

Document of
The World Bank

FOR OFFICIAL USE ONLY

Report No: 20668 GH

IMPLEMENTATION COMPLETION REPORT
(TF-28619)

ON A

GLOBAL ENVIRONMENTAL TRUST FUND GRANT

IN THE AMOUNT OF SDR5.0 MILLION (US\$7.2 MILLION EQUIVALENT)

TO THE

REPUBLIC OF GHANA

FOR A COASTAL WETLANDS MANAGEMENT PROJECT

June 30, 2000

Rural Development III
Country Department 10
Africa Region

<p>This document has a restricted distribution and may be used by recipients only in the performance of their official duties. Its contents may not otherwise be disclosed without World Bank authorization.</p>
--

CURRENCY EQUIVALENTS

(Exchange Rate Effective December 31, 1999)

Currency Unit = Cedi (C)

C 1,000 = US\$ 0.38

US\$ 1.00 = C 3,450

FISCAL YEAR

January 1 December 31

ABBREVIATIONS AND ACRONYMS

ADB	Agriculture Development Bank
CEDEP	Center for the Development of People
CISF	Community Investment Support Fund
CWMP	Coastal Wetlands Management Project
CWPOC	Coastal Wetlands Project Operations Committee
CZIMP	Coastal Zones Indicative Management Plan
DANIDA	Danish International Development Agency
DRIF	District Rural Infrastructure Fund
EPA	Environmental Protection Agency
GEF	Global Environment Facility
GET	Global Environment Trust Fund
GOG	Government of Ghana
GWD/WD	Ghana Wildlife Department/Wildlife Department
GWS	Ghana Wildlife Society
ISODEC	Integrated Social Development Center
KVIP	Kumasi Ventilated Improved Pit (latrine)
LI	Legislative Instrument
NEAP	National Environmental Action Plan
NGO	Non-Governmental Organization
PC	Program Coordinator
PMU	Project Management Unit
RSPB	Royal Society for the Protection of Birds (UK)
SMC	Site Management Committee
VIP	Village Infrastructure Project
WMU	Wetlands Management Unit
WRI	Water Research Institute

Vice President:	Callisto Madavo
Country Manager/Director:	Peter Harrold
Sector Manager/Director:	Jean-Paul Chausse
Task Team Leader/Task Manager:	Patience Mensah

CONTENTS

	Page No.
1. Project Data	1
2. Principal Performance Ratings	1
3. Assessment of Development Objective and Design, and of Quality at Entry	2
4. Achievement of Objective and Outputs	4
5. Major Factors Affecting Implementation and Outcome	15
6. Sustainability	16
7. Bank and Borrower Performance	18
8. Lessons Learned	21
9. Partner Comments	21
10. Additional Information	24
Annex 1. Key Performance Indicators/Log Frame Matrix	26
Annex 2. Project Costs and Financing	28
Annex 3. Economic Costs and Benefits	30
Annex 4. Bank Inputs	31
Annex 5. Ratings for Achievement of Objectives/Outputs of Components	33
Annex 6. Ratings of Bank and Borrower Performance	34
Annex 7. List of Supporting Documents	35
Annex 8. Beneficiary Survey Results	36
Annex 9. Stakeholder Workshop Results	40
Annex 10. Mission Aid Memoire	46
Annex 11. Borrower's Contribution	55

This document has a restricted distribution and may be used by recipients only in the performance of their official duties. Its contents may not be otherwise disclosed without World Bank authorization.

<i>Project ID:</i> P000833	<i>Project Name:</i> COASTAL WETLANDS MANAGEMENT
<i>Team Leader:</i> Patience Mensah	<i>TL Unit:</i> AFC10
<i>ICR Type:</i> Intensive Learning Model (ILM) of ICR	<i>Report Date:</i> June 29, 2000

1. Project Data

Name: COASTAL WETLANDS MANAGEMENT *L/C/TF Number:* TF-28619
Country/Department: GHANA *Region:* Africa Regional Office
Sector/subsector: AA - Agriculture Adjustment

KEY DATES

	<i>Original</i>	<i>Revised/Actual</i>
<i>PCD:</i> 04/15/91	<i>Effective:</i> 03/12/93	03/12/93
<i>Appraisal:</i> 02/29/92	<i>MTR:</i> 10/01/96	10/01/96
<i>Approval:</i> 08/28/92	<i>Closing:</i> 12/31/97	12/31/99

Borrower/Implementing Agency: GOVERNMENT OF GHANA/Ghana Wildlife Department/Wildlife Division and Environmental Protection Agency

Other Partners: Ghana Wildlife Society

STAFF	Current	At Appraisal
<i>Vice President:</i>	Callisto E. Madavo	Edward K. Jaycox
<i>Country Manager:</i>	Peter C. Harrold	Magdi Iskander
<i>Sector Manager:</i>	Jean-Paul Chausse	John Joyce
<i>Team Leader at ICR:</i>	Patience Mensah	Ian Hill
<i>ICR Primary Author:</i>	Lucie Tran	

2. Principal Performance Ratings

(HS=Highly Satisfactory, S=Satisfactory, U=Unsatisfactory, HL=Highly Likely, L=Likely, UN=Unlikely, HUN=Highly Unlikely, HU=Highly Unsatisfactory, H=High, SU=Substantial, M=Modest, N=Negligible)

Outcome: S

Sustainability: L

Institutional Development Impact: M

Bank Performance: U

Borrower Performance: U

	QAG (if available)	ICR
<i>Quality at Entry:</i>		S

Project at Risk at Any Time: Yes

- Outcome is rated as satisfactory since the funds were used for the purposes intended, project activities were carried out and work well, and the global objectives of the GEF were met.

- Sustainability is likely given further donor support to be obtained from the Netherlands, and the arrangements made for a cost center within the Government's medium-term framework for Wetlands Conservation. Salaries and basic recurrent costs for WD are being provided for annually (see Partner Comments - Section 9) and all CWMP staff are retained for continuation of project activities.

3. Assessment of Development Objective and Design, and of Quality at Entry

3.1 Original Objective:

To maintain the ecological integrity of five key coastal wetland areas by involving the people who derive their livelihood from these ecosystems in the planning and implementation of management programs; to identify and monitor the common resources that benefit the human and bird populations in the wetlands, and manage them to maintain critical bird habitat without unduly restricting the options of people to derive benefit from the resources. The project would develop capabilities at government and community level for implementing the program, fund baseline and monitoring studies, and a study on development options that would be compatible with sustainable use of the environment.

The project's objectives were clear, and consistent with the Bank's environmental conservation and development strategies in Ghana. The project's main objectives to preserve natural habitats, improve biodiversity conservation, and promote community participation were consistent with the primary objectives of the Bank's safeguard policies of "doing no harm" and sought to go beyond them in achieving beneficial outcomes. When this component of the Environmental Resources Management Project was being prepared it was selected as one of the innovative operations of the Bank.

The objectives were more complex for the executing agency to implement than anticipated at appraisal because it required a range of policy changes and institutional improvements from the government and from various institutions and because activities covered under the project were dispersed over a wide geographic area making it difficult to use efficiently the limited resources available. The project's implementation unit, the Ghana Game and Wildlife Department (GWD) (later to become the Wildlife Department (WD)) had to transform its traditional command, control philosophy approach at the beginning of the project's life to a more collaborative, consultative approach during implementation.

3.2 Revised Objective:

No change.

3.3 Original Components:

The original project components as listed in the Staff Appraisal Report focussed on the following activities:

(a) Project Management. This component supported the Wildlife Department (WD) of the Ministry of Lands and Forestry (MLF) for management of the coastal wetlands project, including staffing the WD, providing training, equipment and transport. The component funded baseline surveys and regular monitoring of ecological and socio-economic conditions in the coastal wetlands, and the status of lagoon fisheries. Monitoring was to be carried out by local consultancies (universities and other specialists), and would be closely linked to regular monitoring of environmental quality, supported under the Ghana Environmental Management Project (GERMP) of which this project forms a component. Some studies of the environmental implications of various development options were to be financed under GERMP and linked with studies to develop a national wetland conservation strategy. The project supported public awareness programs through training in environmental education to WD staff and the Wildlife Clubs of Ghana, a junior wing of the NGO, the Ghana Wildlife Society – GWS). The project would also finance production and dissemination of education materials, sponsor workshops and underwrite awareness and education activities to be organized by the GWS.

(b) Site Management and Demarcation. Financing was made available for boundary surveys and demarcation. The project would also finance the construction of observation posts, an education and a research center at Songor, simple on-site education centers at other sites, habitat enhancement and

community development activities. The wetlands program was linked to community-based land and water management, supported under the GERMP, through the promotion of measures to reduce soil erosion and improve vegetative cover in the immediate catchments of the wetland sites.

(c) Investment Support Fund. The project made available an investment support fund to finance income-generating options in the wetlands that are compatible with maintaining wetland ecology.

(d) Sakumo Effluent Disposal. The Sakumo Lagoon, which lies on the western margin of Tema, and a new sewage treatment plant at the time intended to discharge treated effluent into the lagoon. The natural outlet of the lagoon is severely restricted by a road and railway embankment. The project provided funds for the construction of a pipe and marine outfall that would discharge the treatment effluent into the sea instead of the lagoon. This was to have minimized the risk of nutrient build-up and consequent eutrophication in the lagoon, with no adverse effects in the surf zone due to rapid dilution. The project also financed a study of the hydrology of the lagoon and possible effects of dredging and of modifying the existing sluice and culvert through the railway and road embankment to restore natural tidal flow and improve habitat and water quality.

There were no Bank-financed projects in Ghana specifically for environmental operations at the time of project design. However, much of the previous IDA lending for sectoral projects had a direct impact on the environment, particularly through operations in agriculture, forestry mining and industry, and urban development. Experience with these types of operations demonstrated a need to work within an agreed national policy with clearly identified priorities, and within a stable macro-economic environment. Also important were the need to involve communities in the planning and implementation of sustainable resource use, providing institutional focus for the management of environmentally-related matters with agreed procedures for effective coordination, improving environmental management skills at district as well as central levels, and providing training and support to implementing agencies for procurement and disbursement. The project was also consistent with conclusions drawn from a broader Bank experience contained in the 1991 progress report entitled "The World Bank and the Environment".

The grouping of project components was confusing and could have been arranged differently to better reflect the description of project objectives, e.g., as in the classification contained in the Grant Agreement: (a) Program Establishment and Operation, (b) Site Demarcation and Management, (c) Sakumo Lagoon Effluent Disposal, (d) Establishment and Operation of Investment Support Fund, (e) Development and Implementation of the Education and Public Awareness Program.

3.4 Revised Components:

No change.

3.5 Quality at Entry:

Quality at entry is rated as satisfactory. The project was submitted for two QAG reviews, one in February 1998 and another in July 1999. Although quality at entry was not rated by QAG, the first review did note that the project benefitted from strong ownership, vision and energy by the precursor to the Ghana Wildlife Society (GWS), from prior work done over six years with the support of international NGOs, and from an energetic environmental movement in Ghana which produced one of Africa's first, and best, NEAPs. The second review credited the GWS with the original project concept stating that it had made a strong case for community-based conservation efforts along Ghana's coastal lagoons. However, since the project was designed early in the GEF pilot phase (August 1992), the second review noted that neither the Bank nor the GEF had any mechanisms at that time to provide direct grant support to the NGO. Therefore, a larger plan was constructed to give a key role to the government's Wildlife Department and

the Environmental Protection Agency (EPA). The government agencies could then contract out services to the GWS. The project design also tried to build in social objectives through studies on the socio-economic and cultural uses of the lagoons in order to target the communities concerned to effect positive change.

Community-based development, which was also considered original at the time, was implemented with difficulty by the GWD which lacked the necessary specialized skills and experience needed for this type of management. In the case of the Community Investment Support Fund (CISF), no implementation instructions or manual was available in the SAR or GEF Project Document. This slowed down implementation to the component since the manual had to be drafted before disbursements could begin. Although Government enthusiasm was high, in terms of counterpart contribution, the project was only allocated sporadic amounts for most of the implementation period. Overall, the project design underestimated the task ahead and overestimated the implementation capacities of the government and the WD to coordinate and implement the activities under the CWMP.

4. Achievement of Objective and Outputs

4.1 Outcome/achievement of objective:

The project experienced late start-up, recruitment delays, staffing problems and chronic shortages of counterpart funding. The implementation record was slow for most of the components except for the education and public awareness sub-component and the community investment support program, both of which performed above expectations given the difficult circumstances under which they were executed.

Despite these impediments, the project did accomplish important goals. The CWMP represented Ghana's first and most extensive experiment with true community-based, collaborative management of natural areas. Most notable has been the effective on-site collaboration between staff of the Wildlife Department (WD), the responsible NGO (GWS), and the local stakeholders such as the communities living in the wetlands. Under the project, the five project sites have been registered with the Ramsar Convention Secretariat and national gazettement of the sites under Ghanaian law has been achieved providing protection of wetlands where none was previously available, and identification of areas representing coastal wetlands ecosystems where none previously existed. Local by-laws to empower local communities in ensuring that they will have the legal statute for using traditional norms to regulate resource use within the Ramsar sites have also been developed. Passage of this needed piece of legislation as well as development and enactment of the local by-laws by the District Assemblies (DAs) were needed for regulating the use of the wetland sites in line with conservation objectives.

A national wetlands conservation strategy has been prepared and approved by the Ministry of Land and Forestry. The Bank reviewed a draft of the Strategy (early-1999) and found that the quality of the report and the scope of planned consultations compared favorably with similar national strategies in other countries.

Environmental awareness building efforts (long- and short-term) by the NGO implementation partner, the GWS, is one of the project's most successful outputs, as reflected in the numbers and diversity of constituents it involved, and the increasing institutional sophistication and scope of the GWS itself since the project began. Increased awareness of environmental protection by communities have reduced indiscriminate harvesting of mangroves for fuelwood, trapping of birds and turtles, reduced encroachment on the sites, cleared rivers and creeks, promoted biodiversity conservation activities, and monitored the over-harvesting of its lagoon resources.

The community infrastructure aspects of the project of providing sanitation units to local communities served a dual purpose of improving the health of the local communities as well as improving water quality and the general environment in the surrounding wetland areas. However, execution of other aspects of the civil works (education and visitor centers, Songor research center in particular) planned under the project was not completed. Staff accommodations fared better with most of the housing construction completed for all sites except Keta.

The Community Investment Support Fund (CISF) for the support of micro-enterprises as part of the community development program performed well since disbursements began in early 1998. Demand for the funds by communities within the sites has been high and the fund is fully disbursed. The CISF started late because the operation manual was not ready (no specifications were available in the project's document) and the development options study which was to provide input into designing the fund was completed too late to be used. A substitute assessment was used in the interim to identify the target groups and the mechanisms for the fund.

Gender. (see Ratings for Achievement of Objectives Section).

A Beneficiary and Social Impact Assessment Study was carried out in January 2000 and its findings have been incorporated into the text of the report. The methodology and findings of the assessment is summarized in Annex 8 "Beneficiary Survey Results" and the full report is available in the project files.

A Stakeholder Workshop was also held in December 1999 which provided input to the Beneficiary and Social Impact Assessment. The minutes from the workshop is available in Annex 9 and in the project files.

The project's closing date was extended twice for a cumulative period of two years, during which time much of the project's progress and impact were achieved. Disbursement accelerated under the MLF, the Parliament endorsed the gazettelement of the Ramsar sites and the local by-laws were effected, the National Wetlands Strategy was formulated and put into effect, the Community Investment Support Fund was fully disbursed, and the GWS was able to establish an additional 200 wildlife clubs. At the time when the project's closing dates were granted, Bank management acted on the recommendations of Bank staff who were familiar with Ghana's conditions, government, and institutions, and judged that the preparations in place were a good indication that the project's goals would be met.

4.2 Outputs by components:

1. PROJECT MANAGEMENT

This component is rated marginally satisfactory. Overall, the project was successful in lending support to the WD in managing the CWMP. The WD evolved from a department under MLF with little experience in wetland management, to a department with an improved capacity for community-based management of wetlands. WD's capacity in the planning, coordination, participatory management, and monitoring aspects of its work on coastal wetlands issues has been strengthened and it can provide advice and feedback to MLF.

Baseline studies have been carried out and regular monitoring contracts set up with three Ghanaian research institutions based on the studies' recommendations. The project's management departments and district and village level institutions have been exposed to systems for selection of development options, and the environmental awareness campaigns have shown results of reaching the different levels of government

and academic institutions on conservation strategy and monitoring as well as sensitized the public to environmental issues.

The Ministry of Lands and Forestry prepared a five-year management plan for the different sites as of December 1999 to integrate CWMP activities into its regular programs.

Management and Coordination. Because of the government hiring freeze, the position of Executive Director for EPA was vacant at the time of project start-up. The CWMP, which was under the coordination and management auspices of the EPA, received no management guidance or support during that time and it was not until October 1994 that the vacancy was filled and the WD able to complete recruitment of qualified personnel to fill the department's posts (headquarters and site management. Management of the project ran into difficulties initially because of the lack of joint planning and understanding between the different departments/institutions, and also because of staffing and structural problems, but the project did benefit from continuity in senior project leaders throughout the implementation period.

Project coordination, planning, and implementation between the different implementation partners and elsewhere were weak initially for the following reasons: (a) different implementation teams did not have a common vision of the project's objectives, e.g., WD and GWS, (b) there was a lack of common understanding of the respective roles and responsibilities of different staff within the same department, e.g., between the Project Coordinator (PC) and the Senior Technical Advisor (STA) at headquarters, and between the site wardens from the WD and GWS liaison officers at the field level. This situation was later remedied when: (i) the WD, following Bank mission recommendations, clarified staff and management roles in project implementation and adopted a more team-oriented approach to project management; (ii) the Bank's supervision missions recommended a joint review of workplans and frequent reviews and exchanges of implementation experiences to remedy the problem, the project conducted planning workshops to help define the project's objectives and clarify responsibilities (GWS and WD); and (iii) a project management review revised the terms of reference for the PC and the STA, the Research and Education Liaison Officers and Site-monitoring coordinator. Also, the PC and STA at the time were only "half-time" employees contracted six months per year for the project. Following these changes, exchanges in workplans, and collaboration in the field, redefined teamwork between the WD and GWS improved project administration considerably.

Structurally, the project was a separate component of the broader Ghana Environmental Resources Management Project (GERMP) which closed one year earlier on December 31, 1998, following which the lead responsibility for project management was transferred from the EPA to the Ministry of Lands and Forestry (MLF). Under this arrangement, a full-time PC was appointed and worked under the direct supervision of the Technical Director of the MLF, and the rate of implementation and site management, as well as the pace of construction improved markedly.

Site Management Committees (SMCs) were formed under the project to facilitate inter-sectoral participation in decision-making and to ensure harmony in the management of the wetland sites, and memberships included a fair representation of all principal stakeholders from each site (local government, central government agencies, traditional council, trade associations) and later included a greater number of community members to encourage decentralization of management functions to grassroot level.

The formulation of a wetlands strategy has been accomplished. The National Wetlands Strategy entitled "Managing Ghana's Wetlands: A National Wetlands Conservation Strategy" and dated 1999 was published by the MLF and was developed as a follow-up to the National Land Policy.

Research and Monitoring. Overall, the project has been successful in meeting the project objectives and has been reasonably successful in setting up monitoring programs for the sites. Almost all of the studies were completed as planned, except for socio-economic studies of the two larger sites at Songor and Keta. For the Development Options Study, it was completed too late for the final results to be used during project implementation.

Ecological and socio-economic baseline studies were completed for the three wetland sites of Muni-Pomadze, Densu Delta and Sakumo Lagoon in December 1994. Studies are listed in Section 10 "Additional Information" of the report. Similar ecological studies for the two larger sites, Songor and Keta were completed around December 1998. These culminated in a several seminars held on wetland ecology and management in Accra in March 1995, and with local communities at the Muni, Sakumo and Songor sites, to present findings and get feedback from local residents on the nature and type of interventions proposed and to sensitize these communities to the threats of waste disposals, sanitation, and land use practices to the lagoon ecosystem. The findings of the studies and recommendations were used in monitoring plans for the sites and ecological monitoring was contracted out to a three Ghanaian research institutions, the Zoology Department (University of Ghana), the Water Research Institute (CSIR), and the Ghana Wildlife Society.

A computerized database has been set up to meet the need for effective administrative and technical coordination of the monitoring program, and to ensure that the WD can understand and keep abreast of the results of the monitoring program. Researchers felt that this was necessary to develop the technical capacity of the WD staff. To integrate monitoring information into a system, specifications for developing the geographic information database containing internal zoning, mapping, research and monitoring data has been developed.

The project also showed good results in protecting water quality and resident bird populations in the project sites which were on the decline. A report issued by the WD on monitoring and waterbird statistics in July 1999 indicated that populations of waders and terns remained stable at most of the sites, and in the later years (1997, 1998) peak counts have been high in the Keta, Songor, and Sakumo sites. For example, at the Keta site, the number of waders increased from about 31,400 in 1986 to 96,661 in 1998, and terns at the Densu delta site increased from 4,900 in 1986 to 23,184 in 1998. Trapping of terns were reduced and encroachment from urban housing developers in the Sakumo site was arrested.

An innovative aspect of the environmental monitoring aspect involved winning the collaboration of a private sector company in the conservation of wetlands and roosting sites for the migratory birds. Panbros Salt, a salt processing company which was already established at the Densu site at the time the project began, has collaborated in managing its salt winning in such a way that certain locations which are crucial for migratory bird roosting and nesting are left untouched, and fishing lagoons are reserved for the local population. Panbros company expected to gain from this collaboration through legal protection of its property from encroachment under the Ramsar law. Panbros' security guards collaborate with the WD in monitoring the sites for encroachment, disturbances and resource over-exploitation.

Under the project, critical nesting sites and predators of the existing species of the country's sea turtles were identified in the Songor, Keta and along the Muni-Pomadze sites. Four out of five species of sea turtles reported from the West African coast occur in Ghana waters and three of these (the leatherback, green, and olive ridley) nest along the Ghanaian coast. Encroachment of the turtle nesting sites by humans and domestic animals (pigs and dogs), and incidental catches of sea turtles by coastal fishermen, were threatening their survival. This information was shared with the local communities and led to a number of

activities: (a) the formation of small village groups or task forces for the protection of nesting sites for the sea turtles, (b) workshops for representatives of coastal communities in the most critical nesting sites, (c) meetings with villages along the coast with the other sites to discuss survey findings and involve communities in the development of a strategy for monitoring and protecting the turtles, and (d) to date, five community task forces have been formed with the assistance of the GWS liaison officers posted at the sites.

At project design, the Development Options Study was to be carried out first, followed by the socio-economic studies. However, once completed the Development Options Study's results could not be used for identifying proposals for the CISF and had to be revised. Consequently, the socio-economic study for the two larger sites, which was postponed pending the findings of the Development Options Study were delayed, became obsolete, and had to be cancelled. In its place, a consultant identified essential indicators to be used in assessing changes in socio-economic factors at the sites as a basis for selection and implementation of the CISF.

Public Awareness and Education This sub-component was particularly well executed, consistent with the QAG assessment. Under the project's implementation arrangements, the WD collaborated with the GWS as the implementation partner in designing and carrying out a range of environmental awareness, site management and community development activities. GWS was engaged because the WD at project start-up did not have the staff nor the skills required to execute the component. The component was designed to strengthen the institutional capacity of the two partners, community-based institutions and the local governments to cooperate and carry out the program.

The project experienced some difficulties in the initial start-up because the roles and definitions of what was expected from the WD site wardens versus the GWS education/liaison officers was not clearly defined, as mentioned earlier, and this led to confusion and some duplication of efforts in the field. These weaknesses were later corrected and the partnership between the two institutions became productive and collaborative.

The component maintained good progress throughout the project period. GWS met all its goals for school visits and new wildlife club initiation and development, public events, and training programs. By 1994, community education officers were on-site and participating in defining the community development aspects of the project, community-based seminars were planned, public events were initiated, and issues of the children's wildlife magazine, "Nko", were being introduced. Despite the considerable delays in project startup and implementation which has included long periods when project counterpart funds were not released (e.g., 1995), the GWS managed to carry on a range of monitoring and educational activities using funds from other sources. These efforts were critical in enabling the project to maintain the momentum at the field level.

The GWS carried out its mandate by forming wildlife clubs in schools and carrying out a variety of community consultations, education, and promotional events such as: (a) publishing and distributing education materials, carrying out educational activities (field trips, conservation camps, training seminars and workshops) and indoor activities (quizzes and debates among wildlife clubs, "Wildfest", drama, arts and crafts, etc.), (b) developing important functional linkages with the communities and local government institutions, and (c) establishing school projects (woodlot establishment, tree nurseries development, and wildlife farming, e.g., beekeeping, snail and grasscutter breeding). Through these programs, the youth in the project areas learnt of the importance of wetlands related to economic development, and some acted as ambassadors carrying the message to other communities. The GWS offered training to the club leaders in financial mobilization and club management and some club members also gained access and exposure to

new techniques such as nursery and tree planting. Workplans were developed to guide the GWS education officers in community outreach programs, to create awareness of environment including workshops, personal interaction with local leaders, film showings, drama, public meetings and consultations. Public meetings and consultations were held in more than 90 percent of the communities in and around the fringes of the wetland sites and 10 seminars were held at the Ramsar sites, targetting the adult population and community leaders. As a result of these efforts, some members of the communities have mobilized groups to undertake clean-up activities on a regular basis and those who refuse to attend such communal efforts are sanctioned. Others have formed groups to patrol, arrest and prosecute environmental offenders within the wetland sites. Various communities have also mobilized to plant trees and establish woodlots in an effort to restore degraded coastal mangroves and provide a source of fuel. The Department of Community Development would assist in mobilizing the local people, the WD provided cleaning implements to the communities, and the Forestry Division provided free extension services with seedlings. By January 2000, about 30 percent of wetland communities have passed by-laws to control sanitation in the wetland areas. Mobilized groups have even assisted in rehabilitation of school buildings.

Wildlife Club initiation often exceeded the target set at 30 per year. As of November 1999, the Wildlife Clubs formed in schools grew to about 600 accross the country from an initial level of 155 in 1992 (Source: Ghana Wildlife Society records) when the project began. The wildlife magazine, "Nko", was published three times a year and circulation was estimated at about 5,000 copies per year. GWS produced and distributed flyers and calendars, and published a book entitled "Waterbird Ecology and Management of Coastal Wetlands in Ghana." Periodic events designed to promote public awareness and environmental conservation were conducted yearly together by the GWS and WD and as the Wildlife Club numbers increased, frequent visits by animators became necessary to stimulate the Clubs and ensure that they did not lie dormant. Training of trainers needed to be maintained to ensure continuity in the absence of the animators. Sustainable impact of the programs also required that environmental messages be reinforced continuously, particularly in areas where certain activities can mean livelihood for wetland inhabitants. All the activities necessary for a successful program depended on availability of funding, resources and personnel. As funding fell short towards the end of the project and after the contract between GWS and the WD came to an end, the GWS slowed down the activities. The beneficiary assessment in January 2000 found that many of the school clubs in the wetland areas were dormant and membership of the active clubs averaged about 20. The clubs could not organize quite a number of activities such as fieldtrips because of financial difficulties. However, GWS has recruited Regional Coordinators whose duties, among others, are to revive the dormant clubs. The GWS has developed linkages with other organizations in executing the education component, but in general, the participation of the stakeholders in planning, execution, funding and monitoring of the awareness campaign was weak. Consequently, following the withdrawal of GWS, the site wardens of the WD had little basis for continuity and have had to design their own programs to continue the education campaign.

Despite this funding drawback, overall, the public awareness and education program has made important contributions to the project's objectives. Specifically it succeeded in: (a) increasing public awareness and understanding of wetlands management (e.g., organized maintenance of sites by local groups, club memberships, tree plantings by communities, etc.); (b) changing negative attitudes and practices of communities regarding the use of wetland resources (decreased negative practices, decreased encroachment of sites); (c) creating ownership as demonstrated by participation of communities in the conservation of wetland resources (local community cleaning up campaigns); and (d) encouraging community-based organization of wetland resource management (e.g., community-organized clearance of waterways, turtle monitoring groups). The GWS, in using the clubs as a channel for public awareness creation, was able to penetrate several schools with the conservation message and form a solid basis for an environmentally aware society of the future. Some impacts of the activities could have been strengthened

and sustainability increased if local stakeholders were more involved in all stages of planning, particularly in: identification of problems, planning and design of community-based education interventions, execution of workplans (usually developed in Accra), funding of activities, and monitoring aspects, the influence of the activities on the local population in the long run could be remarkable.

The QAG report of July 16, 1999 commended the project's role in raising public awareness of environmental issues and underlined that GWS gained significant experience through this effort. QAG estimated that this represented the key achievement of the project.

2. SITE DEMARCATION

This component is rated as marginally satisfactory. All the objectives under this component were achieved, but with significant delay. The five Ramsar sites have now been surveyed and their maps updated and certified by the Survey Department. The sites have been registered with the Ramsar Convention. Physical demarcation of the boundaries of the sites with signposts and billboards have been accomplished, complemented with information posts located inside the sites in English and local languages. The total area covered by the five sites is about 1,685 km².

The draft legislative instrument (LI) for the legal establishment of the Ramsar wetland sites, submitted to Parliament for endorsement in mid-October 1999, was approved on December 2, 1999. Local by-laws, which complement the LI on conservation and use of the wetlands are being reviewed by legal committees of the district assemblies concerned. The by-laws will ensure local communities legal backing for using traditional norms to regulate use of the wetland resources and included inputs from consultations with DAs and the participation of local authorities to identify and compile an inventory of traditional regulations governing the use of the wetlands.

Major habitat enhancement has been accomplished to improve breeding and roosting conditions for shorebirds including rehabilitation of degraded bunds of salt pans, providing mounts and boxes for nesting. Additional sign posts and billboards have also been erected around the sites to guide users of sites. Choked river channels and creeks are cleared to improve water transport, fisheries and crop production in some areas (4 km at Songor site, and 1.5 km at Muni-Pomadze). Community task forces are formed to protect the marine turtle breeding grounds and to prevent inappropriate exploitation of the wetland resources. Trees are being planted in different locations: Songor - 10 acres; Akatsi - 8 acres; Sakumo - 2 acres, and Muni-Pomadze - 2 acres. The Tema sewerage outfall is now diverted to the sea averting pollution to the Sakumo Lagoon.

Staff housing accommodation with fences (not included at appraisal) has been constructed for 11 staff, as well as a boardwalk at Songor, and 10 refuse collection sites at various locations within the sites. Weak contract management led to a number of problems with the civil works consultant and the contractors, ranging from delays in delivering plans and documents for construction to the contractors abandoning the sites for the Songor research center and the units at Keta, and the contracts had to be terminated. WD had planned to call the performance bond and a Bank mission at the time, urged WD to report on the contractor's performance to the Ministry of Works and Housing who is responsible for the classification of building contractors. The contract was subsequently reawarded and completed for the Keta site.

Visitor centers for the education and public awareness promotion under construction at Keta, Ada-Foah, Sakumo and Winneba, were later suspended by the Bank because of poor design and lack of consultation with stakeholders, restarted after the MLF intervened with the Bank, then cancelled because the work could not be completed before the project closing date.

Community Development Activities. This sub-component was well executed. Implementation of the community development activities was late in starting up because few of the project site staff had the educational background or work experience needed to promote community economic development activities. No such activities were identified until about 1995, when GWS education officers posted at the sites, together with the SMCs held community meetings and consultations and identified urgently needed improvement of sanitation facilities at three sites (Muni-Pomadze, Densu Delta and Songor).

Community development activities and infrastructure under the project has mostly involved the construction of latrines, KVIP units, septic units, and the central waste disposal systems. Although the communities were enthusiastic about the facilities, their involvement in planning, design and implementation of the construction was low. The decision to construct such units was not based on a community needs assessment as such, but rather was identified at the project management level as a pressing sanitation, health, and environmental problem for all of the Ramsar sites. This formed the premise for identifying the communities' needs for facilities. Because of the low level of consultation combined with poor communication of the project's environmental purpose, communities' perceived the project's main objective initially as constructing sanitation facilities on the Ramsar sites. This perception was later changed as the project's aims became clearer to the communities.

In all locations, the community chiefs and elders provided the land for construction of the facilities. Initially, communities contributed unskilled labor estimated to cost about US\$30,000, increasing to US\$919,000. However, mobilization of community labor and resources proved to be too slow leading to delays in implementation so that local contractors had to be hired for the construction to be completed on time. Currently, most facilities are fully used. Some communities have plans for their maintenance while others have not made any plans or have misconceptions about how the facilities are to be maintained. Others are experiencing water shortages or cannot obtain water regularly for the septic tanks. Therefore, while local contracting helped to complete construction of the facilities in a timely manner, it was evident that community ownership of the projects was weak, and input to and feedback from the SMCs was weak. SMCs were comprised mostly of central government agency representatives (65 percent), with only about 14 percent of the representatives being from local associations (fishermen, salt miners, farmers) and another 14 percent from local government. Currently, community representation is being gradually increased.

In terms of achievements, the construction of these facilities contributed greatly to the communities' participation and involvement in development projects. The projects have established weekly clean up campaigns in some communities and contributed generally to increased awareness of sanitation and maintenance of the wetlands sites.

3. INVESTMENT SUPPORT - The Community Investment Support Fund (CISF)

This component is rated satisfactory. Despite a long delay in CISF's start-up, demand from the recipient communities was high, disbursement moved faster than anticipated, and in two years the fund was fully disbursed. It exceeded most targets set except for that of timely loan repayment. Within the project period, the component also built capacity, prompted a general appreciation of support received, and reinforced the perception that the project was promoting a better livelihood for the people of the communities it targetted. However, it is too early to assess its full impact on the communities over a longer term and to assess the loan repayment records given that most of the funds have only been available for a year.

Building on the broader objectives of the community development objectives, this component was to provide the investment fund to link communities' economic activities with biodiversity conservation activities. As mentioned above, the activities to be supported under this fund was identified before the Development Options Study could be completed. However, once completed, many of the activities supported by the fund were in agreement with the recommendations from the study.

No procedures for the implementation of the CISF was included in the original project documents. This caused long delays in disbursement under the component. Consequently, the Bank collaborated with the PMU and the EPA to prepare a draft manual of procedures to define the eligibility criteria and the procedures for operating the investment fund. The manual drew on the experience gained from other rural development projects such as the Agricultural Sector Investment Project (ASIP), and GEF Small Grants Scheme, as well as from the small credit schemes under IFAD, the Agricultural Development Bank and the Rural Banks and includes profiles of micro-enterprises common in the communities to guide in reviewing the financial aspects of proposals. A key requirement for eligibility was for the proposals to be linked to biodiversity conservation activities at the sites, and micro-enterprises proposed would not have adverse effects on the ecology of the sites. Biodiversity conservation components of the proposals were considered as incremental costs to be supported with grants, revenue-generating components would be treated with terms similar to other rural development operations such as the Village Infrastructure Project (VIP), and ASIP, and beneficiaries were required to provide equity contributions in cash or in kind. Identification, first-level screening, selection and implementation would involve whole communities, or groups within communities, at the sites, the SMCs, and site personnel of the GWD and the GWS and final selection would involve a joint approval by project unit and EPA. The investment would target assistance to the poorest in the communities, hence most beneficiaries were expected to be women.

Processing and preparation of community groups for the CISF began in 1997 and the first disbursement was made in September 1998 and the bulk of disbursements were made in 1999. As of October 1999, 72 groups of micro-enterprises numbering 1,706 individuals (1,001 women and 705 men), have received credit disbursements totalling about Cedis 992 million for developing such activities as farming, fishing agro-processing, cottage industries, and mixed activities of commercial farming/fishing including marketing of their produce. A large proportion of the fund was allocated to farming and agro-processing, important livelihood activities in the wetland sites. For farming activities, the extension agents of the Ministry of Food and Agriculture (MOFA) assisted in conducting physical inspections of the farm lands, to assess the proximity to water bodies, susceptibility to erosion, etc. as measures against these negative effects, and to advise farmers on appropriate cultural practices including use of pesticides and fertilizers. The fund is 99 percent disbursed at US\$397,000 out of the total US\$400,000 made available under the CISF.

In terms of linking the economic activities with biodiversity activities, the beneficiary groups were effective in establishing community projects for planting woodlots, forming groups for clearing and cleaning up sites or waterways, and becoming agents of change in their own communities. As a result, about 40 acres of tree plantations and woodlots at different sites have been established, five community task forces are formed to protect breeding marine turtles, their nests and habitats, and over 10 kilometers of choked river channels and creeks have been cleared to improve water transport, fisheries and crop production within the Songor site.

Loans were to be repaid over one year within the project period at an interest rate of 20 percent. The repayment rate is lower than expected since disbursement began in September 1998, averaging 41 percent as of March 2000, and ranging from zero percent to 96 percent for some groups. This was due to a number of factors: (i) initial delays in disbursing the funds, (ii) timing and harvest of the fishing season not

coinciding with the repayment period, (iii) droughts which result in lower crop yield, (iv) unavailability of natural raw materials (e.g., reeds for mat weaving), which can lead groups to delay the initial purchase of materials or can stockpiling their product for later sale, and (v) some groups accumulating monthly installments meant for repayment of the loans in group accounts rather than transferring them to the project account.

In terms of capacity building, the project helped improve the technical and organizational capabilities of the community trade associations. Community groups have learnt to integrate environmental issues with economic activities on the sites and many of these groups have gained great credibility within their districts, enhancing their ability to make an impact on wetland conservation. Women's groups have been empowered to take part in decision-making within their communities and their involvement in implementing community projects. Training provided under the project for basic bookkeeping, management of inventory, crafts, tree planting, etc., have developed community members' skills, provided opportunities to develop local entrepreneurship, and enabled some groups to diversify their products for sale, and funded construction of storage areas.

The CISF's success can be attributed to a number of factors: (i) the close involvement of local community leaders, administrators and stakeholders at all levels of operation from the beginning to ensure a smooth operation; (ii) meeting the training needs in terms of basic record keeping for both the field staff of GWS and GWD as well as the leaders of various community groups concerned; (iii) communication and promotion to raise awareness on biodiversity conservation and environmental protection issues raised enthusiasm for such activities. The continuing success of the program and improvement of repayment records will depend on the combined monitoring of the groups' activities by the WD, DAs, and Department of Cooperatives combined. To ensure the CISF's continuity once the project closed, it was proposed that the CISF be transferred under the management of the DAs who are already responsible for managing the District Rural Infrastructure Fund (DRIF) under the Village Infrastructure Project (VIP).

4. SAKUMO EFFLUENT DISPOSAL

This component is rated satisfactory. It was completed on time and implemented satisfactorily. The study of the Sakumo lagoon was completed and the outfall funded by this GET grant was constructed in parallel with overall plant construction under the World Bank's Urban II Project. The GET grant originally would pay 100 percent of the incremental costs of the outfall up to a pre-fixed amount. The project has disbursed approximately 92 percent of the allotted funds by June 1995 and construction of the Tema sewerage treatment plant's ocean outfall was completed around April 1996.

4.3 Net Present Value/Economic rate of return:

Not applicable

4.4 Financial rate of return:

Not applicable.

4.5 Institutional development impact:

Besides making important contributions to Ghana's environmental sector policies and management at the government level, the project also made significant contributions to the establishment and strengthening of institutions and groups involved in the network of environmental conservation, and to the social, equity aspect and financial benefits of communities. Valuable information on the country's environmental problems has been generated and disseminated widely through a well-targeted education and public awareness program extending to the grassroots level. For example:

- **Community Impact.** The community infrastructure and CISF components of the project built significant capacity at the community level by providing training to village groups in basic record keeping, management of a small business, reporting, analysis of local resources, problems and solutions. Viable economic groups were formed within communities for income generation, and biodiversity conservation, increased environmental awareness, responsibility in communities for resource use was introduced. The number of such groups is increasing to the point where DAs, in the transitional arrangements, are exploring additional sources of funding for the CISF to meet the increase in demand. Emerging groups and community-based organizations have learnt to integrate environmental issues into their economic activities, and opportunities for developing local-level entrepreneurship has been developed. Womens' groups have been allocated sizeable support.
- **District Assemblies** developed linkages with the WD and partner agencies in wetlands management.
- **Site Management Committees (SMCs)**, which did not exist prior to the project, were formed to represent the interests of principal stakeholders composed of local government, central government agencies at the district level, traditional councils, women's groups and community members. SMCs are mandated to develop site management plans, decide on development of community infrastructure projects, disseminate management decisions regarding the Ramsar sites, assist the wildlife officers in managing the sites, the education officers in public awareness raising, and disbursement of the investment support fund. In the new decentralized structure, they will play an important part of decision-making and representation is expected to expand.
- The **GWS** began as a small, loosely structured, national NGO numbering about three to five technical staff under the "Save the Seashore Birds Project." When the CWMP began, staff who were seconded to the GWS from the WD transferred to GWS, the core team recruited more staff, and the organization became more structured and formalized. The project provided support for training for short courses, funded two MSc. programs, and provided vehicles and equipment for offices. As of May 2000, GWS has 49 staff, is a well-recognized national NGO capable of outsourcing funds, subcontracts services, and has an operating budget of about US\$200,000/year with an average project size of about \$1.5 million/project. Wildlife clubs numbered 700 across the country, most of which occur along the coast, and membership number about 30,000 children.
- The project's implementation unit, the **WD**, has built capacity in a number areas as a result of the experience gained under the project. Staff of the WD have been exposed to wetlands resources and site management techniques, administration and computer skills. In their collaboration with the GWS, the WD site staff were trained by the GWS in identifying and counting the bird species for monitoring. The WD is now equipped with vehicles and equipment to do monitoring and evaluation in the field. Under the Bank's Natural Resources Management Project, the WD's financial and administrative capacity will be further strengthened.
- **EPA**, through its newly developed capacity and the network developed under the Environmental Resources Management Project of which the CWMP was a component, is now able to develop environmental policies and programs, monitor environmental problems and provide advice to the government at national and local levels. The role of EPA has evolved from one of advisory to one of coordination, regulating, enforcement of compliance and policy implementation as of 1995.

5. Major Factors Affecting Implementation and Outcome

5.1 Factors outside the control of government or implementing agency:

Unreliable contractors and management for the construction of staff housing prevented the timely completion of the lodgings. The poor performance of contractors delayed civil works. For the staff housing units at Keta site, the contractor abandoned the site and the contract was terminated and subsequently reawarded. The contractor for the research center at the Songor site also abandoned the site and the contract was terminated, but at a time that was too late to reaward to be completed before the project closing date. The visitors' centers, funded under the education and public awareness sub-component, were under construction at Keta, Ada-Foah, Sakumo and Winneba but were later suspended by the Bank because of poor design and lack of consultation with stakeholders. This was not completed.

At the start of the project, Government was required to freeze hiring as part of a civil service reform program for Ghana. This impacted on the project start-up as the WD could not hire personnel for the first 18 months of the project's life.

5.2 Factors generally subject to government control:

The slow release of counterpart funds greatly reduced the pace of project implementation and contributed to slow disbursement. When funds were released, they were in substantially lower amounts than requested and budgeted at appraisal. In 1995 – WD had received authorization for less than 25 percent of the required counterpart funding for the project although project management indicated that this would have a crippling effect on project implementation because of the relatively large (30 percent) requirement for counterpart funding in the infrastructure and recurrent cost-salaries category. (This percentage was later changed to 90 percent by the Bank). No counterpart funds were received for 1995, nor for 1999, the last year of the project. Other years received fluctuating amounts. Counterpart fund contributions, as a percentage of amounts requested by the project management unit, varied from 12 percent in 1996 to, at most, 49 percent of the amount requested in 1998. Disbursements accelerated in the final year of the project due to the fact that responsibility for the project transferred from one Ministry to another (the MLF) where the MLF took an active interest in the CWMP by attending wrap-up meetings and following up more closely on the project's development. However, by this time it was too late to budget additional counterpart funds.

One of the fundamental objectives of the project, the gazetting of several protected areas under the Ramsar Convention, was delayed significantly, leading to serious concerns about achievement of the project's overall global development objective. Major reasons for the delay were: (i) slow pace of consultations, especially with traditional leaders and community members, about the proposed Ramsar law to avoid giving the impression that Government is taking away the land from the owners; and (ii) prolonged disagreements between WD and the Attorney General's Department on certain aspects of the law. However, the law was finally approved by Parliament on December 2, 1999.

5.3 Factors generally subject to implementing agency control:

The initial delays in recruitment of the project Technical Advisor and establishment of the Project Operations committee which is to include membership from the Game and Wildlife Department and the EPC have resulted in delays in project start-up activities. Recruitment of the TA and establishment of the Coastal Wetlands Project Operations Committee (CWMPOC) were crucial activities which had to be accomplished during the first quarter before the project can go forward. Recruitment of site staff was delayed by two and a half years into project implementation which then delayed the establishment of a strong management presence on the wetland sites. As mentioned earlier, weak coordination and

communication of planning and implementation of the education programs between the WD and the GWS, insufficient and unprecise job descriptions for site staff led to confusion between the respective roles of the WD and GWS education officers, and lack of involvement of WD site officers by the GWS led to confusion, lack of ownership, and duplication of roles. There was also misunderstanding of the respective roles and specific responsibilities of the Project Coordinator and the Senior Technical Advisor at the WD resulting in a lack of coordination of project activities which delayed implementation on a number of major activities.

5.4 Costs and financing:

The project closed at an estimated total cost of about US\$6.90 million. GET financed SDR4.35 million (US\$6.07 million) as of May 31, 2000, and the project disbursed about 85 percent of the originally approved amount of SDR5.00 million (US\$7.20 million). Government contribution amounted to about US\$200,000, and joint contributions from communities and their district assemblies (for construction of KVIP units) amounted to US\$919,000. About SDR 651,000 (US\$847,170 equivalent) remains undisbursed and will be cancelled. The Community Investment Support Fund disbursed around US\$397,000 out of US\$400,000 (99 percent) to 72 groups since funds became available in September 1998.

The GET TF closing date was extended by two years. The rate of project implementation, indicated by the rate of disbursements, lagged appraisal estimates and was bunched into the later years of the project. The project's funds were not fully disbursed due to the slow project start up. By December 1998, only 60 percent of the project's funds were disbursed. This was due to several reasons: the delays in recruitment of key staff in the WD, weak communication between the Project Coordinator (PC) and the Financial Controller which meant that the PC was not well-informed about disbursement decisions regarding the project, slow processing of procurement and disbursement documents by EPA due to heavy work load on its staff, the lack of familiarity with Bank disbursement and procurement procedures by WD officials who send the SOE documents to EPA, and the SOE filing system not well organized. During the final year of project implementation, disbursement accelerated with 25 percent more disbursed by project closing. This was due to the transfer of responsibility for the CWMP from Ministry of Environment, Science and Technology (EPA) to the Ministry of Lands and Forestry, where the latter showed an active interest in project activities.

6. Sustainability

6.1 Rationale for sustainability rating:

Sustainability is likely, with further donor support. There are indications that some of the project's original activities could continue based on the transitional arrangements, e.g., some of the monitoring activities, others such as the education and public awareness activities, and the site management activities of the WD. Furthermore, based on the latest information made available from the WD (see Section 9 - Partner Comments) a cost center is being made available in the Government's Medium-term Expenditure Framework for wetlands conservation. There are also indications that other conservation partners such as Conservation International and the Netherlands Government are interested in collaborating or supporting activities sponsored by the National Wetlands Conservation Strategy. There are some indications of interest also from the private sector in participating in wetland site conservation. Apart from the Panbros Salt company which has reserved some of the salt ponds for the use of birds and is a member of the SMCs, the Standard Chartered Bank Ghana Ltd. has provided funds for activities for protecting sea turtles, and the Coca-Cola company has made resources available for supporting a monitoring program at the Sakumo site. Some of the CWMP's activities are being supported under the ongoing Natural Resources Management Project.

On a national level, the National Lands Policy addresses wetlands issues, and the national conservation strategy provides an indication of the serious consideration given by the Government of Ghana to its conservation issues. The Government's non-allocation of counterpart funds was a setback to the project, and the delay in the gazettment of the sites cast doubts on Government ownership of the project as well as its long-term commitment to the objectives of the CWMP. However, the Government has provided other indications of commitment to conservation in the past through such actions as: (i) including over 5 percent of the national territory within the system of protected areas including the five wetland sites, (ii) formulating the action plan to improve management of current protected areas under the Bank's Forest Resources Management Project, (iii) including a Coastal Zone Management Plan in the EAP for land use and development planning to maintain the ecological integrity of the coastal region; and (iv) gazettment of the coastal wetland sites to ensure continued wetland conservation under legal statute, and in general providing Ghana with a legal basis for handling conservation issues which, prior to the project, did not exist. Presently, Government has made provisions for the annual salaries and basic recurrent costs of the WD staff and all the CWMP staff are retained on site for carrying on project activities. Although the sufficient counterpart funds may not be the only indicator of commitment, the WD, with the support of the Bank, could have lobbied more forcefully with its Ministry for its funds, particularly when the government is faced with competing development priorities in other sectors such as urban and transport.

The WD will need further support to build its capacities to handle its new mandate under the MLF as a division which promotes community activities and a collaborative approach rather than its traditional policing role. Much has been achieved through the education and public awareness component which has laid the foundation for changing the perspectives of future generations on the use of natural resources such as the wetlands. It also contributed to the concepts of natural resource management and adaptation of new approaches for resource use, and created a sense of ownership in managing and monitoring the use of those resources by changing negative practices and attitudes of communities living in these areas, and promoted the formation of community groups for the purpose of solving some of the wetland problems.

Under the investment support component, the project built strong community adhesion to the project goals and approach, addressed the priority needs of the community, promoted community unity, fostered strong leadership within the groups, and developed their capacity to undertake viable income-generating activities, and developed important skills in the communities. The CISF also established a new generation of community-based organizations that are financially viable and growing in importance. It has increased participation in community activities and generated interest in sustainable environmental management.

Environmental management is a long-term objective requiring a long-term commitment spanning at least 10-15 years. In the short-term, modest results are to be expected, particularly in countries where such management or priorities did not previously exist.

6.2 Transition arrangement to regular operations:

Ecological monitoring has been contracted to three Ghanaian partner research institutions - the Water Resources institute, Ghana Wildlife Society and the Zoology Department of the University of Ghana. Once the contracts ended in December 1998, a new arrangement was established. The underlying principle was to function as a partnership rather than the previous contractual arrangements. The institutions agreed with the WD to implement a revised monitoring program during 1999 which would be mainstream into their institutional programs and the activities would be carried out on a cost sharing basis with the WD. The institutions will fund staff costs while the WD will fund recurrent costs. The number of monitoring parameters, frequency of data collection, will be reduced, to encourage site wardens to assist in data collection. To meet the need for effective administrative and technical coordination of the monitoring

program, a computerized database would be set up to ensure that the WD can understand and keep abreast of the results of the monitoring program. Researchers felt that this was necessary to develop the technical capacity of the WD staff.

Education and Public Awareness. The community outreach and education program which was under contract with the GWS expired in December 1998. Since then, the WD has been implementing part of this program along with the active participation of the DAs. Continued operation of the education program on a cost sharing basis has been negotiated between these two institutions. Membership in the wildlife clubs has grown and, consequently, GWS is experiencing funding shortages to the point where it is unable to fulfill all of its commitments to the clubs. In the meantime, GWS has continued the education program on a scaled down basis. The Water Resources Commission (WRC) will absorb two components of the CWMP, (i) public awareness and environmental education, and (ii) restoration and rehabilitation of the waterways, which could be covered under the umbrella of future WRC activities to be funded under DANIDA (Denmark) assisted programs.

Community Investment Support Fund (CISF). Transitional arrangements have been made which will link management of the CISF to the DRIF, a fund that is being managed by the District Assemblies under the Bank's VIP. The DRIF provides funding to rural communities for small-scale infrastructure projects and private goods (income-generating activities). However, to avoid confusion in the management and accountability of the DRIF and the CISF, separate bank accounts would be kept for the two funds at the DA level. Furthermore, there will be arrangements for the beneficiary groups to deposit payment directly into project accounts at the DA level. The arrangements is designed to follow the decentralized structure of governance being implemented by the GoG and will incorporate the elements of participatory evaluation. Under these arrangements, the district-level fund will be established by each DA to finance small-scale infrastructure and micro-enterprises by the community groups and associations. A district-level committee made up of representatives of local NGOs and local communities will form the decision-making body of the DRIF. The day-to-day management of the DRIF would be entrusted to a District Finance Officer. To ensure that the fund is used with environmental conservation in mind, the WD staff at each district should be made a member of the DRIF Committee, and that the WMU maintains a monitoring role over the funds to ensure it is used for the intended purposes. The VIP will be implemented over six years, which will give communities sufficient time to consolidate the projects already begun and fund any new projects planned. If the fund can be implemented under these premises of ownership and participation, the merger stands a good chance of being sustainable.

A cost center has been created within the Government's Medium-term Expenditure Framework for Wetlands Conservation. The salaries and basic recurrent costs are provided for annually and the CWMP staff are retained to continue project activities on the sites.

7. Bank and Borrower Performance

Bank

7.1 Lending:

The Bank's performance during preparation and appraisal was satisfactory. The Bank provided adequate resources in terms of staff weeks and dollar amount during the lending phase to enable it to carry out the necessary preparation work for the project. The missions were adequately staffed with the appropriate technical skills to carry out the address the issues and GEF concerns. The project was innovative and its objectives were clear, and consistent with the Bank's environmental conservation and development strategies in Ghana at the time. The project also benefited from strong ownership, vision and energy by the precursor to the Ghana Wildlife Society (GWS), and from prior work done over six years

with the support of international NGOs.

Risks. The project correctly identified the risk that recognition of the five coastal wetland sites under the Ramsar Convention may not be achieved, although it wrongly assumed that this risk could be minimized by the availability of project funds for other activities such as site management, public awareness campaigns and the community participation in maintaining the ecology of the sites. Availability of project funds did not shorten the significant delay with which the gazettment of the sites was approved by the Government. In this respect, the project overestimated the level of Government ownership of the project as well as the availability of counterpart funds.

7.2 Supervision:

Although site visits were carried out on a regular basis and the budget and skills mix during missions was appropriate for regular monitoring, it failed to address the more persistent problems with stronger measures at the Bank's disposal. As such, it is rated as unsatisfactory.

During the project's implementation period, supervision was moved to the field and the quality of project supervision and problem-solving improved, particularly in the procurement and fiduciary aspects. This did accelerate project implementation and conservation efforts which had been delayed for two years. QAG rated the financial management aspect of Bank supervision as "1", noting that the practice of having the project's financial statements and audits co-signed by both the controller and the director of the implementing agency as one to be encouraged. Supervision efforts achieved good results in 1998 and 1999 with respect to financial management and the EPA's role in this respect has been strengthened. Client relations, particularly with the environmental community was rated as "excellent" by the QAG.

However, supervision could have been stronger in other respects, for example, the project could have benefitted from more management attention to the generic issues which needed to be solved at the country-wide or sector level. Supervision missions were unable to address adequately the constant funding shortages from the government despite regular letters reminding the government of its commitments in this respect. Furthermore, supervision ratings for overall implementation performance did not realistically reflect the problems experienced until much later into the project's life, which contributed to the lack of remedial actions on the part of the Bank. At the time of the MTR, the Bank had the opportunity to restructure the project to turn it around, and to add specialists to the supervision teams to address particularly issues (e.g., legal, judicial, social). During the later stages of the project, the Bank's management decided to extend the closing dates based on good indications that the preparations that were in place will lead to the achievement of project objectives within the extension period. Stronger consideration should have been given to the explicit conditionality for extending the closing date in order to remedy existing problems. The QAG reports speculated that because this was a GEF Grant, it may not have attracted the same monitoring or scrutiny from management as regular IDA operations. The Bank's proposal to convert the undisbursed balance of the grant into a trust fund to fund project activities over the long term was considered inappropriate because implementation was not progressing at a satisfactory pace at the time.

7.3 Overall Bank performance:

The Bank's overall performance is unsatisfactory. Although the Bank's performance at project design and appraisal was innovative since it was conducted in a particularly participative manner involving all stakeholders, it underestimated the task ahead and overestimated Government and the implementing agency's capacity to implement the project activities. As to supervision, while missions were carried out regularly and with an adequate skills mix for routine monitoring, they were not sufficient to deal with the more difficult legal, policy and government performance issues in the country which were slowing down

implementation. Supervision missions may not have confronted the counterpart funds issue, in part because there were other indications of Government commitment to environmental management, and in part because of the overall budget constraints owing to the macroeconomic environment. QAG found that the Bank's management should have taken stronger remedial measures to ensure compliance and attainment of the project's long term development objective by recommending restructuring of the project or suspension of disbursements.

Borrower

7.4 Preparation:

At preparation, the GoG's and other stakeholders' performance was highly satisfactory. The project benefitted from a dynamic and energetic environmental movement in Ghana which produced one of Africa's first, and best, NEAPs. In addition, GWS, a well-regarded national NGO in the country, was credited with the original project concept, having made a strong case for community-based conservation efforts along Ghana's coastal.

7.5 Government implementation performance:

GoG's performance was unsatisfactory. Although the Government showed a strong national sense of ownership in the project, a strong political will to tackle the problems identified, and commitment to decentralization and public sector reform, counterpart funding throughout the duration of the project was highly unsatisfactory. The project suffered from chronic counterpart fund shortages. During the last year of the project (1999), no counterpart funds were received by the project from a Government approved budget of about Cedi 71.0 million. The project has been unable to make full payments for goods and supplies which relied on counterpart funds. This exacerbated an already deteriorating situation where from 1996 to 1997, the project received an average of 14 percent of the amount budgeted, and nothing in 1995. This meant that the project will be indebted to several suppliers following the project's closing. Overall, the project has received about US\$0.2 million (18 percent) of the US\$1.1 million equivalent requested by the implementing agency as Government contribution to the project. The project's history of inadequate counterpart funding could threaten the sustainability of activities and capacities built up in the institutions over the life of the project if it is not resolved.

7.6 Implementing Agency:

The performance of the WD was marginally unsatisfactory. Although it experienced some difficulties initially, the WD amended the shortfalls quickly once the Bank's supervision missions identified the causes and made recommendations for improvements. In terms of financial management, the agency received weak support from EPA whose technical capacity needed to be improved. For example, bill preparation and payments by the accounting unit of EPA was insufficient to enable it to effectively plan and monitor payment requests, e.g., the GWD had several unpaid bills over C300 million were due to the GWD at a time when the SA had a balance of over US\$80,000 (C180 million equivalent). The performance of the partner implementing agency, GWS was highly satisfactory. GWS consistently remained dedicated to its tasks and usually met or exceeded program targets that were set. It demonstrated commitment and was well experienced in executing the project activities.

7.7 Overall Borrower performance:

The performance of the staff at the WD, GWS, district assemblies and EPA levels were satisfactory. Inexperience in handling certain aspects of the management and coordination work caused initial delays and some confusion, but actions were taken to amend them. The GoG's performance was unsatisfactory in terms of release of funds and slow pace in the gazettment of the Ramsar sites.

Audits. Project accounts were audited regularly every year and the audits showed an adequate compliance with the administrative, accounting and financial requirements from the beginning of the project period. The audit report and management letter of auditors for the 1997 fiscal year audit was submitted ahead of schedule, and IDA's review did not identify any issues to be addressed in particular. The final audit for the project following its closing is in progress.

Compliance with Legal Covenants was generally satisfactory. The main shortfalls were in the long delays in establishing the gazettement of the Ramsar sites and the partial compliance with the adoption of a detailed design and management plan for the education center at Songor.

8. Lessons Learned

- Close involvement of stakeholders, community members, and administrators, at all levels of implementation is important in building support for and ensuring the sustainability of an operation (e.g., the CISF); measures to access social development outcomes need to be put in place during project implementation so that feedback can be used while the project is still active.
- The composition of supervision missions should have been more flexible, adjusting the specializations and skills mix as needed to deal with persistent issues, e.g. legal expertise to deal with the delay in gazetting the sites, or social science expertise to develop a suitable methodology for monitoring community-level trends and their relationships to sustainable use of wetland resources.
- Poor performance by central government agencies was tolerated in order to channel funds to a dynamic and committed NGO. To avoid this in the future, the Bank should focus its efforts in working directly with such NGOs for field-based activities while limiting central government agency initiatives to a clearly-defined policy agenda, handled through a different mechanism. With the experience gained under the CWMP and the basic framework in place for promoting environmental awareness, management and conservation, future consideration should be given to providing GWS with a medium-sized project under the GEF. Such a project allows an NGO to submit project concepts which are no more than US\$1.0 million in GEF financing, are smaller in scope and can be implemented quickly and efficiently, targeting a narrower range of activities than that covered under the CWMP. The NGO would also be independently implementing the project in the field.
- Environmental management is a long-term objective requiring long-term commitment spanning 10-15 years. In the short-term, modest results are to be expected, particularly in countries where such management or priorities did not previously exist. Therefore, consideration should be given to continuing to provide support for the core activities of the coastal wetlands sites under the ongoing Natural Resources Management Project.

9. Partner Comments

(a) Borrower/implementing agency:

Editorial comments from the implementing agency, the Wildlife Division (Forestry Commission) have been incorporated into the ICR. Other comments follow and a copy is available in project files.

Letter dated June 26, 2000, from Mr. N.K. Ankudey, Executive Director (Ag.), addressed to Ms. Patience Mensah, World Bank Office, Accra. Ref. Ghana: Coastal Wetlands Management Project (GET-TF-28519-GH) - Implementation Completion Report.

"Thank you for your letter of June 20, 2000 which forwarded a copy of the above-mentioned report for our

comments. We take this opportunity to congratulate the authors for an excellent report.

In line with your request as contained in the above letter, we provide the following comments on the report.

It is agreed that the Project had a slow take off and faced many implementation problems. As you know, the Wildlife Division (WD) has been a para-military organisation with a command and control attitude towards protected area and natural resource management. This is the environment in which the Coastal Wetlands Management Project whose main feature is collaborative management was launched. Naturally, it took some time to effect attitudinal change within WD and also build mutual trust between WD and the Communities to ensure smooth project implementation. Coupled with this was the government ban on employment, which did not allow us to recruit for the first eighteen months of project life.

We do not, therefore, hold the same view with the assessment that its sustainability is unlikely nor do we agree that the Bank's performance was unsatisfactory. The reasons for the contention are given below:

- (a) At the start of the Coastal Wetlands Management (CWMP) very few staff members of WD knew anything about wetlands. Within the Project life almost all members of WD staff have become conversant with wetlands, their functions, attributes and benefits and the objectives of the Project. Nationally, wetlands and their issues have become a household word in Ghana.
- (b) Within the Project life wetland issues have become enshrined in the National Lands Policy.
- (c) "Managing Ghana's Wetlands: A National Wetlands Conservation Strategy" document has been developed and adopted by Government. At a recent workshop organised in Ghana by Wetlands International in May 2000, to train wetlands practitioners in the West African sub region on Wetlands Policy Formulation, it was clearly revealed that only three (3) African states have either a Wetlands Policy or Strategy and Ghana is one such state.
- (d) Unlike most countries whose Ramsar sites are located in areas already designated as protected areas of one sort or the other, Ghana's coaster Ramsar Sites are found on privately owned land. Our "Wetlands Management (Ramsar Sites) Regulations L.I. 1659, 1999, were therefore crafted to make it possible for government and communities manage the sites collaboratively. The law further provides a platform for the enactment of local level by-laws to address wetlands conservation issues peculiar to each locality and also give legal backing to traditional conservation measures. These innovative approaches were pioneered in Ghana and were facilitated by the CWMP.
- (e) Very substantial capacity in wetlands conservation has been built within the country, WD and at local community levels. Daily pronouncements in the media by the wider Ghanaian public on wetland issues clearly attest to this.

The above named hallmarks chalked within a matter of seven years of a project life is no mean achievement. It will therefore not be fair to assess the performance of the key actors who made them happen as unsatisfactory.

On the question of sustainability, perhaps a review of the following will help elucidate our initiatives to achieve sustainability:

- (i) On project closure WD succeeded in creating a Cost Centre within the GoG Medium Term

Expenditure Framework for Wetlands Conservation. Salaries and basic recurrent costs are being provided for annually.

- (ii) The entire CWMP staff are retained on site to continue the activities of the Project.
- (iii) Efforts have also been made to get other conservation bodies and development partners to help us continue and expand on what CWMP started. Conservation International (Ghana's) expressed interest to collaborate with WD on wetlands conservation and encouraging indications of the Netherlands Government to support in implementing the newly developed National Wetlands Conservation Strategy when overtures were made to them at the last Ramsar Convention Conference of Parties in Costa Rica in May 1999, attests to this.

These concrete measures have been taken already and are yielding some positive results since project closure barely six (6) months ago. A Management Team to lead the implementation of the National Wetlands Strategy and Action Plan has been formed and this Team will be officially inaugurated during the public launching of the Strategy sometime in August, 2000.

Sustainability of a closed Project with the above measures already in place cannot be described as "unlikely" in the least.

... At the time of preparing this report all Computerised and Geographic information databases have been completed."

(b) Cofinanciers:

No cofinanciers were involved.

(c) Other partners (NGOs/private sector):

Editorial comments from the NGO, the Ghana Wildlife Society have been incorporated into the report. An extract of the comments which are not editorial follow. The complete list of comments are available in project files.

Letter dated June 29, 2000, from Mr. Samuel Kofi Nyame, for the Executive Director, Ghana Wildlife Society, addressed to The World Bank, Ghana Office, Accra. Attention: Ms. Patience Mensah, Re. Ghana: Coastal Wetlands Management Project (GET-TF-28519-GH) - Implementation Completion Report.

"I write to acknowledge receipt of the report and to commend you and your team for an excellent work. I have perused the whole report and found it to be fine except for a few comments as outlined below.

... Your report referred to the Wildlife Clubs as an NGO (later to be known as Ghana Wildlife Society), I would like to point out that the Wildlife Clubs is the junior wing of the Ghana Wildlife Society and does not constitute an NGO by itself. So could you effect the change to reflect the true status of the Wildlife Clubs.

...The statement there implies that wader numbers increased gradually from 1986 to 1998. The statement would have been accepted if using the total cumulative sightings of waterbirds. The figures quoted represented the peak counts of the waders during those years (the peak count for 1998 for the Keta site is 96,661 and not 96,670). The total cumulative sightings of the waders were certainly more than the quoted figures. So I would like the second sentence to read "A report issued by the WD on monitoring and waterbird statistics in July 1999 indicated that populations of waders and terns remained stable at most of

the sites, and the the later years (1997, 1998) peak counts have been high in the Keta, Songor and Sakumo sites. For example, at the Keta site, the peak count of waders increased from about 31,400 in 1986 to 96,661 and terns at the Densu delta site from 4,900 23,184 in 1998.

... However, GWS has recruited Regional Coordinators whose duties among others are to review the dormant clubs.

... Education and Public Awareness:... implies that th eincrease in the membership of the wildlife clubs is as a result of the activities of the WD and DAs. This is incorrect. Refer to page 47 point 20 and relect the views held by GWS. That part makes it clear that it is the sussessful implementation of the education programme by GWS that has culminated in the increase in the club membership. So I would like the sentence ... to read... Membership of the wildlife clubs has grown as a result of GWS activities, and consequently, is experiencing funding shortages to the point where it is unable to fulfill all of its commitments to the clubs. In the meantime, GWS has continued the education programme on a scaled down basis."

10. Additional Information

Studies Included in Project

Type of Study	Sites	Purpose	Status
<u>Baseline studies:</u> (a) . Limnology . Aquatic Ecology . Hydrology . Plant Ecology . Lagoon Fisheries . Soil erosion/Land degradation (b) . Aquatic ecology . Terrestrial ecology . Lagoon fisheries	Three smaller sites: (Muni-Pomadze, Sakumo, Densu) Two larger sites: (Keta, Songor)	Baseline studies to identify major factors acting on coastal ecosystems; develop data on present productivity of the systems; identify options to mitigate negative impacts from present or potential future activities; develop models affecting system stability; provide basis for interventions for improvement of wetland productivity. Basic survey and collection of inventory data to formulate development and management plans.	Studies for all five sites completed. Reports published.
Ornithological Studies - Waterbird ecology and management of coastal wetlands in Ghana.	Keta, Songor	Understand better seasonal and spatial patterns of wetland use by bird species; provide more accurate data for sanctuaries.	Completed. Report published.
Status and Development of marine turtles	Entire coast of Ghana including the five wetland sites	Identify nesting beaches within Ramsar sites and coast. Identify requirements for protection of nesting beaches and regulation of turtle harvesting.	Completed. Report published.

Beneficiary and Social Impact Assessment	All five sites	Study to assess the impact of the environmental education and community development activities on beneficiaries.	Completed. Findings discussed with beneficiaries. Report published.
Socio-economics and Land Use for National Wetlands Strategy	Muni-Pomadze, Densu, Sakumo	Studies forming base for determining socio-economic status of local communities within sites and formulation of national wetlands strategy.	Completed. Report submitted.
Socio-economic Studies	Songor, Keta	Studies focusing on the small farming and fishing communities along sand bar between lagoons and ocean or lower catchment area of the lagoons to provide basic data on demographic characteristics, residence and employment patterns. Input into annual project monitoring activities.	Canceled. Too late to use.
Ecological Monitoring Programs (lagoon fisheries, water birds, aquatic biology).	All 5 sites	Results from baseline studies would define requirements for annual monitoring and formats for annual reporting of results. Monitoring includes lagoon fisheries, water birds, water quality, faunal diversity, etc.	Monitoring programs form part of contractual arrangements for monitoring activities between WD and 3 Ghanaian research institutions (zoology dept./Univ. of Ghana, Water Research Institute, GWS). Annual reports have been submitted.
Development Options Study	All 5 sites	Identify environmentally compatible economic development options for the CWMP to support in the five wetland sites.	TOR revised to cover 3 sites. Final output not acceptable for guiding proposal identification.
National Wetlands Strategy	All Ghana's wetlands including the 5 sites	Review existing wetland resources data and identify gaps and critical factors affecting wetlands/constraints to improving management practices. Input into formulating national strategy for conservation of the wetlands.	Broad participatory process adopted in preparing the strategy. National Wetlands Conservation Strategy published and adopted end 1999.

Annex 1. Key Performance Indicators/Log Frame Matrix

Outcome / Impact Indicators:

Indicator/Matrix	Projected in last PSR ¹	Actual/Latest Estimate
Water quality and biological indicators of ecosystem integrity are stable/ improving.	Ongoing.	Ongoing.
Better understanding and appreciation of the benefits of improved environmental management by local residents at the project sites	Communities are actively involved with the project and its goals. Communities organized independent cleaning campaigns, task forces to protect wildlife and breeding grounds, actively participate in conservation activities sponsored by the GWS and WD, are enthusiastic in demanding community infrastructure, demand for the community investment fund is high.	Various initiatives and activities linked to, initiated by, or sponsored under the project have been met with activity participation from the communities and public (e.g., public awareness campaigns, festivities, wildlife magazine subscriptions, community sanitation facility construction, clearance of waterways, planting of eroded areas and woodlots, regeneration of mangroves, etc.).
Wildlife club activities are carried out and reaches communities in rural areas and Ramsar sites in particular.	Membership expected to reach 600 across targeted areas with activities designed to promote environmental awareness.	Wildlife club memberships reach 700. Due to GWS ending contract with GWS at project closing, some activities had slowed down due to lack of funds. New arrangements being negotiated with GWS.
Baseline reports are completed and form basis for monitoring activities.	Monitoring activities contracted to three Ghanaian research institutions.	Arrangements established for cost sharing between institutions participating in monitoring activities.
Legislative and administrative actions taken to establish legal entity of Ramsar sites and promote protection of site habitat and inhabitants.	Draft LI for the legal establishment of the sites to be submitted to Parliament for approval. By-laws complementing the LI on conservation and use of the wetlands are being reviewed by legal committee of the DAs concerned and will be enacted. A draft wetlands strategy is being prepared.	Gazettement of Ramsar sites approved by Parliament December 2, 1999.
National Wetlands Conservation Strategy reviews existing data on wetland resources and identifies gaps in knowledge of critical factors affecting improved management practices.	Draft strategy to be finalized and approved by the MLF.	National Wetlands Conservation Strategy established and published by MLF.

Output Indicators:

Indicator/Matrix	Projected in last PSR ¹	Actual/Latest Estimate
Project operations committee and site management committees established.	POC and SMCs established at 5 sites, functioning regularly and regular meetings of SMCs held. Role for POC in project management is clear for decisions to be taken. Membership in SMCs expanding to include representation from sites.	No change.
Completion of baseline studies. Establish monitoring activities based on recommendations	Studies completed and recommendations for monitoring have been established into work programs. National and community seminars held. Program design for monitoring activities approved. Studies and training completed. Annual reports of results are produced.	No change.

Establish extension/community liaison for : Education programs, GWS contract/wildlife clubs	All personnel recruited and on-site. GWS liaison officers also posted at sites for education programs and activities. Wildlife club activities carried out regularly as membership grows often exceeding targets. Ongoing community activities (cleanup campaigns, children's theater, turtle task forces.)	No change.
Complete boundary surveys, site demarcation, border planting	Some planting at Sakumo site and plantings in selected locations only.	Markers and signboard erected at all site locations, including some logos and signs in local languages. Total area covered - 1,685 km2.
Construction of habitat infrastructure (observation posts, roosting islands, access trails, habitat enhancements, staff lodging, education centers, etc.)	8 observation posts constructed, habitat enhancements, roosting islands, etc. established, staff lodging completed at most sites.	50 partitions for establishing roosting islands at Sakumo and Densu, community task forces formed to protect breeding grounds for wildlife, tree plantations established, clearance of waterways initiated.
Infrastructure investment as part of community development efforts	Projects for infrastructure completed following consultation with communities regarding their needs.	84 latrines completed by 10/99. Communities organized regular cleanups at some of the sites.
Conduct Development Options study	Study completed and was to be linked with community investment program.	No change.
Establish Pilot community investment fund.	Criteria for eligibility established, review process initiated, community projects ongoing.	72 community group investments completed with 99 percent of fund disbursed. Biodiversity activities by communities include clearance of waterways, mangrove regeneration, establishing woodlots, with plantings in: Sakumo - 15 acres, Songor - 34 acres, Muni-Pomadze - 10 ares, Keta - 75 acres.
Contruction of ocean outlet for Tema Sewerage treatment plant at Sakumo Lagoon.	Ocean outlet pipe constructed and discharge is directed to sea rather than lagoon.	No change.

¹ End of project

Annex 2. Project Costs and Financing

Project Cost by Component (in US\$ million equivalent)

Project Cost By Component	Appraisal Estimate US\$ million	Actual/Latest Estimate US\$ million	Percentage of Appraisal
Program Management	2.20	1.86	85
Site Demarcation and Management	3.60	2.97	83
Investment Support	0.50	0.40	80
Sakumo Effluent Disposal	0.40	0.37	93
Total Baseline Cost	6.70	5.60	
Physical Contingencies	0.50	0.40	80
Price Contingencies	1.10	0.90	82
Total Project Costs	8.30	6.90	
Total Financing Required	8.30	6.90	

Project Costs by Procurement Arrangements (Appraisal Estimate) (US\$ million equivalent)

Expenditure Category	Procurement Method ¹			N.B.F.	Total Cost
	ICB	NCB	Other ²		
1. Works	0.50 (0.40)	2.50 (2.20)	0.00 (0.00)	0.00 (0.00)	3.00 (2.60)
2. Goods	1.00 (1.00)	0.20 (0.20)	0.50 (0.30)	0.00 (0.00)	1.70 (1.50)
3. Services	0.00 (0.00)	0.00 (0.00)	1.50 (1.50)	0.00 (0.00)	1.50 (1.50)
Consultants and Training	0.00 (0.00)	0.00 (0.00)	0.60 (0.50)	0.00 (0.00)	0.60 (0.50)
4. Investment Support Fund	0.00 (0.00)	0.00 (0.00)	1.50 (1.10)	0.00 (0.00)	1.50 (1.10)
Incremental Recurrent Costs	0.00 (0.00)	0.00 (0.00)	4.10 (3.40)	0.00 (0.00)	8.30 (7.20)
Total	1.50 (1.40)	2.70 (2.40)	4.10 (3.40)	0.00 (0.00)	8.30 (7.20)

Project Costs by Procurement Arrangements (Actual/Latest Estimate) (US\$ million equivalent)

Expenditure Category	Procurement Method ¹			N.B.F.	Total Cost
	ICB	NCB	Other ²		
1. Works	0.50 (0.38)	1.68 (1.46)	0.00 (0.00)	0.00 (0.00)	2.18 (1.84)
2. Goods	0.17 (0.17)	0.76 (0.76)	0.80 (0.54)	0.00 (0.00)	1.73 (1.47)
3. Services	0.00 (0.00)	0.00 (0.00)	2.01 (2.01)	0.00 (0.00)	2.01 (2.01)
Consultants and Training	0.00 (0.00)	0.00 (0.00)	0.50 (0.41)	0.00 (0.00)	0.50 (0.41)
4. Investment Support Fund	0.00 (0.00)	0.00 (0.00)	0.50 (0.41)	0.00 (0.00)	0.50 (0.41)

Incremental Recurrent Costs	0.00 (0.00)	0.00 (0.00)	0.48 (0.34)	0.00 (0.00)	0.48 (0.34)
Total	0.67 (0.55)	2.44 (2.22)	3.79 (3.30)	0.00 (0.00)	6.90 (6.07)

^{1/} Figures in parenthesis are the amounts to be financed by the IDA Credit. All costs include contingencies.

^{2/} Includes civil works and goods (vehicles, equipment and materials) to be procured through national shopping, consulting services, services of contracted staff of the project management office, training, technical assistance services, and incremental operating costs related to (i) managing the project, and (ii) re-lending project funds to local government units.

Project Financing by Component (in US\$ million equivalent)

	Appraisal Estimate			Actual/Latest Estimate			Percentage of Appraisal		
	IDA	Govt.	CoF.	IDA	Govt.	CoF.	IDA	Govt.	CoF.
Program Management	2.40	0.35	0.00	2.28	0.05		95.0	14.3	0.0
Site Demarcation and Management	3.75	0.57		3.00	0.05		80.0	8.8	0.0
Investment Support	0.55	0.10	0.00	0.41	0.05	0.00	74.5	50.0	0.0
Sakumo Effluent Disposal	0.45	0.08		0.36	0.05		80.0	62.5	0.0

Annex 3: Economic Costs and Benefits

Not applicable.

Annex 4. Bank Inputs

(a) Missions:

Stage of Project Cycle Month/Year	No. of Persons and Specialty (e.g. 2 Economists, 1 FMS, etc.)		Performance Rating	
	Count	Specialty	Implementation Progress	Development Objective
Identification/Preparation				
10/90	6	1ML, 1SOC, 1ECN, 2ENV, 1DM	S	S
05/91	6	1ML, 1ECN, 1ENV (pollution specialist), 1 ENV, 2DM	S	S
Appraisal/Negotiation				
03/92	4	1ML, 1SOC, 1ECN, 1ECL	S	S
08/92			S	S
Supervision				
05/93	3	1ENB, AE, 1COF(ODA)	S	S
01/94	8	1AE, 1PO, 1EN, 1ENL, 1FO, 1AG, 1AN	S	S
11/94	3	1ENB, 1AE, 1PO		
06/95	2	1ENB, 1PO	S	S
04/96	3	1PO, 1AE, 1ENB	S	S
10/96 (MTR)	3	1ENB, 1CD, 1PO	S	S
05/97	5	1PO, 1PROC, 1FA, 1ENB, 1RF	S	S
11/97	5	1PO, 1PROC, 1FA, 1ENB, 1RD	S	S
05/98	6	1PO, 1PROC, 1FA, 1RF, 1ENB, 1EN	U	S
10/98	6	1PO, 1PROC, 1FA, 1RF, 1ENB, 1EC	U	S
01/99	5	1AE, 1PO, 1FA, 1PROC, 1RF	U	S
03/99	5	1NRM, 1SOP, 1PROC, 1FA, 1RF	U	S
10/99	6	1AE, 1SOP, 1FA, 1PROC, 1RF, 1OA	U	S
ICR				
10/99	6	1AE, 1SOP, 1FA, 1PROC, 1RF, 1OA	U	S

AE	Agricultural Economist	FA	Financial Analyst/Financial Management Specialist
AG	Agriculturalist	FO	Forestry Specialist
AN	Agronomist	ML	Mission Leader
COF	Cofinancier Representative (organization)	OA	Operations Analyst
CD	Community Development Specialist	PO	Projects Officer
DM	Data Management Specialist	PROC	Procurement Specialist
ECL	Ecologist	RD	Rural Development Specialist
ECN	Economist	RF	Community/Rural Finance Specialist
ENB	Environmental Biodiversity Specialist	SOC	Sociologist
ENL	Environmental Specialist (land and water management)	SOP	Senior Operations Officer
ENV	Environmentalist		

(b) Staff:

Stage of Project Cycle	Actual/Latest Estimate	
	No. Staff weeks	US\$ (,000)
Identification/Preparation	23.9	59.9
Appraisal/Negotiation	23.6	65.6
Supervision	114.7	205.0
ICR	14.2	35.4
Total	177.7	365.9

Annex 5. Ratings for Achievement of Objectives/Outputs of Components

(H=High, SU=Substantial, M=Modest, N=Negligible, NA=Not Applicable)

	Rating				
<input checked="" type="checkbox"/> Macro policies	<input type="radio"/> H	<input type="radio"/> SU	<input type="radio"/> M	<input type="radio"/> N	<input checked="" type="radio"/> NA
<input checked="" type="checkbox"/> Sector Policies	<input type="radio"/> H	<input checked="" type="radio"/> SU	<input type="radio"/> M	<input type="radio"/> N	<input type="radio"/> NA
<input checked="" type="checkbox"/> Physical	<input type="radio"/> H	<input type="radio"/> SU	<input checked="" type="radio"/> M	<input type="radio"/> N	<input type="radio"/> NA
<input checked="" type="checkbox"/> Financial	<input type="radio"/> H	<input type="radio"/> SU	<input checked="" type="radio"/> M	<input type="radio"/> N	<input type="radio"/> NA
<input checked="" type="checkbox"/> Institutional Development	<input type="radio"/> H	<input type="radio"/> SU	<input checked="" type="radio"/> M	<input type="radio"/> N	<input type="radio"/> NA
<input checked="" type="checkbox"/> Environmental	<input type="radio"/> H	<input checked="" type="radio"/> SU	<input type="radio"/> M	<input type="radio"/> N	<input type="radio"/> NA

Social

<input checked="" type="checkbox"/> Poverty Reduction	<input type="radio"/> H	<input type="radio"/> SU	<input type="radio"/> M	<input type="radio"/> N	<input checked="" type="radio"/> NA
<input checked="" type="checkbox"/> Gender	<input type="radio"/> H	<input checked="" type="radio"/> SU	<input type="radio"/> M	<input type="radio"/> N	<input type="radio"/> NA
<input type="checkbox"/> Other (Please specify)					
<input checked="" type="checkbox"/> Private sector development	<input type="radio"/> H	<input type="radio"/> SU	<input checked="" type="radio"/> M	<input type="radio"/> N	<input type="radio"/> NA
<input checked="" type="checkbox"/> Public sector management	<input type="radio"/> H	<input type="radio"/> SU	<input checked="" type="radio"/> M	<input type="radio"/> N	<input type="radio"/> NA
<input type="checkbox"/> Other (Please specify)					

Gender: The CISF targetted assistance to the poorest in the village communities, hence most beneficiaries targetted were women. In all, 72 groups of micro-enterprises numbering 1,706 individuals (1,001 women and 705 men), have received credit disbursements totalling about Cedis 992 million for developing such activities as farming, fishing agro-processing, cottage industries, and mixed activities of commercial farming/fishing including marketing of their produce. The activities funded include: Fishing, mainly men (7 groups); food processing (kenkey, gari, fish-smoking/drying) involving mostly women (25 groups); cottage industry (mats, bags, batik, tie-dye), women (5 groups); food marketing, men and women (3 groups); farming, men and women (28 groups); and mixed activity (fishing, farming, marketing), men and women (4 groups). Women's groups are also represented in the local Site Management Committees.

Private Sector Development: GWS is considered private sector and its capacity increased and was strengthened during the course of the project.

Annex 6. Ratings of Bank and Borrower Performance

(HS=Highly Satisfactory, S=Satisfactory, U=Unsatisfactory, HU=Highly Unsatisfactory)

6.1 Bank performance

Rating

- ☒ Lending
- ☒ Supervision
- ☒ Overall

☐ HS ☒ S ☐ U ☐ HU
☐ HS ☐ S ☒ U ☐ HU
☐ HS ☐ S ☒ U ☐ HU

6.2 Borrower performance

Rating

- ☒ Preparation
- ☒ Government implementation performance
- ☒ Implementation agency performance
- ☒ Overall

☐ HS ☒ S ☐ U ☐ HU
☐ HS ☐ S ☒ U ☐ HU
☐ HS ☐ S ☒ U ☐ HU
☐ HS ☐ S ☒ U ☐ HU

Implementing agency performance for the WD is marginally unsatisfactory, and for the GWS, satisfactory.

Annex 7. List of Supporting Documents

Mid-Term Review Report, December 18, 1996.

Quality Assurance Group Review: Final Report, February 23, 1998.

Quality Assurance Group: Rapid Supervision Assessment, July 16, 1999.

Borrower's Contribution, full report, March 2000.

Beneficiary and Social Impact Assessment Studies, January 2000.

"Managing Ghana's Wetlands: A National Wetlands Conservation Strategy," Ministry of Lands and Forests, 1999.

Official Notification from the Office of Parliament dated December 10, 1999, that the Wetland Management (Ramsar Sites) Regulations, 1999, L.I. 1659, has been passed.

Comments on the ICR from the Wildlife Division (Forestry Commission), by letter dated June 26, 2000.

Comments on the ICR received from the Ghana Wildlife Society, by letter dated June 29, 2000.

Maps: Coastal Wetland Sites - IBRD 23746
Agro-ecological Zones - IBRD 23827R

Annex 8. Beneficiary Survey Results

EXECUTIVE SUMMARY

The study was commissioned to assess the impact of two of the four main components of the coastal Wetlands Management Project (CWMP), namely, the Public Awareness and Education Component and the Community Development Component. The study was conducted over a period of six weeks in November and December 1999.

For the Public Awareness and Education Component the study sought to answer the following questions:

- how relevant were the objectives of the component to the overall project success?
- what programmes did the Ghana Wildlife Society (GWS) formulate to promote community empowerment and how were they implemented?
- to what extent has the programme enhanced awareness and empowered local residents and the public at large about ecological and economic values of the wetland resources?
- What has been the impact of the component on the society?

For the Community Development Component, the study considered the following issues:

- to what extent were community members involved in the design and implementation of various types of infrastructures under the programme?
- what impacts have the infrastructural development programme had on the socio-cultural conditions of the beneficiary communities?
- what activities did the community investment support fund (CISF) support and what impact has such support had on the socio-economic conditions of the beneficiaries?
- were the arrangements for loan disbursement and repayment appropriate and effective?
- how effective was the training programme for the beneficiaries of the CISF?

Answers to these study questions were sought through:

- review of secondary information, project documents, progress reports, files, etc.
- interviews (focus group discussions) in 14 beneficiary communities (involving more than 200 persons)
- discussions with traditional/opinion leaders in the communities
- interviews with district assembly officials
- discussions with project staff (including past project staff from the GWS and Site Management Committee Members)

- discussions with the concerned officials of other relevant institutions (MLF, WD, FSD, EPA, and the World Bank).

It is noted that the assessing the impact of a project just at the end of the implementation period does not provide the real picture of the possible influence of the project. At the same time it is acknowledged that the impact of the project extends beyond the target groups to a larger target population and unintended targets as well. However, for time constraints, the scope of this assessment is limited to the target groups only.

FINDINGS

Public Awareness and Education Program

In terms of performance, the GWS achieved and in many instances exceeded the targets set for the public awareness and education program. In particular, the formation of wildlife clubs exceeded the anticipated targets by over 60 percent. Thus, using the wildlife clubs as a tool for public awareness creation, the GWS was able to penetrate several schools with the conservation message and this forms a good basis for a future environmentally aware society.

The GWS developed functional linkages with other organizations in the execution of the educational component of the project, however, the extent of involvement varied. In general, the participation of the various stakeholders in the planning, execution, funding and monitoring of the awareness campaign was weak. This has therefore weakened the continuity and sustainability of the public awareness and education aspect of the program. Consequently, following the withdrawal of the GWS, the site wardens have had little basis for continuity but have had to redesign their own programs to continue the education.

In general terms the educational campaign has contributed to:

- increased public awareness and understanding of the benefits of new approaches to management of wetlands;
- changing the negative communal attitudes towards wetland resources;
- creating local ownership of wetland resources brought about by genuine participation and influence of all key stakeholders in decision-making;
- empowering local communities in the management and utilization of wetland resources; and
- the emergence of community-based organizations to be involved in the management of wetland resources.

However, the extent of contribution at the different sites varied with the Songor and Muni-Pomadze sites receiving the most impact.

With regard to the training program offered by the GWS the Society and to a lesser extent the WD benefited more than the other partners in the CWMP did. For these two institutions, the training program contributed in:

- strengthening institutional capacity and inter-institutional networking;
- transferring technology and/or developing new technologies/skills in wetland management;
- increasing knowledge and awareness of environmental issues;
- improving project design and management capabilities.

However, at the community level the training program did not provide any local capacity for ensuring sustainability. The focus of any continuing program should therefore be on building local capacity for wetlands management.

Community Development Program

Two aspects of the community development program were the infrastructural development and the Community Investment Support Fund (CISF).

Infrastructural Development

1. Infrastructure development under the project concentrated on the construction of places of convenience and promotion of periodic environmental clean-up campaigns. In all 84 toilet facilities were constructed and over 85 percent were in use during the study.
2. Community involvement in the infrastructural development was limited to the provision of land, some limited monetary contribution and unskilled labor at the initial stages but later all construction was contracted out.
3. The Site Management Committee which are instruments for community involvement in the decision making and management of the sites is dominated by government officials and there are no clear feedback mechanisms for information flow from the SMC to the communities.
4. In terms of effectiveness, equity, appropriateness and responsiveness of the infrastructure to the community needs the community development component was very positive. However, these were not always adequate to meet community needs. Similarly, the approach of contracting out the construction did not always engender community ownership.

Community Investment Support Fund

1. Processing and preparation of community groups for the Community Investment Support Fund for the support of micro-enterprises started in 1997. The bulk of disbursement was only made in 1999. As at October 1999, 72 groups numbering 1,706 individuals (60% of which are women) within the five wetlands sites have benefited from the fund.
2. As at the end of October 1999, a total of Cedis 991,688,401 had been disbursed to the 72 groups (an equivalent of \$397,000 (at 1998 rates). This represents a disbursement of 99% of the total \$400,000 allocated for the community support fund.
3. Farming and food processing (particularly fish processing) from 78% of the activities for which the funds have been applied, with cottage industries, fishing and food marketing being the rest of the activities.
4. Group management of the credit has been excellent and it is apparent that an initial training in record keeping and financial management provided for the beneficiaries has had a moderate degree of impact. However, loan repayment is far behind schedule due to a number of factors including drought and timing of repayment which is at variance with the seasons when beneficiaries can make payment.
5. Since most of the credit was received only a few months before the conduct of the study, it was considered too early to determine the impact. Nevertheless, the CISF is generally seen by beneficiaries as appropriate and meeting their felt needs. In particular, the provision of the credit enhanced the capacity of the groups for environmental management and has empowered women to take part in decision-making and strengthened their involvement in the implementation of community projects. The fund has also raised environmental awareness among the target groups and increased the level of sustainability of activities in the Ramsar sites.

6. In terms of the management of funds, most beneficiaries expressed misgivings about the management of the funds through the District Assemblies. Many people interviewed would rather have the funds managed the same way it is done now. Respondents suggested that if the DAs must necessarily manage it, then the WD must be made members of the DRIF committee and a separate account kept for the CISF.

In general, the community development aspect of the CWMP has been the most tangible aspect of the project that the communities identify with. It has been the driving force for the tremendous support the project enjoys at community level presently.

General Impact of the Public Awareness and Education and the Community Development Components of the CWMP

Based on three criteria of ecology, socio-culture and general environmental conditions, the impact of the two components were assessed for each of the sites.

- For the ecological factors the issues of maintenance of the ecosystem and improvement of species richness were considered.
- For the socio-cultural factors issues considered included effective local management of wetland resources, people's linkage of the management of the wetland resources to their welfare and the local people's acknowledgement of their rights and responsibilities to the management of the resources.
- Relating to the environmental conditions the activities being undertaken to improve the general environment of the wetlands were considered as factors for assessment.

Based on these criteria, it was found that there has been a general improvement at all the sites and their catchment areas. However, the greatest improvements have occurred within the Songor and Muni-Pomadze sites. The least impacted site is the Sakumo wetland, followed by the Densu site.

In general, there seems to be a correlation between the extent of urbanization at the sites and the level of commitment of the people to the project and by extension the level of impact on the population. Thus, the sites with more rural settings such as Songor and Muni-Pomadze were more committed and more impacted on than the more urbanized sites. At site levels the impact of the program follows this trend as well. Thus, with the Keta Complex, the Densu and the Akatsi areas have better impact from the project than the relatively more developed southern areas. Similarly, within Muni, the Gomoa area shows more commitment and better impact than the Effutu sections.

Annex 9. Stakeholder Workshop Results

COASTAL WETLANDS MANAGEMENT PROJECT **ONE-DAY STAKEHOLDER WORKSHOP HELD ON DECEMBER 22, 1999 AT THE** **CONFERENCE HALL OF SCIENCE & TECHNOLOGY POLICY RESEARCH INSTITUTE** **(STEPRI-CSIR), ACCRA**

PRESENT:

Sixty-three (63) participants (refer to attached Participants List) including individuals and representatives of major stakeholder organisations and community groups took part in the workshop.

GOAL:

The goal of the workshop was to evaluate the Coastal Wetlands Management Project (CWMP) and assess means of sustaining the Project.

OPENING:

The workshop, which was chaired by Prof. A. A. Oteng-Yeboah, took the form of presentations and discussions. The Chairman entreated participants to give their objective and frank assessment of the Project for a more practical and meaningful decisions to be taken by all stakeholders to sustain the Project after December 31, 1999.

Mr. Siisi Wilson, Planning Director, Ministry of Lands and Forestry (MLF), deputised for the sector Minister. In his opening remarks he stressed the importance of the workshop as it gives an opportunity for stakeholders to evaluate the Project's performance and also provide a forum for participants to give suggestions to guide and direct management in finding ways to sustain the Project. He challenged the beneficiaries to attest whether the Project benefited the communities and the waterfowls, which were being protected, and if the technical and social structures put in place could help sustain the Project.

PRESENTATIONS:

OVERVIEW OF THE CWMP BY MR. DAVID KPELLE, CO-ORDINATOR OF CWMP

The Co-ordinator gave a brief background activities since the Project inception and outlined the achievements as follows:

REGULATIONS:

- Ramsar Sites Regulations passed by Parliament
- Management plans for all Sites prepared.

CIVIL WORKS:

- Staff accommodation for all Sites completed.
- Board Walkway Constructed.
- Sign post erected.

- Roasting places for birds provided at Densu Delta.
- Observation posts constructed at all sites to facilitate visitor use of the sites for bird watching.
- Refuse receptacles constructed at Keta, Songor and Muni-Pomadze.

COMMUNITY COLLABORATION ACTIVITIES

- The investment of \$400,000.00 spent on income generation activities under the Community Investment Support Fund (CISF).
- Community based wetlands management committees established.
- Community task force formed.
- Exploring possibilities of merging the Village Infrastructure Programme with CISF.
- Collaboration with Water Resources Commission to be formalised.

INCOMPLETE PROJECTS

- Research Centre uncompleted (was suspended).
- Education Centres at all the Sites uncompleted (were suspended).

COMMENTS

The general observation was that the beneficiary communities had an erroneous impression that the project objective was to protect only birds hence their initial uncooperative attitude to the implementation of the Project.

A representative from Muni-Pomadze Ramsar Site said that the uncompromising and uncooperative posture taken by the communities was due to the misunderstanding of Project objective and non-involvement of primary stakeholders in the initial planning process. He said, however, that the numerous meetings and workshops, coupled with the conservation education activities during the implementation stage, created enough awareness among the citizenry thus erasing all erroneous impressions perceived at first. He further appealed to the Donor Community, the World Bank and the Ministry of Lands and Forestry to provide additional funds for the Wildlife Division to continue the project and the conservation education embarked on.

Another participant from Songor Ramsar Site underscored the immense contribution made by the project in the areas of mangrove regeneration, which earned them an award. The river channel clearing has helped to improve the standard of living of people living along the Volta River near Ada Foah. He commended the CWMP management and urged the World Bank and the Division to continue the project. He again suggested food for work programme for the communities within the Site.

A representative of Densu-Delta Ramsar Site, in his contribution, said that the Community Investment Support Fund (CISF) has helped them a lot and awaken in them conservation activities. He, however, pressed for increased Education Programme.

A representative from Sakumo Ramsar Site was more concerned about the discharged of effluent from the Tema sewerage treatment plant into the sea and suggested that the outfall should be extended deep into the sea.

DISCUSSIONS OF DRAFT REPORT OF BENEFICIARY AND SOCIAL IMPACT ASSESSMENT STUDY CONDUCTED BY MR. ELIJAH YAW DANSO.

The study assessed two components of the project:

- a) Public Education and Awareness; and
- b) Community Development

The Study objective of the Education Programmes was to answer the question of:

- 1) How relevant was the programme.
- 2) What Activities were carried out and
- 3) To what extent.

The aspects listed below were looked at under the Community Development Component:

- 1) The level of involvement of the beneficiary communities in the Project.
- 2) What activities were carried out.
- 3) What impact has the component made.
- 4) The arrangement of loan disbursement.
- 5) The effectiveness of the CISF training programmes.
- 6) Consultation with about 200 people, District Assemblies, opinion leaders and other relevant Institution.
- 7) Review of the baseline studies documents.

OBJECTIVE 1 THE IMPACT OF PUBLIC AWARENESS CREATION.

The Ghana Wildlife Society (GWS) was contracted to undertake the Public Awareness and Education component.

ACHIEVEMENTS

- 600 Wildlife clubs formed
- 10 workshops / Seminars held in all the five (5) sites
- GWS Sites staff/club members trained.
- Public education awareness and increased.
- Changing negative attitudes towards wetland resources.
- Improved Sense of community ownership of resources.
- Emergence of community based organisations.

OBJECTIVE 2 - THE IMPACT OF COMMUNITY INFRASTRUCTURE DEVELOPMENT COMPONENT.

This aspect of the project was handled by the implementing agency, the Wildlife Division of the Forestry Commission.

OBSERVATIONS

- Sanitation equipment and materials supplied to the District Assemblies in the five Ramsar sites.
- Site Management Committees (SMC's) in place but had less local people involvement (top-heavy approach) at start to take on board institutions whose activities influenced policy formulation and or determined how the wetlands were used. This was necessary to halt inappropriate use rampant at Project start up.
- Beneficiaries of the CISF came from all the sites - 40% investment in farming, 37% into food processing and 7% into fishing.

It was, however, noted that no clear reporting procedure or mechanism was in place for local SMC members to report back to their communities.

AREAS OF ASSESSMENT:

- Capacity of actors
- State of the project
- Access to project funds
- Problems confronted by the projects

OBSERVATIONS

- That the Wildlife Division (WD) was the major beneficiary in capacity building.
- Ghana Wildlife Society (GWS) also benefited from training.

The consultant said though the actors did their best in the execution of the project, a number of problems were encountered. Some of these problems highlighted in the report were:

- Lack of capacity of the implementing agency, Wildlife Division, at the project starts up. WD had only two (2) Project Officers at post. Recruitment drive for additional staff took two (2) years.
- The vast area and administrative complexities hampered the smooth take of the Project as the area lies in nine (9) Administrative District falling within different geographical locations.
- Difficulty in accessing Project funds coupled with delay in and outright non release of Ghana Government (GOG) Counterpart Funding.

MAJOR DECISIONS TAKEN AT THE WORKSHOP

- The participants agreed that, individual talents must be brought together to manage the site hence greater involvement of the local people. This is necessary for Project sustainability.
- Traditional conservation practices need to be enforced hence the urgency in the promulgation of bye-laws. Traditional Authorities and District Assemblies were urged to rally behind the Division to manage the wetlands.

- Provision of incentives to communities, which excel in wetlands conservation programmes should be instituted.
- Encourage more private sector involvement in future programmes – examples are Pambros Salt Industries, Coca-Cola Company Limited, NGOs etc.
- Ghana of Government (GOG) fund must flow regularly and should be calculated in kind not in cash in future if possible.
- Contractual arrangements with the CWMP and other groups on research and monitoring should be maintained and strengthened.
- The ineffective institutional arrangement on disbursement of Project fund between the Wildlife Division and the Environmental Protection Agency (EPA) should be discontinued. EPA could not handle CWMP funds effectively as it lumped several Project funds together resulting in the delay of executing many programmes. The servicing bank created more problems resulting in ineffective replenishment of funds from Washington.
- Trawler operators plying too close to the Ghanaian beach should be educated on the dangers of their activities to wildlife conservation.
- The Community Investment Support Fund should not be merged with the District Rural Infrastructure Fund (DRIF) of the Village Infrastructure Project (VIP) but kept separately to ensure that the CISF is used exclusively for its intended purpose. However, the CSIF should be managed by the same committee managing the DRIF.

LIST OF PARTICIPANTS

Sixty-three (63) participants including the underlisted individuals and representatives of major stakeholder organisations and community groups took part in the workshop:

Prof. A. A. Oteng-Yeboah	Deputy Director-General, Environment Sector, Council for Scientific and Industrial Research (CSIR)
Mr. Siisi Wilson	Planning Director, Ministry of Lands and Forestry (MLF)
Prof. E. Dorm Adzorbu	Chairman, Water Resources Commission, Accra
Mr. Elijah Y. Danso	Consultant, PAB-Consult, Tema
Dr. G. T. Agyepong	Remote Sensing Applications Unit, Univ. of Ghana
Dr. D. A. Attuquayfio	Zoology Department, Univ. of Ghana
Mr. S. K. Nyame	Ghana Wildlife Society
Mr. Ekow Ayanful	District Chief Executive, Gomaa District Assembly
Nana Ghartey IV	Paramount Chief, Effutu Traditional Council, Winneba
Togbe Amuzu II	Traditional Chief, South Tongu District
Togbe Tay Agbozu	Traditional Chief, Keta District
Sakumo Wulomo	Traditional Priest, Tema New Town
Nii Adote Mofatt	Rep. of Sempe Traditional Area

Representatives from:

The World Bank
Ministry of Finance
Environmental Protection Agency
Department of Co-operatives
Department of Agricultural Extension Services
Panbros Salt Industries
Ramsar Site District Assemblies: Keta (South Tongu, Keta, Akatsi and Ketu) Songor,
Sakumo, Densu and Muni-Pomadze
Beneficiary communities: Community Investment Support Fund and Sanitation facilities
(KVIPs)

Planning Officers of the Ramsar District Assemblies

Staff of WD

Annex 10. Mission Aid Memoire

GHANA GEF COASTAL WETLANDS MANAGEMENT (TF 28619)

Implementation Assistance and Completion Mission October 4 - October 18, 1999

AIDE-MEMOIRE

A. Introduction

1. In accordance with the statement of mission objectives dated September 22, 1999, a World Bank team jointly with the Government of Ghana (GoG) carried out an implementation assistance and completion mission of the GEF Coastal Wetlands Management Project (CWMP) from October 4 to October 18, 1999. The World Bank team included: Messrs./Mmes. P. Mensah (Agricultural Economist, Team Leader), S. Bekure (Sr. Operations Officer), E.O. Boakye (Community/Rural Financial Specialist), F. Yankey (Financial Management Specialist), K. Awanyo (Procurement Specialist), Lucie Tran (Operations Analyst). The GoG representatives included: Messrs. D. Kpelle (Project Coordinator, MLF), B.Y. Ofori-Frimpong (Principal Wildlife Officer, WD), C. Amankwa (Wildlife Officer, WD), V. Nuhu (Education Officer, WD), A. Ananzore (Economist, MOF), Prof. D. Adzorbu (Consultant, Chairman WRC), T. Agyarko (Planning Officer, MLF). The Bank team met with the Minister and representatives of the Ministry of Lands and Forestry (MLF), the Wildlife Department (WD), the Ministry of Finance (MOF), the Environmental Protection Agency (EPA), the private sector, Panbros Company at the Densu site, the Water Resources Commission (WRC), the Ghana Wildlife Society (GWS), Village Infrastructure Project (VIP) staff, Department of Cooperatives staff, as well as researchers responsible for data collection and monitoring, and community members of the Ramsar (lagoons) sites (see List of Persons Met, Annex 1). The teams visited selected project sites and met with officials of the District Assemblies (DAs), leaders and members of several communities.

2. The project will be closing on December 31, 1999. In accordance with Bank procedures, the Bank team informed the project management on the requirements for preparing the Recipient's contribution to the Implementation Completion Report (ICR) on the project and provided a copy of the revised ICR guidelines.

3. A wrap-up meeting to discuss the visit's main findings and agreements contained in the aide-memoire was held on October 18, 1999, and was chaired by Honorable Minister, Dr. Christina Amoako-Nuama, Minister for Lands and Forestry. The Bank would like to thank the representatives of the Government of Ghana, local communities and all other stakeholders for the cooperation and assistance they provided to the visiting team.

B. Project Objectives and Background

4. The CWMP is a GEF component of the Environmental Resources Management Project (GERMP) and focuses on the environmental problems along the eastern coast of Ghana, where five wetland areas have been designated as Ramsar Sites including Keta Lagoon, Songor, Muni-Pomadze, Densu Delta, and Sakumo. For their global importance as habitat for migratory water birds, a GEF grant in the amount of SDR 5.0 million (US\$7.2 million) was approved in October 1992 and declared effective in March 1993. A government counterpart contribution of about US\$1.1 million was estimated at the time of appraisal.

5. The development objective of the CWMP is to maintain the ecological integrity of five coastal wetlands sites under a system of effective management to: (i) ensure wetlands are ecologically viable over the long-term, (ii) encourage economic development activities that are compatible with the maintenance of the wetland ecosystems to provide continuous benefits for the livelihood of communities living within the wetland sites; and (iii) promote public awareness of environmental and conservation issues. The project uses a community-based management approach within the principles specified under the Ramsar Convention. The project funded civil works for site establishment and management, equipment, training and consultant services for research and monitoring activities, environmental education and public awareness, and community development.

C. Major Findings

Legal Aspects

6. The draft legislative instrument (LI) for the legal establishment of the five wetland sites, which was endorsed by the Cabinet and was to be submitted to Parliament in December 1998 has not been carried out as scheduled because the issue of the constitutionality of powers of arrest of the WD wardens had to be resolved. Project management informs the Bank team that the draft has been submitted for consideration when Parliament resumes from recess on October 19, 1999.

7. By-laws, intended to complement the LI on conservation and use of the Ramsar wetlands, are being reviewed by the legal subcommittees of the DAs and will be enacted when the LI is passed by Parliament.

Policy Aspects

8. The draft wetlands strategy paper entitled "Managing Ghana's Wetlands: A National Wetlands Conservation Strategy, prepared by the WD and dated November 1999, will be submitted to the MLF for approval. This strategy was developed as a follow-up to the National Land Policy.

Site Survey, Boundary Demarcation, and Internal Zoning

9. The boundaries of the five sites have been surveyed, demarcated and pillared. They cover a total area of 1,685.05 km². External boundaries of the sites are adequately marked with sign posts and boards. Directive signs from the main roads guiding visitors to the sites are in place. As agreed with the previous Bank visit, internal information sign posts in English and in local languages have been erected in various locations.

10. The existing inventory maps showing the location of infrastructure have been updated. However, the development of the Geographic Information Systems (GIS) database to include information on

boundaries, internal zoning, mapping, and research and monitoring data, has not yet been established, but the WD has prepared the specifications and intends to obtain a "no objection" from the Bank to contract out the service.

Agreed Actions:

- A major signboard at the Sakumo site has been removed and needs to be replaced and some other directive signs will need to be repositioned for better visibility.
- WD will begin the consultant selection process for the GIS database so that the Bank can give its "no objection."

Site Management

11. Management of the sites has proceeded satisfactorily under the oversight of MLF, and the CWMP Operations Committee which now includes the recently established WRC. The Bank noted the present management structure of the sites and the roles of the Project Coordinator, the field staff, and the composition of the Site Management Committees (SMCs) in future site management. Although the SMCs usually meet once every quarter, only one meeting has been held at each site during the first quarter of 1999. This was because staff and the SMCs were obliged to focus efforts and resources on providing input and addressing issues related to formulation of the by-laws. The SMCs assisted in the formulation and implementation of management measures. In preparation for the sustainability of the project activities following the project's closing, it was agreed that management plans will need to be prepared, with the collaboration of all partners.

Agreed Actions:

- Project management will ensure that the draft New Management Plans covering a five-year period for each of the five Ramsar sites are prepared before December 31, 1999.

Research and Monitoring

12. Ecological baseline studies have been completed for all the sites. The reports on the two larger sites have been published. The editing and preparation of reports on three smaller sites for publication as scientific documents are expected to be completed before the project's closing date.

13. Ecological monitoring activities are being carried out on a cost-sharing basis between the researchers (Water Research institute, Ghana Wildlife Society – NGO, and Zoology Department – University of Ghana) and the MLF. This arrangement is expected to continue in the future.

Community Development

14. The Community Investment Support Fund (CISF), for the support of micro-enterprises as part of the community development program is proceeding well. Since it was first made available to the communities in mid-1997 as part of the community development program, demand for the funds has been high, and 67 groups numbering 1,647 individuals within the Sites have borrowed from the \$400,000 fund to finance income-generating ventures requiring a biodiversity activity.

15. The Bank team noted that, in terms of linkages with biodiversity activities, the beneficiary groups have been effective in establishing such community projects as planting woodlots, forming groups for clearing or cleaning up sites, becoming agents of change in their own communities, and forming patrol units in the Songor and Keta sites to monitor and protect turtles. In addition, some beneficiary groups have become actively involved in community education and public awareness programs.

16. So far, about US\$390,000 of the US\$400,000 have been disbursed to community groups for such activities as fishing, farming, fish-smoking, agro-processing, mat-weaving, and others. However, the repayment rate is lower than expected since the first disbursements were made in September 1998. This can be attributed to a number of factors which can lead to delay of initial purchase of materials or stockpiling for later sale: (i) timing of the fishing season, (ii) drought resulting in low crop yield, (iii) unavailability of natural raw materials (e.g., reeds for mat-weaving). Furthermore, accounts and records of a number of groups showed monthly installments meant for loan repayment accumulating in group accounts rather than being transferred to the project account.

17. The repayment schedules for the fund were linked to the two years remaining in the project's life (1998-1999). However, most of the groups are now requesting an extension of the repayment period in order to be able to reinvest the amounts they received for another year. In order to ensure the continuity of the CISF, the Bank team discussed with the implementing unit of the Village Infrastructure Project (VIP), the Rural Infrastructure Coordinating Unit (RICU), the possibility of transferring the management of the CISF under their responsibility. Since the RICU is already managing a similar fund, the District Rural Infrastructure Fund (DRIF), which provides funding to rural communities for small infrastructure projects, it was recommended that the CISF be transferred to the RICU and that a suitable agreement be formalized between the parties concerned. However, to avoid confusion in the management and accountability of the DRIF and the CISF, separate bank accounts would be kept for the two funds at the DA level. Furthermore, there will be arrangements for the beneficiary groups to deposit payment directly into project accounts at the DA level.

18. Once the details of the transfer are worked out, the repayment schedules can then be revised in consideration of the points raised by the community groups above (para. 17). However, constant, effective supervision of the groups' activities by the WD, DAs, and Department of Cooperatives, together, will be an important factor in ensuring success of the program and in improving the community groups' repayment record.

Agreed Actions:

- A Memorandum of Understanding (MOU) is to be drawn up between the RICU, the WD and the District Assemblies outlining the respective roles and responsibilities of each party concerning the CISF.

Public Awareness and Environmental Education

19. This program has been implemented successfully. At present, the Wildlife Clubs formed in schools number about 600 across the country, increasing from 500 as of December 1998. The wildlife magazine, "Nko", is published quarterly and periodic events designed to promote public awareness and environmental conservation are conducted yearly by the GWS and WD. However, although Wildlife Club numbers have increased, indicating a positive trend, frequent visits by animators are necessary to stimulate the Clubs and ensure that they do not lie dormant. Training of trainers needs to be maintained to ensure

continuity in the absence of the animators. Sustainable impact of the programs also requires that environmental messages be reinforced continuously, particularly in areas where certain activities can mean livelihood for wetland inhabitants.

20. The community outreach and education program which was under contract with the Ghana Wildlife Society (GWS) expired in December 1998. Since then, the WD has been implementing part of this program along with the active participation of the DAs. Continued operation of the education program on a cost sharing basis is being discussed and negotiated between these two institutions. GWS noted that since the education program has been implemented successfully, membership has grown along with the related activities, and consequently, is experiencing staffing and funding shortages. In the meantime, GWS has continued the education program on a scaled down basis (wildlife clubs, wildlife society activities).

21. The Bank team met with the managers of the Water Resources Commission (WRC), to discuss possibilities of funding the future operation of the public awareness and environmental education program. WRC noted that two components of the CWMP, (i) public awareness and environmental education, and (ii) restoration and rehabilitation of the waterways, could be covered under the umbrella of future WRC activities to be funded under DANIDA (Denmark) assisted programs.

Agreed Actions:

- WRC will draft the terms of reference for action plans covering the five sites by end-October 1999 and submit the plans for DANIDA's approval in order to provide a smooth transition once CWMP's funding closes end-December 1999.
- WD to assess effectiveness and impact of the program in terms of increased awareness. The Beneficiary and Social Impact Assessment will be carried out and the results made available project closing. Following this assessment, a stakeholder workshop will be held to disseminate the findings.

Procurement

22. Education centers and research center. Consultations were carried out with stakeholders on the re-design of education centers. At the time the design was completed it became evident that the construction of the four education centers at Keta, Ada-Foah, Sakumo, and Winneba, could not be finished by the time the project closed. Project stakeholders could not agree on the original designs and although work was in progress, the contractors were requested to stop the work. The contract for the construction of the Songor Research Center was terminated because of non-performance by the contractor. The structure is at foundation level; and it is too late in the project life to launch a bid to complete the facility.

23. Observation posts and walkways. The original plan for 11 observation posts to be constructed has been reduced. To date, eight observation posts have been constructed at the five sites.

24. Staff housing. The staff housing units at Muni-Pomadze, Sakumo and Songor are completed and have been occupied by WD/WS staff. WD terminated the contract for the construction of the staff accommodation units at the Keta Site. The work for the completion of those units located at Keta, Akatsi and Afiadeniyigba have been re-awarded as separate contracts. The work is in progress and the buildings are 80% completed. Work is expected to be completed by end of December 1999.

25. Sanitation facilities (KVIPs). To date, 85 sanitation facilities have been completed and are being

used at the sites. No additional construction of KVIPs are planned before project closing.

26. Consultant Services. A consultant has been selected to assist WD in preparing the final project evaluation report for the project. Another consultant is due to begin the assignment for the beneficiary and social impact assessment of the project. The final reports for each of the above are due by end-November.

Project financing and Disbursement

27. About SDR3.7 million (US\$5.2 million) has been disbursed on the project as of October 11, 1999, with about SDR1.3 million (US\$1.8 million) remaining undisbursed. Disbursements under this project has been slow despite two extensions of the closing date. The project is not expected to be fully disbursed by the closing date of December 31, 1999. The mission noted that the responsibility of the Special Account and the accounting records and documents have been transferred from EPA to MLF as part of the new implementation arrangements following the closure of the GERMP project.

28. The table below shows the pattern of counterpart fund releases under the project as of 1993. Even though project activities have increased because the project is due to close this year, no counterpart funds have been released to support these activities in the third quarter of the year. Consequently, many of the project creditors may not be able to claim the amounts owed them, payable through counterpart fund contributions. MLF would need to ensure that the project is provided with the required counterpart funding to avoid such a situation.

Years	Amount Requested (Million Cedis)	Amount Approved (Million Cedis)	Amount Released (Million Cedis)	Amount Released as % of Amt. Requested	Amount Released as % of Amt. Approved
1993	*	*	4.1	-	-
1994	165.0	165.0	82.5	50 %	50 %
1995	425.8	121.0	0	0 %	0 %
1996	476.0	134.0	58.2	12 %	43 %
1997	413.6	263.0	66.0	16 %	25 %
1998	203.4	203.4	100.0	49 %	49 %
1999	71.0	71.0	0	0 %	0 %

* GoG funds (£55 million) allocated to GERMP at the opening of the project account.

Accounts and Audits

29. The project audit report for the year ending December 31, 1998, which was carried out as part of the audit of GERMP was submitted to the Bank on June 20, 1999 (due date 06/30/99). The Bank's review showed that there was an outstanding amount due to the Social Security Bank Limited (SSB), the bank which initially managed the Special Account until it was transferred due to a poor performance in handling and issuing correct bank statements to the project. The Bank requested that project management reconcile

their balances with those of SSB to ensure that the project will not be liable to the commercial bank at project closing. It was noted that this has not been completed and the mission urges project management to complete this reconciliation without any further delay.

30. The mission also discussed the arrangement for the final audit of the project accounts for the period January 1 to December 31, 1999. It was agreed that an interim audit should be carried out by the auditors in November 1999 to cover activities for the period January to October 1999, and a final audit to cover the movement in project balances for the last two months of 1999, to be completed and submitted prior to the due date of June 30, 2000. This arrangement will make it possible to pay the auditors about 80% of the total audit cost from the project funds, and ensure a timely submission of the audit report due by June 30, 2000.

Agreed Actions:

- EPA to complete reconciliation of bank balances between project accounts and SSB statements without further delay.
- Project management to make arrangements for consultant selection to prepare final project audit by mid-December 1999.

31. GoG informed the Bank Team that it intends to make a proposal for a follow-up operation based on the project's achievements.

Date: October 18, 1999

LIST OF PERSONS MET

1. Ministry of Lands And Forestry

(a) *Administration:*

Dr. Christina Amoako-Nuama, Minister
Mr. K.B. Boakye-Boateng, Program Director
Mrs. E. Tekpetey, Director (Administration)
Mr. J. Amissah, Program Administrator
Mr. G. Symes, Policy and Institutional Advisor
Mr. E. Kitcher, Project Accountant
Mr. T. Agyarko, Planning Officer

(b) *Wildlife Department:*

Mr. N. Ankudey, Acting Executive Director
Mr. BY. Ofori- Frimpong, Principal Wildlife Officer
Mr. E. Lamptey, Principal Wildlife Officer
Mr. David Kpelle, Project Coordinator
Mr. C. Amankwa, Site Warden Densu/Sakumo site)
Mr. S. Adamu, Site Warden (Muni-Pomadze Ramsar)
Mr. D. Abraham, Site Warden (Keta Lagoon Site)
Mr. F. Nani (Keta Site)
Mr. D. Agyeman, (Songor site)
Ms. Vivian Nuhu, Education Officer

2. Ministry of Finance

Mr. A. Ananzore, Economist

3. District Assemblies:

Mrs. V. Gidiglo, District Chief Executive, Akatsi
Mr. C. Sackley, District Chief Executive, South Tongu
Mr. A. Kponyo, District Coordinating Director, Akatsi
Mr. Mawusi, Budget Officer, Akatsi
Mr. Botchway, Budget Officer, Akatsi
Mr. M. Agbeveanu, District Education Officer, Akatsi
Mr. P. Agbanyo, Chief Executive Officer, South Tongu
Mr. Tamakloe, District Coordinating Officer, South Tongu

4. Environmental Protection Agency

Mr. J. Allotey, Director
Mr. E. Dzorkah, Financial Controller
Mr. R. Gasu, Assistant Procurement Officer

5. Private sector – (Panbros Company, Densu site)

Mr. K. Apenteng, Financial Controller
Mr.J. Amoah, Deputy Engineer
6. Researchers

Dr. Attuquayefio, Zoology Department, University of Ghana
Dr. M. Entsua-Mensah, Water Research Institute
7. Water Resource Commission

Dr. D. Adom, Executive Secretary
Prof. D. Adzorbu, Chairman
8. NGO – Ghana Wildlife Society

Mrs. M. Tachie-Menson
Mrs. E. Owusu
Mr. G. Boakye
9. Village Infrastructure Project

Dr. K. Agyeman-Mensah, National Co-ordinator
Mr. B. M. Oppong, Rural Engineer
10. Department of Cooperatives

Mr. R. Buachie-Affram, Registrar
Mr. E. Dukuh, Deputy Registrar
Mr. J. P. Kitcher, Deputy Registrar
Mr. K. Kutame, Assistance Registrar
Ms. T. Anderson, Principal Cooperative Officer
11. Community Groups of Ramsar sites

Alakple Women Association
Akosua Village Fishmongers Association
Nyarkuadze Maize Farmers Association
Bortianor Fish Smokers Groups
Matsekope Women's Group
Obane Womens' Group
Denu Fish Smokers and Fishmongers Association
Luhor Farmers Association
Sakumo Okro Growers Association
Woe Aklorbodzi Sega Cooperative
Kedzikope Womens' Group
Sokpoe Fishermen

Annex 11. Borrower's Contribution

BORROWER'S CONTRIBUTION

IMPLEMENTATION COMPLETION REPORT: **COASTAL WETLANDS MANAGEMENT PROJECT (CWMP)** **SUMMARY**

1.0 INTRODUCTION

In 1992, the Government of Ghana (GOG) formulated and adopted the Ghana Environmental Action Plan (EAP) to address the problem of environmental degradation throughout the country.

The Ghana Environmental Resource Management Project (GERMP) was initiated in 1993 to implement the EAP with financial support from the Global Environment Facility (GEF) among others and administered by the World Bank.

The Coastal Wetlands Management Project (CWMP) is a component of the GERMP that focuses on the environmental problems along the eastern coast of Ghana, where five (5) wetland areas have been designated as Ramsar Sites (Keta Lagoon Complex, Songor, Muni – Pomadze, Densu Delta and Sakumo). Due to their global importance as habitats for migratory water birds, a grant of US \$7.2m was provided from the GEF with US \$1.1m Ghana Government counterpart contribution.

The five-year project ended in December 1997, but was extended to December 1998 to make up for the one-year loss at the start of the project. A second extension was granted from January to December, 1999. Since the project inception, it has been managed by the Wildlife Department until January 1999 when the office of the coordinator was transferred to the Ministry of Lands and Forestry (MLF).

2.0 PROJECT OBJECTIVES

The Coastal Management Project was designed to maintain the ecological integrity of the key coastal wetland areas, by involving the people who derive their livelihood from these ecosystems in the planning and implementation of management programmes. Specifically the project objectives were as follows:

- To ensure biodiversity conservation within the coastal ecosystems through the Ramsar "wise use" concept;
- To create public awareness on environmental conservation in the coastal zone;
- To improve community infrastructure within the coastal wetlands;

- To offer financial assistance to support poverty alleviation ventures in the local communities;
- To offer development options which are compatible with the conservation of wetland resources; and
- To formulate a national wetlands strategy for wetlands conservation in Ghana.

PROJECTS COMPONENTS

The CWMP Consists of Seven (7) Major

Components:

1. Site Survey and Demarcation;
2. Site Management;
3. Research and Monitoring;
4. Community Development;
5. Habitat Improvement Works;
6. Public Awareness and Education;
7. Formulation of a National Wetlands Strategy.

Approved cost estimates of the CWMP was approximately US\$7.2 million.

3.0 ACHIEVEMENT OF OBJECTIVES

3.1 The five sites hold about 80% of the total water-bird populations on the Ghana coast. From the global perspective, the sites provide refuge for about 5% of all water-birds using the East Atlantic Flyway at some point during their annual migration. Bird numbers have remained steady during the project implementation period. This could be attributed to the fact that their habitats have now been safeguarded.

3.2 Site Survey and Demarcation

Boundary Demarcation: The boundaries of each of the five (5) sites have been surveyed, demarcated and pillared since 1995. The total area covered by the five sites is 1685.05km².

Gazettement: The Wetlands Management (Ramsar Sites) Regulation, 1999, L.I. 1659, has been passed into law by Parliament.

Bye-Laws: In consultation with the District Assemblies (DAs), traditional authorities and local communities, Bye-Laws for the respective District Assemblies have been prepared. The bye-laws are to empower local communities in ensuring that they have the legal backing for using traditional norms to regulate resource use within the Ramsar Sites.

3.3 Site Management

Each site is under the management of an Assistant Wildlife Officer (AWO), assisted by a number of field-staff and the Site Management Committee (SMC). Representation on SMCs comprises the District Assemblies, Traditional Authorities, Local communities, and appropriate government and non-governmental organisations (NGOs) whose work has a bearing on the use of the wetland resources. The committees meet at least once every quarter of the year, and assist the AWO, in the formulation and implementation of their management programmes.

Management Plans: New management plans, spanning over a 5-year period, have been developed for each of the five Ramasar Sites.

Civil Works Staff accommodation consisting of four (4) Senior Staff Bungalows (SSB), four (4) Duplex Junior Staff Quarters (DJSQ), two (2) Single Junior Staff Quarters (SJSQ) and one (1) caretaker residence (CTR) have been constructed.

3.4 Research and Monitoring

- Baseline studies have been completed in nine (9) disciplines: Limnology, Plant Ecology, Water Bird Ecology, Aquatic Ecology and Terrestrial Ecology. The others are Soil and Land-Use, Socio-Economics, Fisheries Ecology and Development Options.
- An Ecological Monitoring Programme, designed out of the recommendations of the baseline studies is currently being implemented on cost-sharing basis with the Zoology Department of the University of Ghana, Water Research Institute and Ghana Wildlife Society.
- A Research Centre that was under construction at Ada-Foah within the Songor Ramsar Site has been suspended by the World Bank.
- Studies to determine the impact of the Community Development and Public Education Programme have been completed.

3.5 Community Development

Sanitation Improvement

- The three rural sites, Keta Lagoon Complex, Songor and Muni-Pomadze have been provided with tipper trucks for waste disposal;
- Eighty-four (84) sanitation units (toilets) have been completed to help reduce pollution in the lagoons and along the beaches;
- Ten (10) refuse collection points have been constructed for temporary waste disposal.

Community Investment Support Fund

- *Income Generation Ventures:* Seven-two (72) groups made up of 1706 individuals (705 men and 1,001 women) within the five sites benefited from a US\$410,297 (originally US\$400,000) Community Investment Support Fund (CISF) by which a group is granted a loan to undertake income generation ventures that are environmentally friendly. So far a total of US\$321,401.78 (¢991,688,401.00) has been disbursed to fishermen, fish-smokers, farmers, etc.
- *Biodiversity Development:* As their contribution to improve the biodiversity of these areas each group is undertaking a conservation activity such as wood-lot establishment, mangrove regeneration, clearing of choked river channels etc, with inputs provided by the project. An amount US\$88,895.48 (¢274,287,900.00) has been utilised for this purpose.
- Some of the achievements are as follows: Sakumo 15 acres; Songor 34 acres; Muni-Pomadze 10 acres; Keta 75 (Akatsi – 38 and Anloga – 37) acres.

3.6. Habitat Improvement Works

- Major habitat improvement works have been carried out to improve breeding and roosting conditions of shore birds. These include rehabilitation of degraded bunds of salt pans and providing mounts and boxes for nesting. In addition, sign posts and bill-boards have been erected to ensure that adequate guidance is provided to users of the sites;
- Choked river channels and creeks have been cleared to improve water transport, fisheries and crop production: (4km at Songor 1.5km at Muni-Pomadze);
- At three of the Sites (Songor, Sakumo and Muni-Pomadze) Community Task Force have been constituted to protect breeding grounds of marine turtles and prevent inappropriate exploitation of wetland resources.
- Tree plantation establishment: Songor 10 acres; Akatsi 8 acres; Sakumo 2 acres and Muni-Pomadze 2 acres.
- Tema sewerage out-fall diverted to sea to avert pollution of Sakumo Lagoon;

3.7 Public Awareness and Education

- Community education and public awareness programme was formulated and implemented through contract arrangements with GWS.
- As at December, 1999, about 600 Wildlife Clubs had been formed in schools throughout the country.
- A wildlife conservation magazine, NKO was published periodically;
- Visitor centres that were under construction at Keta, Ada-Foah, Sakumo and Winneba have been suspended by the World Bank, blaming it on poor designs and lack of consultation with stakeholders.
- Eight (8) observation posts have been completed: Keta 2, Songor 2, Sakumo 2, Densu Delta 1 and Muni-Pomadze 1.

3.8 National Wetlands Strategy

In order to facilitate community-based collaborative wetlands management throughout the country, National Wetlands Conservation Strategy has been completed.

3.9 In addition to the above the project has achieved the global objective of developing biodiversity.

4.0 MAJOR FACTORS AFFECTING THE PROJECT

4.1 A number of factors militated against the attainment of the project objectives, The involvement of

many stake-holders and a prolonged process of accessing project funds.

The resultant delays in implementation necessitated two successive extensions at the end of the five-year project period.

4.1.1 Factors Not Generally Subject to GOG Control

Some of the factors which adversely affected the project were not generally subjected to GOG control. One of the major factors was attributed to the cumbersome mode of accessing project funds. As at 29th February, 2000, about US\$5,606,692.60 was disbursed, with US\$523,386.00 committed and US\$1,334,707.63 undisbursed. An outstanding balance of about US\$811,321.59 is expected.

4.1.2 Factors Generally Subject to GOG Control

Government commitment in adopting the EAP and soliciting funding for the GERMP was undermined by the inability of GOG to release counterpart funds, thereby retarding project implementation.

There were also difficulties in getting common understanding of the relevant legislation. This led to a prolonged period of awareness creation.

4.1.3 Factors Generally Subject to Implementation Agency Control

These include delay in the appointment of full complement of staff resulting in implementation delays and management ineffectiveness, especially at the project sites. Until December 1998, when the project was a component of the GERMP (closed on 12/31/98), the Wildlife Department was directly responsible for project management with the EPA as the lead agency.

With the closure of the GERMP and the need to strengthen project management, MLF assumed responsibility, appointed a full time project coordinator whose offices was relocated in their offices. The Coordinator worked directly under the Technical Director.

5.0 BANK'S PERFORMANCE

The Bank's performance was generally satisfactory. It fielded several Implementation Review and Assistance Missions during the life of the project. It also reviewed and approved two successive extensions to the project. Attempts by the Bank to prevail on GOG to release counterpart funds for project implementation, did not yield the expected results. This negatively affected the performance of the implementing agency. Bank Consultants have assisted the WD in designing and implementing the CISF.

6.0 RECIPIENT'S PERFORMANCE

The direct involvement of the recipient (GOG) in the project consisted of the provision of the counterpart fund for the project activities. In this regard, the recipient's performance was deficient since only small amount of funds were released by GOG for project implementation. Although the implementation agency encountered initial staffing and management problems, its overall performance was satisfactory.

Stakeholder commitment (DAs, traditional authorities and local communities) was also highly satisfactory.

7.0 PROJECT SUSTAINABILITY

- 7.1 The probability of maintaining and improving on results so far achieved are highly likely. A Ramsar Law has been passed by parliament and a National Wetlands Strategy has been prepared for the conservation of wetlands in Ghana. A broad participatory process was adopted in preparing the strategy, with a strong community-based participation at local and national levels involving communities, traditional leaders, District Assemblies, civil society, Universities, local NGOs and individuals. This broad participatory process has developed a sense of ownership among the population and augers well for the sustainability of the project. The strategy will be adopted soon. As part of the strategy, an action plan for medium and long-term activities is being discussed for adoption.
- 7.2 Ecological Monitoring during the project was contracted to partner research institutions, namely Water Research Institute, Ghana Wildlife Society and Zoology department of the University of Ghana. With the termination of these contracts in December 1998, a new partnership arrangement has been reached between the WD and the institutions to facilitate a revised monitoring programme. Furthermore, the institutions will mainstream the wetlands monitoring into their programmes and carry out the monitoring activities on cost sharing basis with WD. The number of monitoring parameters and frequency of data collection will be reduced to encourage the site wardens to effectively participate in the data collection.
- 7.2 A Community Investment Support Fund (CISF) has been established to assist identifiable groups to undertake a range of income generating activities including farming and agro-processing. Some members of beneficiary groups have been trained in basic financial record keeping and enterprise management. Fieldstaff and SMCs monitor and maintain information on disbursement and fund recovery and advise groups on repayment procedures.
- 7.4 Project management has entered into partnership with other government agencies and NGOs. Apart from the partnership arrangements concluded for ecological monitoring

activities, respective District Assemblies are being requested to incorporate wetlands management activities into their annual programmes, with backstopping provided by WD fieldstaff. At the District Assembly level, the Community Investment Support is to be integrated in the Village Infrastructure Project (VIP). The Water Resources Commission (WRC) has also agreed to provide resources for education and Public awareness programme and the rehabilitation of river basins within its river basins development programme. Similar transitional arrangements are to be worked out with other organizations, eg. Department of Cooperatives and TechnoServe.

A number of Private Sector organisations have expressed interest in collaborating with the project in some specific activities. For example, Pambros Salt Industry at the Densu Delta Site and Coca-Cola Company Ltd at Sakumo.

8.0 LESSONS LEARNED

- Traditional Conservation practices are useful in obtaining local community commitment to project implementation.
- Ethnic differences make duplication of lessons learned difficult.
- Direct benefits from project activities (eg. CJSF) are useful in soliciting local community support.
- Decentralized administrative structures are useful in project implementation.
- Access to project funds are hampered by cumbersome procedure.
- Collaboration with academic and research institutions is beneficial in project implementation.
- Government commitment by way of legal backing and financing is essential for project success.
- Weak institutional arrangements retard project implementation.
- Private sector participation is beneficial and should be solicited.

MAP SECTION



