



Global Environment Facility

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MEMORANDUM

DATE: October 16, 1998

TO: Mohamed T. El-Ashry, CEO & Chairman

FROM: Alfred M. Duda, Team Leader

PHONE: (202) 473-1077

SUBJECT: *Outcome of Technical Review of the Medium Sized Project Proposal Submitted by the World Bank*

1. The technical review of the medium sized project proposal entitled *REPUBLIC OF CROATIA: Kopacki Rit Wetlands Management Project* was completed following procedures for medium sized projects. Such review included consideration of comments from the GEF Secretariat. No comments were received from the Implementing Agencies. All outstanding issues have been resolved at this point and the project is recommended for CEO approval.
2. The Kopacki Rit Wetlands have been identified to be of highest priority in the draft National Biodiversity Strategy and Action Plan. These wetlands are also a Ramsar site. In addition to the globally significant bird diversity, the reserve provides habitat for some rare mammal species, fish and reptiles. This Reserve area, hitherto the war, had been protected by virtue of its inaccessibility. With the cessation of the war the Government has formulated a comprehensive reconstruction program aimed at reestablishing the region's agricultural base. Recognizing, however, the importance of this Reserve, the Government has earmarked a loan of \$ 1 million to mitigate these threats. In addition to securing co-financing, the institutional framework and the Authority to manage and operate the Reserve has been formalized.

3. GEF funding will allow for an expanded program and for the global benefits to be realized more effectively. Project outputs include the preparation and implementation of a protection and management plan for the Reserve, a monitoring program, rehabilitation of infrastructure, procurement of equipment and training to enable the newly established Management Authority to protect and sustainably manage the reserve.
4. GEF would continue to seek assurance from the World Bank that postwar construction issues be sufficiently addressed through the monitoring program of the project, which would include the social issues.

Cleared and cc: King, Assistant CEO

cc: Messers. L. Vidaeus (World Bank); R. Asenjo (UNDP); A. Djoghlaif (UNEP); Hamdallah b. Zedan (CBD); M. Gadgil (STAP); Team leaders; M. Ramos, Herbert Acquay; K. Kumari, R. de Mesa; GEF Files.

MEDIUM SIZED PROJECT BRIEF

Project Summary

Project Identifiers.

1. **Project Name:** Kopacki Rit Wetlands Management Project.
2. **GEF Implementing Agency:** World Bank
3. **Country:** Republic of Croatia.
4. **Country eligibility:** CBD ratification
5. **GEF focal areas:** Biodiversity
6. **Operational program/Short term measure:** Coastal, marine and fresh water ecosystems.

7. **Project linkage to national priorities, action plans and programs:** The Project is based on the draft National Biodiversity Strategy/Action Plan. It identifies Kopacki Rit as one of the centers of Croatian biodiversity and the project activities as the highest priority for improving the protection and management of this threatened ecosystem. The Project is an integral part of the Government of Croatia's comprehensive program for the reconstruction of Eastern Slavonia, Baranja, and Western Srijem, which includes the project area

8. **GEF national operational focal point and date of country endorsement:** Mrs. Kornelija Pintaric, State Directorate for the Protection of Nature and Environment. Date of endorsement: June 17, 1998.

9. **Project Objectives and Activities:** The key objective of the Project is to conserve and sustainably use globally significant biodiversity of the Kopacki Rit Wetlands, a highly threatened regional and global ecosystem.

Indicator(s):

- Numbers of breeding and hunted species stabilized or increasing.
- Strategy/mechanism for financing the operating and capital costs of the Kopacki Rit Management Authority (the Management Authority) established.

10. Project outcomes:

- The Management Authority and the Kopacki Rit Nature Reserve (the Reserve) fully operational.
- Strategy/mechanism for financing the operating and capital costs of the Management Authority developed.
- Management plan for the Reserve prepared and implementation initiated.
- Eco-tourism increased.
- Involvement of local communities and NGO's in the management and protection of the Reserve increased.
- Buffer-zone established.
- Ecological and Socio-Economic Monitoring system to guide policy decision established.

Indicators:

- Management Authority fully staffed and professional development program for staff initiated.
- Rehabilitation of the infrastructure at the Reserve completed and equipment required for its protection and management procured.
- Management plan for the Reserve reviewed and endorsed by all stakeholders, including local community, NGOs and the Government.
- Consultation and outreach programs, including publications and audiovisual materials developed.
- Status of the buffer zone gazetted and land use plan for it adopted.
- Data bases for Ecological and Socio-Economic monitoring developed.

11. Project activities to achieve outcomes

Planning.

- Capacity Building.
Rehabilitation of infrastructure and equipment procurement.
Development of data bases and monitoring systems.
- Outreach

12. Estimated budget (in US\$ 000):

GEF:	\$750,000
World Bank	\$1,000,000
WWF/Euronatur	\$50,000
Government	\$50,000
TOTAL	\$1,850,000

13. Information on project proposer: The Management Authority was established in June 1998 by the State Directorate for the Protection of Nature and Environment, Ministry of Culture and Environment. Located in the town of Osijek, close to the Reserve, the Management Authority has been assigned the responsibility for the management and operations of the Reserve, which itself was given a permanent status as a Public Institution in October 1997. The members of the Authority include a biology professor at the university of Osijek (chairman), an American trained wetland ecologist, the mayor of the village adjacent to the Reserve, and representatives of the local community, Ministry of Agriculture and the Directorate. The Authority will be responsible for implementing the project.

14. Information on executing agency (if different from project proposer): N/A.

15. Date of submission of project concept: July 1998.

16. Project identification number: HRPE 48983

17. Implementing Agency contact person: Jan C. Post Tel (202) 473-3400; E-mail Jpost@worldbank.org and Mahesh Sharma
Tel (202) 473-2296; E-mail Msharma1@worldbank.org

18. Project linkage to Implementing Agency program(s): The Project is consistent with OP 4.04 – Natural Habitats and is an integral part of the Bank’s ongoing Reconstruction Project for Eastern Slavonia, Baranja and Western Srijem. The loan made in support of that operation provides US\$1.0 million in co-financing for the Project.

PROJECT DESCRIPTION

Project Rationale and Objectives.

19. *Background:* The floodplains of the European rivers have almost all been altered by man, primarily because of the construction of dikes and dams for flood protection and power generation and conversion of fertile alluvial plains for agriculture and pasture. As a result, natural floodplains - where life depends upon and organisms are adapted to the dynamics of periodic inundation – are among the most threatened ecosystems in Europe. The characteristic biodiversity of these riverine floodplains has either largely vanished, such as the Corn Crake (*Crex crex*) and the Black Stork (*Ciconia nigra*), or has been pushed out to less suitable habitats, like the red deer. A notable exception to this are the Kopacki Rit Wetlands, in Eastern Croatia, which have remained largely undisturbed.

20. The Kopacki Rit Wetlands are bordered on the east by the Danube River, on the South by Drava River and on the west by a dike which separates the wetlands from the agricultural lands of Baranja. Covering an area of about 17,700 hectares, the Kopacki Rit Wetlands are divided into two zones: the northern zone (10,700 ha) and the southern zone (7,000 ha). The former was a hunting ground initially of the Habsburg monarchy and, until the outbreak of hostilities in 1991, of the communist regime in Belgrade, and the latter has been a Special Zoological Reserve, (the Reserve) since 1976.

21. Recognized for its regionally and globally significant biodiversity, the Reserve was declared a Ramsar site on June 26, 1996. In fact, it surpasses one of the Ramsar norms (that it harbors at any one time at least 1% of the flyway population of a certain bird species) for at least ten species. Typical species of the Reserve include: 30 pairs of the endangered European Black Stork; 20 breeding pairs of White-Tailed Sea Eagle; about 400 pairs of Night Herons; Squacco Herons; a fairly stable population of several hundred pairs of endangered and rapidly disappearing Ferruginous Duck and Whiskered Terns; about 5 pairs of Saker Falcon; 40 pairs of Little Egrets; hundreds of Spoonbills during migration; and tens of thousands of Bean Geese. The reserve also is a habitat for rare mammal species such as the Otter, Wild Cat, Pine Marten and the Bilch. In addition, forty four species of fish and ten species of reptiles, including the endangered European Marsh Turtle, occur in the marshes and lakes.

22. Largely because of the Balkan war, since 1991, the Reserve has been virtually inaccessible. As a result, the wildlife has fared reasonably well, despite a total lack of protection and management. Also, as the drainage pumps were destroyed, a large tract of arable land bordering the reserve has reverted to marshland. These beneficial effects notwithstanding, the infrastructure of the Reserve has markedly deteriorated, villages adjacent to the reserve were heavily damaged or destroyed and most of the population of the region had fled.

23. *Current Situation:* In mid January 1998 a two year period of administration of the war zone (Eastern Slavonia, Baranja and Western Srijem) by the United Nations ended and full executive authority over the area was transferred to the Government of Croatia. As a first step toward expediting the rehabilitation of the war zone, the Government formulated a comprehensive

reconstruction program aimed at reestablishing the region's agricultural base, its mainstay before the war, to encourage the return of refugees and displaced persons. It involves rebuilding the damaged infrastructure - including repair and reconstruction of housing, flood control and drainage networks, water and wastewater systems, power networks, health and education facilities - and the clearing land mines. In support of the program, the Bank has made a loan to the Government for a Reconstruction Project for Eastern Slavonia, Baranja and Western Srijem. It finances, inter alia, key priority investments that cannot be postponed and for which resources from alternative sources cannot be mobilized. These include rebuilding the damaged flood control and drainage networks, pumping stations, water and wastewater systems and clearing of mines.

24. At the time the reconstruction program was formulated, the Government was aware of the fact that the program posed threats to the Reserve, which had been identified by the draft National Biodiversity Strategy/Action Plan as one of the country's priority areas for conservation. The threats arising from the resumption of agriculture include uncontrolled access to land and discharge of nutrient load into the wetlands and the Danube and the Drava rivers. Likewise, the return of refugees (though not all original inhabitants are expected to return) and the disruption of trade with Serbia (the main market for fish) would create pressures for converting fish ponds adjacent to the Reserve that are an important feeding ground for fish eating birds. Equally important in this regard was the recognition that the socio-economic vacuum created by the war brought with it opportunities for improving the Reserve, through the designation of land that had reverted to marshland as a buffer zone to separate the Reserve from the agricultural land on the west. The buffer zone itself could be used for regulated hunting and grazing, with the fees becoming an added source of financing for the sustainable protection and management of the Reserve. To mitigate the threats and avail of the opportunities created, the Government requested and the Bank agreed to earmark US\$1.0 million of the Loan for the Reconstruction Project, as co-financing for the Project, which has been prepared with technical inputs from Euronatur, an international NGO, and in consultation with local authorities and the relevant ministries.

25. In addition to securing co-financing, the Government has created under the Bank loan the institutional framework required to expedite the implementation of the Project. The national authority responsible for environmental management has been reorganized as the State Directorate for the Protection of Nature and Environment and a new Director appointed. The Reserve which was initially established as a provisional agency was given a permanent status as a Public Institution in October 1997. The Authority to manage and operate the Reserve also has been established. It is chaired by a biology professor from the University of Osijek and includes the Mayor of Bilje, the most important village in the project area, a forester, a representative of the Ministry of Agriculture and a foreign-trained wetland ecologist. According to the statutes of the Reserve, the Authority is empowered to levy and collect fees. Also, a Steering Committee, comprising representatives of Ministry of Agriculture and Forestry, the Management Authority and the local county, has been constituted to ensure that the preparation and implementation of the management plan for the nature reserve is fully coordinated with the land-use plans.

Expected Project Outcomes:

26. At the end of the Project the following outputs are expected:

- Management Authority and the Reserve fully operational.
- Mechanism for financing the operating and capital costs of the Authority developed.
- Management plan for the Reserve prepared and implementation initiated.
- Eco-tourism increased.
- Involvement of local communities and NGO's in the management and protection of KRNP increased.
- Buffer-zone established.
- Ecological and Socio-Economic monitoring system to guide policy decisions operational.

Activities and Financial input.

27. In order to achieve the Project objectives the following activities will be implemented:

- *Planning* – This will involve the preparation and implementation of a management plan for the Reserve. It would cover: (a) ecological assessments; (b) mapping; (c) zoning the Reserve and identifying measures for the management and protection of each zone; (d) preparation of a long-term staffing and professional development and training program for the Management Authority; and (e) developing and implementing financial mechanisms for generating revenues for the Management Authority (US\$380,000).
- *Capacity Building* – Key staff and specialists responsible for the management of the Reserve will receive training in-country and on-the-job in protected areas and natural resource management. Professional development and training of administrative staff will include principals and practices of national park administration. Field staff will be trained in patrolling, enforcement and monitoring. In addition, provision also has been made under the Project for the participation of selected professionals in regional/international conferences and seminars on protected area and natural resource management (US\$110,000).
- *Rehabilitation of Infrastructure and Provision of Equipment* – As much of the infrastructure of the Reserve as either been destroyed or extensively damaged, provision has been made under the Project for its rehabilitation (including visitor centers, trails, fishponds, blinds, marking boundaries, etc.) and for boats and vehicles needed for the protection and management of the Reserve.

In addition, provision has also been made for refurbishing the Management Authority's offices and equipment needed for day-to-day operations and management US\$1.13 million).

- *Ecological and Socio-Economic Monitoring* - To guide policy decisions, the Project provides resources for surveys on: (a) population of birds, deer and wild boar, vegetation and water quality at representative sites, as defined in the management plan; and (b) the impacts of the Project on the local population and of the subsistence and economic activities on biodiversity (US\$150,000).
- *Outreach* - Under the Project provision has been made for strengthening the capacity of community groups and Friends of Kopacki Rit, a local NGO, in protected area operations and management through structured training professional development and training programs in areas such as office and business planning skills, fund raising, etc. A cost effective communication strategy will also be developed and implemented for disseminating information locally and regionally (US\$80,000).

28. The activities to be implemented under the Project have been deemed by the draft National Biodiversity Strategy/Action Plan to be of the highest priority for improving the management and protection of Kopacki Rit Wetlands, a highly threatened regionally and globally significant ecosystem. To minimize the impact of agricultural development, the preparation and implementation of the management plan for the Reserve will be fully coordinated with the land use plan under the supervision of the Steering Committee. Returning refugees who settle along the boundaries of the reserve in particular and the local communities in general will be consulted on key aspects of management and protection, including the preparation of the management and land use plans. A social and economic monitoring system to be established under the Project would provide critical inputs for policy decisions relating to the impacts on the local population.

29. As the Reserve is part of the WWF's Green Danube program, there are ample opportunities for regional cooperation and training with other WWF projects. Plans already exist for an exchange with villages in Hungary in similar environmental settings that have successful ecotourism programs. Such exchanges will be supported under the Project.

Sustainability and Risk Assessment

30. The sustainability of the Project depends critically on two factors. **First**, Management Authority's financial requirements for the operation and maintenance of the Reserve are fully met. Before the war about 20,000 tourists visited the Reserve annually and the fee for a license to hunt a single deer amounted to DM 4,000. The revenues to be generated from fees for ecotourism and hunting, together with the fact that the salaries of the Management Authority's staff would be met through the Government budget, given the Reserve has been designated a public institution, provide sufficient assurance that the Project will be financially sustainable. In this

regard the Government's overall commitment to the sustainable protection and management of the Reserve is critical. This is underscored by the fact that, unlike many governments the world over who rely primarily on grant's from the international community for environmental programs, the Government of Croatia secured reimbursable funds in cofinancing for the implementation of the Project. Thus providing added comfort that in the unlikely event the resumption of eco-tourism and regulated hunting is slower than envisaged, the Government would take the necessary measure to avoid putting the Project in jeopardy.

31. **Second**, local community fully participates in the implementation of and shares the benefits generated by the Project. Provision has been made under the operation for participation of the local community, including the local NGO, throughout the life of the Project, from the preparation of the management and land use plans to their implementation. In addition, the resumption of tourism is likely to spawn small businesses, which will create for the local community alternative income generating opportunities.

32. As for the risks, these arise primarily from (a) failure to establish an adequate revenue generating system and the risk that revenues will be used to finance activities elsewhere and (b) inadequate cooperation between the Croatian Water Management Enterprise, (the borrower of about half of the project funds and responsible for the establishment of the Project Implementation Unit (PIU) that does procurement) and the Management Authority. Overall, these risks are deemed small. Awareness of the importance of Kopacki Rit is high and staff of the State Directorate for Protection of Nature and Environment and the Management Authority is highly motivated. Also, as the Water Management Enterprise has experience in implementing Bank financed operations, the basic conditions to make the project a success are in place. Also, the Ministry of Agriculture has reiterated its commitment to fully collaborate in planning and integrated pest management to reduce agrochemical discharge in the Baranja as well as in the establishment of the buffer zone.

Stakeholder Involvement and Social Assessment

33. Most members of the Authority have been involved, to varying degrees, in the protection of Kopacki Rit Wetlands in the past and have substantially contributed to the preparation of the Project together with the Directorate for Environment, Euronatur and WWF - international NGOs. The Friends of the Kopacki Rit – a local NGO, that has worked with Euronatur and WWF also were consulted. Other stakeholders are the people of Bilje, a village bordering the Reserve. The villagers were consulted, but only indirectly through their elected officials – the Mayor and another inhabitant of the village, both members of the Management Authority. Not surprisingly, the villagers interest in Project, to a large extent, stems from the alternative income generating opportunities created by the protection of the Reserve, especially through ecotourism.

34. As noted earlier, because of the Balkan War the region was virtually inaccessible and most of the inhabitants had fled. At the time the project was being prepared, it was not possible to undertake a social assessment. However, the original inhabitants have started to return, albeit in small numbers. This attests to the need for actions on two fronts. One, having in place a management structure conducive to promoting conservation and sustainable use of the

biodiversity. Two, socio-economic monitoring to provide policy makers the inputs needed to ensure that the local population fully benefits from the Project, a key to its sustainability. Provision has been made under the operation for both, making the Management Authority fully functional and socio-economic monitoring.

Incremental Cost Assessment.

35. The Government is currently finalizing the National Biodiversity Strategy/Action Plan, which involves a multi-pronged approach to protected area management, including funding for park officials and site management. However, because of shortfall in resources arising from the financing requirements of reconstruction program the Government would be unable to rehabilitate the infrastructure of the reserve and put in place the necessary mechanisms required for the protection and management of the Reserve over the short to medium term. As a result, the opportunity to mitigate the threats arising from the resumption of agriculture and return of the refugees may be lost, with their attendant consequences for the conservation and sustainable use of regionally and globally significant biodiversity.

36. Under the GEF alternative, an expanded program would be implemented focusing on alternatives that generate global benefits. These include the preparation and implementation of a protection and management plan for the Reserve, a monitoring program, rehabilitation of infrastructure, procurement of equipment and training to enable the newly established Management Authority to protect and sustainably manage the reserve. Ecological and socio-economic monitoring will guide policy decisions on the impacts of subsistence and economic activities on biodiversity and of conservation on the livelihoods of the local population. Awareness raising campaigns and alternative income generating opportunities through ecotourism, also would contribute to the sustainable use of globally significant biodiversity.

37. The total cost of the GEF Alternative is US\$1.85 million and the incremental cost for which GEF assistance is requested is US\$750,000. This assistance has already mobilized about US\$1.0 million in cofinancing from the Bank and from WWF and Euronatur, who

Incremental Cost Matrix

	<u>Baseline</u>	<u>Alternative</u>	<u>Increment</u> <u>(Alternative - Baseline)</u>
Global Environmental Benefits	--	750,000	750,000
Domestic Benefits	1,100,000	1,100,000	---
Costs	1,100,000	1,850,000	750,000

are expected to make an in-kind contribution of about US\$50,000 in the form of technical assistance for planning and outreach related activities.

Budget.

**Estimated Costs by Activity
(US \$ 000)**

	GoC	IBRD	WWF/ Euronatur	GEF	Total
1. Planning	---	---	30	350	380
2. Capacity Building	20	---	--	90	110
3. Infrastructure Rehabilitation & Equipment	30	900	--	200	1,130
4. Ecological and Socio- Economic Monitoring	--	100	--	50	150
5. Outreach	---	---	20	60	80
TOTAL	50	1,000	50	750	1,850

**GEF Budget by Expenditure Category
(US\$ 000)**

Goods	100.0
Works	180.0
Services	400.0
Administration	70.0
Total	750.0

Project Implementation Plan.

38. The project will be implemented by the Management Authority established in Osijek, close to the Kopački Rit Nature Park, under the Directorate for Nature and Environmental Protection, Ministry of Environment and Culture. It will be responsible for the preparation of the management plan, the monitoring program, execution of works, training and outreach. The Management Authority also will prepare the terms of reference (TOR) and technical specifications for consultants and equipment, respectively. Actual procurement will be the responsibility of the Project Implementation Unit of the Croatian Water Management Enterprise. The preparation of the management plan will be supervised by the Steering Committee to ensure that it is fully coordinated with the land use plans.

39. At the local level, the Management Authority will organize meetings and workshops to consult with and increase the awareness of the villagers about biodiversity conservation in general and the project in particular.

40. Procurement of goods and services will follow the World Bank guidelines.

41. *Project Implementation Schedule:* The Project will be implemented over a period of 52 months as detailed below:

<u>Project Activities</u>	<u>Months</u>									
	6	12	18	24	30	36	42	48	52	
1. Management Plan Preparation	I	-----	I							
Implementation			I	-----	I					
2. Capacity Building	I	-----	I							
3. Infrastructure Rehab.			I	-----	I					
4. Equipment					I	-----	I			
5. Outreach	I	-----	I							

Public Involvement Plan

42. *Stakeholders:* Aside from the GEF, the World Bank and W.W.F., the key stakeholders in the project are: (a) the government who has a stake in the economic development of the region and the protection of the county's biodiversity; (b) project executing agencies, and local and international NGO's who have a special interest in nature protection; and (c) the local community which has a lot to gain by diversifying its agriculture based economy with ecotourism.

43. *Information Dissemination and Consultation:* During preparation meetings and consultations were held with the Directorate for Nature and Environmental Protection, the Management Authority, Euronatur and W.W.F. (international NGO's), Friends of Kopacki Rit (a local NGO), the Mayor of Bilje, the Ministry of Agriculture, Finance and the Croatian Water Management Enterprise.

44. After the start of the project, meetings will be held with the local people and two workshops are planned for all stakeholders. Continuous consultation and cooperation with the local population will be an essential component ensuring success of the project. Training will be provided for the reserve guards and for the members of the Management Authority.

45. *Social and participation issues:* The meetings with local villagers will provide an input into the management plan concerning traditional user rights such as hunting, fishing and wood and reed gathering. These issues will be taken into account in the drafting of the management plan. It is anticipated however that considerable changes occurred compared to the pre-war situation as much of the population has fled the area and newcomers will be flocking in.

Monitoring and Evaluation.

46. Monitoring of the project will be undertaken by the Management Authority with the help of consultants. Water quality monitoring of the agricultural drainage water evacuated through the reserve, will be subcontracted to the National Institute of Health. Monitoring will be incorporated in the management plan.

Project Checklist

Project Activity Categories

Biodiversity:	X
Prot. Area zoning/mgt:	X
Buffer zone development:	X
Inventory/monitoring:	X
Ecotourism:	X
Agro-biodiversity:	-
Trust Funds:	-
Benefit - sharing:	X

Technical Categories

Institution building:	X
Investments:	X
Policy advice:	X
Targeted research:	X
Technology transfer:	-
Awareness/information/ training:	X

**REPUBLIC OF CROATIA**STATE DIRECTORATE FOR THE PROTECTION
OF NATURE AND ENVIRONMENT

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Zagreb, June 17, 1998.

WORLD BANK
Mr. Jan C. Post
Senior Ecologist
Task manager.
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Re: Protection and management of the Kopački Rit Nature Park project proposal

Dear Mr. Post

The State Directorate for the Protection of Nature and Environment of the Republic of Croatia is pleased to request the assistance of the Global Environment Facility for a project to protect and sustainably manage the Kopački Rit wetlands.

These wetlands are among Croatia's top _____ for the conservation of biodiversity and have been recognized as being of international importance under the Ramsar Convention. Eventual GEF funding for the project will be in addition to financing for Kopački Rit by a loan from the World Bank as part of the Eastern Slavonia Reconstruction Project.

In my capacity as the GEF Operational Focal Point, I am pleased to endorse the above mentioned project proposal on behalf of my Government for submission to the GEF Secretariat.

Yours sincerely

GEF Operational focal Point


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