

UNITED NATIONS DEVELOPMENT PROGRAMME

Regional Bureau for Africa -
Global Environment Facility (GEF)

Preparatory Assistance Document

Country: Zaire

Project Title: Emergency Response to
the Refugee Driven
Biodiversity Crisis in
Zaire

Project Number: ZAI/94/G31/A/1G

Expected Duration of PA: 6 months

Starting Date of PA: 1 December, 1994

ACC/UNDP Sector: 200/201 Environment

UNDP (GEF) Inputs: \$US 250,000

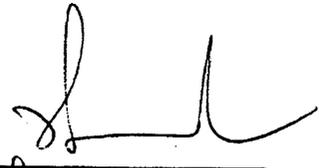
Source of Funds: Global Environment Facility (GEF)

Government Inputs: None

Executing Agency: OPS

UNDP and Cost Sharing Financing	
UNDP	
IPF	\$ 0
Other	\$226,000
Gvt or 3rd party	
cost-sharing	\$ 0
UNDP & cost sharing	
AOS	\$20,740
TOTAL:	\$246,740

Approved by: 
On behalf of UNDP:
Officer-in-charge, Division II
20 December 1994

Approved by: 
On behalf of OPS: Reinhart Helmke
Executive Director

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A. Background

Reports from eastern Zaire indicate that the refugee population of the Goma area - officially estimated at 850,000 - is having a significant and very negative impact on the environment, and particularly the Virunga National Park. The park is the primary source of fuelwood and construction wood for the refugee population. Surveys conducted by the UNHCR indicate that between 30,000 and 40,000 persons per day enter the park¹. Estimates for the rates of removal of wood from the park range from 550 m³ per day¹ through 8,000 m³ per day² up to 10,000 m³ per day³. Approximately 60% of the wood is green² and this proportion has been increasing over time. While the ecological impacts of removing firewood, charcoal, and poles from the interior of the forest are very different from clear cutting, a rate of removal of 10,000 m³ per day could be roughly translated into the equivalent of deforestation at a rate of perhaps 300 ha. per day. In addition to removing wood from the park, human and medical wastes have been dumped in the park - posing a real hazard of disease transmission to the primates of the park, and one camp (Mugunga) of around 7,000 people, is actually situated inside the park^{2,4}.

The Virunga National park is one of three most important remaining wild areas in the Western Rift Highlands of east-central Africa. Its forests are characterised by unusually high levels of species richness - over 1,958 species of plant and 200 species of mammal. Of the mammal species 23 are listed as threatened and the park supports approximately one third of the world's remaining population of mountain gorilla - estimated at 600. It is the only park in the world to be inhabited by both the mountain and the lowland gorilla, in addition to supporting a number of other endangered and rare primates. In recognition of its importance it was actually the first national park to be established in Africa in 1925 and was designated a World Heritage Site in 1977. UNESCO is currently in the process of adding the park to its list of World Heritage in Danger.

On November 10, 1994, in response to an appeal from the government of Zaire transmitted to UNDP through the President of the Zaire Nature Conservation Institute (IZCN), the Chief Executive Officer and Chairman of the Global Environment Facility (GEF) authorized in principle up to \$250,000 for emergency action to respond to the urgent and immediate threats to the biodiversity of the park.

B. Development Objective

¹. Craig Sanders, UNHCR Technical Team Leader. 3 November 1994

². Marc Languy, WWF. 31 October. 1994

³. A.K. Biswas quoted by A.M. Daillo, 25 October 1994

⁴. MANKOTO ma Mbaelele, IZCN. 7 August 1994

The objective of the initial GEF activity is to mitigate, in both the short and the medium term, the impacts of the refugee crisis on the biodiversity of the park.

C. Immediate Objective

The immediate objectives of this Preparatory Assistance are:

1. To identify immediate experimental and pilot mitigating activities to address the immediate day-to-day adverse effects of the refugee camps on the forest.
2. To initiate such pilot activities as appropriate, including the maintain essential park management activities (patrolling) in the Virunga's National Park.
3. To assist the UNHCR in identifying and conducting rapid Environmental Impact Assessments of alternative sites to which the refugee camps affecting the Virunga's National Park might be relocated.
4. To identify appropriate future support from the GEF.

D. Preparatory Assistance

1. Problem to be Addressed

This is detailed in section A of this document.

2. Formulation Strategy

Consultants will travel to Zaire and work closely with the existing informal consultative network of conservation and relief organisations in the Virunga's area, including the IZCN Virunga Park authorities, the UNHCR, other relief organisations and agencies, international conservation NGO's active in the area, refugee groups, and other persons and organisations as necessary in order to obtain the desired results. The consultants will remain in contact with the wider network of institutions involved in the Zaire environmental crisis in eastern and central Africa, and in Europe and the USA. The consultants will, as appropriate, recruit local counterparts from among the refugee community. Immediate pilot activities will be initiated directly by the consultants following consultation with UNDP headquarters, including the provision of bridging funds (between past UNESCO-WHS support and forthcoming European Commission support) to IZCN through the IGCP to enable the continuation of essential park management activities. The consultants will also make follow up recommendations for GEF support which will be combined into a project proposal. ||

3. Expected Results

The results of this Preparatory Assistance will be:

- (i) The identification and initiation of immediate experimental and pilot mitigating activities to be carried out, including the continuation of essential park management activities (patrolling) in the Virunga's National Park.
- (ii) Environmental Impact Assessments of alternative sites for the refugee camps.
- (iii) A proposal for future support to the Virunga's National Park from the GEF.

4. Prior or Ongoing Assistance

Currently a wide variety of different agencies and institutions are active in the Goma area. Under this Preparatory Assistance the exact activities of these will be identified and appropriate actions identified to complement them. Currently environmental (as opposed to humanitarian) efforts can be summarized as follows:

UNHCR

Have a full-time on-site environmental specialist in Goma. Are coordinating financial support for environmental actions from Geneva.

UNDP

Currently recruiting an environment coordinator to the on-site UNDP relief coordination office in Goma.

GTZ (German aid)

Providing park management support to Kahuzi-Biega National Park. Implementing a fuelwood-from-outside-the-immediate-vicinity delivery scheme for Bukavu and Goma camps. Operating a "fuel efficient stoves" programme in a number of camps.

EC (European Commission)

Supporting the GTZ fuelwood scheme. Also providing support to IZCN for law-enforcement operations.

UNESCO (World Heritage Convention Secretariat)

Providing interim financial support (through the International Gorilla Conservation Programme) to IZCN park staff in the Virunga's to enable them to patrol.

IGCP (International Gorilla Conservation Programme)

Transmitting external financial support from UNESCO to IZCN park staff on the ground.

Diane Fossey Gorilla Fund

Using remote sensing data to identify the refugee impacts on the forests.

WWF

Participating in the IGCP programme.

FFPS (Fauna and Flora Preservation Society)
Participating in the IGCP programme.

ARC (American Refugee Committee)
Operating a "fuel-efficient stoves" programme in some camps.

WCS (Wildlife Conservation Society)
Providing specialist scientific advice on forest conservation.

5. Expected Situation and the End of the Project

Pilot activities for reducing wood demand on the Virunga's National Park will have been established. Essential national park management activities will have been maintained. Environmental Impact Assessments of alternative refugee camp locations will have been conducted. A proposal for follow up work will have been submitted to the GEF.

6. Target Beneficiaries

The Rwandan refugees in the Zaire camps and the inhabitants of the Goma area will have access to energy and wood while causing minimal damage to the Virunga's National Park. The present and future beneficiaries of the biological resources of the Virunga's National Park will be assured of the long terms maintenance of these resources.

7. Special Considerations

The situation in eastern Zaire is extremely dynamic and the situation is changing daily. All consultant will be given significant latitude to work and act as necessary in order to achieve the objectives in a cooperative and efficient manner.

8. Reasons for UNDP Assistance

Assistance in mitigating the immediate impacts of the Rwandan refugees on the Virunga's National Park was requested by the government of Zaire and transmitted to UNDP through the President of the Zaire Nature Conservation Institute (IZCN). UNDP is one of three executing agencies of the Global Environment Facility (GEF). The GEF has a mandate to assist in the protection of the global environment and promote thereby environmentally sound and sustainable economic development. The project was approved by the Chief Executive Officer of the GEF in an exceptional action intended to protect the rich biological heritage of the Virunga's National Park in accordance with the GEF focal area of biological diversity. The project is entirely funded by the GEF. More importantly, pre-emptive action to mitigate some of the destruction will reduce the magnitude of the rehabilitation and

restoration required later. It may also serve to mobilize support from other donors to assist in some of the environmental aspects of the crisis.

9. Supervision during the Preparatory Assistance Phase

The Regional Bureau for Africa (RBA), OPS and the UNDP Resident Representative in Zaire will supervise the consultants to undertake the activities outlined under this Preparatory Assistance and ensure that the draft project document meets acceptable UNDP standards. As far as the implementation of the project itself is concerned, this Preparatory Assistance will determine the details of implementation and supervision.

10. UNDP Inputs

The total budget required for this Preparatory Assistance is US\$250,000. The source of funding is the UNDP-GEF. The resources are dedicated to the recruitment of the consultants and their international and national travel, per diems, local support and transport.

E. LEGAL CONTEXT

This project document shall be the instrument referred to as such in Art. 1 of the Standard Basic Agreement between the Government of Zaire and the United Nations Development Programme, signed by the parties on 27 May 1976.

F. Preparatory Assistance Budget

Please refer to the next page.

Preparatory Assistance Budget

BL	Description	Total	Total AOS	1995	AOS
10	Personnel				
11	International Consultants	206,000	18,540	206,000 (13mm)	18,540
19	Component Total	206,000	18,540	206,000	18,540
20	Subcontracts				
21	Support to IZCN Management	20,000	2,200	20,000	2,200
29	Component Total	20,000	2,200	20,000	2,200
90	Project Total	226,000	20,740	226,000	20,740
99	UNDP Contribution	226,000	20,740	226,000	20,740
	Total	246,740		246,740	

ANNEX I. DRAFT TERMS OF REFERENCE FOR CONSULTANTS

1. CONSULTANCY ON FOREST AND PARK MANAGEMENT (draft)

The consultants will work closely with the existing informal consultative network of conservation and relief organisations both in the Virunga's area, in eastern and central Africa, and in Europe and the USA.

Objective

The objective of the consultancy is to determine and implement immediate experimental pilot activities to mitigate the immediate day-to-day adverse effects of the current occupants of the Goma area on the forests of the Virunga National Park. The consultant will work closely with the IZCN Virunga Park authorities, the UNHCR, other relief organisations and agencies, international conservation NGO's active in the area, refugee groups, and other persons and organisations as necessary in order to obtain the desired results.

Specifically the consultant will:

1. Undertake a rapid survey and assessment of the extent, location, and nature of the wood demand on the forests of the Virunga National Park.
2. Identify alternative practicable sources of wood outside the park area and initiate pilot activities to encourage their use in preference to sources inside the park.
3. Identify and initiate activities to strengthen the capacity of IZCN to effectively manage the Virunga National Park.
4. To the extent that demand for wood continues to impinge on the national park, in collaboration with the IZCN Virunga Park authorities and the wood users themselves determine and implement pilot measures intended to lessen the ecological impacts of the wood demand on the biological diversity of the forest, bearing in mind both plant and animal life, and the regenerative processes of the system such that post crisis rehabilitation will be most facilitated. Such measures might include, but are not limited to, actions such as:
 - identification and redirection of foragers to areas where wood removal will have lesser impacts
 - identification and redirection of foragers to species, age classes, or types of wood whose removal will have least impact

- increasing the efficiency of wood harvesting efforts such as by encouraging cutting lower to the ground.

- introducing more efficient methods of conversion of wood to charcoal

5. Establish methods of monitoring the effectiveness of these experimental activities in mitigating adverse impacts on the forest.

Time Frame and Reporting

The consultant will work for an initial period of 3 weeks by the end of which time initial activities will have been identified and put in place and the consultant will provide a report detailing these, their apparent impact, together with other recommendations. Following review of this report the consultant may be re-engaged for a period of up to 3 months.

Logistics

UNDP will provide basic in-country back-up while the UNHCR will assist where possible in providing essential logistic support in the Goma area.

2. CONSULTANCY ON WOOD DEMAND (draft)

Objective

The objective of the consultancy is to determine and implement immediate experimental pilot activities to reduce the immediate day-to-day demands for forest products, in particular wood, in the Goma area. The consultant will work closely with the UNHCR, other relief organisations and agencies, international conservation NGO's active in the area, refugee groups, and other persons and organisations as necessary in order to obtain the desired results.

Specifically the consultant will:

1. Undertake a rapid survey and assessment of the nature of the demand for forest products, in particular wood.
2. Identify opportunities for support of existing activities intended to reduce wood demand and identify and implement new pilot measures intended to lessen the wood demand. Such measures might include, but are not limited to, actions such as:
 - support to efforts to introduce energy efficient stoves and other efficiencies in burning practises
 - identification and establishment of supplies of alternative sources of fuelwood or charcoal, such as transport from more distant areas as is being carried out by GTZ in the Kahuzi-Biega area
 - introduction of other alternative energy sources including parafin (kerosine/petrole)
3. Establish methods of monitoring the effectiveness of these experimental activities in reducing overall demand for forest products, particularly wood.

Time Frame and Reporting

The consultant will work for an initial period of 3 weeks by the end of which time initial activities will have been identified and put in place and the consultant will provide a report detailing these, their apparant impact, together with other recommendations. Following review of this report the consultant may be re-engaged for a period of up to 3 months.

Logistics

UNDP will provide basic in-country back-up while the UNHCR will provide essential logistic support in the Goma area.

3. ENVIRONMENTAL ASSESSMENT OF ALTERNATIVE CAMP SITES (draft)

Objective

The objective of the consultancy is to conduct environmental impact assessments of alternative sites to which the existing refugee camps might be relocated in order to facilitate and encourage the relocation of the existing camps away from the Virunga's National Park, and other important biodiversity sites such as the Kahuzi Biega National Park.

The consultant team will consist of both international experts and local refugee representatives, together with other representatives as appropriate. The team will work closely with the UNHCR, other relief organisations and agencies, international NGO's active in the area, refugee groups, and other persons and organisations as necessary in order to obtain the desired results.

Specifically the consultant team will:

1. Identify the social, political and economic constraints affecting camp relocation.
2. Identify possible alternative sites for relocation in the region.
3. Undertake rapid participatory Environmental Impact Assessments of alternative sites and clearly lay out the social and environmental advantages and disadvantages of each site from a relocation perspective.

Composition of Consultancy Team

- 1 International expert in relief situations, probably a planner knowledgeable about the logistical, social, political and economic aspects of refugee camps.
- 1 International expert in water and soil conservation.
- 1 International expert in forestry and energy.
- 3 Refugee technical counterparts who are also legitimate representatives of the refugee communities (to be identified on site by the international consultants in association with refugee organisations and the UNHCR).

Time Frame and Reporting

The consultant team will work for 2 months starting in January 1995.

Logistics

UNDP will provide basic in-country back-up while the UNHCR will provide essential logistic support in the Goma area.