

**UNITED NATIONS ENVIRONMENT PROGRAMME
GLOBAL ENVIRONMENT FACILITY (GEF)**

PROJECT DOCUMENT

1. Identifiers:

Project Number:

Project Name: Fouta Djallon Highlands Integrated Natural Resources Management Project (FDH-INRM)

Duration: Four and six years (Tranche I + Tranche II)

Implementing Agency: United Nations Environment Programme (UNEP)

Executing Agency: Food and Agriculture Organization of the United Nations (FAO)

Regional Implementing Agency: International Bureau of Coordination/African Union (IBC-AU)

Requesting Countries: Gambia, Guinea, Guinea-Bissau, Mali, Mauritania, Niger, Senegal, Sierra Leone

Eligibility:

Countries	UNCBD	UNFCCC	UNCCD
Gambia	10/06/94	10/06/94	11/06/96
Guinea	07/05/93	07/05/93	23/06/96
Guinea-Bissau	27/10/95	27/10/95	27/10/95
Mali	29/03/95	28/12/94	31/10/95
Mauritania	16/08/96	20/01/94	07/08/96
Niger	25/07/95	25/06/95	19/01/96
Senegal	17/11/94	17/10/94	26/07/95
Sierra Leone	12/12/94	22/06/95	25/09/97

GEF-4 STRATEGIC PROGRAM(S): LD-SP-1 Agriculture; LD-SP-2 Forest; LD-SP-3 Innovation

GEF-3 Focal Area: Land Degradation

GEF-3 Operational Programs: OP#15 - Sustainable Land Management
OP#12 - Integrated Ecosystem Management
OP#4 - Mountain Ecosystems

GEF-3 Strategic Priority: SLM-1 - Targeted Capacity Building
SLM-2 - Implementation of Innovative and Indigenous Sustainable Land Management Practices

2. Summary:

The Fouta Djallon Highlands (FDH) is a series of high plateaus concentrated in the central part of the Republic of Guinea but whose area extent continues into Guinea-Bissau, Mali, Senegal and Sierra Leone. This highland area is the point of origin of a number of international rivers in West Africa, notably the Gambia, the Niger and Senegal Rivers, as well as a number of small water courses. The sub-region is characterized by a Guinean to

Sudano-Guinean climate. Due to their geographic and climatic diversity, the Highlands and surrounding foothills also support a rich diversity of ecosystems.

International recognition of the need for a more collaborative approach to the integrated management of the FDH originates from the International Soils Conference held in Dalaba, Guinea, in 1959. However, it was not until the beginning of the 1970s, following the Sahelian drought, that a concerted action was agreed upon under the aegis of the Organization of African Unity (OAU) during its 33rd Session of Council of Ministers in Monrovia (Liberia). In response, the African Union (formerly the OAU) established, with the assistance of UNEP, FAO, UNESCO and UNSO, the Fouta Djallon Highlands – Management Programme (FDH-MP), involving eight countries (Gambia, Guinea, Guinea-Bissau, Mali, Mauritania, the Niger, Senegal and Sierra Leone) that depend on waters from the Highlands.

The long-term goal of FDH-MP is to guarantee the protection and rational use of FDH's natural resources in order to contribute to improved livelihoods of the population in the Highlands. It is conceived as a medium to long-term programme to be implemented in sequential stages. The Project proposed below is compatible with, and a natural extension of, the FDH-MP.

Despite these efforts, over the last four decades, a number of growing threats have combined to take their toll on the Highlands' natural resources and contributed to declines in its value as a source of water, endemic biodiversity and the bio-productive potential of the environment. Indicators of environmental degradation in the Highlands include: (i) reduction of vegetative cover; (ii) acceleration of soil erosion; (iii) modification of soil characteristics and declines in fertility; (iv) reduction of flora, fauna, and fish species; (v) increase in water run-off; (vi) increased siltation and sedimentation of watercourses and drying up of springs; and (vii) the gradual appearance of invasive aquatic weeds in the watercourses. While the underlying causes are numerous and diverse, the main aspects are: population pressure, poor or ineffective policies, and weak institutions.

The development objective of the ten year Project is to ensure the conservation and sustainable management of the natural resources of the Fouta Djallon Highlands over the medium to long-term (2025) in order to improve rural livelihoods of the population directly or indirectly related to the FDH. The environmental objective of the Project is to mitigate the causes and negative impacts of land degradation on the structural and functional integrity of the ecosystems of the Fouta Djallon Highlands through establishment of a regional legal and institutional framework and strengthened institutional capacity designed to facilitate regional collaboration in the management of the FDH, assessment of the status of natural resources in the FDH and development of replicable, community-based sustainable land management models. To achieve these objectives, the Project will support activities through the implementation of the following four components: (i) enhanced regional collaboration; (ii) improved natural resources management and livelihoods in the FDH; (iii) increased stakeholder capacity in integrated natural resources management; and (iv) project management, monitoring and evaluation, and information dissemination. The Project will be implemented through participatory and cross-sectoral approaches over two tranches of four and six years, respectively.

The total project cost, excluding PDF-B financing, is an estimated US\$44 million. The total GEF contribution is an estimated US\$11 million allocated over two tranches at US\$5 million for tranche I and US\$6 million for tranche II. The contribution of participating countries is estimated to be US\$15 million, of which US\$4.8 million is in cash. The in-kind contribution

of local populations and communities (beneficiaries) amounts to US\$3 million. Co-financing from donors, FAO and other sources, either as parallel or redirected financing, is estimated at US\$11.85 million. Finally, the African Union has committed an estimated US\$3.15 million in co-financing.

3. Costs and Financing (US\$):

GEF:	Project:	11 000 000
	Tranche 1: (4 years):	5 000 000
	Tranche 2: (6 years):	6 000 000
	PDF – A:	25 000
	PDF – B:	529 000

Subtotal (GEF): **11 554 000**

Co-financing (Project):

	<u>In-kind</u>	<u>Cash</u>	<u>Total</u>
Governments	10 200 000	4 800 000	15 000 000
African Union ¹		3 150 000	3 150 000
Donors ²	X	X	10 708 000
FAO	1 142 000		1 142 000
Beneficiaries	X	X	3 000 000
UNEP			

Subtotal Project Co-financing: **33 000 000**

Total Co-financing by tranche:	
Tranche I:	19 746 000
Tranche II:	13 254 000

Co-financing (PDF-B):

Governments (in-kind):	85 500
AU (in-kind):	35 000
UNEP (in-kind):	10 800
GM:	25 000
FAO:	
In-kind	130,000
Cash	40 000

Subtotal Project Preparation Co-financing: **326 300**

Subtotal (co-financing): **33 326 300**

Total Project Cost³ **44 000 000**

¹ See attached letter from African Union, 7 February 2005 (Annex 9).

² Negotiations for co-financing are currently ongoing.

³ This cost does not include the cost of the PDF-A and PDF-B grants and associated co-financing.

STATE OF ENDORSEMENT OF NATIONAL GEF FOCAL POINTS FROM THESE GOVERNMENTS:

Country	Name of Signatory	Title of Signatory	Supervising Ministry	Date of Letter
African Union	Rosebud Kurwijila	Commissioner Rural Economy and Agriculture	African Union Commission	7 February 2005
Gambia	Momodou B. Sarr	Executive Director (GEF Operational Focal point)	National Environ- ment Agency	16 February 2005
Guinea	Sekou Mohamed Camara	(GEF Operational Focal point) Fonds de Sauvegarde de l'Environnement	Ministère de l'Environnement	27 January 2005
Guinea-Bissau	Lourenco Antonio Vaz	Directeur Général de l'Environnement (GEF Operational Focal point)	Ministério de Energia e dos Recursos Naturais	4 January 2005
Mali	Yaya Nouhoum Tamboura	Chevalier de l'Ordre National (GEF Operational Focal point); Secretariat Technique Permanent du Cadre Institutionnel de la Gestion des Questions Environnementales	Ministère de l'Environnement et de l'Assainissement	17 January 2005
Mauritania	El Hadrami Ould Bahneine	Directeur de l'Environnement (GEF Operational Focal point)	Ministère du Développement Rural et de l'Environnement	20 February 2005
The Niger	Yakoubou Mahaman Sani	Ministre d'Etat	Ministère de l'Hydraulique, de l'Environnement et de la Lutte contre la Désertification	18 January 2005
Senegal	F. Dia Toure	Directeur (GEF Operational Focal point) Direction de l'Environnement et des Etablissements classés	Ministère de l'Environnement et de la Protection de la Nature	25 January 2005
Sierra Leone	Stephen S.J. Jusu	Director of Environment (National GEF Focal Point)	Ministry of Lands, Country Planning and the Environment	16 February 2005

CONTACT AT THE GEF, IMPLEMENTING AGENCY, UNEP:

Ms Maryam Niamir-Fuller, Director, Division of GEF Coordination, UNEP, P.O. Box 30522, Nairobi 00100, Kenya, Tel: +254 20 762 4166, Email: maryam-niamir-fuller@unep.org

Mr. Mohamed Sessay, Programme Officer; Division of GEF Coordination, UNEP, P.O. Box 30522, Nairobi 00100, Kenya Tel: (254) 20 7624294; Fax: (254) 20 7624041, Email: Mohamed.sessay@unep.org

CONTACT AT THE EXECUTING AGENCY, FAO

Mr Moujahed Achouri, Chief, Forest Conservation Service (FOMC), Forestry Department, FAO, Rome, Italy. Tel: (39) 06 5705 4085, Email: Moujahed.Achouri@fao.org

Mr Thomas Hofer, Forestry Officer, Forest Conservation Service (FOMC), Forestry Department, FAO, Rome, Italy. Tel: (39) 06 5705 3191; Fax: (39) 06 5705 5137
Email: Thomas.Hofer@fao.org

Ms Barbara Cooney, GEF Focal Point, Field Programme Development Service (TCAP),
FAO, Rome, Italy. Tel: (39) 06 57055478. Email: Barbara.Cooney@fao.org

CONTACT AT THE AFRICAN UNION

Mr Babagana Ahmadu, Director, Department for Rural Economy and Agriculture, B.P.
3243, Addis Ababa, (Ethiopia) Tel: 251 11 552 5845, Email: babagana@africa-union.org

Dr Mamadou Ouattara, International Coordinator, Fouta Djallon Programme, African
Union Coordination Office (IBC-AU), P.O. Box 1383, Conakry, Guinea. Tel.: (224) 435365
– Email: unafrik@sotelgui.net.gn

TABLE OF CONTENTS

Project Description

I.	Background and context.....	1
	Environmental context.....	1
	Socio-economic context.....	4
	Policy context	4
	Context of GEF programming	8
II.	The Baseline.....	9
	Current situation.....	9
	Relevant on-going activities.....	10
III.	The GEF Alternative.....	12
	Justification.....	12
	Objectives.....	14
	Detailed project description	14
IV.	Implementation	22
	Project implementation	22
	Project management	24
V.	Coordination with other IAs/EAs.....	27
	Linkages to the IA's and EA's Programmes	27
	Linkages to other GEF Projects.....	27
VI.	Stakeholder involvement.....	29
	Beneficiary and stakeholder profiles.....	29
	Participation and consultation.....	30
	Involvement of regional organizations.....	30
VII.	Sustainability, replicability and Risks.....	31
	Sustainability	31
	Replicability.....	31
	Risks.....	32
VIII.	Incremental Costs and benefits and project financing.....	34
	Incremental cost analysis.....	34
	Project financing.....	37
	Cost effectiveness.....	37
IX.	Monitoring and Evaluation.....	37
X.	Reporting	39
	Management Reports	39
	Substantive Reports	40
	Financial Reports	40
XI	Terms and Conditions	41

Annexes

Annex 1:	Incremental Cost Analysis
Annex 2:	Project Logical Framework
Annex 3:	(a) STAP Reviews and Responses
	(b) GEF Secretariat Comments and Response
Annex 4:	Global Significance of the Fouta Djallon Highlands

- Annex 5: Public Involvement Plan
 - Annex 6: Institutional and Implementation Arrangements
 - Annex 7: Monitoring and Evaluation Plan
 - Annex 8: Map of the Project Area
 - Annex 9: Co-financing Commitments
 - Annex 10: Initial Terms of Reference
 - The Project Steering Committee (PSC)
 - The Scientific and Technical Committee (STC)
 - The FAO Project Task Force
 - The International Coordinator
 - The Chief Technical Advisor (CTA)
 - National Focal Point officers (NFPs)
 - Annex 11: Project Budget covering the GEF contribution through FAO
 - Annex 12: Work-plan for Project Year 1 (PY-1)
 - Annex 13: Documents and Outputs from the PDF-B project
 - Annex 14: Format: Report on Co-financing
 - Annex 15: Format: Cash Advance Request
 - Annex 16: Format: Quarterly Expenditure Report to UNEP
 - Annex 17: Format: Half-yearly Progress Report to UNEP
 - Annex 18: Format: Inventory of Non-Expendable Equipment
 - Annex 19: Format: Progress Report to GEF
 - Annex 20: Format: Terminal Report
-

ACRONYMS AND ABBREVIATIONS

ADB	African Development Bank
AFD	Agence française de développement/French Agency for Development
AGIR	Regional Programme to Support the Integrated Management of Natural Resources
AU	African Union
CILSS	Comité Inter-Etat de Lutte contre la Sécheresse au Sahel / Permanent Interstate Committee for Drought Control in the Sahel
CBD	Convention on Biological Diversity
CFA	Communauté Francophone Africaine
CM	Conference of the Ministers
CBOs	Community-based Organizations
CTA	Chief Technical Adviser
EA	Executing Agency
ECOWAS	Economic Community of West African States
FAO	Food and Agriculture Organization of the United Nations
FAOR	FAO Representative
FDH	Fouta Djallon Highlands
FDH-INRM	Fouta Djallon Highlands Integrated Natural Resources Management Project
FDH-MP	Fouta Djallon Highlands-Management Programme (= RP-FDH)
FOMC	Forest Conservation Service in FAO (was FORC)
FORC	Forest Conservation Service in FAO (now FOMC)
FRA	Global Forest Resources Assessment
GEAP	Gambia Environmental Action Plan
GEF	Global Environment Facility
GLCN	Global Land Cover Network
GM	Global Mechanism of the UNCCD
GOG	Government of Guinea
GTZ	German Agency for Technical Cooperation
IBC-AU	International Bureau of Coordination – African Union
IA	Implementing Agency
IC/IBC-AU	International Coordinator IBC-AU
ICA	Incremental Cost Analysis
ICRAF	International Centre for Research in Agroforestry
IFAD	International Fund for Agricultural Development
IGA	Income Generating Activity
INRM	Integrated Natural Resource Management
IUCN	World Conservation Union
LADA	Land Degradation Assessment in Drylands
LOP	Life of Project
LPSU	Local Project Support Unit
M&E	Monitoring and Evaluation
MPWRM	Master Plans for Water Resources Management
NAPs	National Action Plans
NBA	Niger Basin Authority
NCC	National Consultative Committee

NEPAD	New Partnership for Africa's Development
NEPAD/IS	NEPAD Interim Secretariat
NEAP	National Environment Action Plan
NFP	National Focal Point
NGO	Non-governmental Organization
NTPU	National Technical Project Unit
NRM	Natural Resource Management
OAU	Organisation of African Unity (now African Union)
OMVG	Organisation pour la mise en valeur due fleuve Gambie / Gambia River Basin Development Organization
OMVS	Organisation pour la mise en valeur due fleuve Sénégal / Senegal River Development Organization
OP	Operational Programme
PDF	Project Preparation and Development Facility (GEF)
PEGRN	Extended Project on the Management of the Natural Resources
PIR	Project Implementation Review
PMS	Project Participating Member States
PSC	Project Steering Committee
QPIR	Quarterly Project Implementation Report
RAPs	Regional Action Plans (UNCCD)
RCC	Regional Consultative Committee
RPBs	Representative Pilot Basins
RPCU	Regional Project Coordination Unit
RP-FDH	Regional Programme for integrated management of the Fouta Djallon Highlands (also FDH-MP)
SHSG	Summit of Heads of States and Governments
SLM	Sustainable Land Management
SRAPs	Sub-regional Action Plans
SSO	Sahara and Sahel Observatory
STAP	Scientific and Technical Advisory Panel
STC	Scientific and Technical Committee
TDA	Transboundary Diagnostic Analysis
TOR	Terms of Reference
TSBF/CIAT	Tropical Soil Biology & Fertility/International Centre for Tropical Agriculture
UNCCD	United Nations Convention to Combat Desertification
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNEP/DGEF	United Nations Environment Programme/Division of GEF Coordination
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFCCC	United Nations Framework Convention on Climate Change
UNSO	Office to Combat Desertification and Drought
USAID	United States Agency for International Development
WFP	World Food Programme
WMO	World Meteorological Organization
WWF	World Wildlife Fund

PROJECT DESCRIPTION

I. BACKGROUND AND CONTEXT

Environmental Context

Resource Endowment

1. The Fouta Djallon Highlands (FDH) are composed of a group of high plateaus (altitude varying from 500 to 1 500 m), concentrated in the central part of the Republic of Guinea. In addition to the Highlands themselves, referred to for purposes of this Project as the “core” area, these plateaus extend beyond Guinea into four neighboring countries (Guinea-Bissau, Mali, Senegal and Sierra Leone) through associated foothills and other related topographic features (see Annex 8). With the inclusion of the associated foothills, the FDH core area increases from some 60 000 km² to 185 000 km². This area increases further to 325 000 km² with the inclusion of the upper basins of the main transboundary rivers whose source waters originate in the FDH and flow through Benin, Gambia, Mauritania, the Niger and Nigeria. For the purposes of the subsequent discussions, the proposed project area will be the latter, i.e., the core FDH, associated foothills, and upper portions of the major transboundary river basins.⁴
2. The climate in the FDH core area can be characterized as tropical with annual precipitation ranging between 1 500 and 1 800 mm. Precipitation records dating back to 1931 indicate that, since the early 1970s, average rainfall has been in deficit relative to earlier years where records exist and has contributed to an apparent shift in the distribution and reduced quantities of rainfall as measured by isohyets from north to south of some 200 km.
3. The FDH are characterized by their significance as the source area of a large and diverse natural water network that extends into ten West African countries (these are Benin, Gambia, Guinea, Guinea-Bissau, Mali, Mauritania, the Niger, Nigeria, Senegal, and Sierra Leone). The more than 8 000 springs support a dense system of 15 rivers, including six international rivers, which are some of the most important rivers in West Africa (the Niger, Senegal, Gambia, Kaba, Kolenté and Koliba). These watercourses are the main international waters in the sub-region, with more than 70 percent of the water from these rivers originating in the Highlands. Accordingly, the FDH is often called the “water tower” of West Africa. Similarly, the FDH is believed to be a major source of groundwater recharge in the subregion, a critical resource in supporting domestic and agricultural needs of non riverine populations.⁵
4. Due to their geographic and climatic diversity, the Highlands also support a rich diversity of ecosystems of which the most important are the: (i) Guinea-Sudano Savanna, (ii) Dry Guinean Forest, (iii) mountain, and (iv) river and freshwater ecosystems. In terms of vegetative cover, the mountain forests occupy the central plateau of the Highlands, while

⁴This was based on a decision taken by the 1st Ministerial Conference of the Regional Programme. The definition of boundary of the upper basins is mainly based on geomorphological and hydrological criteria.

⁵The absence of a sub-regional piezometric network is a major barrier to completing accurate assessments and monitoring of groundwater resources.

the woodland and bushland are more prevalent in the footlands. These globally significant ecosystems are described in greater detail in Annex 4.

5. The broad range of ecosystems in the FDH also supports a rich biological diversity and hosts an abundance of flora and fauna. In Guinea alone, over 3 000 plant species have been identified. Among the 3 200 species of known fauna in that country, there are 1 529 vertebrates. Other indicators of this richness include the large number of mammals (260 in Guinea and 136 in Mali), avifauna (518 species in Guinea), and aquatic vertebrates (110 species identified from the Koliba, Gambia, the Niger and Senegal rivers). In the core area of the FDH, there are estimated to be more than 3 300 chimpanzees, the largest remaining population in West Africa. Of the five priority sites identified in West Africa for the conservation of fish and insects, three are found in the FDH.⁶

Threats

6. In light of the dense river network supported by the FDH and their regional and global biodiversity significance, there is a growing concern over their preservation and the integrated management of the natural resources of the Highlands and the associated dependent transboundary rivers. This concern is based on what appears to be an ongoing and possible accelerated degradation affecting all the ecosystems, land as well as water, and biotic resources in the FDH. The sources and resulting effects of degradation appear to be combining and resulting in: (i) reduction of vegetative cover; (ii) acceleration of soil erosion; (iii) modification of soil characteristics and declines in fertility; (iv) reduction of flora, fauna, and fish species; (v) increase in water run-off; (vi) increased siltation and sedimentation of watercourses and drying up of springs; and (vii) the gradual appearance of invasive aquatic weeds in the watercourses.
7. With respect to biodiversity, according to studies carried out in Guinea, there appears to be an overall decline in habitat and flora and fauna when compared with earlier data. Mountain ecosystems are thought to be under particular threat due to deforestation associated with clearing, slash and burn agriculture and non-sustainable forestry practices which, in combination, are contributing to an estimated 140 000 ha of forest lost annually.⁷
8. More specifically, one study carried out on the mammals of Mali found that, of the some 70 species of large and medium mammals known from the records in 1989, the number has declined and nine of them are severely endangered.⁸ The same trends are thought to be occurring for avifauna (including the ostriches) and can be extrapolated to include other animal groups. Other indicators of possible decline in environmental quality include: (i) 36 out of 88 endemic plant species are now considered endangered, (ii) 17 out of 190 mammals identified in the country are endangered, and (iii) 16 out of 526 bird species identified are endangered.

⁶These are the Saala, Nyalama, and Bankoun forests of Dokoro and Bani. See Regional Action Plan for Biodiversity Conservation in West Africa.

⁷These studies were carried out during the preparation of the Water and Environmental Resources Management Project of the Senegal River Basin (2001).

⁸These are: the Oryx (*Oryx algazel*), Damaliscus (*Damaliscus korrigum*), Addax (*Addax nasomaculatus*), West Sudan giant eland (*Taurotragus derbianus*), Giraffa (*Camelopardalis reticulata*), Cheetah (*Acinomyx jubatus*), Maned sheep (*Ammotragus lervia*), Elephant (*Loxodonta africana*) and Chimpanzee (*Pan troglodytes*). See "Conservation et valorisation de la biodiversité et des éléphants du Gourma (2001)".

Causes

9. There are several natural and human-induced causes leading to the FDH land and water resource degradation that can be linked to a lack of appropriate policy incentives, poverty issues, and poor institutional arrangements. These have been summarized in Table 1.

Table 1. Causes and Barriers to Sustainable Natural Resources Management in the FDH

Major impacts of degradation of FDH's natural resources	Intermediate and root causes	Barriers to sustainable natural resources management	Weaknesses in existing baseline scenario activities
1. Reduction of plant cover	<ul style="list-style-type: none"> Increased population and strong human pressure (forest land conversion into agricultural land, over-grazing, etc.); Growing demand for wood (for energy, furniture, construction, etc.). Climate change and variability 	<ul style="list-style-type: none"> Lack of appropriate policy for community-based natural resource management; Disincentive due to lack of security of land tenure; Overlapping and contradictory sectoral policies (agriculture, forestry, live-stock, etc.). 	<ul style="list-style-type: none"> Technical measures and financial means are inadequate for protecting the natural resources (e.g., creation of forest reserves and protected areas); Regulatory measures are not efficiently applied; Limited incentives at policy and institutional levels offered to communities (e.g., unclear land tenure).
2. Reduced soil productivity	<ul style="list-style-type: none"> Soil erosion and fertility declining due to agricultural and grazing practices (mono-cropping, slash and burn, over-grazing, etc.); Bushfires. 	<ul style="list-style-type: none"> Inadequate mechanisms for improving traditional farming systems and land resource use; Poor access to good agricultural practices and inputs. 	<ul style="list-style-type: none"> Limited technical and institutional capacities of the agricultural, pastoral and forest extension services; Inappropriate logistic means to reach and guide the resource users.
3. Declines in water quality and quantity (surface and groundwater)	<ul style="list-style-type: none"> Limited rainfall and poor recharge of groundwater; Accelerated sediment transported downstream and siltation of water courses; Excessive harvesting of waters; Proliferation of invasive plant species; Water pollution attributable to household waste, chemical industries and irrigated farm discharges, sludge of mining industries; Salinization of groundwater and rivers; Climate change and variability. 	<ul style="list-style-type: none"> Lack of knowledge in communities about appropriate technologies for sustainable use of forests and woodlands in sloping areas and along the water course; Poor soil conservation techniques to control runoff; Lack of integrated watershed approaches; Lack of harmonized legislation for water resource management in the region. 	<ul style="list-style-type: none"> Management and protection of springs have been carried out, but were limited to few watersheds and water courses; Unconsolidated approach for integrated forest and water management; Harmonized systems of data management and environmental information non-existent or limited; Limited awareness about pollution impacts upon the environment and health.
4. Loss of biodiversity	<ul style="list-style-type: none"> Poaching and destruction of habitats; Excessive hunting and fishing; Water pollution and mining; Climate change and variability. 	<ul style="list-style-type: none"> Pressures for land-use; Bushfires and over-hunting; Lack or non-observance of environmental protection measures; Unsustainable fisheries practices. 	<ul style="list-style-type: none"> Limited awareness of biodiversity management; Poor understanding of relevant legislation.

Socio-economic Context

10. The Highlands are critical to supporting the livelihoods of a large portion of the population not only in Guinea but in all ten countries through which the aforementioned rivers flow. The estimated population of the FDH core area is some three million people. This increases to seven and 15 million with the inclusion of the neighboring foothills and upper basins of the main transboundary rivers, respectively. Regardless of the area of interest, the population is largely rural (between 60 and 75 percent) with a high population density varying on average between 40 to 120 persons/km²; the higher number is found in the central plateau. The rural population is highly dependent on the FDH and its natural resources which are used for agriculture, livestock breeding, fishing and craft industries. Furthermore, the FDH forests represent a major source of energy, raw material for construction and furniture production, as well as aromatic oils which are also traded. Conservation, management and sustainable use of the FDH's natural resources is important to the local communities as the Highlands represent the source of their productive resources and livelihoods.

Policy Context

Regional Programme for Integrated Management of the FDH

11. The concept of applying a regional approach to the integrated management of the FDH originates from recommendations which came out of the International Soils Conference held in Dalaba (Guinea) in 1959. Conference participants recognized the regional importance of the FDH and the urgent need to manage the principal transboundary rivers that originate there. The recommendations also noted the need for joint actions by all concerned countries, which in addition to the previously cited states, included Nigeria and the former colonial powers (France, Portugal and the United Kingdom). These recommendations provided the justification for a meeting of experts in 1960 in Mamou, Guinea, which focused on how best to address the issues of natural resources degradation in the FDH and mitigate the impacts on the region's hydrology. One of the principal recommendations stemming from this meeting was to support reforestation of degraded areas and increased protection of existing forests.
12. Despite these initial efforts, there was little achieved on the ground until the Sahelian drought beginning in the early 1970s. In response to the drought, the issue of FDH was once again raised, this time by the African Union (AU) (formerly the Organization of African Unity) and, as a result, it was included as a major priority in the AU's Action Plan to Combat Desertification, Drought and Other Catastrophes in Africa, highlighting the need for a coordinated action in the 33rd Session of the Board of Ministers, which was held in Monrovia (Liberia). To this end, the African Union asked the United Nations Environment Programme (UNEP) to include the issues of FDH in a soon-to-be-prepared trans-national project: *Green Belt to the South of the Sahara*.
13. In response, UNEP agreed to support the formulation of a Fouta Djallon Highlands-Management Programme (FDH-MP) and supported in 1980-81 two joint diagnostic and formulation missions with participation of representatives from the Food and Agriculture Organization of the United Nations (FAO), United Nations Educational, Scientific and Cultural Organization (UNESCO), United Nations Sudano-Sahelian Office, UNEP, OAU and the Government of Guinea

14. The resulting Programme involved eight of the ten countries that depend on the waters coming from the FDH (Gambia, Guinea, Guinea-Bissau, Mali, Mauritania, the Niger, Senegal and Sierra Leone).⁹ The long-term objective of FDH-MP was to guarantee the protection and rational use of FDH's natural resources in order to contribute to improving livelihoods of the population in the highlands. It was conceived as a medium- to long-term programme to be implemented in the following stages:
- A preparatory stage (1981-1987) establishment of structures to promote and implement priority actions of the FDH-MP;
 - A demonstration stage (1988-1998) with the objective of testing appropriate techniques in developing and managing natural resources in the FDH, focusing on Representative Pilot Basins (RPBs); and
 - Large-scale implementation of FDH's integrated natural resources management plans and programmes (1999 – to present).
14. During the first stage (1981–1987), the Programme's main efforts were directed at setting up an implementation and monitoring mechanism, preparing specific project documents and securing financing. During this phase, FDH-MP was able to complete a diagnosis of the status of the natural resources (vegetation, physiographic units, land use, soil erosion risks, population density, etc.), establish a database, collate and formulate strategies, methods and management techniques to achieve its development objectives and identify 12 RPBs (from an initial 25 basins that are fed by the FDH) to be used for demonstrating strategies and management methods.¹⁰ Based on an evaluation of the results obtained, the 1st Ministerial Conference of the Members States of the Programme, held in May 1987 in Conakry, recommended that a common action plan be adopted and implemented with necessary supporting institutional framework for monitoring, evaluating and coordinating the FDH-MP.
15. The second stage of the FDH-MP (1988-1998) was devoted to demonstrating the value and effectiveness of sound management strategies, methods and techniques in small representative basins (the RPBs) within larger agro-ecological areas of the FDH. Efforts were primarily directed at experimenting with sustainable production techniques (agriculture, silviculture, and pastoral) and establishing a monitoring and evaluation system in each RPB to evaluate the impacts of the production techniques on the environment generally, and the transboundary resources specifically. Pilot activities in the RPBs were supported by individual bi- and multi-lateral funded projects (see the Transboundary Diagnostic Analysis (TDA) for more detail on these projects and activities).
16. The OAU Council of Ministers in 1999 had confirmed the principle of transferring the responsibility of the Regional Programme for the Integrated Development of the Fouta Djallon highlands to the Economic Community of the West African States (ECOWAS) and had requested the OAU Secretariat to consult the ECOWAS Secretariat for deciding on the modalities of that transfer, with the understanding that the results of these consultations will be brought to the attention of the governing bodies of these two institutions. The 3rd Ordinary Session of the African Union Executive Council in 2003 decided that, during the interim period, the African Union would continue to provide

⁹ At that time Nigeria and Benin did not participate.

¹⁰ These studies were carried out with the assistance of FAO, UNESCO and the World Meteorological Organization (WMO), with financial support from UNDP, UNSO, AU and the GOG.

necessary support for the operation of the International Bureau of Coordination until an appropriate framework for the FDH programme is approved.

Regional Priorities

17. This proposed Fouta Djallon Highlands Integrated Natural Resources Management Project (FDH-INRM) builds and capitalizes on the results of the 2nd phase of the FDH-MP. Moreover, it constitutes the concrete implementation of the recommendations of the 3rd Ministerial Conference of the FDH-MP, which was held in Bamako in July 1999, that called for “the development of a common approach and vision in addressing the problems of the FDH”. This Conference also decided to confer international status on the FDH through agreeing to a common framework agreement among Member States that facilitates co-operation in achieving the sustainable management and conservation of the FDH.
18. The countries’ view of the FDH as a priority in the sub-region was underlined in the 4th Ministerial Conference held in Banjul in March 2004, which confirmed the support of Member States for the development of a holistic approach in the integrated management and sustainable use of natural resources of FDH. The Conference also approved the main priority issues to be addressed by the FDH-INRM, which had been previously identified and defined in the TDA prepared during the Project Preparation and Development Facility (PDF) phase B (PDF-B). These were:
 - Integrated watershed management and land restoration;
 - Participatory management of natural resources (forests, fauna and pasture land);
 - Biodiversity conservation and sustainable utilization;
 - Institutional capacity-building and strengthening of stakeholders’ technical knowledge and skills; and
 - Coordination of the stakeholders’ interventions.
19. Considering the need to have a reliable information system and to facilitate cooperation among the different participants in the FDH, the Ministerial Conference also accepted the proposal for the creation of a Regional Observatory of the Fouta Djallon for the natural resources and recommended its integration in the organizational chart of the FDH-MP (the Programme) as well as the proposed Project.
20. These priorities are supported by both a regional process of sustainable management of natural resources adopted by the ECOWAS in 1999 in its United Nations Convention to Combat Desertification (UNCCD) sub-regional action plan (SRAP/AU), and in the New Partnership for Africa’s Development (NEPAD) and its environmental and agricultural action plans.
21. Finally, the Project will also collaborate closely with the existing relevant intergovernmental river basin organizations [Niger Basin Authority (NBA), Senegal River Development Organization (OMVS), Gambia River Basin Development Organization (OMVG)]¹¹ responsible for the management, protection, planning and

¹¹ The NBA: created in 1980 and grouping: Benin, Burkina Faso, Cameroun, Côte d’Ivoire, Guinea, Mali, Niger, Nigeria; the OMVG: established in 1978, involving Gambia, Guinea, Guinea-Bissau, Senegal; the OMVS: created in 1972, involving: Mali, Mauritania, Senegal, and since 2006, Guinea.

irrigation schemes in their respective river basins. Coordination will be facilitated by the representation of NBA, OMVS and OMVG in the FDH-MP.

National Priorities

22. The Project's anticipated activities also respond to a number of national priorities of the subregion's Member States. These include: (i) environmental protection, (ii) food security, (iii) poverty reduction, and (iv) involvement of local communities in all development processes.
23. The Project will reinforce and complement existing national strategies and initiatives in the Member States. These include: (i) the Sub-regional Action Plan to Combat Desertification in West Africa and Chad (SRAP, ECOWAS/CILSS) (ii) on-going processes supporting the harmonization of policies and regulations on natural resources management; (iii) a number of national strategies and action plans that address sustainable management of natural resources, biodiversity conservation and sustainable use, forests, and desertification, respectively; (iv) National Environment Action Plans (NEAP); (v) Master Plans for Water Resources Management (MPWRM); and (v) national communication strategies on climate change. Specifically, these include:
 - **Gambia:** The Programme for Sustainable Development launched in 1990 and the Gambia Environmental Action Plan, GEAP I, launched in 1992, and GEAP Phase II that covers the period 2001 to 2006, provide a cross sectoral policy framework for sustainable management of the environment in Gambia. This framework aims at ensuring, among others, sustainable land use for the rural poor, combating desertification and conservation of biodiversity along the Gambia River in order to improve food security, ensure a continuous supply of fresh water in the downstream areas of the river and reduce poverty; the enactment of a new policy by Parliament in 2003 (Biodiversity Bill 2003) maps out the way for the implementation of the National Biodiversity Strategy and Action Plan;
 - **Guinea:** The government has adopted the Guinean Forest Action Plan (1987), Agricultural Development Policy Letter (1991) and a National Action Plan for Environment (1994). These documents provide the national policy framework and outline strategies for the integrated protection of soil and water resources based on lessons learned from existing watersheds pilot sites in the Fouta Djallon highlands (RPBs); the National Strategy and Action plan for Biological Diversity (2002) emphasizes conservation of mountain, river and agricultural ecosystems; all these national policies and strategies also give high priority to community capacity building for integrated NRM, in situ conservation of biodiversity and agricultural planning; a National Action Plan to Combat Desertification is under preparation.
 - **Mali:** The government has developed the National Forestry Policy (1995), National Policy on the Protection of the Environment (1998), National Action Plan to Combat Desertification (1998), Strategic Plan of Action for Biodiversity (2001), Framework Plan for Water Resources (1992), and Framework Plan for Rural Development (1992); sustainable management of watersheds in headwater regions, preservation of water resources and related river ecosystems, mainly along the river the Niger, have been given due attention in these documents and represent high national priorities.
 - **Mauritania:** The National Strategy for Sustainable Development (2004) and the National Action Plan for Environment and Sustainable Development (2004) provide the policy framework for integrated natural resource management, preservation of

biodiversity and wetland areas. The priority of the government is to combat desertification and land degradation through massive forestation, promotion of alternative sources of domestic energy, and sustainable natural resource and biodiversity conservation in all fragile lands, particularly along the Senegal River basin where many agricultural activities are taking place. It has also put a focus on wetland management to conserve biodiversity;

- **The Niger:** In the Niger, several programmes, plans and strategies such as the Economic Policy Framework (1997-2000), the Economic Policy Reform (1998-2001), National Environmental Plan for Sustainable Development (1999) and its priority sub-programmes such as the National Action Plan to Combat Desertification (2000) and the National Action Plan for Biodiversity (2000) provide a multi-sectoral framework for poverty reduction and promotion of sustainable management of natural resources; due to its importance for irrigated agricultural production, drinking water, preservation of biodiversity, energy production and fight against desertification, the protection of the river the Niger is at the heart of all these policies, strategies and programmes.
- **Senegal:** The priority actions as adopted by the government in its National Action Plan for the Environment (adopted in early 90s) and in the water resource master plan of the Senegal River are to ensure sustainable land use and environmental protection through participatory management of the natural resources throughout the country, particularly in the fragile ecosystems of the eastern and northern parts of the country, including wetlands.
- **Sierra Leone and Guinea-Bissau:** similarly, initiatives have been recently launched, linking natural resource management to combating soil degradation, drought, desertification and poverty. Sierra Leone is finalizing a National Action Plan (NAP) that addresses issues pertaining to desertification, land degradation, biodiversity and climate change. In Guinea-Bissau, a National Plan for Environmental Management and a Strategy and Action Plan for Biodiversity (1998) have been adopted.

Further details about the project's linkages to national policy frameworks and priorities can be found in the Institutional and Legislative Review completed in the PDF-B phase of the project (see Ly and Djiré, September 2004).

Context of GEF Programming

24. A GEF PDF Block B grant was approved by the GEF Secretariat in 2001 (UNEP as Implementing Agency) to support technical studies and establish preparatory institutional arrangements. The principal activities achieved during this preparatory phase were: (i) strengthening coordination mechanisms, including setting up a Project Steering Committee (PSC) and a Scientific and Technical Committee (STC); (ii) developing a TDA; (iii) reviewing the institutional aspects with the view to identifying a common cooperation platform for stakeholders (Participating Member States, local populations, inter-governmental organizations, development partners, non-governmental organizations (NGOs), etc.); and (iv) preparing the full-size Project Proposal ("Project Brief").
25. The aforementioned TDA provided substantial information in characterizing the close linkages between land degradation, biodiversity and international waters. The activities proposed to be supported under the Project are in line with the emerging GEF policy on integrated management of natural resources. Moreover, they are consistent with the objectives of the Operational Programme (OP) on Sustainable Land Management (SLM) (OP#15), with relevance to Integrated Ecosystem Management (OP#12) and Mountain

Ecosystems (OP#4). These OPs cover the main natural ecosystems of FDH, including: the savanna ecosystem of the northeast, the dry forest ecosystem of the northwest, the high forest ecosystem (or mountain forests) in the centre and south of the FDH, and the lentic (rockpool, wetland) and lotic (stream channel) or freshwater ecosystems, as well as agro-ecosystems in the highlands. The reason for choosing OP#15 as the main entry point is the Project's focus on the rehabilitation of structure and functioning of these different ecosystems in the productive landscape, including land used for agriculture, pastures and forest management.

26. The Project is also consistent with the Strategic Priority under OP#15 on Targeted Capacity Building (SLM-1), with its focus on creating an enabling environment at regional level for coordinated management of shared natural resources, including ecosystems, land and water. The Project will also support implementation of SLM-2 on Implementation of Innovative and Indigenous Sustainable Land Management Practices. This will take place in the 14 RPBs previously selected under the preparatory phase (PDF-B) of the FDH-INRM as well as in 15 additional RPBs in other parts of the highlands, to be identified in the beginning of the proposed project.
27. The Project furthermore addresses the emerging strategic priorities for GEF-4, particularly through its activities aimed at strengthening national and regional institutional and human resource capacities, building partnerships and promoting sustainable land management at national and regional levels, and ensuring an integrated and coordinated approach in the Fouta Djallon Highlands to sustainable land and water management, protection and sustainable use of biological diversity, and promotion of sustainable energy resources.

II. THE BASELINE

Current Situation

28. Based on the Transboundary Diagnostic Analysis (TDA), it appears that investments by governments and other donors relevant to project components are generally poorly integrated into relevant sectors. Further, they are neither based on a holistic participatory planning approach nor on a strategy of giving stakeholders and local communities a sense of responsibility. The sectoral approaches of many of these projects have until now dealt with the technical and economic causes of degradation but have neglected the underlying causes at the institutional and policy level. The assessments carried out in many of these projects and the observations made in the FDH area show that field activities are scattered, superficial, and that they did not significantly contribute to arresting the loss of soil fertility or forest cover. Further, these activities were not capable of stopping the loss of biodiversity nor the proliferation of invasive aquatic weeds in watercourses. These experiences do not appear to be effective in addressing the underlying sources of natural resources degradation in the FDH. In fact, deforestation continues, soil erosion processes are accelerating, the discharge in watercourses is diminishing and the number of endangered plant and animal species are increasing. It appears that the means mobilized are limited in time and space, and that the implementation of many of these approaches is still partial and has not taken into account the chain of causes and the need for common solutions.
29. With respect to the individual priorities identified during the project formulation process, there is widespread evidence that the information and "lessons-learned" demonstrate the

lack of regional institutional capacity for the integrated management of the FDH and the need to establish close linkages between stakeholders, partners and strengthen capacities to reverse land degradation, loss of biodiversity and shared use of the international waters. Countries have taken many initiatives, but they still lack relevant national institutions and appropriate capacities to implement and monitor projects. The lack of coordinating mechanisms and staff has not favoured the creation of an effective development programme and monitoring. There is no system for coordinating and monitoring changes in the FDH and updating information in participating countries.

30. Similarly, the scope of investments in natural resources management appear limited and has not expanded into other aspects of natural resources management, much less into integrating the poverty dimension of riparian communities or other users of natural resources.
31. With respect to capacity building activities, the involvement of stakeholders is a commonly perceived “slogan” used everywhere in all countries but is rarely applicable in real terms in the FDH due to weak support capacities for beneficiaries. In the absence of GEF support, these activities will have limited impact on local communities in the FDH and there will be a major risk that there will be negative downstream externalities of degradation of the Highlands.

Relevant On-going Activities

32. Several regional projects operate in the totality or part of the Fouta Djallon Highlands among which are:

Regional programme to support the integrated management of natural resources (AGIR): This programme, which is mainly funded by the European Union (EU), focuses on the integrated management of the local natural resources in the headwater regions of the Sudano-sahelian rivers in order to conserve and restore the natural ecosystems in a regional dimension. For the member countries, the Programme will facilitate the regional cooperation through the harmonization of policies for the management of natural resources based on joint decision making. AGIR includes 10 components: two sub-regional components, four protected area components and four components which are inter-regional in nature. Accordingly, the Programme includes three main areas of operational activities:

- integrated management of resources and rural development in the highlands of the Niger and Gambia;
- support to the establishment and management of transboundary protected areas: Guinea-Guinea Bissau, Guinea-Senegal, Guinea-Mali; and
- implementation of supporting inter-regional and regional activities, including the elaboration of a regional agreement on protected areas, the establishment of a network of environmental information systems, and a network for the promotion of secondary forestry products.

Extended project on the management of the natural resources (PEGRN): The overall objective of this project, which is funded by USAID and which is operational in Guinea and Sierra Leone, is to promote the application of sustainable practices in the management of natural resources. The main components of this project are the increase of agricultural production, capacity building in the sound management of natural resources

by the communities, promotion of small- and micro-enterprise development and the establishment of an enabling policy environment.

Reversing Land and Water Degradation Trends in the Niger River Basin, funded by GEF, AfDB and the French Government through the World Bank. The objective of the project is to provide the nine riparian countries a transboundary framework for the sustainable development of the river the Niger basin, through strengthening of capacity and a better understanding of land and hydrological resources. Components of the project include strengthening of the regional management capacity of NBA, improving the understanding of transboundary issues in the area of land and water, through TDA and development of a strategic action programme, and officialization of integrated decision-making process for transboundary environmental planning within the basin, so that to achieve the inversion of trends in land and water degradation.

The programme on the fight against silting of the river the Niger basin, funded by the African Development Bank. The programme, which started in 2003, has two components: institutional strengthening of the NBA structures at national and regional levels; and priority actions of protection against silting in Burkina Faso, Mali and the Niger, countries located in the most sensitive areas of the Basin in terms of silting.

Under the Gambia River Basin Development Organization (OMVG), a project on the use and management of natural resources funded by the ADB and World Bank, covers the border regions of the four OMVG countries (Upper River Division in Gambia, Administrative regions of Koundara and Gaoual in Guinea, the Gabu region in Guinea-Bissau, and the Department of Velingara in Senegal). The specific objective of the project is to increase agricultural, forest and livestock production, to rationalize the use of natural resources and improve road infrastructures and social service.

For the Senegal River Development Organization (OMVS), the Senegal River Basin Water and Environmental Management Project funded by GEF is operational in Guinea, Mali, Mauritania and Senegal. The main objective of the project is to establish a framework for a strategic and participatory environmental management of resources of the Senegal River basin. The project aims at supporting at the institutional, technical and financial level the concerned regional, national and local actors in order to achieve a vast and coherent sub-regional cooperation programme, based on rational and sustainable use of opportunities offered by the natural resources of the Senegal river.

Global Land Cover Network (GLCN) and FAO Africover Project: The ongoing activities under this project are particularly relevant in the context of the planned Regional Observatory of the Fouta Djallon. Baseline land cover assessment and monitoring of its dynamics are essential requirements for the sustainable management of natural resources and for environmental protection. They provide the foundation for environmental, food security and humanitarian programmes that are crucial in fulfilling the mandates of many UN, international and national institutions. Current monitoring programmes, however, have no access to reliable or comparable baseline land cover data. Therefore, the collaboration with a global programme using a fully harmonized approach is essential to increase the reliability of land cover information for a large user community. Currently mapping activities are carried out by different organizations for a targeted end-user community. This often results in duplication of efforts, gaps in data collection, varying classification systems being used and non-standardized legends. All of these factors limit

the use of the resulting datasets and consequently there is a lack of data sharing as there is no basic reference classification system to which all the different datasets refer.

FAO and UNEP have jointly developed a Global Land Cover Network (GLCN). The GLCN methodology maps all aspects of land cover from forest, grassland to bare areas. The same amount of attention is given to all aspects of land cover so that it can be applicable to a wide range of user applications. GLCN is based on the successful Africover project which was established to develop a digital georeferenced database on land cover and a geographic referential for 10 countries in East Africa including: geodetical homogeneous referential, toponomy, roads and hydrography. The project was established in response to a number of national requests for assistance for data required for early warning: food security; agriculture; disaster prevention and management, and many other environmental management activities. Africover has developed a number of products including a Multipurpose Africover Database for the Environmental Resources, produced at a scale of 1:200,000 (and at 1:100,000 for small countries and specific areas). A priority has also been to reinforce national and subregional capacities for the establishment, update and use of land cover maps and spatial data bases to ensure an operational approach and the sustainability of the initiative. The Africover Project has also standardised the field collection procedure for collecting land cover information. This procedure can be replicated very easily and could prove useful in the monitoring of land degradation at identified sites.

III. THE GEF ALTERNATIVE

Justification

33. The evaluations performed in many of these projects as well as observations made in the FDH sub-region showed that the results obtained, although positive overall, were far from effective in removing the threats and underlying causes contributing to widespread degradation of the natural resources in the FDH. In fact, deforestation still continues, the soil erosion processes are amplifying, the water flow in the watercourses is decreasing and the number of animal and endangered plant species is increasing. It seems that the resources mobilized are still limited, in both time and space, and that the implementation approaches continue to be piecemeal and do not take into consideration the root causes and the need for common solutions. Further, the sectoral approaches of the standard projects tackle the technical and economic causes of degradation, while allowing the underlying institutional and policy failures to persist, thereby maintaining the processes of degradation. Finally, there is a need to focus on several policy, institutional and socio-economic barriers that limit the scope of operations promoted through different projects and programmes supporting sustainable management of the FDH's natural resources (Annex 4).
34. In the design of the FDH-INRM Project, the preparation team was fortunate to have access to some 20 years of experience and "lessons learned" based on the FDH-MP Programme. Some of the more positive experiences derived from the Programme incorporated into project design were the following:
 - the need to involve local populations and local authorities, decentralized technical services, NGOs and private operators in the implementation of projects;

- the participatory design of management plans for the RPBs, provided with action plans;
 - definition of reliable technical frames of reference in the planning, restoration and sustainable management of natural resources: agro-forestry, silvo-pastoralism, hedges, water sources protection, protection of fragile areas, and others;
 - the development of principles of sustainable agriculture, focusing on soil conservation, the intensification of production systems (alley farming, organic fertilizer, selective management of lowlands), diversification and association of crops, and valuation of biodiversity through the promotion of specific products (beekeeping and improved harvests);
 - the establishment of regulatory instruments and structures of natural resources management by the local authorities and rural populations; and
 - the emergence of farmers' resources in natural resources management.
35. Notwithstanding these positive outcomes, there were also a number of negative findings which were also considered in project design. These included problems in implementation attributed to:
- insufficiencies in the analysis, diagnosis and zoning of the environment;
 - inadequate coordination both among different RBP projects and between these projects and other institutional actors in the FDH;
 - inadequate monitoring and coordination mechanisms by different actors; and
 - insufficiency of relevant indicators for measuring and monitoring impact.
36. The major findings and recommendations stemming from the final evaluation of the FDH-MP Programme that provided much of the basis for the formulation of the FDH-INRM Project objectives and activities were to:
- strengthen mechanisms of collaboration, cooperation and coordination at the local, national and regional level;
 - harmonize, adapt and simplify the laws and regulations governing management and use of FDH's natural resources;
 - increase impact by extending the range of management actions by applying proven techniques;
 - develop a system of collection, treatment and diffusion of data and location of relevant monitoring and evaluation indicators;
 - set up an efficient system for environmental monitoring; and
 - install an efficient financing mechanism for natural resources management actions, mobilizing local, national, regional and international resources.
37. The GEF Alternative aims to relieve the pressures on land, ecosystems and water resources in the FDH by focusing on creating an enabling environment for coordinated management of the Highlands, developing and implementing sustainable land use practices and livelihood options and improved management practices in forest-adjacent agricultural areas, while at the same time promoting sustainable solutions for the

management of existing transboundary protected areas for the conservation of biodiversity and the water resources. The GEF Alternative aims at tackling the root causes of the degradation of ecosystems and ensuring a coordinated and sustainable rehabilitation of soils and vegetation of the FDH, stressing the participation of the local populations. The rehabilitation of the degraded lands at the head waters of water sources will bring global benefits related to ecosystem conservation and regulating the water flows that originate from the FDH.

38. The GEF Alternative will contribute to a national, regional and international process of management and sustainable use of natural resources. Its identification and preparation followed a consultative process involving key stakeholders at local, national and regional levels (see Annex 5 for more details). It has been built on “lessons learned” from both the positive and negative experiences and impacts of the past and on-going initiatives in FDH and in the transboundary areas of the eight participating countries. The Project will therefore encourage a participatory approach and regional cooperation with necessary legal and institutional instruments for guaranteeing equitable sharing in development, conservation and utilization of resources in selected pilot sites and transboundary areas along the shared international water basins.

Objectives

39. The development objective of this 10-year Project is to ensure the conservation and sustainable management of the natural resources of the Fouta Djallon Highlands over the medium- to long-term (2025) in order to improve rural livelihoods of the populations directly or indirectly dependent on the FDH. The environmental objective of the Project is to mitigate the causes and negative impacts of land degradation on the structural and functional integrity of the ecosystem of the Fouta Djallon Highlands through the establishment of a regional legal and institutional framework and strengthened institutional capacity designed to facilitate regional collaboration in the management of the FDH, assessment of the status of natural resources in the FDH and development of replicable, community-based sustainable land management models. To achieve these objectives, the Project will support activities through the implementation of the following four components: (i) enhanced regional collaboration; (ii) improved natural resources management (NRM) and livelihoods in the FDH; (iii) increased stakeholder capacity in integrated natural resources management; and (iv) project management, monitoring and evaluation, and information dissemination.

Detailed Project Description

Component 1: Enhanced regional collaboration in the planning and implementation of NRM activities
(Total: US\$4 832 799, GEF: US\$1 058 900)

Subcomponent 1.1. International status and framework conventions (Total: US\$460 259; GEF: US\$151 400)

40. This Subcomponent will support the establishment of a comprehensive and consensual legal and institutional framework that will facilitate and strengthen cooperation between the states in the management of the shared and transboundary natural resources of the FDH. The main outputs of the Subcomponent are highlighted below and are based on the

declaration about the international character of the FDH which was approved by the Council of Ministers in October 2004:

- 1.1.1 Organisation of a consultancy mission to broaden and refine the existing draft of the framework-convention, to include alternative proposals concerning the structure for carrying-out the Regional Programme, as well as the resources needed for its ongoing implementation.
- 1.1.2 National-level workshops for stakeholders and decision-making bodies held one workshop in each of the eight participating countries, to discuss and negotiate the draft framework-convention for regional cooperation in the FDH.
- 1.1.3 Legal framework-convention finalized by incorporating the recommendations which result from the national workshops.
- 1.1.4 The consolidated legal framework-convention submitted to the eight governments for comments.
- 1.1.5 Final institutional mechanisms for the management of the FDH (including conflict management procedures, sustainable financing arrangements and member state contributions, etc.) agreed upon at a regional meeting by the end of the 4th project year to be put in place during the second tranche of the project.
- 1.1.6 The legal framework-convention on the regional cooperation adopted through a Ministerial Meeting of the eight countries which are part of the wider area of the FDH in the 4th project year; submission of this convention to the Member States for ratification.
- 1.1.7 Broad information and awareness-raising campaign about the importance of the FDH, the need for regional cooperation, the declaration and the framework convention conducted that would target decision-makers, local authorities and stakeholders, development cooperation partners, among others, etc.
- 1.1.8 Transboundary agreements on natural resources management (transhumance, hunting, fisheries, land use) are reinforced through a regional consultation.

Subcomponent 1.2. National laws, regulations and institutions

(Total: US\$364 010; GEF: US\$137 300)

41. Each of the eight participating countries has its own laws and regulations for natural resource use. These laws need to be adapted, harmonized, disseminated and implemented, based on the declaration on the international character of the FDH and the framework convention for regional cooperation. The main outputs of the Subcomponent are:

- 1.2.1 The national laws, regulations and institutional set up of the eight countries are reviewed and gaps identified through a process of broad consultations with the relevant governmental bodies.
- 1.2.2 Results of reviewed proposed laws and regulations are shared and discussed among representatives of the eight countries through a regional consultation.
- 1.2.3 Final versions of proposals for amending the laws and regulations generated and submitted to the governments of the eight countries for approval.

1.2.4 The amended and harmonized legal texts are broadly disseminated through the appropriate channels.

Institutional mechanisms and tools are revised and/or established on national and community levels for the implementation of the revised national laws and regulations (see also component 3).

Experiences with the amended laws and regulations are discussed among the representatives of the eight countries in the framework of the final meeting of the project.

Subcomponent 1.3. Regional Observatory of the Fouta Djallon

(Total: US\$4 008 530; GEF: US\$770 200)

42. Among the key lasting structures that the project will support is the creation of an “Observatory” designed to assess, evaluate, and monitor changes of the status of natural resources in the FDH. This Observatory will be set up within the IBC-AU. The Observatory will have the technical responsibility of overseeing the inventory and monitoring of the status of natural resources in selected pilot sites and transboundary areas of the FDH. It will aim to make a detailed assessment of the status of the resources (land cover, soils, waters, animal, plant species, biodiversity, etc.), land and ecosystem degradation trends and produce thematic maps (landscape units, vegetation and forest types, soils and vulnerable areas, protected areas, etc.). To this extent, the subcomponent will contribute to the following outputs:

- 1.3.1 Institutional review of key national (ministries) and regional institutions (NBA, OMVG, OMVS), regional programmes (FAO Africover and Global Land Cover Network) and individuals working in the field of natural resources inventory and monitoring carried out, their capacities for collecting and analyzing the necessary information reviewed as well as recommendations for procedures to monitor, map and statistically report on this resource base made.
- 1.3.2 Data and information gaps identified;
- 1.3.3 Revision and refining of the concept and strategic action-plan for the Observatory, that was elaborated during the PDF-B phase and during the workshops organized by the IBC-AU, attended by technicians and scientists from the eight participating member countries as well as from the river-basin authorities and other sub-regional institutions.
- 1.3.4 Finalisation of the strategy and action-plan for the establishment of an Environmental Information System, and organization of a seminar to validate them, attended by all parties concerned. This System will include, among others: options for a mechanism for cooperation on natural resources information, a proposed institutional framework, required management skills, training needs, hardware and software requirements;
- 1.3.5 Consolidate and finalize the methodology and action plan for an Environmental Information System through the incorporation of the conclusions and recommendations of the seminar and through the outlining of the next steps to be taken to establish the Environmental Information System;
- 1.3.6 Strategy and action plan and concept for the establishment of the Observatory endorsed by the Conference of Ministers;

- 1.3.7 Database and information management system for the Fouta Djallon established and managed, building on existing regional (NBA, OMVS, OMVG) and national data collection systems and databases;
- 1.3.8 Headquarters of the Observatory established, equipped with the basic required infrastructure (office material, training materials, computer infrastructure, remote sensing data analysis facilities) and operational;
- 1.3.9 Eight “standardized” monitoring sites established and operational (four in Guinea, one each in the other four countries covering the FDH), supplied with the relevant equipment to monitor climatological parameters, hydrological parameters, land cover and land use types and connected to the headquarters of the observatory;
- 1.3.10 One technical session per site implemented to train different pilot station stakeholders in the monitoring and reporting of ecological and socio-economic parameters;
- 1.3.11 Participatory ecological and socio-economic surveys as well as investigation of trends implemented in five countries through the commissioning of in-depth and comprehensive studies, one in each country, to an inter-disciplinary team;
- 1.3.12 Donors approached for providing complementary funds for: i) the expansion and diversification of the Observatory; ii) extending or consolidating the hydro-ecological monitoring system along the reaches of the FHD river-basins within the territories of Gambia, Mauritania and the Niger; iii) carry-out the mapping of the FDH over its entire sub-regional scope.

Component 2: Improved natural resources management and livelihoods in the FDH (Total: US\$29 051 201; GEF: US\$5 942 600)

Subcomponent 2.1. Integrated natural resources management in the pilot sites and watersheds (Total: US\$28 408 201, GEF: US\$5 344 600)

43. The objective of the subcomponent, which is one of the most important and substantive elements of the project, is to support interventions in altogether 29 pilot sites and six watersheds in headwater regions of main transboundary rivers. The interventions will be implemented based on the design and adoption of community-based natural resources management plans. In each of the six headwater regions, at least one of the 29 pilot sites will be located. Of the 29 pilot sites, 14 are already existing from the previous activities (all of them located in Guinea), 15 are new sites (of which will be four in Guinea, five in Mali, two in Senegal, two in Guinea-Bissau and two in Sierra Leone). Once the project has started, additional funding will be mobilized to establish pilot sites in Gambia, Mauritania and the Niger. The pilot sites will have an average size of 5 000 ha, being a total area of about 145 000 hectares. It is estimated that besides the most direct effects, the project will have an influence over a radius of some 20 kilometers around each site. The project will thus have an indirect influence over a total area of nearly 3,6 million hectares. The main outputs of the subcomponent will be:

- 2.1.1 Selection of six watersheds located in headwater regions of main transboundary rivers in close collaboration with the river basin authorities (NBA, OMVS, OMVG, etc);

- 2.1.2 Selection of 15 new pilot sites through a participatory process, in particular through a workshop in each of the five countries (Guinea, Mali, Senegal, Guinea-Bissau, Sierra Leone) targeted at village groups;
- 2.1.3 Participatory diagnosis of the natural resources potential, the degradation situation, the socio-economic conditions and the institutional set up in the six headwater regions through the establishment of an inventory and solid field campaigns;
- 2.1.4 Participatory assessment of the natural resource situation and potential as well as of the socio-economic situation in each of the nine new pilot sites which are not located in one of the headwater regions implemented through the establishment of an inventory and solid field campaigns;
- 2.1.5 Comprehensive and participatory integrated watershed management plans developed in close collaboration with NBA, OMVS, OMVG and appropriate institutional mechanisms for the sharing and management of the natural resources in the respective watersheds established through a stakeholder workshop;
- 2.1.6 Community-based improved natural resources management plan and priority setting developed and adopted through stakeholder consultation in each of the nine new pilot sites which are not situated in one of the headwater regions;
- 2.1.7 Participatory review of achievements in each of the 14 existing pilot sites implemented through stakeholder consultations, needs for consolidation and additional interventions identified;
- 2.1.8 A number of integrated demonstration activities implemented in all 29 pilot sites for the improved management of natural resources, for example restoration of degraded lands, conservation techniques for the soils and waters, testing of improved land management, afforestation activities, agro-forestry practices, sylvo-pastoral systems, conservation of biodiversity, protected area management, control of bushfires, conservation of water resources, etc.;
- 2.1.9 At least four interest groups established in each of the six watersheds (e.g. on forestry, horticulture, water use, gender aspects) and at least two pilot activities implemented by each interest group for the overall protection of the respective headwater areas;
- 2.1.10 Capacity building of stakeholders in each pilot site for the management of natural resources under the new management plan through 3-5 training sessions in each pilot site;
- 2.1.11 One new transboundary protected area created and operational;
- 2.1.12 Integrated natural resources management plans fully implemented in all pilot sites and headwater regions.

Subcomponent 2.2. Alternative income generation

(Total: US\$643 000; GEF: US\$598 000)

- 44. The objective of this subcomponent, in conformity with the implementation of the improved natural resources/watershed management plans (see subcomponent 2.1), is to improve peoples' capacity to interact with markets and identify new income-generating opportunities to improve the livelihoods of the population in the Fouta Djallon

Highlands. In achieving that objective, this subcomponent will support the following outputs:

- 2.2.1 Survey implemented in each pilot site on potential and existing market opportunities including high value products and their potential (forestry, agriculture, handicrafts) as well as on the existing marketing mechanisms. Appraisal of the skills and resources of local stakeholders, also the availability and capacity of local service providers to serve the newly identified markets. The design of capacity-building and input-strategy for addressing the gaps identified.
- 2.2.2 Income-generating activities, including niche products with the most market potential, identified and prioritized through a broad-based products and marketing workshop in each pilot site;
- 2.2.3 Two training sessions in: marketing skills; business and financial planning; and in respective production technologies, implemented for the establishment of small-scale enterprises and the development of marketing mechanisms for different stakeholders, local entrepreneurs in particular.
- 2.2.4 One small-scale pilot and demonstration enterprise developed in each pilot site for the promotion and marketing of the identified niche products, where stakeholders apply and adapt their newly acquired skills.

Component 3: Increased Stakeholder Capacity in Integrated NRM
(Total: US\$553 000; GEF: US\$182 500)

Subcomponent 3.1 Mobilization and Training of Stakeholders in INRM
(Total: US\$553 000; GEF: US\$182 500)

45. The objective of the component is to train and strengthen local community institutions, community-based organizations and other stakeholders in natural resources management and institutional development. Special provision will be made for stakeholders from Gambia, the Niger and Mauritania (where originally no pilot activities were foreseen) to participate also in the various capacity-building activities.

This component is linked to the output on institutional mechanisms in subcomponent 1.2
Specific outputs include:

- 3.1.1 Technical training materials, management guidelines and manuals on natural resource management developed (based on indigenous knowledge systems and practices, as well as on the experiences from the pilot sites), regularly updated and broadly disseminated in eight countries;
- 3.1.2 Training and capacity-building of stakeholders, especially at local community level and targeting their organizations, in models and approaches of integrated and participatory management of natural resources implemented once every second year in each pilot site;
- 3.1.3 Active participation of all local stakeholders (NGOs, farmers' associations, other local groups) in the implementation of the project promoted through regular information campaigns about progress in project implementation and about collaboration opportunities;

- 3.1.4 Study tours and exchange visits for different stakeholders organized in the five countries: every second year an exchange visit within each of the five countries in which pilot activities are implemented, every second year one regional study tour.

Component 4: Project Management, M&E, and Information Dissemination
(Total: US\$9 563 000; GEF: US\$3 816 000)

Subcomponent 4.1. Project management structures

(Total: US\$9 273 000; GEF: US\$3 784 000)

45. This subcomponent aims to ensure that the needed institutional and administrative structures are put in place to ensure the effective implementation of the Project in a timely and cost-effective manner. Specific outputs include:
- 4.1.1 Project management structures, including Steering Committee established and functioning effectively;
 - 4.1.2 Project staff recruited: International Coordinator, Chief Technical Advisor, five support staff (1 administrator, 2 secretaries, 2 drivers);
 - 4.1.3 Adequate premises, equipment and support services established and operating, including six national (2 in Guinea and 1 each in Mali, Senegal, Guinea-Bissau and Sierra Leone) and five local offices (see organizational chart in Annex 6).
 - 4.1.4 Coordination mechanisms established and functioning.
 - 4.1.5 Recruitment of a specialist consultant to establish, in close collaboration with the IBC-AU and FAO, a manual on the administrative and financial procedures applicable to the project; to issue this manual and train all those persons concerned in the implementation of the project, at the regional, national and local levels.

Subcomponent 4.2. Monitoring and evaluation system

(Total: US\$ 40,000; GEF: US \$ 22,000)

46. Monitoring and evaluation will be undertaken at three levels: project outcomes and impacts in relation to the logical framework; delivery of project outputs in accordance with the annual work plans; and monitoring of project implementation and performance. The objective of this subcomponent is to develop a transparent monitoring and evaluation system that would provide accurate and timely information and feedback on project implementation and performance to enable project management to make decisions that address issues as they arise. The Monitoring and Evaluation (M&E) system would be cost-effective and conform to existing UNEP and FAO policies and procedures and evolving GEF guidance. The project M&E system will be linked closely to the Observatory which would eventually be responsible for monitoring project impact. This subcomponent would support the following activities:
- 4.2.1 Recruitment of a monitoring and information consultant to develop the M&E system;
 - 4.2.2 Design or purchase of software to support a computer-based M&E system;

- 4.2.3 Training of project management and National Focal Points to facilitate accurate data collection, formatting, and reporting to the Regional Project Coordination Unit;
- 4.2.4 Preparation of quarterly project implementation reports and six-monthly project progress reports;
- 4.2.5 A mid-term review and final project evaluation.

Subcomponent 4.3. Information Dissemination

(Total: US\$250 000; GEF: US\$10 000)

47. The objective of the subcomponent is to disseminate information to address key institutional, cooperation, technical and socio-economic barriers that could impinge on the project achieving its objectives. Specific outputs are:
- 4.3.1 Project reports, results and information disseminated on a regular basis among the different agencies and institutions involved in the project;
 - 4.3.2 Project website established, maintained, regularly updated and linked to the websites of the Mountain Forum, as well as the Mountain Partnership;
 - 4.3.3 Bulletin board on the project website established, operational and moderated for the posting of queries, interesting information, highlights in project implementation, etc.;
 - 4.3.4 One E-conference organized per year on pertinent topics emerging from the project implementation;
 - 4.3.5 Quarterly project newsletter produced and widely disseminated, including also to the Mountain Forum and the Mountain Partnership.
48. Components 1, 2 and 3 are interlinked and together aim at overcoming institutional, cooperation, technical and socio-economic barriers to sustainable natural resource management of the FDH. Component 1 considers the establishment of regional cooperation with appropriate legal and institutional collaboration mechanisms as a prerequisite to enable sustainable and integrated management of the shared transboundary natural resource of the extensive FDH. The promotion of increased institutional cooperation among the countries will lead to a shared long-term vision of coordinated actions for the prevention of land degradation and the sustainable management of natural resources in the Highlands as a whole. Components 2 and 3 aim to build the foundation of the Fouta Djallon Highlands management programme, through building technical capacities and models, institutional strengthening, including managerial and organizational approaches and mechanisms.
49. Component 4 aims to ensure project management structures and politico-institutional and technical-administrative conditions are created, needed for effective implementation of the project in a timely and cost-effective manner. To enable smooth achievement of the other three components, the project management team will ensure a favorable environment for the involvement of all the stakeholders, particularly the local communities, and the implementation of the project through structured partnership and consultation mechanisms, participatory approaches, capacity building, transfer of knowledge and responsibilities to stakeholders, particularly the local communities.

IV. IMPLEMENTATION

Project Implementation.

50. The proposed project area for the FDH is defined to include the Highlands themselves (Guinea), the surrounding foothills (which extend into Sierra Leone, Guinea-Bissau, Mali and Senegal), and the upper basins of the transboundary rivers (the Niger, Senegal, Gambia, Koliba/Corubal, Kolente/Great Scarcies, Kaba/Little Scarcies, which flow through Benin, Gambia, Guinea, Guinea Bissau, Mali, Mauritania, Nigeria, Senegal, Sierra Leone). The area covers approximately 325 000 km². Five countries will participate in all aspects of the Project which includes the field activities (these are those countries whose borders overlap to varying degrees with the FDH and the associated foothills: Guinea, Guinea-Bissau, Mali, Senegal, and Sierra Leone). In addition, three countries will participate in the project's regional activities (those countries that depend on the natural resources, particularly water originating in the FDH but do not have boundaries that coincide with them: Gambia, Mauritania, and the Niger). Regular contacts and interactions will be maintained with a few additional countries, which to some extent are concerned with natural resource management in the Fouta Djallon Highlands (e.g. Benin, Côte d'Ivoire and Nigeria).
51. The Project is expected to run for ten years, divided into two Tranches of four and six years, respectively. Tranche I will focus on: (i) implementation arrangements; (ii) institutional and capacity-building activities needed to create an enabling environment for enhanced regional collaboration; (iii) evaluating past experiences to better build on what has proven to be successful in the FDH; (iv) establishing legal and institutional frameworks; (v) implementing demonstration activities in pilot sites and watersheds of headwater regions; and (vi) finalizing the selection and planning of activities to be supported in Tranche II. In contrast, Tranche II will focus more on the consolidation and expansion of previous demonstrated models and approaches, through upscaling in the shared river basins and transboundary areas as well as the pilot sites of the FDH. An evaluation of Tranche I will be conducted and submitted to GEF together with a request for funding of Tranche II. A more detailed overview of the project implementation according to outputs and Tranches is provided in Table 2.

Table 2: Workplan for Project implementation according to Tranches and outputs

Subcomponents and Outputs	Tranche I (4 years)				Tranche II (6 years)					
	1	2	3	4	5	6	7	8	9	10
Subcomponent 1.1. Institutional status and framework conventions										
1.1.1 Refine existing draft framework-convention										
1.1.2. National level workshops										
1.1.3. Finalization of framework convention										
1.1.4. Submission of framework convention to governments										
1.1.5. Institutional management mechanisms										
1.1.6. Minist. meeting: adoption of framework convention										
1.1.7. Information campaign										
1.1.8. Reinforcement of transboundary agreements in NRM										
Subcomponent 1.2. National laws, regulations and institutions										

1.2.1. Reviews of national laws and regulations											
1.2.2. Discussion and regional Consultation on results of the reviews											
1.2.3. Submission of final proposals for amended laws/regulations to governments											
1.2.4. Dissemination of amended legal texts and regulations											
1.2.5. Revision of institutional mechanisms											
1.2.6 Discussion of experiences with amended laws											
Subcomponent 1.3. Regional Observatory of the Fouta Djallon											
1.3.1. Implementation of institutional review											
1.3.2. Identification of data and information gaps											
1.3.3 Revision of concept and strategic action-plan for the Observatory											
1.3.4. Draft strategy for Env. Info. System and seminar											
1.3.5. Consolidation methodology/action-plans for Env. Info. System											
1.3.6. Endorsement of concept by the Conf. of Ministers											
1.3.7. Database and info management system operational											
1.3.8. Establishment of Observatory HQ, operational											
1.3.9. Eight monitoring sites operational											
1.3.10. Training sessions in monitoring parameters											
1.3.11. Ecological and socio-economic surveys											
1.3.12. Donor contacts on expansion Observatory											
Subcomponent 2.1. Integrated NRM in pilot sites and watersheds											
2.1.1. Selection sites in headwater regions											
2.1.2. Selection of new pilot sites											
2.1.3. Inventories in six headwater regions											
2.1.4. Inventories in new pilot sites											
2.1.5. Development watershed management plans											
2.1.6. Development pilot site management plans											
2.1.7. Review of achievements in existing pilot sites											
2.1.8. Implementation demonstration activities in 29 pilot sites											
2.1.9. Pilot activities by interest groups in watersheds											
2.1.10. Capacity-building in NRM for pilot site stakeholders											
2.1.11. Establishment of a new transboundary protected area											
2.1.12. Full implementation of management plans											
Subcomponent 2.2. Alternative income generation											
2.2.1. Surveys on high value products each pilot site & appraisal of local skills, design, capacity-building											
2.2.2. Prioritization of IGAs and niche products each pilot site											
2.2.3. Training sessions for small-scale enterprises											
2.2.4. Establishment of small demonstration enterprises											
Subcomponent 3.1 Mobilization and Training of Stakeholders in INRM											
3.1.1. Develop/ update technical training materials for INRM											
3.1.2. Training and capacity-building in INRM											
3.1.3. Campaigns to promote participation of stakeholders											
3.1.4. Study tours & exchange visits for stakeholders											
Subcomponent 4.1. Project management structures											
4.1.1. Establishment of project management structure											

4.1.2. Recruitment of project staff														
4.1.3. Establishment of premises, country offices etc.														
4.1.4. Establishment of coordination mechanisms														
4.1.5. Compilation manual on administrative procedures & training of staff concerned														
Subcomponent 4.2. Monitoring and evaluation system														
4.2.1. Recruitment of M&E consultant														
4.2.2. Design/purchase of M&E software														
4.2.3. Training NFPs in data collection/reporting														
4.2.4. Preparation Quarterly and 6-monthly reports														
4.2.5. Mid-term reviews and final evaluations														
Subcomponent 4.3. Information dissemination														
4.3.1. Dissemination Project reports														
4.3.2. Website established, updated, and linked														
4.3.3. Bulletin Board established and operational														
4.3.4. Annual E-conferences														
4.3.5. Production Quarterly Newsletter														

Project Management

53. The following bodies will support the Project and have been presented by function:

Policy

Project Steering Committee (PSC): The PSC is the overall policy-setting body for the Project. The PSC will be composed of representatives designated by the Member States; of the Commission of the African Union (Department of Rural Economy and Agriculture), of UNEP (Implementing Agency), and of FAO (Executing Agency). The Global Mechanism (GM/UNCCD), other donor representatives and key partners such as ECOWAS, NBA, OMVS, OMVG, CILSS, the Sahara and Sahel Observatory, the NEPAD Interim Secretariat, ICRAF, TSBF/CIAT will be invited as needed to participate as observers. Members of the PSC will represent their country and/or partner institution in their technical, administrative, and financial capacities. The Terms of Reference of the PSC are given in Annex 10.

The chairman of the PSC will be the representative of the African Union, and will convene meetings as appropriate. The International Coordinator IBC-AU will head the Secretariat for the PSC, assist in arranging the meetings at appropriate times and places, and the FAO CTA will provide logistic support. The International Coordinator and the CTA are expected to attend (as Observers) and may be invited to provide additional information and comments.

The PSC will meet annually on the occasion of other related regional meetings organized by the project or by the FDH Programme. Regular communications and contacts will be maintained by e-mail; requests for comments/no objection will also be made by e-mail or facsimile as required for the smooth and timely implementation of the project. The PSC will finalize and adopt its own TORs on the occasion of the first session.

54. **The Scientific and Technical Committee (STC):** A STC will be established and will be composed of five independent experienced experts selected by the PSC. The STC (Terms of Reference in Annex 10) will provide independent opinions and advice on the technical

reports produced by the project, including planned activities, as well as on the natural resource management models to be promoted in the pilot demonstration sites. The STC, to the extent possible, should also provide advice on related activities and possible co-financing opportunities. The RPCU will communicate electronically with the members of the STC; meetings will be organized as project resources may allow.

Implementing Bodies

- **United Nations Environment Programme (UNEP):** As the GEF Implementing Agency, UNEP will be responsible for overall project supervision to ensure consistency with GEF and UNEP policies and procedures, and will provide guidance on linkages with related UNEP and GEF-funded activities. The UNEP/DGEF Co-ordination unit will monitor implementation of the activities undertaken during the execution of the project. The UNEP/DGEF Co-ordination unit will be responsible for clearance and transmission of financial and progress reports to the Global Environment Facility.
- **International Bureau of Coordination - African Union (IBC-AU):** will host and co-finance the Regional Project Coordination Unit (see below). It will ensure the coordination of this FDH-INRM project within the context of the overall FDH-MP programme and with other FDH-MP projects, in close collaboration with the National Focal Points of the member countries. Given its mandate and comparative advantage for the promotion of regional collaboration and coordination of activities targeting sustainable management of the Fouta Djallon Highlands, the IBC-AU will be the main facilitating agency for the implementation of activities of Component 1 of the project. The African Union will appoint the International Coordinator of the FDH-INRM project, in close consultation with FAO and UNEP.

Executing Bodies:

- **Food and Agriculture Organization of the United Nations (FAO):** As the Executing Agency of the project, FAO will provide the overall co-ordination and technical backstopping of the FDH-INRM project. In this capacity, FAO will be responsible for, *inter alia*, the overall financial management of the project funding provided by GEF through UNEP to FAO, ensuring the necessary human resources and equipment inputs are provided in a timely manner to ensure smooth implementation of the project and delivery of project outputs, the submission of project progress and financial reports to UNEP/DGEF. In close consultation with UNEP/GEF, IBC-AU, and the participating countries, FAO will recruit an international Chief Technical Adviser (CTA), who will be under the overall responsibility and direct supervision of FAO (the Chief FOMC – as Budget-holder and Lead Technical Unit: see Annex 10 – the Project Task Force) and will be responsible for providing technical and administrative support as well as for the local management of the GEF resources allocated to him. He/she would furthermore assist the International Coordinator in the day-to-day management and coordination of the project. In addition, FAO will facilitate and ensure the sharing and flow of information and linkages, internationally, among and between regions. FAO will provide technical support to the project in a very broad sense, tapping into the expertise from its programmes on forestry, land and water, sustainable development, enterprise development, legal advice, etc.

- **Regional Project Coordination Unit (RPCU):** The Project will be executed under the technical, financial and administrative coordination of an autonomous unit that would be hosted at the IBC-AU premises in Conakry. The role of the RPCU, under the authority of the International Coordinator, is to ensure the coordination and execution of the project and implementation of the work plan, both at the regional and national levels. The RPCU will work closely with the National Technical Project Units (NTPUs) (see below), and other stakeholders and partners. The RPCU will be composed of an International Coordinator appointed by the African Union, in close consultation with FAO and UNEP, plus a Chief Technical Adviser recruited by FAO with GEF resources. Support staff will include: an administrative assistant, secretaries (2), chauffeurs (2). The RPCU will be closely linked with the Observatory that will be established under the IBC-AU. When fully established and operational, the Observatory will have technical responsibility for overseeing and coordinating the assessment, evaluation and monitoring of the FDH's resources. It will furthermore provide scientific and technical advice to Project management, national counterpart agencies, and the IBC-AU. The CTA will also be responsible for providing technical, managerial, and supervisory support to the Regional Observatory of the Fouta Djallon.
- **National Technical Project Units (NTPUs).** In each country, national technical project units (NTPUs) will be established to facilitate the execution of project-supported activities. Each of the participating "highland" countries will have one NTPU. These Units will work in close collaboration and on a contractual basis (if necessary) with NGOs, decentralized public services, private sectors and socio-professional associations, etc. The NTPUs will answer both to the technical and financial authority of RPCU (based in Conakry). The NTPUs will be coordinated by the National Focal Point (NFP) in each country with technical and administrative support from the International Coordinator and the Chief Technical Adviser.
- **Local Project Support Units (LPSU).** At the field level, one or more local support units (LPSUs) will be established, as required, to facilitate project-supported interventions targeting local sites and beneficiary populations. Each country will have a suitable number of units according to local conditions and activities.¹² LPSUs will provide communities with technical support, working in close collaboration with partners, and local administrative authorities, and local extension workers.

56. A regional workshop will be organized to formally launch the project to which representatives of the full-range of regional, national and local stakeholders will be invited to participate. In the five countries where field activities will be supported by the Project (Guinea, Guinea-Bissau, Mali, Senegal et Sierra Leone), there will also be annual meetings to plan each year's activities for the purposes of providing feedback to the RPCU on the national and local context with respect to the smooth implementation of the project and adoption of proposed project strategies, the identification of possible field sites, and agreeing on the national annual work plans. The meetings will involve: the National Focal Point, national project staff (NTPU and LPSU), and representatives of communities, associations, NGO, public technical services and private sectors, and donor representatives, as required.

¹² The farmers associations at village level will be a key focus of the Project's support mechanism. Appropriate arrangements will be agreed with local communities upon the start up of the Project, considering: (i) local development plans, (ii) existing thematic consultative groups, and (iii) available local capacities.

A more detailed description of the institutional, coordination and implementation arrangements, including organization charts of both FDH-MP and the Project, can be found in Annex 6.

V. COORDINATION WITH OTHER IAs/EAs

Linkages to the IA's and EA's Programmes

58. As Implementing Agency (IA), UNEP's role in GEF is detailed in the *Action Plan on Complementarity Between the Activities Undertaken by UNEP under the GEF and its Programme of Work* (1999). This Project addresses the Action Plan's strategic objective of "promoting multi-country cooperation directed to achieving global environmental benefits". It will do this by establishing international cooperation mechanisms and the sharing of knowledge of good practice between countries. The Project is also consistent with the *Land Use Management and Soil Conservation Policy of UNEP* (UNEP/GC.22/INF/25) that emphasizes UNEP's role in addressing the environmental dimensions of land use management and stresses its role in supporting the implementation of the UN Convention to Combat Desertification and in supporting Africa through the NEPAD Environment Initiative.
59. The Executing Agency (EA), FAO, has a key technical and coordination role consistent with its contribution to the GEF. With other IAs, major environment-development initiatives and assessment projects such as the Global Forest Resources Assessment (FRA), FAO continues to play a central role. For example, land and agriculture were among the major topics at the Eighth Session of the Commission on Sustainable Development, New York, 25 April - 5 May 2000. FAO played the main role in the preparation of the UN Secretary-General's reports on Chapter 10 (Integrated Planning and Management of Land Resources) and Chapter 14 (Sustainable Agriculture and Rural Development), coordinating inputs from many UN agencies, NGOs and various stakeholders. The report on Chapter 10 included several task manager reports, namely on Chapter 11 (Combating Deforestation), on Chapter 12 (Combating Desertification and Drought), and Chapter 15 (Conservation of Biological Diversity). FAO is also responsible for the implementation of Chapter 13 (Sustainable Mountain Development), acted as the Lead Agency for the International Year of Mountains 2002, and hosts the Secretariat of the Mountain Partnership. For the FRA, the key characteristics included "close collaboration among international forest-related processes such as those related to criteria and indicators for sustainable forest management."

Linkages to other GEF Projects

60. The eight FDH-INRM countries are currently participating in a number of partially GEF-supported activities. These include both regional and national projects. Of these, the two projects most relevant to the goal and objectives of FDH-INRM are both regional. These are: (i) Reversing Land and Water Degradation Trends in the Niger River Basin, and (ii) the Senegal River Basin Water and Environmental Management Program and the TerrAfrica Strategic Investment Programme (SIP) for Sustainable Land Management in Sub-Saharan Africa (Table 3).

Table 3. Regional GEF-supported Projects Involving FD-INRM Countries

Fouta Djallon Countries	Regional GEF Projects		
	Reversing Land and Water Degradation Trends in the Niger River Basin	Senegal River Basin Water and Environmental Management Program	Strategic Investment Program for SLM in Sub-Saharan Africa (SIP)
Gambia			X
Guinea	X	X	
Guinea-Bissau			
Mali	X	X	X
Mauritania		X	X
Niger	X		X
Senegal		X	X
Sierra Leone			

Reversing Land and Water Degradation Trends in the Niger River Basin

61. The objective of the project is to address transboundary environmental management and capacity building for the shared water and land resources of the Niger River Basin. There are three major components: (i) capacity-building (supporting integrated regional [Niger Basin Authority], national and local capacity building to manage natural resources); (ii) land and water issues (promoting an integrated approach to upper and lower Basin to land-water and environmental management); and (iii) transboundary increment (promoting the transition of national to regional decision-making capacity to address issues of a transboundary nature). The total project cost is US\$30.3 million of which the GEF grant is US\$13.4 million. The Niger Basin Authority (NBA) on behalf of the national governments of Benin, Burkina Faso, Cameroon, Chad, Côte d’Ivoire, Guinea, Mali, and Nigeria, is responsible for implementing the project.

Senegal River Basin Water and Environmental Management Program

62. The objective of this activity is to ensure the sustainable management of the Senegal River Basin’s water resources and biodiversity and environment. There are four components of which the most relevant to FDH-INRM are: (i) environmental management structure (establishing effective institutional mechanisms for the sustainable management of the Basin); (ii) knowledge base (recording socio-economic and physical conditions in the Basin); and (iii) priority and opportunities analysis (identification of priority transboundary issues, mitigation measures, and priorities and opportunities). The total project cost is US\$40 million of which the GEF grant is US\$7.6 million. The Senegal River Development Organization (OMVS), on behalf of the national governments of Mali, Mauritania and Senegal, is responsible for implementing the project.

63. There exist a number of activities between these two regional projects and the FDH-INRM where coordination and collaboration would appear to be able to achieve significant synergies. For the Senegal River Basin, these include: (i) environmental and natural resources assessments, (ii) database creation and exchange, and (iii) participation

in the regional forum to be established under the project. Under the Niger River Basin Project, particularly relevant activities include participation in the establishment of an information system and improved data collection, exchange and monitoring mechanisms (most relevant may be the activity aimed at establishing linkages between natural resources, socio-economic conditions, and the environment).

TerrAfrica Strategic Investment Programme (SIP) for SLM in Sub-Saharan Africa

64. This program aims to optimize natural resource use at the landscape level in sub-Saharan countries, by integrating and implementing sustainable land management (SLM) across sectors, assisted by the knowledge, analytical and policy support of the World Bank in association with TerrAfrica partners, and a programmatic envelope of well-informed, sequenced investments. TerrAfrica is a platform for joint action: it emphasizes African-led cooperation supported by improved alignment of donor and sectors at the country level, around programmatic approaches that target key barriers and bottlenecks in the enabling environment important for up-scaling SLM. It will promote synergies between international, regional and national processes. Each individual participating country will be able to feed knowledge, policies and plans into the broader regional partnership, to facilitate and enhance dialogue and the sharing of good practices across countries and sub-regions. The total project cost is US\$1102 million, of which the GEF grant amounts to some US\$123 million, under the overall leadership of the World Bank, and with implementation (according to individual country) by the African Development Bank (AfDB), FAO, IFAD, UNDP, UNEP. A link will be set-up with the TerrAfrica/SIP and its Partnership Platform, newly-established (June 2007) under GEF, whose aims are consistent with NEPAD's Environment Programme and Action Plan as well as with the long term objectives and priorities of its Comprehensive Africa Agriculture Development Programme (CAADP). These aim at building capacity and providing an enabling environment to implement Sustainable Land Management (SLM) across Sub-Saharan Africa (SSA). Recognizing that land degradation is a major development issue that cuts across poverty, health, the environment and economic growth, this regional initiative will enable the governments in SSA, the international development community and other global, regional and national stakeholders to work better together to scale-up financing and mainstreaming of effective and efficient country-driven SLM. FAO as a key TerrAfrica/SIP partner will work closely with the eight participating countries in developing their Country Strategic Investment Frameworks (CSIF) in liaison with the TerrAfrica conveners (the World Bank, UNCCD and NEPAD) and other partners (IFAD, UNDP, UNEP, AfDB, Global Mechanism, European Commission, Regional and Sub-regional African Organizations, NGOs and bilateral donors). Lessons and experiences from this Fouta Djallon Highlands project will feed into the country and Africa-wide processes by sharing of: data, lessons learned, and successful processes identified. This link with TerrAfrica/SIP, will be principally through the annual meetings of the FDH Project Steering Committee (PSC) which will serve to reinforce coalitions between the eight participating African countries themselves; and facilitate harmonization of the planning and implementation of relevant national or sub-regional work-programmes and investment programmes. UNEP, GM, IFAD, as well as other concerned international organisations, plus the various collaborating bilateral partners will be invited to attend the PSC meetings, whilst FAO's membership of the PSC provides a direct link to its Inter-Departmental Working Group on Desertification, which is the Organization's focal point for TerrAfrica. This will allow experience-sharing among the various TerrAfrica SIP projects and the concerned FAO Technical Departments as appropriate. The International

Coordinator of the project, supported by FAO's Chief Technical Adviser, will, in serving as the Secretariat of the PSC, be able to provide continuous information and feed-back. Thus the FDH project will contribute to the long term goal and intermediate results of the umbrella TerrAfrica/SIP program via: IR-1 through the identification and demonstration of innovative SLM approaches and their implementation (outcomes 3 & 4); and IR-2 through building capacity and skills of communities and government for intersectoral planning, management, legislation and harmonized policies (outcome 2), plus the generation of knowledge and coordination mechanisms at community, national and river basin levels (outcome 1).

65. In addition to the regional projects, there are also a number of national projects that, to varying degrees, may be relevant to the FDH-INRM goals and objectives. For the five participating countries with field activities, the one project that is most relevant is the Conservation of the Biodiversity of the Nimba Mountains through Integrated and Participatory Management (Guinea). In addition, there are several coastal marine and biodiversity management projects (Guinea, Guinea-Bissau, Mali, and Senegal).
66. It is clear that there is a need to coordinate activities and exchange information between the FDH-INRM Project and regional river basin and national projects. For the former the main institutional mechanism to achieve this will be to take advantage of participation of the relevant river basin authorities (NBA, OMVS, OMVG, etc) as Observers on the Project Steering Committee (see below). In addition, participation in regional fora, exchange of information through the information dissemination Subcomponent, and cross-site visits will also be used to ensure increased collaboration and coordination between the projects; activities which may also prove useful to identify and exploit synergies in one or more of the national projects identified above.

VI. STAKEHOLDER INVOLVEMENT

Beneficiary and Stakeholder Profiles

66. The direct beneficiaries of the Project are rural communities living in the Highland areas that are directly dependent on the natural resources for their livelihoods. They are distributed in many social and socio-professional categories consisting of the following:
 - Farmers: they practice shifting cultivation through “slash and burn techniques” for cereal production (fonio, millet, sorghum, maize), tubers (manioc, taro, sweet potato), groundnut and cotton;
 - Livestock breeders: generally Fulani, practice animal breeding and limited agricultural activities. In the central plateau level of the FDH, most livestock breeders are sedentary, with small herds of a dozen heads, often straying around the village. In the extension areas of the FDH, there are also large animal breeders of herds with, at times, 100 head of livestock;
 - Fishermen: in Guinea, they are traditional fishermen along the main watercourses, belonging generally to the Bozo and Somono ethnic groups. Other ethnic groups also fish from time to time. Due to a serious decline in fish-production potential, it has been observed in the past years a trend for the fishermen to move from northern to southern parts of the Niger watercourse, with significant risks of future shortages of fish-catches

if nothing is done to promote sustainable management of fish-stocks and fishing techniques that respect the reproductive cycle of fish species;

- Hunters: there are traditional groups of hunters, but they have been strongly reduced in number, following a growing shortage of game. There are still some camps of traditional hunters around parks and protected areas; and
- Foresters and wood craftsmen, beekeepers, traditional healers and other groups whose activities depend on the management of the natural resources.

67. In addition to these direct beneficiaries of the Project, there are a number of other stakeholder groups that will be involved to varying degrees and include consumers, civil society/NGOs, the State, private sector and the donors (see Annex 5 for more detail).

Participation and Consultation

68. To ensure sustainable management of the Highlands' natural resources, the Project, building on the approach adopted in its design and planning, will adopt a participatory approach, bringing together all relevant stakeholders and actors and encouraging active participation in its implementation, monitoring and evaluation. Participation will include adapting traditional practices of shifting cultivation and slash-and-burn cultivation by applying those improved by integrated management of soil fertility (agro-forestry) and water control (irrigation), the assimilation of new technologies or resources developed by the Project and the will to adopt new technologies for sustainable use of resources. Other highly relevant activities include building awareness and providing information on project goals and activities. Implementation of project activities, in particular, will be ensured by the local communities and their organizations with the support of the Project's technical services, private sectors, NGOs supporting local development, and traditional, political and local administrative authorities. A participatory monitoring and evaluation system will be established so that local communities and civil society in general are kept up to date with the project activities. Particular attention will be given to gender issues and to the social status of the populations in the decision-making process, as well as consensual membership of all parties concerned in the project, prior to its start-up.

69. Many international and local NGOs (Annex 5) are already involved in the FDH region. These NGOs are supporting on-going actions at local community levels in sustainable natural resources management. The project will benefit from their experiences and commitment supporting rural areas and the use of sustainable natural resources.

70. Community contributions to project implementation will be mainly in-kind and their participation modalities will be defined in the terms and conditions of the agreement framework, including in their territorial management plans. The RPCU and each NTPU will develop specific criteria for the selection of pilot sites and for local actors and NGOs participating in the project.

Involvement of Regional Organizations

71. The Project was designed so that all parties concerned have a role in the decision-making process. In particular, the river basin organizations (NBA, OMVS, OMVG) are already providing substantial efforts towards integrated management of watershed and water resources along the river basins. Their contribution to the Project will further ensure the conservation and sustainable use of the FDH natural resources. Coordination mechanisms

with other executing agencies will be developed through their participation in the Project Steering Committee meetings as well as through information exchanges and the creation of new institutional networks. The Project will specifically establish links with these regional river basin authorities. The inter-basin coordination will be facilitated by the fact that NBA, OMVS and OMVG are existing members of the FDH-MP.

VII. SUSTAINABILITY AND RISKS

Sustainability

72. At the regional level, project outcomes and achievements are expected to be sustained due to the participating countries' commitment to the conservation and sustainable management of the FDH as demonstrated in the AU-supported FDH Management Program. The finalization and adoption of the international institutional and legal framework in support of a regional approach to managing this globally important area will further strengthen institutional sustainability at the regional level. Regional cooperation will be further supported through the harmonization of respective country forestry policies and legislation. Finally, the project will lead to the institutionalization of regular contributions from governments and local communities (in-kind and in-cash) towards INRM in the transboundary FDH watershed, which will ensure continued funding and sustainability of regional activities.
73. At the community level, the connection between poverty alleviation and improved natural resource and ecosystem function will ensure sustainability through benefits accruing to the inhabitants of the region. The Project will provide participating communities with the necessary autonomy in determining the activities likely to restore ecosystem functioning, curb land degradation and sustainable manage water resources. All these activities will generate adequate income and benefits for stakeholders and provided the necessary incentives for them to continue the activities after the end of the Project and to positively contribute to their well-being. Income growth from food production and sustainable use of biodiversity products will contribute to building local communities' capacities and allow them to continue the project's positive results. Sustainability will also be facilitated and guaranteed by large contributions of populations and governments (in kind and cash) to sustain their common commitments to perpetuate the operations of the FDH water tower.

Replicability

74. To achieve the development objective of conservation and the sustainable management of the FDH over the medium- to long-term (2025), this 10 year Project is highly dependent on the widespread replication of its successful outcomes and the "lessons-learned" and approaches developed during its implementation to achieve same. It is with that view, that much of the initial project (Tranche I) will focus on the establishment of the required regional legal and institutional framework complemented with increased national capacity to sustain the long-term effort needed to achieve this ambitious objective.
75. Illustrative of the critical project-generated experiences and "lessons-learned" relevant to the sub-region that will facilitate successful replication elsewhere in the sub-region include those associated with the: (i) development of harmonized institutional

frameworks of cooperation and environmental management among the PMS, (ii) development of mechanisms to facilitate collaborative approaches to addressing trans-boundary issues, (iii) establishment of integrated data-bases and information-sharing protocols, (iv) development and implementation of community-based natural resources management plans, (v) identification and development of increased income-generating opportunities based on under-utilized high value products, and (vi) empowerment of local communities and stakeholders dependent on natural resources.

76. At both a sub-regional and global level, replication of relevant project outcomes and “lessons learned” will be facilitated through: (i) the establishment and maintenance of a Project website which will be linked to a number of other relevant websites including the Mountain Forum and Mountain Partnership; (ii) an electronic bulletin board associated with the aforementioned website; (iii) an annual E-conference; and (iv) a quarterly project newsletter. It is viewed that the dissemination of project relevant results will be particularly beneficial to several on-going and proposed projects designed to foster restoration of critical watersheds in West African and other Sub-Saharan African regions. The dissemination of project relevant information and models will offer opportunities to replicate the results by highly relevant regional and sub-regional organizations such as CILSS , Agrhyment, ECOWAS, and the AU. Furthermore, at the sub-regional level, given the project’s emphasis on the establishment of a regional integrative approach to the management of the FDH, there is in a sense, a built-in “information dissemination system” that will support expansion and replication of critical project outputs targeting key actors within the region with dissemination of good practices and conflict resolution approaches, which will eventually promote replication and scaling up throughout the sub-region. Finally, at the local level, proven approaches to achieving improved community-based land and natural resource management practices will be up-scaled and replicated elsewhere in the project area through promotion by extension officers as well as farmer-to-farmer, community-to-community and project-to-project field visits.

Risks

77. The ten-year proposed life of the project is judged to be the minimum time necessary to measure whether any significant results have been achieved through project activities, particularly those directed at the restoration and management of natural resources and ecosystems. If the Project succeeds, it could reduce the perverse effects of climate change and serve as an example to be replicated in other comparable ecosystems elsewhere in Africa. The planned strategies and activities will improve livelihoods by building capacities of communities in natural resources management of the FDH. Furthermore, the legal/institutional cooperation arrangements lay the framework for continuity at a higher level. Project sustainability, however, will depend on the following risks: (i) environmental, (ii) political, (iii) legal, and (iv) institutional. Specifically, these are:

- **Climatic and environmental** : The climatic variations related to consecutive droughts for more than three decades may bring negative impacts on annual rainfall and therefore reduce the success of the restoration activities in the degraded areas and plantations, as well as the importance of water resources on which the water management models are based. Since agricultural and forest production (products of forest harvest, fishing, hunting, etc.) and biodiversity are largely dependent on rain, early or prolonged drought or flooding could have harmful consequences on the expected results of the project. The

project strategy is to respond to these kinds of risks by anticipating such events, directly or indirectly, which should strengthen the local population's capacities to handle negative climatic impacts;

- **Political:** The political risks are mainly linked to the lack of a formalized cooperation framework among participating States or to the involvement of sub-regional or regional political organizations with limited powers in terms of organizing and coordinating transboundary natural resources management operations. As first priority the Project will ensure that the necessary cooperation, including regulatory and institutional frameworks are approved by all participating countries and effectively implemented and known by all stakeholders;
- **Legal:** The risk that not all PMS adopt and ratify the legal framework convention of regional cooperation could compromise the opportunities of a coordinated management of resources. There is also the risk that the affirmation of the Highland's international aspect regarding transboundary waters and natural resources will not be put into effect. The lack of harmonized laws and regulations in natural resources management, land tenure and pastoral codes also constitutes a major risk to the successful implementation of project activities. The project will establish coordinating mechanisms between the participating States, and harmonizing the relevant laws and legislative documents, should reduce these types of risks;
- **Institutional:** The potential human resources and financial constraints of the IBC-AU could be a limiting factor in the successful coordination of the FDH programme, of this project in particular, and in donor mobilization and coordination. The AU has committed itself to supporting three new posts in the IBC which would reduce this risk. The project will focus on strengthening, among other things, IBC's institutional and human resource capacity in this first tranche. A Chief Technical Advisor will also be recruited by the project to support the International Coordinator who would be recruited by the African Union.

78. Other risks could emerge, particularly those linked to fluctuations in the national currency exchange rate (particularly, the CFA franc, the Guinean franc, the Dalasi and the Ouguiya), which could have a major impact on the project budget. The US dollar is selected here as a reference currency to minimize losses of exchange. Similarly, there is a risk of political instability, such as was the case in some member countries of the Programme, notably Sierra Leone and Guinea-Bissau, or unfortunate episodes related to public order and personal and property safety, which has resulted in large movements of refugees together with major degradation of ecosystems and natural resources in the designated areas. However, one can fortunately see that a beginning of a new order of security prevails throughout the region.

79. The potential risks have been taken into account and minimized through project flexibility and the adoption of a decentralized and participatory management approach. The extensive consultations at local and regional levels with the wide range of stakeholders, and the coordination mechanisms that will be established through the project would minimize threats against the continuity of activities. Moreover, the magnitude of the existing efforts made by the eight countries (Annexes 4 & 6) to protect the FDH through the existing regional agreements to support environmentally-sound socio-economic development in the transboundary zone will contribute to future institutional sustainability. Finally, capacity-building of local communities in

environmental management, together with upgrading of indigenous knowledge through field exchange visits, workshops and training/information seminars are essential to build public awareness on sustainable natural resources management.

VIII. INCREMENTAL COSTS AND BENEFITS AND PROJECT FINANCING

Incremental Cost Analysis

Table 4. Incremental Costs

Components	Baseline (US\$)	Alternative (US\$)	Incremental Cost (US\$)
1. Enhanced Regional Collaboration	66 346 000	71 178 799	4 832 799
2. Improved NRM and Livelihoods	268 859 000	297 910 201	29 051 201
3. Increase Stakeholder Capacity	14 602 000	15 155 000	553 000
4. Project management, M&E and Information Dissemination	1 715 000	11 278 000	9 563 000
Total	351 522 000	395 522 000	44 000 000

Table 5. Component Financing

Components	GEF (US\$)	Co-financing (US\$)	Total (US\$)
1. Enhanced Regional Collaboration	1 058 900	3 773 899	4 832 799
2. Improved NRM and Livelihoods	5 942 600	23 108 601	29 051 201
3. Increase Stakeholder Capacity	182 500	370 500	553 000
4. Project management, M&E and Information Dissemination	3 816 000	5 747 000	9 563 000
Total	11 000 000	33 000 000	44 000 000

80. To evaluate the baseline, field missions were carried out in the eight countries. The missions made contact with the technical and financial partners and evaluated the financial efforts both internal (by the countries) and external (by the cooperation partners). The baseline, therefore, covers the investments made by the governments and donor agencies; investments likely to serve as baseline to the implementation of the activities programmed for within the framework of the project.

81. The alternative scenario and the incremental costs include the total cost required to attain the objectives of the project and to assure conservation, sustainable use and management of the natural resources and ecosystems of FDH that are of global significance. The incremental cost is given as the difference between the total cost of the alternative scenario and the cost of the ongoing efforts (the baseline).
82. The co-financing includes the contributions by the eight Governments, the contributions of the development partners, donors and beneficiaries that will directly contribute to the objectives of the project notably the support of biodiversity conservation in transboundary protected areas. The ongoing project financing is evaluated by projection over the duration of the project.
83. The past and ongoing efforts in the FDH are considerable, through financing of activities for conservation of biodiversity, sustainable management of water resources and land rehabilitation. Such efforts are evaluated at approximately US\$351 522 000. Existing investments that will contribute directly to the present project are evaluated at US\$10 million (US\$5 million for Guinea, US\$1 million for Guinea-Bissau, US\$2 million for Mali, US\$1 million for Senegal and US\$1 million for regional efforts).
84. Thus, the alternative, adding together existing investments and the incremental costs of altogether US\$44 million (excluding the PDF-A & B) is estimated at US\$395 522 000. Details of these evaluations are presented in Annex 1.

Table 6: Project Financing according to Subcomponents, Tranches and Funding Sources

COMPONENT	Grand Total	Total Tranche I	Total Tranche II	GEF total	GEF Tranche I	GEF Tranche II	Countries	Bene-ficiaries	FAO	Cofinancing (donors)	African Union
1.1. International status	460 259	296 400	163 859	151 400	114 680	36 720	252 859		56 000		
1.2. National laws	364 010	281 010	83 000	137 300	67 500	69 800	171 710		55 000		
1.3. Observatory	4 008 530	1 975 630	2 032 900	770 200	344 500	425 700	1 566 330		150 000	464 000	1 058 000
Total component 1	4 832 799	2 553 040	2 279 759	1 058 900	526 680	532 220	1 990 899	0	261 000	464 000	1 058 000
2.1. NRM in water-sheds and pilot sites	28 408 201	17 438 441	10 969 760	5 344 600	2 303 220	3 041 380	8 982 601	3 000 000	755 000	8 594 000	1 732 000
2.2. Alternative in-come generation	643 000	581 200	61 800	598 000	545 000	53 000			45 000		
Total component 2	29 051 201	18 019 641	11 031 560	5 942 600	2 848 220	3 094 380	8 982 601	3 000 000	800 000	8 594 000	1 732 000
Total component 3	553 000	221 200	331 800	182 500	92 500	90 000	182 500		38 000	150 000	
4.1. Project management structures	9 273 000	3 799 000	5 474 000	3 784 000	1 519 600	2 264 400	3 629 000			1 500 000	360 000
4.2. Monitoring and evaluation	40 000	16 000	24 000	22 000	9 000	13 000			18 000		
4.3. Information dissemination	250 000	137 500	112 500	10 000	4 000	6 000	215 000		25 000		
Total component 4	9 563 000	3 952 500	5 610 500	3 816 000	1 532 600	2 283 400	3 844 000		43 000	1 500 000	360 000
Grand total	44 000 000	24 746 381	19 253 619	11 000 000	5 000 000	6 000 000	15 000 000	3 000 000	1 142 000	10 708 000	3 150 000

Project Financing

85. The financing of the Project is coming from a number of sources, including GEF, the host countries, beneficiary population and development partners. US\$11 million is expected to be provided by the GEF grant over two tranches (I & II) of US\$5 million for tranche I (four years) and US\$6 million for tranche II (six years). The contribution of participating countries is estimated at US\$15 million, of which US\$4.8 million is in cash and the rest is in-kind. The in-kind contribution of local populations and communities (beneficiaries) amounts to US\$3 million. The African Union has committed an estimated US\$3.15 million in co-financing. Co-financing from donors, FAO and other sources, either as parallel or re-directed financing, is estimated at US\$11.85. Consultations with potential donors and projects are on-going. Table 6 shows the project costs by components and Subcomponents, phases and financing sources.

Cost Effectiveness

86. The baseline for the Project is considerable, through financing of activities for conservation of biodiversity, control of land degradation, management of water resources and land development. Such efforts are evaluated at approximately US\$351 million throughout the Highlands. The investments are, however, unevenly distributed between the catchments and the countries. The high baseline will ensure that the GEF financing will be cost effective and it will be used to enhancing the coordination and environmental sustainability of existing natural resources management activities in the Highlands. The GEF funding will also be used for pilot demonstrations on integrated natural resources management and to catalyze the integration of sustainable land management principles into management plans and sub-regional to local level.

IX. MONITORING AND EVALUATION

87. Monitoring of project activities and evaluation of their results in the first tranche of the FDH-INRM project will serve a dual purpose. First, it will monitor project implementation and facilitate tracking of progress towards achieving the development and global environmental objectives. Second, it will facilitate learning and generation of knowledge necessary for the preparation of the second tranche. Monitoring and Evaluation will take place at three levels: *project execution*, *project performance*, and *impact evaluation*.

88. The Project Logical Framework in Annex 2 provides performance and impact indicators for project implementation along with the corresponding means of verification. The reports and other sources identified in the logical framework will serve as the means by which stakeholders and field workers can provide feedback and observations. These reports will also be utilized to monitor and evaluate the performance of the actors/structures involved in implementing the project. These reports will provide up-to-date information on progress achieved and obstacles to overcome while identifying necessary adjustments and suitable timetables. The indicators will be further elaborated during Project Year 1, in close consultation with the IBC-AU, FAO, UNEP and the participating countries, and a detailed Monitoring and Evaluation Plan will be developed. The GEF Medium-size Project on indicators and Land Degradation Assessment in Drylands (LADA) will also provide valuable inputs and guidance in this respect.

89. Indicators of project impact will be applied at the levels of the: project, RPBs and community. Evaluation will be carried out, and the Observatory, working closely with the institutions in the participating countries, will progressively take over responsibility for monitoring changes in the status of the natural resources of the Fouta Djallon Highlands. Key indicators will reflect:
- status of land, natural resources and ecosystems, their conservation and capacity for production of goods and services;
 - evidence of positive changes in the management and use of biodiversity and natural resources,
 - improvements in productivity and reduction of poverty;
 - strengthening capacities at different levels.
90. Day-to-day monitoring of implementation progress will be the responsibility of the Regional Project Coordination Unit, in close consultation with IBC-AU, based on the project's annual Work Plan and its indicators. The International Coordinator will advise the FAO (Chief, FOMC Operating/Technical unit) and UNEP of any delays or difficulties faced during implementation so that appropriate support or corrective measures can be adopted in a timely and appropriate manner.
91. The objective of monitoring and evaluation is to assist all project participants in assessing project performance and impacts, with a view to maximizing both. Monitoring will consist in continuous or periodic review and surveillance of activities with respect to management and the implementation of the work plan. This will help to ensuring that all required actions are proceeding as planned. A Project Inception Report will be prepared within the first three months of the project, by the CTA/FAO in close collaboration with the International Coordinator/IBC-AU. It will include a detailed First Year Annual Work Plan divided into monthly timeframes detailing the activities and progress indicators that would guide implementation during the first year of the project. The Work Plan should include, *inter alia*, dates of specific field visits, national and regional meetings, Project Steering Committee and other key decision-making meetings, technical support and review missions, workshops/training sessions to be organized, outputs to be produced. This Inception Report will also include the detailed project budget for the first full year of implementation, including any monitoring and evaluation requirements to measure project performance during the year. It will furthermore include a detailed narrative on the institutional roles and responsibilities and coordinating action of project partners, progress to date on project establishment and start-up activities, and an update of any changed external conditions that may affect project implementation.
92. Quarterly Project Implementation Report (QPIR) will be prepared by the CTA in close cooperation with the IC/IBC-AU. The QPIR requires the budget holders (FOMC) to regularly review the projects assigned to them, to compare approved work plans with actual performance, and to take corrective action as required. The QPIR is used to identify constraints, problems or bottlenecks that impede timely implementation and to take appropriate remedial action.
93. Project Progress Reports will be prepared every six months by the CTA in close collaboration with the IC/IBC-AU, which will contain, *inter alia*: an account of actual implementation of project activities compared to those scheduled in the Annual Work

Plans and the achievement of outputs and progress towards achieving the project objectives (based on the project progress and impact indicators as contained in the Project Logical Framework, the Project Inception Report, and as further defined in Project Year 1); an identification of any problems and constraints (technical, human, financial, etc.) encountered in project implementation and the reasons for these constraints; clear recommendations for corrective actions in addressing key problems resulting in lack of progress in achieving results; lessons learned; and a detailed Work plan for the next reporting period.

94. Evaluation is seen as a process for determining systematically and objectively the relevance, efficiency, effectiveness, progress and impacts of the activities in light of their objectives and inputs, both during the project lifetime and in future.
95. Independent Mid-Term and Terminal Evaluations of the project will be conducted. UNEP-DGEF will take the lead in organizing the evaluations, in close consultation with FAO. The independent Mid-Term Evaluation will be undertaken at the end of the second year and seventh year of project implementation. The Mid-Term Evaluation will determine progress being made towards achievement of outcomes and will identify corrective actions if necessary. It will, *inter alia*:
- review the effectiveness, efficiency and timeliness of project implementation;
 - analyze effectiveness of implementation and partnership arrangements;
 - identify issues requiring decisions and remedial actions;
 - identify lessons learned about project design, implementation and management;
 - highlight technical achievements and lessons learned;
 - analyze whether the project has achieved the expected results for moving towards Tranche II of the Fouta Djallon Project;
 - propose any mid-course corrections and/or adjustments to the Work Plan as necessary.
96. For each of the two tranches an independent “Final” Evaluation will take place three months prior to the “terminal” review meeting of the participating countries, IBC-AU, UNEP and FAO, and will focus on the same issues as the Mid-Term Evaluation. In addition, the Final Evaluation at the end of Tranche II will review project impact, analyze sustainability of results, whether the project has achieved the immediate objectives, and the global environmental objectives. It will furthermore provide recommendations for follow-up actions.

X. REPORTING

Management Reports

Progress/Operational Reports to UNEP

Within 30 days of the end of each reporting period, FAO will submit to UNEP (Division of GEF Coordination) half-yearly progress reports as at 30 June and 31 December, using the format given in Annex 17 and Annex 18.

Progress Reports to GEF

Within 30 days of the end of each reporting period, FAO will submit to UNEP (Division of GEF Coordination, for finalization and on forwarding to GEF) a draft half-yearly progress report as at 30 June and 31 December, using the format given in Annex 19.

Terminal Report

Within 60 days of the completion of the project, FAO will submit to UNEP (Division of GEF Coordination, with a copy to the Chief Budget and Funds Management Service), a Terminal Report detailing the activities taken under the project, lessons learned, and any recommendations to improve the efficiency of similar activities in the future, using the format provided in Annex 20.

Substantive Reports

Copies of all substantive and technical reports produced by FAO (in collaboration with the participating countries/institutions in accordance with the schedule of work) will be submitted to UNEP (Division of GEF Coordination).

For publications issued with FAO, both the cover and the title page of the publication will carry the logo of UNEP and the title United Nations Environment Programme together with that of FAO. FAO will submit three copies of any manuscript prepared under the project for clearance prior to its publication in final form. UNEP's views on the publication and any suggestions for amendments of wording will be conveyed expeditiously to the agency, with an indication of any disclaimer or recognition which UNEP might wish to see appear in the publication.

Financial Reports

Expenditure Reports

FAO shall submit to UNEP (Budget and Fund Management Unit) six-monthly project expenditure accounts for the project, showing: amount budgeted for the current year; amount expended since the beginning of the year; and the unliquidated obligations, according to the following schedule:

- (i) Details of project six-monthly reported in line with UNEP budget codes as set out in the project document, as at 31 March, 30 June, 30 September and 31 December each year (format in Annex 16). The expenditure accounts, certified by the duly-authorized official of FAO, to be dispatched to UNEP within 30 days after the end of the quarter to which they refer.
- (ii) The annual expenditure account as at 31 December is to be received by UNEP by 15 February each year. This report is to be regarded as provisional, pending receipt of the final financial report by UNEP by 31 March each year.
- (iii) A final statement of account for all years, in line with UNEP project budget codes, reflecting actual annual expenditures under the project, when all obligations have been liquidated. Plus confirmation that the financial records of this project will be an integral part of the financial records of FAO, which are subject to an independent audit by the External Auditors of FAO, and agreeing to furnish copies of these audit reports to UNEP along with such other related information as may be requested by UNEP with respect to any questions arising from the audit report.
- (iv) a yearly co-financing report for the project (format provided in Annex 14) shall be submitted by FAO to UNEP (Division of GEF Coordination) within 60 days of the reporting period, showing information FAO has received on:

- (a) Amount of co-financing realized compared to the amount of co-financing committed to at the time of project approval, and
- (b) Co-financing reporting by source and by type.
 - Sources include the agency's own co-financing, government co-finance (counterpart commitments), and contributions mobilized for the project from other multilateral agencies, bilateral development cooperation agencies, NGOs, the private sector, and beneficiaries.
 - Types of co-finance. Cash includes grants, loans, credits and equity investments. In-kind resources are required to be:
 - dedicated uniquely to the GEF project,
 - valued as the lesser of the cost and the market value of the required inputs they provide for the project, and
 - monitored with documentation available for any evaluation or project audit undertaken by FAO.

With regard to this reporting on co-financing provided by government and other institutions, FAO will encourage the partners to provide the information in a timely manner and will transmit such information to UNEP as received and without certification.

Cash Advance Requirements

An initial cash advance of **US\$900,000** will be made upon signature of the project document by both parties and will cover expenditures expected to be incurred by FAO during the first six months of the project implementation. Subsequent requests for further advances are to be made on a six-monthly basis by FAO (AFFC) to UNEP (Budget and Fund Management Service), and will be subject to:

- (a) Confirmation by FAO at least two weeks before the payment is due, that the expected rate of expenditure and actual cash position necessitate the payment, including a reasonable amount to cover "lead time" for the next remittance (format for request in Annex 15); and
- (b) The presentation of:
 - a satisfactory financial report showing expenditures incurred for the past semester, (see paragraph (i) above and Annex 16) in accordance with the UNEP budget format; and
 - timely and satisfactory Progress/Operational reports on project implementation (see above and Annex 17).

Any portion of cash advances remaining unspent or uncommitted by FAO on completion of the project will be reimbursed to UNEP within one month of the presentation of the final statement of accounts. In the event that there is any delay in such disbursement, FAO will be financially responsible for any adverse movement on the exchange rates.

XI. TERMS AND CONDITIONS

Responsibility for Cost Overruns

FAO is authorized to enter into commitments or incur expenditures up to a maximum of 20 percent over-and-above the annual amount foreseen in the project budget under any budget sub-line, provided the total cost of the UNEP annual contribution is not exceeded.

Savings in one budget sub-line may not be applied to overruns of 20 percent in other sub-lines, even if the total cost to UNEP remains unchanged, and any cost overrun (i.e.

expenditure in excess of the budgeted amount in each budget sub-line, over and above the 20 percent flexibility mentioned) above remains the responsibility of FAO, unless prior written agreement has been received from UNEP.

In any case, once the need for additional funds becomes apparent, a request for a revised budget should be submitted to UNEP immediately for consideration and approval.

Non-expendable Equipment

FAO will maintain records of non-expendable equipment (items costing \$1500 or more) purchased with UNEP funds, and will submit an inventory of all such equipment to UNEP, indicating description, cost, date of purchase, and present condition of each item attached to the half-yearly progress reports (see Annex 17).

Upon completion of project activities, FAO will attach to the Terminal Report (see Annex 20) a final inventory of all non-expendable equipment purchased under this project. All such equipment shall remain the property of UNEP until its disposal is authorized by UNEP, in consultation with FAO. According to UNEP/GEF procedures, the executing agency (FAO) shall be responsible for any loss of or damage, ordinary wear and tear excepted, caused by FAO to equipment purchased with UNEP funds. Since some of the equipment to be purchased with UNEP funds will be used by the beneficiary countries of the project, through arrangements to be implemented between FAO and each participating country, the latter will be the final responsible for any loss or damage, ordinary wear and tear excepted, caused to the equipment assigned to them. The proceeds from the sale of equipment duly authorized by UNEP upon completion of project activities shall be credited to the accounts of UNEP, or the appropriate Trust Fund or Counterpart Contribution.

Claims by Third Parties against UNEP

The participating countries of the project shall be responsible for dealing with any claims which may be brought by third parties against UNEP or FAO and its staff, in relation to work executed by FAO under this Agreement, and UNEP shall not be liable to FAO in relation to these claims unless those claims were caused by the negligence or other conduct of UNEP or UNEP's staff. Nothing in this Agreement may be construed as a waiver of the immunities from suit, legal process, execution of either UNEP or FAO.

Fight against Terrorism

The United Nations Security Council Resolution 1373 of 28 September 2001 on the fight against terrorism shall be adhered to by the Executing Agency, failure to which without prejudice to other legal actions, may lead to the immediate cancellation of the project.

Amendments

This Agreement may be modified or otherwise amended by the written agreement of the Parties, signed by their duly authorised representatives, dated and attached hereto.

Disputes-resolution

Any controversy or claim arising out of, or in accordance with this Agreement or any breach thereof, shall, unless it is settled by direct negotiations, be settled in accordance with the UNCITRAL Arbitration Rules as at present in force.

The parties shall be bound by any arbitration award rendered as a result of such arbitration as the final adjudication of any such controversy or claim.

Termination

Either party may terminate this Agreement with sixty days' advance written notice to the other. In the event of such termination, each party shall provide the corresponding funding in accordance with its obligations herein to cover any project costs up until the termination date, including, but not limited to, the costs of complying with third-party commitments made pursuant to the project that may run beyond the termination date and which cannot be revoked without incurring liability.
