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The World Bank

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Report No: 58257-SL

PROJECT APPRAISAL DOCUMENT

ON A

PROPOSED GRANT FROM THE
GLOBAL ENVIRONMENT FACILITY TRUST FUND

IN THE AMOUNT OF US\$ 1.80 MILLION

TO THE

REPUBLIC OF SIERRA LEONE

FOR THE

WETLANDS CONSERVATION PROJECT

February 24, 2011

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CURRENCY EQUIVALENTS

(Exchange Rate Effective February 3, 2011)

Currency Unit = Sierra Leonean Leones (SLL)
SLL 4280 = US\$1
US\$1.56194 = SDR 1

FISCAL YEAR

January 1 – December 31

ABBREVIATIONS AND ACRONYMS

AAA	Analytical and Advisory Activities
BCP	Sierra Leone Biodiversity Conservation Project
CAS	Country Assistance Strategy
CIF	Community Investment Fund
CS	Conservation Site
CSMC	Conservation Site Management Committee
CSMT	Conservation Site Management Team
CSSL	Conservation Society of Sierra Leone
DACO	Development Assistance Coordination Office
DDR	Disarmament, Demobilization and Reintegration
EFA	Environmental Foundation for Africa
ENFORAC	Environmental Forum for Action
EPA	Environmental Protection Agency
ESMF	Environmental and Social Management Framework
ESW	Economic and Sector Work
FD	Forestry Division
GDP	Gross Domestic Product
GEF	Global Environment Facility
GFCCI	Gola Forest Conservation Concession Initiative
GoSL	Government of Sierra Leone
IBA	Important Bird Areas
IDA	International Development Association
IDP	Internally Displaced Person
JCAS	Joint Country Assistance Strategy
KfW	Kreditanstalt fuer Wiederaufbau
MAFFS	Ministry of Agriculture, Forestry and Food Security
MDG	Millennium Development Goals
METT	Management Effectiveness Tracking Tools
MLCP	Ministry of Lands and Country Planning
MLCPE	Ministry of Lands, Country Planning and Environment
MMRF	Ministry of Marine Resources and Fisheries
MOU	Memorandum of Understanding
NaCEF	National Commission on Environment and Forestry
NaCSA	National Commission for Social Action
NBSAP	National Biodiversity Strategy and Action Plan
NEP	National Environmental Policy

NEPA	National Environmental Protection Act
NEPAD	New Partnership for Africa's Development
NFAP	National Forestry Action Plan
NPM	National Project Manager
NRM	Natural Resources Management
NSC	National Steering Committee
NTFPs	Non-Timber Forest Products
PEMSD	Planning, Evaluation, Monitoring and Statistics Division, MAFFS
PMT	Project Management Team
PRS	Poverty Reduction Strategy
PSC	Project Steering Committee
RPF	Resettlement Policy Framework
RSPB	Royal Society for the Protection of Birds
SL	Sierra Leone
SL-BCP	GEF-funded Biodiversity Conservation Project (formerly named Protected Area Management Project (PAMP))
SLEPA	Sierra Leone Environmental Protection Agency
SL-PRSP	Sierra Leone Poverty Reduction Strategy Paper
SL-PAMP	Sierra Leone Protected Area Management Project
TSS	Transitional Support Strategy
WAFR	Western Area Forest Reserve
WAPF	Western Area Peninsula Forest
WCB	Wildlife Conservation Branch of the Forestry Department
WCP	Wetlands Conservation Project

Regional Vice President:	Obiageli Ezekwesili
Country Director:	Ishac Diwan
Sector Director:	Jamal Saghir
Sector Manager:	Idah Z. Pswarayi-Riddihough
Task Team Leader:	John W. Fraser Stewart

**SIERRA LEONE
Wetlands Conservation Project**

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PAD DATA SHEET

Sierra Leone
Wetlands Conservation Project

PROJECT APPRAISAL DOCUMENT

Africa Region
Environment and Natural Resources Unit

<p>Date: February 24, 2011 Country Director: Ishac Diwan Sector Director: Jamal Saghir Sector Manager: Idah Z. Pswarayi-Riddihough Team Leader(s): John W. Fraser Stewart Project ID: P115836 Lending Instrument: GEF SIL</p>	<p>Sector(s): General Agriculture, fishing and forestry sector (100%) Theme(s): Biodiversity (100%) EA Category: B, Partial Assessment</p>
Project Financing Data:	
Proposed terms:	
<input type="checkbox"/> Loan <input type="checkbox"/> Credit <input checked="" type="checkbox"/> Grant <input type="checkbox"/> Guarantee <input type="checkbox"/> Other:	
Source	Total Amount (US\$M)
Total Project Cost:	1.80
Cofinancing (parallel):	0
Borrower:	
GEF:	1.8
Total Bank Financing:	0
IBRD	
IDA	
New	
Recommitted	
Borrower: Republic of Sierra Leone	
Responsible Agency: Division of Forestry, Ministry of Agriculture, Forestry and Food Security (MAFFS)	
Contact Person: Kate Garnett	
Telephone No.: (232) 766 27320	
Email: majelarnett@yahoo.co.uk	

Estimated Disbursements (Bank FY/US\$ m)					
FY	2011	2012	2013	2014	2015
Annual	.2	.4	.4	.4	.4
Cumulative	.2	.6	1.0	1.4	1.8
Project Implementation Period: March 24, 2011 to June 30, 2015					
Expected effectiveness date: June 2011					
Expected closing date: June 30, 2015					
Does the project depart from the CAS in content or other significant respects?				<input type="radio"/> Yes <input checked="" type="radio"/> No	
If yes, please explain:					
Does the project require any exceptions from Bank policies? Have these been approved/endorsed (as appropriate by Bank management)?				<input type="radio"/> Yes <input checked="" type="radio"/> No <input type="radio"/> Yes <input type="radio"/> No	
Is approval for any policy exception sought from the Board?				<input type="radio"/> Yes <input checked="" type="radio"/> No	
If yes, please explain:					
Does the project meet the Regional criteria for readiness for implementation?				<input checked="" type="radio"/> Yes <input type="radio"/> No	
If no, please explain:					
Project Development objective: To improve strategic and operational conservation management of wetland areas in Sierra Leone.					
Project description					
<p>Component 1: Strategic Planning for Wetland Conservation: This component will provide technical assistance to support: (i) reviewing and updating as appropriate of the existing policy and strategy for wetland conservation in Sierra Leone; (ii) updating the inventory and prioritizing conservation needs of key wetland ecosystems throughout Sierra Leone; and (iii) preparing a prioritized and phased strategic plan for wetland conservation nationwide.</p> <p>Component 2: Wetland Conservation Site Planning and Management: The component will provide services to support: planning and management; goods; minor infrastructure improvements; training, including workshops and study tours; and some operational costs in order to develop and implement effective conservation management at the selected priority wetland conservation sites.</p> <p>Component 3: Project Management: The Project will primarily finance services and some goods to support the existing BCP Project Management Team (PMT) within the Forestry Division of MAFFS, to ensure that the team has the necessary resources to effectively expand the scope of work to include the wetland sites and wetland conservation strategy development.</p>					

<p>Safeguard policies triggered?</p> <p>Environmental Assessment (OP/BP 4.01)</p> <p>Natural Habitats (OP/BP 4.04)</p> <p>Forests (OP/BP 4.36)</p> <p>Pest Management (OP 4.09)</p> <p>Physical Cultural Resources (OP/BP 4.11)</p> <p>Indigenous Peoples (OP/BP 4.10)</p> <p>Involuntary Resettlement (OP/BP 4.12)</p> <p>Safety of Dams (OP/BP 4.37)</p> <p>Projects on International Waters (OP/BP 7.50)</p> <p>Projects in Disputed Areas (OP/BP 7.60)</p>	<p><input type="radio"/> Yes <input type="radio"/> No</p> <p><input type="radio"/> Yes <input type="radio"/> No</p> <p><input type="radio"/> Yes <input checked="" type="radio"/> No</p> <p><input type="radio"/> Yes <input checked="" type="radio"/> No</p> <p><input type="radio"/> Yes <input checked="" type="radio"/> No</p> <p><input type="radio"/> Yes <input checked="" type="radio"/> No</p> <p><input checked="" type="radio"/> Yes <input type="radio"/> No</p> <p><input type="radio"/> Yes <input checked="" type="radio"/> No</p> <p><input type="radio"/> Yes <input checked="" type="radio"/> No</p> <p><input type="radio"/> Yes <input checked="" type="radio"/> No</p>
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Conditions and Legal Covenants:

Financing Agreement Reference	Description of Condition/Covenant	Date Due
	No conditions	

I. Strategic Context

A. Country Context

1. *Peace has been consolidated in Sierra Leone* following the September 2007 elections and, it is the first country designated as ‘post-conflict’ by IDA to experience a democratic transition of government. Sierra Leone’s post-conflict economic performance has been robust with an average real growth rate of 10 percent for the period 2000-2008. This growth was largely attributed to recovery in the agriculture and mining sectors, which significantly increased pressure on the natural resource base and biodiversity.

2. *Despite some progress, Sierra Leone’s recovery remains fragile and the country continues to rank amongst the least advantaged of countries in various measures.* As a result of global volatility (sharp increases in food prices in 2008 followed by steep declines in commodity demand and prices in 2009), the growth rate dropped to 4.0 percent and has exacerbated incidences of poverty, particularly amongst the young urban and peri-urban populations. Unless economic growth can be sustained and employment opportunities increased there are clear dangers that progress made so far will be undermined.

B. Sectoral and Institutional Context

3. *Sierra Leone is located in the Upper Guinean Forest Ecosystem* with a land area of 72,326 km² encompassing five main ecosystem types including: (i) lowland rainforests; (ii) montane forests; (iii) savanna woodlands; (iv) freshwater and wetlands; and (v) coastal and marine. More than 4,800 km² of Sierra Leone is wetlands, including riverine ecosystems, freshwater and coastal swamps and mangroves and artificial impoundments, which support unique ecosystems.

4. *Sierra Leone’s five main ecosystems host significant biodiversity* in terms of endemism and number of rare and threatened species. Indigenous fauna includes 15 species of primates, 18 species of antelopes and duikers, and over 500 bird species. Notably, Sierra Leone holds 23 bird species of global conservation concern and has numerous Important Bird Areas (IBA) that have been identified using globally agreed criteria.

5. *Sierra Leone’s biological diversity is diminishing rapidly* and the capacities of ecological systems to function properly are being reduced. Reportedly, as much as 70 percent of the country was formerly dominated by forest of which an estimated 20-25% of the area’s forest cover has been lost. The decline of Sierra Leone’s forests, including wetland areas, continues largely as a result of slash-and-burn agriculture involving short fallow periods as well as unsustainable harvesting. This is leading to erosion and sedimentation of aquatic ecosystems, and loss of mangroves that are the nurseries for multi-million dollar marine fisheries. Nationwide, deforestation continues unabated at an alarming rate, emphasizing the need for urgent action.

6. *Notably, mangroves are being degraded and destroyed* as a result of unsustainable harvesting for fuel wood and building materials, and conversion to other land uses. In addition to feeding the supply of fuel wood to urban areas, mangrove wood is used by local communities for smoking fish, as well as the construction of housing, canoes and small vessel boats. The

mangroves yield crabs, prawns, oysters and fish, and the mangrove creeks are fished intensively, with many being overfished. A great deal of mangrove and freshwater swamp forest has been cleared for agriculture, particularly rice cultivation. Large tracts are also converted for salt production. Because of the long period of rice cultivation in these areas, the naturally fragile soil structure is now very vulnerable to erosion and siltation. A recent assessment of the available information suggests that the area of mangrove forests in Sierra Leone has decreased by 45% over the decade from 2000 through 2010, from about 270,000 ha in 2000, to 148,000 ha in 2010.

Challenges

7. ***Future wetland conservation in Sierra Leone faces institutional challenges*** including overlapping mandates of Ministries, Departments, Agencies (MDAs) and traditional authorities responsible for land, water and forest resources; as well as competing interest in use of these resources for subsistence and commercial gain. There are currently no administrative arrangements for wetland management as such and this gap needs to be addressed to ensure that agriculture, fisheries and forestry sectors, traditional authorities (paramount and local chiefs) as well as regional/provinces authorities and district councils are all involved in wetland management.

8. ***Significantly, these wetland areas provide valuable ecosystem services and economic and conservation benefits*** through fisheries production, flood control, shoreline stabilization, and maintenance of water quality and has potential for ecotourism, given that they host diverse indigenous and some endemic biodiversity. Despite their importance these resources are not currently protected. Mangroves do not currently have national legal protection status, and most of the threats to their conservation are regulated only by traditional by-laws or international agreements. Notably, the Sierra Leone River Estuary has been designated a Ramsar site but currently has no legal protection and does not benefit from any external support. There is an urgent need to establish effective systems for conservation management of wetland ecosystems in Sierra Leone.

9. ***Attempts to ensure effective conservation of biological diversity and sustainable natural resource management are further hampered*** by: (a) weaknesses in conservation legislation and regulations and inadequate capacity for enforcement; (b) lack of effective partnerships for conservation; (c) insufficient funding to support conservation site management; and (d) lack of alternative sustainable livelihood opportunities. As a result Government's capacity to effectively conserve Sierra Leone's biodiversity assets is severely stretched.

Government Strategies and Action

10. The Wildlife Conservation Act of 1972 and the Forestry Act of 1988 (planned for update under the BCP), form the current legislative basis for wildlife protection and biodiversity conservation in Sierra Leone. The policy and legislative framework for the management of forest resources are encapsulated in the Forestry Act of 1988 and the forestry regulations of

1990. This legislation has enacted significant provisions for the efficient management and rational utilization of the country's forest resources in order to achieve a combination of benefits through forest production, forest protection and non-forest uses, through designation of hotspots as National Parks, Forest Reserves, Game Reserves and Sanctuaries.

11. The Division of Forestry within the Ministry of Agriculture, Food and Forestry which is responsible for forest management and biodiversity conservation, has recently outlined its three strategic priorities for forestry as "the three C's" of Commercial, Community, and Conservation forestry. In 2003, the GoSL prepared and adopted the National Biodiversity Strategy and Action Plan (NBSAP) which identified a broad range of cross-sectoral needs to ensure effective conservation of biodiversity, including for policy planning and legislation, capacity building, public participation, monitoring and evaluation, incentives, research and training, public education and awareness, access to technology and information, benefit sharing, indigenous knowledge, and financial resources.

12. Additionally the Government approved the implementation of the Important Bird Areas (IBA) Program in Sierra Leone and surveys and inventory of potential IBAs has been carried out since. The country also became the 118th member of the Ramsar Convention and the Sierra Leone River Estuary has been designated the country's first Ramsar site.

Rationale

13. Against the above background, and consequently under GEF 3, the Sierra Leone Biodiversity Conservation Project (BCP) was developed to build on existing Government and donor initiatives. The project emphasizes building the capacity of governmental institutions and personnel to carry out their mandates effectively through engaging local communities, local government, and other key stakeholders to participate in effective conservation planning and management at three priority terrestrial conservation sites, and in the development of mechanisms for sharing best management practice at other priority conservation sites around the country. However, the need for effective management and planning of the wetland ecosystems remains.

14. The proposed GEF-4 Wetlands Conservation Project has therefore been designed to complement the terrestrial focus of the GEF-3-BCP. It will enable the Government of Sierra Leone to consolidate and expand on the ecological coverage of ongoing initiatives to build a coherent national conservation program that will include wetlands and coastal priority areas. The project will fund national and international expertise to build capacity for wetland conservation, and will expand conservation management to the priority wetland areas not included in the scope of the BCP.

15. The project aims to generate impacts at both the national and local levels which are inherently inter-linked, i.e. development of national strategic plan for wetlands, and at the local level through a range of management and capacity interventions and small scale infrastructure

development which will successfully demonstrate the need to implement a wetland conservation plan strategically.

16. The Bank is in a unique position to catalyze the adoption of such an integrated and cross-sectoral approach because the Bank's ongoing macro and sector level dialogue and support programs provide for cross sectoral linkages for conservation, as well as the ability to harmonize Development Partners efforts toward common objectives. In particular it will bring experience in mainstreaming participatory, community-based approaches to governance and resource management, which will be of critical importance in ensuring success of this operation. Further, given that the Bank is supporting a portfolio of coastal management projects in West Africa and elsewhere (Senegal Integrated Marine and Coastal Resources Management Project; Guinea Bissau Coastal and Biodiversity Management Project; Guinea Coastal Marine and Biodiversity Management Project; Mozambique Coastal and Marine Biodiversity Management Project), the Bank has the capacity to draw upon regional and global experiences in designing and implementing programmatic responses to wetland management.

17. Finally, the World Bank has a comparative advantage by virtue of an already-established partnership in supporting biodiversity conservation in Sierra Leone under the BCP. This proposed project would augment and build on this experience, with emphasis on wetland and coastal areas, and on strengthening linkages between donor supported site specific conservation initiatives and the Governments national biodiversity conservation program. The Bank is also involved in Sierra Leone with the West Africa Regional Fisheries Program, which provides support to control illegal, unregulated and unrecorded use of marine resources, and establishes systems for sustainable management of coastal and marine resources. In this context, a proposal for establishing a marine protected area is under discussion. The proposed GEF support could augment efforts to conserve marine resources, which would focus on restricting and managing use of marine resources, with conservation management of adjacent mangrove and lagoon areas which are ecologically critical for the marine ecosystems and fishery resources.

C. Higher Level Objectives to which the Project Contributes

18. The proposed project will assist the Government of Sierra Leone to fulfill its development strategy for the period 2008 – 2012¹, as stated in the recently launched second Poverty Reduction Strategy (PRS). The PRS acknowledges the importance of sustainable management of Sierra Leone's natural resources – forests, wildlife, biodiversity, soil, water, land, fisheries and mineral resources – for achieving future economic growth. It also emphasizes the need to strengthen the linkages between poverty reduction and management of the environment as a key challenge to reducing poverty in Sierra Leone. The project will directly contribute to the following focus areas stated in the PRS: (i) halting deforestation, biodiversity loss and land degradation; (ii) developing and implementing strategies that address environment at the national level and are mainstreamed into implementation; (iii) promoting studies, research, surveys and analyses for the improvement and protection of the environment and the maintenance of a sound ecological system; (iv) building capacity of communities in the

¹ Poverty Reduction Strategy 2008-2012. An Agenda for Change GoSL, Dec. 2008.

management of protected area systems; and (v) promoting effective planning in the management of the environment.

19. It also contributes to the J-CAS (2010-2013), which is organized around the two pillars of growth and human development, and recognizes the importance of improving governance and planning in all sectors, including the environment, to limit negative impact on economic growth. GoSL has identified managing natural resources as an important governance priority for the country, as it has seen its natural resources depleted, with limited benefit to the economy or the people.

20. The proposed project has been developed as part of the *GEF Biodiversity Program in West Africa*, which aims to scale-up biodiversity conservation while capitalizing on sustainable use to support poverty alleviation and growth. The project will support globally important biodiversity conservation within the selected wetland areas and will generate improved revenue streams for local populations. These wetland systems provide valuable environmental services, including a critical refuge for native biodiversity, protection of soil and water resources, fisheries production, flood control, shoreline stabilization, and maintenance of water quality.

II. Project Development Objectives

A. PDO

21. The Project's Development Objective (PDO)/ Global Environmental Objective (GEO) is to improve strategic and operational conservation management of wetland areas in Sierra Leone.

B. Project Beneficiaries

22. Direct project beneficiaries are people or groups who directly derive benefits from the interventions of the project. These include people living within and around the conservation areas, and who will benefit through improved livelihood options, secured environmental benefits and increased eco-tourism potential. A substantial number of these beneficiaries are women, and in most cases responsible for issues related to the land and natural resources.

C. PDO Level Results Indicators

23. Progress towards achievement of the project development objective will be assessed through a number of output and outcome indicators

- Management Effectiveness Tracking Tool (METT) in selected priority wetland areas² (score)

² Mamunta Mayosso (wildlife sanctuary); Sierra Leone River Estuary (mangrove protected area). Selection of key species and ecological parameters will be monitored in order to measure achievement of Global Environmental Benefits following update of site specific threat analysis and baseline biodiversity surveys, which will be undertaken during year one of implementation. A number of key indicators species will be selected and monitored periodically through end of the project and beyond in order to provide guidance on the effectiveness of conservation management interventions. All relevant indicators will be embedded in the Tracking Tools for each conservation site.

- Direct project beneficiaries (number), of which are female (%)

III. Project Description

A. Project components

24. The proposed project has 3 components (details are provided in Annex 2) and will pilot activities in two wetland areas, the Sierra Leone River Estuary (coastal wetland) and the Mamunta Mayosso complex (inland, wetland).

Component 1: Strategic Planning for Wetland Conservation: This component will provide technical assistance to support: (i) reviewing and updating as appropriate the existing policy and strategy for wetland conservation in Sierra Leone; (ii) updating the inventory and prioritizing conservation needs of key wetland ecosystems throughout Sierra Leone; and (iii) preparing a prioritized and phased strategic plan for wetland conservation nationwide.

Component 2: Wetland Conservation Site Planning and Management: The project will provide services to support: planning and management; goods (e.g. motorbikes, small boats, global positioning systems (GPS), radios, lap tops); minor infrastructure improvements; training, including workshops and study tours; and some operational costs in order to develop and implement effective conservation management at the selected priority wetland conservation sites. Best practice will be shared with managers and stakeholders at other wetland sites around the country in the context of implementing a national strategic plan for wetland conservation. The component will include three sub-components:

2.1. Pilot Site Management Planning and Implementation, which will entail: (i) establishing conservation management teams (CSMTs) at each of the selected sites, and building partnerships among government, non-government organizations, community-based organizations, traditional village leaders and the private sector; (ii) developing site specific conservation management plans (CMPs) that are endorsed by traditional and local authorities; (iii) implementing conservation management plans (including minor infrastructure improvements for staff and visitors such as observation posts, water supply, road access, research facilities, trails and camp sites); boundary demarcation; working with local communities to improve resources management, implementing monitoring systems, exploring financing options; and (iv) building capacity of field staff and key stakeholders to undertake conservation planning, management, and enforcement through joint training programs.

2.2 Community Mobilization and Outreach and Conservation-linked Development, which will entail provision of consultant services, goods, and training for: (i) community outreach and awareness through strategic local and national communication programs that will include contributing to schools curricula, preparing information materials, extension by field staff, and developing nature clubs; and (ii) conservation-linked community development through the preparation and implementation of Community Action Plans (CAPs), which will, jointly with local stakeholders, identify priority threats to conservation in each site and explore options for

addressing them. Activities under the CAPs may include: (a) providing training for developing income-generating activities; (b) supporting potential small-scale entrepreneurs to develop business plans and partnerships in support of conservation-linked investment initiatives; (c) supporting local practices for sustainable land use; (d) strengthening linkages with government programs and service providers (such as Farmer Field Schools); and (e) possible introduction of energy-saving technologies to reduce unsustainable dependency on natural resources.

2.3. Mainstreaming Conservation in District Development Planning, which will entail supporting the Government's decentralization process by training conservation staff and local officials to work with District Councils and Ward Development Committees to ensure that conservation and sustainable natural resource management is incorporated in district and regional planning for development and service delivery.

Component 3: Project Management: The Project will primarily finance services and some goods to support the existing BCP Project Management Team (PMT) within the Forestry Division of MAFFS, to ensure that the team has the necessary resources to effectively expand the scope of work to include the wetland sites and wetland conservation strategy development. Activities will include: (i) ongoing operation of the National Steering Committee (NSC) and Project Management Team, (ii) developing and supervising annual and quarterly work plans and budgets, (iii) overseeing procurement and financial management and conducting annual audits, and (iv) establishing baselines, and developing planning, monitoring and evaluation systems for wetlands in the context of the national conservation program.

B. Project Financing

Lending Instrument

25. The Sierra Leone Wetland Conservation Project (WCP) is a full-sized, stand-alone GEF Project, with a four-year implementation period, to be financed by a GEF Grant in the amount of US\$ 1.80 million. The GoSL contribution in kind to the WCP will total US\$0.36 million. The GoSL is continuing discussions with other donors to raise more leveraged resources in support of the project, with current parallel cofinancing presented in the Incremental Cost Analysis in Annex 7.

Project Financing Table

26. Total project financing requirements are estimated at US\$ 2.16 million, inclusive of price and physical contingencies. Detailed information on costs and financing sources is provided in Tables 1 and 2.

Table 1. Project Costs by Component and Use of Financing³

Project Cost By Component and/or Activity	Local \$ million	Foreign \$ million	Total \$ million
Component 1: Strategic Planning for Wetland Conservation:	0.034	0.09	0.124
Component 2: Wetland Conservation Site Planning and Management			
2.1. Pilot Site Management Planning and Implementation	0.732	0.302	1.034
2.2. Community Mobilization and Outreach and Conservation-linked Development	0.19	0.15	0.34
2.3. Mainstreaming Conservation in District Development Planning	0.016	0.004	0.02
Component 3: Project Management	0.086	0.016	0.102
Total Baseline Cost	1.318	.572	1.62
Contingency			
Physical			.03
Price			.08
Tax (VAT)			.07
Total Project Costs			1.8
Total Financing Required			1.8

Table 2. Project Costs by Component and Source of Financing

Project Cost By Component and/or Activity	GEF \$ million	Govt \$ million	Total \$ million
Component 1: Strategic Planning for Wetland Conservation:	0.15	0	0.15
Component 2: Wetland Conservation Site Planning and Management			
2.1. Pilot Site Management Planning and Implementation	1.12	0	1.12
2.2. Community Mobilization and Outreach and Conservation-linked Development	0.4	0	0.4
2.3. Mainstreaming Conservation in District Development Planning	0.025	0	0.025
Component 3: Project Management	0.105	0	0.105
Total Financing Required	1.8	0	1.8

³ Government of Sierra Leone will provide an in-kind contribution of US\$360,000 to support project implementation.

C. Lessons Learned and Reflected in the Project Design

27. Project design was guided by lessons learned from numerous past and ongoing World Bank and non-Bank supported protected area management, wetlands and biodiversity projects, primarily in the West and Central Africa as well as from recent donor supported conservation projects in Sierra Leone, including: (i) the Conservation and Sustainable Utilization of Resources in Central Africa; (ii) the Sectoral Program for the Valorization of Protected Areas in Gabon; (iii) the Protected Area Development Project in Ghana; (iv) the Gola Forest Project; (v) feasibility studies on options to protect Gondama and Matama Islands in Bo and Pujehun Districts; and (vi) the Tiwai Island Sanctuary Project, which is currently the only gazetted Wildlife Reserve in the country that is providing social benefits such as employment, education and recreation through eco-tourism.

28. The main lessons learned and incorporated in project design include the need to: (i) build ownership for sustainability through active and meaningful involvement of key stakeholders in project preparation, implementation and monitoring, specifically including local communities and traditional authorities in decision making; (ii) ensure that stakeholders are fully informed, understand and support the objectives of conservation, as well as their responsibilities and the potential benefits that will accrue; (iii) develop site specific conservation strategies and monitoring programs that targeted key threats and the underlying causes; (iv) define Government roles to ensure effective protection of selected sites as well as sharing best practice to support replication of project successes; (v) build technical, organizational and management capacities of all relevant stakeholders at national, District, Ward and Site levels; (vi) ensure key staff are selected through transparent and competitive processes and augment Government capacity and skills with consultant expertise as necessary; and (vii) ensure realism in the scope of project focus and expected outcomes.

IV. Implementation

A. Institutional and Implementation Arrangements

29. The project will utilize existing institutional structures and the same institutional arrangements as defined for the BCP and will include arrangements for oversight at both the national and conservation site levels. Further details are included in Annex 3.

30. ***Project Management at the National Level.*** The Ministry of Agriculture, Forestry and Food Security (MAFFS), through its Forestry Division, will be the *Executing Agency*. Under the BCP, the Forestry Division has established a *Project Management Team (PMT)* responsible for the day-to-day project management, coordination, supervision and monitoring of project activities at all levels. Scope of the PMT responsibilities will be enhanced to include management of the WCP. The PMT, based in Makeni, consists of a Project Manager, and specialist staff with skills in biodiversity conservation site planning and management, information technology and GIS, social and rural development, biodiversity surveys, and monitoring policy and regulatory aspects of conservation, and communications and outreach.

The PMT will directly supervise the Conservation Site Managers (CSMs) at the priority conservation sites.

31. ***Project Oversight at the National Level.*** Under the BCP, a National Steering Committee (NSC) was established and chaired by the Minister, MAFFS. Membership of the NSC includes the Forestry Division's Director of Forestry as well as the Assistant Director of Conservation and Wildlife Management Unit, the Project Manager from the Project Management Team, representatives of the Ministry of Finance and Development (MFD); the Ministry of Internal Affairs, Local Government and Rural Development (MIALGRD); the Ministry of Lands, Country Planning and Environment (MLCPE); the Ministry of Fisheries and Marine Resources (MFMR); the Ministry of Mineral Resources (MMR); the Ministry of Tourism and Cultural Affairs (MTCA); the Sierra Leone Environmental Protection Agency (SLEPA); a representative of local NGOs; and a community representative from each conservation site. Representatives of other Ministries, Departments and Agencies may be invited to participate on an ad hoc basis as needs arise. The NSC will provide strategic and advisory guidance and assistance in resolving inter-sectoral challenges to project implementation.

32. ***Project Management at Conservation Site Level.*** Each site will have a *Conservation Site Management Team (CSMT)* composed of Forestry Division staff, including a Conservation Site manager, an office manager/administrator, two technical-level staff and at least six guards. With the support of the PMT, each CSMT will contribute to the preparation and take lead responsibility for implementing site management plans in collaboration with the Conservation Site Management Committee.

33. ***Project Oversight at Conservation Site Level.*** A Conservation Site Management Committee (CSMC) will be established for each of the priority conservation sites, chaired by the District Council Chairman, with the Conservation Site Manager as Member and Secretary. The CSMC will consist of representatives of local communities, NGOs, other local stakeholders, such as mining or logging concessionaires, traditional leaders (e.g. Paramount Chiefs), and village committees. The CSMC will provide guidance, advice and assistance in addressing inter-sectoral challenges to project implementation at each of the priority conservation sites.

B. Results Monitoring and Evaluation

34. The overall objective of the project's Monitoring and Evaluation (M&E) system is to monitor progress, results and outcomes of the project's interventions into developing a national wetland strategy and into managing selected priority wetland areas in Sierra Leone as well as to provide lessons learned for replication of the area-specific interventions. Project monitoring will be an on-going process that will produce quarterly reports on output indicators, half-yearly reports on output and outcome indicators, and annual reports on outcome indicators. The METT for the selected sites will be updated annually.

35. M&E will be the overall responsibility of the PMT in collaboration with Policy Evaluation, Monitoring and Statistics Division of MAFFS. While the PMT M&E Officer will

coordinate development and implementation of the M&E System, project staff at the various levels, implementing partners and service providers will play an important role in M&E activities. The Forestry Division (FD) will ensure that consolidated M&E reports are submitted to the World Bank at regular intervals.

36. M&E will be undertaken at the national, district and wetland area levels. A number of different agencies will be involved including the relevant line ministries and departments, Development Partners, NGOs and CBOs, and communities and traditional authorities associated with each site.

37. As established under the BCP, the PMT will undertake a training needs assessment to identify skills and capacity needed to strengthen institutional capacity of the Forestry Division, centralized staff, decentralized staff, and other relevant authorities and stakeholders. M&E needs will be considered as part of this process, with workshops, study tours, and other training provided to ensure that sufficient capacity exists to sustain effective M&E following project completion.

C. Sustainability

38. *Commitment of the Recipient.* Established institutional responsibility for forestry and for protected area and biodiversity conservation is with the Forestry Division within the MAFFS. At the field level, the Forestry Division is committed to establishing Conservation Site Management Teams through relocation or recruitment of staff as necessary. A team of experienced and appropriately trained managers and staff is being developed under the GEF Biodiversity Conservation Project. The team will be expanded to undertake conservation planning and management of the two wetland sites, and help develop the national strategic plan for wetland conservation.

39. *Institutional sustainability:* The project will increase the level of institutional and human resource capacity at national, district and site levels. It will build government staff capacity at the site level, where it will also establish new multi-stakeholder site management committees, and explore partnerships for conservation with civil society and private sector groups where possible. It will build on the Government's program of decentralization and work through District Councils, Wards, and Village Development Committees, as well as district forestry and wildlife offices, environmental protection offices, and community based organizations to ensure that conservation is incorporated in local, district and regional planning and resource management. This will be complemented by activities to build awareness and support for conservation among national level stakeholders, strengthen the legal framework, and develop a prioritized strategy for sharing best practice and building capacity for management of all priority conservation sites around the country.

40. *Social sustainability* will be achieved by fostering local ownership of the project through active involvement of local stakeholders (communities, traditional leaders, and Community Based Organizations) at site level when confirming, prioritizing, planning and implementing project supported activities. In order to ensure long-term commitment for sustaining project outcomes and impacts, the project will prepare and implement community action plans in each

site that will identify and support sustainable livelihood alternatives to unsustainable resource uses that impact negatively on the biodiversity of the conservation sites. Management plans will establish road maps and milestones to profitable operations, but follow-up support after the close of the project will be needed. Activities supported under the action plans will strengthen local community capacity to maintain or improve their economic status in a conservation linked manner, thereby further strengthening local community involvement and support for conservation objectives.

41. *Financial sustainability*⁴: It is expected that the conservation sites will only become financially self-sustaining entities in the medium- to long-term, and even then, significant funding from the Government will be required for viability. As such, funding from external sources will remain necessary for some time in order to achieve the conservation goals. Based on a rapid assessment of the status and trends in degradation of forests in Sierra Leone, the project will identify potential opportunities for forestry-based carbon off-set projects, like REDD, and linkages with wetland and biodiversity conservation more broadly. In addition, the project will provide natural resource-dependent communities with alternative means of livelihood by promoting economically viable and environmentally-friendly economic activities which will reduce pressure on the natural resources in the conservation sites and enhance sustainability. As a key to financial sustainability, the project will introduce an effective and transparent financial management system at the site level.

42. *Ecological*. In all cases the activities and investments introduced such as (i) promoting sustainable land use practices; (ii) raising environmental awareness through school programs and other initiatives; and (iii) promoting eco-tourism, are aimed at increasing environmental sustainability of rural activities. Natural resources management systems that may be developed by the project (CS's) tend to involve a trade-off between sustainability and short-term return, and hence sustainability cannot be guaranteed, especially if appropriate monitoring activities are not pursued in the long run. Nevertheless, the impact of the project should still be to make these systems more sustainable than at present since barriers and constraints at all levels to ensure long-term maintenance of environmental stewardship and ecological productivity as well as the enhancement of environmental services (biodiversity, watershed management, water quality, sequestration, climate change) at both national and global levels will be addressed.

V. Key Risks

43. Potential risks to the project are summarized in the Operational Risk Assessment Framework (see Annex 4). The overall project risk is rated as “Medium-Impact”, based on risks with potentially substantial impacts to the achievement of the development objective, but that have an overall low likelihood of occurring as a result of mitigation measures. The key risks that have been considered during preparation and design, and will be closely monitored during implementation, are: (i) the risk that the implementing agency, MAFFS, has limited capacity to successfully implement the project, including limited technical expertise and experience with project and financial management; (ii) the risk that local communities may be inclined towards

⁴ Financial sustainability is achieved when a protected area system is able to secure sufficient and predictable levels of resources over the long-term to meet its total costs (GEF, 2007).

unsustainable resource exploitation, due to poverty and insufficient incentives; and (iii) the risk that the Government of Sierra Leone may not provide adequate attention and resources to improving strategic and operational conservation management of wetlands.

44. The first risk is the lack of capacity of MAFFS to successfully implement the project. This risk includes the limited skills and experience in project and financial management, weak levels of expertise related to wetland conservation issues, and limited performance of field staff due to apparent lack of incentives for improving work effectiveness and efficiency. To mitigate this risk, the project will support capacity building and training for both centralized and decentralized MAFFS staff. In addition, the project will make use of external consultants, through a project management team, who will support MAFFS in project implementation. Procurement and financial management functions will also be supported by the project coordination unit for the Rural and Private Sector Development Project, who have experience in Bank procedures, which will mitigate this risk while the Forestry Division and the ministry develop their capacity.

45. The second risk is that local communities may be inclined towards unsustainable resource exploitation, including illegal harvest of mangrove timber and other products, overfishing and encroachment, in order to support their livelihoods. To mitigate this risk, the project will develop and implement Community Action Plans that will support social and economic development activities linked with the project objectives, and to be complemented by public awareness campaigns and outreach programs.

46. The third risk is that the government may not provide adequate attention and resources to improving conservation management of wetlands. To mitigate this risk, and beginning under the BCP, technical and financial support will be provided to strengthen the national biodiversity framework as well as develop national strategic plans for prioritizing biodiversity and wetlands conservation issues. In addition, the project will facilitate inter-sectoral cooperation through a National Steering Committee, established under the BCP, which is composed of representatives from relevant ministries, departments and agencies, as well as NGOs and communities surrounding the conservation sites. The NSC will provide strategic and advisory guidance and assistance in resolving inter-sectoral challenges to project implementation.

VI. Appraisal Summary

A. Economic and Financial Analysis

47. Based on the nature of the project, classical financial and economic analyses cannot accurately measure the impact of the project on the beneficiaries, as well as on the country. The weakness of environmental data collection in Sierra Leone, and the difficulty in monetizing biodiversity benefits, exacerbates the difficulty of measuring and valuing many of the effects involved, especially the likely off-site benefits (positive externalities) of the two proposed wetland conservation sites, and in the non-protected areas. Therefore, this section of the PAD does not provide an economic and financial analysis. The relevant analysis is to be found in

Annex 7, Incremental Cost Analysis. In addition, for all livelihood sub-projects, each proposal will be evaluated for financial and economic soundness, prior to sub-project selection.

B. Technical

48. The project is technically justified on the basis of the urgent need to address growing threats to Sierra Leone's priority wetland conservation sites that are still rich in biodiversity and remain as intact ecosystems. The growing threats result from unsustainable exploitation of natural resources associated with population growth and the expansion of economic activities following more than a decade of civil war. The project will continue the approach established under the BCP, and pilot best practice in conservation site planning and management at two priority wetland sites, and build capacity to replicate this experience at other priority wetland conservation sites throughout the country. The project objective, components and activities were developed in a participatory manner by the Forestry Division's technical staff with the support of other stakeholders including sector specialists who were also engaged in designing and implementing other on-going conservation initiatives in Sierra Leone. The project will build new skills in multi-stakeholder participatory planning for conservation and sustainable resource management, in the context of decentralized development planning. Site level interventions include identifying and addressing underlying causes of the main local threats to wetland conservation, together with local communities and traditional and local authorities. This will entail designing and implementing targeted community action plans to reduce unsustainable impacts on wetlands, and develop linkages between economic benefits and the objectives of conservation. New skills will be derived from international and local experience through a combination of formal and on-the-job training, networking, exchange programs, and will focus on developing practical approaches to wetland conservation that are appropriate for local conditions and needs.

C. Financial Management

49. While the proposed financial management arrangements of the project satisfy the Bank's minimum requirements under OP/BP 10.02, the overall financial management residual risk is rated 'medium likelihood. The Financial Management and Procurement functions of this project will be performed by the PCU of the Rural and Private Sector Development Project (RPSDP). A Designated Account (DA) denominated in US Dollars will be opened in Freetown and will be managed by the PMT to fund all centrally managed expenditures, while a revolving Imprest bank account will be opened in Makeni (where the project implementation team will be based) to fund the operating costs in the field. The Bank will make disbursements of Advances to the Designated Account to be held in Freetown from which funds will be transferred to the Imprest bank account in Makeni. The imprest account will be funded with 90 days cash requirements and replenishments will be quarterly. The Accountant General's Department of the Ministry of Finance and Economic Development will second and designate an Imprest Accountant to the Makeni office to handle all field financial management functions and submit monthly returns to the PCU in the RPSDP to review before it can process the quarterly replenishments to the Makeni Imprest Bank Account.

50. The project will use report-based disbursements through the use of quarterly Interim Financial Reports on the sources and uses of project funds. A forecast of the first 6 months' expenditures will form the basis for the initial withdrawal of funds from the Credit, and subsequent withdrawals will equally be based on the **net** cash requirements for subsequent 6 months. Withdrawal applications shall be submitted to the Bank quarterly. Supporting documentation will be retained by the implementing agencies for review by the IDA missions and external auditors.

51. The project will follow a cash basis of accounting and financial reporting and will submit, within 45 days of each calendar quarter, quarterly interim financial reports of the project including, at the minimum: (a) Actual and Forecast Cash Flow Statement according to Components, Sub-components and Activities; (b) Summary Statement of Expenditures according to Disbursement Categories; (c) Designated Account Reconciliation Statement; (d) Physical Progress Report; and (e) Procurement Status Monitoring Report. The annual audited financial statements of the project shall be submitted to IDA within 6 months of the end of the GoSL's fiscal year (i.e. by June 30 each year). The audit will be conducted by a private sector auditor, upon approval of the Auditor General, and the auditor shall be appointed within 4 months of project effectiveness.

D. Procurement

52. The overall procurement risk is rated High, primarily based on the limited capacity of the implementing agency to manage procurement. Given the Ministry's weak capacity for financial management and procurement, and to make use of existing arrangements established under the BCP, it was decided and agreed with government to utilize the services of the Project Coordinating Unit (PCU) of the ongoing World Bank-financed Rural and Private Sector Development Project (RPSDP). The PCU is supported by Financial Management and Procurement Specialists from a consultancy firm and they provide professional support to the Ministry irrespective of funding source.

E. Social

53. Project strategy recognizes the need to address social priorities in order to achieve conservation objectives. Villages and communities adjacent to the conservation sites are extremely poor and often lacking access to basic social infrastructure such as schools, health centers, drinking water, etc. Many villages are physically isolated, especially during the rainy season, and income-generating opportunities are often absent. This leads to pressure on the accessible natural resources from slash-and-burn agriculture, wood harvesting for domestic use, use of non-timber forest products and hunting. While local communities are aware of the restrictions imposed by the establishment of the conservation sites, and recognize the importance of supporting conservation objectives, basic livelihood alternatives need to be developed and supported in order to compensate for losses incurred due to the restriction of access to resources and further strengthen support for conservation. Consequently, the project will actively engage communities and traditional authorities in preparing and implementing conservation management plans, as well as in evaluating the overall impact of project activities. In particular, local communities will play a key role in identifying and quantifying threats to wetlands and

natural resources, stakeholder mapping, surveys, training workshops, and outreach programs, and will be represented in the Conservation Site Management Committees, which will endorse site plans at the local level.

54. The status of the small number of human settlements adjacent to the project sites will be verified in the early stages of implementation when boundaries will be confirmed and demarcated. As an alternative to relocation, the Forestry Division is assessing the possibility of regularizing settlements and zoning conservation areas in accordance with plans that will be agreed with local communities. In the event that resettlement is considered to be the optimal course of action, it will be carried out in accordance with the Resettlement Policy Framework and will also take account of the Process Framework. The Process Framework provides a preliminary assessment of access restrictions involved: (i) defining the restrictions on access to natural resources in proposed conservation sites under the WCP; (ii) identifying and quantifying the impacts that those restrictions may have on different segments of the local population; (iii) proposing, implementing and monitoring specific measures to compensate for the loss of those assets and the income associated with them; and (iv) putting in place grievance resolution mechanisms in order to resolve any issues that may arise due to restrictions on resources over the course of the project. The Recipient will carry out in-depth consultations with local communities, prior to enforcing any new, Project-related restrictions in order to prepare an Action Plan for each site, describing the specific measures to be undertaken to assist project-affected persons and specific arrangements for their implementation. This Action Plan shall be submitted to the World Bank for review and clearance.

F. Environment

55. The entire project constitutes an environmental mitigation and management plan. It has been designed and will be implemented in a participatory manner in order to build capacity to address specific threats to the ecological integrity of selected priority conservation sites. An Environmental and Social Management Framework (ESMF) has been prepared that will guide the preparation of an Environmental Management Plan, once specific sites and activities have been identified. The project will include development of a strategic plan to share best practice with managers and other stakeholders at other priority conservation sites, thereby leading to mitigation or prevention of existing or potential impacts on wetlands conservation in Sierra Leone. Threats include loss of natural ecosystems or key species, as well as destruction and disturbance of habitats. The project will involve local communities and other stakeholders, including traditional authorities, in the preparation and endorsement of site specific management plans, and interventions will include support for community development activities that are linked with conservation objectives. The project will also build awareness at the national and district levels of the needs and opportunities to mitigate or pre-empt threats to priority habitats or species in regional development planning.

G. Fraud and Corruption

56. “Guidelines on Preventing and Combating Fraud and Corruption in Projects Financed by IBRD Loans and IDA Credits and Grants” dated October 15, 2006 and updated January 2011, shall apply to the project.

**Annex 1: Results Framework and Monitoring
SIERRA LEONE: Wetlands Conservation Project**

PDO Level Results Indicators	Core	Unit of Measure	Baseline	Cumulative Target Values				Frequency	Data Source/ Methodology	Responsibility for Data Collection
				YR 1	YR 2	YR3	YR 4			
Indicator One: Management Effectiveness Tracking Tool (METT) in selected priority wetland areas:	☐	Score	PAME Tracking Tool (TT) available					Annually	Management Effectiveness Tracking Tool	PMT
a) Sierra Leone River Estuary			Score=20	20	21	22	24			
b) Mamunta Mayosso			Score=19	19	20	21	23			
Indicator Two: Direct project beneficiaries (number), of which are female (%) –	☒	Number (%)	SLRE 0 52%	0	35,971 52%	71,943 52%	107,915 52%	Annually	Social Assessments, Community Action Plans	PMT
			MM 0 53%	0	17,322 53%	34,645 53%	51,968 53%			
INTERMEDIATE RESULTS										
Component One: Strategic Planning for Wetland Conservation										
Strategic Plan for Wetland Conservation		Yes/No	Existing forest and wildlife policies and strategies	Review of current policies, regulations and plans	Consultation process for setting priorities in wetland conservation in Sierra Leone conducted	Drafting of new strategic plan and submission to relevant authorities for approval	Strategic Plan under implementation	Annually	Notes from Attorney General's Office, Government Gazette	PMT

Updated inventory and prioritization of conservation needs of key wetland ecosystems in Sierra Leone		Yes/No	Outdated/incomplete inventory	New inventory in progress	Updated inventory completed and priority needs identified			Annually	Inventory report	PMT
Component Two: Wetland Conservation Site Planning and Management										
2.1 Pilot Site Management Planning and Implementation										
Participatory management plans for selected priority wetland areas developed and adopted by Conservation Site Management Committees		Yes/No	Management Plans for Project do not exist	Standardized format and schedule for preparing MPs developed Biodiversity surveys and threat analysis initiated	MPs for project sites prepared and operational	MPs under implementation	MP implementation in progress; goals being met according to plan	Annually	Minutes of participatory meetings, MP updates	PMT
Annual work plan for selected wetland areas are approved by relevant Conservation Site Management Committees		Yes/No	Annual work plans do not exist	Annual work plans approved by CSMC	Annual work plans approved by CSMC	Annual work plans approved by CSMC	Annual work plans approved by CSMC	Annually	Minutes of meetings; Quarterly and Annual reports	PMT
Basic infrastructure as identified in Management Plans (e.g.) established in selected priority wetland areas		Yes/No	Basic infrastructure inadequate or absent	Basic infrastructure needs identified in MPs and under procurement	Provision of key infrastructure in progress	Provision of key infrastructure in progress	Key infrastructure in place in each site	Annually	Management Plans	PMT
% of households (hh) targeted under CAPs receiving training and/or support for conservation-linked activities		%	TBD	0%	10%	20%	30%	Annually	CAPs	PMT
All District Development Plans of the three Districts have a chapter on wetland		Number	0		1	2	3	Annually	District Development Plans	PMT

conservation by EOP									
Chiefdom by-laws updated to include existing wetland conservation laws and regulations	Yes/No	Existing by-laws do not reference conservation objectives	Meetings held with Paramount Chiefs, District Councils, local communities at each site. By laws updated and disseminated	By-laws updated			Annually	Published regulations	PMT
Project budget executed according to annual work plan.	Yes/No	No budget execution	Budget executed according to work plan	Budget executed according to work plan	Budget executed according to work plan	Budget executed according to work plan	Annually	Progress and annual reports	PMT

Annex 2: Detailed Project Description

SIERRA LEONE: Wetlands Conservation Project

Project approach

1. The project will support two strategic elements, in piloting an integrated eco-systems approach, by addressing: (1) institutional weaknesses and policy barriers and strengthening the enabling environment for sustainable biodiversity conservation; and (2) knowledge and technology barriers for improving conservation planning. The envisaged field investments will improve the status of protection and management of key wetlands of global biodiversity importance. The overall expected outcomes will include: (1) functioning eco-systems in maintained wetland areas and plans for improvement agreed with stakeholders; (2) capacity (at different levels) for management and planning of wetland ecosystems strengthened; and (3) enabling environment to support wetland conservation strengthened.

Selection of Project Areas

2. The proposed project will pilot the conservation planning and management of the Sierra Leone River Estuary (coastal wetland) and the Mamunta Mayosso (inland, wetland). Both proposed pilot project sites were identified in the National Wetland Inventory for Sierra Leone, which was prepared with the support of the Ramsar Small Grants Fund (SGF) in 2002. The biological significance of the sites was endorsed and described when they were both included among the top 11 priorities for Biodiversity Conservation in the 2005 national review undertaken by BirdLife International and the Conservation Society of Sierra Leone in collaboration with the Forestry Division of the Government of Sierra Leone. The sites will pilot and build experience and capacity for conservation planning and management of coastal/marine mangrove, as well as seasonal aquatic wetland ecosystems. Both sites are also sufficiently accessible from Freetown as to provide opportunities for research and education, as well as ecosystems interpretation for the wider public.

3. *The Sierra Leone River Estuary* covers an area of more than 259,000 ha and was designated a “Wetland of International Importance” on December 13, 1999 under the Ramsar Convention on Wetlands. This site is the drowned estuary of the Rokel/Seli River. It is bounded to the north by a coastal plain indented by creeks, and to the south by the mountainous Western Area peninsula. At the point of entry into the Atlantic Ocean, the estuary widens to about 11 km and abruptly deepens along its southern shore to form a natural harbour (the third-largest in the world). The estuary is lined by 110 ha of mud and sand foreshore, backed by mangroves, and 1,800 ha of intertidal mudflat and muddy sandflats, containing key mangrove tree species and abundant wader species. The predominant mangrove tree species are *Rhizophora* sp., *Avicennia africana*, *Laguncularia* sp. and *Conocarpus* sp. The site is a critical bird habitat. A total of 36 wader species have been recorded in the estuary and numbers are known to regularly exceed 20,000. This is one of the four major sites for wintering waders in the country. Concentrations are usually found along the banks of the Bunce River and Aberdeen Creek, where mangroves provide suitable roosting sites, as well as breeding habitat for such species as the striated heron

Butorides striatus, and other species of egrets and herons. Less common migrant Palearctic waders (less than 500 individuals) found include ruddy turnstone *Arenaria interpres*, Eurasian curlew *Numenius arquata*, marsh sandpiper *Tringa stagnatilis* and Temmink's stint *Calidris temminckii*.⁵

4. Major threats to the site include, *inter alia*, unsustainable clearing of mangroves for firewood and construction materials; dumping of untreated waste from industries in the Freetown area; and oil spillage from tankers unloading at the main port. Furthermore, salt processing and curing of fish, which requires large quantities of firewood, provide additional threats to the site.

5. **The Mamunta Mayosso** complex is situated in Kholifa and Mabang Chiefdoms, Tonkolili district, Northern Province about 180km due east of Freetown, and was the first site to be managed as a wildlife sanctuary in Sierra Leone. Located almost at the centre of the country, Mamunta Mayosso supports a wide range of vegetation types. The predominant vegetation is boliland (seasonally flooded grassland) with occasional occurrence of swamps, savanna, secondary forest and two perennial lakes. This 2,000 ha site is important for its diverse endemic flora and has excellent eco-tourism potential; it is one of the few areas in Sierra Leone still supporting viable populations of the threatened Dwarf Crocodile, and hosts 252 species of birds, belonging to 51 families. These include two near threatened species - Turati's Boubou and Rufous-winged Illadopsis. A waterfowl census conducted at the two wetlands of Dakrafi and Robierra (Thompson, 1994) gave a total of 1280 birds of 18 species and includes a large count of the White-faced Whistling Duck. In addition to birds, eight species of primates are known to occur in this sanctuary. Also present are big game mammals such as bushbuck, bushpig, genets and duikers. The threatened primate species are Western Chimpazee and Red Colobus monkey. Other threatened fauna includes the Dwarf Crocodile. The major threat to the site is cultivation of agricultural crops (rice and cassava). Other threats include cattle grazing, fishing, and hunting.

6. The communities within the vicinity of the reserve operate a raffia produce-manufacturing group that deals in high quality raffia products like handbags, baskets, hand fans etc. Makeni, which is the headquarter town in the Northern Province is within 50 km to the north.⁶ The selected sites will therefore not only enhance the ecosystem representativeness within the protected area system but also offer a high potential for tourism activities in the future. At the outset it is thus critical that the selected sites are brought under proper management and the basic critical needs of these areas be met to enable any further action in the longer term.

Project Components

7. **Component 1: Strategic Planning for Wetland Conservation:** This component will provide technical assistance to support: (i) reviewing and updating as appropriate of the existing policy and strategy for wetland conservation in Sierra Leone; (ii) updating the inventory and prioritizing conservation needs of key wetland ecosystems throughout Sierra Leone; and (iii) preparing a prioritized and phased strategic plan for wetland conservation nationwide.

⁵ BirdLife International (2009) Important Bird Area factsheet: Sierra Leone River estuary, Sierra Leone.

⁶ Some information on Mamunta Mayosso is from Conservation Society of Sierra Leone

8. **Component 2: Wetland Conservation Site Planning and Management:** The project will provide services to support: planning and management; goods (e.g. motorbikes, small boats, global positioning systems (GPS), radios, lap tops, etc.); minor infrastructure improvements; training, including workshops and study tours; and some operational costs in order to develop and implement effective conservation management at the selected priority wetland conservation sites. Best practice will be shared with managers and stakeholders at other wetland sites around the country in the context of implementing a national strategic plan for wetland conservation. The component will include three sub-components:

2.1. Pilot Site Management Planning and Implementation, which will entail: (i) establishing conservation management teams (CSMTs) at each of the selected sites, and building partnerships among government, non-government organizations, community-based organizations, traditional village leaders and the private sector; (ii) developing site specific conservation management plans (CMPs) that are endorsed by traditional and local authorities; (iii) implementing conservation management plans (include minor infrastructure improvements for staff and visitors such as observation posts, water supply, road access, research facilities, trails and camp sites; boundary demarcation; working with local communities to improve resources management, implementing monitoring systems, exploring financing options; and (iv) building capacity of field staff and key stakeholders to undertake conservation planning, management, and enforcement through joint training programs.

2.2. Community Mobilization and Outreach and Conservation-linked Development, which will entail provision of consultant services, goods, and training for: (i) community outreach and awareness through strategic local and national communication programs that will include contributing to schools curricula, preparing information materials, extension by field staff, and developing nature clubs; and (ii) conservation-linked community development through the preparation and implementation of Community Action Plans (CAPs), which will, jointly with local stakeholders, identify priority threats to conservation in each site and explore options for addressing them. Activities under the CAPs may include: (a) providing training for developing income-generating activities; (b) supporting potential small-scale entrepreneurs to develop business plans and partnerships in support of conservation-linked investment initiatives; (c) supporting local practices for sustainable land use; (d) strengthening linkages with government programs and service providers (such as Farmer Field Schools); and (e) possible introduction of energy-saving technologies to reduce unsustainable dependency on natural.

2.3. Mainstreaming Conservation in District Development Planning, which will entail supporting the Government's decentralization process by training conservation staff and local officials to work with District Councils and Ward Development Committees to ensure that conservation and sustainable natural resource management is incorporated in district and regional planning for development and service delivery.

9. **Component 3: Project Management:** The Project will primarily finance services and some goods to support the existing BCP Project Management Team (PMT) within the Forestry Division of MAFFS, to ensure that the team has the necessary resources to effectively expand the scope of work to include the wetland sites and wetland conservation strategy development. Activities will include: (i) ongoing operation of the National Steering Committee (NSC) and

Project Management Team, (ii) developing and supervising annual and quarterly work plans and budgets, (iii) overseeing procurement and financial management and conducting annual audits, and (iv) establishing baselines, and developing planning, monitoring and evaluation systems for wetlands in the context of the national conservation program.

Annex 3: Implementation Arrangements SIERRA LEONE: Wetlands Conservation Project

1. Project institutional and implementation arrangements

1.1 Project administration mechanisms

1. The project will be implemented at two levels: (i) the national level for overall project coordination, planning, monitoring and evaluation, as well as implementation of Component 1 in support of a strategic plan for wetland conservation; and, (ii) the conservation site level for implementation of Component 2 in support of conservation site planning and management.⁷ Implementation arrangements respond to existing capacity of Government structures at central, district and site levels, and will contribute to building management processes for long-term sustainability beyond the project's lifespan.

National Level

2. ***Project Oversight at the National Level.*** A National Steering Committee (NSC) was established under the BCP, and is chaired by the Minister, MAFFS. Membership of the NSC includes: (i) the Forestry Division's Director of Forestry as well as Assistant Director of Conservation and Wildlife Management Unit; (ii) the Project Manager; (iii) representatives of the Ministry of Finance and Economic Development; (iv) the Ministry of Internal Affairs, Local Government and Rural Development; (v) the Ministry of Lands, Country Planning and Environment; (vi) the Ministry of Fisheries and Marine Resources; (vii) the Ministry of Mineral Resources; (viii) the Ministry of Tourism and Cultural Affairs; (ix) Ministry of Transport and Aviation; (x) the Sierra Leone Environmental Protection Agency/Board; (xi) representative of local NGOs; and (xii) a community representative from each conservation site. Representatives of other ministries, departments and agencies may be invited to participate on an ad hoc basis as needs arise (e.g. Ministry of Energy and Power; Ministry of Social Welfare, Gender and Children Affairs; Ministry of Information; Sierra Leone Roads Authority; Sierra Leone Agricultural Research Institute; University Sierra Leone Institute of Marine Biology and Oceanography/Department of Biological Sciences, and Njala University).

3. Under the WCP, the NSC will continue to provide strategic and advisory guidance and assistance in resolving inter-sectoral challenges to project implementation. Functions of the NSC will include: (i) providing conceptual and strategic guidance to the Project Management Team on project design, implementation and coordination of project activities; (ii) ensuring overall conformity with Government policies and strategies; (iii) reviewing project progress and performance; (iv) resolving implementation issues; and (v) assisting the Project Management Team in obtaining Government and Development Partners support as appropriate. Duties and responsibilities may be further elaborated in the Project Implementation Manual. The NSC will

⁷ The Project Organizational Chart is presented in Appendix 1.

convene at least twice yearly and will participate in regular field visits in order to enable them to make informed decisions on project-related matters.⁸

4. ***Project Management at the National Level.*** The Ministry of Agriculture, Forestry and Food Security, through its Forestry Division, will be the *Executing Agency*. Overall supervision of project implementation will fall under the responsibility of the Director of Forestry, Forestry Division, who will report directly to the Minister, MAFFS, on the status and progress of project implementation.

5. Under the BCP, the Forestry Division established a Project Management Team (PMT), responsible for the day-to-day management, coordination, supervision and monitoring of project activities at all levels. The PMT will expand their scope of responsibilities to include management of the WCP as well. The PMT, based at Makeni, consists of a Project Manager, and specialist staff with skills in biodiversity conservation site planning and management, information technology and GIS, social and rural development, biodiversity survey and monitoring, policy and regulatory aspects of conservation, and communications and outreach. Skills specific to wetlands management may be added to the PMT as needed. These specialists are consultants – both international and national (some full-time, and some only on a part-time, intermittent basis) – and financed by the BCP and WCP Projects. In addition to the technical specialists, the PMT is supported by support personnel, including, *inter alia*, office manager/administrator, administrative assistant, drivers, office maintenance person, etc. The PMT support staff are also financed by the BCP and WCP Projects. The PMT is responsible for: (a) preparing, implementing and monitoring the annual work plans and budgets, as well as quarterly and mid-term project implementation reviews; (b) supervising and providing logistic, administrative and technical backstopping for the Conservation Site Management Teams and implementing partners; (c) liaising closely with implementing and development partners and other stakeholders; and (d) preparing and periodically circulating progress reports.

Conservation Site Level

6. ***Conservation Site Management Committees (CSMCs)*** will be established at each project site, and will be chaired by the District Council Chairman with the Conservation Site Manager as member Secretary. Membership of each CSMC will include representatives of local communities, NGOs, and other stakeholders, such as mining or logging concessionaires, traditional leaders (e.g. Paramount Chiefs), and village committees. The overall purpose of the CSMCs is to provide guidance, advice and assistance in addressing inter-sectoral challenges to project implementation at each of the priority conservation sites. The CSMC will: (i) provide guidance to the Conservation Site Management Team in preparing, implementing, and monitoring site management plans; (ii) ensure that project activities are integrated into the District Development Plans; (iii) foster local stakeholder ownership and commitment; (iv) assist in raising support at the level of Local Councils; and, (v) facilitate the resolution of any obstacles to implementation. The CSMC will convene at least twice a year and its role will be further specified in the Project Implementation Manual.

⁸ These trips will take place at least once a year for the NSC members to familiarize themselves with the project context and activities in the conservation sites and may include visits to other sites representing best-practice conservation management.

7. In addition, Technical Coordination Meetings may be called on an ad hoc basis, with the objective of addressing site-specific technical and coordination issues. Meetings will be chaired by the District Agriculture Officer with the Conservation Site Manager as Secretary and will involve key personnel from relevant Government agencies and implementing partners involved in site activities, as well as representatives from local communities and the private sector.

8. ***Project Management at Conservation Site Level.*** Each site will have a *Conservation Site Management Team (CSMT)* composed of Forestry Division staff, including a Conservation Site manager, an office manager/administrator, two technical level staff and, at least six guards. With the support of the PMT, each CSMT will contribute to preparing and taking lead responsibility for implementing site management plans in collaboration with the CSMC. The project will explore opportunities for establishing partnerships with national and international academic institutions and civil society organizations to support field survey and monitoring, as well as recruitment and training of junior staff in the field of conservation management.

1.2. Measures to address capacity constraints

9. As established under the BCP, the PMT will undertake a training needs assessment to identify weaknesses in implementation and M&E capacity and to strengthen institutional capacity of the Forestry Division, centralized staff, decentralized staff, and other relevant authorities and stakeholders. Based on the results of the assessment, relevant trainings, workshops, exposure visits and other capacity building activities will be organized and conducted throughout the duration of project implementation.

2. Financial Management, Disbursements and Procurement

10. In line with the guidelines as stated in the Financial Management Manual issued by the Financial Management Sector Board on March 1, 2010, a financial management assessment for the proposed Sierra Leone Wetlands Conservation Project was conducted on the **Division of Forestry, Ministry of Agriculture, Forestry and Food Security (MAFFS)**. The objective of the assessment is to determine: (a) whether the project implementing unit has adequate financial management arrangements to ensure project funds will be used for purposes intended in an efficient and economical way; (b) the project's financial reports will be prepared in an accurate, reliable and timely manner; and (c) the entities' assets will be safeguarded. The FM assessment also included a review of the (i) number and quality of financial management staff at the Forestry Division of MAFFS that will have fiduciary responsibilities under the project; (ii) FM organization structure of the project's implementing unit (Forestry Division of MAFFS) and its impact on the internal control processes to be employed under the project; and (iii) the proposed FM systems and processes to be established in support of the implementation of the project.

11. The assessment of the financial management arrangements concludes that adequate systems will be in place, by effectiveness, that satisfy the Bank's minimum requirements under OP/BP10.02. Nevertheless, the assessment rates the financial management residual risk as **'Medium Likelihood'**.

Overview of Project and Implementation Arrangements

12. The Project's Development Objective (PDO) is to improve strategic and operational conservation management of wetland areas in Sierra Leone. The proposed project has 3 components and will pilot activities in two wetland areas namely: the Sierra Leone River Estuary (coastal wetland) and the Mamunta Mayosso complex (inland wetland).

13. The Financial Management and Procurement functions of this project will be performed by the PCU of the Rural and Private Sector Development Project (RPSDP), which will have the combined responsibility for managing financial and procurement transactions for the project, as well as training an in-house staff cadre in those areas to take over the tasks in the medium term. So far, the RPSDP PCU has been performing satisfactorily and has adequate capacity to take on this additional task (given that this proposed project will utilize the systems set up under the BCP project).

Country Issues

14. The Sierra Leone fiduciary environment has undergone substantial transformation since 2006. By mid 2007, arising from the implementation of a broad and sustained program of public financial management reforms, the performance of Sierra Leone's fiduciary arrangements, according to the PEFA PFM performance measurement framework assessment of 2007 (supported by the PER Report of 2010), were placed at par with the regional average. With the aim of widening and deepening the reforms, the GoSL established a PFM Oversight Committee, chaired by the Financial Secretary, along with five sub-committees. A National Action Plan for

PFM reform was then formulated and implementation of the reform actions became more aggressively pursued with financial and technical assistance support from a number of development partners including the Bank. The legal and institutional framework for PFM was strengthened. Key among the milestones achieved include: (a) the adoption of a new Financial Management Regulations in 2007, thus further strengthening the legal foundation for fiduciary standards - the Government Budgeting and Accountability Act (GBAA) of 2005; (b) the appointment of a qualified Accountant General and 8 other professional accountants after a long period of low PFM human resource capacity; (c) the strengthening the capacity of the external audit function by enhancing the terms and conditions of service of the Auditor General and by new recruitment and training; (d) establishment of an internal audit function in MDAs. Resulting from a number of reforms initiated since 2007, the annual public accounts and their audit have been brought up to date after several years of backlog, and the publication of quarterly unaudited accounts became normal routine.

15. Notwithstanding substantial progress already made in a number of areas of financial governance, Sierra Leone’s overall ranking in the Transparency International tables has deteriorated from 150 in 2007 to 158 in 2008 out of 179 and 180 respectively. With the establishment of a vibrant anti-corruption institution, the government has also taken major steps aimed at controlling corruption.

Project Risk Assessment and Mitigation

16. The table below shows the results of the risk assessment carried out during the FM assessment. It identifies the risks against the various the core elements which, together, may hinder the achievement of project objectives, as well as the recommended mitigation actions to be taken by management to address them.

Risk Rating Summary Table

Type of Risk	Risk Rating	Risk Mitigating Measures/Remarks	Conditions for Negotiation or Effectiveness (Yes/No)	Residual Risk Rating
Inherent Risk				
Country Level Weaknesses in PFM capacity; uneven levels of transparency in the effective use of public funds; weak oversight and accountability.	High	Deepened improvement in PFM capacity through the IPFMRP and complementary donor support to GoSL. Completion of roll-out of IFMIS across MDAs, and strengthened capacity of internal audit in MDAs.	No	High
Entity Level Weak project management capacity within the entity (FD) for managing Bank funded projects	High	Use of the PCU for the RPSDP which has experience in Bank procedures should address this risk in the meantime while FD and the ministry develop their capacity.	No	Medium-Impact

Type of Risk	Risk Rating	Risk Mitigating Measures/Remarks	Conditions for Negotiation or Effectiveness (Yes/No)	Residual Risk Rating
Project Level Lack of experience in managing Bank funded projects. Coordination between FD and PCU in RPSDP could be a challenge and pose delays or strained relations.	High	Reliance on the PCU's support under RPSDP for fiduciary functions will help address this challenge. Implementation responsibility and decisions thereto will remain with the FD. The relationship between FD and the RPSDP PCU will be monitored closely to ensure there is strong coordination between the parties involved. Development of a Project Implementation Manual will assist FD manage the activities of the project	No	Medium-Impact
Overall IR	High			Medium-Impact
Control Risk				
Budgeting Budgets may be based on unrealistic unit costs and their preparation could also be delayed.	Medium Impact	AWP and procurement plan for the first year finalized and agreed upon between Bank and MAFFS and thus forming a basis for developing subsequent realistic plans on timely basis..	No	Medium-Impact
Accounting Staff for this function may not have sufficient skills and capacity to perform the tasks. Maintenance of proper books of accounts, correctness and reliability of data may be hampered if computer based systems are not well developed and structured.	High	The PCU's accounting staff for the RPSDP have adequate experience managing Bank funds. There is adequate spare capacity to take on this additional responsibility. The satisfactory Accounting arrangements already in place at the RPSDP will be adopted for this project.	No	Medium-Likelihood
Internal Controls/Internal Auditing Risk of non-compliance with internal control procedures. Internal audit unit in MAFFS may not extend the function to the project for all its life	High	Internal controls will be in line with GoSL operational policies as per the various regulations. Internal audit supervision to be conducted periodically by Internal Audit Unit of the MAFFS. Internal Audit function to be reviewed/assessed during supervisions.	No	Medium-Impact
Funds Flow Delays in transfer of funds especially to the remote protected sites/areas. Systemic delays in processing applications and processing payments to third parties.	High	Simplified funds flow arrangements as detailed in paragraph 16 below will facilitate efficiency in the transfers. The systemic problem affecting speedy withdrawal applications will be a focus of Bank training.	No	Medium-Impact
Financial Reporting	Medium	The RPSDP PCU has professionally	No	Medium-

Type of Risk	Risk Rating	Risk Mitigating Measures/Remarks	Conditions for Negotiation or Effectiveness (Yes/No)	Residual Risk Rating
Quality of and timeliness in submitting IFRs and other financial reports as well as annual financial statements for audit.	Likelihood	qualified and experienced staff already working on another Bank funded project's PCU who will support this project. IFR formats agreed upon with the PMT at negotiations, thereby ensuring that they can report on project receipts and expenditures thus facilitating timely preparation of quality annual financial statements for audit. in time.		Likelihood
Auditing Delay in the submission of audit reports and the timeliness of management follow up on audit issues.	Medium-Likelihood	To ensure timeliness of audit compliance, the Auditor General will facilitate the engagement of an acceptable auditor within four months after effectiveness. Supervision missions will follow up on compliance with audit recommendations. TOR of the auditors to be prepared by MAFFS for the Bank's review and clearance.	No	Medium-Likelihood
Overall Risk Rating	High			Medium-Likelihood

17. Following the mitigating measures that address the identified inherent and control risks, the overall FM residual risk is rated '**Medium Likelihood**'. In addition, the financial management arrangements for the project as designed, including the imprest bank account to be maintained and operated by the PMT in Makeni, meet the minimum requirements under OP/BP 10.02.

Staffing

18. Financial management of the project will be undertaken by the PCU of the Rural and Private Sector Development Project (RPSDP). The GoSL will second a dedicated Imprest Accountant to the Makeni office to handle all field financial management functions and submit monthly returns to the RPSDP PCU before replenishment of the Makeni Imprest Account. The RPSDP PCU will have overall responsibility for the financial management and procurement activities of the project. This arrangement will provide an acceptable level of FM capacity for the project.

Budgeting

19. Budgeting for the project activities will be based on the project's annual work plan, including the procurement plan. Realistic unit costs will be used to determine the estimated cost of goods and services. The process will be synchronized with the budgeting cycle in the government.

Funds Flow and Disbursement Arrangements

20. A Designated Account (DA) denominated in US Dollars will be opened in Freetown and will be managed by the PMT to fund all centrally managed expenditures, while a revolving Imprest bank account will be opened in Makeni (where the project implementation team will be based) to fund the operating costs in the field. The Bank will make disbursements of Advances to the Designated Account to be held in Freetown from which funds will be transferred to the Imprest bank account in Makeni. The imprest account will be funded with 90 days cash requirements and replenishments will be quarterly. The Accountant General's Department of the Ministry of Finance and Economic Development will second and designate an Imprest Accountant to the Makeni office to handle all field financial management functions and submit monthly returns to the PCU in the RPSDP to review before it can process the quarterly replenishments to the Makeni Imprest Bank Account.

21. The project will use **transaction (not report)-based disbursements method presenting Statements of Expenditures (SOEs). Un-audited financial reports will be used for reporting purposes.** Withdrawal applications shall be submitted to the Bank **monthly**. Supporting documentation will be retained by the implementing agencies for review by the IDA missions and external auditors.

Accounting

22. The accounting arrangements detailed in the RPSDP, under the PCU's day to day management, shall equally apply to this project. The Forestry Division will need to develop its own capacity in the long run to sustain the benefits after the projects come to an end.

Internal Control

23. The Project Management Team is expected to have adequate segregation of duties within its structures. Accounting and internal control procedures are to be codified in an Accounting Procedures Manual to be developed specifically for the project's needs, which will form part of the Project Implementation Manual. The Manual will be reviewed by the Bank to assess its adequacy before the project becomes effective.

Reporting and Monitoring

24. The project will prepare Interim un-audited Financial Reports (IFRs) on a quarterly basis, using formats agreed upon at negotiations. IFRs must be submitted to the Bank within 45 days of the reporting quarter. Annually, the project will produce financial statements that are based

on the International Public Sector Accounting Standards – cash basis - and ensure that these are audited and submitted to the bank within six months of the end of each financial year.

External Audit

25. The Audit Service Commission of Sierra Leone is by law mandated to audit all government finances and projects. However, in view of the prevailing capacity constraints in the Commission, it will either jointly audit the project with an audit firm acceptable to the Bank, or outsource such functions to a firm of auditors with qualifications acceptable to the Bank. Since the cost of auditing the project is to be covered by the project, the recruitment of an auditor will be subject to the IDA/IBRD guidelines for the selection of consultants as revised in October 2006 and May 2010. A ToR for the audit assignment, which will be prepared by MAFFS for the Bank's review and clearance, will detail the scope of work and form the basis of engagement of the auditor.

26. The appointment of auditors should be finalized no later than four months of effectiveness in order to comply with Financial Covenants in the financing agreement.

Financial covenants

27. Financial covenants:

- Quarterly IFRs highlighting financial performance will be prepared and sent to the Bank no later than 45 days from the end of each calendar quarter; and
- The GoSL shall have the project's Financial Statements audited in accordance with the provisions of Section 4.09 (b) of the General Conditions. Each audit of the Financial Statements shall cover the period of one Fiscal Year, commencing with the Fiscal Year in which the first withdrawal under the Project Preparation Advance was made. The audited Financial Statements for each such period shall be furnished to the Association not later than six months after the end of the GoSL fiscal year.

Supervision Plan

28. Financial Management Supervision will be risk-based. For this project, it has been determined that there will be at least one on-site visits (supervision) per Bank's fiscal year by a financial management team member for Sierra Leone based in Freetown. This will be complemented by desk based reviews of quarterly un-audited IFRs and the annual audited financial statements and the accompanying management letter.

29. The following action plan was agreed with MAFFS:

Action Plan

Ref.	Action	By whom	When
1.	Agree IFR Format	Bank/MAFFS	Negotiations (completed)
2.	Develop Project Implementation Manual	MAFFS	Negotiations (completed)
3.	Appoint Auditors acceptable to the Bank	MAFFS	Within four months after Effectiveness
4.	Prepare and finalize AWP	MAFFS/Bank	Negotiations (completed)

Conclusion

30. A description of the project's financial management arrangements above indicates that they satisfy the Bank's minimum requirements under OP/BP10.02. Nevertheless, the fiduciary environment in Sierra Leone, while improving, is not without risks. The assessment of the FM risk therefore remains at **'Moderate Likelihood'**.

2.2. Procurement

31. **Procurement Implementation.** Given the Ministry's weak capacity for financial management and procurement, and to make use of existing arrangements established under the BCP, it was decided and agreed with government to utilize the services of the Project Coordinating Unit (PCU) of the ongoing World Bank-financed Rural and Private Sector Development Project (RPSDP). The PCU is supported by Financial Management and Procurement Specialists from a consultancy firm and they provide professional support to the Ministry irrespective of funding source. However since the PMT will be based in Makeni, the MAFFS will assign or recruit a qualified procurement specialist to be based in the Makeni office, who, under the supervision of the PCU Procurement Specialist, will be responsible for decentralized procurement activities which will mainly be carried out by the communities under Community Driven procurement. Consequently, the project will entrust overall responsibility for financial management and procurement to these specialists, who will be supported by the assigned Ministry staff. This arrangement was concluded and finalized during appraisal.

32. Procurement for the proposed project would be carried out in accordance with the World Bank's "[Guidelines: Procurement Under IBRD Loans and IDA Credits](#)" dated May 2004 revised October 2006 and May 2010; and "[Guidelines: Selection and Employment of Consultants by World Bank Borrowers](#)" dated May 2004 revised October 2006 and May 2010, and the provisions stipulated in the Legal Agreement. The various items under different expenditure categories are described in general below. For each contract to be financed by the Grant, the

different procurement methods or consultant selection methods, the need for pre-qualification, estimated costs, prior review requirements, and time frame are agreed between the Recipient and the Bank in the Procurement Plan. Where works contracts will best be carried out by beneficiary communities, simplified procedures under “Community Participation in Procurement” will be applied. These procedures will be described in the Project Implementation Manual.

Procurement Review Thresholds

Thresholds for Procurement Methods and Prior Review

No	Expenditure Category	Contract Value Threshold** (US\$)	Procurement Method	Contracts Subject to Prior Review (US\$)
1	Works	$C \geq 3,000,000$	ICB	All contracts
		$100,000 \leq C < 3,000,000$	NCB	Specified contracts as would be indicated in Procurement Plans (PPs)
		$C < 100,000$	Shopping	None
2	Goods and Services (other than Consulting Services)	$C \geq 500,000$	ICB	All Contracts
		$50,000 \leq C < 500,000$	NCB	Specified contracts as would be indicated in the PPs
		$C \leq 200,000$	UN Agencies (UNOPS)	
		$C < 50,000$	Shopping	None
		All values	Direct Contracting	All Contracts
3	Consulting Services	$C \geq 200,000$ firms	QCBS	All Contracts
		$100,000 \leq C < 200,000$ firms	QCBS, FBS, CQS	All Contracts
		$C < 100,000$	CQS, FBS LCS (for Audit)	Only TORs
		$C \geq 50,000$ individuals	IC	All contracts
		$C < 50,000$ individuals	IC	TOR
		All Values	Single Source Selection	All Contracts
4	Training, Workshops, Study Tours	All Values	To be based on Annual Work Plan & Budgets	

Procurement Plan

33. The Recipient, at appraisal, developed a procurement plan for project implementation which provides the basis for the procurement methods. This plan has been agreed between the Recipient and the Project Team in December 2010 and is available at the World Bank office in Sierra Leone. It will also be available in the project's database and in the Bank's external website. The Procurement Plan will be updated in agreement with the Project Team annually or as required to reflect the actual project implementation needs and improvements in institutional capacity.

Frequency of Procurement Supervision

34. In addition to the prior review supervision to be carried out from the World Bank offices, the capacity assessment of the Implementing Agency has recommended two supervision missions per year to carry out post review of not less than 20 percent of contracts subject to post-review.

Details of Procurement

Goods

Ref. No.	Description of Goods	Estimated Cost (USD)	Procurement method	Pre-Qualification	Domestic Preference	Expected Bid Opening Date
1	Supply and delivery of 4WD Double cabin pickup trucks	60,000.00	NCB	No	No	TBD
2	Supply and delivery of Motorcycles with 2pcs of crash helmets for each	20,000.00	NCB	No	No	TBD
3	Supply and delivery of Bicycles	1000.00	SH	No	No	TBD
4	Supply and delivery of Office Furniture	5000.00	SH	No	No	TBD
5	Supply, delivery and installation of Satellite imagery	5000.00	SH	No	No	TBD
6	Supply and delivery of Office Equipment	10,000.00	SH	No	No	TBD
7	Supply and delivery of mobile phones for conservation sites	1000.00	SH	No	No	TBD
8	Goods associated with implementation of CS Management Plans	35,000.00	NGO/CDD	No	No	TBD
9	Goods associated with implementation of Community Action Plans	110,000.00	NGO/CDD	No	No	TBD

10	Supply and delivery of Field Equipment	40,000	SH	No	No	TBD
11	Supply, delivery and installation of Solar power	50,000.00	SH	No	No	TBD
12	Supply, delivery and installation of IT Equipment	40,000.00	SH	No	No	TBD

Works

Ref. No.	Description of Works	Estimated Cost (USD)	Procurement method	Pre-Qualification	Domestic Preference	Expected Bid Opening Date
1	Temporary facilities for CSMT at sites	7,000.00	SH	No	No	TBD
2	Works associated with implementation of Community Action Plans	125,000.00	SH/NGO/CDD	No	No	TBD
3	Construction of observation posts and hides	23,000.00	SH	No	No	TBD
4	Construction of trails, educational signs	60,000.00	SH	No	No	TBD
5	Boundary clearance, survey, pillaring, sign boarding	50,000.00	SH/NGO/CDD	No	No	TBD
6	Unallocated works associated with implementation of CS Management Plans	20,000.00	SH/NGO/CDD	No	No	TBD
7	Construction of interpretation and educational facilities	100,000.00	NCB	No	No	TBD

ICB contracts estimated to cost above US\$500,000 per contract for Goods, US\$3 million for Works, and all direct contracting will be subject to prior review by the Bank.

List of consulting assignments

Ref No.	Description of Assignment	Estimated Cost (\$ '000)	Selection Method	Review by Bank (Prior /Post)	Expected Proposals submission Date
Component 1. Strategic Planning for Wetland Conservation					
1	Review of legal framework and Wetland Strategy development	30,000.00	IC	Post	TBD
2	Updated inventory and prioritization of conservation needs of key wetlands in Sierra Leone	50,000.00	CQ	Post	TBD
Component 2. Conservation Site Planning and Management					

3	Socioeconomic Surveys (one contract to cover two wetland sites)	40,000.00	CQ	Post	TBD
4	Conduct biodiversity baseline studies and other specific studies	80,000.00	CQ	Post	TBD
5	Preparation RAPs	50,000.00	CQ	Post	TBD
6	Preparation of CAPs	50,000.00	CQ	Post	TBD
7	NGO service contract for CAP Implementation and Training and Capacity Building associated with implementation of Community Action Plans	80,000.00	QCBS	Post	TBD
8	Facilitation of meetings and workshops	10,000.00	CQ	Post	TBD
9.	Project Management Team	240,000	QCBS	Prior	TBD
10.	Audit	32,000	LCS	Prior	TBD

Consultancy services estimated to cost above US\$200,000 (firms) and US\$100,000 per contract (individuals), all single source selection of consultants (firms) and contracts of key professional staff for Program Management, Coordination, Monitoring/Evaluation, and the selection of program auditors, regardless of the amount, will be subject to prior review by the Bank.

Short lists composed entirely of national consultants: Short lists of consultants for services estimated to cost less than US\$200,000 equivalents per contract may be composed entirely of national consultants in accordance with the provisions of paragraph 2.7 of the Consultant Guidelines.

Risks and Mitigation Measures

35. An assessment of the capacity to implement procurement actions for the project was carried out by the Procurement Specialist in the Sierra Leone World Bank Office in November 2010. The assessment reviewed the organizational structure for implementing the project and the interaction between the project's staff responsible for procurement and the Ministry's relevant central unit for administration and finance.

36. The key issues and risks concerning procurement during implementation of the project have been identified and include (i) weak capacity in the implementing agency to manage procurement and thus the reliance on the PCU of the RPSDP for fiduciary support, and (ii) attempts by the MAFFS to move the fiduciary supervisory role from the PCU to the main MAFFS where capacity remains weak.

37. The overall project risk for procurement is **High**. The corrective measure which has been agreed is ensuring that the PCU continues to provide the professional procurement support to the Project without further ministerial interference until the PMT is in place. Then, the procurement specialist from the consultancy firm already providing services for the ongoing World Bank-financed Rural and Private Sector Development Project (RPSDP) will be supported by the

procurement staff of the MAFFS and an assigned procurement focal person from the PMT who will be based in the Makeni Office.

3. Environmental and Social (including safeguards)

38. The proposed WCP was screened and classified as a “Category B” operation because implementation of the planned activities under the Project is likely to trigger the World Bank Safeguard Policies on Environmental Assessment (OP/BP 4.01), Natural Habitats (OP/BP 4.04), and Involuntary Resettlement (OP/BP 4.12). The package of safeguard documents prepared by the Government of Sierra Leone for the project comprises three primary reports: (i) the Environmental and Social Management Framework (ESMF), which includes a draft Environmental and Social Management Plan; (ii) the Resettlement Policy Framework; and (iii) Process Framework.

3.1 Environmental Impacts

39. Together with the BCP, the WCP aims to contribute to enhancing the integrity and health of a selected network of ecosystems in Sierra Leone and increase management effectiveness of two pilot wetland conservation sites. This is expected to be achieved by: (i) strengthening policy, institutional and regulatory framework in the natural resource and environmental management sector; (ii) building and improving capacity of key stakeholders, particularly MAFFS in project management, including monitoring and evaluation; (iii) developing and operationalizing systems and process for co-managing and co-administering conservation sites; and (iv) raising public awareness and education about conservation site management and wetland conservation. The Borrower has prepared an ESMF that will address potential impacts and mitigation and will guide the Project’s activities to be carried out in line with the World Bank Safeguard Policy on Environmental Assessment (OP/BP 4.01) and Sierra Leonean EA requirements, in order to ensure that project activities will not lead to adverse environmental impacts. The ESMF outlines possible negative impacts and considers time-bound and costed mitigation measures, institutional arrangements and capacity building issues for implementing the EMP as well as tools for tracking implementation progress and for assessing any impacts.

3.2 Social Impacts

40. The project triggers the Involuntary Resettlement Policy (OP/BP 4.12) as it may entail: (i) limited land acquisition once conservation sites’ boundaries are demarcated and for small infrastructure works; (ii) relocation of a small number of human settlements located inside any of the conservation sites; and (iii) restriction of access to the selected legally designated parks and conservation sites. Overall impacts are yet to be determined as boundaries need to be re-demarcated and the status of villages inside and outside of the conservation sites needs to be identified. Accordingly, a Resettlement Policy Framework (RPF) was prepared and disclosed in compliance with the World Bank (WB) Policy on Involuntary Resettlement (OP/BP 4.12). The RPF clarifies resettlement principles, organizational arrangements, and criteria for activities to be supported under the project. The RPF also covers eligibility criteria for defining persons/populations affected by the Project, methods for valuing affected assets and entitlements, organizational arrangements, description of grievances resolution mechanisms, consultation and

participation framework, monitoring and evaluation arrangements, and budget for preparing a Resettlement Action Plan (RAP).

41. In addition, a Process Framework (PF) has been prepared by the Recipient and submitted to the Bank as restriction of access in the CSs will impact the overall livelihoods of people in villages surrounding the CSs that heavily depend on the resources of these CSs. The Recipient will carry out in-depth consultations with local communities, prior to enforcing any new, Project-related restrictions in order to prepare an Action Plan for each CS describing the specific measures to be undertaken to assist project-affected persons and specific arrangements for their implementation. This Action Plan shall be submitted to the World Bank for review and clearance. The Process Framework provides a preliminary assessment of access restrictions involved: (i) defining the restrictions on access to natural resources in proposed conservation sites under the WCP; (ii) identifying and quantifying the impacts that those restrictions may have on different segments of the local population; (iii) proposing, implementing and monitoring specific measures to compensate for the loss of those assets and the income associated with them; and (iv) putting in place grievance resolution mechanisms in order to resolve any issues that may arise due to restrictions on resources over the course of the project.

42. The Recipient will conduct a supplemental socio-economic survey as part of the preparation of: (i) site-specific action plans addressing restriction of access and alternative livelihoods activities; and (ii) site-specific resettlement action plans if needed. The supplemental survey will assess the following aspects: (a) understanding contexts of the conservation site (historical, geographical, socio-cultural, demographic and political); (b) collecting socio-economic data (population, income, living standards, etc.); (c) assessing the relevant customary rights; (d) assessing the equity and gender issues; (e) assessing the decision-making processes (local political structure, governance mechanism, etc.); and (f) assessing sustainable alternative livelihood activities that local populations prefer to engage. A template of the socio-economic questionnaire is annexed in the Process Framework.

43. The project has allocated budget for conducting the supplemental socio-economic survey, the preparation of site-specific Community Action Plans (CAPs) and Resettlement Action Plans (RAPs) as determined during project implementation. Additionally, the project determined budget allocation for training and overall safeguards monitoring and supervision.

3.3 Institutional Capacity and Processes for Developing Environmental Assessment, Resettlement Policy Framework and Process Framework

44. During the preparation of the ESMF, the in-country institutional capacity to ensure that key EA-related functions including review of the site-specific EMPs, environmental monitoring, compliance (inspection) and enforcement, or management of preventive and remediation measures for the Project was assessed. Environmental assessments in Sierra Leone are at present guided by the National Environmental Assessment Policy and National Environmental Action Plan, which endorse the preventive approach to environmental management and emphasize the need to promote socio-economic development within the context of prescribed acceptable environmental standards and safeguards. The 2008 Environmental Protection Agency Act further established an effective environmental impact assessment framework/system, giving

responsibility to the SLEPA to ensure compliance with laid down environmental impact assessment procedures in planning and execution of development programs and projects, including even compliance in respect of existing initiatives.

45. The Act also sets the procedure for the preparation, review and approval of environmental assessments of projects, which include making the EAs available for public inspection and comments in two consecutive issues of the gazette and two issues in a local newspaper. In the past, the majority of EAs have been undertaken for major infrastructure projects and mining. Project level EA in Sierra Leone follows a similar system to that found in most jurisdictions, i.e. submission of proposals, questioning, screening, and if found required – environmental assessment followed by conditions of approval (Environmental Management Plan), monitoring of implementation and auditing.

46. The ESMF, RPF and PF revealed inadequate technical capacity and coordination mechanisms among project-affected organizations particularly MAFFS, Ministry of Fisheries and Marine Resources, SLEPA, and MLCPE to implement and monitor the mitigation plan. Capacities within these agencies for implementing ESMF, RPF and PF-related functions are weak. Therefore, the ESMF foresees the need to strengthen the project coordination unit and training for its operation officers to ensure systematic implementation and monitoring of environmental and social issues. Training will start early in the implementation phase and continue throughout the life of the project.

4. Monitoring & Evaluation

47. The overall objective of the project's Monitoring and Evaluation (M&E) system is to monitor progress, results and outcomes of the project's interventions into developing a national wetland strategy and into managing selected priority wetland areas in Sierra Leone as well as to provide lessons learned for replication of the area-specific interventions.

48. Project-related M&E will provide a platform of data for the project team to use in managing the project, allowing for evaluation of effectiveness and efficiency, as well as overall assessment and support for management of wetland areas and other conservation sites throughout the country. The project-related system will be designed to provide timely progress reports of implementation based on key performance indicators as per the results framework (Annex 1), thereby measuring achievement of PDO outcomes and intermediate outcomes using PDO outcome indicators and intermediate outcome indicators respectively. Project outputs will also be tracked using selected indicators. Project monitoring will be an on-going process that will produce quarterly reports on output indicators, half-yearly reports on output and outcome indicators, and annual reports on outcome indicators.

49. M&E will be undertaken at the national, district and wetland area levels. A number of different agencies will be involved including the relevant line ministries and departments, Development Partners, NGOs and CBOs, and communities and traditional authorities associated with each site. At the national level, the M&E system related to conservation sites will provide data as and when required for the Poverty Reduction Strategy II annual progress report and be connected and aligned with the requirements of data and data storage in the databases established

by MAFFS and MLCPE. The project will support the existing M&E unit in the Planning Evaluation, Monitoring and Statistics Division of MAFFS and build capacities to coordinate and facilitate data collection and entry, analyze and disseminate information, inform and signal policy makers and provide feedback on policy issues to national and project level stakeholders. The Forestry Division (FD) will ensure that consolidated M&E reports are submitted to the World Bank at regular intervals.

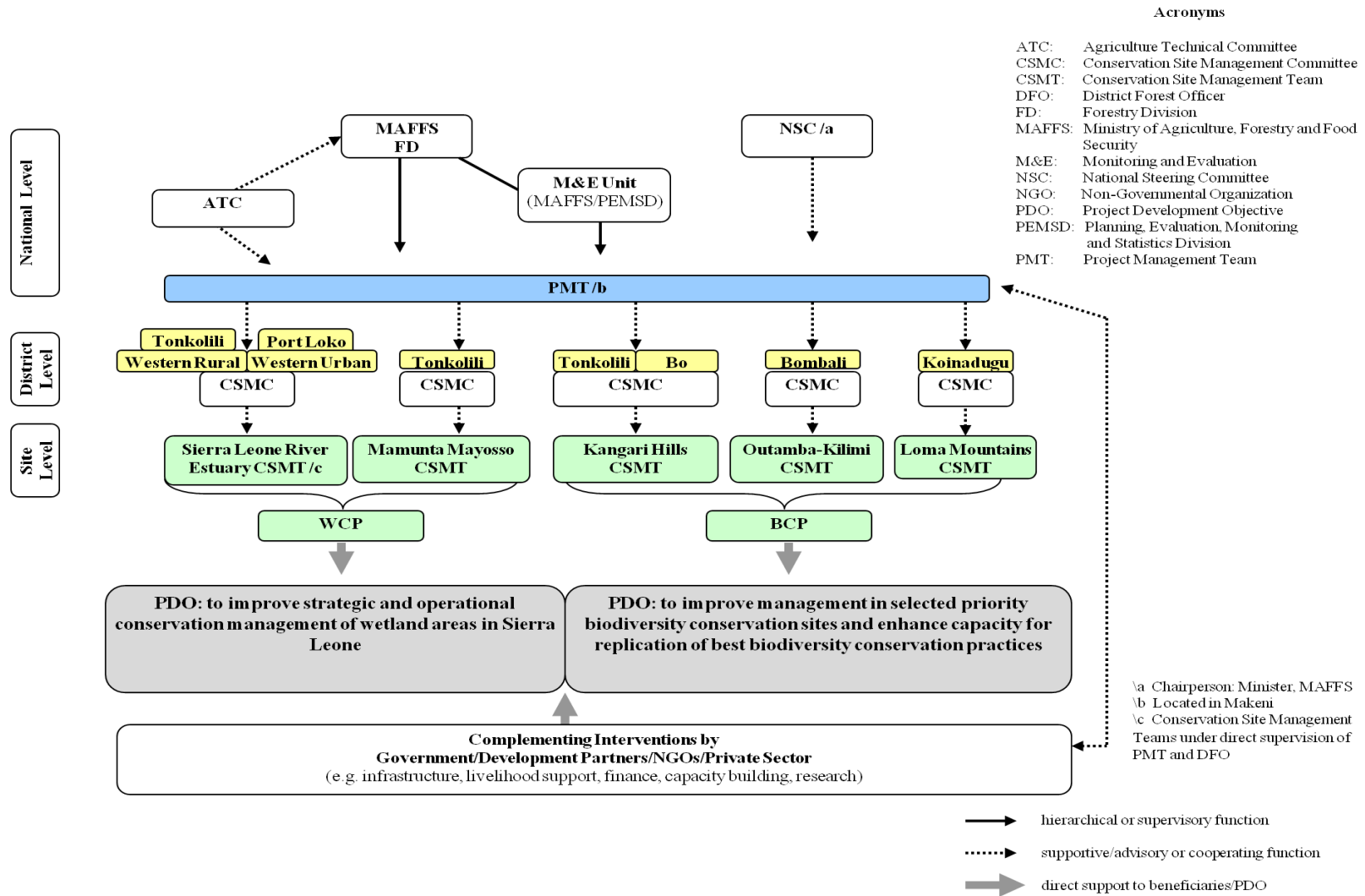
50. Project wetland area M&E will include: (a) the status of natural ecosystems and use of resources at the selected wetland areas; (b) using participatory techniques to monitor conservation linked social and economic activities and trends; and (c) providing evidence on how project results are contributing towards the achievement of the overall sector goals and global objectives in conservation.

51. M&E will be the overall responsibility of the PMT in collaboration with Planning Evaluation, Monitoring and Statistics Division of MAFFS. While the PMT M&E Officer will coordinate development and implementation of the M&E System, project staff at the various levels, implementing partners and service providers will play an important role in M&E activities.

5. Role of Partners

52. Implementation of the project will also entail strengthening of existing and development of new partnerships among stakeholders at the local, District and national levels, as well as among Development Partners. At the local and national levels, inter-sectoral partnerships among stakeholders will be formalized in the context of site level conservation management committees and the National Steering Committee (NSC). Additionally, project implementation will benefit from partnerships with a range of parallel Development Partner supported conservation initiatives, where information and staff exchanges will be incorporated in staff training and stakeholder education and public awareness programs.

Appendix to Annex 3: Project Organizational Chart



**Annex 4: Operational Risk Assessment Framework (ORAF)
SIERRA LEONE: Wetlands Conservation Project**

Project Development Objective(s)	
<i>Description:</i> The project development objective (PDO) and the global environmental objective (GEO) is improved strategic and operational conservation management of wetlands areas in Sierra Leone	
PDO Level Results Indicators:	1. Management Effectiveness Tracking Tool in selected priority wetland areas (score) : a) Sierra Leone River Estuary and b) Mamunta Mayosso 2. Direct project beneficiaries (number), of which are female (%)

ORAF Risk Levels	Risk Rating	Risk Description	Proposed Mitigation Measures
Project Stakeholder Risks			
Participation	Low	Sierra Leone’s engagement with the Bank is strong as is the relationship of the Bank with donors and key stakeholders. The Bank is reaching out to CSOs on a regular basis.	Sierra Leone is a signatory to the Paris Declaration and its new Aid Policy provides the framework for aid alignment and harmonization. Under a Multi-Donor Budget Support (MDBS) Framework involving the AfDB, IDA, EU, and DfID, coordination among members and with Government has improved. An integrated program in public financial management is being implemented by the four MDBS partners. Government and development partners are establishing a multi-donor trust fund for infrastructure, which will be administered by the World Bank. A new CAS was jointly prepared by the Bank, IFC and AfDB for FY 10-13.

Implementing Agency Risks			
	Medium -I	<p>Alongside weak inter-sectoral cooperation and coordination, MAFFS/FD and other ministries may have insufficient human capacities and expert knowledge to implement the project;</p> <p>Limited performance of field staff may appear due to lack of incentives for improving work effectiveness and efficiency</p> <p>FD/MAFFS has limited project/financial management experience</p>	<p>Inter-sectoral coordination mechanisms to bolster the role of Forestry Division in conservation management;</p> <p>Capacity building within Forestry Division, and use of external consultants;</p> <p>Introduction of performance-based planning and budgeting for field staff and utilization of ‘soft’ incentives (training and better working conditions)</p> <p>Use of the PCU for the RPSDP which has experience in Bank procedures should address this risk in the meantime while FD and the ministry develop their capacity.</p>
Project Risks			
Design Risk	Low	Complexity of project design impedes effective implementation and impact	Project design builds on the concept and institutional arrangements developed for the BCP. The project strategy is to utilize the institutional and project management arrangements already developed to ensure simplicity and effectiveness.
Social and Environmental Risk	High	Local population gives higher priority to livelihoods than to support for biodiversity conservation. Risk of adverse social impacts as a result of the transition to more sustainable management of the resources.	The ESMF includes a draft EMP to manage environmental impacts of the project, as well as promote good practices for biodiversity conservation. In addition to implementation of social safeguards (RPF and PF) the project will develop and implement Community Action Plans that will support social and economic development activities that are linked with the project objectives and will be complemented by public awareness and outreach programs, including the involvement of schools and farmer field schools.
Delivery Quality Risk	Low	Risk that project lacks adequate sustainability and measurability	<p>The project has strong ownership by the government and is committed to continuing the project activities and implementing its policies in the longer term.</p> <p>The M&E activities in component 3 of the project will focus on trainings for effective monitoring to ensure the</p>

			success of the impact evaluation.
Financial Management	Low	Limitations in Fund Flow	<p>A Simplified funds flow arrangements adopted by the project will facilitate efficiency in the transfers.</p> <p>The systemic problem affecting speedy withdrawal applications will be a focus of Bank training of the relevant Ministry of Finance officials concerned.</p> <p>Use of the PCU for the PRSDP.</p>

Overall Risk Rating at Preparation	Overall Risk Rating During Implementation	Comments
Medium-Impact	Medium-Impact	

Annex 5: Implementation Support Plan

SIERRA LEONE: Wetlands Conservation Project

1. The strategy for implementation support (IS) has been developed based on the nature of the project and its risk profile. It will aim at making implementation support to the client flexible and efficient, and will focus on implementation of the risk mitigation measures defined in the ORAF.

2. Most Bank team members will be based in either the Sierra Leone country office or the Ghana country office, with support from technical and operational staff in Washington to ensure timely, efficient and effective implementation support to the client. Task team leadership will be eventually transferred to the country office by the end of first year of project implementation. This TTL will also be responsible for the Biodiversity Conservation Project. Formal supervision and field visits will be carried out semi-annually. Detailed inputs from the Bank team are outlined below.

- **Technical Input.** Supervision will ensure sufficient technical oversight is provided to liaise closely with the Government of Sierra Leone and the Project Management Team (PMT) to: (a) monitor progress of implementation towards achievement of project objectives; (b) review Terms of References and other project implementation documentation; (c) provide guidance on sector specific issues as well as project specific issues as they arise throughout implementation; and (d) conduct missions as necessary to assess project implementation and provide detailed guidance and support to the Government and the PMT. Technical support is expected to include an Environmental Specialist (with experience in forestry, conservation and wetlands issues), a Social Specialist, and other technical skills that may be needed as issues arise throughout implementation supervision, and will be identified as the Government develops annual work plans.
- **Procurement.** Implementation support will include: (a) providing supervision/training to members of the procurement unit supporting the implementation of the project, as well as to members of MAFFS and the PMT; (b) reviewing procurement documents; (c) providing detailed guidance on the Bank's Procurement Guidelines; and (d) monitoring procurement progress against the detailed Procurement Plan.
- **Financial Management.** Supervision will focus on the review of the project's financial management system, including accounting, reporting and internal controls. The Bank team will also work with MAFFS to assist in coordination among different departments and units for financial management and reporting.
- **Environmental and Social Safeguards.** The Bank team will support the Government in implementation of the agreed Environmental and Social Management Framework, the Process Framework and the Resettlement Policy Framework, and provide guidance to the client to address any issues.

I. Summary of implementation support

Time	Focus	Resource	Time	Partner Role
Project Year 1	Procurement	Procurement Specialist	2 SWs	
	Financial Management Supervision	Financial Management Specialist	3 SWs	
	Sector guidance and technical support	Environmental Specialist Social Specialist	4 SWs 2 SWs	
	Task team leadership and project supervision coordination	TTL Operations	4 SWs 3 SWs	
Project Years 2-5	Project implementation	Environmental Specialist Procurement Specialist Operations	2 SWs 2 SWs 2 SWs	
	Environment and Social monitoring and reporting	Environmental Specialist Social Specialist	2 SWs 2 SWs	
	Financial management monitoring and reporting	Financial Management Specialist	2 SWs	
	Task team leadership	TTL	3 SWs	

II. Skills Mix Required

Skills Needed	Number of Staff Weeks	Number of Trips	Comments
Environmental Specialist	4 SWs per year	Two per year	
Task Team Leader	3 SWs per year	Two per year	Field based
Social Specialist	2 SWs per year	One per year	
Procurement	2 SWs per year	Field trips as required	Field based
Financial Management	2 SWs per year	Field trips as required	Field based
Operations	2 SWs per year	As needed	

III. Partners

Name	Institution/Country	Role

Annex 6: Team Composition
SIERRA LEONE: Wetlands Conservation Project

World Bank staff and consultants who worked on the project:

Name	Title	Unit
John Fraser Stewart	Sr. Environmental Specialist	AFTEN
Gayatri Kanungo	GEF Technical Specialist	AFTEN
Alyson Kleine	Operations Analyst	WBICC
Edward Felix Dwumfour	Sr. Environmental Specialist	AFTEN
Peter Kristensen	Acting Program Coordinator	AFTEN
Mi Hyun Bae	Social Scientist	LCSSO
Marjorie Mpundu	Senior Counsel	LEGAF
Luis Schwarz	Senior Finance Officer	CTRFC
Ferdinand Tsri Apronti	Procurement Specialist	AFTPC
Joyce Agunbiade	Financial Mgt. Specialist	AFTFM
Anders Jensen	M&E Specialist	AFTRL
Virginie Vaselopulos	Program Assistant	AFTEN
Fatu Karim Turay	Team Assistant	AFMSL
Salam Hailou	Program Assistant	AFTEN

Annex 7: Incremental Cost Analysis
SIERRA LEONE: Wetlands Conservation Project

A. Background Context

1. Biogeographically, Sierra Leone is located in the Upper Guinean Forest Ecosystem with a land area of 72,326 km² encompassing five main ecosystem types including: (i) lowland rainforests; (ii) montane forests; (iii) savanna woodlands; (iv) freshwater and wetlands; and (v) coastal and marine. More than 4,800 km² of Sierra Leone is wetlands, including riverine ecosystems, freshwater and coastal swamps and mangroves and artificial impoundments, which support unique ecosystems.

2. These five ecosystems host significant biodiversity in terms of endemism and number of rare and threatened species. Indigenous fauna includes 15 species of primates, 18 species of antelopes and duikers, and over 500 bird species. Notably, Sierra Leone holds 23 bird species of global conservation concern and has numerous Important Bird Areas (IBA) that have been identified using globally agreed criteria.

3. The mangroves are unique ecosystems occurring along the sheltered inter-tidal coastlines, mudflats, riverbanks in association with the brackish water margin between land and sea in tropical and subtropical areas. Mangrove forests line much of Sierra Leone's coastline. These mangroves are distributed in the four main estuaries that fringe the coastline of Sierra Leone as shown in the Table 1 below⁹.

Table 1: Project Sites and Key Mangroves

Location	Profile	Area (ha)
Areas to be supported under the GEF-4 Project		
Sierra Leone River Estuary	The estuary has extensive fringes of shrubby mangroves. Some mangroves also fringe the Bunce River which is a tributary of the Sierra Leone River, and also include Aberdeen Creek, Jui Creek incorporating Orugu and Mayeme and extending into the Bunce river.	259,000
Mamunta Mayosso	Inland wetland area approximately 180km east of Freetown	2,076
Key Mangrove areas		
Yawri Bay	The mangroves cover the coastal belt in varying widths strengthen from Tombo to Shenge. Denser stands also cover the estuarine plains of the three main rivers: Ribbi, Bumpe and Kagboroko creek.	24,505
Scarcies River	Stands of mangroves (mainly for commercial use) occur mainly along the riverine fringes of Mahela, Kipimp, and Sasiyek Creek. Some stands also occur in the following Islands: Yeliboya, Kortimaw, Yeligbungbo and Bankapia.	13,007

⁹ The statistics to be re-confirmed at appraisal

4. In Sierra Leone mangroves are being degraded and destroyed as a result of unsustainable harvesting for fuel wood and building materials, and conversion to other land uses. Large tracts are also converted to rice fields and salt production (saliculture). Because of the long period of rice cultivation in these areas, the naturally fragile soil structure is now very vulnerable to erosion and siltation. In addition, the conservation benefits of mangroves not receiving importance and the little understanding of the role mangroves play for sustenance of other economic systems has further contributed to the destruction of mangrove ecosystems in Sierra Leone. Overall, this has led to mangroves being considered as wastelands with little use, and no value.

5. The threats from the disappearance of these mangroves include (i) loss of spawning grounds, and therefore the reduction of stocks of fish, crustaceans, molluscs, (ii) final sterilization of lands of which natural renewal of the fertility is maintained by cyclical exchanges between watersheds and the sea, the mangrove being a critical link of this cycle, (iii) the disappearance of the habitat of numerous species, some of which are threatened, (iv) the disappearance of an important stopover for migratory birds and, (v) the sedimentary imbalance of shorelines, and therefore the vulnerability of the coast with regard to disasters such as tsunamis. The situation is critical and requires reversing the trend in order to maintain the ecological function of the area.

B. Baseline or Business as Usual Scenario (no GEF Scenario)

6. In the current situation Sierra Leone, although acknowledged by national stakeholders for its unique ecosystems and globally significant biodiversity, has not received adequate protection (including control and use restrictions) by the government. Overall, natural resources and biodiversity management has been poorly financed using state funds and the policy and program planning, implementation and monitoring in Sierra Leone is done by weak public sector institutions which have shown an unwillingness to partner with others.

7. In the absence of GEF assistance, Government of Sierra Leone, with limited/no internal fiscal potential and limited support from other donors for the proposed target sites would undertake interventions limited in scope to meet selected domestic development objectives in ensuring a sustainable wetland ecosystem, wildlife protection and biodiversity conservation. The baseline programs and projects both at national and regional levels are listed in Table 2 below. These baseline programs as designed do not particularly focus on removing key barriers limiting the current enabling environment for wetland management. In addition there are likely to remain fragmented, largely managed in parallel, and only focusing on selected priority terrestrial sites, leaving some important terrestrial and most aquatic and coastal ecosystems vulnerable to degradation and loss. From a biodiversity perspective these fragile ecosystems will continue to be under threat from increased human activity in the coastal areas.

Table 2: Baseline projects and programs

Project Name	Organization	Description
Biodiversity Conservation Project (GEF-3)	World Bank	Effective conservation planning and management at three priority terrestrial conservation sites in the first instance, and in the development of mechanisms for sharing best management practice at other priority conservation sites around the country
Regional Coastal and Marine Conservation Program (PRCM)	IUCN; International Foundation for the Banc d'Arguin	To coordinate actions for marine and coastal conservation in West Africa (Cape Verde, Gambia, Guinea, Guinea-Bissau, Mauritania, Senegal, and Sierra Leone) with a focus on Coastal and Marine

for West Africa (2008- 2011)	(FIBA); Worldwide Fund for Nature (WWF); Wetlands International; Sub-Regional Fisheries Commission (CSRP)	Conservation; Fisheries Management; and Support for Integrated Coastal Zone Management (i.e. communications, management tools, research, etc.). This is also referred to as the West Africa Mangrove Initiative.
Support for Fishery Management in West Africa (2005-2010)	Bundesministerium für Wirtschaftliche Zusammenarbeit und Entwicklung (BMZ); Commission Sous-Régionale des Pêches (CSRP)	The project supports the strengthening of the CSRP (Commission Sous-Régionale des Pêches) as a platform for information and discussion, with an objective that the fisheries commission CSRP secures the sustainable use of fishery resources in the member states (Mauritania, Senegal, Guinea-Bissau, Guinea, Gambia, the Cape Verde islands and Sierra Leone).
Institutional Support to Fisheries Management; Transboundary Study	European Union	A project to study an ex-ante evaluation of a potential future Fisheries Partnership Agreement between the European Community and Sierra Leone. The study was commissioned by the Directorate General of Fisheries and Maritime Affairs of the European Commission under a framework contract “for performing evaluations, impact analyses and monitoring services in the context of Fisheries Partnership Agreements concluded between the Community and non-member coastal states”.
Artisanal Fisheries Development Project	African Development Bank	The project goal is to increase household and national food security and incomes through sustainable exploitation of fisheries resources. The project objective is to increase artisanal fish production in a sustainable and environmentally friendly manner.
Coastal Erosion; Early Warning system (BIOMAC)	Wetlands International/ SLEPA	BIOMAC aims to coordinate conservation efforts particularly driving the process of setting up an environmental early warning system and support capacity building from local communities to decision-makers in 7 countries: Senegal, Mauritania, The Gambia, Guinea, Guinea-Bissau, Sierra Leone, and Cape Verde.

8. In particular the Regional Coastal and Marine Conservation Program (PRCM) is supporting Sierra Leone in its management efforts of marine and coastal resources and biodiversity conservation. The project is focusing on the establishment of at least one Marine Protected Areas and small scale pilot activities (conservation, fisheries etc), supported by communications and capacity building components. These are expected to have impacts on the designation of Sierra Leone’s MPAs, which will contribute to improve the conservation status of key habitats and species, and enhance the representativeness, coherence and functionality of the regional MPA network. At a limited scale this will also enable engagement of local and national stakeholders, through their participation in the process, reinforced capacity in coastal and marine management and biodiversity conservation issues, and improved knowledge through publicizing best practices from the pilot demonstration projects. This project provides a strong linkage to the WCP in terms of implementing complimentary activities particularly in supporting the feasibility studies in the priority sites, a communication plan and pilot activities at selected sites which can generate lessons for future replication.

9. Further, Wetlands International is leading the West African Marine and Coastal Biodiversity Network (BIOMAC), which focus on consolidating the knowledge acquired in the field related to species and habitat conservation and initiating field activities, to build capacity of local actors responsible for conservation planning in the region, as well as to ensure the coherence of different activities and encourage the exchange of experiences between different stakeholders and conservation projects. The BIOMAC network will both facilitate knowledge exchange between organizations and as well as carry out activities of its own, with activities in the following areas: data collection and processing for an ecological warning system; capacity building; information exchange and harmonization; and sensitization. This project provides linkage to the WCP in terms of complimentary activities in its overall coordination of regional marine and coastal conservation projects in West Africa, for which the WCP will finance activities in Sierra Leone, and support for data collection and information management on species and habitats, as well as capacity building for local actors responsible for carrying out this work.

10. In addition, the IDA financed Rural and Private Sector Development Project (PRSDP) is supporting GoSL, through MAFFS, in strengthening the competitiveness of the country's agriculture sector and its linkages to the private sector. A key component of this project is to build and enhance project management functions and skills within MAFFS, to benefit future projects implemented by the Ministry. Financing from the RPSDP will directly compliment the WCP by providing support for the project management component, specifically to assist MAFFS with carrying out procurement and financial management responsibilities, and to build capacity of the relevant staff to undertake these functions over the duration of the project.

C. GEF Alternative

11. Mangrove biodiversity and conservation has begun to receive significant importance as research has increased the understanding of values, functions and attributes of mangrove ecosystems and the role they play in providing important ecological services and livelihoods for the mangrove associated communities. In that context the Government of Sierra Leone has made plans to include mangrove forest conservation, most notably by enacting national forest legislation and developing guidelines for various aspects of natural forest management. In addition Sierra Leone has recently signed up to a regional charter to protect their mangrove resources. However financial support is needed to ensure that there is increased awareness of the value of and management of the wetland systems.

12. The GEF Alternative is strategically designed to complement the terrestrial focus of the GEF-3-BCP and be cost effective through its synergy with the BCP by utilizing and expanding the capacity and scope of the existing Government/project team to apply skills and lessons learned at terrestrial sites and establish conservation status and community based conservation of Sierra Leone's wetlands for the first time.

13. The Project Development Objective (PDO)/Global Environmental Objective (GEO) is to improve strategic and operational conservation management of wetland areas in Sierra Leone.

Scope of Analysis

14. The project will pilot activities in two wetland areas, the Sierra Leone River Estuary (coastal wetland) and the Mamunta Mayosso complex (inland, wetland). These priority sites were identified in the National Biodiversity Strategy and Action Plan (NBSAP, 2003) following consultation with Central and Local Government, traditional authorities, and local communities. As an initial step, selection criteria were established for guiding the consolidation of the protected areas system and sites were selected to include priority wetland ecosystems based on biodiversity importance, level of threat, practical feasibility and availability of donor interventions. The selected sites will not only enhance the ecosystem representativeness within the protected area system but also offer a high potential for tourism activities in the future. At the outset it is thus critical that the selected sites are brought under proper management and the basic critical needs of these areas be met to enable any further action in the longer term.

GEF Incremental activities

15. Conservation of mangrove biodiversity through mainstreaming conservation site management and biodiversity into local, regional and national development planning and implementation has been identified by key stakeholders in the country as the most sustainable option for ecosystem development and conservation in Sierra Leone. This is the overarching rationale behind the GEF alternative; and it clearly stands at the center of the Project design through its three inter-related project components (see also Annex 2).

Component 1: Strategic Planning for Wetland Conservation: This component will provide technical assistance to support: (i) reviewing and updating as appropriate the existing policy and strategy for wetland conservation in Sierra Leone; (ii) updating the inventory and prioritizing conservation needs of key wetland ecosystems throughout Sierra Leone; and (iii) preparing a prioritized and phased strategic plan for wetland conservation nationwide.

Component 2: Wetland Conservation Site Planning and Management: This component will provide services to support: planning and management; goods (e.g. motorbikes, small boats, global positioning systems (GPS), radios, lap tops); minor infrastructure improvements; training, including workshops and study tours; and some operational costs in order to develop and implement effective conservation management at the selected priority wetland conservation sites. Best practice will be shared with managers and stakeholders at other wetland sites around the country in the context of implementing a national strategic plan for wetland conservation.

Component 3: Project Management: This component will primarily finance services and some goods to support the existing BCP Project Management Team (PMT) within the Forestry Division of MAFFS, to ensure that the team has the necessary resources to effectively expand the scope of work to include the wetland sites and wetland conservation strategy development.

Incremental value added by GEF funding and Global benefits

16. The requested financing under the GEF alternative will enable the Government of Sierra Leone to consolidate and expand on the ecological coverage of ongoing initiatives to build a coherent national conservation program that will include wetlands and coastal priority areas. No

other donor is currently available to provide this time sensitive and critical support to maintain Sierra Leone's globally significant biological diversity and consolidate the national program and capacity needed to ensure its sustained conservation. Therefore, GEF financing is crucial to enable the government to carry out conservation activities. The Project would particularly add value through providing financing for bringing in the much-needed international expertise in wetland management, to the new areas currently not covered and for replication of lessons and methods from the GEF-3 Project. The GEF support will also play a critical role in awareness building and knowledge sharing across the region

17. Field investments will improve the status of protection and management of key wetlands of global biodiversity importance, which are fulfilling important functions and services, including generation of global environmental benefits. GEF funds will also provide assistance through development of rural enterprises and market mechanisms, and provide support to community members toward income-generating activities compatible with appropriate natural resources management systems. Thus, this project will provide opportunities to managers of PAs and communities to add value to mangrove conservation sites and increase the contribution of goods and services provided by their sustainable management to poverty alleviation at the national and local levels. Income-generating activities for smallholders will be identified and promoted through linkages with relevant institutions.

18. With the GEF financing, incremental global environmental benefits include:

- Effective conservation of globally important wetland ecosystems which will help sustain diverse flora and fauna species in large proportions and provide many ecosystem services such as coastal protection from storm, reduction of shoreline and riverbank erosion, stabilizing sediments and absorption of pollutants.
- Conservation of a rich and endemic wildlife (such as crabs, crustaceans, fish, molluscs [bivalves, oysters], abundant avifauna [waterbirds], and some rare mammals and turtles).
- Conservation management of currently threatened priority wetland ecosystems in the context of the national protected area network and conservation strategy and providing sustainable, conservation-linked benefits for local communities, as well as future opportunities for education and ecotourism.
- Investments in biodiversity at ecosystem level removing the root causes of threats, thus improving the efficacy and cost-effectiveness of management endeavors.
- Strengthened institutions at national, and local levels through targeted capacity building for planning, management and monitoring of mangrove biodiversity conservation.
- Harmonization of fragmented national environmental policies and legislation.
- Increased partnerships at all levels, providing opportunities to better collaborate and communicate the exchange of good practices.
- Likely trans-boundary impact: given that a number of these mangrove stands or their catchments are shared by countries, mangrove goods and services can be shared.

Incremental Cost

19. The proposed operation – designed as one of the operations under the West Africa Biodiversity program to scale-up biodiversity conservation in West Africa - would be

implemented with financial support of GEF under the Biodiversity Focal Area (US\$ 1.8 million, grant) and cofinancing in the form of complementary investments and technical assistance through the Government (US\$.36m) as well as the Regional Program for Conservation of the Coastal and Marine Zone of West Africa (WIA/PRCM - US\$.63 million); West African Marine and Coastal Biodiversity Network (BIOMAC – US\$.42 million); IDA’s Rural and Private Sector Development Project (RPSDP - \$1 million).

D. Fit with GEF Strategic Priorities

20. *Eligibility for GEF co-financing:* Sierra Leone is a member of many International Conventions. It ratified the Convention on Biological Diversity in 1996, the Convention on International Trade in Endangered Species (CITES) in 1995, and the Ramsar Convention in 2003. Additionally, Sierra Leone is also a party to a number of Africa regional agreements such as, among others, the Convention on the African Migratory Locusts; and African Convention on the Conservation of Nature and Natural Resources. The proposed project will contribute to meeting the objectives of the related conventions.

21. *Relevance to GEF Strategic Priorities:* **The project is fully consistent with the GEF-4 strategic objectives for the Biodiversity Focal Area and their strategic programs.** The Project aligns primarily with GEF Strategic Objective SO-1 (to catalyze sustainability of protected area (PA) systems) and contributes to Strategic Program SP-2 (increasing representation of effectively managed marine PA areas in PA systems). For SP-2, the Project will develop baseline studies and assessments, and subsequent community-based management plans, for the two priority wetland sites. Then, following agreement on management plans, the Project would provide resources to operationalize the two sites (e.g. boundary demarcation, key infrastructure, training). In addition, Component 2 will provide complementary support to the goals of SP-2, by developing a national strategic plan for longer-term formal protection of other critical wetland habitats throughout the country.

22. *Linkage to the West Africa Biodiversity Program:* Given that this project has been developed under the West Africa Biodiversity Program, it provides a clear linkage between biodiversity conservation and poverty. Many of the existing and imminent threats to conservation of wetlands derive from poverty, including unsustainable use of wetland resources by some of the most economically compromised groups in Sierra Leone. The project strategy entails carrying out detailed, site-specific social assessment in order to identify any priority local community needs that might constitute a significant threat to sustainable conservation management of wetland ecosystems, and to then identify how the project could assist in meeting these needs. This may entail providing goods, minor works or services under the Community Action Plans, as specified by local communities; as well as follow up with Government service providers and Development Partners to provide guidance on how sustainable biodiversity conservation could be mainstreamed in the local, regional, and national poverty reduction and development planning process.

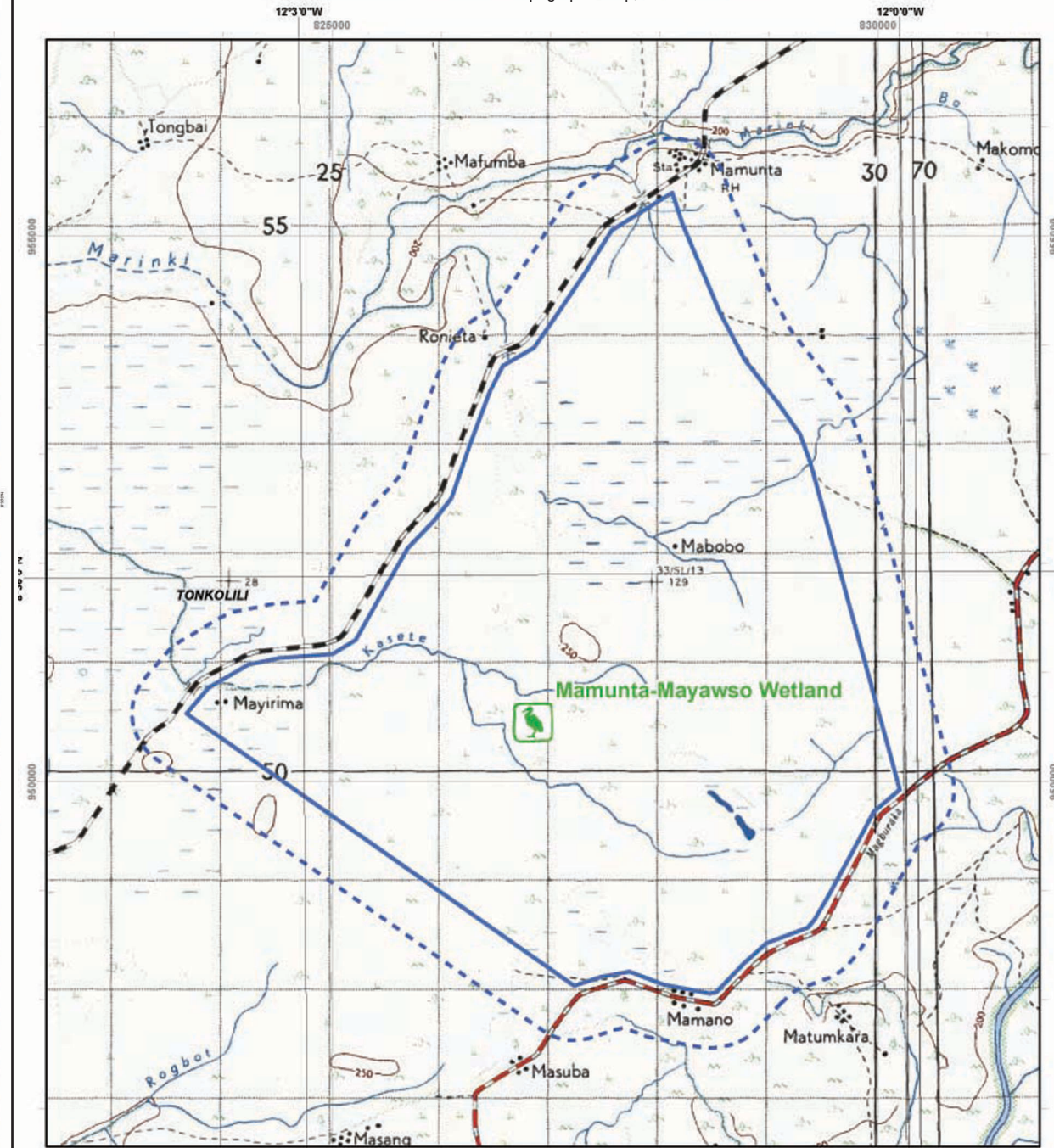
E. Role of Cofinancing

Table 3: GEF Alternative - Breakdown of Funding sources by components

Components	GEF (US\$M)	GoSL/ Beneficiaries (US\$M)	WIA/ PRCM (US\$M)	WIA/ BIOMAC (US\$M)	IDA (US\$M)	Total (US\$M)
Component 1: Strategic Planning for Wetland Conservation	0.15	0.0288	.33	.42		.9288
Component 2: Wetland Conservation Site Planning and Management	1.545	0.2772	.30			2.1222
Component 3: Project Management	0.105	0.054			1.0	1.159
<i>TOTAL</i>	1.8	.36	.63	.42	1.0	4.21



MAMUNTA MAYOSSO WETLANDS
visualized on 1:50,000 Topographic Map, Status 1971



This map was produced by the Map Design Unit of The World Bank. The boundaries, colors, denominations and any other information shown on this map do not imply, on the part of The World Bank Group, any judgment on the legal status of any territory, or any endorsement or acceptance of such boundaries.

**SIERRA LEONE
GEF WETLANDS
CONSERVATION PROJECT**



Kilometers 0 0.375 0.75 1.5 2.25 3

Scale 1:35,000 applies only if Map is printed in original A3 size

Legend:
 ● Coastal Wetland Site Location
 ● Inland Wetland Site Location
 ● Wetland Conservation Area
 ● Wetland, 500m buffer zone
 ○ Settlements
 ● District capitals
 - - - District boundary
 - - - National boundary

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