrer les populations affectées à la mise en œuvre du Projet.



9. Identifier les populations affectées. Les personnes affectées appartiennent aux villages adjacents des Aires de protection de la faune. Il faut distinguer les Personnes directement et individuellement Affectées (PAPs) par la restriction de l'accès aux ressources contenues dans les Aires de protection de la faune, parce qu'elles dépendent des ressources forestières pour assurer leur niveau de vie, et les communautés qui sont touchées par le projet (CAPs) dans la mesure où elles vivent dans les villages adjacents. Tous les villages adjacents sont *de facto* éligibles comme CAPs, il faut leur ajouter les villages dont ceux-ci dépendent coutumièrement à cause des protocoles d'installation des populations (les derniers venus ont reçu des droits fonciers d'autres villages, autochtones qui peuvent être éloignés d'une cinquantaine de kilomètres de l'aire classée).

10. Recensement des Communautés Affectées par le Projet. Les recensements nationaux fournissent la base chiffrée des CAPs résidant dans les villages adjacents des Aires de protection de la faune : environ 150,000 personnes, recensés site par site (recensement INSD de 1996) auxquelles il faut ajouter un grand nombre d'éleveurs non recensés, qui utilisent saisonnièrement les ressources des Aires de protection de la faune :

- Aire de protection de la faune du Sahel : dans les provinces du Soum et de l'Oudalan, pour la Forêt réserve sylvo-pastorale et partielle de faune du Sahel, environ 55,000 personnes résident dans les départements de Nassoumbou, Koutougou, Déou, Oursi, Tin-Akoff et Markoye ; Les populations de la zone du projet sont essentiellement des agro-pasteurs Peul, auxquels s'ajoutent des Gourmantché, Mossi, Songhaï et Kurumba ( 30 - 50% sont demi-nomades), les nomades purs représentent une exception (quelques groupes Touareg, Kel Tamasheq et Bella).

- Aire de protection de la faune de la Mare aux Hippopotames : dans la province du Houet, pour la Réserve de la Biosphère de la Mare aux Hippopotames, environ 11,000 agriculteurs, d'ethnie bobo et bwaba, ainsi que de nombreux migrants venus cultiver le coton, résident dans les 7 villages adjacents du département de Bala, et les nombreux éleveurs non recensés ne résident pas en permanence.

- Aires de protection de la faune du Sud-Ouest : dans les provinces de la Comoé et de la Léraba, environ 15,000 personnes dans les 17 villages des départements de Niangoloko pour l'AC de Diéfoula-Logoniégué ; pour l'AC de Boulon-Koflandé, 20 villages dans les départements de Mangodara et Tiéfora, environ 20,000 personnes ; la population est composée d'agriculteurs autochtones (Sénoufo et Dioula) et migrants, et de nombreux éleveurs non recensés.

- Aires de protection de la faune du Sud: dans les provinces du Nahouri, de la Sissili, du Zoundweogo et du Ziro, environ 55,000 personnes résident dans les 95 villages des départements de Pô, Guiaro, Biéha, Nobéré, Guiba, Gogo, Gomboussougou et Sapouy; ce sont des agriculteurs et chasseurs autochtones Kasséna, Bissa et Mossi, auxquelles se sont ajoutés de nombreux agro-pasteurs migrants ; de nombreux éleveurs généralement non recensés font pâturer leurs animaux à diverses saisons dans la région. Le nombre des CAPs pourrait augmenter s'il est décidé de créer un corridor pour les éléphants entre Nazinga et le PNKT.

11. Critères d'éligibilité des Personnes Affectées par le Projet (PAPs). Conditions requises pour les PAPs : les populations qui dépendent de l'accès aux Aires de protection de la faune pour assurer leur niveau de vie seront définies selon leur profil socio-économique. Leur nombre exact ne pourra être connu, site par site, que pendant la phase de « diagnostic participatif » qui identifiera tous les acteurs concernés. La phase de diagnostic servira de référence pour déterminer les PAPs, les personnes apparues ultérieurement dans la zone ne seront pas prises en compte. Toute personne identifiée comme PAPs doit pouvoir participer aux réunions et aux décisions concernant la gestion de l'AC. Les PAPs sont : les agriculteurs qui cultivent dans l'AC en saison des pluies, qu'ils détiennent des droits coutumiers sur ces Aires de protection de la faune ou non ; les agriculteurs(trices) de culture de contre-saison (maraîchéculture, riziculture) ; toutes les catégories d'éleveurs dont les bœufs paissent dans l'AC, y compris les transhumants; les chasseurs et les braconniers;

les bûcherons, les charbonniers, les exploitants de bois d'œuvre ; les femmes qui collectent le bois à usage domestique et font la cueillette pour la sauce ; les apiculteurs ; les pêcheurs et tous les acteurs qui entrent dans la filière de pêche (transformation, par fumage ou autre, commerçants etc.) ; les tradipraticiens et tradipraticiennes qui utilisent la pharmacopée ; les artisans et artisanes en vannerie, toiture etc. ; les responsables coutumiers qui détiennent des sanctuaires rituels dans l'aire classée ; tous les membres de groupements constitués qui ont une action dans l'aire classée (chasseurs, éleveurs, pêcheurs, bûcherons etc.). Cette liste n'est pas exhaustive et d'autres catégories peuvent apparaître au cours des diagnostics (orpailleurs etc.)

12. Critères d'identification des groupes vulnérables. Les éléments vulnérables de la population doivent être identifiés en priorité, car ils ont un besoin irrépensible de l'accès aux ressources forestières pour assurer leur sécurité alimentaire et leur survie. Les critères permettant de les identifier sont les suivants : l'incapacité de se nourrir toute l'année ; un très petit nombre de ruminants et de volaille ; un habitat de mauvaise qualité ; l'incapacité d'honorer la scolarité des enfants ; l'utilisation de superficies réduites et de champs dont l'utilisateur n'est pas propriétaire ; des personnes à charges et pas de personnes actives ; un niveau d'équipement très bas (culture à la daba) ; l'inexistence de moyen de déplacement autre que les pieds ; la faiblesse des transferts en provenance de l'extérieur etc. Les individus qui répondent à ces critères doivent bénéficier en priorité des formations aux micro-activités génératrices de revenus et ils doivent participer aux décisions concernant les réductions d'accès aux ressources des Aires de protection de la faune et l'élaboration des PAACs.

13. Méthode pour recenser les Personnes Affectées et les éléments vulnérables. La procédure à suivre pour identifier et dénombrer les PAPs est celle du « diagnostic participatif », effectué dès le début de la mise en œuvre du PAGEN. Les éléments vulnérables de la population seront identifiés en priorité, individuellement. Les techniques d'identification des pauvres et des individus vulnérables à l'intérieur des communautés rurales sont le « classement par ordre de prospérité », un des outils de la MARP, et la méthode du "vote individuel pondéré" : ces outils sont utilisés par des ONGs et des projets tel que le PNGT II. Le recensement des PAPs est effectué au moment des « diagnostics participatifs » avec l'élaboration d'une fiche par personne (avec son nom, son village, quartier et le type d'activité menée dans la forêt, à quelle saison, dans quelle partie de la forêt) ce qui permet d'assurer le suivi personnalisé des personnes très pauvres, à mi-parcours, et à la fin de la première phase du PAGEN.

14. Démarche pour intégrer les PAPs à la mise en œuvre du Cadre de Procédure. On distingue 7 étapes permettant d'intégrer les PAPs à la réduction des impacts sociaux négatifs provoqués par la restriction d'accès aux Aires de protection de la faune. (a) les Diagnostics Participatifs permettent d'identifier les acteurs, les types de ressources affectées et le calendrier des activités affectées ; (b) les Associations intervillageoises (AGEREF : Association intervillageoises de Gestion des Ressources Naturelles et de la Faune) sont organisées le plus tôt possible et seront les concessionnaires des Aires de protection de la faune, elles assureront l'application du Cadre de Procédure pour les CAPs ; (c) les PAPs identifient les actions compensatrices pour motiver leur retrait des Aires de protection de la faune et leur mobilisation pour participer à la conservation (renforcement des capacités, besoins en équipement, rémunérations etc.) ; (d) négociation des PAACs et travaux d'aménagement compensatoires (pistes à bétail, points d'eau, plantations de bois de feu etc.) ; (e) instauration des Comités de Résolution des Conflits ; (f) réalisation des aménagements et mise en œuvre des PAACs ; (g) suivi-évaluation. Ces étapes ne sont pas nécessairement successives, mais elles participent à la démarche d'intégration des PAPs à la mise en œuvre du Cadre de Procédure.

15. Les Diagnostics Participatifs. Ce sont les outils de base de la démarche participative, ils seront couverts par le PNGT II, avec l'appui des ONGs ou de bureaux d'études spécialisés dans les outils de

communication sur les ressources naturelles (MARP, GRAP etc.). Les Diagnostics permettent d'identifier les acteurs ayant des activités dans les Aires de protection de la faune, même saisonnières, les moyens de les contacter, les types de ressources affectées, cartographier les activités en précisant leur localisation, évaluer l'extension et le degré de prédation sur les ressources, et le calendrier des activités affectées. Les Diagnostics peuvent donner des informations d'ordre générale sur les terroirs avoisinants, ce qui permet de définir des grappes de villages. Pour les Aires de protection de la faune du Sud, le trop grand nombre de villages CAPs – environ 95 villages – seront réunis par grappes réunissant plusieurs villages sur des critères socio-culturels pertinents localement, relatifs à la gestion commune des ressources naturelles (foncier, eau, pâturages, forêts etc.). Les Diagnostics servent de base de données initiale pour évaluer les mesures compensatoires adaptées à chacun (formations, intégration à un programme de microprojet, etc.) et pour le suivi-évaluation.

16. Participation et Consultation - Impact des consultations dans la préparation du PAGEN. Des consultations des CAPs ont été menées par le PAGEN depuis plusieurs années, dans le Nord au Sahel et dans la Comoé au sud-ouest, dans le cadre du projet GEPRENAF et pendant la préparation du projet du Gourma burkinabé. Ces consultations et le déroulement intégral de la 1<sup>o</sup> phase du projet GEPRENAF (1996-2001) ont permis de re-situer la démarche participative, de recentrer les objectifs du PAGEN dans une perspective plus réaliste, notamment concernant les résultats économiques à attendre à moyen et long terme du retour de la conservation pour les communautés. Les résultats du GEPRENAF ont permis de comprendre l'importance des compensations pour les populations riveraines qui perdent l'accès aux ressources des Aires de protection de la faune.

17. L'approche participative menée par le GEPRENAF auprès des agriculteurs installés dans la forêt a conduit le projet à céder une partie de la zone de Biodiversité, parce qu'il n'était pas possible de réinstaller les cultivateurs d'ignames sur d'autres terres, le terroir et les terroirs voisins étant saturés. L'action participative menée par le GEPRENAF auprès des éleveurs qui pâturaient dans l'aire classée les a mené à entamer des négociations auprès des responsables des domaines fonciers villageois qui ont pu leur céder des portions de leurs réserves foncières pour faire pâturer leurs animaux. La mise en place de nouvelles institutions villageoises a permis aux éleveurs de s'intégrer aux communautés et de réduire les conflits avec les agriculteurs. Le renforcement des capacités des femmes, par leur participation aux formations des micro-activités génératrices de revenus leur a permis de défendre leurs intérêts pour garder leurs sites de cueillette de karité, qui sont intégrés au PAAC. Le PAGEN est basé sur une approche contractuelle et de négociation entre tous les acteurs concernés, afin que les transferts d'activités, depuis les Aires de protection de la faune vers les zones agro-sylvo-pastorales adjacentes, puissent s'effectuer en réduisant les conflits.

18. Consultations pour Réduire les Impacts négatifs de la limitation d'accès aux Aires de protection de la faune. La phase de « diagnostic » et des enquêtes complémentaires permettent à tous les PAPs d'influencer les PAACs en tenant compte des types de ressources affectées, du calendrier des activités affectées, en évaluant la compatibilité entre leurs besoins et les restrictions d'accès. Exemple des choix de limitation des restrictions d'accès qui peuvent être pris : les éleveurs pourront faucher l'herbe dans certains endroits des Aires de protection de la faune ; les femmes pourront continuer à cueillir les fruits du karité, les lianes, les feuilles de baobab, l'andropogon pour la vannerie etc. à condition de ne pas circuler dans les zones de stricte interdiction; les bûcherons couperont le bois dans des zones choisies ; la pêche pourra continuer suivant une réglementation définie avec les groupements de pêcheurs ; les tradipraticiens continueront la collecte pour la pharmacopée dans les zones autorisées par les PAACs etc.. Toutes ces activités pourront continuer à être menées suivant une réglementation stricte, négociée par les acteurs eux-mêmes, et avec une police forestière à laquelle ils participeront : les Comités Villageois de Surveillance. Ces procédures permettent de réduire drastiquement les impacts négatifs que l'on peut attendre du PAGEN.

19. La Consultation Publique. L'Etude de l'Impact Social préconise que l'information des PAPs soit diffusée en français, dans les langues nationales (mooré et foulfouldé sur les 4 sites, auxquels il faut ajouter le dioula pour le site de l'ouest et celui du sud-ouest). Les informations sont diffusées aussi dans chacune des langues locales, afin que les messages atteignent tous les éléments sociaux concernés, qui souvent ne parlent pas les langues véhiculaires (les femmes, les chasseurs, les pêcheurs etc.). Ces langues sont : le Bissa-Lébri et le Gur-Kassena pour les Aires de protection de la faune du Sud et le Gouin-Tirama pour les Aires de protection de la faune du Sud-Ouest. Les PAPs sont informés par l'organisation administrative et par les organisations locales traditionnelles. Le circuit de l'information s'appuie sur les Hauts-Commissaires et inclut tous les services qui composent les Cadres de Concertation Technique. Les invitations aux réunions se font par les canaux d'information habituels (Hauts-Commissaires, préfets, délégués villageois), concernent tous les représentants de la société civile, et la totalité de la population, en insistant sur les représentants des acteurs les plus concernés par la restriction d'accès aux ressources des Aires de protection de la faune. Pour l'information et la participation des éleveurs présents seulement une partie de l'année dans l'AC (les transhumants), les terroirs d'attache et les « logeurs » peuvent être connus pendant l'élaboration des « diagnostics ». Chaque année et pour chaque site, les Conservateurs organiseront un Forum annuel regroupant tous les acteurs participant à la gestion de l'AC ; pour l'AC de la Mare aux Hippopotames et les Aires de protection de la faune du Sud-Ouest qui relèvent d'une seule province, le Cadre de Concertation Technique Provincial (CCTP) sera le cadre officiel du Forum, pour les autres Aires de protection de la faune, les Conservateurs organiseront les réunions à une échelle régionale. Pour s'assurer que tous les PAPs ont bien été contactés, les experts chargés du suivi-évaluation du PAGEN à mi-parcours pourront reprendre les bases des « diagnostics participatifs » et interroger les personnes présentes aux réunions afin de vérifier qu'aucun acteur, même saisonnier, n'a été oublié ou exclu du cadre participatif.

20. Les Mesures Compensatoires. Le renforcement des capacités et la procédure interactive qui vont mener à l'élaboration et à l'adoption des PAACs comprendront les éléments suivants : reconnaissance et appui aux organisations locales ou coutumières de chasseurs, de pêcheurs, les groupements féminins et les groupements d'éleveurs, les groupements forestiers. Les AGEREF réuniront des représentants de ces divers groupements de base. Des mesures compensatoires sont à prévoir lorsque les PAACs interdiront effectivement des activités qui ne pourront pas être transférées ailleurs. (i) Le déplacement des activités pastorales des éleveurs transhumants et semi-transhumants constitue la forme la plus notable d'activités réclamant des aménagements dans les villages adjacents. (ii) Pour les autres acteurs, soit les activités seront cantonnées dans une zone spécifique par les PAACs (le bûcheronnage, le fauchage de l'herbe, la pharmacopée, la cueillette, la collecte du bois de feu, l'apiculture etc.), soit la réduction des activités sera compensée sous la forme de micro-activités génératrices de revenus, avec les formations et l'équipement appropriés. Les groupes bénéficiaires sont organisés sous forme de Comités d'Actions Spécifiques (CAS). Tous ces éléments apparaissent à partir des Diagnostics Participatifs.

21. Mesures compensatoires pour l'élevage face aux réductions d'accès aux Aires de protection de la faune. Une partie des éleveurs, les transhumants, utilisent aujourd'hui les Aires de protection de la faune pour les points d'eau, les pâturages, pour parquer les animaux en saison agricole et comme zones de transfert d'un point à un autre des itinéraires de leurs transhumances. Ces transhumants parcourent les Aires de protection de la faune en toutes saisons pour les Aires de protection de la faune du Sud-Ouest, les Aires de protection de la faune du Sud, et l'AC de la Mare aux Hippopotames. L'AC du Sahel fait l'objet de parcours d'une régularité mieux définissable, avec une partie des troupeaux (les nomades) qui s'éloigne de la zone après les récoltes et retourne vers le Sahel en début de saison des pluies. Pour réduire les impacts négatifs sur le pastoralisme, le PAGEN s'appuiera sur 3 éléments : (a) une amélioration de la connaissance sur les parcours comprenant (i) les critères de durabilité des pistes à bétail (relative au risque d'érosion

des pistes et de leurs abords, à la durabilité des pare-feu et des brises-vents, à la disponibilité des points d'abreuvement, à la reproductibilité des graminées alentours etc.), (ii) de nouveaux outils pour compléter les cartes de transhumances existantes (des images satellitaires, bases de données SIG etc.), (iii) l'information sur les motivations des parcours (recherche de nouveaux pâturages ou de points d'abreuvement, marché à bestiaux, services vétérinaires, fêtes, cures salées etc.) peut être fournie par les Diagnostics Participatifs auprès des éleveurs ; (b) une bonne coordination avec les services provinciaux et régionaux d'élevage, ainsi qu'avec les CPAT (Commission Provinciale d'Aménagement du Territoire) et les CRAT (Commission Régionale d'Aménagement du Territoire) pour améliorer les couloirs de passage de bétail existants, ou pour assurer de nouveaux trajets de passage hors des Aires de protection de la faune si les capacités de charge sont saturées (risque pour les Aires de protection de la faune du Sud car les abords de la route Pô-Ouaga risquent d'être insuffisants et il faudra prévoir un ou plusieurs axes supplémentaires pour traverser ou longer le PNKT) tout en adoptant une démarche participative pour réduire la pression et les conflits dans les villages adjacents; (c) des mesures de réduction des impacts négatifs sont prévisibles (i) par la mise en place de Mécanismes de résolution des conflits en y intégrant des groupes d'éleveurs, par l'amélioration de la communication entre le PAGEN et les transhumants en utilisant les canaux existants (les « logeurs ») ; (ii) par des mesures d'accompagnement pour éloigner les éleveurs des Aires de protection de la faune tout en améliorant leurs relations avec les responsables des villages adjacents (en accord avec les CACs : le creusement de nouveaux points d'eau à l'extérieur des Aires de protection de la faune pour attirer les mouvements du bétail, des pistes à bétail, la négociation de réserves foncières pour créer de zones de pâturages, etc.) ; (iii) par des mesures classiques d'amélioration du secteur pastoral (la construction de parcs à vaccination, d'abattoirs, l'amélioration des pâturages et la plantation de plantes fourragères – doliques-, l'amélioration de l'accès aux intrants -SPAI, services vétérinaires etc., la formation au fauchage et à la conservation du foin sous abri avec des voyages d'études au Sahel où cette pratique est largement adoptée etc.).

22. Les Mécanismes de Résolution des Conflits. La limitation de l'accès aux ressources des Aires de protection de la faune provoquera le transfert d'une partie des activités menées dans ces Aires de protection de la faune (le pastoralisme en particulier) en direction des territoires des villages adjacents. Pour éviter que de tels transferts ne provoquent un accroissement des conflits dans les CAPs, le projet prévoit des mécanismes de résolution des conflits. Avant même la mise en œuvre du PAGEN, les conflits latents ou existants sont nombreux : ils portent sur les dégâts dans les cultures par les éleveurs, la mise en culture des pistes à bétail, l'accès aux points d'eau, les feux de brousse, la contestation de propriétés de champs, les droits de gardiennage, la protestation des populations autochtones contre l'installation spontanée d'allochtones qui ne tiennent pas compte des droits coutumiers etc. Les conflits entre agriculteurs et éleveurs (surtout avec les transhumants) sont très préoccupants sur trois des quatre sites, la tension étant moindre dans la région nord, car les éleveurs sont chez eux sans conteste et trouvent des arrangements à l'amiable. Le processus officiel de règlement des conflits passe par les juridictions départementales, ou/et par le Préfet. Une grande partie des litiges est avant tout traitée « coutumièrement », c'est-à-dire dans les assemblées d'anciens et de chefferie, et ne parvient dans les juridictions départementales ou à la préfecture qu'en cas d'échec. Les types de conflits intervillageois échappent au traitement local, par le refus d'une partie des acteurs de reconnaître une autorité locale, ainsi que tous les conflits qui opposent éleveurs et agriculteurs, à l'exception des agro-pasteurs associés à la vie communautaire. Il existe déjà au Burkina Faso des expériences de « gestion alternative des conflits » qui consistent à mettre en place des institutions juridictionnelles comportant des représentants de la société civile reconnus par tous et habilités à traiter un certain nombre de conflits du monde rural, afin de soulager les tribunaux qui sont engorgés. Des projets, y compris le GEPRENAF dans le cadre du PAGEN, souvent avec l'appui d'ONGs, ont mis en place avec un certain succès des mécanismes de résolution des conflits.

23. Ces mécanismes se régissent à deux niveaux : préventifs, et curatifs. Au niveau préventif, il s'agit d'identifier les conflits potentiels et de prévoir, par une approche participative intégrant les acteurs potentiellement concernés, des mode de réduction de ces conflits. Les institutions traditionnelles, coutumières, sont souvent rajeunies avec l'accord des anciens (qui désignent leur représentant plus jeune), elles sont ouvertes à des catégories qui n'étaient pas officiellement représentées jusque-là (par exemple : les femmes, les éleveurs transhumants, les allochtones nouveaux venus, les jeunes). Les groupes sociaux qui étaient ignorés ou évités, parce qu'ils ne font pas partie de la vie communautaire, sont intégrés par le biais de leur « logeur », c'est-à-dire l'intermédiaire, celui qui facilite la vie de « l'étranger » quand il passe par le territoire villageois. L'intermédiaire est chargé d'expliquer au nouveau venu, ou bien à l'exploitant de passage, quels sont les règlements d'accès aux ressources locales, y compris ceux concernant l'AC. Pour prévenir les conflits, la mise en place de circuits de communication favorisant les réseaux existants est essentielle, ainsi que l'établissement de règles de gestion précises des ressources, acceptées par tous (heures et ordre d'accès à un point d'eau, saison d'accès à une zone de pâturage, interdiction d'accès acceptée par tous etc.). L'accord obtenu par concertation peut être informel ou reconnu par l'administration. L'exécution du protocole d'accord mutuel prévoit les droits et devoirs de chacun, ainsi que la composition des Comités Villageois de Surveillance, les modes de sanction etc. Au niveau curatif, pour le traitement du conflit lorsqu'il a déjà éclaté, il s'agit de mettre en place des institutions reconnues par les acteurs, afin de traiter les conflits en parvenant à un consensus sur son issue, sous la forme de la simple reconnaissance du délit par son auteur, du paiement de contreparties, de travaux d'utilité communautaires etc. Là encore, le dosage des catégories sociales dans les institutions locales est essentiel pour que soit acceptée l'issue du processus « à l'amiable », sans qu'intervienne l'administration. Ces institutions parajudiciaires peuvent être membres des AGEREF.

24. Les conflits entre agriculteurs et éleveurs. On peut prévoir un certain nombre de conflits qui seront créés ou accentués par la réduction de l'accès aux Aires de protection de la faune, ces conflits existent pour chaque site : (i) pour l'accès aux points d'eau, réduire les risques d'augmentation des tensions autour des mares et des marigots, le risque de piétinement des cultures maraichères de contre-saison etc. ; (ii) pour les pâturages : réduire les risques d'augmentation de la tension au moment critique entre la récolte et la vaine pâture, lorsque les champs sont mis à la disposition des troupeaux, en zone soudanienne, puisque le territoire de parcage des animaux sera réduit; (iii) réduire les risques d'augmentation de conflits pour cause d'émondage et d'ébranchage des arbres des villages adjacents pour le pâturage arbustif par une formation des éleveurs à l'impact environnemental de ces pratiques. (iv) Pour les parcours et les pistes à bétail : dans chacun des sites, les éleveurs transhumants utilisent l'aire classée pour transférer les troupeaux d'un lieu à un autre, en direction d'autres zones de pâturages ou des marchés à bestiaux. La clôture de ces pistes de passage par l'interdiction d'accès entrainera automatiquement l'augmentation de la charge sur d'autres pistes, dans les CAPs. Les cultivateurs tenteront de refermer ces pistes à bétail dès le début des semis, et les conflits augmenteront. Tous ces conflits peuvent être réduits par la mise en place de mécanismes dans les deux niveaux cités ci-dessus, préventifs et curatifs.

25. Les conflits entre acteurs humains et animaux sauvages. Ces conflits nouveaux et créés par le projet, doivent faire l'objet de prévision et d'anticipation, parce qu'ils sont inévitables. Le mécanisme de réduction de ces conflits est avant tout préventif : dans les provinces du Soum et de l'Oudalan, pour la Forêt réserve sylvo-pastorale et partielle de faune du Sahel au nord du Burkina, il faut étudier la situation de cohabitation éléphants /humains et organiser les PAACs en tenant compte de cette relation existante. Le mécanisme de résolution de ces conflits est également curatif : pour tous les sites, il faut prévoir de traiter la question des dégâts causés par les animaux sauvages, surtout dans les champs ; ainsi que les accidents contre les personnes qui peuvent survenir (les buffles, et les lions s'ils reviennent dans les sites). Pour les trois sites où le grand mammiphère est présent (dans les Aires de protection de la faune du Sahel, de la Mare aux Hippopotames et du Sud), il faut prévoir précisément comment traiter les crises avec les

éléphants (les dégâts, les accidents) : quelles compensations, qui paiera, et selon quelles procédures (locales, régionales, nationales ou binationales car les éléphants des trois sites circulent entre des frontières). Ces questions doivent trouver des réponses au fur et à mesure de la réhabilitation des habitats et de l'augmentation du nombre des animaux sauvages.

26. Organisation Institutionnelle pour la mise en œuvre du Cadre de Procédure. Le PAGEN est placé sous la tutelle du Ministère de l'Environnement et de l'Eau, la Direction Générale des Eaux et Forêts (DGEF) supervise une petite Unité de Coordination du Programme (UCP) implantée à Ouagadougou, dirigée par un Coordinateur National. Chaque Aire de protection de la faune fait partie d'une Unité de Conservation Faunique (UCF) dirigée par un Conservateur. Les Associations intervillageoises de Gestion des Ressources Naturelles et de la Faune (AGEREF) seront organisées le plus tôt possible et deviendront concessionnaires des Aires de protection de la faune ; pour les Aires de protection de la faune du Sud, l'ONG NATURAMA est concessionnaire pour 10 ans et transmettra la concession à une AGEREF. La mise en œuvre sur le terrain de ce Cadre de Procédure repose sur les agents, fonctionnaires ou contractuels, dirigés par les Conservateurs. Les activités impliquant plusieurs services sont coordonnées au niveau provincial par le Cadre de Concertation Technique Provincial (CCTP), sous la direction du Haut-Commissaire, et au niveau régional par les Gouverneurs de régions.

Les services partenaires déconcentrés collaborent à la préparation des actions dans les villages adjacents et à la mise en œuvre du CP lorsque leur compétence sera concernée (par exemple les Directions Régionales Agricoles –DRA – pour appuyer l'intensification agricole, les Directions Régionales des Eaux et Forêts - DREF – pour appuyer la formation des groupements forestiers, groupements de chasseurs et de pêcheurs, les Directions Régionales des Ressources Animales –DRRA- pour les actions auprès des éleveurs). Toutes ces actions seront menées sur une base contractuelle avec des protocoles d'accord montrant les devoirs des intervenants et les critères de succès. Les Plans Modérateurs des CAPs : la sélection des activités demandées par les CAPs sera effectuée par les CCTP, comme les autres Plans de Développement Local (PDL) ou Plans de Développement Villageois (PDV). Les services déconcentrés, des opérateurs privés ou des ONG mèneront à bien les études de faisabilité des Plans Modérateurs sous la forme de contrats.

27. Formations appropriées La démarche participative réclame une formation spécifique pour tous les agents des services techniques de l'Etat, en particulier les forestiers. L'éducation de ces agents passe par une conception « du haut vers le bas » dans l'application des actions, alors que le CP doit être mené en concertation avec tous les acteurs concernés, les ruraux en premier lieu, donc suivant une conception contractuelle, basée sur la négociation et la diffusion de l'information. Les modules de formation comprendront les principes politiques de la décentralisation, de la gestion décentralisée des ressources naturelles, et la répartition des tâches de conservation entre techniciens et populations locales dans les programmes de co-gestion participatifs. Ces formations sont prioritaires et elles pourront être assurées par des ONGs locales ou par certains services techniques ayant une expérience et des outils dans le domaine. Les services forestiers suivront une formation sur les modes d'organisations paysannes pour pouvoir assurer le suivi des AGEREF, les formes de structuration des groupements, le suivi de la capacité de gestion de ces organisations, et les modes de contrôle de la gestion et du partage des pouvoirs au sein de telles associations. Cette formation préparera le transfert de toutes les activités organisationnelles et de gestion aux AGEREF. Les AGEREF recevront une série de formations à la gestion et à l'organisation des pouvoirs au sein des groupements, ainsi qu'aux circuits d'informations et partages des modes de contrôle des décisions, particulièrement les décisions financières et la gestion comptable. Les membres des Comités d'Actions Spécifiques (CAS) recevront des formations techniques appropriées pour l'utilisation des équipements et pour la gestion des micro-activités génératrices de revenus, afin d'augmenter leurs capacités à rationaliser l'utilisation des ressources de l'AC, selon les règlements choisis dans les Plans Modérateurs des CAPs.

28. La réduction de la pauvreté et l'évaluation des risques. L'objectif final du PAGEN (restaurer les habitats naturels de la biodiversité et la faune sauvage) contribue à long terme à réduire la pauvreté en assurant la qualité et la quantité des ressources végétales et fauniques dans et hors des Aires de protection de la faune, renforce les ressources forestières de survie en cas de disette ou de sécheresse, améliore la qualité des pâturages et des nappes aquifères. Dans l'immédiat, tout projet de conservation limitant l'accès des ressources forestières comporte le risque d'aggraver la pauvreté et doit faire l'objet d'une surveillance des impacts sur les groupes pauvres et vulnérables, les plus sensibles à cette limitation d'accès. L'identification des groupes vulnérables, à partir de critères spécifiques, fait partie des démarches prioritaires de la stratégie participative du PAGEN, avec des fiches individuelles et un suivi approprié. Les groupes pauvres et vulnérables participent à l'élaboration des PAAPs et aux prises de décision concernant la localisation et le calendrier des limitations d'accès aux ressources des Aires de protection de la faune. Ces groupes ou personnes peuvent bénéficier de formations et prendre part aux micro-activités génératrices de revenus, ce qui peut leur permettre de réduire leur vulnérabilité et d'accéder à de nouvelles ressources.

29. Système de Suivi-Evaluation. Il sera assuré dès le début par les services du projet, élaboré site par site, et supervisé par le CONAGESE (Conseil National pour la Gestion de l'Environnement) pour chaque phase (a) Evaluation ex-ante, état des lieux site par site, (b) Evaluation à mi-parcours, (c) Evaluation finale. Des indicateurs-clés sont définis pour chaque phase. La base de données de référence sur le suivi des impacts sociaux sera constituée au démarrage du projet dès la consultation publique et complétée pendant le Diagnostic. La base de données comprendra (i) le suivi des activités dans les Aires de protection de la faune, à partir de la liste de toutes les activités, (ii) le suivi des PAPs, à partir de la liste des PAPs, les moyens de les contacter, une fiche pour les personnes identifiées comme vulnérables, (iii) le suivi des mesures compensatoires adaptées (microprojets et formations pour les PAPs; aménagement ou infrastructures pour les CAPs), le calendrier de ces mesures, les protocoles d'élaboration), (iv) le suivi des aspects organisationnels (structuration des AGEREF, transparence des actions, prises de décisions, modes de contrôle des décaissements etc. ; fonctionnalité des systèmes de gestion alternative des conflits).



**Additional  
Annex 18**

**Letter of policy for decentralized rural development (in french)**

**INTRODUCTION**

Depuis 1991, le Gouvernement burkinabé a entrepris des réformes économiques qui visent à établir les fondements d'un développement économique et social durable. Bien que des progrès notables soient enregistrés par l'économie dans le cadre de l'ajustement structurel, le pays demeure confronté à un certain nombre de défis majeurs : l'incidence de la pauvreté reste élevée surtout en milieu rural (45,3 % de la population vit en dessous du seuil national de pauvreté établi à 72 690 F CFA/adulte/an) ; les besoins sociaux sont pressants et l'économie est très vulnérable aux perturbations extérieures.

En 1995, le Gouvernement du Burkina Faso a présenté à ses partenaires au développement, une Lettre d'Intention de Politique de Développement Humain Durable (LIPDHD), pour la période 1995-2005. Dans cette lettre, le Gouvernement s'engage à mettre en œuvre une stratégie de développement à moyen et long terme visant la réduction de la pauvreté et l'amélioration des conditions de vie en milieu rural. A cet effet, des stratégies ont été élaborées pour les secteurs concourant au développement rural et leur mise en œuvre est en cours.

Sur le plan politique, le processus de démocratisation entamé en 1991 se consolide. Les libertés publiques et individuelles sont garanties et le pluralisme est consacré. La première législature de la quatrième république a été conduite à son terme normal et la deuxième est en cours depuis 1997. La deuxième élection présidentielle a eu lieu en novembre 1998.

Le Gouvernement a entrepris depuis 1997, de définir et mettre en place un cadre législatif et réglementaire favorable à la bonne gouvernance. La société civile, dont l'émergence et l'essor ont été favorisés par le contexte politique voit son rôle s'accroître régulièrement.

De plus, le Gouvernement a engagé un processus de décentralisation et de textes d'orientation de la décentralisation ont été adoptés, visant une redistribution des rôles, des fonctions et des moyens entre l'Etat et les autres acteurs. Des élections de conseils municipaux dans trente-trois (33) communes urbaines en 1995 ont constitué la première étape de ce processus. En 1998, a été entamée la deuxième étape, avec la promulgation de la loi 040/98/AN portant orientation de la décentralisation au Burkina Faso, la loi 041/98/AN portant organisation de l'administration du territoire au Burkina Faso, la loi 042/98/AN portant organisation et fonctionnement des collectivités locales, la loi 043/98/AN portant programmation de la mise en œuvre de la décentralisation. La loi portant programmation de la mise en œuvre de la décentralisation prévoit que dans un délai de cinq ans au plus tard après son adoption, des élections auront lieu dans les communes rurales.

En matière d'organisation du développement, la recherche d'une responsabilisation des communautés de base dans le libre choix et la réalisation des investissements s'est développée depuis une quinzaine d'années, sous l'impulsion de l'Etat et ses partenaires bilatéraux et multilatéraux, et des ONG, donnant naissance à des approches diversifiées. Ces dernières années, on observe une certaine convergence de ces différentes approches sur plusieurs aspects, mais beaucoup reste à faire en matière d'harmonisation pour une plus grande efficacité des actions menées en faveur du monde rural.

\*En matière d'Environnement, les fondements juridiques, techniques, institutionnels et organisationnels pour la gestion et l'aménagement de la terre par les communautés sont édictés par le Décret n° 96-208/PRES du 30/06/1996 portant promulgation de la loi n° 014/ADP du 23/05/1996 portant Réorganisation Agraire et Foncière au Burkina Faso.

La loi n° 002/94/ADP du 19 janvier 1994 et son rectificatif n° 005/97/ADP du 30 janvier 1997 portant Code de l'environnement se porte garant de la lutte contre les agents de dégradation des milieux écologiques et de responsabilisation des collectivités locales décentralisées et des individus. Quant au Code forestier adopté le 31 janvier 1997 par la loi n° 006/97/ADP, il fixe l'ensemble des principes fondamentaux relatifs à la conservation et à la gestion des ressources naturelles forestières, fauniques et halieutiques.

Dans ce contexte, le Gouvernement a décidé de définir une stratégie nationale de développement rural décentralisé pour servir de cadre fédérateur aux différents programmes et projets visant le développement des communautés rurales de base, afin de permettre un usage plus efficient des ressources et une couverture nationale de qualité en matière de lutte contre la pauvreté.

## **1. LE CONTEXTE GENERAL**

### 1.1 SITUATION SOCIO-ECONOMIQUE

Pays essentiellement agricole, le Burkina Faso fait face à des conditions naturelles de productions très austères (irrégularité des pluies, terres cultivables et pâturages pauvres et limités). Malgré cette adversité, le pays, au prix de réformes structurelles et de mesures de redressement économique, a enregistré des progrès depuis 1995. En effet, le Produit Intérieur Brut (PIB) s'est accru en termes réels de 5 % en moyenne en 1995 et 1998 grâce à l'expansion du secteur primaire (40 % du PIB) due au redressement de la filière coton. La contribution des secteurs secondaires (18 % du PIB) et tertiaire (38 % du PIB) a été relativement modeste. Les mesures budgétaires, profitant pleinement de la croissance économique ont permis d'assainir significativement les finances publiques. Ainsi, depuis 1995 le budget de l'Etat prend en charge des investissements notamment dans les secteurs sociaux grâce à une épargne budgétaire en progression. Malgré le coup de fouet donné aux exportations par le réajustement monétaire de 1994, l'économie burkinabé se montre peu compétitive et dépendante des ressources extérieures concessionnelles.

Ces nets progrès économiques, du fait de la fragilité de leur base, ne se sont pas traduits de manière significative en amélioration de la satisfaction des besoins essentiels d'une population en majorité jeune (49 % de moins de 15 ans) dont le taux de croissance demeure encore élevé (2,37 % par an). En effet, les indicateurs sociaux, en net progrès demeurent encore faibles. Le taux de scolarisation est l'un des plus faibles de la sous-région (41 % de taux brut de scolarisation en 1996-1997 dont environ 32 % pour les filles).

La situation sanitaire se caractérise par une morbidité et une mortalité (notamment infantile et maternelle) très élevées imputables à la malnutrition, aux maladies infectieuses et parasitaires et à l'expansion rapide de l'infection du VIH. La situation en matière d'approvisionnement en eau potable s'est nettement améliorée mais reste encore insuffisante pour couvrir l'ensemble des besoins des populations urbaines et rurales. Malgré sa forte participation aux efforts de développement du pays, la femme demeure victime de pesanteurs sociales qui limitent son épanouissement et son implication dans la vie politique nationale.

## 1.2 CARACTERISTIQUES DE LA PAUVRETE

Les résultats de la dernière enquête sur les conditions de vie des ménages réalisée en 1998, estiment le seuil absolu de pauvreté à 72.690 francs CFA par adulte et par an contre 41.099 francs CFA en 1994. La ligne de pauvreté en termes caloriques est demeurée constante à 2430 cal/pers/an. Sur cette base, la proportion de la population burkinabé vivant en dessous de la ligne de pauvreté s'établit à 45,3 %, soit une légère hausse comparativement à 1994 (44,5 %). L'incidence de la pauvreté s'est accrue en milieu urbain de près de 5 points entre les deux périodes, s'établissant à près de 16 % en 1998. Par contre, en milieu rural, l'incidence a connu une baisse marginale d'environ un demi-point. Cependant, l'incidence de la pauvreté rurale en 1998, environ 51 %, laisse percevoir que la pauvreté demeure encore un phénomène essentiellement rural qui affecte les agriculteurs de produits vivriers et les ménages de grande taille.

## **2. GRANDES ORIENTATIONS ET STRATEGIE DE DEVELOPPEMENT**

### 2.1 GRANDES ORIENTATIONS

L'économie burkinabé malgré les progrès enregistrés reste encore peu compétitive avec un rythme de croissance modeste au regard de la croissance démographique. La fourniture des services sociaux demeure encore insuffisante. La population est pauvre et très vulnérable. Au regard de ce faible niveau de développement humain durable, le gouvernement burkinabé se fixe les grandes orientations ci-après : (i) créer les conditions d'accès de chaque burkinabé à la sécurité humaine ; (ii) accélérer le développement du potentiel productif tout en préservant l'environnement y compris dans sa dimension mondiale ; (iii) renforcer les actions visant à réduire la pauvreté et le déficit social par la recherche notamment du maximum d'impact sur les principaux indicateurs sociaux ; (iv) maintenir la stabilité macro-économique et consolider les gains de compétitivité ; (v) moderniser l'administration publique en mettant l'accent sur son efficacité ; (vi) renforcer le processus de décentralisation ; (vii) consolider le processus d'intégration économique afin de renforcer les bases de compétitivité de l'économie nationale.

### 2.2 OBJECTIFS ET ELEMENTS DE STRATEGIE

Le défi majeur au cours des années à venir est de réduire de manière sensible l'incidence de la pauvreté, impliquant la réalisation d'une croissance économique plus forte et durable. L'accélération de cette croissance devra : (i) s'accompagner de l'amélioration du niveau de revenus des populations notamment les plus démunies ; (ii) s'appuyer sur le développement optimal des ressources humaines par la maîtrise de la croissance démographique et la limitation de la propagation du SIDA, par l'élévation du niveau de scolarisation (notamment celui des filles) et par l'amélioration de l'accès aux services de santé de base (y compris la nutrition et la santé de la reproduction) à l'eau potable et à un habitat décent ; (iii) assurer une gestion rationnelle des ressources naturelles et la conservation de la diversité biologique ; (iv) enfin s'appuyer sur l'instauration d'une meilleure gouvernance. Les objectifs majeurs d'ici 2010 se résument à : (1) un accroissement du produit intérieur brut par habitant d'au moins 3 % par an ; (2) une expansion de l'enseignement primaire afin de faire passer le taux de scolarisation de 40 % à 70 % ; (3) une amélioration de l'espérance de vie.

### 2.3 LES POLITIQUES ET STRATEGIES SECTORIELLES

La présente Lettre de Politique de Développement Rural Décentralisé se réfère à des politiques et stratégies sectorielles qui ont été élaborées, notamment le Plan Stratégique de la Recherche Scientifique (octobre 1995), la Note d'Orientation du Plan d'Actions de la Politique de Développement de l'Élevage au Burkina

Faso (novembre 1997), le Document d'Orientation Stratégique des Secteurs de l'Agriculture et de l'Élevage à l'horizon 2010 (décembre 1997), le Plan d'Action National de Lutte Contre la Désertification, (PAN/LCD) (juillet 1999), la Stratégie nationale et le Plan d'action du Burkina Faso en matière de diversité biologique (février 2001), le Plan Stratégique Opérationnel de Croissance Durable du Secteur Agricole (octobre 1999).

Les secteurs de l'agriculture et de l'élevage contribueront grandement à atteindre les objectifs globaux de développement. Les objectifs suivants sont assignés à ces deux secteurs : a) accroître la production agricole de 5 à 10 % par an au cours des dix prochaines années ; b) contribuer à une croissance des revenus des exploitants agricoles et des éleveurs d'au moins 3 % par personne et par an, de manière à améliorer leur niveau de vie et à réduire l'incidence de la pauvreté en milieu rural ; c) créer les conditions favorables à la disponibilité et à l'accessibilité des populations à une alimentation suffisante et équilibrée ; d) généraliser et favoriser la gestion durable des ressources naturelles par les communautés rurales. La stratégie s'articule autour des principaux axes suivants : (i) le développement de l'économie de marché en milieu rural ; (ii) la modernisation des exploitations ; (iii) la professionnalisation et le renforcement du rôle des différents acteurs ; (iv) la gestion durable des ressources naturelles ; (v) la sécurité alimentaire et nutritionnelle ; (vi) l'amélioration du statut économique de la femme en milieu rural ; (vii) le recentrage du rôle de l'Etat et la promotion de l'initiative privée. Les stratégies opérationnelles des secteurs de l'agriculture et de l'élevage ont retenu des programmes et des filières prioritaires. Pour l'agriculture, il s'agit des programmes suivants : fertilité des sols, sécurité alimentaire et nutritionnelle, modernisation de l'agriculture, soutien aux producteurs et à leurs organisations, appui institutionnel ; sont concernées aussi, les filières céréales (maïs, sorgho, mil, riz) niébé, tubercules (ignames, patates) coton, fruits et légumes, oléagineux. Au niveau de l'élevage, il s'agit des programmes suivants : développement de l'élevage traditionnel, valorisation des zones pastorales et protection de l'environnement, accroissement de la productivité animale, appui aux opérateurs privés et aux exportateurs, appui institutionnel ; les filières bétail-viande (bovins, ovins, caprins, porcins), lait, volaille, cuir et peaux sont retenues.

En matière d'environnement, le Gouvernement a adopté et met en œuvre aussi bien le Plan d'Action National de Lutte Contre la Désertification, (PAN/LCD) que le Plan d'action du Burkina Faso dans le domaine de la diversité biologique, dont les objectifs sont de renforcer la capacité des autorités locales et assurer la participation active des populations, des collectivités et des groupes locaux dans les actions de lutte contre la désertification, de préservation des écosystèmes naturels et d'atténuation des effets de la sécheresse en vue de contribuer à l'instauration d'un développement durable du pays.

Le développement des infrastructures économiques notamment à la base est une condition nécessaire à l'amélioration des conditions de vie des populations. En la matière, la politique du gouvernement consistera en la réduction des coûts des services et en l'amélioration de leur quantité et qualité. Ainsi, les différents objectifs poursuivis sont : au niveau (i) des transports : réorganiser et moderniser le secteur ; (ii) de l'énergie : développer des schémas d'approvisionnement durable en bois-énergie des populations rurales. - Assurer (garantir) l'approvisionnement soutenu des populations rurales en énergies d'origine pétrolière et autres énergies fossiles. - Apporter l'électricité par réseau, par centrales thermiques isolées, par systèmes solaires photovoltaïques et par d'autres systèmes innovateurs afin de répondre aux besoins en énergies électriques du monde rural notamment l'exhaure d'eau, l'animation des centres communautaires, le soutien aux activités productrices, l'amélioration des conditions de vie des populations etc. ; (iii) des télécommunications - libéraliser le secteur et promouvoir la téléphonie rurale.

Le développement des ressources humaines est un élément déterminant dans la réussite des objectifs de développement. C'est pourquoi le gouvernement donne la priorité à la satisfaction des besoins essentiels de base - Education - Santé - Eau et assainissement.

En matière de santé de base, il s'agit entre autres de : (i) assurer des soins de bonne qualité dans les services publics et privés de santé (paquet minimum d'activités, formation continue, mobilisation communautaire, maintenance des installations et équipements) ; (ii) doter les formations sanitaires de base en médicaments essentiels génériques ; (iii) ramener progressivement le rayon d'accès aux centres de santé et de promotion sociale à 5 km ; (iv) assurer la couverture adéquate en services de santé pour toutes les régions sanitaires du pays ; (v) réduire la séroprévalence du VIH au Burkina Faso, (vi) réduire de façon significative les taux de morbidité et de mortalité maternelles et néo-natales et les taux de mort infanto-juvéniles ; (vii) réduire la morbidité due à la malnutrition et aux carences en micro-nutriments au sein de la population. Compte tenu des graves déséquilibres dont souffre le système de santé du Burkina Faso, la stratégie sera fondée sur les principes suivants : (i) une politique de soin de santé primaire mettant l'accent sur la prévention ; (ii) un système de cofinancement des soins entre les pouvoirs publics et les communautés locales ; (iii) une véritable décentralisation des formations sanitaires permettant de garantir le développement des services à base communautaire et la responsabilisation des collectivités locales.

En matière d'éducation de base les objectifs sont : atteindre d'ici 2010 un taux brut de scolarisation de 70 % tout en réduisant les disparités entre garçons et filles et entre zones rurales et zones urbaines ; relever le taux d'alphabétisation à 50 % environ. Les éléments de stratégies porteront sur la réalisation des infrastructures et sur la participation étroite des populations à la gestion de l'école par la décentralisation du recrutement des enseignants.

En ce qui concerne l'approvisionnement en eau, le renforcement de la couverture en eau potable notamment la création de 3000 points d'eau modernes dont essentiellement des forages à raison d'environ 1000 forages par an, la réhabilitation de 500 points d'eau existants et l'équipement des centres secondaires en systèmes d'adduction d'eau potable simplifiés (AEPS). L'implication des bénéficiaires dans le processus de mise en place des infrastructures et leur gestion.

En soutien aux politiques et stratégies sectorielles ci-dessus évoquées, le Gouvernement a adopté en Octobre 1995, un plan stratégique de la recherche scientifique qui se fonde sur les principes suivants : (i) une recherche résolument tournée vers les besoins du développement et dont la mise en œuvre implique l'ensemble de tous les acteurs concernés (Recherche-Action) ; (ii) le CNRST comme structure de coordination et de mobilisation des ressources financières, humaines et matérielles pour la réalisation d'activités prioritaires définies au niveau national ; (iii) quatre domaines prioritaires de recherche : (a) Agriculture, Elevage et Environnement, (b) Sciences Appliquées et Technologies, (c) Sciences de la Santé, (d) Sciences Sociales et Humaines.

### **3. LE DEVELOPPEMENT RURAL DECENTRALISE**

#### **3.1 CONTEXTE ET JUSTIFICATION**

##### **3.1.1 Contexte du développement rural décentralisé**

###### **3.1.1.1. Evolution des approches des projets et programmes de développement rural**

###### **Les approches projets**

Durant une décennie environ après son indépendance, le Burkina Faso a mis en œuvre des projets qui visaient l'augmentation quantitative de certaines productions agricoles spécifiques. Cette option comportait un contenu de participation des bénéficiaires par la promotion du développement communautaire et l'animation rurale. Plusieurs sociétés étrangères d'intervention (SATEC, BDPA, CFDT) et plus tard les organismes régionaux de développement (ORD) ont eu en charge la mise en œuvre de cette politique. Malgré l'emploi d'importants moyens, ces projets n'ont pas pu s'adapter aux conditions complexes du milieu rural malgré quelques augmentations de production agricole. Les actions dans un seul secteur n'ont pu engendrer le développement escompté.

###### **Les approches de développement rural intégré**

Les Projets de Développement Rural Intégré ont vu le jour suite à l'insuffisance de ces projets de la première génération. L'approche Développement Rural Intégré avait pour objectif d'engendrer un processus de réforme du système économique et social. On assistera cependant à une simple association d'autres activités aux projets sectoriels, avec la multiplication de volets juxtaposés sans aucune intégration : cultures vivrières, élevage, pistes rurales, alphabétisation, etc.

###### **Les approches participatives**

Les évaluations des projets de développement rural ont fait apparaître que des résultats intéressants ont certes été atteints, mais que les méthodes d'approches utilisées avaient un caractère descendant et trop techniciste qui n'incite pas à une responsabilisation des bénéficiaires par rapport aux actions qui sont menées par les projets et aux investissements qu'ils réalisent. Dans ces conditions, les après-projets laissent souvent les populations dans une situation d'expectative. De plus, le contexte de sécheresse et de désertification qui s'est aggravé depuis 1973 a fait apparaître la nécessité d'une responsabilisation accrue des populations dans la gestion des ressources naturelles.

La recherche d'une responsabilisation des communautés de base dans le libre choix et la réalisation des actions de développement a été impulsée d'abord par les organisations non gouvernementales (le Burkina compte environ 240 ONG) et le mouvement associatif (on dénombre plus de 14.000 structures coopératives et pré-coopératives) à travers des approches diversifiées.

###### **3.1.1.2. L'approche Gestion des Terroirs**

A partir du milieu des années 1980, l'Etat et ses partenaires, à travers les projets bilatéraux et multilatéraux ont expérimenté des approches visant une implication des communautés de base dans le choix, la planification et la réalisation des investissements. Ainsi, de 1986 à 1990, il a été expérimenté et mis au point l'approche Gestion des Terroirs. Cette expérimentation a été menée par plusieurs projets de développement à l'époque, notamment : le Projet d'Aménagement des Terroirs et de Conservation des

Ressources dans le plateau central (PATECORE), le projet Niéna Dionkélé, le Projet Gestion des Terroirs Villageois du CRPA des Hauts Bassins, le Programme Sahel Burkina (PSB), l'Autorité de l'Aménagement des Vallées des Volta (AVV) à travers l'Unité de Planification n° 1 (UP 1) de Zorgho, l'UP 3 Manga, et l'UP 10 de Diébougou, ainsi que le projet Fara/ Poura, et enfin le Projet Vivrier Nord Yatenga (PVNY) sous l'égide d'une cellule de coordination du Programme National de Gestion des Terroirs Villageois, logée d'abord à la Présidence du Faso, puis rattachée au Ministère du Plan et de la Coopération à partir de 1988. Sur la base des résultats de la phase expérimentale, le Gouvernement et ses partenaires ont décidé à partir de 1991 de généraliser l'approche, en mettant en place le Programme National de Gestion des Terroirs. La prise en compte des ressources communes (cours d'eau, forêts, pâturages) qui ne font pas partie du patrimoine des villages a conduit à parler seulement de "terroirs" au lieu de "terroirs villageois".

Les caractéristiques essentielles de la démarche Gestion des Terroirs ont été décrites dans des documents spécialisés Les grandes orientations en matière de gestion des terroirs ; PNGT, 1995 Document d'orientation sur la responsabilisation villageoise dans le cadre de la gestion des terroirs ; PNGT, 1997. Une première phase du Programme a été exécutée de 1992 à 1998.

Une étude menée en 1995 Bilan des acquis des expériences Gestion de Terroirs ; J. CAPO-CHICHI, Elisabeth TOE, Mamadou COULIBALY, Amadou LOMPO ; PNUD / FAO ; avril 1995 a montré que plusieurs projets bilatéraux, multi-latéraux et d'ONG, mettaient en œuvre des approches participatives, avec toutefois des différences notables. De façon globale, ces projets ont pu être répartis en deux grands groupes, en fonction des domaines d'interventions : (i) les projets qui visent surtout la gestion rationnelle et durable des ressources naturelles à travers des actions d'aménagement de terroirs ou de forêts et d'organisation des populations, (ii) les projets à vision plus globale qui appréhendent d'emblée tous les aspects du développement.

Au cours de l'exécution de la première phase du Programme National de Gestion des Terroirs, l'approche a évolué pour prendre en compte un certain nombre de leçons qui ont été tirées. Cette évolution a été déterminante pour les orientations futures du programme. (i) Au plan des activités du programme, le besoin d'élargissement de la gamme des investissements éligibles au financement s'est fait ressentir rapidement. A partir de l'évaluation à mi-parcours en 1995, il a été décidé de prendre en compte les projets villageois d'infrastructures sociales et socio-économiques. (ii) Au plan de la responsabilisation, la démarche gestion des terroirs intègre le principe de financement des investissements par les communautés bénéficiaires à des taux variables en fonction du type d'investissement, leur contribution pouvant se faire soit en nature, soit en espèces. De même, elle prévoit la mise en place au niveau local de structures représentatives servant de cadre de concertation et de décisions. Cependant, il est apparu que pour assurer la pleine responsabilisation des populations, la maîtrise d'ouvrage des investissements villageois doit être assurée au niveau local.

C'est pourquoi au cours des deux dernières années de la phase I du PNGT, l'exécution directe des micro-projets villageois par les populations a commencé à être appliquée. (iii) L'application à grande échelle de la démarche gestion des terroirs peut se faire tout en contenant les coûts de structures en développant le "faire faire" par des protocoles et des contrats avec l'ensemble des structures d'appuis techniques disponibles à tous les niveaux (services techniques, projets, ONG, prestataires privés).

### **3.1.1.3. L'approche développement local**

Dès les premières années de généralisation de la Gestion des Terroirs, le constat a été fait que (i) l'établissement d'une liste sélective d'activités éligibles au financement du programme vient en contradiction avec le principe de priorisation des investissements par les populations elles-mêmes ; (ii) la démarche n'allait pas jusqu'au bout de la responsabilisation parce que la maîtrise d'ouvrage des projets

villageois n'était pas assurée par les bénéficiaires eux-mêmes.

Partant de ce constat, l'approche développement local a été mise en œuvre par plusieurs projets. Ses caractéristiques essentielles ont été décrites dans la documentation spécialisée, notamment dans une étude récemment réalisée par la DEP du Ministère de l'Agriculture Etude sur le développement local au Burkina Faso ; Boniface BATIONO, Didace T. DOUAMBA ; Ministère de l'Agriculture, Octobre 1999. . Dans cette approche : (i) l'implication des populations est portée au stade de la pleine responsabilisation ; (ii) les acteurs locaux sur un territoire donné, mettent en place un dispositif comportant : un cadre local de réflexion, de dialogue, de concertation et de prise de décision ; une structure d'appui-conseil qui est à l'écoute et aide à fournir des réponses rapides et pertinentes ; un système financier de proximité de type fonds de développement local en articulation éventuelle avec un système de crédit pour les investissements productifs. (iii) une large ouverture dans la prise en compte des attentes des populations est opérée.

#### **3.1.1.4. Evolution vers une approche Développement Rural Décentralisé.**

On constate depuis quelques années, une certaine convergence dans les approches, et une évolution vers le "développement rural décentralisé". Cette nouvelle vision se fonde sur un certain nombre de principes essentiels qui sont largement partagés par les intervenants et qui seront développés plus loin.

#### **3.1.2 Justification de la Lettre de Politique de Développement Rural Décentralisé**

Dans le cadre des réformes entreprises et des stratégies sectorielles ci-dessus décrites, une vision du monde rural au Burkina Faso à l'horizon 2010 s'articule autour des points essentiels suivants : (i) les populations rurales ont la pleine responsabilité du développement au niveau local, par le biais des collectivités décentralisées, dans le cadre d'un partenariat effectif avec l'administration et les services de l'Etat. Elles ont la compétence du choix des priorités de développement, de la maîtrise d'ouvrage des infrastructures sociales et socio-économiques et de la gestion rationnelle des ressources naturelles de leurs terroirs y compris celles des aires classées (forêts et réserves de faune, ranchs de gibier, sanctuaires) à elles, concédées par l'Etat, (ii) les populations rurales accèdent efficacement aux services sociaux essentiels (santé, éducation, eau potable, etc.) et aux infrastructures de base. (iii) Les missions des services techniques de l'Etat sont recentrées sur les fonctions régaliennes de formulation et de suivi des politiques sectorielles, de respect de la réglementation et de mise en place des investissements publics structurants. (iv) Les opérateurs privés, les ONG et les structures associatives contribuent à la mise en œuvre des plans locaux de développement par des prestations de services variées, sur des bases contractuelles. (v) Les revenus des populations rurales se sont accrus, améliorant ainsi la sécurité alimentaire et nutritionnelle.

La réalisation des objectifs contenus dans la vision à long terme ci-dessus décrite nécessite une synergie des interventions pour une plus grande efficacité des actions menées en faveur du monde rural. Une telle synergie ne peut s'obtenir que par le biais de l'harmonisation des approches, un suivi et une évaluation d'ensemble dans un cadre de référence, pour apporter au fur et à mesure les correctifs nécessaires.

Pour atteindre les objectifs contenus dans la vision à long terme ci-dessus décrite, le Gouvernement entend rechercher une plus grande efficacité à travers une stratégie nationale de "Développement Rural Décentralisé" impliquant une harmonisation des approches et méthodes et la mise en place d'un mécanisme de coordination et de suivi et d'évaluation au niveau national.

La présente Lettre de Politique de Développement Rural Décentralisé (LPDRD) a pour objets : (i) de présenter les orientations nationales en matière de développement rural et les stratégies qui en découlent, (ii) de servir de cadre de référence pour la conception, la mise en œuvre, la coordination et le suivi et



l'évaluation des projets et programmes de développement rural que le Gouvernement et ses partenaires envisagent d'entreprendre, (iii) de promouvoir l'harmonisation des démarches de ces différents programmes et projets, (iv) de décrire les mécanismes que le Gouvernement entend mettre en place avec ses partenaires pour assurer la coordination et le suivi et l'évaluation des actions en matière de développement rural décentralisé.

Sont décrits ci-après, les principes de base de l'approche développement rural décentralisé, ainsi que ses mécanismes opérationnels de mise en œuvre et le dispositif de coordination et de suivi - évaluation au niveau national.

### 3.2 PRINCIPES ET FINALITES DU DEVELOPPEMENT RURAL DECENTRALISE

Le développement rural décentralisé que le Gouvernement entend promouvoir se fonde sur les principes suivants :

§ Le principe de responsabilisation totale des communautés de base, impliquant que la planification des actions et des investissements soit ascendante et décentralisée, et que la maîtrise d'ouvrage des investissements soit assurée au niveau local par les bénéficiaires eux-mêmes dans le cadre de structures représentatives servant de cadres locaux de réflexion, de dialogue, de concertation et de prise de décision. Sur le plan opérationnel, la maîtrise d'ouvrage peut se définir comme l'acte par lequel une personne physique ou morale, propriétaire d'une réalisation matérielle ou immatérielle, participe en tant que telle à sa conception, décide de l'attribution des contrats et participe à la gestion de l'exécution de l'ouvrage en s'attachant, si nécessaire, les compétences requises pour le faire.

§ Le principe de l'élargissement du champ des investissements financés par les projets et programmes pour répondre dans la mesure du possible aux priorités d'investissements telles qu'identifiées par les bénéficiaires.

§ Le principe du recentrage du rôle de l'Etat et d'une implication des opérateurs privés et de la société civile dans l'appui aux communautés rurales pour la planification et la mise en œuvre de leurs projets.

§ Le principe de co-financement des investissements. La réalisation de chaque micro-projet nécessitera toujours : d'une part, un apport extérieur sous forme de subvention à travers un fonds de développement local et d'autre part, la contribution des populations sous des formes variées, tantôt financière, tantôt physique sous la forme d'apports en main d'œuvre non qualifiée ou en agrégats locaux.

§ Le principe de la concertation à différents niveaux. En vue de limiter les incohérences et organiser les complémentarités, la concertation doit être de règle entre les différents acteurs : communautés rurales, collectivités rurales décentralisées, services techniques et administratifs de l'Etat, ONG, société civile, partenaires financiers.

§ Le principe de la flexibilité qui suppose l'adaptation des outils aux spécificités locales (modes de contributions des bénéficiaires, pondération de la participation financière locale, règlements intérieurs, etc.). Un code de financement sera élaboré en fonction des spécificités de chaque province, sous la responsabilité des CCTP élargis aux projets, aux ONG, aux représentants de la société civile et aux représentants des villageois. Les intervenants devront tendre vers une fongibilité des fonds, procédures de gestion et d'administration faciles à approprier par les maîtres d'ouvrage des actions de développement.

§ Le principe de fongibilité. Ce principe voudrait que tous les bailleurs de fonds d'un même projet ou programme mettent en commun leurs ressources et que l'exécution financière se fasse selon les modalités unifiées.

### 3.3 LES MECANISMES OPERATIONNELS DE MISE EN ŒUVRE DU DEVELOPPEMENT RURAL DECENTRALISE

Les mécanismes opérationnels de mise en œuvre du développement rural décentralisé s'articulent autour : (i) d'un cadre institutionnel qui décrit les niveaux de responsabilités (concertations, décisions, appuis / conseils) ; (ii) d'une répartition des rôles entre l'Etat et les autres acteurs du développement.

On distinguera deux étapes dans la configuration du cadre institutionnel et la répartition des rôles entre les acteurs : (i) une phase transitoire qui prépare la mise en œuvre effective de la décentralisation et (ii) une phase finale qui présente la situation au terme de la mise en œuvre de la décentralisation.

#### 3.3.1 Dispositif en phase transitoire

##### **3.3.1.1. Au niveau villageois.**

Les populations ont la responsabilité : (i) de l'élaboration des plans locaux de développement, (ii) de la maîtrise d'ouvrage et de la gestion des investissements qu'elles co - financent. Pour assumer cette responsabilité, elles mettront en place dans chaque village, une structure représentative des différentes couches sociales et des organisations professionnelles du village, ayant la compétence pour élaborer et mettre en œuvre un plan villageois de développement. Les dispositions de l'arrêté interministériel n° 0010/2000/AGRI/MEE/MEF/MATS/MRA du 03 février 2000 relatif à la constitution, aux attributions, à l'organisation et au fonctionnement des Commissions Villageoises de Gestion des Terroirs (CVGT) permettent de mettre en place une telle structure.

Les opérateurs privés, les ONG et les organisations professionnelles agricoles interviennent sur des bases contractuelles : (i) pour des appuis / conseils aux communautés villageoises pour les analyses et planification locale, la mise en œuvre et le suivi des investissements ; (ii) pour des formations variées ; (iii) pour la réalisation des travaux d'infrastructures ; (iv) pour la fourniture des biens.

En l'absence d'opérateurs privés, d'ONG et d'organisations professionnelles compétents dans les domaines requis, les services techniques de l'Etat assurent les fonctions d'appui / conseils sur la base de protocoles d'accord avec les structures de mise en œuvre des projets et programmes.

##### **3.3.1.2. Au niveau provincial**

Le Cadre de Concertation Technique Provinciale (CCTP) composé des services techniques de l'Etat, des projets, des ONG, de représentants de la société civile et de représentants des villages, a la responsabilité de : (i) contribuer avec le niveau régional à assurer la cohérence des interventions et leur complémentarité ; (ii) participer à la définition des priorités pour les investissements structurants en relation avec le niveau régional ; (iii) suivre et évaluer les projets et programmes de développement rural dans la province.

En attendant la mise en place des instances décisionnelles au niveau local, les équipes opérationnelles des projets, qui peuvent être des opérateurs privés, continueront d'assurer les fonctions suivantes : (i) la gestion des ressources financières et matérielles des projets et programmes au niveau local ; (ii) la mise à disposition de ressources financières aux communautés villageoises ; (iii) la formation des partenaires à

l'approche développement rural décentralisé et aux méthodes et outils nécessaires ; (iv) la maîtrise d'ouvrage déléguée pour le compte des provinces en matière d'investissements structurants ; (v) le suivi-évaluation et contrôle au niveau local.

Les opérateurs privés, les ONG et les structures associatives interviennent au niveau provincial pour des prestations de services dans les domaines de : (i) la formation, (ii) la réalisation des travaux d'infrastructures, (iii) la fourniture des biens, (iv) les études et enquêtes.

Les services déconcentrés de l'Etat, à travers leurs structures départementales, interviennent en matière d'appui/conseils et de formations soit sur la base de leurs programmes réguliers, soit sur la base de protocoles avec les projets et programmes, et aussi en matière de contrôle de la réglementation.

### **3.3.1.3. Au niveau régional**

Le conseil consultatif régional Loi n°013-2001/AN, portant modification des lois pour le développement crée auprès du gouverneur de la région sera chargé : (i) de la coordination des activités des services régionaux de l'Etat. (ii) de la mise en œuvre des politiques de l'Etat en matière économique, de planification et d'aménagement du territoire. Sa composition, ses attributions et son fonctionnement seront précisés par décret pris en conseil des ministres sur proposition du ministre chargé de l'administration du territoire.

Le conseil consultatif, en collaboration avec la Commission Régionale d'Aménagement du Territoire (CRAT) composée des responsables des Commissions Provinciales d'Aménagement du Territoire (CPAT), des services techniques de l'Etat, des projets, des ONG, de représentants de la société civile et de représentants des villageois, a la responsabilité : (i) de donner son avis, organiser la mise en œuvre et le suivi des schémas régionaux, provinciaux, les schémas directeurs, de secteurs, des projets, programmes et plans d'aménagement et de développement du territoire régional. (ii) d'assurer la cohérence des interventions et leur complémentarité au niveau régional ; (iii) d'établir les priorités pour les investissements structurants en relation avec l'Etat central.

### **3.3.1.4. Au niveau national**

L'Etat assure les fonctions : (i) d'orientations générales et définition des priorités d'ensemble, (ii) de mise en place d'un cadre législatif et réglementaire approprié, (iii) de mobilisation des ressources financières, (iv) de suivi, d'évaluation et de contrôle des projets et programmes, (v) de coordination des interventions.

L'orientation et la supervision des projets et programmes demeurent sous la responsabilité des comités de gestion et des ministères de tutelle, et leur gestion est assurée par des coordonnateurs.

Pour assurer la coordination d'ensemble des interventions en matière de développement rural, il sera mis en place un Cadre National de Concertation des Partenaires du Développement Rural (CNCPDR), qui sera le lieu de rencontres périodiques entre l'Etat, les partenaires techniques et financiers, les communautés villageoises à travers leurs représentants, la société civile. C'est au niveau de ces rencontres que seront discutés les problèmes liés à l'harmonisation des méthodes, au choix des indicateurs communs de suivi-évaluation et d'études d'impacts des projets et programmes, aux fins de faire des propositions de décisions aux autorités compétentes. Le CNCPDR sera doté d'un secrétariat permanent avec un personnel léger, qui disposera de ressources financières pour faire mener les études et travaux nécessaires pour éclairer les débats et prises de décisions.

La création, la composition, les attributions et le fonctionnement du CNCPDR seront précisés par décret pris en conseil des ministres.

### **3.3.2 Dispositif en phase de mise en œuvre effective de la décentralisation**

#### ***Au niveau villageois***

Le conseil villageois est l'organe consultatif du village. Il donne son avis sur toutes les questions relatives aux actions du développement du village. Il participe à la conception à la coordination et à la mise en œuvre du plan de développement du village. Son organisation, ses attributions et son fonctionnement sont déterminées par décret.

#### ***Au niveau des communes rurales***

Les conseils communaux élus auront la responsabilité de l'élaboration des plans communaux de développement, après consultation de l'ensemble de la population communale. Ils mobiliseront les ressources financières au niveau local et externe et co-financeront les investissements dont ils assureront la maîtrise d'ouvrage et la gestion, soit directement, soit en déléguant à des structures associatives ou privées.

Les opérateurs privés, les organisations professionnelles agricoles et les ONG interviendront sur des bases contractuelles : (i) pour des appuis/conseils aux communes rurales pour les analyses et planification locale, la mise en œuvre et le suivi des investissements ; (ii) pour des formations variées ; (iii) pour la réalisation des travaux d'infrastructures ; (iv) pour la fourniture des biens.

#### ***Au niveau provincial***

Le conseil provincial élu aura la responsabilité : (i) d'établir les priorités pour les investissements structurants en relation avec la région ; (ii) d'assurer la cohérence des interventions et leur complémentarité ; (iii) de suivre et évaluer les projets et programmes de développement rural dans la province.

Le conseil provincial à travers une structure technique qu'il mettra en place assurera : (i) la gestion des ressources financières et matérielles des projets et programmes de développement rural ; (ii) la mise à disposition de ressources financières aux communes rurales et aux villages ; (iii) la maîtrise d'ouvrage des investissements structurants ; (v) le suivi et l'évaluation des projets et programmes au niveau provincial.

Les opérateurs privés, les ONG et les structures associatives interviendront au niveau provincial pour des prestations de services dans les domaines de : (i) la formation, (ii) la réalisation des travaux d'infrastructures, (iii) la fourniture des biens, (iv) les études et enquêtes.

Les services déconcentrés de l'Etat, à travers leurs structures départementales, apporteront leur appui au conseil provincial pour le suivi et la planification, le suivi et l'évaluation des projets et programmes, et le contrôle de la réglementation.

#### ***Au niveau régional***

Le Conseil régional élu assisté par des vice-présidents aura la responsabilité : (i) de définir les orientations en matière de développement dans la région conformément aux grandes orientations nationales ; (ii) d'harmoniser les différents plans de développement dans la région ; (iii) d'établir les priorités pour les investissements structurants en relation avec l'Etat central. L'organisation, les attributions et le

fonctionnement du conseil régional sont déterminés par la loi.

#### ***Au niveau national***

L'Etat assure les fonctions : (i) d'orientations générales et définition des priorités d'ensemble, (ii) de mise en place d'un cadre législatif et réglementaire approprié, (iii) de mobilisation des ressources financières, (iv) de suivi, d'évaluation et de contrôle des projets et programmes, (v) de coordination des interventions.

L'orientation et la supervision des projets et programmes demeureront sous la responsabilité des comités de gestion et des ministères de tutelle.

Le Cadre National de Concertation des Partenaires du Développement Rural (CNCPPDR) demeure, avec les mêmes fonctions que celles décrites au paragraphe 50. Les communes rurales et les conseils provinciaux y seront représentés.

### **4. LES REFORMES ET ACTIONS NECESSAIRES**

La politique de développement rural décentralisé s'inscrit dans le cadre stratégique de lutte contre la pauvreté adopté par le Gouvernement en juin 2000. Les réformes et actions nécessaires à la mise en œuvre de la politique de développement rural décentralisé s'inscrivent dans cette stratégie et y sont développées. Dans le présent document, on traitera plus particulièrement de certaines de ces réformes et actions, en raison de leur pertinence et importance pour le développement rural décentralisé.

#### **4.1 REFORMES ET ACTIONS D'ORDRE GENERAL**

##### **4.1.1 Environnement macro-économique**

Le Gouvernement poursuivra ses efforts d'assainissement du cadre macro-économique pour consolider les résultats positifs des réformes économiques déjà réalisées et promouvoir la compétitivité de l'économie.

##### **4.1.2 Décentralisation**

La politique de décentralisation sera poursuivie avec pragmatisme et progressivité, notamment avec son extension en milieu rural. Elle nécessitera notamment : (i) la mise en œuvre des dispositions financières adéquates visant à donner aux communes les moyens d'assumer les fonctions qui sont désormais les leurs ; (ii) la formation des élus locaux pour les préparer aux fonctions que leur confère la décentralisation ; (iii) la mise en place d'une administration locale performante ; (iv) la recherche de la participation citoyenne des institutions de la société civile au développement local tant en matière de définition des objectifs et les moyens, que d'exécution et de contrôle des actions entreprises ; (v) l'application de la coopération décentralisée, de proximité tout en respectant les priorités nationales en matière de développement ; (vi) l'adoption d'un texte permettant l'harmonisation du découpage géographique des entités administratives et qui retiendrait également un niveau pertinent de déconcentration des services afin d'accroître l'efficacité des interventions, l'amélioration de l'accès au service public pour les citoyens et l'instauration d'une véritable administration de proximité ; (vii) l'adoption de texte permettant une véritable déconcentration de la gestion des ressources humaines, matérielles et financières de l'Etat en donnant des pouvoirs nouveaux aux responsables des services déconcentrés.

### **4.1.3 Protection juridique et socio-économique de la femme**

Les réformes et actions nécessaires porteront notamment sur les aspects suivants : (i) la décentralisation du système d'octroi du crédit aux femmes pour le développement des activités génératrices de revenus ; (ii) la relecture des cahiers de charge des périmètres irrigués pour inclure des critères favorables aux femmes ; (iii) la vulgarisation des services agricoles au profit des femmes ; (iv) la promotion des systèmes crédit/épargne/santé et crédit/épargne/éducation ; (v) l'application effective des textes portant RAF ; (vi) la traduction en langues nationales et la vulgarisation du Code des Personnes et de la Famille (CPF) ; (vii) la généralisation des centres d'information juridiques (centres d'appui-conseil) dans toutes les provinces ; (viii) l'extension de la filière karité.

### **4.1.4 Sécurisation foncière**

Les réformes et actions nécessaires porteront sur les aspects suivants : (i) la vulgarisation et la mise en œuvre effective des textes d'application de la RAF ; (ii) la mise en œuvre d'expériences pilotes de sécurisation foncière en vue de proposer, sur la base de résultats d'interventions concrètes sur le terrain, le cadre institutionnel, juridique, technique et méthodologique pour une amélioration durable et équitable de la sécurisation foncière en milieu rural.

### **4.1.5 Coordination des interventions**

Le suivi, et l'évaluation des interventions en matière de développement rural décentralisé nécessitera la définition au niveau national, d'un mécanisme de coordination, et la création d'une structure chargée du pilotage de ce mécanisme.

## **4.2 REFORMES SECTORIELLES**

### **4.2.1 Agriculture**

Les réformes et actions porteront sur les aspects suivants : (i) le renforcement des capacités opérationnelles des services agricoles pour assurer les appuis-conseils nécessaires aux producteurs ; (ii) l'accélération de l'exécution du plan d'action pour l'émergence des organisations professionnelles agricoles ; (iii) la mise en œuvre du plan d'action pour le financement du monde rural ; (iv) l'élaboration et la mise en œuvre du plan d'action pour la mécanisation agricole ; (v) l'appui à l'installation de petites unités de transformation des produits agricoles ; (vi) la mise en place d'un système efficace de diffusion de l'information sur le marché des produits agricoles ; (vii) l'adoption du code des investissements dans le secteur de l'agriculture et de l'élevage en vue d'apporter des solutions aux problèmes de tarification et de taxation des intrants agricoles ; (viii) la poursuite de la construction des pistes rurales ; (ix) la production et diffusion des semences améliorées ; (x) le renforcement de la recherche agricole en vue de la mise au point de paquets technologiques adaptés aux conditions du milieu.

### **4.2.2 Elevage**

Les réformes et actions porteront sur les aspects suivants : (i) l'organisation de la transhumance ; (ii) l'organisation de campagnes de vaccinations à grande échelle contre les principales affections du cheptel ; (iii) l'appui au développement de l'aviculture villageoise ; (iv) l'élaboration d'un Code pastoral et des textes juridiques de protection des pistes à bétail ; (v) l'aménagement des zones pastorales ; (vi) l'appui à l'émergence d'organisations professionnelles des éleveurs ; (vii) la mise en place d'un plan national d'alimentation du bétail, notamment en rendant disponible les semences fourragères et les semences de

culture performante à double objectif (maïs, niébé, soja) en milieu rural ; (viii) la poursuite de la privatisation de la fonction vétérinaire ; (ix) la création de centres d'insémination artificielle ; (x) la création d'unités de transformation de produits laitiers ; (xi) la réhabilitation et la mise aux normes de l'abattoir de Ouagadougou et la construction d'un abattoir moderne à Bobo-Dioulasso ; (xii) la construction des abattoirs de type moderne dans les zones rurales à élevage intensif ; (xiii) le soutien aux artisans locaux pour la valorisation des cuirs et peaux.

#### **4.2.3 Environnement**

Les réformes et actions viseront : (i) la mise en œuvre du plan d'action en matière de diversité biologique ; (ii) la mise en application des dispositions du code de l'environnement et du code forestier ; (iii) la promotion de la gestion durable et décentralisée des ressources forestières, fauniques et halieutiques par les mécanismes de cogestion et de concession à travers l'élaboration de plans d'aménagement et de gestion participatifs des forêts, des plans d'eau et des aires de protection faunique, ainsi que la formation, l'organisation et la responsabilisation des communautés locales ; (iv) la professionnalisation des acteurs ainsi que la labélisation des produits forestiers et la facilitation de leur accès aux financements de proximité adaptés à leurs activités ; (v) la valorisation des produits forestiers (ligneux et non ligneux), halieutiques et fauniques ; (vi) le suivi de l'évolution des ressources forestières, halieutiques et fauniques ; (vii) la promotion de la reforestation à travers l'agro-foresterie, les essences forestières d'intérêt économique, et de la foresterie périurbaine et de l'agro-cynégétisme ; (viii) la lutte contre les feux de brousse ; (ix) la vulgarisation de sources d'énergie alternatives, (x) la récupération des forêts et des terres dégradées ; (xi) l'amélioration de la productivité des plans d'eau par l'empoissonnement et la promotion des centres d'alevinage ; (xii) la promotion et la dynamisation du ranching, du petit élevage privé d'animaux sauvages et la réintroduction d'espèces endémiques locales ; (xiii) le renforcement de la protection et de la valorisation des ressources cynégétiques ; (xiv) le développement du tourisme de vision et de la chasse sportive.

