

Request for PDF Block B Funds
Guinea Bissau: Coastal and Biodiversity Management Program

Country:	Guinea Bissau
Requesting Agency:	World Bank
Eligibility:	IDA Eligible; Ratified Biodiversity Convention 10/27/95
Project Cost:	
Tentative Financing Plan:	US\$ 3 million GEF US\$ 250,000 Government of Guinea Bissau US\$ 2 million co-financed (potentially Dutch and EU)
PDF Block B Funds Requested:	US\$ 350,000
PDF Co-financing:	\$ 60,000 World Bank \$ 65,000 Dutch \$ 40,000 Swiss \$ 110,000 EU \$ 40,000 UNDP Government of Guinea Bissau (in kind)
Block A or B Awarded:	No

Summary of Project Objectives and Description

1. **Background.** Guinea-Bissau's coastal resources are among the most important in Africa and include a complex mosaic of globally-significant and regionally representative mangrove and coastal plain habitats. These habitats are critical to the survival of commercially valuable and environmentally unique species. Although data on the current status of biodiversity in Guinea-Bissau is poor, the extensive coastal and estuarine mangroves, inter-tidal mudflats and coastal wetlands are known to support endangered fauna, including regionally significant stocks of all 5 species of marine turtles and the largest West African population of manatees. In addition, the rare sea going hippopotamus, 3 species of crocodiles, significant and threatened shark populations, and marine mammals such as humpback and bottlenose dolphins are also found in this region. The extensive coastal wetlands and mudflats also provide important wintering grounds for migratory birds, including Lagoa de Cufada and Rio Combal, a Ramsar Site, and the Bijagos Archipelago, classified as a Biosphere Reserve by UNESCO in 1996, which houses the second most important West African wintering ground for Palearctic shorebirds and breeding waterbirds.

2. Despite data limitations, it is believed that Guinea Bissau's biodiversity is, for the most part, in relatively good condition. Nevertheless, it is clear that these biological resources are coming under increasing pressure from rural populations. Some 65% of the population resides in coastal areas, and it is here that most economic activity is

concentrated. Subsistence activities with direct impact on coastal ecosystems include agricultural conversion to rice paddies, artisanal fishing, and harvesting of timber from mangroves and terrestrial forests for charcoal production and fish smoking. These activities are not maximizing the value-added potentially associated with the use of these resources. The risks of biodiversity loss to these and other pressures is greatly magnified by the weak national capacity, both human and financial, to manage the use of these globally significant habitats and species. These problems are worsened by an inadequate legal and institutional framework, a lack of skilled human resources generally, and poor access to information, including no biodiversity monitoring and an underdeveloped communications infrastructure, which leads to poor coordination. The problems are exacerbated further by the fact that although these habitats have significant economic value, some of the more immediate economic returns linked to conservation of this unique complex of ecosystems accrue to other countries (e.g., neighboring country fisheries) and in consequence the current incentives, in the face of competing national demands, to the Government to strengthen its environmental management capacity are weak.

3. Several donors, including UNDP, EU and the Dutch, Portuguese, Swiss and French bilateral agencies, are involved in the environmental arena, including in the preparation of a National Environmental Action Plan; a Biodiversity Strategy; basic environmental legislation, including environmental assessment regulations; and training for environmental assessment. In particular, there are a number of independent and parallel initiatives related to parks and protected areas. However, the current lack of a comprehensive framework and coordination mechanisms makes it difficult to tackle the underlying causes and threats to this rich complex of coastal ecosystems.

4. **Objectives.** Designed to complement existing initiatives, the proposed program aims at establishing an enabling environment for biodiversity management and identifying and piloting incentive mechanisms for promoting conservation and sustainable use of biodiversity. More specifically, the project will:

- a) establish an adequate legal and institutional framework for conservation and sustainable use of biodiversity in Guinea Bissau;
- b) strengthen the technical capacity for managing information on and monitoring of biodiversity;
- c) develop and replicate community-based management models for the conservation and sustainable use of biological resources; and
- d) establish a comprehensive framework for the management of protected areas, threatened ecosystems and species.

5. **Project Description.** The project will take a two-pronged approach, focusing on

creating an enabling environment for biodiversity management, while supporting pilot initiatives at the grassroots level. It will include:

- a) Review of the legal and institutional framework for biodiversity management, and preparation of the basic law on biodiversity, regulating: (i) the conservation of ecosystems, species and genetic resources; (ii) the research, trade, export and sustainable use of biological resources; and (iii) the user rights and intellectual property rights over those resources;
- b) Establishment of an environmental information system for biodiversity management, and monitoring;
- c) Implementation of at least two pilot programs creating incentives for communities for ecosystem conservation in and around protected areas through ensuring opportunities for adequate productive activities and including development of new products of high aggregated value based on the sustainable use of biological resources; potential areas to be considered include the Cantanhez forest, the Bijagos Archipelago, and the Cacheu wetlands.
- d) Establishment of a financing facility for community-based micro-projects for environmental conservation and sustainable use of biodiversity; the alternative of using the administrative structure of the Social Action Fund, jointly with the Dutch cooperation, to manage the financing of environmental micro-projects is under consideration;
- e) Establishment of a research and development fund for biodiversity conservation and sustainable use;
- f) Establishment of the national system for the management of protected areas and threatened ecosystems and species; and
- g) Implementation of pilot programs for conservation of selected threatened species.

6. **Scope.** The Government of Guinea Bissau (GOGB) intends to fast-track the preparation of this program, aiming at starting its implementation in early 1999. A partnership has been established between the Ministry of Rural Development, Natural Resources and Environment and IUCN - Guinea Bissau, who will lead the program preparation and implementation, collaborating with the Ministry of Fisheries, other governmental agencies, NGOs and local institutions.

7. The program will adopt an evolutionary approach, emphasizing an active involvement of the various stakeholders in both its formulation and implementation. The approach will be designed to allow considerable flexibility and responsiveness to priorities which might emerge during implementation. With this in mind, the scope of the preparation activities has been designed such that preparation focuses on establishing the feasibility of the proposed program components coupled with establishing clear implementation arrangements, defining overarching goals and benchmarks and defining the initial activities of each component for the first year.

8. Subsequent years' activities would be fully developed on the basis of annual implementation reviews, with the participation of key stakeholders. The reviews would be used to determine both the content and the rate of expansion of program components in the coming year.

9. Additionally, the scope of preparation will include exploration of the various possibilities for co-financing and donor coordination in the environmental arena. For example, the possibility of using the administrative structure of the Social Action Fund, jointly with the Dutch cooperation, to manage the financing of environmental micro-projects will be investigated.

10. The principal preparation tasks for each component, their scope and estimated costs are presented in Table 1.

11. **Eligibility.** The proposed program is consistent with the GEF'S Operational Program 2 on Coastal, Marine and Freshwater Ecosystems, which particularly emphasizes *in situ* measures that promote long-term protection and sustainable use. Furthermore, it fits well with the guidance provided by the Second and Third Conference of the Parties to the Convention on Biological Diversity. The former calls for an increased emphasis on coastal and marine biodiversity. The latter signals an increasing interest in exploring incentives for biodiversity conservation and sustainable use; for example, identifying and piloting social, legal, policy and institutional incentive measures, removal of barriers to commercial practices, and identification of alternative livelihood activities based on traditional knowledge and providing appropriate benefit sharing. Guinea Bissau ratified the Convention on Biological Diversity on October 27, 1995.

12. The proposed program is also fully in line with national priorities as identified in the 1994 National Coastal Management Plan for Guinea Bissau and the preliminary results of the National Biodiversity Strategy and National Environmental Action Plan, both of which are currently under preparation. Furthermore, the program will form an essential element of the IUCN-led regional coastal zone management initiative.

13. **National Level Support.** National commitment to addressing coastal zone issues in general is high. A well defined National Coastal Management Plan prepared in partnership between the Government and IUCN was prepared in 1994.

14. More specifically, support for the proposed GEF co-financed program is also high. The proposed program addresses immediate national priorities and its definition is the product of (a) the above-mentioned National Coastal Management Plan; (b) a participatory workshop, involving government agencies, scientific community, and national and international NGOs; and (c) a more detailed follow-up identification process. At the central level: the Ministry for Agriculture and Rural Development and the Ministry of Fisheries are both actively involved in program preparation; the Ministry of Finance and the Secretariat for Industry, Commerce and Tourism have expressed their interest in the program and are following its development closely; and IUCN, a key party as the Government's main NGO partner for environmental management, has signed a memorandum of understanding with the Government for the implementation of the National Coastal Management Plan, including the preparation and implementation of the proposed program. In addition, preliminary consultations at the provincial government level have been positive.

15. At the local level, strong indications of support for the proposed program have also been received from the local communities that were consulted in the early program identification phase. This is extremely important as local level partnerships are critical for successful program development and implementation. One community from the Cantanhez region has even gone so far as to initiate negotiations with a national NGO on the possibility of contracting them to act as their intermediary in the event that the program becomes effective.

16. A letter from the Government of Guinea Bissau requesting GEF co-financing and World Bank technical assistance for program preparation is presented in Attachment 1. The Memorandum of Understanding between the Government and IUCN regarding preparation of the program is presented in Attachment 2.

17. **Justification for PDF Grant.** The program will create the basic conditions for the development of income-generating activities based on the sustainable use of biodiversity, combined with built-in incentives for ecosystem conservation. Although these activities aim at being sustainable in the long term, the start-up costs of developing and testing innovative biodiversity uses are high and represent a substantial barrier to potential investors. The program will cover the start-up costs of developing biodiversity use, and contribute to overcoming risks and barriers for government, private sector and communities to become involved in these activities. In particular, it will cover the incremental costs of research and development of models for community-based management and conservation of biodiversity, and test their replicability.

18. **PDF Activities.** The PDF Block B grant is being requested to support the preparation activities for the GEF funded portion of the proposed program. The preliminary identification of preparation activities is outlined in Table 1 and is based on the priorities established during the identification workshop and more detailed follow-up identification process.

19. In addition to the requested PDF resources, support will be provided financially and in kind from the GOGB, World Bank, IUCN, Dutch, Swiss, and EU.

Preparation Costs in (US\$):	Total	US\$ 665,000
	PDF B	US\$ 350,000
	Other Sources	US\$ 315,000

Table 1. Preparation Activities and Costs

Component	Study/Activity	Appraisal Requirements	Source of Funds and Costs		
			PDF (\$)	Other (\$)	Total
a) Legal/ institutional framework	TORs for the preparation of the Biodiversity Law	draft TORs		20,000	20,000
b) Environmental Information system Monitoring and Control	Design and feasibility studies for the EIS and Monitoring System.	draft proposal		40,000	40,000
c) Pilot programs on community-based management of protected areas	Feasibility studies for the pilot areas (Cantanhez, Bijagos, Cacheu), including: <ul style="list-style-type: none"> • Rapid Biodiversity Assessments • Social Assessment • C/B analysis • Market studies 	draft feasibility reports	200,000	70,000	270,000
d) environmental credit line (SAF)	Design of line of credit under the revised SAF, including the preparation of eligibility criteria and manual of procedures	draft proposal		50,000	50,000
e) R&D fund	Feasibility Studies including fund design, eligibility criteria, and procedures	draft proposal		30,000	30,000
f) National System for Protected Areas	- Drafts of by-laws - Feasibility study	first draft draft feasibility study	20,000	60,000	80,000
g) Management of Endangered Species	Species Management Plans (for 2 or 3 priority species)	draft plans	70,000	30,000	100,000
Overarching Studies	Incremental Cost Analysis	draft report	20,000	15,000	35,000
	Institutional Assessment	draft report	40,000		40,000
		TOTAL	350,000	315,000	665,000


REPÚBLICA DA GUINÉ-BISSAU
MINISTÉRIO DO DESENVOLVIMENTO RURAL, DOS RECURSOS NATURAIS E DO AMBIENTE

O Ministro

M. Mahmoud Ayub
Director Guinea-Bissau
the World Bank
1818 H Street, N.W.
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N/Ref* /MDRRNA/97.
Bissau, 24/Novembro/97

Assunto : Pedido de apoio financeiro do Governo da Guiné-Bissau ao GEF - Project Development Funds Block B no âmbito do « Programa de Gestão Costeira e Biodiversidade ».

Caro Dr. Ayub,

Como é do conhecimento de Vossa Excelência, o Governo da Guiné-Bissau-GOGB vem trabalhando em íntima ligação com o Banco Mundial para identificar e desenvolver um Programa de Gestão Costeira e da Biodiversidade para a Guiné-Bissau, para o qual está solicitando um apoio financeiro não só ao Global Environment Facility (GEF), como a vários doadores bilaterais. O Projecto proposto está previsto que se realize sob coordenação da Direcção Geral do Ambiente do Ministério do Desenvolvimento Rural, dos Recursos Naturais e do Ambiente em parceria estreita com a UICN.

O Projecto proposto assenta num quadro de referência, elaborado em conjunto pela equipa do GEF, técnicos nacionais e está baseado nas recomendações de um Workshop efectuado entre 12 e 13 de Novembro de 1997.

A Missão identificou o seguinte Projecto proposto :

a) Objectivos :

Conservação e uso durável da biodiversidade da zona costeira para o desenvolvimento.

b) Resultados esperados do projecto :

- Estabelecimento do quadro jurídico institucional para a conservação e uso económico durável da biodiversidade,
- Fortalecimento da capacidade técnica gestão de informação e monitorização da biodiversidade,
- Desenvolvimento e replicação de sistemas de gestão comunitária para o uso durável dos recursos biológicos e sua conservação,
- Estabelecimento do sistema nacional de áreas protegidas e protecção das espécies ameaçadas.

c) Componentes potenciais do projecto :

- Revisão do quadro jurídico institucional para a gestão da biodiversidade e preparação da Lei-Quadro para Biodiversidade, regulamentando : (i) a conservação de ecossistemas, espécies e recursos genéticos ; (ii) a pesquisa, comercialização, exportação e o uso sustentado dos recursos biológicos, e (iii) os direitos de uso e propriedade intelectual sobre esses recursos.
- Estabelecimento de um sistema de informações ambientais para a gestão da biodiversidade, e de acções de monitorização,
- Implementação de dois programas pilotos criando incentivos à nível comunitário para a conservação de ecossistemas em áreas protegidas por meio de actividades produtivas e novos produtos de alto valor comercial baseados no uso durável dos recursos biológicos,
- Estabelecimento de mecanismos de financiamento directo para micro-projectos comunitários de conservação ambiental e uso durável da biodiversidade,
- Estabelecimento de mecanismos de financiamento de pesquisa e desenvolvimento para a conservação e uso durável da biodiversidade,
- Estabelecimento do sistema nacional de coordenação de gestão comunitária de áreas protegidas,
- Implementação de programas piloto para a protecção de algumas espécies ameaçadas

Esta carta visa solicitar assistência sob a forma de Block B garantida pelo GEF-PDF a fim de preparar as componentes do Projecto proposto a ser financiadas pelo GEF.

O PDF garantiria um montante de USD 350.000 com vista a :

1. Fundo de Assistência Técnica para conduzir o processo de preparação do Projecto,

2. Fundo de Acompanhamento das actividades de preparação do Projecto

Plano de preparação do programa -estudo/actividades

- Quadro jurídico-Institucional-Lei da Biodiversidade
 - Termos de Referência (TOR) para preparação da Lei de Biodiversidade.
- Capacitação técnica - Sistema de informação da Biodiversidade - Monitorização e fiscalização
 - Projecto de sistema de informação
 - Monitorização
- Mecanismo de financiamento - FAS ambiental - Fundo de Pesquisa e Desenvolvimento
 - Desenho de FAS ambiental
 - Projecto de Fundo de Pesquisa e Desenvolvimento
- Projectos Pilotos - Cantanhez - Bijagós
 - Estudo de viabilidade (geral e específico)
 - Inventários de Biodiversidade
 - Estudos sociais
 - Análises Custo/Benefício
 - Estudo de mercado
- Conservação da Biodiversidade - Sistemas de Areas Protegidas - Espécies ameaçadas
 - Plano de gestão de espécies
- Diversos
 - Análise institucional

No tocante a outras actividades específicas do GEF o Governo da Guiné-Bissau - GOGB muito apreciaria a manutenção da assistência do Banco Mundial -GEF na execução do PDF. O trabalho de preparação do Projecto necessitará de utilizar técnicos e organizações nacionais e a assistência de alguns especialistas provenientes do exterior.

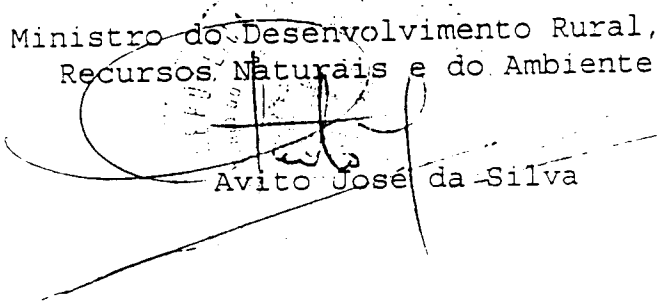
Se bem que o Ministério do Desenvolvimento Rural, dos Recursos Naturais e do Ambiente tenha a responsabilidade de coordenar os trabalhos ligados ao ambiente no País, o Ministério tem dificuldade em executar o PDF sem uma assistência. O Banco Mundial tem à sua disposição os especialistas apropriados e está

familiarizado com as exigências do GEF. A equipa de preparação do GOGB compreende representantes de entidades governamentais trabalhará em ligação com a UICN, utilizará ONG's e organizações de base, em ligação estreita com Banco Mundial durante a preparação do Projecto e para incrementar a capacidade do GOGB para preparar no futuro projectos desta natureza.

Este programa é altamente prioritário para GOGB pois ele ajudará a atingir os objectivos do Plano Nacional do Ambiente, que representa o principal Plano de Gestão do Ambiente.

Na expectativa de uma resposta favorável ao nosso pedido pelo GEF-PDF, queira aceitar, Senhor Director, os protestos da minha mais alta consideração e estima.

O Ministro do Desenvolvimento Rural, dos
Recursos Naturais e do Ambiente



Avito José da Silva




REPÚBLICA DA GUINÉ-BISSAU
 MINISTÉRIO DO DESENVOLVIMENTO RURAL, DOS RECURSOS NATURAIS E DO AMBIENTE
 SECRETARIA DE ESTADO DOS RECURSOS NATURAIS E DO AMBIENTE

PROTOCOLO DE COLABORAÇÃO

Entre a Secretaria de Estado dos Recursos Naturais e do Ambiente da Guiné-Bissau, adiante designada abreviadamente por SERNA, representada pelo Sr. Roberto Quessangue, Secretário de Estado dos Recursos Naturais e do Ambiente e a Representação da União Internacional para a Natureza na Guiné-Bissau, adiante designada abreviadamente por UICN, representada pelo seu Representante Sr. Nelson Gomes Dias, é celebrado o presente Protocolo, nos termos e condições expressas nas cláusulas seguintes :

Cláusula Primeira (Objectivo)

1. O presente protocolo tem como objectivo genérico a incorporação da vasta experiência da UICN nas iniciativas e actividades da DGA, particularmente no que respeita à conservação dos habitats e ecossistemas mais ameaçados na zona costeira da Guiné-Bissau, para salvaguarda e manutenção da gestão racional e uso sustentado dos recursos.
2. O presente protocolo tem como objectivos específicos os seguintes :
 - a colaboração em acções de formação, capacitação, superação reciclagem e valorização dos quadros internos da DGA ;
 - o apoio institucional às iniciativas e actividades decorrentes no âmbito do normal funcionamento da DGA ;
 - o apoio ao nível de acções concretas no terreno, resultantes de compromissos assumidos a nível internacional ;
 - o intercâmbio a nível da informação, difusão de conhecimentos, troca de experiências e publicações de carácter técnico entre outros.
 - a parceria privilegiada na concertação e definição das grandes linhas de orientação técnica e das políticas ambientais e participação efectiva no Comité de Acompanhamento e seguimento harmonioso das diversas actividades ambientais em curso e por implementar.

Cláusula Segunda
(Implementação)

1. Após a assinatura do presente Protocolo, o apoio da UICN às iniciativas e actividades da DGA será definido caso a caso, em moldes a acordar por ambas as partes.
2. Em cada situação, a divisão de tarefas e responsabilidades no que respeita às acções a desenvolver, será definida depois de aprovação conjunta de plano de actividades.

Cláusula Terceira
(Prazo de Validade do Protocolo)

1. O presente Protocolo é considerado válido por um período de três (3) anos, renovável, se não fôr denunciado por qualquer das partes.

Cláusula Quarta
(Denúncia do Protocolo)

1. O presente Protocolo poderá ser denunciado mediante pré-aviso de sessenta (60) dias por parte de qualquer uma das entidades promotoras.
2. A denúncia deste Protocolo não compromete a implementação de quaisquer acções identificadas no âmbito do mesmo, planificada em protocolo específico e em curso à data da denúncia.

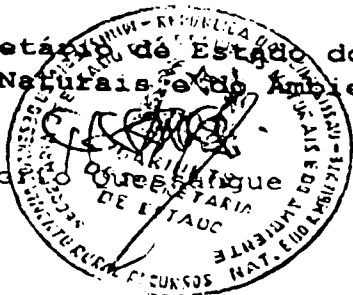
O presente Protocolo é feito em triplicado e assinado pelo Secretário de Estado dos Recursos Naturais e do Ambiente da Guiné-Bissau e pelo Representante da UICN na Guiné-Bissau, destinando-se dois dos três exemplares originais a cada uma das entidades subscritoras.

Bissau, 05 de DEZEMBRO de 1997.

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O Secretário de Estado dos Recursos Naturais e do Ambiente

Roberto Queiroz



O Representante da UICN

Nelson Gomes Dias

