

PROJECT BRIEF

1. IDENTIFIERS:

PROGRAM NUMBER:	P052400
PROGRAM NAME:	Burkina Faso: Natural Ecosystem Management (PRONAGEN)
DURATION:	Three 5-year phases
IMPLEMENTING AGENCY:	World Bank
EXECUTING AGENCIES:	General Directorate for Water & Forests (Ministry of Environment & Hydraulics)
REQUESTING COUNTRY OR COUNTRIES:	Burkina Faso
ELIGIBILITY:	Ratified Convention on Biodiversity, 1992
GEF FOCAL AREA:	Biodiversity
GEF PROGRAMMING FRAMEWORK:	OP 1: Arid & Semi-arid Ecosystems

2. SUMMARY: The Program's 15-year purpose is "*to set up a national decentralized system for participatory management of natural ecosystems profitable for communities, private operators and the state*". It is a building block to a national Decentralized Rural Development Program (DRDP) financed by IDA and other donors. Phase 1 development objective is "*to establish and test in four geographical locations a decentralized system of participatory management of natural ecosystems*".

The Program targets global biodiversity conservation in 4 areas of Burkina Faso by: (i) increasing the ecological security of flora and fauna rare or threatened on a regional and global scale including the northernmost populations of African elephants; (ii) restoration and preservation of representative areas of the West Africa Sahelian and Sudanian ecosystems; (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 natural resources, livestock and agriculture practices in relation to wildland conservation.

The Program's operational goals are to: (1) plan and implement PRONAGEN at the ecosystem and transboundary levels; (2) empower communities for the management of wildland as part of decentralized rural development, (3) reinforce local and national capacity; (4) provide funds, tools and techniques for communities, Government & private operators to manage natural habitat and wildlife .

3. COSTS AND FINANCING (MILLION

US\$):

GEF:	- Program:	US\$ 18.500
		Program phase 1: US\$ 7.500
		phase 2: US\$ 7.000
		phase 3: US\$ 4.000
	- PDF:	US\$ 0.175
	Subtotal GEF:	US\$ 18.675
CO-FINANCING:	- Government, Communities	US\$ 5.000

4. ASSOCIATED FINANCING (MILLION US\$)

- IDA, others:

US\$ 20.000

Total Project Cost:

US\$ 43.500

5. Operational Focal Point Endorsement:

Name: Jean-Batiste Kambou

Title: Technical advisor

Ministère de l'Environnement et de l'Eau

Date: August 18th, 2000

Ouagadougou, Burkina

6. IA Contact:

Christophe Crépin, Regional Coordinator, sub-Saharan Africa,

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OFFICE MEMORANDUM

DATE: September 7, 2000

TO: Mr. Ken King, Assistant CEO, GEF Secretariat
Att: GEF PROGRAM COORDINATION

FROM: Lars Vidaeus, GEF Executive Coordinator 

EXTENSION: 34188

SUBJECT: **Burkina Faso: Natural Ecosystems Management (PRONAGEN)**
Submission for Work Program Inclusion

Please find enclosed the electronic attachment of the above mentioned project brief for work program inclusion. We would appreciate receiving any comments by September 21, 2000.

The proposal is consistent with the Criteria for Review of GEF Projects as presented in the following sections of the project brief:

- Country Drivenness: Page 24 - 25 section D4.
- Endorsement: Page 75 - 76 Annex 12.
- Program Designation & Conformity: Page 1 Section A1. and page 2 Section B1a.
- Project Design: Page 8 - 17 Sections B4. & C1. The project is designed as a 3-phase 15 year Adaptable Program Loan (APL). The proposed procedures for review and approval of GEF resources for phases 2 and 3 are described in Section C4 (Institutional and Implementation Arrangements). The envisaged process is similar to that of other APLs approved by the GEF.
- Sustainability: Page 29 Section F1.
- Replicability: Page 25 Section D4., Page 29 Section F1. (See also response to GEFSEC comments below).
- Stakeholder Involvement: Page 1 Section A1., Page 6 Section B3., Page 23 Section D3., Page 28 Sections E6.
- Monitoring & Evaluation: Page 1 Section A3., Page 16 Section C1. (Component 3) & Page 16 Section C4. as well as Annex 1.
- Financing Plan: Cover page, Page 11 Section C1., Page 35 Annex 1 - Logframe, Page 48-52 Annex 4 - Incremental cost
- Cost-effectiveness: Page 29 Section F1.
- Core Commitments and Linkages: Page 1 Section A1., Page 8 Section B4., Page 17 Section C1. (Component 4), Page 19-21 Section C4., Page 22-23 Section D2., Page 42-52 Annex 4 - Incremental cost, Page 67 Annex 8. Involvement of other donors in sector
- Consultation, Coordination and Collaboration between IAs: Page 67 Annex 8.
- Response to Reviews: Page 56-57 Annex 5 - First STAP review, Page 61 - Annex 6 Second STAP review of PRONAGEN.

At the time of the March 2000 Review, it was agreed that by submission of the project for inclusion in the GEF Work Program the project brief would address specific requirements consistent with the GEF Project Review Criteria. These requirements have been addressed in the following manner in the attached brief:

This note needs to be read along with the GEFSEC comments attached below (Acrobat file). It responds to issues raised without restating the issue or question.



Burkina Faso OP1 1241.p

1. Country ownership

(b) Government contribution US\$1.58 million includes taxes of \$0.72 million. The real contribution is about 0.86 million or 6.7% of the overall PRONAGEN Phase 1 (or 12.5% of the GEF contribution to Phase 1). This percentage is high for Burkina which is a very poor country. In comparison, the IDA PNGT2 counterpart funds are only 5%.

(c) In the past, community contribution to micro-projects has not been a difficulty in Burkina. It is counted as about 20% of investments but comes in cash and/or in labor. However, irrelevant to its origin, the contribution cannot be secured upfront. It is secured year by year as projects progress through implementation.

2. Program policy & conformity

Replicability

International coordination will ensure that experiences are drawn from other countries and feed into PRONAGEN. In addition, in-Bank supervision by a team familiar with the region and working in other countries will enable the cross-sharing of experiences. This is already the case with GEPRENAF. Finally collaboration with universities will probably lead to publication of journal articles on subjects relevant to PRONAGEN. Conservation awareness would include development and diffusion of information concerning the activities of the PRONAGEN, its approaches and results; and environmental education in schools, radio and television. By taking a community-based approach, the program will pilot activities that are expected to be highly replicable throughout West Africa.

Sustainability

(a) Following comments by the GEFSEC, the Rural Development & Environment families met together with Team leaders to discuss the issue of sustainability. We concluded that sustainability would not improve by targeting an even more modest outcome but by increasing the length of project involvement. It was decided to take advantage of the Bank programmatic instrument : APL. We also decided to scale up both in time and geographical space to mainstream better the proposed project with the

Rural Development Decentralization Program. We believe that a programmatic & phased approach has the potential to drastically increase our chances not only to reach positive ecological outcome that are sustainable, but also accompany the Government & communities for a sufficient time for fine-tuning the protected/conservation area management system. Still, the outcome expected for Phase 1 remain modest.

Financial sustainability is addressed in the PCD. It concludes that not all sites may reach that stage rapidly. The GEPRENAF site is likely to balance income with spending by 2006. Other sites, particularly those where much degradation (e.g. Kabore-Tambi) or low literacy (e.g. Sahel) are likely to need all three phases to restore wildlife populations and build community-management capacity. The PCD also emphasize another dimension of sustainability linked to the perception of benefits by the communities. Inter-community management of a common land also bring benefits such as inter-village or inter-ethnic peace, new knowledge, new ways to do things and new opportunities; and new vision of the future, empowerment for decision making in all realms.

(b) As recommended, local responsibility for implementation is now vested with the Provincial Services of Forestry & Environment (PSFE). Assistance by national experts (the Technical Support Units) to PSFE have been downsized and redesigned to match that of PNGT2 (they are also renamed Multisectoral Mobile Teams). However, as the GEPRENAF independent evaluation indicated, these national experts remain very much necessary to build-up the "system".

(c) In Phase 1, PRONAGEN 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 lead either to nonprofessional or non-ethical operators to stay in the sector while keeping away investors more interested in long-term involvement and sustainable exploitation. As a trigger to Phase 2, the Bank is requesting that the Government demonstrates its commitment to selecting & working with such professionals and creating an environment facilitating private investment.

Baseline Course of Action

Without PRONAGEN, the Decentralized Rural Development Program (DRDP) would target villages throughout the country. Some of them would be bordering the PRONAGEN sites, but not all, or not right away. Due to the leveraging impact of PRONAGEN, PNGT2 (the IDA instrument of DRDP) has agreed to register as first priority the villages bordering PRONAGEN sites in the Provinces where PNGT2 already planned to work. This is not the case in the Sahel where PNGT2 will intervene as a funding window for all social and productive investments.

To achieve its biodiversity conservation outcome, PRONAGEN will need to ensure that the community it works with have had their most pressing priorities funded and benefited from capacity building for their own organization and administration. PNGT2 (and to a lesser extent the PSBs) will do that. This is why we have decided it is justified to tally their intervention as baseline.

So, in the current analysis, the baseline is made up of :

- (a) Associated financing - DRDP (i.e PNGT2 & other donors funds for service/investments in/around PRONAGEN)
- (b) Co-financing - Community contribution to these investments
- Government counterpart funding for PRONAGEN includes "real" counterpart & taxes.

In addition, other donors such as Belgium (which has cofinanced preparation) & France have expressed interest. The dialog with them is ongoing.

Alternative actions supported by the Project

The following were deemed baseline and not incremental in the comments received: (a) Operating cost of the Reserve administration; (b) Rural road; (c) Operating costs of the forestry units; (d) Small dams .

Rural roads and small dams were registered as "possible" investments. The to-be-drafted management plans will indicate whether those are necessary. However, we are not talking about infrastructures for rural development but small infrastructure to enable better management of conservation areas and restoration of biodiversity. In addition, we need to be flexible. For example, it may be possible that, after all required diagnostics & studies, the conclusion is that a small dam must be built outside a conservation areas in order to enable livestock to move out of it; this would lead to a positive biodiversity outcome

Operating costs of the national services is a must at the beginning of the PRONAGEN (it amounts to about 4% of total costs). It would be difficult to expect the governments commitment to reforms and ownership and expect that their national budget will pick up the bill (this is the second poorest country in the world). What we would like is to slowly move away from an administrative system to a system that relies much less on Government services and more on communities and private operators. The programmatic approach is a good way to tackle that, but we need to ensure that all are onboard from the start. Still, we have revisited the cost and decreased it as much as realistically possible.

Conformity with GEF Public Involvement Policy

(a) Actually we believe that the STAP reviewer (first STAP review) is warning us that we cannot delegate everything to the communities. What we seek is an equilibrium. The GEPRENAF independent evaluation flagged the low commitment of local forestry law enforcers because they feel marginalized following full empowerment of communities. We must understand that such empowerment has its limits and does not preclude normal control by foresters. Again, we need to revisit this dimension during PRONAGEN first Phase in light of all community experiences that have been carried out in Burkina and in the region.

(b) For the set-up we refer to the Project Brief Program Description.

No micro project is eligible for GEF financing.

3. Appropriateness of GEF financing

Appropriateness of Financial Modality Proposed

See the discussion on baseline. If it is true that DRDP (PNGT2, Communities & other donor) financing is technically "parallel" financing, we have included them as "associated financing" since, in the field, they would be fully integrated under the same Steering Committee nationally and the same Provincial Committees locally.

Government cofinancing would now be in the order of \$1.66 million including \$0.70 in custom and taxes. This is a 6.7% real contribution which is significant for Burkina (one of the poorest country in the world). In comparison, the Government real contribution to PNGT2 is in the order of 5%.

Financial sustainability of the GEF-funded Activity

The APL and national approach greatly augments the chances of financial sustainability. We have indicated that only the Diefoula-Logoniégué conservation can expect to reach financial sustainability in PRONAGEN Phase 1. The financial sustainability of other sites will be calculated as PRONAGEN progresses and choices are made by the communities. Much will also depend on the overall political climate in Burkina and its capability to continue to attract clients for safari hunting and wildlife viewing.

Nevertheless, financial sustainability is only one aspect of sustainability and may not be the most relevant to the local communities. In GEPRENAF it seems that the communities appreciate even more other externalities such as inter-community friendship, restoration of traditional rights & values, opening of the communities on what is done elsewhere and maintenance of a disappearing "patrimony".

See also F1 in Project Brief. The sustainability section has been greatly beefed up since the last review.

4. Responsiveness to comments & Evaluation

Core Commitments

Explanation regarding PNGT2 as cofinancing or associated financing are provided above.

Consistency

A root cause analysis was carried out. It is included as Annex 5.3.

Other technical comments:

(b) Micro-projects are canceled

(c) See Project Description

(d) That cost included everything that was not a direct investments. Overall, these cost were streamlined to a great extent. In addition, all national technical assistance, support to forestry services and international coordination, including equipment and operating costs, was redirected in a component called "Technical support & study". This component accounts now for 24% of PRONAGEN costs; Studies account for 3%; Support to Government services 4%. PRONAGEN administration is a component in itself and accounts for 4%. One must also note that PRONAGEN scope was increased to a significant extent (several new sites) without any increase in overhead.

(e) The description of trans-boundary activity in PRONAGEN has been shifted (see PCD). The Bank welcomes GEFSEC's advice on the institutional dimension of such coordination

Please advise me if you require any additional information to complete your review prior to inclusion in the work program.

Distribution:

Messrs.: R. Asenjo, UNDP
A. Djoghlaif, UNEP (Nairobi)
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cc: Messrs/Mmes.. Pavy (AFCC1); Crepin, Treppe, Mekonnen (AFTE1)

A. Program Purpose and Project Development Objective

1. Program purpose and program phasing:

The PRONAGEN (French acronym for the Natural Ecosystem Management Program -- for a list of acronyms see Annex 11) 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"*. It will be implemented as an APL in three phases of 5 years each.

PRONAGEN is designed as a building block to a vast national Decentralized Rural Development Program (DRDP) financed by IDA (PNGT2, CAP (Community Action Program) APL, negotiated on 8/2000, \$160 million) and other donors. Its baseline originates as "cofinancing" from the Government & communities and "associated financing" from IDA (PNGT2) and other donors.

Expected PRONAGEN outcomes related to global biodiversity include: (i) increasing the ecological security of flora and fauna rare or threatened on a regional and global scale including the northernmost population of African elephants; (ii) 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; (iii) preserving genetic diversity within ecologically, economically and culturally important species in natural population within their historical range; and (iv) integrating sound ecological management principles of natural resources, livestock and agriculture in relation to wildland conservation.

The above outcome of conservation (and regeneration) of biodiversity will be addressed on several fronts: (1) plan and implement the Program activity at the ecosystem, and even transboundary, level; (2) efficiently manage natural resources, with a focus on rangeland, as part of regional rural development, (3) support and reinforce local and national capacity; (4) provide tools and techniques for communities to restore the natural habitat and wildlife in a network of conservation areas.

2. Project development objective: (see Annex 1)

The first phase development objective is to achieve the following result *"to establish and test in four geographical locations a decentralized system of participatory management of natural ecosystems"*.

3. Key performance indicators: (see Annex 1)

The ultimate indicators of success for the overall DRDP lie in human development indicators. These will be measured and analyzed via national household and local statistics. But, given the multiplicity of projects in Burkina, it may be difficult to identify the portion of improvement that could be attributed to the PRONAGEN. Its team will therefore work with companion operations (e.g. PNGT2) to assess whether the specific impact of GEF funds can be measured against human development indicators they monitor.

The main indicators of outcome for PRONAGEN will be ecological : (i) Reduction of agriculture encroachment in Conservation area (as measured by satellite images); (ii) recovery of large mammals in Conservation areas (as measured with line transect surveys); (iii) improvement of a set of bioindicators whose data would be collected as part as participatory ecological monitoring (as measured using a systematic "grap-like" method); (iv) improved awareness and knowledge of communities about the benefits of the natural ecosystem (as measured by perception survey but

mostly decisions taken); and (v) diminution of wildlife/farmer conflicts (as monitored in the forestry conflict registration ledger).

The PRONAGEN shorter term impact will also be measured with performance indicators : (i) New areas placed under conservation management, (ii) overall capacity of the Inter-village associations, (iii) added efficiency of the forestry unit at delivery conservation and law enforcement services; (iv) profitability of commercial operations and potential for auto-financing; (v) better implementation of national strategy and legislation for the management of conservation areas.

B. Strategic Context

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

Document number: 15740-BUR

Date of latest CAS discussion: 07/11/96

The main focus of the CAS is poverty reduction. The Burkina CAS states "*Two themes guide our assistance strategy and resonate throughout the three areas of assistance: community-based participatory approaches and environmental awareness*". Biodiversity conservation per se is not mentioned in the CASs. Consequently, the issue of global biodiversity conservation needs to be tackled from a natural resources and participatory standpoint which is clearly the case in the proposed operation.

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

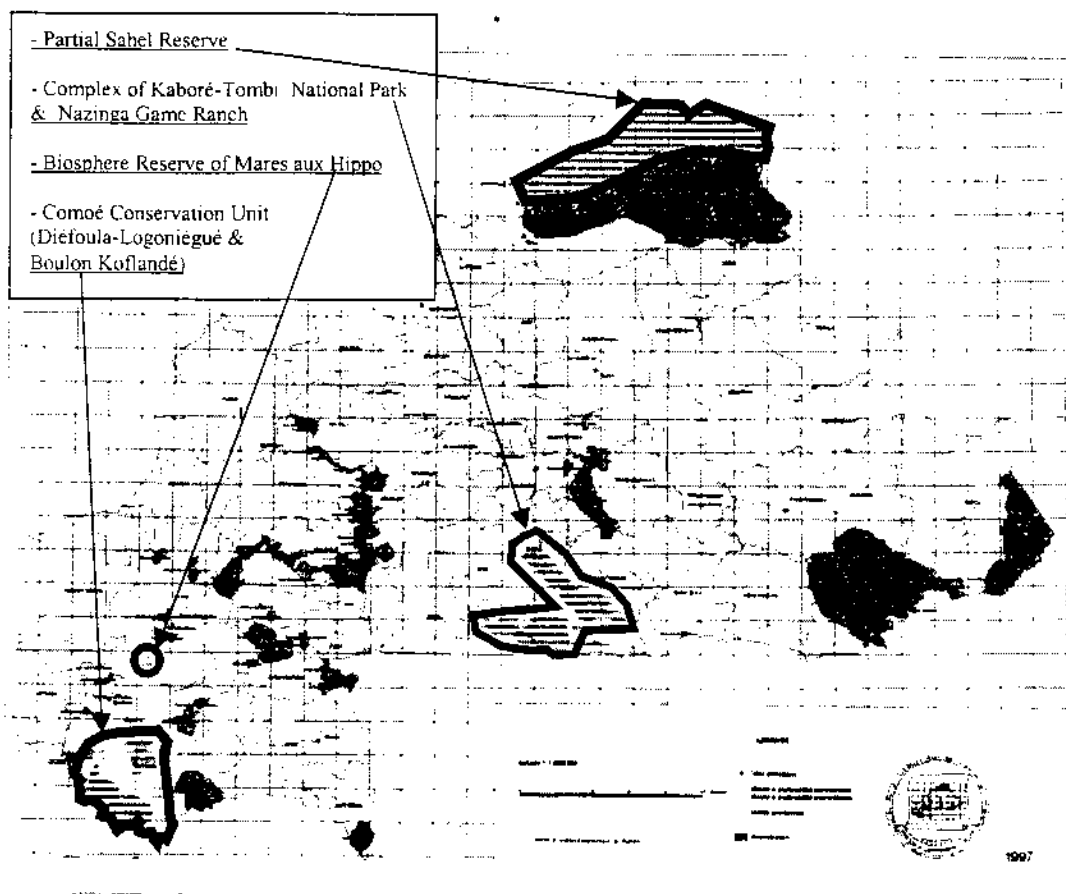
Burkina Faso has ratified the Biodiversity Convention (1992), the Convention on Migratory Species (1990) and the Desertification Convention (1996). The PRONAGEN will finance the incremental cost of addressing global and regional biodiversity conservation priorities within the framework of these conventions. GEF funding will complement IDA PNGT2 and bilateral donor-financed parallel programs for development of conservation areas that are environmentally and socially sustainable.

PRONAGEN is consistent with the GEF Operational Strategy for biodiversity, particularly O.P. 1 (Arid/Semi-arid ecosystems) through support for activities in savanna habitats of the Sudanian and Sahelian ecosystems.

PRONAGEN is also consistent with COP guidance as it focuses on the conservation of critical ecosystems and threatened species and supports the active involvement of local communities in management decisions and as beneficiaries of protected area management. It responds to COP3 guidance through promoting capacity building for conservation and sustainable use by improving management of natural resources. In line with COP4 guidance, the PRONAGEN takes an ecosystem approach to maximize biodiversity conservation in a range of ecosystems under different management regimes, involving a range of stakeholders including local communities as well as the private sector, NGOs and government agencies.

The geographical coverage initially described in the PDF request was in the framework of a transborder project with Mali. It was restricted to the Sahel. However, following disconnection with Mali, in order to increase the likelihood of sustainability and to embrace the programmatic and national approach now favored by the Bank & Government, the geographical coverage was expanded. This was done at the request of the Government as well as Bank Country Director and Sector Managers in order to ensure that the proposed GEF operation was developed as a well-coordinated companion to PNGT2 and SILEM.

Phase 1 would be implemented in the Sudanian savanna ecosystem and in the Sahel dryland ecosystem. All areas are listed in the main international strategies (e.g. Ecologically sensitive sites in Africa, WB -- Conservation Strategy in the Afrotropical Realm, UICN -- Strategy for Sahelo/Saharan Antelopes -- Bonn Convention for Migratory Species -- Birdlife's Important Areas for Bird Conservation) and they are registered among first and foremost priorities in the Burkina biodiversity strategy.



- 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 & 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 the PRONAGEN 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 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 must be approached at the international level 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 a 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. NATURAMA (national NGO affiliated to Birdlife International) has been granted concession of 85 000 ha within 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.

2. Main sector issues and Government strategy:

Country Context

With a per capita GDP of US\$240 (1997), Burkina Faso is among the poorest countries in the world : 172nd out of 175 countries in the UNDP's 1997 Human Development Index. Human resource indicators are extremely low: literacy 19% vs. 57% for SSA, life expectancy 48 years vs. 52 years for SSA, infant mortality 128/1,000 vs. 92/1,000 for SSA. Of 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.

The Government of Burkina Faso carried out a Living Standards Priority Survey with multi-donor support (UNDP, AfDB, EU and IDA), in 1996 and again in 1998. The survey confirmed that the overall incidence of absolute poverty (based on minimal nutritional requirements) 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 or other 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, a risk-management strategy widespread among men, and even more so among women who engage in transformation of agricultural produce, small manufacturing, and commerce. Migration is another way to cope with life-threatening circumstances. The importance of traditional safety nets, extended family and village community, cannot be overemphasized.

In brief, adverse climatic conditions, unfavorable geographic situation as a landlocked country and the low productivity of the agriculture sector in the most densely populated zone, coupled with deteriorating natural resources, are major constraints to economic growth and exacerbate the widespread poverty, severe food insecurity and degradation of globally important ecosystems.

Government strategies

The PRONAGEN will build on the following Government policies, strategies and legislation:

- The National Plan for the Fight against Desertification, 1986
- The National Environment Action Plan, 1991
- The Policy Note in favor of Sustainable Agriculture Development
- The Note on the Action Plan for the Development Policy of the Livestock Sector, 1997
- The Reform of the Wildlife Sector, 1995
- The Biodiversity Strategy & Action Plan (to be adopted)
- Decentralization (RAF, 96) et Decentralization Law, 1991
- Forestry Code, 1997
- Letter of Policy on Decentralized Rural Development, June 2000

The operational strategies most relevant to PRONAGEN are (1) the 1995's Reform of the Wildlife Sector & (2) the 2000's Letter of Policy on Decentralized Rural Development.

Wildlife reform - The reform was undertaken in 1995 to increase private and community involvement in conservation area management. Burkina, at the time, undertook these reforms because it lacked financial resources to efficiently manage its parks, reserve and wildlife areas. Its goal was to delegate management and exploitation of these areas to private tourism or safari "concessionaires". There are already numerous safari & tourism private operators in Burkina which is known internationally for its well-priced safaris and adventure tours.

According to the reforms, concessions are granted on a competitive bidding process. The "concessionaires" pay an annual fee to the Government & credit a "Collective Interest Fund" in

proportion to its income. The "concessionaire" must recruit a "safari or tourism operator" to carry out commercial operation. The GEF (GEPRENAF) & France (Conservation Unit Support Project - CUSP) have helped Burkina in this direction. But they ended piloting two different interpretations of the reform. The GEPRENAF insisted to differentiate the role of "concessionaire" to that of "operator". It also requested that the inter-village association (AGEREF) be "concessionaire" and private firms "operator". The CUSP on the other hand accepted that both roles be assured by private firms.

While the CUSP approach is consistent with the situation faced by the Forestry department, it is not entirely consistent with the recently adopted Decentralized Rural Development Policy. The PRONAGEN Phase 1, will finance a study to evaluate the multiple ways Burkina implements its protected area & wildlife strategy and find ways to optimize it for better conservation and better economic development (see C.1.)

Policy on Decentralized Rural Development - As building block to the DRDP, the PRONAGEN needs also ensure that local institutional set-up for the management of conservation areas, are in harmony with the decentralization process. 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 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 a complex institution-building process. The first rural municipalities will be created in about five years.

The Letter of Policy on Decentralized Rural Development (June 2000) was drafted in support of the DRDP. It sets the stage for PRONAGEN by recognizing that decentralized communities will play a major role in conservation area management. Its section on Environment and natural resources management refers to the forest & biodiversity strategies and emphasize the role of "collectivité territoriale" in the management of these resources.

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

Sector issues - biodiversity loss

The root "origins" of biodiversity loss in the Sahel are numerous (See matrix analysis in Annex 7). But, the main constraints are low rainfall and high demographic growth (more than 3% per year). Low & variable rainfall is a normal component for regions that receive on the average between 400 and 200 mm of rain per year. Nevertheless these last decades have known the paroxysms of dryness with unusual water deficits in 1968-70 and again in 1984. Consequences on the ecosystem are always dramatic: the vegetation cover regresses, problems of soil erosion develop and livestock and fauna withdraw on competitive spaces. In the Sudanian zone, the root cause of biodiversity loss are also related to the consequences of high demography and climatic variability but its overall impact is less drastic and can better be related to inadequate land-use practices & policies (e.g. cultivation of soil-fertility-voracious yam varieties introduces by agriculture services).

In addition to the above setting, for which the PRONAGEN can have little impact, the ecosystem and its processes are threatened because of non-optimal land-use options and policies (livestock, agriculture, water and wildlife). In the Sudanian zone, the specific consequence of demography, combined with the opportunity provided by yam and cotton, results in competition for arable land and clearing of natural habitat. In the Sahel, the high demography, low technology input and shift in livestock ownership have lead to significant increase in livestock numbers with inappropriate use of the grazing potential and cultivation of marginal land (often good natural habitat). At all selected sites, the lack of incentive for alternative behavior and technology, and lack of law

enforcement caused the quasi disappearance of wildlife. Losses of large mammals and birds are attributed not only to habitat loss but also to poaching, particularly vehicle poaching by outsiders.

The proposed PRONAGEN plans to address the above "root causes" of biodiversity loss by improving planning at the ecosystem level and targeting implementation to the appropriate but decentralized levels (see next paragraphs) to empower the community over the management of wildland. The holistic approach adopted in the Pilot Pastoral Perimeter Program (PPPP) will be taught to project teams to ensure that their analysis of the production et conservation system focuses on the causes of degradation rather than the symptoms. All causes of biodiversity loss cannot be addressed by PRONAGEN, those that pertain to adoption of adequate technology, agro-biodiversity and local improvement of land use and farming practices will be addressed to a greater extent by SILEM.

Strategic choice

As mentioned above, the rural development and decentralization strategies are geared toward decentralization, increased empowerment of local communities and contractualization of services. However, these strategies are often focused on very small geographical scales which risk to bypass the ecosystem or landscape dimension and skew ecological processes. Fortunately, the 1995 Wildlife Sector, the new National Biological Diversity Strategy & the Letter of Policy for Decentralized Rural Development provides both the implementation framework and the overall goal for empowering local communities over the management of large ecosystems.

In light of the above, the PRONAGEN must combine sectors strategies in two processes: (1) national territorial affectation & management-choice of land according to its ecological and economic potential, and (2) the bottom-up approach of community-based rural development where the selection of land-use options, investments & activities originates from a local prioritization & planning process. This combination will :

- address the global dimension of biodiversity by implementing international conventions and planning for landscape and transborder issues through decentralization and territorial affectation of land;
- finance conservation activities through Community-based land management (or "gestion des terroirs") and Local Development, to foster local solutions to specific conservation issues on a case by case basis with a focus on the causes rather than the symptoms of degradation.

To implement this approach, the project team will work on several fronts: (1) knowledge, planning and monitoring, (2) creation of a network of "conservation areas," (3) use of participatory natural resources management techniques, (4) awareness and capacity building for national and local wildlife management and conservation institutions, and (5) coordination between development partners within each country and across the borders.

The approach followed locally by the PRONAGEN is an adapted, and intensified, version of community-based land management (or "gestion des terroirs"). It is based on the participation and increased empowerment of rural communities in decisions concerning the management/use of natural resources and the identification and execution of village investment projects. It is demand-driven, broadly participatory and tries to involve all groups, however marginalized in society. To increase accountability, it delegates key decisions re. investment choices and use of funds as closely as possible to the intended beneficiaries. But this is not sufficient to ensure wildland conservation.

The PRONAGEN will also address the issue of protected area management from the other end of the spectrum i.e. by improving the way communities work with the decentralized Government entities in charge of conservation. In addition to villagers, the PRONAGEN will therefore work with foresters to build their capacity and incentive for law enforcement. Finally, financial sustainability depends on revenue generation, the private sector will constitute a third set of local partners whose responsibility will be to attract customers and ensure revenue generation and sharing. The proper equilibrium, and relational mechanisms, between these partners will be sought throughout PRONAGEN's Phase 1 and fine tuned in subsequent phases.

Rationale for GEF Support

By financing the incremental costs of improved biodiversity conservation through upgrading management of priority areas as Conservation Areas and enhancing natural resources management in the hinterland with more environmentally sound practices, GEF participation in the overall Decentralized Rural Development Program (DRDP) in the form of an associated program (PRONAGEN) has the potential to enhance the security of global biodiversity assets through a sector-wide approach for natural ecosystem management. By (i) providing alternatives for foregone revenues and financing the incremental cost of improved management practices, (ii) broadening participation of local communities in stewardship of wildland, (iii) ensuring that they share in the economic benefits of improved management, and (iv) leveraging additional financing from other donors & the private sector, GEF financing has the potential for improving management in the short term and increasing sustainability of achievements in the longer term. In the absence of GEF financing, the Government could not shoulder the incremental cost of improving management of conservation areas or providing alternatives to communities and rural residents for adopting better stewardship practices.

4. Program description and performance triggers for subsequent loans:

The proposed PRONAGEN finances incremental costs, for biodiversity conservation, to the Decentralized Rural Development Program (DRDP). A succinct description of the "baseline Program" is provided below (for more detailed description see Annex 4).

Baseline (GEF does not finance the baseline)

The baseline, is the sum of DRDP activities in the periphery of conservation areas targeting communities which are called upon to allocate wildland to conservation areas and participate to its management.

The approach adopted by the DRDP closely links land development, agro-sylvo-pastoral development and socio-economic infrastructure and services, thereby recognizing that rural development and conservation needs multi-sectoral interventions. Village level investments will encompass some natural resource and local development (i.e. provision of infrastructure and services to support production growth and improve living conditions). Investments will follow the village organization in CVGT (*Comité Villageois de Gestion du Terroir*) followed by the creation of a VIF (Village Investment Funds). Under the "baseline Program", village (and multivillage) micro-projects will be financed across a wide spectrum: tree planting; livestock production; agriculture production; fisheries; agroprocessing; micro-irrigation; transport infrastructure; water and sanitation; schooling and alphabetization; preventive health and AIDS.

The main unit of execution would be the "terroir" i.e. the land area of a community bound together by culture or traditions. In some cases, the "terroir" coincides with one village, in others with several villages, often clustered around one lead village. The DRDP central focus is to

invest in those "terroirs" in: (i) capacity building of villagers and their organizations; and (ii) developing micro-projects that respond to local priorities. Effective decentralization to rural community groups will depend upon the success of capacity-building efforts. Hence, training is a fundamental component of the DRDP: training directed at communities and training directed at intermediaries (service providers such as NGOs, private contractors, and public services in direct contact with the communities).

To accommodate the PRONAGEN, PNGT2 will target in priority villages bordering the PRONAGEN sites (leveraging impact). In some provinces, direct PNGT2 intervention is not possible. In the Sahel and around a portion of the Kaboré Tambi National Park, several villages are not registered for direct PNGT2 intervention (e.g. in Oudalan or in Ziro Provinces). In such cases, the PNGT2 will still finance all social & productive investments identified by communities. The participatory diagnostic will be financed by PRONAGEN.

Incremental activity (what the GEF finances)

Because, building community capacity as well as ecological restoration takes a long time, a 15-year multi-phase programmatic approach was selected. In addition, because dryland management needs to be carried out at a large scale, key sites have been identified and included in the PRONAGEN (see map & text in B1a.).

The PRONAGEN 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 wildland management while maintaining a form of planning and prioritization at provincial, national and regional levels. In the focus areas, the PRONAGEN will support operating costs, capacity building and ecosystem monitoring. Effective adoption of biodiversity concerns and management skills 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 the PRONAGEN.

In all of its Phases, the PRONAGEN will be implemented through its five components (see C1):

Component 1: Technical assistance & studies

Component 2: Capacity building

Component 3: Management of key sites

Component 4: Local development (not financed by GEF)

Component 5: Program administration

Component 1: Technical assistance & studies - The most important studies are programmed for Phase 1. Technical assistance will be gradually phased out as the national & community capacity to manage conservation areas increases and responsibilities are transferred to the long-term managers (the organized communities) & operators (private sector).

Component 2: Capacity building - Capacity building includes training as well as conservation awareness. It will remain an important component throughout the PRONAGEN. In Phase 1, capacity building will target the national forestry staff, the staff of other Government services and the communities. Throughout all three phases, gaps will be continuously identified and the capacity building strategy adapted or re-oriented.

Component 3: Management of key sites - For most PRONAGEN sites, Phase 1 will be the time to design Participatory Management Plans (PAGEPs) and initiate their implementation. During Phase 2 and 3, PAGEPs will be fully implemented. They will be designed in such a way as to

minimize investments and maximize return on investments. It is expected that other donors & private operators will be attracted and finance the investments required for tourism activities & enhanced wildlife protection (see also A2). Phase 3 will provide an opportunity to consolidate the management and sustainable exploitation of all conservation areas while pursuing ecological recovery.

Component 4: Local development - As mentioned in the description of the baseline, total coverage of the communities around the PRONAGEN sites is expected in Phase 1. In Phase 2 & 3, the PNGT2 will phase out its support to these communities in order to nationally expand its geographical coverage.

Component 5: Program administration - In Phase 1, Program administration will be entrusted to a small Program Coordination Unit. However, it is expected that in subsequent Phases, this PCU will be discontinued and its function transferred to the Forestry Department (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 in Phase 1 will also make recommendations on an adequate institutional anchor for the long-term continuation of the PRONAGEN.

Program Triggers (Phase 1 to Phase 2)

While it is too early in the preparation process to adopt final triggers the following have been identified (they will be confirmed during pre-appraisal). The triggers are selected to ensure adequate demonstration by the Government of Burkina (i) of good governance both upon PRONAGEN's funds and upon private sector handling, (ii) of willingness to implement a decentralized wildland management model effectively empowering local communities.

- Effective adoption & implementation of the mid-term review recommendations for improvement of decentralized management of Conservation areas (to be drawn from the result of a study to be carried out in Phase 1.)
- Good governance over PRONAGEN funds (as demonstrated by annual audits)
- Demonstrated improvement of governance in the sector particularly in the selection and oversight of private concessionaires & operators (as verified through an independent audit to be carried out prior to appraisal of Phase2)
- Official recognition and legal concession of conservation areas to AGEREFs that are judged capable of autonomous management of these areas (as determined following supervision missions)
- Demonstrated willingness & capacity of PNGT2 and PRONAGEN to coordinate their activities (as verified in supervision missions & annual reports)
- Leverage of the equivalent of US\$5.0 million from other donors & US\$1.0 million from the private sector toward the PRONAGEN continuation (as verified at Phase 2 appraisal).

Program Triggers (Phase 2 to Phase 3)

Tentative triggers to Phase 2 to 3 are listed below to illustrate continuation in the program. They are based on the same logic of previous triggers. They are likely to be refined both at appraisal and at the end of Phase 1.

- Effective adoption & implementation of Phase 2 mid-term review recommendations for sustainability (to be drawn from the results of an independent analysis of PRONAGEN's Phase 2 from a financial & institutional sustainability viewpoint)
- Good governance over PRONAGEN funds (as demonstrated by annual audits)

- Maintenance of good governance in the Sector (as demonstrated by independent audit prior to Phase 3 appraisal)
- Official recognition and legal concession of conservation areas to AGEREFs that are judged capable of autonomous management of these areas (as determined following supervision missions during Phase2)
- Demonstrated willingness & capacity of PNGT2 and PRONAGEN to coordinate their activities
- Leverage of further financing toward the PRONAGEN continuation
- Adoption of the following principles for Phase 3 : (i) Government finances all recurrent costs pertaining to PRONAGEN administration; (ii) activities are pursued only in areas where sustainability is demonstrated.

C. Program and Project Description Summary

1. Project components (see Annex 1):

The PRONAGEN Phase 1 (the Project) includes 5 components :

Component 1: Technical assistance & studies

Component 2: Capacity building

Component 3: Management of key sites

Component 4: Local development (not financed by GEF)

Component 5: Program administration

Component 1: Technical assistance & other external support:

Technical assistance

At each site the PRONAGEN will finance limited technical assistance to DPEEF (the Provincial Environment & Forestry Directorates). This is also recommended by the independent evaluation of GEPRENAF (see Annex 9) to better empower deconcentrated Government. Day-to-day field implementation will be contracted to national experts from a consulting firm or an NGO: the *Multi-technical Mobile Team* (EMP - see also C4 on institutional arrangements). This arrangement is similar to that of PNGT2.

The EMP will among other things (i) coordinate the participatory & ecological diagnostics, (ii) ensure PRONAGEN planning & reporting at the site level, (iii) carry out information & awareness raising campaign toward communities, (iv) identify training requirement and organize such training, (v) help the establishment of AGEREFs (Associations Inter-Villageoises de Gestion des Ressources Naturelles et de la Faune) which are inter-village "groupments" (based on appropriate existing legislation) to be in charge of conservation areas, (vi) help the AGEREF prepare Participatory Management Plans for their conservation areas, (vii) assist the forestry team in planning and implementing surveillance strategies, (viii) liaise with the national coordination unit for all procurement & disbursement, (ix) assist AGEREF in their relations with private operators, etc.

One AGEREF would be created for each conservation area. At term, the AGEREF will receive from the Government the responsibility to manage the conservation areas and organize commercial activities (ecotourism, safari hunting, etc.). When an AGEREF reaches adequate

capacity and before it can recruit its own staff, the EMP would position itself as technical assistant to that AGEREFs.

When an AGEREF has "graduated", it will be responsible for the management of PRONAGEN Funds previously handled by an EMP. With such financing, the PRONAGEN will accompany the AGEREF for several more years in order to fine tune their capacity, to improve management of the Conservation Area, to stabilize the relationship between the AGEREF and the private operator and ensure that revenues from the Conservation Areas are adequately allocated between conservation and local development. During Phase 1, only the Diefoula-Logoniégué AGEREF (Comoé Province) is expected to achieve such result.

Prior to negotiation, the Bank has requested the official recognition of the Diéfoula-Logoniégué AGEREF as well as the signature of the convention and "cahier des charges" making that AGEREF "concessionaire" over the Diefoula-Logoniégué conservation area.

Participatory Diagnostics & Local Development Plans

The PRONAGEN will finance the participatory diagnostic as a gap-closing measure to ensure total coverage of relevant villages. This is the case in the Sahel and in several villages around the Kaboré Tambi National Park; elsewhere IDA (PNGT2) or other donors will finance it.

The basic unit will be the village, or if communities which so, the grape of village according to the transitory model toward decentralization proposed with the Decentralized Rural Development Program (DRDP.) Where necessary, first contacts with villagers, and other pastoral communities, will be initiated by the EMP. Their primary role will be to inform communities on the approach and objectives of the PRONAGEN and prepare them for the diagnostic.

- In the Sahel is estimated that 58 villages in the Departments of Tongomayel, Nassoumbou, Koutougou, Oursi et Tin Akoff, or about 69.900 inhabitants, will need such support. According to our information, the diagnostics & LDP of the Deou Department villages (16.900 inhabitants) and Markoye (21.800 inhabitants) will be entirely financed by Holland and GtZ through the Program Sahel Burkinabé (PSB). Nonetheless, diagnostic planning will be flexible enough to enable modification; the CCTP coordinate at the provincial level the programming of diagnostics.
- Around Kaboré Tambi it is estimated that, of the 90 villages (or 50 000 people), only 25 villages (or 11,000) in the Bazega and Ziro Provinces will need PRONAGEN assistance for participatory diagnostics. The PNGT2 and other Local Development Project (e.g. Dutch Zoundweogo Local Development Project) will or have already launched the local development process there.

The participatory diagnostic (or participatory need assessment)

The participatory diagnostic is the gateway to communities. It enable an in-depth analysis of the constraints & opportunities provided by the land and its human resources. This is carried out by the EMP with local representative of Government services. Already existing diagnostic will be simply enriched with the ecological dimension that usually lacks. The participatory diagnostic provides the basis from which each village, or set of villages, prepare its Local Development Plan (LDP). To carry out this process each village sets up a CVGT (Comité Villageois de Gestion des Terroir).

Local Development Plans (LDP)

The Local Development Plan for a village, or a set of villages, presents, on one hand the community vision of its short & medium term development, and on the other hand, list the investments required to improve living conditions in a sustainable and productive environment. In the PRONAGEN focal areas, where pastoralism appears like the main activity in the production system, LDP are likely to take a multi-village dimension. In such case, it will consider all the shared resources such as grazing land & water points. The LDP are the reference for the financing of social & productive micro-projects by PNGT2 and/or other donors. The EMP will also help the community open Village Investment Funds (VIF) in local Banks; the VIF is the mechanism adopted by PNGT2 for transferring funds to local communities to finance local development micro-projects. The GEF will not provision the VIFs.

Other Supports:

During Phase one of PRONAGEN, funds will be allocated for four major external supports, two of which are described below and two remain to be formulated. The third one will be specific to the Kaboré-Tambi National Park and its insertion in the overall dynamic with the Nazinga Game Ranch & Sissili Safari Area in particular with respect to their large elephant population and in coordination with the Ghana Department of Wildlife. The fourth will deal with the management of water quantity and quality of the Mare aux Hippo Biosphere Reserve. Detailed TORs will be annexed to the PRONAGEN Implementation Plan for Phase 1.

Capitalization of experiences

DGEF, the national forestry service, needs assistance in improving, and promoting, the current strategy for wildland management. If necessary, the wildlife sector reform of 1995 & the forestry code of 1997 will be revisited to ensure that PRONAGEN effectively embraces conservation at the ecosystem level with full participation of communities and private partners.

Several experiences are ongoing in Burkina on the natural ecosystem conservation front : e.g. Nazinon Forest (with FAO), Nazinga Game Ranch (PNUD/FEM), Nabéré Gazetted Forest (PNGT), the Diéfoula-Logoniégué area (GEPRENAF), Conservation Unit Support Project (AFD/FFEM), Arly & W National Parks conservation (with AFD/FFEM & UE). It is justified for the GEF to help DGEF compare the results of all these experiences -- which appear together like different ways to implement the wildlife/ecosystem management strategy -- from ecological and economical standpoints.

This process will be key for the subsequent phases of the PRONAGEN. It will be the opportunity for Burkina to assess the role & responsibility best played by the communities, Government services or private operators. The objective would be to come up with an organizational & institutional model that is realistic, efficient, profitable for all partners & sustainable. An analysis of results will be carried out during the mid-term review of Phase 1. At that time, all partners will adopt a course and agree on a package of reforms necessary as a trigger to Phase 2.

Pastoral tenure & users (in Sahel)

In the Sahel, beyond the participatory diagnostic, which even if it includes pastoralism is done at the limited scale, it is necessary to carry out a diagnostic at 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 & users survey will be carried out. Research teams will closely work with the PRONAGEN 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 (mainly Peul, Bêla and Tuareg) in order to establish trust and identify ways the constraints that the current management mode implies. It would target the following outcome: (1) spatio-temporal maps of the utilization of space by herders, (2) spatio-temporal map of resources (forests, rangeland & water); (3) identification of, & establishment of a dialog with, the current primary users, those who possess traditional rights to resources or land, or those with either are traditional decision makers or have appeared as decision-makers, if there is any; (4) identification of local or tribal hierarchy and of the decision-making process that rules utilization of the range and water (if any); (5) evaluation of the herders perception of qualitative & quantitative trends in natural resources ; (6) identification of possible zoning, and/or improved rules for using the land & its resources, in agreement with the current demographic trends, herders vision of their future and biodiversity conservation.

Support to Government "deconcentrated" services:

Forestry service

The GEF would finance part of the equipment & incremental operating costs of the Provincial Environment & Forestry Directorate and their outposts in the Departments. They would operate under a Protocol to provide Reserve-wide support to the communities to enforce community rules. The work financed would pertain only to activities that they carry according to an agreed work-program that targets conservation objectives. They will likely focus on training of communities in forestry & antipoaching and on law enforcement of vehicle poaching carried out by city dwellers.

In addition, DGEF needs to be able to supervise adequately PRONAGEN, and capitalize on the experience of GEPRENAF and other similar projects, to disseminate the approach and leverage interest from other donors. GEF funding will contribute funds for some equipment and incremental operating costs for DGEF to carry out the above mission.

Support to agriculture and livestock services

Because they will belong to "proximity team" (see C4), PRONAGEN will finance part of the operating costs of the Agriculture and Livestock service agents posted in the Departments of the "Concentration area". This would pertain only to activities that they carry according to an agreed work-program that targets conservation objectives.

International Coordination

Both the Comoé and Sahel sites border other countries (Cote d'Ivoire & Mali). To a lesser extent the Kaboré-Tambi is in relation with Ghana through a corridor across the Nazinga Game Ranch. Nazinga borders Ghana. All of these sites are adjacent to other sites that also receive, or will receive, GEF support in these countries. The PRONAGEN will therefore allocate funds to enable regular exchange with other countries team, both at the national and site level, in order to locally provide cross-support and ensure that border issues become an asset rather than a constraint. Already Ghana and Mali have signed a protocol for cross-border antipoaching and fire management. Another protocol is ready with Cote d'Ivoire (current politics there have delayed its signature).

A partner (NGO or consultant) could be contracted to provide technical support to the PCU, primarily to promote and ensure adequate coordination with other countries (Mali, Cote d'Ivoire, Ghana, etc.) and their projects on the other side of the borders (see also C4.). The role of such partner would be to organize meetings with the team of all countries, to promote exchange of information and experience, to 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 a country to the other are compatible.

Alternatively, such coordination could be vested to the Coordinator which is likely to decrease costs but could diminish the scope of that dimension.

Component 2 : Capacity and awareness building

Awareness building

Awareness & capacity building of the community

Awareness building is necessary first to increase general awareness on conservation and to mobilize the interests and participation of villagers and their traditional authorities. The EMP will initiate contact by awareness building discussions, meetings and visits to similar & successful projects. Awareness building will be coupled with the participatory diagnostic. PRONAGEN will finance awareness raising of the community members with a special focus on the AGEREF members and resource users. The GEPRENAF experience has shown that community sensitivity about natural resources issues are best increased through regular discussions and demonstrations. It is also important to take key members of the community to other locations where they can witness & learn from others successes and mistakes.

Awareness building of partners, decision makers & the Burkina public at large

Conservation awareness will be tailored to needs of the forestry staff, the partners of PRONAGEN and Government services collaborating with PRONAGEN. This would include development and diffusion of information concerning the activities of PRONAGEN, its approaches and results; and environmental education in schools, radio and television. Awareness building & training modules will be sometimes provided by PRONAGEN field staff, but more often by service providers contracted by PRONAGEN.

Training

Community training

During the entire APL, PRONAGEN will finance training modules for the community members with special focus on the AGEREF members and community-contractors. This includes structured training programs to assist them in: organizing assemblies and keeping records of decisions; accessing financial resources, and mobilizing self contribution; executing activities (contracting, cash management, record keeping, monitoring); and providing technical skills training. Technical skill training could range from wildlife surveys; antipoaching; fire management; tourist guiding; trophy preparation; etc.

Training of foresters & other partners

In addition, DGEF staff & the staff of its deconcentrated services at the Province & Department levels need to improve their national capacity to implement their mission and strengthen their capacity to enforce regulations agreed with their concessionaires. GEF will cover some training costs for DGEF staff (e.g. in strategic planning, antipoaching, community-based development, etc.). In addition, the agriculture & livestock services staff team posted in the field and the animators will receive training in skills relevant to PRONAGEN objectives (participatory diagnostic, use of GPS, participatory monitoring, etc.).

Component 3: Management of key sites

Conservation area management

Where it is necessary, the EMP will first negotiate with the villagers and subsequently delineate Conservation areas (already done for the Diéfoula-Logoniégué Conservation Area and not necessary for the Park & the Biosphere Reserve). In the Sahel, the goal is to set aside, for conservation, several areas of sufficient size. Some areas are already targeted: "Tigered bush in Soum"; Séno Mango; Oursi Lake; Darkoye Ponds; Beli River and Markoye Ranch.

After two to three years, for each Conservation Areas, based on information & data gathered from investigations and rules defined by the community a Participatory Management Plan (PAGEP in French) will be prepared. The EMP will help the AGEREFs set up Bank Accounts (Nature Conservation Accounts - basically a 90-day accounts). These resources are provided to implement the PAGEP. Until the AGEREF graduate, that fund will be co-managed by the EMP & the AGEREF.

Investments and activities eligible for GEF financing could range from tracing conservation area limits, rural road and trails for surveillance and tourism, water management scheme, crop-raiding elephant protection, anti-poaching, participatory ecological monitoring, small tourism infrastructures such as miradors, etc. The EMP, or the AGEREF, will hire intermediaries for related services or works. By PRONAGEN end, it is expected that the AGEREF will contract private operators to organize commercial and sustainable use of the Conservation Areas. They would be expected to invest in tourism facility (camps and small infrastructures), participate to recurrent costs of maintaining investments as well as attract and handle clients.

Ecosystem monitoring

Ecosystem monitoring will be carried out in close coordination with PSBs (in the Sahel), PNGT2 (elsewhere) and the EU National Forest Mapping Project (Nationally). All these operations have already set-up a Geographical Information Systems. The PRONAGEN would finance new spatial data, wildlife surveys, etc. for the Conservation Areas targeted as well as work with the above-mentioned teams in order to analyze the information at the ecosystem level, harmonize standards and techniques & optimize costs. In specific cases, studies could be financed in conjunction with a Burkina University (e.g. masters thesis). The idea is to provide decision makers with a tool to plan development & conservation, to promote ecology as one of the important dimensions of "aménagement du territoire", to monitor the ecosystem evolution and, if possible over 5 years, to assess the early PRONAGEN ecological impact.

At each site, ground monitoring will be organized to estimate wildlife populations and ecosystem evolution. Techniques easily adopted by villagers will be adopted (line transect is commonly used in Burkina).

Component 4: Local development (Not financed by GEF)

Implementation of Local Development Plans

In the villages relevant to PRONAGEN, PNGT2, or one of the partner projects, will finance the villages' Local Development Plans (see PNGT2 PAD & Baseline description in Annex 4). Micro-projects execution will be done by the village communities (Comité Villageois de Gestion des Terroir - CVGT) or their contractors. The CVGT will enter into contract directly with intermediaries for the related services or works. Eligible micro-projects fall under the following categories: soil fertility and erosion control; tree plantings; support to livestock production; support to agriculture production; support to fish production; water and sanitation; other small socio-economic infrastructure. The micro projects eligible under GEF OP12 are likely to be financed by SILEM (to be determined as part of SILEM' s preparation).

The PRONAGEN challenge is to demonstrate that funds generated from wildland management can contribute to financing of local development. When sufficient income are obtained, AGEREFs will provision Village Investment Funds (VIF). In Phase 1, it is expected that only the Diéfoula-Logoniégué AGEREF will be able to reach this level of income. Other AGEREFs will do according to their own capacity, and the financial capacity of their conservation areas, in Phase 2 or 3 of PRONAGEN.

Component 5: Program administration

The PRONAGEN Coordinator and an experience administrator will be posted at the office of the General Forestry Directorate (DGEF) in Ouagadougou. They will be appointed, or recruited as the case may be, by DGEF prior to effectiveness. 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 also carry out regular field supervision and supervise external evaluation. The GEF would finance the equipment & operating costs of the Coordination Unit.

This component also entails management by the DPEEF (Provincial Forestry & Environment Directorate) and the EMP of the decentralized "operation account" as well as co-management with the AGEREF of the "Nature Conservation Account" (See Component 3). In addition to technical assistance to the community, the EMP will ensure data collection and keep financial records for monitoring & evaluation purposes.

The PRONAGEN will also finance annual audits. The recruitment of auditors is a condition of effectiveness.

Component	Indicative Costs (US\$M)	% of Total	Bank financing (US\$M)	% of Bank financing	GEF financing (US\$M)	% of GEF financing
1. Technical assistance & studies	4.00	28.4	0.49	17.0	2.86	38.1
2. Capacity building	1.55	11.0	0.00	0.0	1.26	16.8
3. Management of key sites	3.90	27.7	0.00	0.0	2.94	39.2
4. Local development	4.05	28.7	2.39	83.0	0.00	0.0
5. Program administration	0.60	4.3	0.00	0.0	0.44	5.9
Bank & GEF Program Phase 1 Costs	14.10	100.0	2.88	100.0	7.50	100.0

2. Key policy and institutional reforms to be sought:

While PRONAGEN will not seek national reform before it is launched, the Bank will seek assurances from the Government that adequate and legal empowerment can be granted to legally-organized communities for the sustainable and profitable management of conservation areas. During Phase 1, PRONAGEN will finance a country-wide analysis of conservation experience in order to find a way to improve implementation of the existing wildlife strategy and linkages with the Decentralized Rural Development Strategy, or adopt a better strategy (see C3.).

3. Benefits and target population:

Benefits

Beyond the benefits of baseline activities, the expected GEF benefits include: (1) improved rangeland management and accordingly improved livelihood for the local communities, (2) better coordination of current natural resources management and development efforts by the Government and other donors at national and local levels, (3) diminished uncertainties and natural resource abundance/quality within conservation areas, (4) global benefit linked to ecosystem conservation and lesser desertification, and (5) new sources of income to the communities and to the national economy from more efficient tourism.

The PRONAGEN would both increase the economic returns realized by rural residents and facilitate direct involvement of stakeholders who have the most to gain (or lose), in terms of environmental benefits, from improved management of the land. Enhanced management of resources, including fire control and assurance to access to sustainable supplies of pastoral land, wood fuel and water would benefit rural communities in both the short and long terms as well as preserve future options for the local, national and global communities at large.

Target population

- The poverty indicator in the Sahel are among the worst in Burkina. There, the target populations are mostly Peul, Tuareg, Songhai and Bela. There are also significant traditional populations of migrant Mossi. The overall population of the 1,600,000 ha Reserve is in the order of 250,000 inhabitants or about 16 inhabitants per km². The human population of the Departments most concerned by the PRONAGEN are 15,500 (Nassoumbou); 16,700 (Déou); 10,000 (Oursi) and 11,500 (Tin-Akoff).
- In Comoé, the Diéfoula-Logoniégué population targeted is 20,000 people divided in 17 villages. To include Boulon-Koflandé and additional 20 villages (20 000 people) will join PRONAGEN.

- In Mares aux Hippo, 7 villages (10 000 people) would be concerned by PRONAGEN. An additional unknown number of migrant pastoralist will need to be considered in the decision-making process.
- Around Kaboré-Tambi National Park, PRONAGEN is expected to work with a population of about 50,000 people in 90 villages. The final list of villages will be determined as PRONAGEN progresses and on the basis of their willingness to be part of it and/or to allocate land to an "elephant" corridor between Nazinga Game Ranch & the park.

4. Institutional and implementation arrangements:

Implementation period

The PRONAGEN is a 15 year APL. Its phase 1 is to be implemented over 5-year with effectiveness planned for the second semester of 2001.

Steering

A *National Steering Committee* (NSC) has been set up to monitor the Decentralized Rural Development Program (DRDP). PNGT2 is piloted by this committee; PRONAGEN also. Each year, the annual work programs will be discussed and adopted by the NSC. Its role is to analyze PRONAGEN results (consolidated annual reports) and work programs to advise the PCU on their conformity with national strategies and experiences. It meets on an annual basis and will be divided on sub-committees.

In addition, the existing CTSP (Comité Technique de Suivi de la Preparation - a *Technical Monitoring Committee*) will be maintained. It comprises of conservation specialists & partners from Universities, Government, NGOs and Private operators. Its role is to provide technical advise to the PCU on all matters concerning PRONAGEN. The CTSP members meet at least, on a trimester basis. They were officially set up in 1999 and have provided excellent input to the preparation team.

The approval of each local annual work program will be vested to the annual meeting of representatives of the existing *Comité de Concertation Technique Provinciale (CCTP)* of the Provinces where PRONAGEN operates.

Oversight

The PRONAGEN would be under the Responsibility of the *General Directorate for Water & Forest* (DGEF) within the *Ministry of Environment & Hydraulics*

DGEF will set up a small *Program Coordination Unit* (PCU) to be stationed in Ouagadougou within the DGEF office. The PCU will be led by a National Coordinator, either appointed or recruited, and staffed by a monitoring & evaluation specialist as well as an experienced administrator. It will be responsible for day-to-day implementation of the PRONAGEN at the national level, including management of projet funds, monitoring & evaluation, national procurement, consolidation of annual reports & work-programs, presentation of progress to the CTSP, etc.

APL Phase 2 & Phase 3: Proposed Approval Approach

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

- a) Approval of tranche releases would be based on the project meeting minimum accomplishments and trigger points described on an indicative basis in the Project Brief and in greater detail in the Project Appraisal Document (PAD) developed for each tranche.
- b) GEF approvals will parallel the rolling review process used by the WB for the APL. 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.
- c) On the basis of this information, the GEF CEO will confirm the adequacy of accomplishments of the previous tranche and approve release of the next tranche. The CEO and Secretariat may request clarification of performance indicators if required.
- d) The GEF CEO will 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), and signalling CEO approval of the next tranche. If minimum objectives were not met, tranche release could be delayed. If there are significant deviations from the original agreed targets, Council would be invited to review the relevant PAD to offer their views on the change in circumstances before CEO endorsement. If the CEO believes that insufficient information was available, or if significant changes in targets or triggers were required then the CEO could provide request advice and/or approval from Council and revert to their guidance.

Local implementation

At all site, implementation will be the responsibility of the *Provincial Directorate of Environment & Forestry (DPEEF* - the "deconcentrated" provincial representation of the forestry services). A Mobile & Multi-technical Team (EMP - national consulting firms or NGOs) will provide day-to-day technical assistance to the DPEEF. The EM will dispatch specialists at the provincial levels and animators at the department levels. Because the NGO NATURAMA is already "concessionaire" of the Kaboré-Tambi National Park, it is likely that they will provide the EMP's staff (to be discussed at appraisal).

- Where the PNGT2 operates directly, the PRONAGEN will reinforce the EMP financed by the PNGT2, by recruiting one conservation specialist and several animators.
- Where the PNGT2 does not operate directly, the PRONAGEN will recruit two-specialist EMPs and animators (This is the case in Sahel Reserve & Kaboré Tambi National Park)

At each site, when the Government & the Bank agrees that an AGEREF has the capacity to take over, implementation will be entrusted to that AGEREF. In Phase 1, it is expected that only the AGEREF set-up by GEPRENAF in Diefoula-Logoniégué will qualify.

PRONAGEN Partners

At the "Department" level, the EMP's animators will team with the "agents" of the forestry, agriculture & livestock services. A protocol will be signed with these services to enable these

"agents" (i) to benefit from PRONAGEN training and (ii) to assist the EMP's animators in day-to-day work with the local communities. Forestry law enforcement and forestry/conservation services will be provided by the existing *Provincial Directorate of Environment & Forestry* (DPEEF) and their outposts in each department. Sectoral supports in agriculture and livestock will be provided by the *Regional & Provincial Services of Agriculture and Livestock*.

In addition, the private tourism or safari operators involved in PRONAGEN will be full partners. Some already work in the conservation areas (e.g. camp owners in Gandefabou or Darkoye). On a case by case basis, they will benefit from the experience of the EMP, PCU, Bank staff for improvement of management & operating practices. In limited cases, specific training will be organized (e.g. in the form of national or local workshop).

International coordination

International coordination will be carried out as a normal activities at the sites where it is warranted (e.g. Comoé & Sahel). The PCU will be responsible to ensure that the international agreements are signed and implemented (an agreement between Cote d'Ivoire & Burkina is at the signature stage now). For this, the PCU could be helped by an NGO with international clout & experience in the region (see C1 Component 1).

PRONAGEN Operational Manuals

Prior to negotiation, three manuals will be prepared to facilitate and guide implementation : (1) Implementation plan & manual, (2) Administrative & financial procedure manual, & (3) Monitoring and evaluation manual.

- A first draft Program Implementation Plan (in French: *Document de Projet*) is already available. A Program Implementation Manual will also be prepared. It will describe the details of PRONAGEN execution. It will also provide the TORs and draft conventions for all PRONAGEN staff and partner services or institutions.
- The customary administrative manual will lay out the accounting, internal controls, audit, and disbursements arrangements, and the personnel policy and procedures. It will provide the TORs for the auditors and administrative or accounting members of the PRONAGEN teams.
- A Monitoring and Evaluation manual will lay out the system required to link financial disbursement to implementation to impact. The future system will build on GEPRENAF's current system and is expected to be similar to that of PNGT2.

D. Project Rationale

1. Project alternatives considered and reasons for rejection:

Under a "do nothing alternative", while Local Development is likely to improve with the numerous ongoing and proposed Programs for the area, it is also likely that current degradation trends would continue. This would include degradation of the range and biodiversity 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 population in other conservation areas.

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 currently have the capacity to implement such model, nor would the population accept it and respect its rules which would make it unsustainable. In addition, since no sufficiently large national park could be created to satisfy arid ecosystem requirements, hinterland conservation activities is the only viable option.

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)
Bank-financed			
Community-based rural development & Natural resources management	Environment management Project (PNGT1)	S	S
Community-based rural development & Natural resources management	Community-based Rural Development Program (PNGT2 - negotiated)		
Community-based rural development & biodiversity	Pilot Community-based Natural Resources & Wildlife Management Project (GEPRENAF)	S	S
Funding of production activities by producer groups; gender issues	Food Security Project	S	S
Provision of producer support services; test of direct support to producer groups	2nd Agricultural Services Development Project	S	S
Community-based Energy & Natural Resources	Wood Energy Management Project (RPTES)		
Natural resources & biodiversity	Sahelian Integrated Lowland Ecosystem Management (SILEM - in preparation)		
Other development agencies			
FFEM/AFD (French Cooperation)	- Conservation Units Support Project (CUSP) &		
AFD	- Local Development Support Project		
IFAD (International Fund for Agriculture Development)	- Soil and Water Conservation/ Agro-Forestry I and II (environmental protection, capacity building, income generating activities, credit)		
	- South West Rural Development Project (producer organization, natural resource management, rural financial services)		
	- Rural Micro-enterprise Support Project (income generating activities, decentralized project execution, rural financial services)		
EU (European Union)	- Support to Decentralization (planned)		
	- International Project for W		

Netherlands Cooperation	National Parks (with Niger & Benin) - 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)		
UNDP/FENU	- Local Development Program / Burkinabé Sahel Program (PSB)		
Danish Cooperation	- Local Development Program / Burkinabé Sahel Program (PSB)		
ADB	- Sahel Livestock Development Project (PDES)		
UNDP/GEF	- Nazinga Game Ranch Support Project		

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

3. Lessons learned and reflected in proposed project design:

ENV & QAG Review of GEF-supported biodiversity projects in Africa

Several reviews have been consulted : 1998 QAG review of the Natural Ressources Management Portfolio; 1997 QAG review of biodiversity projects in Africa; 1998 ENV bank-wide review of biodiversity projects. As a general rule, these review call for better upstream design, strong commitment & capacity by Government and other stake holders, mainstreaming in the country portfolio, setting up realistic and consensual development objectives, coordination with NGOs and other as well as more intense than normal Bank supervision . These are all features -- except the last one which is not under TTL control -- taken into consideration into PRONAGEN'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 : (i) integrate the biodiversity conservation agenda into the broader national development agenda is essential, (ii) biodiversity projects need to focus more on methods for dealing with socio-economics pressure in perimeter zones where populations may be dependent on forest exploitation, (iii) project design should take into account technical and stakeholder review of the final design, and (iv) clearly defined goals and objectives are essential to focus on project efforts, monitor progress, and demonstrate impact.*" The PRONAGEN follows all four operational recommendations.

On a broad level, the QAG recommends to include more environment expertise in developing the CAS. While PRONAGEN is developed in the context of a CAS dated 1996, the PRSP process is benefiting from much input from the environment department (i.e. Remi Kini's work). PRONAGEN implements the natural ressources & participation agenda of the 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

institutional options. One of these options is participatory community-driven development. The substantial experience of what works and does not work which has been accumulated to date has been drawn upon in designing the proposed program. 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 decision making. Also, experience shows that community-driven development does not automatically include marginalized groups, the poor, women and ethnic minorities unless their inclusion is especially 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 have been built into the design of the proposed program.

The interface with the livestock sector is one of the most important dimensions of PRONAGEN. The experience of Pilot Pastoral Perimeters Program (PPPP), in particular in Chad and Senegal shows that proper utilization of rangeland, with rules set up by the community on a spatial and temporal basis, can lead to range improvement and improve the relationship among pastoralists and others (farmers and traders). The holistic approach adopted in PPPP will be taught to project teams to ensure that their analysis of the production et conservation system focuses on the causes of degradation rather than the symptoms.

Arid land ecology

Lessons from northern Africa (e.g. Tunisia, Morocco) indicate that, within an arid ecosystem, a 100,000 ha conservation area can be adequate for proper conservation of most large arid land mammals. Northern Africa projects also show that significant habitat restoration, even with rainfall less than 150 mm/year, can be spectacular and lead not only to habitat recovery but also to the reappearance of locally extinct species.

Similar lessons are drawn in the Sudanian domain where vegetation & wildlife recovery can be spectacular (e.g. Nazinga game ranch in the 1980's).

Results & 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 & 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 of land to biodiversity conservation and drafted a participatory Management Plan (PAGEP). The Government is in the process of legally recognizing AGEREF (as a groupment) and granting it concession over the Conservation Area (the completion of both processes would be a condition of negotiation). Commercial activities (e.g. safari hunting) has recently started on a test basis. All villages have set up their Village-Investment Funds (VIF) and the AGEREF co-manages a Nature Conservation Fund (NCF) with the GEPRENAF 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, agriculture research & intensification, soil conservation, micro-credit and literacy.

An independent evaluation of GEPRENAF was carried out which recognized the important achievement of GEPRENAF in term of local development & empowerment of local communities

as well as building the foundations for adequate community-based conservation (see full summary in Annex 9). The evaluation considers ecological achievement as limited (in term of wildlife recovery) but stressed that such recovery can only be the result of long-term commitment. It recommends (i) to pursue and expand the scope of GEPRENAF to include nearby Koflandé but maintain a similar level of technical assistance; (ii) to focus future financing on management of the "conservation area"; (iii) to limit the institutional responsibility of the AGEREF to "concessionaire" of the conservation areas but clarify the role of the local forestry department; (iv) to diversify sources of revenues by tackling the full range of wildland potential benefits. Most of the recommendations of this independent evaluation, are worked in the design of PRONAGEN. See Annex 9 for an analysis of the evaluation.

4. Indications of borrower and recipient commitment and ownership:

The Governments of Mali and Burkina initiated PRONAGEN initially in the form of a transborder Project. In 1995, they requested funds for a joint mission Mali/Burkina. The Bank responded positively, financed and joined that mission. The Governments who prepared a joint report endorsed recommendations by the Bank and each requested formal Project Identification. Because of inter-ministerial transfer and associated delays, Mali has had difficulties to proceed with preparation. Burkina on the other hand, has carried out most of the preparation work required for appraisal.

Conservation of biodiversity in the proposed sites, and specifically protection of elephant herds, is a priority registered in national plans (NEAP, draft Biodiversity Strategy, etc.). 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 the Program (see Annex 12).

Government commitment for conservation is demonstrated already in other operations in the sector. The Government has launched the courageous reform of the wildlife sector (1995) in order to encourage private investment & foster community-participation and is willing to revisit it as part of PRONAGEN. GEF-funded GEPRENAF has not lacked support from the Government either in term of cofinancing or commitment; steps are taken to officially recognize the Inter-village Association (AGEREF) of GEPRENAF and grant it concession of a 100,000 ha Diéfoula-Logoniégué Conservation area. The completion of these steps will be a condition of Negotiations.

The Government is committed to decentralizing investment decisions to the municipality and province level. The orientation laws on decentralization (TOD) have been voted by the National Assembly and the creation of rural municipalities is scheduled to progressively take place during the next five to seven years. Already, it has adopted the Letter of Policy on Decentralized Rural Development.

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

The PRONAGEN would supplement a vast national Decentralized Rural Development Program (DRDP) financed by the Government as well as by IDA & other donors (the instruments of DRDP are PNGT2, PSBs, PDES, PDLZ, etc.). It would not only finance biodiversity conservation activities above and beyond activities targeted by the DRDP, but would also help coordinate ongoing activities in the livestock, agriculture, natural resources management sectors in selected sites. The PRONAGEN has the potential to leverage additional funding for biodiversity conservation from other donors (Belgium & France have already signified their interest in cofinancing PRONAGEN).

The Bank has acquired much experience, and is at the forefront of the development of new approaches, with CBNRM, CBRD and the current Community Action Plan (CAP) projects. There is no question that the Bank has a comparative advantage in this realm. In addition, the Bank team which oversees the proposed Program has experience with similar projects in the region.

The proposed operations is an "associated" GEF APL. It is proposed as a parallel companion to PNGT2 with which it will be fully coordinated. PNGT2 would finance most baseline costs by enabling social, productive & natural resources investments to proceed in all villages surrounding the Program sites. The GEF Program will supplement PNGT2 activities by adding the dimension of wildland management and natural ecosystem conservation.

E. Issues Requiring Special Attention

1. Economic

None

Economic evaluation methodology: Incremental Cost

Other: Incremental cost analysis of GEF-financed activities (See Annex 4)

2. Financial

The target is to enable the population to continue benefiting from its current production systems while providing an additional source of revenues originating from the sustainable exploitation of attractive wildland and better organized experiences.

At all sites financial sustainability will take time to be reached. Accurate calculation cannot be carried out and hypothesis have often proven misleading. Nonetheless, in comparison to other experiences in Burkina and in the region (e.g. Benin), it can be expected that the sites in the Sudanian domain will be able to reach financial sustainability (adequate wildlife potential and proximity to urban centers generating tourisms) faster than in the Sahel (5 to 15 years is the order of magnitude)

In Comoé-Léraba, a business plan indicates that by 2006, the revenues from exploitation of wildlife, tourism and valorization of other savanna products should balance the costs of maintaining infrastructures and carrying out field activities.

In the Sahel, financial sustainability will depend mostly on international tourism. Already several 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 at what point in time financial sustainability can be reached in the Sahel Reserve but it is likely to take all three of the APL's phases.

3. Technical

Implementation will benefit from experience elsewhere in Africa, notably on Pilot Pastoral Perimeters Program (PPPP), and particularly of the experience of GEPRENAF on which 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 the community members.

4. Institutional

For the detailed Program institutional set up, see C4. The PRONAGEN does not seek an institutional reform. The Ministry of Environment and Water is responsible for it. The Burkina Government, through its Forestry department, has long experience in wildlife management and conservation. Undoubtedly, they have the capacity to carry out, or supervise as the case may be, the proposed operation.

4.1 Executing agencies:

4.2 Project management:

4.3 Procurement issues:

4.4 Financial management issues:

5. Environmental

5.1 Summarize significant environmental issues and objectives and identify key stakeholders. If the issues are still to be determined, describe current or planned efforts to do so.

The EA would identify how changes in local management of the rangeland and creation of conservation areas supported by the PRONAGEN could affect the environment, particularly the social environment. It would also ensure that all issues are identified and addressed far in advance of implementation. The EA proceeds in close parallel with PRONAGEN preparation, so that findings are incorporated into overall design including support for strengthening capacity of the PRONAGEN teams to monitor, evaluate and mitigate environmental impacts of activities.

5.2 Environmental category and justification/rationale for category rating: **B - Partial**

Assessment

Through its focus on sustainable, locally controlled natural resources management, including rangeland and water, as well as biodiversity conservation, the Program is expected to have more positive than negative impacts on the environment and a net positive effect, overall. However, very few interventions in Sub-saharan Africa are without some elements of risk so, an environmental analysis (for category B) is proposed. For example, some Program infrastructure may have negative environmental impact both physically and in term of the human activities they can induce. The Program also aims at reallocating land from its current use, with agreement of the community and for its profit.

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

EA start-up date:	November 1999
Date of first EA draft:	February 2000
Expected date of final draft:	TORs prepared & approved; first draft EA received; comments were sent & EA is being improved.

6. Social

6.1 Summarize key social issues arising out of project objectives, and the project's planned social development outcomes. If the issues are still to be determined, describe current or planned efforts to do so.

Community participation in both structured and unstructured forms was an integral part of PRONAGEN preparation. To ensure that PRONAGEN addresses some of the concerns of the local community, a mission was undertaken in the Sahel Reserve by a socio-pastoralist. He carried out a preliminary participatory diagnostic in a sample of villages and camps. He concluded that the proposed Program design was acceptable to the villagers and nomads. In addition, preparation resources are channeled for consultation and communication to ensure that the operation is well inserted into current development efforts. The PRONAGEN concept, land management/local development, as already implemented in GEPRENAF ensures that all parts of the community are truly associated and ultimately decide on the utilization of investment resources.

6.2 Participatory Approach: How will key stakeholders participate in the project?

PRONAGEN is participatory in nature: for a description of the participatory process see A3 and C1. The main beneficiaries are rural farmers & herders. However, the participatory process concerns also Government services, NGOs, other project partners and private commercial operators with a stake in wild resources. Already, the Government has approached preparation through a participatory process. The communities, including nomads, were extensively consulted and visited several times (a report is available). In addition, a consultative body (the *Comité Technique de Suivi de la Préparation du Projet* - CTSP) with technicians and partners from several origins (Government, NGOs, Private sector) was set up to oversee and validate the preparation process. Finally, the design of the PRONAGEN log-frame was carried out in the field with some of the future implementation partners.

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

The CTSP (Comité Technique de Suivi de la Préparation) is made up of not only Government services but also representative of international & local NGOs and the private sector. The CTSP has met regularly and endorsed all major preparation decisions. They have received and had the opportunity to comment all documents, aide memoires, etc. Most Bank missions which travelled to Burkina have had meetings with the CTSP.

6.4 What institutional arrangements are planned to ensure the project achieves its social development outcomes?

Full coordination with PNGT2 which is the main financing instrument of the national Decentralized Rural Development Program (DRDP)

6.5 What mechanisms are proposed to monitor and measure project performance in terms of social development outcomes? If unknown at this stage, please indicate TBD.

TBD (the Program monitoring system is being designed)

7. Safeguard Policies

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

Policy	Applicability
<input type="checkbox"/> Environmental Assessment (<u>OP 4.01, BP 4.01, GP 4.01</u>)	Yes
<input checked="" type="checkbox"/> Natural habitats (<u>OP 4.04, BP 4.04, GP 4.04</u>)	Yes
<input type="checkbox"/> Forestry (<u>OP 4.36, GP 4.36</u>)	Yes
<input type="checkbox"/> Pest Management (<u>OP 4.09</u>)	No
<input type="checkbox"/> Cultural Property (<u>OPN 11.03</u>)	TBD
<input type="checkbox"/> Indigenous Peoples (<u>OD 4.20</u>)	TBD
<input type="checkbox"/> Involuntary Resettlement (<u>OD 4.30</u>)	No
<input type="checkbox"/> Safety of Dams (<u>OP 4.37, BP 4.37</u>)	No
<input type="checkbox"/> Projects in International Waters (<u>OP 7.50, BP 7.50, GP 7.50</u>)	No
<input type="checkbox"/> Projects in Disputed Areas (<u>OP 7.60, BP 7.60, GP 7.60</u>)	No

7.2 Project Compliance

(a) Describe provisions made by the project to ensure compliance with safeguard policies which are applicable.

(b) If application is still to be determined, describe current or planned efforts to make a determination.

8. Business Policies

8.1 Check applicable items:

- Financing of recurrent costs (OMS 10.02)
- Cost sharing above country 3-yr average (OP 6.30, BP 6.30, GP 6.30)
- Retroactive financing above normal limit (OP 12.10, BP 12.10, GP 12.10)
- Financial management (OP 10.02, BP 10.02)
- Involvement of NGOs (GP 14.70)

8.2 For business policies checked above, describe issue(s) involved.

F. Sustainability and Risks

1. Sustainability:

The key ingredient of sustainability are linked to (i) the commitment of the Government to policy reform and effective implementation of such reforms, (ii) the potential for revenue generation balancing foregone revenues; (iii) the availability to private sector with interest in long-term venture and (v) the quality and innovation of proposed solution and successes in transferring required capacity to communities. Setting the stage for such combination takes time, hence the 15 year multi-phase programmatic approach.

Government Commitment

Governments' early commitment to sustaining policy reforms and assisting community implementation of management plans as well as to staffing and funding of PRONAGEN initiatives is critical. Government commitment has been demonstrated through GEPRENAF implementation as well as implementation of similar types of projects/program. (See also D4,

indication of Borrower's commitment). Still, to diminish the risk associated with potential Government changes or appointments, PRONAGEN's early conditionnalities and subsequent triggers are set in order to ensure that declared commitment are indeed followed up by actions that demonstrate it.

The success of PRONAGEN for restoration of 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, Governments commitment to sustainable natural resources use, (i) enabling revenue capture by the rural communities and (ii) improving both the knowledge base and field capacity for effective stewardship of biodiversity resources is encouraging and should contribute significantly to the sustainability of PRONAGEN results. To this effect, the PRONAGEN will help DGEF, in coordination with its partners, improve its current strategy for protected area management & community-based conservation. If necessary a new strategy and associated sector reform will be proposed for adoption by the Government as a trigger to Phase 2.

Financial sustainability

In Comoé, by the end of its current implementation period - 2001, it is not expected that the Diefoula-Logoniégué site of GEPRENAF will achieve full sustainability results (see also independent evaluation in Annex 9). This in spite of very successful implementation and a better wildlife potential than initially expected. There, calculations show that this second phase should be sufficient to truly demonstrate the validity of the model and enable full financial sustainability (the GEPRENAF team is currently refining the model to ensure that it is profitable for all partners and the country at large). Commercial operation (safari hunting & tours) has started in 2000. By 2006, it is expected the revenues will exceed spending.

At other sites, income from biodiversity management will focus on ecotourism and small game hunting. Already these areas are registered with tours operators and receive tourists. While these activities will rapidly provide some return, they are unlikely to balance spending in the short term. The Bank and the GEF must be aware that all three phases will be required to come close to financial sustainability.

Except for small initiatives, the PRONAGEN is the first one to address conservation issues in the 1.6 million ha. Sahel Partial Reserve of Burkina and in the Kaboré-Tambi National Park. Biodiversity degradation is high and the current trend is negative. While, there are many ongoing and proposed development projects for the areas, none of them focus on ecosystem conservation. In this context, it is unlikely that, the global benefit leveraged by PRONAGEN will have had time to fully reach the entire population and partners operating in the areas. In addition, in the Sahel, the pastoral community is extremely mobile, and sometimes adverse to land-use rules. It is therefore likely that some of the early agreements will need several re-negotiations before they can be fully respected and enforced by community leaders.

In phase 1, PRONAGEN will co-finance part of Government services recurrent costs (4.7% 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 "real" counterpart funding (6.7%). To ensure that this does not negatively impact sustainability, PRONAGEN will seek to minimize the role of Government services, secure more stable budget allocation from the Government & contractualize some of the services that foresters only can carry out (e.g. antipoaching in privately run conservation areas). Such support will be gradually phased out in Phase 2 and disappear altogether in Phase 3.

Private sector involvement

In Phase 1, the PRONAGEN will seek to define a better equilibrium between the private sector and other partners. To achieve this, it will identify hurdle that, in the past have lead either to nonprofessional non-ethical operators to stay in the sector while keeping away investors more interested in long-term involvement and sustainable exploitation. Identified constraints range from lack of adequate fiscality, difficulty to secure investments, lack of adequate Governance both during selection and operation, lack of enforcement of contract items, political intervention, etc. By the end of Phase 2, it is expected that each conservation area will be equipped with an ethical & professional private investor/operator with secured long-term licenses/agreements both with the AGEREFs and the Government.

Technical assistance

The GEPRENAF independent evaluation pointed out the success of the technical assistance component and recommended to pursue it for an additional phase. The main culprits are linked to the capacity of rural community members to take over the complex management of a Conservation area. Technical assistance in PRONAGEN is provided by small teams of national experts with the multi-technical skill necessary for innovation, community-approach and transfer of skills. Also, because, the success of PRONAGEN 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 AGEREF have the capacity to fully assume their role of conservation area "concessionaires". They are the builders of a model which is designed to function without their input. By working together with communities, Government services and private operators they are also there to catalyze neutral solutions that fit best the interests of all three partners. At a given site, their intervention is required for 10 to 15 years depending on its complexity.

Other benefits

Nevertheless, financial sustainability is only one aspect of sustainability and may not be the most relevant to the local communities. In GEPRENAF it seems that the communities are even more appreciating some other externalities such as inter-community friendship, restoration of traditional rights & values, opening of the communities on what is done elsewhere, maintenance of a disappearing "patrimony", etc.

Sustainability depends finally on the perception, of the communities at large, of PRONAGEN benefits to their daily life, social comfort and capacity to produce. The DRDP aims to alleviate these concern and decentralized much decision-making and financing of community priorities. In addition, improved awareness of natural ressources 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.

Ultimately, sustainability will depend on the community organizations' capacity to manage conservation areas. To address this, capacity building is one of the main focus of PRONAGEN.

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

Risk	Risk Rating	Risk Mitigation Measure
From Outputs to Objective		
The Government agrees to tackle the northern Sahel Reserve management as a set of autonomous community-based or private initiatives in favor of biodiversity Government truly concede the management of Conservation area & Protected areas to the inter-village wildlife association (AGEREF).	N	This will be agreed at appraisal.
	S	The GEPRENAF experiences show that the Government can proceed with such right delegation. Prior to negotiation the Government must grant concession of the Diéfoula-Logoniégué area to its AGEREF. However, financial sustainability is possible only if the natural resource use taxes can be levied by the community and not the Government. At appraisal and thereafter, the Bank will maintain a dialog with the Government on this issue.
Forestry staff demonstrates openness to community-based conservation	M	In past years, the community-based approach has penetrated the world of foresters mainly because of their involvement in the forestry components of CBNRM projects and GEPRENAF. Assistance to DGEF is geared toward stimulating further changes.
Private operators act as true and ethical professionals	S	Many safari and tourism operators in Burkina have the reputation of low ethics. The PRONAGEN will ensure that the operator corresponds to what the community need as partner, first through the initial selection process and then through close supervision.
The pastoral and agro-pastoral community and the farmers can agree on, and respect, a form land allocation and management that is compatible with habitat and wildlife restoration.	H	The pastoral community is diverse & complex in many of its social, cultural & economic dimensions. Through a permanent dialog, even far beyond the PRONAGEN sites, the TSU will attempt to reach out to all users and negotiate an agreement that can be beneficial to all. Experts in arid land wildlife and livestock management will be called upon to help with the process.
Mali launches a similar project on the adjacent side of the border & both countries are willing to cooperate. In the same vein, Cote d'Ivoire's GEPRENAF (in Warigué) strengthen its results and the Ghana Wildlife Service works with the Nazinga Ranch/Kaboré Park complex on poaching & elephant management issues.	M	The Bank and French Cooperation have joined efforts to ensure that the Malian project is rapidly prepared. Should the Mali project not go ahead, it is likely that 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, the PRONAGEN team will ensure that the information is provided to all stakeholders, including Malians who cross into Burkina, on the benefit of alternative land-use patterns. There is also the potential risk that added protection in Burkina and increased pressure in Mali could send the Elephants further South into agricultural land. According to the experts we have consulted, because the migratory pattern of these elephants is

		<p>ancestral, the above scenario is unlikely.</p> <p>GEPRENAF Cote d'Ivoire will continue to be closely supervised. Because of disbursement delays, it is expected that funds will be available until 2002. After that, PCGAP (a GEF Park Program) will provide some support as part of Comoé National Park management.</p> <p>Ghana Wildlife Service as well as the northern Ghana traditional chiefs have established a dialogue with the managers of the Nazinga Game Ranch. This dialog will be strengthen under the PRONAGEN. In Ghana, the GEF Northern savanna project is about to be implemented. The PRONAGEN will seek to establish ties with this operation.</p>
<p>From Components to Outputs</p> <p>Adequate Program planning and monitoring capacity within TSU, the Reserve administration and the AGEREFs</p> <p>Good Governance over management of PRONAGEN funds</p> <p>PNGT2, and other partners, finance on-time, investments considered as baseline</p> <p>Availability of private or public national experts for technical assistance contracts</p>	<p>S</p> <p>M</p> <p>S</p> <p>M</p>	<p>The PRONAGEN has a heavy emphasis on capacity building. A training program for PRONAGEN staff and community is planned and will include training on planning, implementation, performance monitoring and reporting. The Bank initial supervision will insist on this aspect of the staff capacity.</p> <p>The Bank will request that the PRONAGEN Administrator qualification and reputation is very high. Audits and supervisions will address this issue with rigorousness</p> <p>This is considered a risk since the PNGT has not started operations yet (it is negotiated). During pre-appraisal, this risk will be analyzed. Much will depend on the planning capacity of the PNGT2 team.</p> <p>The PRONAGEN does not seek very many experts. In the past GEPRENAF had no difficulty finding excellent staff. Still, because of the particularity to the work requested, a training program for services providers is included.</p>
<p>Overall Risk Rating</p>	<p>S</p>	<p>Biodiversity in the Reserve is in a downward spiral. Since the Reserve is inhabited, the only possible approach is that of community participation and multiplicity of options. But this takes time and will be difficult given the complexity of the issues : Hence the APL instrument. The risk for biodiversity, of not implementing PRONAGEN, are greater than the risk associated to implementation. In Comoé-Léraba, GEPRENAF has had positive results. PRONAGEN will reinforce them.</p>

Risk Rating - H (High Risk), S (Substantial Risk), M (Modest Risk), N(Negligible or Low Risk)

G. Project Preparation and Processing

1. Has a project preparation plan been agreed with the borrower (see Annex 2 to this form)?

Yes - date submitted: march 1998

2. Advice/consultation outside country department:

Within the Bank: AFTE1, AFTD3, AFTS2, LEGEN, LEGAF, LOAAF

Other development agencies: AFD, EU, Dutch Cooperation, Belgiun Cooperation, IUCN, WWF

External Review Initial STAP Review (John Newby), second STAP review (Michael Horowitz)

3. Composition of Task Team (see Annex 2):

Pavy (AFTE1), Nikiema (AFMBU), Lecuit (AFTE1), Gauthier (RDV), Bekhechi (LEGEN); Diallo (AFMBU); Nébié (AFMBU)

4. Quality Assurance Arrangements (see Annex 2):

Review by Irene Xenakis (AFTS2), Jean-Roger Mercier (AFTE1), STAP Reviewers : Dr. John Newby (World Wide Fund for Nature) & Michael Horowitz (Institute for the Development of Anthropology) as well as internal Peer Reviewers: Biodiversity: Nicole Glineur (MNSRE), Rural development : Jeffrey Lewis (then AFTA3) & Francois Le Gall (AFTD2).

5. Management Decisions:

Issue	Action/Decision	Responsibility

Total Preparation Budget:(US\$000) **Bank Budget: Trust Fund:** \$175,000 (GEF PDF Block B)

Cost to Date: (US\$000)

GO

NO GO

Further Review [Expected Date]

Jean-Michel G. Pavy

Team Leader

Charlotte Bingham

Sector Manager/Director

Hasan A. Tuluy

Country Manager/Director

Annex 1: Project Design Summary

Hierarchy of Objectives	Key Performance Indicators	Monitoring & Evaluation	Critical Assumptions
<p>Sector-related CAS Goal: Poverty alleviation through Environmentally sustainable development</p>	<p>Sector Indicators: Improved human development indicators</p> <p>Diversification of the rural economy : contribution of large natural ecosystems and protected areas to structuring local communities & financing local development.</p>	<p>Sector/ country reports: National Statistics on household income, poverty.</p> <p>Baseline surveys in a sample of villages</p>	<p>(from Goal to Bank Mission) Overall stability from the economic, political and climatic viewpoint.</p>
<p>Program Purpose:</p> <p><i>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</i></p>	<p>End-of-Program Indicators: All-three indicators below are positive in 70% of conservation areas covered :</p> <ul style="list-style-type: none"> • Conservation indicators (e.g. 0 % of conservation area encroachment & bioindicators 50% recovery of larger mammals) • management system indicators (capacity of operators & communities) • (3) economical & financial indicators (cash-flow) 	<p>Program reports:</p> <p>Land-use maps of conservation areas (satellite monitoring); Participatory ecological monitoring; Wildlife surveys; Opinion surveys; Balance sheet (Business plans) for income generating activities; Site visit; Independent beneficiary assessment.</p>	<p>(from Purpose to Goal)</p> <p>There remains political commitment for conservation</p>
<p>GEF Operational Program OP 1 - Arid and semi-arid ecosystems</p>	<p>Same as above</p>	<p>same as above</p>	<p>same as above</p>
<p>Global Objective:</p> <p>Project Development Objective : <i>to establish and test in four geographical locations a decentralized system of participatory management of natural ecosystems</i></p>	<p>Outcome / Impact Indicators: The national capacity to manage natural ecosystems has improved.</p> <p>A new strategy and legislation is adopted and a new sets of rules govern the interaction between the community associations, private operators & Government services.</p>	<p>Project reports:</p> <p>Annual reports & independent evaluation by a multi-donor financed team.</p> <p>Document of strategy; Letter of policy; New law and/or regulations (with new procedure for concession of wildlife areas, selection of private operators & Government control)</p> <p>Balance sheet (Business</p>	<p>(from Objective to Purpose)</p> <p>There is international, national & local political & donors support for empowerment of communities for conservation.</p> <p>Decision makers do not give in to the existing wildlife management lobby lead by a set of privileged-used private operators</p> <p>The Forestry corporation shows openness & flexibility in</p>

	In all four geographical locations, conservation areas are created and actively and legally managed by inter-village communities in collaboration with professional private operators and under improved Government control.	plans) for income generating activities; Site visit; Wildlife survey data & reports; Opinion survey	defining its new role with the communities and abandoning long-standing, habits, privileges and opinions.
<p>Output from each Component: Technically sound solutions are identified & implemented</p> <ul style="list-style-type: none"> • EMP staff perform their task efficiently • The participatory diagnostic is carried out & the PDL established in the Sahel • Several studies are launched and completed as needed • Adequate international coordination • A National strategy on community-based conservation is prepared & adopted <p>Improvement of Government, Community & Private operators capacity for management of large ecosystems</p> <ul style="list-style-type: none"> • A functional alphabetization program is carried out • Thematic modules are delivered to the project teams and partners • Thematic modules are delivered to the communities & AGEREF members • The community has organized itself for the management of Conservation areas 	<p>Output Indicators:</p> <p>All numbers are to be refined at appraisal</p> <p>Ability to meet deadline & provide quality work All 45 diagnostics & PDL available in the Sahel at the end of Y2</p> <p>Pastoral study available in Year 2 and other studies as planned</p> <p>A protocol is signed between Burkina & Mali & Cote d'Ivoire; 1 international meeting/year between year 2-5; A modern national strategy is adopted prior to the mid-term review and all reforms are implemented in Year 5</p> <p>10 000 pers.-days/year of alphabetization in years 2-5</p> <p>500 pers.-days/year training in year 1-3</p> <p>1000 pers.-days/year training in year 2-5</p> <p>2 AGEREF in Year 2, 2 more in year 3; 2 more in Year 4 & 2 more in year 5</p> <p>200 pers.-days/year awareness building in year 1-</p>	<p>Project reports:</p> <p>Supervision; Annual & quarterly reports; Activity reports Participatory diagnostics; Village development plans;</p> <p>Study report</p> <p>Document of protocol; Information on each project available in both side of the border Documents of strategy; national workshop report; New legislation; new sets of procedures</p> <p>Supervision; Specific report on training activities; Private operator reports & books</p>	<p>(from Outputs to Objective)</p> <p>PNGT2 collaboration is effective</p> <p>Mali launches its operation in the Gourma, Cote d'Ivoire continues active management of the Warigué site.</p> <p>Forestry employees & private operators demonstrate openness to community-based conservation</p>

<ul style="list-style-type: none"> • Thematic & IEC modules are delivered to the communities <p>Creation of several community-managed conservation areas</p> <ul style="list-style-type: none"> • Conservation areas are identified and delineated • Annual wildlife surveys are carried out • Participatory management plans (PAGEP) are prepared & adopted • Conservation areas are officially "conceded" to AGEREFs • Management plans are implemented <ul style="list-style-type: none"> • Private operators are contracted 	<p>5</p> <p>The following conservation areas are created : 60,000 ha in Boulon/Koflandé; 80 000 ha "tigered-bush", 80 000 ha in Seno-Mango; Oursi & Darkoyes Ponds; & Beli 3 surveys in Year 1; 8 surveys in Year 2-5 2 PAGEPs in Y3, 3 more in Y4 & 3 more in Y5</p> <p>2 concessions in Y3, 3 more in Y4 & 3 more in Y5</p> <p>\$0.5 m investment in Diefoula, Koflandé; Kaboré-Tambi;"tigered-bush" & Seno-Mango by year 5; \$0.25 investments in Mares aux Hippo; Oursi, Markoye, Darkoyes & Beli by year 5; \$ Number of poachers brought to justice increases 200% between Year 1 & 3.</p> <p>Diefoula Contract prior to Y1, then 2 contract in Y2, 3 more in Y4, 3 in year 5</p>	<p>Activity reports Annual Work program & Reports; Patrol data sheets; Minutes of meeting</p> <p>Demonstration of monitoring system PAGEP Document & Official adoption document</p> <p>Cahier des charges et contracts</p> <p>Visit to investments in area; Patrol & wildlife exploitation data sheets</p> <p>Activity reports & site visit</p> <p>Contracts & site visits; Audits; Specific activity reports</p>	<p>Farmer, pastoral & agro-pastoral communities can agree on, and respect, a form of land allocation and management that is compatible with habitat and wildlife restoration.</p> <p>Government truly delegate responsibility over Conservation areas to AGEREFs</p> <p>Private operator acts as a true and ethical professional</p>
<p>Priority community investments are implemented</p> <ul style="list-style-type: none"> • The villages' PDLs are implemented 	<p>20 micro-projects in Year 1 & 100 micro-projects in Year 2 - 5.</p>	<p>Micro-project briefs; Minutes of selection committees; Implementation reports; site visit Annual reports from PNGT2 & Donor's supervision aide memoire</p>	<p>PNGT2 implementation in PBSG focal areas progresses according to planning.</p> <p>PNGT2 & Other donors provision VIFs according to PDL's need in non-PNGT2 focal areas.</p>
<p>Adequate management and mobilization of project funds</p> <ul style="list-style-type: none"> • Adequate management of program funds • Adequate monitoring 	<p>75% of Annual Work Program & Reports are satisfactory to Donors</p>	<p>Consolidated Annual Reports; Annual Work Program ; Annual & quarterly reports;</p>	

of program		Supervision	
<p>Project Components / Sub-components:</p> <p>Technical assistance & studies</p> <ul style="list-style-type: none"> • S1. Support by national technical experts • S2. Government services support through protocols • S3. Diagnostics, studies & workshops • S4. International coordination <p>Capacity building</p> <ul style="list-style-type: none"> • S1. Training for Government & program staff • S2. Training for villagers and community associations • S3. Conservation education <p>Ecosystem management</p> <ul style="list-style-type: none"> • S1. Preparation of management plans • S2. Ecological monitoring • S3. Investments & management activities <p>Local development</p> <p>Program administration</p>	<p>Inputs: (budget for each component)</p> <p>\$4.01 million (GEF \$ 2.86 million)</p> <p>\$ 1.52 million (GEF: \$1.26 million)</p> <p>\$ 3.89 million (GEF: \$2.93 million)</p> <p>\$ 4.05 million (GEF \$ 0.00)</p> <p>\$0.59 million (GEF \$ 0.44 million)</p>	<p>Project reports:</p> <p>Annual work program & reports; Annual & quarterly financial reports; TdR; 90-days account monitoring; Contract monitoring</p> <p>Updated 5-year Businesses plan; Annual Work Programs; Annual & quarterly financial reports; TdR; Training reports</p> <p>Updated Strategic Plan; Annual Work Programs; Annual & quarterly work programs & reports; Management plans; PV reception work</p> <p>PNGT2 & Partners annual programs & reports; Local development plans</p> <p>Consolidated annual work program & reports; Annual & quarterly financial reports; Audits</p>	<p>(from Components to Outputs)</p> <ul style="list-style-type: none"> - Availability of private national experts for AGEREF staff contracts. - Availability of private national experts for EMP technical assistance contracts. - Adequate project planning and monitoring capacity <p>Sufficient in country capacity to organize & deliver training modules</p> <ul style="list-style-type: none"> - Adequate project planning and monitoring capacity within Diéfoula AGEREF & its staff - Adequate capacity of entrepreneurs to deliver quality work in conservation areas. <ul style="list-style-type: none"> - PNGT2, and other partners, do finance PDL - Community capacity do contribute in cash & work. <ul style="list-style-type: none"> - Good Governance over management of Project funds - Availability of competent & efficient administrator

Annex 2: Project Preparation Plan

A. Core Project Preparation Team

Name	Bank Unit	Borrower Agency	Role/Responsibility
Jean-Michel Pavy	AFTE1	DGEF	TTL
Emmanuel Nikiema	AFTR3		NRM Sp.
Ibrahim Nébié	AFTR3		Ag. services
Luc Lecuit	AFTE1		Information and M&E
Jerome Gauthier	RDV		Livestock sp.
Mohammed Bekhechi	LEGEN		Environmental lawyer
Korka Diallo	AFMBU		Disbursement
Bobodo Blaise Sawadogo			Coordinator of preparation

B. Project Preparation Activities

Key Outputs	Prepared by	Responsibility	Cost	Appraisal Requirement	Target Date
Feasibility Studies Baseline studies including (i) survey and analysis of current development activities planned or ongoing, (ii) bibliography on pastoral system of Seno Mango, (iii) independent assessment of GEPRENAF results; (iv) selection process for other sites	Consultants	DGEF	PDF B & BBGEF	YES	6/2000
Information campaign to local partners for better integration of proposed project in the dynamic of development including consultation and information of (i) projects and Government services and (ii) local communities.	Consultants	DGEF	PDF B	NO	12/2000
Preparation of project components including (i) identification of project sites, (ii) workshop for logical framework, (iii) financial analysis	Project coordinator & consultants	DGEF	PDF B	YES	08/2000
Environment Assessment Environmental impact analysis for Cat. B Project	Consultants	DGEF	PDF B	YES	08/2000
Social Assessment Consultation of communities in and around the project sites	Boubacar Hassane	DGEF	TF	YES	06/1999

Institutional Assessment NA					
Project Implementation Plan (PIP)	Project Coordination Unit, Consultants	DGEF	PDF B	YES	08/2000

C. Specialist Tasks

Specialist Area	Level of Analysis /Tools	Skills Needed	Key Output Document	Bank Review Target Date
Sociologist	Community consultation	Community approaches	Report	05/1999
Planification (Log. Frame)	Workshop	Moderation	Log Frame	02/2000
Financial analyst	Costab	Project costing	Costab output	02/2000
Biodiversity	Bibliography & short surveys	Ecology	Report	10/1999
Seno Mango	Bibliography of Pastoral System	Geography & Sociology	Report	06/2000

Annex 3: Project Processing Timetable

Project ID: P052400 Timetable step	Key Dates		
	Original	Plan	Actual
GEF Eligibility Confirmation			
Concept Review	24-Jun-98	24-Jun-98	24-Jun-98
RVP/ROC/OC Signoff			
PID to Infoshop		15-Oct-99	15-Oct-99
PID received by Infoshop			
GEF Council Approval	15-Dec-99	14-Oct-00	
Decision Meeting	15-Jan-00	29-Nov-00	
Auth Appr/Negs (in principle)	30-Jan-00	29-Nov-00	
Update PID to Infoshop	01-Feb-00	02-Dec-00	
Update PID received by Infoshop			
EA Received in Infoshop	15-Jan-00	16-Oct-00	
Begin Appraisal	15-Feb-00	02-Dec-00	
Send Notice/Issue Invt Neg	15-Jun-00	02-Dec-00	
Begin Negotiations	15-Aug-00	11-Dec-00	
GEF CEO Endorsement		01-Feb-01	
Board Approval	17-Oct-00	01-Mar-01	

Annex 4: Incremental Cost Analysis

PHASE 1 OF APL

Broad Development Goal

The proposed PRONAGEN comes as a building block to a national a Decentralized Rural Development Program (DRDP) 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 DRDP whose main financing instruments is IDA \$160 million APL/PNGT2 (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).

Beyond the baseline Program and within the Burkina Sahel Reserve, the Comoé Conservation Area, the Kaboré-Tambi National Park & the Mare aux Hippo Biosphere Reserve, the proposed PRONAGEN's development objective for its first phase is "*to establish and test in four geographical locations a decentralized system of participatory management of natural ecosystems*". 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, (3) support and reinforce local and national capacity.

Phasing and processing of APL

This 15-year APL program is divided into three phases (see PCD section A.) 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 PCD Section 4), 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 DRDP 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 PRONAGEN focal areas. In Phase 1 these activities are supported mainly by PNGT2. 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). PNGT2 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 PNGT2 will depend on the capacity and speed at which villagers and their partners are capable to carry out the participatory diagnostics & Local Development Plans. PNGT2 will operate in all of the PRONAGEN's Provinces. It is estimated that their contribution to social & productive micro-projects could be in the order of \$4.21 million (this includes overheads). The communities are expected to contribute \$0.73 million. Since other projects already operate in the Sahel, not all villages will be approached by PNGT2 teams. In addition to PNGT2, it is estimated that the PSBs, PDSE & LDPZ will mobilize about \$1.33 million for operations in the PRONAGEN Concentration areas.

Government cofinancing would be in the order of \$1.66 million including \$0.72 in custom and taxes. This is a 6.7% real contribution to the overall PRONAGEN which is significant for Burkina (one of the poorest country in the world). In comparison, the Government real contribution to PNGT2 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 (PNGT2, PSBs, PDSE, LDPZ & Communities). This amounts to \$6.60 million or 47% of total PRONAGEN costs (see table below).

Benefits

In the absence of GEF support, the focus of the DRDP 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 PNGT 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.* DRDP 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 PNGT I; 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 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 PRONAGEN 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, PRONAGEN 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 PRONAGEN.

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

- Component 1: Technical assistance & studies
- Component 2: Capacity building
- Component 3: Management of key sites
- Component 4: Local development (not financed by GEF)
- Component 5: Program administration

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 PRONAGEN. 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 Comoé-Léraba 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 - see B1a., C1.,). 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 capacity will not be sufficient to optimize its management of the area, (iii) the private operator will have just been selected and may not have found a suitable "business" equilibrium with the community. PRONAGEN will therefore accompany the Comoé-Léraba 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 PRONAGEN phase 1, it is expected that both protected areas will possess a PAGEP and that an AGEREF will be ready to work with reserve/park management officials & private operators. It is also expected that wildlife & habitat degradation will have been reversed. However, substantial recovery is not expected before Phase 2

Costs

The GEF Alternative estimated to costs \$14.10 millions (these numbers will be refined at appraisal).

GEF	\$ 7.50 million
PNGT2 (IDA)	\$ 2.88 million
Other donors	\$ 1.33 million
Communities	\$ 0.73 million
Government of Burkina	\$ 1.66 million (custom/taxes \$0.72 million & counterpart financing \$0.94 million)

Benefits

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

(i) *Additional impact on living conditions.* A marginal increase in income can be expected from a new or alternative activities (tourisms, 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. 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), soil fertility (with long term effects on agriculture production), forest cover (with long term effect on woodfuel security and access to potable water through aquifer replenishment), etc.

(ii) *Additional impact on Natural Resources.* Already improved management for long-term sustainable use of the natural resources under PNGT2 will be strengthened and widened to fauna and flora under PRONAGEN. A special effort will be made to monitor the impact of PRONAGEN on the ecosystem, and beneficiary villages will be especially trained to gather key indicators (e.g. presence or absence of certain species).

(iii) *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 PRONAGEN. The creation and strengthening of AGEREFs, and support to their internal organizations and procedures, will be key for the long-term sustainability of Conservation Areas. For PRONAGEN also, when necessary, alphabetization programs 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. The project main achievement will be related to the possibility that communities and promoters be granted full management right on the biological resources of their traditional lands if they identify it as Conservation area and when a Management Plan is adopted.

(iv) *Additional impact on the Institutional Environment.* PRONAGEN 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, which traditionally resist decentralization and community empowerment, and request that they prepare their own community-based conservation strategy, PRONAGEN may have a far reaching impact on the way conservation, as a whole, is approached

in Burkina. The trends is already in that direction in most sectors, but PRONAGEN will reinforce it and ensure that Foresters and biodiversity are part of the equation.

(v) *Additional impact on biodiversity conservation.* PRONAGEN would be implemented (i) in the Sudanian savanna biome to strengthen the results of the GEF funded GEPRENAF, (ii) in the Sahel ecosystem to initiate a vast conservation program at the scale of the 1.6 million ha reserve. It is expected that, over its initial five year, PRONAGEN will help secure the biodiversity situation in the 100,000 ha in the Diéfoula-Logoniégué Conservation Area and stabilize or reverse the biodiversity degradation trends in The Sahel Partial Reserve, in the Boulon-Koflandé Forest (also in Comoé), in the Mare aux Hippo Biosphere Reserve & in the Kaboré-Tambi National Park..

Incremental Costs

The direct cost of the baseline scenario is calculated to be \$6.60 million. The GEF alternative is estimated to cost \$14.10 million, resulting in an incremental cost of \$7.50 million. The GEF is therefore asked to fund \$7.50 million of the incremental cost.

Component Sector	Cost category	m US\$	Domestic Benefit	Global Benefit
<u>National dimensions</u>	Baseline :	0.25	Day to day continuation of forester's activities at national level.	None or marginal.
A. Technical assistance & Studies	Gov. (0.25)	A. 0.09	Foresters may have positive impact on wildlife & ecosystem conservation locally.	
B. Capacity building		B. 0.00		
C. Program administration		C. 0.16		
	With GEF Alternative	1.31	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, improves decision making, with attendant conservation of more habitat and wildlife.	Same but global benefits are ripped when (a) the existing strategies is better implemented; (b) forester's vision & capacity are applied and (c) 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 d'Ivoire & Ghana)
	Incremental	1.06		

<p><u>Northern Sahel Partial Reserve</u></p> <p>A. Technical assistance & studies</p> <p>B. Capacity building</p> <p>C. Ecosystem management</p> <p>D. Local development</p>	<p>baseline:</p> <p>Gov. (0.65); PNGT2 (1.30) PSBs (0.58) Communities (0.17)</p>	<p>2.70</p> <p>A. 0.44</p> <p>B. 0.13</p> <p>C. 0.45</p> <p>D. 1.68</p>	<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 & PSB is not biodiversity, therefore the negative trend is unlikely to be reversed</p>
	<p>With GEF alternative</p>	<p>5.52</p> <p>A. 1.40</p> <p>B. 0.71</p> <p>C. 1.73</p> <p>D. 1.68</p>	<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>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>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 created by the communities.</p> <p>Habitat restoration, wildlife recovery, security of elephant herd initiated in Phase 1.</p>

			Communities are organized and their capacity for management of biodiversity areas is created.	
	Incremental	2.82		
<u>Comoé-Léraba Conservation Unit</u> A. Technical assistance & studies B. Capacity building C. Ecosystem management D. Local development	Baseline : Gov. (0.17) PNGT2 (0.60) Communities (0.21)	0.98 A. 0.17 B. 0.05 C. 0.14 D. 0.62	Because of lack of capacity & insufficient wildlife recovery, the Diefoula-Logoniégué AGEREF remains dependent on Government and private operator willingness to invest. Local development is financed in all villages around both Conservation areas. Natural resources & forest management improve locally within the village's terroir.	Diefoula-Logoniégué biodiversity area is stabilization depend on the commitment external partners. User rules are defined in participatory. Management Plans for globally important conservation areas. Local improvement of biodiversity related to better Natural resources management techniques.
	With GEF Alternative	2.00 A. 0.59 B. 0.26 C. 0.53 D. 0.62	Community capacity building for the management of biodiversity areas improved. Wildlife revenues are optimized and reinjected into local development and agriculture stabilization. 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	Improved conservation, management and monitoring of biodiversity areas in Diefoula-Logoniégué (100 000 ha). Creation of a new biodiversity area in Boulon-Koflandé (50 000 ha) which enables better migratory movement of wildlife along the Comoé River. Recovery of wildlife population and habitat restoration within both biodiversity areas. Optimization of revenues & better distribution of roles & responsibilities improves the potential for long term conservation of these two wildlands.

			private operator is established.	
	Incremental	1.02		
<u>Kaboré-Tambi National Park</u> A. Technical assistance & studies B. Capacity building C. Ecosystem management D. Local development	Baseline Gov. (0.43) PNGT2 (0.76) Other donor (0.76) Communities (0.30)	2.25 A. 0.37 B. 0.05 C. 0.29 D. 1.54	Local development is financed in all villages around both Conservation areas. Natural resources & forest management improve locally within the village's terroir.	Marginal improvement of wildlife because of the ongoing efforts of the national NGO NATURAMA. Local improvement of biodiversity in the park periphery related to better Natural resources management techniques.
	With GEF Alternative	4.14 A. 1.07 B. 0.24 C. 1.29 D. 1.54	Community capacity for the co management of the park and its corridor to Nazinga improved. 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 NGO is established. A better equilibrium with Nazinga & Sissili's management is sought.	Creation of a corridor between Nazinga & Kaboré-Tambi sets the stage for migratory movement of wildlife. Elephants return to Kaboré-Tambi. Managers & users rules for park conservation are defined in a Participatory Management Plan for the park. Recovery of wildlife population and habitat restoration is initiated. Appearance of tourism revenues & better distribution of roles & responsibilities improves the potential for long term conservation.
	Incremental	1.89		
<u>Mares aux Hippo Biosphere Reserve</u> A. Technical assistance & studies B. Capacity building C. Ecosystem management D. Local development	Baseline Gov. (0.16) PNGT2 (0.21) Communities (0.04)	0.41 A. 0.08 B. 0.04 C. 0.07 D. 0.22	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	1.11 A. 0.34 B. 0.20 C. 0.35 D. 0.22	<p>Community capacity building for the management of biodiversity areas improved.</p> <p>Wildlife revenues from tourism are reinjected into local development.</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 & the private operator is established.</p>	<p>Creation of a new core biodiversity area within the biosphere reserve.</p> <p>Studies provide a technical solution for the management of the lake water including eutrophication, floating plant encroachment, etc.</p> <p>Managers & users rules are defined in Participatory Management Plans for the entire Biosphere reserve.</p> <p>Recovery of wildlife population and habitat restoration within & outside the biodiversity areas.</p> <p>First tourism revenues & better distribution of roles & responsibilities improves the potential for long term conservation of the reserve.</p>
	Incremental	0.70		
TOTAL	Baseline	6.60		
	With GEF Alternative	14.10		
	Incremental Costs	7.50		

Annex 5: STAP Roster Technical Review (first review prior to the decision to adopt an approach for the Program APL)

Reviewer: John Newby
Conservation Biologist
15 February 2000

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 Comoé 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.

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: Following the review, the Bank team asked that 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.

Annex 6: STAP Roster Technical Review (Second Review)

TECHNICAL REVIEW - SOCIAL DIMENSIONS OF BURKINA FASO NATIONAL NATURAL ECOSYSTEM MANAGEMENT PROJECT

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

6.A. 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.

6.B. 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.

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.

Annex 7: Matrix of Root Causes of Biodiversity Loss

Table 7.1. - National issues & issues that are valid for all sites

Subject : Conservation of globally important natural ecosystems	Situation	Root cause of existing situation	Solution proposed by PRONAGEN
<p>Nation (Burkina wide issues) or issues that are the same in all four program sites.</p>	<p>Overall diminution of wildlife & natural habitat Shifting of isoyet leading to desertification Soil degradation (both structural & biochemical)</p>	<p>High demography & poverty Burkina is a poor country which cannot allocate significant budget to natural ecosystem conservation Existing conservation strategies are not applied to their fullest potential and need improvement on several fronts (community legal rights & responsibilities in protected area management) Low governance in the current application of the wildlife strategy with rent seeking by privileges of the private sector & Government Low awareness by the general population with little lobbying by the civil society Low local understanding of the human impact on natural resources and possibility to reverse the degradation process Inadequate land use practices in the agriculture & livestock sectors and associate mining behavior of the communities Lack of “conservation ownership” by the communities because of unclear rights & responsibilities. Marginal commitment from forestry agents because of low income, insufficient training, support (or example) from their management</p>	<p>Little can be done about that with only this program. Compounded with other programs in the Burkina portfolio, the proposed project will help alleviate long term poverty locally. It is because Burkina cannot allocate substantial funds to conservation that the GEF & other donors have agreed to assist. Project finances studies & workshops to capitalize on all experiences in Burkina in order to strengthen the existing strategies for wildlife, wildland & rural development. Project will work on setting more transparent criteria & procedures to select & control private operators The program seek to assist the community in organizing themselves, collaborating together, define their rights & responsibilities In Phase 1, the Program proposes to finance national conservation awareness activities targeting both the communities at project sites but also, the "Cadre de Concertation Technique Provincial" and higher authorities. Program is companion to PNGT2 (Rural development CAP), to SILEM (GEF OP12) as well as develop collaborative agreement with the agriculture, livestock services & research. Capacity building of Forestry staff at the national</p>

			& local levels associated with equipment & supervision as well as rule enforcement by the communities
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Table 7.2. - Northern Sahel Reserve & Comoé Conservation Unit

Subject : Conservation of globally important natural ecosystems	Situation	Root cause of existing situation	Solution proposed by PRONAGEN (complementary solution will be proposed by SILEM)
Northern portion of Sahel Reserve (Elephant area; Séno Mango; Oursi; Beli; Darkoye)	Range degradation Wildlife depletion and extinction of several species Migratory birds do not find suitable traditional rest areas along flyways Permanent & irreversible modification of the ecosystem (p.e. glaciés & extinct species would be too risky to reintroduce)	Non existence of water-use access rules (Occupation of bird nesting and rest areas by farmers, fishermen & pastoralists) Human use of the entire space which provides no refuge for wildlife (either plants, mammals or birds) Pastoral practices non appropriate given the large increase in herd size Motorized poaching not sufficiently controlled	Definition & implementation of community rules for land & resource access & exploitation Program pays a very special attention to livestock & pastoralism, initially through a two-year diagnostic of the current practices & rules and by placing herders at the center of the decision making process Major attention also paid to diagnostic by the communities of the root causes of specific degradation particularly when it comes to the management of the lakes (Oursi, Beli, Darkoyes) Reintroduction as the red-neck ostrich (farming by communities)
Comoé Diéfoula Logoniégué & Boulon-Koflandé Complex)	Degradation of land areas available as wild-land Habitat qualitative depletion from the advance of the yam agriculture front, fire, & in some areas, grazing. Wildlife depletion	Region freed from onchocerciasis with significant rainfall present an opportunity for migrants coming from land-degraded regions of Burkina No access rules to gallery forest along the Comoé & Léraba water courses (occupation of corridors, riverine flood plains, bird nesting and rest areas by farmers, fishermen & pastoralists) Cultivation of high-land-demanding yam accelerate the cultivation front and	Definition & implementation of community rules for land & resource access & exploitation Program pays a very special attention to livestock & pastoralism (GEPRENAF has already initiated solutions by helping farmers & pastoralists define land access & seasonal rules) Major attention also paid to diagnostic by the communities of the root causes of specific degradation (GEPRENAF helped communities identify their own agricultural

		<p>leads to intense forest & soil degradation</p> <p>Pastoral practices not adapted to the evolution of the size of the herds in some part of the area</p> <p>Motorized poaching is not sufficiently controlled particularly in Boulon/Koflandé</p>	<p>practices as well as intervillage conflicts as root origins of wildland degradation)</p>
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Table 7.3. - Mares aux Hippo Biosphere Reserve & Kaboré-Tambi National Park

Subject : Conservation of globally important natural ecosystems	Situation	Root cause of existing situation	Solution proposed by PRONAGEN (complementary solution will be proposed by SILEM)
Mare aux Hippo Biosphere Reserve	<p>Habitat degradation (grazing, wood cutting, fire.)</p> <p>Wildlife depletion & extension (area too small for large mammals or carnivores)</p> <p>Migratory birds may not find the reserve a suitable rest areas along traditional flyway</p> <p>Degradation of marshes & riverine habitat along the lake (e.g. Siltation, minor pollution, invasion by floating plants, lack of water)</p>	<p>Hunting rule is “no-hunting” without the necessary mean/strategy to carry out that control.</p> <p>Rules for fishing, range & water-use access are not accepted by the communities and need to be renegotiated (permanent occupation of lake & bird nesting and rest areas by farmers, fishermen & pastoralists)</p> <p>Human use of the entire space which provides little refuge for wildlife (either plants, mammals or birds)</p>	<p>Definition & implementation of community rules for land & resource access & exploitation</p> <p>Special attention to defining refuge areas (even if it is in time) to ensure safety, reproduction and rest to migrants</p> <p>Program pays a special attention to livestock issues on the lake flood plains. 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)</p>
Kaboré-Tambi National Park	<p>Habitat degradation</p> <p>Wildlife depletion</p> <p>Elephants, which used the area traditionally, have all moved to nearby Nazinga/Sissili</p>	<p>Park is close from the capital and its high demand for firewood and wild-meat</p> <p>Total lack of surveillance, and availability of water and grass, lead to its illegal occupation by large herds of cattle.</p> <p>Lack of surveillance, and proximity of military base,</p>	<p>Definition & implementation of community rules for land & resource access & exploitation</p> <p>Program pays a very special attention to livestock & pastoralism by working with farmers & herders to find common solutions (as in GEPRENAF now)</p>

	<p>complex.</p>	<p>leads to intense vehicle poaching and depletion of wildlife populations 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.</p>	<p>Program will specially target for sensitization of those whose mining behavior is particularly negative (e.g. military). This was successfully achieved for Nazinga, which used to be poached by outsiders. Major attention also paid to diagnostic by the communities of the root causes of specific degradation. Program will work with PNGT2 & communities to try to reopen the “old” elephant migration route from Nazinga to Kaboré-Tambi.</p>
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Annex 8: Involvement of other donors in biodiversity conservation

Other donors are financing biodiversity conservation in Burkina : AFD/FFEM finance a Conservation Unit Support Program; the EU is starting an ambitious International Project for W National Park and its periphery and UNDP/GEF assists the Nazinga Game Ranch.

All these operations implement the 1995 national wildlife strategy. 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 use similar approach as PNGT2 or PRONAGEN: 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 PNGT, 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 or Transborder Arid Rangeland & Biodiversity pertain to the fact that the protected areas targeted by other donors are already conceded to private venture "Concessionaires" for an annual fee. The concessionaire must recruit a "safari or tourism operator" 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 entity eligible to become "concessionaire" over the management of its wildland. Once adequately empowered, organized & trained, that legal entity "the AGEREF", recruits a private operators 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.

We have agreed with other donors to share information, to initiate join missions in order to help each other with the design and supervision of our respective projects. During the project first Phase, only Belgian are likely to directly cofinance the PRONAGEN (not secured yet). However, other donors will pull their ressources to help Burkina refine its strategy or the way it is implemented. One method would be to compare results and assess which of the way to apply the existing strategy turns out to be better for biodiversity and more profitable for the stakeholders (Government, Communities, Private operators.)

Annex 9: GEPRENAF External Evaluation Summary Report

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 Logoniégue 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).

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 deconcentrated forestry directorates & 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 but on a collaborative basis with a private operator (no GEF investment planned). However, while a full national extension appears indeed premature, 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 DRDP 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.

Annex 10: Disbursement

(a) **Special Accounts:** to facilitate project implementation and reduce the volume of withdrawal applications, the Government will open one Special Account in FCFA in a commercial bank on terms and conditions acceptable to the Bank. The authorized allocation will be FCFA 250 million and will cover about four months of eligible expenditures. Upon effectiveness, GEF will deposit the amount of FCFA 125 million representing 50 percent of the authorized allocation into the Special Account. The remaining balance will be made available when the total commitments issued amount to the equivalent of USD. 2.5 million. The Special Account will be used for all payments below FCFA 50 million. Replenishment applications will be submitted monthly. Further deposits by GEF into the Special Account will be made against withdrawal applications supported by appropriate documents.

(b) **90-day advance accounts** to expedite disbursements to the project sites, 90 day advances will be authorized to the sites in Banfora (for Comoé), Dori (for the Sahel); Bobo Dioulasso (for the Mares aux Hippo) & Po (for Kaboré-Tambi). The PCU (Project Coordination Unit) will make these advances out of the Special Account on the basis of a work program and quarterly budgets prepared by the EMP (or AGEREF as the case may be) and approved by the PCU. The EMP/AGEREF will present the evidence of payment to PCU once a month to ensure regular replenishment of the advances. The advance accounts will be opened in a local commercial bank.

(c) **Transition to LACI disbursements:** in accordance with the Bank's LACI initiative, disbursements may be made on the basis of agreed Project Management Reports (PMRs) rather than individual invoices or SOEs, once sound financial management, procurement and output monitoring systems for the project are in place. LACI may be introduced in a phased approach, whereby the PIU obtains disbursements under the traditional procedures while quarterly PMRs may be submitted for the Bank's review. The financial, procurement and output monitoring systems will be reviewed as part of the first year review, to assess the appropriate timing for transition to PMR-based disbursements.

Annex 11: - List of Acronyms

AGEREF	Association Intervillageoise de Gestion des Ressources Naturelles et de la Faune (Inter-village Natural Ressources & Wildlife Association)
APL	Adaptative Lending Program
CAP	Community Action Plan
CBNRM	Community-Based Natural Resources Management
CBRD	Community-based Rural Development
CCTP	Comité de Concertation Technique Provincial (Provincial Technical Consultation Committee)
CONAGESE	COncil NAtional pour la GEStion de l'Environnement (National Environment Management Council)
CTSP	Comité Technique de Suivi du Projet (Program Monitoring Technical Committee)
CUSP	
CVGT	Comité Villageois de Gestion du Terroir (Village Land Committee)
DPEEF	Direction Provinciale de l'Environnement et des Eaux et Forêts (Provincial Forestry Service)
DGEF	Direction Générale des Eaux et Forêts (National Forestry Department)
DRDP	Decentralized Rural Development Program
EMP	Equipe Mobile Pluridisciplinaire (Multi-sectoral field team)
GEPRENAF	Pilot Community-based Natural Resources & Wildlife Management project
IEC	Information, Education, Communication
LDP	Local Development Plan
NCA	Nature Conservation Account (a 90-days account)
PAGEP	Plan d'Amenagement et de Gestion Participatif (Participatory Management Plan)
PDSE	Program for the Development of the Livestock Sector
PNGT	Programme National de Gestion du Terroir (Land Management Program)
PRONAGEN	PROgramme NAtional de Gestion des Ecosystemes Naturel (National Natural Ecosystem Management Program)
PSB	Programme Sahel Burkinabè
RAF	Reforme Agraire et Fonciare (Rural Land Tenure Law)
VIF	Village Investment Fund
ZICO	Zone d'Interêt pour la Conservation des Oiseaux (Bird Conservation Hotspots)

Annex 12: Letters of Endorsment from GEF Focal Point

MINISTRE DE L'ENVIRONNEMENT
ET DE L'EAU
CABINET DU MINISTRE

BURKINA FASO
UNITE - Progrès - Justice

N° 0005 /MEE/CAB/CTK

Ouagadougou, le 27 MARS 2000

JEAN BAPTISTE KAMBOU, POINT
FOCAL OPERATIONNEL DU FONDS
POUR L'ENVIRONNEMENT
MONDIAL (FEM) DU BURKINA
FASO

Objet : lettre d'endossement pour le
Projet Transfrontalier de conservation
de la Biodiversité du Gourma Malien et
du Sahel Burkinabé.

A

Monsieur Emmanuel NIKIEMA,
Spécialiste de la Gestion des
Ressources Naturelles à la
Représentation Résidente de la Banque
Mondiale pour le Burkina
OUAGADOUGOU

Cher Monsieur,

Suite à l'examen du dossier cité en objet, j'ai l'honneur de vous informer que sa conception est en conformité avec les politiques et stratégies adoptées par le Gouvernement en matière de conservation de la biodiversité et de gestion communautaire durable des ressources naturelles en général.

L'objet global du projet qui est "établir et consolider les bases pour la gestion durable et participative de la biodiversité dans la Réserve partielle du sahel et dans l'écosystème de Comoé-Léraba" participe à la mise en oeuvre du processus de

Au regard de la pertinence des orientations et approches du projet, il est proposé de le prendre en considération par le Secrétariat du Fonds pour l'Environnement Mondial (FEM).

Veuillez agréer, Cher Monsieur, l'expression de ma considération distinguée.

Post-It Fax Note	7871	Date	21/03/00	# of pages	1
To	J. R. Pavy	From	C. Crepin		
City/State		Phone #			
Fax #	531-419/531-300	Fax #	473-8185		



BURKINA MISSION

Received on AUG 18 2000

MINISTERE DE L'ENVIRONNEMENT
ET DE L'EAU

Ministère de l'Environnement
BF BURKINA FASO
Unité-Progress-Justice

C A B I N E T

OUAGADOUGOU Le 18 AOUT 2000

N° 2000 00.018 CT/KAM

MONSIEUR KAMBOU JEAN
BAPTISTE, POINT FOCAL
OPERATIONNEL DU FONDS
POUR L'ENVIRONNEMENT
MONDIAL (FEM) du
BURKINA FASO

A

Objet : Lettre d'Endossement
du PRONAGEN

MONSIEUR HASAN TULUY,
DIRECTEUR DES OPERATIONS
A LA BANQUE MONDIALE
-WASHINGTON- (USA)

Monsieur le Directeur,

J'ai l'honneur de prendre acte du changement d'appellation du projet qui porte désormais la dénomination "Programme National de Gestion des Ecosystèmes Naturels (PRONAGEN)" en lieu et place du Projet Transfrontalier de Conservation de Biodiversité du Gourma Malien et du Sahel Burkinabé.

Par ailleurs il est enregistré l'extension des sites d'intervention au sites suivants :

- le complexe Parc National KABORE Tambi (PNKT) Ranch de Gibier de Nazinga, les forêts classées de la Sissili et du Nazino ;
- La mare au Hippopotames.

L'approche programmatique nationale s'est confirmée d'avantage dans cette évolution de la phase de préparation du Projet. Je confirme par la présente que ces nouveaux éléments et orientations ne remettent nullement en cause la pertinence du Projet signalée dans la lettre d'endossement N°2000-006/MEE/CAB/CTK du 27 Mars 2000.

Veillez agréer, Monsieur le Directeur, l'expression de ma considération distinguée.

Ampliations :

- Mr PAVY (BM/RCI)
- Mr NIKIEMA (BM/BF)
- Mr Jean Paul CHAUSS


 Point Focal
 FEM/Burkina Faso
 Jean Baptiste KAMBOU
 Chevalier de l'Ordre National