

Secretariat of the Pacific Community

6th SPC Heads of Fisheries Meeting
(9–13 February 2009, Noumea, New Caledonia)

Background Paper 2

Original: English

SMACFish

Marine Resources Division
Secretariat of the Pacific Community
Noumea, New Caledonia

www.spc.int/mrd



Name of applicant:	Secretariat of the Pacific Community (SPC), Secretariat of the Pacific Regional Environment Programme (SPREP) and Secretariat of the Pacific Islands Applied Geoscience Commission (SOPAC)	
Title of the project:	Sustainable management of aquaculture and coastal fisheries in the Pacific region for food security and small-scale livelihoods (SMACFISH project)	
Location(s) of the project:	All P-ACPs with complementary activities in P-OCTs, given funding support	
Focal sector	Sustainable management of natural resources and the environment (80%) and regional economic integration (20%)	
Total duration of the project:	48 months	
Total eligible cost of the Project (A): Refer budget summary page	Amount of grant requested (B)	% of total eligible cost (B/Ax100)
EUR 9,988,010	EUR 9,988,010	100%

Contact details for the purpose of this project:	
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Application Number	
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(for use of the Pacific RAO only)

CONCEPT NOTE

1. Summary of the project

The objective of this project is to ensure that food security and small-scale livelihoods in PACP and (P-OCT) countries are maintained and/or enhanced for future generations through strengthened governance and sustainable management of coastal marine resources and the maintenance and/or enhancement of ecosystem services. This will be achieved in an integrated and participatory way through the delivery of targeted and cost-effective products, services and alternative income generating opportunities. Maintaining or enhancing food security and sustainable small-scale livelihoods is at the heart of the project's two result areas, firstly through working with P-ACPs (and P-OCTs given funding support) governments, private sector operators and communities so they are better equipped to sustainably manage their coastal marine resources including aquaculture, and secondly, through ensuring the availability of alternative income opportunities, with ongoing monitoring and evaluation. Achieving sustainable management of coastal marine resources will require a combination of technical and policy inputs, and will draw on a wide spectrum of expertise in fisheries and environmental management and conservation. Systems for cost-effective monitoring and evaluation will allow progress to be recorded against the individual country objectives, and will be designed to consider the range of risks to coastal ecosystem health (e.g. fishing pressure, pollution, coastal development, etc.) and how these impact on sustainable livelihoods and governance of natural resources.

2. Relevance of the project

2.1 *Analysis of the problems and intervention areas*

Marine resources, especially coastal fisheries and aquaculture, provide the daily protein for subsistence needs, and income for small-scale fishers (men and women) in Pacific countries. Fishing pressure on these resources has been increasing. The population of the Pacific will increase by 50% by 2030, and this will further increase the pressure placed on these fragile and finite coastal marine resources. Results coming out of the EU-funded PROCFish/C project clearly indicate overfishing of some resources, especially commercial invertebrate species, and limited scope for expanding or even maintaining livelihoods in some locations. It is now recognised that a fishery's resource status can be affected by a broader set of pressures on coastal and marine environments and these need equal attention as that paid to direct fishing pressure to maintain or improve yields and ensure ecosystem integrity. Reducing pressure on coastal ecosystems from local inputs (pollution, harvest pressure, coastal developments, etc.) will improve resilience in the face of increasing threats from global change that are beyond the control of coastal communities. This project will directly address intervention areas under Focal Area 2: Sustainable Management of Natural Resources and the Environment, especially area 2 (sustainable management of marine resources), area 4 (ecosystems and biodiversity), area 6 (environmental monitoring and information management) and parts of area 1 (climate change and disaster risk reduction). In addition, areas 3 and 4 of Focal Area 1, Regional Economic Integration, will be partly addressed by alternative income-generating activities in the project's second result area.

2.2 *Target groups and final beneficiaries*

The target groups will be coastal communities, the private sector involved in coastal and marine activities, NSAs and other stakeholders in each P-ACP (and P-OCT) country, in addition to the staff of appropriate government departments. These people or groups will also be the final beneficiaries of the project along with the wider population as food security and livelihoods are issues that will affect directly, or indirectly, everyone in the country. (SPC has been undertaking stakeholder meetings in countries as part of developing its joint country strategies to look more broadly at the needs of all stakeholders, in this case the fisheries sector as a whole.)

2.3 *Relevance of the project to target countries, and to the target groups/final beneficiary groups*

The **Vava'u Declaration** made by Pacific Island Leaders in 2007 placed a high priority on *'the development and management of coastal/inshore fisheries and aquaculture to support food security,*

sustainable livelihoods and economic growth for current and future generations of Pacific people'. The Leaders' 2008 decision on food security and the **Niue Declaration** on Climate Change also build on this concept. The **Pacific Plan** has four pillars, three of which are economic growth, sustainable development and good governance, which this project is designed to address in regard to coastal fisheries and aquaculture. The **Pacific Islands Regional Ocean Policy** also has five focal areas and this project will directly address issues in four of these (improving understanding of the ocean; sustainably developing and managing the use of ocean resources; maintaining the health of the ocean; and creating partnerships and promoting cooperation). In addition, this project will address the concerns of Heads of Fisheries in the Pacific, as presented in SPC's Coastal Fisheries Programme Strategic Plan, the Pacific Islands Regional Coastal Fisheries Management Policy and strategic actions (**Apia Policy**), and the Aquaculture Plan of Action (the latter two were endorsed by the fourth Forum Fisheries Committee Ministerial Meeting, Palau, May 2008). Therefore, the project is relevant to final beneficiaries at all levels, from communities, to the fishing sector, to government employees in different departments.

2.4 Relevance of the project to the priorities and requirements presented in these guidelines

The EU's Regional Strategy and the EDF 10 Pacific Regional Indicative Programme highlight the importance of fisheries in the region and the need to sustainably manage these resources. **Sustainable management of natural resources and the environment** is one of the two focal areas of these documents and guidelines and most of this project is directed towards results 2.2, 2.5, 2.7 and to a lesser extent 2.1 in the Pacific RIP Intervention Framework (Annex 1). In addition part of the project addresses the second focal area, **Regional economic integration** (results 1.3 and 1.4 in the Pacific RIP Intervention Framework (Annex 1)). The RIP also calls for a standardised and unified approach, such as the ecosystem approach for the benefit of resource use and ecosystem health. In addition, the European Parliament, Council and Commission in 2005 jointly agreed on the **Consensus on Development**, with its primary and overarching objective being the eradication of poverty (defined as consumption and food security, health, education, rights, the ability to be heard, human security especially for the poor, dignity and decent work) in the context of sustainable development.

3. Description of the project and its effectiveness

3.1 Overall objective of the project, purpose, and expected key result areas

Overall objective

Food security and small-scale livelihoods in P-ACP (and P-OCT) countries are maintained and/or enhanced for future generations through strengthening governance and sustainable management of coastal and marine resources and maintenance and/or enhancement of ecosystem services.

Indicators

- Food supply from coastal and marine resources is maintained and/or enhanced.
- Small-scale livelihoods are maintained through alternative income activities, whether on land or in coastal waters.

Project purpose

To ensure sustainable management of coastal and marine resources in an integrated and participatory way.

Results

Results of the project will be in two areas:

- Result 1: P-ACP (and P-OCT) governments, communities, private sector operators and NSAs are better equipped to sustainably manage their coastal and marine resources, including aquaculture, to ensure food security and sustainable small-scale livelihoods.
- Result 2: Alternative income opportunities are generated, to ensure that food security and small-scale livelihoods are maintained and/or enhanced.

3.2 Proposed activities and key performance/success indicators

Activities and performance indicators (PI) under **Result 1**:

- Activity 1: Prioritise individual country needs through in-country stakeholder consultations based on an analysis of the main threats to coastal and marine resources (fisheries and non-fisheries) (*PI, country specific needs prioritised*);
- Activity 2: Develop, assess, implement and/or reform management arrangements and regulations through appropriate government mechanisms or community-based management plans that take account of key human-ecosystem interactions, and monitor their effectiveness (*PI, appropriate management plans and arrangements developed and implemented*);
- Activity 3: Support and guide the development of aquatic biosecurity controls and the amendment of relevant legislation in support of coastal and marine resource management and ecosystem health (*PI, legislation amended and aquatic biosecurity controls in place*);
- Activity 4: Review vulnerability to long-term climate change in the coastal and marine resource sector and devise relevant cost-effective adaptation measures that improve community resilience (*PI, implementation of adaptation measures*);
- Activity 5: Provide the necessary baseline environmental information, incorporating outcomes from EDF 8–9 programmes where relevant, to allow improved management arrangements to be implemented (*PI, critical environmental information needs met*);
- Activity 6: Develop national or community capacity for cost effective monitoring and associated indicators to allow routine assessment of coastal and marine resources and ecosystem health (*PI, capacity for cost effective monitoring enhanced*); and
- Activity 7: Implement training, education and awareness raising programmes relevant to the sustainable management of coastal and marine resources and connections to ecosystem health and food security (*PI, awareness/understanding of principles/practices improved*).

Activities and performance indicators under **Result 2**:

- Activity 1: Assess the economic viability of a range of alternative marine-focused income generating activities through pilot projects and working with other relevant agencies, and also look at agriculture alternatives where marine opportunities are limited (*PI, assessments made*);
- Activity 2: Implement more widely, in appropriate locations, those alternative income activities that are assessed to be worthwhile, and monitor their effectiveness (*PI, appropriate activities implemented*);
- Activity 3: Develop economic indicators that evaluate development scenarios for alternative income generating activities that also consider climate change impacts (*PI, indicators developed, implemented and monitored*); and
- Activity 4: Implement training, education, and awareness raising programmes relevant to alternative income strategies and actions (*PI, awareness of strategies/actions improved*).

3.3 Involvement of implementing partners

The project will be jointly implemented by SPC (as lead agency) SPREP and SOPAC (under subsidiary agreements with SPC). The unique partnership between these three organisations in the delivery of the project, and through links with NSAs and other national and regional partners, will ensure that coastal marine resource management and sustainability issues are addressed in an integrated manner by considering a broader set of human-ecosystem interactions in coastal environments and how these can impact on food security and small-scale livelihoods. SPC is the lead organisation in providing support to Pacific Island countries and territories in management of coastal fisheries marine living resources, and has built extensive knowledge and capacity in this role. SOPAC's expertise lies in resolving non-living resource management issues in coastal waters, while SPREP's role is to advise on broader issues facing marine environments and the coastal interface including biodiversity and natural conservation.

3.4 Other possible stakeholders

The project will be delivered in close collaboration with the appropriate government departments in each P-ACP country (and P-OCT). Fisheries departments, in particular, will be major stakeholders, as will local communities and community groups, fishing associations, small-scale fishers, in-country NSAs (where these exist) and others such as tourism operators and marine resource marketers who have an interest in, or involvement with, coastal fisheries and aquaculture. In addition, close contact will be maintained with the Forum Fisheries Agency (FFA), the University of the South Pacific (USP) and WorldFish Centre, as the work of this project may complement their work and vice versa. Early in the project, synergies will be identified with other projects being implemented by donors or agencies, including those enabled under the GEF PAS, the Coral Triangle Initiative, AusAID and NZAID and EU-funded projects (e.g. DEVFISH and ACP Fish II). At the start of the project, Timor Leste will also be visited to assess any areas where assistance could be provided, especially in relation to training activities they could benefit from.

3.5 A description of monitoring and evaluation procedures

The project manager and project administrator will be responsible for the day-to-day running of the project. Progress will be closely monitored across all project activities through in-built monitoring and assessment components. An Advisory Committee, made up of the Heads of Fisheries for the 14 P-ACP countries (and 4 P-OCTs), the RAO and EU will give annual guidance and input to the project. Internal monitoring and evaluation will occur through an assessment of achievements against the annual workplan for the project. Mid-year and end-of-year reports will be provided with audited accounts to the RAO and EU, along with an annual monitoring mission coordinated by the EU. Finally, there will be a mid-term review and final evaluation of the project.

4. Sustainability of the project

4.1 Initial risk analysis and contingency plans

The general risks to the objective and purpose of this project relate to the availability of local staff in government departments and communities to be trained, and for those that are trained, their availability to undertake the tasks, given their other duties or competing priorities. These risks can be addressed by working through NSAs and other local partners, and establishing an in-country management and advisory group involving all stakeholders including local or provincial governments. In addition, the project will co-fund a staff person in-country to undertake or coordinate project activities, with a commitment from the country that it will take on the funding of this person/position over a specified period of time beyond the lifetime of the project.

Risks to achieving result 1: Management arrangements may be undermined by people not adhering to regulations that have been developed and implemented. Fishers and other resource users may also question the basis for management (resource, environment and human) as their perception may be different to the results on which management decisions are made. This risk will be addressed through capacity building and awareness raising, and by using a participatory or community-based approach. This approach will include all stakeholders (national, local government, private sector, communities, etc.) in the development of management arrangements, enabling the results of monitoring or assessments to be presented, discussed and taken into account; where appropriate, the ongoing monitoring and enforcement of regulations will be by local communities supported by national legislation.

Risks to achieving result 2: Acceptance of alternative income generating activities (fisheries, aquaculture and agriculture) may be mixed as fishers may not be used to, or interested in, these activities and may prefer to continue with what they know. To overcome this, alternative income generating activities will be fully assessed for their economic, environmental and cultural viability in several locations. Only favourably assessed activities will be introduced to countries, with training provided to those taking them up. In addition there will be ongoing monitoring of projects for their

effectiveness. Another potential risk relates to land and resource ownership by individuals or groups, and this will be addressed through appropriate social impact assessments and broad community consultations.

4.2 *Preconditions and assumptions*

As preconditions, this project builds on the outcomes reached and lessons learned through the EDF 8–9 SPC PROCFish coastal component, SOPAC’s Reducing Vulnerability projects, and the mainly French-funded CRISP initiative. This will ensure that specific products and services prioritised by the P-ACPs (and P-OCTs) and generated by these programmes are more fully integrated for the benefit of sustainable management of coastal and marine resources and the environment. Project activities, such as country consultations, education and training and support for policy development, will be implemented through a strong project management team, and it is assumed that the uptake of the EDF outcomes will be maximised.

4.3 *Sustainability after completion of the project*

As the regional organisation with the mandate to coordinate coastal fisheries and aquaculture, SPC’s existing organisational programming and focus closely correspond to the overall objective, with SOPAC and SPREP contributing to strengthen relevant actions relating to environmental management and good governance. Outcomes in the form of management guidelines and tools, and economic indicators are to be mainstreamed into legislation and national planning, ensuring country ownership and sustainability after the completion of the project. There is also strong regional and international commitment to this work, and such activities are an integral part of the workplans of the participating organisations.

5. Operational capacity and expertise

5.1 *Applicants’ experience in project management of similar projects*

SPC has managed a wide range of fisheries projects for many donors over the last 50 years, with progressive ongoing results that have encouraged donors to continue funding fisheries projects through SPC. SPC also has a strong track record in programme/project management, and has had successive projects funded under EDF 7, 8 and 9, with all projects meeting objectives and audited according to EU requirements. The most recent of these projects was PROCFish under EDF 8, for €10.5 million (P-ACP and P-OCT components) and CoFish under EDF 9, for €2 million (P-ACP only). SPC also administers the funding for the SPC part of the DEVFISH project under EDF 9 funding, with FFA being the lead organisation. The EU has also recently completed a satisfactory institutional audit of SPC’s systems.

5.2 *Applicants’ technical expertise*

The Coastal Fisheries Programme (CFP) of SPC has a mandate to assist its 22 Pacific Island country and territory members in all aspects of coastal fisheries and aquaculture management, development and science. CFP is also currently providing support and leadership for the development of plans for implementing an ecosystem approach to coastal fisheries and aquaculture, in line with regional and international commitments. SOPAC’s mandate is to assist its members with non-living ocean and coastal environment issues such as marine non-living resource management and coastal processes. SPREP’s mandate is to address issues of island ecosystem conservation, the sustainable management of natural resources and the protection of priority threatened species. The work of all three regional organisations complements different components of the proposed work. Indeed with the increasing need to consider a broader set of human-ecosystem interactions for the sustainable management of both living and non-living resources, the capacity and skills of all three organisations will be essential for the project to achieve improved and effective systems for inshore fisheries resource management. A healthy collaborative working relationship exists between the organisations, as well as between SPC and FFA through the DEVFISH project.

SUMMARY LOGFRAME

Project Description	Objectively Verifiable Indicators (OVIs)	Source of Verification	Assumptions																									
<p>Overall objective: Food security and small-scale livelihoods in P-ACP (and P-OCT) countries are maintained and/or enhanced for future generations through strengthening governance and sustainable management of coastal and marine resources and maintenance and/or enhancement of ecosystem services.</p>	<p>Food supply from coastal and marine resources is maintained and/or enhanced. Small scale livelihoods are maintained through alternative income activities, whether on land or in coastal waters.</p>	<p>National statistics Surveys Number of new successful alternative income projects underway</p>																										
<p>Purpose: To ensure sustainable management of coastal and marine resources in an integrated and participatory way.</p>	<p>Governments, communities, and key private sector operators have cost-effective products, services and alternative income generating opportunities. Management arrangements implemented</p>	<p>Surveys to identify the number of cost-effective products, services and alternative income generating activities Number of management plans in place Project reports</p>	<p>Governments, communities, and key private sector operators will take up and use cost-effective products and services and implement alternative income generating activities.</p>																									
<p>Results: 1: P-ACP (and P-OCT) governments, communities, private sector operators and NSAs are better equipped to sustainably manage their coastal and marine resources, including aquaculture. 2: Alternative income opportunities are generated, to ensure that food security and small-scale livelihoods are maintained and/or enhanced.</p>	<p>1. Number of plans implemented; number of amended regulations; number of people trained 2. Number of alternative income generating (AIG) activities assessed and implemented; number of successful projects</p>	<p>National fisheries department annual reports Project reports Feedback from stakeholders</p>	<p>1. Governments and communities adopt / support management. 2. Legislation is appropriately amended. 3. Fishers and communities accept AIG activities.</p>																									
<p>Activities: Result 1: 1. Prioritise country needs, stakeholder consultations 2. Develop management arrangements and regulations 3. Implement biosecurity controls and amend legislation 4. Devise relevant adaptive measures for climate change 5. Provide baseline environmental information 6. Develop capacity for cost-effective monitoring 7. Training, education and awareness raising programmes Result 2: 1. Pilots to test economic viability of AIG projects 2. Worthwhile AIG projects expanded to other areas 3. Develop economic indicators that evaluate AIG to consider climate change 4. Training, education and awareness raising programmes</p>	<p>Resources and costs</p> <table border="0" style="width: 100%;"> <tr> <td>Staff costs</td> <td style="text-align: right;">2,965,000</td> </tr> <tr> <td>Travel and subsistence</td> <td style="text-align: right;">1,200,000</td> </tr> <tr> <td>Equipment and services</td> <td style="text-align: right;">265,000</td> </tr> <tr> <td>Consumables and supplies</td> <td style="text-align: right;">150,000</td> </tr> <tr> <td>Subcontracts/consultancies</td> <td style="text-align: right;">600,000</td> </tr> <tr> <td>In-country projects/activities</td> <td style="text-align: right;">1,250,000</td> </tr> <tr> <td>Capacity building/training</td> <td style="text-align: right;">1,414,670</td> </tr> <tr> <td>Other partners and NSAs</td> <td style="text-align: right;">550,000</td> </tr> <tr> <td>Monitoring and evaluation</td> <td style="text-align: right;">200,000</td> </tr> <tr> <td>Total of Direct Costs</td> <td style="text-align: right;">9,147,670</td> </tr> <tr> <td>Eligible indirect costs</td> <td style="text-align: right;">640,340</td> </tr> <tr> <td>Contingency reserve</td> <td style="text-align: right;">200,000</td> </tr> <tr> <td>TOTAL</td> <td style="text-align: right;">9,988,010</td> </tr> </table>	Staff costs	2,965,000	Travel and subsistence	1,200,000	Equipment and services	265,000	Consumables and supplies	150,000	Subcontracts/consultancies	600,000	In-country projects/activities	1,250,000	Capacity building/training	1,414,670	Other partners and NSAs	550,000	Monitoring and evaluation	200,000	Total of Direct Costs	9,147,670	Eligible indirect costs	640,340	Contingency reserve	200,000	TOTAL	9,988,010	<p>1. Governments, private sector and communities want controls, plans and regulations and will abide by them. 2. Monitoring and data are useful or adequate as baseline, and are cost effective. 3. AIG activities are economically viable, with good uptake of these activities.</p>
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SUMMARY BUDGET (in EUR)

Budget Lines of Direct Eligible Costs	Project Total	Total EDF Grant Requested	Co-financing
• Staff costs (long-term TA). Agency staff and possible in-country staff ¹	2,965,000	2,965,000	
• Travel and subsistence costs Travel to countries, meetings	1,200,000	1,200,000	
• Equipment and services IT equipment and support, office	265,000	265,000	
• Consumables and other supplies Office supplies, training materials	150,000	150,000	
• Subcontracts/consultancies Short-term TA, attachments	600,000	600,000	
In-country projects and activities ²	1,250,000	1,250,000	
Capacity building, workshops, training	1,414,670	1,414,670	
Other partners and NSAs	550,000	550,000	
• Dissemination of project results. Reports/CDs, translation, website, media, advisory committee	255,000	255,000	
EU visibility (1% of direct costs)	48,000	48,000	
• Monitoring and evaluation ³	200,000	200,000	
Total direct costs	9,147,670	9,147,670	
Eligible indirect costs (overheads) based on 7% of direct costs	640,340	640,340	
Contingency reserve	200,000	200,000	
TOTAL	9,988,010	9,988,010	

Contributions in kind

The current work programmes of SPC's Coastal Fisheries Programme, SPREP's Island Ecosystems Programme and SOPAC's Oceans and Islands Programme will directly complement the activities described in the project. However, these are not listed as co-financing. In 2007 and 2008, the budget for SPC's Coastal Fisheries Programme was around €3 million each year (excluding EDF funding), and for SPREP's Island Ecosystem Programme around €1.5 million each year (excluding EU funding) and at least this level of funding is expected to continue in 2009 and 2010. The majority of this funding is from the governments of Australia, France and New Zealand and member contributions, with smaller amounts coming from the Commonwealth Secretariat, ACIAR, Taiwan/ROC, MacArthur Foundation and others.

Explanatory footnotes

1. Agency staff made up of 3 experts and 1 project administrator at SPC, 1 expert and 1 technical officer at SPREP and 2 or 3 experts/technical officers at SOPAC. Also EUR 200,000 allocated for hiring in-country staff where needed.
2. In-country activities may include the purchase of equipment as well as technical assistance.
3. Monitoring and evaluation costs include annual audits for the 3 agencies involved in implementing this project.

1. DECLARATION BY THE APPLICANT FOR CONCEPT NOTE

The Applicant, represented by the undersigned, being the authorised signatory of the Applicant, including every partner (if any), hereby declares that:

- The Applicant has the sources of financing and professional competence and qualifications specified in the Concept Note.
- The Applicant is directly responsible for the preparation, management and implementation of the Project with its partners and is not acting as an intermediary.
- The Applicant and its partners are not in any of the situations excluding them from participating in contracts which are listed in the Section in these Guidelines on the Non Participation of Eligible Applicants.
- The Applicant and each partner are eligible in accordance with the criteria set out in the Guidelines for Applications.

Signed on behalf of the Applicant:

Name	Dr Jimmie Rodgers
Signature	
Position	Director-General Secretariat of the Pacific Community
Date	27 November 2008