



UNDP Project Document

Governments of Angola, Namibia, South Africa

United Nations Development Programme

Implementation of the
Benguela Current LME Strategic Action Programme for Restoring Depleted Fisheries and
Reducing Coastal Resources Degradation

Brief Description

The overall goal of GEF's intervention and assistance in these three countries, within the context of the International Waters portfolio, is to secure the restoration and sustainability of the depleted marine fish stocks and associated degraded biodiversity of the Benguela Current Large Marine Ecosystem (BCLME). The objective of this specific project will be to implement a Strategic Action Programme for the development and adoption of an effective transboundary LME management structure primarily addressing fish stock and fisheries rejuvenation and sustainability, supported and made operational by functioning and sustainable transboundary and national level institutions, and guided by a series of lessons and best practices. Such lessons and best practices would further form the basis of replicable procedures to secure management strategies in similar global LMEs. The primary outputs from the Project would therefore be 1) a 'tried-and-tested' LME Commission along with supportive regional and national structures, and 2) an associated binding international legal agreement for transboundary management of the BCLME and its globally important fisheries. Policy, legislation and operational practices will be amended and realigned at the national level in order to ensure a more regional transboundary management approach to the LME. Specific support will be provided to improve capacities for sustainability through training and institutional strengthening, the adoption of appropriate financial mechanisms alongside partnership agreements, and more effective stakeholder participation throughout all sectors with a specific emphasis toward community inputs. The project will also focus on capturing knowledge products and their distribution and replication both within the BCLME region and beyond. This will be linked to an appropriate networking mechanism for LMEs. The successful realisation of Project outcomes would be measured through appropriate deliverables and achievements following GEF monitoring and evaluation (M&E) guidance. To this effect, a principal component of the intended Project would be the establishment of measurable International Waters (IW) indicators within an effective M&E framework, which will be incorporated into the BCLME as an intrinsic on-going activity within the work of the Commission. The end-of-project landscape will evidence a halt to and reversal in the decline of fisheries with the BCLME along with effective conservation and management measures to mitigate degradation of the ecosystem as a whole.

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LIST OF ABBREVIATIONS AND ACRONYMS

ASCLME	Agulhas & Somali Current Large Marine Ecosystem
BCLME	Benguela Current Large Marine Ecosystem
BCC	Benguela Current Commission
BENEFIT	Benguela Environment Fisheries Interaction and Training Programme
CAF	Consultative Advisory Forum
CBD	Convention for Biological Diversity
CCLME	Canary Current Large Marine Ecosystem
CCSR	Cape Cross Seal Reserve
DLIST	Distance Learning and Information Sharing Tool
DWF	Distant Water Fleets
EA	Executing Agency (of GEF)
EAC	Ecosystem Advisory Committee
EAF	Ecosystem Approach to Fisheries
EEZ	Exclusive Economic Zone
EIA	Environmental Impact Assessment
EWG	Ecosystem Working Group
FAO	Food and Agricultural Organisation (United Nations)
GCLME	Guinea Current Large Marine Ecosystem
GEF	Global Environment Facility
GGP	Gross Geographic Product
GIWA	Global International Waters Assessment
GOOS	Global Ocean Observing System
HAB	Harmful Algal Blooms
IA	Implementing Agency
IKM	International Knowledge Management
IUU	Illegal, Unreported and Unregulated
IW:LEARN	International Waters Learning Exchange and Resource Network
IWRM	International Waters River Management
JPOI	Johannesburg Plan of Implementation
KRM	Kunene River Mouth
LME	Large Marine Ecosystem
LoA	Letter of Agreement
LOW	Low Oxygen Water
LMR	Living Marine Resources
MAC	Management Advisory Committee
MARPOL	International Convention for the Prevention of Pollution from Ships
MCS	Monitoring, Control and Surveillance
MDG	Millennium Development Goals
MEA	Multinational Environmental Agreements
M&E	Monitoring and Evaluation
MFMR	Ministry of Fisheries and Marine Resources (Namibia)
MoU	Memorandum of Understanding
MPA	Marine Protected Area
MTE	Mid-Term Evaluation
NAPs	National Action Plans
NEAP	National Environmental Assessment Plan
NEPAD	New Partnership for African Development
NFIs	National Focal Institutes
NGO	Non-Governmental Organisation
NNNP	Namib-Naukluft National Park
NPFP	National Policy Focal Point
NTFP	National Technical Focal Point
NWCRA	National West Coast Recreation Area

OP	Operational Programme (of GEF)
ORASECOM	Orange-Senqu River Commission
PCU	Programme Coordination Unit
PDF	Project Development Facility (of GEF)
PIRATA	Pilot Research Moored Array in the Atlantic
PMU	Project Management Unit
PoI	Plan of Implementation
RAP	Regional Action Plan
RSA	Republic of South Africa
SABSP	Southern African Biodiversity Support Programme
SACU	Southern African Customs Union
SADC	Southern African Development Community
SAP	Strategic Action Programme
SEAFO	South East Atlantic Fisheries Organisation
SKNP	Skeleton Coast National Park
TAC	Total Allowable Catch
TCB	Training and capacity building
TDA	Transboundary Diagnostic Assessment
UNCLOS	United Nations Convention on the Law of the Sea
UNDP	United Nations Development Programme
UNOPS	United Nations Office for Project Services
VMS	Vessel Monitoring System
WFP	World Food Programme
WIOMSA	Western Indian Ocean Marine Science Association
WSSD	World Summit on Sustainable Development

Project Summary

The Benguela Current Large Marine Ecosystem (BCLME) Programme – a GEF co-sponsored initiative of the governments of Angola, Namibia and South Africa – was created to develop a transboundary intergovernmental management process for the BCLME and its associated fisheries. This regional management approach is essential if the countries are to reverse the significant decline in the global important fish stocks within the Benguela and to provide sustainability to fisheries through an overall ecosystem approach that links the welfare of the fishery to effective habitat conservation and management as well as overall management and protection of food webs and associated predator-prey relationships. It is important that the BCLME programme has been focusing not only on the direct issue of fishing practices (TACs, monitoring and control of fisheries activities, further understanding of interrelationships between the commercial species and their environment, etc) but also on the impacts (potential and real) from other sectors such as the oil and mining industry, coastal development, and other land and marine based sources of pollution. The Programme has been highly successful in developing regional partnerships in support of transboundary LME resource management, and in capturing accurate knowledge on ecosystem functions and trends. Also, the activities supported by the BCLME Programme have made a significant contribution to capacity building and knowledge enhancement as well as successfully capturing vital information necessary for an integrated, ecosystem based approach to LME management. Furthermore, regional collaboration at both the public and private sector levels has been significantly strengthened. The country stakeholders continue to demonstrate a determined and clear commitment as is evidenced recently by signature at the GEF Assembly (August 2006) of the Interim Agreement which brings into being the Benguela Current Commission (BCC) and the first Conference of Ministers in July 2007 to adopt the Commission and its structure and to approve in principle a new regionally-funded Science Programme to provide foundational support to the Commission and its policies and management procedures. A recent internationally peer-reviewed publication within the Large Marine Ecosystems series¹ sums up the future for the BCLME with the words “The Benguela project is unique among LMEs in seeking to go beyond diagnosis to useful forecasting. That is a daunting challenge. The Benguela project offers the first opportunity to go down the road of LME forecasting, the road may be long, but there is every prospect of success”.

The principal challenge now facing the Programme is the translation of the many activities completed so far into operational management procedures for reversing the depletion of globally important fisheries, within appropriate transboundary policy and institutional mechanisms operating at both the national and regional levels (i.e. the Commission and its national coordination structures). The countries are requesting funding from the GEF and other sources to deliver the requisite governance reform commitments and outcomes identified within the BCLME Programme’s Strategic Action Programme (SAP) and to capture these sustainably within the structure of the Commission and a formally adopted multilateral and legally binding Treaty. The countries themselves are committed to providing long-term funding and multi-sectoral support for the necessary structures and activities for the maintenance of the Commission and associated transboundary management mechanisms.

At the regional level, the Project will adopt a regional treaty between the 3 countries that identifies thematic areas and operational procedures for cooperation in sustainably managing the BCLME’s shared living marine resources (LMR) and mitigating associated threats. This treaty will be administered and supported through a Commission consisting of a Conference of Ministers, an overall management body and a series of management and technical groups

¹ **Benguela: Predicting a Large Marine Ecosystem.** 2006. Large Marine Ecosystems – Volume 14. Eds Shannon, V., Hempel, G., Malanotte-Rissoli, P., Moloney, C and Woods, J. Elsevier. ISBN 0444527591. 410 pp

supported by the countries and focusing on the priority LME policy actions necessary to address the negative impacts on fisheries as identified in the SAP (e.g. harmonised management of living marine resources, understanding and adapting to environmental variability and prediction, required adaptations to the effects of climate change on the ecosystem and its living resources, etc).

At the national level, policy and legislative reforms will be adopted within those sectors that will deliver the necessary management and operational responses to the SAP, as well as other policy directives from the Commission in order to embrace an integrated transboundary Ecosystem Approach to Fisheries (EAF) and associated overall LME sustainability driven at the regional level but administered and managed through focused institutional improvements within each country.

In order to consolidate the sustainability of this new management regime, the Project will aim to build capacity for the long-term maintenance of the LME management components. This capacity building for sustainability will focus on four essential needs i) identifying and implementing the requirements for training and empowering human resources at the individual and institutional level, ii) adoption of realistic national fiscal reforms and regional financing mechanisms to provide adequate long-term support to the Commission, its sub-structures and its objectives, iii) the development of partnerships and cooperative agreements in support of the BCLME management approaches, and iv) an effective stakeholder participation strategy that ensures empowerment and engagement across all sectors, including the coastal/fishing communities. In the latter context, the Project will make significant use of local and regional community liaison and networking groups and, existing information sharing and stakeholder engagement platforms such as the Benguela Distance Learning and Information Sharing Tool (DLIST) and will aim to operationalise this relationship (as initiated and tested through the BCLME Programme) as a global demonstration of this mechanism for community engagement

A further outcome from this Project will be the efficient capture of knowledge products, lessons and best practices and their delivery to appropriate target areas for replication. This outcome also recognises the need to evolve an effective global network in support of LME management and sustainability that will channel and encourage the sharing of experience as well as providing a conveyance for the transfer of model activities and management components. Existing support mechanisms, particularly IW:LEARN, will be employed to assist in this process. The BCLME SAP Implementation Project will coordinate its activities and results with the Orange River IWRM Project to ensure synergy and understanding between the need to reduce impacts on the LME and its fisheries and the aim of the IWRM Project to improve transboundary management and mitigation of discharges into the Orange River basin and then into the LME.

The end-of-project landscape will present one of the world's first effective responses to depleted fisheries within a discrete ecosystem through a transboundary LME management structure, supported and made operational by functioning and effective transboundary and national level institutions. A principal component of the intended Project would be the establishment of appropriate and measurable indicators within an effective M&E framework, which will be defined and elaborated during the Project preparatory phase.

SECTION I: ELABORATION OF THE NARRATIVE

PART I: Situation Analysis

Context and global significance

1. Large Marine Ecosystems (LMEs) are regions of ocean space encompassing coastal areas from river basins and estuaries to the seaward boundaries of continental shelves, enclosed and semi-enclosed seas, and the outer margins of the major current systems. They are relatively large regions (in the order of 200,000 km² or greater) characterized by distinct bathymetry, hydrography, productivity, and trophically interdependent populations. Within the 64 LMEs so far identified, 95% of the global marine capture fisheries are found as well as most of the recognised global problems related to ocean pollution and coastal habitat alteration².

2. Among the major global fish stocks for which information is available, an estimated 44% are fully exploited and are therefore producing catches that have reached or are very close to their maximum limit, with no room expected for further expansion. About 16% are over-fished and likewise leave no room for expansion; moreover, there is an increasing likelihood that catches might decrease if remedial action is not undertaken to reduce or suppress over-fishing. Another 6% appear to be depleted, with a resulting loss in total production, not to mention the social and economic losses derived from the uncontrolled and excessive fishing pressure. In this context, fisheries in the Southeast Atlantic (including the BCLME area) reached their maximum production levels one or two decades ago and are now showing a declining trend in total catches³.

3. The BCLME is situated along the west coast of south-western Africa and stretches from the east of the Cape of Good Hope in the south towards the equator and up to the Angola (Cabinda) Front near the northern border of Angola (see Figure 1). The BCLME is centred on one of the world's 4 major coastal upwelling systems and represents an important centre of marine food production. In fact, its distinctive bathymetry, hydrography, chemistry and trophodynamics combine to make this one of the most productive ocean areas on the planet.

4. The coastal upwelling area of the Benguela Current ecosystem extends from southern Angola along the west coast of Namibia and South Africa around the southernmost part of the continent. Eastern boundary currents like the Benguela are characterised by upwelling along the coast of cold nutrient-rich water, and are important centres of plankton production which support a global reservoir of biodiversity and biomass of fish such as sardine (pilchard), anchovy and horse-mackerel and also sea birds and marine mammals. While the area shares many of the generic characteristics of other eastern boundary currents, it is unique in that it is bordered at both northern and southern ends by warm water systems viz. the Angola Current and Agulhas Current respectively. These equatorward and poleward boundaries are not fixed in space and in time, but are highly dynamic, and their pulsing impacts on the ecosystem as a whole and on its harvested resources. With a western boundary approximating to the 0° meridian, the Benguela thus encompasses the coastal upwelling regime, the eastern part of the South Atlantic gyre and a complex system of fronts and transition zones⁴.

² Duda, A.F. and Sherman, K. A New Imperative for Improving Management of Large Marine Ecosystems. *Ocean & Coastal Management* 45 (2002) 797–833.

³ FAO - World Review of Fisheries and Aquaculture - Fisheries Resources: Trends in Production, Utilization and Trade

⁴ The following paragraphs on the oceanographic parameters of the BCLME are taken from L.V. Shannon and M.J. O'Toole. 'Integrated Overview of the Oceanography and Environmental Variability of The Benguela Current Region'. In *Synthesis and Assessment of Information on the Benguela Current Large Marine Ecosystem (BCLME) - Thematic Report No.2*. Windhoek, Namibia. November 1999.

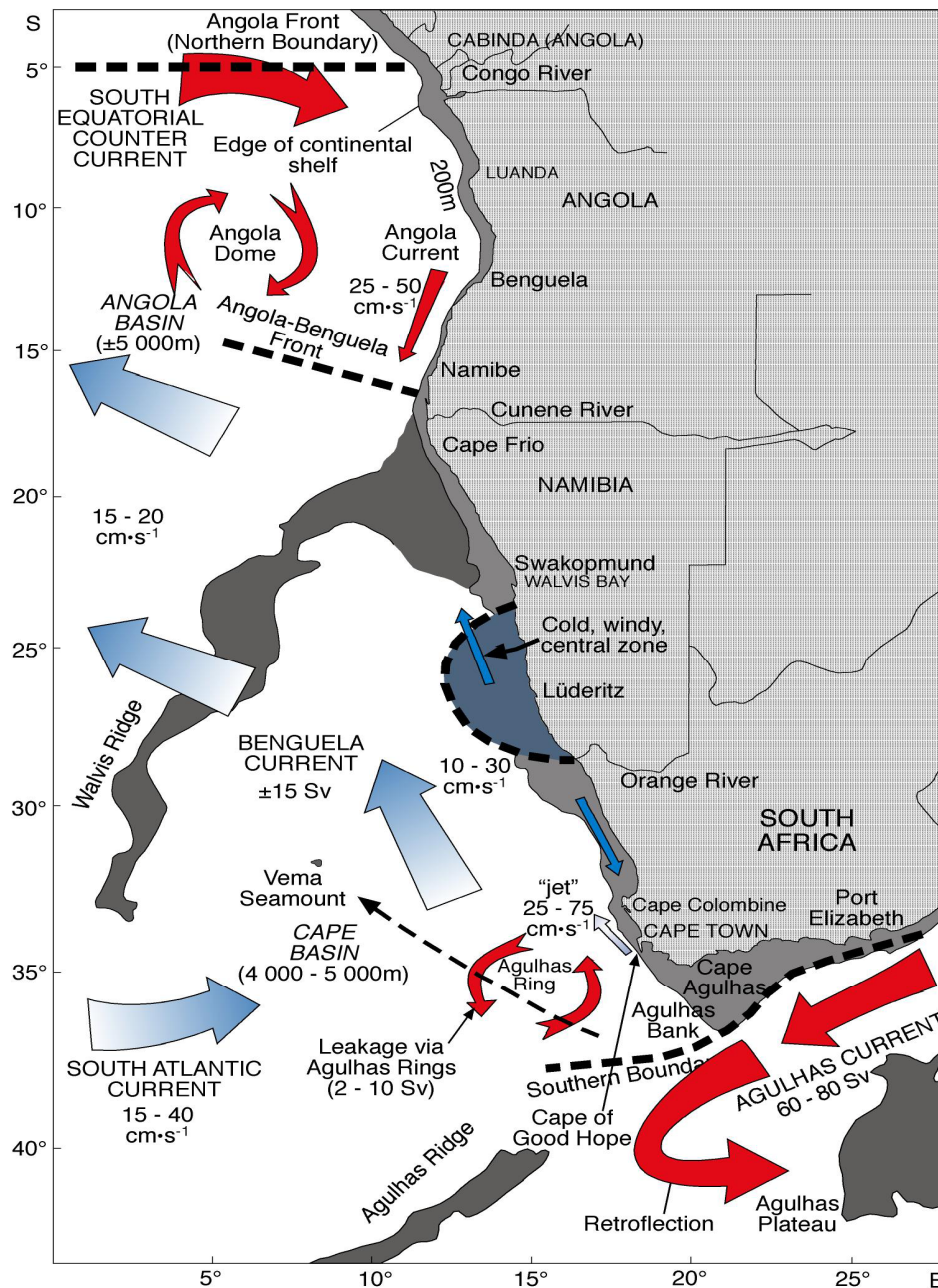


Figure 1: The BCLME region showing the southern and northern boundaries and other large oceanographic features

5. The continental shelf along the west coast of southern Africa is variable in width and depth. It is narrow off southern Angola (20km), south of Lüderitz (75km) and off the Cape Peninsula (40km) and widest off the Orange River (180km) and in the extreme south where the Agulhas Bank extends over 200km polewards from Cape Agulhas, the southernmost tip of Africa. The edge of the continental shelf, or shelf break as it is generally termed, lies at depths between about 200m and 500m. The variable topography of the Benguela shelf is of particular significance for near shore circulation and for fisheries.

6. Winds significantly influence the oceanography of the Benguela region on various time and space scales, ranging from basin-wide seasonal and longer period processes to local inshore events of only a few hours duration. The prevailing winds along the west coast of southern Africa are controlled by anticlockwise (anticyclonic) motion around the South Atlantic High pressure system, the seasonal low pressure field over the land and eastward-moving cyclones which cross the southern part of the subcontinent. The mostly arid coastal plain acts as a thermal barrier to cross-flow, and hence winds tend to be predominantly southerly (longshore) over most of the Benguela region, being “topographically steered” along the coast. These longshore winds produce coastal upwelling which gives much of the Benguela its characteristic cool surface waters. This coastal upwelling in the Benguela is neither uniform in time or in space.

7. The shelf-circulation can be summarised as i) surface currents over much of the Benguela shelf being largely influenced by the prevailing winds. . However, periodic and episodic reversals in the surface currents can occur, the most pronounced and extended reversals occurring during *Benguela Niños*; ii) a southerly subsurface flow over the shelf and in deeper water adjacent to the shelf throughout the region; iii) jets associated with the upwelling system and located near the edge of the continental shelf in the southern Benguela; iv) characteristic trapped waves along the coast of the shelf area throughout the Benguela.

8. The physical northern boundary of coastal upwelling is marked by the Angola-Benguela frontal zone (a temperature and salinity front which is a permanent surface feature, identifiable to a depth of at least 200m, sustained within a narrow band of latitudes, characteristically between 14°S and 17°S (i.e. close to the Angola-Namibia border). The front generally has a west-to-east orientation, and appears to be maintained by a combination of factors, including bathymetry, coastal orientation, stratification, wind stress and opposing flows of the Benguela and Angola Currents. The southwards migration of the front is most pronounced during late summer when longshore winds in the northern Benguela are weaker and upwelling is reduced. While the Angola-Benguela Front (more correctly a series of fronts) comprises the northern extent of the main coastal upwelling zone, upwelling can occur seasonally along the entire coast of Angola.

9. The southern boundary of the Benguela system can be considered as the Agulhas retroflexion area, typically between 36° and 37°S. This warm southern boundary is dynamic in time and space and about 10% of the warm tropical Agulhas Current “leaks” into the South Atlantic, primarily in the form of rings (eddies) which are shed from the Agulhas Current as it retroflects. The main trajectory of these shed rings is west-north-west, although departures from this have been recorded, and there exists a well documented case of ring interacting with the Benguela upwelling system and drawing upwelled water off the shelf in the form of a large curved upwelling filament.

On occasions there are substantial intrusions of Agulhas Current water into the southern Benguela and (like its counterpart in the north) these Agulhas intrusions appear to affect the living resources in the southern Benguela.

10. The western (offshore) boundary of the Benguela is fairly open ended, but is generally taken as approximately the 0° meridian. As such the Benguela includes the coastal upwelling area, the longshore fronts (see below) and the eastern portion of the South Atlantic gyre. By definition then the Benguela Current comprises the total area of equatorward flow in the upper part of the South-east Atlantic Ocean.

11. The coastline along the landward edge of the BCLME is mostly either arid or semi-arid, and only the northern and southern extremities are reasonably well-watered. Much of the coast is backed by an escarpment rising to the plateau which occupies much of the interior of

southern Africa. This is a high wave energy coastline strongly affected by swells from the Southern Ocean⁵.

12. One of the major features of the Benguela region is the occurrence of large areas where very low concentrations of dissolved oxygen are found. Oxygen-deficient water dynamics plays a pivotal role in the ecosystem are not well understood. What is known is that substantial interannual variability in the oxygen concentrations does occur (discussed later) and that this is important for fisheries.

13. The general features of the distribution of nutrients in the Benguela resemble closely those of other upwelling regions. The upwelling water is enriched in nutrients relative to the surface layers and during active upwelling this water reaches the euphotic zone (the biologically productive surface layer which sunlight penetrates) near the shore. Following the establishment of the thermocline, phytoplankton production consumes nutrients in the upper layers, leaving them much depleted, while nutrient re-enrichment occurs below the thermocline as the phytoplankton decay.

14. One of the most obvious features of the marine chemistry of the northern Benguela is the odour of hydrogen sulphide gas which is associated with “sulphur eruptions”. These periodic eruptions are common in the general vicinity of Walvis Bay, usually during late summer when upwelling is at a minimum i.e. under calm conditions. These sulphide formations are a result of anaerobic biological breakdown of organic substances and bacterial reduction of sulphate which is present in sea water and in the interstitial water in the marine sediments. Hydrogen sulphide (which may be formed in the process) is extremely toxic, even at very low concentrations, and mass mortalities of marine organisms are often associated with these “sulphur eruptions” compounding the effect of the already depleted oxygen content of the sea water. This has significant and potentially disastrous implications for fisheries management and the conservation of living marine resources within the LME.

15. It has been noted that this particular LME is one of the most highly productive on the planet. Yet there are many factors affecting the productivity of commercially-exploited living marine species within an LME. Fishing pressure is an important factor but not necessarily the only influence. Ecosystem-based management recognizes that certain non-fishery activities have a significant impact on the marine ecosystem and therefore have important consequences for management. These include the negative effects of pollution (land-and marine based) on water quality as well as food quality and safety. This can have further knock-on effects on predator-prey interactions, as well as overall species and habitat diversity within the ecosystem.

16. The Benguela LME is one of the most strongly wind driven coastal upwelling systems known and is believed to play a significant role on global ocean and climate processes. It experiences considerable environmental variability which can have marked effects on abundance and availability of its living marine resources. Important and significant steps have been taken already to improve knowledge and scientific analysis of the LME, yet there is still a fairly limited understanding of this highly variable and complex system of physical, chemical and biological interactions and processes. There is now a very real concern that the anthropogenic factors contributing to the lack of sustainable fisheries could be exacerbated by the inherent natural ecosystem variability in concert with global climate change. This presents additional difficulties in terms of adopting sustainable management policies and mechanisms. The governments of the three participating BCLME Programme countries have agreed to cooperate in order to improve predictability, to harmonise the regional management of shared

⁵ Benguela Current Large Marine Ecosystem Thematic Report No. 5: Integrated Overview of the Coastal Environment between the Congo River Mouth and Cape Agulhas

stocks, to assess non-exploited species and to develop a regional mariculture policy so as to reduce pressure on wild stocks.

17. As a consequence of the presence of multiple interactive influences, LME management initiatives aim to focus on an integrated and holistic ecosystem-based approach to monitoring, assessment and management. The core of this approach is the application of a five-point modular assessment and management methodology driving the elaboration of a Transboundary Diagnostic Analysis (TDA) leading to a Strategic Action Programme (SAP) which is then translated into National Action Plans (NAPs). The five linked modules used for the assessment and management of LMEs can be separated into an initial three modules (addressing **Productivity**; **Fish and Fisheries**; and **Pollution and Ecosystem Health**) which deal with the natural state of the ecosystem. A fourth module deals with **Socio-economics** which introduces the social and community dimensions, and a fifth module addresses **Governance**. The first four modules support the definition of a TDA while the fifth module on Governance relates more specifically to the SAP and its translation into NAPs.

18. The initial BCLME Programme has built a wealth of knowledge, information and understanding within the context of the five LME modules. Primarily it has focused on **Fish and Fisheries** as the driving justification for realigning management within the three countries into a more effective and appropriate Transboundary approach that deals with the larger ecosystem and its living marine resources. It has been demonstrated that the BCLME is one of the most important global fisheries, but one that is also significantly depleted and under continued and growing threat. However, as part of the overall Ecosystem Approach, the BCLME Programme has also gathered the necessary information on **Productivity** (which relates directly to the need to understand the food-webs that support the commercial and artisanal fishery), on **Pollution** (as a direct impact not only to the fish species themselves but also to their predators, prey and other critical environmental parameters such as water quality), and on **Ecosystem Health** (which also has a direct bearing on the fishery in the context of maintenance and sustainability of critical habitat types that represent feeding, breeding, spawning and nursery areas).

19. The BCLME Programme has also supported activities that have furthered understanding of the **socio-economic** implications of non-sustainable fishing and the decline in fish stocks, not only at the commercial level (in the context of the fishing industry) and the national level (in relation to overall national economic forecasting) but also as it relates to the welfare of coastal communities and the cultural context of the human population, including the importance and necessity of empowering communities within the management process.

20. All of this has improved awareness and knowledge of the fisheries issues as a cross-sectoral and regional (ecosystem) concern has led to a reconsideration of **Governance** within and between the three countries and has evolved a better understanding of the requisite realignment and improvements that are necessary in the context of policy reforms, legislative amendments and improved management practices that will capture the transboundary nature of the fisheries and their associated environment within the BCLME.

21. The overarching conclusion from the BCLME Programme is that the highest priority for concern and resolution within the Benguela LME is the need to halt the trends in declining fish stocks before depletion becomes irreversible. This decline is a result of inappropriate management of fisheries at an ineffective sovereign level, rather than at the more realistic ecosystem level requiring transboundary actions and cooperative governance. However, the TDA has demonstrated that this ineffective management of the fisheries is exacerbated by the increasing pressures and impacts on the environment that supports these fisheries. Such pressures and impacts include pollution which has a negative effect on ecosystem health, degradation of habitats and associated loss of species biodiversity essential to the maintenance of food webs and predator-prey relationships, falling productivity (either seasonally or on a

more permanent basis) as a result of poorly understood environmental variations or human impacts.

22. The three participating governments in the BCLME Programme recognise the urgency now to halt this decline in fisheries and to take action to reverse these trends in order to establish and sustain commercially and environmentally viable fisheries within the Benguela in the interests of their own economies, the welfare of their people, and in order to work with international stakeholders to protect a global highly important ecosystem supporting living marine resources. In order to do this the governments of the three countries, supported by other national and regional stakeholders, are in agreement that there needs to be more appropriate governance measures and realignment of management interests that focus on the transboundary ecosystem approach to fisheries.

The BCLME Fisheries

23. BCLME is one of the most productive ocean areas in the world. It is considered a Class I, highly productive (>300 gC/m²-yr), ecosystem based on SeaWiFS global primary productivity estimates. The BCLME is extremely rich in fishery resources, supporting a large biomass of fish, crustaceans, sea birds and marine mammals and presents favourable conditions for a rich production of small pelagics, herrings, sardines and anchovies. The confluence of warm and cooler waters provides a protective spawning area for the sardine and anchovy populations which form key links in the trophic system.

24. The major fisheries for small pelagic fish off the west coast of southern Africa are those for sardine *Sardinops sagax* (also known as pilchard), anchovy *Engraulis capensis*, juvenile Cape and Cunene horse mackerel (*Trachurus trachurus capensis* and *T. trecae* respectively), round herring *Etrumeus whiteheadi*, and the round and flat sardinella (*Sardinella aurita* and *S. maderensis* respectively), which are fished almost exclusively by Angola⁶.

25. The principal species caught by trawl off Namibia and South Africa are the Cape hakes *Merluccius capensis* and *M. paradoxus*, which are caught in bottom trawls, and adult Cape horse mackerel, which are mostly caught in midwater trawls off Namibia and in bottom trawls off South Africa as a by-catch in the hake fishery. Other significant by-catch species in the hake fishery in both Namibia and South Africa are monkfish *Lophius* spp, kingklip *Genypterus capensis*, snoek *Thyrsites atun* and the West Coast sole *Austroglossus microlepis*. On the outer Namibian shelf there is also a valuable deep-water trawl fishery directed at orange roughy *Hoplostethus atlanticus* and, to a lesser extent, alphonso *Beryx splendens* and other deep-water species. Off Angola there is a relatively small bottom trawl fishery for Benguela hake *Merluccius polli* and *M. capensis* (in the extreme south), and more important ones in central and northern Angola for demersal species such as *Dentex* spp. and red pandora *Pagellus belloti*. The large-eye dentex *Dentex macrophthalmus* is also taken off northern Namibia in midwater trawls, together with jacobever *Helicolenus dactylopterus*, another important by-catch species.

26. The major crustacean fisheries within the BCLME are those for the West Coast rock lobster *Jasus lalandii* off South Africa and Namibia, the red crab *Chaceon maritae* off northern Namibia and Angola, and for the deep-water rose prawn *Parapenaeus longirostris* and striped red prawn *Aristeus varidens* off northern and central Angola.

27. The line-fisheries of the Benguela Current and adjacent waters exploit a large number of species. They can be broadly classified into a) inshore reef fishes, which are mainly resident

⁶ Subsequent paragraphs on fishery distribution modified from: Hampton, I., Boyer, D.C., Penney, A.J., Pereira, A.F. and Sardinha, M. **Integrated Overview of Fisheries of the Benguela Current Region**. A synthesis commissioned by the United Nations Development Programme (UNDP) as an information source for the Benguela Current Large Marine Ecosystem

on shallow nearshore reefs and have a limited geographic distribution, b) migratory shoaling species, where the adults aggregate and migrate rapidly over large distances, usually as part of annual migratory cycles, and c) offshore large pelagic species such as tuna and billfish, which form large, highly-migratory straddling stocks that cross the borders of many countries, and even oceans.

28. In Angola, line-caught species belonging to the first two groups make up more than 40% of the total catch by the large inshore artisanal/ subsistence fishery which extends along the entire coast. The most important groups caught by line are dentex, croakers (Sciaenidae) and groupers (Serranidae). Catches are highest in the provinces of Benguela, Namibe and Luanda (Anon. 1998a). The recreational fishery for linefish in Angola is underdeveloped and negligible compared to the artisanal/subsistence fishery.

29. The silver kob *Argyrosomus inodorus* is the most important of the linefish species caught commercially in Namibia, with roughly equal amounts being taken by commercial fishermen and recreational anglers. Other important angling species in Namibia are the steenbras *Lithognathus aureti*, the blacktail *Diplodus sargus* and the galjoen *Coracinus capensis*. Off the South African West Coast, the dominant reef fish in the catches is the hottentot *Pachymetopon blochii*, which has been an important contributor to artisanal/subsistence linefish catches off the West Coast since the early part of the century. It is a highly resident species, which makes it susceptible to localised depletion in heavily fished areas. In contrast, the galjoen *Coracinus capensis*, which is a major shore-angling species off Namibia and the West Coast of South Africa, is highly migratory. Tagged galjoen have been found to have moved from northern Namibia to east of Cape Point.

30. Snoek is by far the most important migratory linefish species caught commercially on the West Coast of South Africa, and is important in Namibia as well. It is found along the entire southern African coast from southern Angola to Cape Agulhas, mainly in cool upwelled water, and is a major predator on pelagic fish in the region. Snoek were historically considered to form a single stock extending from Cape Agulhas to northern Namibia, and to migrate seasonally between these regions (e.g. Crawford et al. 1990). However, a recent study of all available evidence (Griffiths, in prep.) suggests that there may be two separate sub-populations - in Namibia and South Africa respectively - with medium-term (of the order of five years) exchange between them in response to environmental events and food availability.

31. Of the large pelagic species taken in the region, the most important in the southern part is the albacore or longfin tuna *Thunnus alalunga*, which is currently caught by South African and Namibian pole-and-line vessels within territorial waters from south of Cape Point to Lüderitz. The species is also exploited by Asian high-seas longliners off both countries. The stock is believed to be part of a single southern Atlantic stock, separated from the southern Indian Ocean stock by the warm water of the Agulhas current. There is also a longline fishery for bigeye tuna *Thunnus obesus* along the edge of the shelf in both countries, mostly by Asian high-seas vessels. It is not currently known whether these fish form part of an Indian Ocean, Atlantic Ocean or circumglobal stock. In Angola the most important species taken by local baitboats is the yellowfin tuna *Thunnus albacares*, while bigeye tuna is the major constituent of the Japanese longline fishery. Yellowfin form part of an Atlantic population, which spawns off Brazil and the Gulf of Guinea, and are most abundant in southern Angola in summer. The Cape hake *Merluccius capensis*, although primarily a trawl-caught species, is also caught by lines off South Africa's South East Cape, and (to a lesser extent) Namibia, using both hand and hydraulically-hauled longlines. The South African fishery grew out of an experimental longline fishery for kingklip in the 1980s, which severely depleted that stock.

32. The TDA identifies the following main concerns related to fisheries and their decline within the BCLME: a) over-harvesting and wastage through dumping of by-catch and undersized fish; b) loss of biotic integrity as a result of changes in community composition,

species and diversity. GIWA (the Global International Waters Assessment) characterizes the BCLME as severely impacted in the context of fisheries exploitation as well as biological and genetic diversity.

33. Indicators of unsustainable fishing have been increasing, mainly as a result of heavy exploitation of the resource by foreign fleets, and this has led to depletion and collapse of several stocks. In the second half of the 1900's, total catches in the Southeast Atlantic declined from a peak of more than 3 million tonnes in 1968 to levels of around 1 million tonnes per year in the 1990s. The most pronounced features in Namibia and South Africa have been the major decline in catches of South African and Namibian sardine in the mid- and late 1960s respectively (followed by a dramatic further decline in Namibia in the mid-1970s), the major decline in the West Coast rock lobster resource (particularly off Namibia) to levels well below those in 1960, and the major reduction in hake and horse mackerel catches off Namibia in the 1990s, due largely to the withdrawal of foreign fishing fleets after Independence in 1990. Off Angola, the most notable feature is the sharp reduction in industrial catches of all the most important species (e.g. sardinellas, horse mackerel and deep-water prawns), due largely to the major reduction in foreign fishing effort from 1985 onwards.

34. A number of major effects related to environmental variability have also been seen to impact on the distribution and abundance of commercially important resources in recent years. The most dramatic of these was the wide-scale advection of low-oxygen water into the northern Benguela from Angola in 1993 and 1994, and the subsequent Benguela Niño of 1995, which appears to have severely affected the Namibian sardine population, and its major predators (particularly seals), and to have directly or indirectly increased mortality of juvenile hake on the Namibian shelf.

35. Natural variation obscures global change and both affect fisheries development and management outcomes. Only in the last few years has it become clear that there are climate patterns of a decadal scale that affect production on an ocean basin scale, perhaps even globally for some species. However, little or no action has been taken by governments to mitigate the possible effects, and effective contingency planning and its implementation is lacking. The UN⁷ has recommended the adoption of certain strategies to deal with natural cycles and variation, particularly in the context of the additional effects and variations that will result from climate change, and the need to distinguish between natural and anthropogenic variation in order to better plan adaptive management approaches. Primary amongst these urgently recommended strategies are:

- Active participation at the global and regional level to obtain and share best possible information of fisheries-related impacts
- Establishing institutional mechanisms and bilateral/ multilateral agreements
- Strengthening regional fisheries management organisation
- Developing effective national and international scale resource management regimes and associated monitoring systems
- Funding to analyse local and regional changes and socio-economic impacts
- Sharing information obtained with the sector on potential changes
- Preparing contingency plans, particularly for those non-mobile elements of society
- Integrating fisheries management into coastal areas management
- Fostering interdisciplinary research and periodic scientific exchange meetings
- Improved scientist-management interaction to ensure the proper interpretation of results as well as the relevance of research

Fisheries in relation to Biodiversity and its Management

⁷ UN Atlas of the Oceans

36. It has been demonstrated⁸ that biodiversity loss affects marine ecosystem services (particularly fisheries) across temporal and spatial scales. Overall, rates of resource collapse are seen to increase, and recovery potential, stability and water quality decrease exponentially with declining diversity. Restoration of biodiversity, in contrast, can increase productivity fourfold and decrease variability by greater than 20%, on average. Data from recent studies have revealed that despite large increases in global fishing effort, cumulative yields across all species and LMEs had declined by 13% (or 10.6 million metric tons) since passing a maximum in 1994. These studies have further noted that collapses of LME fisheries occur at a higher rate in species-poor ecosystems, as compared with species-rich ones. Furthermore, the average catches of ‘non-collapsed’ fisheries were higher in species-rich systems. Higher diversity within an ecosystem is also seen to increase robustness to overexploitation. Rates of recovery, defined as any ‘post-collapse’ increase above the 10% threshold, can be positively correlated with fish diversity

37. The BCLME is an important centre of marine biodiversity which spans four marine biogeographic provinces (cold temperate, warm, temperate, subtropical and tropical). The region supports an inherently diverse marine biota, and this diversity is further increased by the wide array of habitats that can be found within its boundaries.

38. This biodiversity (species, communities, habitats and ecosystems) affords a number of valuable services to humankind, including physical coastal protection, recreational and economic opportunities and potential biomedical resources. However, of critical importance to the objectives of current efforts to manage the BCLME is the significance that biodiversity *per se* has to fisheries in the greater ecosystem of the Benguela. Almost certainly, the primary ecosystem service provided by the BCLME is in the form of renewable living marine resources as a source of nutrition and as national revenue from exports. In this context, biodiversity supports the fisheries through the presence of habitats that are critically important during fin-fish and shellfish species life-cycles as nurseries, feeding grounds and breeding areas. Shallow water habitats and their associated biodiversity (e.g. mangrove, shallow water seagrass and algal beds, intertidal mudflats, etc) are notable important as nursery areas and juvenile feeding grounds for commercially or artisanal important species. Deeper water habitats and their associated species are particularly important to the offshore benthic and demersal species and to the adult life-cycle stages of some of those species that spend their juvenile years in shallower waters. In this respect, careful management and protection of coastal and deep water habitats and associated biodiversity is critically important to the sustainable welfare of the Benguela fisheries.

39. Yet, this also works as a ‘two-way street’ inasmuch as the sustainability of the fisheries as a renewable resource is equally of critical importance to overall biodiversity within the BCLME. The overall declines in fish catches are being paralleled by declines in certain species of sea-birds and high-level predators such as seals. Consequently it can be seen that there is a potential knock-on effect to overall biodiversity within the BCLME as a result of fisheries depletion which will, in itself, then disturb and disrupt various food-web relationships and the overall balance of species numbers and distribution.

40. The habitats of intertidal, shallow water and estuarine marine environments tend to support a greater biotic diversity than regions further offshore. These same environments are under greatest threat from humankind, owing to their accessibility. These threats include uncontrolled recreation, resource extraction (living and non-living resources), development and pollution

⁸ Boris Worm, Edward B. Barbier, Nicola Beaumont, J. Emmett Duffy, Carl Folke, Benjamin S. Halpern, Jeremy B. C. Jackson, Heike K. Lotze, Fiorenza Micheli, Stephen R. Palumbi, Enric Sala, Kimberley A. Selkoe, John J. Stachowicz, Reg Watson. Impacts of Biodiversity Loss on Ocean Ecosystem Services. Science. Vol. 314. 3rd November 2006.

41. Angola has significant biodiversity in terms of aquatic ecosystems and is one of the most important centres of marine biodiversity in Africa⁹, with particular interest being focused on its wetlands. Mangroves are common along the coastline representing important transition ecosystems that provide unique habitats for estuarine species and critical nursery areas for many marine species (including economically important fish and crustaceans). Protected species such as manatees and turtles are also found along this coast (the latter nesting on secluded beaches). Two different faunal complexes have been characterised along the Angolan coast (Da Franca 1968)¹⁰, the 'Guinea-tropical fauna' in the northern and central region and the 'Benguela fauna' of southern Angola.

42. The Namibian coastal ecosystem has a wealth of unique biodiversity-rich sites including the Kunene River Mouth (KRM) on the northern tip of the coast, which is characterized by a remarkably high richness of avian species; the Skeleton Coast, located just south of the Kunene River, which is home to many uniquely adapted plants and animals (including sea turtles); the Walvis Bay Wetland on the central coast, which is one of the most important wetlands in Africa as it retains rich estuarine fauna, hosts six rare bird species and over half of southern Africa's flamingo population; Sandwich Harbour is among the most important coastal wetlands for migratory and resident species with about 315,000 birds at summer and 50,000 birds at winter. From this population a total of 115 species have been recorded. Sandwich Harbour supports 20,000 waders, 79% of them being migrants. In addition, large numbers of flamingos occur there: 7,000 to 14,000 Greater Flamingos and similar numbers of Lesser Flamingos; the Cape Cross Seal Reserve (CCSR), also on the central coast, which hosts the largest land-based seal breeding colony in the world; and the Orange River Mouth (ORM) on the southern tip of the Namib coast, is a Ramsar site which supports fifteen Red List bird species and a variety of endemic flora. Further important breeding sites for migratory birds are located on various near-shore islands. The coastal areas of Namibia include a series of protected areas and recreational areas, namely the Skeleton Coast National Park (SCNP), the National West Coast Recreation Area (NWCRA), the Namib-Naukluft National Park (NNNP) and the Sperrgebiet National Park (SNP) which is currently under designation and adoption. Namibia is also negotiating trans-frontier marine parks with both Angola to the north and South Africa to the South. The Benguela upwellings along the Namibian coast (primarily at Cape Frio and Palgrave Point in the SCNP, and the area between Conception Bay and Lüderitz in the NNNP) are of great significance for marine biodiversity with a variety of marine habitats being associated with their physical and biological processes. Much of the high biodiversity here is supported by the rich productivity of the Benguela Current and its associated fish populations.

43. Although not as diverse as the Agulhas current ecosystem on the east coast, the nutrient rich upwelling system of the south-west coast of Africa nevertheless supports a large number of marine fauna and, again, the high productivity of the fisheries is critical to this situation as a food source. The western Atlantic coast of South Africa which falls within the BCLME consists of two inshore bioregions, the Namaqua and the South-western Cape. These bioregions extend out to the edge of the continental shelf at which point the Atlantic offshore bioregion covers the remainder of the EEZ. The relationship between sustainable fisheries management and effective designation and enforcement of protected areas which help to control access and over-exploitation has been the subject of much discussion within the literature. Within the South-western Cape bioregion 51 km of coastline represent Category 1 marine protected area (MPA) (no-take zones) and 163 km represent Category 2 MPA (some extraction permitted, e.g. fishing from shore). As yet there are no designated MPAs for the

⁹ National Biodiversity Strategic Action Plan, Ministry of Urban Affairs and Environment, Luanda, Angola

¹⁰ Da France, P. 1968. Breves Comentários acerca da biogeografia marinha de Angola. Notes do Centro de Biologia Aquática Tropical (Lisboa). 12:1-22.

Namaqua region although an area of 55 km has been proposed. Extractive marine living resource use is the overriding threat to South African marine biodiversity, and it affects all bioregions and all depth strata¹¹. Pollution and mining are the next most serious threats, but mining is restricted to particular biozones, especially on the west coast where it is responsible for the Critically Endangered status of the west coast biozones, from the supratidal to the deep photic. All threats are predicted to increase in the next decade, especially those related to alien invasive species and mariculture. Threats decrease as one moves offshore, with the decrease in human access. Bioregionally, threats tend to decrease from the west to the east. This may be partly the result of the higher biomass (and exploitation) on the west coast, coupled with the presence of minerals (such as the diamonds, oil and gas). South Africa urgently requires an MPA on the west coast, to offset the problem created by the fact that almost the entire region has been allocated to mining concessions. In this context, the Government has a stated objective to expand the coverage of marine protected areas to include 20% of its waters by 2010.

44. Clearly, the maintenance of biodiversity within the BCLME is critical to the sustainable well-being of the fisheries. However, equally there is a conflict evolving that relates to the ineffective management of the fisheries by human stakeholders, and the knock-on effect that this is having on regional and localised biodiversity

Productivity

45. The BCLME's distinctive bathymetry, hydrography, chemistry and trophodynamics make it one of the most productive ocean areas in the world (Class I, highly productive), with primary productivity of >300 grams of carbon per square metre per year (gC/m²-yr) - about six times higher than the North Sea ecosystem. This high level of primary productivity of the BCLME supports an important global reservoir of biodiversity and biomass of zooplankton, fish, sea birds and marine mammals, while near-shore and off-shore sediments hold rich deposits of precious minerals (particularly diamonds), as well as oil and gas reserves.

46. Substantial advances have been made with respect to the dynamics of phytoplankton-blooms and plankton-ecology in general in the southern Benguela through the use of drogue studies (following patches of freshly upwelled water as it ages) and anchor station experiments. A characteristic difference between the northern and southern Benguela is that concentrations of chlorophyll *a* are generally higher off Namibia than off South Africa, being more uniformly distributed in the former with less well defined chlorophyll fronts at the oceanic boundary. During periods of active upwelling off Namibia, the highest concentrations of phytoplankton occur offshore (50km), and during quiescent periods in a narrow band close to the coast. In the southern Benguela chlorophyll is determined by wind cycles and displays significant seasonality. Maximum concentrations tend to occur 20-80km offshore (blooms following periods of active upwelling can extend 100km or more offshore). The total primary production in the Benguela system is approximately the same as that in the Peruvian system, but substantially greater than off California.

47. Zooplankton in the Benguela ecosystem is dominated by small crustaceans, with the most important groups being copepods and euphausiids. Of these copepods are numerically the most abundant and diverse group. Species diversity is highest near the warm water boundaries of the ecosystem i.e. in the vicinity of the confluence between the Angola and Benguela Currents, west of the oceanic front and shelf break, and in the extreme south over the Agulhas Bank and adjacent Agulhas retroflexion area. Over the shelf, within the main upwelling system copepod diversity is lower, and biomass higher. Zooplankton play an important role in the trophic functioning of the Benguela ecosystem and are the principal food of anchovies and

¹¹ South African National Spatial Biodiversity Assessment, 2004. South African National Biodiversity Institute. Technical Report - Volume 4. Marine Component. 1-101.

hakes, while conversely some zooplankton are capable of capturing and consuming small fish larvae. Studies on the life history of zooplankton in relation to the physical environment have led to an improved understanding of their role in the ecosystem and also to a better understanding of the dynamics of the various fronts and associated upwelling and sinking processes. In the southern Benguela the best estimates of zooplankton production suggests that it is of the order of 80gC/m²/y. As in most upwelling systems in general, in the Benguela zooplankton biomass maxima tend to exist downstream from upwelling centres and it is these areas which are preferred habitats of developing juveniles of fish species such as anchovy and sardine. Examples of these areas are St Helena Bay, Orange River bight, near Walvis Bay and off northern Namibia.

48. Fisheries harvests within the Benguela are characterised by stock fluctuations linked to variations in this aforementioned productivity at both the primary and secondary level. Such variations mean that the status and yield within the ecosystem is difficult to predict. It has further been demonstrated that a number of commercially-important species (e.g. hake, horse mackerel, deep-sea red crab, tuna and, probably to a lesser extent, sardine and anchovy) are distributed or move seasonally across national boundaries, requiring regional compatibility in the research and management of these resources¹².

49. Fisheries managers in the BCLME region are generally concerned about the negative impacts on the productivity cycle as a result of over-extraction of the higher trophic level species as well as the tendency now to fish down the food-web.

Pollution and Ecosystem Health

50. In conflict with the massive fisheries potential, high biodiversity and productivity of the LME, the countries bordering it have developed highly productive industrial sectors, with the inevitable associated waste by-products and discharges. These pose yet another layer of threat to the maintenance of sustainable fisheries and to any attempt to halt depletion of fish stocks in the LME. GIWA characterises the LME as severely impacted in terms of chemical pollution, solid wastes, radionuclides, and hazardous spills. These various impacts and other pollution indicators are increasing. Top predators (marine mammals and coastal birds) are generally threatened or endangered, alien species are being introduced via ballast and bilge water as well as mariculture activities, and habitat destruction is negatively modifying the coastline. This threatens the balance within the food-web and could have serious consequences for the fisheries and associated regional biodiversity. The potential and actual negative effects from inherent natural variability are superimposed over this catalogue of resource exploitation pressure, pollution and species/habitat impacts. The TDA has identified chronic and catastrophic deterioration in water quality as a primary concern. Within this context it is also noted that harmful algal blooms (HABs) frequently occur off the coasts of all three countries, and there is a high pollution risk associated with seabed mining and the petrochemical industry (in terms of both exploration and production). Rapid development and expansion along the coast is creating pollution 'hotspots' in all 3 countries. Land based sources are also cited by GIWA to be increasing in threat. As with fisheries management, this combination of events presents a difficult and complex overall LME management scenario, especially at the transboundary level. A clear need has been acknowledged for more information and better monitoring of pollution and ecosystem health. Important steps have been taken to address this but this needs to be seen as a fundamental foundation for any management strategies and policy decisions.

¹² From: Hampton, I., Boyer, D.C., Penney, A.J., Pereira, A.F. and Sardinha, M. **Integrated Overview of Fisheries of the Benguela Current Region**. A synthesis commissioned by the United Nations Development Programme (UNDP) as an information source for the Benguela Current Large Marine Ecosystem

51. In view of the potential threats to the LME from land-based pollution, the BCLME SAP Implementation Project will coordinate its activities and results with the Orange River IWRM Project to ensure synergy and understanding between the need to reduce impacts on the LME and its fisheries and the aim of the IWRM Project to improve transboundary management and mitigation of discharges into the Orange River basin and then into the LME. The Orange River represents the national frontier between South Africa and Namibia and discharges into an important fisheries area of the BCLME.

Socio-economics

52. The fisheries sector is very important in Angola, being the third-most important industry after oil and diamond mining. It provides nearly half of the animal protein of the country, and is an important source of employment and food to populations of the coastal regions, where it is often the only source of livelihood for the poorer population. At present, roughly half of the revenue from fish and fish products in Angola comes from exports, which varied in value between US\$ 27 million in 1993 and US\$ 46 million in 1995. Prawns are the most important product, making up 48% of the total revenue from the fishery sector in 1995, for example. The main export markets are Europe for prawns and demersal fish, African countries for small pelagic fish including horse mackerel, and Japan for tuna and crab. Although some of the resources have clearly been overexploited, others are probably still under-utilised, evidenced by the fact that, in some of the fisheries, TAC limits have often not been reached, and that total industrial catches before Independence were typically some three times higher than they are now. This is partly due to operational constraints stemming from a breakdown in infrastructure during the civil war, and the socio-political and security situation in the country at present. With greater political and economic stability, some of these resources could well contribute more to the Angolan economy than they do at present.

53. The demersal fishery is the most valuable fishery in Namibia. In 1996 the catch had a landed value of N\$593 million, (approximate exchange rate is 1US\$:7N\$) and a final value after product beneficiation of N\$718 million. About 90% of the catch is either sea-frozen or wetfish hake. Monkfish make up most of the remainder, with the average landed value of the catch in recent years amounting to some N\$70 million per year (Olsen 1997). Almost the entire demersal catch is exported. The pelagic fishery is second in importance, canned sardine being the most valuable product. In recent years the total export earnings from the pelagic fishery have been around N\$400 million per annum, except in 1996 when no fish were canned, causing exports to drop to N\$91 million. In more normal years, canned fish, almost all of which is exported to South Africa, make up more than 90% of the export earnings of the fishery, with fishmeal contributing almost all of the remainder. The mid-water trawl fishery for horse mackerel has contributed some N\$250 million per year in exports in recent years, mostly in the form of relatively low-value frozen fish, with minor contributions from fishmeal (around 10%) and dried-salted fish (approx. 3% in 1996). There is little product beneficiation, the export value of the catch being typically only about 10% above the landed value. Only about 3 % of the production is consumed domestically.

54. The deep-water fishery has made a significant contribution to the fisheries sector in recent years, with exports to the value of N\$171 million in 1996. Orange roughly contributes more than 90% by value, and alfonso most of the remainder. Processing (mainly the production of high-quality fillets for the USA and Japanese markets) approximately doubles the value of the catch, and is labour-intensive, providing much-needed employment in Walvis Bay.

55. The above four industries contribute more than 90% by product value of all of Namibia's industrial fish production. Of the remainder, only the tuna (3%), crab (1.5%) and rock lobster fisheries (1.5%) contribute more than 1% in most years. To these must be added the recreational line-fishery. Kirchner, Sakko and Barnes (in press) have estimated that between

October 1997 and September 1998, some 8,800 anglers spent 173,000 days angling, and had direct expenditures of N\$29.7 million. Value added to gross national income within the shore-angling fishery during that period was estimated at N\$14 million. The expenditures ultimately resulted in gross national income of some N\$3,000 per angler, or N\$27 million in aggregate.

56. In South Africa, in terms of volume, the purse-seine fishery for pelagic species is the most important sector. In 1997 (a comparatively poor year), landings of pelagic fish totalled 286,000 tonnes, of which about a third was canned. Practically all of the remainder was reduced to meal. Because of the high local demand for fishmeal, and the comparatively small output of canned fish, the pelagic sector exports relatively little (export value R31 million in 1996). The sector is entirely industrialised, the smaller vessels (some of which are privately owned) concentrating on anchovy and juvenile sardine for meal, and the larger, factory-owned vessels on adult sardine for canning.

57. Economically, the trawl fishery is the most important sector of the South African fishing industry. Catches of hake, which amounted to 147,000 tonnes in 1997, usually contribute about 70% of the trawl catch and about 80% of its value. Horse mackerel, snoek, monkfish and kingklip are the most valuable other trawled species, together accounting on average for about 20% by landing and value of the catch. In 1997 the landed value of processed products from a total demersal trawl catch of 200,000 tonnes was Rand (R)428 million (approximate exchange rate is 1US\$:7R). The value of hake exports in 1997 exceeded R300 million; about a third of the total revenue from all South African fish and shellfish exports. The fish are largely caught by trawlers operating under quotas held by a number of large companies, although in recent years a number of smaller companies and private boat-owners have entered the trawl fishery. A long-line fishery from smaller vessels has also been developing, accounting for about 3% of the hake catch in 1997.

58. The West Coast rock lobster fishery is a major export fishery in South Africa, about 75% of the catch being exported. In the 1997 season, 1,726 tonnes of rock lobster were landed from the West Coast, with a wholesale processed (mainly frozen tails) value of R 102 million. The rock lobster fishery is labour-intensive, and is an important source of employment and income in many fishing villages on the Cape West Coast.

59. The wholesale processed value of all commercial landings of line-fish in South African waters in 1997 was estimated at R106 million, of which about half was contributed by snoek. Contributions from tuna catches in this year made up 12% of the remainder. These figures do not represent the substantial direct and indirect contribution which recreational and subsistence fishing on line-fish species makes to the South African economy. A recent nationwide survey conducted between 1994 and 1996 (Brouwer *et al.* 1997, McGrath *et al.* 1997) showed that over that period there were some 3,000 registered commercial line-fish boats and about 7,900 ski-boats operating off the South African coastline. About 18,100 crew were employed on the commercial boats, while nearly 14,000 recreational fishermen went to sea on ski-boats. It has been further estimated that roughly 412,000 people participated in shore-based angling, and about 7,000 each in beach-seining/gill-netting (largely a subsistence fishery) and recreational spear-fishing. In all, South Africa's line-fisheries and direct support industries provide employment to over 130,000 people, and some 20,000 households living in poverty depend on line-fish catches for about 9% of their household income. The total contribution of line-fisheries to the gross geographic product (GGP) of South African coastal provinces (Western and Northern Cape, Eastern Cape and KwaZulu-Natal) is nearly R2,200 million, which amounts to 1.3% of the GGP of those provinces. Although a significant proportion of this was caught on the South and East Coasts, it is clear that the value of the South African line-fisheries in the Benguela system is out of all proportion to the product value of the catch.

60. Population growth rates in all three countries are high (2-3% per annum). This rapid increase in population, coupled with a tendency to migrate to coastal towns, must inevitably pose a threat to the marine ecosystem. The obvious direct threats resulting for these demographic trends include i) increased discharges of domestic effluent into the coastal environment, ii) increased over-exploitation of marine resources, iii) increased private and commercial marine traffic with associated pollution and disturbance, iv) greater stress on beaches and intertidal zone from increased access. Any conservation and management strategies will need to factor in these demographics. Near-shore and offshore sediments within the BCLME are rich in deposits of minerals, as well as oil and gas reserves. As a result, extensive diamond mining is being carried out along the coasts and on the continental shelves of both Namibia and South Africa. Physical and chemical impacts from petrochemical exploration and extraction interfere and impact on other socio-economically important activities such as fishing (both commercial and artisanal). Significant tourism has and is continuing to develop in some coastal areas and certain charismatic species (particularly marine mammals and sea-birds) now represent important resources for this tourism. The TDA recognises that over-harvesting of resources is reducing the number of jobs and potential income for coastal communities as well as threatening their food security. This is also reflected in the commercial sector as a general loss of national revenue and potential increase in poverty as a result of loss of jobs. However, the countries are now cooperating with an aim to adopting a standard national mariculture policy appropriate to the BCLME region, to reduce conflict between fisheries and coastal/offshore mining and extraction activities, and to quantify the socio-economic consequences of harvesting methods so as to improve sustainable use of resources.

61. Within the context of the socio-economic and geopolitical landscape, the BCLME represents a highly valuable renewable asset to these three countries, as well as a critically important global ecosystem both in terms of biodiversity and climatic influence. In the past, there has been a huge disconnect between the actual value of the BCLME's living marine resources and the amount of effort and funding invested in their management. A report prepared by the BCLME Programme in March 2005¹³ looks at the value of cooperative management of the BCLME. This report shows that the actual amount invested into management of fisheries by the BCLME countries as a percentage of the basic value of the landed fish (before marketing or export) comes out at 3% for Angola, 6% for Namibia, and 24% for South Africa. The report further identifies the fact that there are enormous potential benefits to be captured through regional cooperative management of the LME. In particular, such cooperative management would 1) help to minimise the risk of wasteful use and depletion/loss of shared stocks, and 2) promote the full economic potential of such shared stocks. The report concluded by identifying the potential economic risk to the countries of non-cooperation and assessed this to be in the order of US\$106 million per annum across the entire LME.

Governance

62. Coastal and marine resource management within the BCLME countries is fragmented in nature reflecting the diverse colonial history and more recent political turmoil and associated conflict. This historical background has been responsible for the adoption of different languages and cultural values, as well as distinct legal systems and management approaches. Generally speaking, the concepts of sustainability of resource exploitation and adaptive, integrated management are fairly new as is the concept of management by ecosystem using a transboundary partnership. The principle behind the LME governance module is to move away from a traditional sectoral, single-species approach to a more holistic, integrated approach to marine management, with an overall aim to promote the long-term sustainability of marine ecosystem resources. The intention within the BCLME countries is to adopt a more

¹³ Benguela Current Commission (BCC) Economic Study. March 2005.

appropriate multilateral and participatory governance approach to what is a shared ecosystem. As a consequence, the countries have adopted a SAP and have more recently agreed to establish a BCC to implement this SAP and to translate it into a more binding regional agreement. In real terms it is intended that this regional cooperative approach to governance of the LME will lead to harmonised management of shared and straddling stocks, control and reduction of fishing pressure to within sustainable limits, mitigation of pollution threats, improvements in predictability and response to extreme events, more effective efforts to address gaps in knowledge, and overall improvements in capacity for ecosystem-level management. However, this also needs to be viewed in practical terms in relation to capacity and administrative requirements. While a comprehensive legislative framework may be essential in order to establish an effective management regime (especially in terms of monitoring and surveillance), it is equally essential to ensure that sufficient administrative capacity is present to enforce such laws. This clearly has implications within the context of staff recruitment and retention, training, institutional capacity and supportive equipment needs.

Review of Threats and Root Causes (from the original TDA)

63. The three countries are increasingly aware of the need to take urgent action to mitigate the effects of fish-stock reductions that are occurring in the region. The precise and quantified reasons for these reductions may not be conclusively identified as yet and could well be due to a combination of cyclical events, climate change related variability and/or a range of unsustainable fishing and management practices. However, a number of clear threats have been identified and it is this uncertain synergy of potential factors that represents a very serious and urgent cause for concern.

64. The following specific threats to the BCLME have been identified and agreed by the countries through the original and comprehensive Transboundary Diagnostic Analysis:

- a) A decline in commercial fish stocks and non-optimal harvesting of living resources:
- b) Uncertainty regarding ecosystem status/yield in a highly variable but commercial important environment
- c) Chronic and potentially catastrophic deterioration in water quality which is threatening the stability of the ecosystem and its living resources
- d) Habitat destruction and alteration resulting in decline of commercial or food-chain species and reduction in inshore nursery areas
- e) Loss of biotic integrity and threats to biodiversity (including endangered and vulnerable species) that constitute vital components of the LME
- f) Inadequate human and infrastructure capacity to assess the health of the ecosystem and its components
- g) HABs and low-oxygen events that directly impact on the welfare of living marine resources.

65. Furthermore, the principal generic root causes of these threats have been identified and agreed by the countries as:

- a) The complexity of the ecosystem, the high degree of variability, and the need for greater understanding
- b) Inadequate capacity development and training
- c) Poor legal framework at both the regional and national levels
- e) Inadequate planning at all levels
- f) Insufficient public involvement
- g) Inadequate financial mechanisms and support

66. In recognition of the growing long-term threat to the Ecosystem and thus to the socio-economic and political well-being of the three countries identified by the TDA, the

governments agreed to work together to coordinate and harmonise the surveying, assessment and management of shared stocks as well as to improve the predictability of environmental events within the LME. In 2000, seven Ministers from the three participating countries signed a SAP that committed their countries to the establishment of the BCLME Programme and to a series of principles, policies and actions thereby. These can be summarised as:

- a) the need to adopt a concept of sustainable development within the LME using appropriate economic and policy instruments;
- b) the application of the precautionary principle to all matters appertaining to the LME;
- c) the adoption of anticipatory and cooperative actions and agreements (e.g. strategic environmental assessments, EIAs, contingency planning, etc.);
- d) the use of clean technologies and phasing out of high waste-generating processes;
- e) the integration of ecosystem approaches and environmental/human welfare into all relevant policy and sectoral planning and implementation;
- f) transboundary cooperation between states and with the private sector;
- g) the encouragement of full participation and transparency with and between all LME stakeholders.
- h) compliance with the FAO Code of Conduct for Responsible Fisheries

67. Based on these principles, the BCLME Programme was adopted and came into implementation in 2002. Since its adoption and implementation, the BCLME Programme has assisted the region in achieving a significantly greater understanding and awareness of the interactions between the various physical, chemical and biological components of the LME. The Programme has demonstrated a high level of collaboration between scientific stakeholders and their institutions within the three participating countries which has resulted in real capacity strengthening within the countries. This has, in turn, led to recognition on the world scientific stage of the leading role being played by the three countries in the development and application of the EAF.

68. In particular the BCLME Programme has captured valuable and detailed information on the transboundary distribution and behaviour of fish stocks and associated plankton movements, as well as gaining a much better understanding of oceanographic processes both at the boundary frontal systems and throughout the entire LME. Assessments of both land-based and marine sources of pollution and impacts have led to the development of harmonised policy and legislation to address the threats along with contingency planning for pollution incidents and common water quality guidelines. Biodiversity assessments and mapping have expanded the awareness of the coastal component of the LME and have led to the drafting of conservation plans and biodiversity management strategies. Joint transboundary fisheries surveys and the assessment of commercial catch data have resulted in the development of optimal harvesting strategies for the LME, while much of the above information capture and analysis have been undertaken through the medium of TCB meetings.

69. Significantly, the BCLME Programme has identified what appear to be major environmentally-driven changes in the ecosystem which justifies the emphasis placed on environmental variability in the project design and its significance as a transboundary issue. In this context, the Programme has made substantial progress in event forecasting and ecosystem prediction which are now central to the LME management process (both in this region and as a transferable strategy throughout the world's LMEs), and has been noted by high-ranking academic and scientific experts to be taking a prominent lead in this critically important area. Early economic studies within the LME countries have demonstrated that the transboundary management of resources, biodiversity and human impacts can have significant economic (and thus social) benefits.

70. This Programme underwent an independent evaluation in 2005 which confirmed significant progress since its inception, noting in particular the important improvements in knowledge and information capture (vital to the development of an integrated and ecosystem-based cooperative management approach) as well as noteworthy advances in training and capacity building (TCB). The evaluation particularly stressed the enormous value and importance associated with the enhanced levels of cooperation and trust between the countries, particularly at the scientific level, and the recognition now given to the BCLME Programme within the international scientific community. The Evaluation then noted the need to extend this level of progress and cooperation to the higher decision-making elements of fisheries and LME governance at the senior management and policy level.

71. In recognition of the significant progress made, and the importance of a cooperative effort, the countries have recently committed themselves in full to a transboundary management process by formally agreeing to the adoption of a BCC and an associated Interim Multilateral Agreement. This is a timely and urgent step. The efforts that are being made by the countries to establish an effective ecosystem management approach to living marine resources within the LME will undoubtedly start to show a positive effect in terms of halting the depletion of fish stocks. This highly productive fishery already attracts a lot of interest from world fishing nations and their distant water fleets (DWF). Such interest will inevitably grow as this area becomes better managed while other fisheries falter and collapse. Hence, the critical importance of ensuring that a sustainable and effective transboundary management structure is in place as soon as possible.

72. The objective of the three countries now is to implement the requirements of the SAP (as defined and agreed by the Ministers in 2000) through the adoption and implementation of the BCC at the regional level, and through an effective structure for delivery of regional policies through management mechanisms at the national level. This is an objective for which they seek 'start-up' international assistance and funding from GEF and other appropriate co-funders, with a view to achieving a sustainable regional and national structure(s) by the end of this SAP Implementation initiative.

73. Many of the priority threats to the LME identified within the TDA and relating to modules 1-4 (Productivity, Fish and Fisheries, Pollution and Ecosystem Health, and Socio-economics) have been or are being assessed and appropriate mitigations and responses have been or are being developed and agreed under the current BCLME Programme. For example, regional measures have been adopted to quantify, assess and reduce fisheries by-catch as well as the impacts of long-lining on seabird mortality; agreements have been negotiated allowing joint transboundary fish stock and pollution surveys; draft regional water quality guidelines have been adopted; a joint transboundary HABs reporting system has been developed which includes contingency response plans and improved monitoring strategies across the LME; countries are adopting new legislation governing aquaculture development and quality control; an Interim Agreement has been signed which establishes the BCC and defines its functions and responsibilities.

74. What is now critical to the overall success of the BCLME Programme and to the long-term sustainable management of the LME is that action be taken to address the Governance issues (LME module 5) and specifically to put in place an effective long-term structure at both regional and national levels that will support and sustain the joint transboundary management of this regionally and globally important LME. Whatever effective mitigation and response has been evolved to counter threats against the LME can only be effectively implemented through appropriate policy and legislation realignment and harmonisation of management actions between the three countries.

75. New and vital emphasis must therefore now be given to encapsulate appropriate transboundary management actions coupled with continuing assessment and monitoring

through the agreement and adoption of regional policy. This regional policy has then to be translated into national legislation and management strategies which embrace the transboundary ecosystem approach as a priority. Such management strategies can then be 'rolled-out' at the ground level as actual responses to LME management such as joint surveys and assessments; cooperative monitoring, surveillance and enforcement; implementation of guidelines on such priority issues as aquaculture development or coastal resource extraction via EIAs, etc.

76. In this context, the main barriers to the implementation of the SAP and consequent effective management of this transboundary marine ecosystem that need to be addressed are now listed, along with the intentions of the 3 countries relating to the removal of these barriers:

77. Barrier 1: Absence of a regional structure and management mechanism for the Benguela Current Large Marine Ecosystem. The countries have agreed (through the original TDA and SAP) that they cannot provide adequate management and accountability for the LME without an appropriate regional management authority being adopted and institutionalised which can focus on appropriate harmonized policy actions. In order for such a management authority to be most effective it needs to be formally encapsulated within a regional treaty signed by all three countries. This treaty would define *inter alia* certain codes of conduct, regional cooperation agreements, early warning system requirements and formal guidelines for conservation and management planning. The delivery of a formally adopted treaty is a planned major output from the Project. It should be noted that there is already considerable and significant national commitment to this initiative. The BCC (along with an Interim Agreement) has already been formally adopted by the participating countries.

78. Barrier 2: Absence of effective national level resource and institutional arrangements, and need for associated policies and legislation to support a regional management mechanism. The Project and the participating countries recognise that the regional mechanisms highlighted above will be ineffective without complementary national level structures, appropriate reforms to policies and amended or realigned legislation that accurately reflect and translate into action each country's commitment to the Commission and its treaty.

79. Barrier 3: Inadequate long-term sustainable capacity to undertake and maintain management practices and activities for the Large Marine Ecosystem (either at the national or regional level). The countries have recognised the importance and urgency of adopting a strategic work plan for appropriate training and capacity building (TCB) that can deliver and sustain the commitments to the commission and its treaty. In this respect, the countries have undertaken a detailed yet realistic identification of needs and options for TCB during the Project preparatory stage, which will be implemented through the Full Project (see Annex VI). Furthermore, if these actions are to lead to a sustainable national and regional management mechanism for the LME then the countries will need to adopt parallel fiscal and financial mechanisms, another critical requirement identified through the SAP. Appropriate partnerships are another important proposed output from the Project and such partnerships with, for example, the private sector and regional/international funding and aid bodies, will help to address the need for both capacity and financial sustainability. Comprehensive and transparent stakeholder consultation and involvement in the management process is seen to be an essential requirement for sustainable fisheries management policy and practices within the LME, including full engagement of the private sector (fishing industry, other resource exploiters such as the mining and petrochemical industry) and of the communities that depend on fisheries and the coastal element of the LME for their livelihoods and well-being.

80. Barrier 4: Poor access to appropriate knowledge and best practices. The participating countries need to identify best practices and lessons learned for LME management either through capture and transfer of their own experiences or through replication of experiences from outside the region as appropriate. In order to do this the countries and the Commission will need to evolve effective networking partnerships between themselves and with other LMEs and related initiatives at both the regional and global level. Such a network, and the associated transfer and replication of valuable knowledge products and lessons from the BCLME Programme would also represent a significant global benefit to LMEs in every sea and ocean. The countries recognise the existence of model mechanisms that can be accessed and exploited (e.g. IW:LEARN, DLIST, etc) and the value of engaging with these tried-and-tested networking arrangements.

Institutional, sectoral and policy context

Box 1: Existing National Frameworks for Fisheries Management¹⁴

In Namibia, a 200 nautical mile Exclusive Economic Zone (EEZ) was declared at Independence in 1990, followed by the promulgation of a new Sea Fisheries Act in 1992, and the introduction of a new national policy on exploitation rights and quota allocation in 1993. The Marine Resources Act of 2000 replaced the Sea Fisheries Act (1992) and is implemented through a contemporary regulatory framework and associated resources (for MCS, fisheries observer programme, etc.). A major emphasis has been placed on Namibianization of all sectors of the fishing industry and the building up of local research and management capacity. Namibia has established a Marine Resources Advisory Council which supports the Ministry of Fisheries and Marine Resources (MFMR) to discharge her responsibility as the country responsible for coordinating domestic marine fisheries activities. At regional level, Namibia has established the Sector Coordinating Unit to assist MFMR in her discharge of the SADC region's fisheries responsibilities.

In South Africa a new Act (the Marine Living Resources Act of 1998) has been promulgated. It includes in its objectives the achievement of broad and accountable participation in decision-making processes, and the restructuring of the fishing industry to redress historical imbalances and achieve equity within the industry. A Consultative Advisory Forum (CAF), is responsible for advising the Minister of Environmental Affairs and Tourism, on the management and development of the fishing industry (including the setting of TACs), research direction and allocation of a Marine Living Resources Fund. The Fund receives income from levies, licences, penalties and other sources, which permits its disbursement to spheres of fisheries management (e.g. administration, compliance) other than only research and development.

In Angola the nation's marine and inland fisheries are managed and developed in terms of the Fisheries Act, which was developed with the assistance of the FAO and promulgated in 1992. The Act covers such aspects as fisheries management (which is implemented through various Executive Decrees governing different sectors of the fishery), planning and licensing, the control of the quality and export of fish products, and surveillance and enforcement. In recent years, with the move to a market economy in Angola, and the privatisation of large State-owned companies, the State has limited its activities to the management of the resources, surveillance, support of development and the creation of infrastructure.

¹⁴ Taken from: Sumaila, U.R, Ninnes, C. and Oelofsen, B. Management of shared hake stocks in the Benguela Marine Ecosystem. A paper prepared for the Norway-FAO Expert Consultation on the management of Shared Fish Stocks, Bergen, Norway – 7-10 October 2002.

81. As part of the activities undertaken during the preparation of this Project Document (ProDoc), a detailed report was prepared on the Legislative, Policy and Governance frameworks in the BCLME region. This report is included as Annex VII. The findings of this report are discussed here in terms of the existing relevant national and regional situation and identified gaps. Table 1 below defines the current status of legislation for each of the three countries in the context of BCLME issues and needs. Table 2 highlights national commitments to international agreements and treaties pertinent to BCLME and fisheries management.

82. Angola, Namibia and South Africa each have adequate national governance and institutional systems in place to regulate the management of their respective domestic fisheries, and each country regulates their commercial fisheries in terms of quotas and rights. Each country has relatively new fisheries statutes in place. Namibia did the same in 2000, South Africa repealed its 1989 fisheries statute and replaced it in 1998 with a Marine Living Resources Act while both Namibia and Angola updated their relevant laws with new fisheries statutes in 2000 and 2004 respectively. The current fisheries statutes for the three countries are fundamentally similar with no significant contradictions in policy, management, compliance or research processes and mechanisms.

83. South Africa has recently codified its fisheries policies in substantial detail thus leading to greater levels of economic and ecological predictability and certainty. This has resulted in an increase in the number of jobs in the fisheries sector, thereby further encouraging increase in investments in new vessels, technologies and infrastructure. New policies on fishing are promoting fisheries-targeted visions for management, transformation and investment. Such approaches, policies and codification could be transferred (see Outcome 4 below) through appropriate mechanisms and with any requisite amendments and fine-tuning to the other two participating countries which would almost certainly assist them in developing broader and more effective national economic and growth policies.

84. South Africa has fairly comprehensive environmental legislation under its National Environmental Management Act along with environmental governance principles and institutions. Angola has also enacted framework environmental legislation (including environmental impact assessment requirements). Namibia, however, does not have any stand-alone dedicated environmental legislation even though its economy is expanding and coastal tourism is booming (with consequent potential impacts from development processes). The Environmental Management and Assessment Bill (EMAB) has been tabled in Parliament for discussion in order to have it enacted before the end of 2007. Once passed, this legislation will allow for the enforcement of effective and rigorous EIAs.

85. However, a number of gaps and differences do exist at the regulatory, policy and implementation levels that need to be addressed and the report has identified that there is now a definite need for the BCLME member states to invest in regulatory and governance systems aimed at facilitating greater regional collaboration, cooperation and synergy in terms of an ecosystem approach to the management of living marine resources (LMR) within the Benguela region. Particularly noteworthy is the current paucity of complementary and cooperation related to joint fisheries science, management and compliance methodologies (although it is recognised that some efforts have been made to improve this through the BCLME Programme which have achieved some initial levels of success). There is a further lack of complementary administrative mechanisms which could recover the costs of fisheries management, compliance and research, and the three countries do need to urgently develop a single policy with respect to foreign flagged vessels (especially those of DWF) as well as standardised operational management procedures for shared stocks such as hake and pelagic fish. These should include vessel monitoring systems (VMS) and complementary gear utilisation rules (including mesh sizes, etc). These factors are a threat to the effective

conservation of fisheries as a renewable resource and tend to preclude the development of an effective, integrated, holistic fisheries management strategy for the region.

86. Certain joint compliance initiatives undertaken in the past under the SADC-EU supported Monitoring, Control and Surveillance (MCS) Programme have proved very successful. More permanent joint compliance initiatives are needed against illegal, unreported and unregulated (IUU) fishing in the BCLME but for this to be effective it would need to be under-pinned by complementary regulatory and policy provisions in the context of fines, arrests, seizure, detention, suspension and cancellation of fishing rights and quotas.

87. The recent review has also recommended harmonisation throughout the 3 countries of the regulatory and policy frameworks associated with levies, subsidisation, taxation and encouragement of commercial fishing. The report proposes the adoption of subsidies that are aimed at supporting and strengthening overall policy objectives related to the EAF and regional LME management, with emphasis on such activities as the provision of financial assistance to small-scale fishers, the introduction/expansion of VMS and supporting the cost of observer programmes (both scientific and compliance).

88. In terms of awareness of these issues at the management and policy level, this same consultation process established that the BCLME Programme, its objectives and purpose, and the role to be played by the BCC are understood by a wide range of government and private agencies in Namibia and Angola but significantly less understood by South African government and private agencies. The report attributed this to the fact that South African fisheries has a very low national profile and accordingly is relegated to local and perhaps regional debate and discussion. The report has suggested that an urgent and ongoing effort be invested in remedying this within South Africa in particular through focussed intervention directed at members of the Environmental and Minerals and Energy Parliamentary Portfolio Committees, the industrial bodies that represent the regional shared fisheries stocks, identified NGO's and the media.

Table 1: Status of BCLME-related legislation for each country

SECTOR	SOUTH AFRICA	NAMIBIA	ANGOLA
Constitutional	Constitution of the Republic of South Africa, 108 of 1996	Constitution of the Republic of Namibia, 1990	Constitution of the Republic of Angola, 1992
Environment	National Environmental Management Act, 1998 (as amended in 2002, 2003 & 2004)	No Equivalent	Environment Framework Act, 1998
	National Biodiversity Act, 2004	No Equivalent	No Equivalent
	Protected Areas Act, 2003	No Equivalent	No Equivalent
	Air Quality Act, 2004	No Equivalent	No Equivalent
	Environmental Impact Assessment Regulations, 2006	Environmental Assessment Policy for Sustainable Development and Environmental Conservation, 1995	Environmental Impact Assessment Decree, 2004
Maritime Zones	Maritime Zones Act, 1994	Territorial Sea and Exclusive Economic Zone of Namibia, 1990	Territorial Sea, Contiguous Zone and Exclusive Economic Zone Act, 1992
Marine Fisheries	Marine Living Resources Act, 1998 (Amended in 2000)	Marine Resources Act, 2000	Aquatic Biological Resources Act, 2005
	Fisheries Regulations, 1998 (As amended in 2000, 2001, 2003 & 2004)	Regulations for the Exploitation of Marine Living Resources, 2001	Decree No's 14/05, 38/05, 40/06, 28/06, 98/06 and 43/05
	General Fisheries Policy of	Fisheries Policies (Granting of	Decree No 41/05

SECTOR	SOUTH AFRICA	NAMIBIA	ANGOLA
	2005	Rights of Exploitation to Utilize Marine Resources and on the Allocation of Fishing Quotas, 1993)	
	New Fisheries Policy, 2004	No Equivalent	No Equivalent
	Fishery Specific Policies	No Equivalent	No Equivalent
Marine Aquaculture	Marine Living Resources Act, 1998	Aquaculture Act, 2002	Aquatic Biological Resources Act, 2005
	Sea Shore Act, 1935	Bio-Safety Act, 2006	Decree No's 39/05 & 40/06
	Fisheries Regulations, 1998	Namibia's Aquaculture Policy	Decree No's 39/05 & 40/06
	Policy for the Development of a Sustainable Marine Aquaculture Sector	Towards the Responsible Development of Aquaculture, 2001	Decree No 9/06
	Please refer to the BCLME report on MARPOL adoption and compliance (FEIKE)		
Marine Pollution	Dumping at Sea Control Act, 1980	Dumping at Sea Control Act, 1980	Aquatic Biological Resources Act, 2005
	Marine Pollution (Control and Civil Liability) Act, 1981 including Regulations Relating to the Prevention and Combating of Pollution at Sea by Oil of 1984	Prevention and Combating for Pollution of the Sea by Oil Act, 1981 and the Amendment Act, 1991	Oil Activities and Environmental Protection Law 39/00
	Marine Pollution Intervention Act, 1987	Namibian Ports Authority Act, 1994	Decree 495/73
	Merchant Shipping Act, 1951	Merchant Shipping Act, 1991	Decree 412/70
Mining, Minerals and Petroleum	Minerals & Petroleum Resources Development Act, 2002	Petroleum (Exploration & Production) Act, 1991	Petroleum Activities Act, 2004
	Minerals & Petroleum Resources Development Act, 2002	Minerals (Prospecting & Mining) Act, 1992	Geological and Mining Activities Act, 1992
	Environmental Impact Assessment Regulations, 2006	Environmental Assessment Policy for Sustainable Development and Environmental Conservation, 1995	Decree on Environmental Protection for Petroleum Activities, 2000

Table 2: Status of country commitments to international law and instruments applicable to the BCLME

Category	International/Regional Instrument	South Africa	Namibia	Angola
Legal	UN Convention on the Law of the Sea (UNCLOS), 1982	Ratified	Ratified	Ratified
Fisheries	UN Fish Stocks Agreement for the Conservation and Management of Straddling Stocks and Highly Migratory Stocks	Ratified	Ratified	Ratified
	FAO Code of Conduct for Responsible Fisheries	Ratified	Ratified	Ratified
	International Plan of Action to Prevent, Deter and Eliminate illegal, unreported and unregulated fishing	Ratified	Ratified	Not Ratified
	International Plan of Action for the Conservation and Management of Sharks	Ratified	Ratified	Not Ratified
	International Plan of Action for the Management of Fishing Capacity	Ratified	Ratified	Not Ratified
	International Plan of Action for Incidental Catch of Seabirds	Ratified	Ratified	Not Ratified

	SADC Protocol on Fisheries	Ratified	Ratified	Ratified
	Commission for the Conservation of Southern Blue-fin Tuna	Cooperating Non-Member	Not Member	Not Member
	International Commission for the Conservation of Atlantic Tuna	Contracting Party	Contracting Party	Contracting Party
	Commission for the Conservation of Antarctic Marine Living Resources	Member	Member	Not Member
Biodiversity	Convention on Biological Diversity (CBD)	Ratified	Ratified	Ratified
Large marine ecosystem management	Agulhas Current Large Marine Ecosystem (ACLME)	Member	NA	NA
	Gulf of Guinea Large Marine Ecosystem (GGLME)	NA	NA	Member
	Benguela Current Large Marine Ecosystem (BCLME)	Member	Member	Member
Safety & Environment	International Convention for the Safety of Life at Sea	Ratified	Ratified	Ratified
	United Nations Convention on Climatic Change (UNFCCC)	Ratified	Ratified	Ratified
	Declaration on the Protection of the Marine Environment from Land-Based Activities, 1995	Ratified	Ratified	Ratified
	Convention on the Conservation of Migratory Species of Wild Animals, 1979	Ratified	Ratified	Ratified
	Convention on International Wet Lands recognised as Important Habitats for as Aquatic Birds (Ramsar)	Ratified	Ratified	Not Ratified
	International Convention for the Regulation of Whaling	Ratified	Ratified	Not Ratified
	Convention for the Protection of the Ozone Layer	Ratified	Ratified	Ratified
	Convention for the Protection, Management and Development of the Marine and Coastal Environment of the Eastern African Region (Nairobi Convention)	Ratified	NA	NA
	Convention for Co-operation in the Protection and Development of the Marine and Coastal Environment of the West and Central African Region	Ratified	Not Ratified	Not Ratified
	SADC Protocol on Mining	Ratified	Ratified	Ratified
	SADC Protocol Related to the Conservation of Fauna and Law Applications	Ratified	Ratified	Ratified
	SADC Protocol on Shared Watercourses	Ratified	Ratified	Ratified
Trade	Convention on International Traffic of exotic species of Fauna and Flora on risk of extinction (CITES)	Ratified	Ratified	Ratified
Pollution	Convention on the Prevention of Marine Pollution by Dumping of Wastes and other Matter, 1972	Ratified	Ratified	Ratified
	International Convention of 1973 for Pollution Prevention caused by Navigation and Protocol of 1978 (MARPOL)	Ratified	Ratified	Ratified
	International Convention on Civil Responsibility and Compensation of Damage Caused by Potentially Harmful and Dangerous Substances at Sea (HNS 96)	Ratified	Not Ratified	Ratified
	Stockholm Convention on Persistent Organic Pollutants (POPs)	Ratified	Ratified	Ratified
	Cartagena Protocol on Bio-safety	Ratified	Ratified	Ratified
	Convention on the Control of Transboundary Movements of Hazardous Wastes and their Disposal	Ratified	Ratified	Ratified
	Protocol on Substances that Deplete the Ozone Layer	Ratified	Ratified	Ratified
	International Convention on Civil Liability for Oil Pollution Damage	Ratified	Ratified	Ratified

Information in Tables 1 & 2 is taken from the 'Report on the Legislative, Policy and Governance Frameworks in the BCLME Region' – See Annex VII for complete report.

Stakeholder analysis

89. As part of the preparatory stage for the development of this proposal, a Stakeholder Participation review and analysis was undertaken to develop a Stakeholder Participation Plan (SPP) for the SAP IMP Project. The SPP is provided in full as Annex VIII. A desktop review of relevant reports, documents, and background information from the BCLME Programme was used to develop stakeholder lists and subsequently to add new stakeholders relevant to the BCLME SAP IMP. In order to capture information regarding stakeholders' desired methods for participation in the BCLME SAP IMP Project, a detailed questionnaire was developed and sent to as many stakeholders as possible in each country. Consultations in person or via telephone were then conducted with as many stakeholders as possible in order to capture their responses to the questions.

90. One of the important opportunities presented by the BCLME SAP IMP Project is the chance to reach out and involve "new" stakeholders who were not previously involved in the BCLME Programme. Stakeholders that are "new" to BCLME SAP IMP project fall into two major categories:

- Resource users - private sector stakeholders from sectors such as fishing, mining, and offshore oil and gas
- Ground level/ grassroots stakeholders such as coastal community members

BCLME Stakeholder Landscape

91. Major stakeholders for Angola include the Ministry of Urban Affairs and Environment, Ministry of Fisheries, and Ministry of Petroleum. Major resource user groups include the petroleum industry and artisanal fishers. Important government stakeholders in Namibia include the MFMR, the Ministry of Mines and Energy (MME), the Ministry of Environment and Tourism (MET), and the Ministry of Works, Transport, and Communication (MWTC) and the Ministry of Agriculture, Water and Forestry (MAWF). Industry stakeholders include the Confederation of Namibian Fishing Associations (fishing industry) and the Chamber of Mines (mining industry). The petroleum sector is another important industry/resource user stakeholder for Namibia, especially with the development of the Kudu offshore gas field. Major stakeholders in South Africa include the Department of Environmental Affairs and Tourism (DEAT), fishing associations, and the mining sector.

Mechanisms for Stakeholder Participation

92. Almost all stakeholders consulted identified the following modes of participation in the BCLME SAP IMP project as priorities:

1. *Information Updates and Access* - There was a strong desire to be kept informed of BCLME SAP IMP project developments and progress. For new stakeholders, this desire for information extended to the results and outcomes of the BCLME Programme.
2. *Opportunities for Input/ Consultations* - Stakeholders wanted to be given opportunities to provide input and comments to project processes, especially where the outputs of these processes will impact their operations. As a number of the BCLME SAP IMP project outputs include policy changes that may impact the operations of private sector stakeholders, these stakeholders emphasized the need to provide opportunities for them to provide input to such processes.

93. A third mode of participation identified by some stakeholders was *direct participation in project implementation*. For example, some educational institutions expected to be involved in delivering training and capacity building for the BCLME SAP IMP. Some government institutions expected to be involved in negotiating the BCLME Treaty because of the nature of their mandates. In general, most of these institutions had previously been involved in the BCLME Programme to date.

Threats/ Obstacles to Stakeholder Participation

94. The stakeholders consulted identified a number of different threats/obstacles to effective participation in the BCLME SAP IMP. Some of these obstacles were internal to their institutions, while others were external factors. In addition to specific threats, considerations regarding appropriate participation mechanisms were also identified during consultations. These threats and considerations include:

- Capacity – human resources
- Capacity – training
- Staff turnover
- Time constraints
- Technological limitations
- Language barriers
- Resource limitations
- Stakeholder level
- Breadth of topic

Stakeholder Participation Mechanisms

95. Given the desired modes of stakeholder participation and taking potential obstacles to stakeholder participation into consideration, the following proposed mechanisms for stakeholder participation in the BCLME SAP IMP project were identified:

- Process update newsletter, including national activities
- New stakeholders briefing meeting/symposium
- National and regional sectoral working groups
- Email listservs/ Group email lists
- On-line discussion forums
- Web-based information sharing tools
- Lessons learned meetings or consultations
- Communication strategy development and implementation
- International Workshop Fund
- Training and capacity building (TCB) Partnerships

A sample budget and work plan for the implementation of these mechanisms was proposed.

Stakeholder Participation Monitoring and Evaluation

96. In consultations, most stakeholders indicated that they would prefer a combination of mechanisms for providing feedback regarding their participation in the BCLME SAP IMP Project. The proposed feedback mechanisms are email queries via the process update newsletter and annual stakeholder meetings.

97. Levels of stakeholder participation in the BCLME SAP IMP Project could be measured and evaluated by undertaking a detailed baseline assessment of participation levels at the beginning of the project using questionnaire-based consultations with a sample of stakeholders from each country. This procedure could then be followed at two-year intervals during the project, and results could be compared to the baseline to track changes in participation levels.

Baseline analysis

98. The three countries bordering the BCLME (and which represent the geopolitical focus of this proposed GEF initiative) vary considerably in their social and economic status, development aims and needs. They are all effectively very young countries which have only arrived at their present level of full independence, national integration and non-discrimination within the last two decades. Yet they are also emerging and developing fast as strong

economies underwritten by a wealth of natural assets and materials, including rich and diverse living marine resources.

99. The Angolan economy is highly dependent on oil (it accounts for over half of GDP and 75% of government revenue, and 90% of export value) and is the second largest producer, after Nigeria, in sub-Saharan Africa. Current oil production (all offshore) is expected to rise to over 2 million (m) barrels per day by 2007, as investment in deep and ultra-deep blocks comes on stream. The country is now the fourth largest producer of rough diamonds in the world, largely gemstone quality. The export value of diamonds is some US\$949m, which represents 95% of the country's non-oil exports and about 10% of non-oil GDP. Future output and associated income are expected to rise as a large number of new prospecting licences open up new potential, and a new diamond polishing centre provides high-value gems for export. Angola is also endowed with large expanses of prime agricultural land but the proliferation of land mines during the war (recent estimates put the number laid at 4 million) has reduced the area under cultivation to 3%.

100. The Angolan economy is dollar-based and the government intervenes heavily to support the Kwanza (national currency). Angola does not have a formal agreement with the IMF. It has increasingly turned to oil-backed or commercial loans to finance expenditure. High oil prices and increased oil production have eliminated the longstanding fiscal deficit and at least temporarily reduced the need for external assistance or a formal programme with the IMF. However, in spite of economic progress Angola remains a difficult country for investors due to excessive bureaucracy and stifling business regulations.

101. In spite of its oil wealth, Angola is effectively poor. In 2005, it ranked 166 out of 177 countries on the Human Development Index. 95% of the population live in poverty (under US\$1 per day) or extreme poverty (less than 76 US cents per day). All the socio-economic indicators are among the worst in Africa. Nearly 60% of the population is illiterate while over 60% have no access to potable water. Some 4 million persons were displaced during the wars following independence. The WFP (World Food Programme) reported at the end of 2004 that there was still a 47% food security deficit, and 1.1 million people still needed emergency food supplies. This dire situation has since improved to the extent that WFP reckons over the 2006-2009 period that less than 500,000 Angolans will need such food support.

102. Namibia achieved independence relatively late in Africa's history (1990) and, partly as a result of this, its constitution is often regarded as a model of up-to-date legislation. It includes a list of 'fundamental rights and freedoms', and strictures against discrimination of any kind, as well as provision for independent entities (e.g. Ombudsman) to protect human rights. There is a flourishing NGO community involved in political and civic education.

103. For historical and other reasons, the Namibian economy is dominated by South Africa, with (or through) which 80% of its trade is conducted. It is heavily dependent on diamonds, uranium and zinc, which provide over half of the country's exports. Major economic challenges facing the government include reducing the public sector budget deficit, increasing efficiency and creating jobs (unemployment is estimated at 35%). There are good prospects for economic diversification in fields like tourism, fisheries and manufacturing.

104. South Africa has developed a sophisticated economy based on manufacturing, mining and financial services, consequently macro-economic indicators like interest rates and the strength of the Rand are critical. Today, services now account for most of South Africa's economy, surpassing the abundant mineral and energy resources that formed the core of the country's economic activity. Much of manufacturing is based on mining, while platinum has now overtaken gold and diamond exports. However, the country also has an economy consisting of the very poor whose livelihood and survival is based on near-subsistence agriculture or the informal sector, and for whom economic statistics are meaningless.

Relatively small improvements in living standards can thus make a huge difference to people's lives. In the post-apartheid era the government has focused on controlling the deficit while striving to step up spending on social programmes to combat inequality.

105. Since 1994 the South African Government has followed prudent economic policies which are beginning to show results through increased rates of growth. South Africa has recently experienced an impressive acceleration of economic growth, which bodes well for achieving the Government's objective of 4.5 percent average annual growth over the next few years and its 6 percent growth target by 2010. As a consequence, its economy is now by far the largest in Sub-Saharan Africa, and is thus exerting major influence on total output, trade, and investment flows of the African continent. It dominates the southern African region, where it plays a vital role in the regional economic institutions, such as Southern African Customs Union (SACU) and Southern African Development Community (SADC), and continental fora such as the New Partnership for Africa's Development (NEPAD).

106. Nevertheless, despite the size of the economy and recent improvements in growth, South Africa continues to face major social challenges of widespread unemployment, poverty, and problems with service delivery at the local level. Thirteen percent of the population lives in "first world" conditions, while at the other extreme, about 22 million people live in developing country conditions. In this latter group only one-quarter of households have access to electricity and running water; only half have a primary school education; and over a third of the children suffer from chronic malnutrition.

107. In the context of fisheries, fisheries depletion and ecosystem degradation, the baseline or 'business-as-usual' scenario without any intervention or assistance to encourage and adopt a transboundary ecosystem approach to fisheries paints a picture of countries undergoing rapid development and increasing commercial activities fuelling their economies, particularly in the oil, gas, mining and tourism sectors, but with insufficient consideration or planning being given to the critical sector dealing with renewable living marine resources which will inevitably suffer decline within this expanding commercial environment. Each of these growing commercial activities has an impact on the welfare of the marine ecosystem and threatening the sustainability of the LME's naturally-renewable resources. Traditionally the emphasis has been on exploiting natural resources to the full while providing limited long-term management or financial investment for effective and cooperative management of those resources. This is a particularly precarious and dangerous scenario for fisheries and associated biodiversity and the ecosystem as a whole. Alongside this 'uncontrolled' high level of development there is a parallel and effectively disenfranchised poorer population that gain little by way of benefits to their income or quality of life from this commercial expansion but stand to lose much by way of livelihoods, income and access to resources as a result of declining fish stocks and overall degradation of the coastal and marine ecosystem.

108. The TDA has already recognised the overall decline in fish stocks as a result of over-fishing and inappropriate management methods. This is further exacerbated by a naturally variable and complex ecosystem environment alongside general uncertainty regarding the status of the ecosystem and associated potential living marine resource yields. This has been further linked to the growing degradation of habitats and increasing pollution levels leading to the chronic decline in water quality and loss of species numbers. This is creating an overall imbalance in species distribution leading to damage in the food-web. All of this is occurring in a human environment where there is insufficient capacity, infrastructure or cooperative management practices for effective assessment and monitoring of the overall welfare of the ecosystem and the long-term effects of impacts on fisheries decline.

109. It is fair to say that the baseline has evolved positively over the last decade in terms of a more sustainable EAF coupled with a better understanding of fisheries management needs. The intervention and activities catalysed by the initial BCLME UNDP initiative (the BCLME

Programme) must take a significant amount of the credit for this achievement, alongside a growing sense of awareness and closer cooperation between the countries. Yet, despite the impressive level of cooperation and stakeholder partnership built through the BCLME Programme, along with a vastly improved understanding of the ecosystem and its fisheries, there is still an urgent need to translate this into cooperative policy and management strategies which are both binding at the regional level and replicable at the national level. The countries have made a significant commitment to this step through the signing of the Interim BCLME Agreement and the adoption of a structure and mandate for a BCC. Although this Commission has been formally agreed by signature from each country at the senior policy level there is currently no permanent or physical regional structure or regional management mechanism for the BCLME. Furthermore, there are no effective national level resource and institutional arrangements, and there is an urgent need for the adoption of associated policies and legislation to support a regional management mechanism. Inadequate long-term sustainable capacity to undertake and maintain management practices and activities for the LME (either at the national or regional level) also threatens fisheries sustainability. Also in this context, there is poor access to appropriate knowledge and best practices for transboundary LME management.

110. Worm *et al*¹⁵ point out that the on-going erosion of coastal and marine diversity (that is now accelerating on a global scale) is a trend which is of serious concern because it projects the global collapse of all taxa currently fished by the mid-21st century. Their findings further predict that the elimination of locally adapted biological populations and species not only impairs the ability of marine ecosystems to feed a growing human population but also sabotages their stability and recovery potential in a rapidly changing marine environment. This study concludes that there should be no dichotomy between biodiversity conservation and long-term economic development; they must be viewed as interdependent societal goals. The buffering impact of species diversity on the resistance and recovery of ecosystem services such as fisheries generates insurance value that must be incorporated into future economic valuations and management decisions.

111. In the context of the BCLME, this means that the restoration of marine biodiversity through sustainable fisheries management, pollution control, maintenance of essential habitats, and the creation of marine reserves, represents an investment in the productivity and reliability of the goods and services that the LME provides to the three countries. The analyses undertaken by Worm *et al* strongly suggests that 'business-as-usual' would foreshadow serious threats to LME-related food security, coastal water quality, and ecosystem stability, affecting current and future generations. Yet the study also concludes that the available data suggest that at this point, these trends are still reversible.

PART II: Strategy

Project Rationale and Policy Conformity

112. GEF 4's Strategic Programme 1 identifies the now-serious problem of depletion of fish stocks through over-fishing and non-selective and/or destructive fishing practices. This concern is also closely linked to adverse impacts on biological diversity through both cause (the harmful impacts of fishing practices on ecosystem biodiversity) and effect (the potential collapse of fish populations as important biodiversity linkages are damaged by other impacts such as pollution or coastal degradation). The inevitable outcome of this situation, if

¹⁵ Boris Worm, Edward B. Barbier, Nicola Beaumont, J. Emmett Duffy, Carl Folke, Benjamin S. Halpern, Jeremy B. C. Jackson, Heike K. Lotze, Fiorenza Micheli, Stephen R. Palumbi, Enric Sala, Kimberley A. Selkoe, John J. Stachowicz, Reg Watson. Impacts of Biodiversity Loss on Ocean Ecosystem Services. *Science*. Vol. 314. 3rd November 2006.

unchecked, will be irreversible damage to regional fisheries, to coastal economies and to their dependent communities.

113. Within the BCLME this represents a serious transboundary problem for the three participating countries, as well as a global concern requiring multilateral action and assistance. GEF 4 has recognised that the global impact of the decline in fish stocks and associated destructive fishing practices is having long-term and chronic implications in terms of depletion of species and biodiversity alongside an overall loss of ecosystem integrity, stability and function. The BCLME represents one of the most productive LMEs in the world, yet it is also one that is experiencing increasing pressure on its fisheries and on the transboundary ecosystem as a whole.

114. From the background and baseline descriptions it is clear that the initial GEF assistance to the BCLME Programme has acted as a catalyst for a number of very significant achievements. The GEF Programme, in cooperation with a number of donors, has supported a regionally driven process with strong national commitment. It has done this by providing the necessary funding and impetus to develop and maintain growing partnerships for scientific research, study and analysis; by building on these partnerships to enhance capacity and capture sustainability of efforts; by testing applications relevant to EAF and the better understanding of Environmental Variability (including forecasting and prediction); by initiating a process which informs and enlightens on the social and economic benefits of the LME management approach; and by embracing the long-term commitment to a multipartite LME Commission with an associated binding treaty. In short, the BCLME Programme has created a very positive momentum toward an active and effective management strategy for a priority LME that shows every signs of being not only successful but innovative and ground-breaking in a manner that will act as a model for ecosystem governance in other LME regions.

115. However, the BCLME Programme is approaching a critical juncture wherein the successful first stage of partnership development and the advancements in knowledge and understanding of the LME and its components need to be translated into both national and regional transboundary ecosystem management procedures and mechanisms. This needs to be achieved essentially through implementation of the SAP (particularly in term of policy, legislative and management reforms) as part of the adoption of the Interim BCLME Agreement, the creation of the BCC, and evolution and development of a full multilateral Treaty. This strategy of using foundational processes to support and stimulate political commitment and collective action which can then deliver policy, legislative and institutional reforms is in line with the aims of the GEF 4 Strategic Programmes (SPs). This next stage is critical if the overall intent of adopting a sustainable and effective LME management strategy is to be realised. There is a genuine risk that this momentum could be lost and that the existing partnerships could unravel if the successes and achievements made so far are not consolidated and stabilised through permanent mechanisms, structures and agreements. There is a strong political willingness and commitment to identify and adopt such a permanent strategy with its associated infrastructure and formal agreements, but politicians and their advisors are understandably cautious and need to feel assured that any such long-term commitments and binding arrangements are workable and practicable. This is particularly important to the three participating countries in view of the fact that such an innovative LME management approach has not been tried before and that the BCLME Programme will be very much a testing-ground for such a strategy. Consequently, there is a positive intent to move forward but there is also a strong determination that this should be undertaken in a flexible and transparent manner that serves to build the valuable and essential trust and partnerships that are the mark of success of the earlier stages of the BCLME Programme, and which will provide the strong foundation for a Commission and associated Treaty, while easing the passage for requisite national reforms and national political understanding and support for the entire LME process. In this context, the countries have demonstrated and continue to

demonstrate growing commitment and determination to adopt an LME management approach, yet there are still outstanding issues and concerns that need the guidance and support of outside agencies such as GEF and other donors.

116. The development and adoption of a full BCC is one critical component of a sustainable LME management Strategic Action Programme that needs to be tested and finalised. Being a new regional body which currently represents an ‘unknown’, to the three participating countries and to other LME stakeholders, there is a significant role for the GEF-funded BCLME SAP IMP Project to play in acting as a mediator and facilitator in this process. For the Commission to be a success it will need a formally binding Agreement or Treaty as its foundation and this will require detailed discussion and negotiation. Such a process needs to be truly transparent and fully participatory and, in this context, GEF assistance will be of significant value in helping to arrange and facilitate the necessary negotiation processes (stakeholder meetings, partnership conferences and high-level regional policy meetings).

117. The Commission will be a regional body with an underlying regional Treaty. However, the decisions of the Commission and the intentions of the treaty will need to be reflected at the national level by way of policy amendments and realignment of governance in support of the LME management approach. This will require initial sensitisation of senior management and higher policy level staff within the public sector if such changes and amendments are to be recognised as advantageous and essential. This sensitisation will require careful packaging and presentation of BCLME information (including social and economic benefit identification) that can best be done at the regional/ programme level albeit for national dissemination. The BCLME Programme has created and captured a wealth of knowledge and information on both specific and general issues related to the LME. This knowledge will need to be interpreted to represent management options and to justify policy decisions and the potential realignment of legislation and management processes. Again this is an activity that could best be supported by GEF. The standard use of indicators and the GEF LogFrame process would be of great value in ensuring that such realignment of governance processes conforms to a realistic work plan and roadmap. Furthermore, GEF has a particular interest (especially in view of its role as a financing mechanism) in ensuring that the evolution of the Commission and associated LME management process includes appropriate and timely ratification of pertinent regional and international multilateral treaties and protocols (e.g. MARPOL, UNCLOS, CBD, NEPAD, etc.).

118. Despite substantial advances in capacity building and improvements in training the countries have confirmed that there are still significant shortfalls in skills and abilities at the institutional and individual level. Without further efforts to address these shortfalls at least one and possibly two of the countries may find it extremely difficult to meet their commitments to the LME approach and to the requirements of the new Commission *vis-à-vis* natural resource and ecosystem management practices at the national level simply due to the absence of the requisite skills. Some of the institutions associated with the BCLME Programme are also still lacking in basic infrastructure. Although much of this may be considered as national responsibility in the long-term, it is fundamental to effective national involvement in LME management and therefore to the success of the overall BCLME management strategy.

119. Under the GEF 4 Interim Strategy and Priorities for International Waters (IW), Strategic Objective (SO) 2 aims **to play a catalytic role in addressing transboundary water concerns by assisting countries to utilize the full range of technical assistance, economic, financial, regulatory and institutional reforms that are needed, including active leveraging of co-financing.** This SO therefore has a specific focus on the implementation of strategic action programmes through institutional realignment and policy/legislative reform and harmonisation. It also aims to enable participating states to develop the necessary capacity to meet national commitments such as the Johannesburg WSSD targets on

sustainable fisheries, various pertinent Millennium Development Goals (MDGs), etc. Furthermore, the SO should promote effective sustainability through the identification of appropriate long-term funding mechanisms. In all three contexts, the BCLME SAP IMP Project demonstrates a close fit to this Strategic Objective.

120. One major transboundary water concerns that has been adopted as a priority by GEF is the depletion of coastal and marine fish stocks and associated biological diversity. Consequently Strategic Programme (SP) 1 of GEF 4 focuses on **Restoring and sustaining coastal and marine fish stocks and associated biological diversity**. The impact from the decline of fish stocks and associated degradation of marine ecosystems represents a global risk as well as a direct threat to the communities and economies dependent on these resources and the sustained welfare of the ecosystems. GEF is committed to supporting policy, legal and institutional reforms and developing multi-agency partnerships that will contribute to the WSSD targets for sustaining fish stocks. This includes regional reforms in governance, access rights, and enforcement so as to better promote the adoption of ecosystem based approaches to assessment and management of fish stocks. SP1 in particular refers to the need to adopt and use the International Code of Conduct for Responsible Fisheries alongside other important tools such as the designation and effective management of marine protected areas (MPAs).

121. The BCLME SAP IMP Project will aim to restore depleted fisheries and reduce coastal resource degradation within one of the world's most commercially important and strategic LMEs. The Project will be primarily addressing the LME module on Fish and Fisheries, as living marine resources are the principle area of concern to the countries. However the sustainable management of these living marine resources cannot be addressed in isolation from the importance of related productivity, the effects of pollution, associated biological habitat, and the need to maintain the overall welfare and quality of the ecosystem as a whole within a highly variable environment. Closely linked to these by way of cause and effect are the socio-economic implications of coastal communities and industries. Therefore, all 5 LME modules are essentially embraced within this project.

122. This Project builds on the TDA and the subsequent significant body of work undertaken through the initial stages of the BCLME Programme in testing and developing scientific and operational level strategies toward understanding the ecosystem and its management requirements. The Programme is now ready to scale-up its operations to establish an effective transboundary ecosystem management regime for living marine resources through the implementation of stress reduction measures and ecosystem-based management programmes based on the guidelines and information captured from completed Programme activities. This management regime will be delivered through outputs that implement and secure regional and national reforms (at the policy, legal and institutional level) within priority thematic areas which have already been identified and agreed within the SAP. In coordination with these reforms and realignments, the Full Project will implement a strategic regional work plan (based on country needs) to deliver the requisite TCB aimed at providing actual skills and expertise to support an integrated national and regional level management approach for the LME, and to deliver the required realignment of policy, legislation and management approaches at the national level.

123. The initial BCLME Programme initiative has already covered a number of the Operational Programme (OP) requirements and activities including:

- conducting a transboundary diagnostic analysis to identify priority transboundary environmental concerns;
- formulating a SAP of actions each country needs to take to address the priority transboundary concerns and to leverage non-GEF resources for implementing both baseline and additional actions;

- supporting the incremental cost of technical assistance, capacity building, limited demonstration activities, and certain investments needed to address the priority transboundary concerns;
- encouraging the use of sound science and technological innovations for management.

124. As well as focusing on the maintenance and sustainability of the commercially-important living resources, this Project will also address other national and cross-border management challenges including habitat restoration and conservation as a means to protect the foundation ecosystem that supports these resources. The Project will also aim to engage the private sector directly into the management and solution process (through their input to monitoring, self-regulation and provision of expertise and resources), to assist with capacity building, and the identification and capture of innovative mechanisms for sustainability (financial, policy, etc) that can provide possible multiple benefits at the socio-economic level beyond just the management of the ecosystem itself. The activities to achieve these outputs, and their progress, will be monitored through the use of appropriate and measurable IW indicators, and verified through a evaluation and monitoring (M&E) process to be adopted and implemented as an early priority under the Full Project phase. These indicators will aim to identify positive improvements in sustainable fisheries and habitat protection as well as indicating effective transboundary institutional performance and long-term financial sustainability. In so doing, the full Project will link the forecasting and monitoring processes at the LME level (using IW stress and environmental status indicators) to the monitoring and evaluation of the Commission and its institutional structures (IW process indicators) through the Project's overall M&E framework.

125. As well as focusing on the maintenance and sustainability of the commercially-important living resources, this Project will also address other national and cross-border management challenges including habitat restoration and conservation as a means to protect the foundation ecosystem that supports these resources. It has been demonstrated that biodiversity and habitat loss along with the associated loss of species types and numbers affects marine ecosystem services (particularly fisheries) across temporal and spatial scales. In this context management will extend to the identification of relevant national and transboundary (where appropriate) areas for designation as zones of protection and conservation (MPAs).

126. One important component which would deliver further global benefits (and which further captures the principles of the GEF 4 Strategic Objectives) is the enhancement of communications, outreach, and learning through the capture of knowledge products and best practices (wherever possible using targeted learning practices) and their transfer and replication through an evolved regionally and globally networked knowledge management system with other LMEs. This will also assist in promoting south-to-south experience in sharing and encouraging replication strategies within other LME water bodies.

Project Goal, Objective, Outcomes and Outputs

127. The **Goal** of the proposed project will be **the overall reduction in degradation of the BCLME, with emphasis on the restoration of its depleted fisheries, through effective implementation and long-term sustainability of the BCLME SAP**. This is in direct accord with the GEF 4 IW SP 1.

128. The initial work of the BCLME Programme has successfully addressed much of GEF 4 Strategic Objective 1 through the fostering of international, multi-state cooperation within a high-priority transboundary water body (LME) to encourage a more comprehensive ecosystem-based approach to management alongside political commitments (culminating in the BCC and its Interim Agreement).

129. The third independent Overall Performance Study of the GEF (OPS3 - 2005) concluded that the IW focal area was now ready to move from a testing and demonstration mode to scaling-up of full operations in support of agreed incremental costs of reforms, investments and management programmes necessary to reduce stress on transboundary ecosystems. It also concluded that this transition from knowledge capture, along with testing and demonstrations of applied technical methodologies to on-the-ground policy reforms and stress reduction measures would now be the primary focus of work in IW under GEF 4.

130. In furtherance of this intention, the **Objective** of this next phase of the BCLME Programme therefore would address SO 2 - **the implementation of the BCLME SAP through the adoption of national policy reforms, the sustainable institutionalisation of a regional Commission, and the endorsement and ratification of a binding international Treaty for the LME.** In order to achieve this, the incremental scenario for the BCLME Programme would require the following indicative Outcomes (and their associated Outputs) to be realised:

Outcome 1: A Benguela Current Commission Infrastructure and Associated Treaty

131. The SAP recognises the urgent need to halt depletion of fish stocks and associated biodiversity degradation within the BCLME. It identifies the clear linkages between these concerns and the impacts from poor management of offshore, coastal and watershed activities (e.g. mining, drilling, land and marine based pollution). It further recognises the need to understand and resolve these issues within the context of dynamic environmental variability. The SAP clearly addresses the need to adopt appropriate institutional and management structures at the regional level in support of these aims. This is in accordance with the GEF Council-approved mandate of utilising an integrated, ecosystem-based approach to the management of transboundary water systems.

132. The key to the overall long-term success of the LME management approach as a mechanism for restoring depleted fish stocks and protecting associated biodiversity is an effective operational regional Commission with an adopted and ratified legal Agreement guiding its policy and actions. An Interim Agreement has already been adopted by all 3 countries and this will need further negotiation into a binding and ratified international Treaty, but country commitment is already clearly on record both within the original SAP and through the unanimous formal adoption of the Commission itself. Such a formal Commission will need immediate support in adopting a structure and *modus operandi*. The countries have committed to financial and human resources in support of the Commission but recognise the need for input and assistance from GEF and its Implementing Agency in order to rationalise the Commission's operational structure and functions and to provide secretarial support during the initial stages. While the new Treaty is under negotiation it is considered to be both appropriate and timely to review the SAP and reaffirm commitment along with any revisions that may reflect new timescales and scheduling. This updated and newly endorsed SAP would then be integrated within or appended to the formally agreed Treaty as a Regional Action Plan (RAP) for the BCC. This RAP would have an agreed work plan with benchmarks and time-linked deliverables as well as a budget that defines expenditure on the institutional structures and activities of the BCC.

Output 1.1. Establishment of a Permanent Regional Structure and Action Plan for a Benguela Current Commission:

133. The countries have discussed and agreed on an initial structure for the Commission and its associated management and technical groups. The GEF SAP IMP Project will take on a supportive role for initial implementation of the Commission and its structure. The

structure will be reviewed as part of the negotiation of a formal BCLME Treaty (evolving out of the Interim Agreement) and thereby negotiated and accepted between the countries as part of this binding international agreement. It is intended that this Treaty and the revised structure (as and where appropriate) would be adopted within three years of Project inception. The SAP IMP Project Management Unit (PMU) will initially perform the function of the Commission Secretariat until an effective independent Secretariat can be agreed and adopted by the countries through their independent support and financing. The PMU for the SAP IMP Project would therefore fit within this Output with many of its functions evolving into the Commission Secretariat (bearing in mind that the SAP IMP Project would, in itself, still need an independent PMU to serve Project activities). The following draft structure is proposed. See also **Section IV Part Two – Project Organogram**.

134. **Ministerial Conference:** This represents a formal meeting of stakeholder Ministers from the three BCLME Programme countries on a regular (annual or biennial) basis. This would be the highest organ of the Commission where regional policy and commitment would be agreed. The decisions of the Ministerial Conference would be transmitted to the BCC Management Board.

135. **Management Board:** This Board will deal with the more frequent policy issues and overall monitoring of progress related to the decisions of the Ministerial Conference. In effect, this body will take over the role of the present BCLME Programme Steering Committee (N.B. although a GEF-funded BCLME SAP Implementation Project will still need its own Steering Committee, representation may be similar on both).

136. **Management Advisory Committees (MACs):** These are the functional operational and management bodies for the BCC and will focus on specific thematic and socio-political areas directly related to sustainable fisheries and preservation of associated biodiversity within the LME. One of their primary functions will be to fulfil the regional requirements of the SAP and to help to define (through proposed policy and legislative reforms, guidelines and codes of conduct) how these might best be implemented at the national level. Representation would be from the senior management and operational level and it may prove to be appropriate to adopt arrangements so that the chair of each MAC sits on the Management Board (above). In line with the agreed SAP policy actions, the following areas would be addressed by individual MACs (although the Commission is not necessarily limited to these):

- A. Harmonised Management of Harvested Living Marine Resources (LMR): This would include the elaboration of a Regional Structure/Organ as well as the adoption of coordination mechanisms for cooperative joint surveys and assessments of LMR (including shared stocks) and the identification of resource-environment linkages. This Regional Structure would also be responsible for negotiating agreements on standardised fishing gear and fisheries conservation measures as well as the adoption of a BCLME Code of Conduct for Responsible Management and Harvesting of LMR which embraces the concepts and intent of the 1995 FAO International Code of Conduct for Responsible Fisheries. The overall guiding principle would be one based on the adoption of an EAF management with associated transboundary Operational Management Procedures and regional level assessments and controls over catch quotas, etc. This would need to be closely coordinated with national commitments to South East Atlantic Fisheries Organisation (SEAFO).
- B. Mariculture Management: Including the negotiation of a Regional Mariculture Policy that balances current trends and future growth potential against mitigation of impacts to the ecosystem. This will be undertaken in cooperation with SADC. The promotion of mariculture is seen not only as a means of reducing pressure on wild stocks of living marine resources while cost-effectively meeting national demands,

but also as a means of promoting alternative livelihoods and providing employment.

- C. Mineral Prospecting, Exploration and Extraction: Including the development of a Regional Framework for Enhanced Consultation aimed at mitigation of impacts and reduction of inter-sectoral conflicts while ensuring long-term benefits. One focus of this Framework will be the development of partnerships between industry and regulatory sectors (monitoring and compliance), specifically in relation to co-funding. This MAC would also coordinate a Programme for Impact Assessment of the Point-Source and Cumulative Effects of Mineral Exploitation on the LME. The sustainability of LMR and associated critical habitats within the LME are under direct impact and threat from inappropriate exploration and extraction processes which create damage to extensive areas of seabed, interfere with fishing practices and introduce harmful pollutants both directly into the marine environment and indirectly as run-off or through discharge into river systems.
- D. Environmental Variability and Climate Change Prediction: Including the adoption of a predictive Regional Early Warning System. This will require a coordinated and cooperative BCLME Monitoring Programme for Environmental Variability that focuses on establishing an initial baseline (using a combination of existing and historic data series and real-time analysis of field parameters). Cooperative monitoring will be particularly important in relation to ocean-monitoring networks (e.g. Pilot Research Moored Array in the Atlantic (PIRATA)). Regular status reports will be used by the Commission for predicting future trends and for responding to real-time needs such as oil spill response and disaster contingency planning. This improved predictability of transboundary perturbations will allow the Commission and its organs to develop appropriate resource management strategies and policies. This MAC will also coordinate discussions relating to the development of a Global Collaborative Strategy for Climate Change Implications. Upwelling systems play a major role in global climate patterns, especially in relation to carbon sources and sinks. The Commission will cooperate with the appropriate international agencies and bodies in providing information on likely feedback mechanisms and in predicting long-term trends and shifts in climate change related to the BCLME. Environmental variability (both natural and anthropogenic) inevitably affects fish populations and other living marine resources, adding to the suite of impacts and changes with which they have to contend.
- E. Maintenance of Environmental Quality and Pollution Contingency Planning: Focusing on the adoption of a Harmonised Strategy, this will include the development of standardised regional environmental quality indicators (utilising the IW Indicator approach), measurement techniques and data analyses. It will further include agreements on the enforcement of water quality and discharge standards (including waste quality criteria for receiving waters), and cooperative mechanisms for monitoring and surveillance. The three countries will cooperate in the adoption of a Regional Approach to Pollution Control, Response and Contingency Planning, including sharing of technology, expertise and equipment. This will target specific priority threats from the oil and gas industry, mining, and marine litter. Maintenance of water quality standards alongside effective monitoring of pollutants is an essential requirement to protect and restore living marine resources within the LME.
- F. Biodiversity Conservation and Management: Including a Cooperative Regional Assessment of Vulnerable Species and Habitats and a Regional Marine Biodiversity Conservation and Management Plan. These will include the development of a database and identification of appropriate actions to reverse harmful trends in the loss of habitats and reductions in species numbers, and the identification of priority

MPAs (especially any appropriate transboundary MPAs) along with a ‘roadmap’ for designation and management of these MPAs, a regional policy for the management of ballast water at ports and in the EEZs of the three countries. This Marine Biodiversity Plan will be closely coordinated with the SADC ‘Southern African Biodiversity Support Programme’ (SABSP). Such a plan, coupled with designated management and conservation areas, will provide essential protection to important nursery areas, feeding and breeding grounds, and other strategic habitats necessary for the conservation and sustainability of living marine resources. It will also provide important ‘no-take’ zones which will reduce pressure on fish stocks at critical stages in their life-cycles.

- G. Socio-economics and Development Strategies: Including a Cooperative Socio-economic and Developmental Analysis for LMR Utilisation. This would involve an economic analysis of various living resource harvesting approaches and methods balanced against the overall sustainable value of the ecosystem at both the regional and global level. An assessment of currently non-exploited but potentially harvestable species would be included in order to gather appropriate baseline information and to assess the potential impacts of future exploitation upon the ecosystem. This would place the LME into its appropriate context from the point of view of the value of fish stocks as a renewable resource, and therefore the value of the LME and its critical ecosystem function in providing LMR for nutritional, livelihood and community/national economic benefit.

137. Individual MACs would explore the various management options applicable at the sectoral level with a view to initiating and sustaining operational activities for BCLME management. The aim would be to ensure a fully participatory management approach with specific voice given to currently disengaged (and therefore disenfranchised) groups, particularly at the community level, whose ultimate welfare and survival depends on management decisions made in relation to the LME and its living marine resources. Co-management would also ensure the opportunity for all stakeholders to understand the economic and political drivers behind LME management, particularly in relation to major industrial concerns whose influence is generally highly significant but whose motives and agendas are not always understood or trusted.

138. **Secretariat**: This will be the body that is responsible for the day-to-day administration and management of the BCLME Programme as directed by the Management Board. In many respects this body will eventually take over the functions of the existing Programme Coordination Unit of the BCLME Programme.

139. **Ecosystem Advisory Committee (EAC)**: This will be the technical and scientific advisory organ to the Commission and to this extent inherits what were the previous functions of BENEFIT. The EAC will coordinate the regional Ecosystem Working Groups (EWGs) in providing the analyses of data and information for the Commission for use at the management level as well as advising the national level technical focal points on national scientific requirements. Some specific duties of the EAC would be:

- Agreement on standard monitoring and compliance programmes focusing on the fisheries-related components of the BCLME and based on inputs from the EWGs (below), standard IW indicators and MCS guidelines. These would be passed on as recommendations to the Management Board. Once adopted they would be transferred to each country as national strategies for inclusion in their NAPs (BCLME National Action Plans - see below).
- Agreement on standard processes for data collection, analyses and interpretation and the appropriate packaging and transmission of that data to management and policy level. The EAC would also receive and respond to requests from the Management Board and/or the MACs for specific data capture and analysis to support specific management decisions and operational activities.

140. **Ecosystem Working Groups (EWGs):** These will be focused scientific groups looking at specific thematic areas impacting on or directly related to fisheries and the sustainability of fish populations, particularly with a view to providing supportive data and information to the MACs. These groups would include (but not be limited to):

- Fish Population monitoring and assessment
- Mariculture
- Pollutants
- Biodiversity Conservation and Management (esp. vulnerable commercial species and associated habitats) including MPAs and designated management areas
- Environmental Variability
- Socio-economics and Development related to fisheries (commercial, artisanal and subsistence)

141. Each of these groups would have four priorities among their various functions and mandates. These would be:

- **The identification and adoption of appropriate IW indicators specific to each thematic area for use by the relevant institutions in each country.** These would focus on Process (e.g. adoption of legislation and policy), Stress Reduction (e.g. concrete actions to reduce impacts such as reduced fishing effort or construction of treatment facilities to reduce harmful discharges) and Environmental Status (e.g. collected data showing more sustainable populations/stocks of a certain commercial species or measurable improvements in water quality that would benefit such commercial species).
- **The development of mechanism for national implementation of monitoring MCS** using the adopted indicators from (above) and designed to be compatible with GIWA (Global International Waters Assessment) and its successor, TWAP (Transboundary Water Assessments Programme).
- **Identification of further specific studies related to fisheries restoration and sustainability and associated habitat conservation and restoration within the LME.** These include more detailed studies on the effects of coastal sedimentation, land and marine based sources of pollution, non-consumptive ecotourism issues (e.g. coastal development) and the absence of integrated coastal management approaches as on-going constraints toward effective living resource management within the LME. Further work is also needed in the context of the petroleum and mining industry and its effects on fisheries, as well as general tourism and aquaculture, all of which have linkages to effective LME resource management. Oil and gas exploration, already ongoing in Angola and some parts of Namibia, is a particular concern for the entire LME. The biodiversity of estuaries and the sustainable management of artisanal fisheries are more serious concerns for Angola but ones that have a direct effect on, or relationship with the LME and therefore need to be address. Critical studies on transboundary fish stocks and shared populations are also urgently needed throughout the LME. There is also a weakness in relation to the absence of an effective network of MPAs supporting critical habitats and/or threatened and endangered species.
- **Identifying further institutional improvements and training requirements to assist Outcome 3 (on Securing Sustainable Capacity).**

142. Information on proposed indicators and guidelines for monitoring and compliance as well as proposed capacity building requirements would be passed on to the appropriate MACs for endorsement to the Management Board and then for inclusion in the NAPs for national implementation

Output 1.1 Delivery Indicators:

- An established and permanent Commission with all requisite regional structures in place and responsibilities defined. This would constitute part of the binding agreement negotiated under 1.2 below.
- Regional strategies for national policy and legislative realignment and harmonisation to reflect a transboundary management approach of the LME and its fisheries (including ToRs for national institutes and Stakeholder Groups)
- Adoption of a standardised regional monitoring and assessment programme for the LME for distribution to (and adoption by) the countries (including standardised data collection, analysis, packaging and transmission). This will be based on relevant IW indicators of Process, Stress Reduction and Environmental Status, and linked into an Adaptive Management Strategy
- Overall monitoring of Project Performance (linked to the regional and national monitoring and assessment programmes) feeding into best practices and lessons learned under 4.1 below
- Identification and work plan for further studies related to understanding of the LME, its fish populations, and associated habitats and key species.

Output 1.2. Negotiation and Formal Signature of a Regional Multilateral Binding Agreement

143. Building on the far-reaching commitments made within the BCC Interim Agreement which was signed in 2006, the next phase of the BCLME Programme would initiate and complete negotiations for a binding long-term multilateral agreement. These negotiations would involve extensive stakeholder consultations to ensure meaningful participation at the national level throughout all sectors and in close consultation with legal departments and the Ministries responsible for Foreign Affairs. Progress would be reported to the Commission through national representatives and the ratification of such an international agreement would be scheduled to coincide with the formal adoption of the final and agreed BCC and its structures and functions following the 3-year review as defined in Output 1.1 (above). In order to ensure conformity and harmony with the newly-evolving BCC and to give credence and direction to the Treaty negotiations under the Full Project, the BCC will require appropriate parties to review the SAP (which was signed in early 2000, and would therefore be some 10 years old at this point) and to make recommendations on any revisions amendments or additions that may be appropriate or necessary, with particular consideration given to legal implications. It is expected that the SAP will become a part of the formal Treaty and that the latter would require its review on a regular (3-5 yearly) basis as defined by the Commission. In this context the intention is not to re-write the SAP but merely to review it for gaps and any amendments arising from changes in understanding or policy. The primary intentions of the SAP will remain as agreed. The actions proposed within the SAP would be rationalised within the new draft Treaty as formal and integral components of this Treaty. In this context, sections or Protocols of the Treaty would need to capture specific policy actions as identified within the SAP. These would include:

- A BCLME Code of Conduct for the Responsible Management and Harvesting of LMRs. This would incorporate the concepts and requirements of the FAO Code of Conduct on Responsible Fishing as well as a newly-negotiated Regional Mariculture Policy.
- A Code of Conduct for Mineral Prospecting, Exploration and Extraction within the BCLME, with emphasis on the need to protect and restore fisheries within an overall commercial landscape.
- A Code of Conduct for the Maintenance of Environmental Quality within the BCLME.

- A Regional Cooperation Agreement on Pollution Contingency Planning and Response.
- Adoption of an Early Warning System for Prediction and Responses to critical Environmental Variations within the LME.
- Formal Guidelines for Marine Biodiversity Conservation and Management Planning in support of the conservation and protection of living marine resources

144. A **Regional Action Plan** derived from the review and revision of the existing SAP. This RAP would identify specific targets for regional management of the BCLME's fisheries and other living marine resources. It would further define these targets in terms of benchmarks over a 3-year period, along with achievement indicators, responsibilities for delivery and an allocated outputs-based budget. All of this would be formally agreed by the BCC and would represent a regional template upon which **NAPs** would be based (see below under Output 2.2). The RAP would form part of the binding international Treaty as a permanent Annex to be updated every 3 years by the Ministerial Conference.

145. As well as including a roadmap and benchmarks for delivery of the specific policy actions highlighted above, the RAP would also target the following measures that have been identified as critical to effective policy and governance at the regional (and where appropriate national) level.

- Sustained, targeted public information campaign on socio-economic benefits of shared stock management and an overall ecosystem approach to managing the LME, including the importance of the BCC in this process. This should relate ecosystem welfare to fish stock survival and recovery.
- Assistance to countries in updating EIA methods and requirements to include the development of implementation guidelines and the training of appropriate staff in the evaluation of EIAs. This is particularly urgent in Namibia.
- Identification and establishment of cross-border MPAs/ Management Zones that focus on the re-building of fish stocks and the protection of areas of critical habitat.
- Identification and establishment of targeted protection or management zones for specific commercial species (e.g. hake, pilchard, horse mackerel)
- Codification of policy intentions and management principles for each commercial fishery by country and by region, the latter to evolve into a common foreign fisheries policy aligned with SADC Fisheries Protocol objectives.
- A harmonised system of fees and levies on shared stocks.
- Complementary national mechanisms for dealing with IUU fishing, capacity levels for fishing and processing, and related to by-catch and incidental seabird catch
- Regulation of artisanal fisheries as part of an effective management strategy for BCLME fisheries resources, to include mechanisms for data collection and for tracking and ensuring compliance (at a realistic and pragmatic level of sustainability)
- Ensuring complimentary alignment between SEAFO and BCC as a cost-effective and credible measure
- Improved cooperation between countries for data collection on sources and impacts of marine pollution
- A BCC MARPOL implementation strategy as part of the overall agreement under the BCC
- Complementary EAF management and particularly with respect to shared stocks
- Improved access to and use of website-based information systems by BCC and fisheries-related stakeholders
- Cost-benefit analysis of sharing scientific, management and administrative resources at the ecosystem (regional) level for improved efficiency of shared stock management

146. The Codes, Strategies and Agreements and the draft RAP would be evolved and negotiated by the MACs (See **Output 1.1**) taking into account any appropriate scientific and technical advice from the EWGs, and would be intended for adoption at the national

level (see **Outcome 2**). Wherever possible, these Codes, Guidelines and Agreements would embrace national commitments to other appropriate regional and global Multilateral Environmental Agreements (MEAs), and in particular those related to living marine resource management and conservation.

Output 1.2 Delivery Indicators:

- Review of BCC structure and function under Interim Agreement in order to finalise formal commitments within Treaty
- Review and ‘Gaps-Analysis’ of original SAP
- Negotiation and Adoption of a Regional Action Plan (evolved from the SAP) for inclusion in a binding regional LME Treaty
- Signature and ratification of a binding regional LME Treaty
- Ratification of selected Protocols relating to specific Codes of Conduct, Guidelines and Agreements (see above)

Outcome 2: National Level Policy and Management Reforms

147. The initial BCLME Programme activities have achieved a notable level of success in developing trust and cooperation at the scientific and technical management level, along with a high level of understanding related to the positive social, economic and environmental implications of effective and integrated management of the BCLME and its fisheries resources and associated biodiversity. This now needs to be replicated at the senior management and policy level throughout the three participatory countries and across the various sectors (including both public and private). The original, agreed SAP lists the priority policy actions necessary to effectively implement an ecosystem approach to the management of the living marine resources of the LME. Outcome 1 (above) identifies the structures and negotiated agreements that would capture and adopt these policy actions at the regional level in support of the Commission and its sustainable management of the BCLME. This Outcome (2) provides the next step which is the adoption and implementation of the policy actions at the national level. The countries themselves will identify the appropriate type and scale of policy (and associated legal and/or institutional) reforms necessary within each country in order to embrace the overall requirements of an LME management approach at the national level. The countries will further define a draft ‘roadmap’ for how these reforms would be approached and successfully completed during the BCLME SAP IMP Project. In implementing this ‘roadmap’, the countries will adopt and initiate a realistic and timely work plan for delivery of these reforms, based on the Outputs from the regional MACs, within the timescale of the GEF funding, to ensure that such reforms can be in place before the closure of the Project. This work plan will have clearly defined benchmarks of success with indicators (reflecting IW priorities) allowing effective evaluation and reporting back to the BCC. The implementation of these reforms is central and paramount to the overall success of the BCC and the BCLME management approach, and to ensure effective implementation of the formally endorsed SAP objectives and deliverables. Therefore, it is essential for the GEF-funded BCLME SAP IMP Project and for the Commission to maintain a rigorous review, evaluation and reporting process for these reforms.

Output 2.1. Establishment of National Structures in support of a Benguela Current Commission (BCC)

148. The logical structure of the Commission would need to be reflected at the national as well as at the regional level in order that the decisions made by the Ministerial Conference and associated guidelines from the MACs and EWGs can be translated into national policy and operational activities. Each country will designate a National Focal Institute (NFI) for the BCLME SAP IMP Project. The role of the NFI will be to provide a conduit for coordination of BCLME SAP IMP activities and requirements between other national stakeholder institutions (e.g. those dealing specifically and primarily with fisheries, as well as associated stakeholder sectors and agencies such as those dealing with environment, tourism, agriculture,

water resources, mining, etc) and the regional organs of the Commission. Each institute will have the following focal persons:

National Policy Focal Point: This person would act as the coordination point between senior management and policy makers within national governments and the regional MACs. The NPFP would also attend the Ministerial Conferences either as the representative or in an advisory capacity to the national Ministers. It is probable that this person would also be the principal representative to the BCC Management Board.

National Technical Focal Point (NTFP): This person would coordinate between the technical directorates of the relevant national agencies and the MACs/ EWGs. It is also advisable that this person would be the national representative on the EAC.

149. Countries will adopt an internal national structure for stakeholder participation in the national implementation of the Treaty and decisions of the Ministerial Conference. Such a structure will be negotiated and adopted during the SAP Implementation Project lifetime, as will be final agreement on all regional and national Commission structures. The Stakeholder Participation Plan (see Annex VIII) identifies in particular the need for national as well as regional sectoral working groups, with the specific aim of facilitating the participation of a wide spectrum of resource users into the BCLME SAP implementation process. More specifically, these groups will provide a forum for such stakeholders to provide input to processes such as BCLME Treaty negotiation and national policy harmonization that directly impact their operations. In order to ensure that these inputs are also translated to the regional level, regional working groups for each sector would also be established. The Project will also ensure the inclusion of relevant grass-root stakeholders alongside higher level decision-makers to encourage effective and comprehensive dialogue.

Output 2.1 Delivery Indicators:

- A designated BCLME National Coordinating Ministry with an appropriate NFI and requisite dedicated staff to support the BCLME SAP IMP Project and the BCC at the national level.
- A National BCLME Stakeholder Group with defined ToRs (following guidelines from the Commission) and with comprehensive and appropriate participation
- Annual Reports to the Commission from each NFI describing national activities related to effective BCLME management (particularly policy, legislative or management process amendments)

Output 2.2. Enactment of National Policy and Legislative Reforms

150. This Output aims to address two important linkages between the BCLME Treaty and other national and regional requirements. First it will address the need to link the BCLME Treaty into a National Action Plan (NAP) for each country within the BCLME.

151. Each country will adopt a **National Action Plan (NAP)** based on the guidelines and directives, work plans and benchmarks captured in the RAP developed as part of the Treaty. As with the RAP, the NAPs will have associated budgets and achievement indicators. Although the focus is primarily on the restoration and sustainable management of fish stocks and fisheries, these NAPs will need to capture related national initiatives (e.g. NEAPS, NBSAPs, etc.) which have important functions in the conservation and management of the ecosystem and therefore in the welfare of its living marine resources. The NAPs will further need to take into consideration national economic plans and sectoral economic policies, and to integrate these with the BCLME transboundary ecosystem management approach. Each country will incorporate the deliveries from Output 1.2 (particularly the codes, strategies and agreements) into the development of a NAP with appropriate national policy realignment, harmonisation and reforms supported by the relevant legislative amendments and monitoring

and surveillance requirements. This Output will also recognise the need for the participating countries to ratify related MEAs and Treaties that are in accordance with the BCLME Programme aims for overall ecosystem sustainability and fisheries restoration. In this context the NAPs, and their associated policy, legislative and compliance amendments will encourage and assist the countries of the BCLME with ratification of appropriate international and regional agreements. These would include the FAO Code of Conduct for Responsible Fishing, MARPOL 73/78 and its pertinent Protocols relating to the reduction of stress from pollutants, etc.

152. The scientific and technical level delivery from the initial BCLME Programme has been superlative. Studies on critical priorities within the region (as diverse as low oxygen water (LOW) events, transboundary movements of top predators, long-distance influence of El Niño events on the BCLME regime, etc.) have provided a wealth of baseline data from which more appropriate management and operational practices now need to be evolved and adopted. However, as with training and capacity building (TCB) (Outcome 3 below) the playing field is not level and some countries are in a much stronger position *vis-à-vis* their capacity to interpret and translate such data into operational management practices and guidelines for ecosystem management and the restoration and sustainability of coastal and marine fish stocks. Furthermore, some institutions are severely restricted in their ability to measure even baseline data, let alone set up effective long-term monitoring programmes. It is urgent that this situation be resolved and basic indicators related to the more critical parameters (e.g. living resource population statistics, catch efforts and by-catch data, water quality, pollution levels, etc.) be identified and adopted so that all appropriate regulatory and monitoring institutions in each country can collect, collate and interpret basic data on stress reduction and environmental status within the LME. It is also vitally important that the data collected is effectively translated and packaged for review and consumption at the decision-making and policy level and that these levels also have a clearly defined mechanism for requesting specific information relating to the LME that can be acted on efficiently whenever a policy or management issue arises. Furthermore, there is a need for standardisation of analysis techniques and quality control of data to ensure equal reliability across the 3 LME member countries. In this context, national level Output would also receive input from the regional level in the form of:

- Directives for standard MCS procedures
- Directives for collecting and interpreting standard IW indicators
- Proposed operational management strategies for fisheries management as well as for other concerned sectors and stakeholders (based on data collected)
- Directives for undertaking further baseline studies as required at the national level, as well as regionally through cooperative efforts

153. Such directives would need to be translated into policy, legislation and management strategies within each country, with allocated responsibilities at the institutional/agency level complemented by effective training and capacity building (see **Output 3.1** below). A clear emphasis will be encouraged through the BCLME SAP IMP Project for adoption of Adaptive Management practices that not only provide feedback and fine-tuning to management approaches at the national level but also at the level of regional policy agreement. In this context it will be necessary to ensure that there is an on-going and effective LME monitoring programme in each country, and that all of these are carefully coordinated and orchestrated at the regional level.

Output 2.2 Delivery Indicators:

- NAPs for each country that specify, amongst other deliverables, requisite national policy and legislative realignment and reforms, and define how and when these will be delivered nationally (capturing linkages to NEAPS, NBSAPS and relevant

MEAs). These NAPs will have benchmarks for delivery and associated approved budgets over a specific time-period (3 years in line with the RAP)

- Ratification of appropriate MEAs related to the LME and to transboundary fisheries management
- Verified policy and management realignment as per BCC directives
- Adoption of BCC directives on Standardised Ecosystem-Focused Monitoring into a national monitoring programme as part of the NAP contribution to transboundary LME/fisheries management

Outcome 3: Sustainable Capacity for LME Management

154. Training and Capacity Building (TCB) has been an important focus of the initial BCLME Programme and capacity strengthening is a recommended high priority within the SAP. Much has already been achieved in this context, as was recognised in the Mid-Term Review. Moving into the policy and management implementation phase of the BCLME presents an ideal opportunity to take stock of TCB again in the context of where the Programme is now, and its intended focus on the Commission and the adoption of effective and sustainable resource and ecosystem management approaches, with specific focus on fisheries management practices. The SAP recognises two priority policy actions that are deemed necessary in order to develop and maintain capacity for effective management within the BCLME. These are a) A strategic plan for capacity strengthening, and b) Implementation of that capacity strengthening plan. There is also now a strong case for adopting a more regional approach to TCB with those institutions that are already significantly advanced reaching out to help those that are still some way behind. There is willingness within the region to review TCB and to adopt this more inter-institutional partnership approach which should be developed within the spirit of the overall BCLME Programme and as part of the country and regional commitment. This ‘partnership for TCB’ extends beyond government and academic institutions and has also been voiced as a very real opportunity by industrial and commercial stakeholders who see the need to develop effective and credible capacity within national regulatory bodies. Such potentially valuable partnerships should be explored and formally agreed. However, alongside this opportunity to advance TCB across all countries there is an urgency to capture the sustainability of those institutions and individuals that have been trained and capacity-built. It is of the highest priority now that a clear definition for Programme sustainability is adopted that confirms specific long-term funding and support on a 5-yearly reviewable basis. The Project development process has focused on identifying the TCB needs for each country along with institutions and individuals within the region that can offer expertise in specific areas of need (see Annex VI – Training and Capacity Building Strategy for Ecosystem Management). This will provide a roadmap and work plan for the Full GEF-funded BCLME SAP IMP Project to follow in fulfilment of policy action (i) as defined in the SAP (Strategic Action Programme) and (ii) from the SAP (implementation of this capacity strengthening plan).

Output 3.1. Implementation of a Training and Capacity Building Strategy

155. One of the outputs from the Project Development phase is a Training and Capacity Building Strategy which has delivered the following items (see Annex VI):

- A Summary of TCB Needs for the BCLME Programme Countries
- A Review of the Existing Programmes and Initiatives within the countries and the Region for TCB related to the BCLME Programme
- Identification of TCB Priorities and Requirements by Country and by Sector/Agency as related to the BCLME Programme
- A Proposed Strategy for Delivering the Prioritized TCB requirements for each country and within the region

156. This Strategy has very effectively broken down the TCB Needs into three essential areas of focus:

- 1) **Training Institutional Arrangements**
- 2) **Human Resources and Infrastructure**
- 3) **Skills Development and Skills Improvement**

157. Under **Training Institutional Arrangements**, the Project will aim to support a TCB Regional Coordinator (based in the Commission). The countries themselves will designate National Inter-ministerial Training Coordinators whose roles will be to ensure the needs and priorities of the countries align with any regional training activities and further ensure that the appropriate persons receive training and that capacity is thus built within the appropriate target institutions.

158. The **Human Resources and Infrastructure** component will support the overall Strategy by delivering the following activities:

- An independent assessment of human resource options and constraints will be undertaken and shared with stakeholders to resolve some of the social and economic problems that are impacting on TCB.
- The feasibility and value of adopting a regional association of professionals similar to WIOMSA (Western Indian Ocean Marine Science Association) will be explored and developed as appropriate.
- Development of a regional skills deployment mechanism to allow specialist skills to be shared around the three countries (staff secondments, etc) and for the development of skill-groups (high priority areas include stock assessment and TAC reporting).
- Use of international ‘mentoring’ to build regional capacity and further training.
- Formation of strategic institutional relationships e.g. between academic institutions and government departments, coupled with development of a research programme that makes best use of these relationships/partnerships. This should be extended to include further alignment of undergraduate and graduate courses to complement the need for future expertise while providing on-the-job training in the ecosystem approach, etc.

159. **Skills and Development and Skills Improvement** will focus on improving and enhancing the skills and experience of qualified staff through in-service training programmes, particularly through the use of short-training courses that target more specialised technical and managerial needs that are mainly job-specific. Further details on the expected delivery from all three of the above TCB components are available in Annex VI.

160. The overall TCB emphasis will be on fisheries restoration and management, and on the use of regional centres of expertise and regional experts to undertake training (where feasible and where able) to deliver the appropriate level and quality of training. Capacity building will focus on raising each country to a minimum standard to achieve a ‘level playing field’. In this context, Angola will receive priority in view of the need for what is often just basic level training and capacity building within fisheries management and other appropriate sectors in that country. This will provide an excellent opportunity to make use of existing skills within the region, particularly in the Republic of South Africa, to take responsibility for such training within the BCLME ‘family’ to ensure that basic and standardised techniques for priority concerns (e.g. fish population monitoring and assessment, fisheries effort, water quality monitoring, EIA regulatory reviews, data analysis and interpretation) are delivered. A 3-year TCB work plan will be finalised in the earliest stages of the Project and will have clear benchmarks providing opportunities to assess progress and to re-visit requirements. These will act as indicators also for Outcome evaluation. Following the completion of the 3 year period the countries will once again return to Output 3.1, undertake a review process, and then adopt a further work plan as necessary and appropriate. This on-going strategy recognises the need for continuous training in new methods and approaches, constant upgrading of capacity,

and the independent existence of the BCC and the Programme beyond the life of the GEF funding. The implementation of this strategic work plan for TCB fulfils the SAP requirements for priority actions on capacity strengthening.

Output 3.1 Delivery Indicators:

- Hiring of a Regional Training Coordinator (funded by Iceland)
- Appointment of National (inter-ministerial) Training Coordinators (by each country)
- Finalisation and formal adoption by BCC of 3-Year regional work plan for BCLME TCB (based on the findings and conclusions of the TCB Strategy evolved during the Project Development phase – see Annex VI)
- National adoption of work plan requirements into NAP as appropriate
- Completion of National TCB work plans
- Review and assessment of TCB work plans and development of next 3-year phase (with budgeting, funding sources and timetable)
- An Independent Professional Skills audit leading to the development of a Regional Human Resources Strategy (to quantify loss of skilled staff and capacity shortages as well as to address career opportunities, staff retention and loss, etc) (funded by Iceland)
- Creation of a Regional Professional Association of Marine Experts and Specialists
- A mechanism for regional skills sharing and deployment allied with strategic institutional partnership agreements and an international ‘mentoring’ programme
- A programme delivering specialised in-service short-course training

Output 3.2. Generation of Financial Mechanisms at the National and Regional Level to support the LME Management Approach

161. This output is vital to the restoration and sustainable management of fish-stocks, to the long-term success of the BCLME Programme and to the effective implementation of the BCC. It is also a further SAP implementation requirement (Articles 36 & 37 – Financing the Strategic Action Programme). However, it will be one of the most challenging outputs to deliver. The countries will need to make serious commitments both within their national boundaries (to support the necessary infrastructure and management procedures) and within the BCLME area (to support the regional process). The Programme will need to identify, at latest by the Mid-Term point, a clear roadmap and timing for funding roll-over from GEF to national (or other partner) contributions. It is expected that the countries will already have taken significant financial responsibility for restoration and sustainability of fisheries and for supporting the BCC at Project Inception (recognising that GEF will assist with funding to help with negotiations, stakeholder meetings and high-level policy conferences, as well as independent legal assistance and assessments) and that certain aspects of the PMU, although initially funded by GEF, will ‘roll-over’ to become the BCC Secretariat during the course of the Project. The fiscal and financial mechanisms will need to focus on securing long-term funding to support staffing within the regional BCC Secretariat and costs for various meetings associated with the Commission and its management and technical groups. At the national level, funding will need to be allocated by government and Ministries to support day-to-day management of BCC functions and responsibilities through the identified national BCC focal institutes, and to underpin various operational mechanisms and management strategies associated with the LME. This Output will aim to identify these needs at both the national and regional level and to negotiate agreement for such long-term fiscal and financial commitments (see also Output 3.3 below). The Output will also take into due consideration the requirement under Article 38 of the SAP (Arrangements for Future Cooperation) to prepare a financial plan for sustainable funding, including a study on the feasibility of establishing an

Environmental Fund aimed at habitat management and restoration and the conservation and protection of associated biological diversity essential for the ecosystem approach to fisheries management.

162. The Stakeholder Participation Plan (Annex VIII) has also proposed an International Workshop Fund be established in order to facilitate stakeholder participation in the exchange of lessons learned and best practices with other LMEs. This is discussed further under 4.1 – Capture of Lessons and Best Practices.

Output 3.2 Delivery Indicators:

- A formally adopted 5-year sustainable funding programme for the regional BCC structure in support of an EAF restoration and sustainability
- A nationally-approved 5-year sustainable funding programme to support all requisite national structures and NAP delivery
- These agreements to be annexed to the formally ratified Treaty and to the nationally-approved NAPs respectively as ‘committed’ agreements

Output 3.3. Formation of Partnerships for the LME Management Approach

163. The overall concept of LME management and maintenance is dependent on the building of partnerships, mutual support, and transparent networking. A number of public-private partnerships are already under negotiation within the BCLME region (e.g. with the fishing industry and with the mining and petroleum industry). Such partnerships will not only manifest themselves within co-management arrangements but also promise to be beneficial in the context of TCB, with the potential for financial assistance from the industries to help develop institutional capacities for regulatory functions and the technical foundations for effective operational fisheries-related management activities within the LME. It is also important that the BCC, through support from the SAP IMP Project, develops partnerships with other LME Projects in order to share lessons and best practices as well as to provide a forum for discussion of innovative approaches and techniques. Other significant alliances within the BCLME area itself will include institutional linkages for mutual cooperation and shared training. Such institutional partnerships are already developing (e.g. between the various national academic and technical institutes) and the BCLME SAP IMP Project will encourage MoUs and LoAs between such institutes that progress the aims of the Commission and LME management *per se*. Finally it will also be critical that the BCLME works closely with other national and regional initiatives under implementation through GEF and the UN agencies that have overlapping and/or complementary aims and outputs, especially the GEF-supported Orange-Senqu River Commission’s (ORASECOM) IW Project. The BCLME SAP IMP Project will endeavour to ensure close cooperation, wherever possible through national and/or regional symposia that allow for sharing of information and results, and by opening effective lines of communication and dialogue with the respective agencies and Projects. Two very clear and essential partnerships that have proven to be of significant value and importance and which should be continued and expanded beyond the first phase of the BCLME Programme are those with DLIST and IW:LEARN (see below under **Outcome 4**). Further partnerships for information sharing and distribution should be explored. For example, with FAO’s INFOFISH Network and GlobeFish.

164. The Stakeholder Participation Plan (SPP) (see Annex VIII) recommends the development of partnerships for TCB on the basis that capacity represents one of the key constraints to stakeholder participation. The SPP notes that the TCB Strategy (Annex VI) may address some of these needs but that nevertheless such needs are so great that there is a clear urgency to foster partnerships between stakeholders at different levels of capacity. Such partnerships would have two foci, a) linking individuals and institutions where one party has specific needs and the other has specific expertise, b) providing information on capacity

building opportunities such as industry TCB initiatives. The sectoral working groups proposed within the SPP would provide a useful platform for sharing this information. This would be managed through Output 3.4.

Output 3.3 Delivery Indicators:

- A 5-year BCLME Regional Partnership Matrix with associated ToRs defining roles and relationships (to include details of proposed joint actions, funding mechanisms, timetables, management/steering and review processes)
- Bilateral/ multilateral MoUs/ LoAs annexed to this Partnership Matrix and providing full endorsement to appropriate partnerships, actions, funding, etc.
- National Partnership Agreements defined within NAPs and with annexed MoUs/ LoAs (as above)
- Clear public involvement defined within the Partnership Matrix and National Agreements, particularly in reference to Community contribution and inputs

Output 3.4. Coordination and Management of Stakeholder Participation

165. Stakeholder participation has always been a fundamental aim of the BCLME Programme yet not all stakeholders have been fully engaged through the first GEF-funded BCLME Programme. One of the important opportunities now presented by the BCLME SAP Implementation Project is the chance to reach out and involve new and appropriate stakeholders previously not involved, while continuing to connect with more traditional BCLME partners. These new stakeholders will, in particular, include resource users (e.g. fishing, mining, oil and gas sectors) and ground level/grassroots stakeholders (e.g. coastal community members).

166. A Stakeholder Participation Plan (SPP) was developed and agreed with the principle Project stakeholders during the project preparation and development phase. This is included as Annex VIII. This SPP identifies the main threats and obstacles to effective participation as being:

- Limited human resources
- Inadequate training and education
- Staff turnover and losses
- Time constraints on staff
- Technological limitations (lack of access to basic and advanced technology)
- Language barriers
- Resource limitations (lack of funding and scientific equipment)
- Lack of differentiation of stakeholder needs at different levels versus breadth of topics

167. The SPP then defines the required stakeholder participation mechanisms for the BCLME SAP Implementation project to be:

- Process update newsletter, including national activities
- New stakeholders briefing meeting/symposium
- National and regional sectoral working groups
- Email listservs/ group email lists
- On-line discussion forums
- Web-based information sharing tools
- Lessons learned meetings or consultations
- Communication strategy development and implementation
- International Workshop Fund
- Training and capacity building partnerships

168. This particular Output will focus on delivering the various elements of the SPP, using its proposed work plan and budget. All of this is discussed in broader detail within the SPP (Annex VIII). In order to ensure timely and well-monitored delivery, the SPP will be specifically managed as a discrete entity (with specific bodies and agencies identified to take responsibility for specific actions and deliverables within the plan) although it is accepted that stakeholder participation *per se* is an essential requirement for all of the Project Outcomes and Outputs. Actual delivery of the elements of the SPP will be undertaken through a partnership between the Project, the Commission, and appropriate bodies and agencies, principally DLIST, IW:LEARN and regional bodies such as NEPAD.

Output 3.4 Delivery Indicators:

- Established procedures for email, fax and mail communications with stakeholders (to include Process Newsletters, Group Stakeholder communications, selected Sector-Specific List communications, and On-Line Discussion Forums).
- Initial Symposium for new stakeholders
- Sectoral working groups and ‘lessons-learned’ meetings for major resources users and managers established and meeting regularly
- Establishment of a Fund to facilitate stakeholder participation
- Partnerships established between different stakeholders for TCB (linked to the overall BCC TCB Strategy)

Outcome 4: Capture and Networking of Knowledge and Best Practices

169. BCLME is the LME Programme that is very much taking the lead in translating understanding of the ecosystem approach to fisheries and living marine resources into management strategies and approaches, and in developing appropriate structures and agreements in support of such management. It is therefore most important that the lessons (positive and negative) and best practices established by the BCLME Programme at both the national and regional level be carefully evaluated and documented, and made available to other similar initiatives at the global level. It is equally important that the lessons and best practices adopted by any one country within the BCLME Programme (particularly in the context of effective and successful management practices and operational activities) be made available to the other countries. This Output will aim to capture these knowledge products and best practices both through the Commission Secretariat (at the level of the LME) and through other LME networks and International Waters support initiatives such as DLIST and IW:LEARN. This Output will also take a leading role in identifying awareness-raising needs across all sectors, and particularly the essential requirement for sensitisation at the decision-making and policy-adoption levels.

Output 4.1. Establishment of Procedures for the Capture, Transfer and Replication of Knowledge, Lessons and Best Practices

170. Appropriate regional level bodies (the MACs advised by the Ecosystem Working Groups) within the regional Commission structure will collate and coordinate information in order to develop guidelines for operational management and technical data capture within the ecosystem and pass these on to the countries. In this context, this Output would pay specific attention to identifying best practices from existing scenarios, particularly those relating to inter-sectoral and transboundary management successes. However, it is also intended to seek feedback from the national institutions and stakeholders regarding the effective implementation of such management processes so as to develop a fine-tuning system based on lessons and best practices. Some institutions may already have suitable model approaches to, for example, monitoring and surveillance of fisheries or stock assessment, and these models could be captured and used by the regional technical and management advisory groups as a foundation for developing further regional guidelines for transfer and replication by the

various institutions in the three countries. It may also be possible to use the expertise within the ‘model’ institutions to assist in the training of other individuals and institutes within the region through **Output 3.1** dealing with TCB.

171. A critical element of this Output will be the selection and packaging of specific information that is of particular value for awareness and sensitisation purposes. In particular, this output will aim to take critically-important information and research results that are pertinent to the management of the BCLME and its living marine resources and select suitable media and packaging mechanisms in order to target specific sectors and administrative levels. Emphasis here will be on providing senior management and administrative staff and policy makers with short, information-packed ‘sensitisation’ briefings that capture some of the findings and results of the BCLME Programme and the on-going monitoring and data management systems that will continue to provide the scientific foundation for overall LME management. Such information will not be limited purely to the natural sciences but will also focus on pertinent areas of socio-economics and human welfare linkages to the BCLME, with a particular priority being placed on explaining how a healthy and rehabilitated ecosystem, will benefit all sectors including the poorer community members, and the unemployed.

Output 4.1 Delivery Indicators:

- Information critical to management and policy issues within the BCC suitably packaged and targeted at appropriate sectors and levels.
- Examples and case studies of best practices and lessons defined annually by MACs and distributed as appropriate (e.g. to National Focal Institutes, BCLME Partners, IW:LEARN and DLIST)
- A web-based information sharing tools and mechanisms established (using the existing BCLME website and the DLIST platform)
- Examples and case studies from external LMEs and other sustainable fisheries initiatives captured by the BCC Secretariat and distributed as appropriate (e.g. to National Focal Institutes, BCLME Partners, IW:LEARN and DLIST) primarily as part of the proposed Management Guidelines that will be distributed to the national institutes
- Capture of these best practices and lessons within TCB Review and work plan
- Assessment of use of best practices and lessons by BCC Secretariat for presentation to Management Board (annually)

Output 4.2. Development of Networking Partnerships with other LMEs

172. The Commission will, through its Management Board and EAC, develop effective networking processes with other LMEs and relevant sustainable fisheries initiatives in order to share experiences, lessons and best practices. The BCLME SAP IMP Project will also work closely through its existing partnerships with both DLIST and IW:LEARN to develop the appropriate mechanisms for transfer and replication of lessons and best practices, through knowledge products and model guidelines, to other LMEs and to other GEF projects with similar requirements for restoration of fish stocks and associated biological diversity. Furthermore, as part of the SAP Implementation process, BCLME will continue to cooperate closely with the other Pan-African LMEs in their partnership with Global Ocean Observing System (GOOS)-Africa to develop a viable and affordable ocean observing system (as a mechanism for prediction and response to climatic and oceanographic variation within the LME) to service the needs of African countries, using the LME network as a possible vehicle for implementation of GOOS in Africa.

Output 4.2 Delivery Indicators:

- A formal LME networking process developed and implemented between the African LMEs to include at least biennial meetings for information sharing and discussion
- Global networking sites created on-line and linked through IW:LEARN
- Formal linkages and agreements between BCLME (to include other African LMEs where possible and appropriate) and GOOS

173. The end results from these Outputs and their deliverables should be marked and significant improvements in LME management that will ultimately manifest themselves through measurable changes at the ecosystem levels, and specifically through a reversal in the depletion of living marine resources, a stable and dependable commercial fisheries sector, reduced levels of by-catch, reduction in losses of non-commercial threatened species, general improvements in ecosystem water quality and habitat restoration/distribution, and stable subsistence and artisanal fishing communities with their livelihoods protected. These improvements will be monitored and verified at the 'ground-level' using environmental status indicators including water quality data, fisheries information (stock and population sizes and breeding levels), measurements of population levels and viability of non-commercial living resources (to include threatened species as well as critical food-chain species), feedback from habitat surveys (using remote sensing (RS) and ground-truthing), increased and appropriate national areas under effective and managed MPA designation, socio-economic and demographic surveys, monitoring and compliance/enforcement records, etc.

174. The project is designed to build on the numerous accomplishments of the current BCLME Programme, in particular by institutionalising the decision-support tools that have been developed for management of different LME resources. Moreover, it will further strengthen the institutional mechanisms that have been put in place, including the Commission itself, the various advisory bodies and participating national management institutions. Interventions will be designed to ensure clear additional improvements over current actions, with a view to engendering tangible and sustainable impacts.

175. Table 3 below defines the conformity between the BCLME SAP Implementation Project Outcomes, Outputs and associated activities and the relevant GEF 4 Objectives, and the priorities identified under Strategic Programme (SP) 1.

Table 3: Project conformity with GEF 4 Priorities and Strategic Programme

GEF 4 STRATEGIC OBJECTIVES	AREA OF PROJECT CONFORMITY
Use of foundational processes to stimulate political commitment to collective action and then scaling up with innovative policy, legal and institutional reforms and demonstrations	The GEF has already worked closely and very successfully with the three participating states to build strong partnerships, foster cooperation and construct foundational capacities for a more comprehensive ecosystem-based approach to management of the BCLME. The participating states have demonstrated the commitment to translate this foundational work into political action through their signature of the Interim Benguela Current Agreement and their formal adoption of a BCC. The partnership is now ready, through this proposed SAP IMP Project, to take the next critical step in adopting regulatory and institutional reforms at the national level that will reflect agreed regional policy, and to consolidate effective ecosystem-based fisheries management practices through identification and agreement of realistic economic and financial measures. Technical support and input will continue as an essential foundation to management and decision-making processes, with the countries taking responsibility

<p>Need to move from testing and demonstration mode to the scaling up of full operations in support of agreed incremental cost of reforms, investments and management programmes needed to reduce stress on transboundary freshwater and marine systems</p>	<p>(assisted by donors) for these critical areas of MCS in relation to both scientific and legislative requirements.</p>
	<p>This BCLME SAP Implementation project is fully focused on scaling up previous initiatives and activities that have tested and demonstrated technical approaches to transboundary ecosystem management (including collaborative research, assessment and monitoring as well as enforcement and compliance) and built long-term partnerships for cooperation at both the regional and national levels. The SAP Implementation project aims to provide the incremental costs to secure reforms at the management legislative and policy level, and to finalise agreements on appropriate investment partnerships (especially with the private sector) with the long-term sustainable objectives of reducing stress on a transboundary marine ecosystem that is of major importance to national, regional and global fisheries and associated socio-economic welfare.</p>
<p>GEF 4 to stress the GEF Council-approved mandate of utilising integrated, ecosystem-based approaches to management of transboundary water systems, placing human activities at the centre of transboundary systems and basing interventions on modifying those human activities to sustain multiple benefits</p>	<p>The BCLME Programme is in the vanguard of the various LME initiatives as far as translating knowledge and understanding of the ecosystem and its functions into transboundary policies and management approaches. In concentrating specifically on living marine resources and the need to restore and sustain fish stocks, this project is directly focusing its interventions on the modification of human activities at the transboundary level for the benefit of all stakeholders to the BCLME. Output 3.4 will ensure the appropriate engagement of stakeholders.</p>
<p>Collaborative partnerships contributing to increased development effectiveness and synergies essential to the mobilisation of funding necessary to scale-up GEF work</p>	<p>The initial BCLME foundation project has already seen the development of strong partnerships at the technical and managerial level, and these have further begun to manifest themselves at the policy level. In this context GEF 4 clearly recognises and endorses the value that GEF projects can provide in building trust and confidence for sovereign states working together on shared water-related concerns in order to pursue joint benefits and build sustainable regional institutions for collective action. The BCLME Programme is a model of such collaborative development for long-term regional management coupled with national institutional capacity building and reforms as is evidenced by adoption of the Commission and its Interim Agreement and the intention, through this SAP Implementation Project, to endorse a binding international Treaty in support of managing the BCLME as well as delivering an operational regional and national transboundary management mechanism. Output 3.3 will focus on the negotiation and adoption of partnership agreements and linkages for improved management of the BCLME. Output 3.4 will aim to coordinate and orchestrate stakeholder participation at all levels and across all intended Outcomes.</p>
<p>Targeted learning projects will be undertaken for the IW portfolio to enhance South-to-South experience sharing and learning, knowledge management, and capacity building to replicate good practices</p>	<p>Outcome 4 of the Project focuses on the capture of knowledge products, best practices and information networking. The entire BCLME Programme is, however, effectively a case study in best practices for LME project activities from the development of a TDA, through the negotiation process</p>

	<p>required to arrive at a formally adopted SAP and then to the design and implementation of appropriate regional and national mechanisms and institutional measures to deliver effective transboundary management of living marine resources in accordance with the need to restore depleted fisheries and protect and conserve associated biodiversity. The BCLME SAP Implementation project will ensure that best practices and appropriate lessons are shared and replicated throughout each of the participating countries (Output 4.1 - Capture of Lessons and Best Practices for Transfer and Replication within the BCLME) also develop the appropriate mechanisms for sharing and replicating these best practices throughout similar ecosystems through Output 4.2 - Development of Networking Partnerships with other LMEs</p>
STRATEGIC PROGRAMME 1	AREA OF PROJECT CONFORMITY
Ministerial agreed collective programmes of action that should benefit from the use of Marine Protected Areas (MPAs)	<p>The project takes into account the need to support the restoration of fish stocks through the promotion of appropriate managed areas and no-take zones. Support will be given to the designation and capacity strengthening of appropriate trans-frontier MPAs (such as the Iona-Skeleton Coast Transboundary Park initiative) where they enhance the ecosystem approach to fisheries management through the provision of additional levels of protection and conservation of fish stocks, associated prey species, or important nursery and/or breeding areas, etc. Output 1.1 supports the Management Advisory Committees one of which will focus on Biodiversity Conservation and Management and will be charged with the identification of priority Marine Protected Areas (especially any appropriate transboundary MPAs) along with the development and implementation of a 'roadmap' for designation and management of these MPAs</p>
GEF Projects encouraged to utilise the International Code of Conduct for Responsible Fisheries (as adopted by the FAO Conference in 1995) in their work toward the Johannesburg Plan of Implementation (JPOI)	<p>The BCLME project will capture the requirements of the Code of Conduct for Responsible Fisheries through the Harmonised Management of Harvested Living Marine Resources through Outcome 1 addressing Regional Level Implementation of the SAP. This is one of the responsibilities defined for the appropriate Management Advisory Committee under Output 1.1 – Adoption of a Formal Regional Structure for a BCC, as well as an intended protocol or section to the International Treaty as defined under Output 1.2 – Negotiation and Formal Signature of a Regional BCLME Treaty.</p>
Policy, Legal and institutional reforms and multi-agency partnerships that contribute to World Summit on Sustainable Development (WSSD) Targets for Sustaining Fish Stocks, including regional and national level reforms in governance, access rights, and enforcement, mostly in LMEs in order to utilise ecosystem-based approaches to assessment and management of fish stocks	<p>Regional Level: The Project will consolidate the agreement on a regional Commission through the adoption of an effective regional structure (Output 1.1) and would finalise negotiations on a formal intergovernmental Treaty (Output 1.2) which will contain guidelines and codes of practices that address many if not all of the WSSD requirements for sustainable fisheries. The Commission will include various policy and management level decision-making and advisory bodies which will guide and direct these reforms at the national level.</p> <p>National Level: The Project would identify the requisite national structures (institutional and individual) to support the Commission and Treaty (Output 2.2) as well as appropriate</p>

<p>Investments in sustainable alternative livelihoods (such as aquaculture), habitat restoration, fish refugia and ‘limited use’ designations (including MPAs) technical assistance, less destructive fishing gear to reduce stress on wild stocks and biological diversity</p>	<p>national operational and management strategies associated with these structures (including MCS procedures, and collection and interpretation of IW indicators, further baseline studies). National level reforms will also be supported by appropriate TCB (Output 3.1), adoption of financial mechanisms (Output 3.2) and negotiation of formal partnerships to support the LME approach (Output 3.2) in conjunction with appropriate stakeholder participatory mechanisms (Output 3.4)</p> <p>As an LME Project, this will address the Ecosystem Approach not only through EAF but also through the restoration and maintenance of all ecosystem related habitats (both Protected and Non-Protected). At the level of the Commission, the Management Advisory Committee (MAC) on Biodiversity and Conservation (Output 1.1) will aim to define guidelines and codes of conduct directly related to habitat conservation and restoration for implementation through management and operational practices at the national level. In particular, the MACs would look at the sectoral linkages and need for integrating management and operational policies and practices, and would coordinate closely with other MACs dealing with related issues such as Environmental Variability and Climate Change Prediction and the Maintenance of Environmental Quality and Pollution Control. Each MAC would be supported by its EWG. This work would be translated at the national level through the appropriately identified national structures (Output 2.1) and adopted national policies reflecting regional agreements by the Commission (Output 2.2).</p> <p>The Project will actively identify and pursue partnerships for investments in these issues through Output 3.2 – Assessment, Identification and Adoption of Fiscal and Financial Mechanism at the National and Regional Level to support the LME Management Approach</p>
<p>Solutions to concerns on the high seas will be pursued as will be engagement of the business community and fishing industry to develop and implement solutions working with GEF IW Projects.</p>	<p>It is intended that the business communities will be engaged and actively involved in identifying and assisting with solutions to non-sustainable ecosystem management in the BCLME. This would be pursued through the negotiation and adoption of formal partnership agreements with these stakeholders (Output 3.3) and orchestrated through the stakeholder coordination process (Output 3.4). Such partnerships would extend to joint management arrangements as well as mutual cooperation in TCB, and sharing the financial burden of the ecosystem management approach at both the regional and national level. Negotiation and adoption of partnership agreements will include initial negotiations with major global commercial organisations that have linkages to DWF and an interest in their catches. The Code of Conduct for Responsible Fishing which will be incorporated into the BCC Treaty (Output 1.2) will assist in capturing this process within the three countries which have already shown a strong political will toward controlling and managing these DWF.</p>
<p>Sustainability of livelihoods, food security</p>	<p>One major issue associated with the BCLME that has been</p>

and coastal habitats as a contribution to marine-related JPOI targets (that) can assist communities and states to adapt to fluctuating fish stocks and coastal climatic regimes.	identified during the foundation process of TDA and SAP development has been that of Environmental Variability. This can be both natural and anthropogenic in nature. Either way Environmental Variability has a major effect on the sustainability of living marine resources within the LME. The BCLME SAP IMP Project recognises the importance of such effects on the LME through Output 1.1 – Adoption of a Formal Regional Structure for a BCC , where a specific MAC will be allocated and supported under the Commission to address environmental Variability and Climate Change Prediction, and the EAC will further support a specific Working Group on this topic. Furthermore, Output 1.2 – Negotiation and Formal Signature of a Regional BCLME Treaty , recognises the need for a specific section and/or protocol attached to the main Treaty that calls for Adoption of an Early Warning System for Prediction and Response to Environmental Variations.
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176. Table 4 (below) identifies the status of SAP achievements to date and how overall SAP implementation will be addressed through the proposed Full Project.

Table 4: Review of the Strategic Action Programme objectives and BCLME Programme achievements and intentions

AGREED SAP ACTIONS	STATUS TO DATE	SAP IMPLEMENTATION PROJECT TARGETS	OUTPUT LOCATION
Institutional Arrangements	Advanced - Countries have agreed to adopt a Commission. The structure of this Commission is currently under negotiation	The Full Project will assist in evolution of the Commission and its structures and in development of National level institutional arrangement for implementation of Commission policies and guidelines. It will review the structure in line with negotiation and ratification of a formal BCLME Treaty. Institutional and management reviews (Adaptive Management) will be a core principle based on feedback (Lessons and Best Practices)	1.1; 1.2 & 4.1
Wider Cooperation	High level of cooperation already developed. Continued close cooperation between BCLME, BENEFIT, SEAFO, etc. African LMEs cooperating together with GOOS Africa.	Formally endorsed Partnership agreements for a sustainable BCC. Cooperation with other regional bodies and MEAs captured in a Treaty and BCC ToR	1.2 & 2.2
Policy Actions	Variable levels of achievement depending on thematic area	Adoption of formal Codes of Conduct, Agreements and Guidelines for policy actions (to be refined into formal Protocols to the main Treaty where appropriate). These to be translated into national reforms through NAPs	1.2 & 2.2
A. Sustainable Management and Utilisation of Living Marine Resources	Good cooperation in Joint Surveys and Assessments. General Socio-Economic Assessment completed but needs effective dissemination.	Adoption of a Code of Conduct for the Responsible Management and Harvesting of Living Marine Resources. This will focus in	1.2 & 2.2

AGREED SAP ACTIONS	STATUS TO DATE	SAP IMPLEMENTATION PROJECT TARGETS	OUTPUT LOCATION
	Limited success in evolving a regional approach to Transboundary Fish Stock and Ecosystem Assessment or Harmonised Management of Shared Stocks.	particular on evolving a regional approach to Transboundary Fish Stock and Ecosystem Assessment as well as Harmonised Management of Shared Stocks.	
B. Management of Mining and Drilling Activities	Limited agreement on actions or adoption of policies	Adoption of a Code of Conduct for Mineral Prospecting, Exploration and Extraction within the BCLME.	1.2 & 2.2
C. Assessment of Environmental Variability, Ecosystem Impacts and Improvements of Predictability	High success rate, especially at level of knowledge capture and analysis. Emphasis needs to be switched now to prediction and adaptive response	Adoption of an Early Warning System for Prediction and Responses to critical Environmental Variations.	1.2 & 2.2
D. Management of Pollution	Limited movement toward policy actions	1. A Code of Conduct for the Maintenance of Environmental Quality within the BCLME 2. A Regional Cooperation Agreement on Pollution Contingency Planning and Response.	1.2 & 2.2
E. Maintenance of Ecosystem Health and Protection of Biodiversity	High level of study and knowledge capture but needs to be translated into management procedures	Formal Guidelines for Marine Biodiversity Conservation and Management Planning	1.2 & 2.2
F. Capacity Strengthening	Some significant success and advancement in certain areas, but also some concrete obstacles identified as well as short-falls in training and capacity. Needs re-examination and improved focus	Adoption and implementation of a strategic work plan for requisite TCB in support of SAP objectives, associated policy reforms, and operational management mechanisms (work plan to be assessed and extended every 3 years)	3.1
National Strategic Action Plans	No development as yet in the absence of a regional entity to provide guidance	Guidance and monitoring of development of National SAPs by Commission (including development of a standard format with budgeting, timetables, etc.). Mechanisms adopted for refinement and review (adaptive management) using best practices and lessons learned	1.1; 2.2 & 4.1
Finance and Review	No formally agreed sustainable financing for the BCLME Programme or BCC (to replace GEF funding) as yet although negotiations are in progress	Negotiations over co-financing and agreements on partnerships for BCLME Programme and BCC. Major Output on the assessment and identification of fiscal and financial mechanisms to support the BCC and associated regional and national structures and operational mechanisms. Agreements from funding parties on individual funding commitments	3.2
Arrangements for Cooperation	Country Commitment to support the BCLME Programme is strong and long-term. Overall cooperation between countries is evolving fast. Cooperation with external agencies	Partnerships and regional cooperation will be developed and confirmed through Output 3.3. Output 3.2 will pursue financial sustainability including feasibility	3.2; 3.3 & 4.2

AGREED SAP ACTIONS	STATUS TO DATE	SAP IMPLEMENTATION PROJECT TARGETS	OUTPUT LOCATION
	is also growing and evolving. No real consideration given to an Environmental Fund as yet	studies for an Environmental Fund. Output 4.2 will develop networking partnerships with other LMEs	
Annex I: Structure of the IBCC	Countries have adopted a full BCC through an Interim Agreement. The initial structure for a BCC will be adopted during the existing GEF-funded BCLME Programme and put into action through the supportive partnership of the BCLME SAP IMP Project.	Adoption of formal BCC structure after period of trial and testing. Negotiation and adoption of formal Treaty defining role of BCC and overall management of the LME (with provisions for appropriate Protocols of Signature)	1.1: 1.2 & 2.1
Annex VI: Advisory Groups and Activity Centres	Advisory Groups adopted and functional since early stages of BCLME Programme. Activity Centres also very active and represent a positive networking infrastructure within the BCLME Programme	Advisory Groups will evolve into similar functions under the BCC. Activity Centres will evolve into National Focal Institutes (NFIs) or similar structures/functions	1.1 & 2.1

Project Indicators, Risks and Assumptions

177. Annex III (Monitoring and Evaluation Framework) provides a table of IW Indicators appropriate to the Project. Annex II (Logical Framework) lists the Performance Indicators for the Project Outcomes along with their associated risks and assumptions. These are now discussed briefly in the context of each Outcome.

178. Outcome 1 focuses on establishing the BCC and its associated infrastructure as a formal regional entity. The two major *assumptions* made to achieve this outcome are: 1) all three countries agree with the need for a BCC at the regional level that will have responsibility for the adoption of policy and setting of management objectives for the BCLME as a single tripartite entity, and 2) the countries are willing to negotiate and adopt a formal and binding Treaty between themselves in support of this BCC and which specifies an overall ecosystem approach to the BCLME and how this would be embraced and delivered. The *risk* therefore that is associated with this Outcome is that the 3 countries may not in fact agree on these measures.

179. The risk is considered low, judging from the high commitment of the three governments to BCC demonstrated through a course of actions that they have already carried out. All 3 countries (7 Ministers) have already formally adopted by signature the original SAP which clearly specifies their agreement to adopt a Commission (as well as defining its purpose and proposed structure). The 3 countries had not only adopted the Commission at a formal public ceremony but have also formally adopted an Interim Agreement as the basis for negotiating a more detailed and binding long-term Treaty. Furthermore, the countries have appointed the BCC Executive Secretary who assumed the post since August 2008. The countries are in the process of finalizing the recruitment process of another senior post at the BCC Secretariat (Ecosystem Coordinator). The countries' actions have reduced the risk to that of minor disagreement and the need for negotiation on details within the BCC and its Treaty. The UNDP/GEF project, in particular, its Outcome 1, is designed to build an institutional capacity of BCC to facilitate successful negotiations in this respect; hence will support the countries to deal with the potential risks of minor disagreement in an effective manner.

180. *Another risk* associated with the Outcome 1 is the possibility that a change in political regime within the region or within individual countries could result in reduced support for, or possible withdrawal from, the Commission and Treaty. Efforts to reduce the risk of political withdrawal are ongoing and will be embedded in the project design. BCLME programme

spent targeted efforts on demonstrating the economic and social advantages of the overall ecosystem approach through a regional policy and governance body like the Commission (e.g., economic studies on LME management). Further, one of the defined functions of the SAP Implementation process supported by this project will be to ensure that all stakeholders, including policy and decision-makers, are well-informed and sensitised in this area, which will provide stronger protection against political withdrawal.

181. Outcome 2 focuses on the national level manifestation of the Commission and the mechanisms and bodies requisite to delivering its policy and governance directives. A general assumption (reflected in this Project Document) related to the achievement of Outcome 2 is that each country is willing to embrace the directives and guidelines from the Commission in terms of policy, legislative and management approaches and necessary reforms. There may be some concern regarding potential conflicts between the participating countries over shared resources and their appropriate exploitation and management. Such conflicts could create sufficient friction and disagreement that they could represent a risk to the Treaty and to national commitments.

182. However, such a risk is considered to be low in view of the excellent cooperation between the three participating countries to date. The countries have each individually demonstrated their commitment to this through the SAP endorsement and through the Interim Agreement. Furthermore, the proposed project is designed to support and strengthen (through Outcome 1) the BCC's role to arbitrate and defuse any such conflicts or disagreements at the highest policy level so as to provide clear political guidance to senior civil servants, line managers and operation level personnel to ensure resolution and cooperation - one of the purposes and primary functions of BCC. Strengthening the arbitration function of the BCC will contribute to minimize and manage the potential risk of conflicts and support the countries to negotiate sensibly within the context of the legal Treaty that the Project aims to deliver.

183. Outcome 3 aims to deliver Training and Capacity Building (TCB) for the long-term maintenance of the Commission and its underlying scientific and technical support, as well as the adoption of fiscal/financial mechanisms to ensure its sustainability, linked to partnerships that will further cooperation between the various sectors both internal and external to the LME. An assumption is that there will be sufficient numbers of suitable persons for training as well as appropriate institutions for capacity building. There is also a risk that trained personnel will then seek better salaries and working conditions within the private sector and will then be lost to the government institutions affiliated with the BCLME Programme. In this context a realistic TCB Strategy was developed during Project preparation that clearly identifies target personnel and institutions. Such a Strategy will also look at TCB from the point of view of practical needs and not attempt to deliver training at too high a level when clearly basic understanding and techniques may need to be embraced first of all. TCB will also be undertaken within the overall concept of a regional partnership so that those countries and institutes that are more advanced can extend assistance to those that are in greater need. The only real resolution to the need to 'Train-and-Retain' and not lose newly-trained personnel is to negotiate openly with industry and the private sector to prevent this situation arising. Again, this would be built into a TCB Programme as a specific activity and a very real need.

184. Outcome 3 also includes the effective implementation of the Stakeholder Participation Plan (SPP). An assumption related here is that the stakeholders themselves are prepared to be involved and that the Governments will allow and encourage non-governmental input to discussion, management and even policy-making. Most stakeholders have and continue to demonstrate a keen interest in the BCLME Programme and its aims and objectives. A new breed of stakeholder may be coming on-board for the SAP Implementation process and these would be individuals and agencies that are more concerned with the implications of new transboundary cooperative policy-making and management. It is expected that various industries will wish to be involved. There are considerable benefits to Governments in letting

these stakeholders more involved. To encourage and promote the assumed conditions, the project is designed to apply flexible and adaptive management in its approach. For example, if proposed and supported, it may be possible to encourage self-regulation by the industry which is a) more cost-effective for Governments and b) preferred by the industries themselves as they have greater say over the level of pragmatism involved in selecting regulatory conditions and procedures.

185. Lastly for Outcome 3, another risk always exists associated with identifying and securing sufficient and appropriate long-term financial support for the Commission. Other pressing domestic economic and social issues in all three countries might amplify this risk, if the regional commission of this kind is perceived by politicians and decision-makers as detached from the regional (economic) development. Fortunately, such risk has been significantly lowered by the significant efforts put by the BCLME Programme. The countries have already accepted and noted the linkages between ecosystem health, food security, and the overarching challenge of poverty alleviation. The dependence of coastal populations on marine resources for their subsistence and for income generation demonstrates to politicians and decision-makers the importance of maintaining the ecological integrity within the LME in order to achieve the countries' development goals. The proposed project will ensure to keep decision-makers informed (as per Outcome 1 and 3) of the relationship between the LME and economic welfare in order to impress on them the need to secure and to commit long-term financial support. The domestic benefits versus costs of regional action versus inaction will be clearly elaborated at the political level. Furthermore, the Project intends to build the partnerships beyond just government and particularly with the private sector, which will not only increase opportunities for greater financial support but will also lock governments into their financial commitments more securely and, indeed, more willingly.

186. Outcome 4 addresses the need to capture appropriate lessons and best practices and to provide effective networking for their transfer and replication both within the BCLME and at a continental and global level. There are no major risks associated with any of the assumptions surrounding this Outcome (most of which are based on the expectation that there will indeed be lessons for replication and that the countries will wish to share these and even replicate them). One possible minor risk is the absence of an effective coordination body for the networking process but this merely requires discussion and negotiation, and suitable entities exist certainly within the BCLME region (the PCU and the Commission) and for the African continent itself (e.g. NEPAD). Supporting one of the pioneer regional commissions established for the sustainable management of a LME and its associated resources, the project is expected to generate valuable lessons for others; therefore, it is designed to collaborate throughout its implementation with those regional (and global) coordination bodies for active information sharing and exchange of experiences.

Expected Global, National and Local Benefits

187. Globally, the project will address over-exploitation of fish stocks (now a serious issue at the international level) within a major international fishery. In particular the participating countries will, through their regional cooperative agreement and institutional mechanism, develop and adopt a Code of Conduct for Responsible Fisheries in line with the requirements of the 1995 FAO Conference and in support of the WSSD targets and the JPOI. These WSSD targets include the application of the ecosystem approach by 2010; and the maintenance or restoration of stocks to levels that can produce the maximum sustainable yield with the aim of achieving these goals for depleted stocks on an urgent basis and where possible not later than 2015. The Project will further embrace the requirements of the JPOI through the negotiation and adoption of a number of management practices and codes including a Code of Conduct for Responsible Management and Harvesting of Living Marine Resources, negotiation of a Regional Mariculture Policy, and adoption of guidelines for standard MCS procedures. Furthermore, and in accordance with JPOI, the Project will negotiate and adopt formal

partnership agreements and linkages with donors and international financial institutions, bilateral agencies and (in particular) relevant industry and commercial stakeholders in order to assist in meeting these targets and in adopting a fully sustainable ecosystem approach to fisheries and the BCLME as a whole. The following list highlights the main references within the JPoI that are directly addressed through this project.

- Encourage the application by 2010 of the ecosystem approach, noting the Reykjavik Declaration on Responsible Fisheries in the Marine Ecosystem and decision V/6 of the Conference of Parties (COP) to the Convention on Biological Diversity (CBD);
- Promote integrated, multidisciplinary and multi-sectoral coastal and ocean management at the national level and encourage and assist coastal States in developing ocean policies and mechanism on integrated coastal management;
- Assist developing countries in coordinating policies and programmes at the regional and sub-regional levels aimed at the conservation and sustainable management of fisheries resources and implement integrated coastal activities and, where appropriate, the development of related infrastructures;
- Strengthen donor coordination and partnerships between international financial institutions, bilateral agencies and other relevant stakeholders to enable developing countries, in particular the least developed countries and small island developing states and countries with economies in transition, to develop their national, regional and sub-regional capacities for infrastructure and integrated management and the sustainable use of fisheries;
- Maintain the productivity and biodiversity of important and vulnerable marine and coastal areas, including in areas within and beyond national jurisdiction;

188. This Project will also build on the important scientific data and knowledge captured during the foundational phase of the BCLME Programme, and will start to package and target this information for practical use at the management and policy level, whilst building the necessary capacity and structures for a regional management mechanism for the entire LME. In this context, the BCC and its associated Agreement (to be elaborated into a binding regional Treaty) will act as a global model for most of the rest of the world's LMEs and their evolving management mechanisms.

189. The BCLME also plays a significant role in global climate generation and regulation, although the exact functions and manifestations are still only partially understood. The BCLME Programme, through the SAP IMP Project and support to the BCC, will continue to focus on greater understanding, knowledge capture and associated adaptive ecosystem management in relation to variability within the LME. The ecosystem approach to management will aim to maintain and conserve the various ecosystem functions at the local and regional level thereby providing some level of stability in relation to regional and global climate cycles and seasonality. This overall ecosystem stability will in turn provide feedback to the maintenance and conservation of renewable living marine resources within the LME.

190. At the national level, fisheries contribute significantly and traditionally to the welfare of peoples in all three participating countries, either through the national economies, and/or to the sustainable livelihoods of many coastal communities and households. In some area of the BCLME, it represents the only source of income or nutrition. A reduction (or worse still a collapse) in any of the significant marine food species could therefore be catastrophic to the countries at both the community level and at the level of national economics. Conversely, it has been demonstrated that effective and sustainable management of the BCLME's living marine resources can have enormous social and economic benefits in the mid to long term¹⁶.

¹⁶ Benguela Current Commission (BCC) Economic Study. March 2005

191. Nationally, the Project will also assist the countries in meeting their commitments to the Millennium Development Goals (MDGs), particular Goals 1 (Eradication of Poverty and Hunger), Goal 7 (Ensuring Environmental Sustainability) and Goal 8 (Developing a Global Partnership for Development). Furthermore it will also encourage and assist countries to meet their commitments to other major MEAs such as the CBD, MARPOL (and its various protocols), etc.

192. Also at the national level, the Project will aim to leave a legacy of TCB within appropriate institutions for better integrated and transboundary management of all living resources and their associated habitats. This legacy will bring benefits both from the point-of-view of human needs (employment, pools of skill, opportunities for betterment and promotion) and in the context of more efficient cross-sectoral national resource management.

193. Local benefits should also be significantly enhanced at the community and family level with greater probability of sustainable protection and conservation of livelihoods and critical resources. Local management needs will also be realised through the overall BCC regional and national structure which will provide opportunities for employment as well as enabling people at the local level to have a voice in the management of their immediate environment.

Country Ownership: Country Eligibility and Country Drivenness

Country Eligibility

194. All three participating countries are eligible under para. 9(b) of the GEF Instrument. All three countries also have UNDP Country Offices and existing GEF portfolios.

Country Drivenness

195. Having put years of conflict behind them, the countries of Angola, Namibia and the Republic of South Africa are now moving forward together in a new spirit of mutual cooperation and assistance. This is apparent in their collaborative involvement in such entities as the Southern African Development Community (SADC) and SEAFO (along with its associated Convention on the Conservation and Management of Fishery Resources in the South East Atlantic Ocean). They also work as a group through the Benguela Environment Fisheries Interaction and Training Programme (BENEFIT) which is a regional marine science and training programme with an overall goal to promote optimal and sustainable utilisation of the Benguela LME's living marine resources.

196. The countries have already demonstrated a significant level of ownership and custodial responsibility for the BCLME and its sustainable management through their development and implementation of the BCLME Programme, including the formal endorsement by all countries of a SAP. One of the significant features of the Programme which was highlighted during a recent mid-term evaluation was the fact that it has been regionally driven from its earliest conception. This strong regional 'buy-in' is seen by many stakeholders as the reason why the BCLME Programme has been so successful in its delivery. The clear commitment of the country stakeholders is further evidenced by their formal signature in support of the Interim Agreement creating the BCC which represents a firm foundation of commitment and intent from which the countries can now negotiate a legal, binding Treaty which will give real political substance to transboundary management of the BCLME. This BCC and associated Interim Agreement have now been formally adopted by all 3 countries. It is in this spirit of national ownership and regional cooperation and trust that the three participating countries endorse this Project and request GEF partnership, support and assistance.

National Commitment

197. The following sections identify national activities and policies that support and confirm national commitments to the ecosystem approach and sustainable management of the BCLME.

Angola:

198. Thirteen years of struggling for independence followed by over 30 years of post-independence civil conflict has taken its toll on Angola. Decades of central planning, mismanagement, corruption and the war have long distorted the economy during this period. However, in 2000, Angola began tentative economic reforms. It has since made significant progress in achieving macro-economic stability and reducing inflation. Fisheries laws are currently under revision as are various decrees that deal with fisheries planning and management, surveillance and quality control. The Angolan national authorities acknowledge that the existing legislation is antiquated and ineffective and that it does not reflect their commitments to international and regional development within the fisheries sector. A new law has been drafted (the Law of Aquatic Biological Resources) that establishes new principles and provisions related to the sustainable management of aquatic resources, and which also reflects the need to integrate the management of marine resources with other sectoral policies and legislation. The principal objectives of this new law include 1) rational exploitation of marine resources within biological sustainable limits; 2) improvements in food security; 3) improvements in livelihoods and reduction in levels of poverty within communities dependent on fishing activities; 4) increased capture of foreign revenue to support sectoral improvements; 5) improvements in MCS; 6) implementation of sectoral training programmes for better handling and management. In particular, new regulations regarding surveillance, research and licensing have been drafted to further support this new law.

199. At the ground level, Angola has a fisheries database (Artfish) designed by FAO which supports advanced data analysis. Monitoring at selected landing beaches includes the collection of data on total catch, species catch, and catch effort. Furthermore, as part of its national surveillance system, Angola has introduced an advanced VMS (Vessel Monitoring System). Angola has developed a number of important links with international agencies such as SIDA (Swedish International Development Agency) and NORAD (Norwegian Agency for Development cooperation) as well as the Portuguese Institute for Marine Research (IMR) in Lisbon. Such agencies provide support for research and development. It is recognised that more effort is needed to provide training for more appropriate analyses and better management use within the context of applying fisheries data to actual management and policy decisions.

Namibia:

200. The fisheries sector of Namibia and the Ministry of Fisheries and Marine Resources (MFMR) have come a long way since Independence was declared in 1990. At that time Namibia's fish resources were subject to enormous fishing pressure from DWF of foreign countries, and Namibian participation in the sector was the preserve of a privileged few. Upon gaining independence in 1990, the country declared a 200 nautical mile EEZ and this was rapidly followed by adoption of a new Sea Fisheries Act (1992) along with a new national policy on the exploitation of rights and on quota allocations (1993). Since then the country has placed emphasis on research and the development of more effective management capacity in relation to its fisheries. The Namibian National Development Planning framework (comprising 5-year National Development Plans (NDPs)) targets a rise in fish exports and has identified 13 public investment priorities for the sector including projects related to MCS, research, infrastructural improvement, and training. The MFMR has a high profile in the country and is advised by the Sea Fisheries Advisory

Council on matters relating to management and conservation. Surveillance is carried out by patrol vessels and aircraft and a satellite VMS is being established. As well as embracing national responsibilities and commitments to fisheries management and sustainability as a high priority, Namibia has also been closely involved in the coordination of the fisheries sector with SADC, and the regional coordination of the sector for marine fisheries and resources lies in the hands of Namibia. To this effect, Namibia has established the SADC Sector Coordinating Unit, for the task of providing the region with leadership and guidance in the formulation, evaluation, management and implementation of specific policies, programmes and projects for the development of the sector. There are four institutions within the country that offer specific training for the fisheries sector, both nationally and for other SADC countries.

201. Today, Namibia is considered to be a world model in fisheries management (especially among the developing nations) using the latest management techniques to create an environment that has resulted in a healthy industry that pays its fair share for the utilisation of Namibia's marine resources. The fisheries sector has been successfully integrated with the rest of the Namibian economy, and is now a key contributor to the economic future of all Namibians. At the same time there is an increasingly broad and balanced participation in the sector by Namibians of all backgrounds. The rapid development of a comprehensive fisheries management regime by Namibia has established the country as one of the leading nations, in accepting the responsibilities under international law relating to fisheries.

South Africa:

202. Industrial fisheries in South Africa started in the late 1890s, and effort escalated rapidly thereafter. By the 1960s, catches in several South African fisheries had exceeded sustainable yields and there were sharp declines in some key stocks, prompting initiatives to improve the scientific basis for management of the major fisheries. Significant changes have taken place in South Africa's fisheries over the last decade or so. The development of a new fisheries policy started shortly after independence in 1994, and culminated in the introduction of the Marine Living Resources Act in 1998 which aimed to restructure the fishing industry to achieve equity of opportunity, and to ensure wider and more accountable participation in the decision-making process. The subsequent allocation of medium-term fishing rights from 2003 to 2005 created much needed stability in the main commercial sectors. At present there is an ongoing rights allocation process aimed at renewing fishing rights in most fishing sectors from 10 to 15 years¹⁷. During this period of reform and improvement to fisheries management there has also been a noticeable improvement in compliance. A new system of land-based monitoring of landings has been introduced at all ports and fishing harbours, and a sea-based observer programme established for the collection of scientific data in all offshore fisheries. South Africa also has numerous Memoranda of Understanding (MoUs) with other countries and deploys observers in international waters. Another major development further illustrating commitment to fisheries MCS has been the purchase of four new patrol vessels (all commissioned by September 2005). The enforcement of fisheries regulations is carried out by the Ministry with assistance as required from the South African Navy and the Police Coastal Patrol Units.

203. A Consultative Advisory Forum advises the appropriate Ministry on the management and development of the fishing industry, research needs and the administration of a Marine Living Resources Fund. This fund receives income from licences, penalties and other sources and disburses income for fisheries management such as MCS as well as research and development. South Africa is also taking the EAF

¹⁷ FAO Country Profile November 2005

management ethos seriously and is currently critically reviewing all sectors and developing EAF plans on a sector-by-sector basis. In addition, biodiversity issues are also being addressed, which has included the passing of the National Biodiversity Act and the completion of a dedicated biodiversity assessment of the coastal, intertidal and offshore environments.

Sustainability

204. One of the primary aspirations of the Project is to implement and enshrine in law a regional and national mechanism(s) that will provide long-term sustainability for an ecosystem management approach for the BCLME. In this context, Outcome 3 of the four Project Outcomes is specifically designed to focus on addressing the need for sustainability through four targeted Outputs which are considered to be the most critical and important to the long-term maintenance and continuation of the BCLME Programme and its management mechanism, the Commission.

205. Through the first Output, the Project will aim to secure an effective level of TCB within the region sufficient to provide the necessary technical and managerial level support necessary to for an ecosystem management approach to the LME. The TCB Strategy (see Annex VI) provides an initial guideline for the countries to follow but this will need to be realised through a 3-year delivery programme starting soon after project inception. As TCB is a necessary on-going exercise for sustainability it is intended that this will be reviewed and updated after 3 years, and a further plan put into action as is seen fit by the Commission in order to ensure sufficient skills and capacity exist within the region to meet the long-term needs for LME management.

206. The second Output will focus on identifying appropriate and reliable financial mechanisms for the long-term support of the BCC and its national structures and activities. It is recognised by the countries that the evolution of the BCC at both the regional and national level will require them to gradually take full responsibility for the financial support of the overall structure and mechanism. This may, of course, include negotiated agreements with non-government sectors such as the fishing industry and other commercial interests in the BCLME. It may also include on-going long-term support from international donors as appropriate. This Output will serve to act as a catalyst for such negotiations while assisting the countries in identifying the appropriate level of financial support. The important delivery for the Output will be a renewable 5-year plan that highlights the various agreements and describes the sustainable long-term funding mechanisms

207. The third Output aims to develop formal partnerships to further the BCLME management approach. Such arrangements will go beyond the aforementioned financial agreements and will aim to identify specific activities and support that will be committed to the BCLME and the work of the Commission at both the regional and national levels through public-private partnerships. Examples include the possibility of support from commercial interest within the petrochemical and gas sector toward better training and improved capacity for environmental monitoring and regulation. Once again, a major focus here would be on promoting such partnerships of cooperation with the fishing industry and its related commercial branches in order, for example, to improve fishing practices in line with a more sustainable ecosystem management approach.

208. Output four aims to deliver effective stakeholder participation for the BCC and within all of the project activities. This Output will specifically coordinate the elements and deliverables of the SPP (Annex VIII) which will promote a more sustainable approach to management at a cross-sectoral level as well as effectively engaging communities and the private sector where they have not previously been involved. It is intended that this SPP will

be reviewed and renewed beyond the lifetime of the project, as a fundamental long-term BCC mechanism for participatory management

209. The Project also intends to provide sustainability at both the BCLME level and beyond through a fourth Outcome that focuses on dissemination and replication of best practices and lessons learned (see below).

Replicability

210. The Project has a built-in component to address Replicability although this will require the evolution of specific mechanisms to this effect. This would be done at the individual LME level (i.e. within the BCLME itself) through the transfer of such lessons and best practices across the three countries and between appropriate sectors. For example, a particular approach to fisheries assessment or enforcement that has been shown to be very successful within country A would be shared with the other countries in order for them to assess its suitability and to amend and modify it to fit their particular scenarios. Other examples may include specific amendments or reforms to legislation or policy that lend themselves to transfer and replication. By this process the lessons learned through the BCLME project would not be lost but would be transferred and used as appropriate. At the larger super-regional level, it is intended that the African LMEs as a continental group should network closely and exchange lessons and best practices. In this context there would be close contact and coordination between the LME projects associated with the Canary, Guinea, Benguela, Agulhas and Somali currents. It is further expected that such networking would extend beyond Africa itself to embrace all of the LME projects around the globe. The opportunities for replication are clear and apparent and such replication need not be restricted to more specific examples of management but will also allow for major examples of management approaches for overall LMEs to be used as models as and where appropriate.

211. The actual mechanisms for transfer and replication of lessons and models would make good use of existing entities such as International Knowledge Management (IKM) and their partner DLIST, as well as IW:LEARN. In particular, it is intended that DLIST would provide a major input to a number of activities associated with the capture and transfer of best practices and lessons learned as well as assisting in the networking process. For example, DLIST will aim to work closely with appropriate regional level bodies (the MACs advised by the EWGs) to capture appropriate outputs and deliverables and assist to pass these on to the countries, including case studies, guidelines, best practices and lessons learned. DLIST would further provide the means for feedback from the national institutions and stakeholders regarding the effective implementation of such management processes, so as to develop a fine-tuning system based on lessons and best practices, as well as assisting in the transfer of best practices between BCLME and other LME's, as well as partner institutions.

212. In terms of networking, DLIST would assist in the development and implementation of a formal LME networking process between the African LMEs, including (for example) biennial meetings for information sharing and discussion, online information sharing services as well as a quarterly digital newsletter. Such a mechanism could be extended to in-country projects such as the Marine and Coastal Environment Management (MACEMP) and Namibia Coast Conservation and Management (NACOMA) Projects and help them to link into the broader LME process.

PART III: Management Arrangements

Implementation

213. UNDP will act as the Implementing Agency (IA) for this Project with the UNDP Namibia CO acting as the lead IA. UNDP has considerable experience in the implementation and management of LME projects globally and has been working with the BCLME Programme for some 10 years to date. Each of the three countries has an active UNDP Country Office, which can (and have) provided considerable in-kind support to project development and implementation, and all of these Offices are familiar with the BCLME Programme and the GEF assistance process.

Execution

214. Execution of the BCLME SAP IMP Project will take place through the United Nations Office for Project Services (UNOPS), as the Executing Agency (EA), through its Global and Inter-Regional Division in accordance with standard operational, financial guidelines and procedures. UNOPS has been managing the BCLME Project since it first started in 2002 and therefore has a detailed corporate memory of events and historic processes. UNOPS will remain accountable to UNDP for the delivery of agreed outputs as per agreed project work plans, and for financial management and reporting as well as ensuring cost-effectiveness.

215. For the execution of activities under Outcome 4: Capture and Networking of Knowledge and Best Practices, DLIST has been pre-selected as the implementation partner at the External Project Appraisal Committee held in November 2007 (see attached minutes). Accordingly, a subcontract will be issued to IKM, an NGO managing the DLIST initiative. TORs for the subcontract can be found in the attachment.

Project Coordination and Administration

216. As the objective of this Project is to develop and build capacity for a Commission and its regional and national structures it is considered to be inappropriate to duplicate BCLME administrative mechanisms through a physically independent PCU as was the approach during the initial BCLME Programme. The intention now is to funnel and focus resources through the Commission. However, it is still necessary to have a small and independent PMU for the BCLME SAP IMP Project in order to administer funding and resources, coordinate project implementation and to provide technical advice to the Secretariat of the Commission. In this context, the day-to-day management and administration of the Project will be carried out by a PMU which would be based within the BCC or its hosting organisation, to be based in Namibia.

217. The staff for this PMU would consist of a Project Manager/Advisor and Administrative Officer. These people would sit within the BCC or an appropriate hosting organisation and their primary function would be the day-to-day management and administration of the UNDP/GEF-funded BCLME SAP IMP Project, including supervision of activities and deliverables, hiring and contracting of GEF-funded staff, procurement and disbursement, budget management, reporting, evaluation and monitoring. In addition to these functions, the Project Manager/ Advisor would also act as a technical advisor to the Commission's Secretariat and, as such, would work closely alongside the Executive Secretary, particularly in matters where the BCLME SAP IMP Project is directly supporting the Commission at the regional and/or national level.

218. Other GEF-funded or part-funded staff would sit within the Commission Secretariat Offices or within the National Focal Institutes (NFIs) so as to more effectively provide capacity to the Commission at either the regional or national level.

219. The Project would have a Steering Committee consisting of A. the representatives from the three countries that sit on the Commission's Management Board (see below) plus

representation from the IA (UNDP) and the EA (UNOPS) as well as **B.** any other appropriate representatives and observers (e.g. other co-funders directly supporting the Project) whose status on the Steering Committee would be agreed by the core membership as defined under A. above.

220. The actual management process will require a careful integration between what will be the management process for the UNDP GEF assisted project (i.e. the PMU) and the regional structure for the Commission. The following sections and Part IV (below) defines the Commission structure and the linkages to the PMU. The actual Commission organs and their relationship to the UNDP/ GEF-funded BCLME SAP IMP Project are as follows:

221. Ministerial Conference: This represents the most senior policy level within the Commission and would consist of pertinent Ministers from the three countries that are signatory to the Interim Agreement (and later the formal Treaty) or their delegated representatives. The Ministerial Conference would set formal policy for the Commission in relation to transboundary ecosystem fisheries issue and any other issues relating to the BCLME, and would thereby advise and direct the rest of the Commission in its actions.

222. BCC Management Board: Effectively having evolved from the existing BCLME Programme Steering Committee (PSC), this would be the senior management body consisting of representatives from Government at the Senior Civil Servant level (e.g. Permanent Secretaries and/ or Directors-General) as well as appropriate representatives from the private sector and other donor/ funding agencies. In this context the Management Board would be at the equivalent level to the earlier BCLME PSC and would, in fact, fulfil this function also for the BCLME SAP IMP Project. However, these would effectively be two discrete functions although logistical arrangements would be adopted to allow the members to carry out these separate functions in a more cost-effective manner. Therefore, meetings of the BCC Management Board and of the BCLME SAP IMP Steering Committee would be dove-tailed so that other Steering Committee partners not on the Management Board (e.g. UNDP, UNOPS, GEF) could attend the latter immediately after the former meeting was completed. For the purposes of communication and information the Project Manager/ Advisor for the BCLME SAP IMP Project would sit as a non-voting member on the BCC Management Board. The functions of the Management Board are defined in greater detail within the Interim Agreement (see Annex V)

223. Management Advisory Committees (MACs): These would be the primary advisory bodies that would address the specific areas of concern highlighted in the SAP and the Interim Agreement in order to provide advice at the regional level and to define guidelines and directives for national level reform and harmonisation that would be endorsed by the Management Board and adopted into policy by the Ministerial Conference. These Committees are primarily bodies of the Commission.

224. BCC Secretariat: This is the functional day-to-day management office of the Commission and its various regional/ national organs and will have evolved from many of the existing BCLME management and administrative functions and roles currently carried out by the PCU. This would be overseen by an Executive Secretary who would be the senior officer within the Commission answerable to the Ministerial Conference through the Management Board. The Executive Secretary would sit on the Management Board as a non-voting member. In essence the Secretariat takes over the functions of the PCU that was created under the BCLME Programme and the Executive Secretary therefore takes over what were the functions of the Chief Technical Advisor (CTA) for the BCLME PCU. The BCLME SAP IMP PMU is thus down-graded to a simple Management Unit within the BCC and its Manager/ Advisor works alongside the Executive Secretary to ensure harmony between the GEF-funded activities and the overall work of the Commission. This is in accordance with the aims of both the original BCLME Programme and this new BCLME SAP IMP Project i.e.

capacity building of the Commission to take over the role of the BCLME Programme PCU. The functions of the Secretariat and its Executive Secretary are defined in greater detail within the Interim Agreement (see Annex V)

225. Ecosystem Advisory Committee (EAC): This will be the technical and scientific advisory organ to the Commission and to this extent inherits what were the previous functions of BENEFIT. The EAC will ensure a strong foundation of scientific advice and guidance for the Commission to allow appropriate, timely and up-to-date policy and management decisions to be taken. In this context the EAC (along with its Ecosystem Working Groups (EWGs) which have evolved from the current BCLME/BENEFIT Technical Advisory Groups of specialists and technical experts) fulfils the aims of the GEF assistance to the BCLME in that it provides an independently-funded platform of scientific and technical support which is essential to the overall BCLME transboundary EAF management. The roles of the EAC are defined in greater detail within the Interim Agreement (see Annex V)

226. Part IV (below) explains and defines how the management bodies of the Project would monitor and evaluate Project delivery and performance.

PART IV: Monitoring and Evaluation Plan and Budget

Project Inception Phase

227. A Project Inception Meeting will be conducted with the full project team, relevant government counterparts and National Focal Points (NFPs & NTFPs), any co-financing partners, and representation from UNDP and GEF as appropriate.

228. A fundamental objective of this Inception Meeting will be to assist the Project team to understand and take ownership of the Project's goals and objectives, as well as to provide guidance on the preparation and content of the Project's first Annual Work Plan¹⁸ (AWP) on the basis of the Project's logframe matrix. This will include reviewing the logframe (performance indicators, means of verification, assumptions) and on the basis of this exercise finalize the AWP with precise and measurable performance indicators and in a manner consistent with the expected outcomes for the Project.

229. Additionally, the purpose and objective of the Inception Meeting will be to: (i) introduce the various stakeholders to the Project team which will support the project during its implementation and to the NFI's staff; (ii) detail the roles, support services and complementary responsibilities of UNDP and the PMU staff *vis-à-vis* the project team; (iii) provide a detailed overview of UNDP/GEF reporting and monitoring and evaluation (M&E) requirements, with particular emphasis on the annual Project Implementation Reviews (PIRs) and related documentation, Tripartite Review (TPR) Meetings, as well as mid-term and final evaluations. Equally, the Inception Meeting will provide an opportunity to inform the project team on UNDP project-related budgetary planning, budget reviews, and mandatory budget re-phasing.

230. The Inception Meeting will also provide an opportunity for all parties to understand their roles, functions, and responsibilities within the Project's decision-making structures, including reporting and communication lines, and conflict resolution mechanisms. The Terms of Reference (ToR) for Project staff and decision-making structures will be discussed again, as needed, in order to clarify for all, each party's responsibilities during the project's

¹⁸ The AWP will be developed in accordance and close reference of the TBWP included in the Prodoc.

implementation phase. Of particular importance will be the need to clarify the relationship between the PMU (and its UNDP/ GEF-funded Project staff) and the BCC/ Secretariat.

231. Furthermore, the Inception Meeting will review the draft International Waters (IW) Process, Stress and Environmental and Socio-economic Status indicators as an important activity to revise the indicators and familiarise all stakeholders with the M&E Framework (see Annex II). The stakeholders have specifically identified the need to undertake this task with particular consideration being given to ensuring an adaptive management approach that focuses on indicators that are flexible enough to take account of the high level of environmental variability within the BCLME. The stakeholders have also identified the need to ensure that the indicators are selected with due consideration being given to the monitoring and data capture capacity of the 3 countries.

Monitoring Responsibility and Events

232. The Inception Meeting will present a Schedule of M&E-related meetings and reports. This will have been developed by the Project Manager/ Advisor in consultation with UNDP. Such a schedule will include: (i) tentative time frames for Tripartite Reviews, Steering Committee Meetings, (or relevant advisory and/or coordination mechanisms) and (ii) project related M&E activities. *Day to day monitoring of implementation progress* will be the responsibility of the Project Manager/ Advisor based on the Project's AWP and its indicators. The Project team will inform UNDP of any delays or difficulties faced during implementation so that the appropriate support or corrective measures can be adopted in a timely and remedial fashion.

233. The Project Manager/ Advisor will fine-tune the progress and performance/ impact indicators of the Project in consultation with the full Project team at the Inception Meeting with support from UNDP. Specific targets for the first year's implementation performance indicators together with their means of verification will be developed at this Meeting. These will be used to assess whether implementation is proceeding at the intended pace and in the right direction and will form part of the AWP. Targets and indicators for subsequent years would be defined annually as part of the internal evaluation and planning processes undertaken by the Project team, and agreed with the EA and IA.

234. *Periodic monitoring of implementation progress* will be undertaken by UNDP through the provision of quarterly reports from the PMU. Furthermore, specific meetings can be scheduled between the Project team, the UNDP and other pertinent stakeholders as deemed appropriate and relevant (e.g. Steering Committee members, Focal Points, Co-funding partners, etc). Such meetings will allow parties to take stock and to troubleshoot any problems pertaining to the Project in a timely fashion to ensure smooth implementation of project activities. A Report from any such meetings will be prepared by the Project team in coordination with UNDP, and circulated (no later than 14 days after the meeting) to the appropriate recipients.

235. *Annual Monitoring* will occur through the **Tripartite Review¹⁹ (TPR)**. This is the highest policy-level meeting of the parties directly involved in the implementation of a project. The Project will be subject to Tripartite Review (TPR) at least once every year. The first such meeting will be held within the first twelve months following the Inception Meeting. The project proponent will prepare an Annual Progress Report²⁰ (APR), which

¹⁹ One Steering Committee meeting per year will perform the function of TPR. The TPR will be conducted in line with the annual joint UNDAF Review process of the lead UNDP CO, and in accordance with the UN harmonisation procedures.

²⁰ An Annual Progress Report (APR), a key annual monitoring tool by UNDP requirement, and a Project Implementation Review (PIR), a key annual monitoring tool by GEF requirement, have been

includes the IW Results Template (see below), and submit it to UNDP at least two weeks prior to the TPR for review and comments.

236. The APR will be used as one of the basic documents for discussions in the TPR meeting. The Project Manager/ Advisor and team will present the APR to the TPR, highlighting policy issues and recommendations for the decision of the TPR participants. The Project Manager/ Advisor and team will also inform the participants of any agreement reached by stakeholders during the APR preparation on how to resolve operational issues. Separate reviews of each project component may also be conducted if necessary. The IW Results Template should provide clear definition of which IW Indicator requirements have been met along with verification.

Terminal Tripartite Review (TTR)

237. The TTR is held in the last month of project operations. The Project Manager/ Advisor is responsible for preparing the Terminal Report (see below) to be submitted to UNDP as per UN regulations. It shall be prepared in draft at least two months in advance of the TTR in order to allow review, and will serve as the basis for discussions in the TTR. The TTR considers the implementation of the Project as a whole, paying particular attention to whether the Project has achieved its stated objectives and contributed to the broader environmental objective. It decides whether any actions are still necessary, particularly in relation to sustainability of Project results, and acts as a vehicle through which best practices and lessons learned can be captured to feed into other projects under implementation or formulation. The TTR should refer to the Independent Terminal Evaluation (ITE) report, conclusions and recommendations as appropriate.

238. The TPR has the authority to suspend disbursement if Project performance benchmarks are not met as per delivery rates, and qualitative assessments of achievements of outputs.

Project Monitoring and Reporting

239. The Project Manager/ Advisor in conjunction with the Project extended team (PMU staff, UNDP Task Manager, National UNDP representatives) will be responsible for the preparation and submission of the following reports that form part of the monitoring process. Items (a) through (e) are mandatory and strictly related to monitoring, while (f) and (g) have a broader function and the frequency and nature is project specific to be defined throughout implementation.

(a) Inception Report (IR)

240. A Project Inception Report will be prepared immediately following the Inception Meeting. It will include a detailed First Year Work Plan divided in quarterly timeframes detailing the activities and progress indicators that will guide implementation during the first year of the Project. This Work Plan will include the proposed dates for any visits and/ or support missions from UNDP or consultants, as well as timeframes for meetings of the Project's decision making structures. The Report will also include the detailed Project Budget for the first full year of implementation, prepared on the basis of the first AWP, and including any M&E requirements to effectively measure project performance during the targeted 12 months time-frame.

241. The Inception Report will include a more detailed narrative on the institutional roles, responsibilities, coordinating actions and feedback mechanisms of project related partners. In

merged into one reporting system (and format) for all UNDP/GEF projects. The IW Results Template is an integral part of the PIR for all GEF IW projects.

addition, a section will be included on progress to date on project establishment and start-up activities and an update of any changed external conditions that may affect project implementation, including any unforeseen or newly arisen constraints. When finalized, the report will be circulated to project counterparts who will be given a period of one calendar month in which to respond with comments or queries. UNDP will review the document prior to its wider circulation to ensure it conforms to UN Rules and Regulations as per UNDP's responsibility to GEF.

(b) Quarterly Progress Report (QPR) and (c) Project Implementation Review (PIR)

242. The QPR is a self-assessment report by project management to the UNDP Office and provides them with input to the reporting process as well as forming a key input to the TPR. The APR/PIR²¹ is an annual monitoring process mandated by the GEF, to be overseen by the UNDP Task Manager and to be undertaken by the PMU; it has become an essential monitoring tool for project managers and offers the main vehicle for extracting lessons from ongoing projects.

243. An APR/PIR is prepared on an annual basis following the first 12 months of project implementation and prior to the TPR. The purpose of the APR/PIR is to reflect progress achieved in meeting the project's AWP and assess performance of the project in contributing to intended outcomes through outputs and partnership work. The APR/PIR is discussed in the TPR so that the resultant report represents a document that has been agreed upon by all of the primary stakeholders.

244. The items in the APR/PIR to be provided by UNDP/ GEF include the following:

- An analysis of project performance over the reporting period, including outputs produced and, where possible, information on the status of the outcome
- In particular, a completed IW Results Template defining project achievements or shortfalls in meeting IW indicator targets
- The constraints experienced in the progress towards results and the reasons for these
- The three (at most) major constraints to achievement of results
- AWP and related expenditure reports
- Updates of Co-financing figures realized
- Lessons learned
- Clear recommendations for future orientation in addressing key problems in lack of progress

245. UNDP analyzes the individual APR/PIRs by focal area, theme and region for common issues/results and lessons. The Reports are also valuable for the Independent Evaluators who can utilise them to identify any changes in project structure, indicators, work plan, etc. and view a past history of delivery and assessment.

(d) Periodic Thematic Reports

246. As and when called for by UNDP or other stakeholders, and when deemed appropriate, the project team will prepare Specific Thematic Reports, focusing on specific issues or areas of activity. The request for a Thematic Report will be provided to the project team in written form, will be cleared through UNDP, and will clearly state the issue or activities that need to be reported on. These reports can be used as a form of lessons learned exercise, specific

²¹ As indicated in the footnote 20, the format and the reporting system of the APR (UNDP requirement) and PIR (GEF requirement) have merged and streamlined into one process. Thus, this key annual reporting tool will be referred to an APR/PIR.

oversight in key areas, or as trouble-shooting exercises to evaluate and overcome obstacles and difficulties encountered. Stakeholders are requested to minimize their requests for Thematic Reports, and when such are necessary will allow reasonable timeframes for their preparation by the project team.

(e) Project Terminal Report

247. During the last three months of the project the project team will prepare the Project Terminal Report. This comprehensive report will summarize all activities, achievements and outputs of the Project, lessons learned, objectives met, or not achieved, structures and systems implemented, etc. and will be the definitive statement of the Project's activities during its lifetime. It will also lay out recommendations for any further steps that may need to be taken to ensure sustainability and replicability of the Project's activities.

(f) Technical Reports (project specific - optional)

248. Technical Reports are detailed documents covering specific areas of analysis or scientific specializations within the overall project. As part of the Inception Report, the project team will prepare a draft Reports List, detailing the technical reports that are expected to be prepared on key areas of activity during the course of the Project, and tentative due dates. Where necessary this Reports List will be revised and updated, and included in subsequent reports. Technical Reports may also be prepared by external consultants and should be comprehensive, specialized analyses of clearly defined areas of research within the framework of the project and its sites. These technical reports will represent, as appropriate, the project's substantive contribution to specific areas, and will be used in efforts to disseminate relevant information and best practices at local, national and international levels.

(g) Project Publications (project specific - optional)

249. Project Publications will form a key method of crystallizing and disseminating the results and achievements of the Project. These publications may be scientific, technical or informational texts on the activities and achievements of the Project, in the form of journal articles, multimedia publications, etc. These publications can be based on Technical Reports, depending upon the relevance, scientific worth, etc. of these Reports, or may be summaries or compilations of a series of Technical Reports and other research. The project team will determine if any of the Technical Reports merit formal publication, and will also, in consultation with UNDP, the governments and other relevant stakeholder groups, plan and produce these publications in a consistent and recognizable format. Any publications need prior clearance from UNDP. Project resources will need to be defined and allocated for these activities as appropriate and in a manner commensurate with the project's budget.

250. In order to accord proper acknowledgement to GEF for providing funding, a GEF should appear on all relevant GEF project publications, including among others, project hardware and vehicles purchased with GEF funds. Any citation on publications regarding projects funded by GEF should also accord proper acknowledgment to GEF. The UNDP logo should be more prominent -- and separated from the GEF logo if possible, as UN visibility is important for security purposes.

Independent Evaluation

251. The project will be subjected to at least two independent external evaluations as follows:

(i) Mid-term Evaluation (MTE)

An independent Mid-Term Evaluation will be undertaken at the end of the second year of implementation. The MTE will determine progress being made towards the achievement of outcomes and will identify course correction if needed. It will focus on the effectiveness, efficiency and timeliness of project implementation; will highlight issues requiring decisions and actions; and will present initial lessons learned about project design, implementation and management. Findings of this review will be incorporated as recommendations for enhanced implementation during the final half of the project's term. The organization, ToR and timing of the MTE will be decided after consultation between the parties to the project document. The ToR for this MTE will be prepared by UNDP.

(ii) Final Evaluation

An Independent Final Evaluation will take place three months prior to the terminal TPR meeting, and will focus on the same issues as the MTE. The final evaluation will also look at impact and sustainability of results, including the contribution to capacity development and the achievement of global environmental goals. The Final Evaluation should also provide recommendations for follow-up activities. The ToR for the Final Evaluation will be prepared by UNDP in line with the GEF evaluation requirements.

Audit Clause

252. The EA will provide the appropriate UNDP Resident Representative with certified periodic financial statements, and with an annual audit of the financial statements relating to the status of UNDP (including GEF) funds according to the established procedures set out in the Programming and Finance manuals. UNOPS, the EA, is held responsible to arrange the annual audit of the financial statements, as part of its EA responsibility.

Learning and Knowledge Sharing

253. Results from the project will be disseminated within and beyond the project intervention zone through a number of existing information sharing networks and forums (with specific consideration being given to DLIST as a Project internal mechanism and IW:LEARN as a more global mechanism). In addition:

- ◆ The project will participate, as relevant and appropriate, in UNDP/ GEF sponsored networks, organized for Senior Personnel working on projects that share common characteristics. UNDP/ GEF shall establish a number of networks, such as integrated ecosystem management, eco-tourism, co-management, etc, that will largely function on the basis of an electronic platform.
- ◆ The project will identify and participate, as relevant and appropriate, in scientific, policy-based and/ or any other networks, which may be of benefit to project implementation through lessons learned.

254. The project will identify, analyse, and share lessons learned that might be beneficial for project under implementation or in the design and implementation of similar future projects. Identifying and analysing lessons learned is an on-going process, and the need to communicate such lessons as one of the project's central contributions is a requirement to be delivered not less frequently than once every 12 months. UNDP/ GEF shall provide a format and assist the project team in categorizing, documenting and reporting on lessons learned. To this end a percentage of project resources will need to be allocated for these activities.

Table 5: Indicative Monitoring and Evaluation (M&E) work plan and corresponding Budget

Type of M&E activity	Responsible Parties	Budget (US\$) <i>Excluding project team Staff time</i>	Time frame
Inception Meeting	<ul style="list-style-type: none"> Project Manager/ Advisor UNDP CO UNDP/ GEF 	\$50,000 (under Travel/ DSA)	Within first two months of project start up
Inception Report	<ul style="list-style-type: none"> Project Team UNDP CO 	None	Immediately following Inception Meeting
Measurement & Verification for IW Indicators and Project Progress performance Indicators	<ul style="list-style-type: none"> Oversight by Project GEF Technical Advisor and Project Manager/ Advisor Measurements by regional field officers and local IAs 	\$100,000 Included as part of Output 1.1 and 2.1 activity funding (Under Sub-contracts 2.1)	Start, mid and end of project
PIR	<ul style="list-style-type: none"> Project Team UNDP CO UNDP/ GEF 	None	Annually
TPR and TPR report	<ul style="list-style-type: none"> Government Counterparts UNDP CO Project team UNDP/ GEF Regional Coordinating Unit (RCU) 	None	Every year, upon receipt of APR
Steering Committee Meetings	<ul style="list-style-type: none"> Project Manager/ Advisor UNDP CO 	None	Following Inception and subsequently at least once a year
Periodic status reports	<ul style="list-style-type: none"> Project team 	\$5,000 (under Miscellaneous)	To be determined by Project team and UNDP CO
Technical reports	<ul style="list-style-type: none"> Project team Hired consultants as needed 	\$10,000 (under Miscellaneous)	To be determined by Project Team and UNDP CO
Mid-term (External) Evaluation (MTE)	<ul style="list-style-type: none"> Project team UNDP CO UNDP/ GEF RCU External (i.e. evaluation team) 	\$39,400 (under Personnel and Travel/ DSA)	At the mid-point of project implementation.
Final External Evaluation	<ul style="list-style-type: none"> Project team, UNDP CO UNDP/ GEF RCU External (i.e. evaluation team) 	\$39,400 (under Personnel and Travel/ DSA)	At the end of project implementation
Terminal Report	<ul style="list-style-type: none"> Project team UNDP CO External Consultant 	None	At least one month before the end of the project
Lessons learned	<ul style="list-style-type: none"> Project team Consultancies UNDP/ GEF RCU (suggested formats for documenting best practices, etc) BCC Management Board and MACs 	\$100,000 (under Output 4.1)	Yearly
Audit	<ul style="list-style-type: none"> UNDP CO Project team 	4,000 - average \$1000 per year. (under Travel/ DSA)	Yearly

Visits to field sites (UNDP staff travel costs to be charged to IA fees)	<ul style="list-style-type: none"> ▪ UNDP Country Offices ▪ UNDP/ GEF RCU (as appropriate) ▪ Government representatives 	15,000 - (excluding UNDP staff travel costs, which will be charged to IA fees)	Yearly (average one visit per year.)
TOTAL INDICATIVE COST <ul style="list-style-type: none"> ▪ <i>Excluding project team staff time and UNDP staff and travel expenses</i> 		US\$ 362,800	

International Waters Indicators

255. Annex II lists the principal indicators selected for the Project to demonstrate improvements in Process and Stress Reduction relative to Project activities and deliverables. **As a minimum, the Project will report on these indicators, given however, that amendments can be made during inception.** The stakeholders have specifically requested during the Project development phase that they should allocate a dedicated meeting to defining appropriate Environmental and Socio-economic Status indicators that are a) compatible with national capacity and skills and b) are deliberately flexible enough to embrace the concept of adaptive management within a highly variable environment as is the BCLME. It is particularly important that baseline data be collected within the first 6 months of the Project before national monitoring/ sampling programmes can effectively begin. The Project will arrange for each country to collect such baseline data during its initial 6 month Inception Phase.

256. These indicators will be reviewed during a dedicated Stakeholder Meeting within the first 3 months of the Project lifetime and endorsed by each country following any agreed additions or amendments. Following endorsement, the PCU will develop a national monitoring template for Impact Measurement which directly relates to the requirements for IW indicator monitoring and this will be adopted and implemented within the first 6 months so as to allow monitoring to proceed at the national level during or immediately after the Inception Phase. This will provide measured and verified data for the overall M&E framework which will a) confirm Project delivery and b) confirm successful achievement of IW Indicator targets in Process, Stress Reduction and Environmental Status.

257. The Project Logical Framework (Part II) also contains performance indicators that relate specifically to expected deliverables from the Project and these will also form part of this monitoring process.

PART V: Legal Context

Legal Context:

258. This Project Document shall be the instrument referred to as such in Article I of the Standard Basic Assistance Agreement (SBAA) between the Governments of Angola, Namibia, South Africa and the United Nations Development Programme, signed by the parties on the following dates:

Country	Date of Signature
Angola	4 th March 1977
Namibia	22 nd March 1990
South Africa	3 rd October 1994

259. The host country implementing agency shall, for the purpose of the Standard Basic Assistance Agreement, refer to the Government Cooperating Agency described in that Agreement.

260. The UNDP Resident Representative in Namibia is authorised to effect in writing the following types of revision to this Project Document, provided that s/he has verified the agreement thereto by the UNDP-GEF Unit and is assured that the other signatories to the Project Document have no objection to the proposed changes:

- Revision of, or addition to, any of the annexes to the Project Document;
- Revisions which do not involve significant changes in the immediate objectives, outputs or activities of the project, but are caused by the rearrangement of the inputs already agreed to or by cost increases due to inflation;
- Mandatory annual revisions which re-phase the delivery of agreed project inputs or increased expert or other costs due to inflation or to take into account agency expenditure flexibility; and
- Inclusion of additional annexes and attachments only as set out here in this Project Document.
-

Audit clause:

261. UNOPS shall furnish to UNDP periodic financial reports at such times and in such form as UNDP may request to ensure, inter alia, the timely updating of project information. The EA will provide the appropriate UNDP Resident Representative with certified periodic financial statements, and with an annual audit of the financial statements relating to the status of UNDP (including GEF) funds according to the established procedures set out in the Programming and Finance manuals. The Audit will be conducted by a legally recognized auditor of the Government, or by a commercial auditor engaged by the Government.

SECTION II: STRATEGIC RESULTS FRAMEWORK AND GEF INCREMENT

Incremental Cost and Project Financing

262. The full detailed Incremental Cost Assessment (ICA) Matrix upon which the following text and calculations are based is presented in Annex I. Table 6 (below) provides a summary of the ICA figures for the 4 Project Components, and Table 7 (below) shows the full Project Output Budget.

Baseline

263. The Benguela Current regime is known to support one of the world's most productive fisheries and is globally significant in terms of the number of international fishing vessels that operate in its waters as well as its importance to global food supplies. However, not only are fish an essential export commodity, they are also an important part of the national diets, especially at the community level. Poverty is still predominant in many areas, especially in Angola, and coastal fish catches are a subsistence requirement still for many coastal communities.

264. Counter-balanced against this fisheries landscape is the burgeoning development of other commercial activities that are fuelling the growing economies of each country, particularly in the oil, gas, mining and tourism sectors. Therefore, part of the existing baseline problem focuses on the fact that all three countries are evolving politically and striving to improve and consolidate their economies following years of strife and uncertainty. Each of these growing commercial activities has an impact on the welfare of the marine ecosystem and threatening the sustainability of the LME's naturally-renewable resources.

265. The BCLME exists in a political and commercial climate that has traditionally expended large efforts into exploiting the fisheries to the full while providing only minimal input and financial investment for effective, cooperative management of the ecosystem and its living marine resources. This situation coupled with the aforementioned expanding exploitation of other natural resources such as oil, gas and minerals, and the impact that these commercial activities are having, has resulted in an urgent and justifiable concern for the long-term sustainability of the globally significant LME and its associated fisheries.

266. Some specific threats have already been highlighted by the TDA undertaken in the late 1990s. This recognises the overall decline in fish stocks as a result of over-fishing and inappropriate fishing methods which is further exacerbated by the general uncertainty of the status of the ecosystem and potential living marine resource yields within a highly naturally variable environment. The TDA has also noted the degradation of habitats, chronic decline in water quality and loss of species numbers as a result of the increasing commercial exploitation of the coastal, marine and associated watershed resources. This is creating an imbalance in species distribution and damaging the overall food-web. All this is taking place in a human environment where there is inadequate capacity and infrastructure to assess and monitor the welfare of the ecosystem and the long-term effects of these impacts.

267. In brief, the BCLME exists in an economic and cultural landscape in which fisheries have always played an enormously important role. Yet there have been clear signs of declines and the countries are now focusing significant efforts into trying to understand what is driving these declines. In this context, the Project baseline has evolved and improved over the last 10 years in terms of the development of a more sustainable EAF alongside a better understanding of fisheries management needs. This is due in some considerable part to the presence of the initial UNDP/ GEF initiative for the BCLME throughout that period which has supported and

encouraged the process of information gathering and promoted partnerships at the scientific and management levels. More recently the three countries bordering the BCLME have committed themselves to adopting a regional management process through the implementation of a Benguela Current Commission. This is supported by an Interim Agreement which the countries intend to negotiate further into a more formally-binding international Treaty for the BCLME.

268. However, despite this initial improvement at the level of information gathering and stakeholder partnerships, and the political commitment made to the Commission and a Treaty, there are still some clear barriers and constraints to effective transboundary, cooperative management of the BCLME. Although the concept of the Commission has been adopted by signature from each country at the senior policy level there is currently no formal or physical regional structure or regional management mechanism for the BCLME. Furthermore, there are no effective national level resource and institutional arrangements, and there is an urgent need for the adoption of associated policies and legislation to support a regional management mechanism. Inadequate long-term sustainable capacity to undertake and maintain management practices and activities for the LME (either at the national or regional level) also threatens fisheries sustainability. Also in this context, there is poor access to appropriate knowledge and best practices for transboundary LME management.

269. The main investments being made into fisheries and LME management at present focus on national MCS, on developing national catch quotas based on national statistics and on designating national operational management procedures and protection measures. However, the highly variable environment that is the BCLME cannot be managed effectively through the imposition of artificial political boundaries and in the presence of a clear geographical imbalance in resources and manpower. There is undoubtedly a significantly large baseline being invested into fisheries within the three countries but this is insufficiently focused on cooperative transboundary management and protection of living marine resources, which is essential for the long-term welfare of the LME and the social and economic structure of the countries themselves.

Total Baseline attributable to the Project proposal: **\$275,479,408**

270. This significant baseline reflects the importance of fisheries to each of the three sovereign nations of the BCLME region and how much they are prepared to invest under the business-as-usual scenario into managing fisheries purely in the national interest.

Global Environmental Objective

271. The global environmental **Goal** of this Project is to ensure the overall reduction in degradation of a critically-important LME, with emphasis on the restoration of its depleted fisheries, through effective implementation and long-term sustainability of a Strategic Action Programme. This is in direct accord with the GEF 4 International Waters Strategic Programme 1.

272. The development **Objective** of the Project is the implementation of the BCLME SAP through the adoption of national policy reforms, the sustainable institutionalisation of a regional Commission, and the endorsement and ratification of a binding international Treaty for the LME. In order to achieve this, GEF is requested to provide assistance to achieving these objectives on five fronts.

1. Initiating and strengthening the institutional capacity and effectiveness of a regional BCC and negotiating an agreed international Treaty in support of this Commission. The countries have already discussed and agreed on an initial structure along with the

requisite management and technical support bodies. Furthermore, they have signed an Interim Agreement setting up the Commission and defining its mandate and working practices. The GEF-funded BCLME SAP IMP Project will provide the funding to implement the Commission in its early stages with initial support to staff levels on the formal understanding that the countries have committed to taking over this responsibility during the life of the Project (as is reflected in their endorsements of their cash and in-kind co-funding contributions). The Project will also help to facilitate the formal and detailed negotiation process to arrive at a binding regional multilateral Treaty that defines urgent policy actions and agreements on such critically important sustainability issues as the adoption of a BCLME Code of Conduct for the Responsible Management and Harvesting of Living Marine Resources and similar Codes and Agreements relating to Mineral Exploitation; the Maintenance of LME Environmental Quality; Pollution Contingency Planning and Response; Adoption of an Early Warning Systems for Environmental Variability; and formal Guidelines for Biodiversity Conservation and Management Planning for Living Marine Resources. The incremental cost for achieving this aim has been calculated at **\$28,469,969** of which GEF would provide **\$1,195,623** (4 %).

2. Ensuring national level implementation of the SAP through appropriate policy, legislative and management reforms which also capture cross-sectoral and community level integration into the management process. The GEF-funded BCLME SAP IMP Project will assist the countries in translating the policy, legislative and management requirements from the BCC into national activities and reforms. This will include support to the initial establishment of national BCC coordination facilities within appropriate national institutions which the countries will then take responsibility for through negotiated sustainability mechanisms. The Project will also assist in establishing national stakeholder groups which will be integrated into the overall management process. The incremental cost for achieving this aim has been calculated at **\$24,791,714** of which GEF would provide **\$947,800** (4 %).
3. Securing long-term sustainable financial, human resource and partnership capacity for maintenance of the LME management components. GEF will provide funding to support a more effective TCB structure within the three countries that more directly addresses management approaches at the LME level and creates a constituency of cooperative assistance and training within the participating countries and between their BCLME stakeholders. Substantial co-funding will support TCB staffing and expertise as well as training and skills development mechanisms, distance-learning courses and meetings. The Project will provide further support to the development of a sustainable funding programme for the BCC structure at the regional and national levels which would become part of the formal Treaty agreement to help to ensure the sustainability of the EAF. The Project will also support the development and encouragement of more effective partnership agreements for the LME management approach, creating linkages between private and public sector and also extending these into the communities. Furthermore, the Project will promote more effective stakeholder participation across all sectors not only at policy, management and technical level but also at the community level. The project development stage has elaborated a detailed SPP (see Annex VIII) and this will be driven by the project through GEF funding but also with substantial in-kind support from the NGO community. The incremental cost for achieving this aim has been calculated at **\$14,916,644** of which GEF would provide **\$1,559,190** (10 %).
4. The overall capture and transfer of knowledge products and best practices along with an effective information networking mechanism. The GEF-funded BCLME SAP IMP Project will support the establishment of procedures and mechanism for capturing, and replicating best practices and lessons learned as well as knowledge vital to the

EAF. In particular GEF funding will be used to process and package best practices, lessons and knowledge into policy level briefings that will directly drive policy decisions within the BCC and at the national level. The capture and sharing of best lessons and practices will not be limited to the BCLME region however, and networking mechanisms will be developed with other African LMEs and extended out to all global LMEs. The incremental cost for achieving this aim has been calculated at **\$4,765,628** of which GEF would provide **\$946,007** (20 %).

5. Finally, there is funding specifically targeted at Project management. The countries will cover the cost of providing suitable office accommodation for both the Commission and the PMU along with most of the support costs. They will also cover the salary for the Executive Secretary for 3 years, much of whose work will be taken up with implementation and management of Project-related deliverables. Bilateral agencies will cover the costs of an Ecosystem Advisor & Coordinator to manage the EAC business within the BCC as well as a Data and Communications Manager (including operational and travel costs). The GEF component of the Project management costs will cover support costs for the PMU which will sit alongside the Commission. GEF funding for management will cover the actual Project management time required from the Project Manager/ Advisor and administrative staff related directly to Project administration and management; some support costs for utilities, insurance, and maintenance; Project staff travel related to administrative/ financial matters; vehicle maintenance; reporting/ translating and interpretation costs (including status and technical reports; and the Executing Agency costs (at 7.4% of the project funding from GEF)). The incremental cost for this management has been calculated at **\$1,140,840** of which GEF would provide **\$489,840** (43 %).

273. This assistance will be complemented by substantial co-funding. The national governments themselves are contributing considerable co-funding much of it in actual cash inputs to the ecosystem approach and to the development and sustainability of the Commission and its associated structures and activities. Other co-funders include international bilateral governments (e.g. Norway and Iceland) and regional NGO entities (e.g. IKM, members of the DLIST community, etc).

274. The total co-funding committed to the Project is **\$68,946,335** while the total GEF funding is **\$5,138,460**. This represents a balance of 13.5 parts co-funding : 1 part GEF assistance.

275. 97% of the co-funding (\$66.8 million) constitutes actual cash inputs to the project from the various donors with the remaining 3% (\$2.1 million) being estimated in-kind contributions in time and resources.

276. The baseline of \$275.5 million represents the existing policy and management approach to national fisheries within the three countries. The cost of raising/ improving national and regional policy and management strategies to address the transboundary ecosystem approach to the BCLME constitutes \$74 million (the increment). This effectively means that the countries are increasing their overall investment in Fisheries and fisheries-management related expenditure initially by 27% in order to adopt and implement a regional EAF within the BCLME.

277. The significance of these figures reflects the weight that the countries now place on the need to adopt a Commission and Treaty and to reflect this important decision in national policies and practices. The countries are prepared to commit substantial national resources to this in partnership with a GEF initiative which will act as catalyst and facilitator in steering and guiding this process.

Alternative:

278. The proposed Incremental interventions by GEF are specifically designed to build on existing baseline activities related to fisheries and marine resource exploitation and to convert and reform them into a transboundary EAF. This represents a substitutional alternative which is altering existing baseline approaches as well as building on them to improve policy, governance and management practices.

279. The total Alternative cost attributable to the Project proposal is \$349 million of which 79% represent the existing baseline and 21% represents the joint GEF/ Co-funded Increment.

280. This incremental 21% reflects the cost of realigning existing practices away from national management and governance to an ecosystem approach that will aim to reduce the degradation of this ecosystem and to restore and maintain its depleted fisheries.

281. In the longer term a detailed economic study undertaken by the BCLME Programme has assessed the cost-effectiveness of this project. This has identified that there are two potential benefits for regional cooperation of an EAF. First, the minimisation of the wasteful use of shared stocks (mitigating the economic risk on non-cooperation). Second, the increase of opportunity by managing the harvesting by all countries so that shared stocks are allowed to grow to their fullest economic potential. This Project will minimise the economic risks of non-cooperation by establishing a framework within which the countries can effectively manage these resources. The maximum value of this risk of non-cooperation is the current economic rent derived by all the countries from shared stocks which equates to approximately US\$110 million per annum. The long-term costs for the protection of this resource are calculated to be in the order of \$8 million per annum. The study identifies that an estimated potential increase in economic rent derived from cooperative management could be a further \$150 million (studies have shown that the effective cooperative ecosystem-approach to management of the hake stocks alone could increase available income by 40%). The implementation costs for this further layer of management have been calculated to be a further \$16 million per annum. Therefore, a 7% increase in investment will provide insurance against loss of \$110 million in economic rent and a further investment of \$8 million could release benefits of another \$150 million (nearly a twenty-fold return on investment). The initial capital outlay by GEF to establish this structure would be \$1.3 million per annum over 4 years with a further input from the countries of \$14.8 million per annum. The actual global benefits to sustaining fisheries and maintaining ecosystem diversity would be the subject of work undertaken by the Commission as part of the proposed monitoring of indicators that is built into the project.

System Boundary

282. The system boundary for the Project would be the Benguela Current Large Marine Ecosystem and its bordering countries. The BCLME covers the continental shelf between the Angola-Benguela frontal zone in Northern/Southern Angola and the Agulhas retroflection area, typically between 36 and 37 degrees south). It therefore covers the west coast of South Africa, the entire Namibian coast, and Southern Angola depending on the position of the Angola-Benguela front, which moves seasonally between 14 and 17 degrees south. The Project therefore includes the sovereign states of Angola, Namibia and South Africa.

PART II: Logical Framework Analysis

N.B.1: The Baseline Column captures achievements and progress already made through the initial BCLME Programme

N.B.2: Risks and Assumptions are elaborated further in the Main Text under the appropriate heading (Project Indicators, Risks and Assumptions)

RESULTS	INDICATOR	RISKS AND ASSUMPTIONS
GOAL: To halt the marked depletion of fisheries within one of the most productive yet highly environmentally variable oceanic areas in the world. This will be achieved through adoption of a more appropriate ecosystem approach to fisheries management that includes transboundary cooperation in order to mitigate the overall degradation of the LME and its living marine resources and to build in adaptive buffers to variability (both natural and anthropogenic in nature)		
Objective of the Project: the implementation of a Strategic Action Plan that builds on a foundation of scientific and technical studies and evolving partnerships, and uses these to inform policy, legislative and management decisions at the regional and national level.	An effective regional and national capacity established and sustainable that will manage the LME in a cooperative, transboundary manner	Risk that senior national political figures may not grasp the long-term importance of the need to manage and conserve fisheries and other associated living marine resources within the LME. Especially in relation to other pressing social and economic issues. Assumes that political support fostered under the original BCLME Programme will continue and expand under BCLME SAP Implementation Project Overall assumption that the regional and national structures can be made politically and economically sustainable.
Outcome 1: A Benguela Current Commission Infrastructure and Associated Treaty		
Outputs		
1.1 Commission formally adopted, to include all its requisite regional structures and responsibilities	BCC operational base and staff in place	Risk that countries may not initially agree on the structure and mandate/responsibilities of the BCC.
1.2 Signature and ratification of a binding international LME Treaty to formally support the Commission	BCC Treaty in place	Assumption that countries willing to negotiate and adopt a binding Treaty which commits them beyond the existing non-binding Agreement.
1.3 Regional guidelines for national policy and legislative reforms agreed and circulated	Agreed guidelines, approved by the BCC, in place	Assumption that countries will adopt and implement these guidelines and reforms (see below under Outcome 2).

1.4 Standardised regional monitoring and assessment programme adopted for national distribution	Monitoring and assessment programme under implementation at national level	Assumption that countries are prepared to cooperate on Monitoring and Assessment and to share skills, expertise, facilities, resources and information. Risk that there is inadequate funding to cover effective transboundary monitoring and assessment exercises.
1.5 Regional work plan adopted for further science and technical studies necessary for LME	Science and technical studies work plan in place	Assumes that there is sufficient funding to support necessary scientific and technical studies nationally and regionally.
Outcome 2: National Level Policy and Management Reforms		
Outputs		
2.1 National coordinating ministries and coordinating institutes adopted and functioning	National Coordinators appointed and operating from national institutions	Assumes countries will nominate appropriate Ministry and Institute that can most effectively deliver BCC requirements at the national level and can also facilitate cross-sectoral cooperation.
2.2 National Action Plans (NAPs) adopted capturing regional guidelines and requirements	National Action Plans in place	Assumes that all appropriate government and sectoral bodies willing to cooperate on developing and implementing NAPs. Risk that there is insufficient financing or political support to ensure that NAPs are effectively implemented.
2.3 Regional guidelines for policy, legislative and management reforms adopted and implemented at national level	Guidelines implemented in all three countries (80% of objectives achieved by year 5)	Assumes continued political commitment to undertake reforms and realignments as defined in the original Sap and re-confirmed through interim agreement and final Treaty. Risk that political commitment may change as a result of changes in political balance of power both nationally and regionally.
2.4 National Monitoring Programmes established and implemented and incorporating appropriate IW indicators	IW indicators under implementation through National Monitoring Programmes. IW indicator data incorporated into BCC State of the Ecosystem Information System (SEIS)	Assumes willingness between countries to adopt similar standards in order to effectively monitor at the LME level rather than just the national level. Assumes willingness for countries to share their data at the regional level in order to support the LME approach. Assumes a certain baseline of capacity and available resources/ equipment. Risk that nationally responsible bodies will not

		have access to sufficient funding to be able to contribute effectively and equally.
2.5 National Stakeholder Groups (NSGs) established	National Stakeholder Groups in place and participating in the SAP IMP Project	Assumes that various stakeholders at all sectoral levels have the time, interest and resources to engage effectively in the BCLME process. Assumes that BCC is prepared to accept stakeholder input to the overall regional policy and management process. Risk that relations between government, NGO, private sector, community grass-root organisations, etc. may not always be conducive to effective cooperation.
2.6 LME related Multilateral Environmental Agreement (MEAs) ratified by each country	LME-related MEAs in place	Assumes commitments involved in ratifying certain MEAs are acceptable to specific governments.
Outcome 3: Sustainable Capacity for LME Management		
Outputs		
3.1 Regional Training and Capacity Building (TCB) Strategy and work plan adopted by the BCC	BCC Regional TCB Strategy in place	Assumes that BCC can agree on priorities and funding at the regional level. Risk of conflict between countries within BCC relating to major gaps in capacity levels and training needs between countries.
3.2 TCB adopted and implemented through NAPs	TCB under implementation at national level (80% of TCB activities satisfactorily completed by year 5)	Assumes availability of appropriate individuals to train and appropriate institutions for building of capacity. Risk of disagreements and contention between institutions on national priority needs for TCB Risk that institutes may not nominate suitable candidates for training. Significant risk of loss of trained capacity due to more attractive opportunities in other sectors.
3.3 Three-yearly review and update of TCB at regional and national level	Regional TCB Strategy updated (end of 2011)	Assumes sufficient funding available to support a further 3-year cycle of training and capacity building at both the regional and national level

3.4 Effective implementation of the Stakeholder Participation Plan (SPP)	80% of objectives in the SPP achieved by end of Project	Assumes sufficient interest from necessary stakeholders (particularly in the private sector). Also assumes that BCC will allow effective and truly participatory involvement of all stakeholders at all appropriate levels of the BCC (regional and national). Always a risk of conflict between stakeholders that may frequently have opposing views that could threaten the stakeholder participation process.
3.5 Regional sustainable funding programme adopted and implemented	BCC Sustainability Strategy in place. Initial Government commitments (US\$ vs. number of years) to finance the BCC in place	Assumes that stakeholders are willing to confirm sufficient funding for long-term support of the BCC at the regional level. Risk that BCC evolves into too large and expensive a body that cannot be supported by regional funding commitments. Risk of overall loss of interest by funding sources after initial 5-10 years leaving the BCC and the overall BCLME process unsustainable.
3.6 National sustainable funding programmes annexed as part of the BCLME NAPs	National Sustainability Strategies in place (outlining financial commitments to the BCC)	Assumes that national stakeholders (particularly government) are willing to confirm sufficient funding for long-term support of the BCC at the national level. Risk that national commitments to BCC are seen to be too large and expensive cannot be supported by national funding commitments. Risk of overall loss of interest by national funding sources after initial 5-10 years leaving the national BCC coordinating and stakeholder agencies unsustainable.
3.7 Regional partnership agreements and work plans formally adopted and implemented	Number of regional partnerships (with associated outputs, outcomes and impacts). 80% of annual partnership activities satisfactorily completed.	Assumes an interest in the BCLME from potential regional partners at the level of the private sector, NGOs or communities. Risk that regional partners may lose interest after initial agreement period if they cannot see any personal benefits.

3.8 National partnership agreements annexed as part of the BCLME NAPs	National Partnership Agreements in place	Assumes an interest in the BCLME from potential national partners at the level of the private sector, NGOS or communities. Assumes the possibility for a comfortable relationship between potential national partners and government agencies directly responsible for the implementation of the overall LME approach. Risk that national partners may lose interest after initial agreement period if they cannot see any personal benefits.
Outcome 4: Capture and Networking of Knowledge and Best Practices		
Outputs		
4.1 Information critical to policy and management decisions identified, packaged and distributed to appropriate targets	Number of information packages developed and distributed annually (information on topics, distribution list, etc. captured as part of monitoring)	Assumes that senior management and policy-makers will read and act on these briefing documents. Risk that information delivered may not be specific or sufficiently compressed to be absorbed by busy politicians and senior managers.
4.2 Lessons and best practices reviewed, documented and distributed for transfer and replication	Number of lessons and best practice documents produced and distributed annually (information on themes/ topics covered, distribution list, replication, etc. captured as part of monitoring)	Assumes that lessons and best practices are transferable and can be realistically replicated. Risk that countries may not be willing to fully share their experiences with other countries.
4.3 African LME networking process and mechanism defined and implemented	Concept Paper (outlining objectives, approach, participation, etc.) on African LME Network in place. Agreed work plan and budget for African LME Network establishment. First African LME Network approved work plan and budget in place. 60% of year 1 work plan activities satisfactorily completed.	Assumes sufficient commitment within the African continent and associated regional bodies to support a long-term African LME network both politically and financially. Risk that lessons and best practices could be transferred and replication attempted without taking into account local, national or regional differences and requirements that might entirely alter their effectiveness and appropriate nature.

4.4 Global networking mechanism established including linkages with other regional initiatives such as GOOS and NEPAD	Number of international networking and partnership agreements (with detailed terms of references for partnerships) in place.	Assumes sufficient global commitment within the appropriate bodies to support a long-term global LME network both politically and financially. Risk of discord between global agencies over responsibilities for such a global LME networking facility and its funding. Risk that lessons and best practices could be transferred and replication attempted without taking into account local, national or regional differences and requirements that might entirely alter their effectiveness and appropriate nature.
Project Management		
Total financing from UNDP/ GEF (\$)		5,138,460

SECTION III: TOTAL BUDGET AND WORK PLAN

Total budget and work plan

Award ID:	00048997(Proposal ID – to be awarded to generate the Award ID before submission to HQ)
Award Title:	PIMS 3849 FSP IW: Implementation of the BCLME SAP IMP
Project ID:	00059476
Project Title:	PIMS 3849 FSP IW: Implementation of the Benguela Current LME Strategic Action Programme for Restoring Depleted Fisheries and Reducing Coastal Resources Degradation (BCLME SAP IMP)
Implementing Partner (Executing Agency)	UNOPS

PROJECT OUTCOMES	Responsible Party	Source of Funding	ATLAS Code	ATLAS BUDGET DESCRIPTION	YEAR 1	YEAR 2	YEAR 3	YEAR 4	TOTAL (US\$)	Budget Note:
OUTCOME :1 A Benguela Current Commission infrastructure and associated Treaty	UNOPS	GEF	71200	International/Regional Consultants	134,909	124,695	84,660	112,944	457,208	1
			71300	Local Consultants	104,209	93,645	86,160	95,360	379,374	2
			71600	Travel	29,444	20,563	21,004	21,004	92,014	3
			72100	Contractual – Companies	76,875	60,139	59,007	59,007	255,027	4
			74200	Audio Visual & Print Production	3,000	3,000	3,000	3,000	12,000	5
TOTAL FOR OUTCOME					348,437	302,041	253,831	291,314	1,195,623	

PROJECT OUTCOMES	Responsible Party	Source of Funding	ATLAS Code	ATLAS BUDGET DESCRIPTION	YEAR 1	YEAR 2	YEAR 3	YEAR 4	TOTAL (US\$)	Budget Note:
OUTCOME 2: National Level Policy, Legislative and Management Reforms	UNOPS	GEF	71200	International/Regional Consultants	28,000	21,600	18,400	12,000	80,000	6
			71300	Local Consultants	169,040	122,000	104,360	92,600	488,000	7
			72100	Contractual – Companies	125,334	94,950	83,556	75,960	379,800	8
TOTAL FOR OUTCOME					322,374	238,550	206,316	180,560	947,800	

PROJECT OUTCOMES	Responsible Party	Source of Funding	ATLAS Code	ATLAS BUDGET DESCRIPTION	YEAR 1	YEAR 2	YEAR 3	YEAR 4	TOTAL (US\$)	Budget Note:
OUTCOME 3: Sustainable Capacity for LME Management	UNOPS	GEF	71300	Local Consultants	56,755	47,905	43,805	30,525	178,990	9
			71600	Travel	10,290	7,938	6,762	4,410	29,400	10
			72100	Contractual – Companies	432,530	367,666	310,234	200,370	1,310,800	11
			74200	Audio Visual & Print Production	14,000	10,800	9,200	6,000	40,000	12
TOTAL FOR OUTCOME					513,575	434,309	370,001	241,305	1,559,190	

PROJECT OUTCOMES	Responsible Party	Source of Funding	ATLAS Code	ATLAS BUDGET DESCRIPTION	YEAR 1	YEAR 2	YEAR 3	YEAR 4	TOTAL (US\$)	Budget Note:
OUTCOME 4: Capture and Networking of Knowledge and Best Practices	UNOPS	GEF	71200	International/Regional Consultants	30,600	32,320	30,600	28,880	122,400	13
			71300	Local Consultants	31,500	37,400	31,500	25,600	126,000	14
			71600	Travel	9,930	11,916	9,930	7,944	39,720	15
			72100	Contractual – Companies	196,280	176,839	145,649	139,119	657,887	16
TOTAL FOR OUTCOME					268,310	258,475	217,679	201,543	946,007	

PROJECT OUTCOMES	Responsible Party	Source of Funding	ATLAS Code	ATLAS BUDGET DESCRIPTION	YEAR 1	YEAR 2	YEAR 3	YEAR 4	TOTAL (US\$)	Budget Note:
Project Management	UNOPS	GEF	71200	International/Regional Consultants	14,800	14,240	13,360	11,600	54,000	17
			71300	Local Consultants	106,091	112,882	110,228	106,639	435,840	17
TOTAL FOR OUTCOME					120,891	127,122	123,588	118,239	489,840	

	YEAR 1	YEAR 2	YEAR 3	YEAR 4	TOTAL (US\$)
PROJECT TOTAL BY YEAR	1,573,587	1,360,497	1,171,415	1,032,961	5,138,460

Contributor (cash and in-kind)		YEAR 1	YEAR 2	YEAR 3	YEAR 4	TOTAL (US\$)
GEF	SAP Implementation Project	1,585,800	1,356,426	1,167,344	1,028,890	5,138,460
Co-funding (cash + in-kind)	Governments of Angola, Namibia and South Africa	11,858,997	20,753,244	17,788,495	8,894,247	59,294,983
	NGO (IKM)	70,470	123,323	105,705	52,853	351,352
Iceland	Training and Capacity Building Coordinator and associated costs	132,300	231,525	198,450	99,225	500,000
Norway	BCC Science Plan	1,787,295	3,127,767	2,680,943	1,340,472	8,800,000
TOTAL		15,434,862	25,592,285	21,940,937	11,415,687	74,084,795

Budget notes:

General:

- Details for all the required consultancies are shown in the TBWP Attachment 1.
- International/regional consultants are calculated at US\$600/ day which is US\$3,000/ week (at 5 working days/week). It is expected that the majority of international consultants come from the region. Only when regional capacity will not be able to provide required skills, consultants will be recruited internationally.

- C. National/local consultants are calculated at US\$360/ day which is US\$1,800/ week (at 5 working days/week). This is consistent with the consultant rate sheets approved by the UN Country Team in the region (see TBWP Attachment 2 & 3). Consultants based in the region will be hired as regional or national consultants, based on their competency and experience and rates will be adjusted accordingly.
- D. Travel cost is only ~4% of the total budget. Air travel between the three Benguela countries is very expensive due to the comparable low air traffic in the region.
- E. Project management only constitutes <10% of the overall budget.

OUTCOME 1: A Benguela Current Commission infrastructure and associated Treaty

1. Long-term advisory and technical assistance provided by Project Manager to the BCC for;
 - Finalisation of the BCC structure and its formal adoption;
 - Development and endorsement of a legally binding Multilateral Treaty for the BCC;
 - The development of regional guidelines and strategies for national level policy, management and legislative reforms to reflect a transboundary management approach for the LME;
 - The development and adoption of regional work plans for prioritised EAF and related science and technical studies. The implementation of EAF and related science and technical studies are funded by the Norwegian Government, however, the TA will be essential for the prioritisation and scheduling of activities for the 4-year period;

Contract to regional/international consultant (at US\$600/day) for;

 - The development of IW indicators and establishment of a standardised regional monitoring programme. TA will also be given at mid-term and EOP to review performance and progress and to advise on revision and amendment of indicators especially at mid-term

Contract to regional/international consultants (at US\$600/day) for;

 - The review of the progress and performance of the SAP Implementation Project at mid-term and end of project (EOP) by an independent international evaluator;

Providing financial support to BCC in the form of the one year salary for its Executive Director.
2. Short-term TA support (national/ regional consultants at a daily rate of US\$360) to the BCC and the three governments for:
 - Facilitation and coordination of the establishment of the Management Advisory Committees for the BCC. This will entail the facilitation of meetings, drafting and seeking adoption of ToRs for the MACs and, TA with the development of work programmes linked to the RAP.
 - The review and revision of the Strategic Action Plan (SAP) and the development of a Regional Action Plan (RAP) which will be synthesised with National Action Plans (NAPs). This local level TA for development of a RAP is in line with the development and adoption of regional work plans. This will include support at national level for IW indicator progress and performance measurement.

Contract to local consultants (US\$360/day) for:

 - The review of the progress and performance of the SAP Implementation Project at mid-term and EOP as part of an evaluation team.
3. Regional travel associated with the drafting and finalisation of the BCC Treaty, negotiation and adoption of structures, development of a monitoring programme for EAF.
4. Contracts to regional companies for;
 - Technical assistance to the BCC and the governments with the preparation and delivery of technical meetings associated with the adoption of the BCC structure, Treaty and associated protocols, guidelines, and the RAP;

- Technical, administrative and logistical assistance to the BCC with the establishment of Management Advisory Committees (MACs) which will serve as the functional operational and management bodies focusing on specific thematic and socio-political areas directly related to sustainable fisheries and preservation of associated biodiversity within the LME. Thematic areas to be addressed by the MACs include; a) harmonised management of living marine resources (LMR), b) mariculture management, c) mineral prospecting, exploration and extraction, d) environmental variability and climate change prediction, e) maintenance of environmental quality and pollution contingency planning, f) biodiversity conservation and management and g) socio-economics and development strategies. The MACs will interact and cooperate with the Ecosystem Advisory Committee (EAC) (to be funded by Norway) to provide appropriate advisory services and information to the BCC.
- 5. Support for audio visual and print production costs (US\$3,000/ annum) for printing, packaging and dissemination of material and associated documents related to the BCC structures, Treaty and the RAP.

OUTCOME 2: National Level Policy, Legislative and Management Reforms

- 6. Technical assistance to the BCC for:
 - the development, testing and implementation of national monitoring standards, guidelines and protocols and, the development of monitoring work plans. The consultant will ensure linkages of the national monitoring programmes to the EAF RAP.(at US\$600/day x 60 days (20 days per country))
- 7. Short-term technical assistance to the BCC (Legal and Policy Advisor at US\$450/ day for 8 weeks) for:
 - The implementation of regional guidelines and strategies to revise and amend national level policies and legislation to establish a transboundary approach to LME management, and alignment with the BCC policy and legal framework;
 - The definition and development of multilateral environmental agreements (MEAs) and treaties in accordance with the BCLME Programme aims for LME sustainability and fisheries restoration. Assistance will also be provided for adoption and signature of these MEAs and treaties.
 - The review and revision of NAPs in relation to NBSAPs, commitments to MEAs and the development of NAPs for EAF. This consultant will review work conducted by consultants under points 2 and 4 above associated with the RAP.

Short-term technical assistance to the BCC (Technical assistance and facilitation to establish National Stakeholder Groups at US\$360/ day for 12 weeks) to:

- Define the roles and responsibilities of the NSG and draft a ToR for adoption, in consultation with national stakeholders
- Facilitate meetings and actively solicit nominations for each NSG
- Draft a work programme with indicative costs, timelines, responsible parties, and source of funding
- Ensure linkages with the RAP and NAPs.

Short-term technical assistance to the BCC (National Action Plan development consultant at US\$360/ day for 12 weeks) to:

- Draft NAPs for implementation to support EAF and transboundary LME management in consultation with national stakeholders
- Draft a work programme with indicative costs, timelines, responsible parties, and source of funding
- Ensure linkages with the RAP.

Long-term advisory and technical assistance to the BCC countries (National Focal Points on fixed term service contracts at US\$42,000/yr) for:

- The coordination of the implementation of National Action Plans (NAPs) for implementation of the RAP (which incorporates elements from the MACs and the EACs), and on-the-ground support (to an international consultant – budget note 7) for the implementation of regional guidelines and strategies for national policy, legislative and management reforms toward a transboundary approach to LME management. The NAPs will incorporate national level strategies and development instruments (e.g. NBSAP, NEAPs, economic policies, etc.) to be representative of each country’s development objectives, in the context of transboundary LME management;
 - Annual progress and performance assessment and reporting of the RAP implementation to the Commission.
8. Contracts to regional companies for:
- The development of International Waters indicators to measure the projects outputs, outcomes and impacts over the 4 years and to improve the timely provision of information and data to the BCC for policy and decision making.
 - Support to the NFPs for IW indicator implementation, measuring and reporting.
 - Support to the implementation of the Stakeholder Participation Plan, including printing, packaging, translation and dissemination of material and associated documents about the BCC and countries (structures, national level government and industry stakeholders, etc.). This will include raising awareness and sensitising stakeholders about all elements of the BCC and the SAP IMP Project.

OUTCOME 3: Sustainable Capacity for LME Management

9. Contract to a local consultant for establishment of a Regional Professional Association of Marine Experts/ Specialists (at US\$360/day for 5 weeks) to:
- Explore, through desktop research and international liaising, of the establishment of a Regional Professional Association of Marine Experts/ Specialists;
 - Consult with regional stakeholders and similar organisations to gather information about interest in such an organisation and its objectives and goals.
 - Produce a concept note recommending clear steps, timelines and associated costs for the establishment of such an Association.
 - Provide TA to the BCC in the development of the Association and associated ToRs for staff.
- Contract to a local consultant for establishment of Mentoring Programmes and Institutional Partnerships for long-term sustainable capacity building (at US\$360/day for 8 weeks) to:
- Consult with stakeholder about the benefits of mentoring programmes and institutional partnerships and draft a concept document which clearly outlines the BCC’s objectives and goals with such programmes and partnerships and the benefits thereof.
 - Explore and assess the viability of international mentoring programmes and strategic institutional partnerships for long-term sustainable capacity building and skills transfer.
 - Provide assistance through provision of information and arranging meetings for the establishment of partnerships and the development of associated documents.
- Contract to a local consultant (Financial Sustainability Planning Consultant at US\$360/day for 10 weeks) to:
- Assess in detail the operational, logistical and managerial costs of the BCC to determine the minimum annual amount of funding required.
 - Investigate the funding sustainability strategies of similar existing organisations (SEAFO, ORASECOM, etc.) for potential replication and use of best practices and lessons learned.

- Produce a document with clear recommendations to secure sustainable financing for the BCC for five years. Incorporate comments and produce an operational document for implementation to secure funding for five years. The three governments should be bound to this under the legally binding Treaty.
- Contract to a local consultant (LME Partnership Development Consultant at US\$360/day for 12 weeks) to:
- Establish LME partnership initiatives / projects/ institutions and consult on partnerships with the BCC
 - Liaise with specific initiatives and discuss the modalities of partnerships
 - Establish in consultation with stakeholders, the BCC's position on LME partnerships, i.e. objectives, goal and long-term development vision.
 - Provide technical assistance to the BCC for the development of ToRs for partnerships with specific initiatives.
 - Facilitate the endorsement of partnership agreements and the launching of partnerships through the development of work programmes.
10. Regional and international travel associated with i) implementation of the Training and Capacity Building (TCB) strategy, ii) development of national level TCB work plans, iii) development of a regional 3-year TCB work plan and iv) definition and establishment of partnerships for long-term transboundary LME management.
11. Contracts to regional companies for technical assistance to the BCC for:
- The development and adoption of a 3-year TCB work plan and, the implementation of the TCB Strategy for Ecosystem Management prepared during project development. Before SAP IMP Project termination, the 3-year TCB work plan will be revised again to ensure that the BCC has a strategy ready for implementation beyond GEF funding. In addition, the 3-year TCB work plans will i) explore the possibility of international mentoring as a means of ongoing cost-effective and hands-on TCB and ii) formation of strategic institutional relationships (e.g. between academic institutions and government departments), coupled with research programmes to capitalise on TCB possibilities. TCB will focus especially on bridging the gap between science and management/ policy making of the BCLME with a specific aim to empower fisheries managers to effectively and timely use scientific information and data for decision/ policy making in accordance with a transboundary approach to LME management;
 - The implementation of the BCLME SAP Implementation Stakeholder Participation Plan (SPP) that was prepared during project development.
12. Audio visual and print production cost for publishing newsletters, changing the BCLME Programme website to the BCC (ongoing updating and maintenance), circulation and translation of print and other media associated with TCB delivery and partnerships with the BCC.

OUTCOME 4: Capture and Networking of Knowledge and Best Practices

13. Contract to an international/regional consultant (Case Study Development Consultant at US\$600/ person/ day for 8 weeks) for:
- The assessment of the BCLME Programme's technical and scientific work to identify key themes for best practice and lessons learned case study development, in the context of international LMEs and to propose a format for the case studies;
 - The review of existing case studies from other LMEs to draw on best practice in case study development;
 - The development of a 3-year work plan and dissemination strategy for the development and dissemination of best practice and lessons learned case studies;
 - Development of first series of case studies for publishing and sharing regionally and internationally.

Contract to an international/regional consultant (Science Communications Consultant at US\$600/ person/ day for 16 weeks) for:

- Translation of scientific and technical information suitable for decision making and management and,
 - Sharing as briefs with the BCC.
- Contract to an international/regional consultant (LME Network Development Consultant at US\$600/day for 16 weeks) for:
- TA to the BCC for the formal establishment of networking processes with other LMEs to at least include biennial meetings for discussion and information sharing.
14. Contract to a local consultant for short-term technical assistance to the BCC (Case Study Assessment Consultant at US\$360/day for 6 weeks annually) for;
- The assessment of the use of case studies on best practices and lessons learned by the BCC
 - Recommended ways of improving the case studies to promote the use among the BCC and its relevant structures.
15. Regional and international travel to network with other LMEs and associated partners/projects/initiatives, including the participation in the biennial GEF IW Conference.
16. A subcontract to IKM for DLIST* to:
- Capture, transfer and interactively share information about the BCLME, EAF and transboundary LME management. This will entail the gathering of packaged information for publishing and sharing with specific audiences, i.e. policy makers and management, technical and scientific staff, industry and the general public.
 - TA to the BCC to develop a share and network with other LMEs, e.g. the Agulhas-Somali LME.
 - Provide the ICT platform to engage stakeholders especially community groups and institutions to ensure their participation in the BCC and the project.
 - Strengthen linkages with IW:LEARN for accessing of lessons learned and best practices.
 - Package and publish case study (best practices and lessons learned) and other material related to networking, partnerships and information sharing with other LMEs. This will also cover dissemination costs to the extent possible.
- * DLIST has been pre-selected as the most suitable entity (initiative) to perform these tasks at the external Project Appraisal Committee held in November 2007. IKM is an NGO managing the DLIST. Detailed TORs for the IKM subcontract is found in the annex.

PROJECT MANAGEMENT:

17. This covers all the activities necessary to administer the project effectively and in a timely fashion. Such project management activities include, but not limited to: quarterly progress and financial reporting against approved annual work plans, the procurement of goods and services in accordance with the UN financial regulations and procedures, financial administration of the project fund (GEF), management of the project in Atlas including the creation of the annual workplan as well as budget revisions, financial reporting to UNDP via quarterly Project Delivery Reports, and ensuring mandatory financial audits of the project account. Necessary inputs to ensure these activities are carried out properly in a timely manner is part of Project manager's time, part of Project Assistant's time and support from the executing agency.

TBWP Attachment 1: Details for international and local consultancy

<i>Position Titles</i>	<i>\$/ person week</i>	<i>Estimated person weeks</i>	<i>Tasks to be performed</i>
For Project Management			
Local			
Administrative Assistant	625	90	Administrative and logistical assistance to the Project Manager/ Advisor and the BCC Secretariat to meet project objectives
International			
Project Manager/ Advisor (12% effort)	2,400	22	Daily management and coordination of project implementation and activities. Ensuring that procedures are followed for procurement, accounting, etc.
For Technical Assistance			
Local			
Technical Assistance and Facilitation Consultant: Establishment of Management Advisory Committees (MACs)	1,800	12	TA and facilitation support to the BCC for the establishment of Management Advisory Committees. Drafting of ToRs, solicitation of nominations, etc. [Output 1.1]
IW Indicator Development Consultant	1,800	15	Developing process, stress reduction, and environmental status IW indicators inline with GEF's M&E framework and policy. Establish baselines, data sources, frequency and cost of data collection and method of reporting for each indicator. Ensure linkages to the Science Plan, RAP and local NAPs [Output 1.1]
Monitoring and Evaluation technical assistance to the BCC and its National Focal Points	1,800	15	TA to the BCC and each National Focal Point during year 1 with the implementation and reporting of the IW and SAP IMP indicators (ProDoc logframe). Verification of baselines (data and sources), compilation of data for Y1 reporting. Annual limited TA for each NFP for M&E and reporting. [Output 1.1]
Technical Assistance and facilitation support to NFPs to incorporate Science Plan activities into NAPs	1,800	12	TA to each NFP with incorporation of Science Plan activities into the NAPs for the initial 3-year period. TA in Y4 for incorporation of Science Plan activities into next 3-year NAPs. [Output 1.1]
TA for identification and establishment of transboundary MPAs/ Management Zones	1,800	24	Technical assistance, facilitation and coordination support to the BCC for the identification and establishment of transboundary MPAs/ Management Zone for the rebuilding of fish stocks and protection of habitats. [Output 1.2]
Technical Assistance for the ratification and implementation of the Abidjan Convention	1,800	6	TA to Namibia and Angola with the preparation of necessary documents and consultations with stakeholders to ratify the Abidjan Convention. This is inline with the BCCs commitment to international obligations through its member states in the context of transboundary LME management and EAF. Limited TA to South Africa for the implementation of the Convention. [Output 1.2]

<i>Position Titles</i>	<i>\$/ person week</i>	<i>Estimated person weeks</i>	<i>Tasks to be performed</i>
Local consultant for the development of Multilateral Management Instruments (protocols, guidelines, codes of conduct)	1,800	20	Local consultant working with an international consultant for the development of thematic codes of conduct, guidelines and/ or protocols for improved management of the BCLME. Following the adoption of instruments, the local consultant will provide initial capacity building and implementation support to NFPs and implementing authorities. [Output 1.2]
Local consultant: Facilitation and coordination support for the development of the Regional Action Plan (RAP)	1,800	10	Support from a local consultant to collate information, liaise with stakeholders, arrange consultations and provide support to the international consultant on the ground for the review of the SAP and development of a RAP. [Output 1.2]
NAP and RAP implementation support consultant	1,800	24	Guidance and technical assistance support to the BCC, PMU and the three NFPs with the implementation of the NAPs and the RAP. This will entail consultations to ensure synchrony between NAPs and the RAP, developing implementation guidelines and a related work programme. Review of implementation success after 1 year and technical backstopping. [Output 1.2]
Early Warning System review consultant	1,800	10	Inline with the development of the multilateral management instruments and harmonisation of the policy/ legal frameworks for EAF and transboundary LME management, a local consultant will be contracted to review the EWS in the context of the above and in relation to the SEIS. Recommendations will be made for policy and technical improvements of the EWS. [Output 1.2]
Fisheries Fees and Levies Consultant	1,800	10	Consultations with stakeholders for the development and approval of a fee and levy structure for shared stocks. The fee and levy structure will make recommendations for the use of such revenue for transboundary LME management. Support to each country for the adoption and address in the harmonisation of relevant policies/ laws. [Output 1.2]
Artisanal Fisheries Legal Consultant	1,800	8	TA to the BCC for the development of a Regional Regulatory Framework for Artisanal Fisheries. Develop implementation guidelines for the framework. [Output 1.2]
Artisanal Fisheries Monitoring Consultant	1,800	8	Develop monitoring programmes at national level for artisanal fisheries as part of the BCC's LME management strategy. Ensure the capture of data in SEIS. [Output 1.2]
SEAFO-BCC Alignment technical assistance	1,800	6	Based on the roles and mandates of each organisation, develop a cost-effective strategy for closer alignment of the two organisation. The strategy should address EAF and broader LME management with emphasis on data sharing, monitoring, etc. [Output 1.2]

<i>Position Titles</i>	<i>\$/ person week</i>	<i>Estimated person weeks</i>	<i>Tasks to be performed</i>
Technical Assistance and Facilitation Consultant: Formation of National Stakeholder Groups	1,800	25	TA and facilitation support to the BCC and the project for the formation of National Stakeholder Groups to support the BCC and project activities. Support for operationalisation of each stakeholder group. [Output 2.1]
TA for development and implementation of regional MCS procedures	1,800	16	Review of current monitoring, control and surveillance (MCS) in each country and developing procedures for regional MCS. Providing limited implementation support to each country and the BCC. [Output 2.1]
National Action Plan (NAP) Development Consultant	1,800	18	TA support to each country for the development of NAPs for EAF and transboundary management of the LME. [Output 2.2]
Legal and Policy TA consultant: Implementation of guidelines	1,800	18	TA at national level for the implementation of policy and legislative reform guidelines. [Output 2.2]
National Focal Point (1 in each country. Figures indicative of one NFP)	865	560	National level implementation and coordination of BCC and related activities supported by the project. Support for the development of National Action Plans, guidelines for policy/ legal reforms, implementation and monitoring of IW indicators. [Outcomes 1-4]
Institutional Development Consultant	1,800	11	TA to the BCC to explore the creation of a Regional Professional Association of Marine Experts/ Specialists. [Output 3.1]
Mentoring and Partnership Consultant (for training and capacity building)	1,800	12	TA to the BCC for the development of international mentoring programmes and the establishment of strategic institutional partnerships for long-term sustainable skill transfer and capacity building. [Output 3.1]
Human Resource Consultant	1,800	16	Conduct an Independent Professional Skills Audit for EAF and transboundary LME management and develop a Regional Human Resource Development Strategy for the BCC related to the TCB Strategy for Ecosystem Management (prepared during project development). [Output 3.1]
Financial Sustainability Planning Consultant	1,800	16	TA to the BCC for the development of 5-year regional and national sustainable funding programmes for the BCC. [Output 3.2]
International LME Partnership Development Consultant	1,800	12	Development of partnerships with other LMEs (building on the Pan-African LME Network) guided by detailed ToRs for roles/ responsibilities, joint programmes, funding and timelines to mainstream and strengthen the LME management approach. [Output 3.3]
Local Partnership Development Consultant	1,800	16	Development of national level partnerships (through LoAs, MoUs) with line ministries, NGOs and the private sector for improved national effort for EAF and transboundary LME management. Consolidating a partnership portfolio for the BCC based on international LME and national partnerships. Develop partnership implementation guidelines for the BCC. [Output 3.3]

<i>Position Titles</i>	<i>\$/ person week</i>	<i>Estimated person weeks</i>	<i>Tasks to be performed</i>
Stakeholder Participation Strategy Consultant	1,800	16	Building on the Stakeholder Participation Plan (SPP) developed during project preparation, develop a strategy for long-term cost effective, yet meaningful stakeholder participation in the BCC. This should also entail the development of a stakeholder participation fund. [Output 3.4]
Consultant for the Assessment of the use of Case Studies by the BCC for improved management	1,800	24	Annually assess the use by the BCC of best practice and lessons learned case studies. Developing recommendations to improve the case studies, based on BCC feedback, for use in decision making and management. [Output 4.1]
International			
Project Manager/ Advisor (88% effort)	2,400	167	Ensuring that all outcomes are achieved through technical input and advice to project stakeholders and the BCC. Lead and technically oversee work programming, activity implementation, management and coordination of consultancies and subcontracts, quality assurance of outputs, monitoring and evaluation, reporting and, timely disbursement of funds. [Outcomes 1-4]
Legal and Policy Advisor: Guidelines for policy and legislative reforms	3,000	6	Development of national and regional guidelines for policy and legal reforms necessary to operationalise the BCC. [Output 1.1]
EAF Work Programming Consultant	3,000	4	Development of regional EAF work programmes with specific associated technical studies related to transboundary management approach. [Output 1.1]
Treaty Development Consultant	3,000	6	Drafting of a legally binding Treaty for adoption and endorsement by the BCC Ministerial Conference. [Output 1.2]
Regional Action Plan (RAP) Development Consultant	3,000	8	Review of the Strategic Action Programme (SAP) and development of a RAP. The project will support the BCC with RAP implementation for the 4-year period. [Output 1.2]
Consultant for the development of Multilateral Management Instruments (protocols, guidelines, codes of conduct)	3,000	14	Development of thematic codes of conduct, guidelines and/or protocols for improved management of the BCLME. [Output 1.2]
Monitoring Development Consultant	3,000	6	TA to the BCC for the development of directives on Standard Ecosystem-Focused Monitoring for integration into NAPs to support transboundary LME/ fisheries management. [Output 1.2]
MEA Development Consultant	3,000	12	Development MEAs related to the LME and to transboundary management and support for their ratification. [Output 2.2]

<i>Position Titles</i>	<i>\$/ person week</i>	<i>Estimated person weeks</i>	<i>Tasks to be performed</i>
Case Study Development Consultant	3,000	8	Developing a format for presenting best practices and lessons learned as case studies; TA support to the MACs for identification of themes and, developing a work plan with costs and timelines for case study developmnet. Case studies will be shared with other LMEs, especially within the Pan-African LME Network and globally via IW:LEARN. [Output 4.1]
Science Communication Consultant	3,000	16	Developing a format for presenting critical policy and management information to the BCC. This will include four weeks per year for TA to the BCC for the extraction of scientific and technical information and data and the translation thereof into policy and management recommendations for decision making. [Output 4.1]
LME Network Development Consultant	3,000	6	TA to the BCC for the development of formal LME networking LME process with African LMEs to include at least biennial meetings for information sharing and discussion. [Output 4.2]



**Office of the Resident Co-ordinator
of
The UN System's Operational Activities for Development in Namibia**

The following consultancy rates have been approved by the UNCT:

Notes:

Exchange rate for August 2007 = 7.16 NAD

NAD – Namibia Dollars

USD – United States Dollars

	Junior Consultant		Consultant		Senior Consultant	
	NAD	USD	NAD	USD	NAD	USD
Maximum/ day	1,156	161.45	2,267	316.62	3,536	493.85
Minimum/ day	980	136.87	1,236	172.63	1,428	199.44

** Junior Consultant: First Degree, e.g bachelors degree and up to 5 years experience

*** Consultant: post-graduate degree, e.g masters with 10 years experience

**** Senior Consultant: masters with considerable experience of PHD with not less than 10 years experience

Note:

Any rate can be negotiated on an individual basis between the consultant and the UN agency, given that the rate is within the minimum/ maximum range. The rates are for individual consultants per day. In the case of consultancies provided by companies, the overall fee should be broken down according to the number and qualification of company staff assigned to the respective consultancy.

TBWP Attachment 3: Consultant Rate applied by UNDP South Africa

Consultant's level	Complexity; Degree of Expertise; Availability	Candidate's Equivalent level, Qualifications and Experience	RANGE OF DAILY RATE IN US\$
A	Junior Specialist	ICSC-8 to ICSC-9 P/L-1 to P/L-2	200-300
B	Specialist	ICSC-10 to ICSC-12 P/L-3 to P/L-5	300-550
C	Senior Specialist	ICSC-13 to ICSC-15 D-1/L-6 to ASG	550-750

ATLAS TABLE 2: SUMMARY OF CO-FUNDING BY MINISTRY/AGENCY/ENTITY

Funding Entity	Classification	Type	Amount	%
Angola – Ministry of Environment and Urban Affairs (in-kind)	Nat'l Govt	In-kind	\$176,967	0.26%
Angola – Ministry of Environment and Urban Affairs (in-cash)	Nat'l Govt	Grant	\$2,950,000	4.28%
Angola – Ministry of Fisheries - INIP (in-kind)	Nat'l Govt	In-kind	\$495,507	0.72%
Angola – Ministry of Fisheries - INIP (in-cash)	Nat'l Govt	Grant	\$4,885,000	7.09%
Angola – Ministry of Petroleum (in-kind)	Nat'l Govt	In-kind	\$35,393	0.05%
Angola – Ministry of Petroleum (in-cash)	Nat'l Govt	Grant	\$472,740	0.69%
Namibia – Ministry of Environment and Tourism (in-kind)	Nat'l Govt	In-kind	\$176,967	0.26%
Namibia – Ministry of Environment and Tourism (in-cash)	Nat'l Govt	Grant	\$5,932,320	8.60%
Namibia – Ministry of Mines and Energy (in-kind)	Nat'l Govt	In-kind	\$70,787	0.10%
Namibia – Ministry of Mines and Energy (in-cash)	Nat'l Govt	Grant	\$2,692,857	3.91%
Namibia - Ministry of Works, Transport and Communication (in-kind)	Nat'l Govt	In-kind	\$35,393	0.05%
Namibia - Ministry of Works, Transport and Communication (cash)	Nat'l Govt	Grant	\$3,226,661	4.68%
Namibia – Ministry of Fisheries and Marine Resources - MCS (in-kind)	Nat'l Govt	In-kind	\$176,967	0.26%
Namibia – Ministry of Fisheries and Marine Resources - MCS (in-cash)	Nat'l Govt	Grant	\$14,071,184	20.41%
Namibia – Ministry of Fisheries and Marine Resources - NATMIRC (in-kind)	Nat'l Govt	In-kind	\$212,360	0.31%
Namibia – Ministry of Fisheries and Marine Resources - NATMIRC (in-cash)	Nat'l Govt	Grant	\$6,161,692	8.94%
Namibia - Ministry of Agriculture, Water and Forestry (in-kind)	Nat'l Govt	In-kind	\$35,393	0.05%
Namibia - Ministry of Agriculture, Water and Forestry (cash)	Nat'l Govt	Grant	\$104,744	0.15%
Republic of South Africa – Dept. of Environmental Affairs and Tourism (in-kind)	Nat'l Govt	In-kind	\$707,867	1.03%
Republic of South Africa – Dept. of Environmental Affairs and Tourism (in-cash)	Nat'l Govt	Grant	\$16,674,185	24.18%
Bilateral funding - Norway and Iceland (cash)	Bilat Agency	Grant	\$9,300,000	13.49%
IKM - includes DLIST, EcoAfrica, etc. (in-kind)	NGO	In-kind	\$351,352	0.51%
TOTAL			\$68,947,334	100%

TABLE 3: PROJECT WORK PLAN

OUTCOMES AND OUTPUTS	YEAR 1				YEAR 2				YEAR 3				YEAR 4			
	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4
1. A Benguela Current Commission infrastructure and associated Treaty																
Commission formally adopted, to include all its requisite regional structures and responsibilities	Commission fully functional and reviewed by MTE															
Signature and ratification of a binding international LME Treaty to formally support the Commission	International BCLME Treaty signed by end of 3rd Year															
Regional guidelines for national policy and legislative reforms agreed and circulated	Main guidelines approved and circulated by end of 2nd Year															
Standardised regional monitoring and assessment programme adopted for national distribution	IW Indicators Agreed															
	Standard monitoring guidelines circulated															
	Regional transboundary monitoring programme implemented															
Regional work-plan adopted for further science and technical studies necessary for LME	On-going studies and programmes continue through and beyond BCLME SAP-IMP															
2. National Level Policy, Legislative and Management Reforms																
National Coordinating Ministries and Coordination Institutes adopted and functioning	Implementation of BCC Policy															
National Action Plans adopted capturing regional guidelines and requirements	Each country adopts a BCC National Action Plan															
Regional guidelines for policy, legislative and management reforms adopted and implemented at national level	Each country adopts top 2 priority reforms															
	Each country adopts next top two priority reforms															
National Monitoring Programmes established and implemented and incorporating appropriate IW indicators	National Monitoring Programmes established															
National Stakeholder Groups established	National Sectoral Stakeholder Groups meeting annually															
LME-related MEAs ratified by each country	All BCLME-related MEAs ratified by participating countries															
3. Sustainable Capacity for LME Management																
Regional Training and Capacity Building Work-Plan and Strategy adopted by BCC	T&CB Work-Plan meeting annual targets over 3 years															
T&CB adopted and implemented through National Action Plans	NAPs meeting T&CB national targets															
3-yearly review and update of T&CB at regional and national level	Regional/national T&CB strategies reviewed and updated after 3 years															
Effective Implementation of Stakeholder Participation Plan	SPP reviewed and updated through built-in M&E strategy															

OUTCOMES AND OUTPUTS	YEAR 1				YEAR 2				YEAR 3				YEAR 4			
	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4
Regional Sustainable Funding Programme adopted and implemented	Regional Funding Mechanism endorsed by BCC by time of MTE															
National Sustainable Funding Programmes annexed as part of the BCLME National Action Plans	National Funding Mechanisms endorsed by time of MTE															
Regional Partnership Agreements and Work-Plans formally adopted and implemented	Partnerships formally endorse, reviewed by MTE and TE and found to be satisfactory															
National Partnership Agreements annexed as part of the BCLME National Action Plans	Partnerships formally endorse, reviewed by MTE and TE and found to be satisfactory															
4. Capture and Networking of Knowledge and Best Practices																
Information critical to policy and management decisions identified, packaged and distributed to appropriate targets	Briefing documents clearly guiding management and policy decisions by time of MTE															
Lessons and Best Practices reviewed, documented and distributed for transfer and replication	Effective use of lessons and best practices noted by MTE															
African LME networking process and mechanism defined and implemented	African LME networking mechanism in place and funded															
Global Networking mechanism established including linkages with other regional initiatives such as GOOS and NEPAD	Global LME networking mechanism in place and funded															

SECTION IV: ADDITIONAL INFORMATION

PART I: Other Agreements

Endorsement Letters

Attached as a separate file.

Co-financing Letters

Attached as a separate file.

PART II: Terms of Reference for Key Project Staff and Key Subcontract

Project Manager/ Advisor

Role/ responsibilities of the SAP IMP Project Manager/ Advisor

As head of the SAP IMP PMU, the Project Manager/ Advisor shall be responsible for setting up and operationalising the PMU, the overall day-to-day coordination of project activities and, in particular, the provision of technical advice to the BCC Secretariat. Specific responsibilities under this position include, but are not limited to:

- Managing the GEF components of the project, the PMU staff, budget and imprest funds;
- Prepare Annual Work Plans of the project on the basis of the project document, logframe and monitoring and evaluation (M&E) framework under the general supervision of the Project Steering Committee and in close consultation and coordination with the BCC Executive Secretary and National Coordinators in the three countries;
- Coordinate, monitor and be responsible to the PSC for implementation of the AWP;
- Ensure consistency between the various project elements and related activities provided or funded by other donor organisations, especially the implementation of the BCC Science Plan;
- Prepare and oversee the development of Terms of References for consultants and contractors;
- Coordinate and oversee preparation and timely delivery of the progress and operational reports from the Project and, assist UNDP to co-arrange review meetings (e.g. Tripartite Review);
- Continue and strengthen existing relationships and links with other related GEF programmes/ projects and foster new relationships and establish links with new projects and International Waters programmes/ projects;
- Serve as an ex-officio member of the PSC and be responsible for the preparation , organisation and necessary follow-up to ensure the effective conduct of the PSC business;
- Submit Quarterly Progress Reports (QPR) to the PSC;
- Liaise with the BCC National Coordinators for the development and implementation of National Action Plans (NAPs) and assist in the implementation of recommendations from the BCC;
- Meet with the BCC Executive Secretary and National Coordinators periodically (quarterly) to formally discuss project progress, constraints, synergies and links with BCC activities. This is important to ensure up-to-date information for the PMU, the PSC and UNDP on activities, processes and progress related to the BCC;
- Liaise with the Executive Secretary and Ecosystem Coordinator of the BCC on national issues of marine scientific advice, fisheries research and management, environmental monitoring, biodiversity conservation, ecosystem health and pollution related to the SAP IMP Project and its AWP;

Project Administrative Assistant

Role/ responsibilities of the SAP IMP Project Administrative Assistant

Under the supervision of the Project Manager/ Advisor, the Administrative Assistant will be responsible for, but not limited to the following duties:

- Manage the day-to-day administrative operations of the PMU particularly related to technical and support services;
- Assure that financial, procurement (including importation, permits, IT services, translation services, etc.) and personnel matters are addressed and support the Project Manager/ Advisor and project stakeholders with logistical arrangements for project activities (e.g. meetings, meeting documentation, venues and catering, etc);
- Maintain an up-to-date filing system of all administrative, financial and procurement records, including progress, technical and other reports/ documents generated by the project;
- Prepare internal and external correspondence for the PMU and keep records of official, formal and important correspondence;
- Prepare press releases, statements and speeches on the project activities when required;
- Undertake such other duties as may be assigned by the Project Manager/ Advisor.

In addition, the following secretarial duties must be fulfilled:

- Provide general and specific secretarial support to the Project Manager/ Advisor on a day-to-day basis and to the PMU overall;
- Assist in the management of the day-to-day administrative operations of the PMU;
- Assist in the creation and maintenance of filing systems for financial, procurement, progress, technical and other relevant documentation and material (e.g. CD ROMs, digital and hardcopy images, proceedings, etc.)
- Assist in overall support to project stakeholders with secretarial services (compilation and preparation of meeting documentation, meeting registration, minute taking and compilation, etc.) and logistical arrangements for project activities (e.g. organising meetings, venues and catering, flight and accommodation arrangements, etc);
- Assist in the preparation of internal and external correspondence for the PMU (e.g. minutes of meetings, memorandums, etc.) and keeping of records of official, formal and important correspondence;
- Undertake such other duties as may be assigned by the Project Manager/ Advisor.

Technical Assistance
SAP IMP Project and BCC Information and Communications Technology (ICT)

To be carried out by
International Knowledge Management (IKM for DLIST)

A. Management arrangements

UNOPS, as Executing Agency, will subcontract **International Knowledge Management (IKM)**, a non-profit organization, registered as a Section 21 company in South Africa, as an implementing partner organisation for this component under the Outcome 4 of the BCLME SAP-IMP Project. The sole sourcing justification is given by the fact that IKM has been heavily involved in the development and implementation of the DLIST during its pilot phase and lead the subsequent implementation of the DLIST-Benguela phase. With its proven technical competency and acquired in-depth knowledge to develop DLIST, IKM is the sole organization appropriately positioned to ensure effective and timely delivery of the proposed outputs. This management arrangement has been tabled and agreed at the External Project Appraisal Committee of the BCLME SAP-IMP project held in November 2007.

IKM will be responsible for the management and day-to-day tasks required to achieve the Outcome 4 of the BCLME SAP-IMP project. Detailed responsibilities are further specified below.

B. General duties and responsibilities of IKM

As an implementing partner to achieve the Outcome 4 of the BCLME SAP-IMP project, IKM will be responsible for overall coordination and implementation of the project components under Outcome 4. This implies:

- **As an integral part of this subcontract, IKM provides the services to attain all the outputs specified in the Prodoc pages 56-58**, and hence is directly responsible for the timely quality delivery of all outputs of Outcome 4 specified in the project document as well as indicated in the logframe. IKM will make sure that the PSC discusses and decides on the actual implementation plan for each year.
- Keeping UNDP, UNOPS and BCC fully informed on all progress, challenges and achievements throughout implementation.
- As and when appropriate, services will be competitively sourced by IKM, through use of its standard recruitment and procurement policy. Though a number of experts for different activities and outputs may be engaged to achieve the Outcome 4, the final responsibility lies with IKM to ensure the timely and quality delivery of all outputs. IKM will therefore:
 - o Coordinate the work of the consultants and all other key role players, ensuring timely recruitment and delivery of specific outputs;
 - o Consolidate the work of the consultants;
 - o Assist and support the consultants as required.
- Timely delivery of all UN compulsory reporting (quarterly progress reports, regular UNOPS financial reporting). Reporting should be done against annual work plans, planned disbursement and expected outputs/ outcomes. Key achievements, deviations from the work plan, challenges, constraints and proposed mitigation/ corrective actions should be also provided in a narrative form.
- Regular organization and reporting to key stakeholders during the BCLME SAP-IMP Project Steering Committee meetings.
- Assuring that the implementation of this component will be done in close cooperation with the UNDP/GEF regional projects dealing with LMEs and other marine/coastal national and regional initiatives.
- Assuring full participation of all countries, with special attention to Angola as identified during the project appraisal meeting;

C. Specific Roles and Responsibilities of IKM

The responsibility of IKM will be to provide services pertaining to the implementation of BCLME SAP-IMP Outcome 4. IKM, through DLIST, will capture knowledge, best practices and develop knowledge products for dissemination through the BCC, LME networks and other International Waters networks in the BCLME region and internationally. It will build on the already existing web (ICT) platform and, where necessary, expand and diversify for improved networking with other LMEs, IW: LEARN and other relevant regional and international partners. DLIST will also serve as a forum for discussion about LMEs in general and pertinent issues pertaining to EAF and transboundary LME management more specifically. Specific responsibilities/ duties for the duration of the SAP IMP Project will include (but not limited to):

- In consultation with the BCC Secretariat and the SAP IMP PMU, develop annual work plans with associated deliverables and cost, to be tabled and approved at PSC.
- Based on annual work plan, capture, transfer and interactively share information about the BCLME, BCC, SAP IMP Project activities/ outputs/ outcomes and EAF and transboundary LME management. This will entail the gathering of packaged information for publishing and sharing with specific audiences, i.e. policy makers and management, technical and scientific staff, industry and the general public.
- Provide technical assistance to the BCC to develop, share and network with other African and international LMEs, e.g. the Agulhas-Somali LME, GOOS and other relevant/ important global networking sites.
- Provide the ICT platform to engage stakeholders especially community groups and institutions to ensure their participation in the BCC and the project. This will entail the translation of information into Portuguese for the Angolan stakeholders and diversifying knowledge products suitable for specific audiences. This is important to engage stakeholders (including general public) at the appropriate level in relevant policy discussions/ debates and, to facilitate/ moderate discussion via the DLIST forum.
- Strengthen linkages with IW:LEARN for accessing and the dissemination of lessons learned and best practices. Technical assistance will be given to consultants under SAP IMP capturing specific lessons learned and developing case specific best practices for sharing and dissemination.
- Package and publish case studies (best practices and lessons learned) and other material related to networking, partnerships and information sharing with other LMEs. Dissemination costs will be covered by this subcontract to the extent possible.
- Develop, implement and coordinate ongoing awareness raising activities through the dissemination of information, development and sharing of knowledge products and the publishing of policy/ management information intelligible at all levels.
- Annually assess the use of case studies by the BCC in their decision making, policy review processes, policy revisions/ amendment and, implementing EAF and transboundary LME management.
- Assist the SAP IMP Project PMU for preparation of specific/ thematic evaluations and the mid-term and end of project (EoP) evaluations.

D. Reporting and Financial Management

- IKM will be expected to communicate regularly and work closely with the Project Management Unit and BCC. IKM will report directly to UNDP and UNOPS and take part in PSC meetings as necessary.
- Regular reporting will be conducted on a quarterly basis to UNDP and UNOPS against the approved annual work plan. A disbursement of fund will be triggered by the approval of a quarterly progress report (narrative) and the review of the financial report (to be included in the quarterly report) by UNDP.

- **As a lead country office, UNDP Namibia** has overall responsibility for monitoring and evaluation and quality control of the IKM work, including review and acceptance of all deliverables before the associated payment will be made.

E. Principles and general guidelines for the IKM, as partner implementing organisation

To the extent possible the IKM will prescribe to the following principles and guidelines. This is to cover certain principles and support mechanisms provided by both national and regional machineries on gender, human rights and people living with HIV and AIDS. These are summarised below:

- Principles of gender equality and women participation at all levels;
- Involvement of women and people living with HIV and AIDS (PLWHA) in activities as necessary and feasible;
- The actual recruitment and selection processes including selection of beneficiaries shall include gender criteria, PLWHA and women's and men's concerns for information and participation;

PART III: Stakeholder Involvement Plan

Part III presents three key outputs from the consultancy to develop a Stakeholder Involvement Plan (SIP) for the BCLME SAP IMP Project. Please see Annex III for the full report.

SIP TABLE 1: DETAILED CONSULTATION RESULTS FOR ANGOLA

Stakeholder	Mandate in terms of marine issues	Involvement in BCLME 1	Interests in BCLME 2	Potential Conflicts / Threats to involvement	Mitigation Strategy
Academic and Research Institutions					
Museu Nacional de História Natural (MNHN) National Natural History Museum	Conservation, preservation and taxidermal classification of species, including marine species.	<ul style="list-style-type: none"> - Participation in discussions and projects (namely in terms of storage and treatment of species collected, publication of results) - Data received from the BCLME programme - The Museum has been approached regarding possible training, but this never happened 	<ul style="list-style-type: none"> - English language training - Technical training in e.g. databases - Could collaborate in preparing training material - Information dissemination 	<ul style="list-style-type: none"> - English language is an obstacle to participation and active involvement 	<ul style="list-style-type: none"> - English language training
Universidade Independente, Faculdade de Ciências da Engenharia e Tecnologia Independent University, Faculty of Engineering Sciences and Technology	Teaching and scientific research. Relevant degrees are Natural resources and Environmental Engineering, and Civil Engineering.	No involvement	<ul style="list-style-type: none"> - Interest in participating in provision of training, as well as in research and post-grad projects especially if in partnership with other universities. - Participation in sharing of best practices, experiences and information with other research and academic institutions - Interest in area of marine and coastal environmental monitoring - Interest in partnerships with other universities 	<ul style="list-style-type: none"> - Financial limitations in case there is need to attend international meetings - Training needs in the case of involvement in environmental monitoring activities - Limited information regarding the BCLME Programme 	<ul style="list-style-type: none"> - Information about the BCLME Programme more easily made accessible to all academic institutions

Local authorities					
<p>Direcção Provincial de Agricultura, Pescas e Ambiente – Benguela</p> <p>Provincial Directorate for Agriculture, Fisheries and Environment – Benguela</p>	Provide environmental assessments of proposed projects	Participation, in partnership with JEA, in a trainers' training programme (Projecto Renascer) that focused on general environmental issues	<ul style="list-style-type: none"> - Participation in provision of continuous training (e.g. need to follow up on Projecto Renascer) - Information and education campaigns - Exchange of information and experiences in terms of important issues for the province such as desertification, land degradation, and urbanization 	Internal institutional problem (unclear definition of mandate), creating uncertainties in communication and access to information at the national level	Needs to be solved internally
Government ministries and departments					
<p>Direcção Nacional do Ambiente – Departamento de Qualidade Ambiental, Ministério do Urbanismo e Ambiente National</p> <p>Directorate for Environment – Environmental Quality Dpt., Ministry of Urban Affairs and Environment</p>	Deals with environmental sanitation, urban environment, waste management, marine pollution from terrestrial sources, environmental awareness raising and cross sectoral integration in terms of environmental issues	<ul style="list-style-type: none"> - Participation in training programmes - Participation in project to assess terrestrial sources of marine pollution - Participation in institutional meetings 	<ul style="list-style-type: none"> - The National Directorate for Environment has institutional responsibility in terms of the formalisation of the BCC - Important role in terms of cross sectoral integration with regards to harmonisation of national policies - Participation in activities/ efforts towards marine effluent quality management, education of fishermen, monitoring of the marine environment, and coastal zone management - Responsibility to pass information on to other countries in terms of Angola's experience with marine environment issues 	<ul style="list-style-type: none"> - The major barrier is the language - Other obstacles are poor legislation in the country and poor institutional integration 	<ul style="list-style-type: none"> - There needs to be more training in English language to allow for stronger involvement of the Directorate in the Programme and for sharing experiences

<p>Centro de Documentação e Informação (CDI), Ministério do Urbanismo e Ambiente</p> <p>Documentation and Information Centre, Ministry of Urban Affairs and Environment</p>	<p>To collect all kinds of information relating to the ministry's mandate, namely: land use planning, urban affairs, housing, environment, and natural resources.</p>	<ul style="list-style-type: none"> - Participation in meetings - Continuous exchange of information - Opportunity to provide students with information on BCLME related aspects 	<ul style="list-style-type: none"> - Important point in Angola in terms of communication - Provision, access and exchange of information on policies - Incorporation of stronger communication component in all activities and results of the Programme - Information dissemination - Promotion of communication of results to public in general - Capacity and training, as well as sharing of experiences with other countries, in order to assist in the ongoing development of a database 	<ul style="list-style-type: none"> - English language - Insufficient human and technical resources - Database is still being created, information is currently dispersed 	<ul style="list-style-type: none"> - Training and experience sharing in terms of data management and creation of databases - Participation in English language training
<p>Instituto de Investigação Pesqueira, Ministério das Pescas</p> <p>National Fisheries Research Institute, Ministry of Fisheries</p>	<p>To contribute to the promotion of living marine resources and a better use of fisheries and fisheries products. Also to advise the ministry on management policies</p>	<ul style="list-style-type: none"> - Participation in research projects - Attendance in training and meetings - Closer collaboration with Namibia and South Africa and enhanced knowledge of the resources' distribution, in particular of shared resources (which has facilitated decision making in terms of fisheries policies) - Involvement has contributed to capacity building at INIP 	<ul style="list-style-type: none"> - It is hoped that BCLME 2 will focus more on management projects to implement the results of the first phase - Stronger involvement from Angolan stakeholders in general - Advisory role in terms of harmonisation of national policies - Biodiversity project: management together with local communities - Make information more easily available - INIP is busy preparing a data policy and data usage regulations - Link with the Gulf of Guinea LME 	<ul style="list-style-type: none"> - No involvement of politicians in meetings on policy harmonization during the first phase - Different computer languages used in the three countries' databases 	<ul style="list-style-type: none"> - Meetings with participation of managers - Active awareness raising directed at governments so that they take greater responsibility in terms of funding and direct investment - Convenient to harmonise the databases in the three countries in terms of their computer language

<p>Instituto para o Desenvolvimento da Pesca Artesanal e da Aquicultura (IPA), Ministério das Pescas</p> <p>Institute for Development of Artisanal Fisheries and Aquaculture, Ministry of Fisheries</p>	<p>Promotion and development of artisanal fisheries, both marine and inland, as well as aquaculture. Activities focus on fishing community development, identification of funding for promotion of fisheries and aquaculture activities, preparation and dissemination of educational material for fishers, awareness raising in terms of laws and regulations, training, links with scientific institutions, etc.</p>	<ul style="list-style-type: none"> - Socio-economic assessment of artisanal fishing communities in the BCLME countries - Assessment of statistical data relating to artisanal fisheries in the BCLME countries - Assessment of legislation in force relating to small scale fisheries in the BCLME countries - Line fishing by-catch (seabirds, marine turtles and sharks) 	-	-	-
<p>Direcção Nacional de Infra-Estrutura e Pesquisa de Mercados (DNIPM), Ministério das Pescas</p> <p>National Directorate for Infrastructure and Market Survey, Ministry of Fisheries</p>	<p>To prepare, manage, control and implement policies on specialised infrastructure for support to fisheries in the areas of ports, industries, naval repairs, conservation, transformation, distribution and support to the organisation and functioning of market networks and research on external markets for fisheries and aquaculture products. Preparation and implementation of policies and measures relating to fisheries and aquaculture products' processing in conditions that ensure their nutritional value and the minimisation of waste.</p>	<ul style="list-style-type: none"> - No involvement as this is a newly created directorate 		<ul style="list-style-type: none"> - Communication problems including poor internet, telephone and postal access - English language - Confidentiality 	-

Departamento do Ambiente, Ministério dos Petróleos Environmental Department, Ministry of Petroleum	Protection of ecosystems by preventing pollution through the implementation of enabling environmental legislation and application of appropriate environmental management systems.	<ul style="list-style-type: none"> - Provision of support and collaboration in terms of technical and scientific information and human resources - Logistical support for the organisation of BCLME meetings in Angola 	-	<ul style="list-style-type: none"> - Confidentiality of information and data based on contracts and Act of Petroleum Activities 	-
Non-governmental organizations (NGOs)					
JEA – Juventude Ecológica Angolana Ecological Youth of Angola	Environmental education, beach cleanup activities.	<ul style="list-style-type: none"> - Marine Litter Project 	<ul style="list-style-type: none"> - Contribution to development of networking partnerships with other LMEs - Research on the impact of coastal communities on the marine environment 	<ul style="list-style-type: none"> - Political obstacles - Insufficient financial resources - Lack of interest from members - Limited access to information about the BCLME Programme - Insufficient/ inappropriate public consultation mechanisms in public institutions (public institutions are not always open to using these sort of mechanisms) 	

ADRA – Acção para o Desenvolvimento Rural e Ambiente Action for Rural Development and Environment	Promote rural development and protection of the environment, especially in rural areas, and focusing on the areas of food security, citizenship, and environment. Also involved in advocacy and political pressure. Active in coastal provinces of Launda, Bengo and Benguela.	No involvement, not familiar with the BCLME Programme	<ul style="list-style-type: none"> - Dissemination of information about the BCLME Programme, the BCC and the state of the marine environment to communities, partners and other civil society actors - Facilitation of public debates, consultation panels, etc organized by national focal points in Angola - Facilitation of public debates, public consultation processes which are absolutely required in the process of policy harmonisation - Facilitate public consultations and briefing sessions (e.g. about policies), disseminate information - Sharing of experiences, information and best practices 		Important stakeholder participation mechanisms are: briefing sessions; public consultations; civil society organisation “alignment” meetings.
Industry/ private sector					
Sonangol PP	Oil industry, prospecting and production. Development of environmental protection programme for recovery and protection of mangroves in Kwanza River.	Sonangol DQSSA (Department of Quality, Health, Safety and Environment) was involved	Positive participation in events organized by the BCLME Programme	<ul style="list-style-type: none"> - Insufficient communication among the 3 countries due to language barrier - Often communication on upcoming meeting or even decision making process is delayed for technical reasons 	
Parastatals					

Porto de Luanda Luanda's Port Authority	Reception and export of goods. Also mandate in its geographical area for oil spills control, waste and effluents management.	<ul style="list-style-type: none"> - Participation in meetings and events - Have received technical documentation on common environmental problems - The BCLME Programme has been somewhat beneficial in terms of capacity building 	<ul style="list-style-type: none"> - Receive training on ballast waters management, coastal zone management, potential tourist use of the Bay - Receive English language training - Provision of information on what is being done in Luanda's Port and learn from other countries - Sharing of experiences with ports in Namibia and South Africa 	<ul style="list-style-type: none"> - English language is an obstacle - Insufficient human and financial resources - Need for continuous training 	<ul style="list-style-type: none"> - Participation in English language training - Participation in training programmes
Donors					
United Nations Development Programme (UNDP)	Provide support to Angola based on the Millennium Development Goals. Activities in the environmental area through technical and financial assistance.	BCLME Programme's Implementing agency	<ul style="list-style-type: none"> - Facilitator in various processes (adoption of BCC and Treaty, identification of national structures in support of the BCC) - Advocacy and facilitation of process to harmonise national policies - Provision of technical assistance towards training and capacity building plan - Following the processes of identification of financial mechanisms and partnerships - Dissemination of lessons learned and best practices 	-	-

SIP TABLE 2: DETAILED CONSULTATION RESULTS FOR NAMIBIA

Stakeholder	Mandate in terms of marine issues	Involvement in BCLME 1	Interests in BCLME SAP IMP	Potential Conflicts / Threats to involvement	Mitigation Strategy
Academic and Research Institutions					

Stakeholder	Mandate in terms of marine issues	Involvement in BCLME 1	Interests in BCLME SAP IMP	Potential Conflicts / Threats to involvement	Mitigation Strategy
Polytechnic of Namibia	<ul style="list-style-type: none"> - Education - Offer courses in Natural Resources and Tourism as well as Engineering 	<ul style="list-style-type: none"> - Little involvement in project to date 	<ul style="list-style-type: none"> - Could play a role in capacity building and training - Could incorporate research results from BCLME into relevant curricula 	<ul style="list-style-type: none"> - Low number of staff - Time constraints - Funding levels 	<ul style="list-style-type: none"> - Build money into the budget for helping cover expenses for any training courses to be offered.
University of Namibia (Faculty of Fisheries and Natural resources)	<ul style="list-style-type: none"> - Education / Training in Fisheries and Natural Resources - 	<ul style="list-style-type: none"> - No direct involvement with BCLME to date 	<ul style="list-style-type: none"> - Could play a role in training students - Potential target for capacity building as they are the major university in the country - Interested in using results of research in curricula where appropriate - Interested in making links with existing research projects for students and faculty 	<ul style="list-style-type: none"> - Currently, the department has a large capacity gap in terms of senior researchers. - Due to this lack in capacity, staff time and expertise is a problem as the few staff members in the department lack time and expertise. - The long-term sustainability of the program could be an issue—currently, the department is funded by the Norwegian government but this funding will end in 2010. 	<ul style="list-style-type: none"> - Incorporate UNAM into the training and capacity building workplan
University of Namibia (Sam Nujoma Marine and Coastal Research Centre – SANMARC, Henties Bay)	<ul style="list-style-type: none"> - Conduct marine and coastal research - Offer facilities for visiting researchers 	<ul style="list-style-type: none"> - Managed BCLME projects LMR/MC/03/01. LMR/SE/03/02,03,04,05 - Involved in background work for BCC 	<ul style="list-style-type: none"> - SANMARC scientists could provide data where needed 	<ul style="list-style-type: none"> - None 	<ul style="list-style-type: none"> - None
Namibia Maritime and Fisheries Institute (NAMFI)	<ul style="list-style-type: none"> - NAMFI provides training to sea- going personnel in marine safety, marine engineering and navigation - 	<ul style="list-style-type: none"> - No involvement to date 	<ul style="list-style-type: none"> - Could play an important role in information sharing as they do ongoing training for marine workers who are on the ground, and who would benefit from results of 	<ul style="list-style-type: none"> None identified by stakeholder. 	

Stakeholder	Mandate in terms of marine issues	Involvement in BCLME 1	Interests in BCLME SAP IMP	Potential Conflicts / Threats to involvement	Mitigation Strategy
			BCLME research		
Kuisebmond Secondary School – Walvis Bay	- Education of coastal students	- No involvement to date	<ul style="list-style-type: none"> - Interested in creating links between coastal students and research being done in their area, possibly through the D-LIST website - Interested in exposing students to marine researchers in order to raise their awareness of this as a career possibility 	- Limited amount of computer access for learners	-
Local authorities					
Municipality of Walvis Bay	- Responsible for environmental management of coastal areas within municipality as per part V of act No. 14 of 2004, local Authorities Amendment Act 2004	- Attended and contributed to a workshop on 30 / 31 August 2005 as a key stakeholder to a project as per the website www.wamsys.co.za/bclme	<ul style="list-style-type: none"> - Interested in sharing data as needed - Interested in participating in research efforts in the municipality as needed - Able to share lessons learned from their experience with other coastal jurisdictions 	<ul style="list-style-type: none"> - Lacks in staff availability and capacity - Financial resources 	- Training and capacity building needed
Luderitz Town Council (Manager Economic Development)	<ul style="list-style-type: none"> - Responsible for import / export inspection, land allocation and infrastructure for aquaculture within town limits. - Responsible for beach clean up 	- None	- Current lack of political will makes it difficult to state municipal interests	<ul style="list-style-type: none"> - Little political will for environment-related projects - As a result, no dedicated environmental staff exist—instead a staff member with no background in the area does such work 	<ul style="list-style-type: none"> - Increase profile of BCLME - Demonstrate to relevant politicians the value of involvement in the BCLME SAP IMP

Stakeholder	Mandate in terms of marine issues	Involvement in BCLME 1	Interests in BCLME SAP IMP	Potential Conflicts / Threats to involvement	Mitigation Strategy
Erongo Regional Council	<ul style="list-style-type: none"> - Responsible for coordinating activities, including those related to coastal management, in the region 	<ul style="list-style-type: none"> - none 	<ul style="list-style-type: none"> - Interested in being informed of project developments so that opportunities for involvement can be identified 	<ul style="list-style-type: none"> - None identified by stakeholder 	
Government ministries and departments					
Meteorological services of Namibia	<ul style="list-style-type: none"> - Climate advisory services - Collect, store and analyse climate-related data 	<ul style="list-style-type: none"> - Little previous involvement with the BCLME - Member of the oil spill contingency plan 	<ul style="list-style-type: none"> - Interested in what monitoring is being done of the degree of upwelling in the system as this directly impacts fisheries - Interested in sharing and exchanging data as needed - Strong interest in developing a marine meteorologist position based in Swakopmund 	<ul style="list-style-type: none"> - Extremely understaffed with few qualified personnel - Limited infrastructure (eg. No instrumentation or buoys for recording marine temperature) 	<ul style="list-style-type: none"> - Training for existing meteorological staff - Training partnerships (eg. with UNAM) to produce qualified graduates - Infrastructure to be sourced in conjunction with research projects as needed
Ministry of Agriculture Water and Forestry – Directorate of Water Affairs	<ul style="list-style-type: none"> - Responsible for water quality standards and enforcement - Deal with freshwater pollution that may then flow into ocean 	<ul style="list-style-type: none"> - Have been involved in several meetings and workshops organized by the BCLME 	<ul style="list-style-type: none"> - Interested in sharing information as necessary and in contributing to the process as needed - Usually involved when there are cases of oil spills in the sea and would want to be consulted and to provide input on matters relating to this - Interested in accessing expertise on desalination if possible 	<ul style="list-style-type: none"> - Lack of qualified personnel within the ministry - Slow internet connection speeds could hinder participation in information exchange via websites such as D-LIST 	<ul style="list-style-type: none"> - Capacity building required - Web tools need to have text or reduced-size versions for users with slow internet connections
Ministry of Mines and Energy Directorate of Energy (Petroleum Commission)	<ul style="list-style-type: none"> - Monitor oil and gas exploration activities and issue licences for oil and gas extraction - Ensure that Environmental Impact Assessments (EIAs) are carried out 	<ul style="list-style-type: none"> - Have attended some BCLME workshops and meetings 	<ul style="list-style-type: none"> - Data sharing as research projects are carried out - Changes in Codes of Conduct for Oil and Gas Extraction could impact their work so they are interested in providing input to negotiations 	<ul style="list-style-type: none"> - Large capacity gaps – understaffed due to demand for qualified staff from the mining industry - High staff turnover also leads to gaps in individual capacity 	<ul style="list-style-type: none"> - Participation in capacity building and training initiatives

Stakeholder	Mandate in terms of marine issues	Involvement in BCLME 1	Interests in BCLME SAP IMP	Potential Conflicts / Threats to involvement	Mitigation Strategy
Ministry of Mines and Energy Directorate of Geological Survey	<ul style="list-style-type: none"> - Does research on coastal zone management and mineral exploration, including offshore - 	<ul style="list-style-type: none"> - Have been involved in the project from the beginning - currently a member of the project steering committee 	<ul style="list-style-type: none"> - Need to generate and obtain new data all the time for better management of the resources—links with BCLME help facilitate this - Would participate in standardizing data collection between countries 	<ul style="list-style-type: none"> - Department is critically understaffed so staff time and availability is extremely limited. Loss of staff to industry is a large problem 	<ul style="list-style-type: none"> - Industry participation in capacity building and training initiatives that produce skilled workers for both government and industry
Ministry of Fisheries and Marine Resources – Directorate of Resource Management (including National Marine Information and Research Centre – NATMIRC)	<ul style="list-style-type: none"> - Conduct research in order to advise the ministry on Total Allowable Catches (TACs), state of the stock, and the marine environment 	<ul style="list-style-type: none"> - serve on the steering committee of the BCLME project. - Have been involved in many BCLME research projects - Have provided in kind contributions (e.g. Office space, participation of scientists in transboundary projects) 	<ul style="list-style-type: none"> - Representation on the BCC - Will likely be coordinating institution for the BCLME SAP IMP project - Will likely continue to provide office space and support for BCLME activities - Would take a lead role in negotiations regarding fishing codes of conduct, standardization of data collection, and information sharing. - Technical assistance to different BCLME projects would depend on the nature of the specific project. 	<ul style="list-style-type: none"> - Retention of expertise is a major issue: staff members are being poached from the ministry by mining companies who are in need of environmental scientists - High staff turnover means that often there is no overlap between old and new staff members so valuable information is lost - Gaps in individual capacity resulting from high staff turnover 	<ul style="list-style-type: none"> - Effective staff retention and information transfer strategies need to be developed - Training and capacity building a priority for existing staff
Ministry of Fisheries and Marine Resources - Inspectorate Office	<ul style="list-style-type: none"> - 	<ul style="list-style-type: none"> - Monitor activities on vessels. - Had attended a workshop in Cape Town 	<ul style="list-style-type: none"> - There is need for training of staff and information is needed in order to manage the Benguela well. 	<ul style="list-style-type: none"> - Staff members still need more training 	<ul style="list-style-type: none"> - Constant training is needed.

Stakeholder	Mandate in terms of marine issues	Involvement in BCLME 1	Interests in BCLME SAP IMP	Potential Conflicts / Threats to involvement	Mitigation Strategy
Ministry of Fisheries and Marine Resources – Directorate of Operations	<ul style="list-style-type: none"> - Responsible for monitoring fishing activities on vessels 	<ul style="list-style-type: none"> - Several staff members have attended BCLME workshops in the past 	<ul style="list-style-type: none"> - Perceive benefits from previous involvement so eager to continue - Would provide input to development of standardized data collection and enforcement procedures - Interested in information exchange regarding best practices for monitoring and compliance enforcement 	<ul style="list-style-type: none"> - Lack of staff capacity and training 	<ul style="list-style-type: none"> - Relevant staff to participate in necessary training sessions
Ministry of Fisheries and Marine Resources – Aquaculture (technicians based in Lüderitz interviewed)	<ul style="list-style-type: none"> - Responsible for all aspects of aquaculture in Namibia - Monitor water quality near aquaculture installations 	<ul style="list-style-type: none"> - Some staff participated in a BCLME workshop on harmful algal blooms 	<ul style="list-style-type: none"> - Exchange of information on sustainable aquaculture desired 	<ul style="list-style-type: none"> - Lack of training 	<ul style="list-style-type: none"> - Capacity building and training
Ministry of Trade and Industry	<ul style="list-style-type: none"> - Ministry is involved in promoting investment in mariculture, aquaculture and fisheries and is strongly working on issues of trade, investment and industry development. - Coordinates activities between the SADC countries and bilateral levels - Also responsible for the quality and standard of fish exported 	<ul style="list-style-type: none"> - Little involvement 	<ul style="list-style-type: none"> - Would play a role in negotiations for BCLME Treaty - Important source of information regarding sustainable coastal development 	<ul style="list-style-type: none"> - None identified 	

Stakeholder	Mandate in terms of marine issues	Involvement in BCLME 1	Interests in BCLME SAP IMP	Potential Conflicts / Threats to involvement	Mitigation Strategy
Ministry of Works, Transport and Communication - Directorate of Maritime Affairs	<ul style="list-style-type: none"> - Responsible for dealing with ship-based pollution - 	<ul style="list-style-type: none"> - Represent the ministry on the steering committee and have attended most workshops. - Have formulated groups to work on projects and attended capacity building workshops. 	<ul style="list-style-type: none"> - Interest in providing input to relevant policies - A high priority for the ministry is better solutions for vessel waste disposal 	<ul style="list-style-type: none"> - Limited infrastructure for monitoring ship-based pollution (eg. Luderitz office does not have any vessel to use for monitoring) - Limited staff time - Limits in staff's ability to use internet facilities for information exchange 	<ul style="list-style-type: none"> - infrastructure development
Ministry of Environment and Tourism Directorate of Environmental Affairs	<ul style="list-style-type: none"> - Have mandate for environmental protection and conservation - Deal with marine pollution via the Environmental Management Act (still in draft form, has not been enacted) - Responsible for parks and protected area's along coast, thus deal with issues related to shoreline in these areas 	<ul style="list-style-type: none"> - Involved in development and implementation of oil spill contingency plan 	<ul style="list-style-type: none"> - MET would have an interest in issues relating to coastal areas within parks - Interested in being informed about issues within their mandate (eg. marine pollution, conservation areas) 	<ul style="list-style-type: none"> - MET has more focus on land conservation so its staff are not specialized and often lack background on marine issues 	Capacity building
Fisheries Observer Agency	<ul style="list-style-type: none"> - Observe and report what is happening on the fishing vessels. Collect biological information or research monitoring of compliance with fisheries act. 	<ul style="list-style-type: none"> - No direct involvement in BCLME 	<ul style="list-style-type: none"> -Able to share information and data as needed. -Would be impacted by changes in monitoring procedures so would want to provide input on these issues 	<ul style="list-style-type: none"> - FOA operates under an agreement with MFMR. Scope of additional involvement would need to be checked against this agreement. 	<ul style="list-style-type: none"> - Change agreement if needed
Parastatals					
National Petroleum Corporation of Namibia (NAMCOR)	<ul style="list-style-type: none"> - Serve advisory role to the Ministry of Mines and Energy 	<ul style="list-style-type: none"> - part of the oil Ppill contingency and emergency team 	<ul style="list-style-type: none"> - Involvement in relevant research projects - Data-sharing as needed 	<ul style="list-style-type: none"> - Staff availability to attend meetings not guaranteed. 	<ul style="list-style-type: none"> - Early notification of meetings

Stakeholder	Mandate in terms of marine issues	Involvement in BCLME 1	Interests in BCLME SAP IMP	Potential Conflicts / Threats to involvement	Mitigation Strategy
		- Has attended a meeting with the Ministry of Mines and Energy organized by BCLME.	- Would provide input on petroleum-related issues		
Namibia Port Authorities (NAMPORT)	- Control ships and activities in port waters. - Deal with pollution within port boundaries.	- One staff member attended a presentation on BCLME in 2005	- Water quality, environmental factors, oil spills and pollution from the ships.	- Lack of skills in the environmental field. - Lack of resources: Cost benefit analysis for BCLME participation must be favourable.	-
Nampower (Kudu Project)	- Responsible for operation of land-based power plant to be built in conjunction with the Kudu Gas Project: plant will put some slightly warmed seawater back into the ocean	- None	- Interested in data sharing where needed - Currently doing studies on impacts of taking water from the ocean (for cooling purposes) and then pumping slightly heated water back into the ocean - Would be impacted by changes in marine pollution regulations so would want to be consulted on this	- None	-
Non-governmental Organisations (NGOs)					
South East Atlantic Fisheries Organization (SEAFO)	- manage fisheries resources within the Convention area, specifically the area in the South East Atlantic outside the Exclusive Economic Zones (EEZs) of coastal states	- Collaborated with BCLME on information on straddling living marine resources between the EEZs of the coastal states and the high seas within SEAFO Convention Areas. - The outputs from some of BCLME projects constituted inputs into the work of SEAFO. Thus the relationship will continue in areas of data exchange, joint	- BCLME participates in SEAFO scientific committee meetings as well as in SEAFO commission meetings as observer. - SEAFO will continue to cooperate with the BCLME program on matters of mutual concern.	-None	

Stakeholder	Mandate in terms of marine issues	Involvement in BCLME 1	Interests in BCLME SAP IMP	Potential Conflicts / Threats to involvement	Mitigation Strategy
		research activities and in harmonization of management protocols of shared / straddling resources. - SEAFO has observer status in BCLME program steering Committee			
Coastal Environmental Trust of Namibia	-Involved in various coastal projects.	Not involved in BCLME but has worked with the BENEFIT Project	<ul style="list-style-type: none"> - Interested in collaborating where projects overlap with BCLME SAP IMP--currently working on a biomapping project including birds, fisheries and turtles, that will include all three BCLME countries. - Interested in being informed about BCLME SAP IMP processes 	None identified by stakeholder	
Industry/ private sector					
Confederation of Namibian Fishing Associations	<ul style="list-style-type: none"> - Umbrella organization for fishing industry / fishing companies - Includes all other fishing associations within Namibia 	<ul style="list-style-type: none"> - Very little previous involvement in BCLME (invited to one workshop but were unable to attend) - strong interest in having more involvement with BCLME SAP IMP 	<ul style="list-style-type: none"> - As an umbrella organization, can act as BCLME's link to get information to and from members of the fishing industry - Recognize importance of involvement in sustainable resource management - Data sharing as needed - Involvement in developing codes of conduct and negotiating regulation changes - Information networking 	<ul style="list-style-type: none"> - Staff availability - Reticent nature of some industry members 	<ul style="list-style-type: none"> - Early involvement in BCLME SAP IMP activities is essential to demonstrate good faith, and the importance of their inputs

Stakeholder	Mandate in terms of marine issues	Involvement in BCLME 1	Interests in BCLME SAP IMP	Potential Conflicts / Threats to involvement	Mitigation Strategy
Hanganeni Fishing Association	- Community based fishing and fish processing association for artisanal fishers	- none	- Want to gain information and learn from others. Also want to be kept informed of the latest developments. (e.g. code of conducts)	- Communication limitations - no access to internet or fax - staff capacity - financial limitations	- Training - Use alternate communication methods
Tulow Group -Kudu Gas Group	- Involved in development of the Kudu offshore gas field	- One staff member has been involved in the development of the SAP, technical advisory groups, and various projects previously as an independent consultant	- Data sharing - Input to codes of conduct (industry already adheres to high international standards as it applies strict regulations from other jurisdictions in other countries.	- Noted that it can be difficult to get information from companies operating in Angola	
The Chamber of Mines	- Represents all mining companies in Namibia	- Little involvement in BCLME to date	- Will be establishing various codes of conduct for mining operations so would be interested in ensuring that any codes of conduct developed for BCLME SAP IMP are in line with these - Will begin a capacity building and training program for mining industry including government so could collaborate with BCLME SAP IMP where appropriate - Interested in sharing information and data as needed	- Staff is very small (essentially only 2 people) so availability to attend meetings etc. may be an issue	- Early notification of meetings - Use of alternate modes of communication (email, phone) to get information
De Beers Marine Namibia <i>(please note that after this interview was done, the recommendation that industry umbrella organizations rather than individual</i>	- Carry out offshore diamond mining and exploration -	- Staff have attended BCLME workshops, provided data to the BCLME, and carried out joint research. Have also carried out environmental projects together (PICES)	- Interested in having strong involvement in the project including data sharing, input to mining regulations and codes of conduct, and information networking	- Availability of resources (staff time and funding) could be a constraint - Lack of communication another issue - Late involvement in	- Stakeholders to be informed and involved in projects as early as possible - Effective communication mechanisms (eg. Email lists to be put

Stakeholder	Mandate in terms of marine issues	Involvement in BCLME 1	Interests in BCLME SAP IMP	Potential Conflicts / Threats to involvement	Mitigation Strategy
<i>companies be consulted, which is why interviews with other mining companies did not occur)</i>				the project can jeopardize effective participation	in place)
Marine Tour Association of Namibia	<ul style="list-style-type: none"> - Umbrella organization for marine tour operators - Currently membership of 12 operators - Promote marine cruises and set codes of conduct and standards for operators 	- None	<ul style="list-style-type: none"> - Provide input on any codes of conduct for marine mammal viewing - Disseminate information gathered during BCLME 1 and BCLME SAP IMP by communicating it to customers - Provide data on marine mammal and bird sightings to researchers as needed 	- None	-
Donors (funded initiatives)					
Namibia Coast Conservation and Management Project (NACOMA)	<ul style="list-style-type: none"> - Strengthen conservation, sustainable use and mainstreaming of biodiversity and coastal and marine ecosystems in Namibia - 	<ul style="list-style-type: none"> - Have been involved with BCLME previously. - Have held workshops in conjunction with BENEFIT and have worked on several documents together. 	<ul style="list-style-type: none"> - Currently negotiating to establish a national coastal authority for Namibia that would also deal with fisheries and marine activities. As this impacts marine management, this could change who the marine management stakeholders for BCLME are. - Where relevant, could cooperate on training and capacity building initiatives in Namibia 	- None	- None
Benguela Environment Fisheries Interaction & Training Programme (BENEFIT)	<ul style="list-style-type: none"> - Involved in training and capacity building in Fisheries and marine resources 	<ul style="list-style-type: none"> - Have previously worked on many projects with BCLME - Delivered capacity building and training activities for BCLME 1 - Member of steering committee 	<ul style="list-style-type: none"> - Will come to an end at the end of 2007 and training and capacity building and information management functions will pass to BCC 	<ul style="list-style-type: none"> - Current functions may be lost in the transfer of responsibilities to the BCC 	<ul style="list-style-type: none"> - Careful structuring of BCC to ensure that the roles that BENEFIT currently fills are all covered

SIP TABLE 3: DETAILED CONSULTATION RESULTS FOR SOUTH AFRICA

Stakeholder	Mandate in terms of marine issues	Involvement in BCLME 1	Interests in BCLME 2	Potential Conflicts / Threats to involvement	Mitigation Strategy
Educational Institutions					
Mechanical/ Electrical Engineering Department, Cape Peninsula University of Technology	Offering diplomas, degrees and post-graduate degrees. Certain programmes include environmental management, environmental science. Environmental Engineering in the Faculty of Engineering offers a coastal bias.	- Distance learning course in Environmental Engineering—Sustainable Development in Coastal Areas via DLIST-Benguela	- Distance learning course in Env. Eng. via DLIST-Benguela - Replication of Env. Eng. distance learning course in other LMEs, learning from other LME programmes, replication of distance learning programmes from other LMEs - Establishment of the Environmental Resource Centre at CPUT as an additional resource for the web community and distance learners	- CPUT merger implications - Willingness of other partners in BCLME and other LMEs to network and co-operate - Language barriers - Funding support for distance learners	-
University of the Western Cape, Department of Biodiversity and Conservation Biology	Research and teaching	Staff members and researchers have been involved with BCLME projects through BENEFIT and IOI-SA	-	-	-
University of Cape Town, Department of Oceanography	Education and research	Highly involved with the Environmental Variability Group through a number of contracts managed by the Marine Research institute (MA-RE at UCT)	- UCT Oceanography should be able to continue contributing to the Environmental Early Warning system of the BCC. The main EEWS should be run by MCM and partners - Continue to build capacity in Physical Oceanography and coupled ocean-atmosphere modeling - UCT MCM MOU - UCT Oceanography will play a leading role in the ASCLME. - Some contact with GCLME	Declining capacity in the Department of Oceanography and within UCT in General	-

Stakeholder	Mandate in terms of marine issues	Involvement in BCLME 1	Interests in BCLME 2	Potential Conflicts / Threats to involvement	Mitigation Strategy
Local authorities					
Provincial Department of Tourism, Environment and Conservation, Northern Cape	Provincial input to policy, management decisions relating to coastal environment. Management of regional permits for off-road vehicles, boat launching sites etc. Involvement with local EIA processes relating to development along the coast. Support to local aquaculture development.	None directly	-		-
Namaqua District Municipality	Manage IDP. Involved with coastal national park. Assist to control and manage access to DeBeers owned coastline. Working for the Coast social responsibility project. Economic development within communities along the coast. Involved with EIA and development of Groenbrak gas fields.	No involvement	Wherever BCLME activities overlap with the Municipality's mandate for local economic development/IDP		-
City of Cape Town	Coastal management of 300km of coastline. Environmental management. Strong interest in the marine environment around Cape Town.	Only one interview to date	<ul style="list-style-type: none"> - Time contribution as stakeholder in the processes of adoption of BCC, negotiation of Treaty, adoption of capacity building plan, and assessment of financial mechanisms - Time contribution as stakeholder and partner in negotiation of partnership agreements - Time contribution as stakeholder and provision of best practice examples 	Capacity	-

Stakeholder	Mandate in terms of marine issues	Involvement in BCLME 1	Interests in BCLME 2	Potential Conflicts / Threats to involvement	Mitigation Strategy
West Coast District Municipality	To develop and market the Hardeveld region as tourism destination. Offices situated 60km from coast, which constitutes a strong part of the attraction of the area, where there is very little access to the sea. Also closely interact with the nearby Hondeklip Bay artisanal fishing community as part of broader community development work programme.	No direct involvement, an active DLIST participant	<ul style="list-style-type: none"> – Support stakeholder participation process towards harmonisation of national policies and adoption of partnership agreements – Awareness raising 	None	-
Government ministries and departments					
Marine and Coastal Management, Department of Environmental Affairs and Tourism	Sustainable management of marine resources, conservation of biodiversity, sustainable coastal management, pollution control.	Extensive involvement	<ul style="list-style-type: none"> - Participation of scientists and/or managers in process to adopt BCC - Involvement of senior managers at DEAT and Dept. Min. in negotiation of Treaty - Appointment of policy and technical focal points, from senior staff in the two departments - Senior staff to re-examine policies (towards harmonisation of policies) - Training officer to undertake specific training and capacity building actions for BCC - Commitment of funds to BCC /Ecosystems advisory group - Active role in ensuring partnerships for sustainable utilization of marine resources - Active involvement with the 	<ul style="list-style-type: none"> - Inexperienced or uncommitted management staff - Budgetary constraints persist into the future - Research and management posts are not filled 	

Stakeholder	Mandate in terms of marine issues	Involvement in BCLME 1	Interests in BCLME 2	Potential Conflicts / Threats to involvement	Mitigation Strategy
			ASLME and SWIOPF in the Western Indian Ocean		
Parastatal Companies					
Knysna National Lake Area, SANParks	Biodiversity conservation within National Parks	<ul style="list-style-type: none"> - No direct involvement, only support - Local community involvement through DLIST-Benguela 	-	<ul style="list-style-type: none"> - Remote eastern edge of study area - Institutional budget constraints 	-
SANCOR (South African Network for Coastal and Oceanic Research), National Research Foundation	Co-ordinates, facilitates, stimulates and reviews marine science, engineering and technology in South Africa, to promote wise and informed management of the use of the marine and coastal environments.	Various involvement through the SANCOR Network		-	-
Richtersveld Community Conservancy	Protect and manage the unique biodiversity and natural landscape to advantage of local people and all of human kind	No involvement other than participation in DLIST-Benguela	Provide input on DLIST-Benguela	-	-
Non-governmental Organizations (NGOs)					
Friends of DST	To protect natural environment from Elandsbay to the Olifants River Mouth, Friends of DST help implement funding for a number of community based projects in the area.	No direct involvement, only informed through DLIST-Benguela	<ul style="list-style-type: none"> - Support stakeholder participation process towards harmonisation of national policies - Support stakeholder participation process towards capture of lessons learned and best practices - Awareness raising 	No obstacles as such, but awareness of specificities of reaching grassroots stakeholders	<ul style="list-style-type: none"> - Face-to-face meetings vital to reach grassroots stakeholders - Consider using DC audio, or video briefings (more rich content delivered first hand rather than filtered)

Stakeholder	Mandate in terms of marine issues	Involvement in BCLME 1	Interests in BCLME 2	Potential Conflicts / Threats to involvement	Mitigation Strategy
Masi Fundise	Advocacy to secure livelihood rights of artisanal fishers. Close collaboration with MCM	Collaborate on compiling socio economic profile of artisanal fishing communities along the west coast as part of BCLME study, conduct interviews and workshops.	<ul style="list-style-type: none"> – Support development of policy and frameworks relating to artisanal fishing – Stakeholder awareness – Support the capturing and disseminating of best practice as relates to the field of artisanal fishing 	Reliant on partnership with MCM SA and their capacity to support artisanal fishing issues	–
International Ocean Institute	<p>Develop and offer capacity building and research programs. Respond to on-going assessment of the factors that contribute to livelihoods within the southern African region. Specific goals relate to:</p> <ul style="list-style-type: none"> – sustainable livelihoods methodology, including research, implementation, and capacity building; – development of community-based seaweed mariculture, particularly through research, workshops and training courses; – transfer of knowledge and skills useful to the management of inshore marine and coastal resources; – marine environmental education; – electronic resource sharing for IOI and related organizations in the global context. 	<ul style="list-style-type: none"> – Development of the Benguela Plankton Portal – The BCLME sponsored participants at the “Managing Marine Pollution” course delivered by IOI-SA – IOI-SA participated in the consultative meeting on Training and Capacity Building for Effective Management of the BCLME – Development and maintenance of the BCLME website 	<ul style="list-style-type: none"> – IOI-SA is in a position to offer 2 training courses, one on Municipal Wastewater Management and its influence on the marine environment and the Managing Marine Pollution Course (MMP) – A possible MSc in Ocean Management and Administration 	<ul style="list-style-type: none"> - Capacity - Funding 	–

Stakeholder	Mandate in terms of marine issues	Involvement in BCLME 1	Interests in BCLME 2	Potential Conflicts / Threats to involvement	Mitigation Strategy
Industry / Private Sector					
De Beers Marine	Marine diamond prospecting and mining company. Certified ISO14001 Environmental Management System	<ul style="list-style-type: none"> – Contribution of data e.g. Project BEHP/CEA/03/02 – Involvement in workshops 	<ul style="list-style-type: none"> – Information sharing on marine mining and environmental practices (towards harmonisation of national policies) – Information sharing on environmental practices in the sector – Participation in partnerships where relevant – Capture and transfer of marine mining environmental practices 	-	-
HHS Development and Environmental CC	Project implementation inside the Richtersveld Community Conservancy. Currently implementing Social Responsibility project, supporting the Operational Team of the Richtersveld Community Conservancy, and supporting SMMEs in the Richtersveld.	Not actively involved in BCLME 1, other than through DLIST-Benguela	–	Lack of information and feedback	Proper introductions of BCLME Programme to stakeholders specifically in South Africa
Anchor Environmental Consultants cc	A large proportion of work is marine, estuarine and coastal related. Specialize in impact assessments and environmental management in marine science fields. Quite a number of projects have also entailed socio-economic studies in coastal communities.	Extensive dealings with the BCLME programme particularly with regards to: <ul style="list-style-type: none"> – BCLME SOER – BCLME Training and Capacity Building Study – Field work and Training of students in Angola, Namibia and South Africa (linked to BENEFIT) 	<ul style="list-style-type: none"> – Specialist consulting and feedback into processes of adopting the BCC and identifying national focal points 	-	-
EcoAfrica Environmental	Environmental and development consultancy,	Extensive involvement: <ul style="list-style-type: none"> – Conducted an assessment 	<ul style="list-style-type: none"> – To harmonise, where EcoAfrica have the mandate, 	-	-

Stakeholder	Mandate in terms of marine issues	Involvement in BCLME 1	Interests in BCLME 2	Potential Conflicts / Threats to involvement	Mitigation Strategy
Consultants	involved in coastal conservation, development and policy/management processes in South Africa, Namibia and Angola. Strong focus on local communities and grassroots stakeholder participation. General facilitators for the NACOMA white paper development process.	<p>of potential involvement of coastal communities in BCLME programme;</p> <ul style="list-style-type: none"> – Conducted a BCLME funded marine litter programme in Namibia and Angola; – Through the DLIST project – for example a formal consultation to introduce BCLME to wider audience in coastal communities; – Develop IPA (Angolan Institute for Development of Artisanal Fisheries) communication materials 	<p>project approach and outcomes with that of the BCLME</p> <ul style="list-style-type: none"> – To disseminate BCLME related information through existing stakeholder networks, and through the projects/processes EcoAfrica are involved in – To assist with the capturing of lessons learnt and best practice through DLIST and other information sharing networks – To capture stakeholder input to the various BCLME activities – To facilitate information sharing/exchange between BCLME and other LME and coastal/marine management projects 		
Other GEF funded projects					
DLIST-Benguela	To support information sharing among stakeholders along the BCLME coastline, to support the development of equitable, effective and sustainable governance practices especially at local level	<p>Extensive :</p> <ul style="list-style-type: none"> – dissemination of results, – collaborate on marine litter programme, – distance learning and – stakeholder engagement at various levels 	<ul style="list-style-type: none"> - Support the work of Management Advisory Committees, as well as Ecosystem Working Groups by offering information sharing mechanisms - Facilitate stakeholder access to working documents, guidelines etc - Support each National BCLME Stakeholder Group in similar way - provide opportunity for stakeholder participation/input to policy/management reforms 	Would require funding for tasks which reach beyond existing scope of DLIST activities	-

Stakeholder	Mandate in terms of marine issues	Involvement in BCLME 1	Interests in BCLME 2	Potential Conflicts / Threats to involvement	Mitigation Strategy
			where appropriate - Assist in the development of learning materials and distance learning courses, in partnership with CPUT. DLIST field offices can help facilitate training activities - Working closely with appropriate regional level bodies (the MACs advised by the Ecosystem Working Groups) to capture outputs and assist to pass these on to the countries, including case studies, guidelines, best practices and lessons learnt - Assisting in transfer of best practice between BCLME and other LME's, as well as partner institutions		

SIP TABLE 3: PROPOSED WORK PLAN FOR STAKEHOLDER INVOLVEMENT

Activity	Timing	2008	2009	2010	2011
Establish stakeholder contact lists for each country, including group email lists (list serves)	2008	X			
Process update newsletter sent to all stakeholders	Quarterly	X	X	X	X
Sectoral working groups established for each country	2008	X			
First sectoral working group meetings held in each country, with the projected outcome of providing input to the BCLME treaty process	2008-2009	X	X		
Sector-specific group email lists (list serves) created at the national and regional levels to facilitate communication with and among stakeholders. Lists distributed to stakeholders.	2008	X			
Second set of working group meetings held in each country, focusing on national-level policy	2010-2011			X	X

changes in accordance with the BCLME Treaty					
Communications and public awareness strategy for BCC and treaty commissioned (<i>NB: if possible, this should occur once the BCC is in place so that the strategy is relevant to the final structure of the BCC</i>)	2009		X		
Actions outlined in communications and public awareness strategy for BCC and treaty implemented	2009-2011		X	X	X
Existing training and capacity building opportunities within stakeholder institutions highlighted in process update newsletter	Annually	X	X	X	X
Need for long-term funding for BCC communicated to stakeholders and support solicited via process update newsletter	2009		X		
Lessons learned / best practices meetings held regionally for different sectors	2009, 2011		X		X
Elements on marine management, including public discussion forum, added to D-LIST Benguela website or other web-based information sharing tool	2008	X			
BCLME aspects of D-LIST Benguela or other web-based information sharing tool launched with a series of training sessions in coastal communities and national centres	2009-2010		X		
List of grassroots stakeholders interested in information about BCLME compiled. Individuals and institutions on list to be invited to D-LIST or other web information sharing tool training sessions	2008	X			
Public discussion forum on marine management to be added to D-LIST or other web-based information sharing tool. Both English and Portuguese forums to be established.	2008-2009	X	X		
Establish fund for encouraging participation in international meetings by BCLME stakeholders	2008	X			
Stakeholder meetings	Annually	X	X	X	X
Detailed baseline stakeholder participation level assessment	2008	X			
Stakeholder participation assessment done via consultations with a sample of stakeholders	2009, 2011		X		X

SIP TABLE 4: PROPOSED BUDGET FOR STAKEHOLDER INVOLVEMENT

Budget	Frequency	Approximate cost per unit (\$US)	Estimated total cost
Process Update Newsletter Production	16	1000	16000
Sectoral Working Group Meetings	18	4000	72000

Regional Lessons Learned Meetings	6	10000	60000
Communications Strategy Development	1	30000	30000
Implementation of Communication Strategy	1	75000	75000
D-LIST modifications and additions		To be determined	
Web Tool Training Sessions	15	1000	15000
International Workshop Fund	1	100000	100000
Stakeholders Meetings	12	4000	48000
Detailed Baseline Assessment of Stakeholder Participation	1	12000	12000
	2	6000	12000
Total Cost			470000

PART IV: Signature Page

Countries: Angola, Namibia and South Africa

UNDAF Outcome: N/A

CPAP Outcome: N/A

Expected Outcome(s):

OUTCOME 1: A Benguela Current Commission infrastructure and associated Treaty

OUTCOME 2: National Level Policy, Legislative and Management Reforms

OUTCOME 3: Sustainable Capacity for LME Management

OUTCOME 4: Capture and Networking of Knowledge and Best Practices

Implementing partner: United Nations Office for Project Support (UNOPS)

Other Partners: Government of Angola, Namibia and South Africa through Ministries responsible for Fisheries, Environment, Petroleum and Mining

Partner Implementing Organisation: Benguela Current Commission, International Knowledge Management (for DLIST)

Programme Period: 2008-2011

Programme Component: Energy and environment for sustainable development

Project Title: PIMS 3849FSP IW: BCLME SAP IMP

Project ID: 00059476

Project Duration: Four years (4) 2008-2011

Management Arrangement: UNOPS Execution

Total Budget: USD \$74,084,795

Allocated sources:

- GEF: USD 5,138,460
- Countries: USD 59,294,983 (cash and in-kind)
- NGOs: USD 351,352 (cash and in-kind)
- Norway: USD 8,800,000 (cash and in-kind)
- Iceland: USD 500,000 (cash and in-kind)

On Behalf of	Signature	Date	Name/Title
Government of Angola			Hon. Dr. Salomão Xirimimbi Minster Ministry of Fisheries
Government of Namibia			Mr. Frans Tsheehama Permanent Secretary Ministry of Fisheries and Marine Resources
			Mr. Joseph Iita Permanent Secretary Ministry of Mines and Energy
			Dr. Kalumbi Shangula Permanent Secretary Ministry of Environment and Tourism
			Mr. Shihaleni Ndjaba Permanent Secretary Ministry of Works, Transport and Communication
Government of South Africa			Ms Nosipho Jezile Acting Director-General Department of Environmental Affairs and Tourism
UNOPS			Mr. Vitaly Vanshelboim Deputy Executive Director
UNDP			Simon R Nhongo Resident Representative UNDP Namibia