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Report No. 34714-GA

PROJECT APPRAISAL DOCUMENT

ON A

GRANT FROM THE

GLOBAL ENVIRONMENT FACILITY TRUST FUND

IN THE AMOUNT OF US$10.0 MILLION

TO THE

REPUBLIC OF GABON

FOR A

STRENGTHENING CAPACITY FOR MANAGING NATIONAL PARKS AND BIODIVERSITY PROJECT

March 6, 2006

Environmentally and Socially Sustainable Development 3
Country Department 07
Africa Region

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CURRENCY EQUIVALENTS

(Exchange Rate Effective Estimation for February 14, 2006)

Currency Unit – CFA Franc
548 FCFA = US$1

FISCAL YEAR
January 1 – December 31

ABBREVIATIONS AND ACRONYMS

ADIE	Association for the Development of Environmental Information
AFD	*Agence Française de Développement* (French Development Agency)
AfDB	African Development Bank
ANGAP	National Association for the Management of Protected Areas
ANPN	*Agence Nationale des Parcs Nationaux* (National Agency of National Parks)
CAR	Central African Republic
CARPE	Central African Regional Program for the Environment
CAWHFI	Central African World Heritage Forest Initiative
CBFP	Congo Basin Forest Initiative
CNPN	*Conseil National des Parcs Nationaux* (National Council for National Parks)
COMIFAC	*Conférence des Ministres en Charge des Forêts d'Afrique Centrale* (Central African Conference of Forest Ministers)
CPAR	Country Procurement Assessment Review
CPFP	Congo Basin Forest Partnership
CQS	Consultant Qualification Selection
CTC	CyberTracker Conservation
DFC	*Direction de la Faune et de la Chasse* (Wildlife and Hunting Directorate)
DPL	Development Policy Loan
EC	European Commission
ECOFAC	*Ecosystèmes Forestier d'Afrique Centrale* (Forest Ecosystems of Central Africa)
ENEF	*Ecole Nationale des Eaux et Forêts* (National Forestry School)
ESI	Environmental Sustainability Index
FAO	Food and Agriculture Organization
FFEM	*Fonds Français pour l'Environnement Mondial* (French Fund for the Global Environment)
FMR	Financial Management Report
GDP	Gross Domestic Product
GEF	Global Environment Facility
IAPSO	Inter-Agency Procurement Services Office
IBRD	International Bank for Reconstruction and Development
ILO	International Labor Office
IPDP	Indigenous People Development Plan
IRET	Research Institute for Tropical Ecology
M&E	Monitoring and Evaluation
MEFPEPN	Ministry of Forest, Fisheries and Environment
METT	Monitoring and Evaluation Tracking Tool
MIKE	Monitoring of Illegal Killing of Elephants
NCB	National Competitive Bidding
NGO	Non-Governmental Organization
OED	Operations Evaluation Department
OP	Operational Programs
PFE	*Projet Foret et Environnement* (Forestry project)
PIU	Project Information Unit

PSFE	Forest and Environment Sector Program
PSVAP	*Programme Sectoriel de Valorisation des Aires Protégées* (Sector Program for Valorization of Protected Areas)
QCBS	Quality and Cost Based Selection
RAPAC	*Réseaux d'Aires Protégées en Afrique Centrale* (Central African Network of Protected Areas)
REIMP	Regional Environmental Information Management Program
SA	Special Account
SMF	Sustainable Forest Management
SNBG	State-owned Timber Trade Company
SOE	Statement of Expenditure
SP	Strategic Priorities
TCM	Technical Management Committees
UNDP	United Nations Development Program
USAID	United States Agency for International Development
WCS	World Conservation Society
WWF	World Wide Fund for Nature

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TABLE OF CONTENTS

A. SRATEGIC CONTEXT AND RATIONALE 1

A.1 Country and sector issues 1

A.2 Rationale for Bank and GEF involvement 2

A.3 Higher level objectives to which the project contributes 3

B. PROJECT DESCRIPTION 4

B.1 Lending instrument 4

B.2 Project development objective and key indicators 5

B.3 Project global environment objective and key indicators 5

B.4 Project components 5

B.5 Lessons learned and reflected in the project design 8

B.6 Alternatives considered and reason for rejection 10

C. IMPLEMENTATION 10

C.1 Partnership arrangements (Institutional coordination). 10

C.2 Institutional and implementation arrangements 11

C.3 Monitoring and evaluation of outcomes / results 12

C.4 Sustainability and replicability 12

C.5 Critical risks and possible controversial aspects 14

C.6 Loan/credit/grant conditions and covenants 17

D. APPRAISAL SUMMARY 17

D.1 Economic and financial analyses 17

D.2 Fiduciary 18

D.3 Social (stakeholder involvement) 18

D.4 Environment 19

D.5 Safeguard policies 19

D.6 Policy exceptions and readiness 20

ANNEX 1 - COUNTRY AND SECTOR PROGRAM BACKGROUND 21

ANNEX 2 - MAJOR RELATED PROJECTS FINANCED BY THE BANK AND / OR OTHER AGENCIES. 24

ANNEX 3 – RESULT FRAMEWORK AND MONITORING 30

ANNEX 4 – DETAILED PROJECT DESCRIPTION 37

ANNEX 5 – PROJECT COSTS 54

ANNEX 6 – IMPLEMENTATION ARRANGEMENTS 57

ANNEX 7 – FINANCIAL MANAGEMENT AND DISBURSEMENT ARRANGEMENTS 60

ANNEX 8 – PROCUREMENT 63

ANNEX 9 – ECONOMIC AND FINANCIAL ANALYSIS 67

ANNEX 10 – SAFEGUARDS POLICIES 76
ANNEX 11 – PROJECT PREPARATION AND SUPERVISION 79
ANNEX 12 – DOCUMENTS IN THE PROJECT FILE 81
ANNEX 13 – STATEMENT OF LOANS AND CREDITS 96
ANNEX 14 – COUNTRY AT A GLANCE 97
ANNEX 15 – INCREMENTAL COSTS ANALYSIS 85
ANNEX 16 – STAP ROSTER REVIEW 100
ANNEX 17 – GEF STAKEHOLDER PARTICIPATION PLAN 124
ANNEX 18 – MAP 34299 100

GABON

Strengthening Capacity for Managing National Parks and Biodiversity

Project Document

AFRICA

AFTS3

Date: February 27, 2006	Team Leader: Laurent Debroux
Country Director: Ali Mahmoud Khadr	Sectors: Forestry (60%); General agriculture,
Sector Manager/Director: Joseph Baah-Dwomoh	fishing and forestry sector (20%); Mining and
Project ID: P070196	other extractive (20%)
Lending Instrument: Specific Investment Loan	Themes: Environmental policies and institutions (P);Biodiversity (P);Other environment and natural resources management (S)
	Environmental screening category: A
Global Supplemental ID: P070232	Team Leader: Laurent Debroux
Lending Instrument: Specific Investment Loan	Sectors: Forestry (100%)
Focal Area: B-Biodiversity	Themes: Environmental policies and institutions
Supplement Fully Blended?: No	(P);Biodiversity (P);Other environment and natural resources management (S)

Project Financing Data

[ ] Loan [ ] Credit [X] Grant [ ] Guarantee [ ] Other:

For Loans/Credits/Others:
Total Bank financing (US$m.): 10.0
Proposed terms: Grant

Financing Plan (US$m)

Source	Local	Foreign	Total
BORROWER/RECIPIENT	3.60	0.00	3.60
GLOBAL ENVIRONMENT FACILITY	10.00	0.00	10.00
FOREIGN MULTILATERAL INSTITUTIONS (UNIDENTIFIED)	13.10	0.00	13.10
Total:	26.70	0.00	26.70

Borrower:
Government of Gabon
Gabon

Responsible Agency:
Ministry of Economic Forestry, Water, Fisheries & Environment
Gabon

GEF Estimated disbursements (Bank FY/US$m)

FY	2006	2007	2008	2009	2010	2011
Annual	0.5	2.0	2.0	2.0	2.0	1.5
Cumulative	0.5	2.5	4.5	6.5	8.5	10.0

Project implementation period: Start April 15, 2006 End: April 15, 2011
Expected effectiveness date: April 15, 2006
Expected closing date: April 15, 2011

Does the project depart from the CAS in content or other significant respects? ***Ref. PAD A.3***	[ ]Yes [X] No
Does the project require any exceptions from Bank policies? ***Ref. PAD D.7*** Have these been approved by Bank management? Is approval for any policy exception sought from the Board?	 [ ]Yes [X] No [ ]Yes [ ] No [ ]Yes [X] No
Does the project include any critical risks rated "substantial" or "high"? ***Ref. PAD C.5***	[X]Yes [ ] No
Does the project meet the Regional criteria for readiness for implementation? ***Ref. PAD D.7***	[X]Yes [ ] No

Global Environment objective ***Ref. PAD B.2, Technical Annex 3***

The Project Development Objective is "Biodiversity is protected and managed in a sustainable way and contributes to the diversification of the national economy, through strengthened capacities of parks and wildlife authorities". By working in national parks and surrounding buffer zones and production landscapes the GEF intervention will adopt an integrated approach to biodiversity conservation. Implementation of concrete on-the-ground activities will strengthen organizational and operational capacities of national parks and wildlife authorities (the ANPN and the Ministry of Forests - MEFPEPN).

Project description *[one-sentence summary of each component]* ***Ref. PAD B.3.a, Technical Annex 4***

Component 1 - Institutional strengthening of the ANPN (national level)
Component 2 - Expanding Gabon's protected area coverage (national level)
Component 3 - Direct support to selected national parks (site level)
Component 4 - Wildlife management in production landscapes (site level)

Which safeguard policies are triggered, if any? ***Ref. PAD D.6, Technical Annex 10***

Five safeguard policies are triggered by the GEF intervention. As the project's overarching objective is conservation of natural resources, it is expected to have a positive impact on Environment (OP/BP/GP 4.01), Natural Habitats (OP/BP 4.04) and Forests (OP/BP 4.36). With respect to Forests the project will not finance logging operations and will not finance activities that logging companies are required to undertake by law. The project being undertaken in the framework of the overall PSFE is also expected to have positive or neutral impacts on Involuntary Resettlement (D 4.20, being revised as OP 4.11) and Indigenous Peoples (OP 4.10). However, a Resettlement Framework and an Indigenous People Plan are being prepared for the entire PSFE. Mitigation measures for Involuntary Resettlement (D 4.20, being revised as OP 4.11) will include extensive consultation and negotiation concerning the boundaries of new protected areas. The creation of community forests in buffer zones and increased employment opportunities from national parks are also relevant mitigation measures. In Loango National Park there are an estimated 20 people, within the park. Extensive consultation is being carried out with these villages and mitigation measures defining activities and geographical limits are currently being established. In Moukalaba an estimated 50 people, are within the park boundary. Mitigation measures will be undertaken. With respect to Indigenous Peoples (OP 4.10) a small community of pygmies is thought to occasionally use the southern part of the Lopé National Park. Their traditional livelihoods are not affected by park management activities as no restrictions are placed on their movements or activities. Agreements will be negotiated to ensure indigenous people are not involved in commercial poaching on protected species. Further details on safeguard issues are provided in Annex 10.

Significant, non-standard conditions, **if any**, for: NA.

Board presentation: March 28, 2006

Loan/credit effectiveness: June 15, 2006

Covenants applicable to project implementation.

A. SRATEGIC CONTEXT AND RATIONALE

A.1 Country and sector issues

1. **Key elements of the sector and poverty reduction strategy.** Since 1960, Gabon has developed an oil-based economy. In 1996, oil accounted for 58 percent of Government revenues. However Gabon's oil resources are projected to decrease in the forthcoming years and there is an urgent need to diversify the economy. The forestry and environment sector is seen as an obvious alternative to compensate for the declining contribution of the oil sector to Gabon's economy. With forest covering 85 percent of the territory, Gabon is one of the most densely forested counties in Africa and in the world. However the current oil decline is likely to increase pressure on Gabon's rich forests, fisheries and biodiversity endowments as alternative income sources, with the risk of unsustainable exploitation, loss of biodiversity and poor benefits for local populations.

2. Gabon's interim poverty reduction strategy (2003) puts strong emphasis on diversifying the economy while at the same time taking steps to ensure that renewable natural resources are protected and sustainably managed. Under this new strategy, the targeted sectors are forests (Gabon's main industrial sector), fisheries, and biodiversity conservation. It is expected that their development will directly impact on employment and will lead to a broader and more equitable sharing of revenues, while having an induced impact on other sectors (for instance, infrastructure: transport and communication services). The 2004 Letter of Sector Policy, adopted under leadership of President Bongo Ondimba, emphasizes that biodiversity conservation through sound management and valorization of the national parks network should make an important contribution to the national economy, through employment and ecotourism spin offs.

3. **Key constraints and country steps to address them.** The main threats to non-oil natural resources in Gabon are: (i) persistence of unregulated logging activities resulting in depletion of timber resources and ecosystem alterations, (ii) commercial poaching to supply the lucrative urban markets, and (iii) uncontrolled inshore and offshore fishing. Addendum 1 to Annex 4 provides an analysis of the threats to biodiversity, its root cases and mitigation strategies. Furthermore until now the forestry sector has made an insufficient contribution to the national economy because of the low levels of local value-added through processing, the inadequate pricing policies and complex fiscal system resulting in poor collection of revenues, unsustainable logging, lack of transparency and lack of enforcement. Lack of clear management systems and of human technical and financial resources for biodiversity conservation and natural resource management is also a key constraint. To meet these challenges, Gabon has embarked upon a series of policy decisions and reforms:

1. The 2001 Forest Code introduces mandatory sustainable management of production forests, and the 2004 Finance Law simplified the fiscal regime and the procedures for collection of forest revenues.
2. In August of 2002 President Bongo Ondimba and his government created a network of 13 national parks covering 28,371 km², i.e. 10.6 percent of the country's surface area. An inter-ministerial government committee, the *Conseil National des Parcs Nationaux* (CNPN) was established to oversee the process leading to effective management of the network. The government is currently drafting a law that will set the legal framework for national parks in Gabon, and create the *Agence Nationale des Parcs Nationaux* (ANPN) in charge of managing the parks[1].

[1] The ANPN would be attached to the President's office.

3. In May 2004, the government adopted a Letter of Sector Policy which sets out the governance and policy reform agenda for increasing the natural resources contribution to the economic diversification and to poverty alleviation in a sustainable manner. The Letter of Policy puts emphasis on greater transparency and law enforcement in forest, biodiversity and fisheries.

4. Following the adoption of the Letter of Policy, the government put in place a moratorium on allocation of new logging rights pending the adoption of transparent procedures and it decided to remove the monopoly of the State-owned Timber Trade Company (SNBG). It also for the first time disclosed the official list and maps of logging permits.

4. This Letter of Policy provides the rationale for Gabon's Forest and Environment Sector Program (PSFE) which the country is currently preparing. The PSFE is piloted by the Ministry of Forest, Fisheries and Environment (MEFPEPN)[2]. It builds on National Action Plans prepared by national working groups on forests, biodiversity and environment (both supported by GEF-UNDP) and tourism. The long term objective of the PSFE program is to help the country move away from oil dependency and to diversify the national economy on the basis of sustainable management of forests, fisheries and biodiversity resources. The objectives are articulated around 5 components:

PSFE Component 1	Sustainable forest management including wildlife in production landscapes
PSFE Component 2	Fisheries and coastal zone management
PSFE Component 3	Development of the national parks network
PSFE Component 4	Valorization of other environmental goods and services
PSFE Component 5	Institutional strengthening, research and training

5. Eligibility for GEF co-financing. Gabon ratified the Convention on Biodiversity (1997), the Framework Convention on Climate Changes (1987), the CITES (1989), the RAMSAR (1987), the Convention of London (1992), and the Convention on marine environment and coastal zones of the West and Central Africa region (1988).

6. Coherence with national or sector development plans, regional inter-governmental agreements. The GEF intervention clearly falls within the national priorities expressed in the Letter of Policy and the PSFE. It will support component 3 (development of the national parks) and component 1 (wildlife management in production landscapes) of the PSFE. This GEF intervention also clearly falls within priorities at the regional level as it builds on the unprecedented political commitment expressed in the Yaoundé Declaration on Conservation and Sustainable Management of Forests, signed by the Heads of State of six central African nations including Gabon, and implemented through the COMIFAC (*Conférence des Ministres en Charge des Forêts d'Afrique Centrale*). The proposed project also falls firmly within the framework of the Congo Basin Forest Partnership (CBFP) launched by the United States and South Africa at the Johannesburg WSSD in 2002 and supported by 29 public and private partners. The CBFP focuses on 11 landscapes of high biodiversity value, 5 of which fall within Gabon.

A.2 Rationale for Bank and GEF involvement

7. Gabon's unique combination of exceptionally abundant and diverse natural resources with a low population density (22 hectares of forest per capita) presents a favorable context for implementing a sustainable development strategy which will avoid large-scale environmental damages and which will also benefit the global community. In a recent report issued at the World Economic Forum in Davos, Switzerland, Gabon received the highest ranking of any African country in the 2005 Environmental Sustainability Index (ESI). This high score was achieved because the high level and degree of intactness of Gabon's biodiversity, the fact that a large proportion of its national territory has been placed under

[2] The preparation of the Forest and environment Sector Program (PSFE) is being coordinated by the Ministry of Forest and Environment's Cellule de Planification et Suivi-Evaluation (CPSE).

environmental protection and that in consequence it has the lowest risk of any African nation experiencing major environmental deterioration in the short and medium term.

8. The Bank and the GEF have become key players in forest sector reform in Central Africa and have been major catalysing forces in the preparation of the PSFE which, from the start, has been a participative process under the leadership of the Gabonese government and involving the main donors (AFD, French Cooperation, EC, US, ADB, UNDP, IBRD and GEF), private sector and international and national NGOs. The proposed GEF project was developed in synergy with other donors' interventions, especially the IBRD, so as to mutually reinforce each other.

9. The forest and biodiversity agenda has recently enjoyed clearly expressed leadership from the highest political level. Cross-sectoral ministries (Finances, Plan) and the President's office are closely involved in steering the reform agenda forward. However, experience tends to show that without external support the pace of reforms may slow down considerably. By providing external and neutral policy advice, the Bank has an important role to play in keeping the forestry and environmental sector reform agenda on track. The proposed GEF project will contribute to the institutional reform process underway with respect to the creation of the ANPN.

10. The Bank and the GEF also play a key-role with their ability to convene other donors and bring all players into the comprehensive national sector-wide PSFE framework. The Bank and GEF can help coordinate donors' priorities, as well as catalyze funds from other investors. With regard to the national parks and biodiversity conservation agenda, the GEF is also expected to play an important catalytic role in promoting the landscape approach to biodiversity conservation. The PSFE program is being prepared through multi-donor missions which are an important instrument for donor coordination and investment stimulation.

A.3 Higher level objectives to which the project contributes

11. **Bank's contribution to Gabon's sector and poverty reduction objectives.** Gabon's Letter of Policy and PSFE program – and the GEF operation in support of it – are at the core of Gabon's strategy to mitigate the impact of oil decline, diversify the national economy on the basis of sustainable management of non-oil natural resources.

12. **Consistency with CAS objectives.** The GEF intervention is consistent with the draft CAS objectives of promoting economic diversification and improving management of public resources both financial and natural. The project will contribute directly to the CAS and PSFE goals by intervening in 2 priority areas that have been identified for Gabon:

- *Support to diversifying the economy and promoting the private sector.* Within the PSFE framework, the GEF intervention supports new sectors of the economy based on the sustainable use of natural resources (forests, fisheries, and biodiversity) while emphasizing the involvement of the private sector in this development. It aims to lay the foundation for possible development of eco-tourism in Gabon, providing employment and revenue-generating activities in rural areas. By reducing unsustainable use of natural resources, this GEF intervention helps set the scene for sustained economic development.
- *Improved management of public resources including natural resources.* The GEF intervention will contribute directly to strengthening of public sector effectiveness, in particular through its support to the AGPN and to the wildlife authority[3]. It will also contribute to poverty reduction by

[3] The wildlife authority is the *Direction de la Faune et de la Chasse* (DFC) under the *Direction Générale des Eaux et Forêts* (DGEF) within the Ministry of Water & Forest, Fisheries, Environment and Protection of Nature (MEFPEPN)

building civil society's capacity through the stakeholders' involvement in every aspect of the project.

13. **Relevance to GEF operational program goals.** The proposed GEF intervention addresses the objectives of the GEF Operational Programs (OP) 1: Forest ecosystems and OP 2: Coastal, marine and fresh water systems. It is consistent with the objectives of the two OPs by supporting threat remediation activities at selected PA sites of high global significance, and promoting the broad-based participation of local communities in site management activities. Furthermore, the project will facilitate the development and adoption of sustainable natural resource management practices for wild natural biodiversity resources in production landscapes.

14. The project primarily contributes to GEF Biodiversity Strategic Priorities (SP) #1-*Catalyzing Sustainability of Protected Areas*, although it also shows significant contribution to SP# 2-*mainstreaming biodiversity conservation in production systems*. GEF-3 Strategic Priorities states that protected areas are the cornerstones of conservation and that biodiversity must be increasingly mainstreamed by emphasizing support for conservation beyond protected areas. It also states that the approach should move beyond a projects-based emphasis to systematically supporting country enabling environments and long-term institutional building. Through activities designed under the various components of the PSFE, in particular activities related to institutional capacity building of the ANPN and Ministry of Forests, capacity building of the stakeholders, increasing the protected area coverage to include sites of special biological significance, establishing effective management systems in the existing national parks targeted under the project and improving wildlife management in production landscapes, the project directly contributes towards the two Strategic Priorities. The key objective is to consolidate and strengthen management of the PA system with a view towards assuring its long-term sustainability.

B. PROJECT DESCRIPTION

B.1 Lending instrument

15. The proposed GEF project will be implemented through a US$10 million grant to the government of Gabon within the framework of the PFSE program. It complements an IBRD loan in support of components 1 (forest), 2 (fisheries), 4 (environment) and 5 (institutional capacity building) of the PSFE. This IBRD operation is packaged as a Development Policy Lending (DPL) given the PSFE emphasis on policy reforms in those sectors. Both GEF and IBRD operations fit within the framework of the overall PSFE program, they are mutually reinforcing and they complement other donors. However, both operations remain separate. No GEF resources will be channelled through a budget support type mechanism.

16. **Long-term objectives of the PSFE program.** The long-term objective of the PSFE is to help the country move away from oil dependency and to diversify the economy on the basis of sustainable management of forest, fisheries and biodiversity resources. This objective is expressed in the Letter of Sector Policy. It calls for significant policy and governance changes in how natural resources are managed with a focus on greater transparency, law enforcement and civil society participation. The PSFE is a sector-wide, multi-donor program led by the Ministry of Forest with some activities to be undertaken by the Ministry of Finance and the ANPN. It is estimated that the total cost of the overall PSFE program will be around US$100 million. The Biodiversity component of the overall program is estimated at US$40.7 million.

B.2 Project development objective and key indicators

17. The Project Development Objective is "*Biodiversity is protected and managed in a sustainable way and contributes to the diversification of the national economy, through strengthened capacities of parks and wildlife authorities*". By working in national parks and surrounding buffer zones and production landscapes the GEF intervention will adopt an integrated approach to biodiversity conservation. Implementation of concrete on-the-ground activities will strengthen organizational and operational capacities of national parks and wildlife authorities (the ANPN and the Ministry of Forests - MEFPEPN).

18. Key performance indicator:

- Effective implementation of ANPN's management plans for key national parks[4], leading to socio-economic benefits such as employment generation and ecotourism by Year 5.

B.3 Project global environment objective and key indicators

19. The Global Environmental Objective is "*Biodiversity conservation in the Congo basin is enhanced*". The Congo basin constitutes the world's second largest tropical forest. With forest covering 85 percent of its territory Gabon accounts for approximately 15 percent of the Congo Basin rainforest. It encompasses three of the world's globally important Eco-regions and it has a particularly high level of biodiversity and endemism. It has low human population density and therefore it has a higher chance of success in protecting biodiversity than most other tropical countries. Enhancing the conservation of biodiversity in Gabon will therefore make a significant contribution to biodiversity conservation in the Congo basin, and at the global level.

- 1 million hectares of areas suitable for biodiversity protection status identified and proposed for formal gazettement by Year 5.
- 1 million hectares of key national parks with 80 percent increase in management effectiveness score (as measured by the METT/WWF/WB site level tracking tool) leading to biodiversity conservation, employment generation and ecotourism development, by Year 5.
- 5 million hectares of production landscapes in buffer zones with increased wildlife management effectiveness, as measured by indicators of surveillance efforts and levels of wildlife off-take, by Year 5.

B.4 Project components

20. The project will comprise 4 components[5] with two intervening at the national level and two targeting sites in the field:

GEF Component 1	Institutional strengthening of the ANPN (national level)
GEF Component 2	Expanding Gabon's protected area coverage (national level)
GEF Component 3	Direct support to selected national parks (site level)
GEF Component 4	Wildlife management in production landscapes (site level)

Components 1, 2 and 3 of the proposed GEF intervention support component 3 of Gabon's PSFE. Component 4 of the proposed GEF intervention supports component 1 of the PSFE.

21. In order to ensure that GEF funds are used in the most effective and cost efficient manner, a number of strategic decisions were made in order to identify how best to target the use of funds. The

[4] as indicated by an improved level of management effectiveness according to the WWF/WB site level tracking tool.
[5] Not to be confused with the five PSFE components

financial resources required to ensure proper management of all 13 national parks greatly exceeds the level of funding that could reasonably be requested from GEF within the framework of this project. Conservative estimates of annual costs for management of the national parks network are US$6 million a year, i.e. 30 millions for 5 years.

22. Rendering the new ANPN operational at the national level is clearly a precondition for the development of the national parks network. This constitutes component 1 of the GEF intervention. Gabon has committed to setting aside an additional 1 million hectares under conservation status. This target requires social and ecological surveys and local consultations, which constitute component 2 of the GEF intervention.

23. With respect to field activities (components 3 and 4 of the GEF intervention) it was considered important to target the funds in specific national parks and their buffer zones. Loango, Mukalaba[6], Mayumba, Lopé and Batéké National Parks and their buffer zones were selected to receive project support. A number of criteria were used to identify these 5 priority landscapes[7]:

- These five parks and their buffer zones present an exceptionally wide range of ecosystems, and therefore a very high level of biodiversity. Furthermore since the Loango-Mukalaba-Mayumba landscape encompasses marine and coastal ecosystems the GEF intervention is effectively able to address marine conservation issues (fisheries, oil pollution, marine mammals) which have been particularly neglected in Gabon until now. This will also allow synergies to be developed with the GEF-UNDP Gulf of Guinea Large Marine Ecosystem Project.
- The five national parks between them present the highest ecotourism potential in Gabon.
- The intervention will address trans-border biodiversity conservation issues, which is a government priority for regional integration within the framework of the COMIFAC.
- The presence of active conservation partners (EC, WWF, WCS, research institutions) operating in these five landscapes brings added value to the GEF contribution. Alone their financial contributions are insufficient to render the parks fully operational but in partnership with the GEF, the likelihood of achieving the required level of management is greatly enhanced. Furthermore these conservation partners bring their particular skills and experience to the service of the ANPN thus contributing to capacity building.
- By maximising the chances of achieving tangible success in these sites over the next 5 years the project and its conservation partners, who are already bringing considerable resources to the partnership, will serve as a catalyst for leveraging additional support for Gabon's national parks network, both internally and externally, as well as financially and politically.

Component 1: Institutional strengthening of the ANPN – National level

24. At the time this GEF intervention begins, the ANPN will be a newly-created institution with little capacity to oversee the management of the new network of national parks. Rendering the new ANPN operational at the national level is therefore a precondition for biodiversity conservation and biodiversity-based economic diversification in Gabon. It is essential that ANPN's role be one of providing support to field activities on the basis of needs defined in the field. To this end a light central structure at the national level will delegate as much responsibility as possible to individual national parks. Key inputs will include support to the following activities:

- Selection and training of a core of key staff (8 senior staff).
- Establishment of administrative, financial and human resources management structures.
- Establishment of capacities to coordinate conservation, law enforcement and M&E activities.
- Establishment of an effective communications / public awareness strategy.

[6] Loango and Mukalaba National Parks and their buffer zones form the so-called "Gamba Complex"

[7] Only parks with a clear demarcation from logging concessions have been taken into consideration. Parks where geographical overlapping with previous forest concessions have not been totally solved were not considered for GEF support.

- Implementation of the ANPN's replication plan.
- Definition of a sustainable funding strategy and establishment of a foundation or other sustainable funding mechanisms.
- Construction and equipment of ANPN's head office in Libreville.
- Support to day to day management of the project, implementation of the monitoring and evaluation tracking tool, and implementation of the project's social and environmental management plan, all for activities under the responsibility of the ANPN.

25. Key outputs will be an operational headquarter for the ANNP, with strengthened capacities to coordinate and monitor field activities in the network of national parks, to manage funds and human resources effectively, to implement the project's socio-environmental management plan, to ensure day to day management of the project for activities under the responsibility of the ANPN, and communicate with national and international stakeholders. Significantly, establishment of sustainable funding mechanisms to secure the future of Gabon's national parks network will also be an important output. The GEF intervention will finance various types of activities that are necessary to help Gabon design the most suitable endowment fund. The project will help draw experiences and lessons from other countries, and adapt to the country specific context. These activities include legal and finance advisory services, workshops, study tours, training, etc. Although at this stage it is not foreseen that the GEF project contributes to the endowment fund, this option might be envisaged in the course of project implementation after the fund has indeed been created, or it could be the subject of a follow-on operation.

Component 2: Expanding Gabon's protected area coverage – National level

26. Gabon has committed to achieving 4 million hectares of protected area by the year 2010, i.e. 1 million hectares more than its current coverage. This component is designed to help Gabon move towards this goal. Inputs will include:

- The training and equipping of protected area assessment survey teams.
- The implementation of a nation-wide survey of sites to identify and prioritise areas with potential for protected area status.
- Extensive consultation with local stakeholders.

27. Notably, the boundaries of the new network of national park were identified during a 3-year biological and socio-economic evaluation covering the entire country which was undertaken jointly by the DFC, DIARF and WCS. This evaluation was planned in two phases: (i) evaluation of all large blocks likely to merit the status of National Park; and (ii) identification of all small-scale biodiversity phenomena that were not captured in the parks (fragile, diverse mountains ecosystems, wetlands, caves, inselbergs, fluvial refuge forests, restricted geological formations that give rise to unique plant or animal communities, sacred forest patches in populated areas, etc.). This second category would mainly contribute to creating a complimentary series of biodiversity (and cultural) sanctuaries and other less restrictive protected areas. The status of the "*séries de conservation*" (approximately 500.000 ha within the 10m ha of sustainably managed forests concessions - CFAD) will also be clarified. This component is a logical follow up to the 3 year protected area evaluation that led to the creation of the national parks network.

28. The expected outcome is an increase in the surface area of proposed protected area coverage to include sites of special biological and/or cultural significance, which are not covered by the current national parks network. Specific outputs will be assessment survey reports identifying priority sites and appropriate protection status.

Component 3: Direct support to selected national parks – Site level

29. Taking into account other donors' interventions, direct GEF support within the parks is limited to Loango, Mukalaba and Mayumba National Parks. GEF support for production landscapes surrounding protected areas (component 4) covers these three parks plus Lopé and Bateke. Key inputs will include support to the following activities:

- Establishment of key park infrastructures, including headquarters and guard posts.
- Training and equipping staff to carry out effective park management and law-enforcement.
- Developing a long-term ecological and patrol-based monitoring program.
- Activities aimed at improving the sustainability of onshore and offshore fishing.
- Development of ecotourism and other revenue-generating activities with private operators.
- Support for the implementation of the project's social and environmental management plans
- Support for the development of participatory management structures with local populations.

30. The expected outcome is the establishment of effective management in the targeted national parks and the creation of socio-economic benefits for the local communities and for Gabon as a whole. The key outputs will be:

- Approved zoning and management plans for Loango, Mukalaba and Mayumba.
- Operational management structures: infrastructures, equipment, surveillance teams.
- Effective stakeholder participation in PA management (local populations, private sector).
- Effective monitoring systems operational (ecological and patrol-based monitoring).

Component 4: Wildlife management outside national parks

31. This component is designed to mainstream biodiversity in production landscapes (logging concessions, community forests). It targets the buffer zones of Loango, Mukalaba, Mayumba, Lopé and Bateke national parks. It will be based on the deployment of 3 mobile units, a system which has been successfully piloted by WWF in the Minkébé area over the past 4 years. Key inputs will include support to the following activities:

- Training, equipping and deploying mobile units operating out of Tchibanga, Iboundji and Lekoni.
- Extensive consultation with the private sector operators (logging, oil), local communities and politico-administrative authorities for the implementation of collaborative mechanisms for wildlife management.
- Support to efficient day to day management of the project, implementation of the monitoring and evaluation tracking tool, and implementation of the project's social and environmental management plan, all for activities under the responsibility of the Ministry of Forests.

32. The expected outcome will be a strengthened capacity of the wildlife authority to enforce its regulations in logging concessions, as well as provisions of forest management plans dealing with wildlife protection, and an enhanced implication of local communities for wildlife management activities through collaborative management agreements, as well as efficient day to day management of the project, implementation of the monitoring and evaluation tracking tool, and implementation of the project's social and environmental management plan, all for activities under the responsibility of the Ministry of Forests.

33. The four components of the proposed intervention are designed to effectively address the sector issues and development challenges identified in section A1, i.e. diversifying the economy on the basis of sustainable management of natural resources.

B.5 Lessons learned and reflected in the project design

From World Bank projects

34. *Projet Forêts et Environnement* (PFE). First, although the limited scope of the PFE did not allow for an integrated approach, the PFE provided the basis for the development of the PSFE as a broader multi-donor sector-wide program. Non-governmental stakeholders and the private sector, who were insufficiently involved in the PFE, will be more closely involved in the PSFE planning, implementation and M&E processes. Second, although significant capacity building was achieved and the PFE contributed to the elaboration of the new forest code, transparency in forest management and law enforcement remained low. Strong political commitment and cross-sectoral coordination are necessary conditions to implement policy reforms under the PSFE. Third, the GEF intervention will reinforce effective decentralization of wildlife and national parks authorities by building capacities in the field in collaboration with experienced partners.

35. *Regional Environmental Information Management Program* (REIMP). Although the REIMP was a regional program, its ambitious objective of improving access to, and use of, environmental information for public and private users in the Congo basin, was highly relevant to Gabon. Despite a number of successes an important lesson to be learned is that in a complex multi-stakeholder program of this type, a good communications strategy and regular and sustained coordination between different partners from the outset is critical. This important lesson has been integrated into the GEF project preparation and design.

From non World Bank projects

36. *TRIDOM Cameroon-Gabon-Congo (GEF-UNDP).* Although implementation of this important trans-border conservation initiative has only just started, lessons learned during the preparation phase can be integrated into this GEF intervention. In particular the need for implicating high level local authorities (Provincial Governors) in the preparation phase is critical for buy-in at the implementation phase. Although the TRIDOM is a regional project involving Gabon, Cameroon and the Republic of Congo, its Gabonese component falls within the scope of the PSFE. Some of the TRIDOM activities will thus be implemented in synergy with other donors' support to the PSFE including the proposed GEF-WB intervention. The TRIDOM and this GEF-WB cover different parks, and the TRIDOM does not directly support the ANPN at national level. However, the fact that two projects will be carrying out similar activities in different parts of the country within the framework of one single PSFE national program will allow for valuable exchange of experiences. Both the TRIDOM and this GEF-WB will be included in the overall PSFE planning and M&E systems.

37. *Ecosystèmes Forestiers d'Afrique Centrale* (ECOFAC). Lessons learned by this regional EC-funded program (of which Lopé was the Gabon component) have been integrated into the project. In particular, it was shown that successful tourism in the African tropical forest habitat must be based on charismatic "flagship" species if tourists are to be attracted to central Africa, which has yet to become a recognised international tourist destination. The need to develop local ground operators, serving as the link between international tour operators and the tourist sites, is another important lesson learned.

38. *WWF Minkébé project.* WWF has successfully engaged with logging companies to ensure enforcement of wildlife regulations and forest management plans. Memoranda of Understanding, negotiated in a fully transparent manner and then signed by all the stakeholders (private sector, communities, provincial authorities) have proved to be powerful tools for law enforcement and voluntary commitments by private operators. They also contribute significantly to local ownership of wildlife management issues. The lessons learned from these experiences will be capitalised in component 4 of this GEF intervention, which replicates the Minkebe approach.

39. *Congo Basin Forest Partnership (CBFP).* The CBFP is one of the first examples in Central Africa of a conservation initiative being implemented on a landscape scale, including community-based conservation and partnerships with the private sector. An innovative approach involving alliances of

NGOs working together in a single landscape with a common objective is proving to be successful and has obliged NGOs to work together in a manner that they have been unused to doing in the past. Tailoring sufficient resources to the scale of the intervention is also an important lesson that can be learned.

B.6 Alternatives considered and reason for rejection.

40. Three alternatives were considered.

1. The alternative of a "fully blended" project with IBRD, although initially considered, was rejected because the IBRD operation is packaged as a DPL which involves budget support which cannot be supported by the GEF.

2. Another possibility was to concentrate the GEF operation only on national parks (component 3 of the PSFE) and not to address conservation issues outside of the national parks in the production landscapes. This option, although considered at the concept stage, was finally rejected as it was deemed critical to include production landscape within the scope of this project. Sound wildlife management in buffer zones of national parks is essential to prevent the parks from becoming isolated islands of biodiversity. Gabon has the rare advantage of having large areas of relatively intact forest habitats containing rich assemblages of species outside protected areas. By intervening in these zones the GEF intervention has the opportunity to act before it is too late by preventing the process of natural resource impoverishment from occurring. This choice is in line with strategic priority 2 of the GEF-3 Biodiversity Focal Area.

3. The third alternative, of no project and no GEF support to the PSFE, was rejected because protecting Gabon's exceptional biodiversity is absolutely critical to safeguarding the integrity of the Congo basin's natural heritage. This would be too much of a lost opportunity for the global environment. Setting aside of 10 percent of the national territory for biodiversity conservation involves important opportunity cost for Gabon. Foregone revenues from logging and possibly from mining may amount to several millions of dollars a year. Competition for space from extractive industries is tough, especially at a time when Gabon is facing oil decline and needs to secure alternative revenues. Failure from the international community to at least share the cost of managing the parks may discourage Gabon from keeping these areas high conservation status and exempt of extractive industries.

C. IMPLEMENTATION

C.1 Partnership arrangements (Institutional coordination)

41. The GEF intervention is designed to build on and strengthen existing partnerships in Gabon. A number of NGOs (WCS, WWF) and bilateral funding agencies (EC, AFD and FFEM, ADB) are investing considerable resources in supporting the government's agenda for biodiversity conservation, national parks management, and capacity building within the framework of the overall PSFE program. Coordination of national parks management has been further strengthened through the creation of the CNPN and, soon, the ANPN.

42. By agreeing to work within the structure of the CNPN/ANPN, the conservation projects currently active in Gabon are effectively ensuring that parallel funding is brought to the GEF intervention. Pooled funding in support to Gabon's network of national parks might be considered in the future through the setting up of a multi-donor foundation.

43. Institutional coordination of the GEF intervention will be achieved within the framework of the PSFE through the PSFE Steering Committee composed of representatives from the President's Office, Ministry of Forest, AGPN, Ministry of Finance and Ministry of Planning. The commission will have a supervisory and decisional role. Consultation and coordination between all partners at the national level, including civil society, donors and the private sector, will be achieved at the same time through the PSFE multi-stakeholder planning and M&E workshops.

C.2 Institutional and implementation arrangements

44. From the outset the GEF intervention was conceived as part of the overall PSFE. However in January 2002 the Government put on hold the preparation of the PSFE, and thus the GEF operation, in order to draw lessons from previous projects in the sector. The PSFE was only restarted a year and a half later in June 2003. Important institutional developments occurred in between: the creation of an entire national parks network in 2002, the setting up of the CNPN attached to the President's office and the drafting of a new law that will formally create the ANPN. The design and institutional set up of the PSFE, and of the GEF intervention, had to be updated accordingly. The creation of the CNPN and the preparatory discussions on the ANPN caused some institutional perplexity and tensions. Only in late 2004 did it become clear that national parks will be managed by ANPN within the Presidency while other protected areas (reserves, sanctuaries) will remain with the Ministry of Forests (MEFPEPN).

45. In order to take into account this new institutional arrangement, and thus effectively support the management of biodiversity inside and outside national parks in Gabon, the proposed GEF operation will be implemented by two agencies, within the overarching framework of the PSFE:

(i) The *Agence Nationale des Parcs Nationaux* (ANPN) will take responsibility for components 1 and 3 of the GEF intervention dealing directly with the national parks. However, by the time the GEF project becomes effective, the newly created ANPN will still have limited administrative capacities to fulfil its large and complex mandate.

(ii) The Ministry of Forests (MEFPEPN) will take responsibility of components 2 and 4 of the GEF intervention dealing with the creation of new protected areas and with wildlife management in production landscapes[8].

46. The choice of these two implementing agencies is essential if the biodiversity conservation objectives of the project are to be addressed in a fully integrated manner (see section B.6). Details of the implementation arrangements and how the components will be managed are provided in Annex 6 of the project.

47. A single project implementation manual will be prepared jointly by ANPN/MEFPEPN before the beginning of the project. It is likely that both implementing agencies/PIUs will share the same technical assistance for financial management, procurement and accounting. There will be three special accounts: (a) for components 1 and 3 under the ANPN; (b) for components 2 and 4 under the MEFPEPN; and (c) for the counter-parts funds. With regard to implementation of activities in the field a collaboration agreement will be designed by the two agencies, especially for buffer zones of the national parks, and attached to the grant agreement.

48. Annual budgets and work plans will be prepared jointly by the two implementing agencies and their NGO partners. They will be approved by the PSFE Steering Committee, and disbursed by the

[8] Within the Ministry of forest, Environment and Fisheries, the responsibility of managing wildlife rests with the *Direction de la Faune et de la Chasse* (DFC) which belongs to the *Direction Générale des Eaux et Forêts* (DGEF). The DFC is also referred as "Wildlife authority". It also has responsibility for managing protected areas other than the national parks such as the Hunting Reserves.

implementing agencies (ANPN and MEFPEPN) according to standard World Bank procedures. This includes annual payments to the partner NGOs for carrying out the activities described in their terms of references in the framework of service provider contracts.

C.3 Monitoring and evaluation of outcomes/results

49. Monitoring and evaluation of this GEF intervention will follow the overall PSFE M&E process. In addition, in the case of ANPN, one of the priorities of the project will be to assist ANPN to establish its own M&E system to monitor progress in developing the national parks network. Information collected at park level will flow up to the national level. The monitoring strategy developed at the beginning of the project will determine the nature of the information transferred and the procedures for transferring information to the national level. Monitoring units will be established in each of the parks and these site-based monitoring units should have the capacity to undertake a first level of analysis so that the park wardens can act in a timely manner. Monitoring will be according to a clear methodology so that it can be replicated in other sites year after year. Experience shows that good quality monitoring requires a heavy investment in on-the-ground training and supervision. This investment will be a priority of the GEF intervention since the project's ability to follow progress towards achieving its objectives is dependent on the quality and pertinence of the data collected. The METT/WWF tracking tools will be used for monitoring and evaluation of project outcomes, and will be fine-tuned and customized to fit with the context and challenges specific to the Gabon and to the selected sites. The baseline scenario will be built using existing data available at MEFPEPN, CNPN and their NGO partners. It will be built around the two following pillars: (a) abundance and distribution of key-species in the three national parks (e.g. sea turtles and forest gorillas); and (b) intensity of threats from poaching, logging, and other extractive uses in and around the parks. The project will monitor the evolution of these two sets of parameters overtime on an annual basis. The project's detailed result framework & indicators and, its monitoring arrangements are provided in Annex 3. A duly completed METT – adjusted as necessary to reflect the specificities of the Gabonese context - will be established before project effectiveness. It will include all METT baseline and target values listed in Annex 3 (Table on Monitoring Arrangements).

C.4 Sustainability and replicability

50. **Borrower's commitment.** Gabon's commitment to biodiversity conservation and sustainable use of natural resources as motors of economic development is clearly expressed in its Letter of Sector Policy. The creation of the national parks network (covering over 10 percent of Gabon's surface area) and of the CNPN/ANPN translates this expression of political will into firm action. To some extent Gabon's commitment can be measured by the opportunity cost related to the setting aside of 10% of the national territory for biodiversity conservation. Foregone revenues from logging and possibly from mining represent potentially may amount to several millions of dollars a year at a time when Gabon is facing oil declines and needs to secure alternative revenues. Furthermore Gabon's willingness to borrow from IBRD, AFD and ADB, despite its limited borrowing capacity and thus the necessity to be selective in its investments, is also a clear sign of its commitment to the PSFE objectives. Finally Gabon's commitment to trans-boundary land-use management for biodiversity conservation (e.g. the TRIDOM initiative), within the framework of the COMIFAC process, should also be noted. However, local buy-in for the national parks needs to be further strengthened and will ultimately depend on how much economic benefits the parks will provide at local level. The project-funded guards -both ANPN's and DFC's- will be taken over by the government with permanent status before the project ends (year 4).

51. **Sustainability.** Key factors contributing to the sustainability of the GEF intervention are: (a) placing the intervention within a programmatic approach (PSFE) reflecting the governments own priorities, rather than having it as a stand-alone project; (b) an integrated "landscape" approach favoring mainstreaming of biodiversity conservation outside protected areas; (c) participation by stakeholders, i.e.

representatives of local communities, local leaders, political, military and administrative authorities, private sector and NGO will be systematically solicited particularly for wildlife management activities in the buffer zones and for the assessment of additional protected areas; (d) conservation is likely to bring local benefits (parks employment, ecotourism) and local communities will continue to benefit from wild game through sustained off-take in the buffer zone; (e) sustainable funding is expected to be gradually mobilized to cover core management costs through the setting up of a foundation and through increased government budget allocations (the latter as a function of the economic benefits generated for the country. An important output of the project is the development of a national strategy for sustainable funding which will provide options for sustainable financing mechanisms; and (f) capacity transfer to ANPN and DFC will be achieved through joint implementation of field activities on the basis of co-management and on-the-job training with experienced NGO partners.

52. Financial sustainability: Significantly, a particular emphasis will be placed on trying to achieve financial sustainability in order to secure the future of the national parks system. The project will therefore develop a national strategy to support the costs of the ANPN and the national parks through the combined implementation of an ensemble of diversified financing mechanisms. On-going efforts will focus on keeping updated data on actual funding sources and needs for both capital and recurrent costs, based on the implementation of the National Parks System Management Plan and individual park management plans. With support from international conservation finance experts and through a participatory process including representatives from the ANPN, Government, donors, NGOs, local communities and private sector, an in-depth feasibility study of various mechanisms adapted to the National Parks System, such as user's fees, debt-relief mechanisms, sponsoring, etc., will be conducted, including an analysis of the legal requirements to implement them. Based on such a review, the implementation of a number of these mechanisms will be promoted. Special emphasis will be placed on the creation and endowment of a foundation (trust fund) as foreseen in the current draft Law on National Parks, including the development and adoption of its legal instruments (statutes, by-laws), operation manual, grant manual, fundraising strategy and investment strategy. The GEF intervention will finance various types of activities that are necessary to help Gabon design the most suitable endowment fund. The project will help draw experiences and lessons from other countries, and adapt to the country specific context. These activities include legal and finance advisory services, workshops, study tours, training, etc. Although at this stage it is not foreseen that the GEF project contributes to the endowment fund, this option might be envisaged in the course of project implementation after the fund has indeed been created, or it could be the subject of a follow-on operation. The sustainable financing plan will be considered as a benchmark at the mid-term review of the project. Implementation of these mechanisms will be monitored on an ongoing basis and specific strategies adapted accordingly. Additional information is available in component 1, Annex 4. The sustainable financing plan will be considered as a benchmark at the mid-term review of the project.

53. Full financial and institutional sustainability is unlikely to be achieved in the lifetime of the project. Progress towards sustainability will depend on how much social and economic benefits the parks will actually generate in the next five years. In order to stimulate institutional sustainability and country ownership, the government will start taking on the salaries of the guards before the end of the project.

54. **Replicability.** As the project matures and reaches completion, it is expected to generate lessons with important bearing on conservation strategies in other areas with similar conservation issues and socio-economic fundamentals.

55. Key institutional aspects of the PSFE as a national multi-donor sector-wide program have a large potential for replication. The fact that this GEF project is part of a nation-wide sector program will facilitate exchange of experiences and replication of successful approaches in other regions of the country. Second, the fact that the Gabon's parks were all created at the same time and that they are from

the outset being developed as a network is also a factor that will foster replication. Third, the regional integration process driven by the COMIFAC makes it likely that replication will also take place across boundaries within the Congo Basin.

56. As a result of the capacity building and training of individuals, and institutions in the duration of the project, the achievements will be expanded in other regions of the country. The replication approach will include facilitating exchange of information and good practices (knowledge transfer) through information dissemination workshops which include publication of project result documents, and multi-stakeholder negotiations at both the grass-roots and national levels. The knowledge management systems that will be developed will be accessible by conservation practitioners working in other areas providing a vehicle for transferring positive experiences and lessons. Additionally, a public awareness campaign will be implemented to enable both increased awareness and environmental behavioral change. Staff exchange visits with other parks in the network will be organized to ensure replication of successful components and diffusion of lessons learned. It is intended to include media campaigns at the national level, production of PA related education materials aimed at school children in the region and printed and audiovisual materials distributed through local media. A budget has been earmarked for such knowledge transfer and institutional strengthening activities.

57. Within Gabon, through support to PSFE the GEF project will contribute substantively to the achievement of GoG's long-term conservation goals. From the outset a key strategy of the PSFE has been to nest environment into development, and to ensure synergy with donors working on the ground. The donor coordination system established for the project provides a vehicle for replication. At both the local and regional levels, community exchanges and study tours are expected to play a sizeable role in disseminating information.

58. Technical elements of the proposed GEF intervention which have potential for replication in Gabon and in the Congo Basin are: (a) models developed for ensuring compliance with wildlife regulations by logging companies and models for collaborative wildlife agreements with local communities, cultivating interest amongst local communities for replication; (b) development of ecotourism in the marine and forest environments; (c) innovative patrol-based and ecological monitoring techniques; and (d) sustainable funding mechanisms for a network of national parks.

59. Component 1 of the proposed GEF intervention will specifically help ANPN implement its replication strategy, stimulating sharing experience and staff exchanges between parks. This is an essential part of the ANPN's coordination mandate that will be supported by the proposed GEF intervention.

C.5 Critical risks and possible controversial aspects

60. Although the project is expected to provide significant environmental and socio-economic returns, it also carries the following risks[9], for which mitigation measures have been designed and will be given special attention in the course of project implementation. The overall risk rating of the proposed GEF intervention is between Modest (M) and Substantial (S).

Risk	Risk Rating	Risk Mitigation Measures
Project Development Objective		

[9] High (H) – risk greater than 75 percent probability that the outcome/result will not be achieved
Substantial (S) – risk between 50 and 75 percent
Modest (M) – risk between 25 and 50 percent
Low or Negligible (N) – risk of less than 25 percent that the outcome/result will not be achieved.

The law on national parks, or an ordinance creating the ANPN, is not passed.	M	If the law cannot be submitted to the Assembly in due time, the CNPN intends to create the ANPN through an ordinance. In any case, the creation of the ANPN and the appointment of key-staff will be a condition for effectiveness.
Lack of collaboration between ANPN and MEFPEPN, especially for the management of buffer zones of the national parks (components 3 and 4 of the project).	S	Legal mission statements and collaboration agreement between the ANPN and the Ministry will be attached to the Grant Agreement. Both institutions will be accountable before the PSFE Steering Committee. On the ground, Technical Management Committees including staff from both institutions will undertake joint planning and evaluation. Presidential leadership for national parks makes it likely to arbitrate if necessary.
Lack of constituency at the national level and among local authorities and local communities for the national parks network.	S	The ANPN's communications and marketing strategy will be designed to specifically target the national constituency. All stakeholders will participate in local advisory groups. Local buy-in for the parks will ultimately depend on tangible benefits being delivered.
Lack of coordination among donors in the area of biodiversity conservation generates overlaps or divergences in project approaches, and fails to bridge critical funding gap.	N	All donors agreed to work within the overarching PSFE framework. This national multi-donor sector-wide approach leads to coherent donors projects and homogenous coverage of the country's program.
Lack of collaboration between ANPN/ MEFPEPN and their NGO partners for field activities, or the partnerships do not strengthen ANPN/MEFPEPN's capacities.	M	The proposed government/NGO partnerships rely on long-standing relationships between MEFPEPN/CNPN and the NGOs in question. Mutual trust is stronger in the case of CNPN than in the case of MEFPEPN. However all parties share common goal to make Gabon's national parks a success. A contractual relationship with clear TOR, joint planning of activities, single responsibility for financial management and regular reporting to the ANPN/MEFPEPN in the framework of multi-stakeholders local advisory groups, helps prevent and settle potential disagreements in the course of the project.
Conservation NGO being contracted to implement field activities may prevent public institutions from building their own capacities.	M	The proposed contracts with experienced NGOs include not only implementation of conservation and research activities, but also academic and on-the-job training of the ANPN and MEFPEPN local staff in the areas of conservation, planning and evaluation, communication and administrative management. All activities will be planned, carried out and monitored jointly by the DFC/ANPN and their NGO partner following the principle of co-management. Financial responsibility however will rest with the NGO partner for activities stated in their TOR, and it will rest with MEFPEPN/ANPN for other activities where NGO are not directly involved such as purchase of equipment and infrastructure.
Shortcomings of Gabon's enabling environment for tourism in general (ineffective local operators, costly air travel, weak hotel services) make it difficult to take advantage of the parks' potential for eco-tourism; and failure to develop eco-tourism undermines Government and local stakeholders' commitment for biodiversity.	H	CNPN already actively involves relevant stakeholders (private sectors, other ministries) to help improve the enabling tourism environment and remove extra-sectoral constraints. Partnerships with private operators on the ground will also help target and market appropriate tourist "packages". More broadly, it should be noted that full success with eco-tourism is not absolutely necessary to achieve the project's DGO/DPO. Conservation efforts are likely to generate other socio-economic and environmental

		benefits.
Insufficient government counterpart funds for biodiversity conservation threaten the sustainability of the intervention.	S	Ensure continued encouragement from the international community for the strong Presidential leadership that has driven the national parks agenda and that should materialize in adequate budget allocation to ANPN. Pursue the development of new funding mechanisms, based on a mix of national and international funding including the setting up of a trust fund. Taking over the project-funded guards before the end of the project, on the government's payroll with permanent status, will be part of the grant agreement.
To Component Results		
The government's target of protecting the integrity of the parks and creating new protected areas may be in jeopardy or unattainable in view of the current level of attribution of logging concessions, and in view of un-transparent procedures of allocation logging, mining and other extractive concessions.	S	A significant number of logging permits are expected to be returned to the public domain as a result of enforcing the new forest and fiscal laws, and a moratorium on new forest concessions is in place pending the adoption of more transparent procedures. A participatory forest zoning will be carried out under the Component 1 of the PSFE making likely a move towards more consistent and transparent land use planning in the future. However, in the short-term, an agreement will be adopted with other ministries, especially mining, to ensure that ANPN and MEFPEPN are consulted before any allocation in a high-biodiversity value area.
Disputes over logging concessions that were lost when some of the parks were established are not settled, and logging companies operating in buffer zones are unwilling to engage in the forestry management plan process.	N	The sites targeted by the project are not affected by this problem which in consequence is not expected to impact on the project's achievements. The problem however exists in other national parks and needs to be resolved. This issue will be dealt with as part of Component 1 of the PSFE with support by IBRD and other donors.
An estimated 120 people live inside the Loango and Mukalaba parks. Respecting their traditional rights and protecting biodiversity might prove difficult especially with regard to hunting.	M	The project will help assess the possibility to review the boundaries of the parks depending on the geographical setting. The project will also help (a) design participatory zoning within the parks to ensure that traditional users' rights of pre-existing people are not affected; and (b) develop co-management initiatives specifically targeting inside-park settlements. Given the relatively small number of individuals, agreements tailored to each specific situation are likely to be found, including preferred access to park employment, and other park related income generating activities and benefits. Pre-existing individuals will be registered to avoid attracting additional dwellers to the park.
Logging companies fail to engage in forest management plans and they do not mobilize sufficient resources to manage wildlife hunting issues in their concessions Insufficient support for law enforcement against commercial poaching will reduce the effectiveness of the intervention.	S	MEFPEPN to enforce wildlife regulations and wildlife related measures of the forest management plans. Encourage economies of scale by persuading logging companies to share the costs of wildlife protection component of their management plans (Component 1 of PSFE supported by IBRD and other donors). In the meantime, the law enforcement strategy will be designed so that it does not hurt basic legitimate interests of the majority of traditional users including indigenous people. Involvement of administrative, military, political and judiciary local authorities in PSFE planning and M&E.
Illegal logging, fishing or mining practices are carried out within the parks, and the authorities do not have the adequate monitoring and enforcement capacity. Integrity of natural habitats is seriously	S	Under Components 1 and 2 of the PSFE, the monitoring and enforcement capacity of the forest and fisheries authorities will be strengthened (various donors' contributions) and priority will be given to protecting critical sites. The project will specifically support ANPN field services and their

threatened.		NGO partners to strengthen their capacity to detect industrial logging, fishing or mining activities within parks boundaries.
Insufficient public awareness of the public health threats posed by consumption of bushmeat (SIV-HIV, Ebola, Hepatitis etc.) resulting in undiminished pressure on wildlife for the bushmeat trade.	M	ANPN's communications strategy should specifically target this important issue.

C.6 Loan/credit/grant conditions and covenants

61. The conditions for project effectiveness are as follows: (a) the creation of the ANPN and the nomination of its Executive Director; and (b) the recruitment of the procurement and financial management staff; (c) the adoption of a joint Project Implementation Plan including the baseline monitoring and evaluation tracking tool; and (d) the conclusion of technical assistance contracts with conservation NGOs for implementing parts of components 2, 3 and 4 of the project according to TOR acceptable to the Bank.

62. Taking over the project-funded guards (both ANPN's and DFC's) before the end of the project, on the government's payroll and with permanent status, will be a clause of the grant agreement.

63. The IBRD DPL, although focussing on policy reforms in the forest, mining and fishing sectors, also covers key outcomes of the national parks component of the PSFE which are linked to the objectives of the proposed GEF project. The triggers for disbursement of the IBRD tranches include: the drafting of the new law on national parks, the completion of a socio-environmental impact assessment prior to any new mining project; and the maintaining of the integrity of national parks.

D. APPRAISAL SUMMARY

D.1 Economic and financial analyses

64. A preliminary economic analysis of the PSFE program was conducted in 2002, and will be updated in the final stage of PSFE preparation. The direct and indirect environmental benefits from the program are: preservation of 8 to 10 million hectares of production forest, preservation of aquatic resources, and conservation of biodiversity over 4 million hectares. For the part of the program funded through loans (IBRD, AFD, AfDB) it is estimated that the burden of loan repayments will not exceed the extra tax revenue that the program's reforms will generate from the forest and fisheries sectors, on condition that the 2004 Finance Law is enforced and tax collection secured, that transparent auction mechanisms are used for future logging permits, and that similar reforms are implemented in the fisheries sector.

65. Environmental benefits from the creation and management of protected areas and the conservation of biodiversity are difficult to asses in monetary terms. With respect to the GEF intervention, an analysis of the costs and the qualified benefits (tourism potential, sustainable harvest of natural resources, reduced downstream damages, etc.) of the National Parks and Wildlife Management in Production Landscapes components is presented in Annex 9. The analysis estimates that the two components would cost about US$66.7 million (net present value terms over 20 years) in investment and recurrent costs. On the benefit side, no quantification of costs was carried out for the reasons mentioned above. However, if the project succeeds in halting the degradation of the project areas, important on-site benefits will be generated. In the project areas themselves, regionally outstanding ecosystems would be protected and their outstanding potential for attracting tourism preserved. Also, instead of destructive and

illegal extractive activities, sustained non-timber forest products harvesting, fishing and hunting will take place. Over the long run, potential on-site benefits mainly associated with recreation and sustained natural resources harvesting should be able to match project costs.

66. Financial benefits from ecotourism on the other hand can be estimated. Based on a realistic scenario at project completion (2,000 visitors in the Loango/Mukalaba complex and 1,000 visitors at Mayumba), additional fiscal revenues would cover respectively 10 percent and 30 percent of the two parks recurrent costs. The higher recurrent costs of Loango/Mukalaba (generated by a more complex natural resources management situation) imply that, in order to reach fiscal sustainability, the park will have to target about 22,000 visitors per year. Mayumba on the other hand, could be fiscally sustainable at about 3,500 visitors per year.

D.2 Fiduciary

67. Transparency and efficiency in procurement activities will be very relevant for the success of the project. To achieve this target, the two agencies in charge of implementation (MEFPEPN and ANPN) will be supported by experienced NGOs such as WWF and WCS and/or other specialised NGO for most of the components of the project. A reliable procurement and implementation plan will be submitted for each component by each of the NGOs for the Client and Bank review. The procurement plan will be the main tool for the monitoring of the implementation activity and will have to be regularly updated. Most of the initial procurement activities for the procurement of goods will be based on simple but efficient procurement methods such as IAPSO and international shopping thus allowing a quick establishment of the implementing agencies procurement units. Similarly, procurement of works (small constructions and rehabilitation) will be mostly carried out by national contractors ad foreign contractors already established in Gabon. Recruitment of NGO and consultants will use appropriate selection methods, including sole source and selection based on qualifications, which will assure the recruitment of the most experienced and locally knowledgeable NGOs and consultants. Finally, transfer of skills and training programs in management and procurement, will receive priority and will be started from inception to allow for a quick establishment/strengthening of the implementation and procurement units.

D3. Social (stakeholder involvement)

68. Stakeholder involvement. There has been full participation of project beneficiaries and stakeholders in project preparation. A GEF Stakeholder Participation Plan has been drawn up (see Annex 18), which highlights the capabilities, roles and interests of the stakeholders in the project. This has been achieved through a lengthy consultation process with local communities, administrative authorities and the private sector (oil/gas companies, tour operators, logging companies) for the development of the Loango-Mukalaba complex zoning and management plan. The results of a week long workshop organized in January 2005 by the CNPN to develop the National Park System Management Plan also served as an important baseline for project design.

69. Stakeholders benefits and risks. The project might provide significant benefits to the primary stakeholders, i.e. rural population: (a) increased participation in decision making processes; (b) legal recognition and protection of customary rights; (c) sharing of benefits resulting from the sustainable use of natural resources[10]; and (d) income opportunities such as jobs in conservation, eco-tourism. Given the low population densities in rural Gabon, and the scarcity of job opportunities, the installation of

[10] Currently bushmeat exploitation in Gabon is characterized by unregulated access and virtually no consideration of traditional user rights. Villagers practicing subsistence off-take for local consumption find themselves in conflict with commercial poachers, often from outside of the zone, practicing intensive poaching which results in a noticeable impoverishment of the wildlife resources. One of the intended outcomes of the collaborative management activities to be undertaken by component 4 of the GEF intervention will be a clearer definition of user rights leading to stronger local ownership of the bushmeat resources and reduced conflict with law enforcement agencies.

functioning national parks can certainly have a positive economic impact in terms of stimulating the local economy.

70. The project also embodies significant risks and negative impacts for the primary stakeholders. The main risks are: (a) physical and/or economic displacement from the national parks and protected areas; (b) crops destruction due to increased wildlife populations in buffer zones; (c) income losses due to law enforcement; (d) discrimination of immigrants and indigenous people due to uncertain legal status and marginalization in decision making bodies; and (e) insufficient benefit sharing due to low level of participation.

71. Main structural problems are: (a) inadequate competence of the governmental bodies in the social domain, benefit sharing and pro-poor mechanisms; (b) low level of legal recognition of traditional and user rights especially for indigenous peoples and immigrants; and (c) marginalization of the rural population in general and the indigenous peoples and immigrants in particular.

72. The government of Gabon has elaborated a comprehensive social management plan for the PSFE, which addresses the risks and enhances the possible benefits of the PSFE in general and the GEF project in particular. Together with social safeguard instruments (Resettlement Policy Framework & Indigenous Peoples Development Plan) it provides the ground to guarantee that the project does not increase the poverty and marginalization of rural populations, but enhances the reform process aiming at poverty reduction and good governance.

D4. Environment

73. The following environmental issues need to be raised:

- Tourism rules, such as concessions agreements, technical prescriptions for infrastructures, tourism activities, will be developed in the course of the project and the necessary regulations adopted by ANPN.
- Regulations governing small scale fishing operations (inshore and offshore) will also be strengthened on the basis of fishing impact studies that will be undertaken during the course of the PSFE program.
- Collaborative agreements for wildlife management ensure greater transparency since local community leaders and local authorities all sign the agreements. This reduces potential for conflict and reinforces local ownership of wildlife resources by providing a framework for controlling excessive off-take, for example by commercial hunters from outside of the zone.
- Oil pollution monitoring on the beaches is one of the planned field activities in Loango and Mayumba. This will contribute to leveraging improved operation standards by the off shore oil companies since chemical analyses allow sources of pollution to be traced to particular drilling platforms.

D5. Safeguard policies

74. Five safeguard policies are triggered by the GEF intervention. A Socio-Environmental Impact Assessment for the whole PSFE program was conducted in 2002 and was updated in 2005. It includes specific sections on the GEF project. It also includes an Indigenous People Development Plan, a Resettlement Policy Framework and a Process Framework. The GEF project subscribes fully to their recommendations, to the social and environmental management plan, the resettlement policy framework and the indigenous peoples development plan. The implementation of these plans and frameworks will be monitored in the context of the IBRD Natural Resources Management Development Policy Loan as a condition for disbursement of the second tranche.

75. As the project's overarching objective is conservation of natural resources, it is expected to have a positive impact on Environment (OP/BP/GP 4.01), Natural Habitats (OP/BP 4.04) and Forests (OP/BP 4.36). With respect to Forests, the project will not finance logging operations and will not finance activities that logging companies are required to undertake by law.

76. The project is going to affect the rural populations in and near the national parks. The Government has committed that the project will not involve any involuntary physical resettlement. However, access to the natural resources of the parks and their buffer zones might be restricted (economic displacement). The extent and shape of such restrictions will only be specified in the management plans to be elaborated in the context of the project and the PSFE. In line with OP 4.12 (Involuntary Resettlement) a resettlement policy framework has been elaborated. This has been done for the entire PSFE in May 2005. Mitigation measures in the context of the elaboration of the management plans for the national parks and their buffer zones will reduce as much as possible the loss of access to resources (economic displacement) and the physical displacement. For all national parks resettlement action plans will be elaborated. The Government has committed itself in the social management plan and the resettlement policy framework of the PSFE to provide timely and effective compensation (preferable land based) at the full replacement costs for all people affected by the national parks.

77. In Loango and Moukalaba National Parks there are an estimated 120 people living inside the parks. Extensive consultation is being carried out with these villages and mitigation measures defining activities and geographical limits are currently being established.

78. The resources of some areas covered by the project are used by Indigenous Peoples[11]. In accordance with the OP 4.20 (revised as OP 4.10) an Indigenous People Development Plan has been elaborated for the entire PSFE in May 2005. The Government has committed itself to provide indigenous peoples with the right to continue to use the natural resources of the thirteen national parks for subsistence and provide effective and timely compensation for losses resulting from restrictions in the area of commercialisation of these natural resources. The Indigenous People Development Plan prescribes a full array of activities to establish equal opportunities for the indigenous people in the area of capacity building, participation, income opportunities and benefit sharing. Further details on safeguard issues are provided in Annex 10.

D6. Policy exceptions and readiness:

79. The proposed GEF operation does not require any exception from Bank policies and it meets the Regional criteria for readiness for implementation.

[11] Pygmy groups have not been reported in neither Loango, Mukalaba and Mayumba national parks. However, pygmy groups have been reported in the southern part of the Lopé National park, of which the buffer zone is covered by the project. Pygmy groups are also present in other areas that will be surveyed as part of the component 2 of the project.

ANNEX 1 - COUNTRY AND SECTOR PROGRAMME BACKGROUND

Country and sector issues. Since 1960, Gabon has developed an oil-based economy. In 1996, oil accounted for 79 percent of exports, 58 percent of Government revenues, and 42.5 percent of gross investment. The entire country has been organized around the sharing of the oil rent. However, oil revenues are not sustainable and have generated little benefits to the poorest part of the population. This oil-based economy has led to sharp contradictions in the country's picture: with a per capita GNP estimated at US$3,300 in 1999, Gabon's income is well above the Sub-Saharan African average, while social indicators are barely higher than SSA averages. However, since the early 2000s, Gabon has been experiencing a sharp decline in oil revenues. Major oil sources have not been discovered for several years and a new discovery would take several years before operations could start. Consequently, there is an urgent need for Gabon to move away from oil dependency, and develop new sustainable and more diversified sources of growth. Gabon's draft poverty reduction strategy (2003) puts emphasis on the sustainable management of renewable natural resources and the production of environmental services, which will become new pillars of the country's future economy. Under this new strategy, the targeted sectors are forest (Gabon's main industrial sector), fisheries, and biodiversity. It is expected that their development will directly impact on employment and will lead to a broader and more equitable sharing of revenues, while having an induced impact on other sectors (for instance, infrastructure: transport and communication services). It should contribute to increasing revenues at central and local levels, promoting small and medium-size national entrepreneurship, and directly impacting on rural development and poverty reduction, especially in remote areas.

With forest covering 85 percent of the territory, Gabon is one of the most densely forested counties in Africa and in the world. These resources have important local, national and global values that need to be preserved. However, the current oil decline is likely to increase pressure on Gabon's rich forests, fisheries and biodiversity endowments, as alternative income sources with the risk of unsustainable exploitation of these resources. It is also necessary for Gabon to avoid the replication of the "oil scenario", and to ensure that revenues are sustainable and equitably shared with the national community. Although timber has been exploited since 1960, the forest sector has until recently made little contribution to the economy because of low levels of domestic value-added through processing, the complex fiscal system resulting in poor revenue collection, unsustainable logging, lack of transparency and lack of enforcement will and capacity.

Elements for concern include:

- Lack of transparency in the planning/scheduling, procurement and geographical distribution of the permits is a concern and has led to several cases of overlapping concession permits.
- Levels of trust in the private sector are low. In particular there is considerable disquiet about what is referred to as a « two track » process where management and industrialization investment efforts are not recognized, and where non respect of national laws and regulations is a more lucrative alternative than compliance. Several contradictory operational frameworks coexist: (i) CFADs under sustainable management plans, (ii) CFADs or PFAs with no sustainable management plan, (iii) exploitation in rural areas, or (iv) unpunished illegal exploitation. This situation has resulted in negative outcomes both in terms of access costs for the entrepreneurs and in terms of revenues for the country. This loss of confidence has caused a significant slow down in the industrialization and management plan processes since 2001.
- Management planning is currently carried out by only a small number of operators on approximately 7 million hectares. Half of Gabon's concessions still fall under the old system of free access to the natural resources, where operators are not tied to any management planning and do not carry out any form of logging monitoring. Concessions are obtained through unofficial means and 52 percent of the concessions, accounting for 45 percent of the allocated areas, are owned by operators that lease them in order to collect individual rents without developing activities or investments.

- The capacity of the administration to control and monitor the forest sector is weak (the DGEF's investment budget for 2004 was a mere 30m FCFA). Statistics are far from reliable (for example estimates of the annual production vary between 2.5 and 4.1 millions of metric tons) and cross-referencing between the data of allocated concessions rarely takes place. Exploitation without permits, or under various forms of waivers, seems to be occurring increasingly but the scale and scope of these types of operation are not documented.
- When the national parks network was created it was found that around 800,000 ha of attributed forest concessions, including CFAD's under management plans, now overlapped with the new national parks. This situation penalizes those actors who have made a commitment to designing and implementing sustainable management plans. The government has confirmed its intention to resolve this issue (attribution of alternative permits) but progress has been slow.
- Participation of nationals in the timber industry is weak. *Coupes familiales*, PTE's and PFA's, attributed to national entrepreneurs are generally leased out to rent seekers. This has a negative impact on fiscal revenues, local employment and returns for rural communities.

However a number of positive developments in the forest sector can be noted:

- A clear forest sector policy has now been established within the new legal framework constituted by the 2001 Forest Code and the 2004 Finance Law. The government's priority is now the systematic implementation of these laws. Further refinement is likely to take place in the future.
- Approximately 7 million hectares of forest are currently being exploited under sustainable management plans. The 2001 Forest Code states that all forests from the public estate should be under sustainable management plans by December 2005. This is unlikely to be achieved and the transition phase is likely to be extended.
- With respect to fiscal reform a series of studies were undertaken between 1999 and 2002. This was followed by a difficult period of negotiations between the government and the logging industry, but an agreement now appears to have been reached with regards to the new fiscal regime established in the 2004 Finance Law.
- Local transformation capacity increased dramatically from 7 percent to 30 percent between 1996 and 2003. After the initial phase of investment, the challenge for the Gabonese industry is to improve industrial performance by moving towards finished products, reducing waste and using by-products.
- In a landmark decision in August 2002 the government created 13 new National Parks covering 28 371 km² (more than 10.6 percent of the countries a surface area, including 1293 km² of marine ecosystems). The parks consist of large, intact ecosystems and capture a maximum portion of Gabon's biodiversity. A target of 4 m ha of protected areas has been set by the government.
- Following the adoption of the Letter of Policy, the government put in place a moratorium on allocation of new logging rights pending the adoption of transparent procedures and it decided to remove the monopoly of the State-owned Timber Trade Company (SNBG).

The 2002 Forest Code and the 2004 Finance Law were the starting points of a major transformation of the forest sector. The government's Letter of Policy and its Priority Reform Agenda, approved by the government in May 2004 under President's leadership, are key documents which set out the government's governance and policy reform agenda for increasing the natural resources contribution to the economic development and poverty alleviation in a sustainable manner. The Reform Agenda is built around four pillars: (a) transparency, accountability and greater participation of civil society; (b) enforcement of existing laws and agreements; (c) alignment of the instruments in accordance with the stated objectives through policy and economic reforms; (d) involvement of all cross-sectoral governing bodies. The 2004 Letter of Sector Policy is the rationale for the national PSFE program (*Programme Sectoriel Forêt et Environnement*) which the country is currently preparing.

Details of Gabon's PSFE program. The long term objective of Gabon's PSFE national sector program is to help the country move away from oil dependency and to diversify the national economy on the basis of sustainable management of forests, fisheries and biodiversity resources. The PSFE is a national sector-wide program prepared by the government of Gabon to support a set of policy reforms and capacity building efforts that are key to achieve the overarching objective.

The objectives of the PSFE are of an economic, environmental and social nature:

> **Economic:** Improve the investment climate and create sustainable employment, fiscal revenues, and induced impacts on other sectors. Ensure equitable sharing of revenues among private sector, the state and local communities.
>
> **Environmental:** Preserve globally important natural ecosystems, wildlife and other environmental goods and services, secure the sustainability of Gabon's natural resource base (forests, fisheries, biodiversity).
>
> **Social:** Reduce poverty, improve living conditions, increase sustainable employment and enhance participation of the civil society in general and the rural population in particular in decision-making processes and benefit sharing.

The PSFE program comprises 5 components:

PSFE Component 1	Sustainable forest management including wildlife in production landscapes
PSFE Component 2	Fisheries and coastal zone management
PSFE Component 3	Development of the national parks network
PSFE Component 4	Valorization of other environmental goods and services
PSFE Component 5	Institutional strengthening, research and training

The present GEF proposal is designed to support the National Parks and the Wildlife Management components of the PSFE (components 3 and 1 of the PSFE). It builds on the recent reforms that the government has undertaken with respect to biodiversity conservation, and in particular the creation of the national parks network. This was accompanied by the creation of an inter-ministerial government committee, the *Conseil National des Parcs Nationaux* (CNPN), placed under the Presidency and whose membership comprises the government Ministries, international and local NGOs and donors. The government is currently drafting a national parks law that will create a semi autonomous national agency to manage national parks (*Agence Nationale des Parcs Nationaux*) and a Foundation which will be the instrument through which sustainable funding will be developed.

The following donors are likely to contribute to the various components of the PSFE: AfDB, France (SCAC/AFD), USAID, GEF/WB, IBRD, European Commission, GEF/UNDP, FAO.

ANNEX 2 - MAJOR RELATED PROJECTS FINANCED BY THE BANK AND / OR OTHER AGENCIES

World Bank and GEF/WB

PFE – Projet Forêts et Environnement. The IBRD financed this program from 1993 to 2001. The PFE outcomes were judged Moderately Satisfactory by OED. The PFE improved the institutional framework of Gabon's forest and environmental sector. The creation of the Ministry's external services (the provincial inspection offices), the modernization of the ENEF and the DIARF, and a wide training program are major PFE achievements. Two reforms were included in the 1993 loan agreement: the enactment of the Environment Law and a reform of forestry taxation. The Law on Environment was enacted in 1993 but its first application decree came in 2002. Fiscal studies eventually led to the 2004 Finance Law. The PFE actively contributed to the elaboration of the Forestry Code that was finally passed in 2001. This was in fact the driving force behind the 1998 project review. The PFE also supported studies that provide a useful analytical basis for the implementation of a national sector-wide reform and investment program.

REIMP – Regional Environmental Information Management Program. This was a regional multi-stakeholder (public-private) program initiated by the Bank/GEF. Key funding agencies were the GEF, the EC, France, Canada and AfDB. The program's aims were to: improve the circulation of environmental information, provide users with environmental information meeting their demand; and strengthening national capacities for environmental information management. This was an ambitious program given the multitude of data bases, of greatly varying quality, dispersed throughout the sub region in research institutions, government departments, NGOs and the private sector. An underlying principle was that in order for the structure to be sustainable mechanisms would have to be put in place to ensure that the activities paid for themselves. The program led to the creation of an Association for the Development of Environmental Information (ADIE) which was supported by the Bank, the EC and France. A positive output from the ADIE has been the initiation of a series of training modules in GIS and remote-sensing implemented through the ENF in Gabon and the IUT in Douala. Coordination of such an ambitions multi-stakeholder program has however proved difficult, as have efforts to achieve financial sustainability. Management weaknesses at ADIE have also proved to be a constraint. Overall the results were unsatisfactory and the funding agencies have largely withdrawn their financial support. The REIMP outcomes were judged satisfactory by OED.

IBRD support to PSFE. A new IBRD operation is in preparation. It will support components 1, 4 and 5 of Gabon's PSFE (forest, environment and institutional strengthening) and possibly component 2 (fisheries). This IBRD operation is being prepared in close synergy with other donors' support to PSFE especially with the proposed GEF project. This IBRD operation might be packaged as a Development Policy Lending (DPL) given PSFE's focus on policy reforms in the forest and fisheries sectors. This IBRD operation will be based on the 2004 Letter of Sector Policy.

European Commission

The European Commission has been one of the most important funding agencies for biodiversity conservation in Central Africa over the past 15 years (>70 million Euros). In Gabon the EC is currently supporting several initiatives:

ECOFAC. This is a regional forest conservation project covering 6 countries in the sub region and intervening in a protected area in each country. The Gabon component of ECOFAC fits into Gabon's PSFE as an important contribution to Component 3 on National Parks. ECOFAC was initiated in 1992 and is coming to the end of its third phase. The program has helped establish functioning protected area operations in a network of protected areas in the sub region. It has also undertaken biodiversity inventories and wildlife surveys and has developed tourism activities in some of the sites where the potential is highest (e.g. where viewing of flagship species such as gorillas or forest elephant is possible). It has also

pioneered innovative methods for monitoring conservation and park management activities, notably through the use of the CyberTracker monitoring tool. As the first conservation project with a regional dimension in central Africa ECOFAC has contributed significantly to regional integration for conservation. In particular it has played a key role in the emergence of an association of protected areas in central Africa (*Réseau d'Aires Protégées en Afrique Centrale* – RAPAC) which will play a central role in the implementation of the next phase of EC funding for protected areas. ECOFAC is also implementing the *Espèces Phares* program which aims at improving the conservation of 4 emblematic "flagship" species: the lowland gorilla, the forest elephant, marine turtles and whales. By focusing on these species the project aims to improve protection of the habitats (in particular the protected areas) where they occur and, where possible, develop revenue generating activities based on their valorization (tourism, research). The program is implemented by ECOFAC.

Ecole Nationale des Forêts. There is a severe shortage of qualified human resources for the forest and biodiversity sector. The shortage is being felt particularly acutely at the current time as Gabon moves to implement its new Forest Code, which imposes sustainable forest management techniques on the forest industry. The EC's support to the ENF, Gabon's only training centre for the forestry sector, is therefore an important contribution to capacity building for sustainable forest management. Furthermore the EC's intervention is designed to ensure that the biodiversity conservation component of the ENF curriculum is reinforced. This program is an important contribution to Component 5 of the PSFE focusing on institutional strengthening and training.

PSVAP – Programme Sectoriel de Valorisation des Aires Protégées. This programme directly supports Component 3 of the PSFE. It comprises of three components. Component 1 provides support to the CNPN and has played an important role in preparing the way for the creation of the national parks management authority (ANPN). In particular the PSVAP has been a leading partner in the drafting of the National Parks Law which makes provision for the creation the ANPN, and the creation of a Foundation which will be the instrument for ensuring sustainable funding for the national parks network. Component 2 targets specifically the development of tourism activities in the Gamba complex. Component 3 supported the rehabilitation of Gabon's Research Institute for Tropical Ecology (IRET) which was one of the pioneering research institutions for forest ecology in central Africa during the 60s and 70s.

Other EC-funded initiatives that fall into Gabon's PSFE framework are:

CyberTracker Conservation (CTC). CyberTracker Conservation is a south African association created to develop and promote ecological monitoring through the use of an innovative data collecting tool that is simple to use but can collect geo-referenced data of high complexity which are automatically integrated into a GIS system. Through a grant from the EC CyberTracker Conservation has been providing technical support to the Loanga-Mukalaba complex monitoring program initiated by WWF.

MIKE – Monitoring of Illegal Killing of Elephants. This is a program initiated by CITES and funded by the EC which aims to provide data on the status of elephant populations and poaching levels of African and Asian elephants. As part of this Africa and Asia-wide program surveys have been conducted in several areas of Gabon including Lopé, Minkébé and the Loango-Mukalaba complex. Both the CTC and MIKE programs will help develop the ANPN's M&E system.

SMF C3 – Sustainable Forest Management. This program is implemented by WWF in partnership with the Univeristy of Gembloux. It intervenes in three countries, Cameroon, Gabon and CAR. The objective has been to work with logging companies to strengthen their capacities to monitor progress in implementation their management plans. This project provides a good basis for component 1 of the PSFE.

Fisheries. Within the framework of the Fisheries agreement the EC has targeted funds for improving capacity building for monitoring exploitation of fish resources.

France (AFD and SCAC) Through its two development institutions, France has been supporting initiatives aimed at reforming the forest sector and implementing sustainable forest management. Three instruments have been used. France is a key-partner for Gabon in the preparation of the PSFE.

- The French cooperation (SCAC) provides permanent technical assistance to the Ministry of Forests in the areas of Forest Management, Fisheries, Environment and Planning and M&E.
- AFD provides credit lines to private companies through local banks (BGD, BICIG). Through this mechanism, companies have been able to benefit from loans to finance up to 70 percent of the costs of developing their forest management plans. At present these loans have enabled some 2 million hectares of forest to come under sustainable management. The conditions imposed by the bank for obtaining loans appear to have been a limiting factor for many of the smaller logging companies.
- The third instrument is the *Fonds Français pour l'Environnement Mondial* (FFEM) which is designed to complement the activities financed through the loans. Specifically these are grants targeting the environmental and social components of the management plans. A FFEM grant to RAPAC has also been mobilised in support of tourism activities developed by ECOFAC in several national parks in the sub region. In Gabon the FFEM intervention has supported forest tourism activities at Mikongo camp in Lopé. Finally an FFEM proposal to support the CAWHFI initiative (see below) is in pipeline. The principle objective is to support the development of wildlife management plans in collaboration with local populations and logging companies in the buffer zones of protected areas.

UNDP

GEF – TRIDOM. A US$10 million grant from the GEF/UNDP, to be implemented by WWF, has recently been initiated. This program targets trans-border biodiversity conservation and land use planning in the vast, essentially undisturbed, forest block covering northeast Gabon, southwest Cameroon and northwest Congo. The area, covering some 5000 km^2, links a number of important protected areas and aims to set in place land use plans which will ensure biological connectivity between a number of important protected areas in the zone: Dja, Nki and Boumba Bek in Cameroon, Minkébé and Mwagne in Gabon and Odzala in Congo. Although implementation of this important trans-border conservation initiative has only just started, lessons learned during the preparation phase have been integrated into this GEF project. In particular the need for implicating high level local authorities (Provincial Governors) in the preparation phase is critical for buy-in at the implementation phase. Although the TRIDOM is a regional project involving Gabon, Cameroon and the Republic of Congo, its Gabonese component falls within the scope of the PSFE. The TRIDOM and this GEF/WB cover different parks and the TRIDOM does not support the ANPN at the national level. However, the fact that two projects will be carrying out similar activities in different parts of the country will allow for valuable exchange of experiences.

GEF – Gulf of Guinea Large Marine Ecosystems Program: The Gulf of Guinea Large Marine Ecosystem (LME) extends from Guinea Bissau to Gabon. The project aims to develop a regional approach to prevention of pollution and conservation of biodiversity in the Gulf of Guinea LME. The project is formulating a program for pollution control, developing mechanisms to promote the health of the ecosystem, and is setting up demonstration sites. It is also providing institutional strengthening, training and water quality and ecological monitoring.

United States

CARPE (Central African Regional Program for the Environment). This is a long-term initiative by USAID to address the issues of deforestation and biodiversity loss in the Congo Basin. CARPE works with Cameroon, Central African Republic, Equatorial Guinea, Gabon, Republic of Congo, Democratic Republic of Congo, Rwanda, Burundi, and Sao Tome e Principe. CARPE's partners include American private voluntary organizations and appropriate federal agencies.

CBFP – Congo Basin Forest Initiative. The United States and South Africa, along with 27 public and private partners, launched the CBFP at the WSSD in Johannesburg on September 4, 2002. The goal of this wide-ranging partnership is to promote economic development, poverty alleviation, improved governance, and natural resources conservation through support for a network of national parks and protected areas, well-managed forestry concessions, and assistance to communities who depend upon the conservation of the outstanding forest and wildlife resources of eleven key landscapes in six Central African countries. Five of these landscapes occur wholly or partly in Gabon. They are:

- Monte Alen-Mont de Cristal Inselbergs (Gabon and Equatorial Guinea)
- Loango/Moukalaba/Mayumba/Conkouati Landscape (Gabon, Congo and DRC)
- Lope-Chaillu-Louesse Landscape (Gabon and Congo)
- Dja-Minkebe-Odzala Tri-national Landscape (Cameroon, Congo and Gabon)
- Leconi-Bateke-Lefini Landscape: (Gabon and Congo)

Priorities of the CBFP are to:

- Provide people sustainable means of livelihood through well-managed forest concessions, sustainable agriculture, and integrated ecotourism programs.
- Help countries develop a network of effectively managed national parks, protected areas, and corridors.
- Improve forest and natural resource governance through community-based management, combating illegal logging, and enforcing anti-poaching laws.

The U.S. is administering and funding its CBFP activities through CARPE. France has recently taken over the CBFP facilitation. CARPE is providing 12 million dollars/year of support to the CBFP for 2004-2006 for the six countries. Further funding after this period is likely to be mobilised.

Netherlands

The Dutch government supports biodiversity conservation in Gabon through two interventions: support for the rehabilitation and operationalization the National Herbarium, and field support to the WWF program in the Gamba complex (Mukalaba, Loango) for environmental education activities and sustainable local fishing activities.

UNESCO

CAWHFI initiative. The Central African World Heritage Forest Initiative was initiated by the World Heritage Centre of UNESCO with funding from the United Nations Foundation (UNF) and matching funds provided by a number of international conservation NGO's including WWF, WCS, CI, and the JGI. Three trans-border landscapes are targeted: the Dzanga-Nouabalé-Lobéké protected area complex of CAR, Congo and Cameroon; the Dja-Minkébé-Odzala complex of Cameroon, Gabon and Congo; and the Conkouati-Mayumba complex of Gabon and Congo. The project focuses on biodiversity conservation and the strengthening of protected area management in potential World Heritage Sites that all these sites represent. All these interventions fall within Component 3 of the PSFE.

International Conservation NGOs

International NGO's working with a wide variety of public and private funding sources (EC, US, UNF, GEF, Foundations, private donors) implement a number of conservation and applied conservation research projects throughout the country. Their interventions cover a wide range of activities including protected area support, wildlife management in buffer zones and production landscapes, and capacity building through on the job training and grants for higher studies in regional institutions or Universities in Europe and the USA. In Gabon the principal international NGO's are WWF and WCS. They have been present for well over a decade and have a long term vision for their interventions in central Africa, and Gabon in particular. WCS and WWF played a key role in the identification and creation of Gabon's network of 13 National Parks. Since 2000 the Smithsonian Institution has been conducting a biodiversity inventory and monitoring program in the Gamba complex. The work has been supported by the Shell Foundation's Sustainable Energy Programme and locally by Shell Gabon. Capacity building for inventory work, and public awareness have been important outputs.

Kyoto University and Max Plank Institute
Both these research institutes are conducting ecological research on great apes in the Gamba complex.

Summary of donors' support to Component 3 of Gabon's PSFE, and related activities

Organization	Intervention	Amount and timing
GEF – PNUD	TRIDOM Major trans-border biodiversity conservation and land use planning project.	Supports PSFE Components 3 and 1. Approximately US$2-3 million allocated for activities in Gabon.
European Commission		
ECOFAC	Lopé. Support park management and ecotourism development. This is part of a larger regional EC funded forest conservation program covering six countries in the subregion. It also includes the "espèces phares" project (focusing on gorillas in Lopé).	Supports PSFE Component 3. Approximately US$3.5 million for activities in Gabon (Lopé NP).
ENF	National Forest school (ENF) Capacity building for the forestry sector through training at the national forestry school.	Supports PSFE Component 5 Approximately 2.5 m Euros to be disbursed over 3 years.
PSVAP	• CNPN • Gamba complex • Makoukou-IRET	Supports PSFE Component 3 4.7 m Euros allocated. 0.3 m Euros remain to be mobilised.
SFM – C3	Forestry Sector – country wide Strengthening implementation of sustainable forestry management plans with targeted logging companies	Supports PSFE Component 1 0.1 m Euros remained to be disbursed.
France (AFD)	Sustainable Forest Management The AFD provides loans to logging companies for the elaboration of their management plans. Three million hectares have been covered.	Supports PSFE Component 1. 5.2 million Euros have been mobilised. A further 5.5 m Euro remains to be mobilised. Is also likely to support ANPN, but details remain to be decided.

France (FFEM)	a. Sustainable Forest Management. Grants to support the implementation of environmental and social measures of forest management plans. b. Lopé National Park: support for tourism development c. Mayumba National Park buffer zone: support for wildlife management in buffer zones.	Supports PSFE Components 1 and 3 (a) 1.2 m Euros have been disbursed. 0.2m Euros remain to be mobilised. (b) 0.4 m Euros have been disbursed. 0.05 m Euros remain to be mobilised. (c) Likely to start in 2006.
UNESCO – UNF (CAWHFI)	Gamba, Mayumba-Conkouati, TRIDOM. Regional biodiversity conservation project focusing on potential World Heritage Sites.	Supports PSFE Component 3. Approximately US$0.3 m disbursed in Gabon, and a further US$0.6 m to be mobilized.
United States (CARPE / CBFP)	Regional environmental program covering 6 countries with activities in Gabon in Gamba, Mayumba, Minkebe, Monte Cristal.	Supports PSFE Component 3. Current (2005-2006) funding for Gabonese CARPE sites approximately 4.9 m $ (Loango, Mukalaba, Mayumba, Minkébé, Ivindo, Lopé, Batéké, Monte Cristal, Mwange, Birougou) Remaining amount to be disbursed in current phase US$2.3 m. Implemented through WCS and WWF.
The Netherlands	National Herbarium. Technical assistance and research Support to the Gamba complex through the IUCN Netherlands committee.	Supports PSFE Component 5 Project ending Feb 2005. Environmental education activities in the Gamba complex.
WWF	Minkébé national Park, Gamba complex Support for the establishment and management of national parks. Participation in a nationwide study to identify the network of national parks.	Supports PSFE component 3. Funding sources CARPE, EC, private donors.
WCS	Gabon's National Parks network. Nationwide study to identify a network of national parks, support for management of specific protected areas, conservation related research. Working with a wide variety of public and private funding sources.	Supports PSFE component 3. Funding sources: CARPE (US$4.9 m for 2005-2006), private foundations and donors.
John Aspinall Foundation	Batéké - Reintroduction of gorillas and park management.	US$0.45 m for 2005-2006.
Kyoto University	Mukalaba - Research on great apes	
Max Plank Institute	Mukalaba - Research on great apes	
Smithsonian Institute	Gamba - Inventories of biodiversity	Current phase ending 2005. US$0.6 m remaining to be disbursed. Funding from Shell Foundation and Shell Gabon.
CyberTracker	Minkébé - Monitoring techniques	A 1.6m Euro grant from EC covering sites in 16 countries in west, central and southern Africa.
IFAW	Gamba - Elephant monitoring	

N.B. Other donors and development agencies supporting other components of the PSFE not directly related to National Parks and Biodiversity Conservation are not listed here. This is the case of AfDB which will support the fisheries component, and SCAC which provides long-term technical assistance to the Ministry for Forest, Fisheries and Environmental management as well as planning and M&E.

ANNEX 3 – RESULT FRAMEWORK AND MONITORING

Project Development / Global Environmental Objectives	Outcome indicators	Use of results information
GEO: *Biodiversity conservation in the Congo basin is enhanced.*	o 1 million hectares of areas suitable for protection status identified and proposed for formal gazettement.	o If the additional area proposed for conservation is lower than 1 million hectares, this might indicate that land-use planning so far lacked consistency and transparency and that competition from extractive industries is now too high to reach the country's goal of 4 millions hectares of protected areas.
	o 1 million hectares of key national parks with increased management effectiveness (as measured by the METT/WWF site level tracking tool) leading to biodiversity conservation and ecotourism development by Yr 5.	o If the scope and effectiveness of park management does not increase this could indicate that insufficient resources are being invested in protected areas
	o 5 million hectares of production landscapes in buffer zones with increased wildlife management effectiveness, as measured by indicators of surveillance efforts and levels of wildlife off-take, by Year 5.	o If the levels of wildlife off-take in production areas do not diminish, this could indicate that incentives and enforcement are insufficient to compete with other resource uses.
PDO: *Biodiversity is protected and managed in a sustainable way and provides socio-economic returns.*	o Doubling of employment (number of jobs, total salaries) and ecotourism (number of visitors, annual revenues) by Yr 5.	o Increase in revenues, jobs and other park-related benefits indicates successful valorization of the park and secures local commitment for the parks.
Intermediate Results	**Results Indicators**	**Use of Outcome Monitoring**
Component 1 Strengthened institutional capacities of the ANPN at the national level	o ANPN headquarters is established and equipped by end of Yr 1 and 100% of core senior staff (8) recruited by end of Yr 1.	o Flags possible gaps in capacities.
	o Systems for finance and human resources management; monitoring and evaluation; communication; ecotourism development; and sustainable funding, are operational.	o Yr 2 – Yr 5 evaluates the performance of the Agency: in implementing its strategy for managing the network of parks; in sustaining national and local commitments for the parks; and in attracting international public and private interests.
Component 2 Identification of possible additional protected areas (1 million hectares)	o % of the targeted surface area surveyedand identified for possible protection status, including local consultations.	o Assesses progress towards achieving the government's target of 4 million hectares of protected areas.

Project Development / Global Environmental Objectives	Outcome indicators	Use of results information
Component 3 Strengthened management of Loango, Mukalaba and Mayumba national parks.	o Loango, Mukalaba and Mayumba management plans endorsed (Yr3).	o Assesses the level of political commitment to management of the parks at both local and national levels.
	o % of staff operational, infrastructure in place.	o Assesses project implementation progress.
	o % infractions per man-day of patrol etc) decreases compared with baseline at start of project.	o Assesses effectiveness of law enforcement and park management activities.
	o Parks totally exempt of industrial extractive operations (logging, mining, fishing, etc).	o Assesses effectiveness of law enforcement and park management activities, as well as multi-ministerial coordination and highest-level political commitment to improved governance and integrity of the national parks network.
	o Abundance indices of key bio-indicators remain stable or increases compared with baseline measured at start of project (baseline/mid/end).	o Decreasing abundance indices would indicate increased threats and/or ineffective management. However migratory species may still be under threat outside of national territorial boundaries (whales, turtles).
	o Increase in employment, revenues and other socio-economic benefits from different sources including park activities, eco-tourism, other non-extractive uses.	o Assesses progress towards Gabon's objective to develop eco-tourism and other park-based economic diversification in rural areas.
	o % increase in community participation as measured by attendance at public meetings and numbers of participative collaboration agreements.	o Determines local buy-in for parks management issues.
Component 4 Strengthened wildlife management in production and rural landscapes in the periphery of national parks.	o % of trained and equipped staffing of required mobile brigades (baseline 0).	***Component 4*** o Assesses project implementation progress.
	o % of intervention zone (5 million hectare) free of commercial hunting activities, with wildlife-related measures of forest management plans effectively implemented and enforced.	o Assesses effectiveness of law enforcement activities. If bushmeat volumes increase for the same surveillance effort this might indicate that law enforcement measures are inadequate.
	o Number of wildlife management agreements with private sector operators and local communities and authorities.	o Assesses the level of buy-in for wildlife management by local stakeholders.

Monitoring arrangements

Outcome indicators	Baseline	Target values					Data Collection and Reporting		
		YR1	YR2	YR3	YR4	YR5	Frequency and reports	Data collection instruments	Responsibility for data collection
• 1 million hectares of areas suitable for protection status identified and proposed for formal gazzetment.	Taken at start of project	---	20%	50%	80%	100%	Yearly	DGEF/DFC-DIARF GIS unit reports	DGEF/DFC-DIARF WCS
• 1 million hectares of key national parks with increased management effectiveness (as measured by the METT/WWF site level tracking tool) leading to biodiversity conservation and ecotourism development	Taken at start of project	-----	20%	40%	60%	80%	Yearly	METT/WWF site level tracking tool ANPN/WWF/WCS reports	National Parks Monitoring Unit ANPN/WWF/WCS
• 5 million hectares of production landscapes in buffer zones with increased wildlife management effectiveness, as measured by indicators of surveillance efforts and levels of wildlife off-take.	Taken at start of project	----	20%	40%	60%	80%	Yearly	METT/WWF site level tracking tool DFC reports on SFM plans	DGEF/DFC WWF
• Doubling of employment (number of jobs, total salaries) and ecotourism (number of visitors, annual revenues) by Yr 5	Taken at start of project	----	25%	50%	75%	100%	Yearly	ANPN/WWF/WCS reports	ANPN
Results indicators for each component									
Component 1 • AGPN headquarters is established and equipped by end Yr 2	Baseline set at start of project	60%	100%					Reports from ANPN	ANPN
• 100% of core senior staff recruited after 18 months	Baseline established at start of project	70%	100%					Recruitment reports	ANPN
• Systems for administration, finance and human resources management; monitoring and evaluation; replication;	Baseline set at start of project	---	25%	50%	75%\	100%		FMS and audit reports M&E reports Communication outputs	ANPN

communications; • Percentage of additional long-term financing for national parks (% progress towards closing long-term funding gap)	Baseline set at start of project	0%	20%	40%	60%	80%		Tour operators' reports Trust Fund status Donors commitments, Trust Funds Status Reports Government budget allocations	ANPN
Component 2									
• % of targeted surface area surveyed and consultations conducted	Baseline is 0	---	5%	15%	50%	100%	Yearly	GIS data from survey reports Local consultations reports	DFC/WCS
• 1 million hectare with proposed protected area status	Baseline is 0.	---	5%	25%	50%	100%	Yearly	MEFPEPN reports and legal texts	MEFPEPN
Component 3									
• Loango, Mukalaba and Mayumba management plans endorsed (Yr3)	Baseline is 0	0	1		2		Yearly	Reports from ANPN Parks Management Plans	ANPN/WWF/WCS
• % of staff operational	Baseline to be taken at start of project	25%	50%	100%		100%	Yearly	Reports Park Monitoring Unit	ANPN
• % of planned infrastructures in place	Baseline to be measured at start of project	10%	30%	50%	80%	100%	Yearly	Reports from Park Monitoring Unit	ANPN
• Level of man-days of surveillance patrols increases	Baseline measured at start of project	30%	50%	100%	100%	100%	Yearly	Reports from Park Monitoring Unit Joint NGO/Park monitoring system	ANPN/WWF/WCS
• % decrease in infractions per man-day of patrol	Baseline measured at start of project	10%	30%	50%	60%	70%	Yearly	Reports from Park Monitoring Unit Joint NGO/Park monitoring system	ANPN/WWF/WCS
• Integrity of park network, parks remain exempt of industrial extraction	Baseline measured at start of project	stable	stable	stable	stable	stable	Yearly	Reports from Park Monitoring Unit Joint NGO/Park monitoring system GIS-remote sensing reports	ANPN/WWF/WCS
• % of park area covered by surveillance activities, as measured by n° grid squares visited by patrols, increases	Baseline measured at start of project	15%	30%	50%	70%	70%	Yearly	Reports from Park Monitoring Unit Joint NGO/Park monitoring system	ANPN/WWF/WCS
• Abundance of key bio-indicators remain stable or increase compared with baseline measured at start of project	Baseline to be taken at start of project	---		stable		stable	Y1, Yr3, Yr5	Reports from Park Monitoring Unit Joint NGO/Park monitoring system	ANPN/WWF/WCS
• % increase in revenues from different sources – tourism,									

• % increase in community participation as measured by numbers of participative collaboration agreements.	Baseline to be taken at start of project Baseline to be taken at start of project	--- ---	50% 15%	100% 40%	150% 80%	>200% 100%	Yearly Yearly	Reports from Park Monitoring Unit Joint NGO/Park monitoring system Reports from Park Monitoring Unit Co-management agreements Revenue-sharing mechanisms Joint NGO/Park monitoring system	ANPN/WWF/WCS ANPN/WWF/WCS
Component 4									
• % of trained and equipped staffing in place	Baseline to be taken at start of project	---	100%					DFC/WWF reports	DFC/WWF
• level of surveillance effort increases (man-days of patrol)	Baseline measured at start of project	30%	50%	70%	100%	stable		DFC/WWF reports	DFC/WWF
• % of intervention zone free of major commercial hunting activities	Baseline taken at start of project	---	15%	30%	50%	80%		DFC/WWF reports	DFC/WWF
• % decrease of vehicles/pirogues where infractions recorded	Baseline taken at start of project	---	15%	30%	50%	80%		DFC/WWF reports	DFC/WWF
• % increase of signed wildlife management agreements with private sector operators and local communities.	Baseline taken at start of project	---	20%	50%	100%	>100%		DFC/WWF reports	DFC/WWF

Arrangements for results monitoring:

Monitoring and Evaluation will follow the PSFE's global M&E process. In the case of ANPN (components 1 and 3 of the project), the project will assist ANPN to establish its own M&E program. Monitoring units will be established in each of the national parks. Experience shows that good quality monitoring requires a heavy investment in on-the-ground training and supervision. This investment will be a priority of the GEF intervention since the project's ability to follow progress towards achieving its objectives is dependent on the quality and pertinence of the data collected. Broadly speaking two kinds of information are required: ecological data (bio indicators, biodiversity threat levels, etc.) to monitor the impact of conservation measures taken, and project performance data (surveillance effort, consultation effort, revenue levels, financial investments, etc.) to monitor progress of project implementation. A detailed monitoring and evaluation program will be established at the start of the project. While protocols may vary because of the particular operational contexts of each component, the clear aim should be to develop a scientific protocol that produces data that are comparable (and analyzable) across the intervention zone.

The site based monitoring units should have the capacity to undertake a first level of analysis so that the park wardens can act in a timely manner. This will require each national park to have its own GIS system, trained staff and the necessary hardware for field collection of data (CyberTracker, GPS, computers, etc.) which the project will provide. The design of ecological and patrol-based monitoring systems to be undertaken in the field will draw on the lessons learned by a number of projects active in protected areas in the central African sub-region (see annex 3). In particular the project will tap into the experiences gained by the WWF, WCS, Cyber Tracker Conservation, and the Max Plank Institute all of whom are working in the Loango-Mukalaba complex.

With respect to monitoring of conservation activities and their impact (patrol-based monitoring, ecological monitoring) ECOFAC, WWF and WCS have shown that a high level of training and supervision is necessary in order to ensure that useable information is collected. Involving park guards in the collection and interpretation of data (for example through the innovative Cyber Tracker data collection tool) has also proved to be highly motivating for the guards and contributes to good morale.

Component 2 and 4 undertaken by the DFC will use similar monitoring methods and tools but with a smaller scope. In particular less emphasis will be placed on monitoring populations of bio indicators in the forest. Instead more emphasis will be placed on gathering data on populations and quantities of species hunted (quantities, age-sex class, species compositions, etc.) in samples intercepted by the mobile units.

Information collected at site level must flow up to the national level (ANPN headquarters, Ministry). The monitoring strategy developed at the beginning of the program will determine (a) the nature (level of analysis) of the information transferred, and (b) the procedures for transferring information to the national level.

A participatory management planning processes has been followed by the government and its conservation partners in the Loango-Mukalaba complex and in Lopé. This has allowed broad participation in the validation of consolidated management plans for the parks. The interventions proposed for the GEF project will build on the experiences of this planning process. The Loango-Mukalaba complex, with its mosaic of national parks and interlinked zones of varying protection status, is currently considered a testing ground for the development of a model of integrated natural resource management to serve as an example for Gabon.

The METT/WWF tracking tools will be used for monitoring and evaluation of project outcomes, and will be fine-tuned and customized to fit with the context and challenges specific to the Gabon and to the selected sites. The baseline scenario will be built using existing data available at MEFPEPN, CNPN and their NGO partners WWF, WCS. OK. It will be articulated around the two following pillars: (a) abundance and distribution of key-species in the three national parks (e.g. sea turtles and

gorillas); and (b) intensity of threats from poaching, logging, and other extractive uses in and around the parks. The project will monitor the evolution of these two sets of parameters overtime on an annual basis. A duly completed METT –as adjusted in line with the specificities of the Gabonese context– will be established before project effectiveness. It will include all METT baseline and target values listed in the table above (Annex 3: Monitoring Arrangements).

ANNEX 4 – DETAILED PROJECT DESCRIPTION

Importance of Gabon's biodiversity for the global environment. Gabon contains three Terrestrial Ecoregions as defined by WWF as the world's most outstanding examples of each major habitat types (Olson and Dinerstein, 1998): the *Congolian Coastal Forest*, the *Northwestern Congolian Lowland Forests* and the *Western Congolian Forest-Savanna Mosaic*. In addition, there are significant stands of central African *mangroves* along the coast and patches of *Congolian-Zairean swamp forests* in the northeast. Furthermore several priority freshwater systems occur within the country as well as 850 km of coastline and highly productive marine systems. In recognition of the ecological integrity of these ecosystems Gabon recently was placed 12th of 146 countries evaluated (and first in Africa) in the 2005 Environmental Sustainability Index (ESI) which was announced in January 2005 at the World Economic Forum in Davos, Switzerland.

Much of the Congo Basin's unique biodiversity is represented in Gabon:

- Gabon's marine environment, including Mayumba, is unusually productive for tropical countries. Over 500 species of fishes have been recorded to date, in addition to six species of whales, including a globally significant breeding ground for humpback whales, and a recently discovered population of rare humpback dolphins;
- Although Gabon contains just 2.5 percent of Africa's mangroves Pongara and Akanda national parks represent 25 percent of all protected mangroves and play key ecosystem functions in marine fish reproduction and stabilization of the coastline close to Libreville;
- Globally 60 percent of humanity lives in the planet's coastal zone, resulting generally in serious environmental degradation. In Gabon over 70 percent of the population lives in the coastal sedimentary basin but remarkably much of the ecosystem remains more or less pristine and is remarkably varied, including key beaches for nesting turtles, rich coastal savannas and lagoon systems, vast freshwater swamp systems and coastal forests extending unbroken down to the beach. Loango is the best remaining example of this ecosystem in Africa;
- The Congolian Coastal Forests contain three major Pleistocene refuges (Monts de Cristal, Moukalaba and Lopé) which have sheltered forest biodiversity during climate change through geological time. These sanctuaries of biodiversity rival South American forests in diversity and have high levels of plant (25 percent of an estimated 6-8,000 plant species) and animal endemism;
- The Northwestern Congolian Forests (Minkébé, Ivindo and Mwagne) are representative of the forests of the heart of the Congo Basin, biogeographically separated from the rest of Gabon by the Ogooué river barrier. These forests are lower in species richness but harbor exceptionally high numbers of large mammals. They include patches of Congolian-Zairean swamp forests and exceptional inselberg ecosystems adding greatly to their biodiversity;
- The Western Congolian Forest-Savanna Mosaic (Plateau Batéké and parts of Lopé) has played a key role in driving evolution of forest species, and harbors small populations of species not generally associated with Gabon, such as lions and hyenas.

It is this variety and the fact that the best examples have been protected within the National Park network that makes Gabon truly remarkable. By working in and around Mayumba, Loango, Moukalaba, Lopé and Batéké, the GEF Gabon program (in synergy with GEF TRIDOM, which covers the Northwestern Congolian Forests) will ensure that almost all of Gabon's diversity is represented in the two complimentary GEF initiatives and in synergy with other donors' projects in support of PSFE.

The comparative advantages of Gabon over other countries of the sub-region in terms of biodiversity conservation challenges and opportunities can be summarized as follows:

- Gabon has an exceptionally high biodiversity and contains 3 of the WWF Eco-regions.
- Very low human population densities, particularly in rural forested areas.
- Very low levels of forest loss (less than 0.5 percent per year).

Large areas of forest which, until very recently, have not been subjected to industrial logging. Gabon is therefore in the relatively rare situation for a central African nation of having the opportunity of establishing sustainable logging practices before large scale damage to forests and wildlife occurs.

In view of the various threats to biodiversity in Gabon, a threats and root causes analysis was done for the sites targeted under the project. The analysis provides (see Addendum 1 to this Annex 4) alternative strategies to reduce and remove the threats.

Institutional context of the intervention. The PDO/GEO are concerned with enhancing biodiversity conservation and sustained natural resource management. Gabon has recently made major strides in this field by the creation of a network of 13 national parks and the drafting of a law creating a semi-autonomous national parks authority (*Agence Nationale des Parcs Nationaux*). The GEF intervention is designed to capitalise on this advance by providing support to this embryonic structure in order to render it operational and sustainable as quickly as possible. This will involve support at the national level (creation of the ANPN), and targeted support in priority field sites. The GEF intervention will take an integrated approach to biodiversity conservation by supporting interventions in areas outside the national parks as well. This approach is necessary since a major part of Gabon's natural resources, and therefore a significant part of its biodiversity, lies outside of national parks (which cover approx. 11% of Gabon's surface area). Since 83% of the country is covered by forest, where industrial timber extraction is the dominant sector of activity, this means that much of the country's biodiversity lies within logging concessions. If national parks are to avoid becoming islands of biodiversity surrounded by areas of impoverished natural resources, it is necessary to adopt an integrated "landscape" approach. The responsibility for management of national parks lies with the ANPN, attached to the President's Office, while management of wildlife outside national parks is the responsibility of the MEFPEPN. This division of responsibilities for natural resource conservation and management introduces some institutional complexity with respect to the implementation of the GEF intervention. Only in late 2004, it became clear that the national parks will be managed outside the MEFPEPN by the ANPN. An integrated national parks-buffer zone approach is therefore essential in order to reinforce collaboration between the two institutions.

The components. By the time the project starts, the ANPN will be a new institution with insufficient capacities, particularly human resources, to oversee the management of the new network of national parks. Since the National Parks Law creating the ANPN has not yet been passed the responsibility for management of the national parks network falls to the CNPN (*Conseil National des Parcs Nationaux* – an interministerial Council attached to the Presidency). Once the ANPN is created the CNPN will revert to its originally planned role as an advisory body with responsibility for overseeing the implementation of Gabon's national parks policy. The new ANPN will therefore have almost no institutional capacities at the moment of its creation. A priority of the GEF intervention is therefore to assist with rendering this new institution operational. This will be the objective of Component 1.

With respect to site level activities (Components 3 and 4) it was considered important to target the use of funds in such a way as to enhance biodiversity conservation in the 3 Terrestrial Ecoregions (as defined in WWF's Ecoregion classificiation) that occur in Gabon: the *Congolian Coastal Forest*, the *Northwestern Congolian Lowland Forests* and the *Western Congolian Forest-Savanna Mosaic*. The landscapes targeted

by the GEF intervention are the Loango,Mukalaba and Mayumba national parks and their buffer zones, and the buffer zones of Lopé and Batéke. A number of criteria were used to identify the intervention sites.

First the parks network was assessed with respect to 4 criteria: (i) biodiversity value (ii) ecotourism potential (iii) potential for trans-border collaborative biodiversity conservation (iv) potential for rapidly achieving concrete results (e.g. because of existing structures/partners). The following priority sites emerged from this assessment: the Gamba complex (Loango and Moukalaba), Mayumba, Lopé, Minkebe and Batéké. In addition, the existence of clear demarcation between park boundaries and production landscapes was taken into account.

A gap analysis of funding resources (see figures in Annex 15 – Incremental costs) for the sites was then made in order to identify where GEF funding could be most effectively targeted. Minkébé was eliminated from the list at this stage since it already benefits, albeit indirectly, from a substantial US$10 million grant from the GEF-UNDP (TRIDOM) the aims of which are to strengthen trans-border land use management planning of the vast zone linking the different protected areas in Gabon (Minkébé, Mwagne), Cameroun (Dja, Nki, Boumba Bek) and Congo (Odzala). Furthermore Minkébé also currently receives EC funding specifically to strengthen wildlife management in the buffer zone of the park.

Of the 5 sites retained by the above assessment it was considered important to target a substantial proportion of the funds in a single landscape comprising un uninterrupted block of 3 national parks and their interlinked buffer zones (Loango, Moukalaba, Mayumba) and to target the interzone between Lopé NP and Batéké which would complement ongoing park management support being provided by other partners (EC, US, NGO). The choice of sites is therefore justified as follows:

- The Loango, Mukalaba and Mayumba national parks, together with their buffer zones, present an exceptionally wide range of ecosystems, and therefore a very high level of biodiversity. In particular this landscape encompasses marine and coastal ecosystems which allow the GEF intervention to address marine conservation issues (fisheries, oil pollution, marine mammals) which have been particularly neglected in Gabon until now.
- Both Mayumba and Batéké are contiguous with national parks in neighbouring Congo. Trans-border biodiversity conservation is a government priority for regional integration within the framework of the COMIFAC.
- The Loango-Mukalaba complex and Mayumba between them present the highest ecotourism potential in Gabon, followed by Lopé and Batéké.
- The presence of active conservation partners (EC, WWF, WCS, research institutions) operating in all the sites brings added value to the GEF contribution. Alone their financial contributions are insufficient to render the management of the parks and their buffer zones fully operational but in partnership with GEF the opportunity of achieving the required level of management is greatly enhanced. Furthermore these conservation partners bring their particular skills and experience to the service of the national parks and wildlife management authorities thus contributing to capacity building.
- By maximising the chances of success in these sites the project and its conservation partners will serve as a catalyst for leveraging additional resources for biodiversity conservation in Gabon.

As mentioned above the interventions proposed in support of Lopé and Batéké are designed to complement existing activities in the national parks by targeting specifically their buffer zones. Lopé has received external support (EC, NGOs, research institutions) for many years and a new phase of EC funding for the park is scheduled to start at the end of 2005. This has resulted in the establishment of an internationally renowned research station (operational since 1982), the development of ecotourism activities (the park is one of Gabon's principal tourist destinations) and the elaboration of a management plan that will be officially adopted during 2005. However until recently the south of the park has received

very little attention (partly because of difficulty of access) and almost no attention has been given to the park's buffer zone. Lopé is surrounded by several large logging concessions most of whom are currently elaborating their management plans, which, in conformity with the Forest Code, will address issues of wildlife management. At least two companies (Leroy and Bordamur) have already initiated wildlife management measures. A GEF intervention targeting the production landscape around Lopé will therefore complement the ongoing management activities within the park; also the national railways, the "Transgabonais", crosses Lopé. The train is a key factor in the national bushmeat trade, and the GEF intervention will allow for collaborative action between the railway company and wildlife authorities. Finally Gabon's first Biodiversity Sanctuary, the Iboundji Biodiversity Sanctuary, located in the buffer zone to the south east of the park, is in the final stages of gazettement and will therefore benefit from the GEF intervention.

The biological importance of Batéké lies in the fact that it is located in the humid forest/savannah ecotone and therefore encompasses a unique assemblage of forest and savannah species, particularly mammals and birds. It is also contiguous with the Zanaga - Lebama national park in Congo Republic offering opportunities for trans-border biodiversity conservation. Because of the interesting mix of forest and savannah ecosystems, and the attractive landscapes that this produces, the potential for tourism is considerable, particularly in the buffer zone to the north west of the park boundary.

Finally a component of the GEF intervention will focus on working towards Gabon's target of 4 m ha of protected areas, announced at the 2002 World Summit on Sustainable Development and contained in the 2004 *Lettre de Politique.* The new national parks network currently covers nearly 3 m ha. While Gabon may not intend to create any more national parks several other sites of particular biological interest merit further assessment with a view to according them protected area status. The GEF intervention will contribute to this important countrywide assessment and local consultations.

To summarise, the GEF project will be articulated around actions at the national level (institutional support for the new ANPN, countrywide protected areas assessment), and the field level (enhancing management in targeted national parks and buffer zones).

Detailed project description

The project will be implemented through a US$10 million grant to the Government of Gabon. The project period is 5 years.

The overall Global Environmental Objective is to enhance biodiversity conservation in the Congo basin. The Congo basin constitutes the world's second largest block of tropical forest. With forest covering 85 percent of its territory Gabon accounts for approximately 11 percent of Africa's tropical forest block and has a particularly high level of biodiversity. Enhancing the conservation of biodiversity in Gabon will therefore make a very significant contribution to biodiversity conservation in the Congo basin as a whole. In order to contribute to this long-term goal the specific objective, or Project Development Objective, is to strengthen institutional capacities of national parks and wildlife authorities to manage conservation and sustainable use of natural resources in protected areas and their buffer zones (production landscapes, rural zones).

The creation of CNPN and ANPN has generated some institutional complexity. National parks will be managed by the ANPN located within the President's Office while other protected areas (reserves, sanctuaries) are managed by the MEFPEPN. In order for the GEF-Bank intervention to take into account this new institutional arrangement and thus effectively support the management of biodiversity in Gabon, the project will be subdivided into 4 components: 2 dealing with national parks through the ANPN, and 2 dealing with biodiversity conservation in production and rural landscapes through the DFC of the

MEFPEPN. However it is essential that both institutions recognise the importance of close collaboration for the implementation of project activities since all the components are tightly interlinked and success in one component will greatly influence success in another.

COMPONENT 1: INSTITUTIONAL STRENGTHENING OF THE ANPN

Government's estimated contribution: US$1.04 m
Other donors' contributions to institutional strengthening: $5.85 million (of which EC: $4.9m; US: $0.5m;UNESCO:$0.45m).
GEF contribution: US$1.8 million

Problems to be addressed. By the time the project starts, the ANPN will be a new semi-autonomous institution without the necessary capacities, particularly human resources, to oversee the management of the new network of national parks. Since the National Parks Law creating the ANPN has not yet been passed the responsibility for management of the national parks network falls to the CNPN. Once the ANPN is created the CNPN will revert to its originally planned role as an advisory body with responsibility for overseeing the implementation of Gabon's National Parks policy. In addition to the creation of the ANPN the National Parks Law makes provision for a Scientific Committee and the creation of a Trust Fund (Foundation) which will be the basis for the agency's sustainable funding mechanism.

Gabon's intention is to create a light central structure whose principle objective will be to provide the necessary services and support to the national parks which will allow them to function in as independent manner as possible (elaboration of annual budgets and work plans, financial management, operational decision making, fund raising, partnerships and contractual relationships with local operators, etc.). An analysis of the institutional, technical and financial requirements necessary to fulfil this role was conducted during the preparation phase of the GEF project (Pousse 2005) and the results have been used to develop the current proposal.

Expected outcome. The institutional issues that this component will address can be summarised as an almost total lack of institutional and operational capacities of ANPN. Gabon has no tradition of national parks management since there were none prior to the creation of the 13 parks. Therefore the expected outcome will be a fully operational ANPN with the capacities to implement its National Parks System Management Plan (*Plan Cadre de Gestion des Parcs Nationaux)* and coordinate activities in the network of national parks.

The support from GEF to this component will focus on achieving the following outputs:

- The necessary equipment and infrastructures to house the Agency
- An organisational structure, comprising 8 senior staff, capable of supporting and coordinating all aspects of park management in the national parks network. The central structure will comprise the following key elements:
  - Executive Secretariat in charge of overall management of the ANPN, strategic planning and international and national coordination (1 person)
  - Monitoring and Evaluation unit responsible for consolidation of annual budgets, work plans and evaluation (1 person)
  - Information Technology and GIS unit (1 person)
  - Human Resources Management unit (1 person)
  - Administration and Financial Management unit (2 persons)
  - Park Management – Ecological Monitoring – Research unit (1 person)
  - Ecotourism unit (1 person)
  - Communications – Outreach unit (1 person)

- Short term expertise supplied by external specialists covering various aspects of training (financial and administrative management, IT, M&E, park management, communications, ecotourism etc.). Lessons learned from similar experiences (creation of a new semi-autonomous protected area structures) will also be built into the training process. In particular the lessons learned from the creation of Madagascar's National Association for the Management of Protected Areas (ANGAP), with support form the World Bank, will be capitalised (including through a study tour), since the situation currently faced by Gabon is very similar to that which Madagascar was facing at the time ANGAP came into being.
- A particular emphasis will be placed on trying to achieve financial sustainability in order to secure the future of the national parks system. The project will therefore develop a national strategy to support the costs of the ANPN and the national parks through the combined implementation of an ensemble of diversified financing mechanisms. On-going efforts will focus on keeping updated data on actual funding sources and needs for both capital and recurrent costs, based on the implementation of the National Parks System Management Plan and individual park management plans. With support from international conservation finance experts and through a participatory process including representatives from the ANPN, Government, donors, NGOs, local communities and private sector, an in-depth feasibility study of various mechanisms adapted to the National Parks System, such as user's fees, debt-relief mechanisms, sponsoring, etc., will be conducted, including an analysis of the legal requirements to implement them. Based on such a review, the implementation of a number of these mechanisms will be promoted. Special emphasis will be placed on the creation and endowment of a foundation (trust fund) as foreseen in the current draft Law on National Parks, including the development and adoption of its legal instruments (statutes, by-laws), operation manual, grant manual, fundraising strategy and investment strategy. Implementation of these mechanisms will be monitored on an ongoing basis and specific strategies adapted accordingly.
- Efficient day to day management of the project, implementation of the monitoring and evaluation tracking tool, and implementation of the project's social and environmental management plan, all for activities under the responsibility of the ANPN.
- Implementation of the ANPN's replication plan.

COMPONENT 2: EXPANDING GABON'S PROTECTED AREA COVERAGE:

Government's contribution: US$ 0.14 million
GEF contribution: US$1.12 million

Context and issues to be addressed. The boundaries of the new network of national park were identified during a 3-year biological and socio-economic evaluation covering the entire country. This evaluation was planned in two phases: (i) evaluation of all large blocks likely to merit the status of National Park; (ii) identification of all small-scale biodiversity phenomena that were not captured in the parks (fragile, diverse mountains ecosystems, wetlands, caves, inselbergs, fluvial refuge forests, restricted geological formations that give rise to unique plant or animal communities, sacred forest patches in populated areas, etc.). This second category would contribute to creating a complimentary series of biodiversity sanctuaries and other less restrictive protected areas. The status of the "*séries de conservation*" (approximately 500.000 ha within the 10m ha of sustainably managed forests concessions - CFAD) will also be clarified. Similar sanctuaries in the "*domaine rural*" will also be assessed. The project will help assess the relevance and feasibility of community reserves as an emerging concept in Central Africa. It will build upon ongoing experiences in Congo-Brazzaville (Lossi Gorilla Community Reserve) and in the Democratic Republic of Congo (Tayna Gorilla Community Reserve).

The vast Ogooué delta is a particularly important area both for biodiversity conservation and as a vital natural resource base (particularly fish) for local populations, and is undoubtedly a prime candidate as a

Biosphere Reserve. However scale of the work required to evaluate and protect this area falls outside the scope of this project and would be more appropriately addressed through a stand alone project.

Expected outcomes. The expected outcome is a 1 m ha increase in the surface area of protected area coverage to include sites of special biological significance which are not covered by the current protected area network. This outcome is in line with Gabon's stated policy of achieving 4 m ha of protected areas as specified in the *Lettre de Politique*.

Results and activities. This activity builds upon and continues a 3-year biological and socio-economic evaluation covering the entire country which was undertaken jointly by DFC, DIARF and WCS. In the first year the focus will be on formalizing the status of sites that have already been identified and on formalizing, a standardized methodology for evaluation of forest sanctuaries. Forest management specialists from logging companies currently involved in the sustainable management planning will also participate in the development of methodologies. This phase may involve undertaking a number of field trials. Field surveys will start towards the end of the first year and will be completed by year 4 of the project. A core team of about 10 people will be responsible for the execution of this component.

This component will work in close collaboration with INC and DIARF to develop a geo-referenced database. An evaluation unit will be established within the DFC (or DGE) although the headquarters of the evaluation will likely be the Vembo data unit set up by the Smithsonian Institute (for coastal areas), the SEGC research station (for the central mountains region) and the IRET Research Station at Mpassa for north east Gabon.

The process leading to the creation of these protected areas will involve a desktop evaluation of potential sites followed by field surveys to determine possible boundaries of sites. The official procedure leading to gazettement will then be followed (consultation and negotiation with local stakeholders, official publication of proposed sites and finally a gazettement mission in which local stakeholders give their agreement). This activity will be implemented with specific focus on local consultations and participation.

Specific outputs will be assessment survey reports identifying priority sites and appropriate protected area status, and the implementation of the formal process for protection of these sites (consultations, negotiations, gazettement).

COMPONENT 3: SUPPORT TO SELECTED NATIONAL PARKS

Government's estimated contribution: US$1.4 million
International NGOs: $2.25 m (of which US$0.93 from WCS and US$1.29 from WWF, see Annex 5)
International funding agencies: $1.95 million (of which USAID/USG: $1.4m; UNESCO: $0.55m)
GEF contribution: US$5.22 million

Context and problems to be addressed

Loango and Mukalaba National Parks, i.e. the "Gamba Complex". Loanga and Mukalaba national parks along with a network of interlinked buffer areas form the Gamba complex. The Gamba complex is located in the south-western part of Gabon along the Atlantic Coast. It has a total surface area of 12,281 km², contains a unique mosaic of habitats including seashores, mangroves, rain forest, savannas, lagoons and swamps, with a high level of biodiversity. In between the two parks is an intermediate zone of protected areas including formal hunting zones and faunal reserves overlapping with village territories and community lands for agriculture, hunting and fishing, Gamba town and oil exploitation and exploration permits. The total population of the complex amounts to 9500 inhabitants of whom 7500 lives in Gamba town, located in between the two parks. The village populations, as well as a large number of Gamba

residents, are involved in traditional subsistence activities such as slash and burn cultivation, fishing and hunting. However, most of the complex population is dependent on the oil industry and in particular on Shell's, presently the main operator. Large-scale oil production started around 1965 and peaked around 1997. Since then, oil industry activity levels have been decreasing gradually. The key long-term threats from the decline in oil production in the Gamba complex, in particular the cessation of Shell's activities, are that lower environmental standards might be applied by smaller operators (increased risks for spills), and the lack of economic opportunities "after oil" would compel many of the residents to turn to unsustainable exploitation of natural resources. Commercial logging operations in the periphery of the complex also represent a threat to the complex through illegal logging operations (non-respect of concession limits) and the improved access to the forest for bush commercial bush meat hunting that their operations provide. Finally both parks lack infrastructure, staffing, operational capacity and law enforcement.

Mayumba National Park. Mayumba national park protects an area of coastal sea of approximately 900km^2, and a narrow 1km x 60km strip of beach and coastal vegetation populated with forest elephant, buffalo, gorilla, chimpanzee, mandrill, leopard, and sitatunga. Habitats include coastal forests, mangroves, savannas, lagoons, and a 15 km band of the Atlantic Ocean. It is the only park in Gabon dedicated to the protection of marine life. It is one of the most important nesting beaches for marine turtles on earth (densities of up to 20 females/km during the nesting season), and is on the migration route of a major humpback whale population. It may also be one of the most important protected areas for the rare humpback dolphin, whose numbers have yet to be evaluated in the area. Manatees, a highly endangered species elsewhere in Africa, occur in the lagoon. Sharks and rays appear to be abundant in the area, and bony fishes are also found in large numbers. Intensive illegal fishing by coastal trawlers appears to have impacted the area severely however, and local fishermen complain of greatly reduced catch sizes, fuelling a greater reliance on similarly destructive fishing practices. In addition to decimating fish stocks and disturbing fragile sediments, trawlers are also thought to be responsible for the many olive ridley turtles that wash up dead on the beaches of Mayumba each year – drowned in fishing nets then cut loose.Currently the main threats to this park are illegal offshore fishing by commercial trawlers, unsustainable artisanal fishing in the lagoon, and environmental risks linked to offshore oil production and exploration. The Park also lacks infrastructure, staffing, operational capacity and law-enforcement. In the Republic of Congo, the Conkouati national park is contiguous with the southern boundary of the Mayumba national park, offering the exciting opportunity to create a trans-frontier protected area which offers real opportunities for addressing regional issues such as turtle conservation, oil pollution and fisheries control. The Mayumba area is also of enormous potential for eco-tourism development, due to its marine species, terrestrial species, its landscapes (lagoons, mangroves, forests and beaches), and its cultural and sporting attractions. Marine conservation and research are in their infancy in Gabon. It is envisaged that as Gabon's only marine park, Mayumba will develop into a 'Marine Hub' for the nation and the region. Marine issues are seldom spatially restricted, and the Mayumba national park, while providing protection to marine life within its borders, recognizes the need to address many of its own conservation needs at a national and region level in order for lasting progress to be made. Mayumba NP aims to stand as an example of how to provide coastal and marine conservation, and will also become a centre for marine research and for the training of a new generation of marine conservationists and researchers. The GEF intervention will help provide the structural backbone upon which this Marine Hub can be built, affording this vital realm the protection and wise management needed for the conservation of species, habitat and genetic diversity, food security, and sustainable economic development.

Expected outcome

The expected outcome of this component is the establishment of effective management in the three national parks and their buffer zones. The priorities for park management in Mayumba and the Gamba/Loanga-Mukalaba complex include:

- approved zoning and management plan;
- operational management structures: infrastructures, equipment, surveillance teams;
- development of stakeholder participation (local populations, private sector); and
- effective monitoring and law enforcement systems (patrol-based monitoring and conservation related research).

Results and activities:
In synergy with other partners, GEF funding will focus on achieving the following results through a variety of activities:

Loango-Mukalaba (Gamba complex)

- *Consolidating and implementing the Gamba complex management plan.* In view of the changed context since the first draft master plan was produced in 1995 (creation of national parks, ANPN, possible pull-out of Shell-Gabon) it has become urgent to review the zoning, protected area status and management regimes for the areas between the two national parks. Furthermore there is a need to strengthen the dialogue between conservation organisations, Shell-Gabon, other oil and gas operators and the relevant government authorities. As a result of a thorough consultation process catalysed by WWF, the Gamba Complex Management Committee, composed of the three wardens and field representatives from the Wildlife and Fisheries authorities, WWF, WCS, the EC PSVAP, Smithsonian Institute, local authorities (governors) and local NGOs, was created in 2004. The committee meets every six months, ensures proper co-ordination between all actors and is the official platform for catalysing a participative discussion on zoning, legal status and management regime's for the complex. As such it will catalyse the completion the finalization of the overall management plan for the complex.
- *Building and rehabilitation of park infrastructure:* GEF will complement park authoritiy resources and WWF resources under CARPE and CAWHFI funding to provide support to the establishment of operational infrastructures at Tchibanga, Mourindi, Sette Cama, Iguela, Omboué, Panga, Digoudou, Moujonfi and Peny.
- *Hiring, training and equipping staff to carry out effective park management and law-enforcement activities:* A minimum of 45 ecoguards are required to ensure regular surveillance in the central southern, eastern and north eastern parts of the Gamba complex.
- Currently park authorities, with support from WWF (through CAWHFI and CARPE), have a combined total of 20 people to cover 12,000 km². These teams are adequately equipped and trained but are too thinly spread to assure continuous conservation presence in all identified pressure areas. GEF funding would allow the guard force to be brought up to full operational capacity.
- *Fine tune and expand the parks' long-term ecological and patrol-based monitoring program.* An essential tool for successful Park management is a GIS data centre in which all monitoring data collected in the field is centralized and analyzed. WWF, in collaboration with the EC funded Cybertracker monitoring program, the Max Planck Institute and the MIKE program, has set up such a centre at Vembo-Gamba and has been undertaking pilot activities since 2003. Methodologies will be fine tuned through the GEF project and will serve as a model for monitoring in Gabon's national parks network. Innovative data collection tools (e.g. the CyberTracker) currently being used in the Gamba complex will be strengthened and developed. Monitoring data collected would include, amongst others, indices of key animal species abundance and distribution, abundance, and type of illegal human activities, patrol effort (frequency, distribution), tourism activities, beach clean-up operations, marine turtle information, community fishing, human-elephant conflict, etc.

- *Social-economic monitoring.* Following extensive social economical studies by WWF in 1998 and 1999, WWF developed in 2004 a social-economical monitoring framework that aims to monitor, over time, social economical development of the rural communities in the Gamba Complex. The GEF project will allow the geographical scope of these studies, to include all villages in the north and eastern periphery of the Gamba Complex.
- *The development of ecotourism potential, in co-operation private operators.* These activities will be dependent on the elaboration of a legal framework for tourism activities in national parks which will be developed within the framework of Component 1 (support to ANPN). On the basis of this legal framework the tourist activities currently undertaken by several private operators in the Gamba complex will be regulated and monitored. In particular mechanisms will de developed to ensure that (i) part of the revenue generated is captured by the national park and used to fund park management activities and (ii) benefits for local populations (through employment, services and sharing of revenues) are ensured. The important local market of expatriate residents will be targeted in the ecotourism strategy. These potential clients generally have the necessary financial resources and, more importantly, are accustomed to local conditions (eg. services) which, for the moment, are inferior to the more well know African tourist destinations.
- *Developing participatory management with local populations and engaging with the private sector (Shell, logging companies).* Activities will include:
  - Participatory management is already being developed within the framework of WWF's current activities in the Gamba complex and this will be further developed. Local communities are represented on the park's technical management committee and specific activities to enhance capacities of local associations have also been initiated and will be intensified. For example the project will reinforce the capacities of the "*Asociation des Pêcheurs du Département de Ndougou" (APDN)* with a view to developing sustainable fishing activities by local fishermen. This involves defining agreed fishing zones and methods and will include the implementation of a system for monitoring fish catches. Out-sourcing of tourist guiding to local NGOs is another initiative that is currently being developed and which will be supported by the GEF intervention. The project's socio-economic monitoring program will also provide a forum for maintaining a permanent dialogue with local communities.
  - Shell-Gabon: WWF has successfully engaged with Shell Gabon to address key conservation-development issues through two programs: the Shell Bushmeat Action Plan and the Shell Sustainable Livelihoods Program. The Bushmeat Program addresses the problems of the bushmeat trade induced by the presence of the town of Gamba (a town which has grown up entirely due to the presence of Shell Gabon) and involves collaborative actions leading to reducing the trade and consumption of bushmeat in the town. The Sustainable Livelihoods program aims to identify and implement a diversity of income generating initiatives that enhance the sustainable livelihoods of people living in and around Gamba town while assuring the long term management and protection of biodiversity in the Gamba complex. Broadly the objectives are to build scenarios that consider alternative "after-oil" futures, provide training skills and support to local people in order for them to maximise opportunities for non-oil related employment, and promote local economic diversification through business development and micro-finance support targeting the start-up or growth of non-oil related small enterprises. Shell Gabon will also be engaged to participate in the establishment of the Gamba Complex Conservation Centre and the finalisation of its business plan. On a broader level, the dialogue with Shell should also aim to look at ways that this company, as part of its "exit strategy" from Gamba, might be persuaded to at least match the GEF contribution for conserving biodiversity of this area. These discussions would be initiated at ANPN head quarters level, with technical input form the site.
  - Logging companies: The parks authorities will collaborate closely with the wildlife authorities (Component 4) to ensure enforcement of wildlife management regulations in the logging concessions surrounding the park.

- Industrial fishing: Illegal trawling at the lagoon outlets of Iguela, Sette Cama and Nyanga are considered by local fishermen and sport fishermen, as the principal cause for their decline in catch over the last years. Currently, a trawling surveillance strategy is under development, using land-based teams with occasional boat support to spot, record and report on illegal presence of boats to the Fisheries Department. However, many stakeholders agree that the installation of artificial barriers at those sites would be a far more sustainable solution to the problem. This idea has been informally discussed with oil companies as Shell Gabon and TotalFinaElf, and a technical note for a feasibility study has been presented to the DG of Fisheries by the AFD. The feasibility study would assess the physical feasibility of installation of obstructions at those sites, but also lobby for acceptation of the idea by Government and identify concrete participation by the oil industry.

Mayumba

- *Elaboration and adoption of a management plan*. As Mayumba is a new national park no draft management plan exists. Research and monitoring data, together with the results of local consultations to be carried out within the framework of the project, will therefore feed in to this management process.
- *Construction of park management infrastructures*: This will include establishment of headquarters in Mayumba town, housing for senior staff, a workshop / boathouse and fuel depot, marine conservation/research lab.
- *Hiring, training and equipping staff*: A core staff of no more than 15 people (including 6 ecoguards) is required to ensure effective park management and law-enforcement. As this is a marine national park the accent will be on marine activities and equipment (ocean-going surveillance vessels, etc.).
- *Specific conservation-related research and long-term ecological monitoring program*. Specific studies and monitoring of fish stocks and off-take, marine mammals and turtles in and around the park are necessary in order to identify ways in which threats can be reduced and conservation improved (eg Turtle Exclusion Devices on trawler nets, ecotourism based on turtle and/or whale watching). Monitoring of oil pollution will also be an important activity and will contribute to leveraging better operational practices and controls from the private sector. Close collaboration with the Monitoring Unit of Loango and Moukalaba-Doudou NP will be maintained in order to ensure, where appropriate, cross fertilisation of ideas and experiences.
- *Engaging the private sector (oil companies, commercial fishing companies)*: Fishing companies will be engaged in order to ensure respect of park boundaries and fishing regulations, and enhance the sustainability of their fishing practices (turtle exclusion devices, joint monitoring activities...). A dialogue with oil companies operating off shore will also be installed in order to reduce the risks of oil pollution. Their implication in solutions for sustainable funding for the park will also be explored.
- *Assessment of tourism potential*: This will involve evaluating the feasibility of potential revenue generating tourist activities, particularly whale and other marine mammal watching, and planning of tourist development consistent with the conservation objectives of the Park.
- *Develop participatory management with local populations*: This activity will likely involve working with local fishermen to promote sustainable fishing practices. Lessons in the Gamba complex (e.g. with the ADPN fishermans' association) will be capitalised in Mayumba.

COMPONENT 4: MANAGEMENT OF WILDLIFE OUTSIDE PROTECTED AREA.

Government's contribution: US$0.25 million
Other donors' contributions: $3.1 million (of which UNESCO: $0.6m; US:$1.4m; EC:$1.1m).
GEF contribution: US$1.83 million

Context and problems to be addressed. The establishment of a well-designed national park network is a key first step in a long-term land management process which should integrate conservation and sustained exploitation as two complementary activities. However in order to avoid the parks becoming isolated islands of biodiversity good forest management in surrounding buffer zone (including logging concessions) is essential for their long term integrity. Parks also provide services to surrounding concessions, in particular acting as sources of replenishment (reservoirs) off regularly hunted animal species. Uncontrolled and unsustainable hunting practices are widespread in logging concessions because of: (i) easy access for commercial hunters deep into the forest blocks using logging roads and company vehicles, (ii) poor government capacities for enforcement of wildlife laws, and (iii) the absence of company regulations to control hunting activities in the concession.

Currently bushmeat exploitation in Gabon is characterized by unregulated access and virtually no consideration of traditional user rights ("tragedy of the commons"). Villagers practicing subsistence off-take for local consumption find themselves in conflict with commercial hunters, often from outside of the zone, practicing intensive hunting which results in a noticeable impoverishment of the wildlife resources. Local ownership of wildlife resources needs to be reinforced if villagers are to buy-in to more sustainable wildlife exploitation practices.

Expected outcomes. The expected outcome of this component will be improved wildlife management in production landscapes and community forests bordering five national parks (Loango, Mukalaba-Doudou, Mayumba, Lopé and Batéké). Specifically this would involve:

- The establishment of mobile brigades operating out of Tchibanga (covering Loango, Mukalaba-Doudou and Mayumba), Iboundji (covering southern part of Lopé) and Lekoni (covering Batéké) to control illegal hunting activities along strategic communications axes (rivers, main roads, logging roads).
- The commitment of logging companies to the establishment and enforcement of company rules and regulations prohibiting the hunting of protected species and regulating all other hunting activities in the concession.
- The establishment of collaborative wildlife management agreements with local communities aimed at achieving a more sustainable level of bush meat off-take.
- The efficient day to day management of the project, the development and implementation of the monitoring and evaluation tracking tool, and the implementation of the project's social and environmental management plan, all for activities under the responsibility of the Ministry of Forest.

Results and activities:

- Training and equipping of mobile brigades operating out of the Provincial Inspection structures in Tchibanga, Iboundji and Lekoni. These mobile units (eight to 12 people) will be based on the successful model developed around Minkébé by DGEF and WWF and will be comprised of DFC and/or Provincial Inspection agents as well as ecoguards working in the neighbouring national parks. The park wardens of the national parks will be closely involved in planning and supervising the activities of the mobile brigades through the parks' Technical Management Committees (TMC) which will bring together provincial inspection officers, national park wardens and representatives of partner NGOs operating in the landscape. The mobile unit operating out of Iboundi will work in close collaboration with the Ecofac IV program for Lopé (due to start at the end of 2005) and which is planning to focus particularly on management of conservation issues in the buffer zones of Lopé. Synergies will< also be developed with the EC/WWF Sustainable Forest Management 4 project which is working with logging companies (eg SBL) who have expressed a desire to reinforce their wildlife management capacities in their concessions. A close and permanent collaboration between ANPN and MINEFEPN for the

implementation of these activities is absolutely essential for the success of this component. This collaboration will be ensured at the national level through the PSFE Steering Committee, and on the ground through the national park TMC.

- Logging companies will be engaged with a view to encouraging them to establish better controls on wildlife exploitation in concessions. This will entail advising with the elaboration of company rules and regulations concerning hunting in the concessions and establishing strategies and operational procedures to ensure effective implementation. This is a legal requirement under the Forest Law but logging companies do not have the know-how in this field and are increasingly soliciting advice from specialists. The GEF resources will be used to play the role of a facilitator in this process and will not finance activities that the logging companies are legally bound to undertake themselves.
- Extensive consultation with local communities and local politico-administrative authorities will be undertaken to raise awareness of the long-term benefits from sustainable hunting practices and to establish collaborative mechanisms for wildlife management. Collaborative agreements will establish basic sets of rules that the communities agree to abide by, and will focus on the need for communities to exercise their own controls over bushmeat exploitation in order to enhance local "ownership" of the resource (e.g. controlling access by commercial hunters coming from outside of the zone). Wide stakeholder implication in these agreements (traditional community leaders, elected representatives, local administration will all be signatories) is important in order to ensure transparency and avoid conflicts with law enforcement agencies.
- Support to the efficient day to day management of the project, to the development and implementation of the monitoring and evaluation tracking tool, and to the implementation of the project's social and environmental management plan, all for activities under the responsibility of the Ministry of Forest.

Addendum 1 to Annex 4

THREATS TO BIODIVERSITY AND ROOT CAUSES ANALYSIS

The main threats to biodiversity in Gabon are:

- excessive hunting for the bushmeat trade;
- unsustainable fishing (both commercial and artisinal) in offshore and inland waters, and associated deforestation of mangrove areas;
- disturbance of marine and coastal wildlife from oil industry activities;
- logging, and associated secondary effects such as sedimentation of rivers, local climate change, increased human pressure etc.;
- new / spread of permanent human settlements in ecologically sensitive areas;
- spread of introduced exotic species; and
- spread of disease into wildlife populations due to human activities (this also affects humans in the opposite direction).

Threat	Root causes	Project alternative strategy
Poaching of protected species and excessive hunting for bushmeat.	Weak property rights regime on wildlife resources. "Tragedy of the commons" situation in which there is virtually open access to wildlife resources.	Fostering local ownership of wildlife resources through the establishment of collaborative management agreements involving participatory adoption of regulations, and more secure and exclusive access to the resources for the local communities (Component 4).
	Easy transport of bushmeat, hunters and arms along logging roads and national highways.	Component 4 will focus on controls along principal communication axes. Focusing on management of wildlife in logging concessions is also intended to specifically address the key issue of use of logging roads and vehicles through improved controls and internal company regulations.
	Unregulated character of the bushmeat trade.	Improve law enforcement (components 3 & 4) and public awareness (all components).
	Capture rate and applied sanctions or fines are so low that they are considered as a form of taxation on the illegal activity rather than as a real deterrent.	Improved law enforcement and public awareness (component 4).
	Poaching is a low risk and low capital investment activity that provides quick income.	The development of alternative economic incentives.
	>70% urbanisation creating large markets for the commercial bushmeat trade.	Partly addressed by better enforcement and public awareness (all components). However this project does not directly address the economic and social issues driving the commercial bushmeat trade in urban centres.
	Ivory trade.	Improved capacities in MEFPEPN and ANPN will reduce elephant poaching in Gabon and illegal international trade. However the markets that drive this trade are outside of the central African sub region.

Poorly regulated fishing activities, both offshore (commercial trawling) and onshore (artisinal fishing).	Another example of the 'tragedy of the commons' in which there is virtually open access to the resource.	Component 2 of the PSFE will specifically address this issue. The GEF project activities (monitoring and specific studies in and around affected national parks– component 3) will complement PSFE component 2 activities. Catalyze participatory definition of fishing rights for local fishermen.
	Many commercial fishing operations are non-Gabonese and therefore have little vested interest in managing fish stocks.	A strengthened ANPN (component 1) will be able to lobby more forcefully at the national level for proper controls of commercial fishing activities, particularly where this affects national parks (Mayumba, Gamba complex). This will complement component 2 of the PSFE.
	Insufficient investment in monitoring and management/protection. Ecological impacts are less visible than logging / deforestation: • lack of government capacity and techniques (coastal radar, Argos satellite on vessels) to monitor fisheries; • uncontrolled use of illegal fishing techniques; • strong presence of illegal foreign fishermen in freshwater systems.	The monitoring activities of Component 3 will be carried out in close collaboration with the DG Fisheries (in synergy with PSFE component 2) and will contribute to strengthening their monitoring and protection capacities. Lobby for installation of Argos and radio communications on commercial fishing vessels, and installation of radar in critical sites. Perform feasibility study for installation of physical barriers in sensitive zones.
Disturbance to marine species (mammals/reptiles) from oil industry activities	Insufficient government controls and standards (inadequate impacts studies and industry wide ecological guidelines).	A strengthened and credible ANPN (component 1) will be able to lobby more forcefully at the national level for improved controls and standards. The multi-stakeholder PSFE Steering Committee will be an important lobbying and awareness building forum. • Conduct studies on accidental by-catch of marine turtles. • Conduct study on existing national laws, international treaties, and private sector regulations regarding oil spill mitigation plans, and reinforce current existing capacity of government and private sector to implement such plans. • Lobby for more openness and stakeholder engagement prior to, and during EIAs.
	Poor communication / coordination between MEFPEPN and Ministry of Mines.	The multi-stakeholder PSFE Steering Committee, and its sub-commissions, will improve coordination and communications between the Ministries.
	Weak local NGO community.	Involving local NGOs in the execution of component 3 activities will contribute to capacity building of civil society.

Logging	Pressure to increase logging intensity in order to compensate for declining oil revenues.	Component 4 partly contributes to mitigating this pressure by ensuring proper implementation of Forest Code dispositions, in particular legally required wildlife management measures. The rationale for the PSFE program is based on the need to address this risk (specifically through component 1).
	Poor governance of the forest estate leads to non transparent allocation of concessions with insufficient consultation of local stakeholders and poor economic spin-offs.	Addressed within the framework of PSFE component 1.
	Currently only a small number of companies are conforming to the new forestry regulations.	Addressed within the framework of PSFE component 1.
	Inefficient logging techniques result in unnecessarily high damage and ecological impacts.	Training in Reduced Impact Logging - RIL - is currently being developed through several initiatives and will be continued within the framework of PSFE component 1.
	Poor understanding of ecological impacts of logging	Addressed within the framework of PSFE component 1.
	No standardized methodology for choice of 'series de conservation' and no formal, permanent legal status for these areas beyond one management plan cycle.	Activities of component 2 will feed in to PSFE component 1.
	Poor application of wildlife laws in logging concessions.	Addressed directly by component 4.
	Unclear wildlife legislation.	Draft application decrees are currently being finalised and should be promulgated rapidly. Addressed by PSFE component 1. Project activities will provide important input.
	Escape of logs and build up of deposits on beaches, resulting in reduced turtle nesting success.	Project monitoring activities (component 3) will provide baseline data that will feed into government decision making processes.
	Alternative land use strategies, such as protected area development, have tended not to be considered because of the high opportunity costs of protected areas.	Undertake economic analysis of benefits generated by ecological functions in order to compare value of standing forest versus logging value (PSFE component 4).
New permanent human settlements in ecologically sensitive areas	Hunting and artisinal mining camps tend to receive official recognition regardless of the ecological impact/sensitivity of their locations.	The multi-stakeholder PSFE Steering Committee, and its sub-commissions, will improve coordination and communications between relevant Ministries. At the site level: update village maps in project area and check with government maps. Through awareness raising of park managers and Head of Provincial Inspection, avoid permanent installation of such camps in sensitive areas or within PAs.
	Lack of finalized and generally accepted land-use planning.	Complete zoning plan underway by DIARF and integrate this into work by other ministries. Catalyze land use planning processes in project areas.

	Unplanned spread of urban areas. In particular the urban spread of Libreville is threatening Pongara and Akanda national parks.	A strengthened ANPN will be better placed to lobby for a clear long-term development plan for Libreville / Estuaire that pays due attention to sensitive and ecologically important areas, and to ecosystem services of forests and mangroves.
Spread of introduced exotic species	Populations of *Wasmannia auropunctata* (little tramp ant), introduced in the early 1900's, are spreading and eliminating countless wildlife species.	ANPN will lobby for a national strategy for monitoring and eradication.
	Terminalia planted by humans invading mangroves in Akanda.	ANPN will lobby for a national strategy for monitoring and eradication.
Spread of disease into wildlife populations due to human activities and vice versa.	Poor understanding of the major health issues that are linked to the bushmeat trade.	A strengthened ANPN (component 1) will target this important issue in its public awareness / communications strategy.
	Lack of national health guidelines for companies active in natural resources exploitation.	Components 1, 3 and 4 will target this issue in their dealings with companies.
	Lack of effective national monitoring program for wildlife/human health in rural and urban areas.	The multi-stakeholder PSFE Steering Committee, and its sub-commissions, will provide a forum for flagging this important issue and lobbying for appropriate action.
Oil, gas and mining	Lack of transparency in the attribution of permits leads to exploitation in biologically sensitive zones without consultation with the relevant wildlife / protected areas authorities. Low environmental standards of small operators whose numbers are increasing as larger companies scale down their operations in Gabon. These smaller companies lack human and financial capacity for sound environmental management. Lack of government capacity to signal and follow-up on oil spills of unidentified sources.	A signed agreement between relevant ministries and ANPN should be established at beginning of the project agreeing that no permits will be attributed without consulting with ANPN first. Assemble environmental standards officially applied by existing operators, and relate them to internationally recognized minimum standards. Lobby the government for appropriate action concerning the environmental and health risk of small companies. Involve Oil&Gas sector in national park management plan process and implementation (component 3).

ANNEX 5 – PROJECT COSTS

These four components are only a subset of the entire Parks-Biodiversity Component of the PSFE. This subset is limited to activities and parks that are directly supported by the GEF intervention. For a comprehensive description of the whole Parks-Biodiversity Component of the PSFE, refer to Annexes 2 and 15. The total cost of this Component of the PSFE is estimated US$40.7 million.

Summary of currently secured external funding for the whole national parks network:

Adequately funded. Loango, Mukalaba, Mayumba, Lopé, Minkébé, Batéké, Ivindo: approx. $12.8 million confirmed for the period 2005-06, with good expectations of further funding. Current funding sources are CARPE, EC, UNESCO (CAWHFI-UNF/FFEM), WWF (core funds), WCS (core funds).

	TOTAL	GEF	Government	WCS	WWF	Intl donors (US, UNESCO, EC)
Component 1 (ANPN) *Total required for establishment of ANPN – 2.8 m$*						
Investments	**1 636 698**	**1 496 379**	**140 319**			
Infrastructure	166 981	122 830	44 151			
Equipment	238 868	142 700	96 168			
Training and appui-Conseil	116 981	116 981	0			
Technical assistance	566 038	392 453	0			
Studies (including sustainable funding)	155 377	155 377	0			
Recurrent Costs	**1 237 442**	**336 499**	**900 943**			
Salaries	613 630	0	613 630			
Vehicles	113 208	113 208	0			
Travel	54 340	54 340	0			
General Costs	362 264	74 951	287 313			
Audit	94 000	94 000	0			
Total	***2 874 130***	***1 832 878***	***1 041 262***			
Component 2 – Protected Areas Assessments *Total required for enlarging PAs – 1.3 m$*						
Investments	**382 642**	**382 642**	**0**			
Equipment	139 245	139 246	0			
Technical assistance	243 396	243 396	0			
Recurrent Costs	886 094	738 926	**147 170**			
Salaries	580 189	433 020	147 170			
Vehicles	120 755	120 755	0			
Travel/Field allowances	20 528	20 528	0			
General/Meetings and Workshops	139 623	139 623	0			
Audit	25 000	25 000	0			
Total	***1 268 736***	***1 121 568***	***147 170***			
Component 3 – Support to 3 key national parks *(Total required for these 3 national parks – 8.8 m$)*						
Loango-Mukalaba						
Investments	**2 160 868**	**1 566 859**	**41 509**	**150 500**	**402 000**	
Infrastructure	473 585	346 085	0	34 500	93 000	
Equipment	381 623	249 144	41 509	25 000	66 000	
Training	141 509	101 509	0	11 000	29 000	
Technical Assistance	730 189	547 189	0	50 000	133 000	
Studies	433 962	322 962	0	30 000	81 000	
Recurrent Costs	**4 903 019**	**2 491 076**	**1 190 943**	**330 000**	**891 000**	
Salaries	2 741 887	856 944	1 190 943	187 000	507 000	
Vehicles	726 792	546 792	0	49 000	131 000	
Travel/Allowances	669 057	506 057	0	44 000	119 000	
General Costs	736 981	552 981	0	50 000	134 000	
Audit	28 302	28 302	0	0	0	
Total – Loango/Mukalaba	***7 063 887***	***4 057 935***	***1 232 452***	***480 500***	***1 293 000***	
Mayumba						
Investments	**924 360**	***686 360***	**0**	**238 000**	**0**	
Infrastructure	80 000	64 000	0	16 000		
Equipment	223 511	171 511	0	52 000		
Training	49 151	37 151	0	12 000		
Technical Assistance	486 792	366 792	0	120 000		
Studies	84 906	46 906	0	38 000		
Recurrent Costs	**874 189**	**473 717**	**186 792**	**213 580**	**0**	
Salaries	585 660	280 170	158 490	147 000		
Vehicles	122 264	93 264	0	29 000		
Travel/Allowances	51 170	38 490	0	12 680		
General Costs	105 660	52 358	28 302	25 000		
Audit	9 434	9 434	0	0		
Total – Mayumba	***1 798 549***	**1 160 077**	***186 792***	***451 580***	***0***	
Total – 3 Parks: Loango/Mukalaba, Mayumba	***8 862 436***	***5 218 012***	***1 419 244***	***932 180***	***1 293 000***	
Component 4 – Wildlife in production landscapes						
Total required for wildlife management in Gabon –6m $						
Investments	***776 226***	**776 226**	**0**			
Infrastructures	103 774	103 774	0			
Equipment	185 660	185 660	0			
Technical assistance	486 792	486 792	0			
Recurrent Costs	***1 306 038***	**1 051 321**	**254 717**			
Salaries	798 679	543 962	254 717			
Vehicles	163 019	163 019	0			
Travel/allowances	122 264	122 264	0			
General Costs	203 208	203 208	0			
Audit	18 868	18 868	0			
Total	***2 082 264***	**1 827 547**	**254 717**			

Partially funded. Biougou, Waka, Mwange, Cristal: $2.3 million confirmed for 2005-06. Current funding sources: CARPE, EC, UNF, WWF, WCS.

Unfunded. Pongara, Akanda.

ANNEX 6 – IMPLEMENTATION ARRANGEMENTS

Partnership arrangements (Institutional coordination). The GEF intervention is designed to build on and strengthen existing partnerships in Gabon. A number of NGOs, (WCS, WWF) and bilateral funding agencies (e.g. European Commission - ECOFAC, PSVAP) are investing considerable resources in supporting the government's agenda for biodiversity conservation, protected area management and capacity building within the framework of the overall PSFE program. Coordination of conservation activities have been further strengthened as a result of the creation of the CNPN/ANPN. By agreeing to work within the structure of the CNPN/ANPN the conservation projects currently active in Gabon are effectively ensuring that parallel funding is brought to the GEF intervention.

Institutional coordination of the GEF intervention will be achieved within the framework of the PSFE through a sub-commission of the PSFE Steering Committee. The commission will meet once a year and will have a supervisory and decisional role. Consultation and coordination between partners will be achieved at the same time through the organization of multi-stakeholder workshops.

At the start of the project a Procedures Manuel will be produced by a working group appointed by the PSFE Steering Committee. This manual will define the roles and responsibilities of the different stakeholders involved in implementation of the program and will define the administrative, financial and technical reporting procedures that will govern project implementation (Annex 7).

Institutional and implementation arrangements. The GEF intervention as proposed in the Block B grant proposal of 2001 was originally conceived as part of the biodiversity component of the PSFE as proposed in 2001. However in January 2002 the government put on hold the preparation of the PSFE (and thus the GEF project) in order to draw lessons from previous projects in the sector. It was restarted in June 2003. As a result of this delay and the decision by the Gabonese government to create the entire national park network, the scope of the GEF program needs to be updated. The new design needs to take into account the institutional changes that occurred while project preparation was on hold. The creation of the CNPN (and of the soon-to-be created ANPN) has generated some institutional complexity: national parks will be managed by ANNP located within the President's Office, while other protected areas (reserves, sanctuaries) are managed by the MEFPEPN. In order to take into account this new institutional arrangement, and thus effectively support the management of biodiversity inside and outside national parks in Gabon, the proposed GEF operation will be implemented by two agencies, within the overarching framework of the PSFE:

- *The Agence Nationale des Parcs Nationaux* (ANPN) will take responsibility for components 1 and 3 of the GEF intervention dealing with the national parks.
- *The Ministry of Forests* (MEFPEPN) will take responsibility of components 2 and 4 of the GEF intervention dealing with the creation of new protected areas and with wildlife management in production landscapes[12].

The choice of these two implementing agencies is essential if the biodiversity conservation objectives of the project are to be addressed in a fully integrated manner (see section B.6).

Components 1 & 3 (main beneficiary/implementing agency: ANPN). Components 1 and 2 of the GEF intervention will be implemented under the responsibility of the ANPN. However, by the time the GEF

[12] Within the Ministry of forest, Environment and Fisheries, the responsibility of managing wildlife rests with the *Direction de la Faune et de la Chasse* (DFC) which belongs to the *Direction Générale des Eaux et Forêts* (DGEF). The DFC is also referred as "Wildlife authority". It also has responsibility for managing protected areas other than the national parks such as the Hunting Reserves.

project becomes effective, the newly created ANPN will still have limited administrative capacities to fulfill its large and complex mandate.

Under component 1 (setting up the ANPN), the GEF intervention will provide technical assistance to strengthen administrative and financial capacities of the ANPN at the national level. The ANPN, with assistance in financial and administrative management, will act as PIU.

With regard to component 3 (direct support to selected parks), implementation of project activities in the field will be shared between the ANPN and NGO partners, with clearly demonstrated experience in the field in Gabon, within the framework of service provider contracts. This option is justified by the fact that the expertise that the NGOs bring has yet to be acquired by the ANPN and that their in-depth knowledge of the sites in question will ensure effective and timely achievement of GEF project activities. The park warden and the NGO technical assistance will work in partnership within the framework of the park's technical management committee to elaborate annual work plans and budgets, and monitor their implementation. This principle of co-management will contribute directly to capacity building for national ANPN staff. The NGOs will work in the framework of detailed terms of references defined by the ANPN and will report to the ANPN as primary beneficiary of the grant. In addition, wherever possible, local NGO's should be implicated in project activities in order to strengthen their capacities.

Components 2 & 4 (main beneficiary/implementing agency: MEFPEPN). Components 2 and 4 of the GEF intervention will be implemented under the responsibility of the MEFPEPN.

The component 2 (assessment of the new protected areas) will be undertaken by the MEFPEPN within the framework of a service provider contract with an NGO that has pioneered similar work in the past in Gabon and has the demonstrated technical expertise in the Gabonese context to undertake this kind of evaluation and consultation process. As with component 3 above, the principle of co-management will apply, the NGO technical assistance working in partnership with a national counterpart designated by the Ministry. The NGO will work in the framework of detailed terms of references defined by the Ministry and will report to it as primary beneficiary of the grant. The partner NGO for the assessment of the new protected areas is WCS. Wherever possible, local NGO's should be implicated in project activities in order to strengthen their capacities.

The component 4 (wildlife management in production landscapes) replicates the successful Minkebe approach in the southern part of the country. It will be implemented under the responsibility of the DFC of the MEFPEPN in close collaboration with an NGO that has successfully pioneered the mobile brigade approach in Gabon. The NGO will provide technical assistance to the DFC and to the provincial brigades through a service provider contract. As with Component 3 above, the principle of co-management will apply, the NGO technical assistance working in partnership with DFC and the provincial brigades. The NGO will work in the framework of detailed terms of references defined by the MEFPEPN and will report to the Ministry as primary beneficiary of the grant. The partner NGO for wildlife management in production landscapes is WWF. Wherever possible, local NGO's should be implicated in project activities in order to strengthen their capacities.

A single project implementation manual will be prepared jointly by ANPN/MEFPEPN before the beginning of the project. It is likely that both implementing agencies/PIUs will share the same technical assistance for financial management, procurement and accounting. There will be three special accounts: (a) for components 1 and 3 under the ANPN; (b) for components 2 and 4 under the MEFPEPN; and (c) for the counter-parts funds. With regard to implementation of activities in the field a collaboration agreement will be designed by the two agencies, especially for buffer zones of the national parks, and attached to the grant agreement.

Annual budgets and work plans will prepared jointly by the two implementing agencies and their NGO partners, will be approved by the PSFE Steering Committee, and disbursed by the implementing agencies (ANPN and MEFPEPN) according to standard World Bank procedures. This includes annual payments to the partner NGOs for carrying out the activities described in their terms of references in the framework of service provider contracts.

The contractual relationship between the ANPN/MEFPEPN and NGO partners will involve: a 5 year service provider contract with clear terms of reference, joint annual planning of activities, single responsibility for financial management, and regular reporting to the ANPN/MEFPEPN in the framework of multi-stakeholders local advisory groups. All activities will be planned, carried out and monitored jointly by the DFC/ANPN and their NGO partner following the principle of co-management. Financial responsibility however will rest with the NGO partner for activities stated in their TOR, and it will rest with MEFPEPN/ANPN for other activities where NGO are not directly involved such as purchase of equipment and infrastructure.

ANNEX 7 – FINANCIAL MANAGEMENT AND DISBURSEMENT ARRANGEMENTS

Project Implementation Unit and Financial Management Capacities. This project will be implemented by two implementing units: (a) the "Agence Nationale des Parcs Nationaux" (ANPN) for components 1 and 3; and (b) a PIU under the MEFPEPCN for components 2 and 4. Based on project implementation arrangements, each entity will have the overall responsibility for the preparation consolidation of its financial statements. A qualified Financial Management and Procurement specialist will be appointed at the MEFPEPCN level to undertake issues of component two and four. Similarly, the ANPN will be assisted and strengthened through the recruitment of an adequate financial management and procurement expertise to assist in all financial management, procurement and monitoring aspects of the components under ANPN.

The coordination and reporting mechanisms between ANPN and MEFPEPN and the other entities involved in the program will be looked at to ensure the arrangements in place will allow for smooth implementation of the program's activities as well as to ensure that grant proceeds are used only for the purposes for which the funds are granted, with due regard to economy, efficiency, and the sustainable achievement of the program's development objectives.The financial capacity of the MEFPEPCN's PIU and ANPN should therefore be acceptable to the Bank before project effectiveness so that at the outset of the implementation of activities, it has an appropriate accounting, internal control and relevant financial reporting system in place.

The accounting software. The accounting system is based on a well functioning computerized system. To that end the financial management and accounting units will have to be equipped with a computerized and integrated financial management appropriate to the scale of the program and capable of recording and reporting in a timely manner the program's activities by components, activities, expenditures categories and sources of funds. This computerized financial management system will be multi-currency and should include the following modules: general accounting, cost accounting, monitoring and evaluation, asset management, preparation of withdrawal applications, report generating including FMR (Financial Monitoring Report). The selected firm will have to provide the software. A fully functioning financial system is considered as condition of credit effectiveness.

Manual of procedure. A common Project Administrative, Financial and Accounting Manual should be put in place both at the ANPN and the MEFPEPCN/PIU unit. This manual should describe: (i) the overall organization of the program including an organizational diagram and job description of the key persons of the two units; (ii) the accounting system which will be on accrual basis; (iii) the main transaction cycles; format, content and timing of the project financial reporting including FMRs; (iv) the various operational procedures including budget management, management of asset, procurement of goods and services and disbursement; and (v) internal control and management of external audit.

Staffing The Financial Management and Procurement Specialists as well as the other Project key persons should be adequately qualified and familiar with Bank procedures. Fiduciary staff at the MEFPEPCN will work closely with their counterpart in the Bank during the whole life of the project. The Financial Management and Procurement staff will attend workshop and training sessions on the new financial management and computerized system before project effectiveness.

Reporting. The ANPN and MEFPEPCN will prepare at least two sets of financial reports: The quarterly Financial monitoring Reports (FMRs, as required by the Bank) and the annual project's financial statements. The quarterly FMRs agreed upon appraisal will be prepared and submitted to the Bank 45 days after closing of the quarter following the date of effectiveness. The FMRs will be based on formats developed in the Bank's Guidelines on Financial Monitoring Reports, agreed to with the Administrator and the accountants with some adjustments. FMRs will include financial, physical progress and

procurement information that is useful to the Borrower while also providing the Bank with sufficient information to establish whether: (i) funds disbursed to the project are being used for the purpose intended; (ii) project implementation is on track; and (iii) budgeted cost will not be exceeded. The annual financial statements will comprise and will not be limited to: (i) the Statement of Source and Application of Funds for the program during the current financial year, and cumulatively since the start of the program during the current financial year, (ii) the statement of expenditures (SOEs); (iii) the Special Account Statement/ Reconciliation; and (iv) the Project Account Statement/ Reconciliation and any other financial report the Accountant deems necessary and relevant.

A copy of the new Financial Monitoring Guideline will be provided to the implementing units by the Bank Financial Management Specialist.

Project Financial Management Capacity Strengthening Action Plan

To ensure that the above mentioned financial management system requirements will be met in due time to declare the project effectiveness, an action plan is proposed hereafter with task to be performed as well as target completion date.

Action	Tasks	Target completion date	Conditionality
1. Accounting procedures manual	Establish the Project Administrative, Financial Accountant and executing Manual.	08/15/2005	Negotiations
2. Reporting	Agree on format for FMR and ability to prepare FMR demonstrated	08/15/2005	Negotiation
3. External auditor	Appropriate terms of reference (TOR) for the external auditor to be developed and agreed. Prepare a shortlist of firms of qualified auditors to be invited to submit proposals for conducting the external audit	08/15/2005	Negotiations
4. Financial and administrative autonomy of ANPN	Formalize the legal status of ANPN	12/31/2005	Effectiveness
5. Appointment of fiduciary staff and assistance	Appoint staff in charge of financial management, accounting and procurement and recruit external assistance	11/30/2005	Effectiveness
6. Special Accounts	Open two special accounts at a acceptable local Bank	11/30/2005	Effectiveness
7. Installation of the integrated financial and accounting system	Design, installation, configuration, testing, and training of staff.	11/30/2005	Effectiveness

Audit Arrangements. The ANPN and MEFPEPCN will be responsible of preparation and implementation of annual financial and technical audits of the Project. The project's consolidated financial statements will be audited annually by an independent auditor acceptable to the Bank in accordance with auditing standards also acceptable to the Bank. Audit reports of reasonable scope and detail will be submitted to the Bank within six months of the end of the audited period. The auditor will provide a unique opinion on: (i) the project financial statement of expenditures (SOE); (iii) the Special Account (SA); and (iv) the project account.

The auditor will also issue a separate management report on internal and operational procedures, outlining any recommendations for improvements to internal accounting controls and operational procedures identified as a result of the financial statement audit at the level of the two units. Detailed terms of reference for the selection of the project's auditor should be prepared, discussed and agreed during negotiation. The Audit Scope will be tailored the project's specific risks in accordance with Bank's requirements and agreed with the Borrower.

The selection of an auditor acceptable to the Bank is a condition of effectiveness.

Technical audit. Activities under execution will be subject to technical audits. These may be ordered and managed, either systematically or randomly, by the ANPN and the MEFPEPCN.

Disbursement Arrangement. The computerized system described above will allow inputs at different levels to capture all disbursement to be effected under the project.

Statement of Expenditures (SOE), Disbursement for all expenditures should be against full documentation for expenditure item under contracts valued at less than: (a) US$150,000 for goods; (b) US$100,000 for consulting contracted awarded to firms; (c) US$50,000 for consulting awarded to individuals. All the supporting documents for SOE will be retained at the implementing unit by the firm and will be readily accessible for review by periodic Bank supervision missions and external auditors.

Specials Accounts. To facilitate project implementation and reduce the number of withdrawals applications, the Government will open two special accounts. Disbursements from these accounts would initially be made on the basis of incurred eligible expenditures (transaction based disbursements). The Bank would then make advance disbursements from the proceeds of the loan by depositing into a Borrower-operated SA to expedite project implementation. The advance to the SA would be used by the Borrower to finance the share of project expenditures under the proposed credit.

Another acceptable method of withdrawing funds from the Loan is the direct payment method, involving direct payments from the Loan to a third party for works, goods and services upon the Borrower's request. Payments may also be made to a commercial bank for expenditures against the Bank's special commitments covering a commercial bank's Letter of Credit. The Bank's Disbursement Letter stipulates a minimum application value for direct payment and special commitment procedures. A copy of the disbursement letter will be provided to the implementing units before negotiation.

The Bank will have the right, as reflected in the Loan Agreement, to suspend disbursement of the funds if reporting requirements are not complied with.

Flow of funds. Resources needed for the financing of program activities will flow from: (i) the Loan Account for direct payments to be made by the Bank to suppliers, and (ii) the Special accounts (maintained in a commercial bank acceptable to the Bank) for the other activities. The authorized Representatives of the respective project's implementation units will sign all the checks for payment to be made under the Special Account under the supervision of the project Financial Management Specialist at the MEFPEPCN and the ANPN. The project accountant will prepare the required supporting documents and the withdrawal applications for the replenishment of Special Accounts to be submitted to the Bank at least once a month.

ANNEX 8 – PROCUREMENT

Background. The legislative and institutional environment for public procurement is undergoing a drastic change which will substantially modify and greatly improve the transparency and efficiency of procurement in Gabon. A new procurement code, consistent with international practices and acceptable to the Bank, was released in December 2002, and two new monitoring and tendering boards have been established. A preliminary assessment of the country‟ institutional and legislative framework was carried out in November-December 2004, while a Country Procurement Assessment Review (CAPR) is envisaged for mid-2006. Several programs of capacity building in procurement, under ADB financing, are ongoing and are expected to considerably improve handling of procurement at central and provincial level. Present procurement capacity however is still very low and old practices (based mostly on awards on single source) are still in use at most ministries. The GEF project has taken into account these institutional weaknesses for the design and implementation of the Grant.

Assessment of institutional set-up for procurement. The institutional setup for the implementation of the Grant has taken into account both the new distribution of responsibilities between MEFPEPN (forestry and wildlife management) and the newly created ANPN (national parks), and the very low implementation capacity of both agencies. The GEF operation therefore will be implemented in parallel by the two agencies which will oversee two components each, closely assisted by experienced, specialized NGOs and under the overall supervision of the PSFE steering committee. In particular, ANPN (and its NGO partners) will implement components 1 and 3 related to national parks, and MEFPEPN (and its NGO partners) will oversee components 2 and 4 related to wildlife management. Apart of the partnership with the NGOs, both ANPN and MEFPEPN will count on at least one experienced procurement staff from previous forestry projects. In addition, key staff of both organizations will attend advanced procurement courses either at the ILO (Turin) or CESAG (Dakar) training facilities. The design should assure therefore a relatively smooth handling of procurement under the Grant. The overall project risk would be high if no NGO would be involved, but may considered as average once the recruitment of NGO is fully accomplished.

Procurement Plan and Directives. 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; and Guidelines: Selection and Employment of Consultants by World Bank Borrowers" dated May 2004, 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 Loan/ Credit, the different procurement methods or consultant selection methods, the need for prequalification, estimated costs, prior to review requirements, and time frame are agreed upon between the Borrower and the Bank in the Procurement Plan. The Procurement Plan will be updated at least annually or as required to reflect the actual project implementation needs and improvements in institutional capacity. In addition, the procurement plan will be available in the project‟s database and the bank‟s external website. Table X shows the summary of main contracts to be awarded.

Procurement of Works. Works procured under this project would include: small construction works and upgrading of operational infrastructure for an overall estimated value of about US$700,000. Distributed as follows:

- Component 3 (ANPN) Construction/upgrading of the Libreville HQ, Mukalaba / Loango and Mayumba parks infrastructure (total cost US$540,000).
- Component 4 (MEFPEPN) construction/upgrading of infrastructure for mobile brigades (total cost US$100,000).

Most of the individual contracts for works are estimated to cost less than US$200,000 and cannot be packages together given the large distance between them. Only two structures therefore located at Mukalaba and Loango would require the use of international competitive bidding ICB and will be advertised under a General Procurement Notice (GPN) in both Development Business online and dgMarket. Bank‟s Standard Bidding Documents (SBD) will be used for all ICB. National Competitive Bidding (NCB).will be used for all contracts estimated to cost less than US$200,000. It will follow the new national procedures which are acceptable to the bank and will use standard bid documents based on Bank SBD, with suitable modifications. Small works and rehabilitation works of less than US$50,000 may be awarded through request of quotations from not less than three (3) national bidders.

Procurement of Goods. Goods procured under this project would include vehicles to be used for research, monitoring and surveillance; field and office equipment, computers and radios for the mobile brigades; and small patrol boat for an overall amount of about US$1,900,000. Distributed as follows:

- Components 1 and 3 (ANPN) for a total value of about US$1,300,000.
- Components 2 and 4 (MEFPEPN) for a total value of about US$600,000.

ICB will be used for all packages above the monetary threshold of US$150,000 and for all items not readily available in Gabon. Large contracts for ICB will be advertised under a GPN on Development Business online and dgMarket. Bank SBDs will be used for all ICB and (with suitable modifications) for contracts to be awarded under national competitive bidding (NCB) procedures. In addition to NCB, which will be used for contracts below the monetary threshold of US$150,000, IAPSO will be used for the purchase of vehicles and office equipment for which standardisation is required. Small value contracts of less than US$50,000 will be awarded on the basis of international / national shopping procedures by requesting offers from not less than three (30 qualified suppliers. National procedures, which have been reviewed and found consistent with bank procurement guidelines, will be used for both NCB and shopping procurement methods.

Procurement of non-consulting services. Procurement of non-consulting services would include the recruitment of guards for the national parks and the selection of mobile brigade‟s und the components 3 and 4 of the GEF grant. Selection of guards will be carried out through advertisement and an assessment of qualifications, giving special consideration to locally experienced staff. Previous experience in the sector and professional / technical qualifications will also be taken into account, similar to procedures followed under section V (Individual consultants) of Bank consultant‟s guidelines.

Procurement of consulting services. Procurement of consultants and training services will constitute the dominant procurement activity under the project. The basic contracts under the GEF grants will be the service contracts with specialised and very experienced NGOs, such as WWF and WCS, which will assist both ANPN and MEFPEPN in their implementation function, will conduct research and monitoring activities; carry out training of newly recruited staff and execute surveys and consultation work with stakeholders. The contracts will include the purchase of field equipment and a prominent transfer of skills component. Other consulting services included in the projects are those for capacity building and studies. Selection of consultants will follow procedures under the Consultants guidelines (May 2004 edition). Major assignments will be advertised under a GPN published on Development Business on line and dgMarket. on or before project negotiations. Selection methods will include *Quality and Cost Based Selection (QCBS)* for most consulting services above the estimated contract amount of US$100,000 and selection based on *Consultant Qualifications (CQS)* for most contracts below that threshold and

for assignments by institutions for capacity building and studies. Procedures described under section 3.16 of the Guidelines (*Selection of NGOs*) will be used for the recruitment of two or more experienced and specialised NGOs such as WWF and WCS which will assist the two implementing agencies in the coordination and implementation of the GEF operation. In accordance to paragraph 3.16, the NGO may be recruited on a sole source basis provided they would fully satisfy the relevant criteria outlined under paragraph 3.10, and in particular the prerequisite of possessing special expertise for the assignment. *Sole source* may also be used for specialized courses such as those for procurement training (either *ILO at Turin or CESAG / ISADE at Dakar*). Short lists including both international and national consultants will be used for most assignments above US$100,000 equivalent for contract. Short lists of consultants for services estimated to cost less than US$100,000 equivalent per contract may be composed entirely of national consultants in accordance with the provisions of paragraph 2.7 of the consultant guidelines.

Operating costs. GEF grant will finance operational costs, including travelling costs and field allowances for newly recruited guards ad brigades and seminar / workshops expenses.

Frequency of procurement supervision. In addition to the prior review supervision to be carried out from Bank officers, the capacity assessment of the implementing agency has recommended supervision missions to visit the field to carry out Post review of procurement actions at a six-(6) month interval.

Table X - Summary of contracts to be procured:

		Implementing Agency
Construction / Upgrading Infrastructure for ANPN (Component 1&3)		
Contruction/upgrading	540,000	ANPN
(HQ, bases in Mukalaba, Loango, Mayumba)		ANPN
Construction / Upgrading Infrastructure (Component 4)		
Contruction/upgrading bases of operations	100,000	MEFPEPN
Acquisition of Equipment for ANPN (Component 1 & 3)	1,300,000	ANPN
Acquisition for MEFPEPN (Component 2 & 4)	600,000	MEFPEPN
Consultant Services - Contract with international NGOs		
Component 2	900,000	MEFPEPN
Component 3 - Loango	1,366,865	ANPN
Component 3 - Moukalaba	900,000	ANPN
Component 3 - Mayumba	988,130	ANPN
Composante 4	1,020,755	MEFPEPN
Training	450,000	ANPN
Operational Costs		
Components 1 & 3	1,350,000	ANPN
Components 2 & 4	484,250	MEFPEPN
TOTAL	10,000,000	

ANNEX 9 – ECONOMIC AND FINANCIAL ANALYSIS

The main objective of the project is support effective conservation of biological diversity and landscape management in Gabon through (i) the protection and non-extractive management of the 15 national parks and; (b) the conservation of biodiversity in other protected areas as well as in production (logging concessions) and rural (community forests) landscapes adjacent to the parks.

Very few data exist with which to evaluate the extent of the benefits likely to be generated by the project. This reflects the weakness of data collection in Gabon but also the difficulty of measuring and valuing many of the effects involved and the very short history of efforts to do so anywhere in the world. Because of these limitations, the analysis presented here is limited to providing an analytical framework for the evaluation of both financial and economic benefits. The financial analysis will calculate tentative sustainability thresholds in terms of ecotourists visits to project PA. The economic analysis will qualify the main benefits according to originating activities in order to provide indications on which project-related activities are likely to contribute more to the economic viability.

Financial analysis

Fiscal sustainability

The financial analysis concentrates on the fiscal sustainability of the three National Parks where project intervention will take place, Mayumba, Loango and Mukalaba (the last two forming the "Gamba complex". The analysis estimated fiscal sustainability thresholds in terms of visitors' number. A with project scenario was elaborated assuming that a number of market-based instruments become part of the legal framework for biodiversity conservation in Gabon [13]. The table below presents the main assumption of the analysis.

Table 1: Main assumptions of the financial analysis

Parameter	Assumption with project
Tourist number	Between 100 and 10,000 per year
Duration of stay	between 2 and 10 days per visit with an average of 6 nights per visit
Average daily expenditure	Assuming declining prices (from 400 to 200 US$/person /day) as visitors number expands
Revenue generating instruments Entrance fee Private concessions for running a park facility (lodge, safaris and ocean tours) Hotel tax Royalties	 Entrance fees ranging from 2 to 10 US$/person/day with an average of 6 US$/person/day Assuming concessions be auctioned and price would represent 30% of net anticipated benefit from running the facility 5% hotel tax (per visit) 5% on sale value of souvenirs and handicraft
Income and value added tax	Assumed at 15% of on-site ecotourism-related expenditures

For the purposes of the analysis, fiscal sustainability has been defined as the capacity to raise fiscal revenues from a given protected area at least equivalent to its recurrent costs. Fiscal revenues would include park entrance fees, private concessions for operating facilities within the park boundaries, hotel tax in areas inside and surrounding the park, royalties on souvenirs and handicrafts as well as value added and income tax on ecotourism-related expenditures (such as traveling to and from PA site, hotel, meals,

[13] At present, no provisions exist within Gabonese law to raise entrance fees or other taxes on protected areas visits.

guided tours and other ecotourism sports and leisure). Recurrent costs have been defined based on proposed GEF interventions as well as additional contributions from donors and NGO's likely to maintain their support in the coming years. Results are shown in the table below.

Table 2: Recurrent costs and fiscal revenues generated by Gamba and Mayumba NP

Number of tourists per year (with entrance fee of 6 US$/person/day and average stay of 6 nights)	100	200	500	1.000	2.000	3.000	5.000	10.000
Gamba complex								
% of recurrent cost covered	1%	2%	3%	5%	10%	14%	23%	46%
Additional fiscal revenue (US$ million/year)	0,08	0,12	0,20	0,31	0,60	0,89	1,46	2,90
Additional public expenditure starting year 6 (US$ million/year) a/	6,27	6,27	6,27	6,27	6,27	6,27	6,27	6,27
Mayumba NP								
% of recurrent cost covered	8%	11%	21%	33%	64%	95%	157%	312%
Additional fiscal revenue (US$ million/year)	0,10	0,14	0,27	0,42	0,81	1,21	2,00	3,96
Additional public expenditure starting year 6 (US$ million/year) a/	1,27	1,27	1,27	1,27	1,27	1,27	1,27	1,27

a/ Assumed equivalent to recurrent costs

Based on a realistic scenario at project completion (2,000 visitors at the Gamba complex and 1,000 visitors at Mayumba NP), additional fiscal revenues would only cover respectively 10% and 33% of the parks recurrent costs. The higher recurrent costs of Gamba (generated by a more complex natural resources management situation) imply that, in order to reach fiscal sustainability, the park will have to target about 22,000 visitors per year. Mayumba on the other hand, could be fiscally sustainable at about 3,500 visitors per year.

B. Economic analysis

The project activities include (a) institutional strengthening of the ANPN; (b) expanding Gabon's protected area coverage and representativity; (c) support to selected national parks[14]; and (d) wildlife management outside national parks in production landscapes[15].

Economic costs

The main assumptions of the economic analysis are: (a) the analysis covers 20 years; (b) economic costs and benefits are calculated by applying a standard conversion factor of 0.9 to all financial prices; (c) recurrent costs are assumed to be borne throughout the 20 years; and (d) the cost of the creation of the ANPN is accounted for according to the cost share (as compared to the total PA system) of the three selected NP where GEF intervention will take place. Table 3 below shows both the financial (see annex 5) and the economic costs of the project. The total economic cost of the project is US$11.4 million. The present value of projected economic costs over 20 years is US$66.7 million. The total economic cost of an integrated system of 15 National Parks (covering 10 percent of Gabon or 27,000km^2) and a complimentary system of smaller biodiversity sanctuaries and reserves (13,000 km^2) representing all of the varied ecosystems in Gabon, would be around US$40 million and its present value (over 20 years) around US$260 million.

[14] Loango and Mukalaba (Gamba complex) and Mayumba.

[15] In the buffer zones of Lopé NP and Batéké NP. In addition, mobile brigades operating out of Tchibanga, Iboundji and Lekoni to control illegal hunting activities will be established.

Table 3: Financial and economic Costs

Costs in US$	Financial costs	Economic costs
Component 1 (ANPN)		
Total required for establishment of ANPN - 2.3 m $ a/		
Investment b/	1.385.755	365.108
Recurrent costs b/	907.171	239.014
Total ANPN	*2.292.926*	*604.122*
GoG ANPN	*460.000*	*121.197*
GEF ANPN	*1.832.926*	*482.925*
Component 2 (p/a assessment)		
Total required for enlarging protected area coverage to 4 m ha - 1.3 m $		
Investment	389.245	350.321
Recurrent costs	886.094	797.485
Total p/a assessment	*1.275.340*	*1.147.806*
GoG p/a assessment	*147.170*	*132.453*
GEF p/a assessment	*1.128.170*	*1.015.353*
Component 3 (national parks)		
Total required for entire national parks network - 30.5 m $ a/		
Loango-Mukalaba		
Investment	2.190.113	1.971.102
Recurrent costs	4.903.019	4.412.717
Total Loango-Mukalaba	*7.093.132*	*6.383.819*
GoG Loango-Mukalaba	*1.005.660*	*905.094*
GEF Loango-Mukalaba		*5.478.725*
Mayumba		
Investment	*936.245*	*842.621*
Recurrent costs	*899.396*	*809.457*
Total Mayumba	*1.835.642*	*1.652.077*
GoG Mayumba	*124.528*	*112.075*
GEF Mayumba		*1.540.002*
Total Loango/Mukalaba/Mayumba	*8.928.774*	*8.035.896*
GoG Loango/Mukalaba/Mayumba	*1.130.189*	*1.017.170*
Partners Loango/Mukalaba/Mayumba	*2.248.000*	*2.248.000*
GEF Loango/Mukalaba/Mayumba	*5.550.585*	*4.770.726*
Component 4 (wildlife management)	*1.800.283*	
Total required for wildlife management in Gabon - 6.0 m $ a/		
Investment	525.094	472.585
Recurrent costs	1.275.189	1.147.670
Total Wildlife management	*1.800.283*	*1.620.255*
GoG wildlife management	*311.321*	*280.189*
GEF wildlife management	*1.488.962*	*1.340.066*
Consolidated		
Total required for the whole PA system a/	40.100.000	40.100.000
Total project	14.297.322	11.408.078
Investment	*5.426.453*	*4.001.736*
Recurrent	*8.870.869*	*7.406.342*
funding a/		
GEF	*10.000.643*	*9.857.070*
GOG	*2.048.679*	*1.551.009*
funding gap a/	25.802.678	
NPV total project costs over 20 years		66.692.310

a/ refers to the funding of the full PA system

b/ Economic costs according to the cost share of the two selected NP (Gamba and Mayumba) as compared to the total PA system.

Opportunity costs. In addition to the costs of implementing the project, there would also be opportunity costs from foregoing use of protected areas for other productive uses such as agricultural activity; (b) logging; and (c) hunting and fishing especially in the buffer zones of the Lopé and Bateké national parks. Animal damages to crops in these buffer zones and in adjacent agricultural areas should also be accounted for among the opportunity costs.

On-site benefits

Gabon's biodiversity has benefited for the last four decades from the reliance of the economy on oil and from the relatively low human population density in the countryside. Agriculture is a marginal economic activity that poses no threat to the environment. The agricultural sector's contributed about 8.7 percent to GDP in 2003 (well below sub-Saharan average) and rural population was 16 percent of total in 2003 (against an average of 64 percent for sub-Saharan Africa). Oil exports accounted for 39 percent of GDP in 2003 [16] but the government is anticipating a significant decrease in the medium-long run.

Beside oil, natural resources exploitation is mostly concentrated on timber and commercial illegal hunting. Timber extraction represents the second largest export (9 percent of GDP) after oil. Despite these two threats, the nature-tourism potential of Gabon is nearly intact and ranks among the highest in the sub-Saharan Africa given the size (in both absolute and percentage terms) of its protected areas network (2.8 million ha and 11 percent of the country's area, the same percentage of Costa Rica, a leading country in the ecotourism market), the outstanding biodiversity endowment, and the beauty and pristine state of the natural landscapes. Hence, the anticipated decline in oil revenues and the overall nature-tourism potential are the main factors that pushed the government to choose ecotourism as one important alternative economic driving force. Gabon is therefore in the unusual position of being able to act well before it is too late. However, the current national conservation effort is one in which a limited number of Gabon's national parks are receiving external donor support. This support is limited both in time and scale.

Within the areas to be protected, two main categories of non-extractive benefits are likely to be generated: preservation of biodiversity and recreational/tourist benefits. In addition extractive uses are taking place in production landscapes adjacent to the parks under the form of timber and non-timber forest products harvest, hunting and fishing. In general, although qualitative information is available on many of these on-site benefits, data are insufficient to quantify them.

Non-extractive uses

A variety of pristine and globally critical ecosystems are present in the project area (see annex 4). The economic value of the conservation of this biodiversity could be approximated by using a contingent valuation analysis through which the willingness to pay for option, existence and bequest values of biodiversity can be derived. In the present conditions, this sophisticated and time consuming analysis could not be carried out.

In light of the above, the proposed protected areas have considerable potential for recreational use by Gabon residents and for attracting foreign tourists, especially in light of the growing interest in ecotourism worldwide. The estimation of this potential is presented in the table below.

[16] Source for all three data: Gabon at a Glance, World Bank, Sept. 2004.

Table 4: Ecotourism potential in Gabon

Ecological carrying capacity of Gabon's protected area system	Area	Present number of tourists	Ecological carrying capacity	Investments required
National parks network	2,8 million ha	1200 tourists in Gabon [17]	Assumptions: 200 ha of PA/ecotourist 6 days per visit 180 days ecotourism season Tourist carrying capacity: 420,000 tourists per year	Upgrade of road, air and sea transportation system to PA's. Significantly increase hotel facilities in PA's. Create tourist-oriented services such as car rentals and efficient banking. Better hygienic conditions in food and lodging. Reduce cost of international airfares through charter flights.
Hunting reserves (Wonga-Wongué)	0.48 million ha	300-400 tourists (according to PSFE economic analysis of 2002)	Assumptions: 500 ha of hunting reserve/hunter 6 days per visit 180 days hunting season Tourist carrying capacity: 28,800 hunters per year	

For the protected areas selected for GEF intervention, the ecotourism potential is clearly illustrated in terms of tourist attractions, international status and tourist facilities in the table 5 below.

Table 5: Ecotourism potential in Gamba and mayumba NP

Gamba Complex		**Mayumba NP**
Loango NP	**Moukalaba NP**	
Gorillas and elephants on the beach Loango offers tourists breathtaking panoramas with elephant, buffalo, hippo, gorilla and leopard venturing on the white beachfront, a unique sight in the world. **Whales** The largest concentration and variety of whales and dolphins after South Africa. Humpback Whales and even Killer Whales are easily observable. **Wilderness beaches** The area has over 100 kilometers of uninhabited coast. This is one of the most beautiful spot on Africa's western coast where forests, savannas, wetlands, lagoons and ocean come together. **Sport fishing** Loango is internationally renowned as a site for tarpon of record size, as well as many other large sea fish. **International status** Previously classified as a faunal reserve, the zone is acknowledged by IUCN as a	**Diverse landscapes** Little known and rarely visited up to now, the site offers a rich variety of natural scenery - different types of forest, the savannas of the Nyanga plains, the Doudou mountains, the immense papyrus marshes close to the mouth of the river Nyanga, and the Raphia marshes of the Rembo Ndogo. **Larger mammals** These include special species such as the waterbuck, a savanna antelope. Hundreds of elephants congregate in the papyrus marshes during the dry season. **Apes** The Doudou Mountains could become an important site for observing gorillas and chimpanzees. The density of gorillas is very high. **International status** The National Park is acknowledged by IUCN as a critical site for conservation. **Tourist facilities** The WWF started up a management	**Turtles** The Mayumba beaches have the largest concentrations of nesting leatherback turtles on earth. **Whalewatching** Observation of whales, now very popular, is available. **Sport fishing** There is a huge potential for sport fishing, especially at the mouth of the Banio lagoon. **Endless white beaches** The ideal seaside site with completely empty beaches. **Location between ocean and lagoon** Large mammals can easily be observed on the thin strip of land, which separates the sea from Banio lagoon. **International status** The most important beach on earth for leatherback turtles, Mayumba is proposed as a World Heritage Site. A transboundary park has been proposed, linking Mayumba with the Conkouati National Park in Congo

[17] Source: **Mylène van der Donk**, Tourism in the Gamba Complex, an Evaluation" **WWF**, April 2004.

Gamba Complex		Mayumba NP
Loango NP	**Moukalaba NP**	
critical site for conservation. Loango is a Ramsar site and has recently been proposed as a World Heritage Site **Tourist facilities** A management program was started by WWF in 1996; The two existing DFC brigades are important foundations for the future protection of the zone; and Tourist camps at Iguela and Sette Cama cater for international guests.	program in 1996. Moukalaba can be reached using the Tchibanga-Doussala road. The Doudou Mountains have previously been logged so there is a network of old forestry roads. The existing Moukalaba fauna brigade could develop into an important base for the protection of the Park	Brazzaville. **Tourist facilities** Projects funded by the European Union and WCS ensure the surveillance of turtle nests Hotels exist providing suitable accommodation for tourists. Mayumba is most easily accessible by plane

Source: National geographic website: http://gabonnationalparks.com/gnp-home/gnp-nationalparks/l

The eco-tourist potential of the selected sites is quite evident from the above description by the National Geographic Society. However, this potential will certainly not unfold by itself. It will require significant investments in hotel, lodges and other travel accommodations, cheaper international airfares, better road infrastructure, air and sea transportation to protected areas sites[18], tourist-oriented services such as car rentals and efficient banking system and better hygienic conditions in food and lodging. One additional problem that could prevent Gabon from becoming one of Africa's new leading ecotourist destinations is the country's extremely high cost of living[19] mainly fuelled by the presence of the oil industry.

At present, there is very limited ecotourism in Gabon[20]. However, some level of ecotourism should develop in the coming future in light of the above-mentioned arguments. No data are available for estimating the increase in ecotourist visits in the four parks where GEF intervention will take place. The PSFE economic analysis was assuming 900 additional tourists per year once the protected area system was in place[21]. In this project's financial analysis, tourism is conservatively assumed to increase to 2,000 and 1,000 visitors by year 6 in the Gamba complex and Mayumba NP respectively (in 2003, 350 tourists visited the Gamba complex). Revenue from entrance fees from those tourists would, of course, form only a very small portion of the benefits to Gabon from tourism in the protected areas. The key issue in the magnitude of these total benefits is the extent to which these areas stimulate additional tourism and lead to longer stays and higher expenditures from tourists coming for other reasons. The experience of Costa Rica[22] illustrated in box 1 below, suggests that both effects are likely to be significant, but data in this field are still limited.

[18] Decision/Analysis Partners, a US firm, it is to study transportation infrastructure needs for Gabon's national parks in order to elaborate a transportation strategy for air strips and access roads to the PA's.

[19] The Economist Intelligence Unit consistently ranks Libreville, Gabon's capital and largest city, has one of the world's most expensive cities, ahead of New York, Paris, and London.

[20] Of the roughly 120,000 foreigners who visit Gabon every year, the majority are employees of energy companies and only about one percent are tourists (source: Globalization's Good, Bad, and Ugly Effects on Ecotourism in Gabon - *Could Gabon be the next ecotourism destination?* - website:
http://www.globalenvision.org/index.php?fuseaction=library.print&printerfriendly=1&category=1&itemid=673

[21] The analysis assumes an average of 30 tourists present in the park system throughout the year. Assuming a more realistic ecotourism season of 6 month and an average visit of 6 days, this would result in 900 tourists per year.

[22] It's clear that Costa Rica is a distant reference for Gabon. Nevertheless, it is one of the best documented country-size ecotourism initiatives and provides interesting data on the potential benefits that can be achieved in this activity.

Box 1: Ecotourism in Costa Rica

Costa Rica has aggressively marketed itself as an ecotourism destination. Over three-quarters of all tourists visit at least one national park. The top parks receive over 100,000 visitors annually, of which over half were foreign tourists. In the 'second tier' of parks and reserves (omitting the popular beach and volcano parks) the average number of foreign visitors in 1992 ranged from 4,000 to 19,000 (with an average of 7,000). The Monteverde Cloud Forest Preserve had 50,000 visits (40,000 by foreigners) in 1995; of the foreign visitors, 24% had traveled to Costa Rica specifically to visit the Reserve. Fees for visiting parks and reserves were about US$1-2 until late 1994, when they were raised to US$15 for foreigners. Pressure from the tourist industry led to this being reduced to US$10 for tourists on package tours or who pre-purchase entrance passes. The Monteverde Reserve charges entrance fees of US$8-16 for foreigners. Estimated total tourism earnings per tourist arrival were about US$1,000 in 1995. Visitors to the Monteverde reserve, for example, spent about US$1,300 in the country.

Conservatively, if earnings per tourist were only 20 percent of the level observed in Costa Rica, each extra visit stimulated by the parks system would result in US$200 in additional income from tourism which would represent an additional income of US$600,000 per year (assuming 3,000 additional visitors per year in the two selected PA – see above). The present value over 20 years of the resulting income stream would be about US$4 million of which US$0.8 million could be considered a net benefit.

Extractive uses

The establishment and enforcement of protected areas has a twofold impact on extractive uses. On the one hand, it reduces the short-term benefits by limiting/halting the unsustainable activity (poaching, illegal fishing and over-harvesting or illegal harvesting of timber and non-timber forest products). On the other hand, it allows a utilization of biodiversity and natural resources that can be sustained over time. In the first case, the intervention entails an opportunity cost beard by poachers, illegal loggers and fishermen. In the second case, it provides an indefinite flow of benefits for local populations and other users that are willing to abide by the rules of sustainable utilization. Both these impacts have to be accounted for in the analysis, as they are complementary. It should be noted that when using a sufficiently long time horizon, the present value of the benefits stream from sustainable uses often exceeds the short term benefits of illegal and unsustainable practices.

Hunting. Currently, bush-meat exploitation in Gabon is characterized by unregulated access and virtually no consideration of traditional user rights. Villagers practicing subsistence off-take for local consumption find themselves in conflict with commercial hunters, often from outside of the zone, practicing intensive hunting which results in a noticeable impoverishment of the wildlife resources. The box 2 below presents a view of the bush-meat issue.

Box 2: The bush-meat trade

A part of the ecotourism industry has refused to take Gabon seriously as a tourist destination until the government begins to take a tougher stand against the country's thriving bush-meat trade. The killing of rare wildlife for food and cultural artifacts was once believed to be an activity exclusively of the native pigmies. Today, most observers recognize that the bush-meat trade, said to be worth $50 million US annually, has become a part of mainstream society in Gabon. For a country with an almost non-existent agricultural industry, meat from forest elephants, chimpanzees, gorillas, and other native animals is a popular—and often preferable—substitute to beef, poultry, or pork. A traditional Gabonese Christmas often includes chimpanzee or gorilla instead of turkey. Of course killing and selling rare animals is illegal, but laws mainly go un-enforced because of a combination of corruption, a lack of resources by law enforcement, and social apathy to the problem. Timber industry has also had an adverse effect on Gabon's wildlife population. In a January 2001 meeting in Cameroon, the Convention on International Trade in Endangered Species found that the increasing commercialization of trade has led to some 68 species in Gabon being threatened by poaching.

Source: Globalization's Good, Bad, and Ugly Effects on Ecotourism in Gabon - *Could Gabon be the next ecotourism destination?* website: http://www.globalenvision.org/index.php?fuseaction=library.print&printerfriendly=1&category=1&itemid=673

Illegal hunting is particularly severe in logging concessions in the buffer zones of Lopé NP and Batéké NP[23] where logging companies will be encouraged to establish better controls on wildlife exploitation in concessions. This will entail advising with the elaboration of company rules and regulations concerning hunting in the concessions and establishing strategies and operational procedures to ensure effective implementation[24]. Project interventions will thus improve wildlife management in PA buffer zones by reducing illegal and unsustainable hunting and ensuring local populations will be able to enforce their customary rights on traditional hunting.

Fishing. Both marine and in-land fishing activities are present in the two selected protected areas the Gamba complex and the Mayumba NP). Both represent a threat to conservation[25] and will be brought within sustainable levels through specific studies of fish stocks (in and around the parks) that will identify ways in which threats can be reduced and conservation improved (e.g. Turtle Exclusion Devices on trawler nets, ecotourism based on turtle and/or whale watching). Also, engaging the companies operating commercial fishing vessels in order to enhance the sustainability of their fishing practices (enforcement of park boundaries, fishing regulations, monitoring activities,...) will be part of the project intervention. In addition, WWF is presently working with local fishermen communities in order to promote more sustainable fishing practices both in Mayumba and Gamba.

Non-timber products. Many products are harvested from both the buffer zones and the actual areas to be protected, including fuelwood, fruits and various herbs for medicinal or aromatic purposes. Some of these products could likely continue to be harvested, on a sustainable basis, after protection is put in place. Agreements will be negotiated with local stakeholders to secure traditional users rights.

Timber products. In order to avoid the parks becoming isolated islands of biodiversity, good forest management in surrounding buffer zone (including logging concessions) is essential for their long term integrity. The project will help enforce wildlife regulations and wildlife-related measures of the forest management plans as defined by the new Forest Code. It is not envisaged though for the project to be involved in monitoring compliance with timber-related aspects of the forest management rules. No logging, plantation or timber regeneration benefits can be ascribed to the project.

Off-site benefits. Other typical downstream benefits of arrested or reduced degradation in the protected areas such as (a) prevention of soil erosion; (b) hydrological control; (c) flood control; (d) reduced damage to downstream activities; (e) increased availability of drinking water; and (f) prevention of salt water intrusion are not likely to be significant in view of the good general environmental conditions (limited human pressure, limited encroachment through slash and burn agriculture and good forest cover) of the landscapes where project interventions will take place[26]. These good environmental conditions are the results of the factors described in par 12 above.

[23] Uncontrolled and unsustainable hunting practices are widespread in logging concessions because of (i) easy access for commercial hunters deep into the forest blocks using logging roads and company vehicles, (ii) poor government capacities for enforcement of wildlife laws,(iii) the absence of company regulations to control hunting activities in the concession.

[24] This is a legal requirement under the Forest Law but logging companies do not have the know-how in this field and are increasingly soliciting advice from specialists. The GEF resources will be used to play the role of a facilitator in this process and will not finance activities that the logging companies are legally bound to undertake themselves

[25] In mayumba, intensive illegal fishing by coastal trawlers appears to have impacted the area severely and local fishermen complain of greatly reduced catch sizes, fuelling a greater reliance on similarly destructive fishing practices. In addition to decimating fish stocks and disturbing fragile sediments, trawlers are also thought to be responsible for the many olive ridley turtles that wash up dead on the beaches of Mayumba each year – drowned in fishing nets then cut loose. In addition, unsustainable artisanal fishing takes place in the lagoon.

[26] It should be noted that Monts de Cristal NP (which was not selected for GEF intervention under this project) plays a very important hydrological role, as it is located in the watershed of the dam that supplies electricity to Libreville.

C. Conclusions

The costs and the qualified benefits of the project are summarized below.

Table 6: Project costs and benefits

Estimated costs and benefits	Amount	Comment
Costs a/		
Project costs	66.7	Assuming: ANPN costs are at the pro rata of Gamba and Mayumba NP management costs over total ; and recurrent costs are borne over the duration of the analysis
Forgone hunting income	?	Unknown but likely to be significant but over a short period
Forgone fishing income	?	Unknown but likely to be significant but over a short period
Forgone agricultural income	?	Unknown but unlikely to be significant
Total quantified costs	?	
On-site benefits a/		
Tourism potential	?	Unknown but likely to be very significant
Sustainable harvest of	?	
bush meat	?	Unknown but likely to be significant
Fish	?	Unknown but likely to be significant
Non-timber products	?	Unknown but likely to be significant
Off-site benefits a/		
Reduced downstream damages	?	Unknown but unlikely to be significant
Reduced flood damage	?	Unknown but unlikely to be significant
Increased drinking water availability	?	Unknown but unlikely to be significant
Prevention of salt water intrusion	?	Unknown but unlikely to be significant
Non-user values		
Existence and bequest values	?	Unknown but likely to be significant. No transfer mechanism available
Total quantified benefits	?	Unknown but likely to match costs

a/ expressed in NPV at 10% over 20 years in US$ million.

The project would cost about US$66.7 million in net present value terms over 20 years, in investment and recurrent costs. On the benefit side, no quantification of costs was carried out for the reasons mentioned above. However, if the project succeeds in halting the degradation of the project areas, important on-site benefits will be generated. Without the project, a large portion of the environmental and economical value of these areas might be lost or reduced in the coming years, as well as Government and local stakeholders' commitment for nature conservation. In the project areas themselves, regionally outstanding ecosystems would be protected and their outstanding potential for attracting tourism preserved. Also, instead of destructive and illegal extractive activities, sustained non-timber forest products harvesting, fishing and hunting will take place. Over the long run, potential on-site benefits mainly associated with recreation and sustained natural resources harvesting should be able to match project costs.

ANNEX 10 – SAFEGUARDS POLICIES

Safeguard Policy		Relevance	Mitigation measures
Environmental Assessment	(OP/BP/GP 4.01)	Yes	No
Natural Habitats	(OP/BP 4.04	Yes	No
Pest Management	(OP 4.09)	Yes	No
Cultural Property	(OPN 11.03, being revised as OP4.11)	No	No
Involuntary Resettlement	(OP/BP 4.12)	Yes	Yes
Indigenous Peoples	(OD 4.20, being revised as OP 4.10)	Yes	Yes
Forests	(OP/BP 4.36)	Yes	No
Safety of Dams	(OP/BP 4.37)	No	
Projects in Disputed Areas	(OP/BP/GP 7.60)	No	
Project on International Waterways	(OP/BP/GP 7.50)	No	

Five safeguard policies are triggered by the GEF intervention. As the project's overarching objective is conservation of natural resources, the project is expected to have a positive impact on Environment (OP/BP/GP 4.01), Natural Habitats (OP/BP 4.04) and Forests (OP/BP 4.36).

Environmental Assessment (OP/BP/GP 4.01)

A Socio-Environmental Impact Assessment for the whole PSFE program was conducted in 2002 and was updated in 2005. It includes specific sections on the GEF project. It also includes an Indigenous People Development Plan, a Resettlement Policy Framework and a Process Framework. The GEF project subscribes fully to their recommendations, to the social and environmental management plan, the resettlement policy framework and the indigenous peoples development plan. The socio-environmental mitigation plan, the indigenous people development plan, the resettlement policy framework, and the process framework will apply to all PSFE activities including the management of the national parks and the creation of new protected areas. The implementation of these plans and frameworks will be monitored in the context of the IBRD Natural Resources Management Development Policy Loan as a condition for disbursement of the second tranche.

The GEF intervention specifically targets the National Parks and the Forest Management component of the PSFE programme through support to existing national parks, to expansion of protected areas coverage and to wildlife management in production landscapes. No adverse impacts on the environment are anticipated. On the contrary activities undertaken by the project are designed to reduce already existing environmental risks (e.g. oil pollution on the beaches, unsustainable harvesting of forest animals).

Social and Environmental Impact Assessments were elaborated for the entire PSFE and include sections on the GEF project.

Natural Habitats (OP/BP 4.04)

The objective of the GEF intervention is to conserve important areas of natural habitat in national parks and their buffer zones. There are, therefore, no mitigation measures required.

Forests (OP/BP 4.36)

The GEF intervention aims to promote forest conservation by supporting management of forested national parks (Lopé, Mukalaba, Loango) and wildlife management in production zones peripheral to these protected areas. The project will not finance logging operations and will not finance activities that logging companies are required to undertake by law. By reducing the hunting pressure in production zones the project will prevent forest degradation that results from extirpation of animal species which are important pollinators and seed dispersers (elephants, duiker, primates, wild pig etc.). By helping enforce sustainable forest management plans in production forests, the project will help move towards independent certification of forest concessions.

Indigenous Peoples (OD 4.20, being revised as OP 4.10)

There are around 10,000 indigenous people (4% of the rural population) in Gabon. They have close ties to the forests including those areas protected in several national parks such as Minkébé, Ivindo and Lopé. No pygmy communities are reported living in or near Loango, Mukalaba and Mayumba national parks that will receive direct support from the project. A community of pygmies is thought to occasionally use the southern part of the Lopé national park, of which the project will cover the buffer zone. It is also quite likely that the new protected areas to be identified in the context of the project might be used by indigenous people. The project will pay special attention to their needs and interests to guarantee, that the project fosters full respect for their dignity, human rights, and cultural uniqueness and ensure that indigenous peoples do not suffer adverse effects from the project and receive culturally compatible social and economic benefits. The project subscribes fully to the Indigenous Peoples Development Plan (IPDP) that was prepared and adopted in the context of the PSFE, and which provides comprehensive compensation measures to establish equal legal, technical, financial, organisational and cultural opportunities. The assessment for additional protected areas will be conducted with full local and public consultations. Specific consultations methods will be used to ensure that claims of the pygmies communities are taken into account.

Involuntary Resettlement (OP 4.12)

The Socio-environmental impact assessment indicates that an estimated about 4,500 people live near or inside the newly created national parks and are likely to be affected positively or negatively by the project. It also estimates that another 3,500 people live in or near areas that might be considered for the creation of additional protected areas under the project. These 8,000 people face the risk of being economically and to a lower extend physically displaced. The government has committed that the project will not result in involuntary physical resettlement. However, it is likely that in some cases access to resources such as hunting of wildlife species will be limited (economic displacement) due to the existence of the park and enforcement of wildlife regulations outside the parks.

First mitigation measures in form of policy and legal advice during the elaboration of the law on national parks was put in place by the project to minimise the expected impacts. The law recognises now the traditional rights of these people and provides the ground for an effective and timely implementation of further mitigation strategies outlined in the resettlement policy framework of the PSFE. As the intensity and shape of the impact is still to be defined in the management plans of the national parks - to be elaborated in the context of the project - the key principal of the resettlement policy framework is in accordance with the OP 4.12 - to minimise physical resettlement and the loss of access to resources as much as possible. This is particular true for indigenous people. The government has subscribed to the notion that they should be still allowed to use the natural resources of the national parks for subsistence, while receiving full and timely compensation at full replacement costs for the loss of the commercialisation of these resources. As available land seems not to be the problem in Gabon the compensations should be as much as possible land based. Detailed compensation schemes will be participatory defined in resettlement action plans for all national parks and protected areas supported in the context of the GEF project. Extensive consultation and negotiation will be developed concerning the boundaries of new protected areas, as well as the creation of community forests in buffer zones and increased employment opportunities from national parks.

The GEF intervention itself covers three national parks (Loango, Mukalaba, Mayumba), and various buffer zones (those of Lopé and Bateke).

In Loango there are an estimated 40 people living within the park. These villages are situated on the lagoons in North Loango (Bonne Terre, Obiro and Yombe) and South Loango (Sounga). The inhabitants practice fishing, and limited subsistence hunting and agriculture. Extensive consultation is currently being carried out with Sounga village and mitigation measures defining activities and geographical limits are currently being established. In Moukalaba there are an estimated 80 people living within the park boundary in four villages: Peny, Digoudou and Mouenda villages. Reportedly, these villages came into being at the time that commercial logging was taking place in this area. Logging has now stopped and it is quite possible that the people will move away in search of

employment opportunities. However consultation and mitigation measures will be undertaken within the framework of the project, including revision of the park boundaries if geographically relevant; participatory zoning of multiple-use areas within the parks in accordance with local dwellers' traditional areas; priority in developing co-management initiatives; preferred access to employment; and setting-up revenue-sharing mechanisms. These pre-existing people will be registered so as to prevent any advantages that they may benefit from within the framework of the mitigation measures from acting as an attraction for new people to enter the park.

ANNEX 11: PROJECT PREPARATION AND SUPERVISION

Institutions in charge of the project preparation. From the onset the GEF intervention was conceived as part of the overall PSFE, which is coordinated and monitored by the CPSE (*Cellule de Planification et de Suivi Evaluation*) of the MINEF. However, in line with recent institutional developments related to the creation of the national parks network in 2003, two agencies will be in charge of the implementation of the project:

- The *Agence Nationale des Parcs Nationaux* (ANPN) will take responsibility for components 1 and 3 dealing directly with the national parks. In the field, implementation of activities will be shared between the ANPN and its NGO partners (WCS and WWF). This option is justified by the fact that the expertise that the NGOs bring has yet to be acquired by the AGPN and that their in-depth knowledge of the sites in question will ensure effective and timely achievement of GEF project activities.
- The Ministry of Forest through the *Direction de la Faune et de la Chasse* (DFC) will take responsibility of components 2 and 4 dealing with the creation of new protected areas and with wildlife management in production landscapes. Both components 2 and 4 will be undertaken by DFC in partnership with WCS, the leading NGO in Gabon with the necessary expertise to undertake this kind of evaluation, and with WWF, which has successfully pioneered the mobile brigade approach in Gabon.

Preparation funds. The project preparation has beneficiated from a US$295,000 GEF PDF-B aiming to assist the Government in : (a) participatory review of the protected areas network; (b) definition of the monitoring and evaluation indicators on biodiversity conservation and their operational applicability to the protected areas network; (c) carrying out of technical and economic studies; (d) carrying out of national and locally decentralized workshops; and (e) establishment of a Website and an Internet forum on biodiversity. GEF PDF-B funds have been managed by the CPSFE along with a PPF and a PHRD.

Timeline

PCN/PCD	April 2001
GEF Pipeline Entry	May 2001
GEF Council	June 2005
Appraisal	June 2005
Negotiations	September 2005
Board/RVP approval	October 2005
Planned date of effectiveness	December 2005
Planned date of mid-term review	December 2007
Planned closing date	December 2010

Task Team (Bank Staff and consultants)

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ANNEX 12: DOCUMENTS IN THE PROJECT FILE

The following documents are in the project file:

1. Socio-environmental impact assessment
2. Indigenous Peoples Development Plan, Cadre de Politique et Cadre Procédural de Réinstallation
3. Aide-mémoires

ANNEX 13: STATEMENT OF LOANS AND CREDIT

Gabon
Statement of IFC's
Held and Disbursed Portfolio
As of 12/31/2004
(In US Dollars Millions)

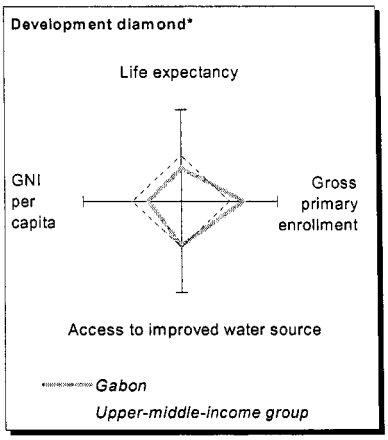
		Held				Disbursed			
FY Approval	Company	Loan	Equity	Quasi	Partic	Loan	Equity	Quasi	Partic
2002	VAALCO Gabon	3.75	0	0	0	3.75	0	0	0
Total Portfolio:		3.75	0	0	0	3.75	0	0	0

ANNEX 14: COUNTRY AT A GLANCE

Gabon at a glance

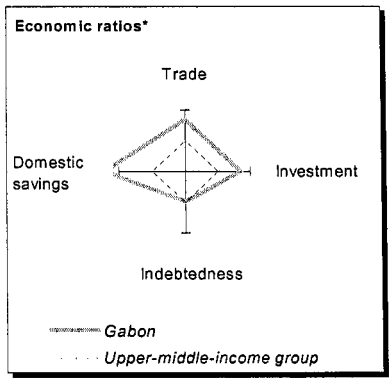
9/15/04

POVERTY and SOCIAL	Gabon	Sub-Saharan Africa	Upper-middle-income
2003			
Population, mid-year *(millions)*	1.3	703	335
GNI per capita *(Atlas method, US$)*	3,580	490	5,340
GNI *(Atlas method, US$ billions)*	4.8	347	1,788
Average annual growth, 1997-03			
Population *(%)*	2.3	2.3	1.2
Labor force *(%)*	1.8	2.4	1.8
Most recent estimate (latest year available, 1997-03)			
Poverty *(% of population below national poverty line)*	..	..	..
Urban population *(% of total population)*	84	36	76
Life expectancy at birth *(years)*	53	46	73
Infant mortality *(per 1,000 live births)*	63	103	19
Child malnutrition *(% of children under 5)*	12	..	..
Access to an improved water source *(% of population)*	86	58	89
Illiteracy *(% of population age 15+)*	..	35	9
Gross primary enrollment *(% of school-age population)*	134	87	104
Male	135	94	104
Female	134	80	104

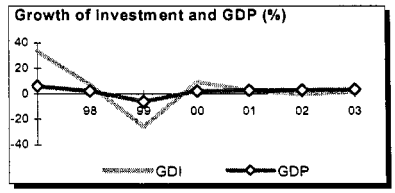


KEY ECONOMIC RATIOS and LONG-TERM TRENDS	1983	1993	2002	2003
GDP *(US$ billions)*	3.4	4.4	5.0	5.6
Gross domestic investment/GDP	35.2	22.4	28.4	31.3
Exports of goods and services/GDP	61.3	48.8	59.5	67.4
Gross domestic savings/GDP	53.0	36.7	48.4	54.5
Gross national savings/GDP	..	21.4	28.7	44.1
Current account balance/GDP	2.1	-1.3	6.1	6.1
Interest payments/GDP	1.6	0.8	3.2	2.3
Total debt/GDP	27.0	88.1	71.3	67.7
Total debt service/exports	10.9	5.9	12.0	10.3
Present value of debt/GDP	..	..	70.9	..
Present value of debt/exports	..	..	103.4	..

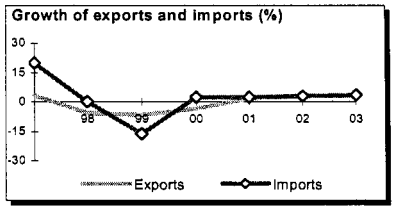
	1983-93	1993-03	2002	2003	2003-07
(average annual growth)					
GDP	1.6	2.3	3.0	3.4	-0.1
GDP per capita	-1.6	-0.2	0.8	1.2	-2.2
Exports of goods and services	5.9	-0.7	3.1	3.2	3.4



STRUCTURE of the ECONOMY	1983	1993	2002	2003
(% of GDP)				
Agriculture	6.5	8.5	7.6	8.7
Industry	56.8	43.0	46.4	67.1
Manufacturing	4.5	7.1	4.7	5.3
Services	36.7	48.5	46.0	24.1
Private consumption	29.8	48.0	..	..
General government consumption	17.2	15.3	..	..
Imports of goods and services	43.5	34.5	39.5	44.3



	1983-93	1993-03	2002	2003
(average annual growth)				
Agriculture	0.1	1.0	4.9	5.4
Industry	2.2	2.3	2.7	2.9
Manufacturing	0.0	..	..	..
Services	1.2	2.5	3.1	3.6
Private consumption	0.7	4.4	5.3	4.9
General government consumption	-4.3	2.9	2.0	2.4
Gross domestic investment	-6.7	3.3	-0.8	1.6
Imports of goods and services	-4.4	1.2	2.8	3.3



Note: 2003 data are preliminary estimates.

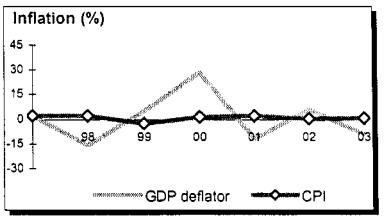
This table was produced from the Development Economics central database.

* The diamonds show four key indicators in the country (in bold) compared with its income-group average. If data are missing, the diamond will be incomplete.

Gabon

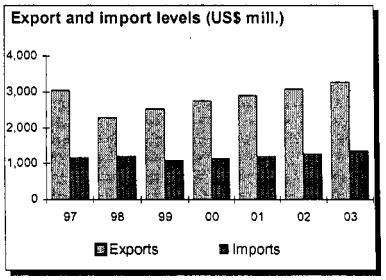
PRICES and GOVERNMENT FINANCE

	1983	1993	2002	2003
Domestic prices				
(% change)				
Consumer prices	10.7	-8.9	0.1	0.5
Implicit GDP deflator	2.9	1.1	5.9	-9.1
Government finance				
(% of GDP, includes current grants)				
Current revenue	..	22.9	24.4	26.9
Current budget balance	..	-0.6	9.1	10.7
Overall surplus/deficit	..	-5.7	3.6	4.5



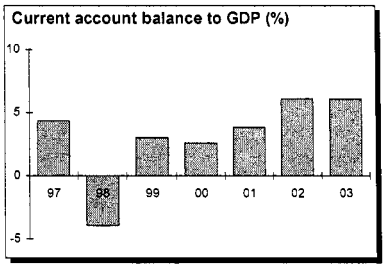
TRADE

	1983	1993	2002	2003
(US$ millions)				
Total exports (fob)	2,000	2,326	3,080	3,278
Oil	..	1,778	2,138	2,203
Timber	..	318	442	517
Manufactures	..	..	..	..
Total imports (cif)	725	835	1,266	1,345
Food	..	166	158	168
Fuel and energy	..	11	199	212
Capital goods	..	320	363	386
Export price index *(1995=100)*	..	100	..	..
Import price index *(1995=100)*	..	50	..	..
Terms of trade *(1995=100)*	..	202	..	..



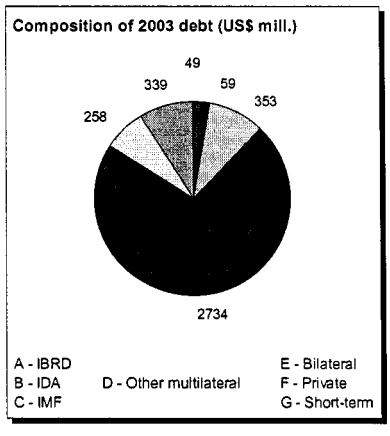
BALANCE of PAYMENTS

	1983	1993	2002	2003
(US$ millions)				
Exports of goods and services	2,201	2,637	3,394	3,632
Imports of goods and services	1,757	1,868	2,201	2,295
Resource balance	444	770	1,192	1,337
Net income	-283	-633	-713	-818
Net current transfers	..	-195	-175	-180
Current account balance	72	-58	305	340
Financing items (net)	-189	-21	-273	-274
Changes in net reserves	117	79	-31	-66
Memo:				
Reserves including gold *(US$ millions)*	..	..	..	..
Conversion rate *(DEC, local/US$)*	381.1	349.6	697.0	581.2



EXTERNAL DEBT and RESOURCE FLOWS

	1983	1993	2002	2003
(US$ millions)				
Total debt outstanding and disbursed	915	3,861	3,546	3,792
IBRD	15	86	50	49
IDA	0	0	0	0
Total debt service	243	157	407	375
IBRD	3	8	12	8
IDA	0	0	0	0
Composition of net resource flows				
Official grants	31	65	54	..
Official creditors	7	60	-170	-124
Private creditors	-65	-2	16	-73
Foreign direct investment	112	-114	123	..
Portfolio equity	0	0	0	..
World Bank program				
Commitments	0	23	0	0
Disbursements	1	8	2	2
Principal repayments	2	5	8	6
Net flows	-1	3	-6	-3
Interest payments	1	4	4	2
Net transfers	-2	-1	-10	-6



Note: This table was produced from the Development Economics central database. 9/15/04

ANNEX 15: INCREMENTAL COSTS ANALYSIS

Context and broad development goals

Gabon's economy has been based on oil revenue since the 1960's. Oil supplies are declining and the government wishes to diversify its economy. The forest sector is seen as an obvious alternative source of revenue but this is likely to lead to increased pressure on natural resources (and thus biodiversity) and poor benefits for local people, through unsustainable exploitation. Timber is the second most important export item after oil. The forest sector therefore represents not only biodiversity of global significance but also a resource of intense national economic focus.

Gabon's draft poverty reduction strategy puts strong emphasis on sustainable management of renewable natural resources. It is also a signatory of the Convention on Biological Diversity as well as several other international conventions. It has developed national plans for forests, environment and biodiversity and is part of the COMIFAC process, promoting sustainable forest management and regional integration through trans-border conservation. Gabon has a new Forestry Law, which is still poorly implemented.

The 2004 Letter of Sector Policy emphasises Gabon's intention to ensure biodiversity conservation through sound management and valorisation of a network of protected areas which it anticipates will contribute to the national economy. Gabon's Letter of Sector Policy is the rationale for the PSFE, a multi-sectorial, multi-donor program for the environment. At the same time Gabon made a landmark decision in 2002 to create a network of 13 national parks, covering nearly 11 percent (2,9 m ha) of the land area of the country, and further committed itself to achieving a target of 4 million hectares of protected areas by 2010.

Gabon has very limited public sector capacity to plan, oversee and control natural resource use. In particular it has almost no experience in the field of protected area management. With the creation of the network of national parks there is now an urgent need to develop the capacities and resources to manage them. Gabon is working on a draft National Parks Law which, among other things, will create a national parks management authority, the ANPN and a Foundation to ensure sustainable funding for the network. To this end several funding agencies and NGOs have started working closely with Gabon to develop the national parks network at the national level and at the site level.

This proposed GEF project is designed within the framework of the overall PSFE program, in particular to support Components 1 and 3 of the PSFE. The GEF project will be complemented by an IBRD loan, likely to be packaged as a Development Policy Lending (DPL) given its focus on policy reforms in productive sectors. However, both operations will remain separate.

Global Environment Objective

As part of a broader Congo basin biodiversity vision, 11 landscapes of global conservation significance have been identified across the Congo basin. Five of these landscapes occur wholly or partially in Gabon (the highest figure for any of the Congo basin countries), an indication of Gabon's remarkable global importance in terms of its contribution to biodiversity conservation in the Congo basin (see Annex 4 for a summary of Gabon's unique biodiversity richness). Given that the global objective of the project is "*Biodiversity conservation in the Congo basin is enhanced*", by focusing on three of the landscapes the GEF intervention will contribute significantly to (i) improving connectivity between protected areas (ii) increasing the size of managed areas through an integrated approach and (iii) enhancing international collaboration for biodiversity through trans-border collaboration. The GEF intervention will therefore contribute significantly to achieving the GEO objective of enhancing biodiversity conservation in the Congo basin.

Baseline scenario

The baseline situation is one in which most of the newly created national parks in Gabon are little more than "paper parks" lacking the technical and financial resources to undertake real management, and in which illegal extraction of natural resources typically occurs with impunity. Since Gabon has such a low human population density in rural areas these threats, while serious (because of the commercial nature of the exploitation), have not yet pushed natural resource impoverishment to the point of "no return" as has occurred in many forested areas in West Africa. Gabon is therefore in the unusual position of being able to act before it is too late. The current baseline situation is therefore one in which a limited number of Gabon's national parks are receiving external donor support. This support is limited both in time and scale and, in the absence of an effective protected areas coordinating structure, has tended to be donor / NGO driven.

Outside of national parks commercial logging is the dominant feature of the landscape. The 2001 Forest Code introduced the principle of sustainable forest management but progress with developing management plans has been slow because of lack of clear rules for management plans, absence of a coherent forest zoning and lack of enforcement will and capacity, which have resulted in a situation where non respect of national laws and regulations is a more lucrative alternative than compliance. Under the new Forest Code the management plans that logging companies are required to elaborate must address the question of wildlife management in the concessions. However technical capacities in this field are lacking and enforcement capacities are weak, resulting in widespread uncontrolled commercial bushmeat hunting in concessions. The network of logging roads, penetrating deep into relatively undisturbed forest blocks, enables hunters to exploit areas rich in wildlife and transport the bushmeat rapidly to the urban markets. An innovative model of wildlife management in production zones, based on mobile brigades, has been tested in the buffer zone of Minkébé NP (with WWF support) but this successful approach has yet to be extended to other areas of Gabon.

For many Gabonese, particularly those living in the coastal zone, fishing is becoming an increasingly attractive alternative protein source as bushmeat becomes scarcer. In some places, there are clear signs that unsustainable small-scale "artisanal" fishing, both inshore and offshore, is beginning to occur. This situation is exacerbated by the activities of commercial fishing vessels operating illegally in the coastal zones (inside the legal limit). Little is currently being done to address these important issues. Other threats to natural resources in the coastal zones come from the oil industry. These include oil pollution along Gabon's 800 km of beaches, and disturbance to marine mammals (Gabon's coastal waters harbour the most important breeding population of southern Atlantic humpback whales) and reptiles (the Mayumba beaches constitute the world's most important breeding ground for the leatherback turtle).

Gabon receives significant support from external partners for biodiversity conservation. This is partly linked to Gabon's recent commitment to create 13 national parks (the CBFP initiative was launched at the same time), but also reflects the long term effort made by some NGOs and funding agencies (notably WWF, WCS, EC) to promote biodiversity conservation in Gabon.

Over the last 4 years direct support on the ground to national parks and/or their buffer zones from external partners was US$8.7 m. At the national level external partners provided significant support through capacity building (e.g. EC support to the ENF) and support to CNPN. This accounted for US$1.9 m. France's AFD is providing financial support to private companies for sustainable forestry management planning (US$2.83 m in 2005) and direct support to biodiversity conservation through the UNESCO/FFEM/CAWHFI instrument (US$1.6 m). In the context of the three national parks, Loango, Moukalaba and Mayumba, there is limited donor support from CBFP and NGO core-funding. In the last 4 years this funding amounted to a total of US$2.4.

Baseline funding over the next five years (2006-2010) will be as follows:

- NGOs (WWF and WCS) funding sources (excluding US, EU, UNESCO funding) are secured at US$2.2 m.
- Direct support to biodiversity conservation through UNESCO (CAWHFI/FFEM-UNF) instrument will amount to US$1.6 m
- The EC (through its ECOFAC phase IV, PSVAP, Mikebe and Espèces Phares) has long term visions for their interventions in Gabon. The EC an amount of US$ 6.0 m is secured.
- The US (CARPE through the CBFP initiative) also has long term visions for their interventions in Gabon. For 2006, the US (CARPE) has secured $3.3 m.

In total secured funding from Government, international NGOs and donor agencies for 2006-2010 amounts 16.7 million dollars.

In addition, new projects are in processing for a total of 14 million dollars. First, the US-funded CARPE-2 is under processing for an amount of at least US$ 6 m for 2007-2010. The definitive approval will be granted on September 2006. Second, France (AFD), which took over the facilitation of the CBFP process at the Heads of State Summit in Brazzaville in February 2005, will reinforce its support for biodiversity conservation in the Congo basin, including Gabon. This support in the amount of US$ 8.0 for 2006-2010 in Gabon is currently under processing. The definitive approval is be expected by the end of 2006.

The GEF alternative

Against the background baseline scenario, the GEF alternative will provide the important institutional advances required at the national level, while at the same time contribute to the essential field based biodiversity conservation activities for which insufficient resources are currently available, through providing options for long term institutional and financial sustainability. The alternative has been designed following extensive consultations with the partners on the ground, and will not only complement ongoing actions but will actually help reorient the actions of the various partners to align their activities in line with the GEF project in order to meet a common global environmental objective Such a coordinated effort is intended to provide the necessary impetus to the national parks management system in moving towards a more sustainable and better managed system.

Overall the GEF alternative will allow national parks to move from their present-day piecemeal existence, dependent on unpredictable (and often uncoordinated) short-term external funding cycles, to a more stable existence in which the national parks management authority (ANPN) effectively coordinates national parks activities, and the donor interventions from which they benefit, throughout the park network and sets the stage for a more sustained basis for park management, both technical and financial. While it is unrealistic to expect that the national parks network will be fully operational after 5 years, the GEF alternative is expected to establish the necessary framework (institutional, technical and financial) that will serve as a catalyst for long term support. Achieving financial sustainability for the parks network is one of the ANPN's main long-term objectives and one that the GEF intervention will seek to support. At this stage however, it is impossible to predict with any precision how the situation will have evolved after 5 years. Donor intentions in the wake of the Brazzaville Summit are still evolving and much will depend on Gabon's ability to create the appropriate enabling environment to allow the county's undoubted tourist potential to be realised and revenues captured for national parks.

The GEF alternative will allow Gabon to undertake a program that would generate global, regional and national benefits. The GEF alternative would comprise of: (i) the identification of suitable areas to expand the protected areas network capturing a more complete representation of Gabon's biodiversity and proposed for formal gazettement, (ii) a significantly expanded array of conservation and sustainable wildlife management activities in landscapes comprising selected clusters of national parks and their buffer zones, and (iii) enhanced institutional capacities through the creation of an operational ANPN, and the strengthening of the Wildlife Department's capacities to intervene outside national parks. The 4

components of the project and their associated outputs are summarised in the main text (B.4) and presented in detail in Annex 4.

Elements of the extensive gaps analysis conducted for the three protected areas supported under the project are reflected in Addendum 1 to this Incremental Cost Annex (Annex 15). This has been discussed further under the incremental activities defined in the GEF alternative section.

Incremental Activities to Generate Global Benefits

The activities of the GEF project have been designed to meet the gaps identified in the baseline avoiding any major overlap and to help leverage support from donors present on the ground. Given that the global objective of the project is "*Biodiversity conservation in the Congo basin is enhanced*", the project design has taken into account that collaboration and synergy with donor agencies is essential for the success of the project. Notably, component 3 of the project involves donor contributions from three other agencies. The activities of this component have been articulated such that contributions of the various donors will be realigned to meet a common objective.

Component 1: Strengthening AGPN (US$1.8 million from GEF).

GEF assistance would, over the 5 year period, transform the reforms that were initiated under the baseline scenario into concrete results. In particular the ANPN will develop the institutional and technical capacities to begin effectively managing the new national parks network. This component will be mainly financed by the GEF during the first five years of its existence. The CNPN (which carries out the functions of the future ANPN while waiting for the National Parks law to be passed) currently benefits from technical assistance from the EC within the framework of the PSVAP programme and CI (tourism development) as well as the technical assistants of Gabon's conservation partners whose expertise is regularly sought. If satisfactory progress is made with structuring and operationalizing the ANPN in the first 2 years, it is anticipated that raised credibility of the agency will attract other funding partners to invest in the project.

Key Outputs: An operational headquarter for the ANNP, with strengthened capacities to coordinate and monitor field activities in the network of national parks, to manage funds and human resources effectively, communicate with national and international stakeholders and to establish sustainable funding mechanisms to secure the future of Gabon's national parks network.

Component 2: Expanding Gabon's protected area network (US$1.12 million from GEF)

This component will be primarily financed by the GEF grant along with the Government. Government's participation will be in the form of salaries of the national personnel affected to the project. In the absence of the GEF support it is likely that only a very few surveys would be undertaken and certainly none of the essential and costly stakeholder consultation meetings, which are a prerequisite for gazettement of a new protected area, would be carried out. As a result, without GEF intervention Gabon's biodiversity representation in protected areas will remain incomplete.

Key Outputs: Increase in the surface area of proposed protected area coverage to include sites of special biological and/or cultural significance, which are not covered by the current national parks network; assessment survey reports identifying priority sites and appropriate protection status.

Component 3: Support to selected national parks (US$5.22 million from GEF)

This component has been designed to allow national park management levels to be raised to the required standard for effective management of the national parks over a period of 5 year duration. It is anticipated that this will: (i) generate additional revenue through successful ecotourism activities, (ii) serve as a model for management of the other protected areas in the network and consequently, and (iii) leverage additional funding for the network through enhanced international credibility.

The GEF alternative will lend direct support to the Loango, Moukalaba and Mayumba national parks. Analysis of the baseline support for these parks showed that there is limited donor support. These three parks are benefiting from the support of the CBFP programme, CAWHFI-UNF, and NGO core funding. For 2005 this funding amounts to a total of US$2.4 m for Moukalaba-Doudou, Loango; and Mayumba. Current NGOs funding sources equal US$2.2 m over the next 5 years. Government's funding for 2005 is estimated at US$0.09 m. On the basis of national park management costs of US$150/km²/year, the estimated minimum management requirements for the entire 13 national parks network over the next five years, including an additional 40 percent of the total amount for investments, is US$30.5 m.

Therefore, incremental activities under this component have been developed in consultation with these donors on the ground, based on an extensive gaps analysis (Addendum 1 to this Annex 15). This analysis shows how the proposed GEF-supported activities will leverage activities that are currently being supported by CBFP, CAWHI and NGO core-funding in the three parks. The analysis also shows in detail activities of the donors and how the GEF intervention is meeting the gaps in activities identified therein. It also shows how additional funding from these sources and the proposed GEF-supported activities will complement each other for the period 2007-2010.

Consequently a coherent and holistic approach for supporting the three parks has been developed. Extensive discussions with the three donors has resulted in CBFP, CAWHI and NGO core-funding re-adjusting their goals and activities to maximize synergies with the new coming GEF resources. At the level of each park, starting 2006 and on, the Technical Management Committee will annually develop joint work-plans encompassing CBFP, CAWHFI, NGO and GEF funding. The Technical Management Committee will also run one single M&E system covering all park activities encompassing CBFP, CAWHFI, NGO and GEF funding. In such context donor support that has been leveraged is additional to the baseline.

It is expected that the proposed GEF intervention will have a further catalytic impact which will result in an increased baseline over the coming years. Significant progress has already been made in the past 6 months since appraisal. These additional resources would be directed to the parks and buffer zones that are not yet receiving significant support (see Annex 5). They would contribute to partly closing the financing gap indicated in Table 1, below.

Key outputs: Approved zoning and management plans for Loango, Mukalaba and Mayumba; Operational management structures: infrastructures, equipment, surveillance teams; Effective stakeholder participation in PA management (local populations, private sector); Effective monitoring systems operational (ecological and patrol-based monitoring).

Component 4: Wildlife management outside national parks (US$1.83 million)

The costs of biodiversity conservation activities outside national parks (e.g. wildlife management in production forests, mobile brigades etc.) is difficult to estimate as there are few examples to draw on for cost estimates and it also depends on the level of management input. Clearly, biodiversity conservation in the production zones cannot be conducted at the same intensity as in national parks, but a minimum level is required in order to safeguard ecosystem integrity across the landscapes. To effectively cover the extended buffer zones of the entire national parks network an amount of US$6 m over 5 years is probably a minimum requirement. Initially this component will be financed largely by the GEF. In the absence of the GEF alternative commercial hunting pressure will continue to intensify in the buffer zones of the park resulting in impoverishment of wildlife in these areas and, later, increased poaching levels within the parks.

Key outputs: strengthened capacity of the wildlife authority to enforce its regulations in logging concessions, as well as provisions of forest management plans dealing with wildlife protection, and an enhanced implication of local communities for wildlife management activities through collaborative management agreements.

Incremental Costs

The total cost for biodiversity conservation in Gabon, within the overall PSFE framework, is estimated at US$40.7 million (for the entire network of 13 parks). The GEF would fund incremental costs, amounting to US$10.0 million, in addition to Government and other donors' contributions. Incremental GEF funding has been committed for activities generating clear global benefits (see incremental cost matrix below). Tables 1 and 2 below provide further details of the costs for national parks and biodiversity conservation under the PSFE umbrella, and the incremental cost calculations for the four components of the proposed GEF contribution.

Table 1: Costs and funding for biodiversity conservation in Gabon under the PSFE umbrella

Activity – Costs	**Cost US$**
Operationalisation of ANPN	2,9
Management of NP network (150 $ /km² + 40% investment costs)	30,5
Wildlife management of buffer zones to NPs	6,0
Expanding protected area network	1,3
Total over 5 yrs	**40.7**
Funding over 5 yrs (2006-2010)	
Government of Gabon	**3,6**
External funding	
EC (ECOFAC, PSVAP, Mikebe, Espèces phares,)	6,0
US (CARPE - CBFP)	3.3
UNESCO (CAWHFI/FFEM-UNF)	1,6
NGOs: WCS & WWF (excluding US, EU, UNF funding)	2,2
Total external funding over 5 yrs (without GEF)	**13.1**
GEF contribution	**10,0**
Total external financing (including GEF)	**23.1**
Total (including GoG)	**26.7**
Remaining funding gap for biodiversity conservation in Gabon	**14.0 (40.7-26.7)**

At the time of writing this document, the following funding sources are secured/approved for the period 2006-2010 for a total of US$ 16.7 million

- Government of Gabon (US$ 3.6 million)
- European Commission (ECOFAC, PSVAP, Mikebe, Espèces phares - US$ 6.0 million)
- UNESCO (CAWHFI/FFEM-UNF) (US$ 1.6 million)
- US: US$ 3.3 million secured (year 2006 is covered under CARPE-1)
- NGOs (WCS and WWF, 2.2 million US$)

This $16.7 million co-financing from EC, UNESCO, US, international NGOs and Government complements the four components of the proposed GEF grant as follows:

The EC-funded PSVAP program ($1.4 m) focuses on institutional capacity building (component 1) through the preparation of a new law on national parks, preliminary analytical work for the creation of a foundation for Gabon's national parks, the development of tourism activities, and the rehabilitation of Gabon's Research Institute for Tropical Ecology. The EC-funded ECOFAC program ($3.5m) focuses on the Lope National Park, Gabon's flagship and first protected area. In Lope, ECOFAC helps develop and pioneer innovative methods for biodiversity inventories, monitoring, park management and ecotourism.

Given the spearheading nature of Lopé in Gabon's network of protected areas, ECOFAC's achievements are of nationwide interest. They are a key-contribution to the well-functioning of the network as a whole, to the strengthening of the CNPN/ANPN as a national institution (component 1), and to the effective management of any park in the network. "Espèces-phares" ($0.25m) is a sub-program of ECOFAC. The EC-funded Minkebe program ($0.85m) supports improved wildlife management in buffer zones and production landscapes (component 4) based on an innovative approach involving mobile brigades. This approach serves as a model for the component 4 of the proposed GEF grant which will replicate a similar approach to other areas of Gabon adjacent to five national parks.

The UNESCO's CAWHFI program (funded by UNF, $055m) and the US-funded CARPE program ($1.4m) provide support to the Gamba complex (component 3). The proposed GEF project will complement these two programs by supporting the establishment of operational infrastructures at Tchibanga, Mourindi, Sette Cama, Iguela, Omboué, Panga, Digoudou, Moujonfi and Peny and by enhancing park authorities' equipment, training and field deployment to assure continuous conservation presence in all identified pressure areas. The GEF grant will allow the guard force to be brought up to full operational capacity. It will also help consolidate and implement the Gamba Complex management plan, and develop more participatory approaches with local populations, as well as cooperation with private tour operators and oil companies. The UNESCO's CAWHFI program ($0.45 from UNF) and the US-funded CARPE program ($1.4 m) will also provide technical ANPN with technical assistance in the field of remote-sensing, mapping, biological surveys and development of parks business plans, all of which falls under component 1 in complementarity with the proposed GEF operation.

The UNESCO's CAWHFI program (under FFEM funding, $0.6m) and the US-funded CARPE program ($1.4m) will also support improved wildlife and other biodiversity management in production landscapes around national parks (component 4). Together with the EU-funded Minkebe project and with the proposed GEF grant, this will allow an almost complete coverage of Gabon's high biodiversity value production landscapes with biodiversity protection measures.

The Government's contribution ($3.6m) consists mostly in civil servants' salaries, facilities, land acquisitions and operating costs, in addition to the foregone revenues from mining or logging activities that could have taken place had the parks not been created. The contributions from international NGOs (WCS, WWF; $2.2m) consist in basic biological surveys, socio-economic studies, park surveillance, various small-scale pilot activities, and consultations with local stakeholders to ensure local ownership or adhesion to the parks. These activities alone do not suffice to secure physical integrity and institutional sustainability of Gabon's new network of national parks, neither to provide tangible conservation-based economic benefits to the surrounding populations.

In addition to the above-mentioned sources of funds and to the proposed GEF grant, two new projects are currently being processed by the US and by France for an estimated total of 14 million dollars. These two projects are considered as leveraged funds in the context of this analysis. First, the US-funded CARPE-2 is under processing for an amount of at least US$ 6 m for 2007-2010. The definitive approval will be granted on September 2006. Second, France (AFD) will reinforce its support for biodiversity conservation in Gabon. This support in the amount of US$ 8.0 for 2006-2010 is currently under processing. The definitive approval is be expected by the end of 2006.

Table 2: Incremental Cost Matrix

	Baseline	Alternative	Increments
Component 1 **Institutional strengthening of the national parks agency (ANPN)**			
Global Environment Benefits	Inadequate conservation activities in the field, and insufficient international credibility, will compromise in the long-term Gabon's ability to contribute to enhancing biodiversity conservation in the Congo Basin	A strong ANPN providing improved park management services will mitigate threats to biodiversity. It will also gain credibility in the international community leading to better opportunities for leveraging sustainable funding sources and thus improve biodiversity conservation of the Congo Basin as a whole	
Domestic benefits	Field operations will continue to be conducted on an ad hoc and uncoordinated manner with little or no reference to the priorities of a national park system management plan and with external partners tending the agenda on sit. Illegal and unsustainable extractive uses of natural resources will continue and national parks will continue to under-perform in terms of their contribution to national economic development (weak employment opportunities, poorly coordinated ecotourism activities and little revenue captured for national parks).	National parks will be managed in a decentralized but coordinated manner in line with priorities laid out in the national parks system management plan. Improved management capacities in the national parks will result in reduced illegal and unsustainable natural resource use. It will also enhance private sector investment for tourism in national parks which will create direct economic benefits for local communities. Finally a strong ANPN will be better equipped to defend national conservation priorities against conflicting national interests.	
Cost for 2006-2010 (US$)			
GEF	0	1.83	1.83
GoG	0.4	1.81	1.41
Intl Funding Agencies (EC, UNESCO, US)	5.85	5.85	0
International NGOs	0	0	0
Total for Component 1	6.25	9.49	3.24
Component 2 **Increasing protected area coverage in Gabon**			
Global environment Benefits	Impoverishment of the Congo Basin's globally important biodiversity heritage	By reducing the erosion of the natural resources base outside national parks the long term prospects for biodiversity conservation in the Congo Basin are enhanced	
Domestic benefits	Danger of losing important sites of special interest resulting in loss of biodiversity and impoverishment of natural resources bases used by local populations	Protection of additional sites of special biological and cultural interest will contribute to securing the long term survival of a more complete representation of Gabon's natural habitats and will safeguard natural resource bases on which local populations depend.	
Cost for 2006-2010 (US$)			
GEF	0	1.12	1.12
GoG	0	0.14	0.14
Total for Component 2	0	1.26	1.26
Component 3 **Site level support to selected national parks (Gamba compex and Mayumba)**			
Global environment Benefits	Inadequate levels of conservation activities and sources of long-term funding will lead in the long term to an erosion of the Congo Basin's biodiversity	Improved conservation of the Congo Basin's globally important biodiversity, in particular transboundary collaboration with Congo for national park management will enhance biodiversity conservation at the regional level. Sound management and valorization of the national parks will enhance international visibility of Gabon's natural heritage. This will enhance	

		possibilities for achieving sustainable funding	
Domestic benefits	The absence of an approved zoning and management plan will result in continued confusion over land use options. This will increase the risks of erosion of biodiversity through uncontrolled exploitation. Ineffective operational structures will result in inadequate protection of the parks. The parks will be restricted of short term action and will be unable to adapt activities to a long term vision for management of the parks network. Finally national parks will not realize the full potential for contributing to local economic development.	A clearly defined and officially adopted zoning and management plan will create the framework for better biodiversity conservation and valorization of the parks. More effective operational structures on the ground will improve park protection. The existence of sustainable sources of funding will allow the parks to plan and implement field activities on the basis of long term objectives. The parks will become important motors for economic development.	
Cost for 2006-2010 (US$)			
GEF	0	5.2	5.2
GoG	0.4	1.4	1.0
Intl Funding Agencies (USAID, UNESCO)	1.95	1.95	0
Intl NGOs	1.8	2.25	0.45
Total for Component 3	4.15	10.80	6.65
Component 4 **Strengthening wildlife management outside national parks**			
Global environment Benefits	Impoverishment of natural resources in buffer zones will increase risks of fragmentation and lead to erosion of global important biodiversity.	Improved natural resource management over a large landscape reduces risks of fragmentation and thus enhances conservation of Congo Basin's globally important biodiversity.	
Domestic benefits	Poor management of the bush meat trade in buffer zones will lead to continued impoverishment of wildlife in the buffer zones. Weak buy-in by local stakeholders for sound wildlife management will exacerbate faunal impoverishment in buffer zones and impact negatively on local livelihoods.	Improved wildlife management in buffer zones will ensure long term sustainability of wildlife off-take and contribute directly to improving livelihoods of local populations in the long term.	
Cost for 2006-2010 (US$)			
GEF	0	1.83	1.83
GoG	0.25	0.25	0
Intl Funding Agencies (EC, US, UNESCO)	3.1	3.1	0
International NGOs	0	0	0
Total for Component 4	3.35	5.18	1.83
GEF intervention	**0**	**10**	**10**
Other donors	**13.72**	**16.7**	**2.98**

NB: An additional $14 m is expected from US and AFD for 2007-2010. These two operations are currently being processed. They are considered as leveraged funds in the context of this analysis.

Addendum 1 to Incremental Cost Annex
Gaps Analysis for the GEF supported National Parks

	ACTIVITIES	LOANGO National Park	MUKALABA National Park	MAYUMBA National Park
GoG	Management planning: (NOTE: Given the close vicinity of Loango and Mukalaba NP, they are often managed through a single management unit).	GoG's contribution to this activity is essentially limited to the salaries of the senior staff responsible for organising and implementing the park management technical committee process.	GoG's contribution to this activity is essentially limited to the salaries of the senior staff responsible for organising and implementing the park management technical committee process.	GoG's contribution to this activity is essentially limited to the salaries of the senior staff responsible for organising and implementing the park management technical committee process.
	Park infrastructures :	Park management structures occupy the limited existing infrastructures.	Park management structures occupy the limited existing infrastructures.	Park management structures occupy the limited existing infrastructures.
	Hiring and mobilising park management staff:	GoG currently covers salaries of 2 park wardens, 2 junior parks staff and 2 ecoguards and 5 temporary workers. As from Yr 5 GoG will be covering salaries of all senior and junior management staff.	GoG currently covers costs of the Park warden, 4 ecoguards and temporary workers. As from Yr 5 GoG will be covering salaries of all senior and junior management staff.	GoG currently covers costs of the Park warden, 4 ecoguards and temporary workers. As from Yr 5 GoG will be covering salaries of all senior and junior management staff.
	Ecological and patrol-based monitoring and applied conservation research.	GoG input is limited to the salaries of staff participating in this activity.	GoG input is limited to the salaries of staff participating in this activity.	GoG input is limited to the salaries of staff participating in this activity.
	Socio-economic monitoring:	GoG input is limited to the salaries of staff participating in this activity.	GoG input is limited to the salaries of staff participating in this activity.	GoG input is limited to the salaries of staff participating in this activity.
	Development of eco-tourism potential:	GoG input is limited to the salaries of staff participating in this activity.	GoG input is limited to the salaries of staff participating in this activity.	GoG input is limited to the salaries of staff participating in this activity.
	Participatory management:	GoG input is limited to the salaries of staff participating in this activity	GoG input is limited to the salaries of staff participating in this activity.	GoG input is limited to the salaries of staff participating in this activity.
	GoG budget ($) for above activities over 5 years. These are essentially staff salaries. They have been lumped as all GoG-paid staff will participate in some or all of the above activities. It is therefore impossible to give an accurate or meaningful split between the different activities.	Senior staff: 373.585 $ Junior staff & unskilled : 221.880 $	Senior staff: 373.585 $ Junior staff & unskilled: 221.880 $	Senior staff: 124.500 $ Junior staff & unskilled: 62.000 $
		Total Government: 595,465	Total Government: 637,281	Total Government: 186,500

WWF	Management planning: (NOTE: Given the close vicinity of Loango and Mukalaba NP, they are often managed through a single management unit).	Provision of some technical assistance Budget $: Core: 20.000 (5 yrs) CARPE 35000 (1 yr)	Provision of some technical assistance Budget $: Core: 20.000 (5 yrs) CARPE 35000 (1 yr)	
	Park infrastructures :	WWF can provide some support for further rehabilitation of the Sete cama Brigade as well as costs of office space in Gamba town as a temporary measure. Budget $: Core 25.000 (5 yrs) CAWHFI 28.500 (3 yr) CARPE 20.000 (1 yr)	WWF can provide limited support for further rehabilitation of the Mourindi Brigade as well as the Panga and Digoudou posts. Support will be provided temporarily for costs of office space in Tchibanga. Budget $: Core 25.000 (5 yrs) CAWHFI 28.500 (3 yrs) CARPE 20.000 (1 yr)	
	Hiring, training and mobilising park management staff:	6 ecoguards Budget $: Core: 75.000 (5 yrs) CAWHFI: 42.500 (3 yrs) CARPE: 89.000 (1 yr)	6 ecoguards Budget $: Core: 75.000 (5 yrs) CAWHFI: 42.500 (3 yrs) CARPE: 89.000 (1 yr)	
	Monitoring / applied research:	WWF funding currently covers the development of innovative monitoring and research protocols which are implemented on a pilot scale. Budget $: Core: 75.000 (5 yrs) CAWHFI 14.000 (3 yrs) CARPE: 30.000 (1 yr)	NGO funding currently covers the development of innovative monitoring and research protocols which are implemented on a pilot scale. Budget $: Core: 75.000 (5 yrs) CAWHFI 14.000 (3 yrs) CARPE: 30.000 (1 yr)	
	Socio-economic monitoring:	NGO funding only covers the finalisation of currently undertaken baseline data collection in the Gamba complex. Budget $: Core: 50.000 (5 yrs) CARPE: 30.000 (1 yr)	NGO funding only covers the finalisation of currently undertaken baseline data collection in the Gamba complex. Budget $: Core: 50.000 (5 yrs) CARPE: 30.000 (1 yr)	
	Development of eco-tourism potential:	NGO funding is limited to catalysing the development of basic tourism policies and data collection for tourism zoning. Budget $: Core: 10.000 (5 yrs) CARPE: 10.000 (1 yr)	NGO funding is limited to catalysing the development of basic tourism policies and data collection for tourism zoning. Budget $: Core: 10.000 (5 yrs) CARPE: 10.000 (1 yr)	
	Participatory management:	NGO funding will enable the initiation and implementation of about 1/3 of the activities necessary to engage civil society and the private sector. Budget $: Core: 25.000 (5 yrs) CAWHFI: 27.500 (3 yrs) CARPE: 35.000 (1 yr)	NGO funding will enable the initiation and implementation of about 1/3 of the activities necessary to engage civil society and the private sector. Budget $: Core: 25.000 (5 yrs) CAWHFI: 27.500 (3 yrs) CARPE: 35.000 (1 yr)	
		Total WWF: 646,500$	Total WWF: 646,500$	

WCS	Management planning: (NOTE: Given the close vicinity of Loango and Mukalaba NP, they are often managed through a single management unit).	Provision of some technical assistance Budget $: Core: 7.500 (5 yrs) CARPE: 10.000 (1 yr)		Provision of some technical assistance Budget $: CARPE: 20.000 (1 yr)
	Park infrastructures :	Limited budget to renovate park headquarters in Iguela. Budget $: Core: 35.000 (5 yrs) CARPE: 30.000 (1 yr)		Rent of building in Mayumba town to serve as temporary HQ. Budget $: CAWHFI: 20.000 (3 yrs) CARPE: 30.000 (1 yr)
	Hiring, training and mobilising park management staff:	8 Toursit Guides / ecoguards Budget $: Core: 28.800 (5 yrs) CARPE: 20.000 (1 yr)		3 Ecoguards Budget $: CAWHFI: 40.000 (3 yrs) CARPE: 60.000 (1 yr)
	Ecological and patrol-based monitoring and applied conservation research:	Funding currently covers the development of innovative monitoring and research protocols which are implemented on a pilot scale. Budget $: Core: 75.000 (5 yrs) CAWHFI: 30.000 (3 yrs) CARPE: 50.000 (1 yr)		Currently monitoring and research is limited to marine turtles and mammals (planned 2005). Fisheries and land-based monitoring absent Budget $: Core: 54.080 (5 yrs) CAWHFI: 90.000 (3 yrs) CARPE: 50.000 (1 yr)
	Socio-economic monitoring:	NGO funding only covers the finalisation of currently undertaken baseline data collection in the Gamba complex. Budget $: Core: 25.000 (5 yrs) CARPE: 20.000 (1 yr)		Limited funding is currently used to collect preliminary data. Budget $: CARPE: 30.000 (1 yr)
	Development of eco-tourism potential:	WCS actively involved in pilot public-private partnership to develop ecotourism products Budget $: Core: 75.000 (5 yrs) CARPE: 29.200 (1 yr)		NGO funding is limited to catalysing the development of basic tourism policies and data collection for tourism zoning. Budget $: Core: 10.000 (5 yrs) CARPE: 10.000 (1 yr)
	Participatory management:	Currently activities are limited to collecting preliminary data. No participatory management activities are undertaken. Budget $: Core 25.000 (5 yrs) CARPE: 20.000 (1 yr)		Currently activities are limited to collecting preliminary data. No participatory management activities are undertaken. Budget $: Core: 15.000 (5 yrs) CARPE: 22.500 (1 yr)
		Total WCS: 480,500 $		Total WCS: 451,580 $

GAP	Management planning: (NOTE: Given the close vicinity of Loango and Mukalaba NP, they are often managed through a single management unit).	National Park management planning is currently a seriously under-resourced activity. Until now one of the key constraints has been the absence of a legal framework which has meant that key management issues (zoning, organised structures, tourism activities, entry fees, local population participation...) have not been adequately addressed. Instead management is conducted on a piecemeal day-to-day basis. The new National Parks law now provides this legal framework and there is an urgent need to move forward to a more viable and long term management planning approach.	National Park management planning is currently a seriously under-resourced activity. Until now one of the key constraints has been the absence of a legal framework which has meant that key management issues (zoning, organised structures, tourism activities, entry fees, local population participation...) have not been adequately addressed. Instead management is conducted on a piecemeal day-to-day basis. The new National Parks law now provides this legal framework and there is an urgent need to move forward to a more viable and long term management planning approach.	National Park management planning is currently a seriously under-resourced activity. Until now one of the key constraints has been the absence of a legal framework which has meant that key management issues (zoning, organised structures, tourism activities, entry fees, local population participation...) have not been adequately addressed. Instead management is conducted on a piecemeal day-to-day basis. The new National Parks law now provides this legal framework and there is an urgent need to move forward to a more viable and long term management planning approach.
	Park infrastructures :	Government infrastructure built between 1992 to 1999 in Sete Cama and Iguala requires renovation. Additional guard posts are required. Temporary park HQ in Gamba are provided by NGO support.	Government infrastructure built in 1985 in Mourindi requires urgent renovation. Additional guard posts are required. Bridge acces to the park is required at Doussala. Temporary park HQ in Tchibanga currently provided by WWF.	Government owned boat house in Mayumba town will be attributed to the park but requires renovation and the addition of office space.
	Hiring, training and mobilising park management staff:	Staffing levels are less than a third of the optimum level which means that large areas of the park receive no management whatsoever.	Staffing levels are less than a fifth of the optimum level which means that large areas of the park receive no management whatsoever.	Currently the warden is supported by 1 government agent, as well as 4 NGO-funded temporary workers.
	Ecological and patrol-based monitoring and applied conservation research:	Through NGO funding an effective and innovative series of protocols have been developed in partnership with CyberTracker Monitoring Program and research partners. However lack of resources means that these initiatives remain pilot activities.	Through NGO funding an effective and innovative series of protocols have been developed in partnership with CyberTracker Monitoring Program and research partners. However lack of resources means that these initiatives remain pilot activities.	Currently restricted to turtles and marine mammals, funded by WCS.
	Socio-economic monitoring:	The new National Parks law defines new limits for the parks and clarifies the issue of buffer zones. Thirty-nine villages are located in the direct periphery of Loango and Moukalaba NP and 6 are located within the park limits. Studies conducted between 1994 and 1996 provide a good baseline, but additional socio-economic activities are necessary to feed into the park management process. NGOs only have resources to finalise currently undertaken baseline data collection in the Gamba complex.	The new National Parks law defines new limits for the parks and clarifies the issue of buffer zones. Thirty-nine villages are located in the direct periphery of Loango and Moukalaba NP and 6 are located within the park limits. Studies conducted between 1994 and 1996 provide a good baseline, but additional socio-economic activities are necessary to feed into the park management process. NGOs only have resources to finalise currently undertaken baseline data collection in the Gamba complex.	Socio economic data is very fragmented. A base line on villages in the periphery of the park is currently being compiled.

	Development of eco-tourism potential:		The EC funded PSVAP programme has developed pilot ecotourism activities but is scheduled to end as the GEF project commences. While a basic tourism policy framework will have been developed with support for the NGOs the need is to move from policy formulation to policy implementation.	The EC funded PSVAP programme has developed pilot ecotourism activities but is scheduled to end as the GEF project commences. While a basic tourism policy framework will have been developed with support for the NGOs the need is to move from policy formulation to policy implementation.	While basic a tourism policy framework will have been developed with support for the NGOs the need is to move from policy formulation to policy implementation.
	Participatory management:		There is currently a high demand from both the private sector and civil society for the development of participatory management initiatives. The parks are currently unable to respond to these requests.	There is currently a high demand from both the private sector and civil society for the development of participatory management initiatives. The parks are currently unable to respond to these requests.	There is currently a high demand from both the private sector and civil society for the development of participatory management initiatives. The parks are currently unable to respond to these requests.
GEF	Management planning: (NOTE: Given the close vicinity of Loango and Mukalaba NP, they are often managed through a single management unit).		The GEF funding will enable the newly created national park agency (ANPN), represented by the park warden, to take the lead on this critical activity. Working closely with conservation NGO partners the agency will identify and recruit short term consultants to allow rapid completion of this process (planning, inventories, mapping) Management plans must be completed within the first 3 years of the project. Subsequently GEF funding will be used to monitor implementation of the management plans. Budget $: 79.625	The GEF funding will enable the newly created national park agency (ANPN), represented by the park warden, to take the lead on this critical activity. Working closely with conservation NGO partners the agency will identify and recruit short term consultants to allow rapid completion of this process (planning, inventories, mapping) Management plans must be completed within the first 3 years of the project. Subsequently GEF funding will be used to monitor implementation of the management plans. Budget $: 79.625	The GEF funding will enable the newly created national park agency (ANPN), represented by the park warden, to take the lead on this critical activity. Working closely with conservation NGO partners the agency will identify and recruit short term consultants to allow rapid completion of this process (planning, inventories, mapping) Management plans must be completed within the first 3 years of the project. Subsequently GEF funding will be used to monitor implementation of the management plans. Budget $: 55.176
	Park infrastructures :		Construction of HQ, guard posts, roads, bridges, ferries. Budget $: 436.800	Construction of HQ, guard posts, roads, bridges, ferries. Budget $: 436.800	construction of HQ and guard posts Budget $: 80.000
	Hiring, training and mobilising park management staff:		GEF funding will enable staffing (and thus management activities) to be brought up to optimum levels (15 new ecoguards + support staff) This process will include a significant training input. The time scale and level of GEF funding is designed to allow the government to gradually take over the costs of junior parks staff (essentially ecoguards) by the end of Yr 5. Senior park staff will be funded by the government throughout the 5 Yr intervention. Budget $: 775.000	GEF funding will enable staffing (and thus management activities) to be brought up to optimum levels (25 new ecoguards + support staff). This process will include a significant training input. The time scale and level of GEF funding is designed to allow the government to gradually take over the costs of junior parks staff (essentially ecoguards) by the end of Yr 5. Senior park staff will be funded by the government throughout the 5 Yr intervention. Budget $: 775.000	GEF funding will enable staffing (and thus management activities) to be brought up to optimum levels (6 ecoguards + support staff). This process will include a significant training input. The time scale and level of GEF funding is designed to allow the government to gradually take over the costs of junior parks staff (essentially ecoguards) by the end of Yr 5. Senior park staff will be funded by the government throughout the 5 Yr intervention. Budget: 450.000

	Ecological and patrol-based monitoring and applied conservation research:	The GEF funding will allow the innovative monitoring and research protocols to move from being pilot activities to being implemented at the appropriate scale (frequency and geographical scope). Budget $: 337.500	The GEF funding will allow the innovative monitoring and research protocols to move from being pilot activities to being implemented at the appropriate scale (frequency and geographical scope). Budget $: 337.500	Consolidate ongoing turtle and planned marine mammal research and monitoring and develop fisheries and land based research and monitoring. In particular the GEF funding will allow, for the first time in Gabon, the establishment of monitoring and research activities focusing specifically on marine and lagoon ecosystems. This will provide a model for the buffer zones of several other parks as well as a planned marine protected area system. Budget $: 225.000
	Socio-economic monitoring:	GEF funding will enable in depth studies to be undertaken and the implementation of a participatory process leading to better protection of the national park and improved conflict resolution. Resource use planning and human/wildlife (particularly elephants) conflict resolution are vital park management issues that must be addressed but which require very high levels of management effort. Budget $:200.000	GEF funding will enable in depth studies to be undertaken and the implementation of a participatory process leading to better protection of the national park and improved conflict resolution. Resource use planning and human/wildlife (particularly elephants) conflict resolution are vital park management issues that must be addressed but which require very high levels of management effort. Budget $: 200.000	GEF funding will enable in depth studies to be undertaken and the implementation of a participatory process leading to better protection of the national park and improved conflict resolution. Resource use planning and human/wildlife (particularly elephants) conflict resolution are vital park management issues that must be addressed but which require very high levels of management effort. Budget $: 75.000
	Development eco-tourism potential:	GEF funding will enable tourism policies to be implemented. In particular it will support additional studies and enable park management to ensure that recent private sector investments in tourism in the parks effectively contribute to conservation goals and socio-economic development. These activities will be conducted of the entire 5 year period, but with a particular effort in years 1 to 3. Support to the agency (component 1) will promote private sector investment for tourism. Budget $: 75.000	GEF funding will enable tourism policies to be implemented. In particular it will support additional studies and enable park management to ensure that recent private sector investments in tourism in the parks effectively contribute to conservation goals and socio-economic development. These activities will be conducted of the entire 5 year period, but with a particular effort in years 1 to 3. Budget $: 75.000	GEF funding will enable tourism policies to be implemented. In particular it will support additional studies and enable park management to ensure that recent private sector investments in tourism in the parks effectively contribute to conservation goals and socio-economic development. These activities will be conducted of the entire 5 year period, but with a particular effort in years 1 to 3. Budget $: 50.000
	Participatory management:	The GEF funding will enable the parks to respond adequately to the high demand for participatory management initiatives coming from the private sector (oil and gas, fisheries, logging concession, tourism) and civil society. Budget $: 125.000	The GEF funding will enable the parks to respond adequately to the high demand for participatory management initiatives coming from the private sector (oil and gas, fisheries, logging concession, tourism, and civil society. Budget $: 125.000	The GEF funding will enable the parks to respond adequately to the high demand for participatory management initiatives coming from the private sector (oil and gas, fisheries, logging concession, tourism) and civil society. Budget $: 225.000
		Total GEF: 2,028,925	Total GEF: 2,028,925	Total GEF: 1,160,159

ANNEX 16 STAP TECHINICAL ROSTER REVIEW

Review of the Project entitled:
"GEF project in support of Gabon's Forest and Environment Sector Program (PSFE)".

Olivier Langrand - o.langrand@conservation.org
February 22, 2005

1. Conclusion

This is a well-conceived project, aiming at conserving key biodiversity areas of Gabon and building on the political momentum generated by the President of Gabon's decision two years ago to create a network of 13 National Parks. The project aims at providing means to the structures within the Government of Gabon to manage biodiversity within national parks (ANPN) and outside of protected areas (MINEF) using the technical support of international NGOs such as World Wildlife Fund (WWF) and Wildlife Conservation Society (WCS).

The implementation of this project will contribute to achieving biodiversity conservation and sustainable economic development in the Congo Basin as expressed in the *Déclaration de Yaoundé* signed in 1999 by Central Africa heads of state and recently re-affirmed during the Brazzaville summit held in February 2005.

The proposal is well designed; however, a few structural aspects should be looked at to increase the chances of this project's success in the long run and of ensuring the effective involvement of the civil society and the private sector in the execution of the project. It is an important project to support that falls well within the parameters of GEF.

It is very clear that Gabon is a logical area for an investment by the donor community interested in addressing biodiversity conservation on a large scale such as GEF-World Bank.

1. Scientific and technical soundness of the project

As clearly stated in a number of sections of the project proposal document, the area under consideration is located in the second largest tropical rain forest of the world, is recognized as a high biodiversity wilderness area by the international scientific community, and deserves the greatest conservation attention. The specific area targeted by this project, Gabon, is one of the most densely forested countries in Africa and displays a low human density.

The specifics of Gabon in terms of biodiversity elements, unique faunal assemblages and exceptional ecosystems functioning are rapidly described page 36 of the document. The reviewer understands that this is a constraint imposed by the project proposal preparation guidelines. However, the comparative advantages of Gabon over the other countries of the sub-region, both in terms of conservation challenges and opportunities to achieve biodiversity conservation, should have been highlighted. In reading the document one should realize that it is a worthy investment in terms of biodiversity conservation and that this project will have an impact on the global conservation objectives as defined by the international community. **The reviewer would then suggest that in future project proposals an annex be added to highlight these aspects of biodiversity uniqueness and exceptional ecological phenomena that are contained in the area under consideration and to describe opportunities that are readily available to address conservation issues.**

The surface area protected is proposed to be the measure of success of this project. While this is important, it is not sufficient and **the reviewer would recommend that the proponent select additional criteria to measure success of this biodiversity conservation program such as maintenance of species assemblages, maintenance of species-specific animal and plant populations, prevention of species extinction, surface area under low impact logging, etc. Valuable information about set of criteria can be found for example on the Global Conservation Fund web site at** www.conservation.org

Monitoring should be made according to a clear methodology so that it can be replicated in other sites year after year. **The adoption of a single scientific protocol for the entire project area is necessary to be able to compare data and conduct analysis at the regional basis**. It is also important to measure the impact of the conservation effort at the corridor level to see if the improved management in some areas (i.e. protected areas) does not provoke an increased pressure in other areas (typical case of the transfer of problems). The harmonization of monitoring and evaluation methodology should be the responsibility of ANPN and MINEF with a technical assistance from conservation NGO's.

The institutional strengthening of the *Agence Nationale des Parcs Nationaux* (ANPN) is the key to the success of this project in the long run. **The reviewer would recommend that during the course of the implementation of the project the proponents analyze the lessons learned from similar example that took place in the past ten years in the Africa region and apply the lessons learned from these examples. In Madagascar the National Association for the Management of Protected Areas (ANGAP) was created more than 12 years ago through an important investment from the World Bank in the context of the National Environmental Action Plan**. This is a very similar situation faced today by Gabon with the strengthening of ANPN as part of a more global environmental initiative placed under the Forestry and Environment Program (PFSE). Lessons learned from the ANGAP initiative that could be beneficial to this proposed project include: the partnership with international conservation NGOs, the emergence of local conservation groups to replace the international NGOs in the long term, the creation of a long term funding mechanism to address recurrent costs linked to the management of protected areas, the involvement of the private sector in activities linked to protected areas such as ecotourism, and finally the institutional relationships between the institution in charge of protected areas and the institutions in charge of biodiversity outside of protected areas. All of these aspects are pertinent to the situation described in the project proposal and ANPN and MINEF would greatly benefit from a study tour organized in Madagascar.

The same recommendation is also valid for the institutional reinforcement of MINEF and lessons learned from Madagascar should be taken into account.

ANPN and MINEF should be the recipients of the GEF-World Bank funding and **should sub-contract international NGOs, such as WWF and WCS as well as local NGOs such as *Aventures Sans Frontières* or private partners in the domain of ecotourism and sustainable use of forest products to undertake specific tasks needed to reach the objectives described in the project proposal. It is critical that ANPN keeps total control of the management of protected areas and is reinforced by dedicated partners. Contracts to operators need to be specific and result oriented. The reviewer support this business like approach of ANPN and MINEF sub-contracting NGOs and would actually pay for measurable deliverables.**

The project proposal includes four components, two addressing issues at the national level and two at the site level. The reviewer found useful to learn about the criteria used for the selection of the priority-protected areas among the 13 national parks will benefit from the support of the project. The selection process is technically sound and politically sensible. It seems that a lot of efforts have been put in the Gamba Complex (Loango and Mukalaba) in the past decade and this area continues to benefit from

ample attention by operators such as WWF, WCS, Smithsonian Institution, and those from private tourism. **In the course of the implementation of the project it would be interesting to look at the impact that these actions have had on biodiversity conservation of these sites** and what the potential funding from GEF World Bank in those areas would bring in the future. Specifically, oil has been exploited in the Gamba Complex for the past 40 years, outside of the designated National Parks of Loango, and Mukalaba. However, it is only recently that oil companies have begun to support conservation activities in these areas. The investment represents a very small fraction of the benefits that oil exploitation yields. No investment has been made by oil companies to offset their impact in this area. **The reviewer would suggest that in the course of the implementation of the project ANPN enters into dialogue with oil companies involved in the Gamba region with the goal of at least obtaining a matching contribution to that of which GEF World Bank would make toward conserving biodiversity in this area.**

The NGO landscape has been dominated by international NGOs for more than 20 years. These NGOs, more specifically WWF and more recently WCS have worked with the government of Gabon to raise the profile of biodiversity conservation. Some major successes have recently occurred when the Head of State decided to create 13 National Parks. **The proposal should address the issue of building the capacity of the civil society in order to provoke the emergence of local conservation NGOs.** This is essential to build a national constituency to conserve nature and to reduce the operation costs. Building this capacity will require time and efforts and ANPN should address this issue sooner rather than later. Addressing this capacity building issue of the civil society could be done through the sub-contracts that ANPN and MINEF will prepare for international NGOs that should definitely integrate a mentoring component to build the capacity of local NGOs to become operational units.

The expansion of the network of protected areas needs to be based on the result of a sound biodiversity gap analysis as it is described in the project proposal. **Additional national parks should provide protection in priority to animal and plant taxa as well as faunal assemblages and unique ecosystems that are currently not present in the network of protected areas.** Based on the results of this biodiversity gap analysis, the government should declare areas selected not suitable for logging or mining until the legal protected status has been proclaimed. This refers to GEF Component 3 in the proposal.

The issue of human health associated with the transport and consumption of bush meat is not addressed in the threat assessment. **This is an important regional concern that is not covered** and that has a potential influence on Components 2, 3 and 4. Consuming bush meat puts humans at risk of diseases such as Hepatitis, Ebola, monkey pox, malaria, measles, yellow fever, SIV (the precursor of HIV) which have all been isolated from wild-caught faunal species. In the context of tourism development, the potential threat of an epizooty of Ebola for example could jeopardize the ability of Gabon to attract tourists.

Taking into account the conservation of the ecological functions should be an important and attractive element of the proposal. **In the course of the implementation of the project it will important to define a protocol to monitoring ecological functions that are likely to play an important role in the local, regional, and national economies. An economic analysis of the benefits generated by the ecological functions is necessary in order to be able to compare the value of the standing forest versus the logging value of the same forest. For example, one should compare the cost of maintaining the forest taking into account the monetary loss for not logging and the gain through ecological functions. Finally ANPN, in the course of the implementation of the project should institute a payment for services rendered by ecological functions provided by national parks such as water for agriculture, domestic and industrial use as well as for generating electricity. The national electricity company (SEEG) could become an important partner of ANPN by showing the**

way in paying for ecological processes. The electricity for Gabon's capital city Libreville is generated out of two hydroelectric dams established on a river coming directly from the Monts de Cristal National Park that protects a large water catchment. The tripling of the surface of protected areas announced in 2003 by the President of Madagascar was largely based on a cost-benefit analysis of the remaining natural forests found outside of the current network of protected areas conducted by the World Bank.

The reviewer believes that the responsibility of such a project is to look at the long-term benefit for the communities. **Cash crops such as cocoa and shade-grown coffee can play a significant role in maintaining wildlife corridors between protected areas. The project should seriously consider restoring this form of agriculture instead off promoting a hunter-gatherer way of life for the communities.**

The mechanisms to strengthen effective biodiversity conservation in logging concessions should be more ambitious. **Standards that are applied by oil companies in Gabon should also be applied to logging operations**. Logging companies, with assistance from the scientific/conservation community, should be asked to identify zones of conservation within their concessions where areas of specific biological interest or areas important to maintaining key ecological functions would be protected. Logging companies should definitely be engaged to apply new standards and change the way they have been doing business. Key issues that the project should address in engaging the logging companies to be active outside national parks are as follows: **Applying the terms of the contracts signed by them in terms of no-hunting, closing the roads after exploitation, removing exploitation camps, replanting trees in trails used for extraction, and favoring local employment versus importing manpower.**

Conservation NGOs in Gabon have established good working relationships with ANPN and MINEF. However there is still a need for additional partners to focus on forest management outside protected areas. The model of collaboration developed by WWF and a logging company operating around Minkébé National Park should be looked at and possibly duplicated in the other priority areas, such as Lopé National Park and Mukalaba. **A great deal of attention should be given to partnership with logging companies established near national parks or in key biodiversity areas that are not yet legally protected**. This will require time and different skills that those currently present in the NGOs.

Ecotourism is marginal in Central Africa, including in Gabon where the project is proposing to be implemented. Not only does this region lack both a tradition of ecotourism, and infrastructure, but also it is expensive and suffers from a somewhat unjustified bad reputation in the areas of political stability and public health. **The proponent should consider engaging the private sector and the local population in the protected area management activities.** A project is currently under discussion between the Overseas Private Investment Corporation (OPIC), and Conservation International (CI), WCS and a private operator to invest up to 20 million of dollars ($15 million from OPIC and $5 million from the private operator) to develop eco-tourism projects in Gabon around three selected protected areas. This initiative would greatly complement the GEF-World Bank proposed project.

As far as ecotourism is concerned **the proponent should address the issue of benefit sharing in the course of the implementation of the project**. If local populations do not receive economic benefit through the management of protected areas they will not respect them. So far, to my knowledge there is no case of benefit sharing between the operators, the government and the local communities (entrance fees, tourism concessions paid to the communities, etc.) These standard practices need to be defined and agreed upon by the different stakeholders before ecotourism can take place in Gabon's national parks. Finally in relation to ecotourism, **the project should target the captive audience made up of expatriate communities living in Gabon who have a strong financial capacity and are accustomed to local conditions**. Among them is the staff of the oil and mining companies established in Gabon and

in neighboring countries such as Cameroon and Congo. **The cultural tourism is also a potential market. Ba'Aka pygmies are fascinating cultures and they should be promoted as such**

Conservation and research are an important source of employment especially in a region where the human density is low. **Bio-prospecting is another possibility to generate revenues for the local communities that is part of the Component 4 of the proposal.**

2. Structural and institutional issues

In Gabon the decentralization took place, but the capacity based in the field is weak. **There is also an ongoing debate between the newly created ANPN and the Ministry of Forest over the management responsibility of the protected areas. This debate needs to be sorted out as quickly as possible** in order to allow the project to function smoothly, and it seems that recently, major progress has been made in this direction. **Collaboration between the two entities should be encouraged since the long-term future of national parks is highly dependant upon the management of national forests.**

The financial plan is realistic. **However a fundraising/marketing strategic document should be prepared for each protected area and a long-term funding mechanism should be created as quickly as possible using the model established in Madagascar in which the World Bank, bilateral agencies, international conservation NGOs, private foundations and the government have together created an independent structure to manage a trust fund dedicated to protected areas.**

Project implementation mechanism should include a commission where ANPN, MINEF, NGOs, private sector partners and representatives of local communities involved in and around national parks are present. Issues related to management of protected areas and mining, oil or logging concessions should also be discussed in this forum in order to make sure that all stakeholders share information and that all activities are integrated.

The proponents need to be prepared to **establish and maintain links with the mining, oil, and logging sectors** in order to include them in the stakeholder consultation that will take place in the context of the project.

The NGOs are represented uniquely by international NGOs. There are very few local NGOs in Gabon and **one responsibility of such a project would be to promote the emergence of local NGOs by building the capacity of the civil society**. This reinforcement of local capacity should be address by the business-like approach that is suggested where international NGOs would be sub-contracted with payment linked to clear and measurable deliverables. The proponents need to be prepared to **establish and maintain links with the mining, oil, and logging sectors** in order to include them in the stakeholder consultation that will take place in the context of the project.

3. Identification of environmental benefits

This proposed project is a masterpiece for conserving the biodiversity of Gabon. It will certainly generate considerable environmental benefit and set standards for the management of protected areas and natural resources at a regional level. The relatively low human population, the limited number of stakeholders involved, the field experience of conservation NGOs active in Gabon, the commitment of the Gabonese Government toward the promotion of conservation projects, and finally the involvement of other major donors in the project area (USAID through CARPE, EC with the ECOFAC program, GEF-UNDP with the TRIDOM project) are factors that will surely play a significant role in the success of this project submitted to GEF.

Biodiversity conservation is the main objective, but this project is likely to generate additional environmental benefits through the protection of important watersheds and also through the fixation of a very large quantity of carbon in preventing deforestation.

4. How does the project fits within the goals of GEF?

The project is generally speaking well designed and is on line with the GEF strategic priorities. The project combines biodiversity conservation with sustainable economic development. This project put a strong emphasis on the responsibility of the government reinforced by international conservation NGOs. However, the proposed project does not give the private sector or local NGOs enough importance in the management of this project. The prominent role of international conservation NGOs in the management of protected areas as planned in this project may prevent the governmental partners to face their responsibilities.

5. Regional Context

The project falls perfectly within the national and regional conservation priorities defined by the scientific community with the participation of governments and the private sector. It builds nicely upon the political commitment expressed in the Yaoundé Declaration on conservation and Sustainable Management of Forests signed in March 1999 by Gabon as well as direct neighbors such as Cameroon and Congo. The project contributes significantly to the Plan de Convergence, the priority action plan for the operationalization of the Yaoundé Declaration and confirmed during the Brazzaville Summit held in February 2005. Finally the project will play an integral part and be a key element of the Gabon's Forest and Environment Sector Program (PSFE).

6. Sustainability of the project

The project focuses on biodiversity conservation and on sustainable use of natural resources around protected areas. The sustainability of the project will depend on various factors such as the success of the financial plans prepared for individual protected areas, the capacity of the government to engage private sector operators in activities to take place in and around national parks, and finally, the success in creating a viable trust fund to finance recurrent costs associated with the management of Gabon's national parks.

The reviewer would also recommend that the proponents developed different models of protected area management and take advantage of the presence of stakeholders in the field to initiate co-management practices. This would have the result to reduce the management costs associated with an operation, get a strong buy-in by the local communities and other stakeholders and finally reduce the responsibility of ANPN and MINEF. There are very few examples of community reserves in Africa, especially in the forest biome. **The reviewer would invite the proponent, in the course of the implementation of the project, to look at the Tayna Community Reserve in Eastern Democratic Republic of Congo, an initiative by Dian Fossey Gorilla Fund International (DFGFI) that has several years of existence to see if such a model could become a possible alternative to government managed protected areas.**

7. Risks

The main risks include poor cooperation between key stakeholders (ANPN, MINEF, NGOs, private sector partners, communities), illegal exploitation of natural resources (timber and non-timber forest products), pressure to increase timber exploitation to compensate the decrease of oil revenue (Gabon), land tenure system not favoring investment from the private sector or from the local communities, and

corruption and absence of transparent logging and mining concession attribution process. Obviously, political stability constitutes a key factor that could influence the success of the project.

ANNEX 17: GEF STAKEHOLDER PARTICIPATION PLAN

Stakeholder	Capabilities/Current role	Participation in project	Possible conflicts / Mitigation strategy
Agence Nationale des Parcs Nationaux - ANPN	Management of the new National Parks network. A new organisation whose capacities will be developed during the course of this project.	Principal beneficiary of project. Implementing agency for component 1 and 3. Coordination role for all park-related activities at national and site-levels	Possible conflicts: • Local community goals and aspirations may not be compatible with national park management objectives. • Ministry of Forests: competition for responsibilities in managing buffer zones. Mitigation strategy: • Develop conflict resolution skills within ANPN. • Encourage active participation of local communities in buffer zones in decision-making. • Ensure that economic spin-offs from national parks benefit local communities (employment, services, revenue sharing, etc.). • Monitor socio-economic parameters to feed into the national parks management planning process. • Ministry of Forest: Support to Technical Management committees that already in place at site-level; formal collaboration agreement to be attached to the Grant agreement. Will be monitored as part of the PSFE steering committee and project supervision.
Ministère des Eaux et Forêts, de la Pêche, chargé de l'Environnement et de la Protection de la Nature – MEFPEPN.	• Responsible for control and commercial harvest of natural forests and water bodies outside national parks. • Responsible for wildlife management outside national parks (through *the Direction de la Faune et la Chasse* – DFC) • Responsible for coordination of National Environment and Biodiversity Action Plans.	Principal beneficiary of project. Implementing agency for components 2 and 4 of the project. Coordination role for creation of new protected areas and enforcement role for protection of wildlife in production landscape	Possible conflicts: • Conflicting interests with Ministry of Mining (particularly oil exploitation). • ANPN competition for responsibilities in managing buffer zones. Mitigation strategy: • Resolution of conflicting interests through dialogue within the framework of the multi-

	• Responsible for control and commercial harvest of fish resources (DG *Pêche*) • Responsible for enforcement of laws and regulations. • Current technical capacities are weak because of lack of resources and investment.		stakeholder PSFE Steering Committee. • ANPN: Support to Technical Management committees that already in place at site-level; formal collaboration agreement to be attached to the Grant agreement. Will be monitored as part of the PSFE steering committee and project supervision.
Ministry of Agriculture	• Responsible for coordination and implementation of national agricultural policy.	Subsistence agriculture in zones peripheral to protected areas may be affected by management measures. Will ensure consistency of the project with Gabon's overall rural development policy through the *Conseil National des Parcs Nationaux* and the PSFE steering committee	Possible conflicts: • The main source of conflict is crop raiding by wildlife, particularly elephants. Mitigation strategies: • Develop conflict resolution skills within ANPN and MEFPEPN. • Test anti-crop raiding measures with the active participation of local communities (i.e. solutions must be implemented by the communities themselves in order to ensure buy-in and sustainability).
Laboratoires du Centre National de la Recherche Scientifique et Technologique (CE.NA.RE.S.T.) – Ministère de l'Enseignement Supérieur.	The CE.NA.RE.S.T. covers several research institutions: • Institut de Recherche en Sciences Humaines • Institut de Pharmacopée et de Médicine Traditionnelle • Institut de Recherche Agronomiques et Forestière • Institut de Recherche en Ecologie Tropical.	Scientists from CE.NE.RE.S.T. (particularly IRET) will participate in the protected area assessment surveys where appropriate. Support to Component 2.	No conflicts are envisaged.
Local communities living in buffer zones of protected areas	• Derive their livelihoods from subsistence agriculture and harvest of natural resources including wildlife. Some wildlife is hunted within national parks boundaries. • Some benefit from employment in national parks and ecotourism activities. • Very weak civil society capacities (local associations and NGOs).	Main target group of the project with regard to creating local employment, generate revenues from eco-tourism and other socio-economic benefits as part of the underlying economic diversification agenda. Will be involved in participatory management initiatives as part of components 3 and 4. Will be involved in local consultations for	Possible conflicts: • Local community goals and aspirations may not be compatible with national park and wildlife management objectives. Mitigation strategy: • Develop conflict resolution skills within ANPN and MEFPEPN. • Encourage active participation of local communities in decision-making and management (involvement in management

		component 2. Directly affected by wildlife management measures in general, and national park management in particular.	planning structures, collaborative management agreements for wildlife management). • Ensure that economic spin-offs from national parks benefit local communities (employment, services, revenue sharing, etc.). • Monitor socio-economic parameters to feed into the national parks management planning process.
Provincial and Local authorities	• Development planning for the provinces in general, and implementation of forestry and wildlife regulations in particular.	• Can provide strong support for project activities, particularly with respect to natural resource use by communities and enforcement of wildlife regulations. • Have an important role to play in terms of public awareness and outreach (hunting regulations, bushmeat health issues, etc..). Will be involved through the park-level multi-stakeholders Technical Management Committee, and will participate in the PSFE M&E system. (Component 3). Will also be involved in local consultations as part of Components 2 and4. Their buy-in is key for success of components 2, 3 and 4.	Possible conflicts: • Implication of individual local authorities in illegal natural resource harvesting and trading. Mitigation strategy: • Ensure transparency and peer pressure by involving all stakeholders (local communities, authorities, private sector) in wildlife management collaborative agreements.
Local "elites".	• These are influential people who have vested interests in their region of origin, but who are often not permanently resident there.	• Power base related to project intervention zones. Often have strong influence over local resident populations. Will be involved through the same venues as provincial and local authorities. Their buy-in is key for success of component 2, 3 and 4.	Possible conflicts: • Interests in natural resource harvest and trading which conflict with project objectives. Mitigation strategy: • Ensure implication of elites in local consultation structures established by the project.

Oil industry	• Currently operating in buffer zones of coastal national parks.	• Their operations have direct and indirect impacts on the coastal national parks. Shell, in particular, has recently started engaging with national parks management authority since the population of Gamba town (a town created as a result of, and entirely dependent on, Shell's operations) has a strong impact on the Gamba protected area complex. Given their financial resources oil companies have the potential to be key players in sustainable funding mechanisms for the national parks. Will be involved in component 3 of the project.	Possible conflicts: • Income generating focus of business may conflict with conservation goals. Mitigation strategy: • Active participation in decision making and monitoring processes.
Logging companies	• Currently operate in most of the forested areas outside of national parks. • The most important employer in rural areas. • Only a small number of companies are currently implementing sustainable forest management activities, although the situation is evolving as the new Forest Code is enforced. • Logging companies generally lack expertise in wildlife management.	• Logging companies are the main target group of component 4 which aims to enforce wildlife measures of the companies' sustainable forest management plans and to foster buy-in and voluntary code of conducts for wildlife protection. The progressive enforcement of the new Forest Code means that logging companies are increasingly turning to protected area managers for advice with management of wildlife in their concessions.	Possible conflicts: • Income generating focus of business may conflict with conservation goals. Mitigation strategy: • Active participation in decision making and monitoring processes.

Tourist operators	• Several private tour operators undertake tourism activities (wildlife viewing, sport fishing) in the coastal national parks, although there is currently no clearly defined legal framework to regulate these activities. • They create employment in local communities. One operator contributes financially to park management.	• Private tourist operators have much to gain from improved management of the national parks where they operate (improved protection leading to improved wildlife viewing possibilities; clear legal framework fostering long term investment). Involved in and beneficiary from component 3.	Possible conflicts: • Income-generating focus of tourist operations may conflict with conservation goals Mitigation strategy: • Active participation in park management decision making processes.
International conservation NGOs (including WWF, WCS, CI)	• Fund and implement conservation and research programs in national parks and buffer zones. • Contribute to capacity building and transfer of competences. • WWF and WCS have long term presences in Gabon.	Service providers for: • Co-management and implementation of project activities. Involved in components 2, 3 and 4 of the project including training and transfer of knowledge to national institutions.	Possible conflicts: • Inadequate cooperation between NGO stakeholders Mitigation strategy: • Joint participation in decision making and monitoring of project implementation.
COMIFAC	• Regional forum for coordination and promoting sustainable forest management and trans-border conservation collaboration.	• Directly concerned by the trans-border aspects of the project. Can play a key-role as a venue for replication and sharing experiences across borders within the Congo Basin.	No conflicts are envisaged.

ANNEX 18 MAP 34299

IBRD 34299

GABON
NATURAL RESOURCES MANAGEMENT DEVELOPMENT POLICY LOAN

NATIONAL PARKS, OTHER MAIN PROTECTED AREAS
SELECTED CITIES AND TOWNS
PROVINCE CAPITALS
NATIONAL CAPITAL
RIVERS
MAIN ROADS
RAILROADS
PROVINCE BOUNDARIES
INTERNATIONAL BOUNDARIES

Source : CNPN, Conseil National des Parcs Nationaux du Gabon.

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