



GEF COUNCIL WORK PROGRAM SUBMISSION PROJECT EXECUTIVE SUMMARY

AGENCY'S PROJECT ID: PIMS 260

COUNTRIES: Benin, Burkina Faso, Cameroon, Chad, Guinea, Cote d'Ivoire, Mali, Niger, Nigeria

PROJECT TITLE: Reversing Land and Water Degradation Trends in the Niger River Basin

GEF AGENCY: UNDP and World Bank

OTHER EXECUTING AGENCY(IES): Niger Basin Authority

DURATION: 4 years

GEF FOCAL AREA: International Waters

GEF OPERATIONAL PROGRAM: Integrated Land and Water Multiple Focal Area

GEF STRATEGIC PRIORITY: "B"

ESTIMATED STARTING DATE: November 2003

FINANCING PLAN (IN US\$):	
<u>GEF PROJECT/COMPONENT</u>	
Project	13,300,000
UNDP portion 7,000,000	
WB portion 6,000,000	
PDF A	25,000
PDF B	300,000
PDF C	-
<i>Sub-Total GEF:</i>	13,375,000
<u>CO-FINANCING</u>	
Counterparts in-kind	2,140,000
AfDB	10,000,000
Govt of Netherlands	3,350,000
Govt of Norway	160,000
Dutch Trust Fund	587,000
UNDP-TRIB	75,000
WWF	110,000
WB:IW	300,000
Other preparation costs	
<i>UNDP-SPPD</i>	80,000
<i>UNDP-TRIB</i>	100,000
<i>Sub-Total Co-financing:</i>	16,902,000
<i>TOTAL Project Financing:</i>	30,277,000
FINANCING FOR ASSOCIATED ACTIVITIES IF ANY	

RECORD OF ENDORSEMENT ON BEHALF OF THE GOVERNMENTS

Mr. Pascal Z. Yaha, Operational Focal Point, Ministry of Environment, Housing and Urbanism, Benin, March 7, 2003

Mr. Jean B. Kambou, Operational Focal Point, Ministry of Environment, Burkina Faso, March 7, 2003

Mr. Justin N. Nantchou, Operational Focal Point, Ministry of Environment and Forestry, March 21, 2003

Mr. Oualbadet Magomna, Operational Focal Point, Ministry of Environment and Water, March 6, 2003

Ms. Alimata Kone, Operational Focal Point, PFO/FEM, Cote d'Ivoire
March 21, 2003

Ms. Kadiatou N'Diaye, Operational Focal Point, MMGE/PFONFEM, Guinea,
March 17, 2003

Mr. S. Kanoute, Operational Focal Point, STP/CIGQE, Mali
March 7, 2003

Mr. Adamou S., Operational Focal Point, Ministry of Finance and Economy, Niger
March 10, 2003

Mr. A. A. Olojede, Operational Focal Point, Federal Ministry of Environment, Nigeria
March 6, 2003

Mr. Mohammed B. Tugat, Executive Secretary, Niger Basin Authority
March 7, 2003

Approved on behalf of UNDP. This proposal has been prepared in accordance with GEF policies and procedures and meets the standards of the GEF Project Review Criteria for work program inclusion.



Yannick Glemarec
UNDP-GEF Deputy Executive Coordinator

Date: 2 April 2003

PROJECT FOR REVERSING LAND AND WATER DEGRADATION TRENDS IN THE NIGER RIVER BASIN

1. PROJECT SUMMARY

1. The Basin countries have expressed a concerned need to establish an environmental management framework for the Niger River Basin to this end, the GEF Project for Reversing Land and Water Degradation Trends in the Niger River Basin (hereafter referred to as Project) addresses the broader aspects of transboundary environmental management and capacity building for the shared water and land resources. The Project focuses on the increment needed to integrate management of the Basin's resources, representing the major environmental element of the concurrent Strategic Shared Vision and Sustainable Development Action Plan (SDAP) for the Niger River Basin.

Project Rationale

2. The Project, designed within the context of GEF OP#9, includes a transboundary increment, to strengthen the regional and national institutional capacity, and to address land and water degradation and management issues in the Niger River Basin. The value of this Project is that, the component activities, either build on initiatives and activities which are already under implementation at the national and sub-Basin levels strengthening the institutions; or it provides the necessary knowledge and tools for good resource management practices. Through these efforts, the Project adds a transboundary element to these actions, thereby expanding and capturing additional benefits to the shared environment. Specifically the Project design addresses:

- *Capacity Building.* Through the capacity building components, the Project supports integrated regional capacity building of the Niger Basin Authority (NBA); national institutions to increase their knowledge base, and decision-making capacities for strategic management of, and development in the Basin; and local capacity building to manage local resources, through community-based implementation of microgrant-supported interventions.
- *Land and water issues.* The Project's principle focus is to reverse land and water degradation of the Niger River Basin, however this process requires an integrated approach to upper and lower Basin to land-water and environmental management. The GEF Project's technical components, through the microgrant-supported demonstration activities, will develop an understanding of the inter-relationship of better land management practices in agriculture, forestry, and other relevant sectors; and define mechanisms to improve water quality while reducing degradation of the regional biodiversity and ecosystem, offering possibilities for cumulative rural socio-economic benefits for communities that depend on the land and water resources for their livelihood.
- *Transboundary Increment.* This GEF Project strategically address the incremental costs associated with converting the Project's national decision-making capacity and individual national issues, which could be transboundary in nature, into a regional operational context, to achieve global benefits.

Operational, Global and Development Objective

3. The GEF Operational Program objective is to achieve global environmental benefits through the implementation of International Waters (IW) project, which integrates the use of sound land and water resource management practices. This Project falls under the GEF Operational Program 9, "Integrated Land, and Water Multiple Focal Area". The Project's global environmental objective is to reduce and prevent transboundary water-related environmental degradation, prevent land degradation, and protect globally significant biodiversity, through sustainable and cooperative integrated management of the

4. To achieve the global environmental objective, the Project’s development objective is to develop and implement sustainable measures for reversing trends in land and water degradation through a collaborative decision-making process in the Niger River Basin.

Project Activities

5. The Project targets Basin priorities, addressing transboundary issues, improving land and water resources management and strengthening capacity as identified in the preliminary TDA. The GEF Project will collaborate with other initiatives internal and external to the in the Niger Basin. With regards to intra-Basin, the Project will complement the broader international waters work the nine Basin countries are undertaking assisted by the World Bank. Therefore, the GEF Project will focus on the environmental aspects of managing the Niger River Basin. The Project is anticipated to be a single phased Project with US\$13,000,000 (GEF funding) spread over six components:

Component		GEF BUDGET (US\$)	IMPLEMENTIN G AGENCY
Component 1	Project Management	1,500,000	WB
Component 2	Capacity Building	1,500,000	UNDP
Component 3	Data Management	2,000,000	WB
Component 4	Regional Forum	500,000	UNDP
Component 5	Demonstrating Change in the Basin - Microgrant supported interventions	5,000,000	UNDP
Component 6	TDA and SAP Preparation	2,500,000	WB
Total		13,000,000	

Project Indicators and Outcomes and Risks

6. The Project Logical Framework (refer to Annex B) identifies the Project’s development objective, and component outputs and performance indicators, and risks. The project development objective will be met with close monitoring and evaluation of Project progress and achievement of the following performance indicators:
 - Established operational PMU with clear administrative responsibilities, transparent financial management, and effective technical capacity.
 - Enhanced regional, national and local institutional capacities between and among the Basin countries and the NBA, through improved collaboration and capacity building tools, to better address and manage transboundary issues.
 - Improved data collection and data exchange mechanisms established in all nine countries, and agreed to cooperation protocols for greater knowledge of the Niger River as it relates to the environment and river hydrology, more specifically to land and water degradation.
 - Exchanged good management practices with other regional lake and river basin programs, and defined processes and practices to minimize land and water degradation, and support environmental conservation and sustainable development.
 - Involved communities, through a community driven development process, in piloting microgrant supported interventions to demonstrate and promote effective best land and water management practices to address targeted sector issues and exchange lessons learned.
 - Enhanced local community education and awareness, host trained on good management practices and implementation lessons exchanged for activity replication, and implementation process and successes monitored and evaluated.

- Completed Transboundary Diagnostic Analysis (TDA) and adopted Strategic Action Programme (SAP), which provides a framework for priority actions for sustainable development in the Basin.
7. The long term success of regional scale, multi-country management programs, such as this Project depends upon the political willingness of the participating countries to co-operate, to continue Project programs and approaches after the GEF intervention, and the extent to which activities successfully engage end-users at the community level. Despite occasional political and social tensions in the Basin, the riparian countries' commitment to cooperate and to the NBA lends credence to a hope for successful and sustainable implementation.
 8. The riparian country governments have agreed upon and are committed to achieve Project development objective, and the countries are committed to sustain the Project activities, implementing lessons learned after the Project is completed. The risk of launching an unsustainable Project is seen as moderate. Project activities are coordinated with compatible activities in the Basin and continued political commitment and support from all riparian countries will be sustained through continued cooperation between regional, national and local institutions. Annex B, the Logical Framework outlines some of the critical assumptions to be heeded during project implementation.

2. Country Ownership

(a) COUNTRY ELIGIBILITY

9. All countries are eligible under paragraph 9(b) of the GEF instrument.

COUNTRY	Date of Ratified Convention
Government of Benin	06/29/94
Government of Burkina	08/24/94
Government of Cameroon	10/31/94
Government of Chad	07/27/94
Government of Cote d'Ivoire	06/24/94
Government of Guinea	10/17/94
Government of Mali	07/04/94
Government of Niger	08/23/94
Government of Nigeria	07/12/94

(B) COUNTRY DRIVENNESS

10. The origin of the GEF Project was a request to UNDP and the World Bank from the NBA to provide assistance in preparing, with GEF support, an integrated Strategic Action Programme (SAP) to establish an inclusive framework for sustainable management of the Basin's land and water resources. To assist the Basin countries in moving towards an inclusive framework the Bank is working with the countries to facilitate inter-riparian dialogue to formulate a broad, comprehensive basin-wide Strategic Shared Vision and Sustainable Development Action Plan (SDAP)¹ for the Niger River Basin. Therefore, the preparation of the SAP is timely, in that it has been proposed with the current preparation of the SDAP for the Niger River Basin. The GEF Project, with its emphasis on sustainable environmental management, together with the SDAP, which focuses on greater economic development of all sectors, will provide an integrated and complementary comprehensive framework for sustainable resource management and sustainable economic development in the Basin.

¹ Programme d'Action pour le Developpement Durable du Bassin (PADD)

11. The Niger Basin countries' request, expressed through the NBA, builds on a number of donor-supported national-level initiatives, which have often occurred in isolation and thereby forgone any accumulative benefits. It is therefore the expectation that this Project engages the progressive involvement of the Basin countries into a longer-term process bringing together institutional support, cooperative management and investments at the national levels in a broader engagement of sustainable resource management. Therefore, the first steps of the long-term process, as reflected in the Project design, is to provide linkages with the national level initiatives while strengthening the institutional regional, national and local-level capacities, and creating a better understanding of the water and land resource degradation issues and how to address them. The SAP will provide an environmental management framework and integrated platform with the SDAP for sustainable economic development and future investments in the Basin.
12. The Niger River Basin countries have come to understand that they cannot continue to rely upon unilateral approaches to development if they are to meet the challenge of providing for a growing population from a reduced resource base. Funding for the Project and bi-lateral donors will serve as a catalytic role to augment current cooperation and the range of donor-supported initiatives², in the Basin. The commitment of the Niger River Basin members has been demonstrated by the long-term participation in the NBA. However, the nine riparian countries (Benin, Burkina Faso, Cameroon, Côte d'Ivoire, Chad, Guinea, Mali, Niger and Nigeria) recognise the need to cooperatively manage the Niger River Basin in order to tap the development potential that lies therein. The NBA member countries have expressed their support for the GEF Project through letters of endorsement (refer to Annex C). Part of this new cooperative approach is to revitalise their basin organization – the NBA - and to seek support as they move towards cooperative management at the regional, national and local levels.

3. Program & Policy Conformity

(a) Project Design

13. The economic, social, and environmental well being of the Basin countries depends upon the vitality and productivity of the Basin. During the Project preparation process, a better understanding of the Basin's hydrologic, environment, and socio-economic parameters, and the sectors issues affecting the Basin, were identified, and contributed to the formulation of the preliminary TDA and Project design.
14. The NBA request builds on a number donor-supported initiatives, which have often occurred in isolation of each other and the cumulative benefits undervalued. Project preparation provided an opportunity to identify in the five core countries (Benin, Guinea, Mali, Niger, and Nigeria) the root causes of resource degradation in the preparation of the preliminary TDA, and will be extended to the remaining four countries to address the Basin priorities, addressing comprehensive transboundary issues to improve land and water resources management, and strengthening capacity, as identified in the preliminary TDA.
15. The Project is anticipated to be a single phased Project with six components: Component 1 Project Management; Component 2 Capacity Building; Component 3 Data Management; Component 4 Regional Forum; Component 5 Demonstrating Change in the Basin – Microgrant Program; and Component 6 TDA and SAP Preparation

² Commencing in 1964 USAID support, established a NBA library and information center; 1969 UNDP and FAO assisted the NRC to formulate policies; 1977-86 USAID sponsored a Project to develop an integrated development plan; 1978-82 FAC, the French government assisted in developing a hydraulic model; EEC, UNDP and OPEC supported the HYDRONIGER forecasting system for drought and flood control; 1995 ECA funded an initiative to develop a proposal for a legal framework for management; 1985-2001 JALDA, the Japanese government supported a three-phase program to develop strategies to enhance living conditions for people living in desertified areas.

(b) Sustainability

16. *Financial Sustainability.* The Basin countries' financial commitment is largely reflected through their NBA contributions (currently national commitments amount to US\$ 2,140,000) current UNDP's and the World Bank's ongoing work in country projects, which form the baseline for this intervention. Most importantly, national water policy reform work as integrated into an overall regional policy development process, and as part of the SDAP, will further consolidate and strengthen the long-term financial sustainability of the present intervention. In addition, a number of donors are actively supporting work in the Niger River Basin in either the Niger River Basin through riparian country activities or the NBA.
17. *Government Commitment.* The Basin countries' commitment to cooperatively managing the Niger River Basin is evidenced by their request to UNDP and the World Bank for assistance in strengthening their joint management mechanisms. With specific regard to the GEF Project, the Basin countries who participated explicitly in the design worked well together during the preparation process. The involvement of national officials' in organizing national and regional workshops, workgroups, and steering committees has been extensive and consistent. The intent of the Project is to strengthen regional collaboration, which is essential for reduction of tensions, to foster exchange of knowledge, skills, and know-how, and provide a conducive environment for donor support.

(c) Replicability

18. The Project potential for successful replication and reoccurrence, within the Basin and to other similar Projects is high at the regional, national, and local levels. The principles of successful implementation practices, for institutional capacity building are integrated in the Project design, this includes but not limited to activities such as management training and cooperative workshops, and enforcing principles of accountability and transparency in the Project management and implementation. Inherent in the pilot-demonstration Projects will be the exchange lessons learned on the causes of degradation and demonstrating solutions and best practices to the address priority problems. These lessons learned and best practices will be transferred and expanded to other appropriate areas of the Basin, through in the field training, workshops, and technical assistance and implementation of microgrant supported interventions.
19. A number of other GEF international waters projects are under way or preparation in West Africa. Component 4 will promote and facilitate, through a regional forum, the exchange of experiences, and best practices in other GEF international waters projects and other comparable projects in Sub-Sahara Africa.

(d) Stakeholder Involvement

20. Through the PDF-B, the Project's beneficiaries will be the regional, national, and local stakeholders affected by the management of the Niger Basin's water and land resources. The primary regional institution is the NBA; nationally the principle beneficiaries would be ministries, academic institutions, and NGOs; and at the local level the primary beneficiaries would be communities who are either involved directly in the Project through microgrant-supported interventions, or to whom indirect benefits accrue. It is the intent that through these community-based activities will improve the livelihood of the basin communities, thus making some effort to reduce poverty while promoting sustainable good management practices.
21. The current Project proposal builds on and adds to the level of public involvement that began during the preparatory process under the PDF-A and PDF-B. Through the PDF-B, the Basin stakeholders include the NBA, national governments, local communities, NGOs and international agencies, contributed towards finalizing the Project Brief. In addition to the national governments, local communities and NGOs will be important partners in implementing the planned activities. Many international, regional, and national institutions will also work through the NBA to secure implementation of planned activities.

(e) Monitoring and Evaluation

22. The NBA is responsible for ensuring that all GEF funded activities are carried out in compliance with the Project's design, and the performance and monitoring indicators outlined in the Project Logical Framework (refer to Annex B). The NBA will report to UNDP and the World Bank, which are co-implementing agencies. The Project will comply with monitoring and evaluation (M&E) procedures as based upon the IAs' monitoring and evaluation guidelines, in addition to securing compliance with environmental and social safeguards; and the UNDP and the Bank will evaluate and review the Project progress according to institutional requirements. As part of the Project Implementation Plan (PIP), which will detail all the reporting requirements, a Monitoring and Evaluation plan will be prepared to evaluate project progress, this will be supplemented with the Environmental Management Framework (EMF), a document providing a framework for ensuring compliance with environmental and social safeguards.
23. The PMU will be responsible for Project reporting according to institutional procedures
24. Emphasis will be given in the Project to emerging GEF policies regarding monitoring and evaluation of GEF international waters projects, particularly the development of process, stress reduction and environmental status indicators for long-term monitoring of SAP implementation.

4. Financing Modality and Cost-Effectiveness

25. The Project will finance activities in the nine countries. The Project builds on national activities, which the World Bank and UNDP are currently supporting in these countries, which define the baseline for the project in turn providing a transboundary increment to those national actions. The Project will not fund the NBA operations and recurrent costs. These costs will continue to be funded by the countries themselves through the annual contribution to the NBA.
26. Total project costs are estimated to be US\$ 30,277,000. This includes a total GEF contribution of US\$ 13,375,000 (this includes \$375,000 of PDF A and B funding) and additional US\$180,000 in preparation funds (US\$100,000 UNDP-TRIB, and 80,000 UNDP-SPPD). The remaining amount of US\$ 16,722,000 will come from various co-financing sources such as: national government in-kind contributions and donor contributions (US\$ 2,140,000 from current estimated in-kind contributions, and US\$ 14,582,000 from donors). Annex A details the Project's incremental cost analysis.
27. In terms of cost-effectiveness, the design and scope of present Project is consistent with these GEF guidelines. Further, the Project objective corresponds to GEF guidance under this OP and makes possible the formulation of the TDA and SAP prescribed as part of the International Waters Portfolio. The economic, social, and environmental well being of participating countries depends upon the vitality and productivity of entire Niger Basin is a transboundary in nature. The co-operatively prepared and unanimously endorsed preliminary transboundary diagnostic analysis, and anticipated adoption of the SAP provide a sound technical basis for, and countries commitment to, participation in OP #9 generally and specifically the Land Degradation Component of that OP.

5. Institutional Coordination & Support

28. The Project will be executed by the NBA Executive Secretariat ensuring that the regional, national and local priorities agreed by the riparian states are substantively and coherently addressed through effectively implementing the Project activities to achieve the Project's objectives. Annex J provides an overview of the Project institutional and implementation arrangements.
29. The NBA will undertake a more facilitative role rather than serve as a traditional executing agency. The NBA will be the lead counterpart agency on behalf of the member states that will host the implementation of this Project. A Project management/administrative unit (PMU) will be established to

30. In assisting in the facilitation of Project's implementation the Niger River Basin Project Task Force (NRB-PTF), will serve as a steering committee in an advisor capacity for project implementation activities. Proposed Task Force members would include the NBA Executive Secretariat as the Chair, high level government representatives from participating countries, the Executing Agency, any other (major) donors to the Project. The UNDP, WB will participate in an observer status. The finalized list of Task Force members will be completed during appraisal.
31. The Project will support the establishment of the National Project Coordinating Units (NPCU) to implement the Project at the national level. The NPCU's will be established in each countries building on appropriate existing institutions or establishing new ones as needed. The NPCU will work closely with the PMU and NBA, and will be responsible for implementing the Project at the national level.
32. At the local level, following the principle of subsidiarity, community-based organisations would be involved in the decision-making and implementation process, and in tackling the Basin's priority issues. At the local level, working closely with the NPCU, and the Local Coordinating Committees (LCC), local community-based implementation units, such as NGOs or community-based organizations will be key in engaging and educating the local community on the specifics of local level component activities, and the helping implement the micro-grant supported demonstration program. They will work with local authorities and Local Coordinating Committee in developing the site-specific demonstration activities. The collaborative effort of the local institutions (both public and civil) is vital for the program success. It will provide opportunities for communities to communicate amongst themselves and with local government, and be responsible for assisting in the implementation and monitoring and evaluation of the demonstration programs. The Local Coordination Committees will serve in an advisory capacity for Project implementation. The LCCs will coordinate with the NPCU, NBA-NFPC, and the PMU during Project implementation

(a) Core commitments & Linkages

33. There are a number initiative in the Basin, however, the most important and relevant issues is to coordinate the activities of these initiatives so that scarce financial resources could be used more efficiently. Other Projects in the Niger River Basin include:
 - a) *Strategic Shared Vision and Sustainable Development Action Plan (SDAP)*. The Niger Basin countries are developing a SDAP for the Niger River Basin with the support of the World Bank. Whereas the GEF Project's SAP will focus on managing the Basin's environment, the SDAP will deal with the broader issues of multi-sector sustainable development in the Basin. The SDAP's main objectives include: (a) capacity building and institutional strengthening in the basin, including the NBA, to make sound decisions for sustainable investments and development; (b) strategic planning of regional activities and sectoral analysis of all issues of regional importance for integrated and comprehensive development and sustainable investments in the Niger River Basin, and (c) coordinating contributions from development partners. As part of the institutional revitalization, envisaged by the Project, the strengthened technical and institutional capacity and an increased knowledge base of good management practices, will provide a the tools for a comprehensive SAP which will then become an integral part of the broader SDAP for the Basin. The two combined efforts will provide a framework, to leverage greater multi-donor support for sustainable development and investments in the Basin.
 - b) *The Sub-Regional Action Plan Against Desertification of CILSS and CEDEAO (SRAPDC)* aims enhance sub-regional cooperation vis-à-vis rational management of shared natural resources and contribute to West and Central Africa's sustainable development;

- c) *Regional IWRM Action Plan* in collaboration with the Global Water Partnership, which aims to promote the adoption of integrated water resources management (IWRM) principles in West Africa;
- d) *FAO*. The UN's Food and Agriculture Organization together with the African Development Bank has a three-phase program to combat hydro-erosion and sand salutation of watercourses that is in its first year;
- e) *World Bank*. A number of World Bank Project related to water supply and sanitation; and community-based rural projects; the regional environmental and information management program; and
- f) *UNDP*. . To assist the riparian countries improve their transboundary water resources management UNDP is supporting the NBA in examining data-sharing mechanisms in the Niger Basin.

(b) Consultation, Coordination and Collaboration between IAs, and IAs and EAs, if appropriate

- 34. UNDP and the World Bank are the co-implementing agencies for this Project. The UNDP role will be to contribute its on-the-ground strength and resulting trust it builds with national governments, directly facilitate workshops and the convening of key stakeholders consistent with its comparative advantage in capacity building, work to secure national country-based financial resources to complement Project activities, and provide important links to other UN Agencies.
- 35. Joint implementation by UNDP and the World Bank harnesses each agency's comparative advantage for the benefit of the Basin countries. UNDP brings its on-the-ground presence, close partnership with governments, capacity building experience and working with community-based organizations through the GEF Small Grants Programme (SGP). The Bank brings in-depth technical analysis, convening power and access to the international financial markets. In addition, both organizations have ongoing GEF international waters and other programs and Projects in the region, which can both benefit from and share experiences with these related projects. Their joint involvement will facilitate closer coordination with these ongoing activities, especially the broader shared vision work supported by the Bank.

Annex A

Incremental Cost Summary

Project For Reversing Land And Water Degradation Trends In The Niger River Basin

Introduction

- Recognizing the common concerns of the riparian countries to address the Basin issues beyond the boundaries of specific national interests would include additional cost to address these transboundary issues, the incremental cost. This cost is the measure of the economic burden that would be placed on the Niger River Basin countries for undertaking the sustainable development of the Basin, beyond the current baseline and capacity of their national interest. The current policies and development approaches, to achieve sustainable development at the national levels, are currently not sufficient to maintain a transboundary element, and require support beyond what is affordable and capable for national development. These additional actions for regional sustainable development impose additional costs on the countries to achieve both their national goals while attaining transboundary global benefits.
- Under the broader international waters work being carried out in the Niger Basin, there is significant emphasis on enhancing existing capacity at the national and regional level. The Niger Basin countries are developing a Sustainable Development Action Plan for the Niger Basin (SDAP) for the Niger River Basin with the support of the World Bank. Whereas the GEF Project's Strategic Action Programme (SAP) will focus on managing the Basin's environment, the SDAP will deal with the broader issues of multi-sector sustainable development in the Basin. The SAP and the SDAP can be managed as complementary processes, for which the SAP is a natural precursor, the GEF TDA/SAP is identifying, characterizing and prioritizing water-related, environmental issues and sectors across the Niger River Basin member states, as well developing a framework for environmental management for all development in the Basin. The SDAP will envelope all possible sector, both those with environmental externalities, as well as those not before captured by the SAP process, and will build on the environmental management framework developed for the SAP. The GEF Project will support strengthened regional, national and local decision-making capacity providing a better understanding of the sector issues which contribute to land and water degradation, and a mechanisms to manage these transboundary issues in a more inclusive participatory decision making process.

Global Environmental Objective

- The Project's global environmental objectives are to reduce and prevent transboundary water-related environmental degradation, prevent land degradation, and protect globally significant biodiversity, through sustainable and cooperative integrated management of the Basin, enhance existing capacity, informed decision-making and ensure the public's greater involvement in the Basin's decision-making process.
- The significance of the Basin has been highlighted by the international interest in the ecological elements of the Basin. If the transboundary issues are not addressed, the direct and indirect threats to this international water body will result in the progressive breakdown of the hydrological and ecological integrity of the Niger Basin system. This will cause the global community to forfeit sizeable global conservation benefits; this includes direct and indirect use values, and existence and option values from the Basin.

Development Objective

- To achieve the global environmental objectives, the Project's development objective is to develop and implement sustainable measures for reversing trends in land and water degradation through a collaborative decision-making process in the Niger River Basin.

- The development objective supports the nine riparian countries (Benin, Burkina-Faso, Cameroon, Cote d'Ivoire, Guinea, Mali, Niger, Nigeria, and Chad) of the Niger River Basin in their efforts to work together to assure the sustainable development and management of the Basin's land and water resources, including protection of its unique drylands environment and associated biodiversity. These requirements, are transboundary in nature, clearly transcending national capacities and priorities, requiring financial and technical resources significantly beyond those that can be mobilized by each riparian state singly or in combination.
- The long-term goal of the GEF project is to achieve global benefits, as identified above, through broad, basin-wide participation in the development and implementation of measures that ensure that the integrity of the Niger River system is protected by integrated management of the Basin's resources. This requires orchestration of both national and regional activities through efficient Basin governance. Measures are targeted to mitigate the causes and effects of desertification in the region and building of capacity at regional, national, and local levels to create enhanced adaptive capacities.

Barriers to Better Land and Water Management

- The NBA has been involved in a number of diagnostic studies, which formed the basis for the Project's preparation. During Project preparation a number. It has become evident that the Basin's though there are a number issues which impact the Basin. These issues are part of a greater concern of the multi-sectoral contribution to the escalating and negative consequences on the land and water resources, the main issues in the Basin include:
 - Inadequate coordinated land and water management frameworks;
 - - Continued degradation of land, water, and renewable resources;
 - - Insufficient and inadequate information and data for good management practice and support the decision making process; and
 - - Cumulative degradation from the hydropower sector.

Removing the Barriers

- There are a number initiatives in the Basin, developing appropriate linkages and coordinating efforts to benefit from lessons learned and so that scarce financial resources could be used more efficiently to improve national and Basin-wide water resource management. In a shared river basin, these interests may conflict with each other, especially as national interests are often based upon immediate needs rather than their long-term impact. Given the environmental degradation in the Basin, results in cumulative impacts from the issues discussed above, it is becoming increasingly apparent that to tackle the causes will require a coordinated multi-country effort across the Basin, with action taking place at the appropriate level (i.e. subsidiarity). At present, several major barriers to address the issues need to be removed if the participating countries if the NBA is to make progress in its attempts to secure a sustainable future for the Niger River Basin ecosystem. Efforts to remove the barriers would include:
 - - Introducing effective land and water management, mitigate desertification and sedimentation problems,
 - - Establishing reliable water resources monitoring and data exchange,
 - - Coordinating the management of the Basin's infrastructure, and
 - - Promoting environmental action on biodiversity protection and conservation with good management practices.
- In the longer-term, through this Project and integration with the SDAP, the removal of the barriers for sustainable use of Basin's resources will widen the menu of development options available at the regional, national and local level. However, in the short-term, the generation of the programme to address transboundary issues will result in mainly non-pecuniary benefits. For the riparian countries,

Baseline Scenario

- The Niger River resources have an intrinsic value to the riparian countries future development potential, and therefore almost all the investments in the national development arena have direct implications on the Basin's land and water resources. Currently, there's an extensive list of projects and programs taking place and proposed in the nine Basin countries with each contributing to improved national concerns. As part of the Project preparation, current and proposed World Bank, UNDP and donor projects in the Basin were inventoried, and relevant agriculture, forestry, environment or water sector World Bank projects were evaluated, and corresponding project related component activities were reviewed³ and assessed. Similar effort was conducted for the current and future UNDP country programme projects⁴, as well as donor projects. With the knowledge that each relevant project in the Basin contributes to the fundamental baseline of Basin development, it was necessary, to make note of the extended baseline activities in the Basin. However, for the sake of clarity, to define the true value of the incremental benefit from this Project, the baseline was defined by a specific parameter to include just those baseline activities, which contribute directly to the Project.
- Therefore, for the baseline assessment considered the relevant donor supported co-financing efforts proposed in the Basin, which directly contribute and complement the Project component activities. These funds together with the in-kind national contributions defined the baseline amounts US\$ 16,722,000. The current national government in-kind contributions of US\$2,140,000 contribute to Component 1 activities to assist in national level efforts in the Basin and to Component 2 capacity strengthening efforts. The other co-financing figure (US\$ 14,582,000) is indicative of the anticipated participation of on-going projects related to activities in the GEF. Specifically this includes: financing from: AfDB (US\$ 10,000,000) contributes to Component 5, targeting sedimentation problems and river degradation; the Government of the Netherlands (US\$ 3,350,000) supports the development of the SDAP; the Government of Norway (US\$160,000) funds sector reports in the Basin for Component 6; the Dutch Trust Fund (US\$ 587,000) provides technical assistance contributing to Component 3; the UNDP-TRIB (US\$ 75,000) supports technical capacity in Component 3; the WWF (US \$110,000) local actions are in parallel with the good practices interventions in Component 5; and the WB:IW (300,000) has concurrent technical assistance in preparing sector report compatible to Component 6 efforts.

GEF Alternative

- *GEF Alternative.* The GEF Alternative regional programme, together with the SDAP, and other initiatives in the Basin, will support actions that are compatible with the economic and social interests of each country, while generating benefits the Basin for the overall environment. It would create new opportunities for regional development by enabling all players within the Basin to be responsibility in identifying the priorities in the Basin and engage in the decision making process

³ *Benin:* PCD Management Of Forests and Adjacent Lands; PCD National CDD Project; PAD Forests and Adjacent Lands Management; *Burkina Faso:* PAD Partnership for Natural Ecosystem Mgt.; PAD Community-Based Rural Development; PCD Sahel Integrated Lowland Ecosystem Mgt.; PCD Urban Environment Supplemental; PAD Ouagadougou Water Supply Project; *Cameroon:* PCD Forestry/Environ; *Chad:* PAD Agric. Services and Producer Org. Project; PAD Local Development Project; Chad Urban Development Project; Côte d'Ivoire: PAD National Protected Area Management Program; PCD Cap/Basic Infr/Urban&Env; *Guinea:* Village Comm. Sup. II; Third Water Supply (Supplemental); *Mali:* PCD Community-based Rural Development Project Rural; PAD Arid Land Biodiversity; PAD Rural Infrastructure (WRM); *Niger:* PAD Private Irrigation Promotion; PAD Community Action Program; Water Sector Project; *Nigeria:* PCD Nigeria Fadama II; PAD Local Empowerment and Environmental Management; PAD Small Towns Water; PCD Lagos Water Sector Restructuring Project; PAD Urban Water Sector Reform Project.

1. ⁴ The regional international waters project, Integrated Management of the Lake Chad Basin, outside the Basin has commenced; as part capacity building projects in Nigeria and Benin were included in the incremental analysis, and other projects complementary in their geographic proximity and/or objectives, prevent them as part of the of the Project baseline. The three regional/national complementary projects include: (i) Industrial water pollution control in the Gulf of Guinea Large Marine Ecosystem, within Cote d'Ivoire, Benin, Cameroon, Ghana and Nigeria; (ii) Integrated Management of the Lake Chad Basin, Chad, Nigeria, Mali, and Cameroon; and (iii) Control of exotic aquatic weeds in rivers and coastal lagoons to enhance /restore biodiversity in Cote d'Ivoire.

- A GEF Project, while it intends to improve the means to improve the management and protecting the Basin resources, will also be a vital instrument, through the development of the SAP, for mobilizing, catalyzing and generating sustainable national development projects to consider the environment as an essential element of these future development, and subsequent integration with the SDAP which will envelope all sectors for sustainable economic development. Reciprocally, these national development programs, concerned with water and environment, and coordinated within a comprehensive strategic approach Basin-wide (i.e. within the context of the SAP) will be decisive in upgrading the capabilities that need to be mobilized collectively, throughout the region, to improve the Niger River Basin ecosystem. In conclusion, the absence of a regional program, given the size and scope of the work that has to be organized and carried out, no other project or initiative in the short or medium terms is capable of providing the complete assistance to member countries to address the environmental problems of the Niger River Basin.
- To avoid the overall environmental risks identified above, in-kind support being provided by the member states to support regular NBA operations needs to be further extended and complemented. The existing support is just not sufficient to cope with the magnitude of the problems at hand. This gap will be financed under the present project. In this regard, certain other priority regional programmes would benefit from being co-financed with other donors in order to generate more wide-ranging actions and thus have a more rapid impact on the human and physical environments. At the national level, the components financed by the GEF could help to support existing or future programmes, integrated into national sustainable development programmes and into the strategic action plan for the entire Basin.
- *The GEF Alternative Increment.* Total project costs are estimated to be US\$ 29,722,000, this include a total GEF contribution of US\$ 13,000,000 as the project increment.

Table 1: Summary of Project Baseline, GEF Alternative and Project Increment
36.

FINANCING	Baseline Scenario (US\$ million)	GEF Alternative (US\$ million)	Project Increment
<i>GEF Contribution</i>		13,000,000	13,000,000
Co-financing:	14,582,000	14,582,000	
Current Estimated National In-kind	2,140,000	2,140,000	
	16,722,000	29,722,000	13,000,000

Project Financing and Incremental Cost Matrix

- Total project costs are estimated to be US\$ 29,722,000, with a total GEF contribution of US\$13,000,000. The remaining amount of US\$ 16,722,000 will come from various co-financing sources such as: national government in-kind contributions, and active donors in the Basin (US\$ 2,140,000 from current in-kind, US\$ 14,582,000 from donors), summarized in Table 2.
- The incremental cost matrix (Table 3) shows the costs to achieve the stated domestic and global benefits to achieve the global environmental objectives, and the benefits associated with the GEF Alternative and increment and differentiated from the baseline for the Component activities.

Table 2: Summary of Project Financing (US\$ million)

Project Components	Co-financing	GEF	TOTAL
	US\$		
Component 1: Project Management	1,070,000	1,500,000	2,570,000
Component 2: Capacity Building	4,420,000	1,500,000	5,920,000
Component 3: Data Management	662,000	2,000,000	2,662,000
Component 4: Regional Forum	0	500,000	500,000
Component 5: Demonstrating Change in the Basin – Microgrant supported interventions	10,110,000	5,000,000	15,110,000
Component 6: TDA and SAP Preparation	460,000	2,500,000	2,960,000
TOTALS	16,722,000	13,000,000	29,722,000

Domestic and Global Benefits from Project Increment

- Overall domestic Benefits From Incremental Costs:

Countries are able to strengthen water and environment management without losing development funds for other critical short-term priorities and without losing competitive position.

Interventions are more targeted at removing the root causes of threats, thus improving the efficacy and cost-effectiveness of management endeavors.

National capacities to implement a holistic resources management method at all levels are strengthened.

Civil society more responsive to environmental protection measures.

Ecological sustainability of activities in the Basin will be better assured, for each country.

- The global environmental objectives will be achieved, through broad Basin-wide participation and implementation of cooperative decision-making and best practices, sustainable management of the Basin's land and water resources. The long-term global environmental benefits that would accrue from the successful completion of the Project activities and future implementation of the SAP. Benefits include:

Strengthened regional, national, and local institutional capacity in all nine-Basin countries will support effective execution capacity for future regional project implementation.

Strengthened regional, national, and local institutional capacity for sustainable land and water resource management in the Niger River Basin with an inclusive framework for regional cooperation will be supported through agreements on policy /institutional and legal adjustments at regional and national levels.

Harmonized and coherent Basin-wide national data collection, and effective data disseminated will be valuable capacity for the national and regional decision-makers.

Forums with other regional initiatives provide a mechanism to better collaborate and communicate the exchange of good practices and better management of Basin resources.

Public participation in management of local resources increases ownership of civil society through microgrant supported community-based activities will enable communities to understand the cause-effect of environmental and land degradation, and tackle priority issues in the Basin directly.

A completed transboundary diagnostic analysis of the transboundary water-related environmental issues and root causes across the Basin will be better understood and an action programme of legal, policy and institutional reforms and investments helps address the transboundary land and water issues.

A strategic action plan provides a regional framework for sustainable management of the Basin's land and water resources.

Table 3: Incremental Cost Matrix

Development Objective	Cost Category	Total US\$	Overall Domestic and Global Benefits	
<p><u>Development Objective</u></p> <p>Develop and implement sustainable measures for reversing trends in land and water degradation through a collaborative decision-making process in the Niger River Basin</p>	<p>Baseline</p>	<p>16,722,000</p>	<p>Overall Domestic Baseline Benefits:</p> <p>Countries only taking unilateral action to reverse degradation trends, and bilateral assistance’s reluctance to fund water projects without any clear knowledge, or agreement, on sustainability of riparian land and water uses, upstream and downstream.</p> <p>National efforts are continued but are insufficient to mitigate threats to river systems, though effort is made under the SDAP it lacks a comprehensive approach to integrate the environmental issue for which there continues to be minimal coordination between countries on environmental management policies, strategies, laws and programs within countries.</p> <p>National capacities in pursuing effective and integrated land/ water resources management commence but insufficient regional support for an integrated management framework.</p> <p>National local players sensitized to environmental concerns but mechanisms do not exist for exchanging lessons learned and cooperative decision-making on Basin and resources management.</p> <p>Opportunities for the exchange of lessons learnt are made available to a range of stakeholders in West Africa basins.</p> <p>Countries face growing environmental, social, and economic costs and a decrease in available natural resources, from degradation of the Niger River Basin system and are unable to formulate a strategic program for sustainable Basin management.</p>	<p>Overall Global Baseline Benefits:</p> <p>Under the baseline scenario, there are insufficient financial resources to address the regional transboundary issues that contribute to global benefits. If the Project is not implemented it is not contributing to any significant global baseline benefits.</p> <p>National efforts continue under the baseline scenario.</p>

Development Objective	Cost Category	Total US\$	Overall Domestic and Global Benefits	
	With GEF Alternative	29,722,000	<p>Overall Domestic GEF Alternative Benefits:</p> <p>National policies and standards for water and environmental management will be harmonized in line with a common strategy (SDAP) at the Basin level, with information and support of donors.</p> <p>Institutional capacity is strengthened and management efforts among the riparian countries are better coordinated using international co-operation mechanisms.</p> <p>National institutional and technical capacities in River Basin planning and integrated land and water resources management are strengthened,</p> <p>A wide range of intervention measures are implemented to address the root causes of water resources and environmental degradation,</p> <p>Resource conservation and protection practices and interventions are successful and well-targeted public advocacy and awareness campaigns contribute to improvements in the Niger Basin.</p>	<p>Overall Global GEF Alternative Benefits:</p> <p>Strengthening of policy, institutions and incentives for regional co-operation, involving all players, in which institutional barriers are removed, make the international waters effort a catalyst for regional co-operation.</p> <p>Institutional mechanisms to guide and co-ordinate national plans and actions within a common regional vision and framework for action</p> <p>Mechanisms for engendering public participation in sound development planning and management at Basin-ecosystem level are developed and funded</p> <p>Forums for lessons-learned, training on regional transboundary issues are made available.</p> <p>Strengthened environment leading to a dynamic regional instrument able to aid decisions for maximisation of economic and social impacts, and minimisation of environmental impacts.</p> <p>A set of horizontal activities is launched across sectors and borders in order to stimulate co-operation and capacity building in land and water resources management.</p> <p>A strategic framework for sustainable land and water management is prepared for the Basin.</p>

Development Objective	Cost Category	Total US\$	Overall Domestic and Global Benefits	
	Incremental Cost	13,000,000	<p>Overall Domestic Incremental Cost Benefits:</p> <p>Countries will be able to strengthen water and environment management without losing development funds for other critical short-term priorities and without losing competitive position.</p> <p>Interventions will be more targeted at removing the root causes of threats, thus improving the efficacy and cost-effectiveness of management endeavours.</p> <p>National capacities to implement a holistic resources management method at all levels will be strengthened for improved sustainable management of the Basin's resources.</p> <p>Civil society more responsive to environmental protection measures.</p> <p>Ecological sustainability of activities in the Basin will be better assured, for each country.</p>	<p>Overall Global Incremental Cost Benefits:</p> <p>Strengthened regional, national, and local institutional capacity in all nine-Basin countries will support effective execution capacity for future regional project implementation.</p> <p>Strengthened regional, national, and local institutional capacity for sustainable land and water resource management in the Niger River Basin with an inclusive framework for regional cooperation will be supported through agreements on policy /institutional and legal adjustments at regional and national levels.</p> <p>Harmonized and coherent Basin-wide national data collection, and effective data disseminated will be valuable capacity for the national and regional decision-makers.</p> <p>Forums with other regional initiatives provide a mechanism to better collaborate and communicate the exchange of good practices and better management of Basin resources.</p> <p>Public participation in management of local resources increases ownership of civil society through microgrant supported community-based activities will enable communities to understand the cause-effect of environmental and land degradation, and tackle priority issues in the Basin directly.</p> <p>A completed transboundary diagnostic analysis of the transboundary water-related environmental issues and root causes across the Basin will be better understood and an action programme of legal, policy and institutional reforms and investments helps address the transboundary land and water issues.</p> <p>A strategic action plan provides a regional framework for sustainable management of the Basin's land and water resources.</p>
Component Activities	Costs Category	US\$	Domestic and Global Benefits	
Component 1 Project Management				
<p>Activity 1.1: Establish a Project Management Unit (PMU)</p> <p>Activity 1.2: Recruit Project Staff</p> <p>Activity 1.3: Organize the management bodies at national and local levels</p> <p>Activity 1.4: Assess and establish local coordination units</p> <p>Activity 1.5: Project management training for NBA staff</p>	Baseline	1,070,000	<p>National level contributions to the NBA are maintained.</p> <p>Regional capability within NBA and countries in executing and coordination regional projects within a transboundary context is not put in place.</p> <p>Human resources, operational and technical capacity exists within mostly the NBA for leading, implementing and monitoring transboundary water and environmental projects.</p> <p>Guidelines, expertise and training capacities for transboundary environmental management and facilities exist within NBA.</p>	
	Incremental Cost	1,500,000	<p>Recruitment of highly qualified consultants and experts to support the full program implementation during 4 years who will provide guidance and technical assistance.</p> <p>Creation of operational national and local teams in all 9 NBA countries.</p> <p>Guidelines for appropriate training are prepared and training executed for NBA, regional and national experts.</p>	
	GEF Alternative	2,570,000	<p>Appropriate human capacities developed to promote and support participatory practices, at all levels, and to ensure a permanent evaluation and follow-up of transboundary activities.</p> <p>Appropriate national and local units will be established, equipped and organised in order to efficiently deliver project Components, give technical assistance and manage program activities. and</p> <p>Application of standardized guidelines for design, coordinated implementation and monitoring of GEF project activities and strengthened capabilities will be harmonized and coordinated.</p> <p>Regional, sub-regional, national and local institutions will be able to co-ordinate strategic action to adequately cope with degradation of land and water resources of the Basin.</p> <p>Training of staff, and national and local level institutions made available and consistent with the overall objective of the Project.</p>	

Development Objective	Cost Category	Total US\$	Overall Domestic and Global Benefits
Component 2: Capacity Building			
Activity 2.1: Assess the gaps in capacity in the Basin at the regional, national and local level Activity 2.2: Elaborate an Operational Strategy for Educational and Training Strategies Activity 2.3: Conduct training courses Activity 2.4 Public education and awareness programs	Baseline	4420,000	<p>Regional and national base for building real capacity toward the management of transboundary identified and baseline efforts to strengthen capacity commences.</p> <p>Necessary regional, national, and local human resources and skill-base for implementing a regional project on land and water degradation is not completely known.</p> <p>National and local capacity and institutions lack necessary expertise and ability to appropriately and sustainably manage the Niger Basin.</p> <p>Elements put in place for a strategic development plan in the Basin. However, decision on international and national water and land resources remain unsustainable inducing continued resource degradation.</p> <p>Knowledge of the issues will be not accessible to all stakeholders.</p>
	Incremental Cost	1,500,000	<p>Existing capacities will be assessed and necessary scaling done for full operationally of the project.</p> <p>Appropriate and necessary training of all NBA and member countries personnel involved in water resources management and other sectors and issues.</p> <p>Better knowledge of and cooperation for transboundary management and reversal of land and water degradation will be obtained and necessary information network developed.</p> <p>All stakeholders, including communities and water users in general will be informed of and consulted for major decisions that can affect their livelihoods or their opinion and knowledge will be taken into account.</p>
	GEF Alternative	5,920,000	<p>Provisions to assess land and water degradation into a better regional and national context results in securing good practices.</p> <p>A sound base for adequate technical equipment and necessary scaling of new purchase is obtained for efficient use of financial resources.</p> <p>Efficient and integrated management of Niger Basin water resources including inter-sectoral approach, social issues and environmental impacts.</p> <p>Information measures to inform stakeholders regarding land and water degradation will be better designed, implemented, and get full support from various stakeholders, thus improving global benefits while improving community livelihoods and environment.</p>
Component 3: Data Management			
Activity 3.1: Assess the quality of data on water resources an identify gaps through a series of studies on existing data, monitoring indicator and knowledge baseline Activity 3.2: Build on existing knowledge on technical and protocol matters to prepare appropriate data sharing mechanism ensuring quality, compatibility and sharing	Baseline	662,000	<p>Information sharing and benefit from other experiences of river basin management. NBA has limited knowledge of best practices and issues of global significance.</p> <p>Regional and national water institutions lack the tools for comprehensive planning and decision-making, and management remains fragmented and unsustainable.</p> <p>Wide portions of the Basin remain uncovered and transboundary issues will be neglected.</p> <p>Information on best practices for natural resource conservation and management under participatory and decentralized management structures is maintained. and</p> <p>Though some effort is made to expand data collection and exchange, it remains intermittent and inconsistent.</p>
	Incremental Cost	2,000,000	<p>Study of all current projects and capitalization of their results on which the new project can build upon or use acquired data.</p> <p>Study of all current projects and capitalization of their results on which the new project can build upon or use acquired data.</p> <p>National and regional training course for date managers (collectors, processors, interpreters,) and data users (policy and decisions makers) to improve quality of data management and dissemination.</p> <p>Necessary transboundary infrastructure including data collection instruments will be agreed upon by national governments and further developed to reverse land and water degradation.</p>

Development Objective	Cost Category	Total US\$	Overall Domestic and Global Benefits
	GEF Alternative	2,662,000	<p>Capitalization of skills, lessons and experiences on climatological and hydrological data necessary for better knowledge of trends and for monitoring progress.</p> <p>Water resources management is supported by improved data and the resource is better understood allowing for improved management decisions will be effective thus preventing further degradation of water resources that may affect global environment.</p> <p>Global benefits will be achieved through Basin wide management of land and water resources and a regional frame for cooperation. and</p> <p>Decentralized and efficient management of natural resources is secured with cross-sectoral implications and benefits.</p> <p>An informational framework for water resources management is set up, and incorporated into the economic model, at regional level and used for planning new initiative in an adequate manner. Decisions will be made to secure long-term sustainability of investments.</p> <p>Four new countries will be covered by the project that provides a basis for their full integration into the Organisation. and</p> <p>New opportunities and knowledge will emerge as a result of the implementation of pilot projects about best environmental management practices.</p>
Component 4: Regional Forum			
Activity 4.1: Comparative analysis of other international basins Activity 4.2: GEF regional forum on international waters projects	Baseline	0	Basin managers do not have a comprehensive understanding of best practices and lessons learned from other International Waters projects.
	Incremental Cost	500,000	A forum for sharing lessons learned to develop knowledge of and experience for sustainable River Basin management for NBA and its national counterparts.
	GEF Alternative	500,000	A broader, international network strengthens the collaborative process and information and knowledge exchange. NBA and stakeholders implement lessons and experiences that will be applicable to the Niger River Basin in managing international waters and in reversal of land and degradation trends.
Component 5 Demonstrating Change in the Basin – Microgrant supported interventions			
Activity 5.1 Use the outcomes from the final TDA to identify basin-wide priority issues Activity 5.2. Prepare the Microgrant operational manual Activity 5.3 Select and sub-contract a national NGO in each riparian country to manage the microgrant component Activity 5.4 Public information campaign on microgrants Activity 5.5 Implement, monitor and evaluating the microgrants	Baseline	10,110,000	<p>Current baseline projects have national scope and sector specific, lacking a transboundary element.</p> <p>Effort to improve land management, to reduce sedimentation and river degradation is commenced but no mechanisms available for exchange of information and replication.</p> <p>No framework for on-the-ground implementation of activities of regional character exists.</p> <p>Local based efforts difficult to commence due to lack due to public information and knowledge of best management practices.</p>
	Incremental Cost	5,000,000	<p>Microgrant demonstration projects will be run as stand-alone projects and no integration into SAP or replication is possible.</p> <p>Implementation of on-the-ground activities to consolidate experience in land and water resources management and, to establish joint country teams for cooperative work.</p> <p>Development of project manuals and determination of sites, tasks and Components on the basis of technical standards.</p> <p>Prepare appropriate project procurement plans on the basis of existing experience prior to implementation.</p> <p>Participatory approaches will be adopted to enhanced participation in implementation and use of local knowledge. and.</p> <p>Full coordination and exchange of experience to apply best practices and solutions for reversal of degradation trends.</p>
	GEF Alternative	15,110,000	<p>Most of land and water degradation issues are transboundary and need full cooperation in an agreed time frame, agenda and sharing of experience to enhance global benefits.</p> <p>Availability of standards that will be used as input for mid-term and final stage assessment of project results.</p> <p>Enhanced project Components and possibility to replicate micro-grant supported interventions on a Basin wide on the basis of lessons learned.</p> <p>Enhanced project participation and, possibility to replicate projects Basin wide on the basis of lessons learned.</p> <p>Disposal of adapted solutions and practices for solving the threatening degradation trends to land and international waters.</p>
Component 6. TDA and SAP			

Development Objective	Cost Category	Total US\$	Overall Domestic and Global Benefits
<p>Activity 6.1: Finalize the TDA to include the remaining riparian countries</p> <p>Activity 6.2: Develop the SAP based upon the TDA</p> <p>Activity 6.3: Validate the SAP</p> <p>Activity 6.4: Engage donors to implement the SAP</p>	Baseline	460,000	<p>The current preliminary TDA remains limited to the 5 main NBA member countries and full Basin TDA is not developed.</p> <p>Current projects methodologies, problems and potential for improving land resources management will be not taken into account when designing the project.</p> <p>Use of data and knowledge captured by the TDA and subsequent action will be limited to project lifespan because of the lack of long term frame for continuous technical and financial support with regards to transboundary management of land and water resources.</p> <p>SAP implementation capacity at national level does not exist and SAP recommendations will remain unimplemented to a greater extent.</p> <p>Only conventional funding channels will be explored. No regional coordination of fund raising campaigns is provided.</p> <p>The existing conditions and enabling environment will be not conducive to the implementation of SAP.</p> <p>National policies, laws, and institutions focus on domestic water issues and not transboundary ones.</p>
	Incremental Cost	2,500,000	<p>Extension of the TDA to all 9 Niger Basin countries and full study and coverage of transboundary issues identified in all sectors of land and water management.</p> <p>A full SAP for reversal of land and water degradation trends is designed using existing and future data from TDA studies to serve as a platform for negotiating further and longer term support to the implementation of efficient activities for improving land and water resources management in a sustainable manner.</p> <p>Measures that will be necessary for full implementation of SAP will be designed and integrated into project activities.</p> <p>Financial provision for a fund raising campaign for full donor support will be used to design a strategic fund raising plan that will yield needed additional funding of SAP activities.</p> <p>Different components of SAP will be validated with the relevant stakeholders, and conditions will be created for its successful implementation.</p>
	GEF Alternative	2,960,000	<p>Creation of an enabling environment for Basin-wide approach for reversing land and water degradation trends and comprehensive understanding of transboundary issues and root causes for the SAP design.</p> <p>Support for the design of the SAP as part of the project will sustain the benefit for global environment and sustainable management of land and water rehabilitation activities that take time to provide benefits and results at regional and global level.</p> <p>Global benefit can be sustained in the longer term as the SAP implementation procedures are agreed upon and integrated into the GEF project.</p> <p>Drafting and implementation of a fund raising plan and its coordination through the GEF project will yield more additional funds for the SAP and concurrent SDAP.</p> <p>The GEF project would fund enabling activities related to environmental management and development of a shared vision as the base for sustainable management.</p>
TOTALS	Baseline	16,722,000	
	Incremental Cost	13,000,000	
	GEF Alternative	29,722,000	

Project Design Summary
Project For Reversing Land And Water Degradation Trends In The Niger River Basin

Hierarchy of Objectives	Key Performance Indicators	Monitoring and Evaluations	Critical Assumptions
<p>Sector Related/CAS Goal⁵ Increase sustainable practices to reduce poverty through strengthened regional and national institutions and to improve environmental management in the Basin</p> <p>GEF Operational Program: Integrated land and water multiple focal area</p>	<p>Sector Indicators Strengthened regional, national, and local institutional capacity in all nine-basin countries that will support effective execution capacity for future investments and Project implementation for sustainable land and water resource management in the Niger River Basin.</p> <p>An inclusive framework for regional cooperation, supported through agreements on policy/institutional and legal adjustments at regional and national levels with harmonized and coherent basin-wide national data collection, regional modelling, monitoring and evaluation and effective data dissemination that will be valuable capacity for local, national and regional decision-makers.</p> <p>Forums with other regional initiatives, that will provide a mechanism to better collaborate and communicate the exchange of good practices and better management of the Basin's resources.</p> <p>Demonstration of good practices and awareness raising in pilot sites on priority areas identified by member countries with public and increased ownership of civil society and will enable communities to understand the cause-effect of environmental and land degradation, and tackle priority issues in the Basin directly.</p> <p>Strategic Action Programme provides legal, policy and institutional reforms for future sustainable investments in the Basin.</p>	<p>Sector/Country Reports</p> <p>Supervision Reports Mid-term Evaluation Report GEF Project Implementation Review (GEF PIR) Implementation Completion Report (ICR) Project Performance and Evaluation Review (PPER) Tri-Partite Review (TPR) Annual Project Implementation Review (GEF-PIR)</p>	<p><i>(Goal to Bank Mission)</i></p> <p>Continued political commitment and support from all riparian countries necessary for sustainability</p> <p>Required cooperation between regional and local institutions</p>
<p>Project Development Objective</p> <p>Develop and implement sustainable measures for reversing trends in land and water degradation through a collaborative decision-making process</p>	<p>Outcome/Impact Indicators Established operational PMU with clear administrative responsibilities, transparent financial management, and effective technical capacity.</p> <p>Enhanced regional, national and local institutional capacities between and among the Basin countries and the NBA, through improved collaboration and capacity building tools, to better address and manage transboundary issues.</p> <p>Improved data collection and data exchange mechanisms established in all nine countries, and agreed to cooperation protocols for greater knowledge of the Niger River as it relates to the environment and river hydrology, more specifically to land and water degradation.</p> <p>Exchanged good management practices with other regional lake and river basin programs (Volta, Nile, Senegal, Lake Chad), and defined processes and practices to minimize land and water degradation, and support environmental conservation and sustainable development.</p> <p>Involved communities, through a community driven development process, in piloting microgrant supported interventions to demonstrate and promote effective best land and water management practices to address targeted sector issues and lessons learned.</p> <p>Enhanced local community education and awareness, host trained on good management practices, implementation lessons exchanged for activity replication, and implementation process and successes monitored and evaluated</p> <p>Completed Transboundary Diagnostic Analysis and adopted Strategic Action Programme, which provides a framework for priority actions for sustainable development in the Basin.</p>	<p>Project Reports</p> <p>NBA prepared annual work plans, monthly narrative reports, Semi-annual Project Implementation Progress Reports, Annual Substantive Project Progress Report and Work Plan, Collaborative data collection and data exchange will be incorporated in water resources management plans Microgrant activities evaluation reports Public Participation Program information literature Completed TDA and GEF-SAP Reports to the World Bank/UNDP as outlined in the Monitoring and Evaluation Plan</p>	<p><i>(From Objective to Goal)</i></p> <p>Riparian country governments have agreed upon and are committed to achieve Project development objective</p> <p>Proper institutional and legal arrangements are established between the Bank/UNDP and NBA</p> <p>The riparian countries are committed to sustain Project activities, and implement lessons learned after Project is established and completed</p> <p>Project activities are coordinated with compatible activities in the Basin</p>

⁵ The sector goal is a compilation of compatible sector goals identified from the PRSP and CAS reports from the nine countries in the Niger River Basin

Output from each Component Activity	Outcome/Impact Indicators	Project Reports	(From Outputs to Objective)
Component 1: Project Management			
<p>Activity 1.1: Establish a Project Management Unit (PMU)</p> <p>Activity 1.2: Recruit Project Staff</p> <p>Activity 1.3: Establish the Project implementation structure</p> <p>Activity 1.4 Project management training PMU, NBA staff, and national levels</p>	<p>Complete PMU needs assessment PMU office established and operational Supporting infrastructure procured PMU/Executing Agency consistently meets Project implementation schedule deadlines</p> <p>Competitively recruit PMU project staff to agreed service standards as needed Complete contracts for PMU staff</p> <p>Country specific national project management organs established Complete contracts for national management organs Identify and strengthen local level coordination teams active in the domain of water and environmental management</p> <p>Project management training, and project implementation training for improved management capacity to include financial, administrative, logframe and procurement training</p>	<p>PMU staff contracts Quarterly progress reports</p> <p>PMU TOR and contracts</p> <p>National level institutions TOR and contracts Assessment report for the national agencies technical and physical needs Local level institutions TOR and contracts Assessment report for the Local level technical and physical needs</p> <p>Project management and implementation training reports</p>	<p>Support for NBA augmented within the PMU, Basin-wide national institutions and international supporters, continues beyond Project completion</p> <p>National and local institutions continue to support the efforts of the NBA and continue a collaborative dialogue</p>
Component 2: Capacity Building of NBA, Member States and Other Stakeholders			
<p>Activity 2.1: Assess the gaps in capacity in the Basin at the regional, national, and local level</p> <p>Activity 2.2: Elaborate an Operational Strategy for Educational and Training Strategies</p> <p>Activity 2.3: Conduct training courses</p> <p>Activity 2.4 Public education and awareness programs</p>	<p>Assess the gaps in capacity in the Basin at the regional, national and local levels, to include but not limited to cooperation and dialogue tools, managing environmental and social, and conflict resolution issues</p> <p>Elaborate an Operational Strategy for Educational and Training Strategies for local, national and regional capacity building</p> <p>From capacity assessment identify specific training program needs Training tools and program for integrated land and water management tools designed and tested Prepare draft training manuals Conduct a series of training session to train the trainers Increased regional and national capacity building and training at NBA and at the national level completed</p> <p>Public participation and information program with tools and materials for local and national multi-media campaign prepared National networks and targeted groups identified Increased rural community awareness and public participation effective through local media campaign and workshops Monitoring group hired to assess progress and lessons learned Multi-media campaign active during project implementation</p>	<p>Capacity Assessment</p> <p>Integrated water resources management and environmental training package</p> <p>Training guidelines and manual for managing environmental and social issues including conflict resolution</p> <p>Multi-media public participation and information program National workshop program Multi-media monitoring progress report Yearly NGOs progress report</p>	<p>Riparian country governments and institutions are committed to cooperate in strengthening regional, national, and local capacities</p> <p>media communications community involved with adaptable tools t groups and communities agreed on key principles and apply them</p>

Output from each Component Activity	<i>Outcome/Impact Indicators</i>	<i>Project Reports</i>	<i>(From Outputs to Objective)</i>
Component 3: Data Management			
Activity 3.1: Assess the quality of data	<p>Assess existing conditions, and current status of data, and report on the state of land degradation and desertification</p> <p>Assess the quality of data on water resources and identify gaps on what is being collected, what's being done with the data on regional, transboundary and nationwide</p> <p>Complete a series of studies on existing data, monitoring indicator and knowledge baseline</p>	Existing conditions assessment report	<p>Political willingness for implementing tools and mechanisms for a sustainable environmental monitoring system of the River basin</p> <p>Basin stakeholders agree upon an integrated communications, data, knowledge, and model-driven DSS for managing the Basin's water and land resources</p>
Activity 3.2: Build on existing knowledge	<p>From the assessment report, understand the process by which data is collected, and identify current use of data and the possible range of opportunities to best utilize this data regionally and nationally</p> <p>Build on existing knowledge on technical and protocol matters to prepare appropriate data sharing mechanism ensuring quality, compatibility and sharing</p> <p>A water resources and environmental data exchange network and cooperation network in place and operational</p> <p>Cooperative technical, framework between NBA and riparians agreed upon and validated</p>		

Output from each Component Activity	<i>Outcome/Impact Indicators</i>	<i>Project Reports</i>		<i>(From Outputs to Objective)</i>
<p>Activity 3.3: Establish a basin-wide management protocol</p>	<p>Follow on recommendations and findings in Activity 3.2, and establish a basin-wide management protocol and implement process for collection and data exchange by strengthening institutional links between national and regional institutions to share data</p> <p>All nine riparian agree upon a cooperative and collaborative approach to managing the Basin's resources</p>	<p>Basin-wide Management Protocol</p>		

Output from each Component Activity	<i>Outcome/Impact Indicators</i>	<i>Project Reports</i>	<i>(From Outputs to Objective)</i>
<p>Activity 3.4: Conduct national and regional training course</p> <p>Activity 3.5: Augment the basin-wide economic model being developed with environmental data</p>	<p>Conduct national and regional training courses for data managers (collectors, processors, and interpreters) and data users (policy decision makers) to improve quality of data management and dissemination</p> <p>Improved monitoring equipment technical training completed</p> <p>Integrate, as part of the economic – DSS being prepared for the Basin, the appropriate and relevant environmental data for improved resource management</p> <p>Assess current management practices and evaluate future best management practices to determine new potential economic incentives and cost- benefit analysis of common management of key environmental infrastructure</p> <p>Environmental training for environmental information and modeling parameters as needed for completion of integrated basin-wide model</p> <p>Financial mechanisms for sustainable, post-Project monitoring operations are established</p>	<p>Laboratory and monitoring equipment training manuals for good practices and procedures</p> <p>Procedures manual for implementing the environmental and water sections of the model</p>	

Output from each Component Activity	<i>Outcome/Impact Indicators</i>	<i>Project Reports</i>	<i>(From Outputs to Objective)</i>
Component 4: Regional Forum			
<p>Activity 4.1: Comparative analysis of other international basins</p> <p>Activity 4.2: GEF regional forum on international waters projects</p>	<p>Coordinate with the UNSO/Sida- Sahel Programme in the region to establish compatible efforts to in better understanding the land degradation issues</p> <p>Utilize "UNDP Best Practices Competition on Local and Traditional Technologies in Combating Desertification and Mitigating the Effects of Drought" and/or other appropriate document identifying and determine optimal interventions in the Basin</p> <p>Complete a comparative analysis of good management practices and project implementation and lessons learned from other IW projects in Africa</p> <p>Organize and conduct a regional forum on regional international waters projects for the exchange of good management practices and lessons learned</p>	<p>Comparative analysis</p> <p>Regional Forum Report</p>	<p>International willingness and intra-basin cooperation necessary for exchange of lessons learned and good management practices</p>
Component 5: Demonstrating Change in the Basin – Microgrant Program			
<p>Activity 5.1 Identify priority issues from TDA</p> <p>Activity 5.2. Prepare the Microgrant operational manual</p>	<p>Use the outcomes from the final TDA to identify basin-wide priority issues</p> <p>Draft and discuss project operational and implementation manuals</p> <p>Manual will include but not limited to</p> <ul style="list-style-type: none"> Administrative and implementation requirements Microgrant selection criteria Compliance with the Environmental Management Framework Requirements for training and public outreach <p>Microgrant replication criteria are drafted in and completed pilot-demonstration lessons learned have been identified</p>	<p>Microgrant supported activities comply with Environmental Management Framework</p> <p>Progress Reports on, implementation success, and expenditures to progress</p> <p>Microgrant replication criteria and demonstration requirement manual</p>	<p>Riparians are in agreement the proposed Microgrant demonstration projects address target priority issues in the Basin collaborate on outcomes and replication</p> <p>Local communities express interest and support implementing pilot-demonstrations</p>

Output from each Component Activity	<i>Outcome/Impact Indicators</i>	<i>Project Reports</i>	<i>(From Outputs to Objective)</i>
<p>Activity 5.3 Select and sub-contract a national NGO in each riparian country</p> <p>Activity 5.4 Implement pilot demonstration activities</p> <p>Activity 5.5 Implement microgrant activities in the Basin</p>	<p>Administrative actions necessary to disburse microgrants</p> <p>Select and sub-contract a national NGO in each riparian country to manage the microgrant program</p> <p>Procure for pilot demonstrations in each of the nine countries</p> <p>Demonstration pilot established in the nine riparian countries</p> <p>Public information and outreach for each activity is conducted</p> <p>Training and workshops for pilot demonstrations</p> <p>Public information and outreach program to share lessons learned</p> <p>Replication incentives are prepared for post-Project activities</p> <p>Select, through a competitive selection process, activities to be supported by microgrant funds</p> <p>Procure for each microgrant supported activities</p> <p>Community groups, NGOs and women's groups identified for participation in microgrant program</p>		<p>NGOs, Women's groups, and communities interested and active in applying for, and implementing microgrant activities</p> <p>The results and outcomes from the microgrants have been successful and beneficial in the targeted areas, and lessons learned are accepted by the stakeholders</p>

Output from each Component Activity	<i>Outcome/Impact Indicators</i>	<i>Project Reports</i>	<i>(From Outputs to Objective)</i>
Activity 5.7 Public information campaign Activity 5.8 Monitor and evaluating the microgrant program	Implement an information campaign on microgrant activities Monitor and evaluate microgrant program activities and outcomes: - Address priority needs of the targeted community - Substantiate socio-economic benefits - Provide environmental benefits - Comply with safeguards outlined in the -- Project's Environmental Management Framework and Operational Manual	Microgrant Project Evaluation reports	

Component 6: Strategic Action Plan for the Niger River Basin Management

Activity 6.1: Finalize the TDA to include the remaining riparian countries Activity 6.2: Develop the SAP based upon the TDA Activity 6.3: Validate the SAP Activity 6.4 Engage donors to implement the SAP	TDA Preparation Working Group formed Diagnostic TOR and methodology prepared Organizations to be associated in the process working on the TDA are trained Regional and national TDA workshops take place Critical issues and root causes in the basin identified and agreed upon Thematic studies carried out, and studies validated, and summary report is prepared TDA prepared and reviewed by experts TDA adopted and approved Consultation mechanisms for GEF-SAP specified and implemented National workshops, where SAP main priorities, actions and interventions are identified SAP workshops conducted SAP completed SAP approved and published From the SAP and SDAP prepare a partnership program and donor conference for funding and implementation of the GEF-SAP Nine riparian countries agree upon a cooperative approach to managing the Basin's resources Following Donor Conference prepare TOR and budgets and strategic implementation plan to implement commitments from	Preliminary issues- report on critical transboundary problems, Minutes of TORs and TDA methodology approval Draft TDA Experts review of draft TDA Final TDA report Local and National Workshop findings report GEF-SAP preparation workshop reports GEF-SAP document MOU on GEF-SAP priorities Final draft of GEF-SAP	Agreement between the basin stakeholders on the working groups to address the TDA and on preparation methodology Donors are willing to provide support for the Basin's transboundary priority issues s are agree to the guidelines and mechanisms in place, and are committed to manage environmental and social issues Agreement between stakeholders on the GEF-SAP priority axes Agreement between stakeholders on GEF-SAP preparation methodology
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Component	<i>(Component budget)</i>	Project Reports	(From Components to Outputs)
Component1 Project Management	2,570,000	Supervision Reports Mid-term Evaluation Report GEF Project Implementation Review (GEF PIR) Implementation Completion Report (ICR)	A participatory strategic environmental framework for the environmentally sustainable development of the Niger River Basin is achieved and a basin-wide cooperative program for transboundary land-water management initiated
Component 2 Capacity Building	5,920,000		

Component 3 Data Management		2,662,000	
Component 4: Regional Forum	500,000		
Component 5: Demonstrating Change in the River Basin-Microgrants Interventions	15,110,000		
Component 6: TDA/SAP	2,960,000		
TOTAL	29,722,000		

Annex D

Final and Preliminary STAP Reviews

Reversing Land and Water Degradation Trends in the Niger River Basin

FINAL, DOWNSTREAM REVIEW NO. 1:

Overall impression

-The Project Brief and Annexes (PB&A) have been revised to concur with comments made in the two earlier reviews. Apart from a modified version of the PB&A, responses to particular questions in the “upstream STAP Roster Technical Reviews” have been given in Annex E. Some important issues have been clarified in Annex E, viz. the relations and complementarities of SAP and SDAP; the conditions under which the microgrant program is organised; the role of the Scientific Advisory Committee (SAC); and, that it is a four year project. I am also pleased to note, “...Letters of endorsement are in preparation”. In terms of substance, it is also appreciated that “... land and water tenure, urbanisation and other sector issues [are] to be addressed in the SAP SDAP process”. The same applies to Rain Water Harvesting and other specific interventions.

There are still some issues that need to be clarified, which will be presented in the sections below.

An overall impression is that the Project addresses serious problems in the Niger River Basin, with grave implications for present and future generations, in the basin as well as beyond. A second reading of the (revised) documents reinforces the impression that the Project enjoys wide support from the riparian countries.

Relevance and priority

- A strengthening of the mechanisms that could forge a better co-ordination between national and community institutional arrangements, on the one hand, and regional structures on the other, is most important. Concurrence with NEPAD, ALWMI, LCBC, etc. adds relevance to the project.

-A most pertinent issue in the Niger Basin is the ongoing land and water degradation and the significant reduction, and regional shift, in the water resources in recent decades in combination with land degradation and increasing pollution. A dwindling resource base and a continuous rapid increase of the population is most problematic combination. If allowed to continue unabated, these alarming trends will have accelerating devastating effects on the environment as well as on society. They have already resulted in tensions in the basin. So far, it seems that tensions at the international level have not been severe, but they could very well mount. In addition, the link between poverty and environmental degradation could be cemented. The Project Components are of direct relevance in this regard: Efforts to strengthen institutional arrangements (Capacity building – Component 2), data and information collection and analyses (Data Management – Component 3), Regional Forum (Component 4) and the Microgrants (Component 5).

-Many of the efforts to reverse the trends should be designed at a regional scale and then be translated into actions, dialogues and evaluations at the lower levels. At the same time, the importance of community-based approaches is underlined in the PB&A.

Approach

-MANAGEMENT OF THE PROJECT IS STILL NOT QUITE CLEAR. IN THE PROJECT EXECUTIVE SUMMARY (PES), IT IS MENTIONED THAT “THE PROJECT WILL BE EXECUTED BY AN EXECUTING AGENCY ON BEHALF OF THE NBA EXECUTIVE SECRETARIAT WHO WILL BE RESPONSIBLE FOR SUPPORTING NBA EXECUTIVE SECRETARIAT...”(UNDER: 5.INSTITUTIONAL COORDINATION & SUPPORT). APART FROM PECULIARITIES OF FORMULATION, IT IS NOT SHOWN HOW THE RESPONSIBILITIES OF THE EXECUTING AGENCY WILL BE COORDINATED WITH THE PMU, WHICH WILL BE “ ...PRIMARILY RESPONSIBLE FOR PROJECT IMPLEMENTATION”. THE DIFFERENCE BETWEEN “EXECUTION” AND “IMPLEMENTATION” NEEDS TO BE MADE EXPLICIT. IN TABLE 1, ANNEX J, THE EXECUTING AGENCY IS MISSING. ACCORDING TO THE SAME TABLE AND IN THE TEXT, IT SEEMS THAT THE PMU WILL HAVE BOTH IMPLEMENTING/EXECUTING OBLIGATIONS AND BE THE KEY AGENT RESPONSIBLE FOR MONITORING. MONITORING, IN TURN, IS THE BASIS FOR PROJECT EVALUATION AND, THUS, FOR CORRECTION OF POLICY. THIS IMPLIES A DOUBLE ROLE FOR PMU, WHICH COULD BE PROBLEMATIC.

-In Annex E (Response to STAP Technical Review) it is noted, “... The staffing of the PMU will be of the highest caliber, competitively selected staff to assist in Project implementation”. That is well and

good. What will happen at the end of the four-year period?

-When reading the documents, it appears that there is a certain amount of overlap of functions between the units and that the roles given to the various units in the management structure should be more clearly identified and separated.

-THE NIGER RIVER BASIN TASK FORCE IS ANOTHER UNIT PROPOSED TO BE PART OF THE MANAGEMENT STRUCTURE. IT IS SUPPOSED TO SERVE AS “ A STEERING COMMITTEE IN AN ADVISOR CAPACITY... ”. THE MEMBERS ARE SUPPOSED TO COME FROM, AMONG OTHERS, THE EXECUTING AGENCY. THE MEMBER REPRESENTING THE EXECUTIVE AGENCY WOULD THEREFORE BE BOTH AN ADVISOR AND AN EXECUTOR.

-IN THE PREVIOUS PROJECT BRIEF AND ANNEXES, THE ROLE OF LEGISLATION WAS HIGHLIGHTED AND THE IMPORTANCE OF ENFORCEMENT. IN THE REVISED VERSION, I HAVE NOT BEEN ABLE TO FIND A SIMILAR CONCERN. MAYBE THIS IS DUE TO THE FACT THAT LEGAL ISSUES ARE PART OF THE INSTITUTIONAL ARRANGEMENTS. IT IS, HOWEVER, RELEVANT TO MAKE A SPECIAL NOTE ABOUT THE SIGNIFICANCE OF THE LEGAL SYSTEM OR THE LEGAL PRINCIPLES. TO THE EXTENT THAT THE DIFFERENT RIPARIAN COUNTRIES HAVE LEGAL SYSTEMS, WHICH DO NOT MATCH, IT SHOULD BE A MATTER OF PRIORITY TO ADDRESS THOSE DIFFERENCES THAT ARE CONTRADICTORY. THIS IS IMPORTANT IN ORDER TO REDUCE POSSIBLE CONFLICTS BETWEEN THE RIPARIANS IN THE FUTURE AND TO HAVE A SYSTEM AND AN ARENA WHERE POTENTIAL CONFLICTING DEMANDS MAY BE DEALT WITH. IF, FOR EXAMPLE, COUNTRY X INTENDS TO GO AHEAD WITH A PARTICULAR PROJECT, E.G. A DAM OR AN IRRIGATION PROJECT, WHICH COUNTRY (-IES) Y, Z. OPPOSE, A COMMON LEGAL FRAMEWORK OR SOME AGREED UPON PRINCIPLES, WOULD BE IMPORTANT. IN THE DOCUMENTS, IT IS MENTIONED THAT NIGERIA IS FACING A CRITICAL SITUATION IN THE ENERGY SECTOR AND MAY WANT TO INCREASE ITS HYDROELECTRIC PRODUCTION. HENCE, THEY DO NOT WANT TO HAVE REDUCTIONS IN THE FLOW IN THE RIVER, WHICH HAS IMPLICATIONS FOR WHAT NIGERIA WILL SUPPORT OR ACCEPT IN TERMS OF WATER UTILISATION IN UPSTREAM COUNTRIES.

-The creation of a Regional Forum (Component 4) is interesting. I am sure it will be of great help. It might be useful to also create a “Regional NGO Forum”, i.e. a meeting place for the NGOs involved in the Project. In the light of the difficulties that have been faced to involve local communities (Project Brief, p. 25), it is vital that the NGOs are supported, since they are the direct links to communities. The selection of NGOs is also a crucial step.

From the documents, it seems that there is, yet, no clear focus in water policy with regard to the sectors of society, which have a significant impact on water resources. On pages 7 - 8 in the Project Brief, it is mentioned that “Water resources initiatives are mostly tied to new water supply and sanitation projects...” i.e. to the sector which has a low consumptive use of water. If this is so, there is a need for initiatives, which refer to the sectors of society with a heavy consumptive use and/or activities, which have effects on flow (regulation). The Global Water Partnership will be an important partner in this regard (see page 31, Project Brief).

Objectives

-THE OBJECTIVES ARE FORMULATED IN QUALITATIVE TERMS, WHICH GIVE A GENERAL PICTURE OF WHAT MIGHT BE ACCOMPLISHED. CONSIDERING THE CHARACTER OF THE PROJECT, THIS IS REASONABLE. THE RELATION TO OTHER REGIONAL, NATIONAL AND LOCAL DEVELOPMENT EFFORTS HAVE BECOME MORE CLEARLY IN THE REVISED PROPOSAL. A VALID MOTIVATION FOR THE ARRANGEMENT OF DATA MANAGEMENT HAS BEEN ADDED IN THE REVISED VERSION.

Background and justification

-As mentioned in my previous evaluation, the documents provide a good picture of the situation and important trends. Justification for this project is a strong need for increased capacity at various levels in the Basin to reverse the trends. So far, capacity at regional level is weak. The presentation is clear and valid in these regards.

I also note that there is still a lack of information about the recent or contemporary situation, for instance, in the case of urbanisation. The same comment can be made about the NGO sector.

Perhaps most important is the need for an elaborate discussion about poverty; how to reach the poor; how to facilitate that programs will not only mean a certain relief in the daily struggle to survive, but that the poor would be given opportunities to play a bigger role in development of society, in production in service sectors etc. Again, it is important that legal provisions are used in a pro-active manner.

Government commitment and sustainability

-The documents give clear indications of Government commitment and I believe that letters of endorsement are being produced. Collectively, Governments will contribute with USD 2.14 million to the Incremental Cost budget, mainly in kind. World Bank and UNDP contributions in the baseline and GEF Alternative scenarios are substantially much higher. I suppose that a large proportion of these have to be repaid and, thus, could be seen as government commitments.

-The intention of the Project to strengthen regional collaboration. Regional collaboration is essential for reduction of tensions, to foster exchange and it facilitates donor support.

There are, of course, risks associated with the project. But the risks associated with a policy where no actions are taken to support declared ambitions to build regional capacity would be greater.

Activities

Activities will be organized in relation to the six Project components. Sequence is logical.

Project funding

Please, see my previous review.

Replicability

Please, see my previous review.

Time frame

A strategy for follow-ups after the project is essential.

Global environmental benefits and goals of the GEF

Please, see my previous review.

Rationale for GEF support

Please, see my previous review.

Secondary issues to be addressed

PLEASE, SEE MY PREVIOUS REVIEW

Additional comments

I am pleased with comments in Annex E.

Windhoek, February 23, 2003

Jan Lundqvist,

Professor (janlu@tema.liu.se)

FINAL, DOWNSTREAM REVIEW NO. 2:

Upstream STAP reviews were undertaken by me and another STAP International Waters Expert in early January. The project team based on comments received, including through these reviews, clarified and detailed elements of the project design. Some modification of the Project has also been done, mainly concerning the significance and content of the different components. I was invited to provide a final review based on the revised document.

As the main project framework including the project objectives etc. has not changed to any considerably extent, many of my comments in my upstream review are still valid. I will therefore only provide comments related what is resulting from the clarification and modification.

Overall Impression

-My overall impression of the project remains positive. The stronger emphasis on capacity building, including at local level, by a more developed Component 5, which would help local communities understanding and combating land and water degradation is an improvement that would hopefully result in a more sustainable situation even after the four year project. Comparing the text describing the different activities under the different components in the project brief with that in the Annexes, however, sometimes is a bit confusing. It seems as the revised structure of activities is not fully reflected in the different annexes, such as Table 5 on Incremental costs in Annex A or in the Project design summary in Annex B. This might be a technicality but to achieve effective implementation the project documentation needs to show conformity.

-My current concerns regard the fairly complex administrative structure for the project, which seems to have developed into something that is even more complex than in the previous version of the project. It is, if such a complex structure shall really serve the purpose to achieve effective project implementation, extremely important to have in place efficient reporting systems to ensure the issue of accountability. To achieve transboundary results the links between local – national – regional levels must be strong, efficient and well functioning.

-My second concern is a technical issue. Technical terminology appearing in the text is sometimes confusing. It might be a result of misunderstanding but terms used in the text may call for activities that are not fully efficient to combat land and water degradation in the area. The text is, for instance consequently using the term “siltation” instead of “sedimentation”. The latter would include deposition of all type of material, the first one only very fine-grain material and to prevent adverse impacts would require very different activities. The term “sand salutation” is an unknown term, which I assume should be substituted by either “sand transport” or “sedimentation of sand”, which of course have different implications. “Hydro-erosion” is another unknown term, which, would it exist, should imply erosion by any kind of water, ground- or surface water, moving or still water. This is technically impossible and I assume that the term to be used should be “fluvial erosion”, which is erosion by running water. Annex A is in describing the Global Environmental Objective using the term “hydro-ecological”, which again is a confusing unknown term implying ecology in pure water. It is used to describe ecological elements (systems?) of the Basin and would rather refer to both freshwater and terrestrial ecosystems. The mis-use of geomorphological terminology might just be a result of misunderstanding or ignorance but should not be allowed to influence the real activities of the project.

Relevance and priority

I continue to see the project as timely and urgent.

Approach

-As I stated in the upstream review, the real strength of the project is the strong local component, demonstrated in particularly by the strong Component 5, based on the principle of the very successful UNDP Small Grants Programme. Another strength is the linkage to other ongoing processes in the area such as the SDAP, which also needs to be linked to the NEPAD-process. This is a strength but could, if the complex administrative and implementing structure does not comply with its different roles, be a weakness.

Objectives

-The objectives, in particularly in the light of the responses by the team given to the upstream STAP reviews, are clear and focused and should be able to achieve given the activities outlined.

Background and Justification

-As I voiced in the upstream STAP review, the project background documentation, in particularly for those countries where no TDA exists is weak, in particularly regarding on existing institutions that will be accountable for the implementation at national level concerning all aspects. This will, however, according to the response be detailed through the appraisal process.

-What I raised under item 1 on terminology is hopefully just misuse of terminology and not a result of weak background documentation!

Government commitment and sustainability

-Given the revised background documentation and the responses by the Project Team, the governments commitments to sustainability of the project seems fully secured. My only concern regarding sustainability is that it is important that the complex project administration and implementation structure secures a strong base for the institutional structure that will continue implementing activities in accordance with the project in post-project time.

ACTIVITIES

-The revised system of activities under the different components in particularly under component 5 as well as the continuous processes under SAP and SDAP would, according to the documentation, ensure that the activities are in compliance with the objectives.

Project Funding

-The project funding structure has been modified to further emphasis the component 5, which is acknowledged with satisfaction but which makes it even more important to ensure effective results from that important component, including by the preparation of a manual for these processes and by the monitoring and evaluation process.

Replicability

-The lessons-learned from other regional initiatives is demonstrated as being important in the modified project documentation.

Time frame

-Even though the time-frame of the project is four years, it is important that it will generate sustainable activities that will continue in post-project time.

Global Environmental Benefits and goals of the GEF

-The Global Environment Benefits and the goals of the GEF are sufficiently addressed in the revised project document, where it is emphasised that the project will also be able to address issues linked to the Desertification Convention under the new Focal Area of Land Degradation.

Rational for GEF support

-This is sufficiently covered in the revised project documentation.

Secondary issues to be addressed

-The modified project document is allowing for the addressing of issues such as mitigating desertification, the MDGs to the extent possible, and also compliance with objectives under NEPAD. The Team response to the upstream STAP reviews also ensured the identification of compliance with social and environmental safeguards. It is important to ensure that the project in this also include provisions that will include the poor people of the region.

Gunilla Björklund
February 27, 2003

Annex D continued:

Preliminary STAP Reviews

Reversing Land and Water Degradation Trends in the Niger River Basin

PRELIMINARY UPSTREAM REVIEW NO. 1:

1. Overall impression

-The Niger River Basin is a river system and basin that is shared by 9 countries, Benin, Burkina Faso, Cameroon, Chad, Cote d'Ivoire, Guinea, Mali, Niger and Nigeria. A River Basin Organisation, Niger Basin Authority, exists and is creating a framework for cooperation in actions of mutual interest concerning the Niger River and its basin. All nine riparian countries are signatories to the convention that established the NBA out of the former Niger River Commission in 1980. The NBA is financially supported by its member states, who are all committed to involve the appropriate ministers and governmental and non-governmental organisations to fulfil the mandate of the NBA and also work towards implementation of the proposed GEF project.

-Several manageable threats hindering reversal of degradation trends of land and water resources of the Niger River Basin have been identified. Even though the NBA is to "harmonize and coordinate national policies for development, plan the development of the Basin; and, realize, exploit and maintain common works and projects", still there is no coordination between countries on environmental management policies, strategies, laws and programs. There are also limited avenues for public involvement and capturing of local knowledge and practices in land and water management. There is a lack of instruments and guidelines for determining environmental and social impacts of current decisions on regional land and water resources. And there is a lack of cross-border activities to provide for exchange of data and information for averting possible pollution and degradation threats to land and water.

-The Niger Basin Authority has developed a Strategic Vision for the Basin and is developing a Sustainable Development Action Plan, SDAP, which is to ensure socio-economic development through agricultural production, energy, industry, transportation, trade, and other related socio-economic activities. Activities as proposed in the outlined framework of activities are foreseen as being launched by the NBA and the World Bank.

-The proposed GEF project based in the GEF Strategic Action Plan, should be managed in a complementary process where the GEF SAP is prioritising environmentally-focussed issues and sectors across the Niger River Basin member states, as well as developing a framework for environmental management for all development in the Niger River Basin. The project is concentrated around six components; Project management to augment regional, national, and local institutional capacity in all nine Basin countries; Capacity building primarily by focusing on environmental aspects and by including local organisations; Data management, mainly by filling existing gaps by providing for the ability to undertake integrated analysis of national and transboundary natural resources, including ground and surface water and socio-economic concern; Regional Forum to facilitate the exchange of lessons learned and Basin management best practices in regional

Projects in Sub-Saharan Africa; Demonstrate change in the Niger Basin Microgrant Programme to promote community involvement, ownership and care of local resources based on experience from the UNDP-GEF Small Grants Programme; and complement the Transboundary Diagnostic Analysis and the Strategic Action Programme for those riparian countries where that is lacking.

-The overall impression idea of the GEF project is good. It will be a necessary complement in the area of achieving inter-basin and regional/global environmental objectives, in working in a complementary process to the implementation process for the Niger Basin Sustainable Development Action Plan. The project will serve as an important framework to provide increased regional, national and local capacity to reduce and prevent transboundary land- and water-related degradation. A clear benefit is the strong emphasis on involving local communities within a river-basin framework. Further the strong coordination component would make the project result in sustainable environmental management and help reversing land and water degradation trends in the Niger River Basin.

2. Relevance and priority

-The project will be a necessary complement to other projects both in the Niger River Basin and in Sahelian region as such. In concentrating on reversing land- and water degradation trends in the Niger Basin it will address root causes as defined in the TDAs that already exist and ensure the speedy preparation of TDAs for the remaining countries. The issues thus to be addressed are not focussed in complementary projects which makes the project an important building block in the larger Strategic Vision for the Niger River Basin.

3. Approach

-The success of the project to achieve its objectives is very much depending on to what extent the riparian countries at national and local level can build the capacity at all levels and coordinate their efforts based on such capacity towards reversing the land and water degradation trends. The approach presented in detail in the table to Annex A clearly demonstrates how the suggested interventions would contribute towards strengthening institutional capacity which would result in provisions for increased technical as well as human capacity.

-The project approach includes addressing the problems emanating from the root causes to land and water degradation at river basin as well as national and local level, and thereby also address the root causes. The linkage to the root causes is, however, not always clearly expressed in the main text but is implicit from studying the table in the Annex. The strong local component is the real strength of the project, and it is particularly important in those sections to demonstrate its contribution towards reversing the degradation trends.

4. Objectives

-The GEF Operational Programme “Integrated Land and Water Multiple Focal Area” objectives for this project are to reduce and prevent transboundary water-related environmental degradation, prevent land degradation, and to protect globally significant biodiversity. This would be achieved through sustainable and cooperative integrated management of the Basin, enhance existing capacity, informed decision-making and ensure the public’s greater involvement in the Basin’s decision-making process. The Project’s specific development objective is to develop and implement sustainable measures for reversing trends in land and water degradation through collaborative decision-making in the Basin. The objectives are clear and focused and should be able to achieve given the activities outlined.

5. Background and justification

-The background material provided in the project documentation include documentation on the Niger Basin Authority, brief documentation on national policies including very briefly on national Country Assistance Strategies, CAS, based on the World Bank CAS, and Strategic Context and Sector issues, mainly at basin level. Documentation on Key Sector Issues is mainly based on what exists out of the ongoing process on Transboundary Diagnostic Analysis, TDA, where some TDAs still remain to be done under the project. The material provided gives sufficient information at River Basin level. However, information on the different riparian countries is meagre. It is understandable that information sometimes has been difficult to obtain, in particularly for those countries where no TDA exists but to be able see national conditions including existing institutions, that will be accountable for the implementation at national level more decomposed information at riparian state level would have been desirable.

6. Government commitment and sustainability

-The origin of the project was a request to UNDP and the World Bank from the Niger Basin Authority, supported by all nine riparian countries, to provide assistance in preparing an SAP for sustainable management of the Niger Basin’s land and water resources. The countries have thus expressed their commitment to regional actions and to support the regional mechanism. The project clearly address issues such as strengthening the

regional mechanism, grassroot actions and local/national institutions to achieve sustainable land and water use and management.

7. Activities

-The different components as defined in the project brief are not to be seen as a step-by-step process, but should be undertaken simultaneously. The activities under each component are often to be seen as steps in a sequence. So should the steps under component Project Management logically result in a strengthened capacity to fulfil the management, even though the use of consultants should be cautioned for project sustainability reasons. The capacity building and data management components are both necessary to provide a sound basis of fitting land and water degradation projects into a better context and securing good results but also to get full support from various stakeholders. The data management component will secure a bases and instrument for land and water resources management. The Regional Forum component will ensure comparative analysis of and cooperation with other international basins. The Microgrants component will, building on outcomes of the final TDA and SAP, ensure implementation of on-the-ground activities to consolidate experience in land and water management.

8. Project funding

-The financing plan for the project, including the different components, GEF project component, other preparation costs, and co-financing is clearly defined as are associated activities. In the Incremental Cost Matrix the different components are defined and costed showing proposed levels of funding for the different components that seems very reasonable and adequate.

9. Replicability

-The project would, on top of increasing coordinated efforts to reverse land and water degradation for the Niger River Basin, also result in exchange of lessons learned on root causes and demonstrating solutions and best practices to address problems of reversing trends in land and water degradation that are applicable inside and outside of the Sahelian region. The project component Regional Forum intends to ensure provisions for such added value.

10. Time frame

-The clear commitments by the riparian governments and the Niger Basin Authority as well as the ensured participation at grassroot level should guarantee an impetus towards a swift implementation of the project. With the institutional framework in place the objectives should be possible to reach within the given time frame.

11. Global environmental benefits and goals of the GEF

-The project is clearly addressing issues resulting in global environmental benefits in terms of International Waters, that is integrated transboundary water resources management and activities. Even though the text refers to protection of globally significant biodiversity through sustainable and cooperative management of the Basin, this is not specifically indicated in any definition of the activities, but may be a result of actions taken as a result of the increased capacity built within the project. The approach proposed for the project would, if carefully applied ensure avoidance of negative environmental effects.

12. Rationale for GEF support

-The project will serve to support “better use of land and water resource management practices on an area-wide basin”, which is the objective of the GEF OP9. It will further assist the countries to better understand the environmental concerns of shared international water and land resources and assist the countries to work collaboratively to address these concerns. It will contribute to the building of capacity in existing institutions and implement measures that address the priority transboundary environmental concerns.

13. Secondary issues to be addressed

-The project would by addressing the TDA also address other focal areas such as mitigate desertification. The objectives to be achieved as a result of the project implementation will fit under the Africa Integrated Land and Water Initiative of the GEF implementing agencies. It will further contribute toward the fulfilment of the UN Millennium Development Goals, MDGs, and the objectives for the New Partnership for Africa’s Development, NEPAD.

-Important aspects under the project are the strong degree of stakeholder participation at national, local and NGO-level under all components, in particularly under the Microgrant component where the main aspect is to secure the involvement of local stakeholders in the project. Implementation of the SAP would through increased capacity lead to mobilizing and generating of sustainable national development projects. Capacity

building aspects at all levels of decision making as well as implementation are important to the sustainable outcome of the project.

-The innovativeness of the project is that it addresses all levels regional, national and local and that it, through its GEF-Small Grants Programme designed Microgrant component provide for a strong involvement at the grassroot level.

15. Conclusions

-The project complements and builds on other initiatives and projects both at River Basin level, such as the broader Strategic Shared Vision and Sustainable Development Action Plan, and at national level, such as World Bank, UNDP TRAC Fund or supported by bilateral donors. Its global environmental objective makes it complementary to these other initiatives. Its approach, to work at both river basin, national as well as local level, including by involving the grassroot level makes it contribute to coordination and cooperation that would result in increased sustainable development at all levels not only from an International Waters perspective but from an environmental, economic and social perspective. It is therefore recommended that the project be approved.

16 January, 2003 – Gunilla Bjorklund

PRELIMINARY, UPSTREAM REVIEW NO.2 :

1. Overall impression

-The documents reveal grave imbalances between (i) aggregate human needs, (ii) technology and institutional capacity to meet these needs, and (iii) biophysical resource base. A low level of understanding of the environmental consequences of resource use practices compounds the problem. A more inspiring impression is a growing realisation about the need for co-ordination of national efforts. The capacity and commitment in this regard are difficult to assess. Letters of endorsement are, for instance, missing. Institutional issues, including sensitising efforts, legal and enforcement issues and generation & management of data/information are highlighted. The documents are less clear on connections to concrete efforts in the various sectors, which could “yield more from less”. It seems vital to enhance the productivity of land and water resources.

2.Relevance and priority

-The project forms one important component in the Strategic Vision for the NRB. However, “..a shared vision and the SDAP is still being designed...” (Project Brief, p. 25). Projects with a similar orientation have been started: NEPAD, ALWMI, LCBC, etc. The GEF project is timely.

3.Approach

-The approach fits with the current drives of regional collaboration and recognition of the need to include NEPAD, Millenium Development Goals, etc. in development efforts. The six components are all relevant.

The focus on institutional issues is valid. But the mix of integrated strategies and changes in sectoral policies could be elaborated. The GEF Operational Programme 9 refers to “..integrated land and water management strategies that help achieve changes in sectoral policies and activities while promoting sustainable development”. In the agricultural sector, for instance, it seems relevant to assess the potential of rainwater harvesting (rain-fed agriculture is mentioned in TDA, but not RWH). Similarly, the TDA stresses the low level of water use efficiency and high usage of fertilisers and pesticides in irrigation systems. The recommendations refer to education, sensitisation and investments. In addition, it is relevant to review subsidies, which I suppose are liberal (for some), irrigation technology options and, generally, combinations of technical options and institutional arrangements. Land and water tenure is not discussed.

-With regard to biodiversity, it is mentioned that problems could be tackled through “.. sustainable and cooperative integrated management of the Basin, enhance existing capacity, informed decision making and ensure the public’s greater involvement in the Basin’s decision-making process (Project Brief, p. 4). Measures at basin level are important, but prime challenges, and “root causes” lie at another level. As far as I know, there are many “pockets” of relatively small areas where biodiversity is high, but where species are threatened through poachers, dire poverty, etc. Many of the “root causes” will not be effectively tackled only through a greater involvement in the Basin’s decision-making process.

-Urbanization results in environmental stress and pollution. In Annex G, the section on urbanization is quite brief. Reference is made to a document from 1975, which deals with erosion. The conclusions and recommendations are not very elaborate. Is, for instance, clean production technology a realistic alternative? Treatment plants are important, but they are associated with many shortcomings. How is urban and basin management coordinated?

-The division of responsibilities and the difference between execution and implementation of project management (Project Brief, 20 ff) are not clear. Will the private sector executing agency continue after the project is over? It seems as if the Scientific Advisory Committee is only expected to be involved in “..project implementation and reporting” (Project Brief, #76), i.e. not in project identification and design.

Are microgrants offered to communities but not to individuals (Project Brief, pp. 5, 16, 17, 19)? This might be an appropriate approach in the energy and transportation sectors, but would it work in the agricultural sector? And in the industrial sector?

4. Objectives

-The objective is valid, but formulated in general terms (Project Brief, p. 5). The last sentence in # 10 indicates that national and basin priorities have to be harmonized “... These elements are transboundary in nature and clearly transcend national capacities and priorities..”(ibid.). Have reasonable assurances have been obtained so that national and transboundary priorities match?

-The fourth bullet (#35), stresses that “.. national programmes would by their nature not address the Basin’s transboundary issues... preparation of nine separate national programmes would be costly and expend significant resources in coordinating activities”. A Basin project will, however, not be a substitute for national programmes. An important question is rather: which tasks should be taken care of at the regional level and what tasks are suitable for national level? In the case of data management, it is proposed that “ ...riparian countries collect and process data within their national jurisdictions” (p. 15). If possible, the data management should be organised at the regional level.

5. Background and justification

The documents give a good picture of the situation and important trends. Justification for this project is a strong need for increased capacity at various levels in the Basin to reverse the trends. So far, capacity at regional level is weak. The presentation is clear and valid in these regards.

Some information is old, e.g. in the case of urbanisation as noted. There is no information about the strength of NGO, who they are, their track record, etc. Another missing topic is land and water tenure. It is mentioned that growth rate is now 5%, but there is no discussion about allocation of national budgets, how subsidies are decided and similar.

A discussion on how to involve the poor and improve their lot is missing. Community involvement in decision-making does not automatically empower the poor. It is rather the vocal and better-off segments who make use of such opportunities. Specific actions are required.

6. Government commitment and sustainability

-Collectively, Government will contribute with USD 2.14 million to the Incremental Cost budget, mainly in kind. World Bank and UNDP contributions in the baseline and GEF Alternative scenarios, are substantially much higher. I suppose that a large proportion of these have to be repaid and, thus, could be seen as government commitments.

-The project could play an important role in facilitating sustainability. The intention to strengthen regional collaboration is very important. Like in all parts of the world, regional collaboration is essential for reduction of tensions, to foster exchange and it facilitates donor support.

Risks must be interpreted in relation to political circumstances and how successful the project will be in engaging end-users (Project brief, p.18). There are serious political problems in West Africa, but most of them are currently outside the Niger basin countries.

7. Activities

-Activities will be organized in relation to the six Project components. Sequence is logical. A few additional activities have been suggested above: testing the potential for Rain Water Harvesting; the potential of clean production technologies; urban planning in a basin context.

8. Project funding

-The task is huge, but the funding is also substantial. It may be relevant to discuss if the budget for some activity should be increased, possibly at the expense of some other component?

9. Replicability

-At this stage, it is rather this project that might replicate from experiences in other similar projects, e.g. the Nile River Basin Initiative and projects in West Africa. Worldwide, there is a growing experience of microgrants. The ambition to learn from other projects is mentioned.

10. Time frame

- In Project Brief, a 3-year Action Plan of the NBA (p.26) is mentioned. In table 2 (Annex A), it is stated “..full programme implementation during four years”. It is important to have a timetable, with dates, duration of the various activities and when results are expected. A strategy for follow-ups after the project is essential.

11. Global environmental benefits and goals of the GEF

-Yes, the project addresses global environmental benefits but these could be much more clearly described. In Table 2 (Annex A), the column “Overall Global GEF Alternative Benefits” provides no insights about benefits. It is a list of activities and mechanisms.

12. Rationale for GEF support:

On all four accounts, the answer is “yes”. Some comments above could be iterated here.

13. Secondary issues to be addressed

Reference to related conventions is implicit rather than explicit. According to TDA “.. the energy situation is characterised by an abundance of resources”. If new dams are given priority in the NRB, the likelihood of damaging environmental effects increases. It is also possible that the microgrants could be used for projects that are not conducive to environmental objectives. Generally, it is conceivable that choices between poverty reduction and safeguarding the environment could favour the former. It is a tricky issue!

14. Additional comments

It is crucial that the institutional arrangements are designed with due regard to incentives and sanctions for the employees. The motivation of project staff to contribute to project performance and their compliance with the idea of the project are of significant importance.

January 15, 2003 Jan Lundqvist

Annex E

RESPONSE TO FINAL AND PRELIMINARY STAP REVIEWS

Reversing Land and Water Degradation Trends in the Niger River Basin

RESPONSE TO THE FINAL STAP REVIEWS:

Overall Impression:

The Team is pleased with the both of the final, STAP reviews, and that the comments from the preliminary, so-called upstream reviews have been satisfactorily addressed in the revised Brief. The Team hopes to further clarify the few additional comments from both reviews.

There has been an attempt to clarify the component activities and institutional arrangements for consistency. Further efforts during the Appraisal phase will finalize both the details of the activities and their detailed efforts, and similarly efforts to simplify the institutional arrangements for efficient implementation.

Appropriate hydrologic and geomorphic terminology and the Basin processes are recognized and have been reflected in the final draft.

Relevance.

Current assessment acknowledged.

Approach

Acknowledging that the UNDP and World Bank interchange the use of executing and implementation agency relative to their institution. Clarification has been made in this terminology and during the Appraisal phase, clarifications will be made to all aspects of the institutional arrangements and process. The institutional structure and responsibilities will be further detailed, to streamline for most effective and efficient implementation arrangements, for the regional, national and local levels. Though it's not the intention to promote changes in existing legislation, or propose new legislation, it is however envisioned that through both Component 2 and Component 3 policy frameworks could be drafted and developed in the future for a more comprehensive basin-wide management policies and legislation. The Global Water Partnership could be engaged through project implementation.

Objective.

Review acknowledged.

Background and justification

Recognizing that this Project's objective will be achieved through strengthened regional, national and local capacity. It's the intent that through the Component 5 activities (where thirty-eight percent of the GEF funds are targeted for community-based microgrant supported interventions) hope to improve the livelihood of the basin communities, thus making some effort to reduce poverty while promoting sustainable good management practices. The Beneficiaries section of the Brief addresses poverty alleviation. Terminology changed to reflect geomorphic processes.

Government Commitment and sustainability

For the sake of clarity, to define the true value of the incremental benefit from this Project, the baseline was defined by a specific parameter to include just those baseline activities, which contribute directly to the Project; this would then include the national-level in-kind contribution. Through the SAP and SDAP process, the framework for sustainable economic development would provide the mechanism to minimize future risks.

Activities

Comment acknowledged.

Project funding

With further definition of the specific project subcomponent/activities, which will be completed during the Appraisal phase the Project financing and detailed budget, and allocations for each component will be defined.

Replicability

Comment acknowledged, Component 4 activities would provide a forum for the exchange of regional lessons.

Timeframe

It is envisaged that through the SAP and SDAP, which will establish a strategic development framework for the Basin, there will be opportunities for continued investments in the Basin.

Global environmental benefits and goals of the GEF

Comment acknowledged and the integration of sectoral activities and future policies would develop as part of the SAP and SDAP. The incremental cost matrix has been modified to reflect the incremental cost assessment.

Rationale for GEF support

Comment acknowledged.

Secondary issues to be addressed

Comment acknowledged. The document has been developed to explain in greater detail the benefits of the Project activities, especially Component 5 activities, to improve rural livelihood.

Additional Comments.

The Team acknowledges that the responses to the comments from the upstream review were satisfactorily addressed.

RESPONSE TO PRELIMINARY UPSTREAM REVIEWS NO 1 & NO2:

The Project preparation Team is pleased with the two stage STAP review process and the critique of the Project objective and design. The two upstream STAP reviews provided a fair critique during Project preparation providing the Team an opportunity to clarify and detail elements of the project design; while the subsequent STAP review provided a final overview. The Team appreciates the Reviewers comments and the documents were modified to best address the comments. The following provides a summary of Team's effort to respond and modify the Project document:

1. Overall Impression:

-The letters of endorsement are in preparation during the upstream review, and will be included in Annex C. The project focuses on institutional capacity building confirming that the primary focus of the Project is to strengthen institutional capacity, not only to reinforce the NBA but also to strengthen the national and local level decision-making capacity. This strengthened capacity hopes to address concrete efforts in the range of sectors impacting the Basin and to inevitably achieve local level sustainable livelihood.

2. Relevance and priority:

-The Team concurs the GEF Project is timely and urgent.

3. Approach

-In concert with the SDAP, the project focuses on strengthening the regional, national and local capacity; the scrutiny of the array of opportunities is developed during the GEF SAP process. It is envisioned that the Project's outcome, the SAP, and subsequent funding to implement the SAP and SDAP will be the mechanism to address the primary sector issues to include but not limited to biodiversity, the agricultural sector, or urbanization impacts. Options for addressing the range of sectors, land and water tenure agricultural credit and/or cultivation loans, have a significant role in resource management and are anticipated to be addressed in the SAP process. Though it is not the intent of the Project, to tackle all the root causes but through the TDA and SAP process identify the priorities and the mechanism to better address the root causes and sector issues.

-The Team has attempted to clarify the World Bank's and UNDPs "executing arrangements" and implementing arrangements, and concurs with the Reviewers that the staffing of the PMU will be of the highest caliber, competitively selected staff to assist in Project implementation.

-The Scientific Advisory Committee has a significant role in addition to advising on technical matters during Project implementation and reporting, but also supporting, at the national level project design as it pertains to Component 5, the microgrant supported activities, and all aspect of the further project design and preparation elements within the context of project implementation.

-Component 5 the microgrant supported Demonstration Program activities and community-based interventions are based on the principles of the UNDP Small Grants Programme which has local community based experience to a range of applicants, and through the public information and outreach program hopes to target those communities and stakeholders within the immediate context of the project

design and project objectives. The UNDP-SGP has been successful in successfully implementing projects and disbursing funds, which this Project hopes to build-on and replicate.

-Though the Project activities are, for all practical means, generally implemented at the national level, though some regional efforts in strengthening the regional institutional capacity is targeted, so in terms of project activities and disbursement of funds, the intent of the Project is to systematically address the transboundary issues and concerns in the Basin.

4. Objectives

-The concurrent development of the SDAP with the SAP will help identify the linkages with the national and transboundary priorities, and not at the expense of national programs, but it is important to note national programs would by their nature not address the Basin's transboundary issues, and the need for coordinated management of the Basin's land and water resources. The intent of the project is to strengthen the subsidiarity of basin management, decentralizing from the regional level, and strengthen at the national and local efforts, in data collection, analysis to help contribute to the regional decision making process. The Project promotes subsidiarity, informed and strengthened local and national capacity is vital to the regional success.

5. Background and Justification

-The Project provides an overview, through Component 2, the implementation of a public participation program as a means to engage and involve the local stakeholders and the NGO. Details of the public information, media, and outreach program will be detailed through the appraisal process. As noted above other sector elements, land and water tenure, urbanization, and other sector issues to be addressed in the SAP SDAP process.

6. Government Commitment and Sustainability

-Reviewer's comments acknowledged and the language in this section was modified to stress the importance of the government's commitment to sustainability and the political and social risks. The Brief provides a summary of the Basin's commitment to the Project, SAP and SDAP, and letter of endorsement is further commitment.

7. Activities:

-Through the SAP and SDAP process, the Rain Water Harvesting and other specific interventions could be taken into consideration.

8. Project Funding:

-The Project Brief provides an overview of the Project financing as determined during the preparation process, during the Appraisal phase the component activities and project budget will be detailed and adjusted accordingly.

9. Replicability

-The Team concurs and the Brief modified to noting the Project would benefit from the lessons-learned from other regional initiatives.

10. Time Frame

-The Project is a four-year project.

11. Global Environmental Benefits and goals of the GEF:

-The Project benefits are addressed in terms of how they support and achieve the Project objective, though it is the intent through the strengthening of regional, national, and local institutional capacity anticipating through Component 2 activities those sectoral policies and activities will promote global environmental benefits. Annex A, the incremental cost matrix was modified to clarify the global benefits, rather than just identifying the mechanisms to achieve the benefits.

12. Rationale for GEF support:

-Within the Project Brief, comments acknowledged

13. Secondary issues to be addressed:

-The Team acknowledges the Reviewers comments.

As part of the Component 5 microgrant-supported interventions, Activity 5.6 includes the preparation of the Microgrant Program Operational Manual, which will include the specifics of the selection criteria and compliance with environmental and social safeguards. As part of the Project Implementation Plan, the Environmental Management Framework will identify the framework for compliance with social and environmental safeguards.

14. Additional Comments:

-The Team acknowledges that it is crucial that the institutional arrangements are designed with due regard to incentives and sanctions for the employee. During the Appraisal phase details of the institutional arrangements will be detailed to support technical integrity and ownership.