

## Medium-sized Project Brief

### Development and Protection of the Coastal and Marine Environment in sub-Saharan Africa

#### PROJECT SUMMARY

<b>PROJECT IDENTIFIERS</b>	
<b>1. Project name:</b> Development and Protection of the Coastal and Marine Environment in Sub-Saharan Africa	<b>2. GEF Implementing Agency:</b> UNEP
<b>3. Country or countries in which the project is being implemented:</b> Cote d'Ivoire, Ghana, Kenya, Mozambique, Nigeria, Seychelles, South Africa	<b>4. Country eligibility:</b> The countries are eligible under paragraph 9b of the GEF Instrument
<b>5. GEF focal area(s):</b> International waters, with relevance to land degradation	<b>6. Operational program/Short-term measure:</b> Integrated Land and Water Multiple Focal Area Operational Programme #9
<p><b>7. Project linkage to national priorities, action plans, and programs:</b></p> <p>One of the principal components of the Cape Town Declaration was the adoption of an African Action Plan and African Strategy for the Development and Protection of the Coastal and Marine Environment in sub-Saharan Africa. The Plan and Strategy are closely linked with national plans and programmes which include support to the objectives of the relevant regional conventions (Abidjan and Nairobi, respectively). In order to ensure acceptance as national priorities, they are further linked to the sustainable development component of the relevant Governmental policies.</p>	
<p><b>8. GEF national operational focal point and date of country endorsement:</b></p> <p>Mr Kone Alimata Diaby, Deputy Director, Caisse Autonome d'Amortissement, Abidjan, Cote d'Ivoire, 12<sup>th</sup> May 2000</p> <p>Mr Edwin Barnes, GEF Focal Point, Chief Director, Ministry of Environment, Science and Technology, Accra, Ghana 14<sup>th</sup> April 2000</p> <p>Mr Michael K. Koech, Director of NEAP, Ministry of Environment &amp; Natural Resources, Nairobi, Kenya 14<sup>th</sup> April 2000</p> <p>Mr Francisco Mabjaia, GEF Focal Point, Ministry for the Coordination of Environmental Affairs, Maputo, Mozambique, 17<sup>th</sup> April 2000</p> <p>Mrs Anne Ene-Ita, Acting Director, International and Public Affairs Department, Federal Ministry of Environment, Nigeria, 6<sup>th</sup> April 2000</p> <p>Mr Allain Butler-Payette, GEF Focal Point, Principal Secretary, Ministry of Foreign Affairs, Seychelles 13<sup>th</sup> April 2000</p> <p>Dr Crispian Olver, GEF Focal Point, Director General, Ministry for Environmental Affairs and Tourism, Pretoria, South Africa 12<sup>th</sup> April 2000</p>	
<b>PROJECT OBJECTIVES AND ACTIVITIES</b>	
<p><b>9. Project rationale and objectives:</b></p> <p><b>Rationale</b></p> <p>The proposed activities represent a significant opportunity for the GEF to augment existing baseline activities by ensuring improved coordination among existing measures to protect the marine and coastal environment of the</p>	<p><b>Indicators:</b></p> <p>The leveraged co-financing already approved for this project, with further large-scale funding being organised at present.</p> <p>Identified sites or living resources of</p>

<p>region and by initiating actions based on new partnerships between foreign donors/partners and countries in the region.</p> <p><b>Overall objective</b></p> <p>The overall goal of this Project is to assist sub-Saharan African countries in achieving sustainable management of their coastal and marine environment and resources.</p> <p>The specific objectives of this Project are to:</p> <ol style="list-style-type: none"> <li>identify areas, sites or living resources of regional and global significance that are suffering measurable degradation (<i>i.e.</i>, hot-spots);</li> <li>determine the sources/causes of this degradation and the associated scales of impact (national, regional and global) to provide a basis for calculating incrementality at regional and extra-regional scales;</li> <li>identify areas, sites and resources of regional significance that, although not currently degraded, are threatened with future degradation either because of the sensitivity of the receptor or the magnitude of the activity posing the threat;</li> <li>determine, through root-cause analysis, the fundamental causes of the damage or threat posed; and</li> <li>design a programme of interventions addressing problems of regional priority that may be presented to the Partnership Conference.</li> </ol>	<p>regional and global significance that are suffering measurable degradation and actions agreed by participating countries and other partners for remedial and mitigatory actions to solve priority environmental problems in the marine and coastal environment of sub-Saharan Africa.</p> <ol style="list-style-type: none"> <li>Establishment of a list of regional priority hot-spots of environmental degradation;</li> <li>Determination of regional and extra-regional incremental costs of the elimination, or reduction in severity of environmental hot-spots in marine and coastal areas;</li> <li>Establish and adopt the list of areas, sites and resources which are threatened with future degradation and proposals for their protection;</li> <li>use of the results of the root-cause analysis for the design of projects; and</li> <li>development and adoption by participating countries a programme of interventions for problems of regional priority.</li> </ol>
<p><b>10. Project outcomes:</b></p> <p>The main outcomes of activities carried out under this Project will be:</p> <ol style="list-style-type: none"> <li>recommendations to national authorities and the international community on measures and interventions for the development and protection of the marine and coastal environment in sub-Saharan Africa, in order to deal with the: <ul style="list-style-type: none"> <li>control or elimination of environmental hot-spots in coastal and marine region of sub-Saharan Africa;</li> <li>protection of threatened sensitive areas, resources and amenities warranting special protection;</li> <li>concrete programme of interventions serving as the basis for bilateral or multilateral agreements to be implemented in partnership between African and non-African countries and institutions;</li> </ul> </li> <li>assessment of the root-causes of the environmental problems in the marine and coastal region of sub-Saharan Africa;</li> <li>adoption of the list of hot-spots and sensitive areas in the marine and coastal region of sub-Saharan Africa; and</li> <li>adoption of the priority listing and securing funding or agreed actions as per the findings of the project.</li> </ol>	<p><b>Indicators:</b></p> <ol style="list-style-type: none"> <li>national authorities endorsing proposals for interventions;</li> <li>adoption of the Programme of Interventions by the Partnership Conference; and</li> <li>commitment by partners (countries, private sector, international organisations) to the executing Programme of interventions.</li> </ol>

<b>11. Project activities to achieve outcomes (including</b>	<b>Indicators:</b>
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<p><b>cost in US\$ or local currency of each activity):</b></p> <p>a) Project Coordination (Activity 1, US\$ 190,000 of which 90,000 from GEF and 100,000 from other partners);</p> <p>b) Criteria and guidelines for the characterisation of environmental hot-spots (Activity 2, US\$ 120,000 of which 70,000 from GEF and 50,000 from other partners);</p> <p>c) Root-cause analysis of existing impacts and threats to the marine and coastal environment (Activity 3, US\$ 270,000 of which 70,000 from GEF and 200,000 from other partners);</p> <p>d) Identification and characterisation of environmental hot-spots and threatened sensitive areas, resources and amenities warranting special protection (Activity 4, US\$ 420,000 of which 170,000 from GEF and 250,000 from other partners); and</p> <p>e) Programme of interventions for presentation to the Partnership Conference (Activity 5, US\$ 595,000 of which 280,000 from GEF and 315,000 from other partners).</p>	<p>a) completion of the project according to agreed work plan and timetable and within budget;</p> <p>b) Guidelines prepared and used by participating countries and experts;</p> <p>c) Results of root-cause analysis and condition of environmental resources used in the preparation of project proposals;</p> <p>d) List of Hot-Spots of regional priority and sensitive areas and resources requiring special protection adopted by the Steering Group; and</p> <p>e) Adopted Programme of interventions at the Partnership Conference</p>
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**12. Estimated budget (in US\$ or local currency):**

<b>GEF</b>	<b>US\$</b>	<b>750,000</b>
<b>Co-financing</b>		
ACOPS	US\$	75,000 in cash and kind
Cote d'Ivoire	US\$	15,000 in kind
Ghana	US\$	30,000 in kind
Kenya	US\$	30,000 in kind
Mozambique	US\$	15,000 in kind
Nigeria	US\$	30,000 in kind
Portugal	US\$	100,000 in kind
Seychelles	US\$	30,000 in kind
South Africa	US\$	70,000 in cash and kind
UK	US\$	160,000 in cash
U.S.A.	US\$	200,000 in cash
UNESCO	US\$	70,000 in cash and kind
IUCN	US\$	50,000 in kind
UNEP/GPA	US\$	100,000 in cash and king
<b>Sub-total Co-financing</b>	<b>US\$</b>	<b>975,000</b>
<b>TOTAL</b>	<b>US\$</b>	<b>1,725,000</b>

**INFORMATION ON INSTITUTION SUBMITTING PROJECT BRIEF**

**13. Information on project proposer:**

The Project Proposer is the Advisory Committee on Protection of the Sea (ACOPS) which has been designated by the Ministerial session of the Cape Town Conference (through the Cape Town Declaration) as the facilitator of the Preparatory Committee. It should be noted that whilst ACOPS is a global NGO, it operates in Africa under the political leadership of ministers from Seychelles (Eastern Africa), South Africa, and Senegal and Nigeria (West Africa). Also, it includes a number of leading African Government officials and experts as members of its advisory boards who take part as African

consultants in projects where ACOPS act as the executing agency. In addition, other African consultants are co-opted to take part as experts in its projects. The same *modus operandi* will apply in this project, thus guaranteeing both policy controls by Africans and technical excellence.

In addition, ACOPS maintains a network of Vice-Presidents from the northern and southern hemispheres, who ensure coordination of work. Some of the world's leading technical experts are members of the ACOPS Advisory Boards and many of these have played important roles in other GEF projects world-wide.

**14. Information on proposed executing agency (if different from above):**

**15. Date of initial submission of project concept: December 1999**

**INFORMATION TO BE COMPLETED BY IMPLEMENTING AGENCY:**

**16. Project identification number: Not yet assigned**

**17. Implementing Agency contact person:**

Mr Ahmed Djoghlaflaf, Executive Coordinator, UNEP/GEF Coordination Office, UNEP, Nairobi, Tel 254-2-624166; Fax 254-2-623557, Email: Ahmed.Djoghlaflaf@unep.org

**18. Project linkage to Implementing Agency program(s):** The project complements moves within UNEP to strengthen and support the further development of the Abidjan and Nairobi Convention Secretariats and the corresponding Action Plans. UNEP provides the Secretariat for the Convention for Co-operation in the Protection and Development of the Marine and Coastal Environment of the West and Central African Region (Abidjan Convention: adopted 1981, entered into force 1984) and its associated Action Plan (adopted in 1981), restructured in 1993 by the Third Meeting of Contracting Parties). UNEP also provides the Secretariat for the Convention for the Protection, Management and Development of the Marine and Coastal Environment of the East African Region and its associated action plan which calls for shared management between the countries on the management of the coastal and marine environments in the western, central and eastern African sub-regions. The project will work closely with the Secretariats for these two Conventions which will be intimately involved in all aspects of the project. The management of the ecosystems of concern here all suffer from weak institutional frameworks including insufficient capacity, inadequate consideration of the environmental issues surrounding management rationale of these ecosystems relevant national sectoral plans and policies, and in turn, slow progress in addressing issues of transboundary concern. The proposed activity provides the necessary political backing and commitment to ensure that these issues are addressed with the utmost urgency by putting in place the framework needed within Africa to ensure that the gaps, such as those identified above, are addressed at the highest political level.

## **PROJECT DESCRIPTION**

### **PROJECT RATIONALE AND OBJECTIVES**

#### Rationale

1. Protection of the environment, while high on the international political agenda, is still considered by most African countries as an issue of secondary importance compared with the necessity for enhancing education, medical and other social services. Africa's foreign direct investment (FDI) inflow averaged US\$ 1.9 billion in the mid-1980s. By the mid-1990s, it had risen to 6 billion, however, FDI flows to other developing countries rose much more, and Africa's share of all FDI flows to developing countries fell from 9% over the period 1981-85 to only 3% in 1996-97 (UNCTAD). International assistance in the form of official development assistance (ODA) to countries of the region is declining. Even when such assistance is provided, rarely is it used to solve or mitigate environmental problems.
2. There is poor co-ordination and co-operation among existing programmes. This leads to duplication of efforts and waste of financial and human resources. A major contributing factor to this situation is the uncoordinated and fragmented approach of national administrations to environmental protection and the adoption of programmes and projects more often reflecting the views and interests of foreign donors than the real needs of recipient countries.
3. UNEP is a partner of the GEF Land/Water Initiative in Africa. The Governing Council of UNEP has also placed African issues as one of its five top priority areas including the reinvigoration of the African Regional Seas Conventions.
4. There are significant opportunities for the GEF to augment the baseline activities and ensure an improvement in the coordination among existing measures to protect the marine and coastal environment of the region and others based on new partnerships between foreign donors/partners and countries in the region. GEF intervention is needed to inspire confidence among African political leaders regarding the willingness of the international community to respond to the crisis facing coastal and marine areas and resources in sub-Saharan Africa. Intervention at this time would result in the GEF taking maximum advantage of the emerging political consensus for action among African leaders and foster the newly emerging concept of partnership among international financial institutions, bilateral donors and countries of the African continent.
5. Endorsement of the African Process for the Development and Protection of the Coastal and Marine Environment has been achieved at the highest political level, through the OAU Summit, which was held in Algiers in July 1999. An appropriate OAU Resolution not only endorses the African process itself, but also the forthcoming application to GEF.

#### Objective

6. The overall goal of this Project is to assist sub-Saharan African countries in achieving sustainable management of their coastal and marine environment and resources.
7. The main objectives of this Project are as follows:
  - a) to identify areas, sites or living resources of regional and global significance that are suffering measurable degradation (*i.e.*, hot-spots);
  - b) to determine the sources/causes of this degradation and the associated scales of impact (national, regional and global) to provide a basis for calculating incrementality at regional and extra-regional scales;
  - c) to identify areas, sites and resources of regional significance that, although not currently degraded, are threatened with future degradation either because of the sensitivity of the receptor or the magnitude of the activity posing the threat;

- d) to determine, through root-cause analysis, the fundamental causes of the damage or threat posed;
  - e) to design a programme of interventions, including demonstration projects and pre-investment studies, addressing problems of regional priority that may be presented to the partnership conference; and
  - f) to present the programme of interventions at the Partnership Conference for the Development and Protection of the Coastal and Marine Environment in sub-Saharan Africa, in order to solicit support for the implementation of the programme.
8. The programme is envisaged as a range of interlinked regionally co-ordinated country-driven activities focusing on the priorities established in this Project. The subsequent interventions to be supported via commitments made during the partnership conference will be directed towards:
- a) ameliorating the extent of contemporary degradation of areas, resources and amenities that have been assigned priority at a regional level. Initial emphasis will be devoted to pre-investment studies designed to determine the efficacy and value of larger-scale interventions for which funding can then be attracted; and
  - b) increasing the margin of safety for the protection of areas, resources and amenities threatened with future degradation because of continued or envisaged human activities in sub-Saharan Africa. The application of integrated coastal management including river catchment basins in demonstration projects will be considered as a unifying approach to developing the mechanisms for such increased protection.

## CURRENT SITUATION

9. The aggregate coastline of the 32 sub-Saharan states exceeds 12,000 km. The southern and northern parts of the West African coast are dominated by desert conditions with an intermediate zone of humid tropical conditions centred on the Gulf of Guinea in the West. The climate of East Africa is influenced by two distinct seasons, the southern and northern monsoon.
10. Sub-Saharan African coastal ecosystems include barrier/lagoons, deltas, wetlands, mangroves, coral reefs, and seagrass meadows. Disregarding amenity values, the most important resources from an economic standpoint are fisheries, oil and gas and other minerals including sand, limestone and diamonds. Tourism also makes an important contribution to the economy of the region. Coastal areas are the most densely inhabited and industrialised parts of almost every sub-Saharan country with approximately 50% of the population residing within 100 km of the coastline. The coastal areas are also the location of the main import and export centres and provide food supplies for the landlocked countries of Africa.
11. The total salt-water fish harvested by countries of the region was 3.9 million tonnes in 1994 but this figure excludes the catch of foreign fleets that is not landed in the region. FAO has estimated the total potential fisheries yield as 7.8 million tonnes per year. This is consistent with almost half of the total regional marine production being harvested by foreign fleets, predominantly in the Atlantic. Inland fisheries are much less important. In 1996, ECOWAS (Economic Community of West African States) production was 395,000 tonnes and COMESA (Common Market for Eastern and Southern Africa) production was 1.25 million tonnes corresponding to an aggregate of 21.8% of global freshwater production.
12. Aquaculture production in ECOWAS in 1996 was 19,000 tonnes (0.1 % of the world total) all of it from freshwater culture. In the same year COMESA production was 79,000 tonnes (0.5 % of the world total) with 10,000 tonnes derived from marine culture.
13. Oil and gas exploitation, although limited to a few countries, principally Nigeria, Gabon, Benin, Cameroon, Senegal and Cote d'Ivoire, is a mineral resource of major economic importance to the region. For example, revenues from oil and gas production account for 90% of foreign exchange earnings of Nigeria. Although oil and gas form the most important mineral reserves in the coastal zone, other minerals including hematite, goethite, illmenite, magnetite, zircon, limestone, sand and diamonds are also exploited.

14. The Western Indian Ocean contains one of the world's busiest oil transportation routes between the Gulf States and the Western Hemisphere. Accordingly, while the shipping industry in Africa is not large by world standards, some of the world's major tanker routes are located off the East African coast. Regionally important levels of shipping traffic also occur between the West African ports of Lagos, Accra and Dakar and Europe and North America.
15. The rate of industrial development in the region during the previous four decades has been substantial especially in West Africa. According to a UNDP/GEF 1993 report, about 60% of the industries in Gulf of Guinea States are located within the coastal zone.
16. Tourism is a growing industry in some sub-Saharan countries. The natural beauty of the coastline, combined with favourable climate conditions, results in coastal tourism being an important foreign exchange earner for such countries as Gambia, Senegal, Mauritius, Tanzania and Namibia. In the Seychelles, tourism accounts for 18.5% of the GDP and more than 70% of foreign exchange earnings. In South Africa, tourism generates more than US \$ 1.2 billion dollars annually with over 20 million international and domestic visitors to coastal areas each year.
17. The region is facing a multitude of problems threatening natural resources some stemming from existing resource exploitation practices. The over-exploitation of fishery stocks is caused mainly by poor regulation, inappropriate quotas, selective harvesting of preferred species, use of inappropriate gear and harvesting of small size classes and reproductive females. High rates of mineral exploitation in the region are causing widespread degradation of coastal areas with concomitant effects on living resources.
18. In addition, poorly planned coastal development is leading to increased pollution of coastal areas of the region. The degraded quality of coastal waters and coastal landscapes seriously threatens some traditional tourist destinations and is becoming an impediment to further tourism development. Coastal development is also the dominant cause of the accelerating loss of many natural ecosystems and wetland habitats with significant but often unrecognised amenity values. The further development of aquaculture is limited by deteriorating water quality, destruction of critical habitat for recruitment of stock and the lack of financial and human resources.
19. These various trends and problems reflect the increasing stress on coastal and marine areas of the sub-Saharan region. Land degradation, deforestation, loss of biodiversity, loss of wetlands and threats to fisheries and other living resources, and the pollution of coastal waters with sewage and industrial effluents are continuing. The lack of institutional capacity, adequate infrastructure and financial resources continue to frustrate the reversal of fortunes in the region.
20. Thus, current trends in sub-Saharan Africa undermine the maintenance of the resource-base essential for sustainable social and economic development of the region. Essentially all of the sub-Saharan countries are under increasing economic stress derived from global and regional economic driving forces. Under such circumstances, the limited resources of many countries are forcing the assignment of relatively low priorities to health, education, housing, let alone environmental protection and the conservation of natural resources. Significant improvements in environmental quality and the protection of natural resources are ultimately contingent on improved economic conditions of people inhabiting sub-Saharan Africa. Recognition of this is essential if any long-term progress is to be made in the improvement of socio-economic conditions in the region.
21. The Conventions on Cooperation in the Protection and Development of the Marine and Coastal Environment of the West and Central African Region (Abidjan, 1981) and the Protection, Management and Development of the Marine and Coastal Environment of the Eastern African Region (Nairobi, 1985) and their implementation activities constitute the principal baseline for the proposed GEF project. There are also several other sub-regional and Pan-African ventures, albeit many with limited goals and duration, that also constitute elements of this baseline.

22. The proposed GEF project is wholly complementary and incremental to these existing programmes and activities within sub-Saharan Africa. A major challenge in this project is to ensure that the resources and external assistance provided to sub-regions, including those to the Nairobi and Abidjan Conventions, are focussed on priority issues whose solution offers the greatest net benefits to the region. This, in turn, requires that assessments of damage and impediments to environmental improvements be holistic and consider all causes of degradation.
23. In recognition of the common nature of the most pressing environmental problems, and of their underlying social and economic causes, as well as their transboundary implications, early attempts were made by the sub-Saharan countries to mitigate and reverse the spreading degradation of the coastal and marine environment and their resources. The adoption of the Abidjan Convention in 1981, and the Nairobi Convention in 1985 were a clear indication of the political will of the sub-Saharan countries to join forces in efforts to counter the degradation of coastal and marine resources. The initial focus of the corresponding Action Plans was on marine pollution control, a subject of immediate high priority requiring a harmonised regional policy and strategy. However, experience soon confirmed that underdevelopment, or improper development and resource use, are at the root of most environmental problems and that meaningful and lasting environmental protection is inseparably linked with social and economic development. Therefore, the foci of the Action Plans gradually shifted from a sectoral approach have focusing on pollution control to integrated coastal zone planning and management as the key tool through which solutions are being sought.
24. In 1998, realisation that the existing situation was untenable and that new initiatives would be required to revitalise the existing arrangements and programmes through an overarching political support, particularly those supported by legally binding international agreements, resulted in several decisive steps being taken at the highest political levels. The Pan-African Conference on Sustainable Integrated Coastal Management (PACSIKOM) (Maputo, 18-24 July 1998) and the ACOPS Conference on Cooperation for the Development and Protection of the Coastal and Marine Environment in sub-Saharan Africa (Cape Town, 30 November - 4 December, 1998) reviewed the problems associated with the use of coastal and marine resources and evaluated the adequacy of existing regional and sub-regional arrangements, mechanisms and programmes relevant to the protection and development of marine and coastal areas. The ministerial segment of the Cape Town Conference adopted the Cape Town Declaration on an African Process for the Development and Protection of the Coastal and Marine Environment with particular reference to sub-Saharan Africa (see Annex 1). The ACOPS/GLOBE Conference Towards Enhanced Ocean Security into the Third Millennium (Stockholm, 31 January - 2 February 1998) recommended that urgent action be taken to strengthen the Nairobi and Abidjan Conventions and improve the co-ordination and implementation of other regional programmes and action plans.
25. The Summit of the Organisation of African Unity (Algiers, 12-14 July 1999), the Heads of State considered the report submitted by the Government of South Africa on the results of the Maputo and the Cape Town Conferences and endorsed the Cape Town Declaration and adopted a resolution (see Annex 2) recognising the importance of the Abidjan, Barcelona, Jeddah and Nairobi Conventions as frameworks for action.
26. In addition to the Action Plans of the Abidjan and Nairobi Conventions, there are a number of sub-regional programmes and arrangements, most of them in the form of projects with specific limited goals and duration. Among those that are more relevant to the subject of the present proposal are: the GEF-supported projects on Water Pollution control and Biodiversity Conservation in the Gulf of Guinea Large Marine Ecosystem, the Benguela Current Large Marine Ecosystem Project, the Transboundary Diagnostic Analysis for the Protection of the Canary Current Large Marine Ecosystem, and the Transboundary Diagnostic Analysis and Strategic Action Programme for Marine and Coastal Environment of the West Indian Ocean; UNESCO's COMAR project on management of African coasts and marine areas; the SIDA/SAREC-supported Eastern African Coastal Area Management (SEACAM) Programme and the associated Marine Science Programme for Eastern Africa; IUCN's Regional Programme in Eastern Africa focusing on protection of coral reefs, conservation of turtles and marine areas requiring special protection; IMO's regional and country programmes promoting integrated waste management and



response capabilities to oil pollution; IOC's Regional Committee for the Cooperative Investigation in the North and Central Western Indian Ocean; the Indian Ocean Tuna Commission (IOTC) promoting cooperation in sustainable utilisation of tuna fishery; the European Union's Integrated Fisheries Management Project in Eastern Africa; the European Union's Regional Environment Programme of the Indian Ocean Commission (IOC); the GEF-supported World Bank project on Oil Spill Contingency Planning in Eastern African countries; the Fisheries Surveillance Project in selected Western African countries with support of the World Bank and the Government of Luxembourg; and the CIDA-supported Support Programme for Fisheries Management in West Africa in the framework of the Sub-regional Fisheries Commission.

27. Co-ordination with the programmes quoted above will be ensured in the following manner.

- as far as the existing GEF programmes are concerned, links will be established via the Nairobi and Abidjan Convention Secretariats, between this, all-comprehensive Africa programme, and other GEF activities in Africa to ensure the flow of information in both directions. Above all, the political interest in this all-Africa programme (proposed herewith) should assist in greater acceptance of the existing GEF project outcomes;
- as far as the programmes operated by other agencies, also quoted in the preceding paragraph, are concerned, the following procedures will be utilised to ensure co-ordination:
- the Indian Ocean Commission (IOC): The former Secretary General of IOC is ACOPS' current Vice-President from Eastern Africa (Minister of Foreign Affairs of Seychelles). Co-ordination of the two programmes will be ensured through him;
- SEACAM Programme: ACOPS has co-operated with SEACAM ever since the Cape Town Conference which SEACAM addressed. This network will be used to ensure co-operation during the operation of this programme;
- UNESCO COMAR project on management of African coasts and marine areas: ACOPS has an MOU on co-operation in Africa with IOC and the organisations have already agreed to co-operate on specific aspects of this project;
- IUCN's Regional Programme in Eastern Africa: Under the arrangement between the IUCN Director General and ACOPS, the two organisations co-operate in their African programmes (ACOPS is also a member of IUCN). So, the co-operation between the two organisations has already been agreed; and
- INDIAN Ocean Tuna Commission: ACOPS will ensure co-ordination with the work of this organisation through its Eastern African desk which is situated at the Ministry of Foreign Affairs of Seychelles, which is also the venue of the Indian Ocean Tuna Commission.

28. The gaps between existing GEF projects are generally known on the basis of assessments, which have been carried out so far. In fact, the ongoing follow-up projects for some of the regional GEF projects (*e.g.* Gulf of Guinea) specifically incorporate assessment workshops to identify gaps emanating from the original projects so that their proper follow-up is ensured. However, in order to ensure that this umbrella trans-regional project also may assist each individual GEF regional African project, a mechanism will be developed with a view to assuring appropriate liaison. In the past, there was no mechanism which would ensure that either mistakes are avoided or good practices from one area are replicated in other areas. This project will attempt to ensure a link to address this important issue and thus assist protection of environment across the sub-Saharan mega region.

#### **EXPECTED PROJECT OUTCOMES**

29. This Project will provide a foundation both for the future rational allocation of limited national resources of the developing countries within the sub-Saharan region and for securing support from external partners for priority actions. Rational prioritisation is the *sine qua non* for optimising the effectiveness of both remedial and preventative actions. An essential element of this project is therefore the convening, with external assistance, of a Partnership Conference to

attract partners and co-financing for priority actions. This course of action was agreed and endorsed by both African Ministers and external partners at the Cape Town Conference.

30. Implementation of the project will therefore lead to the following outcomes that would not be otherwise achieved:
- a) recommendations to national authorities and international community on measures and interventions for the development and protection of the marine and coastal environment in sub-Saharan Africa, in order to deal with the following problems and issues:
    - control or elimination of environmental hot-spots in coastal and marine region of sub-Saharan Africa;
    - protection of threatened sensitive areas, resources and amenities warranting special protection;
    - concrete project proposals serving as the basis for bilateral or multilateral projects to be implemented in partnership between African and non-African countries and institutions;
  - b) assessment of the root-causes of the environmental problems in the marine and coastal region of sub-Saharan Africa;
  - c) adoption of the list of internationally agreed priority hot-spots and sensitive areas in the marine and coastal region of sub-Saharan Africa; and
  - d) adoption of the priority listing and securing funding for agreed actions as per the findings of the project.
31. This course of actions was endorsed by the Preparatory Committee for Partnership Conference on behalf of African countries.

#### **ACTIVITIES AND FINANCIAL INPUTS NEEDED TO ENABLE CHANGES**

##### **Activity 1: Project Coordination - Project Steering Group**

32. A Steering Group will be established, under the chairmanship of ACOPS, to guide and supervise the operational implementation of this Project. The Steering Group will comprise: International Waters specialists from each of the three GEF Implementing Agencies; representatives of IUCN, the Secretariats of the Abidjan and Nairobi Conventions and UNESCO; representatives of countries and organisations with major financial contributions to this Project; and members of the Preparatory Committee for the Partnership Conference, established by the Cape Town Conference. The countries represented on the Preparatory Committee for the Cape Town Preparatory Process were designated in Cape Town as representatives of the Contracting Parties to the Abidjan and Nairobi Conventions.. ACOPS as the designated Secretariat for the Cape Town Process will also provide the Secretariat for the Steering Group that will meet first in October 2000 at the inception of the Project, in April 2001 to review progress in the implementation of this Project and finally in November 2001 to review the outputs of the Project and the progress in the preparation of documents for the Partnership Conference. During the intersessional period the Steering Group will work through correspondence and periodic tele-conference calls, as required.
33. The first Steering Group meeting will be held in London or Cape Town in October 2000 and will be of three working days duration. Its purpose will be to:
- confirm and document detailed work plan and timetable for the activities in this Project, including assignment of responsibilities among participants;
  - agree on the topics, dates, venues and the participants to be invited to workshops; and
  - consider and approve any relevant administrative arrangements.
34. The cost of this activity will be US\$ 190,000, of which 90,000 from GEF and 100,000 from other partners.

**Activity 2: Criteria and guidelines for the identification and characterisation of environmental hot-spots and sensitive areas, resources and amenities**

35. The objectives of this activity are to:
- a) devise a procedure for the identification and characterisation of environmental hot-spots in the sub-Saharan region of Africa in particular transboundary hot-spots and transboundary sources and causes of degradation of marine and coastal areas;
  - b) devise a procedure for identification and characterisation of threatened sensitive areas, resources and amenities in the sub-Saharan region of Africa, warranting special protection; and
  - c) establish criteria and procedures for the assignment of priorities among the sources and causes of existing degradation of the marine and coastal environment in the region.
36. These criteria, subject to review and adoption by the Steering Group, will form the basis for the conduct of Activity 3.
37. Two internationally recognised consultants will be engaged to develop criteria for the identification and characterisation of environmental hot-spots and threatened sensitive areas, resources and amenities, and elaborate the methodology for their application. The consultants will be supported by up to six selected local experts remunerated on an honorarium basis.
38. This work will be conducted in consultation with the Secretariats of the Abidjan and Nairobi Conventions as well as through contacts with individuals in countries of the region regarding criteria suitable or established for national application.
39. In order to set the ground for the implementation of the project and to review the progress in the implementation of the project, two evaluation missions will be carried-out in Eastern Africa and two in West Africa.
40. The cost of this activity will be US\$ 120,000, of which 70,000 from GEF and 50,000 from other partners.

**Activity 3: Root-cause analysis of existing impacts and threats to the marine and coastal environment**

41. The objective of this activity is to undertake a root-cause analysis for causes of environmental damage and threat to the marine and coastal environment in the sub-Saharan region.
42. Following activities will be carried-out:
- a) assemble information on the distribution of coastal resources and amenities of sub-Saharan Africa;
  - b) assemble information on the distribution of anthropogenic activities of all types affecting or potentially affecting coastal areas of sub-Saharan Africa;
  - c) analyse the characteristics and distribution of coastal resources and amenities on a region-wide basis;
  - d) determine the locations and nature of existing damage and compromise to coastal resources and amenities resulting from anthropogenic activities;
  - e) identify areas, resources and/or amenities sensitive to specific types of anthropogenic disturbance;
  - f) analyse the proximity and potential interactions among sensitive areas, resources and amenities and anthropogenic sources and activities;
  - g) summarise the distribution of currently damaged or depleted resources and amenities in the region;
  - h) summarise threats posed to sensitive areas by existing or planned anthropogenic activities; and

- i) provide a root-cause analysis of environmental compromise and threat for participating countries of the sub-Saharan region.
43. This evaluation will provide a basis for subsequent activities to prioritise both contemporary and potential environmental damage and for determining the options for intervention.
44. The importance of sensitive areas in the context of the need for protection will depend on the degree to which they are threatened by anthropogenic activities in the region or elsewhere. The analysis will therefore include an evaluation of the nature and location of sensitive areas in relation to the sources of human activities potentially affecting such areas.
45. This activity will be carried out by UNESCO, through funding contributed by UNESCO, a bilateral donor brought on board by UNESCO and by ACOPS, in consultation with IUCN and ACOPS, supported by two consultants to acquire relevant data and information from a wide variety of sources. Such data will provide a broad-based characterisation of the coastal zones of sub-Saharan Africa and their associated resources in the context of the distribution of anthropogenic activities in the region as a catalogue of background information to the more detailed analyses to be conducted by UNESCO. The two consultants will be supported by up to six additional regional experts paid on an honorarium basis.
46. The two consultants engaged to undertake the basic fact-finding work in this activity will liaise with IUCN, the LOICZ, GPA and GIWA Secretariats, relevant GEF projects and the Secretariats of the Nairobi and Abidjan Conventions to ensure the use of data and information acquired during the course of this work. The root-cause analysis will be conducted by UNESCO, in consultation with ACOPS and GIWA, in conjunction with the acquisition of information from the region. The report of this work will form the basis, together with the results of Activity 2, for convening a regional Workshop to identify and prioritise environmental hot-spots and threatened sensitive areas in the sub-Saharan region (Activity 4).
47. The draft of the root-cause analysis will be presented at the Expert Workshop to be held in January 2001 in Seychelles and the Steering Group will adopt a final version.
48. The Workshop would be attended by representatives of the countries of the region, the GEF Implementing Agencies, UNESCO, ACOPS, LOICZ, GPA Co-ordination Office, the GIWA Secretariat, and the Abidjan and Nairobi Convention Secretariats.
49. The cost of this activity will be US\$ 270,000, of which 70,000 from GEF and 200,000 from other partners.

**Activity 4: Identification and characterisation of environmental hot-spots and threatened sensitive areas, resources and amenities warranting special protection**

50. The objective of this activity is to identify, characterise and prioritise geographic areas, resources and amenities that display significant environmental degradation and sensitive areas threatened by anthropogenic activities on a regional basis. Priorities are to be established at a regional level for the purpose of pre-investment studies.
51. There will be a wide variety of instances of existing damage to the environment, resources and/or amenities within the sub-Saharan region. Not all of these instances will either merit attention at a regional level or present tractable opportunities for intervention. Therefore, there is a need to establish priorities based on the severity and scale of existing damage and the tractability of the causes to remediation.
52. In addition to existing environmental compromise, in many countries there will be geographic areas, resources and amenities that are currently relatively undisturbed but may require special protection because they are, or may become, vulnerable to pressures from ill-planned developments or excessive resource exploitation. Such specially sensitive areas, resources, and amenities may include areas known for their biodiversity, nursery grounds important for fisheries,

wetlands sustaining migratory species, natural barriers against waves and storms (*e.g.*, mangroves, coral reefs), coastal areas of exceptional scenic beauty, etc.

53. On the basis of the results of activities 2 and 3, and using information to be collected from participating countries, two international consultants, at least one of whom will be from the region, will prepare a preliminary catalogue of environmental hot-spots and threatened sensitive areas.
54. A Regional Workshop would be convened for ten days in April 2001 in Cape Town to finalise the document on environmental hot-spots and threatened sensitive areas based on:
  - a) the criteria and guidelines defined through Activity 2;
  - b) the overlay of conditions in the coastal zones of the region with anthropogenic sources and activities undertaken through the consultancies under Activity 3; and
  - c) the root-cause analysis undertaken by UNESCO in Activity 3.
55. The Workshop would be attended by representatives of the countries of the region, the GEF Implementing Agencies, ACOPS, IUCN, LOICZ, UNESCO, GPA Co-ordination Office, the GIWA Secretariat, and the Abidjan and Nairobi Convention Secretariats.
56. The objectives of the Workshop are to:
  - a) identify, characterise and prioritise geographic areas, resources and amenities that display significant environmental degradation in the region;
  - b) identify, characterise and prioritise sensitive areas, resources or amenities that are threatened by anthropogenic activities;
  - c) determine the causes (sources or activities) for each case of degradation or threat; and
  - d) analyse the options for intervention to remediate or prevent the highest priority environmental damage and/or threats.
57. The consolidated analysis of regional priorities established for environmental hot-spots and threatened sensitive areas will, after adoption by the Steering Group, be submitted to the Partnership Conference as one of the basic documents for the Partnership Conference.
58. Two training courses (one for Eastern and one for West Africa) will be organised in order to train national experts in the preparation of root cause analysis and identification, characterisation and prioritisation of environmental hot-spots and sensitive areas, resources and amenities.
59. The cost of this activity will be US\$ 420,000, of which 170,000 from GEF and 250,000 from other partners.

#### **Activity 5: Programme of interventions for presentation to the Partnership Conference**

60. Partnership Conference for the Development and Protection of the Coastal and Marine Environment in sub-Saharan Africa is planned for December 2001. This Conference should bring together all stakeholders (representatives from African and non-African countries, private sector, intergovernmental and international organisations, non-governmental organisations and other partners) for the purpose for promoting the development and protection of the marine and coastal environment in sub-Saharan Africa. Preparatory Committee for the Partnership Conference, established by the Cape Town Conference, adopted a detailed work plan and timetable of activities leading to the Partnership Conference.
61. On the basis of the results of Activity 4 and additional information available from other sources, a programme of interventions for presentation to the Partnership Conference will be prepared (with the assistance of two international consultants at least one of whom will be from the region),

relevant to the protection and sustainable use of coastal and marine environments and their resources in the sub-Saharan Region. These interventions will address specific issues of regional priority such as: management of fisheries resources; control of coastal erosion; integrated management of river basins and coastal zones, including their living resources; pollution control; protection and conservation of freshwater resources; protection of biological diversity; restoration of degraded habitats and resources; development of economic, legal and administrative instruments stimulating environment protection and sustainable use of resources; and adaptation to or mitigation of the impacts associated with the expected climate change.

62. Outputs of activities 3 and 4 will be used as the basic inputs (*i.e.*, working documents) for the Partnership Conference that will be expected to review, prioritise and endorse, as deemed appropriate, the proposals for:
  - a) preinvestment studies in areas, sites or resources identified as regionally significant “environmental hot spots“;
  - b) programmes for the protection of regionally significant environmentally sensitive areas, sites or resources threatened by anthropogenic activities and warranting additional protective measures; and
  - c) implementation of regional projects proposed for direct implementation through partnership arrangements.
63. Principal requirements to be met by proposed interventions will be that they address a problem identified as a regional priority, represent tractable options for remediation or prevention of environmental damage, are jointly supported by several countries, and are potentially replicable elsewhere in sub-Saharan Africa.
64. Suggestions for such interventions will be solicited from countries of the region and the Secretariats of the Abidjan and Nairobi Conventions. Suggestions elicited from these sources will be evaluated, in the context of the results of Activity 4, by the Steering Group. The Steering Group will then decide which of the received suggestions should be developed into proposals to be submitted to the Partnership Conference. The rationale on which the Group’s decision will be based will include, among others, the interest that may have been expressed in the project by potential partner organisations (*e.g.*, the World Bank) or countries from outside the region. Maximum “transparency“ of the process leading to the Group’s decision about the projects to be developed will be ensured by intensive consultations between the Group and interested countries and by full disclosure of the rationale used by the Group in reaching its decision.
65. The primary responsibility for the development of proposals selected by the Steering Group for development will rest on countries supporting the proposals. Through ACOPS, or interested partner organisations, assistance (guidance, information and expertise, as requested) will be made available to countries in developing the detailed proposals. In order to ensure active participation of countries in the preparation of intervention proposals up to eight subcontracts will be prepared with the governmental/non-governmental institutions in selected countries.
66. A workshop of government nominated experts and interested partner organisations will be convened for 5 days in June 2001 in Abuja, Nigeria, to consider advanced versions of detailed proposals. This expert workshop will also be attended by members of the Steering Group of this Project. The workshop will recommend amendments to the draft proposals to improve their effectiveness and maximise the potential regional benefits.
67. The final versions of the detailed proposals would be formally submitted for the consideration and endorsement by the Partnership Conference to be held following the completion of this Project.
68. ACOPS has been asked, as a facilitator of the Partnership Conference, to liaise with the existing GEF Projects. The need for co-ordination has been emphasised at the most recent meeting of COPs of the Nairobi Convention (Mauritius, Oct./Nov. 1999) and the Abidjan Convention (March 2000) and also at the meeting of AMCEN (April 2000). The workshops listed under this project will on each occasion have a presentation on activities of other related projects to ensure the

greatest possible synergy.

69. The cost of this activity will be US\$ 595,000, of which 280,000 from GEF and 315,000 from other partners.
70. It will be seen in paragraph 27 that no efforts will be spared to ensure full linkage between this project and regional GEF programmes in Africa and also those programmes funded and steered by other agencies and Governments. This will ensure that inputs from this project are passed on to other programmes in accordance with procedures outlined earlier on, and vice versa, thus preventing the possibility of overlap. In addition, Chairmanship of the Preparatory Committee for the Preparatory Committee for the Partnership Conference already set a mechanism of regular briefings with bilateral donors, represented by ambassadors to Pretoria, or heads of aid divisions, with a view to ensuring that they are encouraged to select funding priorities emanating from the project.

#### **ACTIVITIES SUSTAINABILITY ANALYSIS AND RISK ASSESSMENT**

71. The major risk in working on environmental projects in Africa is that poverty is so endemic and acute, and political instability and conflicts so widespread, that environmental issues are accorded in reality a very low priority indeed. Whilst all these factors still prevail, it is suggested that activities leading to this Project proposal have built an unprecedented degree of political support and consensus, culminating in an endorsement by the OAU Heads of States Summit (July 1999, Algiers). In fact, an appropriate resolution specifically calls on GEF to approve this proposal.
72. The issue of sustainability is more complex. However, leaders of the Preparatory Committee for the Partnership Conference have made it amply clear that if Africa wishes to rely on a continuous support of external partners, lots of preparatory work has to be done. Some Governments (notably South Africa) have already earmarked national resources in order to ensure that this process works. It is therefore hoped that willingness of some African countries to regard environment as an economic resource would encourage other African leaders to follow the lead of South Africa and that this in turn will stimulate external partners to provide major investments. In fact, the UK Government already announced in Cape Town Conference that in view of solidarity displayed by African countries, it would provide over \$ 30 million towards responsible code of fisheries projects in West and Central Africa. In other words, one of the principal factors, which discouraged donors to invest major resources towards environmental protection in Africa in the past, was their perception that there was insufficient commitment by African Governments to drive this process. It will be noted that the Partnership Conference will serve effectively as a donor meeting which will review the Programme of Intervention which is similar to what is known in GEF standard terminology as Strategic Action Programme. It should be borne in mind that this whole activity is very much action driven and hopes to ensure long term support to provide remedial measures to deal with the problems which will be identified in the course of this and other relevant projects.

#### **STAKEHOLDER INVOLVEMENT AND SOCIAL ASSESSMENT**

73. The principal stakeholders in the execution of this project are the Governments, at a level which involves the full cabinet support, secured at the outset in South Africa (which initiated the process) and then in Senegal, which was selected as the host country of the Partnership Conference. A similar degree of commitment is being sought and obtained in other countries. However, it is important to note that major NGOs, both regional and global also play an active role in this project. They include IUCN (Regional Office, Nairobi), ENDA –Tiers Monde (Dakar) and Environmental Justice Networking Forum (Pietermaritzburg, South Africa).
74. Concrete involvement of Governments will be ensured through regular meetings of the Preparatory Committee at which they are represented at the ministerial level. In addition, the task

teams will involve a broad range of African consultants. In view of the fact that AMCEN itself is a member of the Preparatory Committee, a good liaison is ensured with all African Governments. A further control mechanism is the OAU itself to which the Preparatory Committee needs to report in accordance with terms agreed in the Cape Town Declaration.

## INCREMENTAL COSTS ASSESSMENT

75. The proposed project is incremental to existing programmes and activities described in section “Current situation”. This project aims at identifying the significance of causes and sources of environmental degradation, thus paving way for actions resulting in source reduction. Since the project deals with issues that are potentially transboundary, all the activities described in this proposal can be considered to be incremental. This project is to assist countries in making changes in the ways that human activities are conducted in different sectors so that the waterbodies of concern can sustainably support the human activities. Priority is placed on changing sectoral policies and activities responsible for the most serious root causes needed to solve the top priority environmental concerns and co-ordination of efforts among the participating countries. This project can be considered as a dynamic action-oriented programme to be undertaken on an accelerated basis with support from a variety of sources. The extent of independent action taken by national governments represents a baseline, one to be financed through domestic financial resources and traditional forms of development assistance (not GEF assistance). The transboundary nature of both costs and benefits requires that countries develop co-operative solutions in order to maximise net global benefits.
76. Costs of activities described in “Current situation” are way above the cost of this project. Total direct financial contribution of sub-Saharan countries to this project (US\$ 220,000) can be considered as direct baseline costs, and direct financial contribution (US\$ 655,000) of other partners to this project (with the exception of GEF and UNEP/GPA) can be considered as further baseline costs. Thus GEF appears only as one of these partners and its share of financial support (US\$ 750,000) could be considered as covering only the incremental costs pertaining to the “global benefits“ that the project will yield.

## BUDGET

77. Table 1 provides the breakdown of costs by project activities. Table 2 provides budget by line item expenditures.
78. Costs of travel and DSA for expert non-UN agency participants in the Regional and Expert Workshops and Steering Group meetings, the costs of consultancies in Activities 2 and 3, and the costs of consultant assistance in the preparation of, and follow-up to, each Workshop will be met from this Project.
79. Representatives of industry and NGOs will be involved as appropriate in the implementation of the project at their own cost; however, no assumptions have been made in this regard so as not to endanger full participation in the Project.

**TABLE 1 BUDGET BY ACTIVITY (IN THOUSANDS OF US \$)**

Activity	GEF	ACOPS	African Countries	Other Sources	Total
Activity 1 Project Coordination					
1 <sup>st</sup> Meeting of Steering Group (SG)	30	5	5	20	60
2 <sup>nd</sup> Meeting of the SG	30	5	5	20	60
3 <sup>rd</sup> Meeting of the SG	30	5	5	30	70



Activity 2 Criteria and guidelines for hot-spots and sensitive areas	70	20	0	30	120
Activity 3 Root-cause analysis	70	10	30	160	270
Activity 4 Hot-spots and threatened sensitive areas, resources and amenities	170	20	70	160	420
Activity 5 Programme of interventions for presentation to the Partnership Conference	280	10	105	200	595
Executing Agency Management & support costs	70	0	0	60	130
<b>Total</b>	<b>750</b>	<b>75</b>	<b>220</b>	<b>680</b>	<b>1,725</b>

**TABLE 2 BUDGET BY LINE ITEM EXPENDITURES (IN THOUSANDS OF US \$)**

	w/m	Cost		Project total (\$ '000)
		GEF	Other	
Personnel	76	255	290	545
Subcontracts		40	130	170
Training		40	90	130
Travel		245	353	608
Evaluation Missions		20	30	50
Miscellaneous		100	120	222
<b>Project Total</b>	76	750	975	1,725

**EXPECTED DATE OF THE COMPLETION OF THIS PROJECT**

80. This Project will run for 22 months. A timetable of implementation is provided in Table 3.

TABLE 3: IMPLEMENTATION PLAN

Activities	2000							2001											2002			
	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	
<b>Internalisation</b>																						
<b>Project Steering Group (SG)</b>																						
Establishment of SG																						
Preparations for SG meetings																						
SG meetings																						
SG report preparation																						
Evaluation missions																						
<b>Activity 2: Criteria &amp; Guidelines</b>																						
Selection of consultants																						
Preparation of the document																						
Completion of the document																						
<b>Activity 3: Root-cause analysis</b>																						
Selection of consultants																						
Conduct of root-cause analysis																						
Expert Workshop																						
<b>Activity 4: Hot-spots and sensitive areas</b>																						
Selection of consultants																						
Preparation of the document																						
Preparations for Regional Workshop																						
Regional Workshop																						
Finalisation of the document																						
Training courses																						
<b>Activity 5: Programme of interventions</b>																						
Selection of consultants																						
Preparation of proposals																						
Expert Workshop																						
Completion of proposals																						
Consideration by Steering Group																						
Partnership Conference																						

## **PUBLIC INVOLVEMENT PLAN**

81. The ministers attending the Cape Town conference have made a major step in recognising the need to involve the civil society and asked for its representative to be included on the Preparatory Committee. This process has started and a roster of several NGOs already observes, and takes part in the work of the Preparatory Committee on a rotation basis. They include the following: IUCN (Regional Office, Nairobi), ENDA – Tiers Monde (Dakar) and Environmental Justice Networking Forum (South Africa). Those NGOs will take part in this project. In addition, liaison with other representatives of the civil society will be ensured.
82. It is nevertheless important to recognise that there are serious constraints in ensuring an active participation of the general public. The primary constraint lies in the scale of the proposal activity, it is difficult to involve the public directly in a continent wide assessment such as this. Additional reasons are manifold and include the following:
- there is a lack of recognition on the part of many African governments that NGOs should be regarded as partners;
  - part of the reason is the prevailing ethos that any criticism of Governmental policy places the relevant NGOs in the position of “opposition“; and
  - funding of NGOs is inadequate which impinges on the ability to hire professional staff to monitor and evaluate briefs. It is therefore likely, that the most active participation will follow from national/regional branches of major global NGOs, such as IUCN.
83. However, it should be noted that many of the best examples of concrete achievements in execution of environmental project have been witnessed at the grassroot/community level. Also, certain regional organisations, such as SEACAM, with the financial assistance of SIDA, have carried a considerable number of training projects for NGOs.

## **MONITORING AND EVALUATION PLAN**

84. Monitoring of this project will be done at several levels as follows:
- operational reports will be provided quarterly. Periodic reports will be made to UNEP/GEF on both substantive and financial matters;
  - the established indicators (see the project summary), will serve as evaluation tools during project execution;
  - the content of the GEF Project was endorsed by the Preparatory Committee for the Partnership Conference at its first meeting which was held in Nairobi in February 1999. The Preparatory Committee will regularly review the progress of the project on behalf of all countries of the African continent;
  - additional reporting procedures have been ensured (through the Preparatory Committee) to AMCEN and the OAU. AMCEN is already a member of the Preparatory Committee and participates at its meetings, providing the necessary input and control. OAU receives all reports of the Preparatory Committee and undertakes to place them to its appropriate bodies which follow-up implementation of Resolutions adopted by the Summit; and
  - the Preparatory Committee has also established a system whereby it invites, on an ad hoc basis, representatives of external partners (lead bilateral donors) in order to maintain a dialogue with them and ensure success of the Partnership Conference.

## Annex 1

### **Cape Town Declaration on an African Process for the Development and Protection of the Coastal and Marine Environment, particularly in Sub-Saharan Africa**

#### **PREAMBLE**

The Cape Town Declaration on an African Process for the Development and Protection of the Coastal and Marine Environment, particularly in sub-Saharan Africa, is a continuing effort, making the Maputo and Cape Town Conferences a single process, which will lead to the strengthening of the two sub-Saharan Conventions, namely Abidjan and Nairobi, through the establishment of a joint implementing mechanism and other means, a Partnership Conference, and the proposed establishment of a continent-wide Commission on Sustainable Development (CSD) to integrate and co-ordinate all sustainable development issues (Agenda 21) and conventions. Within this framework,

1. The Cape Town Conference represents a specific effort to:
  - i) advance the sustainable development agenda set by African countries as strongly expressed in the Treaty establishing the African Economic Community; and
  - ii) put in place a broad-based mechanism for mobilising support for the African consensus on critical issues (as expressed in the African Common Position to the United Nations Conference on Environment and Development).
2. The Conference is also part of a broadly conceived effort to implement the call from the 1992 United Nations Conference on Environment and Development (UNCED), and the United Nations Commission on Sustainable Development (UNCSD) which was established in order to ensure effective follow-up to UNCED, to enhance international cooperation and to rationalise intergovernmental decision-making and thus facilitate the integration of environmental and developmental issues relevant to the coastal and marine environment in Africa.
3. The Conference was organised in response to the Action Strategy adopted at the ACOPS/GLOBE Conference Towards Enhanced Ocean Security into the Third Millennium (Stockholm, 31 January-2 February 1998) which specifically asked that "urgent action should be taken to strengthen the already existing regional Nairobi and Abidjan Conventions, and to improve the coordination and implementation of existing regional programmes and action plans".
4. The Conference builds on the achievements of the Pan-African Conference on Sustainable Integrated Coastal Management (PACSIKOM), held in Maputo, Mozambique (18-24 July 1998) which stressed its "firm resolve that the action proposals be addressed within the existing regional conventions, intergovernmental programmes and institutional mechanisms for cooperation and coordination".
5. The specific objectives of the Cape Town Conference were identified as to review and critically evaluate, taking into account the issues and priorities identified at the Maputo Conference and other relevant fora:
  - the state of the coastal and marine environment of Africa, including the main causes of their deterioration;
  - the national policies and policy responses relevant to the development and protection of the coastal and marine environment in Africa;
  - the support provided from non-national resources to address problems in the coastal and marine environment of Africa;
  - the existing and evolving multilateral programmes and arrangements relevant to the development and protection of the coastal and marine environment in Africa; and

- the possible options for strengthening cooperation on development and protection of the coastal and marine environment of Africa;
- to formulate and adopt a strategy which may lead to the improved development and protection of coastal and marine areas, and integrating the concerns of land-locked countries of Africa and to avoid the present fragmented and poorly coordinated approach to solving their problems;
- to establish a joint mechanism of countries facilitating the implementation of multilateral programmes addressing issues related to the sustainable development and environmental protection of the coastal and marine areas;
- to lay ground for convening a Partnership Conference involving African countries and other countries with an interest in assisting African countries in achieving their developmental and environmental goals; and
- to further the progress achieved during 1998 as the declared International Year of the Oceans.

## **CAPE TOWN DECLARATION**

We, the Governments represented by our ministers and senior officials responsible for the environment, meeting in Cape Town from 30 November to 2 December (Technical Segment) and 3 to 4 December 1998 (Ministerial Segment), as part of the process of reinforcing and renewing our common resolve to effectively protect, manage and sustainably develop Africa's marine and coastal environment, as well as representatives of participating organisations, adopted the Cape Town Declaration on an African Process for the Development and Protection of the Coastal and Marine Environment,

Recognising the need for Africa to unite in action and act in unity in furthering the objectives of sustainable development and the African Renaissance;

Also recognising the importance of the coastal and marine environment as a vitally important resource for Africa's sustainable social and economic development, and well-being of its people;

Further recognising poverty, underdevelopment, and debt burden as the root causes of the identified problems and as serious threats to peace, stability, and the environment in Africa, including food and economic security;

Aware that eradication of poverty is a basic precondition for sustainable development of Africa;

Noting with concern the continuing deterioration of Africa's coastal and marine environment, and erosion of its resource-base, largely due to lack of mechanisms to provide adequate co-ordination of all planned coastal development and sustainable use of coastal and marine resources;

Noting also the need to strengthen Africa's national policies, legislation, and policy responses relevant to the development and protection of the coastal and marine environment;

Emphasising Sustainable Integrated Coastal Management (SICOM) as the most promising approach to achieve a sustainable social and economic development balanced with the protection of the resources on which this development depends;

Aware that the use of coastal and marine resources should be intrinsically linked with the protection of these resources in order to ensure their long-term and sustainable use;

Acknowledging that, while mitigation of these problems should be primarily sought through actions at national levels, solutions to a number of problems can more easily be found through concerted joint action of African countries;

Also noting the existence of numerous global and regional agreements, arrangements and programmes relevant to the development and protection of the coastal and marine environment, as well as their goals, achievements and shortcomings;

Recognising the Abidjan and Nairobi Conventions as the most suitable regional agreements to serve as the legal frameworks for the mobilisation of regionally coordinated efforts fostering the sustainable development of coastal and marine areas of the African region;

Welcoming with appreciation all initiatives and efforts to strengthen our cooperation on the development and protection of the coastal and marine environment;

Considering the Cape Town Conference as an African contribution to the International Year of the Ocean;

Endorsing the main conclusions and recommendations of the Pan-African Conference on Sustainable Integrated Coastal Management (PACSICOM) held in Maputo, in July 1998, including the priorities identified as requiring action, and fully recognising that the PACSICOM and Cape Town Conferences are integral parts of the same process for the sustainable management of our coastal and marine environment:

Affirm our commitment to:

- strengthen cooperation through the relevant existing global and regional agreements, programmes and institutional mechanisms, in particular through the co-ordinating framework of the Abidjan and Nairobi Conventions;
- update the Nairobi and Abidjan Conventions, and their associated action plans and protocols, taking into account the recommendations adopted by the 1992 United Nations Conference on Environment and Development (UNCED), the Maputo Conference and the present Conference in Cape Town;

Decide to:

- undertake, as envisaged in the Maputo Declaration adopted by the PACSICOM, the necessary measures for the convening of a Partnership Conference in the year 2000, to which will be submitted action proposals in the form of projects or programme briefs developed on the basis of the outcome of both the PACSICOM and Cape Town Conferences;
- establish a preparatory committee to organise the Partnership Conference in close consultation with African countries, donor governments, regional and international financial institutions, UN, bilateral and multilateral agencies, Global Environment Facility, the private sector, non-governmental organisations (NGOs) and other major groups;

Request:

- the South African government to chair the Preparatory Committee;
- the South African and Mozambique governments to ask the Advisory Committee on the Protection of the Sea (ACOPS) to extend its full support to the Partnership Conference, particularly in spearheading consultations with donor governments and institutions;
- the international community to lend effective bilateral and multilateral support to the implementation of the decisions taken at the Maputo and the Cape Town Conferences;

Also request:

- the Organisation of African Unity (OAU) to consult with relevant African institutions on the need for the rationalisation and harmonisation of the numerous regional programmes and institutional

mechanisms. In this regard, consideration should be given to ways of achieving this goal, including the possibility of the establishment of a regional Commission on Sustainable Development;

Also decide to submit, *inter alia*, this Declaration adopted by the Conference to:

- the governments of African countries;
- the Euro-African Summit planned to be held in the first part of the year 2000;
- donor communities;
- the next summit of the OAU (June 1999);
- the Governing Council of the United Nations Environment Programme (UNEP) (Feb. 1999);
- the next session of African Ministerial Conference on Environment (AMCEN) (1999);
- the meetings of Contracting Parties to the Abidjan, Nairobi, Jeddah, and Barcelona Conventions;
- the seventh session of the UNCSD (April 1999);
- the General Conference of UNESCO (November 1999); and
- the second London Oceans Workshop (December 1998).

## **PRIORITIES FOR ACTION**

The Conference,

Recognising that the coastal and marine environment is among the most essential resource for sustainable long-term social and economic development of Africa,

Recommends the following concrete and sustained actions to follow the process, which started at PACSICOM and continued at the present Conference.

1. To hold a partnership conference organised by African countries, donor communities, private sector, non-governmental organisations, and other partners in the year 2000 for the purpose of promoting the implementation of the African Agenda for the development and protection of the coastal and marine environment.
2. To establish a preparatory committee, which will report to the OAU, under the chairmanship of South Africa, composed of:

South Africa

Mozambique

2 members to be determined by the Bureau of the Nairobi Convention

2 members to be determined by the Bureau of the Abidjan Convention

1 member of a civil society organisation (CSO)

UNEP

AMCEN

UNESCO

ACOPS will be the facilitator of this Preparatory Committee.

The Preparatory Committee will report through its chairman to the OAU, which will facilitate consultations with all other stakeholders.

With regard to the decision on the hosting of the Partnership Conference the Preparatory Committee should take into consideration that on the basis of the mandate given to him by PACSICOM, the Minister of the Environment of Mozambique consulted with the government of Côte d'Ivoire, whose Minister of the Environment expressed his country's agreement, in principle.



This Preparatory Committee will, *inter alia*:

- a) consider at a first meeting to be held at the beginning of 1999, the following aspects:
  - development of terms of reference for the Preparatory Committee;
  - definition of a work plan with timetable;
  - definition of a process for the establishment of national focal points to co-ordinate and participate in the necessary activities for the preparation of the Partnership Conference; and
  - development of a consultative process with potential partners, including the private sector, non-governmental organisations, and others;
- b) develop a proposal, within the framework of sustainable development, containing prioritised list of actions for Africa;
- c) to prepare an analysis of the economic, social, and cultural root causes of already identified problems hindering the development and protection of the coastal and marine areas and resources of Africa;
- d) to identify areas of environmental degradation of regional significance which would require to be addressed as regional priorities;
- e) to prepare pre-investment studies for such areas, once they are determined;
- f) to develop proposals for regional projects or national projects of regional significance, including existing or on-going projects (*e.g.*, demonstration projects or projects dealing with transboundary effects and with Large Marine Ecosystems, as appropriate);
- g) to incorporate into existing national or sub-regional action plans, elements regarding the development and protection of the coastal and marine environment, and if necessary, to develop such plans;
- h) to investigate the possibility of a viable financial model to ensure sustainable financing of the African Process; and
- i) to identify areas of duplication of efforts and to seek to avoid or rationalise these situations.

Urges UNEP, ACOPS and other partners to assist in facilitation and seeking of investments and funds to enable the Preparatory Committee to take the process forward, complementing the national, sub-regional and regional resources with regard to the projects proposed.

Calls upon UNEP, as the secretariat of the Abidjan and Nairobi Conventions, to develop, in close consultation with the relevant governing bodies of these Conventions, a concrete action plan for revitalisation and co-ordination of the Conventions, through the establishment of a joint implementation mechanism.

Requests the government of South Africa to take forward to the OAU a request to consult with relevant regional institutions including AMCEN, Economic Commission for Africa (ECA) and African Development Bank (ADB), and global organisations such as UNEP, on modalities or arrangements which would help in the efforts to rationalise intergovernmental programmes and institutions in this region. The feasibility of achieving this goal through the establishment of a regional Commission on Sustainable Development should be part of the consultations.

Urges all major groups, as identified in Agenda 21, to actively participate in relevant activities, and support the aforementioned priorities, and in particular to ensure the provision of relevant research and training, and whenever possible, transfer of technology.

Calls upon all States in Africa to consult, mobilise and involve their local communities, private sector, local and sub-national authorities, as well as their intergovernmental and non-governmental organisations in the planning and decision-making process.

## Annex 2

### African Process for the Development and Protection of the Coastal and Marine Environment

*We, the representatives of African States, attending the Summit of the Organisation of African Unity in Algiers, from 12 to 14 July 1999,*

**Recognising** the importance of coastal and marine environment as a vitally important resource for our sustainable social and economic development and well-being of our people;

**Aware** that the use of coastal and marine resources is intrinsically linked with the protection of these resources in order to ensure their long-term and sustainable use;

**Noting** with concern the continuing deterioration of our coastal and marine environment and erosion of its resource-base;

**Acknowledging** underdevelopment, debt burden and poverty as the root causes of the identified problems and as serious threats to peace and security, including food, economic, environmental, political and military security;

**Bearing in mind** the weaknesses in the coordination among the numerous regional, sub-regional and bilateral programmes, as well as in our national policies and policy responses, relevant to the development and protection of our coastal and marine environment and sustainable use of their resources;

**Welcoming** with appreciation the global, regional and sub-regional initiatives and efforts to strengthen our cooperation on the protection and development of our coastal environment;

**Recognising** the Abidjan, Barcelona, Jeddah and Nairobi Conventions as potentially the most suitable legal frameworks for the mobilisation of regionally coordinated efforts fostering the sustainable development of African coastal and marine areas;

**Noting** with satisfaction the main conclusions and recommendations of the Pan African Conference on Sustainable Integrated Coastal Management (PACSICOM) held in Maputo, 18-24 July 1998, and the Conference on Cooperation for Development and Protection of the Marine and Coastal Environment in sub-Saharan Africa held in Cape Town, 30 November-4 December 1998:

**Endorse** the Declaration on an African Process for the Development and Protection of the Coastal and Marine Environment adopted at the Cape Town Conference, including:

- a) the convening of a Partnership Conference to consider concrete action proposals in the form of projects and programmes developed on the basis of priorities identified by the Maputo and Cape Town Conferences; and
- b) the Preparatory Committee established to guide and coordinate the preparations of the Partnership Conference and its planned activities, including the development of a proposal for a GEF-assisted project in support of the preparations for the Partnership Conference;

**Invite** all African States:

- a) to support and actively participate in the implementation of the African Process for the Development and Protection of the Coastal and Marine Environment; and
- b) to cooperate fully with the Preparatory Committee of the Partnership Conference in order to contribute to the success of the Conference;

***Invite also*** global and regional institutions and programmes, as well as States interested in environmentally sound development and sustainable use of African coastal and marine resources, to assist in the preparation of the Partnership Conference and in the implementation of projects and programmes expected to be endorsed by the Conference;

***Affirm*** our commitment to strengthen and improve the cooperation among the African States through the relevant existing and evolving global, regional and sub-regional agreements, programmes and institutional mechanisms;

***Decide*** to initiate, through the Secretariat of the Organisation, a broad consultation with the relevant African institutions on the need for the rationalisation and harmonisation of the numerous regional, sub-regional and bilateral programmes and institutional mechanisms dealing with developmental and environmental issues, including the possible establishment of a regional African Commission on Sustainable Development; and

***Request*** the Secretary General to report on the results of these consultations to the next Summit of the Organisation.