

Document of
The World Bank

Report No: ICR0000823

IMPLEMENTATION COMPLETION AND RESULTS REPORT
(TF-51242)

ON A

GLOBAL ENVIRONMENT FACILITY GRANT

IN THE AMOUNT OF

US\$ 7.5 MILLION EQUIVALENT

TO

BURKINA FASO

FOR A

PARTNERSHIP FOR NATURAL

ECOSYSTEM MANAGEMENT PROJECT

JUNE 19, 2008

Sustainable Development Department
Environment Department
Africa Region

CURRENCY EQUIVALENTS

(Exchange Rate Effective April 2002)

Currency Unit = CFA Franc

740 CFAF = US\$1

US\$0.135 = 100 CFAF

FISCAL YEAR

January - December

ABBREVIATIONS AND ACRONYMS

AFD	Agence Française de Développement (French Aid Agency)
AGEREF	Association Intervillageoise de Gestion des Ressources Naturelles et de la Faune (Inter-village Natural Resources and Wildlife Management Association)
APL	Adaptable Program Lending
CAS	Country Assistance Strategy
CAP	Community Action Plan
CBNRM	Community-Based Natural Resources Management
CBRDP	Community-Based Rural Development Program
CCTP	Comité de Concertation Technique Provincial (Provincial Technical Consultation Committee)
CDD	Community Driven Development
CTSP	Comité Technique de Suivi de la Préparation (Preparation Monitoring Technical Committee)
CVGT	Comité Villageois de Gestion des Terroirs (Village Development Committee)
DFC	Direction de la Faune et des Chasses (National Wildlife Service)
DGEF	Direction Générale des Eaux et Forêts (National Forestry Department)
GEF	Global Environment Facility
GEF COP	GEF Conference of Parties
GEPRENAF	Projet de Gestion Participative des Ressources Naturelles et de la Faune (Pilot Community-Based Natural Resources & Wildlife Management)
IEC	Information, Education, Communication
NEAP	National Environment Action Plan
NSC	National Steering Committee
LDP	Local Development Plan
LPRD	Letter of Policy for Decentralized Rural Development
PAD	Project Appraisal Document
PAGEN	Partnership for Improved Management of Natural Ecosystems
PCU	Project Coordination Unit
PRSP	Poverty Reduction Strategy Paper
PRONAGEN	Programme National de Gestion des Ecosystèmes Naturels (National Natural Ecosystem Management Program)

QAG Quality Assurance Group
RAF Réforme Agraire et Foncière (Rural Land Tenure Law)
SCAC Service de Coopération et d'Action Culturelle (French Technical
Cooperation Agency)
SILEM Sahelian Integrated Lowland Ecosystem Management
UICN World Conservation Union
UNDP United Nations Development Program
WCU Wildlife Conservation Unit

Vice President:	Obiageli K. Ezekweseli
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Burkina Faso
Partnership for Natural Ecosystem Management Project

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A. Basic Information			
Country:	Burkina Faso	Project Name:	PARTNERSHIP FOR NATURAL ECOSYSTEM MANAGEMENT PROJECT
Project ID:	P052400	L/C/TF Number(s):	TF-51242
ICR Date:	06/24/2008	ICR Type:	Core ICR
Lending Instrument:	APL	Borrower:	GOVERNMENT OF BURKINA
Original Total Commitment:	USD 7.5M	Disbursed Amount:	USD 7.5M
Environmental Category: B		Global Focal Area: B	
Implementing Agencies: PAGEN Ministry of Environment and Hydraulic			
Cofinanciers and Other External Partners:			

B. Key Dates				
Process	Date	Process	Original Date	Revised / Actual Date(s)
Concept Review:	06/24/1998	Effectiveness:	03/31/2003	04/29/2003
Appraisal:	01/15/2002	Restructuring(s):		
Approval:	05/21/2002	Mid-term Review:	12/01/2005	12/05/2005
		Closing:	12/31/2007	12/31/2007

C. Ratings Summary	
C.1 Performance Rating by ICR	
Outcomes:	Satisfactory
Risk to Global Environment Outcome	Substantial
Bank Performance:	Satisfactory
Borrower Performance:	Satisfactory

C.2 Detailed Ratings of Bank and Borrower Performance			
Bank	Ratings	Borrower	Ratings
Quality at Entry:	Satisfactory	Government:	Satisfactory
Quality of Supervision:	Satisfactory	Implementing Agency/Agencies:	Moderately Satisfactory
Overall Bank Performance:	Satisfactory	Overall Borrower Performance:	Satisfactory

C.3 Quality at Entry and Implementation Performance Indicators			
Implementation Performance	Indicators	QAG Assessments (if any)	Rating
Potential Problem Project at any time (Yes/No):	No	Quality at Entry (QEA):	None
Problem Project at any time (Yes/No):	No	Quality of Supervision (QSA):	None
GEO rating before Closing/Inactive status	Satisfactory		

D. Sector and Theme Codes		
	Original	Actual
Sector Code (as % of total Bank financing)		
Central government administration	24	24
General agriculture, fishing and forestry sector	26	26
Other social services	25	25
Sub-national government administration	25	25
Theme Code (Primary/Secondary)		
Biodiversity	Primary	Primary
Decentralization	Primary	Primary
Environmental policies and institutions	Primary	Primary
Law reform	Primary	Primary
Rural policies and institutions	Secondary	Secondary

E. Bank Staff		
Positions	At ICR	At Approval
Vice President:	Obiageli Katryn Ezekwesili	Callisto E. Madavo
Country Director:	Ishac Diwan	A. David Craig
Sector Manager:	Marjory-Anne Bromhead	Richard G. Scobey
Project Team Leader:	Ibrahim B. Nebie	Jean-Michel G. Pavy
ICR Team Leader:	Paola Agostini	
ICR Primary Author:	Matteo Marchisio	

F. Results Framework Analysis

Global Environment Objectives (GEO) and Key Indicators(as approved)

GEF APL 15-year purpose: "biodiversity in priority protected areas sustainably benefit peripheral communities' local development."15-year Global purpose: "secure biodiversity in priority protected areas is secured"

5-year Global Development Objective: "biodiversity trends in priority protected areas are reversed"

Revised Global Environment Objectives (as approved by original approving authority) and Key Indicators and reasons/justifications

(a) GEO Indicator(s)

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
Indicator 1 :	Biodiversity indicator improved			
Value (quantitative or Qualitative)	0.22, and 0.048 were the rate for the density indice for the two main species as measured by the number of observations per linear kilometer within a transect.	by 20% in Comoe-Leraba; 5% in Boulon-Koflande; 5% in Mares aux hippos; 5% in Kabore Tambi; and stabilized (0%) in Sahel Protected areas		
Date achieved	02/28/2004	12/31/2007		
Comments (incl. % achievement)				
Indicator 2 :	Agriculture encroachment decreased as defined by crops cultivation within the boundaries of protected areas. This indicator does not take into account temporary incursions by livestock.			
Value (quantitative or Qualitative)	0,85% in (area)	to 0% in the Comoe-Leraba protected area, Mares aux hippos and Kabore-Tambi; 10% in Boulon-Koflande; and 20% in Sahel protected areas		
Date achieved	12/30/2002	12/31/2007		

Comments (incl. % achievement)	
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(b) Intermediate Outcome Indicator(s)

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
Indicator 1 :	A new forestry code and its implementation decree(s) take into account the orientations of the Letter of Policy on Decentralized Rural Development			
Value (quantitative or Qualitative)	Forestry code not reviewed	forestry code revised and implementation decrees adopted; revised at MTR to read legal application texts are elaborated for the Forestry Law		
Date achieved	03/01/2003	12/31/2007		
Comments (incl. % achievement)				
Indicator 2 :	Applicable taxes due to Government from Protected areas use are recovered at 80%			
Value (quantitative or Qualitative)	0%	80%		
Date achieved	04/01/2003	12/31/2007		
Comments (incl. % achievement)				
Indicator 3 :	The Government has adopted a satisfactory mechanism for long-term financing of protected areas			
Value (quantitative or Qualitative)	Not sustainable financing mechanism in existence.	Adoption of mechanism		
Date achieved	05/01/2003	06/29/2007		
Comments (incl. % achievement)				
Indicator 4 :	Donors have agreed to contribute at least US\$5 million to long-term financing mechanism			
Value (quantitative or	No funds pledged	\$.0 million pledged		

Qualitative)				
Date achieved	05/01/2003	12/31/2007		
Comments (incl. % achievement)				
Indicator 5 :	50% of conservators have applied their new competencies in the areas of planning and community participation for the management of protected areas			
Value (quantitative or Qualitative)	0%	50%		
Date achieved	05/01/2003	12/31/2007		
Comments (incl. % achievement)				
Indicator 6 :	The results of the national wildlife survey are used for establishing safari quota			
Value (quantitative or Qualitative)	Not used	Quota on the basis of inventory		
Date achieved	05/01/2003	12/31/2007		
Comments (incl. % achievement)				
Indicator 7 :	50% of the 1,000 villages that participated in the training and sensibilization activities of the project are involved in protected areas management.			
Value (quantitative or Qualitative)	0%	50%		
Date achieved	05/01/2003	12/31/2007		
Comments (incl. % achievement)				
Indicator 8 :	Protected areas have legal status and size: Koflande 60,000ha; Nassoumbou 70,000ha; Seno Mango 70,000ha; Oursi 20,000 ha			
Value (quantitative or Qualitative)	0	Koflande 60,000ha; Nassoumbou 70,000ha; Seno Mango 70,000ha; Oursi 20,000 ha		
Date achieved	05/01/2003	12/31/2007		
Comments (incl. % achievement)				
Indicator 9 :	Poaching index reduced by 50% between year 2 and end of project			
Value (quantitative or Qualitative)	To be entered	50% reduction		
Date achieved	05/01/2003	12/31/2007		

Comments (incl. % achievement)				
Indicator 10 :	Proportion of work completed in each protected area (composite index due to size limitation of ISR, details in PAD).			
Value (quantitative or Qualitative)	0	100%		
Date achieved	05/01/2003	12/31/2007		
Comments (incl. % achievement)				

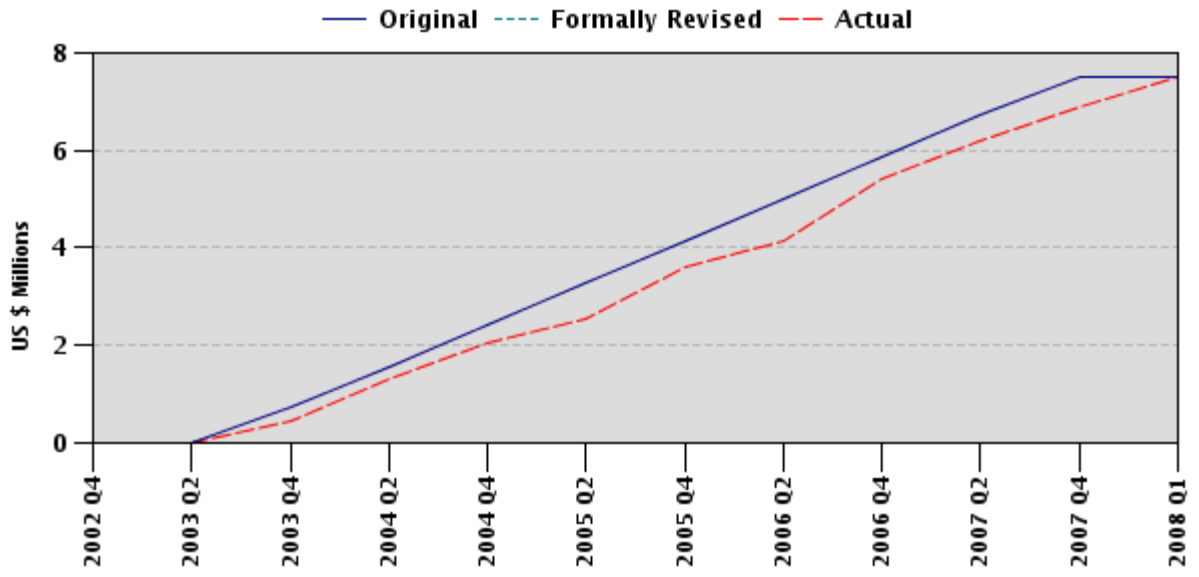
G. Ratings of Project Performance in ISRs

No.	Date ISR Archived	GEO	IP	Actual Disbursements (USD millions)
1	12/20/2002	Satisfactory	Satisfactory	0.00
2	05/30/2003	Satisfactory	Satisfactory	0.44
3	11/24/2003	Satisfactory	Satisfactory	1.30
4	05/28/2004	Satisfactory	Satisfactory	1.93
5	12/15/2004	Satisfactory	Satisfactory	2.56
6	06/29/2005	Satisfactory	Satisfactory	3.62
7	12/29/2005	Satisfactory	Satisfactory	4.17
8	06/30/2006	Satisfactory	Satisfactory	5.42
9	03/06/2007	Satisfactory	Satisfactory	6.69
10	07/24/2007	Satisfactory	Satisfactory	7.01
11	12/13/2007	Satisfactory	Satisfactory	7.50

H. Restructuring (if any)

Not Applicable

I. Disbursement Profile



1. PROJECT CONTEXT, GLOBAL ENVIRONMENT OBJECTIVES AND DESIGN

1.1 Context at Appraisal

1. **Sector background.** The Government's Poverty Reduction Strategy Paper (PRSP) (2000) identified sustainable management of natural resources as one of the major principles underlying its poverty reduction strategy. The document recognized that in Burkina Faso the loss of biodiversity needs to be addressed. To address biodiversity loss, the Government developed the 2000 Biodiversity Strategy and an Action Plan to implement the Strategy. In the 2000 Biodiversity Strategy and Action Plan, Burkina Faso defined its long-term vision and commitment to incorporate protected area management in rural development. To implement that vision, the Government proposed a 15 year National Natural Ecosystem Management Program (*Programme National de Gestion des Ecosystemes Naturels*, PRONAGEN). PRONAGEN aimed at securing biodiversity in priority protected areas and sustaining provision of benefits to surrounding communities. PRONAGEN was expected to be implemented by an array of projects. This project - the Partnership for Improved Management of Natural Ecosystems Project (*Projet de Partenariat pour l'Amélioration de la Gestion des Ecosystemes Naturels*, PAGEN), was one of the projects that would implement PRONAGEN¹.

2. **Rationale for Bank's assistance.** The Country Assistance Strategy (CAS) (2000) aimed at supporting the Government's efforts to achieve a sustained high growth rate, reducing the incidence of poverty, and improving the wealth of rural populations. Within the CAS, two projects were expected to specifically support the decentralized rural development strategy: the Community-Based Rural Development Program (CBRDP), and the PAGEN. The CBRDP, a 15 year Adaptable Program Loan (APL), was conceived as an instrument to alleviate poverty in rural areas by building local capacity to implement small investments to develop productive assets and/or protect natural resources. PAGEN, a GEF-financed operation, was conceived as an instrument to contribute "to increase productivity of rural assets (labor and land) through [...] the conservation and renewal of natural resource" (CAS, 2000). PAGEN was intended to incrementally finance the costs associated to the achievements of global environmental benefits beyond the CBRDP.

3. **Contribution to higher-level objectives.** PAGEN was conceived as a 15 year engagement to specifically support the objectives of the Government's 2000 Biodiversity Strategy and Action Plan² and of PRONAGEN³. As explained in the Project Appraisal

¹ Other projects contributing to the implementation of PRONAGEN include: (i) support to the Wildlife Conservation Unit (WCU) of W (National Park and hunting area of Tapoa-Djerma) by the European Union; (ii) support to 4 WCUs by France: Hauts Bassins (Mou Forest), Boromo (Deux Balés National Park), Arly (Arly National Park and Pagou-Tandougou, Koakrana, and Konkonbouri Hunting Areas), Pama (Pama Centre Nord, Pama Centre Sud, Pama Sud Hunting Areas, and Singou Game Ranch), and (iii) support to the WCU of Diébougou (Bontioli, Nabéré, and Koulbi Forest Reserves) by the African Development Bank.

² To ensure the conservation of important ecosystems/species, sustainable use of biological resources, and equitable sharing of the benefits deriving from the sustainable use of these resources

³ To secure biodiversity in priority protected areas and sustain provision of benefits to the surrounding communities

Document (PAD) (ref. section B.3), the project was expected to contribute to these objectives by supporting five strategic areas: (i) improve the sector performance with adequate reforms, (ii) improve the incentive framework, (iii) adopt a community-based management approach, (iv) focus on conservation but leverage on development, and (v) seek sustainable source of funding.

4. This project was designed (and approved by the GEF Council and Bank Board) as a 15 year APL divided in three phases of 5 years each. While looking at this project within this context, the ICR will only assess the achievements of the project against the objectives of the first phase (2002-2007).

1.2 Original Global Environment Objectives (GEO) and Key Indicators

5. The 15-year **Global Environmental Objective** was “to secure biodiversity in priority protected areas”. The specific Project Development Objective (PDO) and Global Environmental Objective (GEO) of the first phase (5 years) were “to reverse biodiversity trends in priority protected areas⁴” (ref. section A.2 of the PAD)⁵.

6. **Key performance (outcome/impact) indicators**, as reported in the PAD (ref. section A.3 of the PAD), included: (1) reduction of agricultural encroachment in protected areas (as measured by remote sensing techniques) and (2) improvement of a set of bio-indicators (e.g. indicators of mammals in terrestrial areas and birds in wetlands)⁶.

7. **Specific output indicators**, as reported in the PAD (ref. Annex 1), included: (1) a new forestry code and its implementation decrees take into account the orientations of the Letter of Policy on Decentralized Rural Development; (2) applicable taxes⁷ due to Government in the protected areas sector (trophy fee, tourism, concession fee) are recovered at 80% in Y5; (3) Donors are committing US\$ 5 million to the adopted long-term financial mechanism; (4) 50% of conservators trained used their new planning and community skills in the management of protected areas; (5) Results of the standardized national wildlife survey are used to set-up safari quota; (6) 50% of the 1,000 villages who participated in training and awareness modules are involved in protected areas management by Y5; (7) Poaching indexes decrease by 50% between year 2 and 5 in all protected areas; (8) Participatory ecological monitoring reports are used as monitoring

⁴ Areas where PAGEN provided support included the following WCUs: Sahel (Nassoumbou, Séno-Mago, Beli, Oursi, and Darkoye Protected Areas), PONASI (Kaboré-Tambi National Park), Hauts Bassins (Mare aux Hippos Biosphere Reserve), and Comoé-Léraba (Comoé-Léraba Reserve and Boulon-Koflandé Forest).

⁵ The objectives of the project are worded slightly differently in the Grant Agreement: “to reverse trends in biodiversity loss through sustainable management of natural ecosystems, particularly in priority Protected Areas” (ref. Schedule 2).

⁶ The indicators were further detailed in the PAD Annex 1 and in the Grant Agreement as follows: (1) Percentage of agricultural encroachment is 0% in Comoé-Léraba, Mare aux Hippo, and Kaboré Tambi, 10% in Boulon-Koflandé, and 20% in all Sahel Protected Areas; (2) Percentage improvement of bio-indicators is 20% in Comoé-Léraba, 5% in Boulon-Koflandé, 5% in Mare aux Hippo, 5% in Kaboré Tambi, and stable in all Sahel Protected Areas.

⁷ The term ‘taxes’ in the PAD is understood as ‘fees’.

tool in year 4 for all targeted protected areas except Sahel; (9) Protected areas which have acquired legal status: Koflandé 60,000 ha, Nassoumbou 70,000 ha, Seno Mango 70,000 ha, Oursi 20,000 ha, Beli 20,000 ha; (10) Percentage achievement of work or level of organization in protected area: [...] (ref. Annex 1 of the PAD for details); (11) Funds are timely made available to conservators and concessionaires' accounts; (12) Goods and works are timely procured; (13) Financial accounting and budget control is adequate; and (14) Annual reports and annual work programs meet agreed standards by year 3. It is important to note that these output indicators differ from those listed in the PAD Section A.3 and in the Grant Agreement (ref. Schedule 6 of the Grant Agreement). A more detailed discussion on the nature of the discrepancies is included in section 2.3.

8. **Triggers.** Eight triggers were selected among the target indicators as implementation milestones to demonstrate commitment by the Government of Burkina Faso. These include: (1) Percentage of agriculture encroachment is [...], (2) A new Forestry Code and its implementation decrees take into account the orientation of the Letter of Policy on Decentralized Rural Poverty, (3) Applicable taxes in the protected areas sector that are due to the Government are recovered at 80%, (4) The Government has adopted a long-term financial mechanism for protected areas and presented an implementation plan acceptable to the Bank for phase 2, (5) A standard monitoring system for wildlife census and agricultural encroachment is operational and adopted nationally, (6) AGEREFs [Inter-Village Protected Area Management Associations] are legally concessionaries of Comoré-Léraba, Boulon-Koflandé, Mare aux Hippos, (7) At least 6 of 9 protected areas have officially adopted a Management Plan, (8) At least 2 private safari/ecotourism guides are operating professionally and ethically in Comoré-Léraba and Boulon-Koflandé.

1.3 Revised GEO and Key Indicators, and reasons/justification

9. There were no revisions in the Global Environment Objective and key performance indicators.

1.4 Main Beneficiaries

10. According to the PAD (ref. section C.3), the project was intended to improve the living conditions of about 100,000 people of 10 different ethnic groups living in proximity of the target areas: about 53,700 people in the Sahel Wildlife Conservation Unit (WCU), about 20,000 people in the Comoé WCU, about 10,000 people in the Hauts-Bassins WCU, and about 50,000 people in the PONASI WCU. In addition, an unknown number of nomad pastoralists was expected to also benefit from the project.

11. Overall, the project impact on the living conditions of the targeted population was not expected to be direct, but indirect through the security provided by healthy and functioning ecosystems and potentially restored access to wildlife resources. However, a marginal increase in the income of the targeted populations was expected from the support of the project to new and/or alternative resource generation activities, e.g. tourism, safari hunting, pharmacopoeia, wildlife farming, etc.

12. From an institutional point of view, the project intended to strengthen the capacity of (i) the Ministry of Environment and Hydraulics to create an enabling environment for community based protected-area management, (ii) NGOs to provide conservation assistance in the country, and (iii) Inter-Village Protected Area Management Associations (*Associations Intervillagoise de Gestion des Ressources Naturelles et de la Faune*, AGEREFs) to act as concessionaries for the management of protected areas.

1.5 Original Components

13. The project had three components: (1) national capacity building for support to decentralized management of protected areas; (2) local capacity building to manage protected areas; and (3) program administration and monitoring.

14. The first component aimed at supporting the Government in creating the enabling environment for community-based protected area management. It specifically aimed at (i) supporting the Ministry of Environment and Hydraulics in reviewing the legal and institutional framework, particularly the Forest Code, (ii) strengthening the capacity of the Government and NGOs to provide conservation assistance throughout the country, and (iii) supporting studies that would contribute to the development of the sector. The second component aimed at supporting surrounding communities and other partners to sustainably manage the protected areas. It specifically aimed at (i) supporting the establishment and building the capacity of the Inter-Village Protected Area Management Associations (AGEREFs), (ii) designing and begin the implementation of Protected Areas Management Plans, and (iii) strengthening the capacity local government staff and communities to manage protected areas. The third component aimed at ensuring a good administration of the project.

15. The causal linkage between the activities/outputs of the three components and the project objective is summarized in the table below, and can be explained as follows: improved management of protected areas resulting from an improved enabling environment, a functioning institutional framework, and improved capacity of the various actors involved in the decision/management of protected areas, at all levels, would lead to restoration of natural habitats and ecosystems, and consequently to an increase in number and density of biological diverse species.

Main areas of support	Expected intermediate outcomes		(Expected) final outcome
<ul style="list-style-type: none"> ▪Support to the Ministry of Environment and Hydraulics in reviewing the legal and institutional framework, particularly the Forest Code 	<ul style="list-style-type: none"> ▪ Improved enabling environment (legal and institutional framework, and knowledge base) 		
<ul style="list-style-type: none"> ▪Support to the preparation of studies that would contribute to the development of the sector 			
<ul style="list-style-type: none"> ▪Strengthening the capacity of the Government and NGOs to provide conservation assistance throughout the country 	<ul style="list-style-type: none"> ▪ Functioning institutional framework ▪ Improved capacity of the various actors involved in decision/management of protected areas, at all levels 	<ul style="list-style-type: none"> ▪ Improved management of protected areas 	<ul style="list-style-type: none"> ▪ Restoration of natural habitats and ecosystems (and consequent increase in number and density of biological species)
<ul style="list-style-type: none"> ▪Support to the establishment and building the capacity of AGEREFs 			
<ul style="list-style-type: none"> ▪Strengthening the capacity local government staff and communities to manage protected areas 			
<ul style="list-style-type: none"> ▪Support to the designing and implementation of Protected Areas Management Plans 			

1.6 Revised Components

16. Components were not changed during implementation.

1.7 Other significant changes

17. There were three significant changes during project implementation:

- (a) **The institutional framework for the implementation of the project changed.** The Ministry of Environment and Hydraulic, the agency responsible for the implementation of the project, was restructured and became *Ministère de l'Environnement et du Cadre de Vie* (MECV). The Forestry Department (*Direction Générale des Eaux et Forêts*), the General Directorate under whose responsibility the Project Coordination Unit (PCU) was working, was split in two directorates: la *Direction Générale de la Conservation de la Nature* (DGCN), and la *Direction Nationale du Cadre Paramilitaire des Eaux et Forêts* (DNCPEF). The PCU was placed under the administrative responsibility of the

Secrétariat Général, and under the technical and operational responsibility of the DGCN. The decentralized Animation Units (*Cellules d'Animation*) remained under the administrative responsibility of the PCU, but they were moved under the technical and operational responsibility of the *Direction Provinciale de l'Environnement et du Cadre de Vie* of the area in which they operate. These changes have not had a significant impact on the outcomes of the project.

- (b) **Income generation activities or micro-projects for the benefit of the peripheral communities were added as eligible activities to the Project.** According to the original project document, the baseline program (the Community-Based Rural Development Program) was supposed to support the implementation of small investments in the provinces where PAGEN was implemented⁸. The selection of the investments followed the community-driven development (CDD) approach, i.e. a bottom-up approach in which communities define their development priorities, and matching grants are provided for investments supporting these priorities. However, the CBRDP had a limited envelope per community and in many cases these community had more pressing short-term priorities, such as access to water, schools and basic health facilities. Natural resource management priorities were thus often not identified as priority interventions by the communities. After the mid-term review (2005), it was thus decided that the project needed to directly support the development of natural resource-based income generating activities (e.g. apiculture, aulacodiculture, exploitation of non-timber forest products, etc.). There were two main reasons in the decision to add this activity: first, to reduce the pressure of the communities surrounding the protected areas on natural resources by offering alternative income generating opportunities, and second, to better involve these communities in managing and sharing the benefits deriving from the sustainable management of the protected areas. The budget allocated for these activities was US\$ 325,000. To allow this new activity, allocations for the categories vehicles and equipment, and consultant services, trainings, audits and workshop were reduced. (It can be inferred that this new activity resulted in a reduction of the budget for component 1 and in an increase of the budget for component 2).
- (c) **Two biological corridors within the PONASI WCU (Kaboré-Tambi - Nazinga and Kaboré-Tambi - Red Volta valley in Ghana) were created after mid-term review in 2005.** This activity, initially not foreseen in the project, was taken based on the results of a feasibility study to facilitate the movement of wildlife within these protected areas (2004). This decision also contributed to the establishment of a biological corridor between the PONASI WCU and the Mole National Park in Ghana to connect the two ecological blocks of Burkina Faso and Ghana, thus allowing the migration of wildlife

⁸ Because the CBRDP was designed before the PAGEN, some of the provinces where the CBRDP was implemented do not overlap with those where PAGEN was implemented. For instance, the CBRDP was not implemented in the provinces of where the Sahel WCU was established. The communities surrounding the Sahel WCU could not therefore benefit from the support from the CBRDP.

(particularly elephants) between the two areas. Support for the corridor in Ghana was provided through the Northern Savannah Biodiversity Conservation Project. It is not clear what the budget implication for including this new activity was, beyond the costs for compensating the displaced people (ref. section 2.4).

18. The above described changes did not have negative impact on the outcomes of the project; on the contrary, they substantively contributed to the achievements of the project.

2. KEY FACTORS AFFECTING IMPLEMENTATION AND OUTCOMES

2.1 Project Preparation, Design and Quality at Entry

19. The design of the project was based on and largely benefited from the experience and lessons learnt from the Pilot Community-Based Natural Resources and Wildlife Management Project (*Projet de Gestion Participative des Ressources Naturelles et de la Faune*, GEPRENAF) (1997-2002), a World Bank-GEF/Belgium project that tested the community-driven development approach applied to biodiversity conservation in Burkina Faso. Key lessons from the pilot-project and the way they have been reflected in the project design include the following:

- (a) The experience from GEPRENAF highlighted the fact that ecological recovery can result only from long-term commitment. PAGEN bore this lesson by proposing a long-term engagement in the sector through a 15 year APL;
- (b) GEPRENAF successfully applied the community-based development approach to conservation and successfully manage to involve local communities in the management of protected areas through the set-up of Inter-Village Protected Area Management Associations (AGEREFs). PAGEN adopted the same approach and proposed the same institutional arrangements at the local level;
- (c) The experience from GEPRENAF showed that there were too high expectations on the communities' capacity to manage protected areas. In PAGEN, great emphasis was given to capacity building of local communities (Component 2) and in involving other partners (e.g. NGOs) in the management of the protected areas;
- (d) The experience from GEPRENAF showed that project activities were spread among too many interventions (e.g. wildlife management, local development, agricultural intensification, etc.) to have a significant impact in any of these areas. PAGEN focused therefore on management of protected areas and capacity building for biodiversity conservation only, leaving local development activities to be implemented through the CBRDP⁹.

⁹ It is important to highlight however that the choice made during project design to have the PAGEN focusing on conservation activities and the CBRDP focusing on local development activities did not produced the expected results. In the CBRDP (a CDD-type operation, i.e. an operation in which support is provided to the priorities defined by the communities) the priorities identified by the communities mainly focused on small infrastructures or investments of a socio-economic nature rather than natural resource-

20. Other important lessons for the project design were drawn from the 1998 Quality Assurance Group (QAG) Review on Natural Management Portfolio; the 1997 QAG Review on Biodiversity Projects in Africa; the 1998 ENV Review of Biodiversity Projects; and a QAG Diagnostic of a sample of GEF-supported projects. These documents highlighted, among other elements, the importance for strengthening Government's capacity, coordination with NGOs and other partners, and dealing with socio-economic pressure in perimeter zones in which populations may be dependent on forest utilization.
21. No major controversial aspects were identified during project design. Identified risks and proposed mitigation measures seemed adequate. However, the project did not adequately assess the risk of involuntary resettlement (see section 2.4 for more details).
22. The project was not subject to review by QAG.

2.2 Implementation

23. Among the factors that contributed to the successful implementation of the project it should be mentioned:
- (a) **The adoption of a community-based management approach;**
 - (b) **The involvement of decentralized structures of the Government in the management of wildlife and natural resources;**
 - (c) **The involvement of/partnership with different partners, including the private sector and NGOs;**
 - (d) **The decision to support local development (natural resource-based income generating activities) through the project after the mid-term review.**
24. Among the factors that raised problems during project implementation it should be mentioned:
- (a) **Initial focus on conservation activities only, without sufficiently developing the linkages between conservation and natural resource-based income generating activities:** as mentioned above, PAGEN's initial focus was mainly on conservation, as development activities (e.g. income generating activities) were supposed to be supported through the CBRDP (CCD-type operation). However, the CDD approach does not necessarily guarantee that NRM activities are selected. In fact, in their problem identification and priority setting process, communities often gave higher priority to activities with short-term benefits (e.g.

based income generating activities, as expected by PAGEN. As a result, the activities supported by the CBRDP did not generate enough incentives to local communities to actively engage in conservation and natural resource management activities. At the same time, the activities supported by PAGEN - which focused on conservation only - proved not to provide enough incentives/benefits to communities to engage in the management of natural resources either. As a result, after mid-term review, it was decided that PAGEN would have also supported local development activities that would specifically focus on exploiting/generating value from natural resources (ref. section 1.7.b).

small infrastructure and activities of social nature) than to activities with long-term benefits (e.g. natural resource management activities). As a result, in many communities surrounding the protected areas, conservation measures were often not supported by NRM-based income generation activities. As conservation alone does not give enough incentives to communities to actively engage in sustainable management of natural resources, in these cases fundamentals of sustainability were at risk.

- (b) **Depreciation of the dollar:** at the completion of the project it was estimated that the equivalent of **1,137 million CFA** (about one fifth of the project total) were lost because of the depreciation of the dollar. This loss prevented some activities to be carried out, including part of the micro-projects, the payment of compensation for resettled people and the finalization/validation of a Resettlement Framework (ref. section 2.4), the final aerial inventory, the final stakeholder workshop, and certain planned studies such as the beneficiary assessment and project impact study (which should include an analysis of the cost-effectiveness of the project), the study on the impact of agricultural expansion, etc. The depreciation of the dollar was so drastic that contingency resources were inadequate to guarantee completion of the activities.

2.3 Monitoring and Evaluation (M&E) Design, Implementation and Utilization

25. **Outcome indicators.** Two outcome indicators were chosen to monitor the progress of the project towards the PDO/GEO: (1) the percentage improvement of bio-indicators, and (2) the percentage of the area of the protected areas with agricultural encroachment.

- (a) **Improvement in bio-indicators.** The bio-indicator chosen for the first indicator was the *indice kilométrique d'abondance* (IKA) (i.e. the number of total animals observed in a linear kilometer within a transect) for specific indicator species¹⁰. Even though the IKA does not allow to measure animal density, it has however the advantage of being simple. Observations were regularly taken after 2004 through pedestrian surveys. One aerial survey was conducted in 2005, and a second one was supposed to be conducted at the end of the project. The second survey has however not been conducted due to lack of financial resources (ref. section 2.2).
- (b) **Decrease in agricultural encroachment in protected areas.** This indicator measured agricultural encroachment defined as crop cultivation within the boundaries of the protected areas. The indicator did not take into consideration temporary incursions by livestock. Measurements were made through remote sensing.

¹⁰ The ISRs refer to the 'two main species' as the indicator species.

26. Both indicators are considered adequate to monitor the progress of the project towards the PDO/GEO. Data were regularly collected. Main issue concerns the lack of an initial baseline: baseline values were in fact established only in late 2004.

27. **Output indicators.** In addition to the two outcome indicators, a number of output indicators were also proposed (ref. section 1.2) to monitor progresses in implementing the components of the project. However, one of the major problems in assessing the adequacy and usefulness of the chosen indicators in monitoring progress towards the project objectives was the lack of consistency between the indicators presented in the PAD, in the Grant Agreement, and in the Implementation Supervision Reports (ISRs). The PAD lists 16 output indicators in the main text (ref. section A.2), and 14 in the Annex (Annex 1), only eight of which are consistent with each other. The Grant Agreement lists only 6 output indicators (ref. Schedule 6). ISRs measure progress against 10 output indicators, mainly a subset of the indicators proposed in Annex 1 of the PAD. (In Annex 2, Appendix B a table that compares the outcome and output indicators as they were reported in the four documents). Apparently the decision to select a subset of indicators to monitor progress during supervision was agreed to simplify the management and supervision of the project. There is no apparent explanation for the other inconsistencies.

2.4 Safeguard and Fiduciary Compliance

28. Three safeguards policies were triggered during project design: OP 4.01 (Environmental Assessment); OP 4.04 (Natural Habitats), and OP 4.12 (Involuntary Resettlement). An Environmental Assessment was carried out. Compliance with safeguard policies was regularly monitored during supervision. Compliance was rated satisfactory in all Implementation Supervision Reports throughout the project.

29. Involuntary Resettlement. The project document triggered OP 4.12, but it specified that this operational policy was triggered because the management of protected areas could have ended up restricting the access to the resources of the areas targeted by the project to certain users. The project document however also specified that displacement of people was excluded, as the limits of the protected areas would have been redefined as necessary to ensure that involuntary resettlement would not have occurred. A Framework Process for Involuntary Resettlement was prepared (December 2001). However, during project implementation 2,697 people were resettled from within to outside the borders of the Kaboré Tambi-Nazinga corridor after the decision to set-up two biological corridors within the PONASI WCU (2005). A Mitigation Plan, which identified people affected by the creation of the corridors and proposed compensation measures, was drafted. However, because the risk of involuntary resettlement was not adequately assessed during project design or flagged during supervision, there were not sufficient resources in the project budget to be reallocated to finalize/validate it and to cover the proposed mitigation measures. The situation was made even worse by the fact that the depreciation of the dollar further reduced the project budget (ref. section 2.2.b). The Government took the responsibility to compensate the displaced people: new land was provided and about CFA 46 million (about US\$ 100,000) was paid to 1,764 resettled (about US\$ 55 per individual) (770 people who illegally occupied the banks of the river

received the land, but no monetary compensation). Five water points for a total value of about CFA 30 million (about US\$ 65,000) were in addition constructed as a form of compensation. The decision to support micro-projects (US\$ 325,000) through the project was also taken with the objective to provide an additional form of compensation to local communities. However, overall, the total compensation provided to displaced communities seems significantly lower than that suggested in the Mitigation Plan (CFA 245,740,000). However the fact that no formal complains were received on how the resettlement was handled, suggests that measures undertaken and compensation provided were satisfactory.

2.5 Post-completion Operation/Next Phase

30. Because capacity building and ecological restoration require many years, this operation was conceived as a 15 years APL divided in three phases. A second and a third phase were supposed to build on and consolidate the achievements of the first phase, focusing in particular on developing income generating activities and financial mechanisms that would guarantee financial sustainability of the activities. An indicative financial commitment from GEF of US\$ 6 and 5 million for phase 2 and 3 respectively was indicated in the PAD (subject to GEF CEO's approval). However, following the shift to a Resource Allocation Framework (RAF) system by the GEF, GEF's expected financial support to phase 2 and 3 of the operation did not materialize. This situation poses serious problems to the success of the operation: the proposed long-term objectives will in fact not be achieved, and the results of the first phase will unlikely be sustained without a follow-on project (ref. section 4 for more details).

31. An IDA allocation of 5 million is made available to support a follow-on project. Based on the achievements and lessons learnt during this project, and on the activities expected to be carried-out during phase 2 of the APL, the following seem the most important areas where the new operation should focus on:

- (a) **Consolidating and/or strengthening of the achievements of phase 1**, i.e. consolidation of the legal and institutional framework set-up during the project (e.g. Forestry Code and implementation decrees, establishment of *Comité National de Pilotage* and of a *Comité Consultatif Scientifique et Technique*, establishment of Inter-Village Associations, etc.); carry on of protection, surveillance, natural resource management, awareness creation activities; set-up of a GIS database and harmonization of M&E system; completion of the activities that was not possible to complete during phase 1 (e.g. finalization of the National Program of Wildlife and Protected Areas Management and of its Action Plan; finalization and adoption of the Anti-poaching Strategy; harmonization of documents concerning transboundary resources management);
- (b) **Pursuing economic growth through valorization of wildlife resources and other territorial assets** (e.g. eco-tourism, game hunting, fishing, apiculture,

exploitation of non-timber forest products, cultural and craft activities, etc.) according to a ‘territorial approach’¹¹;

- (c) **Ensuring financial sustainability** through the establishment of a long-term financing mechanism for the management of the protected areas (e.g. a Protected Areas Trust Fund).

32. Some concerns were raised on whether the 5 million IDA allocation for this operation would be sufficient to achieve significant results in all the three above mentioned areas. It is therefore important that opportunities for co-financing and possible partnership be explored while preparing the new operation.

3. ASSESSMENT OF OUTCOMES

3.1 Relevance of Objectives, Design and Implementation

33. The project objectives remained relevant to the key Government’ sectoral strategies (the 2000 Biodiversity Action Plan and the PRONAGEN) during project implementation, as demonstrated by the fact that they were not revised. The decision during project implementation to include local development activities among the activities directly supported by the project (ref. section 1.7.b) contributed even more directly to the PRONAGEN’s objective of guaranteeing benefits to the communities surrounding the protected areas. The project objectives remain in addition relevant to the new Government’s Poverty Reduction Strategy Paper (2004) priorities (i.e. protect the environment and improve living conditions) and to several programs of the Government’s Priority Action Program to implement the PRSP 2004-06 (e.g. support to productive sectors through, among other interventions, improvement of sustainable natural resource management, including vegetation and fauna, development of protected areas; intensification and diversification of forest and wildlife products through, among other interventions, placing wildlife areas under sustainable management in the context of the national program for wildlife and protected areas management). Finally, the project objectives directly contribute to one of the outcomes of the new Bank’s Country Assistance Strategy (2005), i.e. increased employment and income opportunities for the poor through, among various approaches, promoting community-based natural resource management.

34. While the objectives of the 15 year APL remain relevant, there is a risk that these long-term objectives will not be achieved as the APL series will not be continued. Despite the modest budget, it is therefore important that the proposed IDA follow-on project carries-out some of the activities initially planned to be implemented in the two subsequent phases of the APL.

¹¹ A ‘territorial approach’ is an approach that seeks to derive added value from locally under-used resources, that can become assets/drivers of growth of a territory, and incorporate the rural poor into the employment and investment opportunities created by local growth.

3.2 Achievement of Global Environmental Objectives

35. The project was expected to reverse trends in biodiversity in selected priority areas. The project **achieved** its objective, as demonstrated by:

- (a) A **decrease in the agricultural encroachment**: the percentage of crop cultivations within the boundaries of protected areas at the end of the project is 0% in all the Wildlife Conservation Units (WCUs) except the Sahel WCU, where, however, the final value (13%) is lower than the value targeted at the beginning of the project (20%);

Key performance/outcome indicator (Grant Agreement)	Target value (Grant Agreement)	End-of-project value (ISR 12 Dec. 2007)
▪ Percentage of agricultural encroachment	<ul style="list-style-type: none"> ▪ Comoé-Léraba : 0% ▪ Mare aux Hippo : 0% ▪ Kaboré Tambi : 0% ▪ Boulon-Koflandé : 10% ▪ Sahel : 20% 	<ul style="list-style-type: none"> ▪ Comoé-Léraba : 0% ▪ Mare aux Hippo : 0% ▪ Kaboré Tambi : 0% ▪ Boulon-Koflandé : -- * ▪ Sahel : 13%

* End of project value for the Boulon-Koflandé Forest is not reported in the ISR, but is 0% according to the “*Rapport Final d’Exécution du Projet PAGEN*” (Ministère de l’Environnement et du Cadre de Vie)

- (b) An **increase in the number of animals** in the WCUs targeted by the project: the chosen bio-indicator (*l’indice kilométrique d’abondance des populations des mammifères* - IKA) has increased for almost all species and in all the WCUs (ref. Annex 2, Appendix C for details on the IKA value per specie in each protected area).

Key performance/outcome indicator (Grant Agreement)	Target value (Grant Agreement)	End-of-project value (ISR 12 Dec. 2007)
▪ Percentage improvement of bio-indicators	<ul style="list-style-type: none"> ▪ Comoé-Léraba : 20% ▪ Mare aux Hippo : 5% ▪ Kaboré Tambi : 5% ▪ Boulon-Koflandé : 5% ▪ Sahel : stable 	<ul style="list-style-type: none"> ▪ Comoé-Léraba : 148% ▪ Mare aux Hippo : 0% * ▪ Kaboré Tambi : -- † ▪ Boulon-Koflandé : 118% ▪ Sahel : -- †

* According to the “*Rapport Final d’Exécution du Projet PAGEN*” (Ministère de l’Environnement et du Cadre de Vie), the IKA in the Mare aux Hippos Biosphere Reserve has significantly increased (beyond the target value of 5%) for all monitored species (ref. ref. Annex 2, Appendix C for details on the IKA value per specie in each protected area)

† End of project value for the Kaboré Tambi National Park and the Sahel Protected Areas is not reported in the ISR, but according to the “*Rapport Final d’Exécution du Projet PAGEN*” (Ministère de l’Environnement et du Cadre de Vie) the value of IKA has significantly increased (beyond the target value) for all monitored species (ref. Annex 2, Appendix C for details on the IKA value per specie in each protected area)

36. Among the factors that directly contributed to the full achievement of the project objective it is worth mentioning:

- (a) **The improvement of the enabling environment for wildlife and protected areas management** through (i) the formulation of various strategies, programs and action plans for the conservation and development of wildlife resources (e.g. the Anti-pouching National Strategy, a new Forestry Code and implementation

decrees, the National Program for the Management of Wildlife and Protected Areas (draft), etc. - more details in Annex 2), which contributed to strengthen the Government's vision in terms of wildlife and protected area management, and (ii) the establishment of an effective and functioning institutional framework for wildlife and protected areas management (e.g. partnerships with various public and private partners through the establishment of collaboration protocols, execution protocols, and contracts for the provision of services; involvement of local communities in the decision and management of protected areas through the establishment of AGEREFs or Support Committees, etc.);

- (b) **Better management of protected areas** thanks to: (i) improvement of the capacity of staff of the Ministry of Environment (264 staff members have been trained in various subjects related to conservation protected areas management and 102 staff members have participated in various study-torus - details in Annex 2), which allowed to improve interventions on the field, (ii) improvement of the capacity of concessionaires¹² and local communities in various areas related to protected areas management (details in Annex 2), (iii) the formulation and adoption of Management Plans in three protected areas (PNKT, Mare aux Hippos, and Comoé-Léraba), and (iv) the development of few infrastructures (e.g. tracks, barriers, barrage, etc - details in Annex 2) within and outside the protected areas which facilitated protected areas management activities;
- (c) **The establishment of new protected areas and biological corridors:** 6 new protected areas were negotiated and created in the Sahel (Nassoumbou, Séno-Mago, Béli, Darkoye, Oursi Nord and Oursi Sud, for a total area of 525,854 ha); the area of the Boulon-Koflandé Forest was increased (from 42,000 to 56,822 ha), and two biological corridors within the PONASI WCU were negotiated with local communities and established (4,500 and 33,000 ha respectively);
- (d) **A decrease of the pressure of local communities on natural resources** due to (i) their involvement in activities directly related to the management of the protected areas (e.g. surveillance, reforestation, construction and maintenance of tracks and water points, tourism/safari hunting, etc.), (ii) increased awareness through various awareness raising activities (details in Annex 2), (iii) the diversification of their income-generating activities, (iv) the valorization of natural-resources through the implementation of natural-resource based income generating activities;
- (e) **A decrease in illegal poaching** due to (i) strengthening of the capacity of Forestry Agents (166 agents trained in anti-pouching techniques, forestry control techniques, etc. - details in Annex 2), (ii) the involvement of local communities in surveillance activities, (iii) the formulation of an Anti-poaching National Strategy.

¹²“Concessionaire” is defined as a community association, NGO, or a private operator under a concession for management of a Protected Area pursuant to a decision, decree or order issued by the Government.

37. Below a table summarizing the logical flow between inputs/activities, outputs, intermediate outcomes, and outcomes.

Inputs/Activities	Outputs	Intermediate outcomes	Final outcome
<ul style="list-style-type: none"> ▪ Formulation of .an Anti-pouching National Strategy, a new Forestry Code and implementation decrees, a National Program for the Management of Wildlife and Protected Areas, etc. ▪ Establishment of collaboration protocols, execution protocols, and contracts for the provision of services with various public and private partners ▪ Establishment of AGEREFs or Support Committees in the areas targeted by the project 	<ul style="list-style-type: none"> ▪ Strategies, programs and action plans for the conservation and development of wildlife resources ▪ Effective institutional framework for wildlife and protected areas management (involvement of local communities in the decision and management of protected areas, etc.) 	<ul style="list-style-type: none"> ▪ Improved enabling environment for wildlife and protected area management 	<ul style="list-style-type: none"> ▪ Natural habitats and ecosystems restored/improved (and consequent increase in number and density of biological species)
<ul style="list-style-type: none"> ▪ Trainings to Ministry of Environment' staff ▪ Study-tours in Burkina Faso and other countries ▪ Set-up of GIS database ▪ Training to concessionaires and local communities ▪ Formulation and adoption of Management Plans in three protected areas ▪ Development of infrastructures within and outside the protected areas 	<ul style="list-style-type: none"> ▪ Improved Government's capacity in protected areas management ▪ Improved capacity of concessionaires and local communities in protected areas management ▪ Basic infrastructures in the protected areas 	<ul style="list-style-type: none"> ▪ Improved management of protected areas 	
<ul style="list-style-type: none"> ▪ Identification and negotiation of the limits of the protected areas in the Sahel, and establishment of 6 new protected areas in the Sahel 	<ul style="list-style-type: none"> ▪ New protected areas created ▪ New biological corridors established 	<ul style="list-style-type: none"> ▪ Increased total area of protected natural habitats and ecosystem 	
<ul style="list-style-type: none"> ▪ Increase in the area 		<ul style="list-style-type: none"> ▪ Movement of wildlife between protected areas facilitated 	

<ul style="list-style-type: none"> of the Boulon-Koflandé Forest ▪ Feasibility study on biological corridors ▪ Establishment of two biological corridors 			
<ul style="list-style-type: none"> ▪ Trainings, study tours ▪ Awareness raising activities: documentaries, competitions in primary schools on environmental education, radio programs, etc. ▪ Development of infrastructures within and outside the protected areas ▪ Development of micro-projects 	<ul style="list-style-type: none"> ▪ Increased involvement of local communities in protected areas management ▪ Increased awareness on conservation and natural resource management ▪ Reduced dependence of local communities on natural resources for their livelihoods and income generation ▪ Increased value of natural resources through their direct link to income generation activities 	<ul style="list-style-type: none"> ▪ Reduced pressure of local communities on natural resources (including agricultural encroachment) 	
<ul style="list-style-type: none"> ▪ Training to Forestry Agents ▪ Equipment to DNCPEF ▪ Training to local communities in surveillance 	<ul style="list-style-type: none"> ▪ Capacity of Forestry Agents improved ▪ Number of people (local communities) involved in surveillance activities increased 	<ul style="list-style-type: none"> ▪ Illegal poaching decreased 	

3.3 Efficiency

38. As standard procedure at that time for GEF projects, an Incremental Cost Analysis and not an Economic and Financial Analysis was carried out during preparation (ref. section E1-2 and Annex 4 of the PAD). An analysis of the cost-effectiveness of the project (the achievement of the environmental and developmental objective as well as the project's output in relation to input, costs and implementing time) was supposed to be carried out as part of the Government's project impact study. However, lack of resources due to the depreciation of the dollar prevented this activity to be carried out. It is therefore not possible at the moment to assess the cost-efficiency of the project activities in achieving the proposed objectives. Still we can say that the project completed the planned activities and met or exceeded the expected outcome in terms of achievement of the PDO, and as cost-effective as initially planned.

39. In terms of compliance with the incremental costs criteria (i.e. GEF funds are used to finance a component of a project that would not have taken place without GEF funding), and securing associated parallel financing, the project met the initially expectations.

40. The table below shows GEF financing and parallel financing from other donors¹³:

Project Financing/Costs	Planned US \$ (million)	Actual US \$ (million)
GEF	7.5	7.5
Others:		
Government	1.68	2.0
Communities	0.59	0.6
CBRDP IDA	2.53	1.6
PSB	0.3	0.3
PDSE	0.3	0.1
LPDZ	0.4	0.2
Private Sector (Naturama and Partner NGOs)	0.06	0.9
Total	13.36	13.2

PSB (Programme Sahel Burkinabè) was a Local Development Project (like CBRD) in the Sahelian region funded by the Netherlands .

PDES (Projet d'élevage du Soum) was a livestock project funded by ADB, in the Soum province, covered by the Sahelian unit of PAGEN.

LDPZ (Projet de développement local du Zoundwéogo) was a local development project funded by Nedeerland. in the a province covering partly the PNKT, supported by PAGEN.

PSB and LDPZ were managed by the Ministry of Planning and Economy, and PDES was under the Ministry of Animals resources. All those projects were implemented and closed. In the field there were annual collaboration MoU with PAGEN local units, and funded some activities at the local communities request. Private sectors were mainly NGOs working PAGEN project areas and supporting NRM and Rural Development. For example: Tree Aid, Birdlife International, Naturama, Italian Cooperation, etc.

41. The actual parallel financing is more or less equivalent to the planned one as total numbers, but it is worth noticing the CBRD contribution was lower than expected (the project focused also in other areas), while the Government and NGOs contribution was higher than initially foreseen. It is unfortunately not possible to analyze the parallel financing in terms of component, due to lack of data, but it could be inferred that the majority of the con-financing was for component 2 (for investment on the ground and capacity building of local communities).

3.4 Justification of Overall Outcome Rating

Rating: **Satisfactory**

42. Overall rating of the project outcome is satisfactory. The project achieved in fact its PDO/GEO as demonstrated by full achievement of the two performance/outcome indicators (in many cases the value of the indicators exceeded the target value - ref. section 3.2).

43. The project in addition fully achieved 7 of the 10 output indicators monitored in the ISRs (i.e. a new forestry code and implementation decrees adopted; 86% recovery in

¹³ Exchange Rate :1\$ = 500 CFA (2007)

the applicable taxes from the protected areas; 100% conservators¹⁴ apply their competences for the management of protected areas; 77% of the 1,000 villages that participated in the training and sensibilization activities are involved in the management of protected areas; five new protected areas have legal status and size), and almost entirely achieved other 2 output indicators (i.e. poaching index reduced by more than 50% in three of the five protected areas¹⁵ - data are not available in one protected area; 75% of work completed in each protected area). 2 output indicators were only partially achieved (the Government conducted a study to adopt a long-term financing mechanism to finance protected areas, but has not yet operationalized it; safari quota based on the results of the national wildlife survey established for 2007, but not yet for 2008). One of the output indicators (i.e. donors have agreed to contribute at least US\$ 5 million to long-term financing mechanism) was dropped as the mechanism would not be in place until the follow-on project.

44. Having only a subset of the output indicators proposed in the PAD been monitored (ref. section 2.4), it is not possible to assess the achievements of the project in all the areas. Particularly, there is no information on: (1) whether the share of the national budget allocated to biodiversity conservation has increased; (2) whether international protocols with Mali and Ivory Coast have been implemented; and (3) whether an external monitoring system has been adopted.

45. As far as the other output indicators of the PAD not monitored during supervision, the Government completion report reports that (1) only one community institution is officially concessionaire of a protected area: the AGEREF in Comoé-Léraba (the AGEREFs in Boulon-Koflandé and Mare aux Hippopotames act as if they were concessionaires, but they have not yet given officially the concession to manage a protected area); (2) three protected area management plans have been adopted (Kaboré Tambi National Park, Comoé-Leraba, Mare aux Hippopotames), but there is no information on the level of implementation of these plans; and (3) the indicator on the number of protected areas successfully exploited by private guides has been dropped because not representative.

3.5 Overarching Themes, Other Outcomes and Impacts

(a) Poverty Impacts, Gender Aspects, and Social Development

46. Despite the project's main focus was on conservation of biodiversity, the project had also positive impact in terms of local development and poverty reduction. The involvement of local communities in activities related to the management of the protected areas (e.g. surveillance, reforestation, construction and maintenance of tracks and water

¹⁴“Conservator” is defined as an individual charged by the Government with the responsibility for coordination and management of activities in a WCU.

¹⁵ The poaching index has decreased by 75%, 55% and 48% in Comoé-Léraba, Mare aux Hippopotames and Boulon-Koflandé respectively. In the Kaboré Tambi National Park the poaching index has increased by 40%, however, according to the Government, this increase is probably due to a mis-interpretation of evidences.

points, tourism/safari hunting, etc.) and the support to natural resource-based income generating activities or micro-projects (e.g. apiculture, aulacodiculture, exploitation of non-timber forest products, etc.) generated a marginal increase in income among the communities surrounding the protected areas (in the table below a summary of the revenues generated through natural resource-based activities). This is considered as one of the main factors that allowed on the one hand to actively engage local communities in the management of the protected areas, and on the other hand to reduce the pressure of these communities on the resources of the protected areas. This confirms that conservation cannot be achieved if not addressing poverty as well.

Activity	Revenues generated (FCFA)	Notes
▪ Production of charcoal	500,000	▪ Production organized by the AGEREF Comoé-Léraba
▪ Safari hunting	52,791,155	
▪ Honey production	1,227,600	▪ Production of 228 beekeepers in Comoé-Léraba, Hauts Bassins and PNKT
▪ Exploitation of NTFP	39,000	▪ By the AGEREF Comoé-Léraba
▪ Exploitation of halieutic resources	3,405,297	▪ By by Comoé-Léraba and Mare aux Hippo
▪ Production of 'karité' butter	160,000	
▪ Production of soap	130,000	
▪ Production of 'soumbala'	39,000/month	
▪ Maintenance	358,701,835	

Source: *Rapport Final d'Exécution du Projet PAGEN (Ministère de l'Environnement et du Cadre de Vie)*

47. The support to revenue generating activities resulted in the creation of 283 permanent jobs between 2003 and 2007. The young represented the social group who benefited more from these new employment opportunities. About 343 women directly or indirectly benefited from these activities, particularly those related to the exploitation of non-timber products.

(b) Institutional Change/Strengthening

48. The project has resulted in an overall improvement of the institutional framework for the management of wildlife and protected areas. Major results include:

- (a) **At national level**, the project contributed to strengthen the capacity of the key institutions responsible for conservation and wildlife management - *la Direction Générale de la Conservation de la Nature (DGCN)*, *la Direction Générale de l'Amélioration du Cadre de Vie (DGACV)*, and *la Direction Nationale du Cadre Paramilitaire des Eaux et Forêts (DNCPEF)* - through (i) capacity building activities (e.g. trainings and study tours); (ii) technical assistance on a wide set of activities including, among other activities, the formulation of a text to apply the Forestry Code, the formulation of a National Plan for the management of Wildlife and Protected Areas, the assessment of the hunting licenses, and various studies; and (iii) the provision of vehicles and equipment. The project also contributed to the involvement of various ministries in the management of wildlife and natural resources through their involvement in the

Comité National de Pilotage (CNP) du PRONAGEN, the committee in charge of overseeing the implementation of the Government's National Natural Ecosystem Management Program (PRONAGEN).

- (b) **At local level**, the project contributed to actively involve peripheral communities in the participatory management of protected areas and in the equitable sharing of the benefits deriving from protected areas management through the set-up and support to community-based associations responsible for the management of wildlife and natural resources (i.e. AGEREF).
- (c) **Overall**, the project contributed to a wider adoption of the partnership approach in the management of wildlife and natural resources. Several different stakeholders, both public and private, have been involved in the management of the WCU through the establishment and signature of collaboration-framework protocols, execution protocols, and contracts for the provision of services.

(c) **Other Unintended Outcomes and Impacts**

49. Not available.

3.6 Summary of Findings of Beneficiary Survey and/or Stakeholder Workshops

50. Not available.

4. ASSESSMENT OF RISK TO DEVELOPMENT OUTCOME

Rating: **Significant**

51. As highlighted in the project document, sustainability of the results was linked to the capacity of the APL to (a) improve the enabling environment and maintain the Government's commitment to sustainable management of wildlife and natural resources; (b) generate and maintain the involvement of the local communities in the management of the protected areas, and (c) make the activities financially sustainable not to burden the Government's budget with additional needs. While the project (phase 1) well succeeded in achieving the first two pre-requisites for long-term sustainability (i.e. creating an enabling environment for sustainable management of wildlife and natural resources and setting-up a functioning institutional framework), the project has however not yet achieved the third pre-requisite for long-term sustainability, i.e. to establish a mechanism that guarantees full financial sustainability. There is not yet a revenue generating mechanism that allows the protected areas to be financially auto-sufficient in place¹⁶. Without such a mechanism, the achievements of the project cannot be maintained over

¹⁶ From comparison with other experiences in Burkina Faso and in the region (e.g. Benin), it was estimated that, because of the time needed for ecological recovery, community capacity building, and organization of commercial activities, a positive financial return of the investment would have likely exceeded 10 years, and it would have probably taken more time in the Sahel.

time¹⁷. It is therefore important that the IDA follow-on project focuses on establishing a mechanism that ensures financial sustainability of the protected areas.

52. In addition to the above, there are other issues that may undermine the sustainability of the results of the project, such as:

- (a) The existence of a strong human pressure around the WCUs. Although there was no presence of human settlements or agricultural encroachment within the WCUs at the end of the project, there is still a strong human pressure at the border of the protected areas (the percentage of cultivated land in the areas surrounding the protected areas has increased from 15 to 49%, from 43 to 93%, and from 58 to 77% in the Comoé-Léraba, Boulon-Kouflandé, and in the biosphere Mare aux Hippopotames respectively in the last 5 years). Should mechanisms for involving peripheral communities in the management of the protected areas and in the sharing of benefits deriving from sustainable management of these areas not be consolidated, these communities may end up returning within the protected areas.
- (b) Adequacy of compensation for resettled communities. As mentioned above, resettlement of communities was an activity not initially foreseen in the project design, and therefore a budget for compensating resettled communities had not been foreseen. The Government took the responsibility to compensate these communities with its own budget. However, compensation provided is significantly lower than that indicated in the draft Mitigation Plan. Should the compensation be perceived inadequate by the resettled communities, communities may feel they have the right to return to their original sites.

5. ASSESSMENT OF BANK AND BORROWER PERFORMANCE

5.1 Bank

(a) Bank Performance in Ensuring Quality at Entry

Rating: **Moderately Satisfactory**

53. The PDO is consistent with the Government priorities as defined in the PRSP, in the 2000 Biodiversity Strategy and Action Plan, and in the PRONAGEN. The PDO was not revised during project implementation, there have not been revisions of project components, and implementation arrangements remained valid throughout project implementation, thus suggesting a good project design. Critical risks and appropriate mitigation measures were identified (a part from the involuntary resettlement risk - see below), and there have not been major delays in preparation.

¹⁷ It is however important to highlight that the achievement of full financial sustainability was not one of the expected outcomes of the project. As discussed, this project was conceived as the first phase of a 15 years engagement in the biodiversity conservation sector in which the first phase should focus on ecosystem rehabilitation and in setting-up the institutional mechanisms for the effective management of the WCU, the second phase should set-up the mechanisms that would progressively guarantee the financial auto-sufficiency of the activities, and the third phase should focus on consolidating these mechanisms and set-up an exit strategy.

54. However, there are a few shortcomings in the project design:
- (a) **Inconsistency among indicators and no initial baseline:** As discussed in section 2.3, there was lack of consistency between the indicators presented in the PAD (main text and Annex 1) and the Grant Agreement (ref. section 2.3 for more details). In addition, the project document did not provide a baseline value for most of the indicators (baseline was established only after two years of project implementation).
 - (b) **Coordination with baseline project:** synergies expected from coordination with the baseline project, the Community-Based Rural Development Program (CBRDP), did not produce the expected results. As discussed (ref. section 1.7.b), PAGEN expected the CBRDP to support, among other activities, natural resource-based income generating activities. Unfortunately, these activities were not identified as priority by the communities, and thus not financed by the CBRDP. One of the reasons why the cooperation between the two projects did not produce the expected results can be explained by the fact that the two projects were designed separately (CBRDP was in fact prepared and approved before the PAGEN), and had different approaches (the methodology to select the development interventions of the CBRDP does not necessarily guarantee that NRM activities are selected by the communities). It is however important to highlight that, despite the two projects adopted two different approaches, coordination in the field worked well (a memorandum of understanding between the Project Coordination Units of the two projects to coordinate the activities was signed) and efforts were made to overcome possible problems.
 - (c) **The issue of resettlement was overlooked:** this issue was not properly assessed in the project document, and no budget was allocated to finance mitigation measures according to Bank' safeguard policies and procedures. This created the conditions for two potential risks: Bank's reputation risk, and unsustainability of the outcomes (ref. section 4).

(b) Quality of Supervision

Rating: **Satisfactory**

55. The Bank, jointly with the Government, conducted an average of two supervision missions per year (11 in total). According to the client, the quality of supervision was good: the Bank teams provided useful inputs and helped to overcome minor problems during implementation, including the decision during mid-term review to finance micro-projects. Procurement and financial management were adequately supervised. There has been a relatively good degree of continuity in the team: the Task Team Leader changed, but the team overall remained the same throughout the project, guaranteeing continuity and consistency in the support. The rating of project performance seemed objective and appropriate. The project was completed with no delays.

56. Two issues were not adequately recorded and documented in the various supervision documents (Aide-Memoires or ISRs): resettlement and indicators. A Safeguard Specialist participated in a few supervision missions and provided guidance on

how to deal with the issue of resettlement. A Mitigation Plan was drafted (though not finalized/approved because of lack of resources), and compensation provided to resettled communities. However, this process has not been adequately recorded in the various supervision, making unclear whether Bank's procedures have been properly followed. As far as the indicators are concerned, while the decision to use only a subset of the PAD indicators during supervision to simplify the management and supervision of the project is understandable, this decision should have been recorded and documented in the supervision documents.

(c) Justification of Rating for Overall Bank Performance

Rating: **Satisfactory**

5.2 Borrower

(a) Government Performance

Rating: **Satisfactory**

57. The Government demonstrated ownership and commitment in supporting the implementation of the project as demonstrated by significant co-financing allocated for this project (CFA 1,344,500,000, about 25-30% of the total GEF allocation) to which an exceptional allocation of 258 million CFA (about US\$ 540,000) was added in 2007 to partially compensate the financial loss due to the depreciation of the dollar. The Government in addition took the responsibility to compensate the resettled communities with its own budget. The Government is ready to request an IDA loan to ensure the preparation and implementation of a follow-on project.

(b) Implementing Agency or Agencies Performance

Rating: **Satisfactory**

58. Despite a few initial delays in recruiting and appointing key staff which delayed the start-up of the project, the implementation agency took then full commitment and leadership in pursuing the project objectives, as demonstrated by the achievement in project indicators. The institutional restructuring of the Ministry of Environment during project implementation didn't cause major delays, suggesting a good internal organization. Despite relatively high turnover among project staff during project implementation (two project coordinators, two financial administrators, and several experts in the different Cellules d'Animation followed one another), the overall performance of the Implementing Agency was not seriously affected, particularly after mid-term review. Monitoring of activities was adequately carried-out. Procurement and financial management were rated satisfactorily throughout the project. The quality of the reports provided was generally good. Particularly, the Government's Completion Report (*Rapport Final d'Exécution du projet PAGEN*) was extremely rich of data and details, and provided an extremely useful input for the preparation of this ICR.

(c) **Justification of Rating for Overall Borrower Performance**

Rating: **Satisfactory**

6. LESSONS LEARNED

59. Six major lessons can be drawn from the assessment of this project:
- (a) **Conservation objectives cannot be dissociated from poverty reduction/local development activities:** the decision during project implementation to support revenue generating and other local development activities in addition to conservation activities, and the good results that followed this decision demonstrate that conservation alone does not provide enough incentives to communities to engage in sustainable natural resource management. Alternative natural resource-based income generating activities and other local development activities which exploit territorial assets need to accompany conservation activities to reduce the pressure of local communities on natural resources and increase their incentive in engaging in sustainable management of natural resources;
 - (b) **Partnership between Government, local communities and public/private actors provides a successful model for wildlife and protected areas management:** The Government alone does not have the capacity to effectively manage protected areas. Involvement of local communities in the management of the protected areas and in the sharing of benefits deriving from protected areas management is a critical element for sustainable natural resource management. The AGEREF system to involve communities in the decision and management of protected areas, already piloted through the GEPRENAF and fully implemented through the PAGEN, has produced good results, and should be replicated. In addition to local communities, PAGEN has managed to successfully involve other actors in the management of protected areas, such as NGOs and private sector.
 - (c) **A long-term engagement is needed:** securing biodiversity conservation is a long-term process: ecological restoration, capacity building and achieving financial sustainability require time. A 5-6 year project is not sufficient to secure biodiversity conservation; it is necessary to plan and keep a medium-long term engagement (10-15 years). An APL could be an adequate instrument, if financial commitment is kept. If a long-term engagement is not possible, sustainable achievement of objectives is at risk.
 - (d) **Wildlife resources need to be managed within a transboundary and ecosystem perspective:** in those cases in which movement of wildlife resources is transboundary, and whenever transboundary collaboration is possible (either through international protocols or through the collaboration with projects in the neighbor country), transboundary planning, exchange of experiences, joint solutions to common issues can have a significant added value to achieve project objective.
 - (e) **CDD operations are not necessarily the best instrument to support NRM activities, and therefore their complementarity with a GEF operation should**

be carefully assessed: as mentioned above, the CDD approach does not guarantee that NRM activities are identified and selected as priority interventions to be supported through a CDD operation. In the case of this project, the nature of this approach represented a shortcoming, as PAGEN expected that NRM-based income generating activities could be supported by the CBRDP, but in fact communities gave higher priority to other investment needs. When blending a GEF operation with a CDD operation, complementarity between objectives, activities and approach should be carefully assessed.

- (f) **The use of a single currency for a grant makes the funds less reliable.** As discussed, the overall depreciation of the dollar in the five years of project implementation was one of the factors that created most problems in implementation. The use of a basket of currencies (e.g SDR) for the grant may reduce the risk of depreciation.

7. COMMENTS ON ISSUES RAISED BY BORROWER/IMPLEMENTING AGENCIES/PARTNERS

(a) **Borrower/implementing agencies**

(b) **Co-financiers**

(c) **Other partners and stakeholders**

8. ADDITIONAL INFORMATION (FOR GEF PURPOSES)

8.1 Analysis of attainment of global environmental objectives

60. The project's Global Environmental Objective (GEO) was "to reverse biodiversity trends in priority protected areas". The project **achieved** its objective, as demonstrated by: (1) a **decrease in the agricultural encroachment**, and (2) an **increase in the number of animals** in the WCUs targeted by the project. (For additional information and analysis, please refer to sections 3.2 and 3.4 of this document).

8.2 Country ownership and drivenness

61. PAGEN was conceived as a 15 year engagement to specifically support the objectives of the Government's 2000 Biodiversity Strategy and Action Plan and of PRONAGEN. The project objectives remained relevant to the key Government' sectoral strategies. The project objectives remain in addition relevant to the new Government's Poverty Reduction Strategy Paper (2004) priorities, and to several programs of the Government's Priority Action Program to implement the PRSP 2004-06. The project contributed to the formulation of various strategies, programs and action plans for the conservation and development of wildlife resources (e.g. the Anti-pouching National Strategy, a new Forestry Code and implementation decrees, etc. - more details in Annex 2), which contributed to strengthen the Government's vision in terms of wildlife and protected area management. The Government demonstrated ownership and commitment

in supporting the implementation of the project as demonstrated by significant co-financing allocated for this project (about 25-30% of the total GEF allocation) to which an exceptional allocation of 258 million CFA (about US\$ 540,000) was added in 2007 to partially compensate the financial loss due to the depreciation of the dollar. The Government in addition took the responsibility to compensate the resettled communities with its own budget. (For additional information and analysis, please refer to sections 1.1, 3.1, 3.2, and 5.2 of this document).

8.3 Stakeholder participation and public involvement

(a) Information dissemination

62. The project directly supported a number of activities aiming at disseminating information and raising awareness, including the organization of a series of informative workshops on the Forestry Code, the environmental legislation, the biodiversity rights; the dissemination of the Forestry and Environment Code; the establishment of a documentation center to facilitate the access to the information of the project; the production of two documentaries, etc. (more details in Annex 2).

(b) Consultation and stakeholder participation

63. The project contributed to actively involve local communities in the decision on and management of the protected areas through the establishment and strengthening of the AGEREF (Inter-Village Protected Areas Management Associations). The project contributed to a wider adoption of the partnership approach in the management of wildlife and natural resources. Several different stakeholders, both public and private (e.g. IUCN, NATURAMA, etc.), have been involved in the management of the WCU through the establishment and signature of collaboration-framework protocols, execution protocols, and contracts for the provision of services. (For additional information and analysis, please refer to sections 2.1, and 3.5 of this document)

8.4 Replication approach/potential

64. Some of the key lessons of the project (particularly on protected area management) have already been shared and are already being implemented in Ghana through the Northern Savannah Biodiversity Conservation project. Replication of lessons, approach, and institutional arrangements in another geographical area in Burkina Faso (Arly National Park) is being considered in the follow-on IDA project.

8.5 Monitoring and evaluation

65. Chosen outcome indicators seem adequate to monitor the progress of the project towards the GEO. The initially selected output indicators were too numerous; during implementation only a subset of them were monitored in order to simplify the management and the supervision of the project. Monitoring was regularly conducted. Quality of reports was satisfactory. One of the main problems was the lack of initial baseline: baseline values were established only in late 2004 (For additional information and analysis, please refer to sections 2.3, 5.1., and 5.2 of this document).

66. Three main lessons can be used for the design and implementation of similar projects:

- (a) keep the M&E simple, and use a limited number of key indicators to monitor progress of the project;
- (b) baseline should be established before project start-up;
- (c) result chain input-output-outcome should be clear.

8.6 Cost Effectiveness

67. Refer to section 3.3 of this document.

8.7 Financial Planning/Costs

Refer to section 3.3 of this document.

Annex 1. Project Costs and Financing

(a) Project Cost by Component (in USD Million equivalent)

Components	Appraisal Estimate (USD millions)	Actual/Latest Estimate (USD millions)	Percentage of Appraisal
National capacity building to support decentralized management of protected areas	1.20	1.14	95%
Local capacity building to manage protected areas	5.57	5.15	92%
Program administration and monitoring	0.73	1.21	166%
Total Baseline Cost	7.50	7.50	
Physical Contingencies	0.00		
Price Contingencies	0.00		
Total Project Costs	7.50	7.50	100%
Project Preparation Facility (PPF)	0.00	0.00	
Total Financing Required	7.50	7.50	

(b) Financing

Source of Funds	Type of Cofinancing	Appraisal Estimate (USD millions)	Actual/Latest Estimate (USD millions)	Percentage of Appraisal
Borrower		1.82	1.82	100%
Global Environment Facility (GEF)		7.50	7.50	100%

Annex 2. (A) Outputs by Component; (B) Comparison among indicators as reported in the PAD, Grant Agreement and ISRs; (C) Bio-indicator values

Appendix A. Outputs by Components

<u>Component</u>	<u>Planned activities (at design)</u>	<u>Outputs (at project completion)</u>
<p>1. National capacity building for support to decentralized management of protected areas</p>	<p>I. Institutional strengthening/ Capacity building</p> <ul style="list-style-type: none"> - Legal and institutional reforms - Support to Forestry Department: 2 vehicles for the Forestry Department, support to operating costs for missions of the anti-pouching unit - Training of Forestry Department staff in strategic planning, antipouching, community-based development, wildlife surveys - Training and awareness raising of private operators in management and operating practices 	<p>I. Institutional strengthening/ Capacity building</p> <ul style="list-style-type: none"> - Formulation of decrees to implement the Forestry Code - Formulation of the Anti-poaching National Strategy - Purchase of equipment (7 motorcycles, 1 four-wheel drive, computer equipment, etc.) to the <i>Direction Nationale du Cadre Paramilitaire des Eaux et Forêts</i> (DNCPEF) - 166 Forestry Agents trained in anti-pouching techniques, forestry control techniques and deontology, community-based protected areas management, etc. - 264 staff members of the Ministry of Environment (staff from PAGEN, DNCPEF, DFC, DGACV, DGCN) have been trained on conservation and protection, ecology, database management, social and environmental assessment, ecotourism, etc. - 102 staff members of the Ministry of Environment (staff from PAGEN, DGCPEF, DFC, DCAV, DGCN, ONTB) have participated to study-tours in Burkina Faso (Par W, Concession de Tagou) and in foreign countries (Mole National Park in Ghana, Pendjari National Park in Bénin, Salon de la Chasse in Paris) - Support to the <i>Ecole Nationale des Eaux et Forêts</i> (ENEF) : diagnostic on educational needs and formulation of educational programs/revision of diploma curricula, elaboration of a training module on the pedestrian inventories techniques

	<p>II. Studies in support of sectoral reforms</p> <ul style="list-style-type: none"> - National economic and financial analysis of protected areas - Long-term financing mechanisms - Professionalization of private guides and creation of label for protected areas products - National Audits of concessionaires 	<p>II. Studies in support of sectoral reforms</p> <ul style="list-style-type: none"> - Review of the legal documents in force in the wildlife sector, in relation to decentralization - Assessment of the hunting concessions in Burkina Faso - Study on long-term financing mechanism (draft) - Capacity assessment of Government staff and local population in planning, community-based protected areas management, protected areas management - Formulation of a Communication Plan - Formulation of a National Program for the Management of Wildlife and Protected Areas (<i>Programme National de Gestion de la Faune et des Aires Protégées</i>, PNGFAP) and of its Action Plan (draft) - Study on the recovery rate from the taxes for the management of the protected areas
	<p>III. Awareness raising</p> <ul style="list-style-type: none"> - Awareness building of forestry staff, concessionaires, and private operators: development and diffusion of information material, organization of meetings, awareness days, workshops. 	<p>III. Awareness raising</p> <ul style="list-style-type: none"> - Organization of a series of informative workshops on the Forestry Code, the environmental legislation, the biodiversity rights, the decentralization in the wildlife sector, and the management on transboundary resources for the benefit of 164 decision-makers, local representatives, and partners/stakeholders in the four sites targeted by the project - Dissemination of the Forestry and Environment Code (1,600 copies have been produced) - Establishment of a documentation center to facilitate the access to the information of the project (more than 900 documents are archived) - Production of two documentaries - Support to the <i>Office National du Tourisme Burkinabé</i>

		(ONTB) for the participation to the <i>Salon International de la Chasse</i> in Paris (2005 and 2006)
	IV. Communication and Information System <ul style="list-style-type: none"> - Design and set-up of a documentation center, including furniture, books, and costs of duplicating and referencing documents and reports - National monitoring of bio-indicators: annual aerial surveys of targeted areas - National monitoring of protected areas encroachment: acquisition of equipment, images for remote sensing and processing of data from aerial and ground surveys and satellite images - Web gateway: website to link project monitoring system and other relevant sites 	IV. Communication and Information System <ul style="list-style-type: none"> - Set-up of a GIS database
	V. Transboundary coordination <ul style="list-style-type: none"> - Service of partner (an international NGO) contracted to provide technical support to the PCU 	V. Transboundary coordination <ul style="list-style-type: none"> - Formulation of a road-map for the signature of an agreement protocol on the management of transboundary resources with Ghana - Establishment of a Council for the Management of Transboundary Ecosystems (<i>Conseil de Gestion de l'Ecosystème Transfrontalier</i>, CGET) and of its Technical Committee
2. Local capacity building to manage protected areas	I. Institutional strengthening/ Capacity building <ul style="list-style-type: none"> - Incremental support to local advisory fora, WCUs, and other provincial services: costs of annual meetings, rehabilitation of field offices, equipment and operating costs, preparation and implementation of management plans, training of communities in forestry, ecological monitoring, anti-pouching, law enforcement - Technical Assistance to conservators and concessionaires in ecological diagnostics, planning and reporting, information awareness campaigns, organization of trainings, establishment of AGEREFs, 	I. Institutional strengthening/ Capacity building <ul style="list-style-type: none"> - Establishment of 11 Inter-Village Associations (AGEREFs) or Support Committees (<i>Comités d'Appui a la Gestion du Parc</i>, CPAG) in the four areas targeted by the project (1 AGEREF in Boulon-Koflandé, 5 AGEREFs in the Sahel, 1 AGEREF in the Hauts Bassins, 4 CPAGs in the PNKT), and strengthening of the capacity of the AGEREF in Comoé-Léraba (established in 2002 by the GEPRENAF) - Establishment of a Consultation Framework (Multi-stakeholder forum) for the management of the PNKT

	<p>preparation of management plans, planning and implementing surveillance strategies</p> <ul style="list-style-type: none"> - Trainings and awareness raising for field staff and partners, communities, and local institutions in communication, participatory methods, ecological monitoring, planning and reporting, GPS, production of awareness raising tools (trainings, posters, theatre presentations, field visits, local radio, programs, contests, etc.), keeping records, accessing financial resources, wildlife surveys, anti-pouching, fire management, tourist guiding, building and maintaining temporary roads, etc. 	<ul style="list-style-type: none"> - 43 study-tours and 273 trainings for the benefit of 604 and 153,210 participants from various partners, Animation Units, Concessionaries, local producers, etc. respectively - 18 competitions in 61 primary schools on theme of environmental education, 122 radio programs and 122 video projections on the themes of management of early fires, pedestrian inventory techniques, surveillance, conservation of water and natural resources, etc.
	<p>II. Management of protected areas</p> <ul style="list-style-type: none"> - Participatory diagnostics and establishment and implementation of Local Development Plans - Protected area management: identification and negotiation of protected areas, tenure and users' diagnostics, water resource diagnostics, preparation of protected area management plans, construction and maintenance of infrastructures, surveillance, monitoring 	<p>II. Management of protected areas</p> <ul style="list-style-type: none"> - Identification and negotiation of the limits of the protected areas in the Sahel, and establishment of 6 new protected areas in the Sahel (Nassoumbou, Séno-Mago, Béli, Darkoye, Oursi Nord and Oursi Sud, for a total area of 525,854 ha) - Increase in the area of the Boulon-Koflandé Forest (from 42,000 to 56,822 ha) - Feasibility study on the biological corridors within the PONASI WCU, and establishment of two biological corridors within the PONASI WCU (4,500 and 33,000 ha respectively) - Formulation and adoption of Management Plans in three protected areas (PNKT, Mare aux Hippopotames, and Comoé-Léraba) - Development of infrastructures within and outside the protected areas (see below for details)
		<p>III. Local development</p> <ul style="list-style-type: none"> - Development of 52 micro-projects

Development of infrastructures within and outside the protected areas

SITE	Hauts Bassins	Boulon Koflandé	PONASI	Sahel	Comoé Léraba	NATURAMA	TOTAL
Km of open tracks	97	237	120		77	493	1,024
Km of maintained tracks	97	237	120		527	393	1,374
Installed panels	23	36	11	58	33	70	249
Installed barriers	1	3			3		7
Installed borders	31	0	55		54	251	393
Gabions, concrete beds, etc.	2	31			36		69
Barrage, stoneworks, etc.	0	1		3	1	1	6
Salines					25		25
Ha of burnt land with controlled fires	17,000	42,000			125,000	160,000	200,000
Eco-museum	1				0		1
Lodgings	0	2		3	0		5
Vaccination areas						2	2
Base vie		1			1	2	5

Source: Rapport Final d'Exécution du Projet PAGEN (Ministère de l'Environnement et du Cadre de Vie)

Appendix B. Comparison among indicators as reported in the PAD, Grant Agreement and ISRs

PAD (Section A.3)	PAD (Annex 1)	Triggers (PAD Section B.4)	Grant Agreement	ISR										
<ul style="list-style-type: none"> Reduction of agricultural encroachment in protected areas 	<ul style="list-style-type: none"> % encroachment <table border="0"> <tr> <td>Comoé-Léraba</td> <td>0</td> </tr> <tr> <td>Koflandé</td> <td>10</td> </tr> <tr> <td>Mare Hippo</td> <td>0</td> </tr> <tr> <td>Kaboré Tambi</td> <td>0</td> </tr> <tr> <td>all Sahel P. Areas</td> <td>20</td> </tr> </table> 	Comoé-Léraba	0	Koflandé	10	Mare Hippo	0	Kaboré Tambi	0	all Sahel P. Areas	20	<ul style="list-style-type: none"> Percentage of agricultural encroachment is 0% in Comoé-Léraba and Mare aux Hippo and Kaboré Tambi, 10% Boulon-Koflandé, 20% Nassoumbou Séno Mango and other Sahel protected areas 	<ul style="list-style-type: none"> Percentage of agricultural encroachment is 0% in Comoé-Léraba, Mare aux Hippo, and Kaboré Tambi, 10% in Boulon-Koflandé, and 20% in all Sahel Protected Areas 	<ul style="list-style-type: none"> Agricultural encroachment decreased [...] to 0% in Comoé-Léraba, Mare aux Hippo, and Kaboré Tambi, 10% in Boulon-Koflandé, and 20% in Sahel Protected Areas
Comoé-Léraba	0													
Koflandé	10													
Mare Hippo	0													
Kaboré Tambi	0													
all Sahel P. Areas	20													
<ul style="list-style-type: none"> Improvement of a set of bioindicators 	<ul style="list-style-type: none"> % improvement of bio-indicators <table border="0"> <tr> <td>Comoé-Léraba</td> <td>20</td> </tr> <tr> <td>Koflandé</td> <td>5</td> </tr> <tr> <td>Mare Hippo</td> <td>5</td> </tr> <tr> <td>Kaboré Tambi</td> <td>5</td> </tr> <tr> <td>all Sahel P. Areas</td> <td>stable</td> </tr> </table> 	Comoé-Léraba	20	Koflandé	5	Mare Hippo	5	Kaboré Tambi	5	all Sahel P. Areas	stable	<ul style="list-style-type: none"> 	<ul style="list-style-type: none"> Percentage improvement of bio-indicators is 20% in Comoé-Léraba, 5% in Boulon-Koflandé, 5% in Mare aux Hippo, 5% in Kaboré Tambi, and stable in all Sahel Protected Areas 	<ul style="list-style-type: none"> Biodiversity indicator improved by 20% in Comoé-Léraba, 5% in Boulon-Koflandé, 5% in Mare aux Hippo, 5% in Kaboré Tambi, and stabilized (0%) in Sahel Protected Areas
Comoé-Léraba	20													
Koflandé	5													
Mare Hippo	5													
Kaboré Tambi	5													
all Sahel P. Areas	stable													
<ul style="list-style-type: none"> A new Forestry Code and its implementation decree, which takes into account the orientation of the LPDRD 	<ul style="list-style-type: none"> A new forestry code and its implementation decrees take into account the orientations of the Letter of Policy on Decentralized Rural Development 	<ul style="list-style-type: none"> A new Forestry Code and its implementation decrees take into account the orientation of the Letter of Policy on Decentralized Rural Poverty 	<ul style="list-style-type: none"> A new forestry code and its implementation decrees take into account the orientations of the Letter of Policy on Decentralized Rural Development 	<ul style="list-style-type: none"> A new forestry code and its implementation decree(s) take into account the orientations of the Letter of Policy on Decentralized Rural Development 										
<ul style="list-style-type: none"> Recovery of potential taxes in the protected areas sector 	<ul style="list-style-type: none"> Applicable taxes due to Government in the protected areas sector (trophy fee, tourism, concession fee) are recovered at 80% in Y5 	<ul style="list-style-type: none"> Applicable taxes in the protected areas sector that are due to the Government are recovered at 80% 	<ul style="list-style-type: none"> Applicable taxes due to Government from protected areas use are recovered at 80% 	<ul style="list-style-type: none"> Applicable taxes due to Government from protected areas use are recovered at 80% 										
<ul style="list-style-type: none"> Increased share of the national budget allocated to biodiversity conservation 														
<ul style="list-style-type: none"> Adoption of a long-term financing mechanism by 		<ul style="list-style-type: none"> The Government has adopted a long-term 	<ul style="list-style-type: none"> The Government has adopted a satisfactory 	<ul style="list-style-type: none"> The Government has adopted a satisfactory 										

the Government		financial mechanism for protected areas and presented an implementation plan acceptable to the Bank for phase 2	mechanism for long-term financing of protected areas	mechanism for long-term financing of protected areas
<ul style="list-style-type: none"> The amounts committed by other donors in this financing mechanism 	<ul style="list-style-type: none"> Donors are committing US\$ 5 million to the adopted long-term financial mechanism 			<ul style="list-style-type: none"> Donors have agreed to contribute at least US\$ 5 million to long-term financing mechanism
<ul style="list-style-type: none"> The proportion of the conservators who use their new skills to manage protected areas 	<ul style="list-style-type: none"> 50% of conservators trained used their new planning and community skills in the management of protected areas 			<ul style="list-style-type: none"> 50% of conservators have applied their new competences in the areas of planning and community participation for the management of protected areas
<ul style="list-style-type: none"> Implementation of international protocols with Mali and Cote d'Ivoire 				
<ul style="list-style-type: none"> Adoption and operationalization of an external monitoring system 		<ul style="list-style-type: none"> A standard monitoring system for wildlife census and agricultural encroachment is operational and adopted nationally 		
<ul style="list-style-type: none"> Use of the results of the adopted monitoring system in the determination of quotas 	<ul style="list-style-type: none"> Results of the standardized national wildlife survey are used to set-up safari quota 			<ul style="list-style-type: none"> The results of the national wildlife survey are used for establishing safari quota
<ul style="list-style-type: none"> Number of community institutions that are officially "concessionaires" of protected areas 				
<ul style="list-style-type: none"> Acquired capacity of Inter-Village Protected Area Management Associations 	<ul style="list-style-type: none"> 50% of the 1,000 villages who participated in training and awareness modules are 	<ul style="list-style-type: none"> AGEREFs are legally concessionaries of Comoé-Léraba, Boulon-Koflandé, 		<ul style="list-style-type: none"> 50% of the 1,000 villages that participated in the training and sensibilization

(AGEREFs) to act as concessionaires	involved in protected areas management by Y5	Mare aux Hippos		activities of the project are involved in protected areas management
▪ Number of officially approved protected area management plans		▪ At least 6 of 9 protected areas have officially adopted a Management Plan		
▪ Level of implementation of management plan				
▪ Number of protected areas successfully exploited by private guides		▪ At least 2 private safari/ecotourism guides are operating professionally and ethically in Comoé-Léraba and Boulon-Koflandé		
▪ Decrease in poaching indicators	▪ Poaching indexes decrease by 50% between year 2 and 5 in all protected areas		▪ Poaching index decrease by 50% between year 2 and year 5 in all protected areas	▪ Poaching index reduced by 50% between year 2 and end of the project
▪ Efficiency and usefulness of participatory ecological monitoring	▪ Participatory ecological monitoring reports are used as monitoring tool in year 4 for all targeted protected areas except Sahel			
	▪ Protected areas which have acquired legal status: Koflandé 60,000 ha, Nassoumbou 70,000 ha, Seno Mango 70,000 ha, Oursi 20,000 ha, Beli 20,000 ha		▪ The areas of new protected areas are: Koflandé 60,000 ha, Nassoumbou 70,000 ha, Seno Mango 70,000 ha, Oursi 20,000 ha	▪ Protected areas have legal status and size: Koflandé 60,000 ha, Nassoumbou 70,000 ha, Seno Mango 70,000 ha, Oursi 20,000 ha
	▪ Percentage achievement of work or level of organization in protected area: [...] (ref. Annex 1 of the PAD for details)		▪ Percentage achievement of planned work and level of organization in protected areas: [...] (ref. Schedule 6 of Grant Agreement for details)	▪ Proportion of work completed in each protected area
	▪ Funds are timely made			

	available to conservators and concessionaires' accounts			
	▪ Goods and works are timely procured			
	▪ Financial accounting and budget control is adequate			
	▪ Annual reports and annual work programs meet agreed standards by year 3			

Annex 2. Bio-indicator values

Specie	IKA baseline value			IKA final value			% variation								
Comoé-Léraba															
▪ Bubale	0.153			0.271			+77%								
▪ Phacochère	0.149			0.271			+82%								
▪ Hippotrague	0.118			0.161			+36%								
▪ Guib harnaché	0.025			0.048			+92%								
▪ Cobe de Buffon	0.025			0.012			-52%								
Boulon-Koflandé															
▪ Bubale	0.010			0.079			+690%								
▪ Phacochère	0.048			0.596			+1142%								
▪ Hippotrague	0.040			0.115			+188%								
▪ Guib harnaché	0.039			0.047			+21%								
▪ Cobe de Buffon	0.024			0.560			+2233%								
Kaboré Tambi															
▪ Eléphant	0.010			0.023			+130%								
▪ Hippotrague	0.020			0.023			+15%								
▪ Ourebi	0.006			0.019			+217%								
Mare aux Hippo															
▪ Eléphant	0.03			0.049			+63%								
▪ Hippotrague	0.006			0.055			+817%								
▪ Guib harnaché	0.006			0.030			+400%								
▪ Phacochère	0.024			0.080			+233%								
▪ Cynocéphale	0.006			0.092			+1433%								
Sahel															
	Darkoye			Béli			Oursi			Nassoumbou			Séno-Mango		
	BL	FV	%V	BL	FV	%V	BL	FV	%V	BL	FV	%V	BL	FV	%V
▪ Lievre	0.03	0.11	267%	0.03	0.11	267%	0.06	0.16	167%		0.08			0.07	
▪ Gazelle	0.20			0.056	0.15	168%	0.02	0.52	2500%					0.17	
▪ Chacal	0.01			0.007	0.10	1329%	0.02	0.17	750%		0.07			0.09	
▪ Rat palmiste					0.32						0.07			0.07	
▪ Autres					0.13			0.24			0.12			0.09	
▪ Outarde		0.17			0.14		0.06	0.16	167%		0.07			0.09	
▪ Grand calao											0.08				

Source: Rapport Final d'Exécution du Projet PAGEN (Ministère de l'Environnement et du Cadre de Vie)

Annex 3. Economic and Financial Analysis

Not applicable for GEF projects.

Annex 4. Bank Lending and Implementation Support/Supervision Processes

(a) Task Team members

Names	Title	Unit	Responsibility/ Specialty
Lending			
Jean-Michel Pavy	Sr. Environmental Sp.	AFTEN	Task Manager
Ibrahim Nebie	Agricultural Services Sp.	AFTEN	
Emmanuel Nikiema	Natural Resources Mgmt. Sp.	AFTAR	
Luc Lecuit	Evaluation Specialist		
Jerome Gauthier	Livestock & Local Dvt. Sp.		
Mohammed Bekhechi	Environmental Lawyer		
Korka Diallo	Disbursement Specialist		
Mamadou Yaro	Financial Management Analyst		
Celestin Bado	Sr. Operations Officer	AFTPR	
Amadou Tidiane Touré	Procurement Officer	AFTPC	
Jane Hopkins	Economist		
Pascale Dubois	Country Lawyer		
Luc Lapointe	Procurement Officer		
Edith Mwemba	Lawyer		
Supervision/ICR			
Ibrahim Nebie	Sr. Ag. Extension Sp.	AFTAR	Task Manager
Paola Agostini	Sr. Economist	AFTEN	Economist
Christophe Crepin	Lead Environment Specialist	AFTEN	GEF focal point
Emmanuel Y. Nikiema	Sr Natural Resources Mgmt. Sp.	AFTEN	
Matteo Marchisio	Environmental Specialist	AFTEN	ICR Author
William Dakpo	Procurement Spec.	AFTPC	Procurement
Mamadou Yaro	Sr Financial Management Sp.	AFTFM	Financial mgt.
Marwane Diallo	Consultant	AFTFM	Financial mgt.
Gwladys Isabelle Kinda	Team Assistant	AFMBF	Sup. support
Marie-Jeanne Ndiaye	Program Assistant	AFTS4	Sup. support
Virginie Vaselopoulos	Program Assistant	AFTEN	Sup. support
Francis Lauginie	Consultant	AFTEN	
Oumar Ouattara	Consultant	WBIHD	
Dirk Nicolaas Prevoo	Senior Operations Officer	AFTEN	
Abdoul-Wahab Seyni	Social Development Spec.	AFTCS	
Bassega Celestin Zinkone	Consultant	AFMBF	

(b) Staff Time and Cost

Stage of Project Cycle	Staff Time and Cost (Bank Budget Only)	
	No. of staff weeks	USD Thousands (including travel and consultant costs)
Lending		
FY98		
FY99		13.17
FY00	19	58.97
FY01	23	78.33
FY02	18	72.05
FY03	2	2.88
Total:		
Supervision/ICR		
FY03	16	59.01
FY04	13	32.94
FY05	26	58.58
FY06	25	40.94
FY07	21	42.69
FY08	25	81.93
Total:		308.52

Annex 5. Beneficiary Survey Results

Not available.

Annex 6. Stakeholder Workshop Report and Results

Not available¹⁸.

¹⁸ The Stakeholder Workshop was not conducted because of lack of financial resources (ref. Section 2.2).

Annex 7. Summary of Borrower's ICR and/or Comments on Draft ICR

1. Contexte, Objectif et Conception du Projet

1.1 Contexte du pays au moment de l'évaluation (du rapport d'évaluation de projet - PAD)

Dans son Plan d'action 2000 sur la biodiversité, le Burkina Faso a défini sa vision et son engagement à long terme à incorporer la gestion des aires de protection de la faune dans le développement rural. Pour mettre en œuvre cette vision, le gouvernement a proposé un Programme National de Gestion des Ecosystèmes Naturels (PRONAGEN) et l'a inscrit au rang des programmes nationaux prévus dans sa Lettre de Politique en matière de Développement Rural Décentralisé (LPDRD). Pour la mise en œuvre du PRONAGEN, le Burkina Faso a sollicité un financement auprès du Fonds pour l'Environnement Mondial (FEM) à travers le Projet de Partenariat pour l'Amélioration de la Gestion des Ecosystèmes Naturels (PAGEN). Il est destiné à servir de complément au Programme National de Développement Rural Décentralisé (PNDRD) du Burkina.

1.2 Objectifs du projet

- (a) **Objectif de la Stratégie d'Assistance aux Pays (SAP) au niveau du secteur :** Réduire la pauvreté et améliorer les conditions de vie et le potentiel productif de la population rurale.
- (b) **Objectif du programme (15 ans) :** La biodiversité dans les aires de protection de la faune prioritaires a un effet bénéfique durable sur le développement local des communautés vivant à la périphérie
- (c) **Objectif du projet :** inverser les tendances de dégradation de la biodiversité dans les aires de protection de la faune prioritaires.

1.3 Bénéficiaires principaux du projet (tel que décrit dans le document de projet et les différents documents de préparation)

Dans l'ensemble, une population d'environ 100.000 habitants sera affectée par le PAGEN.

- **Unité de conservation de la faune du Sahel :** dans la Réserve Partielle du Sahel, les populations cibles sont surtout les Peuls, les Touaregs, les Songhaï et les Béla (30 à 50 % des nomades temporaires). Les populations dans les départements les plus affectés par le projet sont évalués à 15.500 (Nassoumbou), 16.700 (Déou), 10.000 (Oursi) et 11.500 (Tin-Akoff). Les indicateurs de la pauvreté dans le Sahel sont parmi les plus bas au Burkina.
- **Unité de conservation de la faune de la Comoé-Léraba :** dans la Comoé, la population ciblée est de 20.000 personnes – Sénoufo et Dioula – répartis en 17 villages aux alentours de la réserve de Comoé-Léraba et 20 villages (environ 20.000 habitants) autour de la Forêt classée de Boulon-Koflandé.
- **Unité de conservation de la faune des Hauts Bassins:** sept villages – environ 10.000 habitants issus du groupe ethnique des Bobo – seront affectés par le projet dans la Réserve de la biosphère de la Mare aux Hippopotames. Un nombre indéterminé d'autres pasteurs migrants devront être consultés et impliqués dans la prise des décisions.

- **Unité de conservation de la faune de Ponasi :** il est prévu que les équipes travaillent avec une population Gourounsi, Mossi et Bissa de près de 50.000 personnes répartis sur 90 villages. La liste définitive des villages sera déterminée à mesure que le projet avance et en fonction de la disponibilité des villages à affecter des terres à la création d'un corridor « des éléphants » entre le Parc et le Ghana, ainsi qu'au Ranch de gibier de Nazinga. D'autres pasteurs migrants dont le nombre est encore inconnu devront être consultés et impliqués dans la prise des décisions.

1.4 Composantes du projet

Composante 1 : Renforcement des capacités nationales pour l'appui à la gestion décentralisée des aires de protection de la faune.

L'atteinte de cet objectif se traduira entre autres par :

- un examen du cadre juridique et institutionnel en place, notamment le code forestier, pour créer l'environnement propice pour une gestion participative des aires de protection de la faune ;
- la réalisation d'études importantes du secteur tel que le mécanisme de financement à long terme pour garantir la durabilité des APF ;
- la formation du personnel des Eaux et Forêts et des ONG afin d'améliorer leurs capacités à fournir une assistance dans le domaine de la conservation dans l'ensemble du pays ;
- le suivi de l'évolution des bio indicateurs ;
- la coordination transfrontalière pour la gestion des écosystèmes naturels partagés.

Composante 2 : Renforcement des capacités locales pour la gestion des aires de protection de la faune

Il s'agit d'appuyer les communautés riveraines et les partenaires terrain du PAGEN à gérer convenablement les aires de protection de la faune. L'atteinte de cet objectif va nécessiter des actions de sensibilisation, de formation et de conservation en direction des partenaires techniques et des populations.

Composante 3 : Administration et suivi du projet

Les objectifs de la composante sont :

- veiller à une bonne administration du projet ;
- assurer l'acquisition des infrastructures et des équipements nécessaires à une gestion efficiente du projet.

1.5 Changements significatifs dans le concept du projet (montage institutionnel, financement...)

Au lancement du projet, la maîtrise d'ouvrage du projet était assurée par le Ministère de l'Environnement et du Cadre de Vie à travers la Direction Générale des Eaux et Forêts. La supervision revenait au Comité National de Pilotage (CNP) du PRONAGEN et au Comité Consultatif Scientifique et Technique (CCST) mis en place le 31 mars 2003 respectivement par Arrêté n° 03 - 005/MECV/CAB et Arrêté n° 03 - 006/MECV/SG.

La Cellule de coordination du projet (CCP), chargée de l'exécution des Composantes 1 et 3, relevait administrativement de la Direction de la Faune et des Chasses (DFC).

Au cours de l'exécution, l'organigramme du MECV a été revu, consacrant la suppression des UCF. La DGEF a été éclatée en deux directions nationales : la Direction Générale de la Conservation de la Nature (DGCN) et la Direction Nationale du Cadre Paramilitaire des Eaux et Forêts (DNCPEF). Au niveau régional, en plus des Directions Régionales de l'Environnement et du Cadre de Vie (DRECV), il a été créé les Brigades Régionales des Eaux et Forêts (BREF) dont les organes d'exécution sont les Unités de Protection et de Conservation (UPC). Les BREF dépendent administrativement de la DNCPEF.

Au regard de ces changements, le cadre institutionnel du PAGEN a été restructuré comme suit :

- (i) La CCP/PAGEN est placée sous la tutelle administrative du Secrétariat Général, à l'instar de tous les autres projets du département et sous la tutelle technique et opérationnelle de la DGCN ;
- (ii) les équipes déconcentrées sont converties en "Cellules d'Animation du PAGEN", administrativement rattachées à la CCP mais travaillant sous la tutelle technique et opérationnelle de la Direction Provinciale de l'Environnement et du Cadre de Vie de leur siège respectif. Une note de service du Secrétariat Général du MECV a défini ces relations de tutelle et de collaboration ; les relations de tutelle des CA/PAGEN et des DPECV étant, par ailleurs, identiques à celles décrites pour la CCP et la DGCN ;
- (iii) les contrats entre les concessionnaires et la CCP n'ont pas été modifiés ;
- (iv) le suivi des plans de gestion environnementale et sociale a été transféré à la Direction Générale de l'Amélioration du Cadre de Vie (DGACV).

L'exécution de la Composante 2 a été assurée par les Cellules d'Animation (les conservateurs sont devenus des chefs des cellules avec la suppression des UCF) et les concessionnaires (NATURAMA et AGEREF/CL). Cette composante 2 est mise en œuvre dans neuf (9) aires de protection de la faune : Forêt Classée et Réserve partielle de faune et sylvo-pastorale du Sahel (Nassoumbou, Séno-Mango, Béli, Oursi et Darkoye), la Réserve de la Biosphère de la Mare aux Hippopotames, le Parc National Kaboré Tambi, la Forêt Classée et Réserve Partielle de Faune de Comoé-Léraba et les Forêts Classées de Boulon et de Koflandé.

2. Facteurs ayant impactés/influencés l'exécution du projet et ses résultats

2.1 Au niveau de l'évaluation du projet

Une évaluation indépendante du GEPRENAF a reconnu le résultat important réalisé par ce projet en matière de développement local et de responsabilisation des communautés locales, ainsi que dans l'édification des bases d'une conservation participative et adéquate des ressources (organisation communautaire, organisation de la surveillance villageoise, suivi écologique participatif, élaboration et mise en œuvre des plans de gestion et des plans de développement villageois).

2.2 Au niveau de l'exécution du projet

(a) Les principaux facteurs ayant influencé positivement l'exécution du projet

- L'impulsion du développement communautaire incluant les groupes marginalisés, les pauvres, les femmes et les minorités ethniques. Cela a eu pour résultats la mise en place des

organisations locales opérationnelles (8 AGEREF, 4 Comités Provinciaux d'Appui à la Gestion (CPAG) et 1 Forum du PNKT).

- L'engagement et l'implication des partenaires techniques, du secteur privé, des ONG et des associations dans la mise en œuvre du PAGEN ont été un plus dans la politique de gestion durable des APF.
- La révision de l'Accord de Don (conversion de la monnaie de décaissement de DTS en dollars américains et la réallocation des catégories de décaissement).
- Le reversement des taxes d'abattage à l'AGEREF/CL a permis d'améliorer l'efficacité des retombées du secteur faune sur le développement des communautés riveraines et la réalisation des aménagements physiques.
- Le déblocage de 258 millions de FCFA supplémentaires par le gouvernement a permis de soutenir les mesures d'accompagnement des populations affectées par la mise en place des corridors de migration des animaux sauvages entre le PNKT-Ranch de gibier de Nazinga et entre le PNKT-Red Volta River corridor au Ghana.
- Les différentes recommandations des missions d'appui et de supervision ont eu pour résultats l'amélioration de la gestion du projet sur les plans technique, approches organisationnelles et financier.
- La mise en œuvre de microprojets générateurs de revenus (recommandation de la revue à mi-parcours) a davantage motivé les communautés riveraines à s'intéresser et à s'investir dans les activités du projet.
- L'implication des communautés dans les travaux en HIMO tels que l'ouverture et l'entretien des pare-feux, des pistes, ainsi que des aménagements divers a constitué des sources d'emplois et de revenus pour ces communautés.
- Le renforcement des capacités à tous les niveaux (sensibilisation, formations, éducation environnementale, équipements et appuis divers).
- Le pilotage par l'UICN des questions liées à la gestion transfrontalière des écosystèmes partagés a permis de jeter les bases d'une concertation solide pour l'élaboration de protocoles d'accord, de plan de gestion et de rencontres périodiques des parties concernées.

(b) Quelques facteurs ayant influencé négativement l'exécution du projet

- L'instabilité du personnel : en cinq (5) ans, le projet a connu deux (2) Coordonnateurs, deux (2) Administrateurs gestionnaires, un départ avant terme du responsable chargé du suivi-évaluation (non remplacé) à la CCP, quatre (4) Conservateurs à la Cellule d'Animation de Comoé-Léraba, deux (2) Conservateurs, deux (2) Ecologues et trois (3) Comptables gestionnaires au Sahel ; le recrutement tardif des Assistantes administratives dans les Cellules d'Animation. et des Sociologues dans les sites de Comoé-Léraba et de PONASI.
- Le manque d'uniformisation du cadre logique et des indicateurs dans les documents du projet. Les documents du projet (Accord de don, rapport d'évaluation PAD) ont des exigences différentes en matière d'indicateurs de performance ou déclencheurs de phase. Un total de dix neuf (19) indicateurs sont répartis comme suit selon les documents :
 - (i) huit (8) indicateurs déclencheurs sont dans le rapport d'évaluation du projet (PAD) contre seulement quatre (4) dans l'Accord de Don ;
 - (ii) dix (10) indicateurs de performance du projet cités dans l'Accord de Don en annexe 6 sont indiqués dans le rapport d'évaluation du projet (PAD) comme principaux indicateurs

de performance. Neuf (9) indicateurs de performance du rapport d'évaluation du projet ne figurent pas dans l'Accord de Don du projet.

On constate, en plus de ce manque d'uniformisation des indicateurs, que la réalisation de certains d'entre eux ne dépendait pas du PAGEN. Cette situation a par moment joué négativement sur la définition des stratégies et l'utilisation judicieuse des moyens pour l'atteinte de ces indicateurs.

- La fluctuation du dollar (740 FCFA, taux le plus haut et 458 FCFA taux le plus bas enregistrés au cours de l'exécution du projet) : Cette situation a occasionné une réduction de 1,137 milliard de FCFA du Don du Fonds pour l'Environnement Mondial (FEM). Aussi, des activités planifiées, des recommandations de missions tout comme certaines études (inventaire aérien, étude pour la mise à jour de l'empiètement agricole dans tous les sites) n'ont pu être exécutées en raison de la forte diminution des ressources financières.
- Au niveau du développement local, le financement n'a pu être assuré par le PNGT2 comme initialement prévu.

2.3 Suivi et évaluation (S&E), conception, exécution et utilisation

(a) Facteurs positifs :

- Elaboration et utilisation du manuel de procédures de gestion administrative et comptable
- Elaboration et utilisation du manuel de suivi évaluation
- Planification régulière des activités et rapportage trimestriel et annuel (RSF)
- Réalisation régulière des audits financiers et comptables
- Mise en place d'une BD-faune et d'une BD-SIG au niveau de la CCP et des sites
- Formation des écologues au traitement des données de faune et de SIG

(b) Facteurs négatifs :

- Le logiciel TECPRO non adapté au projet a été remplacé par le logiciel TOMPRO pour pallier les difficultés de gestion comptable et financier
- Départ avant terme (une année avant clôture) du responsable chargé du suivi-évaluation.

2.4 Conformité de l'exécution aux procédures de sauvegarde environnementale et sociale et le respect des procédures fiduciaires

(a) Facteurs positifs :

- Formation des équipes du projet sur les procédures de sauvegarde environnementale et sociale de la Banque Mondiale
- Elaboration des plans de mitigation selon une démarche participative (implication des chefs de terre, chefs de villages, maires des communes, préfets, responsables administratifs, partenaires techniques (Agriculture, Elevage, Eaux et Forêts, Action Sociale, Mouvement Burkinabè des Droits de l'Homme et des Peuples (MBDHP)) pour les personnes affectées par le projet (PAP) dans tous les sites
- Mesures d'accompagnement réalisées à 91 % pour les PAP à PONASI (mise en place des corridors)

- Surcreusement d'une mare hors APF au profit d'un éleveur affecté au Sahel
- Réalisation d'infrastructures communautaires et accompagnement des éleveurs en périphérie du PNKT
- Transformation des champs en vergers écologiques le long des limites de la réserve de la biosphère de la mare aux hippopotames

(b) Facteurs négatifs :

- Manque de ressources financières pour la mise en œuvre des plans de mitigation
- Non respect des procédures de sauvegarde environnementale et sociale
- Non respect des procédures fiduciaires au regard de l'insuffisance des fonds

2.5 Nouvelle phase

La phase transitoire du nouveau projet (18 mois) utilisera les mêmes procédures de gestion (procédures Banque mondiale) que le PAGEN. Au niveau central, une équipe légère permanente de trois personnes (des techniciens) coordonnera l'ensemble des activités de la phase de préparation et sera appuyée par une équipe de 6 à 7 personnes temporairement (suivi de la réalisation des études de base, organisation des ateliers de validation, implication du privé et des communes, finalisation du PNGFAP (outils de négociation), préparation de tous les documents du projet, etc.).

Au niveau des sites PAGEN, il est prévu le maintien tout au plus de deux techniciens pour appuyer et renforcer les capacités des communautés dans le cadre de la préservation/consolidation des acquis (surveillance villageoise, suivi écologique participatif...). Les Brigades des Eaux et Forêts interviendront dans les opérations de sécurisation et de lutte anti-braconnage dans les APF du PAGEN. Il n'est pas prévu d'investissements, ni d'équipements nouveaux pendant la phase transitoire.

3. Résultats

3.1 Evaluation de la pertinence de l'objectif, la conception et l'exécution du projet

Le Projet de Partenariat pour l'Amélioration de la Gestion des Ecosystèmes Naturels (PAGEN) est destiné à servir de complément au Programme National de Développement Rural Décentralisé (PNDRD) du Burkina (Doc. PAD). Son objectif cadre bien avec les priorités nationales à travers les politiques de lutte contre la pauvreté (Cadre Stratégique de Lutte contre la Pauvreté – CSLP). Au plan sectoriel, le PAGEN est un outil de mise en œuvre du Programme National de Gestion de la Faune et des Aires Protégées (PNGFAP). Ces politiques et programmes ont été élaborés sur la base des préoccupations des populations.

A l'analyse, on constate qu'aucune modification n'a été enregistrée au niveau de l'objectif, des résultats et des composantes durant les 5 ans d'exécution du projet. Ce qui dénote d'une bonne préparation du projet.

Le dispositif de partenariat PAGEN/PNGT2 prévu dans la conception du projet est une traduction de la nécessité d'établir le lien entre conservation et développement mais son opérationnalité n'a pas été bien mûrie car les objectifs du développement local ne sont pas forcément ceux de la conservation.

Il a été constaté une absence d'évaluation des coûts financiers liés à l'application des procédures de sauvegarde environnementale et sociale.

Il faut également noter que certaines activités n'ont pu être réalisées faute de ressources financières devenues insuffisantes à cause de la dépréciation du dollar américain qui a conduit à un déficit financier de plus d'un milliard de FCFA.

3.2 Evaluation de l'achèvement de l'objectif du projet

Composante 1 : Renforcement des capacités nationales pour l'appui à la gestion décentralisée des aires de protection de la faune.

(a) Appui complémentaire aux structures du MECV

- L'appui au fonctionnement
- La fourniture d'équipements (7 motos, 1 véhicule 4 x 4, du matériel de communication, du matériel informatique, ...)
- L'écriture de la stratégie nationale de lutte contre le braconnage
- La mise en place de la procédure d'endossement des études ou notice d'impact
- Le suivi des plans de gestion environnementale et sociale des projets environnementaux
- La conduite d'enquêtes publiques
- L'appui à la restructuration de l'ENEF (étude d'adaptation des formations diplômantes, élaboration d'un module sur les techniques d'inventaire pedestre de la faune sauvage et démarrage de la formation continue)

(b) Sensibilisation et formation

- 264 personnes du MECV (personnel PAGEN, DNCPEF, DFC, DGACV, DGCN) ont été formées sur la conservation et la protection, le suivi écologique, la gestion des bases de données faune, l'évaluation sociale et environnementale, l'écotourisme, etc.
- L'organisation de voyages d'études nationaux et internationaux au profit de 102 participants du MECV (personnel PAGEN, DNCPEF, DFC, DGACV, DGCN, ONTB)
- La tenue de quatre (4) ateliers d'information et de sensibilisation du projet au profit de 164 décideurs, élus locaux et juges en partenariat avec la DFC, l'UICN, le PRIJD/SF (Projet de Réforme Institutionnelle et Juridique pour la Décentralisation dans le Secteur Forestier) et le PADELIA (Projet de Partenariat pour le Développement des Législations et Institutions de l'Environnement en Afrique)
- La mise sur pied d'un centre de documentation avec plus de 900 documents qui y sont archivés

Ces interventions ont permis une mobilisation de tous les acteurs autour du projet.

(c) Etudes et ateliers visant à soutenir les réformes

- La revue des textes en vigueur dans le secteur de la faune en rapport avec la décentralisation
- L'évaluation des concessions des zones de chasse au Burkina
- L'étude sur le mécanisme de financement à long terme (processus non achevé)
- L'évaluation du renforcement des capacités des conservateurs et des populations

- L'élaboration d'un plan de communication
- L'élaboration du PNGFAP et de son plan d'action (processus non achevé)
- L'étude sur l'évolution du recouvrement des taxes de gestion

(d) Suivi, système d'information et communication

- La mise en place de bases de données sur la faune et SIG qui constitue des outils utiles au MECV pour le suivi de l'évolution des bio-indicateurs et de l'état d'empiètement agricole des APF
- La réalisation de quatre (4) inventaires pédestres dans chaque site sauf au Sahel (deux au Sahel)
- La réalisation d'un inventaire aérien
- La réalisation d'un inventaire ornithologique (au PNKT)
- L'évaluation du taux d'empiètement agricole des APF
- La création et la mise à jour périodique d'un site Web ([http:// :www.pagen-burkina.org](http://www.pagen-burkina.org)) pour assurer la diffusion et la visibilité des résultats du projet.

(e) Coordination à l'échelle internationale, (UICN)

- L'organisation de rencontres et ateliers avec le Ghana et le Mali. Cela a permis l'établissement d'une feuille de route entre le Burkina et le Ghana pour l'élaboration et la signature d'un protocole d'accord
- Le Mali et le Burkina ont mis en place un Conseil de Gestion de l'Ecosystème Transfrontalier (CGET) et son Comité Technique (CT)
- Les problèmes d'insécurité n'ont pas permis de mettre en place un programme de collaboration transfrontalière avec la Côte d'Ivoire

Dans l'ensemble, ces résultats sont considérés comme un succès tel que démontré par les indicateurs du projet.

Composante 2 : Renforcement des capacités locales pour la gestion des aires de protection de la faune

- (i) Appui complémentaire :** par le biais de protocoles de collaboration avec les services techniques de l'Environnement, de l'Agriculture, de l'Elevage et de l'Education pour un accompagnement thématique.
- (ii) Assistance technique** à travers la mise en place et le fonctionnement d'équipe pluridisciplinaire au niveau de chaque site.
- (iii) Renforcement des institutions locales, formation, sensibilisation et éducation environnementale**
 - La création de douze (12) structures faïtières pour la gestion des ressources naturelles et de la faune : huit (8) AGEREF, quatre (4) comités provinciaux d'appui à la gestion du parc (CPAG) du PNKT
 - La création d'un cadre de concertation (forum du PNKT)

- 43 voyages d'études organisés au profit de 604 personnes des Cellules d'Animations, des concessionnaires, des partenaires techniques et des populations
- 273 thèmes de formations et d'animations/sensibilisations ont touchés plus de 153 000 participants
- L'éducation environnementale a touché 61 écoles primaires avec la réalisation de 18 jeux concours, 122 émissions radiophoniques et la réalisation d'une cassette audio

(iv) Développement local

- L'appui aux partenaires en développement, notamment le PNGT2, le PDR/Boulogou, le PDL/Z et le PDRDP/BK, aux diagnostics participatifs, à l'élaboration et à la mise en œuvre de plans de développement local dans les villages riverains des APF ;
- La réalisation de 52 microprojets par les communautés riveraines des APF.

(v) Etapes initiales de la gestion des aires de protection de la faune

- L'identification et la négociation des limites des aires de protection de la faune au Sahel
- L'établissement des règles locales de gestion des ressources naturelles dans les APF du Sahel
- La réalisation des études de faisabilité des corridors de migration de la faune dans le complexe PONASI
- La création effective des deux corridors de migration de la faune dans le PONASI
- Le diagnostic des ressources en eau de la Réserve de la Biosphère de la Mare aux Hippopotames
- L'élaboration et l'adoption des plans d'aménagement et de gestion de trois (3) aires de protection de la faune (PNKT, Mare aux hippopotames, Comoé-Léraba)
- L'agrandissement de l'entité Boulon-Koflandé
- La création de six (6) APF à l'intérieur de la forêt classée et réserve partielle et sylvopastorale dans le Sahel.

(vi) Mise en œuvre des plans de gestion des aires de protection de la faune

- La réalisation d'infrastructures dans les APF et dans les zones périphériques
- La réalisation de vergers écologiques le long des limites périmétrales de la Réserve de Biosphère de la Mare aux Hippopotames

(vii) Protection et surveillance : La mise en oeuvre des protocoles avec les services forestiers et l'implication des surveillants villageois ont entraîné la reconstitution de la diversité biologique en général et des ressources fauniques en particulier, en attestent les résultats des différents inventaires fauniques.

(viii) Valorisation des APF : La valorisation a porté sur la pêche, le bois de chauffe, le tourisme de vision, la chasse safari à Comoé-Léraba, l'apiculture, la collecte des produits forestiers non ligneux (amendes de karité, fruits de néré, etc.) principalement à la mare aux hippopotames et au PNKT.

Composante 3 : Administration et suivi du projet

(a) Appui complémentaire

Mise en place de deux organes de supervision du projet :

- Le Comité National de Pilotage (CNP) du PRONAGEN a été mis en place le 31 mars 2003 par Arrêté n° 03 - 005/MECV/CAB. Il a eu à analyser et à adopter les programmes d'activités et les budgets annuels du projet ; discuter en session les rapports annuels et prodiguer des conseils aux équipes du projet sur la conformité des résultats par rapport aux politiques nationales et aux stratégies sectorielles ;
- Le Comité Consultatif Scientifique et Technique (CCST) a également été mis en place le 31 mars 2003 par Arrêté n° 03 - 006/MECV/SG. Il a joué le rôle de conseil et d'orientation scientifique et technique (avis sur les études, les inventaires fauniques, etc.).

(b) Administration du projet

- **Passation de marchés :** Au total, 161 marchés ont été passés par le projet.
- **Gestion financière :**
 - Auprès du Bailleur: La mobilisation des fonds auprès du Bailleur s'est effectuée sans aucune difficulté. A la date du 10 septembre 2007, le projet avait déjà réalisé 100 % de décaissement sur le compte du Don logé à Washington. Seulement, les avances de fonds accordées par le Bailleur ne sont pas totalement recouvrées. Le solde en cours au 31/12/2007 s'établit à 35 millions de francs CFA. Toutefois, il faut noter qu'en termes de mobilisation des fonds sur le compte du Don, le projet a enregistré une perte de 1,137 millions de francs CFA suite à la dépréciation du cours du dollar américain.
 - Auprès du budget de l'Etat burkinabé : Les fonds de contrepartie nationale ont été mobilisés dans les délais impartis et sans aucune difficulté. A la date du 15 novembre 2007, l'Etat a débloqué un montant cumulé de 1.344.500.000 francs CFA au profit du PAGEN pour les années 2003 à 2007. Toutefois, il faut noter que l'Etat a débloqué au titre de l'année 2007, un montant supplémentaire (non inscrit dans la Loi des finances) de 258 millions de francs CFA en vue de compenser partiellement les pertes enregistrées sur le financement du Bailleur.
- **La planification et la communication de rapports :** Les rencontres périodiques de planification sont régulièrement organisées. Les RSF, les rapports périodiques et les documents techniques ont été élaborés trimestriellement et transmis régulièrement à la Banque.
- **Le suivi de la mise en œuvre :** Les activités du projet ont été régulièrement suivies à travers 5 missions d'appui/supervision conjointes Banque Mondiale - Gouvernement. Des missions d'appui techniques nationales et internationales ont été réalisées par les directions centrales du MECV, la DGCOOP et l'UICN.

(c) Audits

Des audits financiers et comptables externes ont été régulièrement conduits et les recommandations mises en œuvre dans les délais préconisés. Durant l'exécution du projet, cinq (05) missions d'audit ont été réalisées dont trois (03) conduites par le Cabinet Deloitte & Touche pour les exercices 2003 à 2005 et les deux (02) autres par le Cabinet CAFEC-KA pour les exercices 2006 et 2007 (l'audit 2007 est en cours depuis le 10 janvier 2008). Tous les rapports d'audits ont été ventilés aux différentes parties prenantes du projet et archivés au sein de la Cellule de Coordination.

Les conclusions issues des rapports d'audit sont satisfaisantes (les rapports de 2003, 2005 et 2006 ont été certifiés sans réserve). Le rapport d'audit 2004 n'a pas été certifié au regard des anomalies qui ont entaché l'exécution financière de l'année considérée. Cette situation a créé une tension de

trésorerie qui a négativement joué sur la mise en œuvre des activités du projet sur une période de quatre mois. C'est ainsi que le MECV, de concert avec la Banque Mondiale, a procédé au changement du Coordonnateur et de l'Administrateur Gestionnaire du projet en juillet 2005.

Conclusion

La mise en œuvre de l'ensemble des activités dans les trois composantes (renforcement des capacités nationales, renforcement des capacités locales et administration) a permis de réaliser les indicateurs déclencheurs de phase (8) et les indicateurs de performance (11). Le niveau d'atteinte des indicateurs déclencheurs qui est de 80,70 % se présente comme suit :

- **3 indicateurs réalisés à 100 %** : (i) empiètement agricole dans tous les sites ; (ii) élaboration de textes d'application du code forestier ; (iii) recouvrement des taxes en vigueur dans le secteur faune.
- **3 indicateurs réalisés à 75 %** : (i) système national de suivi des bio indicateurs/inventaire de la faune (inventaire aérien adopté) ; (ii) plans d'aménagement et de gestion participative adoptés (PNKT, CL, HB), avant projet de plan d'aménagement adopté par la CPAT de Comoé pour Boulon-Koflandé ; (iii) AGEREF concessionnaires (8 AGEREF créées au total, dont 5 sont au sahel mais non prévues initialement).
- **1 indicateur en cours de réalisation à 40 %** : mise en place d'un mécanisme de financement à long terme des APF (document provisoire disponible).
- **1 indicateur déclencheur a été supprimé à la revue à mi parcours** : (au moins 2 guides safari/écotourisme privés fonctionnent selon les normes professionnelles et d'éthique à Comoé-Léraba, Boulon-Koflandé). Supprimé parce que ne correspond pas à la réalité de terrain après toutes analyses faites (recommandation de la mission de revue à mi parcours en décembre 2005).

3.3 Evaluation de l'efficacité du projet

N/A

3.4 Justification pour l'évaluation des résultats du projet

Notation: **Satisfaisante**

D'une manière générale, l'exécution du PAGEN a permis d'enregistrer des progrès significatifs en matière de :

- renforcement des capacités nationales et des institutions locales (CNP, CCST, DNCPEF, DGACV, DGCN, ENEF, DEP, AGEREF, secteur privé, etc.) ;
- inversion des tendances de dégradation de la biodiversité dans tous les sites (amélioration des habitats et des indices d'abondance kilométrique des populations animales, exemples : apparition d'une nouvelle espèce de singe (*Cercocebus atys lunatus* ou mangabey enfumé) dans la FCRPF-CL, retour constaté des éléphants dans le PNKT, etc.) ;
- création d'emplois au profit des communautés périphériques, de l'Etat et des prestataires privés.

L'atteinte de ces résultats majeurs constatés constitue des motifs de satisfaction du projet.

3.5 Autres impacts du projet:

(a) Aspects pauvreté, genre, et développement social

La mise en œuvre du PAGEN a servi de tremplin à la consolidation de la dynamique de développement local, à la lutte contre la pauvreté et à la prise en compte des intérêts des groupes faibles dans le processus. Un des succès de la mise en œuvre du projet dans le cadre des aménagements a été la fixation des jeunes dans leur terroir à travers la création d'emplois. Au total, 283 emplois permanents et temporaires ont été créés de 2003 à 2007.

D'autres activités ont été réalisées pour contribuer à la production et au développement local : forages pour l'eau potable et l'abreuvement des animaux domestiques, fenils pour le stockage du fourrage, vergers fruitiers, pistes rurales, parcs de vaccination, équipement des pêcheurs, culture de fourrage.

On note par ailleurs l'appui au genre à travers l'implication des femmes dans les structures de gestion des APF et dans la mise en œuvre d'activités génératrices de revenus (343 femmes ont bénéficié de microprojets).

(b) Cadre institutionnel (renforcement à long terme)

La mise en œuvre du PAGEN a permis d'améliorer le cadre institutionnel de gestion des APF, notamment à travers l'élaboration des textes d'application du code forestier, la diffusion du document du code forestier aux agents de terrain, le développement du partenariat avec les collectivités locales, le secteur privé et les associations villageoises afin de favoriser la participation de tous les acteurs aux efforts de conservation mais également de veiller à l'accès de tous aux bénéfices issus de la conservation.

(c) Résultats non attendus positifs

- L'acceptation des partenaires au développement (institutionnels, techniques et financiers) d'accompagner les associations et ONG partenaires (NATURAMA et l'AGEREF/CL) et le PAGEN dans le processus de réhabilitation des APF et dans la lutte contre la pauvreté. Parmi ces partenaires on peut retenir : les collectivités territoriales, la SNV/Bobo, le Royaume du Trophée, la Maison de l'entreprise, les CCTP, les ONG, les institutions de recherche (INERA, CIFOR, Universités de Ouagadougou et de Bobo-Dioulasso), Parco Orsiera Rocciavre, IREM /LCD, VBN, Comité UICN/Pays-Bas, la Province de Vercelli, Parco lame del sesia, Ecole « Martin Luther King » de Turin en Italie ;
- Les efforts remarquables du Gouvernement dans la mobilisation de ressources complémentaires d'un montant de 258 millions de francs ;
- La mise en œuvre de microprojets générateurs de revenus ainsi que les retombées économiques visibles à partir des fonds propres du projet ;
- La réalisation des deux corridors de migration de la faune entre le PNKT et le Ranch de gibier de Nazinga d'une part et entre le PNKT et le Red Volta River au Ghana d'autre part.

3.6 Brève description des conclusions de l'évaluation de la perception du projet par les bénéficiaires et l'atelier réunissant les parties prenantes (stakeholders)

Quelques témoignages des communautés bénéficiaires :

Sahel : « Il y a plus de vingt ans que l'on n'avait pas observé de pintades sauvages sur la colline de TIN-EDIAR ; des oiseaux viennent pondre au bord de la mare et n'ont plus peur de la proximité de l'homme ... il en est de même des gazelles.

Hauts-Bassins : « Nos cours d'eau sont asséchés et nous connaissons la rareté des sols du fait de la densité de la population et du bétail qui, avec l'avancée du front agricole, ont participé à combler les sources d'eau. Le projet nous a aidés à réaliser des vergers fruitiers. Cela a suscité l'observation de mesures communautaires interdisant la coupe de bois vert».

AGEREF-CL : « le projet est tout pour nous. Il nous a permis de faire de l'apiculture moderne, la teinture, des voyages d'études, de connaître et d'utiliser des presses à karité (Rapport d'évaluation du PAGEN par les bénéficiaires des sites d'intervention, décembre 2007).

Les bénéficiaires ont une appréciation positive du projet et ont souhaité la poursuite du financement en vue de renforcer davantage leurs capacités.

4. Justification pour l'évaluation des risques relatifs à l'atteinte de l'objectif.

Notation: **Risque négligeable**

Sur les sept (7) risques prévus, seul le manque de collaboration pour la gestion de l'écosystème transfrontalier entre la Côte d'Ivoire (zone inter villageoise de biodiversité de Warigué) et le Burkina (FCRPF-CL) fut un risque élevé au regard de la situation d'insécurité en Côte d'Ivoire. Les autres risques ont été négligeables au regard des résultats significatifs atteints par le projet.

5. Evaluation de la performance de la Banque et le Bénéficiaire

5.1 Banque

(a) Qualité de la conception du projet:

Notation: **Satisfaisante**

Le PAGEN a été conçu comme un outil d'opérationnalisation du partenariat tripartite Etat-Communautés - Privés dans la gestion des APF. Une telle disposition permettait d'anticiper sur le processus de la décentralisation en cours et de faire en sorte que l'avènement ultérieur de la communalisation intégrale ne vienne compromettre les acquis du projet sur le terrain. Donc, globalement, il y a eu une bonne conception anticipée du projet et une bonne articulation avec les textes d'orientation nationaux, la stratégie de réduction de la pauvreté et les stratégies nationales et sectorielles (LPDRD, PNGFAP, CSLP, SDR, etc.).

Tirant leçons de l'expérience du GEPRENAF, les concepteurs ont voulu dissocier la fonction de conservation de la biodiversité de la fonction de promotion du développement local en mettant en place un dispositif d'intervention couplé PAGEN/PNGT2. Malheureusement ce couplage s'est avéré peu performant sur les sites, du fait de la spécificité des procédures de gestion de chaque projet tant et si bien que la complicité recherchée n'a pas toujours été au rendez-vous.

En plus, il a été constaté une sous évaluation financière des actions de mitigation rendant souvent difficiles la mise en place des corridors biologiques et l'accompagnement des PAPs. Ces deux points ont évidemment constitué le talon d'Achille de la conception du projet.

(b) Qualité de la Supervision:

Notation: **Satisfaisante**

Les missions conjointes de supervision de la Banque Mondiale et du gouvernement ont permis de constater les progrès réalisés dans l'exécution du projet, d'identifier des facteurs de blocage et de formuler des recommandations susceptibles d'aider les acteurs de terrain dans la mise en œuvre efficace des programmes d'activités. Les missions de supervision ont été régulières et animées par des équipes de qualité.

(c) Justification pour l'évaluation de la performance de la Banque

Notation: **Satisfaisante**

- Contribution à l'amélioration de la vision politique nationale en matière de la gestion de la faune ;
- preuve de flexibilité dans la gestion administrative et financière du projet (prise en compte de la nécessité de créer des corridors dans le PONASI, révision de l'Accord de Don pour prendre en compte le financement des microprojets écologiques) ;
- engagement personnel et disponibilité des principaux responsables au niveau de la Banque Mondiale ;
- engagement de la Banque Mondiale et de l'Etat à consolider les acquis et à poursuivre le financement des APF.

5.2 Bénéficiaire

(a) Performance du Gouvernement:

Notation: **Très Satisfaisante**

- Mobilisation effective de la contrepartie nationale
- Accompagnement du projet par les services de l'Etat (lutte anti-braconnage, inventaire faunique, suivi de l'exécution)
- Prompte réaction par rapport aux difficultés rencontrées

(b) Performance de l'unité de coordination:

Notation: **Satisfaisante**

- Meilleure conduite des actions du projet en dépit des difficultés rencontrées en 2005.
- Bonne exécution financière avec un taux d'absorption de 100%.

(c) Jugement général de la performance du Bénéficiaire:

Notation: **Satisfaisante**

La performance du bénéficiaire est jugée satisfaisante à travers :

- l'engagement des communautés riveraines des APF dans la mise en œuvre du projet (aboutissement du processus de création et de libération des corridors biologiques, reconnaissance juridique des AGEREF, concession de la gestion des APF aux communautés et au secteur privé) ;
- le versement régulier de la contrepartie nationale ;
- le financement supplémentaire du projet en cours d'exécution ;
- l'amélioration du paysage institutionnel du projet pour favoriser sa mise en œuvre ;

- les changements institutionnels, législatifs et règlementaires, réalisés et/ou en cours (élaboration des textes d'application du Code forestier, adoption du PNGFAP, processus de création de mécanisme de financement à long terme, etc.).

6 Leçons à tirer de l'exécution du projet

Les leçons tirées sont que :

- La réussite des actions de conservation de la biodiversité passe par la lutte contre la pauvreté
- La durabilité des ressources naturelles ne peut être assurée qu'à travers les actions appropriées de conservation, de protection, d'aménagements, de responsabilisation, de sensibilisation et de renforcement des capacités des acteurs
- La valorisation des ressources naturelles des APF est source de motivation financière des populations pour la conservation de la biodiversité
- L'implication des populations à la surveillance des APF produit des résultats satisfaisants. Il convient tout de même de définir un statut pour les surveillants
- L'instauration d'un climat de confiance entre les populations et les acteurs de développement, notamment les forestiers favorise la synergie dans la gestion des ressources naturelles
- La contribution des ONG est un plus à la gestion durable de la biodiversité
- La cohabitation bétail domestique – faune sauvage s'impose au Sahel
- La nécessité d'allouer des fonds conséquents à la prise en charge des mesures d'atténuation des personnes affectées par les projets de conservation est incontournable
- Un engagement politique fort pour soutenir la gestion transfrontalière des ressources naturelles partagées est indispensable
- Les actions de LAB soient menées en collaboration avec les concessionnaires
- La réussite des projets de gestion durable et de valorisation de la biodiversité nécessite des financements à long terme

Annex 8. Comments of Cofinanciers and Other Partners/Stakeholders

Not available

Annex 9. List of Supporting Documents

1. World Bank: Project Appraisal Document on a proposed Grant from the Global Environment Facility Trust Fund; April 2002.
2. World Bank: GEF Trust Fund Grant Agreement; July, 2002.
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