

**GLOBAL ENVIRONMENT FACILITY
ENABLING ACTIVITY PROPOSAL**

Country:	Cape Verde Islands
Project Title:	Cape Verde: National Biodiversity Strategy and Action Plan, and Country Report to the COP
GEF Focal Area:	Biodiversity
Country Eligibility:	Convention Ratified 29 March 1995
GEF Financing:	US \$ 208,151
Government Contribution:	In kind
GEF Implementing Agency:	UNDP
National Executing Agency:	Executive Secretariat for the Environment (SEPA)
GEF Operational Focal Point:	Executive Secretariat for the Environment
CBD Operational Focal Point:	Executive Secretariat for the Environment
Estimated Starting Date:	February 1997
Duration of Project:	10 Months

Background

The Cape Verde islands are an archipelago of volcanic origin located off the western coast of Africa, 460 km from Senegal, and an extension of the Sahelian zone. There are ten main islands and several islets for a total land area of 4,033 km² sparsely spread over an ocean area of 58,000 km². Only 9 out of 10 main islands are inhabited. The islands contain four major types of land environments: (1) the grasslands and steppes at the higher elevations on the mountain slopes over 1,500 m; (2) the humid and subhumid sections of the medium altitude massifs; (3) semi-arid plateaus with deeply embedded valleys; (4) the low altitude ecosystems, dominated by steppes and semi-desert expanses yet rich with remarkable variety of habitats such as dunes, lagoons and salinas.

Cape Verde has a unique presence of afro-tropical species. The vascular flora contains 659 species of which 92 are endemic. Medicinal uses are known for at least 100 species. There are about 26 species of reptiles with an endemism rate of 90 percent, several of which are now threatened. Two species of turtles threatened worldwide lay their eggs in Cape Verde. There are approximately 40 nesting species of birds in Cape Verde with a

large percentage of endemics, at least 100 species of migratory birds also use the islands. The list of endemic species also comprises numerous invertebrates for example 31 percent of the 470 beetles species are endemic (Geisthardt, 1988).

The Cape Verde island shelves are relatively narrow their total surface area is 7,000 km² , extending to a depth of 200 m. The marine and coastal ecosystems of the archipelago have not been much studied, but most of the known taxonomic groups have high endemism rates: 53 percent for the sponges, 85 percent for the Conidae mollusks (Rockel, 1982).

Cape Verde's population is around 435,983, with an annual growth rate of 2.98% (Website 1995). Its annual per capita income was estimated at \$900 in 1994 (United Nations Statistics Division 1994). Although 70% of its population make a living out of agriculture in the rural areas, Cape Verde's economy depends mainly on services (60%), and, to a lesser extent, on agriculture (20%) and offshore fishing (4%). The fishing potential out of tuna and lobster is not yet fully harnessed. About 90% of food have to be imported (Website 1995).

For centuries, the population pressure on the land environments has been increasing constantly. Cape Verde's ecosystems have reached an advanced state of degradation due to agricultural expansion, shrub cutting beyond regeneration capacities. Furthermore, introduced exotic species such as dogs, cats and monkeys present a serious threat to the endemic wildlife. Overgrazing by goats is of concern across the islands of the archipelago. Reforestation endeavors have also introduced exotic species which are competing with endemics, especially in the mid-range altitude sectors. In coastal areas overfishing and pollution have produced negative effects on the populations of certain species such as lobsters. Degradation of biodiversity has been compounded by droughts and rare but torrential rains.

Strategic planning began in Cape Verde under the specific form of the fight against desertification which has been conducted actively, beginning in the 1980's. This program attempted to manage water resources, fight land erosion and conduct reforestation and agricultural improvements. In 1991 the third National Development Plan (PND) introduced a major impetus toward conservation of ecosystems and species, and their sustainable management. UNDP, FAO, World Bank as well as bilateral partners such as Portugal, Netherlands, Belgium and the EU have provided assistance in implementing conservation projects to fulfill the provisions of PND. This initiative resulted in 1993 in the adoption of a General Law on the Environment (GLE) with specific provisions for the protection of species and habitats. National and regional protected areas were set aside. Also the GLE has requested a compulsory environmental impact assessment of new projects and decentralization of environmental management and enforcement to municipal councils. In 1992 and September 1994, two national conferences for the formulation of a Forestry Action Plan (PAF) were convened. Also a National Plan for Desertification Control (NPDC) and a World Bank funded National Action Plan for the Environment (PANA) were drafted in 1994 following participatory national consultations.

The PANA outlines strategies for ensuring consistent resource management, and it has created specialized institutions such as the National Environment Commission (CNamb) and

the Executive Secretariat for the Environment (SEPA). Although many operational details of the PANA remain to be developed, it provides procedures for reinforcing national capacity and tools and involving all sectors of the Cape Verde society in environmental conservation. In 1996, reorganization of the government resulted into a more cohesive framework associating environmental responsibilities with agriculture under the Ministry of Agriculture, Food and Environment (MAA).

Todate, the legislation and regulations concerning the environment still fall far short of the needs, detailed strategies and action plans need to be developed and implemented based on local needs and socio-economic and environmental conditions. Due to its recent creation, the MAA does not yet have the capability and resources to undertake this task on its own. Therefore, the Government of Cape Verde has formally requested GEF assistance in developing and implementing biodiversity projects of which an initial component is to formulate a National Biodiversity Strategy and Action Plan (BSAP) to be integrated with the PANA and other sectoral plans and to prepare a report for the biodiversity Conference of Parties.

Project Objectives and Description

The enabling activity project will help SEPA, relevant government ministries, municipal councils, NGOs, local communities and research institutions to formulate a National Biodiversity Strategy and Action Plan (BSAP) and country report to the COP. The BSAP will determine the current status of, pressures on, options and priority actions to ensure conservation and sustainable use of the country's biodiversity. The enabling activity will be conducted in conformity with the third National Development Plan and will allow biodiversity to be integrated with existing frameworks such as the PANA and Desertification Control Plan. The BSAP process will involve representatives from different sectors of the society, and it will include the organization of two national workshops and 9 regional workshops.

During the first month of the project, a steering committee chaired by the Minister of Agriculture, Food and Environment will be created to bring together representatives of the government, regional entities, the private sector and local communities. The steering committee will supervise the activities of an interagency planning team which will compile and evaluate existing data on biodiversity and review the WRI/IUCN/UNEP's "Guidelines for the Preparation of National Biodiversity Strategies and Action Plans" (Miller and Lanou 1995). Throughout the BSAP process, the planning team will be assisted by 2 lead national consultants respectively expert in marine biology and terrestrial ecology. Also the planning team will be assisted by several national consultants and short term consultants. An international consultant experienced in biodiversity planning and public participation will assist the BSAP process, particularly in running familiarization sessions for the planning team and framing key issues and priorities. The lead national consultants will coordinate and facilitate project activities. The national consultants will help to run the national workshops, and the short term consultants will run the 9 regional workshops.

The national consultants will undertake intense biodiversity stocktaking, which will feed into the BSAP process. The results of the stocktaking will be presented at a first national workshop. The national workshop will draw representatives from all segments of society including the Ministries and Departments of Water Resources, Agriculture, Animal Husbandry and Forestry, Sea, Tourism, Urbanism and National Territory development, Economic Cooperation, Industry and Energy, Research, Education, Private Sector, NGOs, municipalities and local communities. Workshop participants will be delegated by their agencies to provide broad based input to the biodiversity strategic planning process. Likewise, the consortium of NGOs in Cape Verde will delegate some representatives across the country to participate in the national and regional workshops. The workshop participants will analyze and review the results of the stocktaking to identify issues, needs, options, and priorities for further analysis.

In view of the limited experience of Cape Verdean institutions in the area of environmental management and planning, the project will involve familiarization of the planning in the areas of biodiversity interpretation and planning, participatory methods, dissemination techniques, and marine and terrestrial biodiversity aspects. In conjunction with the first national workshop, familiarization sessions in biodiversity planning will be provided by an international consultant with the help of the two lead national consultants.

Following the first national workshop, nine regional workshops will be conducted (1 for each inhabited island) by short term consultants. The regional workshops will draw together representatives from all segments of society and relevant institutions to identify and examine local issues and specificities in detail and to allow broad participation of local communities in the BSAP process.

Results from stocktaking and 1st national and regional workshops will be drawn together by the planning team, which will draft a preliminary BSAP with the help of the consultants. This draft will be discussed and reviewed by relevant stakeholders at a second national workshop, and as appropriate new options and strategies will be developed prior to finalization of the details of the BSAP. Because the First Country Report will not be available until November 1997, in May 1997 the planning team will draft an interim report that the Government of Cape Verde will present at the COP meeting of June 1997.

Once the BSAP meets the approval of both the steering committee and the government of Cape Verde, it will be disseminated widely within Cape. Also a country report will be prepared by the planning team.

Coverage Without Duplication

The BSAP will allow better linkages between government ministries and integrate biodiversity conservation with existing legislation such as the PANA, National Desertification Control Plan, Forestry Plans and the 1993 Law on the Environment. The BSAP will be based on existing data within the country, however data not available in Cape Verde will be repatriated from abroad. The Government of Cape Verde is planning to put in place a national database on marine and island species' (endemic and exotic)

biodiversity, but the source of fundings is still to be located. The biodiversity database will be maintained by the National Institute for Research and Agricultural Development (INIDA) in collaboration with the National Institute for Fisheries Development (INDP). It is also expected that the database will function under the authority and guidance of SEPA and the Biodiversity Steering Committee. Hence there will be no duplication of the efforts, on the contrary it is expected that the national biodiversity database will feed from the BSAP process.

Time Plan and Sequencing

Activities will begin in February 1997 and proceed for 10 months ending in November 1997. An interim report will be prepared for submission to the COP by 30 June 1997.

Activity/ Month	1	2	3	4	5	6	7	8	9	10
Establishment of a steering committee and planning team	x									
Stocktaking and inventory of information	x	x								
Training (familiarization)			x							
First national workshop			x							
Identification and analysis of options, regional workshops				x	x	x	x			
Preparation of draft BSAP							x	x		
Second national workshop									x	
Finalization of BSAP, dissemination										x
Preparation and submission of interim report to COP				x	x					
Preparation of country report										x

Best Practice

The project will follow methodology recommended in the IUCN's "Guide to the Convention on Biological diversity" (Glowka, et al. 1994) and the WRI/IUCN/UNEP "Guidelines for Preparing National Biodiversity Strategies and Action Plans" (Miller and Lanou 1995). The BSAP will prepare the ground and identify needs for activities to be undertaken by a proposed full GEF biodiversity conservation project (Cap Vert: Conservation de la Diversité Biologique dans un Archipel Sahélien). Information and lessons will be drawn from projects to combat desertification such as the UNSO project for participatory development of the Sao Joao Baptista valley.

Project Financing

	Product	Process	Total
<i>Stocktaking and Inventory of Information</i>	<i>12,000</i>		<i>12,000</i>
- national consultants	5,000		5,000
- documentation, miscellaneous	7,000		7,000
<i>Identification and Analysis of Options</i>	<i>18,000</i>	<i>90,500</i>	<i>108,500</i>
- national consultants	10,000	15,000	25,000
- international consultant	8,000	11,000	19,000
- first national workshop		24,000	24,000
- training (familiarization)		4,000	4,000
- regional workshops (9)		27,000	27,000
- travel and miscellaneous		9,500	9,500
<i>Preparation of Strategy and Action Plan</i>	<i>16,000</i>	<i>47,000</i>	<i>63,000</i>
- national consultants	6,000	11,000	17,000
- international consultant	8,000	10,000	18,000
- second national workshop		24,000	24,000
- publication	2,000		2,000
- dissemination		2,000	2,000
- <i>First National Report</i>	<i>4,500</i>	<i>3,500</i>	<i>8,000</i>
- preparation of interim report	2,000		2,000
- preparation of first country report	2,000	2,000	4,000
- publication and promotion of first country report	500	1,500	2,000
<i>Coordination and Management Costs (8%)</i>	<i>4,391</i>	<i>12,260</i>	<i>16,651</i>
Total For Enabling Activity	54,891	153,260	208,151

Deviations from Criteria and Norms

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

Institutional Framework and Project Implementation

The Executive Secretariat for the Environment (SEPA) within the Ministry of Agriculture, Food and Environment (MAA) will execute the enabling activity. SEPA will establish a steering committee which will draw together a wide range of stakeholders and will be chaired by the Minister in charge of MAA. Guided by the steering committee a planning team will undertake the work of the enabling activity with assistance from national and short-term consultants. An international consultant will provide instruction and assist in finalizing the BSAP. Two lead national consultants will coordinate and manage project activities on a daily basis.

Given the importance of environmental issues in Cape Verde, an important component of this project will be to improve and establish better linkages and coordination between cross sectoral government ministries, NGO, and communities and encouraging public participation. For this purpose 2 national and 9 regional workshops will be carried out, involving the full range of stakeholders. Members of the planning team be trained to facilitate dissemination and build support. In addition through the BSAP steering committee, government ministries will interact to enhance their efforts and cooperation for the sake of biodiversity conservation and sustainable use.

Activity Matrix

Enabling Activity Commitment	Output	Capacity Building		Public Participation	Comments
	Planning, Execution	Institutional Strength.	Training		
<i>Stocktaking and Assessment, based on Existing Information</i>					
- biodiversity and biological resources	x				1
- cross-sectoral issues	x				1
- policy and regulatory framework	x				1
- institutional and human capacity	x				1
- analysis of root causes of BD loss	x				1
- technologies for conservation and sustainable use	x				
- activities with adverse impacts	x				
- existing measures and programs	x				1
- preliminary statement of objectives	x				
- identification of gaps	x				
- assessment of existing needs	x				
<i>Identification and Analysis of Options to Meet the Objectives of the CBD</i>					
- strategies for conservation	x	x	x	x	2
- strategies for sustainable use	x	x	x	x	2
- strategies for benefit sharing	x	x	x	x	2
<i>Planning and Preparation of a Strategy and Plan</i>					
- national strategy	x	x	x	x	3
- national action plan	x	x	x	x	3
<i>Preparation of First Country Report</i>					
- interim report	x				
- first country report	x			x	

Footnotes to Activity Matrix:

1. The BSAP stocktaking process will draw upon data collected during the formulation of the PANA, Desertification Control Plan and Forestry Action Plan and other internationally supported projects and studies (see Background and Reference Cited Sections), however the information needs to be compiled and organized in order to feed into the BSAP process. Specifically, information on marine biodiversity needs to be significantly summarized, and missing information will be repatriated from Portugal (Tropical Scientific Research Institute), Germany (University of Bonn) and the Netherlands (International Council for Bird Protection). Significant information on Cape Verde's biodiversity also exists in scattered journal articles around the world, which need to be identified and catalogued.
2. Strategies of the PANA, Desertification Control Plan and Forestry Action Plan as well as practices for fisheries and water management need to be integrated with strategies for biodiversity conservation. Some areas which need urgent attention include control of exotic species, and conservation of marine biodiversity and migratory species. Strategies are also needed to develop sustainable use alternatives, in general, and promote, in particular, applied research for operational means to use sustainably and ensure conservation of Cape Verde's endemic species.
3. The BSAP will be designed to enhance the National Development Plan. Also NAPA devised strategies will be coordinated with strategies and measures to be developed under the BSAP to achieve complementarity without duplication.

References Cited

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**MINISTÉRIO DA AGRICULTURA, ALIMENTAÇÃO E AMBIENTE
SECRETARIADO EXECUTIVO PARA O AMBIENTE**

Ao
Programa das Nações Unidas para o Desenvolvimento
PNUD - Praia

À Atenção da Representante Residente
Madame Maria Teresa Hévia

Nossa referência 272/SEPA/96


Praia, 09 de Dezembro de 1996

Por esta via, e referindo-nos ao conteúdo do documento do estudo de viabilidade da missão Gallner (projecto GEF, "Cabo Verde - Estratégia e Plano de Acção Nacional sobre a Biodiversidade o-Rolatório do País a COP"), vimos solicitar à digna senhora representante residente do PNUD, o obsequio de mandar pedir o competente financiamento do citado projecto.

Incluímos para seu conhecimento uma fotocópia do nosso parecer enviado à Direcção Geral da Cooperação e uma adenda ao mesmo.

Queira aceitar, senhora representante residente, os nossos respeitosos cumprimentos

Pelo Secretariado Executivo para o Ambiente,


Manuel Leão da Silva Carvalho
Assessor do Ministro