

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

<b>Country:</b>	Congo
<b>Project Title:</b>	Congo's National Biodiversity Strategy and Action Plan, and Country Report to the COP
<b>GEF Focal Area:</b>	Biodiversity
<b>Country Eligibility:</b>	Convention ratified on 25 Juin 1996
<b>GEF Financing:</b>	US \$247,860
<b>Government Contribution:</b>	In kind
<b>GEF Implementing Agency:</b>	UNDP
<b>National Executing Agency:</b>	Ministry of Tourism and the Environment (MTE)
<b>GEF Operational Focal Point:</b>	None designated
<b>CBD Operational Focal Point:</b>	Directorate General of the Environment
<b>Estimated Starting Date:</b>	1 May 1997
<b>Project Duration:</b>	12 months

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### **Background**

Congo straddles the equator, lying between 5<sup>0</sup> latitude North and 4<sup>0</sup> latitude South, and between 11<sup>0</sup> and 19<sup>0</sup> longitude East in Central Africa. The country is surrounded by Angola, Cameroon, Gabon, the Central African Republic, Zaire and the Atlantic Ocean. The country has a land area of 342,000km<sup>2</sup>, all of it in the Congo River drainage. The Congo's population was estimated at around 2,228,000 in 1989 with a per capita income of \$860. The economy is based on natural resources exploitation, particularly oil and timber. Structural adjustment programs are currently underway in the country with support from the International Monetary Fund and the World Bank.

Biogeographically Congo falls in the Guinea-Congolian biome. This biome constitutes the third largest extent of tropical forests in the world. The vegetation of the country is mainly (a) lowland rainforest; (b) swampy forest along the Congo River; (c) secondary grassland; and (d) a mixture of grassland and cultivated land in the south. Although the country is subdivided into 10 administrative regions, these are customarily grouped into four major land use zones corresponding to the 4 vegetational subdivisions mentioned above.

As yet, Congo is poorly known biologically. The known extent of biodiversity in the country amounts to 4,000 vascular plant species with a rate of endemism that is believed to be as high as 20% (IUCN 1990). There are also 22 species of primates, 13 species of

antelopes, 4 endemic rodent species of conservation concern (e.g., *Dendroprionomys roussetoti*, *Hylomyscus parvus*), 13 fruit bat species, 3 crocodile species, several amphibian and invertebrate species, including the rare African giant swallow-tail butterfly.

Congo has set aside 10 conservation areas covering 5% of the country's land area. The country's plan is to increase the protected areas system to cover as much as 10% of the total land area. To date, there are 2 national parks, 8 forest reserves, and 1 biosphere reserve. The protected area system is still inadequate since, for instance, as much as 12 critical sites, which presumably are essential centers of endemism, are not under conservation regime (IUCN 1992). Also the country is ill-prepared to manage its protected area system. The Global Environment Facility (GEF) through the World Bank is assisting the country in developing its management capacity for five conservation areas. These are: Nouabale-Ndoki (under execution of WCS and GTZ); Lake Tele (under execution of IUCN; Conkouati (under execution of IUCN); Dimonika (under execution of UNESCO); and North (under execution of the Directorate of Water Resources and Forestry) and South (under execution of Howletts Port Lymph Foundation) Lefini. Also the European Union (EU) is supporting, through the regional ECOFAC project, the development of a management plan and tourism capabilities for Odzala National Park, particularly for lowland gorillas and large mammal species, such as the elephant and sitatunga. The existing reserves are short of resources and qualified personnel.

There is lack of a central management system for the conservation system, and environmental management is taking place at the provincial level or with the donor executing agencies for specific projects. Conservation areas are managed under the supervision of two ministries. The Directorate of Wildlife and Protected Areas (DWPA) in the Ministry of Tourism and the Environment supervises national parks and wildlife outside protected areas. The Directorate of Water Resources and Forestry (DWRF), which operates under the Ministry of Agriculture, Animal Husbandry, Water Resources, Forestry and Fisheries, oversees wildlife and forests, particularly in the forest reserves. Because there is no park service in the country and because of the duality in the supervisory role for the conservation areas, these have been entrusted to concessionaires for daily management, such as those named above (IUCN, UNESCO, GTZ, HPLF, etc.), under the customary label of *Attributaires des Aires Protégées (AAP)*. The Government of the Congo intends to remedy the situation by establishing a national park service and to coordinate the management efforts as an outcome of the GEF/World Bank project. Also a dynamic Directorate General of the Environment (DGE) is reaching out to make the coordinating effort a reality.

Several institutions are now dealing with the management of animal and plant resources. Among these are research institutions (*CERGECE*, *CERVE*, *ORSTOM*, *Institut National des Recherches Agronomiques du Congo*, *INRAC*); Marien Ngouabi University; development projects and structures in the Ministry of Agriculture, Animal Husbandry, Water Resources, Forestry and Fisheries; structures in the Ministry of Tourism and the Environment (DGE, DWRF, DWPA); and non-governmental organizations (*Association Nzambi*, *Solidarité à Conkouati*, IUCN, etc.). Most of these are backed by several ongoing projects by donor and international organizations (see footnotes 1 under activity matrix).

Threats to biodiversity resources come from poaching, uncoordinated traditional hunting regimes, slash-and-burning system of cultivation, firewood gathering, forest clearing for agriculture, selective cutting and exploitation of forest hardwoods (e.g. *Limba*, *Milletia*, *Okoume*), lack of ability to enforce policy, and shortage of personnel to manage biological resources and conservation areas. The country has now initiated institutional reforms and participatory planning exercises to devise sustainable ways to manage its environment. In 1990, the *Conseil Supérieur de l'Environnement (CSE)* was created and it is housed in the Ministry of Tourism and the Environment under the supervision of the Directorate General of the Environment (DGE). CSE and the *Coordination Nationale du Plan National d'Action pour l'Environnement* were instrumental in the formulation of a National Environment Action Plan (NEAP) between 1991 and 1995. Unfortunately these institutions and projects are working in a piecemeal fashion without either coordination or the involvement of local communities, particularly in regard to their long-standing wisdom on ways to sustainably use biological resources.

To counter these threats, there is a need for a coordinated framework strategy for biodiversity that will involve governmental and non-governmental institutions along with the local communities and stakeholders of biological resources. Such a biodiversity strategy will clearly state the country's biodiversity vision and devise ways to coordinate conservation and sustainable use efforts in the country. The Minister of Tourism and the Environment has formally requested the Global Environment Facility through UNDP to support the formulation of the Country's National Biodiversity Strategy and Action Plan (BSAP) and its first Report to the Conference of Parties (COP).

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

The principal objective of this enabling activity is to assist the Ministry of Tourism and the Environment (MTE) in preparing a National Biodiversity Strategy and Action Plan (BSAP). The BSAP will define the current status of, pressures on, options for, and priority actions to ensure the conservation, sustainable use, and equitable sharing of its biological diversity. The project will build on the existing knowledge base to elaborate the BSAP through a process of participatory planning and stakeholder consultation. This will also enable Congo to meet its obligations under the Convention on Biological Diversity (CBD) by preparing its first country report to the Conference of the Parties. The BSAP will complement the NEAP, which was formulated through the supervision of the MTE.

MTE will initially appoint a steering committee to supervise the BSAP process and provide overall direction and policy guidance. Members of the steering committee will be drawn, as a representative sample, from the full range of concerned biodiversity stakeholders. These include the Ministries of Agriculture, Environment, and Education, as well as research institutions, the private sector, NGOs, tribal leaders and local communities. Also a representative of the donor community will seat on the steering committee. Under supervision of the steering committee, a planning team will undertake the work of the enabling activity. Planning team members will be selected according to their biodiversity and planning expertise. Additional planning team members will be drawn to represent, on the one hand, decision and law makers, and on the other hand, biodiversity resource users.

The BSAP process will also draw from different sectors of the society. It will include the organization of 2 national workshops and 4 regional workshops. Regional workshops will be organized for each of the 4 ecological zones of the country, as these correspond to specific land use patterns and pressures on the country's biological resources.

The planning team will be assisted by one lead national consultant and several national and short term consultants experienced in biodiversity issues. The lead national consultant will coordinate and facilitate project activities. The national consultants will help to run the national workshops, and the short term consultants will run the 4 regional workshops. An international consultant will provide assistance in familiarizing the planning team in biodiversity planning, framing key strategies, drafting the BSAP and facilitating participation by all relevant biodiversity resources' stakeholders.

The planning team and consultants will initially undertake a review of WRI/IUCN/UNEP guidelines (Miller and Lanou 1995) for the preparation of a national biodiversity strategy and action plan. They will then compile and summarize existing information on the status of, and threats to the nation's biodiversity. This information and summaries of other donor financed natural resource activities in the Congo will be presented at the first national workshop.

With support from national and international consultants, the planning team will conduct the first national workshop, which will draw together the full range of actors and stakeholders relevant to biodiversity. The first national workshop will include participants from national and local government agencies and institutions, the private sector, NGOs and local communities. The workshop participants will analyze the results of the stocktaking and inventory to select objectives, identify key issues and options, as well as actors and priority areas for review. In conjunction with the first national workshop and with the help of the lead national consultant, the international consultant will provide familiarization sessions in participatory methods, biodiversity analysis, strategic planning techniques and dissemination techniques to the planning team particularly to the national and short term consultants.

Following the first national workshop, a detailed analysis of the issues and options will be carried out by the planning team with the help of national consultants. As part of this process, 4 regional workshops will put together representatives from local communities and institutions, private sector and government agencies. The regional workshops will assess various issues and options by the 4 ecological zones of the country and involve the full range of local stakeholders in the BSAP process. The regional workshops will be conducted primarily by the short term consultants with assistance from the planning team and the national consultants.

The results of the analysis and regional workshops will then be drawn together by the planning team assisted by the short term consultants, and a draft BSAP will be prepared with the assistance of the national and international consultants. A second national workshop, to be attended by government agencies, NGOs, the private sector and local

communities, will invite comment on the initial analysis and draft BSAP. New alternatives and options will be identified and developed to seek consensus among the stakeholders prior to the finalization of the details of the BSAP.

Upon approval by the project steering committee, MTE, and the Government of Congo, the BSAP will be disseminated widely within Congo and a country report to the COP of the biodiversity convention will be prepared by the planning team. Because the First Country Report will not be available until April 1998, in November 1997 the planning team will draft an interim report that the Government of Congo will present by the COP's deadline for reporting in December 1997.

### Coverage Without Duplication

The BSAP will allow better linkages between government ministries and integrate biodiversity conservation within existing legislation. The BSAP will build on existing data to be compiled by national consultants under the guidance of the planning team. Significant stocktaking activities will be undertaken, as there is need to synthesize the existing information from biodiversity related projects and to repatriate data from abroad, primarily from France. BSAP will fit and benefit from other past and ongoing activities, including donor funded projects. MTE along with the BSAP Steering Committee will ensure that there is no duplication of efforts, for example by using the existing expertise from NEAP.

### Time Plan and Sequencing

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

Activity / Month	1	2	3	4	5	6	7	8	9	10	11	12
Establishment of steering committee and planning team	x	x										
Stocktaking, inventory of information	x	x	x									
Training (familiarization) of planning team				x								
First national workshop				x								
Identification and analysis of options, regional (ecological zone) workshops					x	x	x					
Preparation of biodiversity strategy, action plan								x	x	x		
Second National Workshop										x		
Adoption of BSAP by the Government and dissemination											x	
Preparation of interim report and submission to COP							x	x				
Preparation of first country report											x	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's "Guidelines for Preparing National Biodiversity Strategies and Action Plans" (Miller and Lanou 1995). The BSAP will prepare the grounds and identify priority needs of activities in the fields of biodiversity conservation, sustainable development, and benefit sharing to be undertaken by follow up projects. All nine criteria for best practices will be addressed. The project will enforce the development of participatory approaches in the Congo, by incorporating inputs from all interested sectors of the society and practicing a decentralized multi-sectoral approach to mitigating biodiversity issues.

### Project Financing

	Product	Process	Total
<i>Stocktaking and Inventory of Information</i>	11,000		11,000
- national consultants	6,000		6,000
- documentation, misc.	5,000		5,000
<i>Identification and Analysis of Options</i>	17,000	119,000	136,000
- national consultants	9,000	12,000	21,000
- international consultant	8,000	13,000	21,000
- first national workshop		24,000	24,000
- training ( familiarization)		5,000	5,000
- regional workshops (4)		60,000	60,000
- travel and miscellaneous		5,000	5,000
<i>Preparation of Strategy and Action Plan</i>	18,000	57,000	75,000
- national consultants	7,000	12,000	19,000
- international consultant	9,000	12,000	21,000
- second national workshop		23,500	23,500
- travel and miscellaneous		4,500	4,500
- publication and dissemination	2,000	5,000	7,000
- <i>First National Report</i>	1,500	6,000	7,500
- preparation of interim report	500	1,000	1,500
- preparation of first country report		2,500	2,500
- publication and dissemination	1,000	500	1,500
- miscellaneous		2,000	2,000
<i>Coordination and Management Costs (8%)</i>	3,800	14,560	18,360
<b>Total For Enabling Activity</b>	<b>51,300</b>	<b>196,560</b>	<b>247,860</b>

**Deviations from Criteria and Norms**

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

**Institutional Framework and Project Implementation**

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

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

**Activity Matrix**

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

**Notes on the Activity Matrix**

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

(a) the IUCN/EU programme to promote forest conservation and planning of a protected area system to cover critical habitats, to develop sustainable use schemes for the forest, and to assess further needs for the conservation of some threatened forest species;

(b) the WCS/WWF/EU surveys of forest elephants;



- (c) the IUCN/EU programme in Odzala National Park to develop tourism and a management plan;
- (d) the IUCN socio-economic and biological surveys of Conkouati Reserve;
- (e) UNESCO/UNDP/Government of Congo's research and development projects in Mayombe to achieve sustainable development in Dimonika Biosphere Reserve;
- (f) UNDP/FAO/Government's rural development programme for fisheries;
- (g) GTZ rural development projects;
- (h) WCS surveys of Nouabali-Ndoki Reserve;
- (i) EU regional programme for the conservation of the tropical forest (ECOFAC); and
- (j) GEF/WB's 5 year project of capacity building for Congo's protected area system.

2. The BSAP will effectively complement and enhance the provisions from existing plans and strategies, such as NEAP, which was assisted by the World Bank with a grant from the Government of Japan and funds from the French bilateral Cooperation. There will be no duplication of efforts as the Ministry of Tourism and the Environment (MTE) will ensure integration and coordination of the above mentioned programmes into the BSAP process.

## References

- Glowka, L., F. Burhenne-Guilmin, H. Synge, J.A. McNeely, and L. Gundling 1994. *A guide to the Convention on Biological Diversity*. IUCN Gland and Cambridge. xii + 161pp.
- IUCN., The World Conservation Union. 1990. *Biodiversity in Sub-Saharan Africa and its Islands*. Gland, Switzerland.
- IUCN., The World Conservation Union. 1992. *Protected Areas of the World*. Gland, Switzerland.
- Miller, K.R. and S.M. Lanou 1995. *National Biodiversity Planning: Guidelines Based on Early Experiences Around the World*. WRI, UNEP, IUCN. 162 pp.
- United Nations Statistics Division 1994. *1994 per capita gross domestic product for African countries in US Dollars*. Economic Statistics Branch.

Programme des Nations Unies  
pour le développement



Développement mondial

37/PRO/301/ENV

14 janvier 1997

Monsieur le Coordinateur,

OBJET : Elaboration et planification de stratégies nationales de la biodiversité (requête pour une demande d'appui du Gouvernement de la République du Congo auprès du PNUD/GEF)

Je vous envoie sous ce pli copie de la lettre No 009/MTE-CAB du 10 janvier 1997 par laquelle S.E.M. Gabriel Matsiona, Ministre du Tourisme et de l'Environnement marque sa grande satisfaction quant aux résultats et effets induits de la mission de consultation effectuée par M. Mugangu du 19 au 21 décembre 1996.

Vous noterez que le Gouvernement s'engage résolument à n'épargner aucun effort pour que les conditions d'application de la convention sur la biodiversité au Congo soient favorables. Dans ce contexte, le soutien que votre Département prévoit d'apporter à la mobilisation des ressources financières indispensables à l'élaboration et à la planification de la stratégie nationale de la diversité est considéré comme déterminant par le Gouvernement.

Enfin, vous nous ferez connaître, à votre meilleure convenance, le calendrier des prochaines missions de supervision dans le cadre de cet appui.

Je vous prie d'agréer, Monsieur le Coordinateur, l'expression de mes sentiments les meilleurs.

Dominique AïtOuyahia McAdams  
Représentant Résident

Monsieur Philip Dobie  
Coordinateur  
Capacité 21 SEED/BPPS  
New York

CC : Dr John Hough/Dr Mugangu  
UNDP-GEF/BRA, New York.



MINISTERE DU TOURISME ET DE L'ENVIRONNEMENT

REPUBLIQUE DU CONGO  
Unité\*Travail\*Progrès

CABINET

009  
N°.....MTE-Cab.

Brazzaville, le 10 JAN. 1997

Le Ministre,

Ref. Convention sur la Biodiversité

Objet : Elaboration et Planification de Stratégies Nationales de la Biodiversité.

A Madame le Représentant Résident du PNUD en République du Congo.

BRAZZAVILLE

UNDP-BRAZZAVILLE	
DATE	DOSSIER
JAN 1997	PRO-304/ENV
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10/11	
UNEP	
WFP	
UNICEF	
UNFIC	
UNOM	
UNEP	

Madame le Représentant Résident,

Le Docteur MANGANGU a effectué une mission de consultation auprès du Ministère du Tourisme et de l'Environnement du 19 au 21 Décembre 1996 dans le cadre de l'application de la Convention Internationale sur la Diversité Biologique, particulièrement en ce qui concerne l'élaboration des Stratégies Nationales de la Diversité Biologique, ainsi qu'un Plan d'Action.

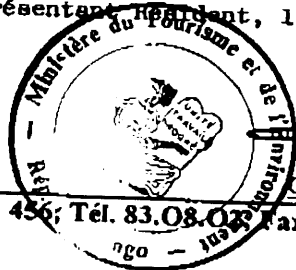
Je me rejouis personnellement des résultats et des effets induits de cette mission qui sont favorables à l'application de cette Convention Internationale.

C'est l'occasion de renouveler ici l'engagement du Gouvernement Congolais de relever les défis qu'impose l'application des conclusions de Rio de Janeiro pour le Développement Durable.

En conséquence, je sollicite votre bienveillance et je vous saurais gré de la diligence que vous voudriez bien faire auprès de l'Unité PNUD/FEG à New York pour obtenir en notre faveur des Fonds nécessaires à l'élaboration des Stratégies Nationales et de la Planification de la Biodiversité pour la République du Congo.

Pour assurer un suivi constant du projet, il serait souhaitable de désigner, (si cela est de règle au PNUD), le Docteur MANGANGOU pour nous aider à réaliser cet exercice national, en raison des contacts fructueux que nous avons eus lors de son séjour à Brazzaville.

Dans l'espoir de l'examen bienveillant de notre requête, veuillez agréer, Madame le Représentant Résident, l'expression de ma haute considération./-



Gabriel MATSIONA

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## TRANSACTION REPORT

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**United Nations Development Programme**  
GLOBAL ENVIRONMENT FACILITY



To: **Mr. Avani Vaish**  
GEF Secretariat, Washington, DC  
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20 February 1997

Pages: 1A - Total

From: **Dr. Eduardo Fuentes**  
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Subject: **Biodiversity Enabling Activity - Congo**

This is to acknowledge receipt of GEFSEC comments for Congo's Biodiversity enabling activity. We have carefully reviewed the comments, and the attached proposal has been revised as appropriate.

As stated on page 7, the project will be implemented with support from UNDP's Office of the Resident Representative in the Congo. As you know, unlike the World Bank, UNDP has a resident mission in the country, and the project will be followed daily by UNDP from Brazzaville and not from New York. UNDP's Country Office has a financial unit, which will ensure continued support to the project finances and accounts there.

For data repatriation, the stocktaking budget on page 6 has incorporated "documentation and miscellaneous" for \$5,000. During stocktaking a consultant will be hired to inventory and locate biodiversity data that do not exist in the Congo, and the consultant will devise a workable plan for information and data repatriation in the country. If the data cannot physically be moved from abroad, at least the related information will be available to successfully pursue the biodiversity strategic planning exercise. The French ORSTOM institution, which has a great deal of the Congo's biodiversity data, has already an established branch in the Congo, and it is unthinkable that they would