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SUBREGIONAL WORKSHOP FOR SUB-SAHARAN WEST AFRICA ON VALUATION AND INCENTIVE MEASURES

Ouagadougou, Burkina Faso, 14–17 May 2013

REPORT OF THE SUBREGIONAL WORKSHOP FOR SUB-SAHARAN WEST AFRICA ON VALUATION AND INCENTIVE MEASURES

I. INTRODUCTION

1. Further to requests by the Conference of the Parties at its tenth and eleventh meetings, this workshop was one of a series of regional and subregional capacity-building workshops which seeks to support countries in the region to make use of the approaches, methodologies and findings suggested by the global studies on The Economics of Ecosystems and Biodiversity (TEEB). The workshop sought to assist countries in the subregion in integrating the values of biodiversity into relevant national and local policies, programmes and planning processes, thereby advancing the mainstreaming goal of the Strategic Plan for Biodiversity 2011-2020, and in exchanging practical experiences on incentive measures (decisions X/2, X/44, and XI/30). It was organized by the Secretariat of the Convention on Biological Diversity (SCBD), the United Nations Environment Programme (UNEP) through its coordinating office on The Economics of Ecosystems and Biodiversity (TEEB), and the Global Mechanism of the United Nations Convention to Combat Desertification, with financial support provided by the Government of Japan. The workshop was hosted by the Government of Burkina Faso.

2. The specific objectives of the workshop were:

(a) To provide decision makers in the region with economic arguments for the conservation and sustainable use of biodiversity, as well as with information on state-of-the-art tools that enhance the quality of decision-making processes regarding conservation and sustainable use, including on financial tools;

(b) To provide a platform for these decision makers to exchange views and assess the applicability, needs for adaptation, and limitations of these arguments and tools in their countries, with a view to promoting common understanding;

(c) To promote synergies and enhanced cooperation among relevant policy areas and sectors by mainstreaming biodiversity and ecosystem services;

/...

(d) To support the revision and review or update of national biodiversity strategy and action plans (NBSAPs) in light of the new Strategic Plan for Biodiversity 2011-2020 (decision X/2, paragraph 3 (c)), in particular with regard to Aichi Biodiversity Targets 2 and 3, as well as other relevant targets.

3. The workshop was attended by government-nominated officials from ministries of the environment as well as from finance, economic or development planning ministries. National, regional and international organizations were also represented and contributed significantly to the workshop. The list of participants for the workshop can be found in annex I to the present report. The workshop was conducted in English and French.

II. OPENING AND INTRODUCTION

4. The opening ceremonies were chaired by the Minister of the Environment and Sustainable Development of Burkina Faso, accompanied by the representative of the Executive Secretary of the Convention and the representative of His Excellency the Ambassador of Japan in Burkina Faso.

5. In his opening remarks, the President of the Organizing Committee, Permanent Secretary of the National Council for the Environment and Sustainable Development, welcomed the participants and explained the importance of the workshop.

6. His remarks were followed by the address of the representative of the Executive Secretary of the Convention, who explained the expected outcome of this workshop. He recalled the adoption of the Strategic Plan for Biodiversity 2011-2020 by the tenth meeting of the Conference of the Parties to the Convention, in October 2010, and noted that the new Strategic Plan puts particular emphasis on addressing the underlying reasons for biodiversity loss by mainstreaming biodiversity across economic sectors and society. He noted the importance of pertinent approaches and methodologies as mainstreaming tools and the recent contribution of the global initiative on The Economics of Ecosystems and Biodiversity (TEEB) in raising awareness on the usefulness of such approaches. He recalled the pertinent requests of the Conference of the Parties to support countries in making use of the findings of these studies, including in their revisions of national biodiversity strategy and action plans with a view to aligning these, as appropriate, to the new Strategic Plan for Biodiversity. In this regard, he indicated that the workshop would serve to (i) present a general overview on the results and recommendations of the TEEB project at the global level, (ii) discuss how to implement TEEB in the context of the needs and circumstances of countries in the region, and (iii) share experiences and lessons learned among participants on the use of the tools provided by environmental economics more generally, including valuation and incentive measures.

7. In his opening remarks, the Minister of the Environment and Sustainable Development reiterated the gratitude of the Government of Burkina Faso that the workshop was held in Ouagadougou. He provided an overview of Burkina Faso's experience in valuation of biodiversity and ecosystem services and explained the immeasurable benefits created by the conservation and sustainable use of biodiversity. He also confirmed the timeliness of the workshop through examples and facts, and called for fruitful discussions, before officially opening the workshop.

8. The introduction of the participants, which followed the official ceremony and departure of senior officials, demonstrated that the expertise assembled in this workshop consisted of seasoned experts in environmental and economic matters representing national operational sectors such as the environment, economics, finance, planning, non-governmental organizations (NGOs) and scientific research.

III. THE TEEB APPROACH TO THE LOSS OF BIODIVERSITY AND ECOSYSTEM SERVICES

9. Mr. Nicolas Bertrand, from the United Nations Environment Programme (UNEP), introduced The Economics of Ecosystems and Biodiversity (TEEB). He explained the origin, methodology and main findings of the TEEB study, and recalled that the TEEB approach provides information and costs for the establishment of a common language for decision makers, underscoring the importance of immediate action and setting forth opportunities for cooperation.

10. The second presentation, by Mr. Noël Thiombiano of the University of Ouagadougou's Centre for Social and Economic Studies, Documentation and Research (CEDRES), focused on the role of natural resources in the national economy of Burkina Faso. This study showed that, should the corrective measures lead to the effective elimination of damage, the implementation of these measures would lead to a gain of over 400 billion CFA francs, or approximately 27,500 CFA francs/person/year.

11. These presentations were followed by a question period and discussions on the methods used for calculating and categorizing environmental components, and the reliability of the data used in case studies, such the case study of Burkina Faso. The discussions led to the following preliminary conclusions:

(a) The approaches used for the Millennium Ecosystem Assessment and TEEB are complementary;

(b) The assessment of ecosystem services is a sophisticated process that will not lead to maximal reliability, but remains a necessary and useful exercise on a national level;

(c) It is important to commit to this process and to improve it along the way in order to further improve the reliability of the findings, and to consider developing an environmental information system in countries to obtain a reliable database.

IV. VALUATION APPROACHES AND METHODOLOGIES

12. Mr. Eric Mungatana of the University of Pretoria introduced many methods and findings on the valuation of ecosystem services and biodiversity that helped participants understand the principles of economic value and valuation methods, in particular market-based, cost-based, revealed preference-based and stated preference-based. Actual valuation cases were presented and discussed for each method.

13. Mr. Jacques Somda, of the IUCN regional office, presented on the economic value of the Sourou Valley in Burkina Faso. In their review of this case study and of the methods used, the participants noted that while the estimated values are naturally imperfect, they were not necessarily more imperfect than the traditional monetary value of economic services, estimated through well-established statistical and econometric methods, on which local, national and global policies were based.

14. The discussions that ensued focused on many important technical aspects, such as (i) the mechanism for accounting for collected taxes and fees; (ii) valuation of resources shared between countries; (iii) addressing the "multiple uses" of a resource; (iv) the role of socioeconomic characteristics (for preference-based methods); and (v) taking into account the negative effects of the development of a resource (onset of disease, behavioural changes, degradation) within the valuation process.

15. These discussions set out several views to remember:

(a) Consider the end-value as a “minimal value”, for any method or approach used, because of the inability to accurately appreciate the fair value of a resource freely collected from nature and traded on the marketplace;

(b) Re-examine the taxes and fees set forth in various national documents in relation to the approaches presented, for greater objectivity;

(c) The methods and approaches discussed can be complementary, and are applied according to the particular circumstances of the valuation of the resource;

(d) The values obtained through the valuation process represent a flow for a particular period.

16. Mr. Markus Lehmann, from the CBD Secretariat, presented on the use of TEEB’s stepwise approach. The six steps of this approach were examined in detail. They are:

1. State and agree on the issue;
2. Identify the ecosystem services (most) relevant to the decision;
3. Define the need for information and select appropriate methods;
4. Assess the likely changes in the flow of ecosystem services;
5. Identify and assess policy options;
6. Assess the distributional impacts of policy options.

17. Following a short question period to further clarify the approach introduced, the workshop participants put the stepwise approach into practice. The participants were divided into five workgroups to work on self-defined case studies.

18. The groups worked on the following themes:

- (a) Building a dam for growing rice in the Kandadji valley of Niger;
- (b) Using a wetland for growing rice;
- (c) Forest degradation in a park: the case of the Yankari Game Reserve in Nigeria;
- (d) The encroachment of agricultural land on protected areas;
- (e) Development policy for riparian (river-edge) populations adjacent to protected areas in Togo and Burkina Faso.

19. The group presentations were followed by questions to obtain further clarifications, and comments and suggestions that re-examined the notion of ecosystem services, but mostly helped to better understand the TEEB approach. The workgroup results are summarized in annex II.

V. ENVIRONMENTAL AND ECOSYSTEM ACCOUNTING

20. Mr. Jean-Louis Weber, member of the European Environment Agency's Scientific Committee and Honorary Professor at the University of Nottingham, presented on Ecosystem Capital Accounts: Principles and Framework. He offered a historical account of environmental accounting before focusing on relevant fields, such as biomass and carbon, water, and green infrastructure services. He indicated that in ecosystem capital accounting, ecosystem bio-carbon accounting was the pivot for calculating ecosystem capacity. He also compared economic value and ecological value approaches.

21. He further explained that not considering environmental values in national accounting had a negative impact on decision-making, which was why countries had been working very hard since Rio 92¹ to put into place a national accounting system based on a complete and impartial GDP.

22. He introduced the System of Environmental-Economic Accounting (SEEA). This system offered a conceptual framework that described the interactions between the economy and the environment, particularly the availability and use of resources and their quantities, and changes in environmental assets. He used a single format of accounting tables to combine information on water, minerals, energy, timber, fish, soil, land and ecosystems, pollution and waste, production, consumption and accumulation.

23. This presentation was followed by a few questions to obtain further explanations, and by observations and suggestions that re-examined the method used for calculating ecosystem capital capacity.

24. Mr. Paul Bombiri, Director of Economics, the Environment and Statistics for the Department of the Environment and Sustainable Development of Burkina Faso, presented the experience of the pilot project on environmental accounting in Burkina Faso. The main goal of this 2.5-year project, funded by the United Nations Development Programme and APEFE,² an NGO from Belgium, was to improve measurement of the role of natural resources and the environment in socioeconomic development as a means to fight poverty. The presentation focused on methods for physical accounts of natural resources, and on the classification of natural resource accounts: land occupancy account, agricultural land account, forest and semi-natural account, water account, and environmental protection costs account.

25. The major findings of this project demonstrated that:

(a) Most spending on protection comes from enterprises and outside funding;

(b) Management of wastewater and other wastes, and site, landscape and biodiversity protection receive most of the funding, whereas protection of air, climate, soil and groundwater, and noise and vibrations, receive little funding.

26. In closing, technical and institutional recommendations were made, including on the need to reflect on the monetizing of physical accounts.

27. Participants discussed matters pertaining to the national system for producing statistics on the environment and the mainstreaming of this system into the national accounting system. Clarification was provided on the connection between the various accounts, including inventory, flow, use and economics accounts.

¹ United Nations Conference on Environment and Development (1992).

² L'Association pour la Promotion de l'Éducation et de la Formation à l'Étranger.

28. Mr. Adama Diallo of the National Forest Seed Centre, and Mr. Oumar Issa Sanon, of the Burkina Faso Geographical Institute, presented on land-use accounts in Burkina Faso, funded through cooperation efforts with Denmark and created between 2003 and 2005 for 274,000 sq. km of land as a land cover database in Burkina Faso. This presentation highlighted the opportunities and relevance of creating such accounts, whose primary aim was to produce simple and homogenous statistical information providing spatial indications on land cover, in terms of stocks and available area for each main type of land cover, while also providing quantitative and qualitative information on changes over time.

29. The Land Ecosystem Account method (LEAC) provided an important overview of changes which had occurred throughout Burkina Faso (Change Grid). Further analysis focused on (i) the urban aspect, (ii) creation of bodies of water, (iii) extensification of agricultural space in the different types of forests, (iv) abandonment of agricultural land and extension of wild and fallow land, and (v) analysis of land zoning.

30. Following the discussion, it was strongly recommended to compare country data, namely the classification thereof, and above all to establish a relationship between national accounts and land use.

31. In a more detailed presentation, Mr. Weber explained the methodology used for creating various environmental accounts based on land-use accounts: carbon accounts, water accounts, ecosystem accounts and biodiversity accounts.

32. These presentations demonstrated that the creation of environmental accounts was a stepwise process that required considerable statistical information that was, in countries of the subregion, not always readily available and of good quality. However, these shortfalls should not hold back initiation of the process of creating such accounts. The presenters also provided guidelines for developing environmental accounts and emphasized the need for these accounts and for their mainstreaming into national accounting systems.

VI. ADDRESSING HARMFUL AND PROMOTING POSITIVE INCENTIVE MEASURES

33. Mr. Markus Lehmann (CBD Secretariat) presented on incentives that were harmful for biodiversity. He referred to Aichi Target 3 of the Strategic Plan for Biodiversity 2011-2020, whereby Parties committed to eliminate, phase out or reform incentives which were harmful to biodiversity by 2020 and to promote positive incentive measures for the conservation and sustainable use of biodiversity, consistent and in harmony with the Convention and other international obligations, and in line with socioeconomic conditions of countries. He explained that, under the Convention, harmful incentives were conceptualized as emanating from policies or practices that induced unsustainable behaviour that was harmful to biodiversity, often as unanticipated (and unintended) side effects of policies designed to attain other objectives. They could even result from some environmental policies. Explaining the different types of harmful incentives by providing a number of case studies, he noted that careful policy assessments were typically frequently needed to identify harmful incentives as a precondition for their elimination, phase-out, or reform. He pointed to key lessons learned from the analytical work already under way on the removal or reform of harmful incentives, including subsidies, and, in closing, he underlined that the choice of policy packages for elimination, phase-out and/or reform was very context-dependent, and this was therefore an important area of future work.

34. In the animated discussion that followed, participants noted that some subsidy programmes were an important part of national development policies and, correspondingly, took particular interest in the social issues associated with subsidy reforms, such as the potential adverse impacts on the poor associated with the removal or reform of fuel subsidies (e.g., through the effects of such a reform on the costs of public transportation or home heating). Referring to the “development window” provided under

Aichi Target 3, participants noted the need for a careful balance between development and environment objectives and associated policies, while also noting that, in some circumstances, addressing harmful incentives in line with Aichi Target 3 had the potential to generate triple wins, i.e., wins for all three pillars of sustainable development: economic, environmental, and social.

35. Ms. Siv Oytese of the Global Mechanism of the United Nations Convention to Combat Desertification presented the work of the Global Mechanism on incentives for achieving sustainable land management, in particular the framework and scorecard methodology developed by the Global Mechanism and CATIE (Centro Agronómico Tropical de Investigación y Enseñanza) on incentive and market-based mechanisms. She underlined that positive incentives were needed to ensure investments in sustainable land management, and that policymakers and concerned stakeholders needed more knowledge and technical capacity on the real value of natural capital and ecosystem services, and that the scorecard was developed as a tool to assist decision makers in selecting the appropriate incentive measures in accordance with their specific conditions and circumstances, and in implementing them in an effective and efficient manner.

36. Further to a practical introduction to the scorecard tool and associated questionnaire, participants were invited to work through the questionnaire giving due consideration to the situation in their countries and to generate scorecard results as a practical exercise.

37. A field trip was undertaken on the afternoon of the third day of the workshop in order to study a concrete initiative that seeks to generate and harness positive incentives for the conservation and sustainable use of biodiversity. Mr. Clark Lundgren from the Wildlife Production Development Centre (WPDC), a Burkinabé nonprofit association created in 2007 on wildlife management with emphasis on production and development of wildlife farms, ranches, hunting zones and parks, provided a guided tour of the Wédbila Demonstration Farm (WDF), operated by the WPDC. He explained that the demonstration farm works to develop and demonstrate the commercial feasibility of wildlife farming and ranching. It also provides a site for management training, in particular of actors from communities located close to wildlife areas. It operates programmes of applied research, training and extension, and restocking of disappeared species, with a view to contributing to value enhancement and sustainable conservation of wildlife and habitat resources.

VII. ECONOMIC APPROACHES AS A TOOL FOR BIODIVERSITY MAINSTREAMING: THE WAY AHEAD

38. Mr. Nicolas Bertrand (UNEP) presented the current programme and associated activities to support countries in making use of the results of the global studies on The Economics of Ecosystems and Biodiversity (“TEEB Phase III”). Referring to the three operative components of TEEB Phase III, namely (i) development of additional guidance and provision of training, (ii) promotion of outreach and communications, and (iii) facilitating TEEB implementation at the national level, he noted that some countries had already started the process of preparing national TEEB studies, and that interest had been shown by others. He also referred to several initiatives under way in the business community, including by individual companies, in specific sectors, such as on wetlands and on oceans, or by cross-sectoral initiatives. He explained that the UNEP TEEB Office could provide guidance via the TEEB network of experts in order to build national, regional and local government capacity and to support the production of national-level economic assessments. Support could be provided, subject to funding, to (i) facilitate design and implementation of TEEB projects at the national and local levels; (ii) connect projects to each other and/or to funding options; (iii) support new initiatives in the business world; and (iv) assist in the translation of the reports into policy.

VIII. EVALUATION AND CLOSURE OF THE WORKSHOP

39. Participants were invited to complete a workshop evaluation questionnaire. A summary of the results of the survey is provided in annex III.

40. The final recommendations made by the participants at the end of the workshop focused on the following:

(a) The responsibility of the countries in the subregion to taking into account the value of biodiversity and of incentive measures, in particular the integration of environmental accounts into national accounting systems;

(b) The need for capacity-building on valuation of biodiversity, and on environmental accounting and incentives;

(c) The need to focus on communications, at all levels;

(d) The urgent need for the countries in the subregion to begin designing environmental accounts and mainstreaming them into national accounting systems, and for the valuation of biodiversity based on available data, which presupposes establishment of an inclusive, transparent, progressive, and participatory process that would allow improvements to the data collection system.

41. After the usual exchange of courtesies, the workshop was officially closed at 5.45 p.m. on Friday, 17 May 2013.

*Annex I***LIST OF PARTICIPANTS****CBD PARTIES****Benin**

1. M. Adéloui Hugues Akpona
 Chef, Service Planification, Suivi - Evaluation, CHM / APA
 Direction Générale des Forêts et des Ressources Naturelles
 Ministère de l'Environnement, de l'Habitat et de l'Urbanisme
 01 BP 3502
 Cotonou
 Benin
 Tel.: + 229 97 57 14 58
 E-Mail: akpona@gmail.com, hadak01avr@yahoo.fr
 Web: www.mehubenin.net

2. M. Isséré Casimir Ezin
 Chef
 Centre de Partenariat et d'Expertises pour le Développement durable (CEPEDD)
 Ministère de la Prospective, du Développement et de l'Évaluation de l'Action Publique
 Cotonou
 Benin
 E-Mail: casimirissere@yahoo.fr

Burkina Faso

3. Yves Bathiono
 Chargé d'Études
 Direction de la Faune et des Chasses
 Ministère de l'Environnement et du cadre de vie
 Ouagadougou
 Burkina Faso
 Tel.: +226 72 19 55 94
 E-Mail: boualani@yahoo.fr

4. Veronique Diallo
 Direction Générale des Ressources en eaux
 Ministère de l'Eau, de Aménagements hydrauliques et de l'Assainissement
 Ouagadougou

Burkina Faso
 E-Mail: mmedialloveronique@yahoo.fr,
veroniquedallo@gmail.com

5. Salomon Dilena
 Ministère de l'Environnement et du cadre de vie
 Ouagadougou
 Burkina Faso
 Tel.: +226 70 255 598
 E-Mail: dilemasalomon@yahoo.fr

6. Paul Mande
 Ministère de l'Économie et des Finances
 Burkina Faso
 Tel.: +226 70 14 13 63
 E-Mail: mandepaul@yahoo.fr

7. M. Somanegré Nana
 Chargé du programme Diversité Biologique
 Direction Générale de la Conservation de la Nature
 Burkina Faso
 Tel.: +226 50 313166 / +226 78 142650
 Fax: +226 50 31 64 91
 E-Mail: nanasomanegre@yahoo.fr,
somanegre26nana@gmail.com

8. Rasmane Ouedraogo
 Conseil National pour l'Environnement et le Développement Durable
 Ouagadougou
 Burkina Faso
 Tel.: +226 70 95 95 44
 E-Mail: rasowat@yahoo.fr

9. Valentin Tiendega
 Direction Générale des Forêts et de la Faune
 Ouagadougou
 Burkina Faso
 Tel.: +234 70 23 07 40
 E-Mail: tvalentinp@yahoo.fr

10. Beb-Zinda Gerald Wilfried Zongo
Institut national de la statistique et de la demographie
Burkina Faso
Tel.: +226 75 75 33 99
E-Mail: wilfried.zongo@insd.bf

Côte d'Ivoire

11. M. Alain Serges Kouadio
Director, Environmental and Natural Resources
Economist
Green Economy and Social Responsibility
Ministry of the Environment and Sustainable
Development
Abidjan
Côte d'Ivoire
Tel.: +225 08 88 22 69/02 10 23 58
E-Mail: kouadioal@hotmail.com

12. M. Patrick Leon Pedia
Coordonateur du projet NBSAP
Direction de l'Environnement
Ministere de l'Environnement, des Eaux et Forets
20 B.P. 650
Abidjan
Cité administrative, tour D, 12ème étage, porte 17
Côte d'Ivoire
Tel.: + 225 20 21 1856
Fax: +225 20 21 2191
E-Mail: ppedia@yahoo.fr

Gambia

13. Ms. Mariama Jeng Mboge
Fiscal Officer
Budget Directorate
Ministry of Finance and Economics Affairs
Gambia
Tel.: +220 982 92 32
E-Mail: yamajeng2@hotmail.com

14. Mr. Ousainou Touray
Senior Wildlife Conservation Officer
Department of Parks & Wildlife Management
c/o Abuko Nature Reserve
Banjul
Gambia
Tel.: +220/4376973/9817559
E-Mail: oustouray@gmail.com,
otouray@dof.gov.gm

Ghana

15. Mr. Winfred Fletcher Abdulai Nelson
Principal Planning Analyst
National Development Planning Commission
Accra
Ghana
Tel.: +233 21 773011/3
E-Mail: winfrednelson@yahoo.co.uk

16. Mr. Yaw Osei-Owusu
Country Director, Conservation Alliance
National Biodiversity Committee
Accra
Ghana
Tel.: +233 302 966 999
E-Mail: yosei-owusu@conservealliance.org

Guinea

17. M. Thierno Mamadou Bah
Chef
Section Etude et inventaire, Office Guineen de la
Diversite Biologique et des Aires Protegees
(OGUIDAP)
Ministère de l'Environnement, Eaux et Forêts
B.P. 3118
Conakry
Guinea
Tel.: +22 467 713 425
E-Mail: bahtmamadou@yahoo.fr,
thiernomdoubah@yahoo.fr

18. M. M'Bemba Samba Diakite
Chef
Mines/Environnement
Direction Nationale des Investissements Publics
Conakry
Guinea
Tel.: +224 62411314
E-Mail: sambadiakite299@yahoo.fr

Guinea-Bissau

19. M. Cheikh Amadu Bamba Cote
Conseiller pour le Developpement Regional
Minister of Economy and Regional Integration
Bissau
Guinea-Bissau
E-Mail: bambakote@hotmail.com

Liberia

20. Mr. J. Adams Manobah
 Assistant Manager of Planning & Policy
 Department of Administration
 Environmental Protection Agency
 4th Tubman Blvd., Sinkor
 PO Box 4024
 Monrovia 10 1000
 Liberia
 Tel.: +23 166 23817
 E-Mail: jtikoto@netzero.com

Mali

21. M. Boureima Camara
 Ingénieur des Eaux et Forêts
 Direction Nationale des Eaux et Forêts
 Ministère de l'environnement et de l'assainissement
 BP:275
 Bamako
 Mali
 Tel.: +223 20 23 36 95, +223 20 23 36 97
 Fax: +223 20 23 36 96
 E-Mail: bouricamara@gmail.com

22. Ms. Lala Camara Diarra
 Chef
 Division planification régionale et locale
 Ministère de l'Economie, des Finances et Budget
 Bamako
 Mali
 Tel.: +293 66 72 28 47 / 76 33 18 72
 E-Mail: camaralmc@yahoo.fr

Mauritania

23. Mr. Maloum Dine Maouloud
 Directeur Adjoint de la Programmation, de la
 Coordination et de l'information Environnementale
 Ministère délégué auprès du Premier Ministre chargé
 de l'Environnement et du Développement Durable
 B.P. 170
 Nouakchott
 Mauritania
 Tel.: +222 464 41817
 E-Mail: maloumdine@yahoo.fr

24. Mr. Ely Oudeika
 Directeur Adjoint
 Direction des Politiques et Stratégies du
 Développement
 Ministry of Economical Affairs and Development
 B.P. 238
 Nouakchott

Mauritania

E-Mail: eoudeika@economie.gov.mr,
oudeika_ely@yahoo.fr

Niger

25. Mr. Dan Bakoye Chaibou
 Ministère du Plan, de l'Amenagement du Territoire et
 de la Développement Communautaire
 Haut Commissariat au Développement
 Niamey
 Niger
 Tel.: +227 969 97 655
 E-Mail: danbakoye@yahoo.fr

26. Mr. Maazou Kamaye
 Secrétaire exécutif
 Conseil National de l'Environnement pour un
 Développement Durable (CNEDD)
 B.P. 10193
 Niamey
 Niger
 Tel.: +227 20722559, +227 96967470
 Fax:
 E-Mail: kamayemaazou@yahoo.fr,
kmaazou@gmail.com

Nigeria

27. Mr. Victor Daniel Mallo
 Assistant Chief Planning Officer
 National Planning Commission
 Abuja
 Nigeria
 Tel.: + 2348036213113
 E-Mail: vdmallo@yahoo.com

28. Dr. John Onyekuru
 Deputy Director Conservation/CBD Desk Officer,
 Deputy Director (Forestry)
 Federal Department of Forestry
 Federal Ministry of Environment
 9th Floor - Federal Secretariat
 Shehu Shagari Way - Garki
 Abuja
 Nigeria
 Tel.: +2348030882261
 E-Mail: johnonyekuru@yahoo.com

Senegal

29. M. Baidy Ba
Directeur de la Planification et de la Veille
Environnementale
Ministère de l'Environnement et du Développement
Durable
Dakar
Senegal
E-Mail: baidy_ba@hotmail.com

30. Mr. Soulye Ndiaye
Directeur des Parcs Nationaux
Ministère de l'Environnement et du Développement
Durable
Dakar
Senegal
E-Mail: ndiayesouleye@yahoo.fr

Togo

31. Mr. Piwelon Bakai
Directeur Regional
Ministère de l'Environnement et des Ressources
Forestières
B.P. 4825
Lomé
Togo
Tel.: +228 2330 01 90/90 19 08 09
E-Mail: bakaip@yahoo.fr

32. Ms. Ayawa Meduwodzi Guidi
Chargee d'etudes
Direction generale de l'Amenagement du Territoire
Ministère de l'Environnement et des Ressources
Forestières
B.P. 355
52, qad, rue de la Kozah
Lomé
Togo
E-Mail: guidivic03@yahoo.fr

UNITED NATIONS AND SPECIALIZED AGENCIES

United Nations Convention to Combat Desertification

33. Ms. Siv Oystese
Coordinator, Economic Instruments and Innovative Finance
The Global Mechanism
United Nations Convention to Combat Desertification
Rome
Italy
Tel.: +39 06 5459 2782
E-Mail: s.oystese@global-mechanism.org

United Nations Environment Programme

34. Mr. Nicolas Bertrand
United Nations Environment Programme (UNEP)
15, Chemin des Anémones
Châtelaine, Geneva, 10 CH-1219
Switzerland
Email: nicolas.bertrand@unep.org

GOVERNMENTAL AND INTERGOVERNMENTAL ORGANIZATIONS

**Conseil national pour l'environnement et le
developpement durable**

35. Mr. N. Alain Combassere
Conseil national pour l'environnement et le
developpement durable
Burkina Faso
Tel.: +226 70 00 24 10
E-Mail: mom.alan@yahoo.fr

36. Viviane Guiguemde
Conseil national pour l'environnement et le
developpement durable
Burkina Faso
Tel.: +226 61 41 72 05
E-Mail: guesy2003@yahoo.fr

37. Mr. Robert Louari
Conseil national pour l'environnement et le
developpement durable
Burkina Faso
Tel.: +216 70 06 8178
E-Mail: mloari@yahoo.fr

38. Yanda S. W. Ludovic
Conseil national pour l'environnement et le
developpement durable
Burkina Faso
Tel.: +226 71 91 32 10
E-Mail: ludov.cyanda@yahoo.fr

39. Mr. Jean Bosco So
Conseil national pour l'environnement et le
developpement durable
Burkina Faso
Tel.: +226 70 29 45 16
E-Mail: jeanboscoso@hotmail.com

Institut Geographique du Burkina Faso

40. Mr. Oumar Issa Sanon
Institut Geographique du Burkina Faso
Burkina Faso
Tel.: +226 70 26 47 95
E-Mail: oi.sanon@yahoo.fr

IUCN - The World Conservation Union (Burkina Faso)

41. Mr. Jacques Somda
IUCN - The World Conservation Union (Burkina Faso)
BRAO (West Africa), 01 B.P. 1618
Ouagadougou 01
Burkina Faso
Tel.: +226 71 29 68 96
E-Mail: jacques.somda@iucn.org

European Environment Agency

42. Mr. Jean-Louis Weber
Member of the Scientific Committee
European Environment Agency
Frankrigshusene 9
Copenhagen DK2300
Denmark
Tel.: +45-3336-7245
Fax: +45-3336-7293
E-Mail: jlweber45@gmail.com, jean-louis.weber@eea.europa.eu

NON-GOVERNMENTAL ORGANIZATIONS

Wildlife Production Development Centre

43. Mr. Clark Lungren
Centre pour le développement de la production faunique /
Wildlife Production Development Centre
Tel.: +226 78 83 65 77
E-Mail: cdpfwedbila@yahoo.com

EDUCATION/UNIVERSITY

Centre d'Études, de Documentation et de Recherche économiques et sociales

44. Noel Thiombiano
Centre d'Études, de Documentation et de Recherche économiques et sociales
Ouagadougou
Burkina Faso
Tel.: +226 70 27 33 20
E-Mail: thiombianoel@yahoo.fr

University of Pretoria

45. Mr. Eric Mungatana
Senior Lecturer
Center for Environmental Economics and Policy in Africa (CEEPA)
University of Pretoria
Lynnwood Road
Pretoria
South Africa
Tel.: +27 12 40 32 53
E-Mail: eric.mungatana@up.ac.za
Web: www.up.ac.za

SECRETARIAT OF THE CONVENTION ON BIOLOGICAL DIVERSITY

46. Mr. Markus Lehmann
Economist
Secretariat of the Convention on Biological Diversity
413, Saint-Jacques Street W., Suite 800
Montreal, Canada H2Y 1N9
Tel.: +1(514) 287 8711
Fax: +1(514) 288 6588
E-Mail: markus.lehmann@cbd.int

Group 2

1. *Identified issue*

Development policy for riparian (river-edge) populations adjacent to protected areas in Togo and Burkina Faso

2. *Identification of options*

- a) Option 1: Maintain the status quo (the population remains in place and maintains its way of life, impacts on the protected area, and the development programme supports them)
- b) Option 2: Degazette [*déclasser*] the protected area and use the area for local development
- c) Option 3: Enhanced use of the protected area to benefit local development

3. *Identification of related ecosystem services*

- ✓ Climate regulation (temperature, carbon sequestration, water, air purification)
- ✓ Wood products: firewood, charcoal, utility wood
- ✓ Non-wood forest products (straw cutting, thatch, hay, honey, medicinal plants, fruit, leaves, roots, etc.)
- ✓ Hunting: Recreational, meat and by-products
- ✓ Fishing: Recreational, traditional, fish products
- ✓ Raising animals
- ✓ Agriculture
- ✓ Jobs (trackers, local labour for development)
- ✓ Tourism

4. *Development of options*

Ecosystem services	Option 1: Maintain the status quo	Option 2: Degazette the PA [<i>déclassement</i>]	Option 3: Develop the PA for local benefit
Climate regulation (temperature, carbon sequestration, water, air purification)	2	0	4
Wood products: firewood, charcoal, utility wood	2	1	4
Non-wood forest products (straw cutting, thatch, hay, honey, medicinal plants, fruit, leaves, roots, etc.)	1	0	4
Hunting: Recreational, meat and by-products	1	0	4
Fishing: Recreational, traditional, fish products	1	0	3
Raising animals	1	4	1
Agriculture	1	4	0
Jobs (trackers, local labour for development)	0	4	3
Tourism	1	0	4
Total	10	13	27

Order of importance: 0 to 4

0 = none

1 = minimal, negligible

2 = slight

3 = medium

4 = high, optimal

In conclusion, option 3 is the option of choice

Group 3

Forest Degradation in a Park – Yankari Game Reserve, Nigeria.

The park used to be managed by the federal government. Management was later transferred to state government upon pressure. However poor management under state authority implied significant loss of biodiversity. Issue: State government wants the federal government to take over the management of the park.

Types of scenarios

State government management of national park

Federal government management

Public-private partnership

Services /Scenarios	Additional Income Exploitation	Income from Tourism (including Educ & Research)	Carbon Sequestration	Supporting Local Livelihoods	Wildlife Population	NTFPs e. mushrooms, honey
Maintaining Status quo	+++	0	+	+	+	+
Federal Mgt	0	++	+++	++	++	+
Public-Private-Partnership	+	+++	++	+++	+++	++

PPP will be the most preferred as it is obvious it has scored highest.

Group 4 (Benin, Burkina Faso, Guinea)

Specific decision-making issue

History

Agricultural production is a priority for many governments. This production has a negative impact on the protected areas which contain the most productive land, and leads to the infringement of agriculture on protected areas because of the scarcity of the land and the dwindling production levels of the land.

Objective

This study aims to inform decision makers about the best way to prioritize agricultural production while limiting its impact on protected areas.

Options

Potential options

No change: *The situation unfolds without intervention*

Agricultural intensification/Productivity increase

Development of substitute activities/Conversion

Important ecosystem services

Carbon sequestration

Satisfying the needs of the populations for wood and non-wood forest products

Production increase owing to natural factors (micro-climate, pollination, etc.)

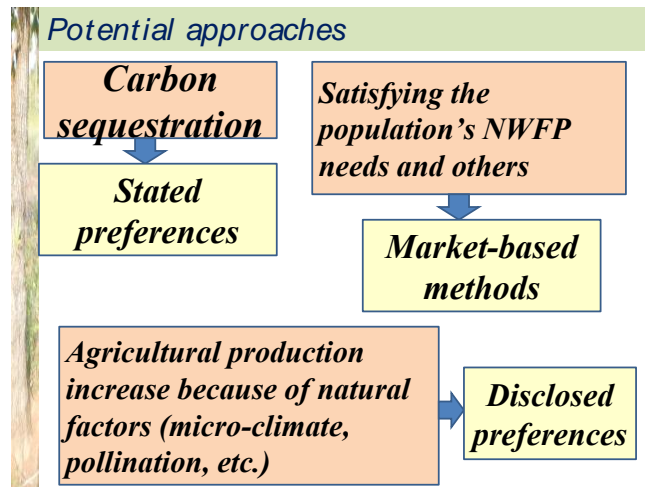
Options from a semi-quantitative standpoint

Notation basis

- 0 = Total loss of the value of the ecosystem service
- 1 = Partial loss of the value of the ecosystem service
- 2 = Upholding of the value of the ecosystem service
- 3 = Increase in the value of the ecosystem service

Ecosystem services Options	Carbon sequestration	Satisfying the population's NWFP needs and more	Agricultural production increase because of natural factors (micro-climate, pollination, etc.)
No change	0	1	1
Agricultural intensification and productivity increase outside the PA	2	3	2
Development of substitute activities/conversion	3	3	2

Evaluation tools



*Annex III***WORKSHOP EVALUATION**

- 28 workshop evaluation questionnaires were completed.
- 26 out of 28 questionnaires stated that the course met their expectations. One participant expected more practical guidance on valuation. One participant considered the course not interactive enough/too many long presentations.
- 25 participants indicated that they have had a medium to high knowledge of the economics of ecosystems and biodiversity prior to the workshop while 3 indicated relatively low knowledge.
- The most useful parts of the course identified were the presentation on TEEB and TEEB's cooperation with other partners; valuation approaches and methodologies, including ecosystem valuation; environmental and ecosystem accounting; the experience and case studies shared by Burkina Faso.
- The least useful part of the course identified was environmental and ecosystem accounting (too technical; interesting but too little time to understand).
- The survey indicated that participants had gained a deeper insight into the steps/process/tools required for conducting or commissioning a TEEB study, particularly through the exchange of regional and national experiences, and that they now had a stronger understanding of the importance of capturing the values of biodiversity and ecosystem services for improved decision-making. They also noted their appreciation of the use of TEEB in NBSAP revisions.
- Participants would like to receive more training on incentive measures, environmental and ecosystem accounting, financing, TEEB country implementation/TEEB Guidance Manual, how to initiate a national TEEB process, TEEB and Protected Areas, TEEB as it relates to NBSAP revision, non-economic valuation methods.
- Suggestions for course improvements:
 - Simplify topics and include more interactive sessions and exercises and teamwork;
 - Shorter presentations;
 - More (regional) case studies;
 - Training could be a day longer.
- The overall ratings of the workshop were good. Many participants noted that gender balance and stakeholder representation could be improved. Some participants noted that the course could be lengthened.
