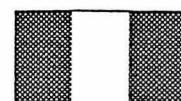
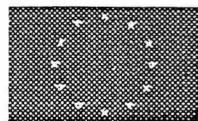


PROJET ENVIRONNEMENT COI/UE



GREEN/OCEAN INDIEN



OPERATION PILOTE DE GRAND-ANSE MAHE, SEYCHELLES

MISSIONS PREPARATOIRES (AOÛT et DECEMBRE 1997)
A LA STRUCTURATION D'UN COMITE DE PILOTAGE
ET A LA PROPOSITION D'UN PLAN DE GESTION

Philippe GUIZOL

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INSTITUT DE LA FRANCOPHONIE



ORSTOM

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Conseils

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RESUME

Le processus engagé en mai 1997 pour le démarrage de l'Opération Pilote de Grand Anse s'est appuyé sur un projet préparé de longue date par la Coordination Nationale PRE-COI/UE et la Direction de l'Environnement (aujourd'hui, Ministère de l'Environnement) des Seychelles.

Sept mois plus tard, la dynamique participative mise en oeuvre avec l'ensemble des acteurs économiques et des décideurs aux niveaux local (District) et national (Ministères) a permis de parvenir aux résultats suivants :

- * création d'une unité (association) responsable de la mise en oeuvre de l'opération pilote ;
- * transformation d'une structure intérim (GAEIC : Grand Anse Environment Interim Committee) de concertation en structure pérenne (GAEC : Grand Anse Environment Committee), représentative de l'ensemble des acteurs (acteurs locaux + représentants de l'Etat) et constituant le Conseil d'Administration de l'association pré-citée ;
- * recrutement d'un coordinateur/gérant (Executive Officer), pris en charge par le PRE-COI/UE durant la première année de lancement ;
- * proposition d'un premier plan de gestion de la zone de Grand Anse, décrivant les actions prioritaires et incluant un budget détaillé pour les cinq années à venir ;
- * la première mise au point d'un système de marketing (internalisation des coûts) pour la gestion de la réserve éco-touristique ;
- * la prise en considération, avec les acteurs concernés, des problèmes d'impacts polluants sur la zone, plus particulièrement en ce qui concerne la nécessité de réduire les apports d'une porcherie en amont par traitement de ses effluents.

Un processus légitime et légal est désormais engagé pour la gestion de l'aire protégée (« Area of Outstanding Natural Beauty ») de Grand Anse en concertation entre les acteurs locaux, le représentant du District et les représentants gouvernementaux.

CHAPITRE I :

OPERATION PILOTE : GESTION INTEGREE DU SITE DE GRAND ANSE (MAHE-SEYCHELLES) Mission du 25-31 Août 1997 Philippe Guizol

1 CONTEXTE DE L'OPERATION PILOTE (rappel)

1.1 Objectif global

- * Proposer un modèle de gestion concertée de la zone côtière, à valeur exemplaire au niveau national.

1.2 Objectif spécifique

- * Création d'une réserve écotouristique
- * Coordination des acteurs pour la gestion concertée de l'ensemble du site incluant la réserve écotouristique (plage, dune, mangrove, forêt, zones habitées...).

1.3 Localisation du projet

- * Le site proposé est celui de Grand Anse-Rivière Dauban. Ce site présente côté à côté trois écosystèmes remarquables : une plage bordée d'une dune couverte de végétation, une mangrove riche de six espèces de mangliers et une forêt unique à Vacoas parasol (espèce endémique classée comme vulnérable).
- * Vers la mer le site comprend la zone de pêche artisanale côtière (pêche de coquillages...)

1.4 Résultats attendus de l'opération pilote

- * Coordination des activités et des usages associant l'ensemble des acteurs présents sur le site de Grand Anse (Hôtels, pêche aux coquillages, ferme à cochon, école, ramassage artisanale de sable, activités écotouristiques ...) et des acteurs institutionnels (DOE, MOH, MFAP...). cette coordination sera facilitée par la création d'un comité de pilotage de la gestion du site de Grand Anse qui sera géré ainsi dans sa globalité.
- * L'aménagement d'une réserve écotouristique devrait avoir une valeur d'exemple en protégeant des écosystèmes entiers incluant de espèces endémiques tout en favorisant le développement économique et social du site.
- * La mise en place d'un système d'information et d'aide à la décision (SIAD) permettant d'indiquer la qualité environnementale des actions entreprises dans le cadre de l'opération pilote.
- * Actions de formation des experts locaux.

2 OBJET ET RESULTATS DE LA MISSION DU 25 AU 31 AOÛT

Cette mission GREEN-OI a pu bien se dérouler grâce à la qualité du travail et l'engagement de Harry Ally, Ian Stirling, et Nicolas Vernier conseiller technique PRE COI/UE ; je remercie également pour leur collaboration, Peter Sinon Directeur de la planification économique et Begum Nageon de Lestang Coordinatrice Nationale du projet PRE-COI/UE, et Natacha Sicobo et Marvel Elisabeth pour leur assistance.

2.1 Objectif

L'objectif de cette mission était d'appuyer la coordination Nationale du projet PRE-COI et les experts locaux à organiser un atelier de travail. Cet atelier devait initier une collaboration directe entre la population de Grand Anse et les experts du projet pour préparer le plan d'aménagement et de gestion définitif de la réserve de Grand Anse. L'objectif de l'atelier a été atteint car i) une charte environnementale a été proposée par les participants de l'atelier et adoptée (voir annexe), ii) un comité local de gestion s'est formé, au sein duquel les habitants de Grand Anse ont désigné leurs représentants. Ce comité est aussi composé des acteurs principaux en interaction avec la réserve (instituteurs, gérant de la ferme à cochon, vendeur de "curios" ...).

2.2 Méthode

Nous avons implicitement mené une démarche de type "gestion patrimoniale" qui sera explicitée lors du Séminaire régional de formation sur la Gestion des Ressources Renouvelables qui devrait se tenir aux Seychelles en 1998 dans le thème méthode de diagnostic et plus tard dans un atelier sur la gouvernance. Nous avons tenté, au cours de cette semaine du 25 au 30 Août, de montrer qu'il est possible de mettre en place les conditions d'une négociation patrimoniale avec les populations riveraines (ou gestion négociée des ressources renouvelables) ; les Seychelles semblait être le pays de la COI probablement le moins bien préparé à mettre en place ce type de démarche, du fait de la nature encore peu organisée du niveau local et du type d'organisation de la société.

La méthode a consisté à s'adresser directement aux riverains de la réserve envisagée, et de les associer à la définition des objectifs du projet à partir d'un travail sur leurs propres objectifs vis à vis des ressources de leur environnement. A partir de l'accord obtenu sur l'objectif à long terme pour l'environnement de Grand Anse, il est possible de discuter de ce que doit être la réserve de Grand Anse et d'impliquer réellement ces populations à la préparation du projet. Ce processus permet de disposer i) dans l'immédiat de suggestions pertinentes, ii) de connaissance sur l'histoire des ressources et donc d'idées sur leurs dynamiques passées. iii) à long terme d'allier locaux pour la gestion de la réserve.

2.3 Déroulement

L'atelier de travail du Samedi 30 Août 1997 était donc destiné à la population locale de Grand Anse ; elle prolongeait une consultation sur les objectifs à long terme de la population de Grand Anse quant à l'environnement et les réactions et avis à propos de la proposition de création de la réserve naturelle portant sur la forêt, la mangrove et la plage de Grand Anse. Cette consultation qui a eu lieu en Juillet et Août 1997 à la suite de la première mission d'appui GREEN-OI, avait été menée par les deux experts locaux Yann Stirling et Harry Ally. Avec ces deux experts nous avons aussi, au cours de cette semaine, rencontré les responsables des différentes fermes qui possèdent d'importantes porcheries, ce qui nous a permis de mieux comprendre les processus en cours et en particulier l'insécurité ressentie par ces personnes dont l'activité est remise en question par la présence de la réserve et de l'industrie touristique.

La consultation préalable indiquait qu'il se dégageait, parmi les riverains qui s'exprimaient, le consensus suivant : i) la population de Grand Anse est attachée à la qualité de son environnement, ii) elle a observé des indices de dégradation, la disparition de certaines espèces de coquillages sur la plage, de crabes dans

la mangrove, une dégradation de la qualité des eaux, des nuisances provenant des porcheries mais aussi de l'ensemble des habitations du bassin versant en amont de la mangrove. Autre résultat : un certain nombre de personnes ont exprimé leur volonté d'agir et étaient satisfaites de la démarche, nouvelle aux Seychelles, qui consistait à venir les consulter.

Cependant lorsque nous avons préparé cet atelier de travail, nous ne savions pas combien de personnes (entre 20 et 200) allaient répondre à l'appel, prendre de leur temps pour venir discuter sur ces problèmes d'environnement. L'atelier avait été annoncé par des affiches, banderoles, articles de presse et des émissions à la radio. L'incertitude a duré pratiquement jusqu'au début des séances que nous avons même repoussé de quelques minutes pour laisser venir les retardataires.

Bien que la participation fut dans la fourchette inférieure (40 riverains le matin, 60 l'après-midi), nous avons pu, après une séance plénière, organiser trois groupes de travail qui ont très bien fonctionné. Les trois groupes ont travaillé sur les mêmes thèmes indiqués en annexe ci-jointe dans le "guide des médiateurs" au point 3. Le compte rendu détaillé des séances figurera dans le rapport intermédiaire des deux experts. Le matin, la durée des séances en groupes de discussion a été limitée volontairement à 1 heure 45 mn. Les séances se sont déroulées en créole. La nécessité d'un comité ad hoc pour traiter de ces questions a été vivement ressentie et des membres ont été désignés dans chaque groupe par les participants.

Entre 13 heures et 14 heures, une déclaration commune conforme aux discussions du matin a été rédigée ; elle devrait devenir rapidement après quelques améliorations "la Charte Environnementale de Grand Anse". L'après-midi, les médiateurs de chaque groupe ont lu en public devant quelques représentants de divers Ministères les comptes-rendus de séances, puis la Directrice de l'Ecole de Grand Anse a lu la déclaration, toujours en créole et devant un public devenu plus nombreux ; enfin les membres du comité ont été présentés.

2.4 Suites

Ce comité a fixé une réunion pour (i) finaliser la Charte, (ii) définir plus en détail les modalités de son propre fonctionnement et (iii) commencer le travail de préparation du plan d'aménagement et de gestion de la réserve avec les experts du PRE-COI. Ce comité a encore un caractère provisoire, il pourra être élargi de façon à permettre à certaines personnes absentes le 30 Août d'en faire partie. Dans ce comité figurent déjà un représentant des fermes, un vendeur de "curios" (artisanats orienté vers le tourisme), la Directrice de l'école, un représentant de l'administration, et des habitants motivés de Grand Anse ; il devrait contenir aussi des hôteliers. Le 30 Août, un processus nouveau aux Seychelles, en matière de gestion des ressources renouvelables s'est initié autour de la baie de Grand Anse.

Les étapes suivantes devraient être : i) préparation entre les experts PRE-COI locaux et le comité local de gestion de l'Environnement de Grand Anse d'un ou plusieurs scénarios d'aménagement de la réserve de Grand Anse accompagnés par un projet de gestion de cette réserve. ii) au mois de novembre avec l'appui des experts GREEN-OI finalisation de ces projets et évaluation économique pour aider la décision des autorités Seychelloises et de bailleur de fonds.

Remarque : avec un processus négocié localement de ce type, l'évaluation environnementale ne se pose plus dans les mêmes termes. La décision de conserver la nature n'est pas prise sur la base d'une évaluation économique de la valeur des écosystèmes mais sur un véritable processus de décision qui passe 1) d'abord par un choix des populations locales et des autorités Seychelloises, 2) ensuite par la préparation "technique" du projet en fonction de ces choix et avec l'appui des populations locales, 3) enfin par une évaluation économique qui ne porte plus sur la valeur de la nature mais l'efficacité économique des projets proposés par rapport aux objectifs désignés.

Ce processus qui a été testé par l'équipe des Seychelles montre l'intérêt sur le plan méthodologique de l'opération pilote de Grand Anse.

3 ANNEXES

3.1 Charte de Grand Anse (provisoire 30- 08 - 97)

La population de Grand Anse, attachée à son cadre de vie et consciente de la valeur des ressources naturelles situées à Grand Anse, de l'intérêt économique et social de cet environnement pour la génération présente ainsi que pour les générations futures déclare les points suivants :

1. Vouloir (i) préserver et améliorer la qualité de son environnement, être vigilant sur la manière dont les ressources (eaux, aires, forêts, crabes...) sont gérées de façon à s'assurer de la viabilité à long terme de ces ressources, (ii) garder propre la plage, la mangrove et la forêt de Grand Anse, (iii) éviter que soit détruite la dune (par piétinement ou extraction du sable).
2. Pour cela, la population de Grand Anse souhaite la création d'une réserve spéciale comprenant la mangrove, la forêt le long de la rivière Dauban et la plage de Grand Anse.
3. La population de Grand Anse reconnaît la légitimité du " Grand Anse environmental Committee " en matière d'environnement à propos de la future réserve de Grand Anse : elle désigne en son sein pour la représenter cinq membres ainsi que trois membres suppléants.
4. Le " Grand Anse Environmental Committee " est un lieu d'arbitrage et de négociation en matière d'environnement. Son but est de coordonner au niveau local les activités autour du site de la réserve de Grand Anse de façon à assurer à long terme la co-viabilité des ressources naturelles locales et des activités économiques et sociales. Ce comité purement environnemental et local, n'a pas d'objectifs politiques, il réunit des représentants des acteurs impliqués par la création de la réserve ; il est composé, de dix personnes plus trois suppléants (un représentant de l'école, un représentant des petites entreprises industrielles et commerciales, un représentant des hôteliers, un représentant des fermes d'élevage porcin, un représentant de l'administration locale, cinq représentants des habitants et trois représentants suppléants des habitants). Ce comité est habilité à rechercher les moyens et les ressources nécessaires pour atteindre les objectifs désignés au point 1. Il s'engage à rendre compte de ses activités régulièrement à la fois aux populations et acteurs locaux et aux services compétents de l'Etat. Ce comité collaborera avec la Coordination Nationale des Seychelles du projet PRE-COI-UE pour préparer l'aménagement de la réserve spéciale de Grand Anse. Enfin les actions de ce comité, toujours cohérentes et limitées aux objectifs mentionnés ci-dessus, devront être conformes aux lois de la République des Seychelles.
5. Les populations de Grand Anse demandent que les bénéfices économiques de l'activité éco-touristique participent au développement local (emplois, création d'activités économiques annexes, amélioration de l'environnement au delà des limites de la réserve...).
6. La présente charte ne peut être modifiée que par la tenue d'un nouvel atelier ouvert à l'ensemble des acteurs locaux et de la population de Grand Anse.

3.2 Guide des médiateurs - Aide-mémoire pour les groupes de travail

Chaque groupe de travail est composé d'un médiateur d'un aide médiateur et d'un secrétaire.

La fonction de l'aide médiateur est d'aider le médiateur à contrôler la séance (surveillance du temps, équité dans la répartition de la parole, respect des engagements du médiateur vis à vis des participants, éviter que le médiateur s'implique lui-même dans le débat).

Le secrétaire prend des notes, en particulier il relève les noms des participants et les propositions faites au cours du débat.

Notez que la séance se tient entre 11 heures à 12 heures 45. Vous aurez 8 points à aborder soit environ 13 mn par point.

Les points à suivre :

1. Au départ on procède à un tour de table pour se présenter : chaque personne indique son nom et se situe (travail, lieu d'habitation...), on commence par quelqu'un qui a l'habitude de se présenter, cela sert de modèle ; pour commencer par une telle personne, le médiateur fait attention au sens du tour de table.
2. Ensuite le médiateur définit les règles de discussions avec les participants.

Toute expression collective nécessite des règles ; nous allons travailler en petits groupes, je demande avant le démarrage des discussions que vous vous mettiez d'abord d'accord sur les règles à observer. Si une personne tient un discours pendant dix minutes les autres ne pourront pas s'exprimer, c'est une impolitesse qu'il faut éviter ; les interventions pourraient être limitées à 3 minutes ce qui est déjà long, qu'en pensez-vous ? D'autres règles, on s'exprime dans la langue que l'on préfère enfin parmi le créole, l'anglais et le Français, on évitera ici le Russe ou le Chinois ; toutes les opinions sont acceptables et légitimes, il faut prendre plutôt comme un cadeau quand des personnes ont le courage de nous donner leur point de vue; il faut même se donner le droit de dire des bêtises, nous n'avons pas tous la même habitude de parler en public. A ces conditions l'expression de toutes les opinions sera possible. Rappeler que des désaccords sont légitimes ; c'est le moment de les examiner et de voir comment le projet de réserve pourrait être modifié en conséquence.

Rappeler les règles quand il le faut. Ne pas laisser une personne accaparer la parole. En cas de réponse ou questions difficiles, répétez la question pour être certain d'avoir bien compris. Si celle-ci tombe mal à propos ou est difficile à traiter de suite engager vous à la traiter plus tard - l'aide médiateur est là pour vous rappeler vos engagements...mais essayez de vous en souvenir vous-même !

Si vous ne savez pas répondre à une question, ne soyez pas embarrassé, dites-le et donnez à cette personne rendez-vous lors du barbecue où vous trouverez certainement une personne qui pourra répondre à votre place.

Le médiateur n'est pas là pour intervenir dans le débat. il apporte les informations nécessaires quand il le peut. il est là uniquement pour faciliter le débat.

3. Rappel de l'ordre du jour.

- * Les vues à long terme sur Grand Anse,
- * Discussion sur l'opération pilote du projet PRE-COI
- * La charte
- * Expliquez ce qu'est le comité
- * La nomination d'un membre résident à Grand Anse par groupe et d'un membre suppléant pour le comité.

4. Discussion sur les objectifs à long terme quant à l'environnement de Grand Anse. Etes vous d'accord avec la vision à long terme suivante :

Vouloir (i) préserver et améliorer la qualité de son environnement, être vigilant sur la manière dont les ressources (eaux, aires, forêts, crabes...) sont gérées de façon à s'assurer de la viabilité à long terme de ces ressources, (ii) garder propre la plage, la mangrove et la forêt de Grand Anse, (iii) éviter que soit déstabilisées les dunes (piétinements, extraction de sable...).

5. Accord sur l'opération pilote ?

L'objectif de cette opération pilote est de protéger et de mettre en valeur le patrimoine écologique de Grand Anse tout en intégrant les activités socio-économiques (fermes à cochon, hôtel, garage, pêche, artisanat....). Le site proposé est celui de Grand Anse-Rivière Dauban. Ce site est unique en ce qu'il présente côte à côte trois écosystèmes remarquables: une plage bordée d'une dune couverte de végétation, une mangrove riche de six espèces de mangliers et une forêt unique pour sa concentration en Vacoas parasol (endémique classé comme vulnérable). En accord avec la population du district et en collaboration avec elle, il est proposé de réaliser les actions suivantes : (i) protéger légalement le site de Grand Anse Mahé (mise en réserve spéciale) ; (ii) protéger et restaurer les parties dégradées (passerelles au-dessus de la dune, diminution des pollutions de la mangrove....) ; (iii) aménager un parcours éco-touristique et éducatif.

Y a-t-il un accord sur cette opération telle que présentée ? La population de Grand Anse souhaite-t-elle la création d'une réserve spéciale comprenant la mangrove, la forêt le long de la rivière Dauban et la plage de Grand Anse ?

Quels sont les inconvénients qui pourraient être générés par le projet ? Craignez-vous qu'il affecte vos activités ?

Quelles mesures prendre pour limiter les effets négatifs, pour que les bénéfices soient très supérieurs aux inconvénients ?

Quelles sont les solutions proposées par les participants ?

6. La charte : sont-ils d'accord sur la proposition suivante :

La population de Grand Anse, attachée à son cadre de vie et consciente de la valeur des ressources naturelles situées à Grand Anse, de l'intérêt économique et social de cet environnement pour la génération présente ainsi que pour les générations futures déclare les points suivants :

- * *Vouloir (i) préserver et améliorer la qualité de son environnement, être vigilant sur la manière dont les ressources (eaux, aires, forêts, crabes...) sont gérées de façon à s'assurer de la viabilité à long terme de ces ressources, (ii) garder propre la plage, la mangrove et la forêt de Grand Anse, (iii) éviter que soit déstabilisées les dunes (piétinements, extraction de sable...).*
- * *Pour cela, la population de Grand Anse souhaite la création d'une réserve spéciale comprenant la mangrove, la forêt et la plage de Grand Anse.*

7. Le comité : explication sur son rôle :

Le comité est un lieu d'arbitrage et de négociation en matière d'environnement dont le but est de coordonner au niveau local les activités autour du site de la réserve de Grand Anse de façon à assurer à long terme à la fois la viabilité des ressources naturelles locales et des activités économiques et sociales. Ce comité purement environnemental et local, n'a pas d'objectifs politiques, il réunit des représentants des acteurs impliqués par la création de la réserve ; il est composé de dix personnes plus trois suppléants (un représentant de l'école, un représentant des petites entreprises industrielles et commerciales, un représentant des hôteliers, un représentant des fermes d'élevage porcin, un représentant de l'administration locale, cinq représentants des habitants et trois représentants suppléants des habitants). Ce comité est habilité à rechercher les moyens et les ressources nécessaires pour atteindre les objectifs désignés par vous. Il s'engage à rendre compte de ses activités régulièrement à la fois aux populations et acteurs locaux et aux services compétents de l'Etat. Ce comité collaborera avec la Coordination Nationale des Seychelles du projet PRE-COI pour préparer l'aménagement de la réserve éco-touristique de Grand Anse.

Sont-ils d'accord ? d'autres propositions ?

8. Quand les discussions s'épuisent demander s'il y a des personnes volontaires pour se présenter comme membre de ce comité. Le faire élire par le groupe ainsi que le suppléant.
Si vous avez du temps faites un résumé de la séance devant l'assemblée.

- * Si vous avez vraiment beaucoup de temps demandez si l'assemblée est d'accord avec ce nom pour le comité: " Grand Anse Environmental Committee "
- * Si vous avez vraiment beaucoup de temps demandez si l'assemblée est d'accord avec ce nom pour le comité : "Grand Anse Environmental Committee".

CHAPITRE II :

PROJET PILOTE DE GRAND ANSE - GESTION INTEGREE DES ZONES COTIERES.

Compte rendu du séminaire du Mercredi 10 décembre.

Le projet de Grand Anse s'inscrit dans les projets pilotes COI/UE de gestion intégrée de la zone côtière ; en tant que tel il doit avoir un caractère reproductible à d'autres contextes de zones côtières aux Seychelles, il ne s'agit pas de faire simplement une réserve naturelle mais de faire coexister des écosystèmes et différentes activités économiques et sociales (fermes, tourisme, développement urbain , école, pêche...) ; le contexte du projet est détaillé ci-dessous en annexe (§ 4.1).

Les objectifs à long terme du projet pilote de Grand Anse ont été définis avec les populations locales et des représentants des ministères lors du workshop de Août 1997 : lors de ce workshop des représentants locaux ont été désignés par la population pour traiter des problèmes d'environnement. Ces représentants ont formé le Grand Anse Environment Interim Committee (GAEIC) . Ce séminaire avait été préparé par une consultation systématique des acteurs locaux effectuée par deux experts Seychellois du PRE-COI/UE Harry Ally et Ian Stirling.

Il s'agissait ensuite de préparer un plan d'aménagement et de gestion pour se donner les moyens d'atteindre les objectifs ainsi définis à la fois par le niveau local et les instances gouvernementales. Un draft de ce plan d'aménagement a été préparé par l'expert local Seychellois Ian Stirling¹, aidé par l'équipe de la coordination nationale du PRE-COI et du AEIC qui s'est réuni 5 fois entre août 97 et décembre 97 pour discuter certaines options contenues dans le plan d'aménagement. Cependant certains choix devaient faire l'objet d'une consultation plus large que le GAEIC de façon à s'assurer de la bonne coordination des actions projetées au niveau local et de celles projetées par les différents ministères, c'était le cas en particulier des choix institutionnels. L'objet du séminaire du 10 décembre 97 était de présenter au secteur privé et aux représentants des différents ministères, en présence des acteurs locaux les options institutionnelles et techniques et de recueillir leur avis.

1 LE SEMINAIRE DU 10 DECEMBRE

Nous avons distingué pendant le séminaire la gestion courante à long terme du parc qui sera financée principalement par les entrées, et la gestion pendant la période transitoire où les infrastructures ne seront pas encore en place et où le système de publicité et de commercialisation de la réserve ne sera pas encore opérationnel. Durant cette période les revenus provenant des droits d'entrer seront insuffisants pour couvrir les coûts de gestion. C'est la façon d'aborder cette période transitoire qui a fait l'objet de divergence. Pendant cette période, qui est la phase pilote, le système doit fonctionner sur des dons.

1.1 Les choix institutionnels

Une question centrale était de définir la structure de gestion. Le GAEIC qui a été formé à la suite du workshop d'Août 1997, est encore un cadre informel qui ne confère pas aux décisions de ses assemblées une grande légitimité vis à vis des partenaires gouvernementaux. Pour assurer une gestion viable à long

¹ L'expert local a utilisé les travaux de la coordination nationale qui avait préparé de longue date bien des aspects de ce plan d'aménagement par exemple la description des infrastructures nécessaires et une évaluation des flux financiers.

terme des écosystèmes dans le cadre d'une gestion intégrée avec les activités économiques locales trois conditions sont nécessaires :

1. Une coordination des acteurs au niveau local. Pour cela la structure actuelle du GAEIC préfigure ce que peut être une structure de coordination au niveau local.
2. Des liens entre le niveau local et les services des différents ministères. Dans le contexte Seychellois le DA (district administrator) a naturellement cette fonction. Il dépend d'un Ministère particulier, le MLGYS (Ministry of Local Government Youth and Sport). Mais la fonction du DA consiste à faire la coordination au niveau local avec l'ensemble des Ministères. Le DA de Grand Anse est déjà partie prenante au sein du GAEIC et particulièrement actif et sensible aux problèmes environnementaux ; mais cette situation est particulière et donc non forcément reproductible, il ne faut pas compter systématiquement sur un tel engagement de la part de tous les DA . De façon générale le DA aux Seychelles a un caractère politique, il n'est pas élu. Lors du séminaire il a été dit par les participants qu'il était utile que le DA soit au sein de la structure locale de gestion mais pas systématiquement à une fonction précise. D'autre part à long terme les activités du DA très importantes au niveau local ne peuvent pas être surchargées de nouvelles. Le GAEC, en ce qui concerne les questions environnementales à propos du site de Grand Anse est plus indiqué pour tenir ce rôle de coordination, il a évidemment besoin du support du DA qui en fait partie.
3. Une coordination trans-ministérielle et transectorielle. Pour s'assurer de la durabilité des choix gouvernementaux il est nécessaire qu'il y ait coordination entre les ministères chargés de l'aménagement du territoire, du gouvernement local, de l'éducation, de l'environnement et du tourisme. Dans le cadre de Grand Anse le support de ces ministères est nécessaire, et en particulier à court terme une coordination entre le MLGYS et MoE (Minister of Environment). Il faut aussi un support des organisations professionnelles du tourisme.

1.1.1 La structure locale de gestion : une association

Les différentes structures légales de gestion ont été discutées durant le séminaire ; il en existe principalement trois :

1. Créer une société (a company), mais la création d'une société est un processus assez lourd qui ne semble pas nécessaire, cette solution n'est pas utilisée pour les parcs naturels.
2. Créer " a statute-corporation ", ce qui a été fait pour le SIF (Seychelles Island Foundation), mais une telle structure nécessite de faire un décret présidentiel, ce qui est lourd pour une petite réserve telle que Grand Anse et ce n'est pas reproductible au niveau de l'ensemble de la zone côtière.
3. Créer une association. c'est cette dernière solution qui a été retenue lors du séminaire. Il existe un texte aux Seychelles qui définit l'association et la procédure de son enregistrement (Chapter 201 Registration of associations act).

Grâce aux interventions en particulier de Franck Hally du Ministère de la justice, la marche à suivre suivante a pu être identifiée :

1. Créer une association,
2. Demander à l'Etat qui est propriétaire de l'espace, l'usufruit de la réserve de Grand Anse, c'est à dire un droit d'usage exclusif, cette demande pourra être accompagnée d'un contrat entre l'Etat et l'association, l'association devant s'engager à gérer le site conformément au plan d'aménagement sous peine de se voir retirer cet usufruit par l'Etat.

3. Demander le support du MoE et du MLGYS de façon qu'il fasse conjointement une demande de subvention au Ministère des finances pour l'association, cette subvention devant couvrir le déficit durant la période transitoire ; une autre possibilité est de demander une subvention à "l'environnement trust fund - ETF", pour cela il faut préparer un dossier que le MoE présente à l'ETF.
- 4 Faire une demande d'exemption de taxe auprès du Ministère des finance, possibilité pour certaines associations, elle est prévue dans les textes (Chapter 201).

1.1.2 Le conseil d'administration de la structure légale de gestion : le GAEC

Il a été décidé d'élargir l'actuel GAEIC aux représentants de certains ministères en particulier le MoE, le MLGYS est déjà représenté avec le DA. Ainsi élargi le GAEC peut tenir le rôle de coordination entre le niveau local et l'Etat à propos de la réserve de Grand Anse. Le GAEC sera donc le conseil d'administration (board) de l'association. Nous suggérons que le président du GAEC et son bureau soient élus par les membres du GAEC.

Une structure de gestion (executive office) sera composée d'un gestionnaire et de gardes. Cette structure de gestion devra mettre en oeuvre les décisions du GAEC. Pendant la période de transition le gérant (manager) du GAEC sera financé sur budget COI.

1.2. Les choix techniques

Les choix techniques présentés lors du séminaire portaient sur :

- ✓ Les infrastructures
- ✓ Les règles d'usages du site
- ✓ Le système de suivi du site

Il a été décidé que ces questions seront traitées par le GAEC avec les Ministères compétents.

1.3 Leçon du séminaire du 10 décembre

Le séminaire du mois d'août avait montré qu'il est possible de s'appuyer sur les populations locales aux Seychelles pour traiter des problèmes d'environnement. Ce séminaire avait permis de dégager des objectifs à long terme communs à l'Etat et au niveau local : ces objectifs figurent dans une charte dont la première version a été rédigée lors de ce séminaire ; le GAEIC s'était alors constitué. Le séminaire du mois d'Août a jeté les bases de la gestion de l'environnement de Grand Anse (Objectif commun, lieu de négociation avec le GAEIC). La large information de la tenue de ce séminaire (annonce préalable à la radio et dans les journaux), la présence à la fois des populations locales et de représentants du gouvernement a donné une légitimité aux décisions de ce séminaire.

De la même façon nous tentons ci-dessous de tirer les leçons de l'expérience de l'opération pilote de Grand Anse acquise lors du séminaire de décembre, ceci dans le but de contribuer à dégager une méthode pour répliquer ce type d'opération. Le séminaire de décembre était d'une autre nature. Les objectifs de l'opération pilote étant déjà définis nous étions au niveau de l'action, sur des choix plus techniques.

Les discussions les plus vives portaient sur l'organisation de la structure de gestion, la composition de son conseil d'administration, ses relations avec les services de l'Etat ; ce que nous avons appelé

l'arrangement institutionnel ; ce sont en fait des choix constitutionnels au niveau local, ils doivent être traités à un niveau de légitimité élevée, ils sont presque du même ordre que le choix des objectifs et ceci explique l'intérêt porté par les participants. Ils devaient donc bien être traités dans une large assemblée comme c'était le cas le 10 décembre.

L'intensité des discussions est tombée ensuite quand nous avons abordé des questions plus techniques, et c'est peut-être naturel, celles-ci font plus appel aux spécialistes et peuvent être traitées à un autre niveau, en comités plus restreints : là décision de les traiter directement par le GAEC avec les services de l'Etat compétents va dans ce sens. L'intérêt de la réunion du 10 décembre à propos de ces questions techniques est justement d'avoir délégué la décision à un autre niveau conférant à ce niveau une légitimité qu'il n'aurait pas eu autrement.

2. SUITES A DONNER

Se diriger vite, dès la période transitoire, vers l'association pour la structure de gestion est un des consensus apparus lors de ce séminaire. Il a été aussi dit de mettre en place les infrastructures déjà financées et de rechercher les financements manquants en proposant au MoE et au MLGYS de faire une demande conjointe de financement au nom de l'association. La suite à donner est résumée par les points suivants :

- ✓ Créer une association,
- ✓ Elargir le GAEIC à des représentants de l'Etat tout en gardant une forte majorité de membres locaux et créer le GAEC,
- ✓ Recruter un gérant sur financement COI pendant la période transitoire,
- ✓ Mettre en place les infrastructures,
- ✓ Mettre en place un système de marketing intégré aux systèmes existants pour la réserve éco-touristique. La production d'informations sur la réserve et la mise en place d'un système de marketing est certainement maintenant l'une des conditions principales de la viabilité au delà la période de transition. Il faut s'intégrer aux autres initiatives existantes du MoE (les guides des parcs qui sont en préparation) et du MTT. Plusieurs directions doivent être travaillées en même temps, les visiteurs venant par les tours opérateurs et les visiteurs venant de façon individuelle. Des brochures gratuites ou d'autres vendues avec un contenu plus important doivent être distribuées dans les hôtels, l'aéroport, l'office du tourisme. Actuellement il est remarquable que le touriste reçoit peu d'informations sur son chemin de l'aéroport à l'hôtel.
- ✓ Enfin, un autre point sensible du projet pilote de Grand Anse est la co-existence de la ferme à cochon, de la réserve et de l'hôtel Barbaron. Une action réussie qui conduirait à diminuer sensiblement les effets externes de la porcherie (diminution des effluents et des odeurs) permettrait de renouer le dialogue avec l'hôtel. La mission programmée pour étudier un système de traitement des effluents est tout à fait prioritaire.

3 CONCLUSIONS

L'opération pilote de Grand Anse répond à l'objectif du PRE-COI de recherche et mise au point d'une méthode répllicable de gestion intégrée pour les zones côtières. Les Seychelles sont dans un processus de réflexion sur la décentralisation, cette opération a aussi un intérêt expérimental aux Seychelles de gestion locale qui intéresse le MLGYS et le MCD et est cohérent avec l'objectif dit du " long term vision for Seychelles ".

4 ANNEXES

4.1 Contexte de l'opération pilote (rappel)

Objectif global

Proposer un modèle de gestion concertée de la zone côtière, à valeur exemplaire au niveau national.

Objectif spécifique

Création d'une réserve écotouristique

Coordination des acteurs pour la gestion concertée de l'ensemble du site incluant la réserve écotouristique (plage, dune, mangrove, forêt, zones habitées...).

Localisation du projet

Le site proposé est celui de Grand Anse-Rivière Dauban. Ce site présente côté à côté trois écosystèmes remarquables : une plage bordée d'une dune couverte de végétation, une mangrove riche de six espèces de mangliers et une forêt unique à Vacoas parasol (espèce endémique classée comme vulnérable). Vers la mer le site comprend la zone de pêche artisanale côtière (pêche de coquillages...)

Résultats attendus de l'opération pilote

Coordination des activités et des usages associant l'ensemble des acteurs présents sur le site de Grand Anse (Hôtels, pêche aux coquillages, ferme à cochon, école, ramassage artisanale de sable, activités écotouristiques ...) et des acteurs institutionnels (MoE, MLGYS, ...), cette coordination est facilitée par la création du GAEC (Grand Anse Environment Committee) qui est le comité de pilotage de la gestion du site de Grand Anse, grâce à lui le site sera géré dans sa globalité.

L'aménagement d'une réserve écotouristique devrait avoir une valeur d'exemple en protégeant des écosystèmes entiers incluant de espèces endémiques tout en favorisant le développement économique et social du site.

La mise en place d'un système d'information et d'aide à la décision (SIAD) permettant de suivre l'impact des actions entreprises sur la qualité du milieu dans le cadre de l'opération pilote.

Actions de formation des experts locaux.

4.2 Transparents du séminaire du 10 décembre

GRAND ANSE PILOT PROJECT MANAGEMENT PLAN WORKSHOP

Grand Anse Pilot Project,
PRE-COI
Integrated Coastal Zone
Management,
Meridien Barbaron Hotel,
December 10, 1997.

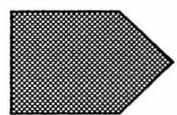


Objectives of the Workshop

- To present to the stakeholders the proposed management plan and to discuss the options to reach the long term objectives of the pilot operation,
 - the main one is to maintain the quality of Grand Anse environment over the long term (objective common to the local population and the government).

Morning program

- Opening
- Presentation of the Grand Anse Pilot Project and Management Plan
- Institutional arrangements



Lunch

Afternoon Program

- Summary of the morning discussion and resolutions
- Infrastructure options and staff options
- Site Usage, Regulations and Zoning
- Site Monitoring



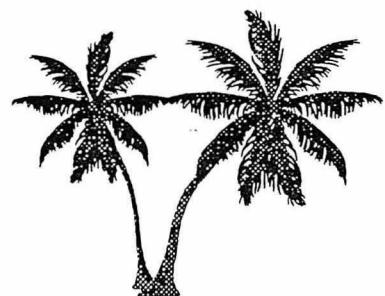
Conclusions

Background of the Pilot Project

- Why Grand Anse ? 3 ecosystems,
- Process : objectives defined by local and national partners, a committee established, a charter defined.
- Objectives of the population : to maintain the long term quality of Grand Anse environment .
- Objectives of the pilot operation : Test ICZM on small scale with replicability.

Three Threatened Ecosystems

- *The Vacoa Parasol Forest*
 - exotics, land use developments, uncontrolled use
- *The Mangrove (6 species)*
 - pollution, reclamation for land use, breaking of coastal strand, uncontrolled use
- *The Beach and Sand Dune*
 - natural erosion, sand extraction, trampling, car access



Process



1995-1996:

- *Pilot project identification and design*

June-August 1997:

- *Consultation with the local population,*
- *Election of The Grand Anse Environmental Interim Committee (GAEIC),*
- *Grand Anse Charter*

September-December 1997:

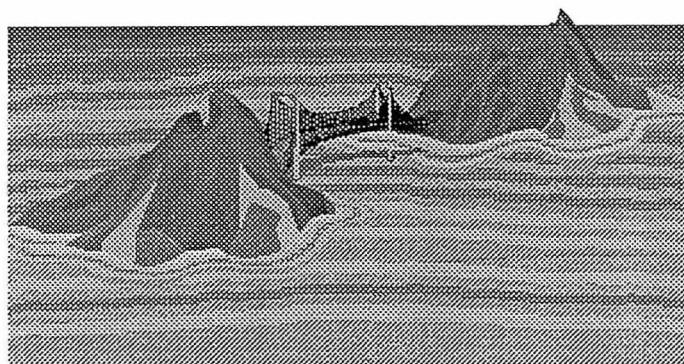
- *Preparation of the Management Plan*
- *Protection of the dune*

Objectives of the Pilot Operation

- *Objectives of the Population (from Grand Anse Charter)*
 - *to conserve and enhance the quality of Grand Anse natural environment;*
 - *to sustainably manage the natural resources;*
 - *to keep the three ecosystems clean;*
 - *to protect the dune from destruction by erosion*

Objectives of the Pilot Operation

- *Objectives of the PRE-COI/UE*
 - *to test ICZM principles on a small scale*
 - *to ensure that the operation is replicable*
 - *to address an urgent environmental issue*



Actions proposed for the Grand Anse Pilot Project

- To involve the population of Grand Anse,
- to legally protect the site,
- to protect and restore damaged areas,
- to develop an eco-tourism tour to generate enough revenues to cover the recurrent cost of the site management,
- To use the site as an educational resource.

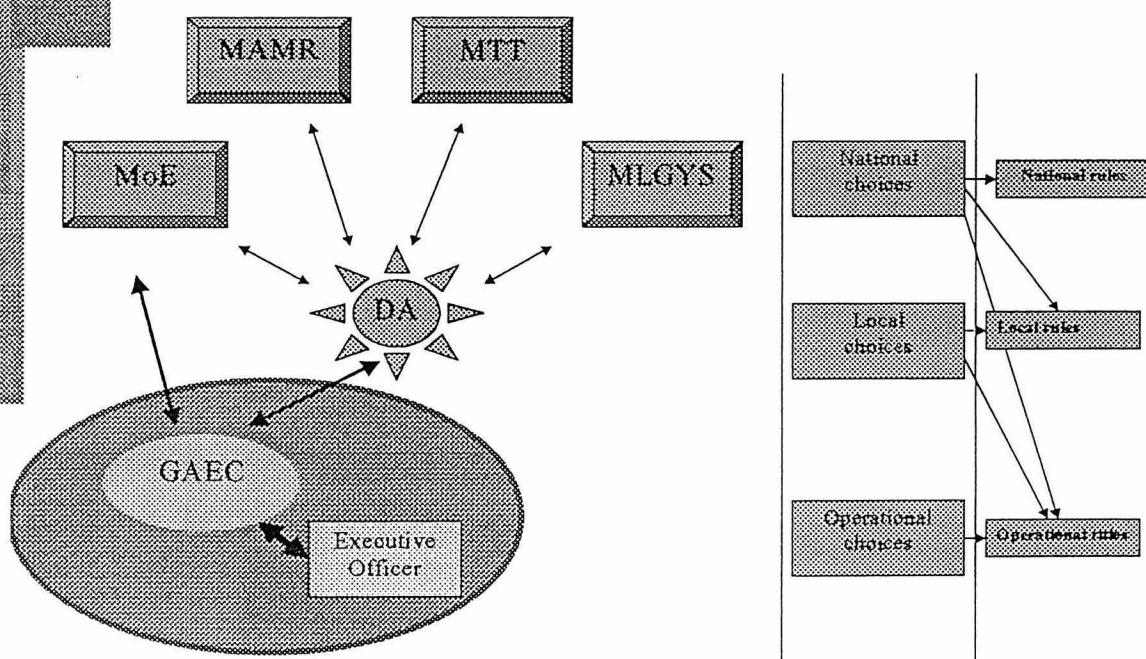
Management Plan Presentation

Overview on the proposed management plan

- Institutional arrangement,
- Infrastructure options,
- Staff options,
- Operational rules and zoning,
- Financial feasibility.

Institutional Arrangements

What is it ?



Institutional Arrangements

Long Term needs

- Objective : to maintain the long term quality of Grand Anse environment.
- To attain this objective, the institutional requirements are :
 - coordination of stakeholders at the local level,
 - links between the local level and the state partners,
 - inter-ministerial coordination , links between the State partners.

Institutional Arrangement

How to manage during the transitional period ?

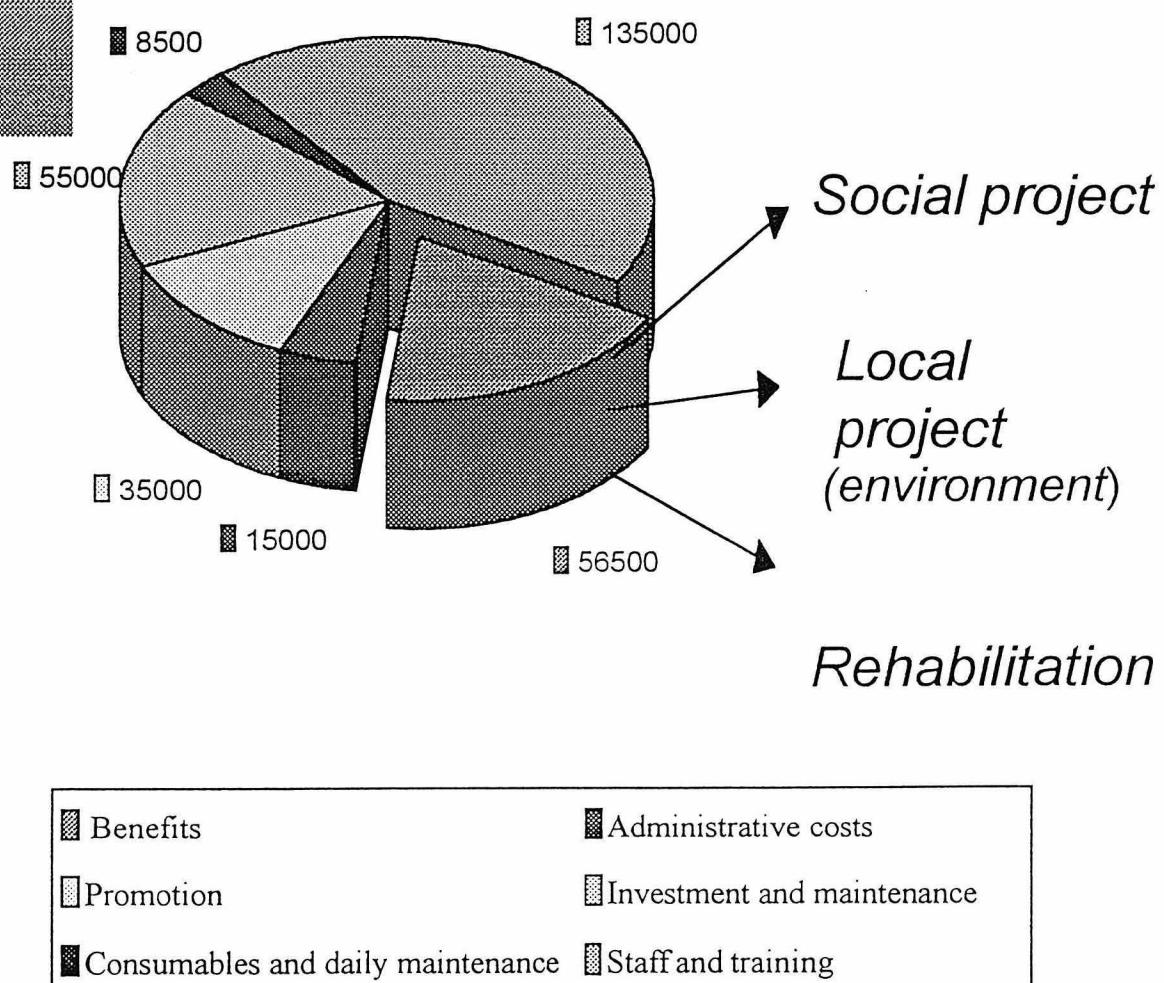
- Why a transitional period ?
- Taking into account the financial feasibility.
- Some options :
 - DA management,
 - MoE management
 - NGO.

Financial Projection

	Year1 1998	Year 2 1999	Year3 2000	Year 4 2001	Year 5 2002
Income					
Tour Operators	15000	100000	100000	100000	100000
Normal visitors	20000	75000	75000	75000	75000
Other income	39000	130000	130000	130000	130000
Total projected income	74000	305000	305000	305000	305000
Costs					
Administrative costs	15000	15000	15000	15000	15000
Promotion	32500	35000	35000	45000	35000
Investment and maintenance	55000	60000	55000	65000	90000
Consumables and daily maintenance	10500	8500	8500	8500	8500
Staff and training	55000	135000	135000	135000	135000
	168000	253500	248500	268500	283500

Revenue Sharing

Year 3



Proposed Roles and Commitments for Discussion transitional period

Institutional bodies	Role/commitment	financial commitment during
MAMR	largest neighbouring land use,	minimize pollution impacts through cooperative agreements with other stakeholders.
MoE	Training rangers, monitoring (water quality), site rehabilitation, oversee site management	staff, boardwalk investement (ETIF), equipment, maintenance of infrastructure
MEC (Grand Anse school)	Develop educational program	Cost associated
MTT	develop marketing and make publicity / assist in negociation with tour operators	cover associated cost (including printing of brochure)
MLGYS/DA (local government)	Link between Government & GAEC, supervise the park staff on a daily basis	administrative support (logistic, communication, insurance) particularly during transitional phase. temporary jobs (cleaning, maintenance,...)

Proposed Roles and Commitments for Discussion transitional period

Institutional bodies	Role/commitment	Financial commitment during
COI National Coordination	Support GAEC and facilitate link between Government & GAEC	Staff (counterpart budget), forest path and kiosk
GAEC (Board of the Park)	Executive management (hire staff, coordinate park activities, ...)	If grant from government obtained, GAEC will cover park running cost
GAEC (secretary)	Daily management of the park (monitoring patrolling)	
Tour Operators	Include the park in the visitor tour	
Hotels	Sent visitor to the park, make publicity	

Today's proposed actions

■ Transitional Period (Jan. 98 - June 98)

- Creation of an association with support of MLGYS and MoE
- Request for susufruct of site , grant and tax exemption
- Implement infrastructure for forest trail with COI fund and apply for ETF fund for mangrove boardwalk
- agree on roles of partners and sign MoU
- management of the period with the support of an executive officer fund by COI.

Infrastructure options

Already decided

- Dune,
- Parking near the school,
- Picnic facilities,
- Signs,
- Forestry trail.

Infrastructure and Staff Options

To be discussed

- Mangrove 3 options,
- Kiosk,
- Canoe,
- Transitional period staff,
- Full operational staff.

Control of Access, Regulation and Zoning :

Control of access options

- Free access : beach,
most of the mangrove,
- Fee paying access :
boardwalk and trails,
- Control access :
monitoring sites.

Control of Access, Regulation and Zoning: Regulation Options

- Littering and pollution,
- Damaging park property,
- Removing sand, trees,
- Fishing and collecting.

Site Monitoring

- Biological monitoring,
- Social monitoring.

Site Monitoring

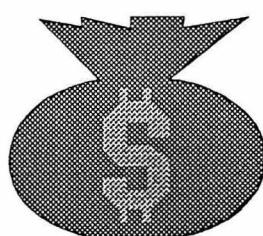


■ *Environmental Monitoring*

- *biodiversity (crabs, tec tec, birds, endemic plants)*
- *water quality*

■ *Socio-economic monitoring*

- *job creation*
- *additional revenues for small business*
- *community ownership and awareness*



Today's conclusions

- Creation of an association with a board named GAEC composed of GAEIC enlarged by MoE and MLGYS representatives
- Technicals options will be discussed and decided by GAEC.

ANNEXE 1 rédigée par Ian Stirling :

**Processus de mise en oeuvre
de la gouvernance locale
dans une opération pilote
de portée nationale**

Grand Anse, Mahe Seychelles
Integrated Coastal Zone Management, Pilot Operation
Analysis of current and potential constraints on community participation
Report by Ian Stirling

The objective of this document is to assess and analyse the current and potential involvement of NGO's and local communities within the integrated coastal zone management (ICZM) process within Seychelles. It focuses the analysis of a pilot operation using ICZM principles at Grand Anse, Mahe, Seychelles and proposes policy for future projects of this kind. This pilot operation has been initiated by PRE-COI and is process oriented to test stakeholder participation, exploring of mechanisms to achieve institutional support, plus the formal arrangements between Government and community groups

Similar pilot operations have been implemented in the other four COI member countries¹ and a short term review document² of these pilot operations is now available. A common element between the various pilot operations, is an overall Institutional structure which is based on local community involvement and various stakeholders, linking with Government support.

Location and short description

The pilot project area is 68 hectares, most of which is lower montane forest containing forestry plantation and numerous invasive plant species. The core area of the upland section follows the Dauban River which contains beautiful riverain boulder forest, with endemic palms and the largest stand of the vulnerable endemic Pandanus horneii or Vakwa Parasol on Mahe. The coastal plain or 'plateau' of the designated area, forms the catchment of three river systems, the Dauban, Grand Anse and Seche rivers which converge in a large (16 hectares) area of mangrove and saltwater marshland, which is connected to the sea at a spectacular estuary. The beach and coastal barrier dune is 1.5 km long and is untouched by development. The area is under threat from various activities and requires urgent management to reduce these threats and protect this unique coastal environment resource for the long term appreciation and benefit of the Seychellois people, particularly the residents of Grand Anse, Mahe.

Objectives of the pilot operation and anticipated outcomes

The objectives can be considered at three levels, the first relates to the overall objectives of Integrated Coastal Zone Management which can be defined as:

ICZM seeks to preserve and protect the productivity and biological diversity of threatened coastal ecosystems, through prevention of habitat destruction, pollution and over exploitation. The process assesses priorities, trade-offs, problems & solutions. It is dynamic and continuous, requiring the input of all stakeholders and relying heavily on local community support.

The second level of objectives can be considered in terms of the requirements to implement ICZM principles within Seychelles. They are based upon the recommendations of Shah (1995) and from discussions and Resolutions made at the Seychelles National Workshop on ICZM, February 1995.

National ICZM Recommendations February 1995:

1. A high level multisectoral committee is mandated for policy decision making on ICZM
2. A proposed or existing Agency or Body is mandated to coordinate all activities under the National ICZM programme within the framework of an effective and sustainable development for the Seychelles.
And further notes that the success of the National ICZM programme in the Seychelles depends on the full involvement and active participation of shareholders including local NGO's, local communities and private sector within the High level committee and the Agency or Body.
3. The incorporation of ICZM issues in zoning and land use planning.
4. A programme is established to develop a structure for public participation in the decision making for ICZM.

In terms of the National Recommendations, the Pilot Operation objectives can be considered as:

¹ Comores, Madagascar, Maurice, Réunion, Seychelles

² Démarrage des opérations pilotes principales gestion intégrée des zones côtières dans les pays membres de la COI. Projet Environnement COI/UE; GREEN/Océan Indien, Août 1997

To promote stakeholder participation, implement and assist a process of NGO and local community involvement in the site identified (Grand Anse, Mahe) and to develop cooperative arrangements between Government and community groups. The process established requires replicability and needs to be sustainable over the long term.

The third level of objectives have been defined as a common agreement in consultation with the National partners and the Grand Anse Community, they evolved from discussions within the Community Consultation phase of the project, they are:

1. To preserve the quality of the Grand Anse environment by ensuring that resources are managed sustainably, that the area is kept clean and free of pollution, that human activities or impacts do not further degrade the local environment.
2. The Grand Anse population ask that benefits of eco-tourism activities be returned for local use, creating employment, economic activities and environmental rehabilitation and beautification within the Grand Anse district.

Based on these objectives, the overall action plans of the Pilot Operation are :

- ⟨ Legally protect the site at Grand Anse Mahe, by designating it under the National Parks & Nature Conservancy Act (and Regulations) as Seychelles first Area of Outstanding Natural Beauty³.
- ⟨ Assess the requirements (Institutional arrangements) for site management. (executive & administrative).
- ⟨ Assist the development of local NGO capacity.
- ⟨ Provide a Management Plan, including site zoning, definition of use and restrictions.
- ⟨ Specific recommendations and actions to mitigate problems of environmental degradation (problems & solutions).
- ⟨ Involve the local population in Park management, through education and by demonstrating how the project benefits the local community, thereby promoting a caretaking role rather than exploitative.
- ⟨ Implement a strategy which aims to make the Park financially sustainable.
- ⟨ Provide sufficient infrastructure to attract paying visitors.
- ⟨ Restore degraded areas and create natural habitat conditions, particularly for wetland species.
- ⟨ Develop methodologies which can be applied to other contexts, both nationally and regionally (ie; lessons learned applied elsewhere).

Infrastructure

Infrastructure planning was based on three primary requirements.

- 1) Reduction of environmental degradation (eg; dune infrastructure)
- 2) Create infrastructure to attract fee paying visitors which will support management and improvement of environmental values.
- 3) Promote environmental awareness and education of these ecosystems through trails, signs and an information kiosk..

Under the original project proposal which was validated regionally, nationally and by the local population; the infrastructure which forms the visitor access trails was envisioned to be an educative walk connecting 3 ecosystems.

Budget reductions (effective November 1997) will mean that the middle section (mangrove boardwalk and bridge to beach) of the visitor trail will not proceed until an alternative funding source can be secured. As of December 1997, the dune infrastructure and forest walk & kiosk infrastructure are set to go ahead pending approval by the EU.

³ One of the four recognised official protected area classifications.

To promote stakeholder participation, implement and assist a process of NGO and local community involvement in the site identified (Grand Anse, Mahe) and to develop cooperative arrangements between Government and community groups. The process established requires replicability and needs to be sustainable over the long term.

The third level of objectives have been defined as a common agreement in consultation with the National partners and the Grand Anse Community, they evolved from discussions within the Community Consultation phase of the project, they are:

1. To preserve the quality of the Grand Anse environment by ensuring that resources are managed sustainably, that the area is kept clean and free of pollution, that human activities or impacts do not further degrade the local environment.
2. The Grand Anse population ask that benefits of eco-tourism activities be returned for local use, creating employment, economic activities and environmental rehabilitation and beautification within the Grand Anse district.

Based on these objectives, the overall action plans of the Pilot Operation are :

- ⟨ Legally protect the site at Grand Anse Mahe, by designating it under the National Parks & Nature Conservancy Act (and Regulations) as Seychelles first Area of Outstanding Natural Beauty³.
- ⟨ Assess the requirements (Institutional arrangements) for site management. (executive & administrative).
- ⟨ Assist the development of local NGO capacity.
- ⟨ Provide a Management Plan, including site zoning, definition of use and restrictions.
- ⟨ Specific recommendations and actions to mitigate problems of environmental degradation (problems & solutions).
- ⟨ Involve the local population in Park management, through education and by demonstrating how the project benefits the local community, thereby promoting a caretaking role rather than exploitative.
- ⟨ Implement a strategy which aims to make the Park financially sustainable.
- ⟨ Provide sufficient infrastructure to attract paying visitors.
- ⟨ Restore degraded areas and create natural habitat conditions, particularly for wetland species.
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³ One of the four recognised official protected area classifications.

The process so far....

1. Selection of the pilot operation site –

The Seychelles pilot operation was initiated late 1994, following a request for assistance from the Grand Anse Mahe, District Administration. The DA was concerned about increasing erosion of the coastal dune along the beach at Grand Anse. Recommendations followed from a team of MoE staff and overseas volunteers⁴ who had completed the Sensitive Zone Atlas for Seychelles(1994). The Atlas identified numerous sites requiring some form of protection because of unique environmental attributes.

2. Feasibility study and negotiations with National partners....establishing objectives.

Discussions for the pilot operation were officially initiated October 1995 between the CN Seychelles and Regional partners (EU, DR), and the Seychelles National partners, which resulted in a site visit early 1996 and project development criteria by April 1996. Consultations with national (Seychelles) partners including the District Administration, DoE (now MoE), other Ministries and local stakeholders continued from May to June 1996. The pilot operation was officially validated at the national level by the *National Inter-ministerial Resources Committee* in July 1996, followed by the *Cabinet of Ministers* approval in September 1996.

3. Establishing TOR (June 1997)-

Terms of Reference to be followed by local consultants contracted to carry out the community consultation and prepare a management plan, were finalised following the GREEN⁵ visit in June 1997.

4. Community consultation and workshop. (Aug-Oct, 1997)-

In August 1997, Seychellois consultants were contracted to carry out the initial phase of the pilot operation, which was a detailed community consultation process, followed by a public workshop. The results were presented in a report 'Grand Anse Mahe ICZM Pilot Project- Draft Interim Report- Public Consultation Phase, Sept. 1997.

5. Steering Committee (GAEIC established)

An important outcome of the community consultation workshop was the election of community representatives on a Grand Anse Environmental Interim Committee (GAEIC) and approval of a terms of reference (TOR) plus an Environmental Charter for Grand Anse.

6. Management Plan & workshop (Oct-Dec, 1997)

A draft management plan was prepared under specific terms of reference (TOR), during October-November 1997. The document included proposals for institutional/management requirements, infrastructure developments, financial analysis and various Park operating proposals. The document formed the basis of a workshop held in December 1997, with the objective of presenting to the stakeholders and National partners, various proposals within the management plan and to discuss the options to reach the long term objectives.

7. Draft Management Plan ⁶produced – Dec.1997

A finalised version incorporating the decisions from the December workshop was produced and is available through the COI/CN at MoE.

⁴ M.Duncombe, A.Carlstrom plus two Forestry/horticulture experts.

⁵ Technical experts provided by COI Regional Program

⁶ Document produced by Seychellois consultant Ian Stirling and GREEN-OI consultant Philippe Guizol.

Analysis of the process: description, constraints & difficulties encountered

This analysis will focus on the experiences during and following the Community Consultation Phase which will lead to a summary and proposals for future actions of this kind.

Community Consultation analysis

The results of the community consultation process were presented in a report⁷ The primary objectives of this process were:

- ⟨ To identify the different stakeholders and their relationship to the site.
- ⟨ Determine the long term view and expectations of the population for the site management.
- ⟨ Pilot project perception by local population (project acceptance).
- ⟨ Identify potential problems, conflicts ,sources and solutions.
- ⟨ Readjustment of the project proposal in relation to the long term objectives expressed.
- ⟨ Establish a local steering committee to represent local interests and ensure benefits remain at a local level. Plus a Charter that defines the role of that committee.

The Community consultation process can be divided into the following:

- ⟨ Strategy planning
- ⟨ Demographic analysis & determination of key stakeholders
- ⟨ Survey questionnaire design
- ⟨ Survey strategy
- ⟨ Survey process
- ⟨ Results analysis and interpretation
- ⟨ Workshop planning
- ⟨ Workshop promotion and organisation
- ⟨ Design of Workshop format – objectives, procedures & mechanisms
- ⟨ Analysis of workshop results & outcomes
- ⟨ Report

Survey Discussion

To obtain the viewpoint and define concerns of local people, a survey in the form of an interview was designed and implemented over a 3 week period during August 1997, the process was intended to be as informal as possible to encourage discussion and ideas. Some of the difficulties as noted in the Community Consultation report were:

1. Delay of 3 weeks due to delay in project funding approval, resulted in shorter time frame to carry out population survey. The delay also resulted in the planning and strategy of the survey was rushed and that the approach was not well considered.
2. Lack of guidance and advice, National experience in survey techniques, assessing public opinion and developing public participation is undeveloped in Seychelles. ICZM has a wealth of experience to draw upon, various models and advice on approaches were not provided when designing the survey strategy.

The

GREEN-OI technical expert was unfortunately not available until after the survey.

3. Questionnaire survey design and implementation had no models or experienced assessment, and was ambiguous and leading in its approach.
4. Inadequate sensitisation- most residents were not expecting interviews and had no prior knowledge of the project proposal. Historically, freedom of expression has not been part of Seychelles' culture, most people were reserved when responding to questions from strangers, particularly if they are perceived as representing "official interests". Most people will reflect back what they expect you want to hear.
5. The interview process was slow (30-45 minutes per household)
6. Interviews were most effective on weekends, people were more relaxed and more likely to discuss issues.
7. Representativeness of the population needed to be considered and depended on interview times. In Seychelles most families have both parents at work, often only elderly (retired) people were home.
8. Lack of community cohesion and structure, Grand Anse is spread out with no village centre and very few 'meeting places' or events which would assist the development of community cohesion. This is related to the town planning of Grand Anse which has been adhoc in spite of the P.A.T., the master planning document for Grand Anse which has been virtually ignored in the development of Grand Anse.⁸
9. No existing community groups or NGO's, which could assist the process by taking an intermediary role, provide local knowledge of key local contacts, introductions and promoting informal discussions.

Community Workshop discussion

As part of the terms of reference, the workshop objectives were:

⁷ Grande Anse Mahe ICZM Pilot Project, Draft Interim Report- Public Consultation Phase (Sept.1997)

⁸ Plan d'Aménagement du Territoire (P.A.T.1990)-Grand Anse, Mahe.

- ⟨ To invite public participation in the process of creating a community Park and to seek local acceptance of the pilot project.
- ⟨ To determine and qualify the long term vision.
- ⟨ To review and amplify the results collected during the residents survey.
- ⟨ To further explore existing and potential problems and conflicts of use.
- ⟨ To elect an environmental steering committee which will represent residents interests.
- ⟨ Develop a charter which defines the roles of the Committee.

The objectives were attained, however the community turn-out was very low. Over 130 households were given a personal invitation during the survey. Media and advertising included, newspaper, TV, radio, posters, invitations through the school, banners and invitations through the church, all options covered, plus free BBQ and childcare was provided. From all this, an estimated 40 residents participated in the workshop. The question is, why so low a turnout? Possible reasons suggested:

Workshop timing-

Held on a Saturday at the end of the month, shopping day after pay day.

Political party annual meeting- SPPF Womens Association

Annual Regatta opening

Motivation –

Level of interest in the Project, indicated from the Survey was quite high, however interest and activation are often very different.

Locals indicated that community events rarely attract a good turnout.

The positive effects of sensitization were observed in the workshop process, in that people had been given time to reflect on the various issues and consequently had a better formed opinion compared to the results indicated from the survey, or possibly they represented an already better informed and interested cross-section of the community.

A methodology and strategy to build a sense of pride and community spirit is essential for a long term successful outcome, perhaps the implementation of projects such as this may be the bond that the Grand Anse community needs.

Grand Anse Environment Interim Committee (GAEIC) description and discussion

The committee elected at the community consultation workshop, known as the Grand Anse Environment Interim Committee (GAEIC), agreed on a terms of reference plus an Environmental Charter for Grand Anse. The full text of both is included as an Annex

A brief summary of the TOR for the GAEIC is included here:

Mandate

The Grand Anse Environmental Interim Committee (GAEIC) is an arbitration and negotiation body dealing with environmental issues of the Grand Anse proposed Park and the surroundings of the Park which have an impact on it.

The GAEIC aim is to:

- (i)co-ordinate the activities located within and around the Grand Anse Park in a way to secure, in the long term, the co-viability of local natural resources and socio-economic activities.
- (ii)to approve proposed actions for the implementation of the Grand Anse Park and ensure that these actions are in accordance with the long term objectives of the district population.
- (iii)Assist the PRE-COI:UE National Coordination in Seychelles in preparing and validating a management plan for the Park
- (iv)Set up, before the official opening of the Park to the public, an administrative board for the Park which will take over from the GAEIC.

The GAEIC held meetings every two weeks after its formation to consolidate direction, discuss ideas and monitor progress. The turnout and interest has been very good from most Committee members, although some representatives (hotel and small business) appear to have lost interest.

In terms of the ability to fulfill the above mandate and aims, GAEIC committee members have a diverse range of skills, yet the time they have to offer is likely to prevent a more active involvement other than as an overseeing or validation body on behalf of the Stakeholders and local community.

One of the issues that needs to be addressed is communication of PO progress and feedback between the GAEIC and the local community. Lack of a strong community structure creates difficulties of communication and a lack of two way communication may tend to diminish enthusiasm and interest.

Management Plan and Stakeholder Workshop description and discussion

A draft management plan was prepared under specific terms of reference (TOR), during October-November 1997 by a Seychellois consultant Mr Ian Stirling, with advice and direction from Mr Nicholas Vernier, Mr Nirmal Jivan Shah and numerous other individuals. The document produced was partially a feasibility study, as it included various proposals for institutional/management requirements, infrastructure developments and various Park operational proposals. The document formed the basis of a workshop held in December 1997, with the objective of presenting to the stakeholders and National partners, various proposals within the management plan and to discuss the options to reach the long term objectives.

The outcomes were:

- ⟨ A decision to establish an Association which would be independent from Government (NGO).
- ⟨ Encourage Government participation (not control).
- ⟨ Seek revenue in the form of a grant for the transition period when the Park is being established and costs will exceed income.
- ⟨ Discuss specific Park operational decisions (as raised in management plan) with the Association when it is established, or in the interim, with GAEIC. It is anticipated that GAEIC will evolve into the executive committee or board of the Association.
- ⟨ Negotiate usufruct and the right to manage the site between the Association and Government.

A large portion of the preliminary management plan was devoted to elucidating the various options available for Park management. Potential roles, strengths and weaknesses of different management arrangements were examined. Obviously the simplest option would be to hand it over to MOE to manage, however this would completely negate the essential objective of the pilot operation which is to enhance local community participation, self determination and build NGO involvement in ICZM.

One of the biggest hurdles to be overcome in the PO, will be to formalise the roles and commitments of the principal players (COI-PRE, COI-CN, MOE, MLGYS, GAEIC), which are still not finalised..

Because the Project is not yet functioning it may be helpful to look at the broader picture and influences which are stalling the process and if not addressed will stop the PO from being implemented.

Perhaps by recognising these influences, constructive ideas and dialogue can be implemented to overcome any doubts or misunderstandings regarding the objectives of the PO.

COI-CN

As project initiators the COI-CN have carried most of the responsibilities and work so far. The withdrawal of the Technical Advisor in a few months time may cause problems of continuity and Project implementation.

The pilot operation urgently requires an Executive Officer/Ranger (EOR) employed to carry out the numerous tasks of implementing the PO as per the Management Plan recommendations. Approval to fund this position from the COI is not yet finalised but needs to occur as soon as possible so that the impetus established continues.

It should be mentioned that the change in funding commitments from the PRE-COI/UE after the PO had been 'sold' to the Seychelles national partners, resulted in a reduction of the PO credibility and created doubt on future economic sustainability.

MoE

MoE have not yet formally committed resources to the PO, the reasons for this need to be addressed and a formal proposal defining roles and commitments needs to be drawn up and agreements finalised.

Some comments on why MoE support is lacking:

- Perception of inadequate consultation from COI.
- That the site chosen is not ideal (no alternatives raised by MoE)
- Lack of understanding of ICZM methodology (boosting local interest and involvement)
- That the PO will erode the already over-stretched resources of the Conservation Division
- That the PO is not a conservation imperative but rather a community action and should fall under the auspices of another Ministry.

MoE still have a preferred option of establishing a statutory body under the direction of MoE to manage the Project area. The anticipated Association (NGO) option may result in a lack of motivation from MoE to maintain involvement in the process.

MLGYS

Have indicated the likelihood that the DA's will be given increased responsibility for management of local resources and a greater say in the use of funds generated from the exploitation of those resources; This is part of a long term anticipated de-centralization of Government responsibilities.

Currently, legislation before Cabinet has approved creation of District Community Councils whereby different Ministries will be represented and communication facilitated at a local level on a range of issues. These District

Community Councils will include representatives from police, health, education, environment etc, plus several

nominated citizens. The ramifications of this in terms of ICZM will be discussed ahead.

MLGYS are currently recruiting a replacement Environment Liaison Officer for the Ministry. The role of this individual could be expanded to include closer linkages with MoE and other Ministries.

GAEC

As previously discussed, it is envisioned that GAEIC will become the executive committee of a registered Association (legal NGO). Under this scenario it has been proposed that GAEIC would expand and formalise the composition of the Committee to include representatives of Government such as Tourism and Environment (MLGYS already represented through DA).

It may be helpful to examine the potential constraints or problems facing the Executive Committee of the proposed Association.

- ⟨ The Committee is composed of busy individuals who cannot be expected to take on implementation or active roles, other than supervisory and consultive.
- ⟨ There is some doubt that the Committee of the proposed Association has the skills and resources (currently) to carry out the Grand Anse Environment Charter mandate fully, eg; arbitration and negotiation.
- ⟨ The assistance of Ministries such as MoE and MLGYS are required to carry out management tasks. There still remains questions of whether the Association has power to compel these Ministries to comply with those agreements (still to be negotiated and agreed upon).
- ⟨ What specific resources or support structures will the Association require to maintain vitality
- ⟨ Creating a fall back scenario if the Association (NGO) is not maintained over the long term. There is a danger that if the process becomes too stagnant, that enthusiasm and motivation will dwindle. The vitality and success of any organisation is only as strong as the enthusiasm of the people that make up that organisation. Issues of motivation, what benefits (altruism or reward) does the Committee anticipate.
- ⟨ How will the Association's role integrate, complement or compete with the planned District Community Council.
- ⟨ How will the Association create an effective communication link and feedback mechanism to interested members of the Grand Anse community.
- ⟨ How will the Association promote community involvement and generate community interest

The provision of a full time Executive Officer/Ranger to manage and direct the process under supervision of the Association's Executive Committee is considered the most important immediate action and that this individual be given training, skills and sufficient resources to carry out the mandate of the Association.

Analysis of the process: Lessons learned

From the previous discussions it can be seen that many mistakes have been made implementing the process so far. This is part of learning and a direct reflection of National inexperience. We need to take these lessons, admit mistakes and build on the experience, cooperatively and honestly. We need to attract young enthusiastic Seychellois, provide training in various techniques of ICZM and create continuity of the process, we must remember that ICZM stresses the long term view. The learning process can be long, advice and experience is often shared reluctantly, so mistakes and misdirection is often the result. As Shah (1995) has stated “we need expat experts on tap not on top”.

We need to refine the survey approach and mechanisms of assessing community attitudes and concerns. Improvements in survey design, techniques and analysis plus the inclusion of local people in the survey implementation is critical. A better guided approach using local people who understand community dynamics and familiar with other residents, will create a more open dialogue and accurate assessment.

We need to build community interest over time through short community meetings leading towards a workshop. The truly interested people must be included from the beginning, they will come forward and represent the most important local human resource.

Much of the Grand Anse process has been fait accompli, too much leading of the process, not enough local human resource building and public participation merely a validation exercise.

We need to let the initiatives and ideas filter upwards, there is too much imposing of ideas and values in the approach so far.

The management plan process should also have greater input from local people, facilitated by trained Seychellois, otherwise there is no local ownership of the process and the product.

Summary and Proposals for future ICZM actions

The elements required to implement ICZM in Seychelles have been extensively dealt with by Shah⁹ and various other workers over a number of years. The recommendations and Resolutions made at the Seychelles National ICZM Seminar in February 1995 have not been sufficiently addressed and a sectoral based philosophy still prevails within Government.

It should be remembered that the ICZM process requires a transversal or multi-sectoral approach and merges many elements including social, planning, environment and industry to attain objectives; it also requires the full involvement and active participation of shareholders including local NGO's (assisting the creation of local NGO's), local communities and the private sector;

What hasn't been addressed thus far, is the requirements at the local level to make the ICZM process successful over the long term. These requirements reflect the ability of local people to achieve self determination and have control over local resource partitioning, planning and decision making. However, it is not enough to simply give people the right to have input to the decision process, we have to empower them and create an environment of self confidence. We have to provide the resources to allow community groups to establish, grow and survive over the long term. Through this mechanism the support and nurturing of community spirit, sharing and caring, can become a reality and the spill over effects are to create a better National society for Seychelles.

It is essentially too early to accurately assess the effectiveness of the ICZM Pilot Operation at Grand Anse.

This document is presented more as a reminder that we are still a long way from achieving a successful outcome. That we need to maintain a positive approach and enthusiasm to what is being attempted at Grand Anse and to support the initiatives proposed.

There is a tendency for criticism and negative projection, whether justified or not, it is important to at least allow the process to unfold to completion. Only then should we judge the process.

⁹ N. Jivan Shah (1995) Coastal Zone Management in the Seychelles

in Proceedings of the National Workshop on Integrated Coastal Zone Management in the Seychelles pp14-125

Policies

That the National ICZM coordinator undergo appropriate training to fulfill specific criteria including the training and facilitation of community based environmental NGO's.

That Government facilitate local community involvement in ICZM by providing incentives in the form of education, training and funding to build environmental support at the local level.

That Government consider funding for a LUNGOS based Environment Centre, that could operate as resource centre, environment shop/ café.

Actions

That District workshops be organised to:

- ⟨ identify environmental issues and local resident concerns
- ⟨ identify available and required resources to address local concerns and environmental problems.
- ⟨ identify and prioritise areas that require management or intervention (environment 'hot spots')

That an environmental action plan for each District be commissioned. District Environment Action Plan-DEAP) or possibly called Local Environment Action Plan (LEAP) "every year is a LEAP year"

That funding, training and education be provided to carry out the DEAP

That this training be directed towards youth. "Youth LEAP"

Possibilities to be considered

That the newly formed District Community Councils be given the executive functions to oversee and manage environmental matters at the District level. That they coordinate the implementation of a DEAP.

That a District Ranger (perhaps responsible for several Districts) be employed and given sufficient resources to liaise between the local population, any NGO's, DCC and MoE. The District Ranger concept creates a local resource contact person who can respond at a more personalized level to various local issues of concern or problems. This person would be familiar and know many people by name and could assist and promote local community environmental activities.

That NGO's be promoted at the District level, not to function as a management agency but rather as a support group for promotion of environmental awareness, education and appreciation. The concept of a 'Friends of....', that this organisation be given funding and resources to operate.

Acronyms

ICZM	Integrated Coastal Zone Management
NGO	Non-Government Organisation
PO	Pilot Operation
COI	Commission Ocean Indian
PRE	Projet Regional Environnement
CN	Coordination Nationale
DA	District Administration
MoE	Ministry of Environment
EU	European Union
DR	Direction Regional
TOR	Terms of Reference
GAEIC	Grand Anse Environment Interim Committee
MLGYS	Ministry of Local Government and Youth Services
EOR	Executive Officer/Ranger
LUNGOS	Liaison Unit for Non-Governmental Organisations
DCC	District Community Councils

ANNEXE 2 :
Proposition de Plan de Gestion
élaborée par Ian Stirling / Philippe Guizol

.....

APPUI AUX PROGRAMMES ENVIRONNEMENTAUX
DANS LES PAYS MEMBRES DE LA COMMISSION DE L'OCEAN INDIEN (COI)

**PROGRAMME REGIONAL ENVIRONNEMENT
COI/UE
COORDINATION NATIONALE SEYCHELLES**

**GRAND ANSE MAHE ICZM PILOT PROJECT
DRAFT MANAGEMENT PLAN
Main Document**

DECEMBER 1997

GRAND ANSE PARK DRAFT MANAGEMENT PLAN

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List of Acronyms Used

COI	Commission de L'Océan Indien
CN	Coordination National
D.G	Director General
D.A	District Administration / District Administrator

E.A.P.C	Environmental Assessment and Pollution Control
E.I.A	Environmental Impact Assessment
EOC	Executive Officer Ranger
G.I.S	Geographic Information Systems
G.A.E.I.C	Grande Anse Environment Interim Committee
GAEC	Grande Anse Environment Committee
GREEN-OI	Groupement de Renforcement des Efforts Environnementaux – Océan –Indien
I.C.Z.M	Integrated Coastal Zone Management
M.N.A	Member of National Assembly
M.A.M.R	Ministry of Agriculture and Marine Resources
M.C.D	Ministry of Community Development
M.O.E	Ministry of Environment
M.F.C	Ministry of Finance and Communications
M.L.G.Y.S	Ministry of Local Government, Youth and Sport
M.T.T	Ministry of Tourism and Transport
P.A.T	Plan d'Aménagement du Territoire 1990
PRE-COI-FED	Programme Régional Environnement - Commission Océan Indien – Fond Européenne du Développement
PRE-COI-UE	Programme Régional Environnement-Commission Océan Indien – Union Européenne
SWAC	Solid Waste and Cleaning Agency
S.I.A.D	Système d'Information et d'Aide à la Décision
T.O.R.	Terms of Reference

Acknowledgements

Local expertise

Many local people have provided information based on observation and knowledge of local social conditions, they represent a valuable local resource.

Particular thanks should be given to the members of the GAEIC: Selby Dora, Ramona Hoareau, Didier Jaqueline, Sultane Jaqueline, Danny Laurence, Antoine Madeleine, Beryl Payet, Gemma Roberts, Roberto Victor, Renee Troian and special thanks to Paul Labaleine.

National expertise

Numerous individuals employed through MoE and the PRE/COI have provided expertise and advice to the pilot operation, a few should be mentioned here.

Nicholas Vernier, Stéphane Orts, Justin Prosper, Jean Michel Barbier, Natacha Adolphe, Harry Ally, Ian Stirling, Marc Duncombe, Annette Carlstrom, Frauke Dogley, Jacques Barreau, Nirmal Jivan Shah, Frank Ally, Mercy Matheri, Marvel Elizabeth, George Troian, Emmanuel Faure, Laurence Mathieu.

Regional expertise

GREEN-OI team, Philippe Guizol, Hugues Rajaonson, Emmanuel Fauroux and from Reunion University Didier Benjamin.

Introduction

The pilot operation is a test (on a small scale) of Integrated Coastal Zone Management (ICZM) principles and how and if they can be successfully applied within the Seychelles context.

Similar pilot operations have been implemented in the other four COI member countries¹ and a short term review document² of these pilot operations is now

¹ Comores, Madagascar, Maurice, Réunion, Seychelles

² Démarrage des opérations pilotes principales gestion intégrée des zones côtières dans les pays membres de la COI. Projet Environnement COI/UE; GREEN/Océan Indien, Août 1997

available.

A common element between the various pilot operations, is an overall Institutional structure , based on a local community involvement, various stakeholders, linking with Government support.

Obviously each pilot will face different problems, demands and methods of resolution, depending on the local and national context. This is were lessons can be learned and experience shared at the National and Regional levels.

The establishment of a locally based association with strong government links to manage the project over the long term is an important outcome, and the first institutional arrangement of this type in Seychelles. Whether the pilot operation can attain the objective of financial sustainability is impossible to determine at this stage of the process as there exists too many unknowns. Until the Park is operational and market forces can be accurately determined, financial cost/benefit analysis can only be given hypothetical values. This period is referred to as the ‘transition phase’ and it is likely that financial assistance will be required. These issues are discussed and suggestions given.

It should be kept in mind that this project is about testing a process, securing threatened ecosystems and dealing with common environmental threats in a co-operative approach at the community level. It is only by involving the community and creating a sense of ‘ownership’ that a true caretaker role for the ‘environment,’ not as a remote concept, but as a part of their neighbourhood, can be created.

Location and short description

The pilot project area is 68 hectares, most of which is lower mountain forest containing forestry plantation and numerous invasive plant species. The core area of the upland section follows the Dauban River which contains beautiful riverain boulder forest, with endemic palms and the largest stand of the vulnerable endemic Pandanus horneii or Vakwa Parasol on Mahe. The coastal plain or’plateau’ of the designated area, forms the catchment of three river systems, the Dauban, Grand Anse and Seche rivers which converge in a large (16 hectares) area of mangrove and saltwater marshland, which is connected to the sea at a spectacular estuary. The beach and coastal barrier dune is 1.5 km long and is untouched by development. The area is under threat from various activities (refer Annex 6) and requires urgent management to reduce these threats and protect this unique coastal environment resource for the long term appreciation and benefit of the Seychellois people, particularly the residents of Grand Anse, Mahe.

I Decision process, objectives and institutional arrangements

A Decision process of the pilot operation

The aim of the Indian Ocean Commission (COI) Regional Environment Project (PRE) is to contribute to the promotion of a regional policy for sustainable management of natural resources. This aim is being achieved through national environmental programs in five member countries³.

The programs are focused on the general objectives of *protection and management of the coastal zone using a process of Integrated Coastal Zone Management (ICZM)*.

The project is five years long and divided into two phases:

Phase one (1995-1997): Environmental audit and identification of issues, threats, degradation factors and the mitigation options.

Phase two (1997-2000)

(2.1) Regional Integrated Coastal Zone Management Plan.

This plan proposes regional policies, strategies, institutional arrangements and action plans for ICZM in the COI region.

(2.2) The Regional ICZM plan is implemented in four priority areas through set up of national and regional networks.

The four priority areas are:

- coral reef management
- ecotoxicology
- coastal erosion control
- coastal pollution control

(2.3) Pilot Operation.

These pilot operations are used to test the ICZM process in a practical manner. Methods and lessons learned can then be transferred to other similar contexts, both national within Seychelles and regionally.

1 Selection of the pilot operation site

The Seychelles pilot operation was initiated late 1994, following a request for assistance from the Grand Anse Mahe, District Administration. The DA was concerned about increasing erosion of the coastal dune along the beach at Grand Anse. Recommendations followed from a team of MoE staff and overseas volunteers⁴ who had completed the Sensitive Zone Atlas for Seychelles(1994).

The Atlas identified numerous sites requiring some form of protection because of unique environmental attributes.

Grand Anse Mahe was given priority recommendation (over other sites) for the following reasons:

- Biodiversity represented by three intact and interconnected (catchment)

³ Seychelles, Mauritius, Comores, Madagascar & Reunion

⁴ M.Duncombe, A.Carlstrom plus two Forestry/horticulture experts.

ecosystems (refer: Location & Features)

- Endemic and/or threatened flora. Particularly Pandanus horneii (Vakwa Parasol)
- Potential for further habitat loss from expanding adjacent land use activities, ie; urbanisation, agriculture and tourism.
- Management/control from further erosion of coastal barrier dune.
- Reduction of impacts from neighbouring land use (refer Annex 6).

Discussions for the pilot operation were officially initiated October 1995 between the CN Seychelles and Regional partners (EU, DR), and the Seychelles National partners, which resulted in a site visit early 1996 and project development criteria by April 1996. Consultations with national (Seychelles) partners including the District Administration, DoE (now MoE), other Ministries and local stakeholders continued from May to June 1996.

The pilot operation was officially validated at the national level by the *National Inter-ministerial Resources Committee* in July 1996, followed by the *Cabinet of Ministers* approval in September 1996. Terms of Reference were finalised following the GREEN⁵ visit in June 1997. These are included as Annex 1. Following from the TOR and fundamental to the principles of ICZM a process of Community Consultation was initiated in August 1997.

2 Community consultation phase

In August 1997, the local ‘experts’ (consultants) were contracted to carry out the initial phase of the pilot operation, which was a detailed community consultation process, followed by a public workshop. The primary objectives of this process were:

- To identify the long term objectives of different stakeholders⁶ and their relationship to the site.
- Determine the long term view and expectations of the population.
- Pilot project perception by local population (project acceptance).
- Identify potential problems, conflicts ,sources and solutions.
- Redefinition or readjustment of the project proposal in relation to the long term objectives expressed.
- Establish a local steering committee to represent local interests and ensure benefits remain at a local level. Plus a Charter that defines the role of that committee.

The results of the community consultation process were presented in a report⁷ The Conclusion (summary) of this report is included as Annex 9 for an overview of outcomes. The Interim Report is available through COI and the MoE Document Centre.

During the community consultation phase the various ‘actors’ or stakeholders were identified and invited to participate in the process. Refer Annex 7 for the list of these

⁵ Technical experts provided by COI Regional Program

⁷ Grande Anse Mahe ICZM Pilot Project, Draft Interim Report- Public Consultation Phase (Sept.1997)

stakeholders.

The Grand Anse community response to the project principles was extremely positive and most indicated a desire to participate or remain informed as to the outcomes. There was an indicated willingness to reach agreements on reducing environmental pressures within the project area and most importantly a Steering Committee with elected local representatives, was formed. Locals preferred to hand the responsibilities to others and supported the idea of elected representatives from Grand Anse population on a steering committee that would represent their interests. One of the most important outcomes of the community consultation was the election of these local representatives to the steering committee.

This Committee (Grand Anse Environment Interim Committee- GAEIC) is the primary mechanism selected to represent stakeholder interests and facilitate discussion on resolving any identified or potential problems connected to site (and neighbouring) use.

3 Grand Anse Environment Interim Committee GAEIC

The committee elected at the community consultation workshop, known as the Grand Anse Environment Interim Committee (GAEIC), agreed on a terms of reference plus a Charter. The full text of both is included as Annex 8. A brief summary of the TOR for the GAEIC is included here:

Mandate The Grand Anse Environmental Interim Committee (GAEIC) is an arbitration and negotiation body dealing with environmental issues of the GA proposed Park and the surroundings of the Park which have an impact on it. The GAEIC aim is to co-ordinate the activities located within and around the GA Park in a way to secure, in the long term, the co-viability of local natural resources and socio-economic activities. GAEIC role is to approve proposed actions for the implementation of the GA Park and ensure that these actions are in accordance with the long term objectives of the district population.

It was decided that the GAEIC required representation from other stakeholder interests (other than local residents), so the following stakeholders were invited to participate.

The Composition of GAEIC

- 1 GA school representative
 - 1 small scale industries and business representative
 - 1 hotel representative
 - 1 pig farm representative
 - 1 district administration representative
 - 1 representative of the PRE-COI/UE National Co-ordination in Seychelles
 - 7 local residents representatives.
- Refer Annex 5 for list of these individuals.

The GAEIC held meetings every two weeks after its formation to consolidate direction, discuss ideas and monitor progress. An expanded and more formalised role

for GAEC (when no longer ‘interim’) as an executive co-ordinating body for the Grand Anse Park and surrounding environment, became an objective.

B Objectives of the pilot operation and anticipated outcomes

The objectives can be considered at two levels, the first relates to the overall objectives of Integrated Coastal Zone Management which can be defined as:

ICZM seeks to preserve and protect the productivity and biological diversity of threatened coastal ecosystems, through prevention of habitat destruction, pollution and over exploitation. The process assesses priorities, trade-offs, problems & solutions. It is dynamic and continuous, requiring the input of all stakeholders and relying heavily on local community support.

The second level of objectives have been defined as a common agreement in consultation with the National partners and the Grand Anse Community, they evolved from discussions and the Community Consultation phase of the project, they are:

1. To preserve the quality of the Grand Anse environment by ensuring that resources are managed sustainably, that the area is kept clean and free of pollution, that human activities or impacts do not further degrade the local environment.
2. The Grand Anse population ask that benefits of eco-tourism activities be returned for local use, creating employment, economic activities and environmental rehabilitation and beautification within the Grand Anse district.

Based on these objectives, the overall actions plans are :

- Legally protect the site at Grand Anse Mahe, by designating it under the National Parks & Nature Conservancy Act (and Regulations) as Seychelles first Area of Outstanding Natural Beauty⁸.
- Provide Institutional mechanisms for site management. (executive & administrative).
- Provide a Management Plan, including site zoning, definition of usage and restrictions.
- Specific recommendations and actions to mitigate problems of environmental degradation (problems & solutions).
- Involve the local population in Park management, through education and by demonstrating how the project benefits the local community, thereby promoting a caretaking role rather than exploitative.
- Implement a strategy which aims to make the Park financially sustainable.
- Provide sufficient infrastructure to attract paying visitors.
- Restore degraded areas and create natural habitat conditions, particularly for wetland species.
- Develop methodologies which can be applied to other contexts, both nationally and regionally (ie; lessons learned applied elsewhere).

⁸ One of the four recognised official protected area classifications.

C Management plan preparation

A draft management plan was prepared under specific terms of reference (TOR) refer Annex 1, during October-November 1997 by a Seychellois consultant Mr Ian Stirling, with advice and direction from Mr Nicholas Vernier, Mr Nirmal Jivan Shah and numerous other individuals listed in the acknowledgement. The document produced was partially a feasibility study, as it included various proposals for institutional/management requirements, infrastructure developments and various Park operational proposals. The document formed the basis of a workshop held in December 1997, with the objective of presenting to the stakeholders and National partners, various proposals within the management plan and to discuss the options to reach the long term objectives (refer Annex 10 for Workshop Report). The most important outcome of this process, was an agreement on the Institutional arrangements for attaining the objectives. These agreements and ways to implement them, will be discussed ahead under Institutional Arrangements.

The draft management plan plus the outcomes of the December workshop form the basis of this working document.

D. December workshop summary (refer Annex 10 for full Report)

The various key stakeholders plus the GAEIC were invited to participate in a workshop held December 1997. The objectives of the workshop were 'to present to the stakeholders, the proposed management plan and to discuss the options to reach the long term objectives of the pilot operation'. Options describing the institutional arrangements required to form an executive body responsible for overseeing Park management, was presented. Various other management issues and operational options were presented for discussion and the concept of a 'transitional period' during which infrastructure, promotions and other operational mechanisms would not be finalised. During this period, revenue will be insufficient to cover costs, ways to address this short term deficit were discussed. The outcomes were:

- A decision to establish an Association
- Encourage Government participation
- Seek revenue in the form of a grant for the transition period
- Discuss specific operational decisions with the Association when it is established or in the interim, with GAEIC.

E Choices on institutional arrangements

Although institutional arrangements of the pilot projects in each COI member country differ (different social and political systems) the common link is the creation of a local Committee made up of stakeholders or their representatives. It is this Committee which has been given executive powers for the project management. The Staff, technical support and administrative (secretariat) for each pilot project is structured according to the resources, decisions and agreements reached between the National partners.

The situation in Seychelles is very similar in this respect and the Stakeholders (as represented by the GAEC) have been given a mandate to manage for the long term the environment of Grand Anse.

The strategy and mechanisms to accomplish this objective is as follows:

1 Forming an association

The GAEIC has been given approval by the National Partners during the December workshop, to formalise and expand its present structure and become a registered Association (name to be determined) with representatives from MoE and MLGYS (DA), MTT and MCD on the Committee. The actions required to attain this objective are detailed in Section II-A.

2 GAEC as the board of the association

GAEC will become the executive committee or board of the Association and will provide overall guidance and decision making, it is made up of stakeholders or their representatives and should meet regularly to deal with matters arising in terms of the pilot project (Grand Anse Park). The executive committee should have strong Government linkages in order to effectively carry out their mandate. At the December workshop, it was agreed that GAEC be expanded to include Government representatives from MoE, MLGYS, MTT and possibly MCD (refer Section II-A for discussion). The outcome of this action will be a strengthened management agency which has a firm footing in representing local interests with the strength of resources that Government can provide.

3. An executive officer /ranger for the association

An executive officer(EOR) will be recruited and employed on a full time basis to ensure actions and other matters relating to the pilot project are carried out. This person will report directly to GAEC and will be responsible for fulfilling the directives of GAEC.

During the ‘transition phase’ of the project development the EOR will be assisted by the Grand Anse DA for administrative services, such as fax, photocopy, report preparation and access to a computer.

The job will be partially administrative and will have a considerable organisational requirement, such as organising and over-seeing infrastructure development and the

various Actions described within this document. The job will also have the responsibilities and legal power of an MoE Ranger, so the individual will undertake training through MoE and be familiar with all the various environmental legislation. The individual will work closely with the community of Grand Anse and develop positive community relations.

Funding for the EOR salary could be covered by the CN-PRE/COI/UE counterpart budget for one year, during this period it will be necessary to secure funding to continue the position over the long term. Refer Section III-D, Project Financing.

4 Linkage with other institutions and activities

COI/PRE and the Coordination Nationale are the project initiators and part of the donor control. The COI/PRE will be operational in Seychelles for another two years and have a requirement to hand over project control to national organisations.

MoE Ministry of Environment. Under the NPNCA⁹, MoE is ultimately responsible for all protected areas in Seychelles, the NPNCA provides for “ensuring proper coordination, implementation and enforcement of National policies on environmental management”. Different MoE divisions will be responsible for various activities associated with this park (see annex 7).

Grand Anse District Administration(DA) and Ministry of Local Government & Youth Services (MLGYS)¹⁰.

The Grand Anse DA has always been supportive of the Project and without this support the Project would not have progressed beyond the idea stage. The DA has pledged continuing support and will be providing manpower and other resources to construct the dune barrier system and create a new car park area, closing off the old dune car park to allow re-vegetation. The DA also has a potential role for supervision of the protected area on behalf of the Association.

Grand Anse School and the Ministry of Education provide another important and vital link for the Project that is secure and long term. It would be appropriate after the Park is functional, to develop an information education module focused on the Park and the various ecosystem components.

Ministry of Agriculture and Marine Resources (MAMR) represents the largest bordering land use to the Park. Informal discussions so far, have indicated that there is a commitment to addressing the problems of pig wastes in Seychelles and that the Grand Anse pig farms and Livestock Genetic Centre could act as pilot studies towards this goal.

Ministry of Tourism and Transport (MTT) may assist the promotion and marketing of the Park as an eco-tourism asset for Seychelles.

Hotels, particularly the three hotels in the region have an important stakeholder role and have been included in discussions from the outset of the pilot project. The Hotels role is seen as promotional, to increase visitors and hence income generated by the

⁹ National Parks & Nature Conservancy Act

¹⁰ MLGYS is the Ministry responsible for the Grand Anse District Administration

Park. In return the Park will provide an informative experience for the Hotel client and extend the range of recreational activities offered by the Hotel.

Tour Operators

The Tour Operators represent the most important source of clients and potential revenue (refer III A Incomes).

Business Sector

The potential for sponsorship of Park activities is extremely important and represents an action which can be carried out directly by the GAEC through appeals for Funding of specific Park activities such as a School plant nursery, the Friends of Grand Anse Park, other education programs, a life guard station for Grand Anse Beach plus an extra information Kiosk, the old car-park beautification project etc. Sponsorship could be obtained in return for advertising the sponsor.

Barbaron Botanic Gardens is planned to commence during 1998, and is a very ambitious large scale project. It is important to tie the Grand Anse Park to the new Botanic Gardens in some way. It is important that GAEC is aware of this potential.

II Actions

Currently, there are three stages of the decision process concerning actions to be carried out.

(1) Actions already decided by the national partners and GAEC.

- designating the area referred to in this document as Grand Anse Park as an ‘Area of Outstanding Natural Beauty’ under the NPNCA
- dune infrastructure including barriers and access footbridges.
- closing dune access road to vehicles.
- relocating the beach car park.
- proceeding with the forest trail and kiosk.

(2) Actions decided during the December workshop.

- Creation of an Association with the GAEC as the board or executive committee of that Association. That the membership of MoE, MLGYS, MAMR and MTT be included within the Association(action pending legal review by Attorney General)
- Request for usufruct¹¹ of the site through MCD as the Government land Ministry.
- Request for grant through MoE & MLGYS to the Ministry of Finance or toETF.
- Request for funding to the ETF and other funding sources to fund the mangrove boardwalk.
- Request for tax exemption. to the Ministry of Finance

(3) Actions still to be decided by the GAEC, many of which require funding commitments or further information.

- Decisions on Transitional phase management (including entry fees)
- Decisions on zoning and regulations
- Selecting the exact route for the mangrove promenade

- How the kiosk and canoe hire should operate (leased or Park staff)

A Actions to form an association

Registration of an Association is accomplished under the Registration of Associations Act (1959). Whereby the association becomes a registered body corporate, able to acquire, hold and dispose of property, etc. The rules and requirements are specified under the Act which is included as Annex 18. To form the Association under the Act the following actions are required.

1. Application by the secretary of the association requesting registration.
2. A constitution for the association, the constitution must be certified as being a true copy, by the secretary, at the end of the last page of the constitution.
3. Resolution whereby the members and office bearers were appointed.
4. A list of office bearers and members, their names, addresses and occupations.

The executive committee (GAEC) will be the board or ‘office bearers’ of the Association. There remains an unresolved legal question of if the Government can be considered as part of the board of an Association. The question has never been raised before as the Government approach has always been to create a body corporate or Parastatal which guarantees government control through a ‘parent ministry’.

A government Ministry does not have a ‘legal personality’ as it is an institution. It can only be represented indirectly by an individual in his (or her) personal capacity as a private citizen and member of an association. However ‘Government’ as an entity does have a ‘legal personality’ (owning property, etc). Therefore Government should technically be eligible for membership to an Association and be able to appoint individuals to represent its interests in that Association. This issue will be clarified through a Memorandum to the NRC¹² and a final decision made in January 1998.

It should be remembered that this pilot operation falls under the principles of ICZM which suggests a consensus decision making approach. This uses arbitration and negotiation as a tool to resolve disagreement. Potential disagreement between GAEC board members over management issues must attempt consensus wherever possible.

¹² National Resource Committee

B Infrastructure

Infrastructure planning was based on three primary requirements.

- 1) Reduction of environmental degradation (eg; dune infrastructure)
- 2) Create infrastructure to attract fee paying visitors which will support management and improvement of environmental values.
- 3) Promote environmental awareness and education of these ecosystems through trails, signs and an information kiosk..

Under the original project proposal which was validated regionally, nationally and by the local population; the infrastructure which forms the visitor access trails was envisioned to be an educative walk connecting 3 ecosystems.

Budget reductions (effective November 1997) will mean that the middle section (mangrove boardwalk and bridge to beach) of the visitor trail will not proceed until an alternative funding source can be secured (refer section III-D, Project Financing). As of December 1997, the dune infrastructure and forest walk & kiosk infrastructure are set to go ahead pending approval by the EU.

A brief description of the planned infrastructure follows, details and discussion are included in Annex 13.

Dune

The works comprise the construction of simple wooden barriers which will allow natural vegetation regeneration without trampling or dune compaction by pedestrians. The barriers will be some 300 linear metres and will be interrupted in 4 locations by wooden footbridges which will allow access to the beach.

Forest Trail & Kiosk

This trail commences at the Information Kiosk next to the main road, then follows the Dauban River edge upstream, passing through beautiful riverain forest.

Two seven metre long bridges will be constructed at river crossings.

A picnic area will be built in the forest clearing before the first bridge.

The Kiosk is planned to be constructed next to the main road beside the river edge and will consist of a 25square metre building with another 25 square seating and snack area, plus a small car park.

Mangrove promenade

Three options are detailed in Annex 13 for a raised boardwalk through the mangrove forest. It was determined at the December workshop that the best option within financial limitations will be chosen by GAEC once funding is secured (refer section III-D).

C Interim zoning and park regulations

An interim zoning of the Park was presented at the December workshop. It was decided that final decisions on zoning will be made by GAEC once definite information on impacts from traditional harvesting activities are quantified (refer section II-E, monitoring) The following interim zones will allow for gradual acceptance of changes by the local community and riverain users and does not disrupt current traditional use of the most productive areas.

Four zones are proposed, these are:

1. Fee Paying recreation, information & education activities zone. The Fee to be paid by non-residents only. Harvesting, collecting or fishing will not be permitted in this zone, as the long term benefits and enjoyment of visitors experience outweighs short term resource extraction by an individual. This zone will occupy an area 25metres either side of the proposed trails & boardwalks (refer map).

2. Free area zone. This zone allows for recreation, fishing and collecting activities and no fee is required for access. Harvesting activities are limited to personal provision only, with no commercial operations allowable. Fishing will be allowed only with lines. No nets, spears or traps are permitted. GAEC will allow various harvesting and use activities to continue in this area until monitoring and evaluation of sustainable use of the resources is determined. GAEC will consider introducing a permit system for harvesting and boat access.

3. Controlled activities zone. Access is reserved to Park personnel and other authorised individuals involved in Park work. These areas will form baseline or control areas for monitoring. Comparisons between study plots in these areas and study plots in Free Areas will be carried out and an assessment of impacts of harvesting can be determined.

4. Forestry Reserve zone. An area of plantation mahogany which is under contractual obligation by Forestry is located in the upper Dauban River catchment (refer map). This will continue to be managed by Forestry with the understanding that a mixed species native hardwood forest will be planted to replace the mahogany after the site has been harvested.

D Other actions proposed

The following is a list of proposed management actions
Each proposed action is given a priority rating of HIGH, MODERATE, LOW.

- Develop & Implement a marketing strategy
- Use of Information Kiosk
- Research & Monitoring
- Environmental Rehabilitation
- Education, PR and community extension.
- Develop a guide booklet
- Cleaning and maintenance of areas.

- Patrolling
- Fencing & defining Park boundaries & zones.
- Pollution control

- Develop & implement a marketing strategy (priority High)

Attracting visitors to the Park through an active marketing strategy is vital to the financial success of the Park, marketing should operate at several levels. At the Government level, promotion through the Ministry of Tourism (MTT), and Ministry of Environment (MoE) through various brochures, publications etc, will need to be formalised with these respective Ministries. At the local level, GAEC can take an active role in marketing by commissioning a marketing company (or Polytechnic business studies class) to develop a marketing strategy and associated budget which could be implemented and assessed periodically.

This marketing strategy should include advertising possibilities and budget, production of a poster/advertisement for display at Hotels, Airport, in travel magazines such as Air Seychelles (Silhouette), etc.

The marketing strategy should be reviewed periodically to assess its effectiveness. One method of review is to conduct and record informal visitor surveys by asking visitors how they learned about the Park and why they chose to visit.

- Use of Information Kiosk (priority High)

GAEC will determine how the Kiosk should best be used, either as a shop leased or operated by Park staff or purely as an office/information centre. In depth discussion is within Annex 13.

- Research & Monitoring (priority High)

The SIAD -[Système d'information et d'aide à la décision] is a planned information database, matched to a Geographic Information System (GIS) and will involve a complete monitoring program including environmental, economic and social aspects effecting the site and neighbouring areas. It will evaluate possible management options depending on outcomes of the study. The System is planned for implementation in late January to February 1998 by a consultant working closely with MoE, at which time baseline studies and monitoring sites will be established. A manual will be produced describing background information, methods and required procedures. During the 'transition period', it is likely that MoE will supervise monitoring activities, eventually incorporating Park staff as part of their duties.

- Environmental rehabilitation (priority Moderate)

Long term objectives of Park management will include rehabilitation of degraded areas. Management actions will take an active role in reducing past impacts (eg; invasive species) and re-creating natural environment conditions.

There are two primary reasons why this is important. The first is from an environmental point of view, that a healthy natural habitat is easier to manage and attracts endemic or indigenous species which eventually recognise (eg; wetland bird species). Secondly, that from an eco-tourism point of view, visitors are there to see unique unspoiled natural environments.

The SIAD will make specific recommendations of areas requiring rehabilitation and concentrated management actions.

- Education, Public Relations and Community Extension (priority High)

Education is an important role for the Park and one of the stated Objectives. Through educating the general public (particularly children) on the importance of areas such as these, fundamental changes in attitudes can occur from exploitative to caretaker role.

The Park staff and executive committee will work closely with Grand Anse School and other schools plus the Education Unit at MoE to develop the Park as an education resource. Specific educational tours, discussions and experiments can be created which install a sense of value and wonder for the natural heritage.

The Information Kiosk will be developed to expand the educational message through displays, posters and touch tables. It may be worthwhile considering a short background video for interested visitors.

Community extension can be described as the Park reaching out and actively encouraging local involvement in various activities. This can be accomplished in close liaison with the Grand Anse School and District Administration. GAEC working closely with the DA will consider establishing a club¹³. A field day can occur periodically where local (or anyone) people are invited to participate in an activity, eg; clearing weeds and replanting appropriate species, cleanups etc. A certain amount of organisation and expense will be required, however the effects in building (gradually) community involvement and pride will be worth it. People who participate can receive membership into the association in the form of a certificate and T-shirts can be given if a member participates in a certain number of community days. Much more thought needs to be given to this idea and the Executive Committee will develop this further.

- Develop a Guide Booklet or leaflet (priority-High)

A guide booklet will be produced for visitors, which will be given as part of the entry fee. The booklet will contain diagrams and a checklist of important species, with a section explaining the purpose of the Park and a Donation Form.

- Cleaning and maintenance of the Park (priority High)

A positive Park image is maintained when the Park is perceived as clean and a natural environment. Therefore Staff will be required to ensure the Park remains clean and free of litter. GAEC through the DA will employ and co-ordinate cleaning staff to ensure that cleaning and regular maintenance activities are carried out.

- Patrolling & Boundaries (priority Moderate)

It is the responsibility of Staff to periodically patrol the Park and in the course of other duties, report any unusual or potentially damaging activities, objects or events.

Common sense should indicate whether something is worth reporting.

Because the Park boundaries are unfenced, it will be virtually impossible to control entry by those determined to access (refer Zoning). Similarly for stray dogs or other animals. The Park has common boundaries with various residential and agricultural properties, it is the role of Staff to maintain good relationships with the owners of

¹³ Suggested name could be 'Friends of Grand Anse Park'

these properties.. If a problem eventuates, it will not be the responsibility of Staff to deal with the issue or create conflict. The Staff member should report the issue, describing with as much detail as possible, what occurred (refer Annex 12). The report can then be reviewed by the Executive Committee (GAEC), which may take follow up action.

- Fencing & defining Park boundaries (priority low)

Over the long term, Park management may decide that certain areas require fencing, for monitoring or habitat protection (eg; breeding wetland birds from dogs). Decisions such as these will emerge when the SIAD monitoring results are formalised and specific actions recommended.

Defining Park boundaries can be accomplished through signage at key or possible entry points. Staff should be familiar with the exact location of the Park boundaries.

- Pollution control (priority High)

The level of pollutants entering the mangrove and estuary and their effects on natural systems plus the ability of the environment to disperse these pollutants will be an important component of the SIAD monitoring program and is currently being monitored by EAPC, a report is now available from data collected during 1997 and is included as Annex 16.

An expert team from France and Reunion who will be visiting Seychelles during 1998 to look at the issue of pig farm effluent and appropriate management technologies and solutions.

III Economic Study

One of the Objectives of this pilot operation is to make the project economically viable over the long term. Therefore assessing economic potential in terms of projected costs and incomes is very important for the national partners and the GAEC. First we must acknowledge that there is a risk factor involved and that the market variables are impossible to assess accurately. Second, we need to view the project in terms of non-financial community benefits and third, we must view the project over two time scales:

1. Transitional period until infrastructure and other actions are put into place and the Park is established. It is likely that the Park will run at a loss during this period. Methods and sources of revenue to cover this loss are critical to determine before the major infrastructure developments begin.
2. Fully operational period, where the Park has become economically viable and is returning revenue to the Grand Anse community for Park management and other community environmental projects. When this phase is reached, issues of revenue sharing will need to be addressed.

During 1996 a preliminary economic feasibility study was carried out and a financial projection matrix (forward budget) produced. The matrix included two scenarios for potential visitor numbers, one at 25 visitors/day, another at 50 visitors/day.

Three variables were assessed, these were:

1. Entrance fees, assessed by a survey of Hotel Barbarons guests and applying an average from the proposed fees stated by those guests.
2. The number of potential visitors to the site was determined as a percentage (% used and reasoning is unknown) of the total number of guests staying at the four main hotels in the area (ie; Mahe Beach, Barbarons, Equator, Plantation¹⁴)
3. Costs were assessed from Vallée de Mai expenditure accounts.

Review of the feasibility study financial projections led to an updated matrix which was completed as part of this management plan. The new matrix is presented below (Section III-C), the costs are considered accurate, however income projection depends on variables which are impossible to determine at this time. These variables include visitor numbers, infrastructure completion dates, decisions such as leasing kiosk plus canoe operations and the potential to attract grants or sponsors.

The following section refer directly to the financial projection matrix (Section III-C) which is basically a forward budget over the next 5 years.

¹⁴ Plantation Hotel is not in the area, calculations were based on total potential occupancy of the Hotels, which rarely are operating at capacity, usually at around 50%, depending on season.

A. Income

1 Entrance fees and estimating visitors

A fee of SR25¹⁵ will be levied on visitors to the Park.

During the ‘transitional phase’ of the Park development and until all the infrastructure is complete a smaller fee or donation system should be considered, which will alleviate some of the associated costs. This decision will be made by the GAEC.

It is recommended that Seychellois and residents of Seychelles have free access to the Park and that all children under 12 years have free entry (as at Vallée de Mai).

It may be appropriate to consider group discounts, particularly for tour operators, similar to the planned entry fee for Botanical Gardens.

Tour operators

Represent the most important potential source of visitors to the Park as they control a significant portion of the tourism industry in Seychelles, with many visitors opting for a guided tour which includes sight seeing and lunch as a full day outing.

An estimate of visitor numbers provided by the major tour operators are:

TSS do between 1 to 3 buses per week depending on demand- average 25 persons per bus.

NTA 1 bus per week- average 25 persons per bus.

Masons between 1 to 3 buses per week-average 25 per bus.

Taking the average gives 5 buses per week or 125 persons.

If the visitor fee is sr25, then the tour operators may want an incentive discount to perhaps sr15 per client. This gives an estimate of sr1875 per week or nearly sr100 000 per year.

Self drive, bus and hotel visitors

Visitors arriving through self drive car hire, public transport (bus or taxi) and visitors from the Hotel Barbarons next door are difficult to assess accurately in terms of numbers. Other venues such as Jardin du Roi report about 20 visitors per day, mostly from tour operator bus tours (cruise ship numbers high) and independent self drives.

In the attached Financial Projection Matrix, other visitors (not from tour operators) are given a rough estimate of 60 persons per week or 3000 per year at 25SR each, which *gives a potential income of sr75 000 per year*. However this estimate is not based on any real information and is pure conjecture. It will require the first year of operating before accurate figures can be gathered.

It should be acknowledged that assessing potential visitor numbers for an eco-tourism venue is difficult, because there is nothing at present to compare directly. Hence another important component of this pilot operation for assessing future projects of this kind.

2 Other sources of income

Canoe hire

¹⁵ Fee determined from asking Barbarons Hotel guests what they consider to be a suitable fee, survey conducted by L. Mathieu (Socio-economist employed by COI)

A canoe tour through the mangrove at high tide could work in either of two ways:(1)The canoe business is leased to a local entrepreneur and income generated from a lease fee, or (2) Park staff operate the canoe business and all income from hire of canoes is returned to the Park. GAEC will decide the best option to take.

Potential income from the canoe hire is estimated at 2 clients per day or roughly 700 clients per year, assuming sr70 per hire, gives a projected income of sr50 000 per year.

Information Kiosk lease

There are three options for the Information Kiosk

Option 1- Use as an office and information centre only.

Option 2- Office and shop operated by staff employed through GAEC

Option 3- Office and shop leased to local entrepreneur.

If option 3 is considered with a lease of sr1500 per month this generates sr18 000 per year in Park revenue.

The other advantage of leasing the Kiosk is that the lessee could be responsible for collecting entry fees and receive 5% of total ticket sales, as occurs at Vallée de Mai. This would not include pre-purchased tickets through the tour operators. This strategy would free the Ranger or staff from constantly remaining at the Information Kiosk and allow them to carry out other works.

The Kiosk needs to be considered in terms of intended and potential use. Sufficient space for office, storage, education resources etc may not be compatible with a shop.

Sponsorship & Donations

Another source of income which should be actively sought, is sponsorship and/or donations through the Seychelles business and industrial sector. This may be made attractive to businesses by providing them with a tax deductible donation¹⁶, or possibly in return, the GAEC may consider providing advertising or promotions for these businesses.

Seychelles Government

The Seychelles Government is a partner in the pilot operation and as such will be asked to commit resources towards the Project. The nature and scope of these resources are yet to be defined, but through informal discussion with MoE and MLGYS there is a likelihood that funding could be requested from the Ministry of Finance through these respective Ministries for the 1998-1999 budget.

¹⁶ This assumes that tax deductible (charity) status can be given from Ministry of Finance

B Estimated costs (refer section III-C, Financial Projection Matrix)

Investment for infrastructure

The provision of infrastructure is considered a key component to justify a visitors fee, which is the basis for achieving the objective of long term financial sustainability and returning funds to the community for other environmental projects, which in turn builds community morale and environmental awareness. It is a positive feedback system.

Following the mid-term project evaluation in June 1997, a re-assessment of project funding criteria (Regionally) resulted in a considerable reduction in Infrastructure funding. This reduction was confirmed officially in November 1997 and resulted in the mangrove boardwalk not receiving funding, and has been left to the National partners to seek or provide funding. Although the GAEIC members were disappointed in this decision, there still remains enthusiasm and a positive belief that the project can proceed as originally planned. Potential funding sources are given in Section III-D, details of projected infrastructure investment costs are available through the CN-Seychelles.

Maintenance & depreciation of infrastructure

In terms of costs, the infrastructure establishment costs are considered separate from the operational budget of the Park. In the Park budget, allowance has been made for maintenance and depreciation of infrastructure these will be recurrent costs and must be budgeted for each year. Maintenance costs will rise over the years as infrastructure ages and items will require increasing attention or replacement. Eventually major infrastructure replacement will need to occur, time scales of fifteen years are appropriate to consider. The depreciation allowance in the costs can be set aside in a trust fund to ensure that funds will be available when needed.

Staff costs

Staff costs are the largest recurrent costs of this project particularly once the Park is fully operational. It is possible to substantially reduce these costs through counterpart funding from the National partners or other sources (refer Section III-D), these negotiations are ongoing and will be an important role for the GAEC to follow up. It may also be possible to reduce the number of staff to one EOR, one Ranger grade 2 and part time cleaning staff. Various options concerning staff need to be assessed depending on the requirements determined by the EOR, when the Park is fully operational.

Administrative costs

These are recurrent costs and should be budgeted every year. They represent a small

percentage of the overall costs and can be assisted by the District Administration or covered within the Park income from fees.

Other investment costs

Various other minor start up and recurrent costs must be considered and include: Equipment, such as canoes, tools & materials for repair/maintenance, storage lockup and various other items included as Annex 10.

Education, signage and information brochures need to be considered as both start up and recurrent costs. Assistance, advice and possible funding for education requirements can be obtained through MoE and MEC¹⁷. Developing a self guided walk trail with explanation brochure will need to be done by a professional consultant¹⁸. Some signage is included within the COI infrastructure budget, however there may be future signage requirements which may require funding. The possibility of sponsorship in return for advertising could be considered.

Marketing is discussed under Section II-D, and with creative approaches it will be possible to reduce these costs considerably. However it is vital that cost reductions do not reduce the potentials of a successful and effective marketing campaign. Marketing approaches should include posters, leaflets and advertising in key publications or at key tourism events. The assistance and advice with possible funding can be provided by MTT¹⁹.

¹⁷ Ministry of Education & Culture

¹⁸ Recommend that Katy Beaver be commissioned for this task, as she has relevant experience

¹⁹ Ministry of Tourism & Transport.

C. Financial Projection Matrix- Grand Anse Mahe, Seychelles.

	Year 1 ²⁰ 1998	Year 2 1999	Year 3 2000	Year 4 2001	Year 5 2002
INCOME²¹					
Tour Operators (6 500 visitors at sr15)	15 000	100 000	100 000	100 000	100 000
Other visitors (3 000 at sr25)	20 000	75 000	75 000	75 000	75 000
canoe hire (700 at sr70)	nil	50 000	50 000	50 000	50 000
Information Kiosk lease (at sr1 500/mth)	9 000	18 000	18 000	18 000	18 000
Spouses & grants	30 000	50 000	50 000	50 000	50 000
Total projected income	74 000	293 000	293 000	293 000	293 000
COSTS					
Administrative (general)	5 000	5 000	5 000	5 000	5 000
Telephone/Fax	3 000	3 000	3 000	3 000	3 000
Stationery/office supplies	1 000	1 000	1 000	1 000	1 000
Insurance ²²	3 000	3 000	3 000	3 000	3 000
Accounting/audit	3 000	3 000	3 000	3 000	3 000
Advertising	10 000	10 000	10 000	10 000	10 000
Marketing (consultancy)	10 000	nil	nil	10 000	nil
Printing brochures ²³	12 500	25 000	25 000	25 000	25 000
Canoes & paddles (x6) ²⁴	Nil	15 000	Nil	nil	15 000
Storage lockup for canoes and equipment cleaning materials	15 000	nil	nil	nil	nil
rubbish collection	2 500	2 500	2 500	2 500	2 500
equipment, tools & materials repairs & maintenance (infrastructure, equipment, transport and contractors)	3 000	1 000	1 000	1 000	1 000
10 000	15 000	25 000	35 000	45 000	
STAFF²⁵					
Salary/wages/social security/pension	45 000	130 000	130 000	130 000	130 000
Training	10 000	5 000	5 000	5 000	5 000
Depreciation of fixture (over 15 years)	30 000	30 000	30 000	30 000	30 000
To be placed into Trust Fund for eventual replacement of infrastructure					
TOTAL COST	166 000	253 500	248 500	268 500	283 500
BALANCE	92 000 db	39 500 cr	39 500cr	24 500cr	9 500cr
(Total Income - Total Cost)					

Note: That under income, it is assumed that the Kiosk would be leased, if the no lease option is selected income will be adjusted.

Under the depreciation costs, it is possible to waiver this amount.

D. Project financing

1 PRE-COI/European Union

²⁰ Assume maximum 8 months operation only. Assume only forest walk operating, part Fee of casual visitors 2000 @SR10 & Tour Operators 3000 @SR5 for bus groups.

²¹ Income will depend on infrastructure in place. Eg; for Year 1 (1998) The mangrove walk may not be in place, therefore, full entrance fee of sr25 cannot be expected.

²² Insurance: Employers Liability (900), Public Liability (1200), Fire/Buildings etc(900)

²³ Printing of Guide brochures at sr2.50 each. First year only 5000 printed,

²⁴ Initial purchase price of sr2 500 each.

²⁵ For Year1, 1x F/T Manager/Ranger @ 3 400/mth plus 1xP/T Cleaner@ 1100/mth
For Year 2 and following Manager/Ranger, 2xRanger@2500each, 2xP/T Cleaner

Project financing has so far been carried by the PRE COI/UE²⁶. And the Government of Seychelles through the CN²⁷ Seychelles. Budget allocations are specific, in that they are required to be used for specific defined purposes within a time limit.

Problems with delays in Project implementation have resulted in budget allocations being passed over and the necessity for re-submitting funding applications. Funding from this source has a requirement for Regional context, which means that the experience gathered can be applied to other COI countries. Nevertheless, the CN Seychelles as Project initiators will maintain certain funding requirements such as the position of Executive Officer /Ranger (EOR) for one year, funded by counterpart budget..

2 Ministry of Finance & Communications (MFC)

MFC is responsible for approving the various Ministerial budgets and has the final say regarding budget applications. MFC also chair the Environment Trust Fund (ETF), the ETF Board has the role of approving grant applications made to the ETF and it represents an important source of funding to complete infrastructure for this project. It is possible that if the ETF was not willing to provide a Grant that an alternative interest free loan could be negotiated.

The MoE and MLGYS can apply to MFC for the next financial year, to provide an operational grant to assist the ‘transitional phase’ of the Project. This action must be followed up by the EOR through GAEC and the CN Seychelles.

3 Other sources

There are various other options for Project funding and it is important that the EO be supported through MoE, who are the ‘first contact’ for potential donors or funding sources. As an NGO there is the potential for the Association to attract funding which may not be available for Government authorities.

Other options of funding sources include; the private sector, either as donations for tax exemption purposes or as funding for advertising/promotion. The EO through GAEC can prepare a ‘form letter’ once tax exemption (charity) status has been granted from the MFC to solicit donations for the Park. These donations can be considered as general use funds for establishing and running the Park or, they may be solicited as specific project funds (eg; mangrove boardwalk, education kits etc).

Soliciting donations through visitors to the Park is also important, this can be best accomplished by including a small donation form on the visitor guide brochure.

There are many creative ideas for fundraising activities that could involve the Grand Anse community and imagination is the only limiting factor.

IV Staff issues & accounting procedures

The roles, capacity and requirements of Staff for the Park will be assessed in terms of the amount of infrastructure to be put in place, this is determined by Funding

²⁶ Projet Régional de l’Environnement; Commission de l’Océan Indien/ l’union Européenne

²⁷ Coordination Nationale (of COI National projets in Seychelles)

availability (refer Actions Proposed).

Currently, the Dune works and the Forest Walk & Kiosk are scheduled for implementation early 1998, the Dune and Beach will not initially be joined to the rest of the planned infrastructure and will be a free access area (refer zoning), this means that the dune/beach and mangrove will not be intensively managed (initially) and will not require a full time presence (random Patrol and Monitoring only). This leaves the Forest walk & Kiosk only, which will require only a low staffing presence.

If the Kiosk is leased and the lessee takes responsibility for ticket sales (receiving a commission), this will free Staff to carry out various Park activities and possibly to conduct guided walks.

Until funding is secured for Stage 3 (Mangrove) only one staff (Executive Officer Ranger) should be employed to carry out management requirements including patrolling, public relations and monitoring activities plus supervise any Park works as they progress (eg; invasive species eradication, mangrove litter removal, etc).

That a cleaner be employed (part-time) initially to sweep the path of leaves and pick up rubbish plus empty the bins in the Forest Walk.

This proposal will require that the Forest Walk be open only 6 days per week, with perhaps being closed Sunday. The EOR would work a 5.5 day week (Monday to Friday plus Saturday morning) with the Kiosk lessee working the full day Saturday (for ticket sales).

The cleaner could work mornings (4 hour day) only for 6 days per week.

Once Funding for Infrastructure for Stage 3 (mangrove boardwalk) is secured, another staff Ranger or possibly two Rangers (part-time) and additional cleaning staff (part-time) can be recruited.

If the EOR determines that additional staff are required to fulfil the various job duties, then additional staff may be recruited, depending on demands and Park income available.

It is recommended that periodic casual work teams be employed (through the DA) for carrying out invasive weed/plant eradication and control within the Park. That these teams be supervised by the EOR and operate under a specific work plan as developed by the EOR in collaboration with expertise from the PRE/COI, Forestry and Conservation Divisions.

Staff considerations

The following represent Staff considerations regardless of staff numbers and are generic requirements for Park staffing.

Under the pilot operation guidelines, staff are to be recruited locally, either from within the District or neighbouring district.

Work organisation-Effective time management and establishing priorities should be the organisational responsibility of the EOR, by setting realistic work plan objectives each

week. Staff can be assessed as to whether jobs are getting done within a reasonable time.

Uniforms-Staff should be provided with uniforms, these uniforms could be similar to MoE, with green cotton shorts or skirt, white shirt with Grand Anse Park Staff printed on the upper arm or pocket. All staff must wear these uniforms while on duty and the uniforms should be kept clean and neat.

Training- will be conducted through MoE.

Communications- Staff should meet once per week to co-ordinate actions and plan the forthcoming week. Communication between the Park Staff and the Executive Committee are extremely important and the EOR will be required to attend all GAEC meetings. The EOR will present his written report as a verbal summary so that any queries or comments can be dealt with at the meetings.

A telephone for the Information Kiosk will be necessary, all calls are to be logged in a book for that purpose and personal calls must be paid for. An overseas block will be put on the phone.

Report writing-The EOR shall be responsible for reports which will be produced monthly and presented to the GAEC. All staff will contribute to information required in reports and carry out their duty to report any unusual activities.

Apart from the monthly reports, all staff have the duty to report any unusual incidents, events, animal or bird sightings, poaching from outside designated collection zones, suspicious activities, damage to Park property etc. Report Books will be kept for this purpose and must be used to build an overall picture of problems, species and other issues which will need to be addressed in the future. A full description including: Time, Location (exact), needs to be included.

Requesting materials-Staff should request materials through the EOR who will forward the request for approval (refer: Financial mechanisms).

All items are to be entered into an equipment and provisions book.

Fee collecting-It will be the responsibility of the ranger staff to ensure that Fees are collected at the Kiosk and if the option of the lessee selling tickets is accepted, periodic checking for tickets and ensuring the lessee is carrying out their obligations will be required.

Patrolling-Staff will periodically patrol the Park, including beach/dune and mangrove.

Monitoring-Once the monitoring program is established, a work plan for monitoring will be created. Part of the duties of the ranger staff will be to carry out these activities as per the schedule.

Guiding -If the GAEC determines that Rangers will conduct guided tours, either at a regular advertised time or if larger groups arrive, then Staff will be required to undergo a training course in Guiding techniques. Until the course is initiated through MoE, staff will familiarise themselves with the training manual produced by MoE²⁸

²⁸ Conservation & National Parks Section- Guided Walks Manual for Rangers, Wardens and Tour guides.

Public Relations & Education- Staff are to be aware of their ambassadorial role for the Park and avoid confrontation, but enforce education, by explaining to individuals what the Park is trying to accomplish. Reporting of any events is required.

It will be the responsibility of staff to positively promote the Park and its objectives.

Maintenance- refer Section II-D, Actions

Cleaning- All staff will share the responsibility of ensuring the Park remains clean and free of litter. If a piece of rubbish is seen, pick it up!

Environmental Rehabilitation work- Refer Section II-D, Actions

Enforcement & Legal Issues- A description of Environmental Legislation, proposed Park regulations, staff obligations and methods for dealing with law breaking activities is included as Annex 12.

Accounting procedures

A financial/accounting system will be required for Park operations, the EOR will administer the accounts under supervision of GAEC.

The following is a financial framework as used by SIF, it is not complicated therefore less likely to create mistakes and more likely to be followed.

Proposed financial framework and accounting procedures

- All items (except petty cash items) are drawn by cheque from a current account.
- Cheques require 3 signatories (Chairperson, Other Committee member, EOR)
- All receipts are kept.
- All items purchased are entered as a code into a spreadsheet in the following format each month. If no computer available, a ledger (book) will suffice.

Date	Code	Cheque #	Details	Amount
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- The information is sent quarterly to an accountancy firm (SIF use Pool & Patel) and the following statements are prepared.

Profit & Loss & Supporting Schemes
Balance Sheet & Supporting Schemes
Debtors Ledger & Supporting Schemes
Creditors Ledger & Supporting Schemes
Trial Balance
General Ledger for the Month
General Ledger for the Year

- When an item is purchased an account code is given for the item.
A simple account code system will be developed in consultation with the Chartered Accountants.
- All items purchased over sr500 must be cleared through the GAEC before purchasing and a pro-forma invoice (from at least 2 suppliers) will be required prior to submitting the financial request to GAEC.
- Petty Cash system should be administered by the EOR, who will retain a certain level of petty cash, this cash should never be left in the Information Kiosk overnight.
- Any excess Funds or Funds to be set aside for depreciation and intended for use as replacement of infrastructure should be placed in a separate Short Call Deposit Account or placed into the Environment Trust Fund, administered by MoE. This money can then be used for specific purposes related to the Park or Grand Anse community.