

South-South Cooperation Case Study

Enhancing Sustainable Development and Coastal Natural Resource Management in the South West Indian Ocean Countries

Regional Programme for the Sustainable Management of the Coastal Zones of the Countries of the Indian Ocean (ReCoMaP)

I. Executive Summary

The Regional Programme for the Sustainable Management of the Coastal Zones of the Countries of the Indian Ocean (ReCoMaP) was a 5-year (2006-2011) programme of the Indian Ocean Commission (IOC) financed by the European Union. The South Western Indian Ocean (SWIO) region is characterised by very high poverty levels. Consequently, the region's coastal natural resources face considerable strains. These pressures are largely due to the lack of effective Integrated Coastal Zone Management (ICZM).

ReCoMaP was designed to strengthen the regional capacities in developing and implementing Integrated Coastal Zone Management (ICZM) including strategies and plans that would contribute to reducing these pressures and therefore to the sustainable exploitation of the region's coastal and marine resources. The programme was implemented in the seven island and coastal states of the South West Indian Ocean; Comoros, Seychelles, Mauritius, Madagascar, Kenya, Tanzania and Somalia.

The programme's overall objective was to enhance sustainable management and conservation of natural coastal and marine resources thereby contributing to poverty alleviation among the coastal populations of the South Western Indian Ocean. More specifically, it sought to strengthen the capacity of local communities and public/private bodies in order to achieve sustainable ICZM.

Assessments of the programme found it to be a success with significant impacts experienced among the communities involved. In particular, the impact on poverty alleviation at the community level was felt even in the very short term, soon after the programme's start. Substantial progress was made on ICZM policy design and implementation on a national level among the focal countries. All countries formally established ICZM committees and implemented national ICZM strategies or ICZM Plans. The regional component of ICZM implementation continues to be strengthened through the drafting of an ICZM protocol to the Nairobi Convention. Several meetings of legal and technical experts from the focus countries have been held to date to finalize the draft. This final document should be adopted by the technical working group prior to being presented at the 7th Conference of the Parties of the Nairobi Convention (COP7) which is

to be held in 2012. It is expected that the outcome of the 7th COP will give the mandate for the parties to start negotiations by early 2013 and the Protocol adopted at the 8th COP.

II. Actors and Their Roles:

Recipient Entity	Basic Information	Role
National Environmental Management bodies of Comoros, Madagascar, Mauritius, Seychelles, Kenya, Tanzania and Somalia	<p><i>Sector:</i> Public</p> <p><i>Center of Operations:</i> Distributed within the participating countries.</p> <p><i>Ownership:</i> Governments' of the respective countries.</p>	<p>Coordinated implementation of ReCoMaP activities in the respective countries. Guided development of national and regional ICZM plans. Participated in the Regional Steering Committee which provided overall guidance and technical orientation of the programme; discussed, amended and approved the programme estimate proposal submitted by the Regional Coordination Unit.</p>

Initiating Entity	Basic Information	Role
Indian Ocean Commission	<p><i>Sector:</i> Intergovernmental regional organization</p> <p><i>Center of Operations:</i> Quatre Bornes, Mauritius</p> <p><i>Ownership:</i> Intergovernmental organization that promotes regional cooperation among its five member states - Comoros, France/Reunion, Madagascar, Mauritius, Seychelles</p>	<p>Regional Authorizing Officer of the programme responsible for the supervision and management of the programme. Hosted and Chaired the Regional Steering Committee which monitored the project's progress and approved programme estimates.</p>

Supporting Entity	Basic Information	Role
European Union	<p><i>Sector:</i> Public</p> <p><i>Centre of Operations:</i> Brussels, Belgium</p> <p><i>Ownership:</i> 27 Member States.</p>	<p>Provided funding and technical support. Participated in the Regional Steering Committee which monitored the project's progress and approved programme estimates.</p>

III. Project Background

The Regional Programme for the Sustainable Management of the Coastal Zones of the Countries of the Indian Ocean (ReCoMaP) ran for 5 years from 2006 to 2011. This programme involved 7 island and coastal States of the South West Indian Ocean (SWIO), namely, Comoros, Madagascar, Mauritius, Seychelles, Kenya, Tanzania and Somalia. These countries are members of one or several of the following regional bodies: the Community for Eastern and Southern Africa (COMESA), the Indian Ocean Commission (IOC), the East African Community (EAC) and Inter-Governmental Authority on Development (IGAD).

ReCoMaP was an Indian Ocean Commission programme financed by the European Union (EU) and implemented via private, indirect, decentralised management through a Regional Coordinating Unit (RCU) based in Mauritius. Country implementation of ReCoMaP was supported by National Focal Points (NFPs) appointed by the relevant ministries. They were responsible for the coordination of the activities within focal countries. Integrated Coastal Zones Management Officers (ICZMOs) were recruited in each country as part of the Regional Coordination Unit to complement the NFPs work. At the time, ReCoMaP was the largest EU- funded regional development programme worth €18 million implemented by the IOC.¹

Objectives

The overall objective of ReCoMaP was to contribute to poverty alleviation among the Coastal populations of the SWIO through enhancement of sustainable management and conservation of natural coastal and marine resources. The specific objective would be to strengthen the capacity of local communities and public/private bodies in order to achieve sustainable Integrated Coastal Zone Management (ICZM).

Result Areas

ReCoMaP had 7 targeted results, each of which had sub-activities that received varying levels of funding.

Result Area		Activities
1.	Monitoring, conservation, valorisation and sustainable management of coastal & marine biodiversity and enhancement of natural resources of the SWIO coastal zones	* strengthening of data collection and analysis * development of effective GIS databases * improved management and expansion of marine protected areas (MPAs)
2.	Development of training capacity for coastal and marine technicians in the region and adoption through Regional Centres of Excellence	* improved support for marine and coastal scientists, planners and managers * establishment of national and regional training centres to act as 'Centers of Excellence'

¹ Technical Centre for Agricultural and Rural Cooperation (CTA).

http://brussels.cta.int/index.php?option=com_k2&view=item&id=3529:ioc-regional-coastal-management-programme-recomap

3.	Strengthening of sensitisation on ICZM issues among decision makers, the private sector, NGOs and the civil society	<ul style="list-style-type: none"> * information and public awareness campaigns targeting full range of stakeholders i.e. government officials, political decision makers, private sector, civil society * capacity building of national and regional organizations responsible for raising awareness on ICZM
4.	Drafting and adoption of National ICZM plans; ensuring availability of ICZM national action plans	<ul style="list-style-type: none"> * develop and adopt skills & tools for ICZM planning within the region * reinforce and follow-up on EIA processes in the focus countries * develop national institutional frameworks for ICZM * draft ICZM Plans & Action Plans and promote inter-disciplinary dialogue * follow-up on the implementation of ICZM Plans
5.	Improve capabilities of focus countries to adopt proactive positions on marine and coastal resources in multilateral negotiations and reporting on Multilateral Environmental Agreements (MEAs)	<ul style="list-style-type: none"> * provide training for the reporting on MEAs * train individuals involved in multilateral negotiations
6.	Improved and increased active involvement of non-state actors in implementing ICZM action plans (implemented through calls for proposals)	<ul style="list-style-type: none"> * sensitization of NSA on the Call for Proposals (CFP) * setting up and implementation of a CFP scheme * monitor projects financed under the CFP scheme * training of local beneficiaries at grass root level
7.	Improve regional policy consensus on sustainable coastal and marine management; enhance exchange of information and experiences on marine and coastal resources at the regional level.	<ul style="list-style-type: none"> * develop and/or strengthen effective tools for quick and regular information sharing in the coastal zones at the regional level * enhance exchange of information between the focus countries on multilateral negotiations * develop a Regional Policy Strategy for sustainable coastal management * creation of a Regional Policy Platform for ICZM

Regional Context

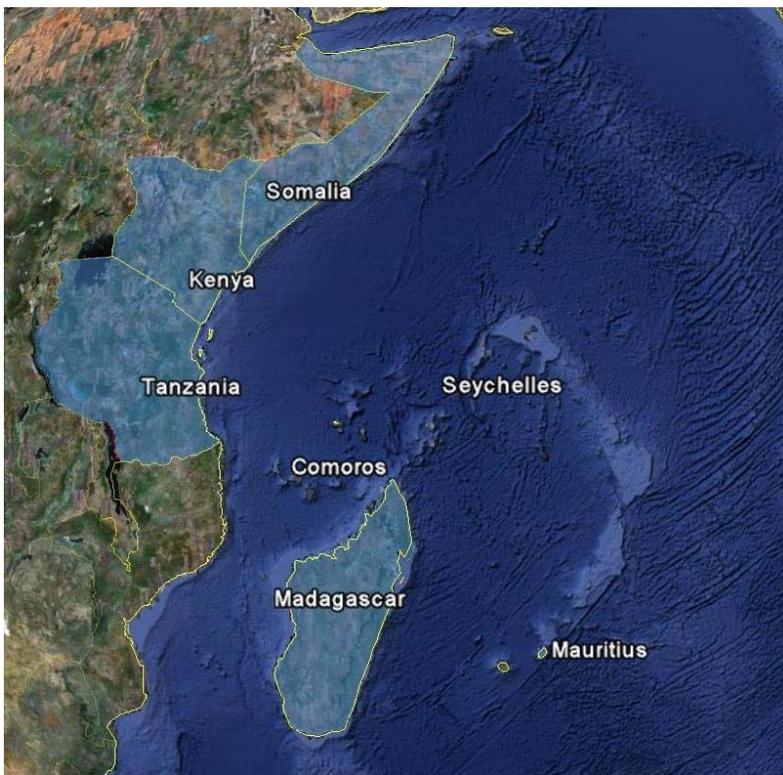
The participating coastal and island states of the South West Indian Ocean have varying development and environmental challenges. Some of the beneficiary countries such as Seychelles and Mauritius are classified as middle-income countries and rank among the top 80 in the Human Development Index (HDI).² The rest are classified as low-income countries with Somalia not even qualifying for HDI ranking due to the instability experienced there over the past 2 decades. Despite their different levels of development, the participating countries were identified as having several common challenges.

The South Western Indian Ocean (SWIO) region is characterised by very high poverty levels. For much of the region, and especially the small island states, the coastal zones are

² 2011 UNDP Human Development Index <http://hdr.undp.org/en/countries/>

major sources of food and of income and growing populations in the region have put a considerable strain on the natural resources. Commercial fishing, processing factories, port developments and excessive recreational use put increasing pressures on coastal and marine environments and may jeopardize fisheries and tourism sectors that remain major source of revenues. Intensified competition in coastal resource use can create conflicts between the stakeholders that exploit the increasingly crowded coastal zone. Coastal zones are also dynamic and complex areas, both environmentally and in terms of their use by human societies. This complexity demands the development of effective integrated natural resource-use management systems (ICZM).

ReCoMaP - Participating Coastal and Island States



(Source: Google Earth)

The level of environmental policy design and implementation among the participating countries varies. Seychelles for instance has a well-developed environmental policy framework with all state ministries involved in the processes of environmentally sustainable development in the country. While Kenya has made significant progress in adopting relevant environmental legislation, the country faces challenges in coordinating the various actors involved in implementation and enforcement. In Madagascar, where 90% of the population is dependent on natural resource-related work (conservation, fisheries, agriculture), environmental legislation is complete, but integration of environmental issues into the sectoral legislative items is still not developed.

Sustainable Development through Integrated Coastal Zone Management (ICZM)

The United Nations Environmental Programme (UNEP) promotes Integrated Coastal Zone Management (ICZM) as the preferred approach to sustainable development and resource use within coastal areas.³ The objective of ICZM is to ensure coordination between developmental activities to reduce conflicts and ensure that the ecological systems are not impaired so that sustainable use of natural resources can continue.⁴ Promotion of regional and national ICZM frameworks was a core focus of ReCoMaP as the programme's objective was poverty alleviation through sustainable development among the large coastal populations of the participating countries.

All the focal countries are part of the African Process and are parties to the Nairobi Convention. They have therefore been exposed to the concepts involved in ICZM and the potential value of its effective implementation.

ReCoMaP also sought to strengthen participation of non-state actors in implementing ICZM practices. This component received the largest proportion of financial support (55%) and was implemented through a Call for Proposals (CFP) for projects in the participating countries. Coastal tourism and mariculture were identified as having the greatest potential for increased revenue generation in coastal communities as part of improved ICZM in the region. Schools and members of the public were sensitized on the importance of ICZM through use of newsletters, internet and mass media (radio programmes and TV spots).

IV. Financial Arrangements

ReCoMaP was the largest EU-funded regional development programme of the IOC receiving a total of 18 million Euros. In terms of result areas, RA1 and RA6 received the bulk of the funding - 23% and 55% respectively.

V. South-South Cooperation Components

ReCoMaP was designed with robust south-south components as its success was heavily dependent on a well-coordinated, regional effort among the participating countries. The programme brought together members of various regional organizations and programmes in a joint initiative that sought to address the common development and environmental problems experienced in their coastal zones. The national and sub-national institutions, research and training centres concerned with marine and coastal management benefitted from the regional cooperation platform which facilitated capacity building, exchanges and networking.

³ UNEP. Coastal Zone Management. <http://www.unep.org/regionalseas/issues/management/mngt/default.asp>

⁴ Dr. Ahmed A. Barrania. Sustainable Fisheries in the Framework of Integrated Coastal Zone Management. Al Sambouk, No. 9, July 1999, pp 6 – 8.

Inclusive Organizational Structure

The organizational structure was designed to encourage the input of all participating countries and their close interaction. A Steering Committee composed of senior government representatives from the participating States worked jointly with the IOC and the EU to oversee the programme's progress, provide overall guidance and technical orientation of the programme as well as discuss, amend and approve the programme estimate proposal submitted by the RCU.

ReCoMaP was implemented through a Regional Coordination Unit (RCU) based in Quatre Bornes, Mauritius. The RCU was composed of six international multidisciplinary experts. An ICZM Officer was recruited for each participating country. These officers were involved in the day-to-day running of the programme and so worked closely with the Regional Coordination Unit (RCU) providing technical support to state and non-state actors, developing country work plans and guidelines and preparing progress reports of country activities. Each country also had a National Focal Point (NFP), a government representative whose responsibility was to coordinate with respective national government agencies and stakeholders regarding the different sectors and activities covered by the programme. The ICZM Officers worked with the NFP to facilitate a streamlined approach and ensure support from relevant government departments. Individual country activity reports were consolidated into joint programme reports which assisted in raising awareness about activities being undertaken by other participants.

Information Sharing and Technology Transfer

Achievement of Result Area 1 which focused on the strengthening of data collection and analysis, development of comprehensive GIS databases and improved management of MPAs saw close collaboration among the participating countries. For instance Tanzania and Kenya implemented a new Fisheries Information System which included a web-based interface based on their similar experiences in fisheries data management.

Tools for the strengthening of ICZM planning were developed and distributed to the environmental management institutions of the participating countries. One of the effective tools developed was a DVD offering short courses in ICZM useful for academic institution such as Universities. Contents covered included: Principles of ICZM development; Planning processes in ICZM, and; Monitoring & Indicators in ICZM.

Regionalisation of ICZM policy and practices

RA7 which focused on the development of a regional consensus policy on ICZM required an inclusive approach that would streamline ICZM adoption and implementation among the participating countries and the greater region. This result was slightly modified to suit the requirements of the countries in developing an ICZM protocol for the Nairobi Convention. Issues to be addressed by the regional ICZM Protocol included:

- climate change adaptation
- natural disaster management
- sustainable development of Small Island Developing States (SIDS)
- environmental impacts assessments
- regional cooperation in scientific research

- public participation and improved access to environmental information

To this end, 3 regional conferences were held (March 2010, April 2011 and August 2011) where draft versions of a regional ICZM technical document, translated into a draft ICZM protocol were presented and discussed. The final draft of the ICZM protocol should be validated after the 7th Meeting of the Technical and Legal Working Group which will take place in Maputo, Mozambique in early August. The document (adopted at the technical level) should then be presented at the 7th Conference of the Parties (COP7) of the Nairobi Convention. It is expected that COP7 will provide clearance for the Protocol to be negotiated amongst Parties, starting in early 2013. It is anticipated that the Protocol could be adopted by COP8.

Common Communication Platform

Sensitization on ICZM as a mechanism for sustainable development was a key aspect of ReCoMaP (RA3). This was done through various media in the different countries, however there were common communication platforms used by the programme participants. An online web portal served as the primary common platform where news and events, progress updates, programme information, success stories as well as national and regional impacts were communicated to stakeholders and the general public. The online portal was available in English (www.recomap-io.org) and French (www.progeco-oi.org), the predominant languages in the region.

Other joint communication tools included: Quarterly newsletter titled ‘News of the Coast’ (15 issues published and distributed to stakeholders); Pedagogical booklets put together based on the inputs of children and youth of the region, gathered through school competition (2 versions published in English and French, 35,200 published); Posters and Brochures.

Under the Regional Cooperation component in ICZM, it is expected that the ICZM Protocol will provide for a regional ICZM Platform (established by Contracting Parties). The Platform will: (1) facilitate the sharing of national experiences regarding ICZM, (2) identify economic, scientific, technical and other needs of the Contracting Parties to improve ICZM at national levels, and (3) promote national participation in regional and international ICZM initiatives. Operating procedures of this Platform are still being discussed.

Capacity building

All the focal countries are part of the African Process and are parties to the Nairobi Convention. They have therefore been exposed to the concepts involved in ICZM and the potential value of its effective implementation. However knowledge levels of ICZM design and practice varied among the focal countries. Some countries e.g. Seychelles already had a National (Environment Management Plan, Seychelles) Committee equivalent to an ICZM committee while others possessed little capacity for effective implementation. Right from the outset, capacity development was identified as vital for the success of ReCoMaP. This was necessary for the environmental institutions among the participating countries, non-state actors and the coastal communities.

Training sessions were conducted on a national level to facilitate the development of an ICZM Framework in each country. Technical assistance from the ICZM Officers and sectoral experts was offered to enhance the capabilities of local official bodies, NGOs and communities. Training kits and manuals on various aspects of ICZM were also developed and disbursed. Some of the issues addressed by the capacity building initiatives included:

- Solid waste management
- Seaweed / Sea cucumber farming
- Soil erosion control
- Prawn / fish-farming
- Mangrove reforestation
- Marine protected areas
- Effective proposal writing for non-state actors

Outreach to schools in the region

With the high levels of unemployment in the focal countries, youth participation in the programme's initiatives was vital if the objective of substantial poverty alleviation was to be achieved. Targeting the youth would also contribute to the sustainability of the programme once the donor funding ended. Raising awareness on ICZM in schools among the region was used to encourage youth participation. 48 workshops were conducted where teachers received training so that they would be able to give meaningful instruction to their students. Pedagogical guidelines were also developed and distributed to teachers. The participation of youth in the region was enhanced through the holding of school drawing, poster and essay competitions. They described in visual and how they would like to see the coastal environment managed. 13,147 youth from primary and secondary schools participated within the region. 35,200 educational booklets were printed and distributed across the region.

Sharing of success stories

This was communicated via the online web portal and the quarterly newsletters. Sharing of the success stories demonstrated to participating countries which ICZM approaches and projects were effective, especially those initiated under RA6 by non-state actors (NSAs). The successes achieved in commercial prawn farming in Madagascar and seaweed farming in Tanzania/Zanzibar were documented and disseminated in an assessment of the mariculture projects undertaken in ReCoMaP.⁵ Examples of other success stories shared via the quarterly newsletter were the Lamu Safi group which focused on integrated waste management in Kenya's Lamu Island; sustainable milkfish farming among the coastal communities of Mtwara, Lindi, Tanga and Pemba in Tanzania; sea cucumber farming under the *Trans-Mad' Développement (TMD)* and Blue Ventures (BV) project in Madagascar.⁶

⁵ Shipton T, Hecht T. ReCoMaP Coastal Mariculture Assessment Mission. Final Report, October 2007.

⁶ ReCoMaP News of the Coast. No. 10, Oct-Dec 2009.

VI. Lessons Learned

A mid-term review of ReCoMaP conducted in 2009 reported that it was already a very successful, efficient and effective programme that should have a direct impact on poverty alleviation at community level. The review recommended dissemination of the lessons learned so that these successes could be replicated elsewhere.

1. Establish different sets of rules and regulations that distinguish local communities / small NGOs from large NGOs during the Call for Proposals (CFPs).

Applying the same rules for the CFP to all project holders introduced a degree of inequality between small NGOs / local communities, and large NGOs as they had varying resource and capacity levels. Local communities / small NGOs felt disadvantaged due to lower capacity, compared to large NGOs, and could not compete successfully. More resources should therefore have been put into capacity building of the local communities and smaller NGOs.

2. Country specific contexts should have been taken into account, and the level of support should have been proportional to each country's characteristics and specific needs.

The programme's design, which provided for giving the same level of support to each participating country, did not take into account country specific context (e.g. country size, or level of experience in the field of ICZM). This resulted in a lower level of project support in large countries, and introduced a factor of inequality among the programme participants. The IOC and EU have recognized the importance of country specific contexts for future programmes.

3. The regional dimension of the programme, and the level of cooperation between countries should have been better developed and supported.

Initially there was a strong emphasis on national efforts e.g. development of national ICZM plans while the regional components were less well coordinated. This probably arose because there was no single regional organization that encompassed all participating countries e.g. Tanzania and Kenya are not members of the Indian Ocean Commission. A more pro-active approach from the participating countries that addressed the regional dimension was required. Immediate actions were taken in response to this, 3 regional ICZM conferences have been held to address the regional dimension of the programmes

4. Momentum on establishment of ICZM Plans and Committees should be maintained through regular monitoring of the processes

Participating countries were at different levels of their ICZM planning and implementation. While some had made significant progress, others were still in the early stages of the process. Regular monitoring and periodic updates are necessary to help ensure that even those countries which did not initially have substantial ICZM mechanisms would make progress in their drafting and implementation of their plans. The draft ICZM Protocol has provisions to facilitate the implementation of the ICZM national plans.

5. The size and complexity of the programme necessitated stronger technical support and training for the National Focal Points (NFPs).

More resources should have been put into capacity building at institutional level, particularly during the programme's initial phase. This would ensure that the NFPs had the means to fully play their roles especially in the technical aspects of their work.

VII. Conclusion

ReCoMaP was found to have strong relevance to the participating countries and coastal communities. The stated objectives corresponded well with the needs of the coastal zones as well as with the priorities of the countries involved. Capacity building was a vital component to the programme's success, however some challenges were noticed at community level and among the smaller NGOs.

Assessments of the programme found it to be a success with significant impacts experienced among the communities involved. In particular, the impact on poverty alleviation at the community level was felt even in the very short term soon after the programme's start. Substantial progress was made on ICZM policy design and implementation at a national level among the focal countries. All countries formally established ICZM committees and implemented national ICZM strategies or ICZM Plans. The regional component of ICZM implementation continues to be strengthened with the preparation of an ICZM Protocol to the Nairobi Convention

In summary, it can confidently be concluded that ReCoMaP was a successful, efficient and effective programme that had direct impacts on poverty alleviation at community level.

VIII. Project Contacts

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IX. Acknowledgements:

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