

#7

GLOBAL ENVIRONMENT FACILITY
PROPOSAL FOR PDF BLOCK B GRANT

Countries: Phase 1: Cameroon, Egypt, Ethiopia, Ghana, Kenya, Madagascar, Sierra Leone, South Africa, Tunisia, Uganda

GEF Focal Area: Biodiversity

Project Title: African NGO-Government Partnerships for Sustainable Biodiversity Action

Funding requested: \$190,080
(est. \$3.0 million for phase 1)

Cofunding: \$138,500 (PDF)
(est. \$ 4.3 million for main project - EU, ODA, RSPB)

Requesting Agency: UNDP

Block: Block B

Block A Grant awarded: Yes US\$24,000 (cofunding US\$18,000)

Block B Grant Awarded: No

Duration: June 1996 - May 1997

SUMMARY: PROJECT OBJECTIVES AND DESCRIPTION

1. The purpose of this PDF is to finalize a proposal for scaling up an existing programme that promotes the sustainable conservation of important biodiversity sites across Africa through building working partnerships between African NGOs and governments. The main global benefits of GEF support will be the consolidation of local and national support for key biodiversity sites, improved management of these sites, and the establishment of sustainable national networks of proactive African environmentalists.
2. The programme works by harnessing individuals interested in biodiversity, specifically birds, into voluntary constituencies and advocacy groups consisting of local and national NGO's, government officials, and local community volunteers. By nature of its largely voluntary and highly participatory methodology, the programme builds local advocacy and support for important biodiversity sites, and leads to the establishment of appropriate and sustainable conservation mechanisms, ranging from central government protection to community based management.
3. Advocacy and constituency groups also generate data on which the improved planning and management of both individual protected areas and national protected areas systems can be



based. Detailed cross-checked field-based information, gathered according to rigorously applied criteria, provides both baseline information and a mechanism for ongoing monitoring. While reinforcing the management of existing protected areas, this information can also provide the scientific justification for adding new sites to existing national protected area networks.

4. The programme was initially launched in Africa in 1992 by a group of African NGO's attending the Pan African Ornithological Congress in Burundi. On learning of similar programmes in 32 European countries and 14 Middle Eastern countries, and that similar programmes were being started in the Americas and Asia, the African NGO's organized themselves into the "Africa Partnership" and agreed to establish a similar programme in Africa. Though focused initially on birds, and built on the IBA or Important Bird Areas process, this process has been extended to use birds as indicators of the full range of biodiversity present at a site.

5. Financial support to launch the Africa programme was provided by the Royal Society for the Protection of Birds (RSPB) and the UK Darwin Initiative while technical assistance and support is provided through the secretariat of BirdLife International in Cambridge, England. As a result, the programme is now operating in 16 African nations. In Sierra Leone and Egypt the process is sufficiently advanced that collaborating national NGOs are providing biodiversity data to national TFAP and NEAP processes and are expected to contribute significantly to the preparation of National Biodiversity Strategies and Action Plans. In Ghana and Cameroon site-specific local and national NGO activities have provided a basis for larger GEF financed projects. Other groups have received some support and encouragement through the GEF Small Grants Programme. Broader GEF support is now sought to complement funding from other donors to strengthen and scale-up the process into a continent wide network of local biodiversity site advocacy partnerships.

6. In view of the success of the programme the European Union and the United Kingdom's Overseas Development Administration have also provided funds and to further investigate the possibility of scaling-up the programme a GEF PDF Block A grant was secured through UNDP in February 1995. This resulted in participating governments and African NGO's submitting a full proposal for a US\$15.2 million (US\$ 6.6 million from GEF plus US\$ 8.6 million of cofinancing) programme to scale up the process continent-wide. This proposal covered work in 17 CBD ratifier countries for 1997-2000 and included a process of phased sub-regionalisation where a number of selected african NGO appointees assume responsibility for training, arranging meetings and exchanges of staff between national programme partners. The process was designed to nurture a unique cadre of African conservationists in whom relevant skills would be fostered and refined through shared experience.

7. Following the subsequent release of the GEF Operational Strategy and in response to recommendations from internal and external technical reviewers of the draft Full Proposal, the Africa Partnership now wishes to develop the proposal further before making a final submission to the GEF Council. In particular, reviewers have suggested that GEF financing of the Africa programme should be split into two or more tranches to support separately executed and evaluated phases.

8. The objective of the first phase of GEF funding will be to consolidate the sub-regionalization process. By providing support to a limited number of countries in each sub-region these countries will not only strengthen their own national NGO-government biodiversity site

advocacy networks, but will also be able to take leadership in extending the network into new programme countries by providing training, technical assistance, and other support as necessary.

9. Ten countries were selected for phase 1 based on regional distribution, language, strength of the local and national NGO-government collaborative relationship, and the technical strength of the in-country programmes (see Annex 2 and letters of government support)

Programme Objective and Activities

10. The objective of the programme is to enhance the protection of important biodiversity sites throughout Africa by developing local and national NGO-government partnerships for biodiversity conservation action. The GEF incremental financing will achieve this by scaling-up an existing programme, strengthening it and improving its quality, and enabling it to spread into additional countries, thus expanding the network into a continent wide system.

11. These local and national NGO-government partnerships break down the traditional conflicts between communities and government authorities and build new cooperative approaches to biodiversity site management. The programme shifts the traditional relationship between local and national NGO's and governments from one of suspicion to one of cooperation. The programme brings together individuals from local and national NGO's, governments, and communities and develops skills in broad-based constituencies of national and site-adjacent stakeholders, both institutional and individual, in relevant conservation and development fields.

12. These partnerships serve as constituency groups for individual biodiversity sites and as such:

- advocate and lobby for site conservation
- build local public awareness and support
- bridge the gap between protected area authorities and local communities
- establish appropriate conservation mechanisms ranging from central government protection to community based management
- assist in site management and protection
- generate baseline biodiversity inventories and provide for ongoing site monitoring
- improve skills through the exchange of information, networking and training
- are sustainable in that they are based largely on voluntary commitment
- build a continent wide network of pro-active African environmentalists.

13. Partnerships are developed through a phased programme of participatory biodiversity survey, advocacy, and site-specific conservation action. Models initially developed through the IBA programmes in Europe and the Middle East, which began in 1985 and 1991 respectively, provide baseline working models for the application of these techniques worldwide. These models have been refined in the light of the first two years of programme work in Africa and four stages to the process are now identified:

(a) Stage 1 - Set up

The responsible national institution, normally an African NGO (e.g. Ethiopian Wildlife and Natural History Society (EWNHS) or Ghana Wildlife Society (GWS)), fosters governmental links, usually through a programme steering committee, to ensure approval, participation and the transfer of information to senior decision-makers. A national coordinator is identified (usually an NGO staff-member).

(b) Stage 2 - Site identification and survey/inventory

A workshop brings together biodiversity experts at a national level (NGO, government and others) to generate a preliminary list of priority sites based on standard IBA criteria. The national coordinator then fields a team of government and NGO professionals and amateurs to undertake field surveys and inventories. Site accounts are compiled from the data gathered, detailing biodiversity importance, land tenure systems, protection status, threats and related conservation issues. Data are entered onto a specially developed database and feed directly into national planning processes such as NEAP's and BSAP's (including GEF financed Biodiversity Enabling Activities) and can be onward transmitted to national, regional and global (WCMC) databases as appropriate. Data is also published in appropriate national languages and summary information is disseminated further through posters, maps, radio broadcasts, etc.

(c) Stage 3 - Prioritisation, advocacy, capacity building for, and action at, key sites.

A prioritisation analysis by the major stakeholders uses assessment of threat, biodiversity importance and degree of real protection at each site to target advocacy effort and, where appropriate, direct on the ground action by the programme partners. Action is advocated by and to government and non-governmental agencies, programme partnerships are established and small-scale integrated conservation and development projects are initiated at a small subset of sites where threats are severe and immediate [N.B. such action will not be funded directly by the GEF as part of this proposal. However, this GEF activity will assist governments in defining priority actions, allocating financial and other resources, and negotiating other donor support to ensure conservation. Where incremental cost considerations clearly apply GEF resources may be sought to complement other national and bilateral commitments.]

(d) Stage 4 - Establishment of a sustainable management cycle

Three components are identified:

- (i) Advocacy and action: the programme draws the key in-country stakeholders together to ensure priority action is taken by responsible institutions.
- (ii) Site monitoring: a team ensures that data for monitoring are regularly gathered to common standards across the national programmes. Participatory monitoring builds a local stakeholder constituency around each site, a vital, cost-effective resource sustaining long term conservation initiatives.
- (iii) Data holding: the sites database is updated annually *via* the programme steering committee and summary information is regularly published in national or regional journals.

14. In practice Stages 3 and 4 merge, as all sites are drawn into a closed feedback loop of monitoring and action.

DESCRIPTION OF PROPOSED PDF-B ACTIVITIES BY COMPONENT

15. The Africa Partnership requests PDF E support to improve further the programme design and ensure the effective drafting of a full GEF Proposal. Although there was full consensus on

the original proposal to GEF, the fundamental strength of the programme lies in its nature as a true partnership and thus this consultation must be repeated and maintained throughout the preparatory activities.

16. The following activities will be carried out under the Block B grant:

- (a) A drafting group meeting of key African partners to refine the full GEF proposal, respond to the reviewers comments, and agree the phasing;
- (b) In-country consultations between the partners, including obtaining the additional letters of commitment from government GEF operational focal points;
- (c) Donor consultations to harmonize the financial support package;
- (d) Determination of baselines and incremental costs in each country;
- (e) Africa-wide workshop to obtain consensus on and approval of the final proposal;
- (f) Preparation and submission of final GEF proposal;
- (g) Finalization of the UNDP Project Document.

ELIGIBILITY

17. The African programme falls into the GEF Biological Diversity Focal under *Operational Programs on long-term protection and sustainable use of biodiversity*. The programme offers an integrated approach to all four target groups of ecosystems (see Annex 1) tackling the problems in each by taking a country driven approach. Through workshops and surveys by local teams, a community of conservationists is built who will work, using a suite of site-specific activities, to ensure the long term maintenance of the areas identified.

18. The programme addresses all five strategic considerations for work in the Biological Diversity Focal Area (Operational Strategy, p14):

- (a) *Plans & policies*: national steering committees have already begun influencing the shaping of, and supplying conservation data to, policies and planning at regional and national levels.
- (b) *Interventions*: the programme partners are already managing targeted and cost effective interventions in ecosystem protection and management in countries such as Ghana, Nigeria, Cameroon and Kenya, so are ready, willing and able to advocate and execute a carefully targeted subset of further actions.
- (c) *Global benefits*: the main global benefit will be in the consolidation of key biodiversity sites and the globally important biodiversity contained therein, so addressing key issues such as land degradation, deforestation, etc. However, other GEF focal areas will benefit throughout Africa from the new expertise created. The national networks of proactive African environmentalists will bring their influence to bear on a wide range of root causes and issues key to other GEF focal areas. Advocacy groups will also work to attract additional financial resources to address priority sites and issues.

- (d) *Representative ecosystems*: all the ecosystems targeted in the Operational Programs are covered by the process (see Annex 1.)
- (e) *CBD*: the process helps all countries meet CBD objectives, particularly those in Articles 6, 7, and 8, of the Convention

19. The African Partnership has, by necessity, deployed a suite of highly *cost effective*, innovative management techniques for institutional empowerment which build on existing regular communications and common approaches. Skills sharing is a common theme within the programme family, which is achieved through programme-dedicated newsletters, subregional and regional meetings and schemes to second staff between organisations, particularly for survey and national workshops: a proposed e-mail newsgroup will be a further enhancement.

20. The African Partnership, by working within a global framework, has access to networked funding and support, and is well-placed to tap into institutional and corporate sector sources as well as the general public. Extensive fund-raising experience exists in the BirdLife Partnership and is actively shared. Innovative routes for sustaining support in a hard-pressed fund-raising environment are constantly being sought.

21. All participating governments are *CBD ratifiers*.

NATIONAL LEVEL SUPPORT

22. Significant progress has been made at the national level which is both summarised above and shown in detail in Annex 2. The commitments of ten national governments are demonstrated in letters of support and requests for GEF assistance for the programme (see Annex 4).

JUSTIFICATION FOR PDF GRANT

23. The external GEF technical review of the draft Brief submitted in November 1995 strongly recommended GEF support for the African Programme but recognised the need to further sharpen its focus, particularly in the areas of advocacy and conservation action. The broad conceptual framework and networking aspects were recognised as strong and highly relevant to GEF, but a lack of clarity was identified as to the exact mechanisms to be used in Stages 3 and 4. The further refinement planned here will build on progress made in countries such as Egypt and Ethiopia, where planning of Stage 3 is underway. The experiences will be discussed at the drafting team workshop where more detailed process models will be designed and fed into the new Brief. A log-frame approach will be used to enhance presentation in the Brief.

ITEMS TO BE FINANCED

	Activity	GEF Financing	Govt. & NGO financing
(i)	Drafting group meeting to refine proposal, agree phasing, respond to reviewers comments	\$25,000	\$23,000
(ii)	In-country consultations	\$5,000	
(iii)	Determination of baselines and incremental costs	\$15,000	
(iv)	Africa-wide Workshop - consensus and approval	\$50,000	\$95,000
(v)	Coordination, donor consultations, preparation of final GEF Submission (consultant 4 months)	\$60,000	\$10,500
(vi)	Finalization of UNDP Project Document	\$5,000	
(vii)	Miscellaneous @ 10%	\$16,000	\$10,000
(viii)	Agency Support Costs @ 8%	\$14,080	
	TOTAL	\$190,080	\$138,500

EXPECTED OUTPUTS

24. The outputs of this PDF Block B grant will be:

- (a) a full GEF proposal, divided into phases, backed by full partnership consensus, to be submitted to GEF Council in May 1997.
- (b) an updated sharing of experiences within the African programme partnership producing refined process models, particularly for Stages 3 and 4.

EXPECTED DATE OF PREPARATION COMPLETION

25. Block B project development funded work will commence in September 1996 and be completed when the full GEF Proposal for the first tranche of funds is successfully carried through GEF Council in May 1997. The schedule for programme activities is shown in Annex 3.

SPECIAL FEATURES

26. Special features of the programme identified by the independent GEF technical reviewer of the first draft Proposal were:

Regional networking

- (a) "The main innovation of this project lies in its basic concept: that an international NGO can facilitate and coordinate a continental network of national NGOs, that can in turn become effective local and regional advocates for change and for raising the profile of biodiversity conservation, by means of sharing skills and experiences between nations, and by building capacity within nations. This is an excellent and well conceived initiative and deserves support."
- (b) "The proposal for overarching regional support is excellent, particularly the approach based on transboundary sharing of skills, resources and experiences."

- (c) "...the approach taken is admirable and the potential to build a coordinated and sustained NGO force for biodiversity conservation across Africa is excellent.."

Site selection

- (d) "...it systematically covers the full range of GEF ecosystems (arid, semi-arid, forest, mountain, coastal and freshwater) in all major biomes and geographic regions of Africa.."
- (e) "The case rests strongly on the value of birds as indicators, which some would contest but in the current context this is more than adequate."

Annex 1. Coverage of GEF Operational Programme Ecosystems (Phase 1.)

Country	GEF Operational Programs - Ecosystems			
	<i>Arid & semi-arid</i>	<i>Forest</i>	<i>Mountain</i>	<i>Coastal & freshwater</i>
<i>Cameroon</i>	X	X	X	X
<i>Eqypt</i>	X		X	X
<i>Ethiopia</i>	X		X	X
<i>Ghana</i>		X		X
<i>Kenya</i>	X	X	X	X
<i>Madagascar</i>	X	X	X	X
<i>Sierra Leone</i>		X		X
<i>South Africa</i>	X	X	X	X
<i>Tunisia</i>	X		X	X
<i>Uganda</i>	X	X	X	X

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Annex 2. Important Biodiversity Areas in Africa: Project Schedule

Project schedule (as implemented to date and as expected subsequently) * indicates GEF phase I countries

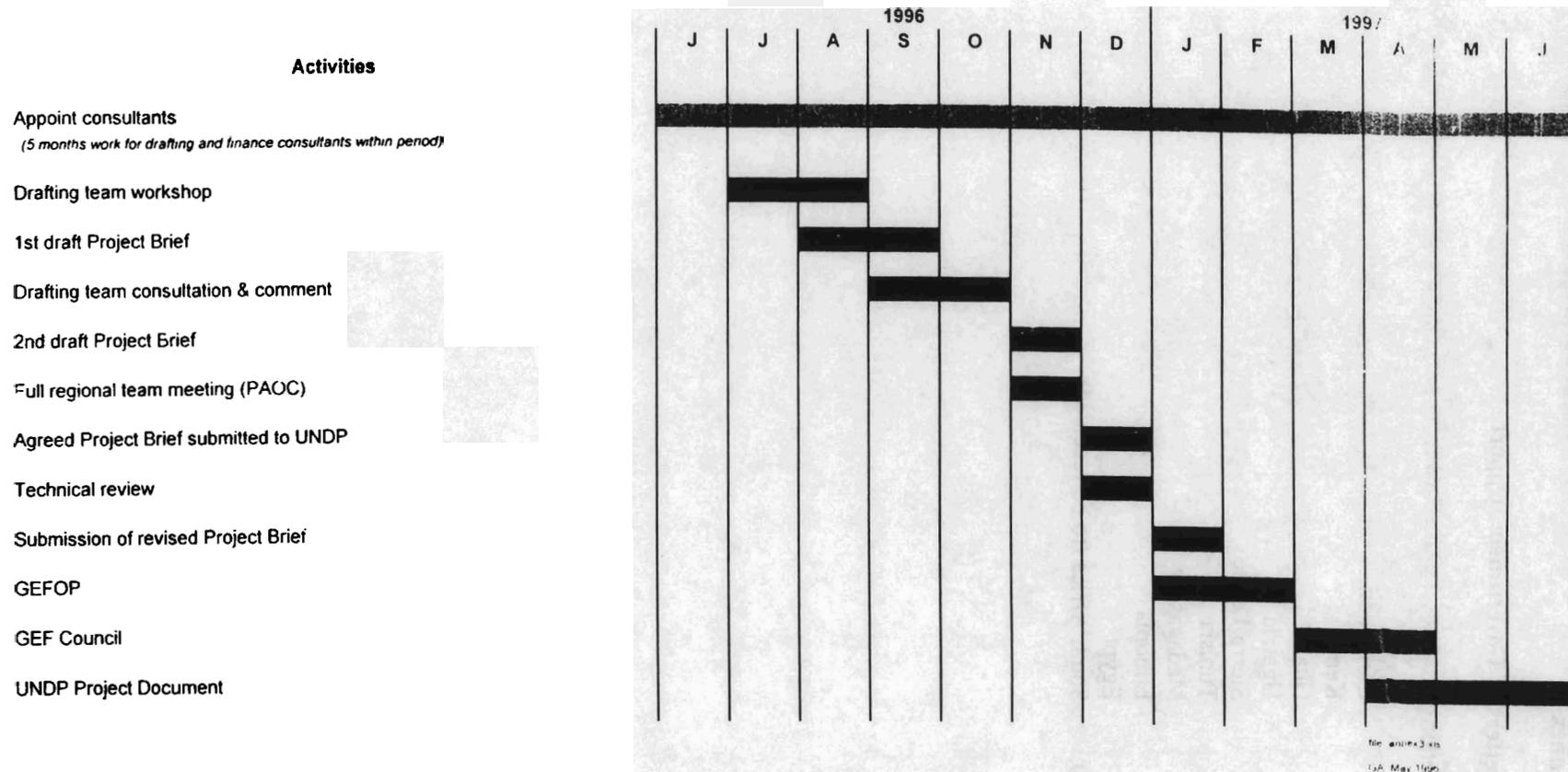
	1994		1995		1996		1997		1998		1999		2000	
GEF process			PDF workshop 1st proposal		Block B 2nd proposal		GEF Council Proj. impl doc							
IBA Steering Comm.														
North														
Morocco	1	1	2	2	2	2					4	4	4	4
* Tunisia	1	1	1	2	2	2	2				4	4	4	4
* Egypt	1	2	2	2	2						4	4	4	4
West (Ang.)														
* Ghana	1	1	2	2	2	2					4	4	4	4
* Sierra Leone	1	1	2	2	2	2					4	4	4	4
Nigeria			1	2	2	2	2	2						4
West (Franc.)														
Burkina Faso							1	1	2	2	2	2	2	
Cote d'Ivoire							1	1	2	2	2	2	2	
Central														
* Cameroon							1	1	2	2	2	2	2	
Zaire							1	1	2	2	2	2	2	
East														
* Uganda		1	1	2	2	2	2				4	4	4	4
* Kenya		1	1	2	2	2	2				4	4	4	4
Ethiopia			1	2	2	2	2				4	4	4	4
Tanzania		1	1	2	2	2	2				4	4	4	4
Southern														
South Africa	1	1	2	2	2	2					4	4	4	4
Botswana	1	1	1	2	2	2					4	4	4	4
Zimbabwe	1	1	1	2	2	2					4	4	4	4
Zambia		1	1	1	1	1	2	2	2	2				
Malawi				1	1	1	2	2	2	2				
* Madagascar			1	1	2	2	2	2					4	4

KEY

- 1 Setup including project agreements and literature review
- 2 Survey planning & execution, production of inventory

- IBA action planning; advocacy programme development, site action plans
- Execution of IBA action plans, annual monitoring and action cycle

Annex 3. Important Biodiversity Areas in Africa: Timetable for GEF Block B grant funded work



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15/06/1996

Annex 4.

Letters of Government support

Letter of support are attached from participating governments in the following countries:

1. Cameroon
2. Kenya
3. Ghana
4. Uganda
5. Sierra Leone
6. Tunisia
7. Madagascar
8. Ethiopia
9. Egypt
10. South Africa (to be received)



GHANA WILDLIFE SOCIETY

P.O. Box 13252, Accra

Tel: 66-197/8, 665197

Fax:

Our ref.

30th March 1995

Dr. John Hough
Regional Bureau for Africa,
Global Environment Facility,
United Nations Development Programme,
One United Nations Plaza,
New York, NY 10017, USA. **FAX No. 212 906 5974**

Dear Dr. Hough,

On behalf of the Steering Committee of the Birdlife Important Bird Areas for Africa programme, I am writing to request that UNDP recognises our Secretariat in Cambridge, UK, as a facilitating body through which to channel the GEF Project Development Funding that has been granted to us from Block A funds.

It is an immense help to have this money in order to fund the workshop we are planning in Addis Ababa for which plans are well advanced. I am confident that the workshop will provide a critical opportunity for my colleagues and I to prepare an effective Project Brief Document. Since the central theme of the programme is to build effective NGO capacity in Africa, we need, for the time being, to call on coordination support from the Secretariat which Birdlife has established in Cambridge. The growth of similar capacity for all the NGOs in our African Network will be central to the success of the longer term project.

I look forward to a fruitful cooperation between the GEF and conservation NGOs in Africa, in our quest to promote the conservation of Africa's biological resources.

Yours sincerely,

Dr. Yaa Ntiemoa-Baidu
Elected Africa Representative, Birdlife Global Council.



MINISTÈRE DE L'ENVIRONNEMENT ET
DES FORETS
Ministry of Environment and Forestry

DIRECTION DE LA FAUNE ET DES AIRES
PROTEGEES

REPUBLIQUE DU CAMEROUN
Republic of Cameroon

PAIX - TRAVAIL - PATRIE
Peace - Work - Fatherland

RE : IMPORTANT BIRD AREA PROJECT

I acknowledge with pleasure receipt of your letter dated 14 December 1995 on the above subject matter.

I am pleased to note that some support has been received to enable the implementation of some of the activities under the project.

I wish to assure you the commitment of this directorate and indeed of the ministry of environment and forestry to participate actively in achieving the goals and objectives of this project.

I look forward to continued collaboration.

YADJI BELLO

DIRECTEUR DE LA FAUNE ET DES AIRES PROTEGEES

MINISTRY OF ENVIRONMENT AND NATURAL RESOURCES

Telegrams: "ASNI", Nairobi
Telephone: Nairobi 229261
When replying please quote

Ref. No. NES/CONF/13/6/ Annex 2
and date



NATIONAL ENVIRONMENT SECRETARIAT
KENCOM HOUSE

P.O. Box 67839

NAIROBI

10 January 1996

19.....

Dr. Leon Bennun
Chairman
The East African Natural History Society (EANHS)
P.O. Box 44486
NAIROBI.

Dear Dr. Bennun

RE: IMPORTANT BIRD AREAS IN AFRICA - PROPOSAL TO THE GLOBAL ENVIRONMENT FACILITY

Thank you for your letter seeking for NES's endorsements, in principle, to the above mentioned project and permission to seek for funding on the same from GEF.

We support the activities outlined in the proposal which hopefully will contribute significantly to the wise use of our natural resources in general and implementation of the Convention of Biological Diversity (BD) in particular.

We note and appreciate that several individuals in the NEAP process and other Government Planning exercises will be involved in the implementation of the project. In this regard, we also look forward to participating in the project as we embark in the drawing up of our National Biodiversity Strategy.

NES thus fully supports your project proposal and hopes that the project will get funds from GEF among other donors.


B.N. KINYANJI
AG. DIRECTOR

Cables and Telegrams: MINERALS
Telephone 665421

In case of reply the
number and date of this
letter should be quoted

My Ref No. M.L.F. 17/1

Your Ref No.



REPUBLIC OF GHANA

MINISTRY OF LANDS AND
NATURAL RESOURCES
P. O. BOX M212
ACCRA

27th

APR 11 1992

IMPORTANT BIRD AREAS OF AFRICA PROJECT

Please refer to your letter dated 20th February, 1995 confirming that the society is implementing the Ghana Component of the above-mentioned project.

The Ministry realises that the identification of important bird areas and the promotion of their protection would be beneficial to the conservation of birds as well as other flora and fauna.

In view of the above, the Ministry supports the implementation of the project.

The late response to your letter is very much regretted.

Onny
for: MINISTER OF LANDS & FORESTRY
(DOROTHY ONNY)
ASSISTANT DIRECTOR IIB

THE EXECUTIVE DIRECTOR,
GHANA WILDLIFE SOCIETY,
P.O. BOX 13252,
ACCRA.

TELEGRAMS: _____
TELEPHONE: 255477,255473,257976
TELEX: 82216 ENVIRO. UG.
FAX: (041) 251716



OFFICE OF THE DIRECTOR
OF THE DIRECTORATE OF ENVIRONMENT PROTECTION
MINISTRY OF NATURAL RESOURCES
KITANTE ROAD
P.O. BOX 9629
KAMPALA, UGANDA.

IN ANY CORRESPONDENCE ON
THIS SUBJECT PLEASE QUOTE NO. DIR/103

July 4, 1995

Dr. P.M.B. Kasoma
Chairman
The East Africa Natural
History Society - Uganda Branch
C/o Zoology Department
Makerere University
P.O.Box 7062
KAMPALA.

RE: IMPORTANT BIRD AREA PROJECT

I acknowledge with pleasure receipt of your letter dated 20th June, 1995 on the above subject matter.

I am pleased to note that some support has been received to enable the implementation of some of the activities under the project.

I wish to re-assure you and re-affirm the commitment of this Directorate and indeed of the Ministry of Natural Resources to participate actively in realising the achievements of the goals and objectives of the Project.

By copy of this letter, the Commissioner for Environment is requested to ensure effective participation in the project particularly in the identification of the Uganda Important Bird Areas.

I look forward to continued collaboration.

A handwritten signature in cursive script, appearing to read 'Aryamanya-Mugisha'.

Aryamanya-Mugisha, Henry
DIRECTOR.

c.c. Commissioner for Environment

" Mr. Paul Mafabi
Convenor
Birdlife Uganda.



Tel.: 23445 (Direct)

41500

Ext. 288

408

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FORESTRY DIVISION
MINISTRY OF AGRICULTURE,
NATURAL RESOURCES AND
FORESTRY
YOUYI BUILDING
FREETOWN
SIERRA LEONE

Your ref.

Our Ref.

19..

The GEF Coordinator PRA
Global Environmental Facility
UNDP Regional Bureau for Africa
On United Nation's Plaza
New York NY 10017 USA
FAX 1-212-906-5974

18.12.95

Endorsement of the Proposal for Additional Funding
for the Africa IBA Programme

An Important Bird Areas Survey programme was initiated in Sierra Leone in November 1993, using unused RSPB conservation programme funds from a forested region in Sierra Leone (Gola Forest) affected by insecurity. The programme has since resulted in a number of desirable outputs, including:-

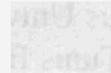
- a) collaborative mechanisms set up between the government Department of Agriculture and Forestry (DAF); the Conservation Society of Sierra Leone (an NGO) and the University of Sierra Leone, in order to implement the project.
- b) training of eight wildlife rangers from the wildlife conservation Branch of DAF in bird census and identification techniques.
- c) the survey and identification of 11 IBAs so far which will serve as nuclei for more widespread biodiversity conservation efforts throughout the country.

The Department of Agriculture and forestry therefore strongly desires the continuation and strengthening of the IBA programme in Sierra Leone and endorses the proposal for additional funding from

the Global Environment Facility on a continent wide basis. This is particularly important for Sierra Leone, since the likelihood of improved security in the Kola forest may mean that the stop-gap funds used to initiate the IBA programme may be reverted to their original purpose of forest conservation. The prospect of regional collaboration under GEF funding is especially welcome and it is hoped that Sierra Leone's unique experience in collaboration between the Government, the University and an NGO in implementing the IBA programme will be recognised, strengthened and utilised by the Africa Network in the coming phases of the programme.



Prince D. Palmer
Chief Conservator of Forests
Department of Agriculture and Forestry



République Tunisienne

Ministère de l'Environnement
et de l'Aménagement du Territoire
Centre Urbain Nord, Cité Essalama
2080 Ariana
Tunisia

TO WHOM IT MAY CONCERN

Association "Les Amis des Oiseaux"
Faculté des Sciences
Campus Universitaire
1060 Tunis Belvédère

IMPORTANT BIRD AREAS

Acknowledging the importance of identifying and listing significant wintering, nesting, feeding and roosting bird areas,

Aware of the importance of birds as indicator of biodiversity,

I wish to ensure you of the commitment of the Ministry of Environment and Land Use Planning to participate actively in achieving the goals and objectives of this project which can be considered as part of the objectives of the National Biodiversity Strategy.

P. Le Ministre de l'Environnement
et de l'Aménagement du Territoire
Le Chef de Cabinet

Fayez AYED



ASSOCIATION NATIONALE POUR LA GESTION DES AIRES PROTÉGÉES

Antananarivo, le 27 octobre 1995

Dr John FANSHAWE
BirdLife International
Wellbrook Court
Girton Road
Cambridge CB3 0NA UK

N° 1103/ANGAP/DG/DIVB

K-62/07

Objet : Projet sur les zones d'importance pour la conservation des oiseaux à M/car

Monsieur,

Suite à l'entretien que nous avons eu avec M. Frank Hawkins sur la possibilité d'exécuter ensemble un Projet sur les zones d'Importance pour la conservation des oiseaux à Madagascar, nous tenons à exprimer ici nos vifs remerciements pour l'intérêt que vous portez aux programmes de recherche que nous initions dans nos aires protégées.

Aussi, étant d'accord sur les buts et méthode du projet proposé, nous aimerions élaborer avec vous un document de projet commun afin de pouvoir faire les requêtes de financement y afférentes. Nous avons déjà discuté avec M. Frank Hawkins d'une collaboration possible entre notre Institution par l'intermédiaire du Département Information et Valorisation de la Biodiversité et le BirdLife International.

Je vous prie d'agréer, Monsieur, l'expression de mes sentiments distingués.

Ratrimoarisaona S.N.
Directeur Général p.i

Memorandum of Understanding Between EWCO and EWNHS on the
Implementation of the IBA Project in Ethiopia

The Ethiopian Wildlife Conservation Organization (EWCO), and
the Ethiopian Wildlife and Natural History Society (EWNHS)

Having recognized that the conservation and
sustainable use of biodiversity is a high priority for the
Government of Ethiopia;

Having realized that the Important Bird Areas
(IBAs) Survey, by using birds as indicators, can be used to
identify areas rich in biodiversity, and that the survey
will help to identify and document vital information on key
sites for overall biodiversity conservation action;

Cognizant of the fact that the IBAs survey will
contribute to local capacity development in bird
identification and survey techniques, and thus to
biodiversity conservation;

Having realised that the site directory as a
database will contribute to partly solving the dearth of
information on the avifauna of Ethiopia, and will be used to
prepare proposals for conservation actions at high priority
sites;

Having understood that the IBAs site directory
will be a tool for policy and decision-making vis-a-vis
biodiversity conservation;

Have signed this memorandum of understanding on the
implementation of the IBAs Survey in Ethiopia.

1. Institutional Framework

The project will be executed by EWNHS in cooperation with EWCO (as the responsible Government Agency), local people and Regional Administrations in which the IBAs are identified.

2. Duties and Responsibilities of EWCO

To follow-up the progress of the survey and to provide guidance.

To solicit and coordinate support from other government agencies, including duty free privileges, when deemed appropriate.

To have the site directory published in cooperation with EWNHS.

To avail all the necessary support.

3. Duties and Responsibilities of EWNHS

To take full responsibility for executing the project.

To periodically report to EWCO on the progress of the survey.

To mobilize and use the necessary resources for the implementation of the project.

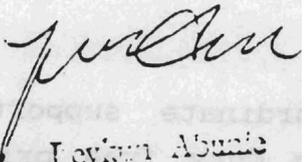
To make arrangements with EWCO in order to find ways and means for a member of EWCO staff so that he/she can work with the IBAS survey team.

4. Project Duration

The project will be in operation until December 1996.

5. Signature

For EWCO



Name

Levent Abuniz

Title

Manager

Date

03 AUG 1995



For EWNHS



Name : Shibru Tedla

Title : Chairman

Date : August 3, 1995.



Arab Republic Of Egypt
Cabinet Of Ministers

جمهورية مصر العربية

مجلس الوزراء

جهاز شئون البيئة

Egyptian Environment Affairs Agency

Department of Natural Protectorates

23 A Ismaeil Mohamed St., Zamulek, Cairo

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إدارة مشروعات المحميات الطبيعية

٢٣ ا ش إسماعيل محمد - الزمالك - القاهرة

ت : ٣٤٠٥٩٦٣ / ٣٤٠٦٧٧٧ فاكس : ٣٤٠٥٩٦٣

*Dr. Gary Allport
Head, AFRICA DIVISION
Birdlife International
Wellbrook Court Girton Road Cambridge CB3 0NA UK
Fax : + 44 (0) 1223 277200*

28 January 1996

Re : Important Bird Areas in Africa

Dear Dr. Allport ,

The Natural Protectorates Department of the Egyptian Environmental Affairs Agency (EEAA) urges support of BirdLife International's conservation work in Africa. This organization has been one of the most active international conservation bodies working in Egypt and been at the forefront of conservation efforts. It is hoped that the Directory of the Important Bird Areas of Egypt (IBA) which is being produced by BirdLife International in calibration with the agency will be an important work to promote the protection of birds and their habitats. We are looking forward to the follow-up to this document, when BirdLife International will initiate projects in Egypt to realize the recommendations of the IBA. Such efforts are greatly needed in Egypt which is situated on internationally important flyways for migratory birds, some of which are globally threatened. Egypt is also endowed with habitats of international importance such as wetlands vital to both man and birds alike and in urgent need of protection.

We hope that your organization will give the utmost consideration to proposals submitted by BirdLife International for the benefit of nature conservation in Egypt and other countries in Africa. We endorse the IBA and look forward to continuing to work with BirdLife International on this and other conservation projects in the future.

With our highest regards,

Yours sincerely



Dr. Esam Elhadry

Director of

*Natural Protectorates Department
& Executive Director of NBU*

Important Biodiversity Areas in Africa: Partnerships for Sustainable Management

GEF Technical Review of Project Brief

Michael J.S. Harrison. 2 February 1996

1. Relevance to GEF

This project is highly relevant to the conservation of biodiversity. In particular, it systematically covers the full range of GEF strategic ecosystems (arid and semi-arid, forest, mountain, coastal and freshwater) in all major biomes and geographical regions of Africa (Annex 3).

2. Objectives

2.1 Problems with the brief

While the broad aim and approach of the project is clear, there are a number of problems in the brief concerning the focus and clarity of the project, its objectives and its activities. This is partly a reflection of the way it is presented, and partly the limited space that is necessarily given in a 10 page brief. However, unless the basic structure is given a sharp focus, and a clear project purpose is defined, a number of difficulties will arise regarding targetted actions, monitoring of progress, and assessing project impact and sustainability.

In other words, what is this project principally about, or in logical framework terminology, what is the project purpose? Is it about a continent-wide bird survey to build a comprehensive database, using the NGO network as a vehicle? Or is it about strengthening the NGO network so that it can undertake more targetted advocacy? Or is it about building a programme of site-actions or ICDPs across Africa? And thus, what project impacts can be expected, and what are the indicators of this? Sections 2 & 3 on Project Objectives and Project Description do not yet provide sharp answers to these questions, and as these are at the heart of the project, all other concerns flow from this.

I shall outline the concerns I have with Sections 2 & 3, then propose how these might be dealt with.

2.2 Project Objectives (section 2)

The overall aim is to promote the conservation of important biodiversity sites across Africa. At this level, the objective is clear. This will be achieved through a programme of survey, advocacy and conservation action. At this next level, there is more uncertainty. What will the project itself actually deliver? The programme of surveys is clearly expressed in the brief, and indeed the history of Birdlife work in this area indicates that this is a great strength, and the project will deliver a high quality output that is sytemmatic, objective,

and technically very sound. The advocacy and conservation action are much less clearly focussed, and need attention. Finally the idea of skills development is introduced as another part of the strategy for achieving conservation. However, this is developed no further.

2.3. Project Description (section 3)

The Project Description and its design structure is weak

Phase 1 - Set up the institutional framework: this focusses mainly on developing national steering committees to foster NGO and government linkages. Annex 1 lists 8 national collaborating NGOs, but it is unclear what will happen in the other 9 countries, as there are 17 countries in the project. Do NGOs exist already, but need to be brought in? If not will these be developed? If so with what resources? Annex 4 provides government letters of endorsement. These demonstrate a wide range of expectations from the project, from general acknowledgement of support (e.g. Ghana), to appreciation of the value of surveys and databases (e.g. Ethiopia), to indications of good government / NGO collaboration (e.g. Sierra Leone), to appreciation of attempts at integration with the existing national planning frameworks such as NEAP (e.g. Kenya). This suggests a wide range of existing approaches already, and that considerable investment in phase 1 is needed if meaningful institutional arrangements are to be set up. Little is said about how these will be established, and who will participate. See also comments on advocacy in phase 3 below.

Phase 2 - Site identification and survey: this will develop a list of representative sites, targeted field surveys to fill information gaps, and information relating to biodiversity status and threats, to develop and comprehensive database of IBAs. This is clear.

Phase 3 - Prioritisation, advocacy, monitoring and action: this is unclear, and appears in fact to be 4 distinct steps. Advocacy is addressed first. The programme will work through the national steering committees and other fora for information dissemination. A key assumption is that all major stakeholders are represented on the steering committees. From the description, it appears that local communities are not represented, and these are key stakeholders, whose participation early in the process is essential. What is to be advocated? Is it the priorities - if so, how have local stakeholders had their voice in this? Is it the need for action in the field - if so, what action is actually needed? Or is it the need to address institutional or policy constraints - if so, what analysis of these is proposed?

Monitoring is addressed next. This is targeted at building a local stakeholder constituency at each site, as a building block for phase 4, through participation in site monitoring. It is not clear who the local stakeholders are in this case - are these local conservation interests, or local forest- (or resource-) dependent communities? How effective will this approach be with the latter group, when they will often have overriding socio-economic concerns for development?

Prioritisation is addressed next, somewhat out of logical sequence, to see whether site action is required. And action is not addressed at all, other than to indicate that an ICDP

will be developed in severely threatened sites. This is a major undertaking, requiring substantial resources, planning efforts, local institution building, and possible higher level institutional, policy and legal reforms. As such, and if this is indeed to be a part of the project, this deserves considerably more attention in the proposal.

Both the prioritisation and site monitoring appear to be top-down in approach, where the biodiversity stakeholders draw up the priority list of sites and advocate and monitor. To ensure sustainability of long-term conservation efforts, it is essential to develop meaningful local stakeholder participation very early in the planning process. And this in itself requires considerable time, resources, and planning, none of which is addressed in the proposal.

Phase 4 - Establishing sustainable management practices: it is unclear how this differs from the "action" referred to in phase 3, and in any case is given no further attention.

It is not clear in any of the above phases how the project fits in with other government agency programmes, other donor programmes, and existing or developing national planning frameworks or strategies. As such this may duplicate or run parallel to other initiatives.

The proposal for overarching regional support is excellent, in particular the approach based on trans-boundary sharing of skills, resources and experiences.

2.4 Addressing the uncertainties

A number of problems are presented above. These are based on weak project structure and logic, inadequate addressing of the full implications of local stakeholder participation and IDCP action, and diffuse project focus. At the heart of this may be a vastly overambitious project, with is trying to solve too many of Africa's conservation problems, and to deliver a network of protected key biodiversity sites with sustainable action programmes.

I believe these difficulties can be tackled in several ways. The first is to improve the project structure and logic, and to clarify the focus. The brief really needs a logical framework. To start this, we should ask what is special about national conservation or wildlife NGOs in this process, and what are their weaknesses. The strengths are that they have certain key skills in conservation, they have strong information bases, they are flexible to operate in a range of ways, they can build a national constituency and can act as powerful advocacy groups. The weaknesses are that they do not carry the political weight of (e.g.) donors, they do not often operate successfully at high government levels, and they do not often have the resources and skills to develop local community participation and institutions, to address community development needs, or to mobilise large scale ICDPs.

The obvious strength that shines through in this proposal is the potential to generate systematic and objective biological site information, and through the multi-national NGO networking arrangements to develop powerful national and regional advocacy for change,

and for attention to critical sites and issues. It may in fact be that this is what lies at the heart of the proposal, but needs improved presentation.

If this is not what is intended, then I have misread the intention in the proposal. If this is what is intended, three things require clarification:

- i) The main project objective needs to be sharpened and targetted, so that the focus is firmly on strengthening the NGOs and their local effectiveness to influence change.
- ii) To provide effective advocacy for attention to critical sites and biodiversity conservation issues, more targetted analysis is required on the socio-economic, institutional, policy and legal constraints on effective action, rather than resting the case on the importance and status of the resource.
- iii) Any suggestions of undertaking a major programme of conservation action, such as ICDPs, should be explicitly dropped.

From this, a focussed project purpose, a number of key outputs, and a set of targetted activities can be developed in a logical manner. For example,

Purpose: Capacity built for effective advocacy for change towards sustainable biodiversity conservation in critical sites across Africa
Results: 1. effective national NGO network across Africa developed 2. national and regional NGO skills and experiences developed 3. information and analysis of biodiversity sites and priorities used in planning 4. information and analysis of key threats to priority sites, and of social, economic, institutional, policy and legal constraints to addressing these threats used in planning and policy debate 5. institutional framework for advocacy to government, to local forest-dependent people, to the wider national and regional public, and to donors and the international public in place and effective
Activities: 1.1 1.2 etc...

3. Approach

3.1 The basis of the approach

As indicated above, the approach taken is admirable, and the potential to build a coordinated and sustained NGO force for biodiversity conservation across Africa is excellent, given the coordinating role and experience of Birdlife in such endeavours.

The approach to identification and prioritisation of important sites is comprehensive and the criteria are objective, systematic and technically sound, and include all major African

The possibility of site actions is again raised (see comments above) and requires clarification. And in this section a new component of the process is introduced: that of

3.3 Sustainability and participation (section 5)

Site actions (section 4.3): again I am confused about the extent to which the project intends to undertake full scale field action in the form of ICDPs. This is implied in this section, and yet there is clearly limited budget for this scale of action. Even one ICDP in each of the 17 participating countries would stretch resources, both financial and management resources, let alone a network of sites in each country. Each site action would in turn require substantial planning and design, none of which is foreseen in the process.

Developing the cadre of national conservationists (section 4.2): the project provides an excellent approach and framework for this, but provides few of the answers to the problems identified. The substance must be what specific actions can realistically and effectively be undertaken by the new cadre of national conservationists, once the essential steps of institution building and developing skills and participatory processes are in place. The role for advocacy could once again be stressed, but targeted at the "big issues" - policy and legal frameworks, national strategy, local empowerment, the role of government, etc. NGOs will have limited resources for substantial field actions on protected area planning and management, and local community institutional and rural development, but can have a strong impact through advocacy and promotion of public and policy debate. The distinction has been lost in the brief.

The language used is enticing, but the essence is whether the intentions can be operationalised effectively. For example, "integrating priority actions into plans and policies" - there is no discussion in the document about intervening in policy discussions, although this would be an important aspect of advocacy for the national NGOs to undertake. Similarly, "accelerate the take up of ideas enshrined in the CBD more effectively, particularly the cycle of research and action" - as discussed above, I remain unsure about the extent to which the project will undertake site interventions, for example in the form of ICDPs.

3.2 Rationale for GEF funding (section 4)

There is a good approach to including all main national government stakeholders in the process, and in building an in-country constituency for conservation action. The problems with genuine local stakeholder participation are discussed above and elsewhere. The case rests strongly on the value of birds as biodiversity indicators, which some would contest, but in the current context this is more than adequate. Perhaps a move away from the title of Important Bird Areas would be useful, to emphasise the wider biodiversity perspective. The project title of Important Biodiversity Areas is more appropriate, but confusing in the context of IBAs being a concept particularly developed using birds to identify and prioritise critical sites across Africa.

providing support to official structures and training government staff. There are two distinct roles that any intervention agent (NGO in this case) may play, either advocacy from outside the official structures, by building public opinion and political constituency, or supporting and facilitating actions of government agencies from within the system. This should be clarified. And it raises a raft of questions relevant to the design about what the government structures are, whether they are appropriate or capable institutions, whether they are backed by appropriate policy and legal frameworks, and in terms of project action, how the NGO staff will work with these official structures.

3.4 Lessons learnt (section 6)

The technical survey and database management skills of Birdlife are strong and will be a considerable asset to the project, particularly drawing on experience from similar approaches and programmes elsewhere. These experiences draw lessons about the technical components of the project, particularly site surveys and database management, but say relatively little about the impact these other programmes have had in terms of institutional, policy or attitudinal change that has been achieved, or whether this has contributed measurable and sustainable impact in terms of biodiversity conservation.

3.5 Issues, actions and risks (section 9)

The question of working at national rather than local level is raised, and training in local consultation is pinpointed as a key issue. The project is not sufficiently clear about the distinction between local consultation, as opposed to establishing genuine and active participation in planning and management of resources and sites. This is a key issue to address in clarifying the project objectives and activities, and precisely at what level and in what detail the project expects to undertake site actions.

This section rightly acknowledges that tackling conservation in the wider environment is a key issue, which this project will not tackle. This alludes to the importance of addressing local development needs, and wider institutional and policy issues. This focus should be clarified by refining the project purpose.

3.6 Project Implementation (section 10)

Monitoring and evaluation (section 10.1): “activity will be monitored informally”. This is weak, and relates only to phase 2, the surveys and IBA information database. What about the monitoring of other phases of the project? And in terms of higher level monitoring, how will the overall impact of the project be measured? There is no mention of the essential first step in implementation of the project which will presumably involve drawing up programme details for each country and region. Included in these should be details of milestones, and indicators that GEF can use to monitor progress. In addition, higher level impact indicators must be addressed now, at project design.

4. Background information

Introduction (sections 1.1 - 1.3): "The network" is not adequately explained: what is its constituency, modus operandi, members' remit. In other words, to what extent does the existing network need strengthening, what are its current strengths and weaknesses as a network, is it a matter of developing skills within each NGO, or is there still substantial work in building the network?

The biodiversity overview and status is good, and spells out the urgency of creating country capacity for effective advocacy as another force for change in conservation.

Social/cultural/economic status (section 1.4): "carefully targetted mechanisms which empower people" is again very enticing: what does this mean in the context of this project, and can this project expect to operate in this area of intervention? In which case, more articulation of this is needed, and how the project expects to deal with the roots of empowerment which lie in usufruct rights and land tenure, policy and legal review, political will, decentralisation of government and major change in institutional cultures.

Institutions/regulations (section 1.5): although some collaborating NGOs already contribute to national planning processes such as TFAP and NEAP, this is mainly in the form of supplying information on the resource base and priorities for conservation. While this is an important contribution, which may not be available from any other source, the premise of the project suggests that advocacy and action must have influence at high levels in the policy and planning process. Further background would be useful on the status of such processes in-country, and what support might be given to the partner NGOs to become involved in other ways.

5. Funding Level

The budget as presented is somewhat difficult to interpret without a breakdown. It is not clear whether site action programmes are included (e.g. ICDPs: it does not appear so). It is also not clear on the differences between baseline costs and GEF incremental costs (section 8.1): the 50% scale-up of GEF funds is attributed inconsistently, and in most cases the incremental costs are much more than 50% of the baseline.

Equally in Annex 5, which gives a bit more breakdown (and is not complete in some details), I cannot easily evaluate the absolute and relative funding levels attributed to each of the project components, as these are not adequately described in the project description, particularly phases 3 & 4, and programme coordination which also has a high relative % of the budget.

Annex 7, defining project management units, was not attached to the brief.

Cost-effectiveness (section 8.2): it is not clear how Birdlife will ensure the quality and effectiveness of the national NGOs. This is an important issue, as large sums of money are

involved, and monitoring of cost-effectiveness will be an important management function for Birdlife. The approach is essentially one of decentralising the control and budget of this programme, to local institutions. What will be the approach with weak partners? Will there be a major effort at institution building before these partner NGOs then undertake their own role of advocacy and support to government structures? I note that this question is addressed later, in section 9 on issues and risks (“training and preparation of project staff”)- this would seem to be a major early step in the process, which has been omitted from the project description.

The high quality of the information of actual or potential Protected Area Systems is raised as a demonstration of cost-effectiveness. While the project may indeed deliver good ideas on PAS, this will not in itself be a good indicator of effectiveness of conservation efforts. See comments above of the purpose of the project and what it will expect to deliver for the money being spent.

6. Innovation

The innovation in this project lies in its basic concept: that an international NGO can facilitate and coordinate a continental network of NGOs, that can in turn become effective local and regional advocates for change and for raising the profile of biodiversity conservation, by means of sharing skills and experiences between nations, and by building capacity within nations. This is an excellent and well conceived initiative which deserves support. The design should build on this strength.

7. Strengths / Weaknesses

The strengths and weaknesses of the project have been outlined above, and some suggestions have been given for improving the structure and design, which should enable a clearer focus for action, and clearer indicators by which GEF may measure its progress and impact.

8. Summary

The structure of this review sticks to the headings given in the terms of reference, and does not always fit easily with the comments made. It might have been easier for GEF and Birdlife to address the points raised in the review if I had stuck to the structure of the brief itself. However, I have tried to fit most points that arise within the given headings, with cross-referencing to headings in the brief.

This review may appear critical. The intention of a critical review is to improve the product, and I hope these comments will be taken in this light. It might have been useful to have had a one day workshop with Birdlife to unpick and reformulate the brief together, as I feel my comments may not have done justice to work put into the brief, which is very compact and attempts to be comprehensive. However, let me be clear that I think the project concept and approach is excellent, and deserves support. It may be possible to

address the queries raised in simple professional terms. However, the queries may represent a deeper level of diffusion about what the project will actually deliver, and what the most appropriate and effective targeting of intervention should be. With the very substantial budget being requested, GEF will want to be sure the objectives and expected outputs are clear and measurable, so that effective progress and sustainable impact can be achieved.