

PRCM Lessons for WIO-C: A Discussion Document

Report to WIO-C

DRAFT for La Réunion Meeting

Draft 1 – SLH – 31 July 2009

Contents

Contents	i
Acronyms	i
1. Introduction	1
2. About PRCM	1
2.1 History of PRCM	1
2.2 PRCM Mission	2
3. PRCM Governance	2
3.1 Membership and Membership Formalities	2
3.2 Governance Bodies	3
3.3 Coordination Unit	4
4. Critical Aspects of Collaboration	5
4.1 Added Value	5
4.2 Communications and Branding	5
4.3 Programme Funding, Alignment and Donor Relations	6
4.4 PRCM Growing Pains	7
4.5 Tips for WIO-C	8
5. Discussion	8
References and Acknowledgments	10
Appendix 1: Questions to PRCM members	11
Appendix 2: Added Value: Potential for Cost Saving in PRCM	12
Appendix 3: Contents of PRCM Manual of Procedures	13
Appendix 4: Simple Comparison of PRCM and WIO-C	14

Acronyms

<i>COST</i>	<i>Comité 'Orientation Scientifique et Technique</i> (Scientific & Technical Committee)
<i>CSRP</i>	<i>Commission Sous-Régionale des Pêches</i> (Subregional Fisheries Commission)
<i>FAP</i>	<i>Fonds d'Appui au PRCM</i> (PRCM Support Fund)
<i>FIBA</i>	<i>Fondation Internationale du Banc d'Arguin</i>
<i>IUCN</i>	The World Conservation Union
<i>PRCM</i>	<i>Programme régional de Conservation de la zone Côtière et Marine en Afrique de l'Ouest</i>
<i>WIO-C</i>	The Consortium for the Conservation of Coastal and Marine Ecosystems in the Western Indian Ocean
<i>WWF</i>	World Wide Fund for Nature

1. Introduction

PRCM – the *Programme Régional de conservation de la zone côtière et marine en Afrique de l’Ouest* – is a regional coastal and marine conservation spanning seven countries of West Africa¹. The countries are united by common marine and coastal management issues, by shared resources, and through intergovernmental processes, notably as the seven members of CSRP, an intergovernmental organisation charged with improving regional fisheries management and as signatories to the Abidjan Convention. Its specific aim is: “*The biological and cultural diversity and the integrity of West African marine and coastal ecosystems are better preserved and managed through concerted initiatives put forward by a broad regional partnership.*”

PRCM was launched in 2004 by five founding partners: Four international NGOs (FIBA, IUCN, WWF, Wetlands International) and the Sub-regional Fisheries Commission (*Commission Sous-Régionale des Pêches - CSRP*), an intergovernmental organisation charged with improving regional fisheries management. The Programme and is implemented jointly by the five founder organisations, the seven member states of the CSRP and some forty national NGOs.

After an establishment phase lasting three years from 2001 and initial phase lasting four years (2004-2007), the PRCM is now entering its second phase, with a new programme document covering the period 2008-2012.

PRCM was identified prior to the 2006 formative meeting of WIO-C as a replicable example of a partnership approach to conservation of coastal and marine resources at a regional scale. It has superficial similarities to WIO-C including in overlap of its core membership.

The purpose of this short report is to identify lessons from the function, structure and operations and development of PRCM for the operationalisation of WIO-C – the Consortium for the Conservation of Coastal and Marine Ecosystems in the Western Indian Ocean. The report does not provide a comprehensive account of PRCM’s history and operations but is intended to provide a rapid overview of various aspects of the nature and operations of PRCM of relevance to WIO-C, to explore similarities and differences with WIO-C, and to highlight some potential lessons for WIO-C based on issues aired at the November 2008 and June 2009 WIO-C meetings.

The history and early experience of PRCM is described in a recently published internal review of lessons from the first phase (PRCM 2008a) to which the reader is referred for additional detail. Further information has been drawn from the PRCM website (PRCM, 2009), the mid-term evaluation of phase 1 (Giron *et al.*, 2007), a draft manual of administrative procedures (PRCM 2008b) and exchanges with PRCM members and the secretariat based on a broad set of opened-ended questions (Appendix 1) .

2.0 About PRCM

2.1. History of PRCM

The seeds for a joint programme for regional and coastal conservation in West Africa were sown through a series of regional consultations including on coastal management (1997) and regional conservation priorities (2000). In November 2001 FIBA, IUCN and WWF signed a *Memorandum of Understanding* setting out their intent to cooperate in conservation efforts and to develop joint programme activities. The MOU was signed by Wetlands International in February 2003 and a further MOU between the four partners and Sub-regional Fisheries Commission or (*Commission Sous-Régionale des Pêches - CSRP*) signed in June 2003.

The programme was launched in 2004 following early success and momentum generated through development of a regional protected areas strategy that was presented to the Vth IUCN World Parks Congress held in Durban in 2003. This in turn generated long-term funding commitments from the MAVA Foundation (a Swiss based Foundation with a geographic focus including West Africa) and subsequently the Royal Netherlands Embassy. Significantly, the process of developing a protected areas strategy also gave rise to direct support from the participating countries for the wider PRCM initiative.

¹ Cap Verde, Gambia, Guinea, Guinea Bissau, Mauritania, Senegal, and Sierra Leone

The three year establishment phase can be seen as vital in building a common understanding of the Programme, identifying stakeholders' expectations and defining programme priorities through regional workshops, and building policy linkages – notably through the MOU with the CSRP.

Phase I of the PRCM - lasting four years from 2004-2007 - focused on the seven programme components (including research and communications) that had been defined during the establishment phase. These met with varying degrees of success with greatest overall results in the areas of marine protected areas. Efforts in some areas remained fragmented.

During Phase 1 the Programme also expanded to cover to seven countries - Cap Verde, Gambia, Guinea, Guinea Bissau, Mauritania, Senegal, and Sierra Leone – from the initial four mentioned in the 2001 MOU.

The PRCM has now entered its second phase, with a new programme document covering the period 2008-2012. The new programme is built around three thematic components – 'Conservation' covering species, protected areas and habitats; 'Fisheries Management' and 'Support to integrated management', which could be characterised as enabling activities and includes research; monitoring, planning and scenarios; and consultative processes.

In addition five strategic axes or approaches are defined to guide the programme, namely: integration of research and knowledge; environmental education and communication; capacity building amongst local actors; influence and advocacy towards decision makers; and strengthening of participatory governance.

2.2. PRCM Mission

PRCM's overarching goal was agreed at a regional workshop held at the end of 2002, as: "*The natural resources and biological and cultural diversity of the West African coastal and marine zone are conserved and managed so as to guarantee the future of human societies.*"

The specific aim is: "*The biological and cultural diversity and the integrity of West African marine and coastal ecosystems are better preserved and managed through concerted initiatives put forward by a broad regional partnership.*"

3. PRCM Governance

3.1. Membership and Membership Formalities

The five founder members of PRCM have committed to collaboration with one another and to the PRCM through the signature of MOUs². In view of the decentralised nature of some of the members, and in order to ensure commitment at the highest levels, MOUs were signed at the headquarters level in each organisation.

The wider PRCM membership comprises the range of organisations that take part in the PRCM forum or other programme activities. Forum Participants are selected by the Coordination Unit to be representative of different categories of actors in the coastal zone (governmental institutions, NGOs, professional organizations, research centres, donors, experts), as well as of different sectors (fisheries, environment, tourism, MPAs, etc) and countries of the sub-region. The April-2007 Forum brought together 160 participants from 93 organizations.

This wider forum membership does not appear to have been formalised except where there are specific contractual arrangements for implementation of PRCM activities. Nevertheless, the complementarity of the NGO and government membership has been highlighted (Box 1). As well as enabling action at regional scale, the broad membership facilitates access to policy and technical levels of government, and provides for rapid response to environmental threats and emerging issues through better flow of information.

² Which in some countries, notably Switzerland, carry the same status as a contract and consequently can only be entered into by authorised parties within the organisation

Box 1. PRCM “Standing on two legs”

NGOs provide -

- Links to civil society
- Rapid response
- Fund raising
- Technical support
- Access to global networks

Governmental Agencies provide -

- Adaptation of Policies and Legislation
- Ratification and Adherence to Conventions
- Law Enforcement
- Technical support
- Political Support

Source: Anon, n.d.

One member highlighted that one of the strengths of PRCM has been its relative independence with respect to the seven member states covered by its programme, yet its ability to support the states commitment to marine and coastal conservation and related development goals.

3.2. Governance Bodies

The overall structure of PRCM comprises the five founder members, the wider membership, and five clearly defined units concerned with operations or management. Each unit has its roles and responsibilities clearly defined.

Steering Committee

The steering committee comprises the five founder members, the forum chair, and one thematic network leader. Its membership was expanded from the founder partners during phase 1 based on the recommendations of the Forum who were concerned it may be acting as a ‘club’. The Committee serves as the principal management body of PRCM and takes overall responsibility for programme implementation and allocation of funding. The Steering Committee meets roughly every six months and its minutes are posted on the PRCM website in the interests of transparency.

Forum

The Forum represents the assembly and broader membership of PRCM and meets roughly every 18 months (See *membership* above). The Forum chair is appointed on a rotating basis between the seven PRCM countries. The Forum is described as the ‘supreme decision making body’ of PRCM in that it sets and approves the overall direction of the Programme, but in practice real decision-making power rests with the steering committee (leading to some suggestions that the PRCM organigram shown in Figure 1 below be modified).

Coordination Unit (or secretariat)

Reporting to the Steering Committee and hosted by IUCN (more details below).

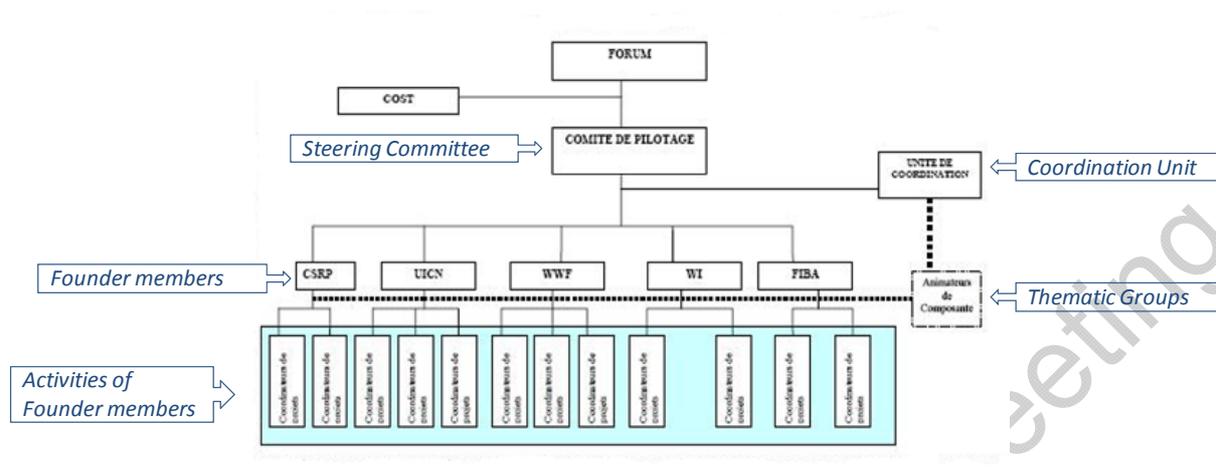
Scientific & Technical Committee (COST)

This Committee of experts plays an advisory role on the programme scope and reviews all projects proposed to be part of the Programme. The function of the COST was streamlined after it was associated with delays in projects approvals during Phase 1 of the Programme.

Thematic leaders/networks

Working groups have been established for protected areas and mangroves, and there is provision for further groups. Each group has a dedicated leader.

Figure 1. PRCM Organigram (PRCM 2008b, with English labels added)



3.3 Coordination Unit

During the first months of its establishment phase the joint programme was coordinated on a part-time basis by the Executive Secretary of FIBA. A temporary secretariat was established following the 2002 Nouakchott meeting which affirmed support of the participating countries for the initiative. The secretariat was hosted on behalf of the partners by IUCN in Mauritania and a Programme Officer was recruited.

The PRCM activities are now coordinated by a small Coordination Unit that continues to be hosted by IUCN. The Unit staff currently comprises five professional staff (coordinator, monitoring and evaluation officer, programme development officer, communications officer, finance administrator) and one assistant.

The overall role of the coordination unit is to facilitate for coordination and a regional approach through a process of consultation and collaboration amongst actors. The Unit has a clearly defined mandate that has been adapted to reflect the needs of Phase II of the Programme (Box 2).

Box 2. Mandate of PRCM Coordination Unit

- Coordinate and track PRCM activities;
- Assure administration of the PRCM Support fund under the supervision of IUCN, which provides overall responsibility for PRCM joint funds;
- Provide a secretariat function for PRCM as required;
- Provide advice to the Steering Committee on strategic, technical and financial aspects of PRCM;
- Implement a communications and advocacy strategy for PRCM;
- Implement Programme monitoring and evaluation and provide consolidated technical reporting;
- Provides financial monitoring and reporting;
- Support fundraising;
- Initiate or support project development and synergies amongst new projects.

Source: <http://www.prcmarine.org/>

The Coordination Unit considers the minimum staff needs for to support a programme such PRCM to be a Director or Coordinator, an Administration and Finance Officer, a Programme Officer, and a Communication Officer, but notes that if the Secretariat is attached to an organization that provides

accounting support (as in their case), the administrative and financial officer could be replaced by an administrative assistant.

4. Critical Aspects of Collaboration

4.1. Added Value

The first phase of PRCM was characterised by its regional approach, pooling of resources and shared vision. The regional approach enabled and facilitated 1. establishing networks of mutual interest groups (researchers, press, MPA managers, parliamentarians, etc.); 2. lobbying; 3. regional training; 4. promoting harmonization between countries; 5. fundraising and raising environmental profile (Siegel, pers comm.).

The PRCM *Assessment of the Activities of Phase 1* highlighted the following areas of 'added value' that were in part identified through review session organised at the at the 2007 regional Forum meeting.

- A systematic approach,
- Shared responsibility for conservation outcomes and related motivation,
- Reorientation of energy spent in competition,
- Improved communication, awareness and dialogue,
- Improved political and policy access,
- Creation of a platform for broader partnership,
- Economies of scale and scope.

An analysis of potential for cost saving through economies of scale and scope is presented in Appendix 2.

In terms of added value for individual organisations the PRCM partners noted that the network of partners and spirit of collaboration enables them to act in countries where they may have no office presence. The Programme has encouraged involvement of organizations and individuals from the region in global activities (through for example IUCN membership and specialist groups).

4.2. Communications and Branding

PRCM has a recognisable and consistently used logo with subtext in three languages but which always features the programme acronym (PRCM) in French. The logo is reinforced by the distinctive artwork used on all PRCM products (e.g. website, publications, Forum banner in Box 4 below).

The PRCM website is comprehensive and regularly updated. The website is in French while selected documents such as annual reports are produced in English and Portuguese, together representing the three principal languages of the region.

Box 4. PRCM Logo and example of its distinctive artwork



The website sidebar notes that PRCM is a joint initiative of the founder organisations, whose logos display alternately. The founder partners' individual logos also appear on programme publications and other communications materials. The website also acknowledges the support of three named organisational donors who support the programme.

PRCM now has a dedicated communications and advocacy officer, representing an expanded role on the earlier communications officer that responds to a weakness observed in the evaluation and assessment of Phase 1.

4.3. Programme Funding, Alignment and Donor Relations

PRCM was supported in its first years by the MAVA Foundation, which, after support to various activities in the development phased, pledged to donate 1 million Euros per year for the five years of the PRCM's first phase. Some months later, the Embassy of the Netherlands in Dakar complemented this funding with an annual grant of 2 million Euros to the programme and a 'bucket fund' was established. The individual member organisations of PRCM continued to raise funds for individual projects under the overall umbrella of PRCM as well as for non-aligned projects and their own operating costs.

In the second phase of the programme has reinforced its central programme funding and established the FAP (*Fonds d'Appui au PRCM*) or PRCM support fund, a global budget for the Programme. The Coordination Unit costs form part of this global budget. The founding partners also continue to raise funds separately but for every project that is integrated into the PRCM a part of the management fee is allocated to the Coordination Unit (20% of management fee, representing 2.5% of the total project cost for a project that has a 12.5% management fee).

Despite this combination of direct budget and member funding, the Secretariat does not view the current funding situation as sustainable in that it falls short of the desired Trust Fund, and the PRCM assessment stresses the need to diversify sources of funding.

Programme Alignment

Most of the founder members undertake additional activities in the region that fall outside the umbrella of PRCM, including activities unrelated to their coastal marine programmes. As one member noted, "*If a project doesn't fit comfortably within the strategic foci of PRCM we can still do the project outside of the PRCM framework*".

The attitude towards non-aligned work has become more relaxed during the past eight years, perhaps reflecting a more comfortable overall funding situation but also in recognition of the different requirements of the founder members, who are accountable variously to their own boards, headquarters, government members and other stakeholders including donors.

Donor Relations

The Coordination Unit emphasized the role of donors as programme partners and not simply funders (Box 3)

Box 3. New forms of Collaboration with Donors

"PRCM is experimenting with new forms of collaboration with donors. The donors played a key role in building the PRCM, and not only through their financial support. Taking an active part in discussion and planning throughout the process, they had a positive influence on increasing the involvement of local actors, on ensuring that transparency permeated all operations, and on the harmonisation and consolidation of technical and financial reports. They also lent their support on many occasions in dealings with the governments of the countries involved, with other potential donors and in international communication more broadly. For example, the President of the MAVA Foundation played a special and decisive role in building the PRCM, involving himself personally in the design phase, offering constant encouragement and intervening to facilitate dialogue between partners. He has in fact been the unofficial ambassador of the coalition over the years at innumerable international and regional events, tirelessly championing the cause of the West African marine and coastal zone".

Advantages of Central Programme Funding

The bucket funding or FAP has proved attractive to donors for a variety of reasons that were highlighted by the programme partners. A bucket fund means that donors:

- ✓ Don't have to deal with multiple individual organizations and projects,
- ✓ Can to maximise the scope of their interventions,
- ✓ Can support civil society and the emergence of local organisations.

In addition PRCM funding was in part driven by the desire to promote synergy and reduce duplication and competition for funding amongst NGOs. And some donors simply like the idea of a regional initiative.

Donor Concerns: Support to Civil Society and Local Organisations

One PRCM member noted that the PRCM donors had made it clear that they would like to see local NGOs playing a more active role and that the Phase II is trying to put progressively more energy into getting local NGOs to write proposals and implement projects without the big NGOs (BINGOs). This remark reflects some criticism during phase 1 that the PRCM founder partners, as Steering Committee members, tended to favour their own projects as vehicles to work with and subcontract local NGOs and CBOs over direct funding to such organisations. This criticism has been acknowledged in the PRCM's self assessment, but at the same time it was also recognized that projects of regional scope could only be implemented by the BINGOs, and that they did take on board the overall direction set by the Forum.

During Phase 2, the PRCM is contractually bound to ensure that at least 35% of the FAP is directly administered by local organizations. PRCM has recently developed a manual of administrative, accounting and financial procedures (*Manuel de procédures administratives, comptables et financiers*) in view of the additional administrative needs associated with the Phase 2 support fund (Outline of contents in Appendix 3).

4.4. PRCM Growing Pains

With more than eight years of experience building on the individual partners' and members' expertise, PRCM has become a force for marine and coastal conservation in the West Africa sub-region, and the level of cooperation and engagement has probably exceeded the expectations of its founding members, some of whom were uneasy about the potential constraints and transaction costs associated with working together. The active engagement of a visionary donor was probably crucial to overcoming these reservations.

The eight years have not always been smooth sailing, with differences related to funding, alignment, cultures and perceived bureaucracy, accountability, and individual organisation communications and branding all proving problematic at various times. The transaction costs of the partnership – in terms of demand for staff time – left some partners feeling overextended and internal procedures were seen as unnecessarily complex. These issues have been ironed out through a combination of the partners learning to work with and trust one another as well as more formal approaches including tuning of the governance structures and development of guidelines.

The way in which these tensions have been and continue to be addresses is captured in the following quotes from a former Steering Committee Chair:

"We had to learn how to work together-which takes time (as foundation building always does) but it's an essential part of the growth process. If we'd tried to move any faster, we would have run the risk of alienating some partners who would felt uncomfortable pressure to cede autonomy."

"Everyone's a little touchy when dealing with donors and collaborating with "competing" organizations but when we're all working in good faith and know each other personally,

misunderstandings can be minimized and people can talk when they feel that one partner is treading on the toes of another”.

4.5 Tips from PRCM to WIO-C

The PRCM Coordination unit and partners are keen to extend the lessons from PRCM to other Programmes and regions and have offered to meet with the WIO-C partners to present and discuss their experience directly³. In the meantime the coordination unit and partner have provided the following tips for WIO-C, variously highlighting key strengths of PRCM's approach and lessons for working effectively together (Box 5).

Box 5. Tips and recommendations from PRCM

- ✓ *Governance*: Develop coordination and consultative mechanisms and clear rules to avoid tension between partners leading the WIO-C.
- ✓ *Funding mechanisms*: Involve donors in the development and monitoring of Programmes.
- ✓ *Accountability*: Establish high quality monitoring, reporting and communications to gain confidence amongst partners and donors.
- ✓ *Transaction Costs*: Be aware that these may amount to 20-25% of costs during the establishment phase.
- ✓ *Partners involvement*: Develop mechanisms for local actors participation and involvement in the implementation of projects.
- ✓ *Civil Society*: Emphasise involvement of civil society including media, public and experts, encourage exchange visits and mutual learning.
- ✓ *Decision making*: Avoid the expectation of state representation in decision making and funds management.
- ✓ *Flexibility and responsiveness*: Maximise flexibility, allow for rapid response to emerging issues, establish flexible and adaptable networks on a needs basis.
- ✓ *Strategic planning*: maintain a broad perspective on a shared vision and situation analysis ; agree on objectives, results, indicators and intervention strategies.
- ✓ *Integration*: Establish an integrated multi-sectoral approach.

5. Discussion

While the drive for creating PRCM is similar to that for WIO-C (to create synergies, improve coordination and improve overall effectiveness of marine conservation) there are some essential differences in the ambition and context for the partnerships. In terms of ambition, the PRCM was initiated with the express intention to establish a joint programme for marine and coastal conservation; the WIO-C partners are interested in synergy and collaboration in project development but have not committed to a joint programme. In terms of context, PRCM was first mooted in 2001 in the absence of any overarching regional initiative for marine and coastal conservation⁴ while WIO-C is anchored in the Nairobi Convention that has an active programme and consultative processes backed up by GEF projects.

Despite these differences the above paragraphs reflect a number of issues of relevance to WIO-C and provide insight into some of the issues WIO-C is struggling with – notably the scope of its membership, the services and added value it offers to wider stakeholders (including potential donors), governance

³ The value of such exchanges was demonstrated by the participation of Emma Greatrix in WIO-C's November 2008 meeting.

⁴ The Abidjan Convention, which covers a wider geographical area, was not active in marine and coastal conservation or management of natural resource management at this point in time.

structures and accountability, administration, secretariat role and staffing, and funding for transaction costs. Appendix 4 provides a simple comparison of PRCM and WIO-C.

The following general comments and observations are intended as a basis for further discussion:

Governance

While questions remain on the scope of WIO-C membership it's clear that the Consortium needs an effective, responsive and flexible decision making body. Establishment of a Steering Committee comprising the some or all of the founder members would allow for such decision making. Provision can be made to include further committee members if the membership expands to require this.

The PRCM experience suggests that local and regional organisations are unlikely to be satisfied with simply influencing the direction of a programme but will expect direct benefits. If WIO-C expands its membership to national and local organisations it should develop clear mechanisms to anticipate and meet their expectations including, potentially, for direct funding.

WIO-C Secretariat

The current level of ambition of the WIO-C partners doesn't justify a fully staffed secretariat or coordination unit. However, the secretariat function needs to be clearly defined so that expectations of the coordinator are clear to all parties. The coordinator should report to a steering committee and a clear mandate, terms of reference and general workplan should be developed in collaboration with the Steering Committee.

The coordination role may be filled on a part-time and voluntary basis by one of the programme partners as at present and as was seen in the establishment of PRCM. However, if the Secretariat is to manage funds on behalf of the WIO-C it will need to formalise a hosting arrangement with a suitable partner in order to provide the necessary accounting guarantees to enable WIO-C to fundraise and manage donor funding. In this event the need for a track record in financial accountability may preclude the current idea of a rotating secretariat.

Added Value for Stakeholders

WIO-C offers benefits to its member organisations that justify their individual investment in the consortium in terms of time and meeting costs. However, if it is to raise external funding to cover transaction costs it needs to better define the value it adds for third parties, particularly donors. While some donors may simply appreciate the streamlined consulting processes and synergies generated by the consortium, most are likely to take this for granted (and indeed increasingly expect such coordination amongst their NGO partners). The support of UNEP and the WIO-LaB in this respect has been exceptional.

PRCM offers its donors a share of its programme outputs including direct interventions and enabling activities, notably in strengthening the engagement of civil society in regional conservation efforts. PRCM's strong programme branding and presentation of a united front to donors has undoubtedly contributed to its visibility and raised the programme profile. While WIO-C has the potential to offer similar results through individual projects its best chances of generating funding to cover its own transaction costs are through development of a larger and more visionary programme of work. The PRCM donors' insistence on better engagement of civil society has clear implications for WIO-C.

Approaching donors to establish what would be their desires and expectations of the Consortium may be a useful next step.

Policy and advocacy

PRCM has managed to benefit from active involvement of government agencies, intergovernmental organisations and non-governmental organisations ('standing on two legs') while at the same time developing policy recommendations through the Forum and making direct representations on specific issues such as oil and gas exploration. It is now developing a more active policy advocacy function. Policy advocacy has emerged as an issue for WIO-C in view of the differences in accountability of its

members. The PRCM experience highlights the advantages of employing a flexible approach as circumstances demand and can offer specific examples as to how this balancing act has been accomplished.

References

Anon, n.d. "*Doing Things Differently: The Experience of PRCM in West Africa*" Powerpoint Presentation

Giron, Y., Ndiaye, P., & Sall, A. (2007). *Programme Régional de Conservation de la zone Côtière et Marine en Afrique de l'Ouest. Evaluation à mi-parcours, Novembre 2006. Rapport Final, Février 2007.* Downloaded from <http://www.prcmarine.org/>

PRCM (2009) Homepage (In French) <http://www.prcmarine.org/>

PRCM (2008a). *Assessment of the Activities of Phase 1 [2004-2007]*. Nouakchott, PRCM. Downloaded from http://www.prcmarine.mr/index.php?option=com_content&task=view&id=580&Itemid=226

PRCM (2008b) *Manuel de Procédures Administratives, Comptables et Financières du PRCM*. Version du 23 mai 2008.

Acknowledgements

Special thanks to the following individuals who willingly shared their experience, ideas and insights concerning PRCM:

- Mama Dagou Diop, Communications and Advocacy Officer, PRCM Secretariat
- Mathieu Ducrocq, Marine Programme Officer, IUCN
- Sylvie Goyet, Director, FIBA
- Emma Greatrix, Programme Development Officer, Wetlands International
- Ahmed Senhoury, PRCM Coordinator, PRCM Secretariat
- Paul Siegel, Programme Advisor, WWF

Appendix 1. Questions to PRCM members

ADDED VALUE & IMPACTS:

Has PRCM raised the profile of marine and coastal conservation in the region?

Has it attracted additional funding for marine and coastal conservation in the region?

Has it increased political access?

Are there any other areas in which PRCM has added value *for your organisation*?

Are there any other areas in which PRCM has added value *for marine and coastal conservation in the region*?

Would your organisation be willing to contribute to PRCM secretariat costs if needed?

GENERAL:

Looking back at the history of PRCM, what are its key strengths? What may have been done differently?

Do PRCM procedures run smoothly? Are there any concerns about the PRCM process blocking flexibility or causing delays?

To what extent are your organisation's marine and coastal conservation activities in the countries covered by PRCM aligned to the PRCM programme?

Is there any tension with your own organisation's governance bodies or internal accountability? How is this resolved?

Is there any tension around the leading role of the big NGOs in PRCM (from the perspective of other members)?

Advice for WIO-C:

Based on your experience with PRCM, do you have any specific recommendations for WIO-C?

Appendix 2. Added Value: Potential for Cost Saving in PRCM

	Factors	Remarks
Economies of Scale		
Volume-related economies	<p><i>Countries:</i> PRCM has scaled up from an initial focus on 4 countries to cover 7.</p> <p><i>Members:</i> Similarly, PRCM's membership has expanded. The direct costs of maintaining the coordination unit and governance structures are largely fixed. Direct costs for Forum meetings are variable but the transaction costs of involvement for individual organisations do not increase.</p> <p><i>Training:</i> as above, there are scale economies in fixed costs for training events with wider participation</p>	There has been and is an ongoing overall scale economy in integrating members and countries into the PRCM structure
Indivisibility	<i>Coordination unit and governance structures:</i> The direct costs of these structures are largely fixed.	The scale of PRCM operations has reached a point where secretariat and meeting costs are justified, and further expansion represents a scale economy
Specialisation	Many functions and capabilities are replicated amongst the PRCM members but some functions, notably communications and fundraising, have been delegated to the coordination unit.	The potential for division of labour amongst PRCM members is not fully exploited
Economies of Scope		
Volume-related economies	<p><i>Brand:</i> The PRCM brand is known and trusted by donors and governments (the principal clients for PRCM)</p> <p><i>Scope of Programme:</i> PRCM has expanded its thematic scope building on the approach and capabilities first developed for its work on protected areas. (e.g new mangrove network)</p>	<p>The PRCM brand and associated brand values can readily be used to launch new initiatives or expand the scope of the programme.</p> <p>Development of new programmes initiatives can be streamlined using the experience and organisational infrastructure of existing initiatives</p>
Indivisibility	As <i>economies of scale</i> , above	As <i>economies of scale</i> , above
Specialisation	There is some evidence that the PRCM members are starting to specialise with leaders assigned to each technical theme	Enhanced specialisation could reduce the need to replicate expertise and skills amongst the PRCM partners
Economies of Learning		
	<p>Learning is an explicit purpose of the PRCM and facilitated through the Forum, exchanges, newsletters and technical publications.</p> <p>See also, '<i>scope of programme</i>', above,</p>	Economies of learning from activity through to strategic levels
"Reduced Input Costs"		
	<p><i>Bargaining power:</i> The PRCM structure allows NGOs, as service providers, to negotiate with donors with a single voice. At the same time, the partners are no longer expending resources in competing against one-another for funds.</p> <p>Operational procedures have been standardized</p> <p><i>Information gathering</i> costs have been reduced</p>	While not directly linked to input costs the bargaining power of PRCM members is evident in the development of a basket fund that reduces transaction costs for the PRCM partners, donors and third party recipients of funding.

Appendix 3. Contents of PRCM Manual of Procedures

I. Organisation of PRCM

- PRCM Bodies – Mandates and Function
- PRCM Organigram

II. PRCM Support Funds ('Bucket Fund')

- Definition and objectives
- Management responsibility (Steering Committee)
- Administrative structure (IUCN) and roles
- Responsibilities of executing bodies
- Procedures for allocation of funding (decision making tree)
- Procedures for release of funds

III. Accounting and Management Procedures

- Financial year and annual budget
- Financial reporting
- Accounts audit

IV. Technical Reporting and Monitoring & Evaluation

- General provisions – scope of reporting
- Project template (to be developed)
- Annual workplans
- Technical reports
- Evaluations
- Provisions (and targets) for measuring local participation

(Based on draft of 23 May 2008, PRCM, 2008b)

Appendix 4. Simple Comparison of PRCM and WIO-C

	PRCM	WIO-C
<i>Characterisation</i>	Joint programme and vehicle for coordinated civil society engagement in regional conservation	Mechanism for improved synergy amongst regional NGOs and IGOs, anticipated joint activities or programmes are yet to be realised.
<i>History</i>	Formally established as a programme in 2004 following a three year establishment phase; now entering its second Phase /Programme cycle	Initiated in 2006 and Formally launched in 2007 and recognised by the parties of the Nairobi Convention,
<i>Membership</i>	Four core members were all international NGOs; now includes the CSRP –a regional intergovernmental organisation - as a full partner. The wider forum includes over 40 members	Ten founder members include 3 international NGOs, 3 regional NGOs, one intergovernmental organisation and three intergovernmental programmes; membership described as NOGs in partnership with IGOs
<i>Joining Procedure</i>	The core membership of five is underpinned by MOUs signed in 2001 & 2003; wider forum participation is by invitation	Proposed via a letter of accession linked to WIO-C charter
<i>Secretariat</i>	Independently staffed from 2002 and hosted by one of the partners; the secretariat now has six staff members	Initially hosted by WWF, no dedicated staff
<i>Secretariat and core funding</i>	Dedicated foundation funding (MAVA) is now supplemented by largely FAP funding from other sponsors (bilateral development agencies and embassies)	No dedicated budget, direct costs to date have been covered by UNEP and the UNEP WIO-LaB Programme (meetings); indirect costs by WWF and all members (staff time, communications costs)
<i>Focus</i>	PRCM started slowly with a limited thematic focus - building capacity and developing a strategy for marine protected areas, expanded in phase 1, and in phase 2 is a comprehensive but more focused programme	Broad environment, conservation and environmentally sustainable development perspective matches the provisions of the Nairobi Convention
<i>Geographic scope</i>	Initial coverage was four countries; the programme now covers 7 countries	Ten countries
<i>Regional context (Conventions/Policy)</i>	The countries are all signatory to the Abidjan Convention, and are the member states of the CSRP	The ten countries are signatories to the Nairobi Convention that has an active programme and consultative processes backed up by GEF projects