IDRC
EcoPlata Corporate Project
External Review

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Final Evaluation Report

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1. Executive Summary

EcoPlata is an initiative of the Government of Uruguay, realized with international support, addressing integrated management of the Uruguayan coastal zone of the Rio de la Plata. EcoPlata takes the form of a Corporate Project within IDRC administered through the Latin America and Caribbean Regional Office (LACRO) in Montevideo, Uruguay. EcoPlata first received IDRC funding as an exploratory initiative in 1991 before the institutionalization of Program Initiatives within IDRC.

EcoPlata developed through two major stages (1991/1997 and 1998/2005). Each stage has two phases or work programs of three years each. The Program is now executing its fourth phase. EcoPlata is governed by a Board of Directors comprising various Ministries and agencies of the Government of Uruguay, the University of the Republic, the UNDP, UNESCO and IDRC. Dalhousie University and the Bedford Institute of Oceanography are the principal Canadian academic partners of the initiative.

The agenda for EcoPlata was ambitious from the beginning. EcoPlata set out in pursuit of an interdisciplinary, multi-institutional approach to integrated coastal zone management (ICZM) which required an implicit "cultural change", a "change in paradigm" from the more narrow technical focus current at that time in Uruguay. EcoPlata adopted a pre-emptive approach to coastal zone management in the absence of a major crisis or event. Scientists were pushed to take risks.[1]

A key initial aim was to strengthen institutional research and data gathering capacity as well as to improve the level of analysis and synthesis. This took the form of promoting interdepartmental linkages within the University of the Republic (U of R) and between the U of R and the Government of Uruguay. Interagency collaboration was promoted in the common interest of building a scientific body of knowledge about the Rio de la Plata and its resources (particularly the fish in the project's initial phases).

EcoPlata succeeded early in its mandate in gaining consensus around the identification of key themes: the need for a scientifically credible data base, the necessity of an integrated, holistic, interdisciplinary and inter-institutional approach to coastal zone management, the importance of a clearly defined policy framework. The program is universally lauded for its achievements in scientific, technological and institutional capacity building and for advancing the cause of community engagement and participation in coastal zone management through focussed pilot projects. A current measure of EcoPlata's success is the Central Government's newly articulated National Coastal Policy which aims to give clear guidance to coastal zone development and espouses consensus-based conflict resolution.

Regarding the most significant "theme" or outcome – creation of a "change in culture" and "paradigm" – EcoPlata is widely credited by all stakeholders and observers interviewed as having been a watershed in the development of interdisciplinary, multi-institutional approaches to natural resource management and policy development issues. This recognition is uniform across the University community, Government of Uruguay agencies and the multilateral community, including both funding agencies and internationally funded regional initiatives, The capacity of each institution to work singly and cooperatively on collaborative efforts with shared

[1] From an interview with Dr. Carlos Sere, former Regional Director, LACRO.

goals and objectives has been enhanced in the opinion of each and every stakeholder in EcoPlata that was interviewed.

A particularly significant step in prioritizing and progressing on the most important Integrated Coastal Zone Management (ICZM) themes in Uruguay was the International Conference convened in Montevideo by EcoPlata entitled *EcoPlata 2001: Integrated Management of the Uruguayan Coastal Zone of the River Plate (Rio de la Plata)*. This Conference brought together stakeholders from Uruguay and Canada with other professionals and interested parties from South America, the United States, Australia, Europe and the multilateral institutions. Both the President of Uruguay and the President of IDRC participated in the Opening Ceremonies of the Conference and took advantage of the opportunity to hold separate follow-up discussions on the issue of intergovernmental cooperation on ICZM and the respective roles of Uruguay and Canada – as represented by IDRC - in the future of the EcoPlata initiative.

The challenges facing the program currently include the economic crisis in Uruguay, limited new funding, obstacles to following established practices for contracting professional expertise and the need to engage senior officials to utilize the data and work methods developed by EcoPlata and put integrated coastal zone management into practice. These challenges have combined to precipitate a slowdown in activity and program outputs. The strength of the program's successes, however, dictates that serious consideration be given to possible future roles for EcoPlata in supporting Uruguay's efforts at integrated coastal zone policy development and management.

The evaluation was carried out over a period of several months, beginning with an Orientation Session in Ottawa in April 2003 attended by the lead evaluator. Extensive background documentation was then reviewed by the two joint evaluators and the Draft Work Plan was prepared, circulated and approved. The starting point for evaluation was set at 1998, in consultation with the IDRC Evaluation Unit and the Regional Office in Montevideo, to coincide with the commencement of implementation of Phase Three and the significant change in emphasis for the project that this represented. The May date for the field visit was confirmed. Given the nature of the project and the geographic concentration of activity, as complete a sample of stakeholders as possible was interviewed, both in Canada and Uruguay.

Field work in Uruguay included essential interviews in Montevideo as well as travel to coastal areas east of the City for meetings with Municipal officials, attendance and observation at a community workshop with artisanal fishers and site visits to a pilot project area and to inspect typical coastal zone conditions.

The evaluation was conducted with every effort to meet the four internationally recognized evaluation standards espoused by IDRC: utility, feasibility, propriety, and accuracy.

2. Background of the Study

2.1 Purpose of the Evaluation

In Terms of Reference provided to the consultants both electronically and at the Orientation and Methodology Workshop in Ottawa on April 14, IDRC Ottawa states that the purpose of the external evaluation is "to improve program effectiveness". The document continues:

"External reviews are one source of information that can be used to improve program effectiveness. They provide an independent, informed view about how programs are performing, the extent to which they meet their objectives, and the results and effectiveness of programs. They supplement the information available from other forms of evaluation and feedback on program effectiveness and results. Used in conjunction with other monitoring and evaluation findings, external reviews can improve the credibility of information about performance, verify internal findings, promote dialogue about program effectiveness, and inform decisions about current and future programming."[2]

IDRC Ottawa further identifies three specific uses for the evaluation:

1) Accountability for Program Results: the Centre's Programs and Partnerships Branch (PPB) Management will incorporate the results of the external review in a report to the Board of Governors in October 2003 on program effectiveness;

2) Informing Management Decisions aimed at Future Programming Directions: PPB management will use the results of the external reviews as input into decisions about future programming directions for the next Corporate Strategy and Program; and

3) Providing Input for Program Learning and Improvement: external reviews will provide information and reflection from which Program Initiative (PI) and Corporate Project teams and managers can learn in order to improve programs.

PPB Management has initiated external reviews of nine Program Initiatives and two Corporate Projects in 2003. EcoPlata is one of the two Corporate Projects under review. According to the Terms of Reference, the last PI external reviews were conducted in 1999, in preparation for the Centre's Corporate Strategic and Program Framework (CSPF) for 2000-05, when teams of two reviewers assessed a total of twelve PIs.

2.2 History of EcoPlata

EcoPlata is an initiative of the Government of Uruguay realized with international support. EcoPlata takes the form of a Corporate Project within IDRC administered through the Latin America and Caribbean Regional Office (LACRO) in Montevideo, Uruguay. EcoPlata first received IDRC funding as an exploratory initiative in 1991 before the institutionalization of Program Initiatives within IDRC. EcoPlata is not a Program Initiative (PI) nor does it fall under the aegis of a PI.

[2] Terms of Reference, document distributed to reviewers in Ottawa on April 14, 2003, p.1 para. 4.

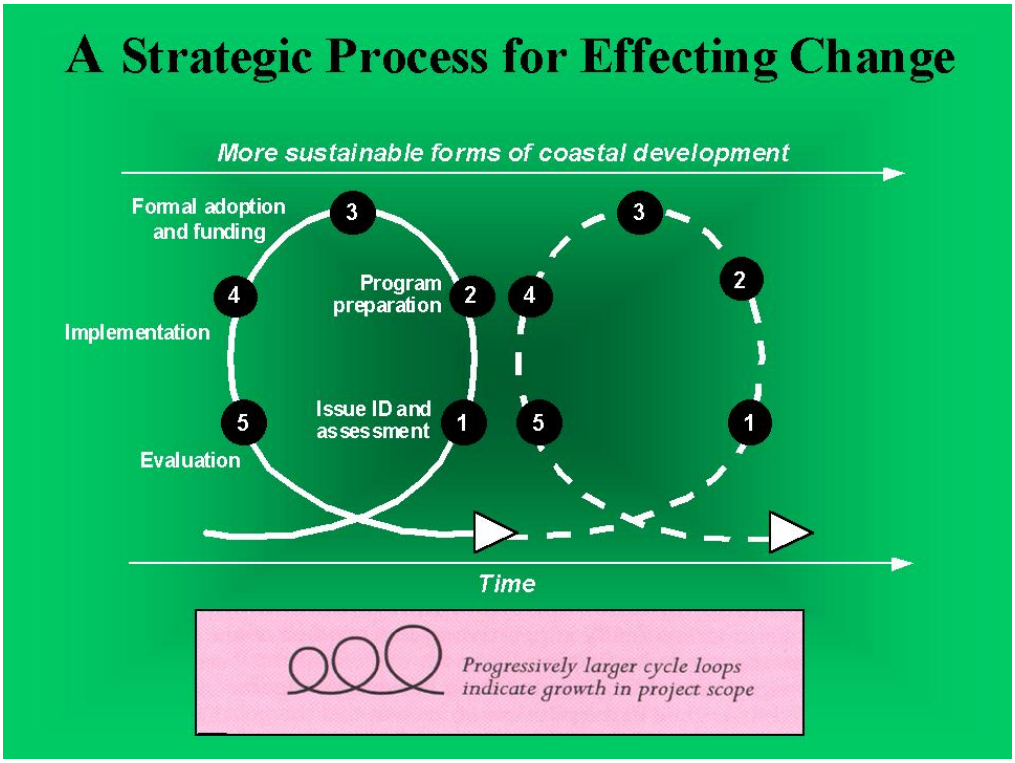
EcoPlata began twelve years ago and developed through two major stages (1991/1997 and 1998/2005). Each stage has two phases or work programs of three years each. The Program is now executing its fourth phase work plan. EcoPlata is integrated through various Ministries and agencies of the Central Government and the University of the Republic, and works in the five Departments of the Uruguayan coastal zone of the Rio de la Plata.

EcoPlata began with the signing of the Memorandum of Understanding (MOU) between the Government of Uruguay and the University of Dalhousie in 1991. The objective of the MOU was to link the scientific communities of both countries with respect to themes of coastal management. In 1992 the parties jointly defined the three principal characteristics of the situation which have guided the work: a) the level of environmental pressure in the Uruguayan coastal zone demanded immediate attention, b) the capacity of the scientific community in Uruguay was underutilized and distributed throughout various institutions, and c) the problems of coastal management were not considered from an integrated perspective.

Project PNUD-URU/97/003 *Support to the integrated management of the Uruguayan coastal zone of the Rio de la Plata*, covers the period 2003-2005. Its summary objectives are:

1. Consolidation of the process of integrated management
2. Activities relevant to the development of management policies
3. Capacity building, institutional development and contribution to public education
4. Contribution to the institutionalization of EcoPlata (Foundation) for fundraising, program management and development of public awareness.

Figure 1. General Pattern of Development of Management Programs
(Adapted from GESAMP 1996)



The familiar graphic of the policy cycle (see Figure 1 above) can be used to represent the state of advancement of EcoPlata. The cycle proposes five major steps. Utilizing this graphic we can see that EcoPlata has begun step 3 (formal adoption of policies and mechanisms and stable finances), which corresponds explicitly with the expected results for 2003/2005. The time frame required by EcoPlata to advance to this step is similar to that required by coastal management programs elsewhere in the world.

EcoPlata has helped stimulate in Uruguay the conditions necessary for the establishment of policies and mechanisms for integrated coastal zone management[3]. During its twelve years, EcoPlata has also been able to maintain and enrich the group of principal actors, as can be appreciated in Table 1. This has been a notable factor in the continuity of this work.

Table 1. Phases, activities and principal actors in EcoPlata

Year	Event- Activity	Principal actors
91	EcoPlata is created with the signing of the *Memorandum of Understanding between the Government of Uruguay and Dalhousie University*, with the objective of linking the scientific communities of both countries	*Sponsors*: Dalhousie University, Government of Uruguay
92	Dalhousie University and the Uruguayan institutions linked to investigations in Ocean Sciences establish that: • The level of environmental pressure on the coastal region of Uruguay demands urgent attention • The ability of the scientific community of the country is under-utilized and distributed in various institutions • Coastal management problems are not considered from an integrated point of view	
94/96	Second work program (Phase Two) executed, with two objectives: • Understand the effects of environmental factors and human activities on a spawning and growth area of croaker (sea bass) in a section of the coast • Strengthen and develop the abilities of the scientific and fishing communities to prevent an eventual degradation of the natural resources The studies were successful. Two observations were made: • The local fisherman of the zone being studied have little impact on the population of croaker (sea bass) • At the time of establishment of the work hypothesis, the environmental perception of the local residents must be considered.	• SOHMA • National Institute of Fisheries • Faculty of Science • Friends of the Earth Networks • Dalhousie University • Bedford Institute of Oceanography • Acadia University *Sponsor*: IDRC
96	EcoPlata Conference: "Towards the Sustainable Development of the Uruguayan Río de la Plata Coastal Zone". Investigators, users and administrators of the Río de la Plata and adjacent waters participate to propose solutions oriented towards the integrated	Presiding: Minister of VOTMA, Canadian Minister of Environment, President of IDRC. *Participants*: more than 200

[3] Examples of EcoPlata's stimulus to ICZM are discussed in more detail in subsequent sections of the report but include: 1) the very signing of the MOU between the Government of Uruguay and Dalhousie University (see Table 1) in 1991; 2) the creation and dissemination of a substantive body of knowledge on ICZM; 3) scientific, technological and institutional capacity building within the Uruguayan partnership; 4) showcasing the benefits of an integrated, holistic, interdisciplinary and inter-institutional approach to coastal zone management, 5) identifying and promoting the importance of a clearly defined policy framework; and 6) advancing the cause of community engagement and participation in coastal zone management through focussed pilot projects.

	management of its resources. The conference approves the Declaration of Montevideo on the sustainable development of the Río de la Plata coastal zone.	nationals and foreigners. *Sponsors*: IDRC, UNESCO and SIFR (Canada).
98/01	EcoPlata initiates its second stage. The focus is integrated management. The objectives of the first three year phase (Phase Three) of the project PNUD URU/97/003 are: • Identify and prioritize the most important themes of integrated management. • Establish pilot projects • Contribute to the planning and establishment of a monitoring system • Contribute to the establishment of a political framework and planning of the national coastal management • Implement a database and a system of geographic information • Strengthen the institutional scientific and technological abilities for integrated management	• MVOTMA • SOHMA • National Institute of Fisheries • Faculty of Science; Faculty of Social Science; *Sponsors:* IDRC, UNESCO, PNUD, MVOTMA.
2000	The General Law of Environmental Protection is approved (Law 17 283, Nov 18. 2000.) Art. 7 states: " … the combining of Ministries, Departmental governments, autonomous entities and other organizations of the State, acting in a coordinated manner, constitutes an instrument of environmental management."	Legislative power. (Congress of the Republic)
2001	In the framework of the EcoPlata 2001 Conference the Presidential Decree is enacted (May 23, Decree 186/001) which creates the Coordinating Commission of Support for Integrated Coastal Management to support the execution of activities central to the EcoPlata program. The commission is created with six representatives of Ministries and one of the administration which corresponds to the theme in question. The Board of Directors of EcoPlata can assemble representatives of other public and private entities. Representatives of the Intendencias of Montevideo, Canelones and Colonia were in the second session of the commission (May 2002).	Representatives from: • National Directorate of the Environment • National Directorate of Land Use Planning • Navy • National Directorate of Aquatic Resources • National Directorate of Hydrography of MOP • Ministry of Tourism • Respective municipal administrations
02/05	The focus of integrated management is maintained. The objectives are: • Consolidate the process of integrated coastal management and inter-institutional work groups with public participation • Contribute to the formulation and establishment of coastal management policies and to the development of a system of decision making for the Uruguayan coastal zone of the Río de la Plata. • Contribute to the sustainability of the process of integrated management of the coastal zone initiated by EcoPlata, through multiple financing mechanisms and participation in the processes of allocating resources for particular research proposals, development and support of coastal management. Furthermore, the constitution of the EcoPlata Foundation is considered.	• MVOTMA • SOHMA • National Directorate of Aquatic Resources (formerly INAPE - National Institute of Fisheries); • Faculty of Science; Faculty of Social Science, U of R *Sponsor:* IDRC, UNESCO, PNUD, MVOTMA.

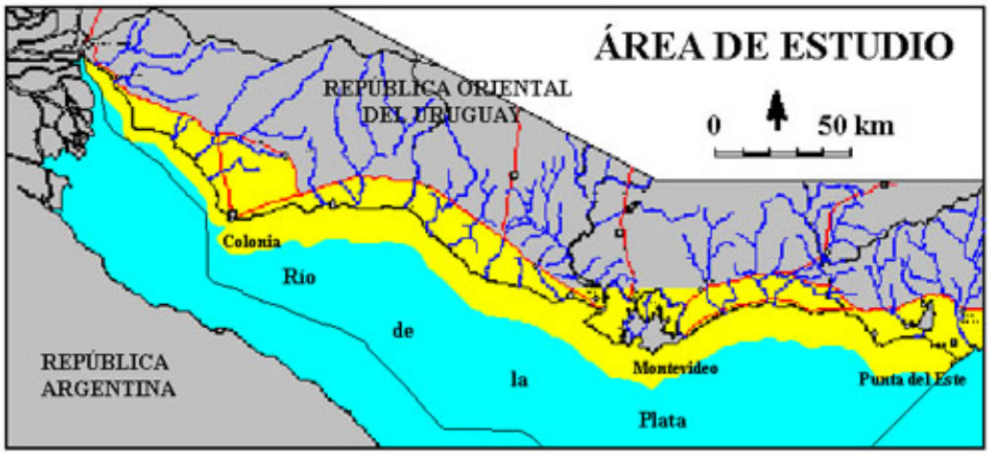
Sources:
1. EcoPlata, Environmental and Socio-Demographic Diagnostic of the Uruguayan Coastal Zone of the Río de la Plata. Compendium of the initial results, 2000;
2. Project EcoPlata (PNUD URU/97/003), 2003.

2.3 Study Area

The geographic area of the project corresponds to the Uruguayan coastal zone of the Rio de la Plata between Punta Gorda, Department of Colonia and Punta del Este, Department of Maldonado. In particular:

- the aquatic portion corresponds to the "Zone of Exclusive Jurisdiction" which, according to Treaty, is two kilometres wide at Colonia and seven kilometres wide from Colonia until Punta del Este;
- the terrestrial portion corresponds to a corridor 10 kilometres in width at its widest point.

***Figure 2. Study Area** (from EcoPlata website www.ecoplata.org.uy)*



The project is executed by the Government of Uruguay (GoU) represented by the EcoPlata Program in collaboration with the Ministry of Housing, Land Use Planning and Environment (MVOTMA), the National Directorate of Aquatic Resources (DINARA, formerly INAPE), the Ministry of Livestock, Agriculture and Fisheries (MGAP), SOHMA, the Ministry of National Defence, and the University of the Republic (U of R), through the Faculty of Sciences and the Faculty of Social Sciences.

2.4 Budgets

The proposed budget in 2002 for the implementation of the Phase Four 2003-2005 is detailed by sources in Table 2 below:

Table 2. Proposed budget for project URU/97/003 ($US)

Founding Agencies	Original Allocation (1997)	Increment (2002)	Accumulated
PNUD	100,000	20,000	120,000
IDRC	701,277	144,987	846,264
MVOTMA	300,000	0	300,000
UNESCO	17,500	14,000	31,500
Total Budget	**1,118,777**	**178,987**	**1,297,764**

Source: Project document

The *Project Proposal* for this phase – Phase Four - is that the National and Municipal governments institutionalize and integrate into action coastal management (including policy papers, institutional agreements, budgets). As a sign of commitment, an additional financial contribution from the central government was foreseen, but the deterioration of the economy in this region of South America motivated IDRC to endorse the extension of the agreement (2002/05) without a new contribution of funds from the GoU. The committed funds in 1997 (Project URU 97/003/A/01/99) totalled USD$1,118,777. Total funds committed by 2002 totalled $1,297,764. As can be seen in Table 2, the project will have at its disposal an increment of only $178,987 over the 2002/05 period. These funds are provided by PNUD and IDRC.

The Uruguayan contribution (financial and in kind) is nonetheless greater than what is reflected in the project accounts, given that the contribution in kind is under recorded. It has been a constant in all of the phases of the EcoPlata Project that neither the value of the time of the technical personnel nor that of the borrowed services of laboratories, boats, installations etc. has been estimated.

The average annual expenditure in the first three years beginning in 1997 was approximately $240,000; for the second three year period the average annual expenditure was some $65,500. As shown by the distribution of products and activities over time (Table 3) and in the meetings of the project Board of Directors (Table 4), the major activity was concentrated in the previous phase. The current phase has been hampered by change in Ministerial leadership and, subsequently, in the Presidency of the Board of Directors. Furthermore, the system of contracting public servants has also changed, making such contracts far more problematic.

Table 3. Distribution of technical products and activities of EcoPlata over time

Products/Activities	***98***	***99***	***00***	***01***	***02***	***03***
EcoPlata Technical Reports	18	25	17	5	6	1
Participation in scientific and technical events and training courses in **foreign countries**		6	16	8	3	6
Participation in **national** scientific and technical events and national training courses		7	3	4	3	6
Workshops, courses and other meetings organized by EcoPlata		5	4	1	3	2
Grants and bursaries		1	2	2		2
Newsletter and Monographs (appearances in written press)		7	8	21	4	1
Contacts with the press (radio and TV)		5		2	1	1
Publications	1		2	2	4	1

Source: Report on activities and results of ECOPLATA project, February 2003 (corrected to October 2003)

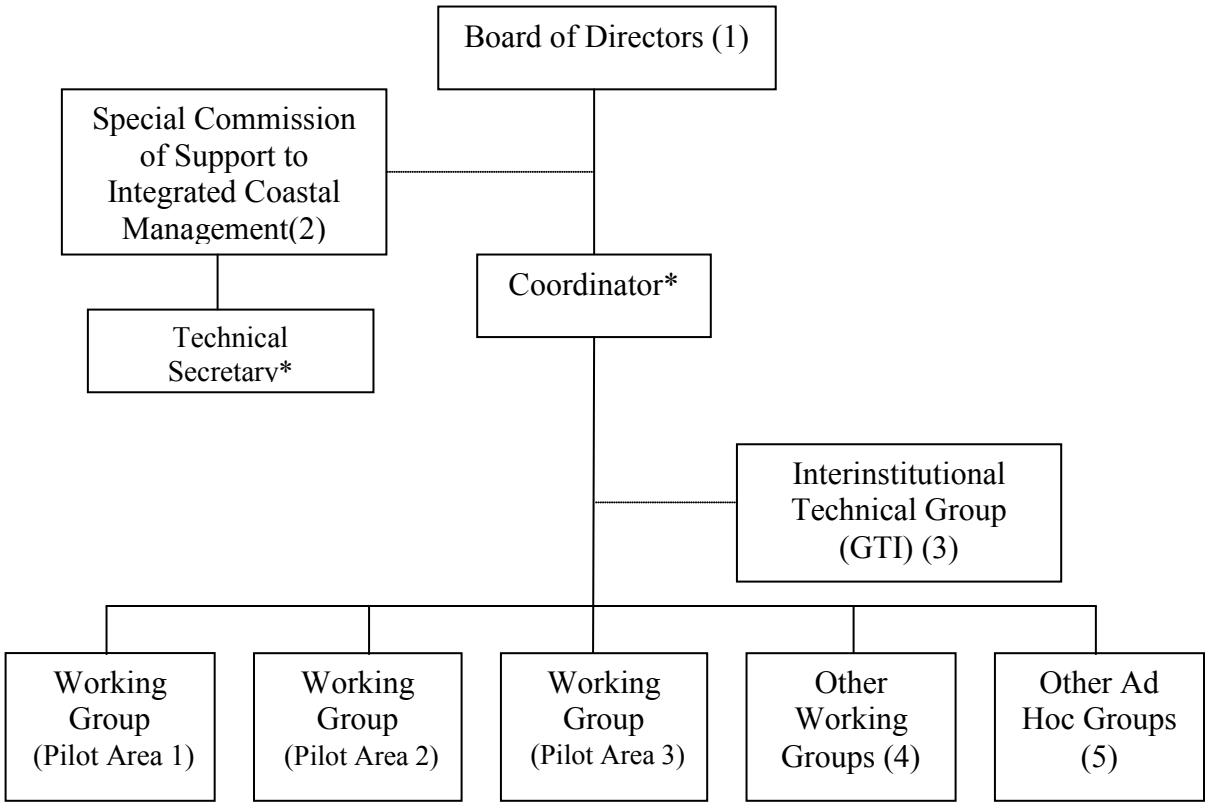
Table 4. Meetings of EcoPlata Board of Directors

Year	***98***	***99***	***00***	***01***	***02***	***03***
No. of Meetings held	**13**	**6**	**4**	**4**	**2**	**2**

Source: Proceedings of meetings of EcoPlata Board of Directors

2.5 Governance Structure

Figure 3. ECOPLATA INSTITUTIONAL STRUCTURE



(1) Comprising a representative of MVOTMA (Chair/President), DINAMA, DINARA, SOHMA, FACULTAD DE CIENCIAS, IDRC, UNDP and UNESCO.
(2) Representatives of DINAMA, DINOT, SOHMA, DINARA, DINAH, concerned Municipal Intendencias, Public or Private Institutions invited by the Board of Directors of EcoPlata
(3) Technical Representatives of DINAMA, DINARA, FACULTAD DE CIENCIAS, FACULTAD DE CIENCIAS SOCIALES, SOHMA
(*) The Technical Secretary of the Special Commission of Support to Integrated Coastal Management is the Coordinator of EcoPlata
(4) Environmental and Socio-demographic Diagnosis; Environmental Monitoring; Research on the Saline Front; Data Bases and GIS; Planning and Policy Development
(5) Established for specific tasks like Publications, Development of Research Proposals, etc.

Source: Reports and Agreements; Executive Decree 186/001

2.6 Selection of the Pilot Areas

Priority problems of common interest were identified and three pilot areas were established: two with a base in socio-demographic and environmental diagnostics (Playa Pascual - Punta Espinillo and Arroyo Carrasco - Arroyo Pando), and one included in the plan of the project (Frente Salino of the Río de la Plata). The objective was to demonstrate the usefulness and effectiveness of coastal management; the preconditions were to make use of a scientific base (background) and incorporate the institutions of the Program.

The process of public participation in coastal management was very active in this stage (1998/01). The National Naval Prefecture and the Municipal Departments were actively integrated into the work groups, and the Municipalities later undertook some of the actions proposed by the work groups. Other actions requiring the participation of institutions not directly linked to ECOPLATA began to be considered in the scope of the Coordinating Commission of Support for Integrated Coastal Management created by Presidential Decree in May of 2001.

In the coming years coastal management in Uruguay will be strongly influenced by the unfolding of the National Coastal Policy, the development of projects of coastal management in the region and the achievement of the expected results in the current stage of EcoPlata.

Figure 4. Playa Pascual - Punta Espinillo Pilot Area

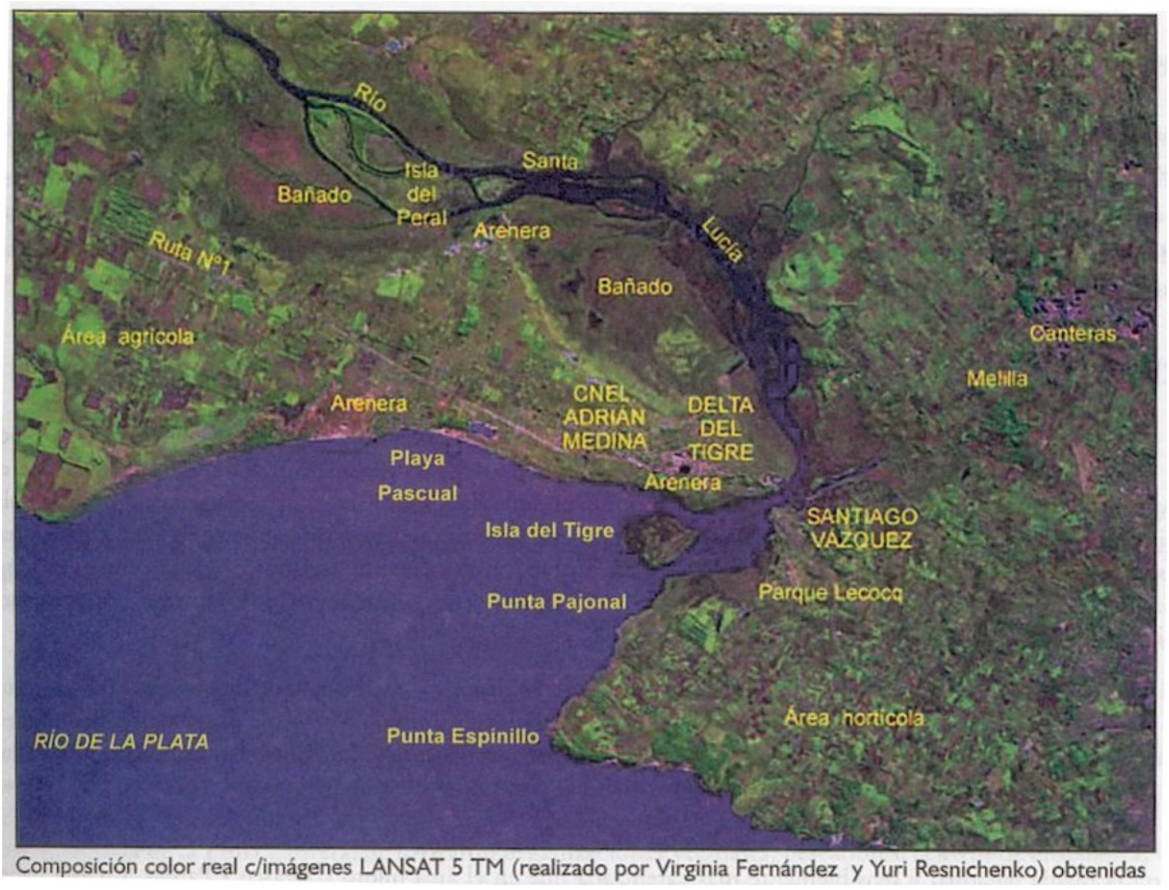


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Figure 5. Carrasco-Pando Pilot Area

3. Description of the Methodology

The initial step in determining the evaluation methodology was the selection of a starting point or baseline for the EcoPlata evaluation. This matter was discussed with both Headquarters and LACRO staff. Unlike Program Initiatives, EcoPlata did not begin its current cycle in the year 2000, the recommended starting point for evaluations of PIs. Rather, EcoPlata entered its third phase of IDRC funding in late 1997 and its fourth phase in January 2002. It was the recommendation of LACRO that the starting point for evaluation should be 1998 to coincide with the commencement of implementation of Phase Three of the project and the significant change in emphasis for the project that this represented. This recommendation was forwarded to the Evaluation Unit in Ottawa and the consultants received no objection. Accordingly, the consultants have taken the year 1998 as the starting point for evaluation.

There were several steps in the evaluation process. Briefly, the process began with attendance by the lead evaluator, Peter Walton, at the Orientation and Methodology Workshop held by the Centre in Ottawa on April 14, 2003. Initial meetings with Ottawa-based IDRC staff followed on April 15. The evaluator discussed the evaluation terms of reference and approach with members of the Centre's Evaluation Unit and interviewed other staff who had been involved with EcoPlata from a program perspective in either Ottawa or Montevideo.

A teleconference was held subsequently involving a representative of the Evaluation Unit in Headquarters, the Regional Director – LACRO, the EcoPlata Coordinator in Montevideo, Uruguay and the lead evaluator at which substantive as well as procedural and logistical matters were discussed. IDRC subsequently forwarded background documentation to the lead evaluator and to the second member of the evaluation team, Emilio Ochoa Moreno of Ecuador, once his appointment was confirmed. Background documentation was reviewed and the dates for the field visit were confirmed. The Draft Work Plan was prepared, circulated and approved and agreement reached on 1998 as the starting point for the external review.

The Field Visit to Uruguay took place during the last two weeks of May. As EcoPlata is a Corporate Project rather than a PI, sampling of exemplars representing maximum variation - the best and the worst, the least typical – in order to explore strength and resilience was not as simple as selecting a representative cross-section of projects. Rather, the consultants chose to interview as full a list as possible of individuals and agency representatives involved with EcoPlata since the commencement of Phase Three. This list was compiled with the assistance of the EcoPlata Coordinator. It was also decided to interview lead actors within one of the two pilot areas – chosen because of proximity to Montevideo and level of activity – as well as the Directors of the two multilateral marine initiatives also underway in Uruguay.

This methodology resulted in the following sample:

<u>Uruguay:</u>
Regional Director, LACRO
EcoPlata Coordinator
Current and Past Members of the Junta Directiva (Board of Directors), where available
Current members of the Technical Group
Representatives of National Government Ministries
Representatives of the Faculties of Science and Social Sciences, including the Interdisciplinary Unit, University of the Republic,
Intendencia (Municipal) representatives (Canelones)

Pilot Areas representatives – artisanal fishers and APRAC
Internationally Funded Regional initiatives – PROBIDES and FREPLATA

Canada:
IDRC Ottawa staff involved in or familiar with EcoPlata
Canadian Coordinator – Robert Fournier, Dalhousie University (by telephone)
Bedford Institute of Oceanography (by telephone)

Kenya:
Carlos Sere, Former Regional Director for IDRC, LACRO (by telephone)

Field work in Uruguay comprised interviews in Montevideo with key stakeholders and travel to coastal areas east of Montevideo for: 1) an interview with a senior official of the Intendencia (municipality) of Canelones, 2) attendance and observation at a community workshop in San Luis with artisanal fishers, 3) a site visit to the pilot project area of Carasco-Pando and 4) inspection of coastal zone conditions at a variety of locations between Montevideo and the Department of Maldonado, northeast of the resort community of Punta del Este in the Department of Maldonado.

Subsequent to the completion of field work and additional telephone interviews, the evaluators proceeded to further review background data and clarify remaining issues with IDRC, LACRO, EcoPlata and other stakeholders. Final analysis and synthesis of data and report writing concluded with presentation of this Draft Evaluation Report to the Evaluation Unit of IDRC on September 26, 2003. Once IDRC in Ottawa and Montevideo have reviewed the Draft document and forwarded comments, the evaluators will edit the document and submit the Final Report to IDRC by November 7, 2003.

The evaluation was conducted with every effort to meet the four internationally recognized evaluation standards espoused by IDRC: utility, feasibility, propriety, and accuracy. With respect to propriety, all interviewees were assured of the confidentiality of their comments. The use of specific quotations has been authorized by those interviewed.

A full listing of all background documentation reviewed and consulted appears in Annex 3.

4. Presentation of Evaluation Analysis and Findings in Relation to the Objectives

4.1 Review Objectives

The Centre identifies three specific "review objectives":

1. Assess the extent to which the PI/Corporate Project is meeting its objectives and aims as set out in its Prospectus, and identify any evolution in objectives;

2. Document results of the PI/Corporate Project (i.e. outputs, reach and outcomes); and

3. Offer reflections on the strengths and weaknesses of the PI/Corporate Project's thematic approach and strategies in relation to the current state of the field(s) in which the PI/Corporate Project is active[4]."

In addressing these objectives, the consultant is directed to use the review questions in the Reviewer Guide of the Consultant Contract (Section I).

In preparing this document, the evaluators were mindful of the approach known as "Outcome Mapping"[5] and its methodology for reporting on development impacts. While the evaluators did not encounter written documentation of anticipated "outcomes" for EcoPlata, the contribution to "outcomes" as defined in the above-noted document has been considered and reported upon, as it became evident, in the subsequent pages.

The comments, findings and observations that comprise the EcoPlata evaluation are based on information derived from the variety of sources identified in the methodology: extensive background documentation, EcoPlata publications, personal interviews with Ottawa and Montevideo based IDRC staff, personal interviews with key Uruguayan stakeholders and experts, and telephone interviews with Dalhousie University and Bedford Institute participants, as well as the former Regional Director for IDRC LACRO, now based in Nairobi.

4.2 EcoPlata Objectives

As discussed previously, EcoPlata did not begin its current cycle in the year 2000, the suggested starting point for evaluations of Program Initiatives. Rather, the consultants, in consultation with LACRO and the Evaluation Unit in Ottawa, have taken the year 1998 as the starting point for evaluation to coincide with commencement of implementation of Phase Three of the project and the significant change in emphasis for the project that this represented.

[4] Consultant contract, p. x, para. X

[5] Earl, S.; Carden, F; Smutylo, T. 2001. Outcome mapping: building learning and reflection into development programs. International Development Research Centre, Ottawa, ON, Canada.

The discrete objectives for Phase Three of EcoPlata, the period effectively commencing from 1998, are as follows:

1. Identification and prioritization of the most important Integrated Coastal Zone Management themes in Uruguay
2. Establishment of pilot projects in ICZM that address priority problems, that demonstrate the utility and effectiveness of coastal management with a scientific base and that are of common interest involving the participation of the institutions in the Program
3. Contribute to the formulation and establishment of a system of long term monitoring of the Uruguayan coastal zone of the Rio de la Plata based on significant environmental indicators
4. Contribute to the establishment of a policy and planning framework for national coastal management, *with components for the management of coastal cities (italicized portion subsequently deleted)*
5. Strengthening of scientific, technological and institutional capacities for the integrated management of Uruguayan coastal zones[6]

These objectives were further refined in March 2002 in the Phase Four proposal for EcoPlata[7]:

1. To consolidate the process of integrated coastal zone management in selected coastal areas
2. To pursue a policy relevant research agenda in the selected management areas, drawn from integrated government-stakeholder-researcher consultations
3. To promote ongoing capacity development among researchers through training programs, institutional development, postgraduate education and technology transfer. Greater capacity development will also be pursued directly among community participants and policy makers using workshops and public education initiatives and indirectly through the newly-formed Coordinating Commission and other institutional means
4. To move towards greater institutionalization through the creation of an arms-length Foundation for fundraising and project management and public awareness and to encourage the formal adoption of the principles related to Integrated Coastal Zone Management that were promulgated at the 1992 UNCED Rio Conference.

In documenting and assessing the achievements and results of EcoPlata since 1998, the Phase Three objectives assume particular importance for two reasons: *timing* and *significance*.

First, with respect to *timing*, the Phase Three objectives were intended to guide the project during the period 1998-2002 while the Phase Four objectives are intended to cover the period from 2002 through to 2005. Phase Three is now complete and a thorough assessment of achievements and results can be made. The project is only slightly more than one year into the Phase Four period. While some progress has been made in achieving the Phase Four objectives, the project cannot be fairly assessed on achievements at this point.

[6] UNDP - October 1997 – Project Document (and June 1998 Work Plan)

[7] Project PNUD-URU/97/003 *Support to the integrated management of the Uruguayan coastal zone of the Rio de la Plata.* Phase Four Project Proposal submitted to the UNDP Regional Office in Montevideo, Uruguay, March 2002.

Secondly, regarding *significance*, the Phase Four objectives represent, to a large degree, a reiteration and refinement of the Phase Three objectives. Given that Phase Three work is the foundation for Phase Four, it is essential to review, analyze and evaluate the successes and challenges of Phase Three carefully before turning attention to Phase Four.

4.3 Evolution of Objectives

The objectives of EcoPlata have evolved over the four phases of the project. When EcoPlata was first conceptualized, integrated coastal zone management was one of the key natural resource management issues for the region. EcoPlata came into being as a result of a visit in 1991 by the then President of Uruguay to Canada and an interest on the President's part in creating a University of the Sea in Uruguay. A visit by the President to Dalhousie University and the Bedford Institute of Oceanography in Nova Scotia resulted in a subsequent exploratory mission to Uruguay led by Dr. Robert Fournier of Dalhousie. This exploration and recommended framework for the way ahead constitutes Phase One of EcoPlata.

As Uruguay is a relatively small country with resource constraints and only a small number of professionals actively working in the relevant disciplines, it was suggested by the Canadian team, after widespread consultation with government and the academic community in Uruguay, that the creation of a new University in Uruguay might not be the most effective use of resources nor have the desired outcome. Instead, it was decided to emphasize "networking" among existing institutions with the aim of creating the critical mass necessary to make a difference to matters of coastal zone management.

Objectives in Phase Two emphasized creation of a scientifically credible technical database with particular attention paid to the current state of the commercial fishery and conditions necessary for sustaining this industry. EcoPlata was created as both a project and an office to help focus the available professional expertise and to raise the profile of integrated coastal zone management. The approach espoused was interdisciplinary, multi-sectoral and inter-institutional and aimed to integrate natural resources management and biological research.

Phase Three saw an evolution in objectives to include and integrate the social sciences with the natural and physical sciences. Extensive socio-economic profiling of the study region took place and recognition emerged of the importance of community participation in land use planning and natural resources management and public "ownership" of the issues.

Phase Four objectives reflect an attempt to consolidate gains of the first three phases while simultaneously moving forward the "institutionalization" of the project through more formalized government support. Capacity building of researchers, community participants and policy makers is explicitly addressed, as is the need for upward policy linkages.

One of the most significant contextual challenges facing EcoPlata in Phase Four is the change in financial circumstances of the Government of Uruguay. The economic crisis in Argentina during the last two to three years has also affected Uruguay, bringing with it a 60% devaluation of the Uruguayan currency and a corresponding collapse in revenue generation and economic activity. The Government of Uruguay has been unable to commit any additional funds to EcoPlata for the Phase Four time period. The project is therefore proceeding with bilateral (IDRC) and multilateral (UNDP, UNESCO) funding.

Notwithstanding the current economic crisis in Uruguay, the objectives for Phase Four remain ambitious. A minimum Work Plan for 2003 was developed by June 2003 but had not yet been approved by the Board of Directors[8]. The Work Plan reflected the reduced funds available and the limitations on hiring scientists from public institutions other than faculty members at the University. The Work Plan included activities in both the Pilot Areas (Carrasco-Pando and Playa Pascual-Punta Espinillo) as well as at San Luis.

Any discussion of "context" for EcoPlata would not be complete without reference to IDRC's Corporate Strategy and Program Framework (CSPF) 2000-2005 which identifies the "broad themes and general program directions" of IDRC over the next five years. The focus of "research and intellectual support" is in three broad areas: Social and Economic Equity, Environment and Natural Resource Management and Information and Communication Technologies. How does EcoPlata fit in?

The objectives for Phases Three and Four - in essence, improved Integrated Coastal Zone Management – clearly position EcoPlata within the area of Environment and Natural Resource Management. Less obvious, but equally important, is the emphasis of EcoPlata on Social and Economic Equity. Objectives such as greater capacity building among communities, the selection of ICZM pilot project areas with the engagement of the local community and the very pursuit of a policy and planning framework for national coastal management with the public as the principal beneficiary speak directly to enhanced social and economic equity.

Information and Communication Technologies, while not a principal focus of the initiative, are important to EcoPlata. In Phases Three and Four, EcoPlata made a significant effort in the area of Data Bases Development and GIS. Data bases were structured and a fully operational GIS was developed on the basis of open and free access software: GRASS[9]. Although some institutions of EcoPlata continue to work with ARC VIEW, GRASS Software was adopted as "official" software for GIS at EcoPlata on the basis of its characteristics of free, powerful software that will ensure continuity of access beyond the life of the project or the availability of funds at the institutions. Compatibility between these two software has been proven by continuous exchange of data. In addition, selected cartographic information and data bases were included in a CD for demonstration purposes, together with a free software for displaying the information on any personal computer with WINDOWS 95 or higher.

[8] At the time of the Field Visit by the evaluators in May 2003, the Board of Directors had not met since November 2002. A change in "high-level authorities" within MVOTMA had also occurred at that time. The new authorities did not appoint a new "President" or Chair of the Board until early May 2003. Meetings of the Board of Directors were subsequently held in July and October 2003.

[9] The GRASS GIS and attached Data Base software adopted by EcoPlata are used on a routine basis at DINAMA. The high degree of professionalism of the scientists in charge of this effort was recognized by the sponsors of the GRASS software, assigning the role of "mirror site" for GRASS in South America to the server of DINAMA where the GIS is installed.

4.4 Phase Three Objectives

Objective 1: Identification and prioritization of the most important Integrated Coastal Zone Management (ICZM) themes in Uruguay

Objective 1 is noteworthy for two reasons. First, the very fact that themes can be identified, let alone prioritized, for "integrated coastal zone management" is in itself a testament to the success of EcoPlata in putting ICZM on the table at the national level. Secondly, the identification and prioritization of some of the most important ICZM themes is evident in the very statement of objectives for Phase Three of EcoPlata.

EcoPlata faced many limitations in its efforts to identify key themes and achieve significant outcomes. An initial challenge was the relative insularity of the Uruguayan government and the sectoral approach of the Uruguayan academic community. While interdisciplinary and multi-institutional, multi-stakeholder approaches have long been accepted in Canada and are often the norm, such approaches are still in infancy mode in Uruguay. A key initial aim was to strengthen research and data gathering capacity as well as to improve the level of analysis and synthesis. This took the form of promoting interdepartmental linkages within U of R and the GoU and inter-institutional between the GoU (including the Navy) and the University. Collaboration was promoted in the common interest of building a scientific body of knowledge about the Rio de la Plata and its resources (particularly the fish in the project's initial phases).

Another limitation was cultural. The coast has traditionally been of limited importance and coastal themes tend not to matter or to have the same weight in Uruguay as do issues around the land: agriculture, cattle and traditional export industries. There is little coastal orientation and few sailing and fishing clubs, particularly when compared with Argentina. The coast features in the public consciousness for three months a year when the summer arrives and the beaches are a focus. The more significant economic impacts such as tourism and the commercial fisheries sector are often overlooked and issues such as sewerage, water quality and contamination, quality of beaches, settlement patterns and land use along the coast receive little attention.

A further limitation is a comparatively underdeveloped civil society with little strength, partly a result of the relatively recent restoration of democracy in 1985.

Also worth noting is the fact that the lead GoU Ministry for EcoPlata – MVOTMA – is the Ministry of Housing, Land Use Planning and Environment, a heavy responsibility and one that allows only partial focus on environmental matters generally and coastal environmental issues specifically. While public attention and interest is often issue specific, fading once the "crisis" or "emergency" has passed, the interest of government, once gained, is typically more stable, more permanent.

Given these limitations, a notable aspect of the interviews with lead stakeholders was the degree of consensus around the identification of key themes. The importance of an interdisciplinary approach to coastal issues was universally lauded as was the multi-institutional approach espoused by EcoPlata. The sense of Uruguay as a relatively small resource constrained country adhering to a "traditional technical paradigm" was a common refrain as was the need to break out of the technical, highly sectoral, competitive approach to land use and

resource planning matters. There was also significant but not unanimous support voiced for the integration of the social with the physical or "natural" sciences in Phase Three.

As indicated above, the identification and prioritization of the most important ICZM themes began with the very statement of objectives for Phase Three of EcoPlata. More precisely, the objectives identify the following priority areas:

- establishment of pilot projects in ICZM that…demonstrate the utility and effectiveness of coastal management with a scientific base and that are of common interest involving the participation of the institutions in the Program;
- contribute to the formulation and establishment of a system of long term monitoring of the Uruguayan coastal zone of the Rio de la Plata based on significant environmental indicators;
- contribute to the establishment of a policy and planning framework for national coastal management; and
- strengthening of scientific, technological and institutional capacities for the integrated management of Uruguayan coastal zones

EcoPlata has elaborated these objectives further in its work by highlighting the need to increase the profile of coastal zone issues and by continuing to emphasize an interdisciplinary, multi-institutional approach that focuses available expertise and strengthens and expands existing networks.

A significant step in identifying and prioritizing the most important Integrated Coastal Zone Management (ICZM) themes in Uruguay was the International Conference convened in Montevideo by EcoPlata entitled *EcoPlata 2001: Integrated Management of the Uruguayan Coastal Zone of the River Plate (Rio de la Plata)*. This Conference brought together stakeholders from Uruguay and Canada with other professionals and interested parties from South America, the United States, Australia, Europe and the multilateral institutions (Inter American Development Bank, UNDP. UNESCO). Both the President of Uruguay and the President of IDRC participated in the Opening Ceremonies of the Conference and took advantage of the opportunity to hold separate follow-up discussions on the issue of intergovernmental cooperation on ICZM and the respective roles of Uruguay and Canada – as represented by IDRC - in the future of the EcoPlata initiative.

Lessons and learnings from the Conference served to reinforce the commitment of EcoPlata to the need for a scientifically credible technical data base to underpin an integrated approach to ICZM as well as to public participation, consensus building and public ownership of the issues surrounding the management of the coastal zone. The Conference served to disseminate the learnings of EcoPlata throughout the international ICZM community as well as to expose EcoPlata and the Canadian and Uruguayan stakeholders to the international experience and current state of thinking on ICZM issues.

Objective 2: Establishment of pilot projects in ICZM that address priority problems, that demonstrate the utility and effectiveness of coastal management with a scientific base and that are of common interest involving the participation of the institutions in the Program

The pilot projects from the three areas were developed focussing on the resolution of priority problems of common interest. There is general acknowledgement among those interviewed[10] on the high value of the information gathered by EcoPlata and on the participation of local actors and government entities in the areas. Highlights of the activities and strategies undertaken by EcoPlata towards Objective 2 are contained in Boxes 1 and 2. (Activities and strategies relating to the achievement of subsequent Objectives follow in similar Boxes.)

EcoPlata functioned as both a testing ground for the relationship between the politicians, consumers, governments, academics, NGOs and other actors and also as an inter-institutional government mechanism for coastal management. The results in the first role have been better than in the second[11]. The inter-institutional cooperation has produced some successes but significant results have not yet been achieved in the area of management collaboration. The impacts of EcoPlata can be appreciated more in the style of work at the level of the technical groups which has matured from a bilateral relationship to interdisciplinary and inter-institutional coordination and support.

The delivery model of EcoPlata is very adequate for the environmental objectives of the project. Coastal management is the responsibility of the government and it is in its hands to improve its practices. Thus, it is the government Ministries and their personnel that must execute the project in close relationship with the diversity of interested stakeholders.

Box 1 - Achievements in the Pilot Areas

Three priority issues from the perspective of the local community were identified in the first two pilot areas - coastal land use regulation, environmental quality and the artisanal fishery – and a working group was brought together for each area.

In the area of coastal land use regulation, small public works were constructed to correct erosion from storm water runoff to the river, to provide parking and change facilities at the beach and a framework was developed for a proposed Lineal Coastal Park.

In the area of environmental quality, solid waste on the beaches of Carasco-Pando was assessed and a recycling program for plastic containers was implemented with the participation of TRANSFORECO (a local business), local residents, local high school students, groups of senior citizens and officials designated by the Municipal administrations. A plan was implemented to characterize water quality at the mouth of the different streams – Carrasco, Pando and Santa Lucia – and an analysis of nutrients and water contaminants was completed.

Solid waste was evaluated along with the area of deposition in the riverbed that affected the artisanal fishery. Work was done in the transference of fishing technology that permits the capture of fish by net without affecting croaker (sea bass) juveniles.

In the area of Playa Pascual - Punta Espinillo (Pascual Beach - Espinillo Point), actions concentrated on the regulation of coastal land use in the Delta del Tigre (Tiger Delta) and on the extraction of sand for construction. The contamination of the Santa Lucia River was evaluated. Assistance was given to local stakeholders in the resolution of conflicts over property and coastal land use. Officials from the Municipality of San Jose, the Sub-Prefecture of Santiago Vazquez and the National Naval Prefecture participated.

Source: Various reports and documents

[10] "During the period of execution of EcoPlata, PROBIDES and FREPLATA (a project with a long incubation period) were also underway. Our University participated in the first two projects. These projects have generated studies of great importance for public entities." (Ricardo Ehrlich, Dean of the Faculty of Sciences and Member of the Junta Directiva - Board of Directors - of EcoPlata.)

[11] Dr. Juan Gabito, Ex President of the Board of Directors of EcoPlata

The major achievements are the inter-institutional coordination between the project partners, the augmentation of a critical mass of knowledge, the sensitization of the public and the government to integrated coastal zone management and the networking with other similar efforts on an international scale.

Box 2 - Achievements in the Saline Front Pilot Area

In the third pilot area – the Frente Salino del Río de la Plata – studies were completed on rates of primary production in the saline front zone; effects of physical and chemical factors on the reproduction and rearing of croaker; tracking of the movement of the saline front; identification of populations of croaker as a criterion for the management of the fishery; evolution of indicators of pressure on the croaker; characterization of the settlements of fishers in the areas of Pajas Blancas and Santa Catalina; and the structure and status of artisanal fishery activity in the Rio de la Plata. The study included the socioeconomic and environmental characterization of the artisanal fishery in three principal points of embarcation: Pajas Blancas, Santa Catalina and San Luis.

Source: Various reports and documents

Intermediate achievements in which the results are not yet evident are the development of work protocols at the level of Ministries and municipalities and the execution of local programs of integrated management with the initiative of particular municipalities (Canelones and San Jose).

Very initial stages of advance can be appreciated in the development of management capacities in civil society: businesses, the public, non-profit societies. Typically, however, NGOs still mobilize best when faced with conflict situations and are reluctant to engage in the patient work and slow construction of results required at other periods.

The municipalities are indispensable partners for the success of EcoPlata. They are in charge of basic services and functions such as urban planning, sanitation, etc. The municipalities, however, are very diverse in their capacities and in general cannot count on adequate budgets or technical abilities comparable to those of the central government.[12] For example, EcoPlata worked in the Municipality of Canelones, in close conjunction with the Environmental Directorate of that Intendencia, and planned with them waste management, development of the coastal drive and other actions. The coastal drive project is a very representative case of "immature" coordination[13].

In the opinion of the new President of the Board of Directors (Federico Bervejillo), EcoPlata has not yet generated standards of quality for management of the coastal environment and it is necessary to advance towards such standards to better support the work of the various Intendencias and municipalities.

Although distinct levels of satisfaction can be perceived with the achievements to date, one of the most valuable contributions of EcoPlata is the general level of comprehension evidenced by Uruguayan leaders of the necessity of continuing along the road "opened" by EcoPlata and of the fact that its contributions (information, mechanisms of inter-institutional work, local participation) are in the right direction.

[12] Dr. Juan Gabito, Ex-President of the Board of Directors of EcoPlata

[13] Vet. Dr. Juan Carlos Barranquet (Director General of Environmental Management, Intendencia of Canelones) considers the "Rambla" (coastal drive) a clear example of poor coastal management: "The EcoPlata study was undertaken with us and with the participation of the community and gave us reasons to insist before the Public Works Directorate that the design was inappropriate, but the work was done and the cosequences were disastrous. We were not able to avoid this for a number of reasons, but I am totally convinced that after our experience all the Municipal Managers will be able to avoid a similar situation."

Objective 3: Contribute to the formulation and establishment of a system of long term monitoring of the Uruguayan coastal zone of the Rio de la Plata based on significant environmental indicators

The purpose of this objective is to make possible the taking of a temporal series of observations in order to establish the changing environmental conditions in the study area as a management tool for both government and EcoPlata. There are three essential steps to achievement of this objective:

1) creation of the relevant baseline conditions
2) formulation of significant indicators of environmental health
3) establishment of monitoring protocols

EcoPlata has achieved much of the first step. A substantive technical and scientific database has been created in a number of key fields: physical, biological, oceanographic, economic and socio-demographic. An impressive series of technical investigations, analyses and reports documents existing conditions in the study area ranging from an inventory of features such as sand dunes, ravines and erosion through extensive marine data on water quality, the state of the croaker (sea bass) fishery and ecosystems to data on human populations and principal economic sectors. The pilot areas have benefited from particularly in-depth study and their key environmental conditions are well documented.

Little activity seems to have taken place regarding the second step, the formulation of indicators. Essential to achievement of this step is a determination of what key information, among all that currently is and could be available, is required on an annual basis to paint an accurate picture of the health of the Uruguayan coastal zone of the Rio de la Plata.

Achievements related to the third step – establishment of monitoring protocols – include the evaluation undertaken jointly by SOHMA, DINAMA, INAPE and the Faculty of Sciences, U of R of existing environmental monitoring systems in the coastal zone. No monitoring protocols, however, appear to have been recommended or established subsequent to this investigation.

There are a number of important issues related to Objective 3. First, the identification of key indicators requires EcoPlata and its partner agencies to define how broadly or narrowly they wish to define “environment” as it relates to the coastal zone. For example, should indicators of economic health be included – population density, internal (to Uruguay) migration rates, employment and income data – or should indicators focus on traditional areas such as water quality, the fishery and erosion.

Secondly, the possibility exists for local people in communities throughout the study area to become an integral part of the monitoring system through identification of an explicit role for them in data collection, whether water quality sampling, waste accumulation and treatment or socio-economic or demographic data. This would greatly accelerate the growth in public sensitivity to environmental matters and enhance public awareness of the EcoPlata program.

Thirdly, EcoPlata and partner Ministries within the GoU should give consideration to the preparation of an annual “State of the River” document chronicling the changes in key environmental indicators. This could be published and tabled with some fanfare at an annual day long workshop or press conference in a key coastal centre, probably Montevideo, and would again contribute to raising the profile of the program and the issues.

Objective 4: Contribute to the establishment of a policy and planning framework for national coastal management, with components for the management of coastal cities

There were two principal contributions within this objective: 1) EcoPlata achieved the establishment of the Coordinating Commission of Support for Integrated Coastal Management within its study area, and 2) EcoPlata generated technical and scientific information essential to the establishment of the planning framework for national coastal management. The phrase "with components for the management of coastal cities" was deleted from Objective 4 in the revised Work Plan of the Project document, formulated in May 1998.

The first advance was achieved through the enactment of Presidential Decree 186/001 of the 23rd of May 2001. The Decree establishes a Commission that has jurisdiction in the area in which EcoPlata is working and creates a relationship of operational complementarity between the Board of Directors of EcoPlata and the Commission. (For example, it grants the Board of Directors the ability to bring additional bodies to the Commission. It further grants the Commission and the EcoPlata Board of Directors powers "*to define features/aspects of coastal management...respecting the jurisdictions of each entity...etc").* The Commission represents a very promising potential for coordination and management that the EcoPlata program has not yet managed to exploit sufficiently.

The second advance corresponds to the generation of the information framework for planning and development of management policies. The cartographic and tabular information is available in a CD. A Geographic information System (GIS) has been developed for the Project with a base in free software, with the support of DINAMA, DINARA, SOHMA and the Faculty of Sciences.

The members of the GTI agreed, during the evaluation session, on the following as successes in their areas of endeavour:

Coordination and Management

- EcoPlata is a meeting place between a multitude of actors: institutional, territorial, professional and the public
- EcoPlata provides a unique setting for participation and exchange of learnings and is a factor for continuity of ideas and efforts
- EcoPlata promotes personal contacts and operational mechanisms that facilitate the follow-up and transference of knowledge to the public and interested communities

Investigation

- Disperse information was brought together, compiled and systematized and specific information for diverse physical, biological and social themes was generated
- Amplified the spectrum of investigations and facilitated the generation of interdisciplinary research proposals and initiatives

As previously stated, EcoPlata has not yet had significant success in the incorporation of information into management plans or prescriptions. For example, at the research stage a net was successfully designed that precluded the capture of juvenile fish species; the net was not generally utilized. Spawning grounds were identified in order to establish areas temporarily off-limits to fishing; these protected areas were not established. Very good information was

generated on the "frente salino" (saline front) but it was not used to regulate the fishery[14]. EcoPlata has successfully constructed the preconditions of information, coordination at the technical level and local public participation, and now faces the task of incorporating in its work the institutional decision makers. The Coordinating Commission created in 2001 with senior technical officials has had scarce activity and has not yet demonstrated whether it is an adequate instrument to strengthen management.

The Directors of similar projects appreciated the contributions of EcoPlata in a more pronounced manner. For example, the Director of the FREPLATA Project, Jaime Cantera, affirms that all coastal zone management has benefited from the work of EcoPlata because EcoPlata covered much of the ground that was previously lacking but essential to the promotion of the ideas and the systems of integrated work: incorporation of institutions in the generation of products, initiation of management processes with local groups and the generation and negotiation of relevant policies.

Objective 5: Strengthening of scientific, technological and institutional capacities for the integrated management of Uruguayan coastal zones

There was universal support for EcoPlata's achievements in bringing together a diverse group of individuals and institutions to focus their professional efforts on the integrated management of Uruguayan coastal zones. Beyond that, there was significant evidence of an enhanced scientific and technological capacity at both the individual and institutional level.

On the scientific side, the link with and support from Dalhousie University and the Bedford Institute of Oceanography has been widely identified as promoting a level of excellence in research methodology, scientific procedure, field work, identification of significant findings and elaboration and presentation of results. The collaboration with Canadian academic and research institutions has enabled Uruguayan scientists to benefit from international peer review, professional mentoring and sophisticated laboratory sample analyses in Canada. More than one stakeholder mentioned the relative "openness" of Canadian collaborators, the ability of the Canadians to listen and work in partnership and the recognition that Canada did not have all the answers but could also learn and benefit from scientific collaboration with Uruguay. There was near universal agreement that the quality of work produced by individuals within institutions had improved and that the staff had gained in confidence.

The Dean of the Faculty of Sciences, University of the Republic, spoke of Canadian institutional participation in EcoPlata as an "enormous contribution to inter-institutional efforts" in Uruguay. He noted that Canadian participation was extremely valuable in providing an external perspective and served as an excellent example of international cooperation and support.

As previously mentioned, an example of technological capacity building is the development of a Geographic Information System (GIS) for EcoPlata supported by DINAMA, DINARA and the Faculty of Science. The GIS was developed as a management tool for policy development and planning within the study area. GIS development brought these institutions together and led to broader dissemination of both GIS technology and training. It is EcoPlata's intention to incorporate into the GIS all information collected by the Working Groups, allowing for integrated analysis of the scientific and technical data.

[14] Dr. Juan Gabito, Ex-President of the Board of Directors of EcoPlata

With respect to institutional strengthening, the interchange between Uruguayan institutions and the "partnering" with Canadian institutions has resulted in a new and more dynamic institutional culture within participating Uruguayan agencies than existed previously. The door has been opened to cross-discipline and cross-institutional activity and initiative and the benefits have become obvious. The joint activities of the institutions create a context for multidisciplinary activities, improved coordination and participation in national issues.

The University of the Republic is an interesting case in point. Not only has staff from a variety of faculties contributed singly and jointly to the accomplishments of EcoPlata but a proposal has now also been developed for creation of an Interdisciplinary Master's Degree in Integrated Coastal Zone Management involving seven faculties. (This proposal is the subject of a request to CIDA for $4M Canadian. Dr. Robert Fournier of Dalhousie is the lead Canadian proponent.)

Each of the above speaks to what might be considered the single most significant "theme" or outcome – capacity building as a means to effect a "change in culture" and "paradigm". EcoPlata is widely credited by the University community, Government of Uruguay agencies and the multilateral community, including both funding agencies and internationally funded regional initiatives, as having been a watershed in the development of interdisciplinary, multi-institutional approaches to natural resource management and policy development issues. The capacity of each institution to work singly and cooperatively on collaborative efforts with shared goals and objectives has been enhanced in the opinion of each and every stakeholder in EcoPlata who was interviewed.

4.5 Phase Four Objectives

The fourth phase was intended to cover the period 2002-2004. The economic crisis that came about in the region delayed negotiations with the government, however, and the project now extends until 2005.

Objective 1: To consolidate the process of integrated coastal zone management in selected coastal areas

The activities realized for this objective since 2002 (see Box 3) continue the focus of the previous years (creation of preconditions) but with fewer resources and less participation of technical specialists. The activities do not yet show combined advances with the decision makers of the municipalities and governmental offices. The meetings are not yet giving way to management initiatives and the objective of consolidating the process of management is not coming closer.

Box 3: Phase Four - Objective 1 Achievements

- The technical team of the Pilot Areas examined the methods and the results obtained in the previous phase.
- With the contributions of a consultant, the process of implemented integrated management was revised and mechanisms identified to incorporate the national and municipal authorities in the process of coastal management.
- Contact was made with the municipal authorities to ensure their participation in the implementation of the coastal parks in the region between the Carrasco and Pando Rivers.
- Planning directives were developed for adoption by the municipal administration of Canelones in the area occupied by local (artisanal) fishers.
- An exhaustive revision of land ownership registers in the coastal zone was realized in the Pilot Area of Playa Pascual - Punta Espinillo as a contribution to the solution of use conflicts and occupancy of these lands.
- The experience of the Pilot Areas Carrasco - Pando y Playa Pascual - Punta Espinillo was extended to the settlement area of local fishers of Balneario San Luis (Canelones) through activities aimed at increasing fish catches, the use of species of reduced commercial value and increasing the production of value-added fish products.

Source: Various reports and documents

However, there is evidence that, in some actions, the municipalities are beginning to incorporate the criteria developed by EcoPlata; an example is the expedition of the *Decree of the Land Use Planning Framework for Ciudad de la Costa (City of the Coast) and Areas of Influence,* which, according to the Environmental Director of the Intendencia of Canelones, is fuelled by the ideas of EcoPlata.

The Director of DINARA, Yamandu Flangini, proposes that it would be desirable that the Coordinator of ECOPLATA visit the Directors of the distinct government institutions and promote cooperation and integrated management starting with the initiatives and efforts that each group is developing. DINARA has established the “fish table” as a semiformal mechanism of participative operation of this activity, with representatives from the local fisheries.

Objective 2: To pursue a policy relevant research agenda in the selected management areas, drawn from integrated government, stakeholder, researcher consultations

In a parallel way with EcoPlata, the preparation of the National Coastal Policy (PNC) is in development. The collaborative projects have been very successful in creating the preconditions for the preparation of the PNC. PROBIDES, for example, created research networks, promoted education and developed pilot experiments for land use legislation in the Municipality of Rocha. EcoPlata also contributed information and cartography, local management experiences, inter-institutional links, information system development and several internships. The two projects promoted an inter-institutional work culture and DINOT participated in both.

The Director of DINOT and new President (Chair) of the Board of Directors of EcoPlata explains that the PNC development process comprises two stages: in the first, consensus between public groups with abilities in coastal management is sought; in the second, consultation is extended to groups outside of the public sector. The first stage lasted slightly longer than a year. The second consisted of three consultation sessions in three geographic regions to be completed in one month. Twenty-five public groups participated (including 13 coastal municipalities of a total of 19 in the territories of the Uruguay River, the Río de la Plata, the Atlantic Coast and Merín Lake) in 14 sectors of activity.

The traditional relationship between DINOT and the municipalities has been reduced to urban areas, stemming from the architectural tradition of planning. There has not been an integrative focus on environmental policy nor on land use management of the region.

DINOT has legal jurisdiction over land use legislation policies, and the Intendencias and local Councils the exclusive jurisdiction over the use of urban land. There is, however, a "power vacuum" in terms of the use of rural land, which was traditionally an open area able to accommodate uses undesirable in the urban area. This situation changed in 1995 for the Municipality of Montevideo, which received by law jurisdiction over the use of both its urban and rural lands. The other municipalities do not yet have this legal authority.

The PNC is proposed as a *non-obligatory framework* in which the municipalities can expedite specific regulations for the use of urban lands. The PNC does not change the status of management jurisdictions over rural lands but employs the framework where it is considered most appropriate.

The PNC establishes Areas of Focus for Management (AFG) and a Registry of Projects of National Relevance (RPRN).

An AFG is a territory in which multiple uses come together (for example, urban development, tourism, fishing, agriculture, mining etc.) with some active

Box 4
Phase Four - Objective 2 Achievements

- Efforts at economic evaluation of coastal resources were revisited at the national and regional level, as well as current capacities and available information for these studies.
- A revised version of a CD to enable access to cartographic and tabular information for the coastal zone of the Río de la Plata was completed.
- The work group of the *National Coastal Policy* was provided with cartographic material.
- Work was done with the members of the Coordinating Commission of Support for Integrated Management to promote participation of institutions with thematic or jurisdictional competence in erosion of the left bank of the Pando River, erosion of the beach and of the ravines in La Floresta and implementation of sections of the Lineal Coastal Park
- The work on water and sediment contamination of the waters of the rivers Carrasco, Pando and Santa Lucía realised by the personnel of the National Directorate of the Environment and SOHMA was complemented.

Source: Various reports and documents

conflicts and other potential ones, and which requires mechanisms to coordinate the management of these uses and lands to ensure activities that are sustainable and environmentally friendly. Once DINOT identifies and declares an AFG, it must implement a management coordinating mechanism like EcoPlata.

RPRN permits the identification of problematic projects during their development stage and therefore before the phase of the environmental impact reports. When a problematic project is identified, a process of consultation and territorial coordination is activated with the participation of the actors interested in its execution or in its effects. The goal is to complete this process before investments are made in order to be able to relocate the projects. Currently, by means of the mechanism of Environmental Impact Reports, public actions focus principally on mitigation.

The framework of PNC is very positive for the work of international cooperation projects. FREPLATA, for example, is now promoting the preparation of Coastal Agendas. These agendas should become part of the PNC.

DINOT hopes that the PNC will be formalized this year. Once the consultation phase is completed, the resulting document will be taken to the Technical Advisory Commission of Land Use Legislation (COTAOT) created by Executive Decree in 1994 but relatively inactive. COTAOT is a mechanism of potential national significance that consists of three levels: a plenary (some 40 delegates of all the ministries, municipalities and other groups), a coordinating committee that is operative and focused, and a permanent Secretary supported by DINOT.

DINOT estimates that the appropriate conditions exist to reactivate the mechanisms of COTAOT. Its first session was planned for the end of June 2003.

One of the options to avoid duplication is that the Commission of Support for Coastal Management created in 2001 as part of the framework of EcoPlata function as a sub commission of COTAOT for the coastal zone and that EcoPlata operates as its Technical Secretary.

According to the Director of Environment of the Municipality of Canelones, it would appear that the preparation of the National Coastal Policy on the part of DINOT is being managed quite carefully to minimize the risks of conflict and paralysis, particularly because the power is highly concentrated in Uruguay and one entity, if it wishes, can block a process.

Objective 3: To promote ongoing capacity development among researchers through training programs, institutional development, postgraduate education and technology transfer. Greater capacity development will also be pursued directly among community participants and policy makers using workshops and public education initiatives and indirectly through the newly-formed Coordinating Commission and other institutional means

The change in the manner of contracting complementary government personnel appears to be one of the causes of the reduced level of activity of EcoPlata during Phase Four. The change also affected other projects. One of the solutions used with significant success by FREPLATA has been to contract with government institutions, by means of written agreements, for the products that were previously contracted for with the technicians. . The advantage of the solution used by FREPLATA is that it permits the institutionalizing, with management as its end, of a relationship that might otherwise remain at the technical and working level. EcoPlata explored and used this approach with success on two occasions, once with SOHMA and again with the Faculty of Social Sciences. Other institutions claimed they could not use this procedure due to cumbersome administrative regulations that would make the process completely inefficient. The contracting issue is key to EcoPlata because of its minimal permanent staff (a Coordinator and one assistant) and its dependence on personnel of national institutions for all tasks.

Box 5
Phase Four - Objective 3 Achievements

- EcoPlata offered a course in Geographic Information Systems (GIS) applied to marine and coastal systems which was attended by technicians of the Project and personnel of other national institutions, of NGOs and students of the University of the Republic.
- Outcome Mapping training sessions were held
- "Participative Environmental Management for the Conservation and Rational Use of Wetlands of International Importance" courses were attended as well as the Iberoamerican Conference of International Cooperation in Wetlands in Toledo, Spain.
- Bursaries were given to students in Social Work to work on the San Luis initiative with fishers.
- An Agreement was finalized with ANEP (National Administration for Public Education) to realize/bring about joint teaching and production of information materials and make available the teaching staff of ANEP.

Source: Various documents and reports

In the Faculty of Social Sciences an area of work was developed in Coastal Environmental Management. Various graduate theses were produced and joint research projects were developed in conjunction with other investigators. The Faculties of Science and Social Sciences are organizing a Master's Program in Integrated Coastal Management with the support of other Faculties and external Universities. This development and integration of capacities is a result of the cooperation between the teaching staff who worked in this manner through EcoPlata.

Objective 4: To move towards greater institutionalization through the creation of an arms-length Foundation for fundraising and project management and public awareness and to encourage the formal adoption of the principles related to Integrated Coastal Zone Management that were promulgated at the 1992 UNCED Rio Conference

For the new President of the EcoPlata Board of Directors and Director of DINOT, Architect Federico Bervejillo, the option of a Foundation is an idea in progress, one that seems very

interesting and worth exploring further. It may be key to bringing credibility and transparency, in integrating diverse sectors, in structuring international relations, in increasing and maintaining the reserve of capacities and abilities and in capturing internal and external resources. The institutionality that Uruguay needs, in his opinion, must be focussed in supporting policies in the medium and long term.

In general terms the activities of Phase Four of the project are developing at a weak pace compared with the previous phase and are still in the initial state. The reduced budgetary allocation, the change in the regime for contracting personnel, the change in Ministerial leadership: all are factors that have made the transition difficult between the creation of preconditions, so successfully completed by EcoPlata in its previous phase, to the phase of incorporation in the institutional directives of the central and municipal governments the challenges of integrated coastal management. Neither the constitution of the Coordinating Committee (promoted by EcoPlata) nor the process of preparation of the National Coastal Policy Paper (promoted by DINOT) have yet served EcoPlata by sufficiently directing the attention of the decision-makers to the themes of coastal management or by bringing them closer to achievement of stated tasks. The institutional credibility of EcoPlata and its personnel, however, remain high and the chances of success do not appear compromised by the goals of the project.

Box 6: Phase Four - Objective 4 Achievements

- The statutes of the EcoPlata Foundation were approved as an initial first step.
- The Executives of the Departments of San José and Canelones were assessed on coastal themes through discussions with the respective legislative bodies
- Meetings were held with the Coordinating Commission of Support for Coastal Management to understand the points of view of the coastal Municipal governments
- A public consultation meeting was held on the proposal by GEF for management of the wetlands of the lower reaches of the Santa Lucia River, in conjunction with PROBIDES
- Contact was made with Argentinean, Brazilian and European Union institutions to present a research and management proposal to FP6 (Framework Program 6) of the European Union.
- An information bulletin was created – El Torreon – that is distributed by e-mail and can be consulted on the web page of EcoPlata
- More than 1500 copies of the technical publications of the Project were distributed as well as CD editions.

Source: Various reports and documents.

4.6 Results to Date

Much of the activity undertaken by EcoPlata since initiation of the second stage in 1998 has been documented above on an objective by objective basis. Many of the results of the Project have also been identified. The most significant outputs and outcomes are highlighted and briefly discussed below:

Creation and dissemination of a substantive body of knowledge
EcoPlata has created a substantive body of knowledge - a database with new permanent information - essential to the successful initiation and achievement of Integrated Coastal Zone Management. Applied research and subsequent publication of findings and results (see Annex 7) address the diverse range of issues relevant to management of the coastal zone, from the physical and marine sciences through the environmental and social sciences. Specific initiatives are highlighted, ranging from documentation of the shifting *frente salino* (saline front) and associated fishery resources to socio-economic and demographic profiles; from analysis of the "enabling environment" – laws, regulations and jurisdictions pertaining to the coastal zone - to coastal zone pilot area projects that engaged the public as well as governments and non-profit groups. (The need to regularly update this database and monitor key indicators of coastal zone health has yet to be addressed.)

Dissemination of information has been a priority. This has been pursued through the core structure of EcoPlata – inter-institutional, interdisciplinary, and intergovernmental – and through publications, networking, the EcoPlata website and staging of and participating in major international conferences. The most significant - *EcoPlata 2001 International Conference on Integrated Management of the Uruguayan Coastal Zone of the Rio de la Plata* – brought in top calibre professionals from numerous countries - international peers - who, according to Carlos Sere, "confirmed the cutting edge approach" of EcoPlata.

In addition, all cartographic information and data bases developed by EcoPlata were integrated into the GIS and are fully operational. Selected cartographic information and data bases were included in a CD for demonstration purposes, together with a free software for displaying the information on any personal computer with WINDOWS 95 or higher. Also, a CD containing information on the coastal area of the Rio de la Plata was developed and widely distributed.

Table 5
Technical Reports and Proposals of EcoPlata
October 1998 until December 2002

Component	Quantity
Saline Front	23
Research	10
Monitoring	5
GIS	3
Pilot Areas	19
Planning	12
Total	**72**

In terms of type and quality of outputs, over 70 Technical Reports and Proposals were authored under the aegis of EcoPlata between 1998 and 2002 (see Annex 7). Number and type were as illustrated in the adjacent Table 5. The Directors of both FREPLATA and PROBIDES, the Dean of the Faculty of Sciences, University of the Republic and the Canadian Coordinator, Dr. Robert Fournier, have attested to the quality of the work. In fact, much of the scientific base data that formed the foundation for FREPLATA's research was the original work of EcoPlata.

Advances in learning and teaching
Concrete investigations of EcoPlata, such as the "frente salino" and fishery resources, represent an advance in learning that has become an advance in teaching as methodologies as well as findings are being included in courses at the University of the Republic. Other investigations and findings, whether in the physical or social sciences, offer similar opportunities.

A change in culture
For many, EcoPlata's biggest challenge and most likely biggest success has been to "shift the paradigm", to bring about a "change in culture" in Uruguay. Uruguay, according to Carlos Sere and echoed by many others, operates in a traditional technical paradigm where disciplines are relatively narrowly focussed and inter-institutional initiatives are infrequent. The idea of working together jointly on integrated coastal zone management represents a new concept in a new field. According to Ricardo Ehrlich, "EcoPlata created a new common language, raising the consciousness of this type of effort. The country has begun to understand, to learn that for certain themes, policy areas, it is vital to work inter-institutionally." [15] A common vision comprising a social, physical and biological dimension has begun to emerge.

Furthermore, a significant group within several faculties of the University – staff and students – has been exposed to this new process with long-term interdisciplinary, intra-institutional and inter-institutional benefits. Technical linkages and networks have been enhanced.

Again, whether this change in culture is self-sustaining or requires an initiative similar to EcoPlata to maintain the momentum is an outstanding question.

Capacity building
Capacity building – specifically, the strengthening of scientific, technological and institutional capacities for the integrated management of Uruguayan coastal zones - is one of the key outcomes of EcoPlata. Numerous examples of such strengthening arose and are cited under 4.4 Phase Three Objectives, Objective 5. More significant still, however, has been the success of EcoPlata in effecting a "change in culture" and "shift in paradigm" through enhanced capacity at the government and institutional levels.

There was near universal agreement that the quality of work produced by individuals within institutions had improved and that individual staff had gained in confidence through participation in EcoPlata. Many of those interviewed attested to the improvement of research efforts within their own and partner institutions as a result of EcoPlata. There were also instances cited where the products of EcoPlata had helped underpin other bilateral and multilateral initiatives. Research on the "saline front" and the croaker fishery, for example, was cited by FREPLATA as essential base data for much of their initial work addressing environmental protection of the Maritime Front of the Rio de la Plata.

More than this, however, was the opinion of all EcoPlata stakeholders interviewed that the capacity of each institution to work singly and cooperatively on collaborative efforts with shared goals and objectives had been enhanced. By "modelling" collaborative, interdisciplinary, multi-institutional partnerships, EcoPlata served to break down barriers between institutions and demonstrate the value of joint efforts for achievement of national and other shared goals as well as for institutional and individual professional benefit.

[15] Dr. Ricardo Ehrlich, Dean of the Faculty of Sciences, University of the Republic.

Various stakeholders attested that the interchange between Uruguayan institutions and the "partnering" with Canadian institutions - Dalhousie University and the Bedford Institute of Oceanography, particularly - has resulted in a new and more dynamic institutional culture within participating Uruguayan agencies than existed previously. The door has been opened to cross-discipline and cross-institutional activity and initiative and the benefits have become obvious. The joint activities of the institutions create a context for multidisciplinary activities, improved coordination and participation in national issues.

Sensitization of public opinion

There was general agreement among those interviewed that coastal and environmental issues were not commonly "on the radar" in Uruguay. Environmental issues become important in times of conflict but are then often forgotten. The coast – specifically the beaches – is in the public consciousness for only three to four months per year during the summer season but is otherwise paid little attention. In 1991, in this context and to his credit, the then President of Uruguay made the initial overtures to Canada that resulted in the creation of the EcoPlata program.

Many interviewees noted that EcoPlata had served to sensitize public opinion to the linked issues of coastal management and the environment. It is difficult to determine the extent to which this awareness has permeated popular culture versus that of academia and government. It is certainly true that the issue of integrated coastal zone management has been taken up by central government – witness the creation of the Commission of Support to EcoPlata in 2001 and the Policy Paper on Coastal Management prepared by DINOT in 2003 – and the University – witness the effort to create an Interdisciplinary Master's Program on Integrated Coastal Zone Management among seven departments with Dalhousie's collaboration and CIDA funding. Evidence of Municipal and public interest is perhaps best presented by the experience of the Pilot Projects in which Intendencias (Municipalities), NGOs, civil society and the public came together to tackle and find solutions to site specific environmental issues.

EcoPlata as neutral ground, a clearing house

EcoPlata has created the opportunity for different agencies to meet and exchange views and information free of territorial concerns. EcoPlata provides "a legitimacy for the relationships between institutions… (that) would suffer without it".[16] EcoPlata has brought together the stakeholders: national, regional, local, NGO, civil society and the public. EcoPlata has functioned as a resource to the academic and government communities in Uruguay and as a bridge between them and Dalhousie and Acadia Universities in Canada, the Bedford Institute of Oceanography, Environment Canada and IDRC. EcoPlata is considered by many to have the best opportunity of present initiatives to actually achieve something in ICZM.

Influence on policy making

EcoPlata was universally given credit for having "put on the table at the national level the question of integrated coastal management". There are two clear examples of the influence of EcoPlata on policy making at the national level and both have received previous mention: the creation by statute of the Commission of Support to EcoPlata in 2001 and the Policy Paper on Coastal Management prepared by DINOT in 2003. It was noted that there now existed a "confluence of ideas" and that the need for a national coastal policy was firmly rooted in the consciousness of the major public actors.

[16] Dra. Adela Pelligrino, Director of the Multidisciplinary Unit, Faculty of Science, University of the Republic.

Gender equality
Gender equality does not appear as a stated goal of EcoPlata but can be assumed to be a cross-cutting theme relevant to all policy, program and project decisions. The fact that gender equality is not explicitly addressed, however, speaks to the perception that gender equality is more donor driven and of less immediate relevance to the project. There is no indication of any gender analysis being carried out at the earlier stages of the project or program cycle nor is there any indication of the findings being integrated into program or project planning.

Identification of the role of women in EcoPlata is a simpler matter. Women are well represented at the GTI (inter-institutional technical group) and play a lead role in much of the scientific and sociological research undertaken through EcoPlata. The community engagement process with the San Luis artisanal fishers, led by Dr. Clara Piriz, consults and works with both women and men and focuses on empowerment of women as the informal leaders of the community. The socio-demographic profiling of the study area, led by Dr. Adela Pellegrino, Director of the Multidisciplinary Unit of the Faculty of Social Sciences, has raised the issue of both the "feminization" and "infantilization" of poverty. There are other examples.

More could be done to address gender equality explicitly within the program.

Shortening the "distance"
EcoPlata has successfully "shortened the distance" between the politicians and the scientists, between academic and government institutions, between professionals in their disciplines and between scientists and the people. Politicians, planners, scientists, and sociologists: all are typically very sectoral and fragmented in their approaches to issues. While all these "distances" have been reduced, it still remains to establish the extent to which information has been transferred to the appropriate people and whether the necessary capacitation of groups has occurred in step.

Advancing and showcasing public participatory processes
As noted, Uruguay has been characterized by many interviewees as operating in a very traditional paradigm, technical and data oriented and top-down rather than bottom-up. EcoPlata has shown that there is another way to approach issues, particularly through the Pilot Projects and the efforts to "engage" and work with the artisanal fishers in San Luis. EcoPlata has identified public participation and community engagement as a key element of sustainable change and has taken the initial steps to involve the public in coastal land use planning issues. EcoPlata has helped empower the public in the Pilot Project areas of Playa Pascual - Punta Espinillo (Pascual Beach and Point Espinillo) and Arroyo Carrasco - Arroyo Pando (Pando/Carrasco Rivers). EcoPlata facilitated the involvement of the Faculty of Social Sciences and the Faculty of Sciences, University of the Republic, and DINARA with the artisanal fishers in San Luis, east of the capital, in a community development process focussed on the croaker fishery and the sustainability of their livelihood. This process has resulted in reinforcement of the Association of Artisanal Fishers and has helped give voice to their issues.

Eco Plata has affected assumptions and expectations about processes. While these efforts are, in some instances, only nascent and the communities in question might not have the power of their citizen counterparts in Canada or other northern countries to influence decision-making, capacity has nonetheless been built within people and communities who now have access to technicians and information previously unavailable to them. EcoPlata ascribes to the notion that dissemination of information contributes to "ownership" of issues and outcomes. EcoPlata has helped assure the transfer of information from the scientific and technical project staff to the people who live on the coast.

5. Observations

The stated purpose of the external evaluation is "to improve program effectiveness". In this context there are a number of observations that are relevant to any consideration by management of future opportunities and programming directions and that will hopefully provide substantive input for program learning and improvement.

1. Changes in state versus changes in behaviours
The previous section entitled "Results to Date" details many concrete achievements of EcoPlata. These range from specific study outputs such as data on the croaker fishery and analysis of the "frente salino" (saline front) to socio-demographic profiling of the study area. More process-oriented outcomes are also identified, such as the "change in culture" from a technical paradigm to an interdisciplinary, intergovernmental, inter-institutional paradigm that embraces information sharing and shuns territoriality in pursuit of common goals. Such achievements, however, beg two questions:

1) If and when EcoPlata ends, will its work continue?
2) If and when EcoPlata ends, will the culture of interdisciplinary, intergovernmental, inter-institutional work and collaboration continue?

To use the terminology of "Outcome Mapping"[17] and its methodology for reporting on development impacts, has EcoPlata effected changes in behaviours, changes in state or both? Is the success of current interdisciplinary and inter-institutional efforts a reflection of linkages made and bonds forged at the personal and professional level or, more significantly, at the institutional level? Has the cultural change been internalized by the required institutions? Will the linkages and new culture survive the possible future demise of EcoPlata? Has the institutional culture of Uruguay changed to the extent that such a paradigm can survive the absence of what EcoPlata provides - a neutral ground, a clearing house, a legitimacy - for professional collaboration and exchange or will agencies revert to old ways?

EcoPlata has generated a variety of technical components to support decision-making. Beyond this, however, there is also evidence of changes in the conduct of people and institutions which, if sustained and deepened, can become changes in state (in the condition of ecosystems, for example, and in the quality of life of people). Neither the amount of time required nor the intensity of the effort necessary in order to move from changes in conduct to changes in state is ever known in advance, but it is known that there must be continuity, consistency and the clear will to do it. In the case of EcoPlata, the administrative tasks of the project are fulfilled but the management actions that are the responsibility of the central government and the municipalities have so far been realized to a much lesser extent. In order to arrive at sustainable changes in state, the dynamic initiated by EcoPlata must be maintained.

2. Role of the Coordinator
During interviews, the question of who speaks for EcoPlata was raised, the Coordinator or the President (Chair) of the Board of Directors? This matter requires early clarification.

[17] Earl, S.; Carden, F; Smutylo, T. 2001. Outcome mapping: building learning and reflection into development programs. International Development Research Centre, Ottawa, ON, Canada.

One source stated that the face and voice of EcoPlata should be the President of the Board of Directors, not the Coordinator. Others commented that the Coordinator needed to step out more, be more proactive and assume a higher profile. How are comments from EcoPlata on matters like the Policy Paper on Coastal Management released by DINOT to be handled when the President of the EcoPlata Board of Directors is also the Director of DINOT? Who gives voice to the experience and insights gained though twelve years of the EcoPlata Program? What is the job of the Coordinator in such a situation?

The Coordinator has had a field of activity focussed on the production of technical components and his principal relationship has been with the technical teams. He does not have at his disposal mechanisms to promote and finance decisions and actions in municipalities and central government ministries. Leadership in these areas must come from the government-appointed President and members of the Board of Directors. The President of the Board must also be the official spokesperson for EcoPlata while the Coordinator is engaged in implementing the project according to the policies and strategies approved by the Board and interpreting these, with the Board's sanction, to the public through various media and in varying venues.

The conversion of EcoPlata into a Foundation and the approval of the National Coastal Policy present the possibility of a new institutional framework in which the government and EcoPlata each has its own voice.

3. EcoPlata: funding source or mechanism?

EcoPlata is undergoing an evolution in its role from that of a novel integrative mechanism to that of a funding source, from an "initiator" to a "supporter". The role envisioned for EcoPlata in the DINOT Policy Paper is an excellent example, although there are risks. A shift in any future role for EcoPlata may be viewed positively if it can be shown that the momentum that EcoPlata established in approaching coastal zone management from an integrated perspective is to be carried forward by another agency or agencies. If ICZM becomes internalized within the GoU in a meaningful way and implemented through government mechanisms, then a future support role for EcoPlata may be appropriate.

4. Role of the Canadian Coordinator

The role played by the Canadian Coordinator, Dr. Robert Fournier of Dalhousie University, deserves mention as he has been cited by many as critical to the success that EcoPlata has achieved to date. Dr Carlos Sere, Dr. Ricardo Ehrlich, colleagues in Canadian academia and staff of IDRC Ottawa and EcoPlata in Montevideo have all attested to Dr. Fournier's dedication and ability. Dr. Sere stated that he "would like to stress that Bob Fournier has been the individual who has maintained the project, the continuity – the visionary – he deserves much credit."

Dr. Fournier was the leader of the exploratory team from Canada that first visited Uruguay in 1991. He was instrumental in shaping the initial form that EcoPlata took and in guiding the program through its many phases. He helped focus EcoPlata on capacity building and he promoted the program as an integrating mechanism across disciplines and institutions, striving to create an intersection between social and biological sciences. Dr. Fournier has also played the lead Canadian role in approaching CIDA for financial support for the creation of an interdisciplinary Master's program in ICZM at the University of the Republic in Montevideo.

Worth noting here is the significance of the role of Canadian Coordinator and the Canadian academic link or partner to the present and potential future success of EcoPlata and to the level of excellence of its outputs.

5. Current implementation and level of activity

As noted in *Table 3: Distribution of technical products and activities of EcoPlata over time* and *Table 4: Meetings of EcoPlata Board of Directors,* EcoPlata has been relatively inactive over the past twelve months as compared to previous years. Several reasons are given for this:

- the economic crisis gripping the Government of Uruguay over the last two years and the inability of the GoU to commit new funds to EcoPlata;
- the corresponding financial difficulties in which national institutions find themselves limit the possibilities of execution of works and other activities proposed for EcoPlata which require a budget or financial expenditure on the part of the executing institutions and agencies;
- restrictions imposed by the GoU on the contracting of civil servants as consultants – in effect, "topping up" their salaries - by EcoPlata and other agencies for research and work activities necessary to the program have limited the availability of competent individuals in some thematic areas; this practice had been followed previously with significant success in level of output;
- a new President of the Board of Directors who is also the Director of DINOT, who is spearheading a new ICZM policy initiative from DINOT and who has numerous weighty commitments in addition to EcoPlata.

EcoPlata has raised the financial and contractual issues with the GoU and has been assured that efforts are underway to address these matters. The question remains whether there is more that EcoPlata can do to advance matters. One possible solution to the contractual issue used by both FREPLATA and EcoPlata has been to contract with government institutions, by means of written agreements, for the products that were previously contracted for with the technicians. The advantage of this solution is that it permits the institutionalizing of a relationship that might otherwise remain at the technical and working level. Not all institutions are amenable to or capable of implementing this approach, however.

6. EcoPlata and Argentina

How important is cooperation with Argentina? Does EcoPlata continue to make sense as a Canada-Uruguay bilateral initiative or is the involvement of Argentina essential?

It was made clear during the interviews that the initial challenge was to first "put the Uruguayan house in order" with respect to an integrated approach to coastal zone management. The perceived need was to help "shift the paradigm" by ensuring that Uruguayan institutions were working together and that the talents and skills of individuals and the strengths of existing institutions were being appropriately targeted to the issues. It was also Uruguay in the person of the President that had requested Canadian collaboration. Argentina, as a federal republic, was seen as "even more complicated" than Uruguay.

IDRC LACRO talked with World Bank officials in Argentina in the late 1990s but felt that, given the resources, it was better to continue focusing on Uruguay. Now in 2003, however, with twelve years of experience, EcoPlata is discussing multinational initiatives with the European Union and external universities that could involve southern Brazil as well as Argentina. Any such initiative would be cognizant of the existing role of FREPLATA, the multilaterally funded initiative bringing together the governments of Uruguay and Argentina that works in the "Frente Maritimo" (Maritime Front) and addresses environmental and management issues in the binational portion of the river.

Consideration of any broadening of EcoPlata to include Argentina begs the question of whether EcoPlata is able and willing to take on such a role, both at the "political" or Board level and at the management or administrative level. EcoPlata has shown itself capable since 1998 of delivering administratively on a significant number of issues (documented previously) within the national context. The ability to operate in a partnership with Argentina at the technical and administrative level is likely now possible. It is unclear, however, whether the will exists at the Board or "political" level for such an expansion of mandate. The real issue that emerges here is not so much the evolution of the role of EcoPlata as the evolution of the role of government.

Again, creation of an independently financed and governed Foundation would free EcoPlata to pursue additional bilateral or multilateral initiatives while allowing the Government of Uruguay to concentrate on its role of advancing integrated coastal zone management policies and putting into practice ICZM planning and procedures.

7. Comparable initiatives

EcoPlata is part of the international network of Integrated Coastal Zone Management initiatives and shares information and learnings with similar initiatives worldwide. EcoPlata presented its own unique approach to ICZM at the major International Conference which it sponsored in Uruguay in 2001, inviting comment, sharing approaches, discussing findings and jointly exploring the road ahead for such initiatives.

EcoPlata has worked closely with the two marine initiatives also underway during parts of EcoPlata's tenure: PROBIDES, a multilaterally-funded national initiative addressing the large area of wetlands on the South Eastern part of the Country and FREPLATA, a multilaterally-funded regional initiative (Argentina and Uruguay) addressing environmental protection of the Maritime Front of the Rio de la Plata. Much of the start-up database for FREPLATA was, in fact, generated through the efforts of EcoPlata. The former Director of PROBIDES mentions that during the first years project biologists concentrated on inventories and studies similar to those of EcoPlata without looking into integrating with local actors and management groups. In particular he credits the social scientists who teamed with EcoPlata as playing a key role in searching for an early pairing of research and management.

One of the key distinctions amongst these three initiatives is that both PROBIDES and FREPLATA are projects with a defined time frame, while EcoPlata was created as a "permanent" program through an inter-institutional agreement.

Careful scrutiny of similar initiatives to EcoPlata and the state-of-the-art in the field suggests three areas in which EcoPlata could strengthen current efforts (please see the discussion in section 4.4 of Objective 3, Phase Three). These include:

1. EcoPlata needs to define how broadly or narrowly it wishes to define "environment" as it relates to the coastal zone in order to identify key indicators for monitoring;
2. Local people in communities throughout the study area can be engaged as an integral part of the monitoring system through identification of an explicit role for them in data collection;
3. EcoPlata and partner Ministries within the GoU should give consideration to the preparation of an annual "State of the River" document chronicling the changes in key environmental indicators and present this annually with great fanfare.

8. Institutionalizing EcoPlata

One of the frequently heard sentiments was the wish to "institutionalize" EcoPlata, to bring the program to the stage where the GoU officially "bought in" to EcoPlata with long-term financial

support. This has not yet happened. While the prospect of a solid financial commitment that would sustain EcoPlata into the future is appealing and underpins the concept of an EcoPlata Foundation, the "institutionalizing" of EcoPlata also brings with it certain risks.

EcoPlata currently offers a neutral ground, a "shared intellectual space" where, as mentioned earlier under "Results to Date", agencies and institutions are free to meet and exchange views and information free of territorial concerns. Were EcoPlata to be housed within one agency, there is a risk that the program and the agenda could be "hijacked". EcoPlata and the integrated approach that it represents should not be captured by any one interest. A core contribution is still needed but without strings. EcoPlata should guard its independent platform.

The creation of a Foundation is one possibility for the "institutionalizing" of EcoPlata. The likelihood of an "untied" or of any core contribution is currently problematic, however. While interest remains in the creation of a Foundation, the Government of Uruguay is unlikely to be able to finance such an initiative in the near future. Core funding from IDRC and agencies such as PNUD (UNDP) could provide a lean financial platform from which to launch a Foundation but the Foundation would be required to quickly secure separate grants or funding from other sources – the European Union application would be one example of this.

What would such a Foundation look like? Ideally, the Foundation would not be an organ of the central government - neither by its composition, nor by its functions, nor through the cycle of the rotation of its members - but rather an institutional arrangement of the Government of Uruguay and the donors to collaborate on the integrated management of the coasts. It would be desirable that not only the external donors but also the national and municipal governments allocate stable and consistent funding to the Foundation. It would also seem reasonable that the Foundation might execute some initiatives by its own hand as well as promoting and funding initiatives of the central government, the municipalities and the nongovernmental actors. The Foundation would most likely support initiatives that included development and implementation of the National Coastal Policy, the development of better land use planning and practices in the coastal zone, the development of institutional and professional capacities in ICZM and regional cooperation for integrated coastal management.

9. Accountability

Given the above comments about the GoU and long-term financial support of EcoPlata, the question of accountability for EcoPlata and its successes and shortcomings arises. What responsibility does the GoU feel for EcoPlata twelve years since inception? Is there an intellectual, conceptual or bureaucratic buy-in if not a financial one? What sense of ownership exists? Should IDRC be unable or unwilling to provide future funding, will the multilateral community step in with additional funding? Will EcoPlata and the philosophy it represents disappear or be subsumed into another initiative?

10. Profile - does the program make sufficient noise?

A number of individuals mentioned the need for the program to have a higher public profile, to garner more publicity and news coverage, to generate more public enthusiasm, to have a marketing or public relations function. It was variously suggested that the program could benefit from focussing on something closer to Montevideo and public opinion and making a "big noise" to gain public support. It was stated that information on the early successes of the program requires more widespread dissemination and that some opportunities for greater public awareness building were missed. It was also suggested that the study area might be too extended to grasp the public imagination.

11. Governance structure

An effective governance structure for EcoPlata is essential if the program is to adequately fulfill its mandate. Some areas for consideration include the following:

Policy Committee

Is there a need for a higher level policy body – perhaps the Minister of Housing, Territorial (Land Use) Planning and Environment and the Canadian Ambassador or Head of Development at the Canadian Embassy? Where is the coordination with the political level? Who has the responsibility to energize the political level when required? Who will invigorate the moribund Commission of Support to Integrated Coastal Management established by Presidential Decree in 2001? How can matters like the "meshing" between EcoPlata and the proposed National Coastal Policy best be handled? A Policy Committee is one possibility.

Board of Directors (Junta Directiva)

The current frequency of meetings of the Board of Directors is insufficient to advance the program objectives and surmount current obstacles. The Board of Directors must focus on strategic rather than operational issues and the Coordinator must be further empowered. Individuals with a vision, those who see the broader picture must be recruited. There is also an opportunity for greater coordination between the Board members and agencies in effecting beneficial changes in coastal zone practices that are evident from EcoPlata research and investigations, e.g. protection of spawning grounds.

Working Groups

The Working Groups and the GTI (inter-institutional technical group) have succeeded at both a professional and a personal level. (Concerns from the Dean of Sciences regarding human resource commitments are noted under "Training" below.) Present concerns focus on the strength of linkages between institutions rather than individuals and on the weak links upward to the policy and program implementation level.

Coordination Office

It has been noted that the central paradigm shift was to get national institutions to work together, not to create staffing. While this model has had many benefits, it may now be appropriate if EcoPlata is to survive in something similar to its present form to consider minimal core staffing of at least one professional officer. This individual would free the Coordinator to step out more and take a more proactive role and could assist in advancing the agenda, enhancing public relations, securing a higher profile for coastal management issues, etc.

Ultimately the Government of Uruguay must take ownership of the program, whether as EcoPlata or in the guise of the National Coastal Policy. Public attention and interest focuses on issues and comes and goes accordingly. Government interest, however, once gained is typically more stable and more permanent.

12. Training

Training is a major theme and there is an opportunity for EcoPlata to play a greater role in this area. Dr. Ricardo Ehrlich, Dean of the Faculty of Sciences at the U of R, speaks to this issue when he notes that there has been a tremendous commitment of senior professionals from within the Science Faculty to EcoPlata: substantial numbers of geographers, biomarine specialists, hydrologists and other physical scientists have contributed their efforts to the project. The same can be said for professionals of other partner institutions. This participation, however, has in his view come about at a high institutional cost in terms of human resources.

He states that this view is not necessarily shared by the staff that have had the opportunity for both personal and professional growth through EcoPlata and have established links with other professionals in other institutions. Dr. Ehrlich's concern, however, is the "payback". EcoPlata has represented a tremendous experience for everyone who participated - the individuals grew at the leading edge of knowledge – but it is necessary to weigh the benefits and the costs. The formation of training opportunities is a trade-off that must be supported and training takes money.

One of the most significant training opportunities being proposed is the creation of an Interdisciplinary Master's Degree through the Faculty of Sciences of the U of R. This program would involve the Sciences, Social Sciences, Architecture (land use planning), Engineering (sewerage, waste, etc.), Agronomy, Law, Economics and Fine Arts. It is an open proposal, not just for academics but also for professionals and technical people.

A proposal has been put forward to CIDA for $CDN 4 million over five years in support of this initiative. Robert Fournier of Dalhousie would be the external link. (Recent discussions with Dr. Fournier suggest that early approval has not been forthcoming.) According to Dr. Ricardo Ehrlich, Dean of the Faculty of Sciences at the University of the Republic, "the program is possible without Dalhousie but with Dalhousie's participation it would achieve a higher level of excellence".

Issues like the Master's Program proposal highlight both the interest in and the possibilities for creative training in integrated coastal zone management and related themes. Other possibilities include modules in community-based coastal management, conflict resolution and leadership development. The opportunity exists for EcoPlata to not simply take greater interest in these capacity building initiatives but also more responsibility as a leading advocate of training. The possibilities are exciting.

6. The Future of EcoPlata

Any discussion of the future of EcoPlata must build on its past and present achievements. As documented in some detail previously, EcoPlata has made a significant contribution to the integrated management of the Uruguayan coastal zone of the Rio de la Plata. To predict its future – to predict the future of any program espousing change - is difficult, however, given the competing forces at play. On the one hand, there are the positive forces of EcoPlata, PROBIDES, FREPLATA, the formulation of the development of the National Coastal Policy and the support of IDRC, PNUD and UNESCO, on the other, the economic crisis in Uruguay and in the region, forcing governments to focus on "emergencies", in tandem with the built in resistance of any institution or government to change. It is clear, however, that further support of EcoPlata following the pattern of the previous phases would not contribute important changes in the development of the Uruguayan capacity for integrated coastal zone management. Rather, international cooperation at this stage should be geared to promoting a transition in the role of both EcoPlata and the Government of Uruguay.

There are two opportunities evident at present: at the level of the national government, support for the formulation and refinement of the National Coastal Policy and its implementation mechanisms, including COTAOT; at the level of municipalities, initiatives of integrated coastal zone management planning and implementation, particularly in Canelones and Rocha. A third opportunity could be an "emblematic" or high profile project (Montevideo Harbour was suggested by one stakeholder). Creation of the Foundation might very well be the tool to promote this transition.

Having stated the above, what is the way ahead? There are several possibilities:

Options in the Draft Plan of the National Coastal Policy:

The future of EcoPlata as a government program may lie in the Draft Plan of the National Coastal Policy. There are two opportunities identified:

a) The Draft envisions the configuration of a *Work Group in Coastal Matters*, inside of COTAOT[18]. In this case a representative of EcoPlata or of the Coordinating Commission of Support for Integrated Coastal Management (Presidential Decree of 2001) would be part of the Work Group in Coastal Matters. The Work Group would be made up of representatives of 18 organisations, the coastal municipalities that solicit it, representatives of inter-institutional projects and programs and the invitees of COTAOT.
b) The Draft identifies 19 *focal areas for coastal management (AFGs)* along the Uruguayan coasts. Given that these focal areas will require mechanisms of institutional coordination similar to those which were successfully tested in the pilot areas, EcoPlata would be able to accommodate the request to transfer its experience to the focal areas or to operate directly in the said areas commissioned by COTAOT or by its Coastal Work Group.

The matters which will require energy are the reactivation of COTAOT, a body which has remained inactive since its creation nine years ago, and the establishment and operation of the somewhat cumbersome *Work Group in Coastal Matters.*

[18] I (COTAOT) created during Executive Decree 310/94 in 1994 and which has remained inactive.

The proposal that EcoPlata be constituted as a Foundation may prove to be very opportune. The general wording of the proposed Statute intended to accomplish this appears to be equally appropriate to EcoPlata's possible future role either within the proposed framework of a new coastal policy or without such a framework.

The very fact that the GoU, through DINOT, is advancing the PNC and proposing an internal government Coordinating Committee to address coastal management issues is an excellent step. EcoPlata can take much credit for having kept the issue of ICZM in the forefront of the government's consciousness and for having successfully assisted in linking applied research to policy development. The risk to EcoPlata and to ICZM, however, is that both could be marginalized should the initiative fail. There are many factors to overcome: the history of inaction of the1994 Commission (COTAOT), DINOT's present absence from active land use management, the currently limited ability of the GoU to commit human and financial resources to the initiative, the possible loss or diversion of momentum if inertia and resistance from within the bureaucracy and DINOT's own Ministry thwart the PNC's implementation. At risk too is the loss of EcoPlata's "neutral ground" and its "shared intellectual space", generally free of territorial struggles.

It is therefore vital that the initiative succeed, particularly if DINOT, through the PNC, is to assume the central role within the bureaucracy in integrated coastal zone management.

Sustainability

Those interviewed emphasize two levels in the sustainability of the results of EcoPlata. One corresponds to the future of the outcomes that EcoPlata has generated for the country, the other to the future of EcoPlata as an initiative for the coastal management of Uruguay.

At the first level, EcoPlata has not only brought about key changes in the style of work between government institutions and between the university faculties, but also has created new opportunities for the U of R and the country. For example, it helped create the Commission of Support for Integrated Coastal Management, gave informational support for the preparation of the National Coastal Policy (PNC), made possible the preparation of postgraduate programs in coastal management. The results in the government entities show promise of sustainability, despite the harsh economic restrictions of the country, in large part because the government agencies continue to exist and their functions continue to be required, albeit with somewhat diminished budgets.

It is also good that EcoPlata was not executed by means of an Executive Entity or purposefully created secretariat with personnel external to the GoU and University. Such a structure would have precluded the GoU and the U of R from directly capitalizing on the professional associations and internships offered by EcoPlata and the associated learnings would not have been integrated as readily into their daily work. A culture of inter-institutional collaboration inside and outside of the government has been attained and the matter of integrated coastal management has been internalized in important levels of central government, Departments, professional visions, academia, research and in the formulation of policies. The benefits of these changes represent a great national legacy, the true value of which will be seen in the future of the country. Eco Plata can be proud of having contributed to this legacy in a substantial way.[19].

[19] Ehrlich

At the second level, if EcoPlata is to survive and have a long-term role or some permanence, an appropriate structure is needed. Its current identity is that of an agreement and not that of an entity. EcoPlata's principal functions could be the promotion of integrated management, inter-agency coordination and the provision of consulting services. It could operate with a small core budget and be a structure whose work it would be to sponsor, generate and coordinate initiatives. People from various groups could come together to create projects and proposals that EcoPlata would sponsor inside and outside of the country. The option of EcoPlata being subsumed by a Ministry is not recommended, because it needs to be agile and operate independently of the government. When the PNC has been established, EcoPlata, as an independent entity, could generate a coastal agenda, maintain an inter-institutional Board of Directors and assemble work platforms to search for resources and opportunities of integrated management.

Box 7

". the understanding of the natural evolution of projects is useful to determine the opportunity for change and the priority of the investments in the phases of adaptation, transformation and transition, because the projects have a natural cycle of adaptation and transformation. Much would be gained if we felt more comfortable with this concept, because it would be much easier to locate where a project is, to see the context in which it is developing and to assure the continuity of the results"

Federico Burone, Regional Director, LACRO

Regional initiatives

International and national interest in integrated coastal management and for the area of the Río de la Plata continues. There is an initiative of GEF/Mercosur to manage the Guaraní aquifer, which interests five countries; there is another, whose preparation is being conceived by GEF/OEA/PNUMA for the management of the Plata basin which also interests the same five countries (Brazil, Uruguay, Paraguay, Bolivia, Argentina); there are several postgraduate programs in coastal management that the universities of the region are preparing and there are initiatives for preparation of coastal management (Train Sea Coast). Interest in coastal management is being maintained at a high level and most of the information that has been generated in the last few years corresponds to coastal matters.

A project like EcoPlata does not work to obtain results for itself, but rather to rejuvenate processes that relate to its partners and to a complete web of actors. Although EcoPlata is now in a period of limited activity, the regional and national contexts are very dynamic and will continue to receive scientific and monetary contributions for preparation, formulation and management (Guaraní aquifer, Plata basin, coastal zones). The contribution of EcoPlata to the configuration of ideas and work mechanisms in this national and regional context has been very significant. External funding from sources such as GEF, the European Union and other bilateral and multilateral agencies is also often more likely when proposals are grounded regionally rather than nationally.

Challenges for the immediate future of EcoPlata

Possible next steps in the near term for EcoPlata are detailed below. While EcoPlata can undertake some of these actions on its own, others require collaboration with partner agencies and, in some cases, the formation of new linkages and bonds with individuals, agencies and institutions. These actions represent the opinion of the evaluators and reflect a belief that EcoPlata must continue to grow and to evolve if it is to further assist in capacity building and

contribute to changes in organizational and individual behaviour and the achievement of priority outcomes.

- Approve the Statute, create the ***EcoPlata Foundation*** and prepare for the transition from the current situation;
- Activate the ***Coordinating Commission of Support for Integrated Coastal Management*** and involve government leaders in the tasks at hand;
- Vigorously participate in the framework of the ***National Coastal Policy***;
- Reinvent EcoPlata as a ***training institute*** in community based coastal management, conflict resolution and leadership development, under contract to governments and other public and private agencies, and as a contributor to the U of R's proposed Interdisciplinary Master's program in ICZM;
- Actively solicit support from GEF, the European Union, DFID and other donors as part of a ***regional initiative*** with southern Brazil and Argentina, possibly as a ***think tank in ICZM*** in the southern hemisphere;
- Carve out a role in ***applied research in climate change*** and its anticipated impact on coastal areas of South America.

7. Annexes

7.1 List of Acronyms

AFG	Areas of Focus for Management
ANEP	National Administration for Public Education (Administración Nacional de Educación Pública)
APRAC	Association for Rehabilitation of Carrasco River (Associacion para la recuperacion del arroyo Carrasco)
CIDA	Canadian International Development Agency
COTAOT	Technical Advisory Commission of Land Use Legislation
DINAMA	National Directorate for Environment (Dirección Nacional de Medio Ambiente)
DINARA	National Directorate for Aquatic Resources (Dirección Nacional de Recursos Acuáticos)
DINOT	National Directorate for Territorial (Land Use) Planning (Dirección Nacional de Ordenamiento Territorial)
FREPLATA	Environmental Protection Project of the Rio de la Plata and its Maritime Front (UNDP and GEF funded joint initiative of Argentina and Uruguay)
GEF	Global Environmental Facility
GESAMP	Mixed Group of Experts on Scientific Subjects of Marine Environmental Protection (Grupo Mixto de Expertos sobre Asuntos Científicos de Protección del Medio Marino)
GoU	Government of Uruguay
GTI	Inter-institutional Technical Group (Grupo Técnico Interinstitucional)
ICZM	Integrated Coastal Zone Management
IDRC	International Development Research Centre
LACRO	Latin America and Caribbean Regional Office (IDRC)
MDN	Ministry of National Defence
MGAP	Ministry of Livestock, Agriculture and Fisheries (Ministerio de Ganaderia, Agricultura y Pesca)

MVOTMA	Ministry of Housing, Territorial (Land Use) Planning and Environment (Ministerio de Vivienda, Ordenamiento Territorial y Medio Ambiente)
OEA	Organization of American States (OAS) (Organización de Estados Americanos)
PNC	National Coastal Policy
PNUD	United Nations Development Program (Programa de las Naciones Unidas para Desarollo)
PNUMA	United Nations Environment Program (Programa de las Naciones Unidas para el Medio Ambiente
PROBIDES	Program for Conservation of Biodiversity in the Eastern Wetlands (Bañados del Este) (UNDP, GEF and European Union funded initiative of the GoU and U of R)
RPNR	Registry of Projects of National Relevance
SIFR	Strategy for International Fisheries Research
SOHMA	Oceanography, Hydrology and Meteorology Service of the Navy (Servicio de Oceanografía, Hidrografía y Meteorología de la Armada)
Train Sea Coast	A capacity building program in coastal and marine areas
UNDP	United Nations Development Program
U of R	University of the Republic (Montevideo, Uruguay)
UNESCO	United Nations Educational, Scientific and Cultural Organization

7.2 List of People Interviewed

Dr. Federico Burone Director Regional de IDRC para América Latina y el Caribe, IDRC Avda. Brasil 2655 esq. Baltasar Vargas Montevideo, URUGUAY Tel: 7090042*	Dr. Ricardo Ehrlich Decano de la Facultad de Ciencias de la Universidad de la República Facultad de Ciencias Iguá 422 esq. Mataojo Planta Baja Tel: 522.2947
Ing. Agr. Walter Couto Coordinador del Programa Ecoplata Oficina de Ecoplata Avda. Brasil 2655 esq. Baltasar Vargas Montevideo, URUGUAY Tel: 7092550 – 7096176	Ing. Agr. Gustavo Sacco Integrante de APRAC Edificio Anexo del Palacio Legislativo, Avda. de las Leyes s/n, 3er piso (Despacho del Diputado Nahún Bergstein)
Dr. Juan Gabito Zóboli Ex Subsecretario del MVOTMA y Primer Presidente de la Junta Directiva de Ecoplata UTE Palacio de la Luz Paraguay 2431, 9º piso Montevideo Tel: 209.0239	Dra. Adela Pellegrino Directora de la Unidad Multidisciplinaria de la Facultad de Ciencias Sociales Unidad Multidisciplinaria Minas 1483 Montevideo Tel: 408.8560/61
C/N (CG) Hugo Roldós Jefe del Servicio de Oceanografía, Hidrografía y Meteorología de la Armada SOHMA Capurro 980 esq. Agraciada Montevideo Tel: 309.3861	Dr. Juan Carlos Barranquet Director General de Gestión Ambiental de la Intendencia Municipal de Canelones. José Enrique Rodó 348, primer piso Esquina Treinta y Tres Ciudad de Canelones Tel: 03323017
Ec. Juan Carlos Coordinador de Programas PNUD Javier Barrios Amorín 870, piso 3 Montevideo Tel: 412.3356	Ing. Agr. Álvaro Díaz Director de PROBIDES C/o IDRC
Integrantes del equipo técnico interinstitucional (GTI) de Ecoplata Sala de Reuniones de IDRC	Ing. Daniel Vignal Integrante del grupo de SIG de Ecoplata, técnico de la DINAMA Rincón 422, piso 6 Tel: 917.0090 al 92

C/N Yamandú Flangini Director Nacional de Recursos Acuáticos DINARA Constituyente 1497, esq. Vázquez Tel: 400.4689	Dr. Jaime Cantera, Coordinador FREPLATA Rambla 25 de Agosto 580 entre Juan Carlos Gómez e Ituzaingó (Casa de los Ximenez) Tel: 9166635
Arq. Federico Bervejillo Director Nacional de Ordenamiento Territorial (DINOT) Zabala 1427, 2do. Piso Tel: 915.4773	Meeting with community of Artisanal Fishers in Ciudad de la Costa and Balneario San Luis, east of Montevideo.

Carlos Sere Former Regional Director for IDRC, LACRO Director General International Livestock Research Institute (ILRI) Nairobi, Kenya Tel 254 2 630743. c.sere@cgiar.org	Dr. Robert Fournier Professor of Oceanography Dalhousie University Halifax, Nova Scotia, Canada B3H 4H6 Phone (902) 494-3666 E-Mail Robert.Fournier@dal.ca (Canadian Coordinator)
Fred Carden Evaluation Unit IDRC Ottawa	Dr. Ray Cranston Bedford Institute of Oceanography P.O. Box 1006 Dartmouth, NS B2Y 4A2 Phone: (902) 426-3448 Fax: (902) 426-1466 rcranston@accesswave.ca
Simon Carter INRM Unit IDRC Ottawa	Brian Davy Team leader – SUB IDRC Ottawa
Jean-Marc Fleury Communications IDRC Ottawa	

7.3 Bibliography of All Documents Reviewed

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2. Documento del Proyecto (PNUD)

3. Project Proposal:: Managing the Uruguayan Coastal Zone (IDRC)

4. Documento de Revisión del Proyecto (Nueva Fase)

5. Plan de Trabajo para la primer etapa de ejecución del Proyecto.

6. Informes de Actividades y Resultados del Proyecto
   - a Agosto de 2001
   - a Febrero de 2003[20]
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8. Informes de Auditoría. Tea Deloitte &Touche.
   -Año 1999
   -Año 2000
   -Año 2001

9. Decreto Presidencial para la creación de una Comisión Coordinadora de Apoyo a la Gestión Integrada Costera

10. Listado de Informes Técnicos y Propuestas elaboradas por el Programa Ecoplata

11. Contratos con UNESCO

12. Convenios y acuerdos firmados con otras instituciones y Proyectos:
    - ANEP
    - PROBIDES
    - Consorcio CARP-CTMFM
    - FREPLATA
13. Estatutos para la Fundación Ecoplata (aprobados por la Junta Directiva en Noviembre de 2002)

14. Propuesta "Consolidation of an Integrated Coastal Management Strategy for the Uruguayan Coastal Zone" presentada al GEF conjuntamente por PROBIDES y ECOPLATA.

15. Propuesta presentada ante el Programa de Desarrollo Tecnológico del Ministerio de Educación y Cultura: "Identificación y Evaluación de áreas costeras vulnerables a la eutrofización. Desarrollo de un proceso participativo como base para la gestión".

[20] En este informe también se detalla información sobre concurrencia a eventos nacionales e internacionales, presentaciones, publicaciones del Proyecto, asistencia y organización de talleres y cursos, artículos de prensa, entrevistas en otros medios, etc.

16. Informe del consultor Emilio Ochoa de la visita a Ecoplata efectuada en abril de 2002.

17. "Valoración Económica de Recursos Costeros". Gorfinkiel, D. Sención, G. Diciembre, 2002. Informe elaborado en base a la mesa redonda sobre valoración económica de recursos costeros organizada por Ecoplata y auspiciada por IDRC, Diciembre 2002.

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Compact Disks

1. EcoPlata – Una Recorrida por la Zona Costera del Rio de la Plata
2. EcoPlata – Diagnostico Ambiental y Socio-Demografico de la Zona Costera Uruguaya del Rio de la Plata

Websites

http://www.ecoplata.org.uy
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http://www.durable.gc.ca/group/coastal-zone/index_e.phtml
http://europa.eu.int/comm/environment/iczm/2000brochure_en.pdf

7.4 TORs for the Evaluation and/or Evaluator

(IDRC to please provide updated electronic version if inclusion in report is deemed necessary)

7.5 Biographies of the Evaluators

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Emilio Ochoa is expert in designing and evaluating Coastal Resources Management Projects, with a broad experience in Latin America and Ecuador. He has participated in the conceptualization of Coastal Resources Management of Ecuador - PMRC (1986), in the actions for its legal establishment (1990), and subsequently, in the design and execution of the first loan from BID in order to fund PMRC (1995-2000). From 1996 to 2001, he has represented the University of Rhode Island Coastal Resources Center (CRC-URI) on the Central America Environmental Regional Project (PROARCA - COSTAS) funded by USAID, TNC, WWF and CRC-URI.

Jointly with CRC-URO staff, Maldonado Foundation and EcoCostas Foundation, he has prepared several publications about methods for designing and evaluating Coastal Management Projects, and he has documented several experiences using those methods. During the last 10 years, he has worked as coastal management advisor for the World Bank, IDB, UICN, AVINA and other international entities. He has participated in the evaluation of Dominican Republic GEF Project (1999) and Sabana-Camagïey (Cuba) in 2003. Since 1996 he has represented CRC-URI in its projects in Latin America and Mexico.

Among his experiences is management of NGO's (Maldonado Foundation and EcoCostas Foundation), executor projects unities (Executor Unity of IDB projects for Public Education in Ecuador), and ministerial entities (Energy and Mines Ministry General Coordinator between 1980-82, and Vice Minister in 1995).

Peter Walton is the principal of a Victoria-based consulting firm specializing in international development, natural resources management, environmental planning, public involvement and community economic development. Prior to establishing his own firm in 1989, Peter had fifteen years of progressively senior practice and responsibility within the provincial and federal levels of government. Peter holds an M.Sc. in Regional and Urban Planning Studies from the London School of Economics and a Specialist B.A. in Urban Sociology from the University of Toronto.

Peter worked for a two-year period in South America at the Director level (and as Acting Director General) for Iwokrama, an autonomous International Rain Forest Centre in Guyana. He was responsible for finance, budgeting and donor reporting for a fund of US $8.5 million as well as for administration and human resource development for over 70 staff and support to the International Board of Trustees. He also served as the first Director of the India-Canada Environment Facility (ICEF) in New Delhi, a three-year assignment with the Canadian International Development Agency (CIDA). ICEF is a bilateral environmental initiative funding

development projects in energy conservation and water management and had an initial program budget of CAD $72 million.

As a private consultant, Peter has prepared a variety of Integrated Resource Management Plans, Community Economic Development Strategies and an innovative Municipal Environmental Strategy. He has served as a lead facilitator in Western Canada for the Federal Ministry of Environment's Green Plan process, led public workshops focusing on future options for the allocation and management of forest resources for the B.C. Forest Resources Commission and advised on a strategy for public review of resource management guidelines for timber harvesting for the B.C. Ministry of Forests. Peter has led strategic planning exercises, sector specific workshops and public forums with elected officials, advocacy groups and the public in over thirty B.C. communities.

As Senior Coordinator with the B.C. Environment and Land Use Committee of Cabinet Secretariat, Peter directed diverse teams of professionals charged with the resolution of high-profile resource conflict issues. As Director of Policy Coordination for Manitoba Urban Affairs, he coordinated the preparation of a three-year $100 million River Renewal Program for the Red and Assiniboine Rivers which addressed water quality, fish and wildlife and riverbank development concerns. He has reviewed environmental impact assessment legislation at both the provincial and municipal levels, managed natural area park development and assessed rural and agricultural development projects.

7.6 Questionnaire

IDRC
ECO PLATA CORPORATE PROJECT
EXTERNAL REVIEW
QUESTIONNAIRE

Name
Title/position
Agency
Address

Contact numbers
- Telephone
- Fax
- Email

When did you first become involved/associated with EcoPlata?
What was the nature of your involvement?
The duration of your involvement?
What were your initial impressions?

Your understanding of the project objectives?
What were the most significant objectives?
Describe the progress of the program in reaching its objectives?
Which objectives are outstanding, i.e. yet to be met?
Identify any evolution in program objectives, and/or any adaptations that the program is making to changing contexts, opportunities and constraints

How has the program structure evolved?
Who has been the key actor in each phase?

What have been the most useful recommendations of previous evaluations?
Is the project undertaking and using evaluation in its work currently?
Comment on how the project is undertaking any actions as a result of comments made in previous external reviews, if any

What are the principal limitations and opportunities of EcoPlata?
What are the strengths of EcoPlata?
What are the most significant achievements?
What are the two most urgent actions required for the success and future of EcoPlata?

Principal research (high points, exceptional contributions)?
Impressions of the quality of the work?
Significant learnings?
The effectiveness of the program at promoting the dissemination and utilization of research results?
Contributions of the program to building or strengthening capacities of researchers and institutions - entities that have been strengthened?

Any changes in relationships, actions or behaviours of project partners and other project stakeholders, including any relationships that the program effected which contributed to development results (e.g., formation of networks, involvement of stakeholders, collaboration among researchers, etc.)

Impacts of EcoPlata on the actions and policies of Government, municipalities / Intendencias?
Broadening public debate?
Changing existing programs or policies?
Examples of impacts on the users?

Gendered perspectives
Were there considerations of gender in the broadest sense (age, sex, race, social class, feminization of poverty, gender) in research and research processes?
Any contributions of the program to a greater understanding and consideration (amongst program partners and within the field of research) of inclusion of gendered perspectives in research and research processes?

What are the next steps?
Where should Eco Plata go from here?

Citations and confidentiality

Any questions we should have asked?
Information that would benefit the evaluation?

Peter F. Walton
Victoria, BC, Canada

Emilio Ochoa Moreno
Guayaquil, Ecuador

7.7 Catalogue of Technical Reports and Proposals of the EcoPlata Program

(Classified by five components: Saline Front, Research/Diagnostics, Monitoring, GIS and Pilot Areas) (Source: EcoPlata, November 2003)

	Listado de Informes Técnicos y Propuestas del Programa ECOPLATA clasificados según componente			
	Cod.	*Título*	*Autores*	*Año*
FRENTE SALINO	FS01	Análisis de la estructura de la población de la corvina capturada por la pesquería artesanal de Pajas Blancas durante la temporada de pesca octubre de 1998-marzo 1999.	Walter Norbis, José Verocai	año 1999
	FS02	Anexo al Informe Análisis de la estructura	Walter Norbis, José Verocai	año 1999
	FS03	Informe de actividades y avances del objetivo 2.3	INAPE	Dec-98
	FS04	Asentamientos de Pescadores Artesanales	Pier Rossi, Juan Hernández	Jan-99
	FS05	Informe de actividades y avances del objetivo 2.3	INAPE	Mar-99
	FS06	Análisis de las situaciones sinópticas y variables meteorológicas sobre el Río	V. Severova	Mar-99
	FS07	Caracterización de la pesca artesanal en relación a la fluctuación del frente salino.	Walter Norbis, José Verocai, Valentina Severova	Mar-99
	FS08	Identificación de las grandes etapas del ciclo reproductivo de la corvina y su relación con las variables ambientales. Informe Parcial	Denise Vizziano	May-99
	FS09	Informe Bio-Físico zona Piloto Frente Salino	Gustavo Nagy	May-99
	FS10	Informe de Producción Primaria zona piloto Frente Salino	Mónica Gómez	May-99
	FS11	Programa Piloto sobre el frente salino del Río de la Plata y su influencia en otras áreas. Informe de Actividades.	Equipo Multidisciplinario Oceanografía y Geografía, Fac. Ciencias	Jul-99
	FS12	Asentamientos de Pescadores Artesanales - Anexo Informe de Avance	Pier Rossi, Juan Hernández	Aug-99
	FS13	Asentamientos de Pescadores Artesanales -Informe	Pier Rossi, Juan Hernández	Aug-99
	FS14	Caracterización de la pesca artesanal en relación a la fluctuación del frente	Walter Norbis, José Verocai	Sep-99
	FS15	Informe de actividades y avances del objetivo 2.3	INAPE	Oct-99
	FS16	Informe de actividades y avances del objetivo 2.3	INAPE	Oct-99
	FS17	Resultado 2.3 Programa sobre el frente salino del Río de la Plata y su influencia en otras áreas.	Equipo Multidisciplinario Oceanografía y Geografía, Fac. Ciencias	Dec-99
	FS18	Aspectos reproductivos de las pescadillas, Macrodon ancylodon y Cynoscion striatus, en el Río de la Plata y su frente oceánico.	Alicia Acuña, Federico Viana	Mar-00
	FS19	Informe de actividades y avances del objetivo 2.3	INAPE	Mar-00
	FS20	Antecedentes de la pescadilla de red (*Macrodon ancylodon)* y la pescadilla de calada (*Cynoscion striatus)* en el Río de la Plata y su frente oceánico.	Alicia Acuña, Federico Viana	Oct.-Dic.-19
	FS21	Antecedentes sobre la reproducción de la corvina, *Micropogonias furnieri,* y las condiciones ambientales.	Denise Vizziano	año 1999
	FS22	La actividad de la pesca artesanal y su relación con las variables ambientales. Informe de Antecedentes.	Walter Norbis	año 1999
	FS23	Programa sobre el Frente Salino del Río de la Plata y su Influencia en otras áreas - INFORME FINAL	Eqipo Multidisciplinario: Oceanografía, Geografía y Meteorología de Facultad de Ciencias	Set-00

DIAGNOSTICO	D01	Caracterización de los paisajes predominantes en el litoral. Caracterización del Paiaje Costero	ıa Ma. Martínez, Elba Fernánd	1998
	D02	Identificación y cuantificación de las formas y fuentes de contaminación en los diferentes subsistemas del litoral costero.	Calidad Ambiental - DINAMA	1998
	D03	Caracterización y cuantificación de los aportes recibidos por los cursos		Oct-98
	D04	Compendio de los principales resutlados de los estudios temáticos y de Propuestas de acción sectores: Ambiental y sociodemográfico.	Ana Perdomo, Mónica Gómez, J. J. Calvo, Daniel	Nov-98
	D05	Caracterización del marco Físico. Atlas Cartográfico.	ac. Ciencias, SOHMA, DINAM	Nov-98
	D06	Caracterización del Marco Físico. Recopilación Bibliográfica.	Jorge López Laborde	Nov-98
	D07	Resumen Ejecutivo	Multinstitucional	Nov-98
	D08	Caracterización del paisaje costero del Río de la Plata. Memoria Descriptiva.	ıa Ma. Martínez, Elba Fernánd	Dec-98
	D09	Actores y agenda ambiental en los departamentos costeros del Río de la Plata.	Soledad Avila, Fernando Filgueira, Alicia Lissidini	Nov-98
	D10	Caracterización sociodemográfica de la franja costera del Río de la Plata mediante la utilización de información censal.	Wanda Cabella, J. J. Calvo, Carmen Varela	Dec-98
MONITOREO	M01	Evaluación de los sistemas de observación ambiental en la zona costera del Río de la Plata. Encuestas sobre Monitoreo Ambiental.	Inape, Sohma, F.C., DINAMA	Nov-98
	M02	Evaluación de los sistemas de observación ambiental en la zona costera del Río de la Plata. Parte III	Inape, Sohma, F.C., DINAMA	Nov-98
	M03	Evaluación de los sistemas de observación ambiental en la zona costera del Río de la Plata. Parte III	Inape, Sohma, F.C., DINAMA	Nov-98
	M04	Memorias Descriptivas de las Estaciones de Monitoreo	Inape, Sohma, F.C., DINAMA	Dec-98
	M05	Contaminación en Agua y Sedimentos. Proyecto Piloto Aº Carrasco, Aº Pando y Río Santa Lucía	Sohma, DINAMA	Mar-03
SIG	SIG 1	Objetivo 6. Primer Informe	Fernando Amestoy, Carlos Martínez, Fernando Pacheco	Oct-98
	SIG 2	Objetivo 6. Informe Final	Fernando Amestoy, Carlos Martínez, Fernando Pacheco	Oct-98
	SIG 3	Informe Final (CD)	Todo el Grupo de G6	Set-00

AREAS PILOTO	AP 1	Descripción focalizada y análisis de la información social y demográfica de las áreas piloto del Programa Ecoplata.	Fac. Ciencias Sociales	Aug-99
	AP2	Focalización Sociodemográfica y económica de las zonas costeras "Carrasco-Pando" y "Santa Lucía".	Juan José Calvo, Carmen Var	Oct-99
	AP 3	Encuesta de opinión pública: Percepción ambiental en localidades costeras del Río de la Plata"	Juan José Calvo, Carmen Varela y Wanda Cabella	Oct-99
	AP 4	Empresarios, Organizaciones Sociales, Polítcos y Prensa: claves para una gestión ambiental integrada	Facultad de Ciencias Sociales	Oct-99
	AP 5	Propuesta de realización de un programa de educación ambiental aplicable en als "Areas Piloto".	Alvaro Fernández, Luján Jara	Oct-99
	AP 6	Empresarios, Organizaciones Sociales, Polítcos y Prensa: claves para una gestión ambiental integrada	Susana Garibotto, Alicia Lissidini, Soledad Ávila	Oct-99
	AP 7	Informe sobre Áreas Piloto (Carrasco-Pando y Santa Lucía) Depto. Geografía de la Facultad de Ciencias y DI.NA.M.A	Víctor Cantón, Ricardo Cayssials, Yuri Resnichenko, Daniel Collazo, César García	Nov-99
	AP 8	Avance en el estudio de la participación en los GTTE de la gestión integrada de la zona costera.	Mariana Aguirre	May-00
	AP 9	Antecedentes de la investigación: Quiénes participan en la Gestión Integrada de la Zona Costera?. Resumen de las investigaciones realizadas por ECOPLATA en la zona costera del Río de la Plata	A.S. Mariana Aguirre	Jun-00
	AP10	Erosión de la margen izquierda en la desembocadura del Arroy Pando. Documento para discusión.	Ing. Andrés Saizar	Jul-00
	AP11	Balneario La Floresta: Diagnóstico de Problemas Costeros.	Jorge López Laborde	Aug-00
	AP12	Propuesta de Ordenamiento del Espacio Costero (Carrasco - Pando). Borrador	Arq. Daniel Heide	Oct-00
	AP13	Propuesta de Sistema Municipal de paisajes protegidos periurbanos a la zona urbana del este-Maldonado.	Ricardo Cayssials, Víctor Cantón, Gabriela Fernández,	May-01
	AP14	Una Experiencia de Gestión Integrada Costera. Las Áreas Piloto del Programa Ecoplata 1999 - 2001	Mariana Aguirre, Soledad Ávila, Daniel Collazo, Clara Píriz, Carmen Varela	May-01
	AP15	Propuesta para la creación de un área protegida en la cuenca del Río Santa Lucía. Documento de Trabajo	Técnicos Areas Piloto	Dec-01
	AP16	Area protegida de los humedales y delta del Río Santa Lucía. Propuesta de zonificación de unidades ambientales.	Ricardo Cayssials, Víctor Cantón, Gabriela Fernández	Dec-01
	AP17	Informe sobre los habitantes y las construcciones de la franja costera comprendida entre el Arroyo Carrasco y el Arroyo Pando	Grupo de Trabajo de Pesca Artesanal	Jun-02
	AP18	Plan del Parque Costero. Propuesta para el ordenamiento ambiental de la zona costera área piloto Carrasco - Pando.	Grupo de Trabajo Ordenamiento del Espacio Costero Carrasco-Pando	Jul-02
	AP 19	Tesis de Maestría en Desarrollo Regional y Local (Universidad Católica del Uruguay): "Gestión Integrada de la zona costera del Río de la Plata" Área	Mariana Aguirre	Set-01

PLANIFICACION	P1	Tipología morfológica de la zona costera uruguaya del Río de la Plata. Informe que acompaña cartas digitalizadas.	Marcel Achkar, Ana Domínguez (Departamento de Geografía, Facultad de	Set-00
	P2	Relevamiento del Uso Real del Suelo como herramienta diagnóstica de problemáticas territoriales y ambientales.	Cecilia Catalurda, Astrid Sánchez (MVOTMA)	Set-00
	P3	Aproximación a una Zonificación Ambiental en la zona costera del Río de la	Cecilia Márquez (DINAMA)	Set-00
	P4	La Actividad Pesquera artesanal en el Río de la Plata: Estructura y situación socio-económica	Mónica Spinetti, G. Riestra, R. Foti, A. Fernández	Set-00
	P5	El Paisaje Costero como Herramienta Diagnóstica de Problemáticas Territoriales y Ambientales. Aportes para una regionalización del Paisaje Costero y la definición de sus problemas.	Ana Ma. Martinez (DINOT), Elba Fernández (DINOT)	Set-00
	P6	Recopilación de Normas y Reglamentos relacionados con la Gestión de ciudades costeras al Río de la Plata	Guzmán Izuibejeres, Rosana Díaz (DINAMA - MVOTMA)	Nov-00
	P7	Caracterización de las actividades económicas costeras ajustada al area del proyecto. Informe de Investigación.	Susana Garibotto, Denise Gorfinkiel (Fac. Ciencias	Aug-00
	P8	Recursos Naturales y actividad económica en la franja costera. Informe de Inve	Denise Gorfinkiel, Susana Ga	May-00
	P9	Normas y Reglamentos relacionados con la Gestión Costera del Río de la Plata	Laura Vila	Mar-02
	P10	Area Piloto Playa Pascual - Punta Espinillo (análisis situación dominial inmuebles Delta del Tigre)	Guzmán Izuibejeres, Rosana Díaz (DINAMA - MVOTMA)	Mar-02
	P11	Vacíos Normativos	Guzmán Izuibejeres, Rosana Díaz (DINAMA - MVOTMA)	Mar-02
	P12	Valoración Económica de Recursos Costeros	Denise Gorfinkiel, Gustavo Sención (Fac. Ciencias	Dec-02