



**UNITED NATIONS ENVIRONMENT PROGRAMME
MEDITERRANEAN ACTION PLAN**



**REVIEW AND ASSESSMENT OF NATIONAL STRATEGIES
FOR SUSTAINABLE DEVELOPMENT IN THE MEDITERRANEAN REGION**

**BILAN ET ÉVALUATION DES STRATÉGIES NATIONALES DE
DÉVELOPPEMENT DURABLE EN MÉDITERRANÉE**

MAP Technical Reports Series No. 162

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FOR SUSTAINABLE DEVELOPMENT IN THE MEDITERRANEAN REGION**

PART I
**REVIEW AND ASSESSMENT OF NATIONAL STRATEGIES
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PREFACE

In its analysis of the main political and institutional action required to achieve sustainable development, the MCSD undertook in 2000 a *Strategic review of sustainable development* in the region, in which it analysed objectively and critically the progress made so far to further sustainable development in the region. Endorsed by the Mediterranean countries and partners in 2001, this Review highlights the urgent need for serious policy reforms and the promotion of an effective culture of change towards another type of less production-related growth and development which is more respectful of the Mediterranean ecosystem and its natural resources.

The Review showed the limited influence that the “sustainable development fashion” had exerted on the policies of many partners in the Mediterranean, apart from its environmental protection component. Sectoral visions and priorities still predominate, and environmental policies have little impact on development policies. Economic efficiency continues to be the driving force behind policy for most Mediterranean countries, an aim that they pursue using the shortest possible route, based on existing tools. The current international situation of globalization and competitiveness exerts pressure for the adoption of this aim. While environmental policies exist in practically all Mediterranean countries and regional organizations, policies in the Mediterranean have not managed to face up to at least the three important problems: policy reform in the key sectors, particularly agriculture and tourism; controlling urbanization and coastal development; the development of infrastructure while respecting local resources and heritage.

Taking due note of these shortcomings, the MCSD members and then the Contracting Parties have decided to review their approach and increase their efforts for sustainable development by strengthening the regional consensus on a regional Strategy for Sustainable Development and by developing and implementing National Strategies for Sustainable Development.

Early in the preparatory process in 2002, and even when the MCSD was established in 1996, it became obvious that pursuing sustainable development in the Mediterranean region would consist essentially of transforming governance; preparing and implementing a Sustainable Development Strategy could therefore be considered as a test case for adequate and efficient governance. As shown throughout the preparatory process, and highlighted in the *Strategic review* and the *Vision and Orientations for a Regional Strategy*, and as clearly stated in the *Mediterranean Strategy for Sustainable Development (MSSD)*, moving towards and implementing sustainable development will require adequate structural changes in the economic, social, environmental and political sectors: including the reform fiscal policies; action to reduce inequity and inequality of access to assets and resources; the integration of environment into development policies; the decoupling of environmental degradation and resource consumption from economic and social development; and reorienting and increasing public and private investment towards sustainable development.

The MCSD's programme of work, its various studies and the resulting proposals, together with its working sessions and consultation processes, have been aimed at raising awareness, increasing political interest, strengthening cooperation and building the capacity to promote sustainable development, not only at the regional level, but also and principally at the national and local levels. Therefore, as soon as the preparatory process for the MSSD was sufficiently advanced (a process that, together with MCSD activities and working groups, could be considered as a learning process for its members and experts from the countries and civil society), the

Secretariat encouraged countries to initiate the preparation or review of NSSDs, thereby assisting them in fulfilling their commitments vis-à-vis UNCSO, EU, UNEP/MAP-MCSD, the League of Arab States and/or the Adriatic Ionian Initiative.

For this purpose, the Secretariat engaged in three parallel initiatives: it undertook a regional review and assessment of sustainable development or similar strategies in the Mediterranean region, sought additional financial assistance and organized the process of providing technical support to interested countries. For the preparation of the Regional Review and Assessment of National Strategies for Sustainable Development (NSSDs), assistance was provided by Mr. Philippe Alirol as an expert/consultant under my guidance, with frequent consultations and reviews before finalizing the structure and contents of this report.

The review and assessment of NSSDs collects and analyses the actions undertaken by countries to foster sustainable development. It examines the relevant policy frameworks and processes, as well as the arrangements adopted to implement and monitor the change towards sustainable development. This stocktaking exercise will be used as baseline information for future reviews and the updating of the regional status in relation to sustainable development.

Using information that is available and accessible through international, regional and national websites, together with information directly provided by the concerned countries, a series of draft country profiles were prepared describing the various strategic frameworks, the processes and mechanisms relating to sustainable development and the system of coordination for their implementation. Some of the country profiles to this Regional Review are annexed for information purposes. From the information that was gathered, it was evident that, despite the post-Rio reporting systems, the same level of information does not exist for all countries. The information from websites and reports does not reflect a constantly evolving situation, but tends to offer a snapshot of the situation at a specific time. Moreover, information on websites and in reports may not objectively reflect the processes that are in motion, such as the effectiveness of consultation or coordination mechanisms.

In addition to specific NSSDs and National Agenda 21s, most other cross-sectoral strategic frameworks are based on a vision, as well as setting out principles and priorities which encompass sustainable development concerns and issues, such as: strategies for economic recovery and growth; strategies for poverty reduction and social development strategies for environmental conservation and management; and Convention-driven strategies. In the Region, the different strategic frameworks, action programmes and action plans are inspired by considerations and principles relating to sustainable development; broadly, a provisional classification in the Mediterranean could be:

- NSSDs, Strategic Plans for Sustainable Development or Agenda 21s: France, Israel, Greece, Montenegro, Malta, Spain and Tunisia;
- National Environmental Strategies for Sustainable Development, or National Strategies or Plans for Environment and Sustainable Development: Algeria, Italy, Morocco;
- National Environmental Action Plans (NEAPs): Albania, Bosnia and Herzegovina, Croatia, Cyprus, Egypt, Lebanon, Slovenia, Syrian Arab Republic, Turkey;

With different names, and in both the South and the North, there is multiplicity of integrated frameworks related to sustainable development, but very few appear to

correspond to the definition of an NSSD. The situation is contrasted and is evolving as most countries are now being encouraged to prepare their own NSSDs. NEAPs are frequently equated with sustainable development strategies, particularly second generation NEAPs which give increased importance to social and economic considerations.

In most cases, international and regional institutions and initiatives have played a major role in raising awareness and inducing the preparation of national strategies, or at least the decision to do so. These include principally the Earth Summit, the World Summit, UNCSD, UNDP, OECD, EU and the UNEP/MAP MCSD. While direct support from international organizations remains important for most developing countries, the exchange of experience and horizontal cooperation between countries have also contributed to the promotion of NSSDs. In this context, synergies and twinning arrangements between countries preparing or implementing their national strategies constitute an important driving force, based on effective partnerships towards sustainable development.

In most countries, sectoral Ministries have integrated sustainable development phraseology into their policy and programme documents. However, this does not necessarily translate into actual sustainable development approaches, objectives and programmes in sectoral strategies, plans or budgets. Few countries in the region systematically pursue the introduction of sustainable development considerations into sectoral policy objectives and programmes, for instance by providing specific guidance to the various line agencies. Moreover, key ministries, such as finance or economic planning and development, are not usually involved in the preparation of NSSDs.

In the Mediterranean region, most countries have taken the initiative to develop their own sustainable development strategies, while others are revising them in line with new developments. The process of developing the strategies is generally backed by a strong political commitment from certain influential individuals at a high level in the government. Cross-sectoral government and local institutional supports exist in some countries. However, while governments may in certain cases be displaying a sense of urgency, it is premature to say that there is a continuous and long-term commitment. Moreover, political commitment to sustainable development has not yet been fully translated into the financial resources that need be allocated for the preparation of the strategies, and especially their implementation by the various stakeholders, including line ministries and agencies.

All countries are striving to involve the various stakeholders in the formulation and implementation of their strategies. National steering committees or forums are the most common consultation mechanisms. However, the political influence of these mechanisms on the decision-making process is difficult to assess. In most cases, the relationship between multi-stakeholder entities, the lead government institution and the secretariat are not well-defined or clearly specified. In these circumstances, reaching a consensus remains a major challenge. With few exceptions, legal frameworks have not been reviewed and adapted to provide specifically for stakeholder involvement in the preparation and implementation of strategies, or for public consultation.

Most secretariats, including that of the MCSD, which have been established to coordinate the formulation and implementation of sustainable development strategies are facing the dilemma of providing leadership and impetus, while remaining politically neutral and arbitrating between the conflicting interests of the various groups. Secretariats are placed in lead agencies, usually Ministries of Environment.

They often lack political clout and stakeholder support, and are hampered by limited skills and means.

Drawing lessons from the preparatory process for the MSSD, a similar approach was suggested to countries when preparing NSSDs. This process encompasses four phases, which are more or less overlapping: political (consultation, partners, ownership and support), technical (stocktaking and preparation of reports), participation (working sessions, workshops, association of stakeholders, including civil society) and financial support (mobilization of resources for the preparatory phase, appraisal of needs and identification of sources for implementation).

Sound and effective Sustainable Development Strategies respond to the following principles and underlying characteristics:

- strong political commitment and ownership;
- integrated economic, social and environmental objectives across sectors, territories, generations;
- broad participation and effective partnerships;
- development of capacity and an enabling environment;
- focus on practical, realistic and achievable objectives, including the identification of the institutional and financial means for implementation.

As MAP funds are limited, and mostly serve as seed money, the Secretariat has secured additional voluntary financial support from Italy and Monaco to assist Egypt, Montenegro, Morocco and the Syrian Arab Republic. Moreover, the UNDP Small Grant Programme has joined this process by offering additional financial support to the on-going process of preparing NSSDs in Montenegro and the Syrian Arab Republic, which are following closely the proposed terms of reference. Spain has also responded positively to a call for provide similar support to four other countries, Albania, Bosnia and Herzegovina, Lebanon and Tunisia; the preparatory process in this group of countries is expected to start in 2006 once this support has been secured.

Throughout the preparatory process of NSSDs, and as was the case for the Regional Strategy, the Secretariat maintains its follow-up, promotes and facilitates consultations and workshops, with specific emphasis on the participatory approach, the involvement of civil society and national ownership, and acts as peer reviewer for the main reports. It is expected that by the end of 2006 most Mediterranean countries will have prepared NSSDs, using the MSSD as a reference.

Even though this Regional Review is still in draft form and needs to be completed, updated and reviewed regularly, as all the Mediterranean countries are seeking to, or are at least proclaiming that they wish to promote sustainable development, and the country profiles are far from being complete, it was considered that the information collected so far should be disseminated before it become outdated. Therefore, comments and inputs are invited from all those who consult or read this report so as to keep on improving its contents in printed form as well as on the web.

Arab Hoballah

EXECUTIVE SUMMARY

The Review assembles information on different frameworks and processes, compiles and analyses it. It highlights promising practices and derives some orientations and principles for the formulation or improvement of strategic initiatives. The primary audience of the Review is the countries and all interested institutional or individual stakeholders.

Most countries in the region have taken the initiative to develop their own strategies.

Commitment

The strategy development process is in general backed by a strong political commitment from some influential individuals at high government level. Cross-government and local level institutional support do exist in places. Efforts are needed this commitment to be effectively shared by various sectors of government machinery and across levels of government.

Because in particular of international commitments, a sense of urgency is maintained by governments. However, it is premature to say that the commitment is there on a continuous, long-term basis.

Political commitment to sustainable development has not yet fully translated into financial resources that are affected to the strategy preparation and earmarked for implementation by different stakeholders, including government line agencies.

Some mechanisms are in place to foster multi stakeholder ownership and governance. They will necessitate continuous attention and efforts to ensure that there is a share vision of what needs to be done in the future, and an agreement on the courses of actions and responsibilities.

Although there is a huge variety of country situations, most often, a single government institution coordinates the process. When, this institution is a line agency or has limited influence at various administrative levels then its coordination capacity and technical leadership have to be built up.

In most countries of the Region, decentralization is a key dimension of government policies. Institutions and non-government stakeholders at the local level have shown their commitment to sustainable development process through various initiatives. Support to and coordination of these initiatives will contribute to forge national commitment.

Integration and Coherence

Most countries strive to foster integration and improve coherence.

Non-environmental sectors are progressively integrating the notion of sustainable development and its three traditional pillars in their policies. This does not automatically translate into sector strategies and programmes that are formatted in conformity with overall sustainable development objectives. The environment-social or economic-social interfaces have to be addressed more consistently and thoroughly.

As is often the case when planning horizons and government mandates are mid-term, the time dimension appears to be most difficult to factor into the policy

processes. At the planning and programming levels, the establishment of strong linkages between immediate and mid-term undertakings and their monitoring and evaluation remains a challenge.

With decentralization processes, local initiatives have gained momentum and recognition. However, these need to be consolidated and mainstreamed into national efforts. Linking national and local priorities and actions in a two-way iterative process will call for departing from natural inclinations towards top-down exercises.

Most countries now display a set of methods, instruments and legislation that bring together different aspects of sustainable development. Following environmental analysis that are now anchored in legislation and routinely performed, economic instruments have become popular among policy makers. Although striving to incorporate different dimensions, the utilization of these instruments tends to remain the domain of specialists, environmentalists or economists. Methodological development and multidisciplinary capacity-building will be necessary to guarantee their acceptance and appropriation by a larger audience of institutional and individual stakeholders.

Stakeholder involvement

All countries strive to involve the different stakeholders in the formulation and implementation of their strategies. National steering committees or forums are the most common consultation mechanisms. Mandate and composition are broadly similar. The roles and responsibilities of different key participants are not always clearly defined and the level of stakeholders' engagement and appropriation varies significantly across countries.

The political influence of these mechanisms on the decision-making process is difficult to assess. Most often the relationships between the multi stakeholder entities, the lead government institution, and the secretariat are not specified. Effectively reaching a consensus remains a major challenge.

In general, legal frameworks have not been reviewed and adapted to provide specifically for stakeholder involvement in strategy preparation and implementation. Although exceptions exist in countries that have acceded to the Aarhus Convention or where EIA procedures traditionally leave room to public consultation.

The Review was not able to trace the existence of mechanisms in place for the evaluation of and feedback on consultation events or mechanisms.

In most countries, modern information and communication technologies are being used by responsible government agencies to foster communication and information dissemination. National media and NGOs are also playing a significant role in spreading the sustainable development concept. The extent to which they have contributed to raise awareness, alter behaviour, influence governance and engage stakeholders' responsibility is not known.

Management Systems

Most secretariats established to coordinate the formulation and implementation of the strategy are facing the dilemma of providing leadership and impetus, while remaining politically neutral and arbitrating conflicting interests between and within major groups.

Secretariats are placed in the lead agencies, most often Ministries of environment. They do not all have the political clout and stakeholders acceptance. They do not always possess the specific skills (e.g. coordination of multi stakeholder processes, strategic analysis, communication, conflict management, etc.) or cannot easily obtain the additional financial and human resources that are needed to perform their functions.

REVIEW AND ASSESSMENT OF NATIONAL STRATEGIES FOR SUSTAINABLE DEVELOPMENT IN THE MEDITERRANEAN REGION

1. INTRODUCTION

1.1. Purpose

This Review maps out what strategic and coordinated approaches are taken by the countries to foster sustainable development. It examines the relevant policy frameworks and processes as well as the arrangements to implement and monitor the change toward sustainable development. This stocktaking exercise can be used as baseline information for future reviews.

The Review also strives to distil promising practices that support the preparation and implementation of strategic and coordinated approaches. Highlighting promising experience may inform the better design of future national or regional sustainable development strategies.

Resources allowing and depending on the interest shown by different stakeholders, the Review could be transformed into a tool¹ to monitor countries' sustainable development efforts at the regional level; and to help identify, explore and possibly address common issues² through partnerships.

In a nutshell, the Review assembles information on different frameworks and processes, compiles and analyses it. It highlights promising practices and derives some orientations and principles for the formulation or improvement of strategic initiatives. The Review is largely based on current conceptual thinking and principles. Its purpose is not to assess, rate and compare the different national situations using a set of stringent criteria. The primary audience of the Review is the countries and all interested institutional or individual stakeholders.

1.2. Background

At the Rio Summit and in later commitments, countries agreed on sustainable development (SD) as the guiding vision for the world. Since then, the countries in the Mediterranean region, as in other parts of the world, are striving to incorporate sustainable development concerns in their understanding, practices and behaviours.

Making sustainable development happen poses new challenges to countries: to address issues within, across and beyond traditional sectors in a way that integrates the sustainable development dimensions (integration of economic, social and environmental aspects); to develop a longer term vision that embeds short-term steps (inter generational perspective); and, to involve a wider range of stakeholders and respond to their expectations, interests, needs and concerns (governance).

Sustainable development indeed requires a fundamental change of perspectives and new ways of working. The new paradigm and commitments call for re-visiting and inventing the relationships between policy, knowledge and consensus. This does not necessarily mean starting anew everything but rather strengthening, reforming and

1 e.g. a website.

2 e.g. Capacity building and information management issues.

supplementing what policy frameworks, processes and mechanisms already exist with the view to increase consistency and coherence³.

In order to channel change efficiently and effectively, some sort of formalized canvas may prove indispensable to guide, manage and monitor the restructuring or aligning of existing policies, institutional arrangements and procedures. This canvas like any other strategic framework would specify goals, steps and activities, responsibilities, means and tools for implementation and monitoring. It is generically referred to as a "sustainable development strategy".

There cannot be a unique approach to internalize sustainable development systematically: each country needs to steer its own path according to specific context and circumstances⁴. As a consequence, there is bound to be a diversity of efforts and experience.

Although differing in their strategic approaches towards sustainable development, countries are confronted with similar challenges. Introducing changes is difficult, seldom straightforward or immediate, and not readily acceptable to all stakeholders. Whatever approach is adopted, this will require time, necessarily be incremental, and will entail continuous learning by doing. One implication is that changes need to be permanently managed, monitored and documented.

Being different while facing similar challenges creates opportunities to learn from each other's experience and be stimulated by achievements elsewhere. Belonging to a wider global or regional community is also an incentive. The momentum created by international and regional policy dialogues and commitments towards sustainable development has positively influenced national knowledge, know-how and attitudes⁵.

Based on conceptual work and countries' experience, there starts to be a better understanding of what strategies for sustainable development are and entail. Concepts become clarified, common principles and criteria emerge, and guidance is progressively available.

As requested by several members of the Mediterranean Commission on Sustainable Development (MCSD), the MAP Secretariat has undertaken an overall assessment of the countries' decisions and actions related to sustainable development, more precisely the preparation and implementation of national strategies for sustainable development. The Review was prepared in the lights of the recent developments in the knowledge base⁶, with a view to supporting the eventual preparation of the Mediterranean Strategy for Sustainable Development (MSSD).

³ see footnote 4 next page.

⁴ e.g. natural, human, financial capacities; policy, institution, organization and procedures; historical background and values, etc.

⁵ for instance, the European Commission's Sustainable Development Strategy has had significant influence on a number of Members' NSDS. The forthcoming MSSD could certainly have a similar stimulating effect.

⁶ Further to OECD work, the conceptual base on sustainable development strategy is quite developed. Source books and Guidelines are available. There starts to be reviews and assessments of national efforts.

1.3. Methodology

The Review is guided by generic questions that differ according to the country situation:

- when a national strategy is being prepared: what are the elements, mechanisms and arrangements for preparation?
- when a national sustainable development strategy has been approved by government and is being implemented: what are the components, mechanisms and arrangements for implementation?
- when there is no national sustainable development strategy: what elements, mechanisms and organisational arrangements of already existing frameworks could be used, on which to build a national sustainable development strategy?

1.3.1. Working definitions and Analytical framework

Under the impulse of UN-DESA and OECD, there is now a substantial and enlightening conceptual work on sustainable development strategies. Yet all information contained therein may not be directly operational. The methodological effort of the Review was geared at trimming the conceptual work down to elements that help to structure the stocktaking exercise and the report, i.e. to establish a method and a questionnaire⁷ that can be used to assemble information, and obtain it on a regular basis.

Overall considerations

The OECD Development Assistance Committee (DAC) defines a strategy for sustainable development as comprising: “ a coordinated set of participatory and continuously improving processes of analysis, debate, capacity strengthening, planning and investment, which seek to integrate the short and long term economic, social and environmental objectives of society- through mutually supportive approaches wherever possible- and manages trade-offs where this is not possible”. It is a combination of processes that concur to mainstream sustainable development concerns and action.

In most countries, there already exist a variety of strategic frameworks and processes that taken together could meet their definition. Working towards sustainable development calls for progressively improving the complementarity between these frameworks and processes, supplementing them when needed, and increasing the overall coherence⁸. Policy consistency has to do with design and implementation of policies of several sectors or agencies to support an overall common goal (vision). The key is to avoid policies that conflict in reaching for the defined goal. i.e. remove policy contradictions. Coherence is the quality of being logically integrated, consistent and intelligible. Coherence evokes logic, consistency and constancy of purposes and decisions. Ensuring coherence involves the systematic promotion of mutually reinforcing policy actions across government and other stakeholders, creating synergy towards sustainable development. Policy coherence goes beyond consistencies and implies synergies of the different

⁷ structured questionnaire in annex 1.

⁸ adapted from OECD 2003. Policy Brief. *Policy coherence: Vital for global development.*

contributions from different sector policies (policy areas). i.e. a more positive, stronger vision of how objectives can be achieved.

For the sake of activating and managing changes and reforms, countries may, depending on their needs, priorities and resources, consider it appropriate to formalize an overarching approach (i.e. a sustainable development strategy) and establish a system to manage the process of change. This entails political will, a vision and continuous commitment, capacities and financial resources.

UNDESA and OECD define the key components of a sustainable development strategy preparation and implementation as follows:

a long term vision with principles and priorities, that is implemented through a set of inter related processes⁹ (e.g. achieving policy integration and convergence, involving stakeholders, and using and building up the knowledge base) that are effected by

- a combination of different mechanisms (e.g. coordination and planning, participation and communication, information systems and capacity building) and tools (e.g. conflict management, strategic assessment), managed, when appropriate, through
- organisational arrangements (e.g. a "management system" with a mandate, resources and influence) that provide for overall coherence and coordination.

Strategic Frameworks

Strategic frameworks here comprise National sustainable development strategies and National Agenda 21 as well as cross-sector strategic frameworks that incorporate a vision, principles and priorities pertaining to sustainable development concerns and issues (e.g. National Environmental Strategies and Action Plans, Poverty reduction Strategies, Comprehensive Development Frameworks, etc). On strategic frameworks, the Review is guided by the following questions:

- What are the major frameworks that relate to sustainable development?
- What are the principles, themes and priority areas?

Processes and Mechanisms

The OECD DAC Guidelines offers a comprehensive description of processes and mechanisms that are essential to strategic frameworks.

The Review initially focuses on three processes¹⁰ and the related mechanisms and tools:

- (i) *Achieving Policy Integration and Convergence;*
- (ii) *Involving Stakeholders;*
- (iii) *Using and Building up the Knowledge base.*

In general terms, a process is defined as a series of action that produces a change or effect. Mechanisms are sets of tools, procedures, institutional and administrative measures, means and responsibilities, that are arranged together to perform a specific function or achieve a given output. For instance, the process of involving

⁹ OECD DAC

¹⁰ Indeed, while the Review recognizes the importance of other processes such as Financial Resources Mobilization and Allocation, or Planning and Decision-making, it does not analyze them because the related information is not always readily available for all countries in the region.

stakeholders may require conflict management techniques and training, legal and financial provisions for participation, planning, infrastructures, organization, etc

Achieving Policy Integration and Convergence

Integration and increasing convergence toward sustainable development entail striking the balance between social, environmental and economic perspectives and objectives; incorporating other level concerns and actions (i.e. local, regional or global) into national decisions and implementation; and, adopting a long term perspective combined with short term targets.

Integration and convergence can be promoted through a variety of mechanisms: policy formation and instruments, like legislation and economic instruments; organisation, institutions and procedures; planning, implementing and monitoring.

On integration and convergence the Review focuses on the following generic questions:

- How are sustainable development concerns streamlined into sector and overall policies¹¹?
- What are the local initiatives towards sustainable development?
- What planning tools and fiscal instruments provide for integration?
- What are the linkages between different planning horizons?

Involving Stakeholders.

A balanced representation of civil society, stakeholder groups and business as well as government, is fundamental to sustainable development.

There exist different forms and levels of participation in policy processes that ensure governance of the strategy: on the one hand, there is a representative multi-stakeholder steering entity that makes key policy decisions, and engages partners who are indispensable for effective implementation of changes and reforms. On the other hand, public involvement¹², through periodic consultative events and continuing communication, is also important for building up broad-based legitimacy.

Essential mechanisms include: multi-layered and inclusive consultative events (e.g. forum, workshops, roundtables), institutionalised public communication and awareness raising (e.g. through media), promotion of strategic partnerships to share opportunities and responsibilities (e.g. private voluntary initiatives).

On stakeholder involvement, the Review is guided by the following generic questions¹³:

- What steering mechanism exists to represent stakeholders in the formulation and implementation of the strategy?
- What regular consultation forms have been used to engage the different stakeholders across sectors and between levels?

¹¹ The central issue of investment pattern and how SD is integrated in existing budget process is not addressed here.

¹² UN DESA (2002) Guidance in Preparing a National Sustainable Development Strategy: Managing Sustainable Development in the New Millennium. Background Paper No.13. (DESA/DSD/PC2/BP13). Dalal-Clayton and Stephen Bass (2002). Sustainable Development Strategies: A Resource Book. IIED 2002. Compiled by Barry Dalal-Clayton and Stephen Bass for OECD and UNDP.

¹³ Partnerships building is another central mechanism that is not considered by the Review due to limited resources and time available.

- What communication and information systems are being used to inform and raise awareness on sustainable development?

Using and Building up the Knowledge base.

Decision-making for sustainable development depends on reliable information and knowledge on environmental, social and economic conditions, trends, pressures and responses, and their correlation with strategic objectives and indicators. Due to complex interactions between factors, there may not be conclusive scientific evidence or converging stakeholders' perspectives on sustainable development issues. In these cases, there is a need to support debate to confront visions and values in order to take decisions based on trade-offs as widely acceptable as possible.

On knowledge, the Review limits itself to mentioning some of the existing tools or systems in order to provide a picture of the state of resources, trends in their quality and quantity, and the pressures upon them. The central issues of: incorporating the diversity of knowledge among stakeholders into policy decisions, assessing the outcomes of the sustainable development processes, and building up the knowledge and capacity of different stakeholders could not be addressed given the resources and time available.

Organisational arrangements

Leadership and effective management are among the essential common characteristics exhibited by successful strategies. Usually, there is a small team that maintain the spirit and momentum, provides leadership, organizes, coordinates and administers the different processes, harnesses the human and financial capacities and potential, and monitors achievements.

Initially, the Review intended to explore the different management systems, their mandates, organizational structures and resources. Limited information and time availability have hampered the analysis. The Review therefore limits itself to describing some examples of management systems.

1.3.2. Sources of information

On the conceptual framework

The analytical framework is largely inspired by the conceptual work of the Development Assistance Committee (DAC) of the Organization for Economic Co-operation and Development (OECD) and the guidance developed by the UN Department of Economic and Social Affairs (DESA). Primary sources and related websites include:

OECD DAC (2001). *The DAC Guidelines. Strategies for Sustainable Development. Guidance for Development Cooperation*. Development Cooperation Committee, OECD, Paris. <http://www.oecd.org/topic/>

UN DESA (2002) *Guidance in Preparing a National Sustainable Development Strategy: Managing Sustainable Development in the New Millennium*. Background Paper No.13. (DESA/DSD/PC2/BP13). <http://www.johannesburgsummit.org/html/documents/backgrounddocs/nsdsreport.pdf>

Additional information was provided by:

OECD 2003. Policy Brief. *Policy Coherence: Vital for global development*. OECD, Paris.

OECD 2002. Policy Brief. *Improving Policy Coherence and Integration for Sustainable Development: A Checklist*. OECD, Paris.

OECD Policy Workshop, 2004. *Policy Coherence and Development Evaluation Concepts, Issues and Possible Approaches*. OECD, Paris

Dalal-Clayton and Stephen Bass (2002). *Sustainable Development Strategies: A Resource Book*. IIED 2002. Compiled by Barry Dalal-Clayton and Stephen Bass for OECD and UNDP .
<http://www.nssd.net/working/resource/indexa.htm#contents>

Country level information

Information on the country status has been provided by official Websites of the concerned Ministries, the national reports submitted to UN DESA in the context of Rio follow up, as well as specific regional or global reviews. One should mention:

UNEP/MAP 2001. *Strategic Review for Sustainable Development in the Mediterranean Region. Based on countries' reply to the Questionnaire on Initiatives and Actions towards Sustainable Development in the Mediterranean Region and National report prepared for the MCSD Strategic Review*

UNDESA Country Profiles 2002. The 2002 Country Profiles provides the most comprehensive overview to date of the status of implementation of Agenda 21 at the national level. Each Country Profile is based on information updated from that contained in the national reports submitted annually by governments to the UN DESA. <http://www.un.org/esa/agenda21/natinfo>. and <http://www.un.org/esa/sustdev/natinfo/natinfo.htm>

European Commission 2004. Commission staff working document. *National Sustainable Development Strategies in the European Union: A first analysis by the European Commission*.
http://europa.eu.int/comm/sustainable/docs/annex_sustainable_development_strategies.pdf

When necessary information were supplemented by:

UN DESA (2004). *Assessment Report on the National Sustainable Development Strategies: The Global Picture 2003*.
<http://www.un.org/esa/sustdev/natinfo/nsds/map2002.htm>

OECD 2002. *Environmental Performance Reviews (1st Cycle) Conclusions & Recommendations 32 Countries (1993-2000)*

IISD and GTZ (2004). *National Strategies for Sustainable Development: Challenges, Approaches and Innovations in Strategic and Co-ordinated Action*.
<http://www.iisd.org/publications/publication.asp?pno=640>

UNDP 2004. *Capacity development for environmental sustainability. UNDP country level initiatives.*

When available, national NGOs' websites provided additional information.

1.3.3. Steps and Limitations

The country level information available in the UNEP/MAP Secretariat files and various websites was screened with the help of a structured questionnaire (Annex 1). Preliminary Country Profiles¹⁴ were prepared indicating the different strategic frameworks, the processes and mechanisms that relate to sustainable development, and the coordination system to implement them. The draft Country Profiles and a questionnaire highlighting the information gaps were sent to the MAP National Focal Points and some MCSD Members in order to obtain updated information, comments and suggestions, as well as possible additional information sources. Draft Country Profiles could be improved in so far as feed back was obtained within the deadlines.

In the context of post Rio process, the same level of information does not exist for all countries, despite standard questionnaires and common reporting obligations to CSD. The information from the websites and reports does not account for a constantly evolving situation but rather does it provide a snapshot situation. In a given country, there might be different documents issued by different government sources, at different time. Websites and reports may not reflect plainly processes at play (e.g. the effectiveness of a consultation or coordination mechanism), notably because independent assessments are not habitually made.

Most sections in the Report strive to follow the same structure: a brief explanation of the underlying concepts and ideas, based on the current common understanding; the limitations and the contents of the section; the description of overall situation in the region; some examples of specific country experience based on the information collected or received; and some observations and remarks.

¹⁴ Initially, the country profiles are not intended to be disseminated but rather used for the sake of compilation, analysis and synthesis.

2. STOCKTAKING RESULTS

2.1. Mapping out the current situation (Policy Frameworks)

2.1.1. Existing strategic frameworks

In addition to specific National sustainable development strategies (NSDSs) and National Agendas 21, most other cross-sector strategic frameworks also incorporate a vision as well as principles and priorities that encompass sustainable development concerns and issues. One can mention: Strategies for economic recovery and growth (e.g. Structural Adjustment Programmes, Comprehensive Development Framework), Strategies for poverty reduction and social development (e.g. Poverty Reduction Strategies), Strategies for environmental conservation and management that strive to integrate environment into development (e.g. National Conservation Strategies, National Environment Action Plans), and Convention-driven strategies (e.g. National Biodiversity Action Plans, National Action Programmes against Desertification, National Plans to address Climate Change).

This section identifies existing framework documents that relate to sustainable development, and, briefly mentions the context that have encouraged countries to prepare a national strategy.

Directly related frameworks

In the Region, different strategic frameworks, action programmes or action plans are inspired by sustainable development considerations and principles:

- NSDS; Strategic Plan for Sustainable Development; or Agenda 21: France, Israel, Greece, the Republic of Montenegro, Malta and Spain¹⁵, and Tunisia;
- National Environmental Strategy for Sustainable Development; National Strategy or Plan for Environment and Sustainable Development: Algeria, Italy, Morocco;
- National Environment Action Strategies or/and Plans (NEAPS): Albania, Bosnia and Herzegovina, Croatia, Cyprus, Egypt, Lebanon, Slovenia, Syrian Arab Republic, Turkey;
- Strategy for Land Management and Sustainable Development: Morocco.

Under different names, these frameworks already constitute sustainable development strategies or could serve as foundation to elaborate them. In the following chapters, the generic term “strategy” is used to encompass all frameworks that appear to be directly relevant to sustainable development concerns and issues, whatever their names.

¹⁵ as of November 2004, Malta is updating a draft a NSSD document and Spain’s is in draft form.

Table 1. SD related Strategic Initiatives and Frameworks

	National SD Strategy	National Environmental Strategy for Sustainable Development	National Environment Action Strategies or/and Plans	Links to overall national planning framework	Examples of Other relevant Strategic Frameworks
Albania			NEAP (2001)		PRS (2001) Management Program for Coastal zones (1996)
Algeria		National Action Plan for Environment and Sustainable Development (2002)		Strategy for Economic Revival (2001-2004)	
Bosnia and Herzegovina			NEAP (2002)		PRS (2004-2007))
Croatia			NEAP (2002)		
Cyprus			EAP (1996) Action Plan for the Protection of the Environment	Strategic Development Plan (2004-2006)	
Egypt			NEAP (2002-2017) National Agenda 21 (?)	Development and Reconstruction Map of Egypt up to 2017	
France	NSSD (2003)				
Greece	NSSD (2002)				
Israel	Strategic Plans for Sustainable Development in each Ministry (2003)			National Master Plan for Development and Conservation; Coastal Area Management Programme (1996)	Sector Master Plans for Infrastructures and Protection of Natural Resources
Italy		Environmental Strategy for Sustainable development (2002)		National Document for Economic and Financial Planning 2001-2004	
Lebanon					PRS
Lybian Arab Jamahirya					
Malta	NSSD being prepared			National Development Plan 2004-6	Structure Plan for the Maltese Islands 1990
Monaco					
Morocco		National Strategy for Environment and Sustainable Development (1995). National Action Plan for Environment (1998)		National Plan for Economic and Social development (1999-2003)	National Charter for Land Management and Sustainable Development (2004)
Montenegro	Sustainable Strategy of the Ecological State of Montenegro (1996)				PRSP
Slovenia			NEAP (1999)	Strategy for Economic development (2001-2006)	
Spain					
Syria	Draft NSSD (2002)		NEAP (2001)		
Tunisia	National Agenda 21 (1995)			10 th Social and Economic Development Plan (2002-2006)	
Turkey			NEAP (1998)	FYP 1991-1996 and successors	

Other relevant Frameworks

Other comprehensive frameworks that can be built upon to meet the OECD definition of national sustainable development strategy include periodic National Development Plans as well as externally stimulated¹⁶ initiatives.

Besides National Conservation Strategies that are more frequent in the Southern part of the Region, most countries have developed National Plans and Strategies in conjunction with the implementation of international Conventions such as UNCBD and UNFCCC. Countries that are Parties to the UNCCD have also prepared National Action Plan to Combat Desertification. One should note that institutional responsibility for the preparation of these cross-sector strategies or plans has often been given to environment ministries.

Comprehensive Development Frameworks strive to reinforce long term strategic horizon and vision, ownership, partnerships between stakeholders as well as country accountability Under CDF, Poverty Reduction Strategies (PRSs) deserve a special mention because they are opportunities to integrate environmental considerations in addition to social and economic aspects. The example of Albania illustrates how the National Strategy of Social and Economic Development - Poverty Reduction Strategy (launched in 2001) considers different sustainable development dimensions:

In **Albania**, the PRS process involves a range of consultation and dialogue with different stakeholders (e.g. civil society business and local governments) at central and local levels. The PRSs aim is to increase GDP, improve education and public health, improve and protect the environment and reduce regional differences.

A special PRS chapter deals with sustainable urban and rural development.

The workshop organized on “Poverty and Environment” has contributed to the inclusion of environmental issues in the strategy. The document recognizes environment protection (and its implementation through healthy, sustainable and integrated policies) as an important factor for poverty reduction, economic growth , and the long term development of the country.

Environment-related issues in PRS include: strengthening the Ministry of Environment and the Environmental Inspectorate, the definition of other central and local institutions’ environmental responsibilities, the creation of emergency structures for cases of natural disaster, awareness raising for the business community and its participation in consultation and decision-making structures, the adoption of environmental economic policies and instruments, the adoption of environmental quality standards, the reduction of pollution sources. Other issues include: the development and sustainable exploitation of natural resources in a way that ensures access for the poorer segment of the population.

Source: World bank. PRSP-related coordination challenges in Europe; the case of Albania. Preliminary draft; Tirana donor workshop version, May 2004.

Other integrated frameworks comprise specific national strategies, plans or programme such as National Conservation Strategies and Coastal Area

¹⁶ For a full development see : OECD DAC (2001). *The DAC Guidelines. Strategies for Sustainable Development. Guidance for Development Cooperation*. Development Cooperation Committee, OECD, Paris. And Dalal-Clayton and Stephen Bass (2002). *Sustainable Development Strategies: A Resource Book*. IIED 2002.

Management Programmes aimed at translating Agenda 21 and Med Agenda 21 into practical applications in Mediterranean coastal areas.

Whether in the South or the North, the profusion of integrated frameworks relevant to sustainable development is illustrated by the following examples:

Albania

National Strategy of Social and Economic Development - Poverty Reduction Strategy (PRS launched in 2001).
National Strategy and Action Plan on Biodiversity (2000)
National Assessment Report for the World Summit on Sustainable Development (2002)
Albanian National Strategy for Water (2004)
National Plan of Government (2002-2005)
Stabilization Association Agreement
Local Environmental Action Plan (Korca, Lezha, Tirana, Vlore)
Management Programme of Coastal Zone (1996)
National Strategy for Energy
National Plan to Combat Desertification
National Plan for Land management
National Action Plan for Health and Environment (1998)
Green Strategy for Agriculture (1998)
Strategy for Forests and Pastures Development (1998)
National Water Strategy (1998)
National Plan for Waste Management (1996).

Spain

National Energy Plan
National Plan for Sustainable Tourism
National Strategy for Forests and Forest Plan
White Book of Water
National Program to combat desertification
National Strategy for Conservation and sustainable use of biological diversity
Policy of Protected Marine Areas
National Strategy on Climate Change
National Hydraulic Plan
Purification and Drainage National Plan
Waste Management Plan.

Tunisia

National Action Plan to Combat Desertification
National Urban Development Strategy
National Land Use Plan (SNAT, 1997 which is largely based on sustainable development and National Agenda 21 principles).
National Strategy for the sustainable management of marine resources
Strategy to promote rural women and improve living conditions.

Observations and Remarks

As indicated in Table 1. *SD related Strategic Initiatives and Frameworks*, only few countries have a stand alone NSDS.

The panorama is contrasted and evolves as more countries are encouraged to prepare their own NSDSs.

NEAPs are frequently equated with sustainable development strategies, particularly second generation NEAPS that give increased importance to social and economic considerations.

One cannot say that there are more NSDS in the Northern or Southern countries of the Region, nor that the integration of sustainable development into policy processes is more advanced in developing countries than in others. There is no obvious stratification of the framework types according to geographic or economic situations. Some countries may have complementary or apparently parallel frameworks.

The existence or absence of a NSSD **document** does not necessarily indicate whether or not there exists a national sustainable development strategy in the sense of OECD or UNCSD definitions. The existence of a strategy document does not inform on the quality of on-going processes. (this could be explained further since it is rather vague).

Triggers

For a given country, different factors related to the global or regional context are conducive to the adoption of sustainable development perspectives and the preparation of a strategy.

The follow-up process to Rio, in particular the preparation of CSD Meetings and the related reporting obligations, as well as the signature of SD-related Conventions have been major drives for the adoption of sustainable development visions.

At a regional level, the European Commission has played a significant role to inspire most member or accession countries with sustainable development concern, and has in promoting the integration of sustainable development into policies, particularly environmental policies. For instance, the preparation of Greece' NSDS has been influenced by the European Union's Sustainable Development Strategy adopted at the Goteborg Council. The Italian National Environmental Strategy for Sustainable Development¹⁷ (NESSD) was developed in accordance with the 6th Environmental Action Plan and the guidelines of Barcelona 2002 European Council. Prior to their accession, all recent members (e.g. Cyprus) had developed a National Environmental Action Programmes (NEAP¹⁸) and adopted/implemented the European Union's Environmental Acquis. (Not true for Malta as it does not have a NEAP).

In some cases, the catalyst role of organizations like the OECD or international and bilateral agencies has been important. The OECD's substantive work on Environmental Performance Reviews has influenced the environmental policies of members and other countries towards adopting a sustainable development perspective. In some countries (for instance, France), the NSDS conspicuously meet OECD Environmental Performance Study recommendations on the integration of sustainable development. Most developing countries of the Region have developed sustainable development frameworks with donor support. The UNDP supported a

¹⁷ *Strategia Nazionale Ambientale per uno sviluppo sostenibile*. 1993. Ministero dell'Ambiente. http://www.minambiente.it/sito/news/strategie_sostenibilita.asp

¹⁸ The new generation of NEAPs keep a strong environmental focus but also include social (participation) and economic (economic instruments) dimensions. The importance of social considerations is further supported by the adoption of the Aarhus Convention and its principles (it would be useful to explain what Aarhus is about).

National Agenda 21, in Tunisia, the World Bank promoted the draft of a National Environmental Action Programme in Albania, and the State of Montenegro has developed its strategy with the European Centre for Peace and Development.

Some Remarks

The importance of international or regional initiatives and frameworks to create a momentum at country levels is recognized. One could anticipate that the recent European Union's SDS will have a similar stimulating effect to the 6th Environmental Action Plan, particularly if some form of "European Union Sustainable Development Acquis" is adopted and implemented. The proposed MSDS could also play such catalytic role.

If the direct support of international organizations remains important to developing countries, one could also consider the role of horizontal cooperation between countries. Exchange of experience between different countries is largely provided by the CSD's international and regional events. Synergies between two countries preparing or implementing their national strategy could be encouraged further. Assuming that the experience of paired countries can be mutually beneficial, one could foster these partnerships towards sustainable development¹⁹.

If they departed from previous approaches²⁰, donors could play an indispensable role to put in place mechanisms and processes for sustainable development. The OECD²¹ identifies different areas where coordinated and harmonized external partners' interventions could contribute significantly: promoting and ensuring country ownership, participatory approaches, strengthening strategic analysis and management capacity, public communication and information systems.

Whatever the influence of the international context, direct experience with country processes suggests that the presence and commitment of a charismatic, influential person is an important determinant of whether impetus and momentum are maintained in the process .

¹⁹ Ex. In Israel the impact of the WSSD was very significant in generating initiative and establishing inter-ministerial frameworks. Regarding paired countries, Israel benefited at the early stages from guidance from The Netherlands in establishing sector dialogue in target groups (such as industry, tourism, agriculture, etc).

²⁰ Dalal-Clayton and Stephen Bass (2002). Sustainable Development Strategies: A Resource Book. IIED 2002. make a critical assessment of past donor support: "... These initiatives have been promoted from outside as time-bound projects rather than ongoing policy mechanism... With donor financial support and technical expertise, little emphasis was placed by sponsors on country ownership".

²¹ OECD DAC (2001). The DAC Guidelines. Strategies for Sustainable Development. Guidance for Development Cooperation. Development Cooperation Committee.

2.1.2. Principles and Scopes

Most strategies enunciate general principles, focus on issues, themes and identify priority areas²².

This section describes the principles and scopes of the different strategies. It also considers which dimensions of sustainable development are privileged and whether dimensions are addressed from an integrated perspective (i.e. considering the interdependence and interactions between dimensions and/or interactions between different central, regional and local levels).

Principles

Table 2. *Founding Principles in Strategic Frameworks* presents the different strategic principles in the 21 countries of the region.

The variety is particularly striking in the case of National Sustainable Development Strategies. For instance, the Greek NSDS identifies general principles (precautionary principle, polluter pays principle, equity and shared responsibility) and specific principles (decoupling economic growth and environmental degradation, sector integration, emphasis on prevention and management rather than remediation and investment, identification and management of carrying capacity as a basis for policies). In Spain's NSDS, principles are largely based on the UN Rio Declaration (social cohesion and social development, balanced economic growth with sustainable production and consumption patterns, conservation of natural and human patrimony, balanced regional land dynamics and sustainable urban development, and contribution to global development).

Most countries who adopted the NEAP approach (e.g. Croatia, Bosnia and Herzegovina) share the same principles: integration of environment policy into other sector policies, partnership and shared responsibilities, change in behaviour/attitude of production and consumption, and increased utilization of economic instruments.

²² The very notions of "principles", "focus", "themes" and "priority areas" vary significantly across countries, to the extent that what is described as a "principle" in one national strategy can be labeled as a "theme" or "priority area" in another. This increases further the variety of situations and renders classification unhelpful.

Table 2. Founding Principles in Strategic Frameworks

	Albania	Algeria	Bosnia & Herzegovina	Croatia	Cyprus	Egypt	France	Greece	Israel	Italy	Lebanon	Libya	Malta	Monaco	Morocco	Montenegro	Slovenia	Spain	Syria	Tunisia	Turkey
integration between sector																					
precautionary principle																					
emphasis prevention and management over remediation																					
balance economic growth with sustainable production/consumption																					
decouple economic growth and environmental pressure																					
utilization of economic instruments																					
polluter pays principle																					
change behaviour in production and consumption																					
social cohesion and development																					
partnership, shared responsibilities, equity																					
improve education/public health.																					
awareness and participation																					
integration of environment into sector policies																					
improve/protect the environment																					
identify/manage carrying capacity																					
conserve natural and human patrimony																					
balance regional land dynamics and urban development																					
contribute to global development																					

Some observations on Principles

Principles can convey values (e.g. equity principle), give policy or strategic orientations (e.g. sector integration, decouple economic growth and pressure on environment, precautionary principle), or constitute merely action-oriented and operational rules (e.g. polluter pays principle).

Principles can refer to a single dimension of sustainable development (e.g. social cohesion, improve and protect the environment) or draw attention on the necessary synergy/balance between social, environment and economic dimensions (e.g. balance economic growth with sustainable production and consumption).

Principles can convey a sense of the intergenerational dimension (e.g. conservation of natural resources capital and human patrimony) or the interdependency of scales (e.g. balanced regional land dynamics, contribution to global development).

All strategic documents emphasize the need to better integrate the social, environmental and economic dimensions in the policies and decision-making processes. This concern does not systematically translate into similar principles. Consequently, the extent to which sustainable development considerations are effectively factored into country strategies varies widely.

The mixed nature (value, policy, operational) of principles makes them difficult to be implemented consistently and uniformly by different stakeholders.

Issues, themes and priority areas

The issues, themes and priority areas of a strategy determine its scope. The scope of a strategy reflects the country context (social, environmental and political) and is based on an implicit or explicit national vision of sustainable development.

The issues, themes and priority areas vary significantly across countries. Most issues, themes and priority areas entail social, economic or environmental aspects or dimensions²³. For the convenience of description, issues, themes and priority areas have been grouped into broad categories²⁴ according to whether they pertain more or less directly to one dimension or combine different social, environmental and economic aspects:

- Protection and management of natural capital and ecosystems;
- Management of environmental flows;
- Production and consumption in a globalized market economy;
- Protection and development of human capital.

These categories, which are not necessarily mutually exclusive, are presented in Table 3 on *Themes and Priority Areas of SD Related Strategic Frameworks*.

²³ However, one cannot say that all dimensions are "covered". In a SD sense. Also from a SD perspective, interactions between the different dimensions are often more important than the dimensions themselves..

²⁴ However, some themes and priority areas do not fall into this classification. They include international action (Croatia, France) often based on the bilateral or international legally binding agreements (UNCCC, UNCBD, UNCCD, etc.); foreign aid and solidarity (OECD countries); and follow-up to WSSD.

Table 3. Themes and Priority Areas of SD Related Strategic Frameworks

Protection and Management of Environment Capital and Ecosystems (environmental aspects)	Albania	Algeria	Bosnia & Herzegovina	Croatia	Cyprus	Egypt	France	Greece	Israel	Italy	Lebanon	Libya	Malta	Monaco	Morocco	Montenegro	Slovenia	Spain	Syria	Tunisia	Turkey	
Environmental protection																						
Protection of Natural ecosystem																						
Management of Natural resources																						
Sustainable agriculture																						
Sustainable forest																						
Sustainable land management																						
Coastal management																						
Sustainable urban management																						
Environmental integration into sectors																						
Environmental Institution strengthening																						
Environmental monitoring system																						
Regional and international environment issues and action																						
Management of Environmental Flows	Albania	Algeria	Bosnia & Herzegovina	Croatia	Cyprus	Egypt	France	Greece	Israel	Italy	Lebanon	Libya	Malta	Monaco	Morocco	Montenegro	Slovenia	Spain	Syria	Tunisia	Turkey	
Air quality & pollution control																						
Water supply, treatment, management																						
Energy																						
Waste management																						

Table 3. Themes and Priority Areas of SD Related Strategic Frameworks (continued)

Production and Consumption in a Globalized Market Economy (economic/behavioural/normative aspects)	Albania	Algeria	Bosnia & Herzegovin	Croatia	Cyprus	Egypt	France	Greece	Israel	Italy	Lebanon	Libya	Malta	Monaco	Morocco	Montenegro	Slovenia	Spain	Syria	Tunisia	Turkey	
Sustainable industrial production																						
Economic efficiency & competitiveness																						
Sustainable production and consumption																						
Sustainable transport																						
Sustainable tourism																						
Economic instrument and environmental norms																						

Protection and Development of Human Capital (social/cultural/behavioural aspects)	Albania	Algeria	Bosnia & Herzegovin	Croatia	Cyprus	Egypt	France	Greece	Israel	Italy	Lebanon	Libya	Malta	Monaco	Morocco	Montenegro	Slovenia	Spain	Syria	Tunisia	Turkey	
Quality of life																						
Public health																						
Public awareness & participation																						
Equal access to natural resources																						
Solidarity & Equal access to services																						
Sustainable state																						
Cultural heritage																						

Observations on dimensions in existing strategies

Issues, themes and priority areas with environmental focus or connotation (categories 1 and 2) are prevailing and usually more precise or specific than others. Most frameworks, NEAPs²⁵ in particular, remain largely environment-oriented and emphasize the protection of the environmental resource capital. The prevalence of environmental issues may be explained by the fact that strategies are often prepared by Ministries of Environment or because environmental issues are more visible and easily observed. Whatever the reason, environmental issues appear to be the most common entry points to sustainable development strategy formulation and implementation.

The dimensions are often considered independently. The strategies seldom consider synergies between the different dimensions as part of the problem/issue and part of the solution. Issues, themes and priority areas merging the economic and environmental dimensions are more widespread than those combining other dimensions. Issues, themes and priority areas where social and environmental dimensions are integrated are conspicuously absent (e.g. addressing environmental issues due to social constraints, or vice versa).

Issues, themes and priority areas pertain to one or several sectors, or can be non-sector specific.

By addressing independently the different dimensions or having separate objectives for each of them, the inter linkages are skipped and the necessary trade-offs are masked.

Most countries face the challenge to anchor the different dimensions of sustainable development into their institutional reality, namely the different governmental sectors of government.

Identifying integrative themes, clustering priorities or specifying objectives according to dimensions are ways to address the various challenges. As a consequence to the diversity of context and institutional set-ups, countries have structured their strategy in many different ways, based on either SD dimensions, their integration or linkages to sectors.

Examples of different clustering follow:

Greece's NSDS adopts a two-pronged approach (reduction of pressures on the environment and promotion of social solidarity).

Some themes offer more prospects for integration than other. For example, in **France**, the theme "Economic activities, enterprises and consumers" in the NSDS proposes the following priority actions:

- Encourage industries to engage in sustainable development (e.g. through voluntary agreements).
- Integrate sustainable development in production and consumption patterns (e.g. through labelling system).
- Encourage industrial innovations

²⁵ Whereas first generation NEAPs were purely environmental, most environmentally focused strategies evolved after UNCSD to consider, at least partly, economic growth and poverty alleviation.

- Develop the social and environmental responsibility of businesses through the provision of a national framework for dialogue between industries and other social actors.
- Create financial incentives for change in production and consumption (e.g. use of certification procedures, eco-labels and socially responsible investments, fiscal reforms and financial incentives).

Source: http://www.environnement.gouv.fr/actua/com2003/developpement_durable

In **Tunisia**, the National Agenda 21 addresses themes and issues that cut across different sectors: equity and poverty alleviation, change in consumption and production patterns, promotion of health and land use planning. Other priorities include tools and instruments such as international cooperation, indicators, economic instruments and environmental accounting, education and awareness raising, information building and management for decision making.

The Agenda also considers specific sectors as priorities (agricultural and rural development, tourism, industrial development, urbanization and management of human settlements, energy and pollution control).

A section is devoted to the integrated management of natural resources: management of water, land, and biodiversity, management of seas and marine biological resources, management of islands and coastal zones.

Source: Ministry of Environment and Land Management (1995). National Agenda 21. MEAT, Tunis.

Spain's NSDS identifies inter sectoral and sectoral priority areas and specifies objectives according to different dimensions:

Inter-sectoral

Economic growth, employment and competitiveness
 Natural resources management and conservation
 Training, research and technological innovation
 Social and land cohesion
 Climate change and air pollution
 Sustainable tourism
 Management and reduction of waste

Sectoral

Agriculture, Forest and Fishery
 Energy
 Transport
 Tourism
 Industrial Production
 Consumption
 Social cohesion and integration
 Education
 Research and technological development
 Land management
 International cooperation for development

Environmental objectives

Transport: promote the improvement of public transport
 Natural Resources: make prudent and rational use of resources applying the Precautionary Principle
 Urban and Rural Strategies: introduce rural development strategies aimed at specific target zones and promote functional diversity. Reduce regional

and urban disparities.
Biodiversity: reduce biodiversity loss
Noise and Water: combat noise and water pollution
Climate Change: support the Kyoto Protocol

Economic objectives

R&D, Innovation, Education: improve population education, enhance R&D, exploit scientific and technical innovation
Tourism: rationalize tourism supply towards sustainable tourism
Eco-efficiency: support eco-efficiency
Industries: increase the efficiency and competitiveness of industrial production by supporting small and medium scale enterprises
Non-Renewable Resources: internalize costs and benefits through correct pricing; Introduce new consumption patterns emphasizing savings of non renewable natural resources.
Local and International Cooperation: internationally cooperate towards the NSDS of each Member State and solicited the contribution of key sectors (agriculture, fisheries, food) towards sustainable development.

Social objectives

Combat Poverty
Enhance Social Welfare: develop support programs for immigrants, guarantee stable financial pension system for the elderly
Disease Prevention: Introduce national Health Plan approved by the Central Administration and the Autonomous Spanish Communities
Promote Equity
Reconcile family and work life
Enhance cultural diversity

Source: Estrategia Española de Desarrollo Sostenible. Documento de Consulta 2002

<http://www.esp-sostenible.org/eeds/contenidos.htm>

2.2. SD related processes and mechanisms: countries' experience and practices

2.2.1. Achieving integration and convergence

Achieving integration and increasing convergence toward sustainable development call for:

- striking the balance between social, environmental and economic perspectives and action (systemic integration);
- increasing the convergence of different sector and overall policies and programmes towards sustainable development;
- incorporating concerns/actions of local, regional or global levels into national decision/implementation (vertical integration); and,
- combining a long term perspective with short term targets.

Integration and convergence can be promoted at different levels through a variety of mechanisms: policies and policy instruments, organisation and procedures, decision-making, planning and monitoring.

A sense of integration can already surface from the strategy documents when they enunciate multi dimensional principles and identify cross cutting priority areas (see section 2.1.2). This section examines some aspects of integration and convergence²⁶ in policies formulation and implementation (horizontal and vertical integration), in the utilization of planning and economic instruments, and through organisational arrangement (particularly decentralised initiatives).

More specifically, the section first describes how sustainable development concerns are embedded into different sectors and overall national policy. Then, the section considers what linkages or coordination exist between different sectors and between different strategic planning frameworks. The section continues with the description of local initiatives that contribute to vertical integration. Further, the section presents the utilisation in the Region of some planning and economic instruments that serve to combine different SD dimensions. Finally, the section briefly reflects on how different planning documents interrelate in terms of time horizon.

Embedding sustainable development in different sectors (convergence)

In most countries, sector Ministries have integrated SD phraseology in their policy and programme documents. However this does not necessarily translate into actual approaches, objectives and programmes in sector-wide strategies, plans or budgets. Only few countries in the region systematically pursue the introduction of SD considerations into sector policies objectives and programmes for instance by providing specific guidance and guidelines to different line agencies. Greece and Israel illustrate these government efforts:

In **Greece**, integration of sustainable development into sector policies is being pursued on different fronts. The NSSD document indicates ways towards integration of the sustainable development into specific sector policies:

- Spatial policies based in particular on the General Framework for Physical Planning and Sustainable Development: regional restructuring, support to

²⁶ Other aspects such as financing and financial flows for sustainable development are particularly important to integration and convergence. While most countries recognize that investments and budget ought to reflect SD considerations, this is not here due to time constraint and the lack of information. In spite of UDESA information available on investment patterns, it was not possible to examine consistently whether and how budget processes link to SD strategies. Although

- multi centred urban structure and metropolitan centres, land use planning and urban development, strengthening governance of urban centres.
- Energy sector: decoupling energy intensity from economic growth through economic instruments and cost internalisation, polluter pay principle, stimulation of private investment, use of renewable energy and cleaner fuels.
- Transport sector: decoupling transport emission from economic growth, development of public transport infrastructure, traffic flow management.
- Agriculture and fisheries: rational use of natural resources.
- Industrial sector: proactive measures and voluntary agreements.
- Tourism sector: special directives and programs for the sustainable development of Greek coastal zones and islands, promotion of alternative tourism.

The Ministries of Agriculture, of the Environment, Physical Planning and Public Works and of National Economy have prepared a manual setting out Greece's approach to poverty reduction, gender equality and the environment.

New integrated policies have been prepared in particular: Policy for regional development and strategic physical planning (including Regional and general spatial plans), Policy for urban development (including Schema for sustainable development of urban centres and consideration for urban governance, land use plans for urban areas over 2000 inhabitants.) Land policy, General framework for physical planning and sustainable development. Sustainable development of towns and settlements (1997) and Spatial Planning and Sustainable Development (1999) address the different sustainable development dimensions, and provide guidelines for integration and coordination of sector policies.

At the implementation level, the NSDS is implemented through an overall Operational Programme for sustainable development. This is made of Sector (environment, competitiveness, transport, agriculture and rural development, education and labour) and Regional Operational Programmes. Environmental concern has been integrated into Operational Programmes on Transport, Energy and Industry. SD concerns are also addressed in Management plans for the Protection of National Parks, Wetlands, Marine Parks, Coasts and Monuments of nature, and Sensitive Areas. According to OECD27, "good integration has taken place in the energy sector and satisfactory integration in areas under the responsibility of the Ministry (physical planning, and housing policy) in other sectors efforts have remained ad-hoc".

Source: Ministry for the Environment, Physical Planning and Public Works (2002). National Strategy for Sustainable Development . (MEPPPW), Athens.

In **Israel**, sustainable development considerations and principles are systematically built into national, regional or local master plans for particular sectors (e.g. power stations, airports, sewage, roads, quarries and railways) as well as into cross sector master plans (e.g. Master Plans for nature protection, for coastal areas and for tourism, Integrated National Master Plan on Planning, Building and Conservation). Guidelines have been prepared and specific indications given to the different Ministries on which aspects of their mandate are particularly relevant to sustainable development. Accordingly, the Planning, the Finance and other sector Ministries have to draft Strategic Plans for Sustainable Development to be presented to the general public, finalized and endorsed by the Government.

The policy guidelines of the Ministry of Finance's SD strategy include: internalizing the external price of product; encouraging consumers to use eco-efficiency products; internalizing environmental risk in insurance; accountability of environmental risks in the business sector; "greening government" (sustainable building example set by

²⁷ OECD (2000). *Environmental Performance Review (1st Cycle) Conclusions and Recommendations 32 Countries (1993-2000)*. OECD, Paris.

government). An additional example can be found in the policy guidelines for the SD strategy of the Ministry of Trade, Industry and Employment, which includes: assistance for environmental technologies development; incentive to industry that contributes to growth without causing environmental damage.

Source: Strategic Plan for Sustainable Development in Israel. Government Decision no.246, May 2003.

NEAPs' efforts to integrate environment into sector policies through various committees and technical boards could also well serve as examples:

In order to coordinate and stimulate the national integration process, **Albania** has established a Ministry of Integration as well as integration units in all ministries. Several decision-making inter-ministerial structures (e.g. National Council of Territory Regulation, the local Councils of Territory Regulation, National Committee of Waters, National Committee of Energy, Committee of Tourism Policies, etc) involve, by a legal decision, experts and dignitaries of environmental institutions. The sectors of economy, tourism, territory regulation are represented in different environmental project boards and representatives of institutions concerned with the environment participate in the boards of infrastructure projects.

In **Egypt**, Environmental Units are established in sector ministries and at the local government level.

Streamlining sustainable development into overall national planning and policy documents²⁸ (overall coherence).

In the Region, most countries prepare periodic national economic development plans. Usually, the line ministries prepare sector chapter - often based on their sector plan- following guidance issued by a national planning commission or equivalent coordinating entity. These sector plans tend to be linked into the annual budgets or to the medium term expenditure framework.

While economic concerns remain predominant, national economic development plans are increasingly incorporating social and environmental considerations. In some countries, sustainable development is directly factored into periodic national plans, by grounding and sourcing their periodic formulation on the very strategy document itself. Tunisia is an example:

In **Tunisia**, the Agenda 21 has guided the preparation of the last three Five-Year Plans. The concern for regional needs, the adoption of a long time perspective and the integration of Agenda 21 priorities in a special chapter of the 10th Social and Economic Development Plan (2002-2006) indicate a strong linkages and continuing commitment.

The systematic involvement of ministries responsible for finance and for economic planning in the preparation and implementation of SD strategies also contribute to integration. Unfortunately this is not the usual practice and often national agencies that tend to take major development decisions may feel excluded. Exceptions include, France, Greece and Cyprus, where the Planning Bureau is actively involved in various committees.

²⁸ Linkages between strategies and overall planning frames are indicated in Table 1. *SD related Strategic Initiatives and Frameworks.*

Promoting linkages and coordination between different strategic planning frames and between different sectors (horizontal integration)

Assessing the linkages between different planning frames (strategic frameworks, cross sector or sector-wide strategies and plans) proves to be difficult on the basis of existing documents.

Concerning linkages between different strategic frameworks, documents often limit themselves to mentioning the presence of other SD related frameworks without establishing structural links. There is a general dearth of overall policy assessments and strategic sustainability assessment that could help to scrutinize potential overlap, identify cross cutting objectives, or leverage complementarity.

Linking different sectors in a sustainable development perspective can be achieved by ways of logical articulation, coordination arrangements, and individual exposure.

In general, specific sector policies do not reflect objectives and priority areas in National Sustainable Development Strategies. By definition, a sector policy does not go beyond the domains of expertise and responsibility attributed to the concerned line agency. Moreover, because they utilize different paradigms, logics and jargons, sector planning frames do not easily articulate one with the other. The lack of structural linkages hampers synergies at the implementation level.

Organisational arrangements for strategy formulation and implementation exist throughout the Region. Table 4. *Examples of some Mechanisms for vertical and horizontal Integration* indicates that most countries in the Region have set up inter ministerial bodies that provide for coordination and linkages between sectors in the formulation and implementation of SD strategies.

In addition to these, the participation of the same sector representatives in various mechanisms primarily destined to obtain stakeholder inputs and foster participation²⁹ also facilitates linkages between sectors. Indeed, the representatives of line agencies there get the opportunity to be exposed to sustainable development concerns and exchange with colleagues from other sectors, and eventually echo this concern into the planning and implementation sector work of their respective agencies.

With the view to foster convergence and horizontal integration, some countries have also set up a formal network of sustainable development focal points in the different sector agencies. Few examples follow:

In **France**, the Inter-Ministerial Committee for Sustainable development (CIDD) is responsible for the definition, coordination and follow-up of the Government's sustainable development policy. It adopted the national strategy and is responsible for its implementation and regular update. It examines the coherence of the actions of all Ministries with the Government's sustainable development policy and France's commitments at the European or international levels. The ICS is chaired by the Prime Minister and the Minister in charge of sustainable development. It includes all other relevant Ministers. A representative of the President also joins the working group. The ICS meets at least once in a year.

The CIDD is supported by the permanent Committee on Sustainable Development involving Senior Civil Servants designated in each Ministry to make proposals (e.g. on how to integrate sustainable development concerns into sector policies), give impulse

²⁹ see section 2.2.2.

and coordinate the preparation of action plans in each Ministry, and monitor the implementation of the Strategy in the Directorates and at a decentralized level.

There also exist other inter ministerial committees that provide for horizontal integration. The Inter-Ministerial Committee for the Environment (CIEN) and the Inter-Ministerial Committee for Land Management and Development (CIADT).

In **Morocco**, the National Action Plan for the Environment (PANE) strives not to duplicate what objectives and contents already exist in other sector strategies, cross-sector planning frameworks (National Scheme for Land Management and Sustainable Development, the National Plan for Economic and Social Development Plan PDSE 1999-2003) or national initiatives in the context of international commitments (e.g. National action plan to combat desertification in the context of UNCCD). Harmonization of actions is the results of consultation with all concerned stakeholders through thematic workshops. Some PANE specific actions (Program of Clean Cities, EIA Capacity building, awareness raising, market-based instruments, education, information base on NGOs) have been inserted in the National Plan for Economic and Social Development Plan.

Note on horizontal coordination and integration

As indicated in Table 5. *Examples of Mechanisms for Stakeholder Involvement* in section 2.2.2, responsibility for sustainable development is usually assigned to environment ministries which have limited influence in government. Consequently, sustainable development strategies may not be seen as relevant to other sectors. As noted by the OECD, the weak integration in other sectors has undermined progress towards sustainable development: notwithstanding promising experience, “the degree of horizontal coordination and institutional integration could be significantly improved in most countries. There is a relatively large number of public institutions and government agencies with environmental, social and economic responsibilities. The dearth of formal integration mechanisms and the strong hierarchical nature of administrations make it difficult to formulate and implement sustainable development policies. There is little culture of joint problem solving”³⁰.

Decentralization and Local level initiatives

National sustainable development strategies need to distinguish issues that can only be addressed centrally from those that are better addressed at a local level (*i.e.* subsidiary principle). Linking national and local priorities and actions is one key principle for the preparation and implementation of sustainable development strategies. Decentralised decision-making offers such opportunity to link national strategy processes to local sustainable development initiatives. The convergence of top-down and bottom-up approaches ensures policy integration and consolidates implementation. Whereas strategic principles and directions should be set at the national level, detailed planning, implementation and monitoring should take place at local levels. It should be borne in mind that the appropriate transfer of resources and authorities is essential to establishing two-way iterative processes between national and decentralized levels³¹.

Follow-up measures to UNCED have spurred the development of Local Agenda 21 by local governments such as municipalities. As a consequence, in addition to national

³⁰ OECD (2000). *Environmental Performance Review (1st Cycle) Conclusions and Recommendations 32 Countries (1993-2000)*. OECD, Paris.

³¹ UN DESA (2002) *Guidance in Preparing a National Sustainable Development Strategy: Managing Sustainable Development in the New Millennium*. Background Paper No.13. (DESA/DSD/PC2/BP13).

level frameworks, local sustainable initiatives have cropped up in most countries of the Region, particularly where decentralization is a major thrust in government policy.

In many cases, the central authorities have supported local initiatives through e.g. funding, capacity building, networking, and/or the provision of guidance. Sometimes, as is the case in **France** with the establishment of "Territory contracts", specific contractual arrangements have been made between the State and the Regions or Local authorities to organize the processes. The following paragraphs give a panorama of the variety of local initiatives and related support arrangements.

In **Bosnia and Herzegovina**, the preparation of Local Environmental Plans (LEAP) was one of the NEAP priorities. Local Environmental Plans (LEAP) mostly coordinated by NGO have been elaborated by municipal authorities in two Mediterranean municipalities (Apljina and Jablanica). In addition to LEAPs, the cantonal or municipal level authorities have been responsible for the preparation of Local Agenda 21. The local communities from the cities of Tuzla and Bijeljina adopted Local Agenda 21. The city of Banjaluka, in cooperation with the cities from the Federal Republic of Germany, has drafted a Local Agenda. The Austrian Government and SIDA are financing the preparation of two Local Agendas (Sarajevo Old Town Municipality and Srbac Municipality). Recently the Sarajevo Canton has enacted the decision on elaboration of Local Agendas Municipals and Cantonal.

In **Italy**, the competences in the environment field have been progressively transferred from national to regional and local levels. The national level is responsible for the definitions of environmental quality objectives and the general criteria of sector policies. The regions are responsible for strategic planning and the provinces and municipalities for the control and implementation of plans and programs. In line with the National SDS and the objectives of the State-Region Permanent Conference, sub national planning and policy processes have developed into local Agendas 21 (co-financed by the Ministry of Environment) and regional sustainable development strategies (at the moment only one). Approximately 140 local public administrations have joined the Italian Local Agenda 21 Network.

In **Malta**, the Environment and Planning Authority is supporting the development of Agenda 21 in schools. A number of schools are members of an Eco-Schools project that aims to empower school children to participate, act and be responsible for their school's environment in line with Local Agenda 21 principles. This aim also extends to encouraging environmental responsibility both at home and in the wider community.

In **Slovenia**, some local authorities have already prepared or are preparing Local or Regional Agenda 21 or Environmental Action Program (e.g. Ljubljana, Maribor region, Coastal region). Key focus areas are all major environmental issues, depending on the problems of the region and sectors that affect the environment (industry and mining, the energy sector, agriculture and forestry, traffic and tourism). The Ministry of the Environment supports the preparation of the Local Agenda 21 technically and financially.

In **Spain**, decentralization is a major feature of government policy. According to the devolution of environmental decision-making, autonomous regions and municipalities have the responsibility to implement environmental policies. Regional authorities also have a key role in the development of their programs and initiatives for sustainability. There exist several local Agendas 21 at the regional or municipal levels. Many sustainable development initiatives take place at this level (e.g. domestic waste management, ecological footprints, demand management, voluntary initiatives, pilot projects, etc).

In **Tunisia**, the progressive delegation to the private sector and local public communities of programs development, implementation and management helps refocusing the State's role. In the context of decentralization, local public communities

are increasingly involved. The preparation of the 10th Plan was an opportunity to initiate Local and Regional Agenda 21. Training sessions and workshops were organized for the preparation of Local programmes 21, that now exist in 50 cities.

Observations and Remarks

In this section, local initiatives are described from the perspective of vertical integration. Local initiatives also play a major role in the involvement of stakeholders, which is dealt with in section 2.2.2.

In developing countries the preparation of local sustainable development agendas has been supported by donor agencies, UNDP in particular.

Locally driven and implemented initiatives have gained recognition and are internationally networked.

In countries with a tradition of decentralisation and environmental activism, local initiatives have tended to develop independently from central authorities, which may hamper convergence between top-down and bottom-up visions.

The devolution of authorities to regional or entities does not necessarily lead to integration of SD considerations at local levels. When local sustainable development initiatives exist in different places, they are not necessarily coordinated and do not converge systematically. In some countries, local Agenda 21 do not clearly plug into the national strategic framework and the national sustainable development strategy does not incorporate local level initiatives. Linkages are weak. Although some sort of reporting mechanisms exist in some countries, for instance Spain, for a majority, there does not seem to be a central level entity to ensure that bottom-up and top down approaches effectively converge.

Utilization of Planning tools and instruments that promote integration

Most countries in the region are using planning tools and instruments that offer prospects for integration of sustainable development.

Whether at the strategic or project level, environmental assessment analysis (SEA or EIA) are particularly useful to promote sustainable development considerations as they bring together several dimensions of sustainable development; foster the understanding of underlying causes of unsustainable development and are amenable to participation of, or information to a wide group of 'non-expert' stakeholders.

Economic approaches and instruments that internalise social and environmental costs (e.g. environmental accounting, "getting prices right", environmental taxes) or foster stakeholders' sustainable development behaviour (e.g. incentive systems, eco labelling, voluntary agreements, green plans) also present potential for assimilating different aspects of sustainable development.

Other tools like SWOT analysis or Spatial Planning instruments that offer opportunities to account for and interweave different aspects and dimensions of sustainable development are not considered here.

By way of examples, this section illustrates what instruments are used, and indicates the arrangements and legal provisions made to enforce them:

In **Bosnia and Herzegovina**, the Environmental Law, prepared in compliance with EU Environment Policy, was passed in 2004 in both entities. It consists of sets of laws as follows: Framework Environment Law, Law on Water Protection, Law on Waste, Law on Protection of Environment, Law on Protection of Air and Law on Eco Fund.

The legislation prescribes the following instruments:

- EIA procedures
- Integral Environment Permit (EIP)
- SIA
- Eco labeling

The use of environment-related economic instruments is limited to water fees.

The implementation of all these instruments is still constrained by the lack of institutional capacity and resources.

In **Croatia**, EIA was introduced in 1984. Existing and new environment related laws are progressively aligning with the standards of the European Union. Environmental taxes are not widespread but exist in e.g. water management sector. The Government intends to introduce incentives for ecologically oriented businesses. Incentive measures are expected to increase the share of renewable sources of energy, to promote ecologically friendly technology, and to reduce waste. An Environmental labelling system has been established to promote the use of environmentally acceptable products and manufacturing procedures.

In **Greece**, the legal base of the *Operational environmental program* is the National Law for the protection of environment, the EC environmental regulations, and the directives and obligations with respect to international environmental agreements and conventions. The bulk of environmental legislation in Greece results directly from the transfer of European Community directives into the national legislation. The NSSD document recognizes the importance of assessment tools (EIA³², 1990, and SIA) as well as economic instruments.

The Council of State (High Court) has played an important role in defining the content of framework environmental legislation and providing a practical interpretation of the term "sustainable development" in case law. Legislation conducive to SD integration include: a Law on Spatial Planning and sustainable development (1999), a Law on Economic Development Incentives (1998) and a Law on Sustainable development of towns and settlements (1997).

The utilization of economic instruments in specific sectors (water, waste management, air quality, natural resources management) is encouraged. Costs internalisation and pricing, and incentives for emission trading in the context of Kyoto implementation are also fostered. Voluntary agreements and the development of eco labelling schema, cleaner production and green plans are encouraged.

In **Italy**, the NSSD envisages different tools: enforcement of environmental legislation, integration of the environment factor in the market, environmental fiscal reform, internalization of environmental costs, development of new environmental quality indicators and finalization of the Framework Act on Environmental Accounting.

The integration of environmental policies appears to be a major thrust. Several measures are already in place:

EIA and SEI of Plans and Programs (Strategic Environmental Impact is being used to promote sustainable development e.g. in General Transport Plan).

³². OECD "The practice of EIA has contributed to integration and has worked better in some areas than others: in tourism, aquaculture, roads and major infrastructures, projects, the influence has been noticeable, but less so in other sectors (e.g. licensing of quarries)."

Quality and environmental certification through different schemes e.g. extension of Eco-Management Audit Scheme (EMAS) to all sectors, eco auditing and eco labelling, promotion of voluntary agreements.

Ecological taxation and subsidies reform to take into account environmental externalities: Italy relies increasingly on environmental taxes and charges: e.g. carbon taxes on fossil fuels, tax on pesticides, water and waste charges, vehicle taxation reformed to take greater account of environmental impacts, increased water and waste charges, etc).

In **Malta**, EIA and SEA procedures are in place in accordance with EU and national legislation. Malta's national land-use planning system strives to internalize social and environmental costs through mitigation of impact and planning agreements. The merger between the Environment Protection Department and the Planning Authority in 2002 ensured a closer coordination between spatial and environmental planning.

Various fiscal instruments are in place. Malta currently uses taxes, fees, subsidies, performance bonds, grants, and a form of tradable permits (to control off-road recreational driving). Recent developments in the field of economic instruments include the introduction of a new 'eco-contribution' introduced on several products, particularly plastic bags. Malta operates a successful bottle return scheme for soft drinks, beer and bottled water. The water pricing regime was also adjusted to reflect more closely the actual cost of water production during the last years. In addition, for a wide range of environmentally sensitive activities, an Environmental Permitting Strategy is under preparation, which will introduce a new regime for Environmental Permit fees based on risk. Recognizing the potential for further application of the Polluter Pays principle through economic instruments, the Malta Environment and Planning Authority will shortly embark on a project assisted by the EU entitled "Building Capacity to introduce the Polluter Pays Principle through the use Economic Instruments to Implement the Environmental Acquis".

The Malta Tourism Authority operates a tourism eco-labelling scheme, introduced in 2002 during Eco-Tourism year, and Government has set up a Green Leader network with green contact points in all government departments. Together with a programme to promote green public procurement, this process will initially target the areas of waste and energy.

In **Spain** the NSDS document promotes to possible policy tools to support implementation: evaluation of market based instruments and public intervention, voluntary agreements, and fiscal and monetary instruments. Environmental laws and legislation are in line with EU directives. In accordance with the recommendations of the Committee of Aid to Development (1985 OECD) and the Law of Cooperation, Environmental Impact Assessments and Strategic Environmental Assessment are integral parts of major programs and projects. Spain applies the Polluters pays and User pays principles. Voluntary agreement, Eco labelling and environmental taxes are developed at the provincial level.

Remark

Until recently, in most Environmental Impact Assessments and Strategic Environmental Impact analysis, the environmental dimension prevailed over the others. Practitioners and agencies are striving to broaden the scope of these widely used tools³³.

³³ Philippe Alirol (2003). *Linkages and Coordination between Environmental Assessments and Social Assessments*. Draft report for the World Bank

Linkages between different planning horizons

At the country level, there are often different types of planning frameworks, strategies and/or plans and programmes to address a sustainable development concerns. On the one hand, a strategy would convey a long-term vision and sets out policy directions and principles for future action and strategic objectives. On the other hand, plans and programmes usually would propose shorter term, concrete measures and activities.

All strategy documents in the Region acknowledge the intergenerational dimension of sustainable development. Beyond this, linkages and synergies between policies and planning frames with different time horizons (long-, mid-, and short-term) ought to be established to guarantee continuity. In addition to lasting commitment and smooth implementation, linkages between immediate action and long term perspective will help to anchor in the reality of measurable time-bound targets the work on sustainable development indicators undertaken by all countries under auspices of the CSD.

In most countries, the long-term vision contained in the strategy document does not clearly connect to short-term actions and targets in plans. Only few countries have strived to link different time perspectives. Their strategies comprise or are complemented by separate, more detailed, sector action plans and programmes. For instance, in **Morocco**, the strategy serves as a basis for the National Action Plan for the Environment and a Priority Action Plan, and the **Italian** and **Greek** Strategies propose quantitative targets (often based on EC directives) for some areas of action and sectors.

Table 4 on the next page gives examples of mechanisms that promote vertical and horizontal integration.

Table 4. Examples of Mechanisms for vertical and horizontal integration

	Coordination between sectors	Local level initiatives	Promotion of integrating tools and instruments
Albania	Various decision-making and implementation inter-ministerial structures (committees, board), Ministry of Integration integration units in concerned ministries,	Local Environmental Action Plans	SEA and EIA (drafted), Environment Taxes Environmental permits Law on environmental protection
Algeria			EIA (1990) Environment Taxes, polluter pays Framework legislation on environmental protection in a SD context, specific legislation (waste, energy, air quality)
Bosnia and Herzegovina	Environmental Steering Committee	Local Environmental Action Plans and Local Agendas 21	EIA Environment Taxes, (water, waste), economic instruments*
Croatia		Local Agendas 21	EIA (1984) Environment Taxes*
Cyprus	Environmental Committee		EIA (1991) Fiscal tools
Egypt	Environment units in sector ministries and in local governments	Governorate Environmental Action Plans	EIA Polluter pays
France	Inter-ministerial committee, SD focal points in concerned ministries	"Contrats-pays" Local Agendas 21	EIA (1977), Environment taxes
Greece	Inter-ministerial coordination committee	Local Agendas 21	SIA and EIA, various economic instruments
Israel	Inter-ministerial committee, SD focal points from concerned ministries	Local Agendas 21	EIA Polluter pays principle, eco labeling, voluntary initiatives
Italy		Regional SDS and Local Agenda 21	SEA and EIA, Framework Act on environmental Accounting, ecotaxes and eco labeling, etc.
Lebanon		Local Agendas 21	
Lybia			
Malta	NCSG Green Leaders Scheme	Eco-schools	SEA and EIA, various instruments*
Monaco			
Morocco			EIA (drafted)
Montenegro		Local Environmental Action Plans	EIA (1997), environmental taxes and users fees, polluter pays
Slovenia		Local Agendas 21	EIA and SIA Polluter pays
Spain	Inter-ministerial commission for coordination	Municipal and regional Agendas 21	EIA and SEA, various instruments*
Syria			EIA
Tunisia		Local Agendas 21	EIA (1997)
Turkey		Local Agendas 21	EIA

* see details in main text

2.2.2. Stakeholders involvement

A balanced representation of civil society, stakeholder groups, business as well as government, is fundamental to sustainable development. Effective participation is a key principle of sustainable development strategies. It develops a sense of common ownership among stakeholders at central and local levels.

Stakeholders can be involved at different stages of the strategy preparation-implementation process: developing a vision, goals, and principles; establishing priorities, defining system components, pilot activities, targets and responsibilities; implementing and monitoring.

Stakeholders involvement helps to open up debate to new perceptions, ideas and sources of information; expose issues that need to be addressed; enable problems, needs and preferences to be expressed; identify the capabilities required to address them; develop consensus on the needs for action that leads to partnership and better implementation; and obtain feedback.

Governments have a key role to play in creating an enabling environment and organizing participation. Under legal and policy frameworks, governments can provide leadership, incentives and financial resources facilitate participation.

There exist different levels and forms of involvement into policy processes. On the one hand, a representative multi-stakeholder body is often necessary to ensure governance of the strategy, make the key policy decisions and engage partners who are indispensable for effective implementation of changes and reforms. On the other hand, a broad public participation³⁴, based on interests and roles, in multi-layered and inclusive consultative events, builds up legitimacy and strengthen governance.

Other essential mechanisms include: institutionalised public communication and awareness raising (e.g. through media, websites) with a premium placed on transparency and accountability; and, strategic partnerships to share opportunities and responsibilities³⁵.

This section first describes different multi stakeholder entities established in the countries of the region, their composition, mandate and organisational structure. In order to give a sense of stakeholder involvement processes, the section then focuses on the preparation of national strategy document (who was in charge, who contributed, who was consulted and who approved) that is usually well documented³⁶. Finally, consultative events and communication are only briefly mentioned, due to limited information availability.

³⁴UN DESA (2002) Guidance in Preparing a National Sustainable Development Strategy: Managing Sustainable Development in the New Millennium. Background Paper No.13. (DESA/DSD/PC2/BP13).

Dalal-Clayton and Stephen Bass (2002). *Sustainable Development Strategies: A Resource Book. IIED 2002*. Compiled by Barry Dalal-Clayton and Stephen Bass for OECD and UNDP.

³⁵ Promoting and building partnerships with the civil society, business, community and interest groups as well as government is seen as a major mechanism to involve a variety of stakeholders (UNDESA, 2001). Due to resource and time constraints, the Review does not consider this aspect.

³⁶ Often, implementation mechanisms are not specified in the strategy documents. This leads to assume that as far as stakeholder involvement is concerned, implementation is carried out under the same organizational set-up as preparation.

Multi stakeholder steering entities

Under various names (e.g. national council³⁷, commission, steering committee, assembly for sustainable development), multi stakeholder structures have proved useful in bringing various groups together for the formulation and implementation of the strategy. They are the key to good governance. They are essential to participation and contribute to integration. Both UNDSA and OECD Guidelines stress that multi stakeholder structures, like national commissions or steering committees, should have overall responsibility for the strategy processes.

As indicated in Table 5. *Examples of Mechanisms for Stakeholder Involvement*, most countries in the Region have established a multi stakeholder steering body. Whereas the composition of these structures is similar across the countries, the mandate, degree of authority and chairmanship, as well as organization vary from country to country.

Composition

Multi stakeholder structures have been established by legislation or government decree. Throughout the region, stakeholder groups that are represented comprise government, civil society, private sector and academia. The selection procedures for representatives are not always documented. Usually, governments appoint their representatives and decide which other major groups ought to be involved. Depending on countries, participants of non-governmental sectors may be personalities nominated by government, or representatives appointed by their constituencies.

Mandate

Whereas some multi stakeholder structures have initially been set up to look at the national implications of global agreements such as Agenda 21 and other international SD related conventions, most mandates now include the following common terms:

Providing forums for regular debate on sustainable development issues across sectors and between levels;

Rendering advice and making recommendations to governments for decision-making as well as policy and plan formulation;

Harmonizing policies and plans towards sustainable development;

Overseeing and sometimes contributing to implementation;

Building capacity for sustainable development;

Monitoring overall progress towards sustainable development;

Raising public awareness through different constituencies.

³⁷ Over the past decade, the Earth Council has supported the creation of National Councils for Sustainable Development (NCSD) National Council or Commission? in many countries. According to various reviews, their success is rather mixed. Source: Earth Council 2002.

Chairmanship and degree of authority

According to most guidelines, a multi stakeholder entity makes key decisions. It needs to be seen both to have and to be able to exercise the powers required to formulate a strategy, achieve consensus on its scope and content, and monitor its implementation and impacts. When supervisory functions are emphasized and pertain to coordination, multi stakeholder structures are usually more effective if chaired at high political level. In the region, the chairmen are often the Prime Ministers, some times the Head of State, more rarely a Minister with central authority such as the finance of the economic planning ministry. The degree of political clout and influence a multi stakeholder structure depends on the chairmanship and the composition but also on the organizational structure and the relation to other government coordinating entities, particularly inter-ministerial committees.

Organisation structure of multi stakeholder entities

The most common component of multi stakeholder structures is the assembly that, in theory, should meet at regular intervals. Whereas assembly meetings for strategy preparation are well documented, little information is available on subsequent implementation meetings. Most countries have established technical committees or working groups, based on themes or sector to undertake technical work such as preparing documents and reports for consideration of the assembly. Sometimes, outside (i.e. not directly involved in the multi stakeholder structure itself) experts are employed on an ad-hoc basis. A Secretariat usually exists to provide continuing administrative support. Often the Secretariat functions³⁸ are performed by a government unit placed in the lead ministry.

The following examples illustrate the variety of situations in the region:

In **Slovenia**, the Slovenian Council for Sustainable Development (1997) is a consultative body to the Government. In addition to ministers from all relevant sectors of public administration, it involves interest groups through their representatives: environmental NGOs, economic chambers, private sector, science, academia and local communities, NGOs, trade unions. The Ministry of Environment, Spatial Planning and Energy acts as secretariat. The Council prepares and adopts guidelines and recommendations for sustainable development in the Republic of Slovenia; assesses documents related to sustainable development; and provides advice on the National Environment Action Program and other sector strategies.

The Council operates through thematic working groups: Integration of sustainable development into sector policies and programs; Monitoring and evaluation ,formulation of sustainable development indicators; Cooperation with the UN CSD; Green tax reform and environmental reform of public finance; Education promotion, institutional consolidation and research.

In **France**, the National Commission for Sustainable development (CNDD) is an independent consultative body under the Ministry of Ecology and Sustainable Development. It involves personalities from partner organisations (representatives from: politically elected representatives, NGO's, employers associations, enterprises, labour unions, the media and scientists) appointed by the Prime Minister. The NCS provides advice and submit proposals to the Government for the preparation, implementation and follow-up of the sustainable development policy.

The NCS is placed under the authority of the Prime Minister.

³⁸ The role of the Secretariat is briefly evoked in section 2.2.4.

Stakeholders from government are involved in the earlier mentioned Inter-Ministerial Committee for Sustainable development (ICS) that is responsible for the definition, coordination and follow-up of the Government's sustainable development policy. It adopted the national strategy and is responsible for its implementation and regular update. It examines the coherence of the actions of all Ministries with the Government's sustainable development policy and France's commitments at the European or international levels. The ICS is chaired by the Prime Minister and the Minister in charge of sustainable development. It includes all other relevant Ministers. A representative of the President also joins the working group. The ICS meets at least once in a year. It is supported by the permanent Committee on Sustainable Development,

In **Tunisia**, the National Commission for Sustainable Development (CNDD), chaired by the Prime Minister was created in 1993 to conceive and ensure the systematic integration of sustainable development concern in sector policies and programs. It involves all stakeholders in the implementation of a sustainable development policy. The Tunisian Observatory of the environment and sustainable development (OTTED) in the National Agency for Environmental Protection (ANPE) acts as a permanent Secretariat and is in charge of monitoring the implementation. The Commission is assisted by a technical committee, various sector committees and national committees under different international Conventions. Achievements include the formulation of Agenda 21 and a Priority Program for Sustainable Development in the 10th Plan, the elaboration of environment and sustainable development indicators, the National Action Program to Combat Desertification, and the National Strategy and Action Plan for Sustainable Management of Biological Diversity were also prepared by the CNDD.

In **Malta**, the National Commission on Sustainable Development (2001) is chaired by the Prime Minister is composed of:

- all Ministers ex officio or their representatives;
- two members of the House of Representatives, one appointed by the Prime Minister and the other by the Leader of the Opposition;
- a representative of the Malta Environment and Planning Authority;
- the Chairman of the Malta Council for Economic and Social Development ex officio;
- representatives of such public entities as in the opinion of the Prime Minister are relevant to the functions of the Commission;
- a representative of the association of local councils;
- representatives of organizations which represent or have an interest in business, industry and/or industrial relations, scientific and academic bodies, the media, and other non-governmental organizations, which, in the opinion of the Prime Minister, are relevant to the functions of the Commission.

The tasks of the national commission are:

- to advocate sustainable development across all sectors of Malta, review progress in the achievement of such sustainable development and to build consensus on action needed to achieve further progress;
- to identify any relevant process or policy which may be undermining sustainable development and propose alternative processes or policies to the Government for adoption;
- to identify trends which may significantly give rise to unsustainable development and which will not be reversed on the basis of current or planned action, and recommend action to reverse such trends;
- to increase awareness of the need that development must be sustainable;
- to encourage and stimulate good practice in the use and management of natural resources, in particular their minimal use and maximum reuse by recycling in an environmentally sustainable manner;

- to prepare a National Strategy for Sustainable Development; and,
- to carry out such other functions in relation to sustainable development as may be assigned to it by the Prime Minister.

Through its composition the NCSD has links to the Malta Council for Economic and Social Development, and the Malta Environmental and Planning Authority, which prepares national spatial and environmental plans. Linkages between the National Action Plans for Employment and Social Inclusion are being established. However links to the overall National Development Plan/Structural Funding process have not yet been developed.

The local councils, private sector and NGOs are represented in the NCSD. Specific funds are allocated to NGOs by the government All sectors are represented on the NCSD and have been invited to provide comments on the draft NSSD. The Strategy was launched for public consultation during a National Conference in April 2004. Consultation meetings on the Strategy were set up to provide major groups such as industry, women, local authorities, science, youths, the transport, energy and construction sectors and unions with the chance to give detailed reactions to the document. In addition, with a view to understanding the opinions, concerns and perspectives of the grassroots. focus groups were held with members of the public from different backgrounds, including village band club members, young mothers, law students and agriculture school students.

A NCSD website has been set up to support the NSSD consultation process. The other formal communications tools have been the national conference, radio programmes and consultation discussion meetings with major groups.

Source: <http://home.um.edu.mt/islands/ncsd/>.

Table 5. Examples of Mechanisms of stakeholder involvement: coordination, participation, consultation, communication

	Framework type (adoption date)	Lead Organisation	Multi stakeholder Steering Body	Sector involvement and coordination	Substantive Inputs during preparation	Stakeholder Consultation events during preparation
Albania	NEAP (2001)	Ministry of the Environment, Dept for Economic Development and Foreign Aid coordination (DEDAC)		Various decision-making and implementation inter-ministerial structures (committees, board), inter sector working groups	Expert consultations	Workshops and National meeting with stakeholders. National conference on environment and sustainable development (2002)
Algeria	National Action Plan for Environment and Sustainable Development (NAPE-SD, 2002)	Ministry of Land Management and Environment	High council of Environment and Sustainable Development (1994)			
Bosnia and Herzegovina	NEAP (2002)	NEAP Directorate	National Steering Committee for Environment and Sustainable Development (2002)	Environmental Steering Committee	NEAP Steering Committees	Workshops with stakeholders
Croatia	NEAP (2002)	Strategic Planning Office				Workshop with stakeholders. Public hearings on EIA
Cyprus	EAP (1996) Action Plan for the Protection of the Environment	Ministry of Agriculture, Natural Resources and Environment	Council for the Environment	Environmental Committee		
Egypt	NEAP (1999) National Agenda 21	Egyptian Environmental Affairs Agency		EEAA Board of Directorates; Environment units in sector ministries and in local governments	EEAA Board of directorates include representatives from the line ministries headed by the minister of state for environmental affairs.	consultation and participatory process with all relevant stakeholders, including the NGOs, local community
France	NSSD (2003)	Ministry of Ecology and Sustainable Development	French Commission of Sustainable Development (CFDD)	Inter ministerial Committee of Environment (CIEN) Inter ministerial Committee of land planning and management (CIADT), SD focal points in concerned ministries	National Council	Meetings with stakeholders, Parliament, Economic & Social Council. Meetings to discuss the Environmental Charter
Greece	NSSD (2002)	Ministry of Environment, Physical Planning and Public Works Ministry of the Environment	Coordination Group for Sustainable Development	Coordination Group for SD	Inter-ministerial Committee	Workshop
Israel	Strategic Plan for Sustainable Development		Expanded Inter ministerial Committee		Expert consultation	Expanded Inter ministerial Committee

	Framework type (adoption date)	Lead Organisation	Multi stakeholder Steering Body	Sector involvement and coordination	Substantive Inputs during preparation	Stakeholder Consultation events during preparation
Italy	Environmental Strategy for Sustainable development (2002)	Ministry of Environment and Land Protection, Dept of Sustainable Development	Committee for Agenda 21 implementation			Workshop with stakeholders
Lebanon						
Lybia						
Malta	NSSD being prepared	Ministry of the Environment, Environmental protection dept.	National Commission for Sustainable Development (2001)	Through NCSD	National Commission for Sustainable Development (2001)	Conference, sectoral, stakeholder and regional seminars, focus groups
Monaco						
Morocco	National Strategy for Environment and Sustainable Development (1995) National Action Plan for Environ.(1998)	Ministry of Land Management, Water and Environment, State Secretariat for the Environment	National Council of Environment (1995)			
Montenegro	Sustainable Strategy of the Ecological State of Montenegro (1996)	Ministry of Environmental Protection and Physical Planning	National Council for Sustainable Development (2002)		Expert consultation National Council of Environment	
Slovenia	NEAP (1999)	Ministry of Environment, Spatial Planning and Energy	Slovenian Council for Sustainable Development		Slovenian Council for Sustainable Development (1997)	
Spain	Draft NSSD (2002)	Ministry of Environment	National Council for Climate Environmental sector conference Council for Environmental evaluation	Inter-ministerial commission for coordination Network of environmental authorities (1997)	Inter Ministerial Commission	Territorial Administrations, Economic & Social Council
Syria	NEAP (2001)	Ministry of Environment				Workshops with stakeholders
Tunisia	National Agenda 21 (1995)	Ministry of Environment and Land Planning	National Commission of Sustainable Development (1993)			Workshop with stakeholders
Turkey	NEAP (1998)	National Committee	Higher Council for Environment, Environment National Council			Workshop with stakeholders

Involving stakeholders in strategy formulation

In most countries, the Prime Minister holds overall responsibility for the preparation of the Strategy. However, the actual overall coordination is rarely directly under the Prime Minister's Office, but rather the designated lead government agency.

A majority of the national strategies has been prepared under the leadership of Ministries of the Environment. This partly explains the emphasis on environmental issues in most strategies. National Planning Agencies or Finance Ministries rarely play a central role. Exceptions include Croatia where the Strategic Planning Office lead the preparation.

The main substantive contribution is made by the Ministries of Environment that usually prepare the draft strategy³⁹. In most cases, different sector ministries contribute to the preparation process. According to countries, this involvement varies significantly, from a mere consultation through inter-ministerial commissions, to substantial contributions from technical committees (e.g. in Spain, the inter-ministerial Commission coordinated the inputs from 12 Ministries) or individual experts (e.g. expert consultations organized for the preparation of the Sustainable Strategy of the Ecological State of Montenegro). When the strategy has been prepared with external support (e.g. the World Bank supported NEAP in Bosnia and Herzegovina), the contribution of expatriate consultants may have been significant.

The involvement of stakeholders varies significantly across countries in terms of intensity (from consultation, to substantial contribution and to effective validation) and timing (often a one off consultation at the end of the preparation process, more rarely regular consultations). In general, the creation of a national commission, committee, or council (e.g. Turkey, France, Morocco, Malta) and/or the organisation of workshop provide for the ad-hoc consultation of major groups, including the private sector, academia and NGOs. This consultation may be thematic and take place before the preparation of a draft, or be organized to obtain reactions and feedback on a draft strategy. In only few cases is this consultation systematic and built into a preparation process merging top-down and bottom up approaches. Except in few cases (e.g. in Tunisia and Turkey where regional workshops were organized to review the draft strategy), the preparation is not systematically decentralised. Beyond the formal participation of stakeholder groups, the interface with the general public is limited to the organization of public hearings and the provision of information on the government's intention.

Across countries, the preparation process follows the same overall pattern of participation. However, the depth, timing, objectives and breadth of stakeholder involvement vary significantly as illustrated by the Tunisian and French examples:

In **Tunisia**, the Ministry of Environment and Land Use Planning (MEAT) was the lead institution in charge of the preparation of the National Agenda 21. It was assisted by the National Commission for Sustainable Development, supported by a Technical Committee and various sector committees. The preparation and updating of the National Agenda 21 were largely based on wide ranging consultations with different stakeholders at the national and local levels.

Source: Ministry of Environment and Land Management (1995). National Agenda 21. MEAT, Tunis

³⁹ NEAPs for instance are prepared and implemented by Ministries of Environment and often become the MoEs Plan, thus limiting broad ownership.

In **France**, by the Prime Minister's decision, the Ministry of Ecology and Sustainable Development had the responsibility to prepare the strategy and to give impetus and coordinate the preparation process. All concerned government institutions made their contribution, and were informed and guided by an initial government workshop.

A wide participation of actors in the elaboration of the strategy was a central concern of the Government. The National Council for Sustainable development (NCS) was created to involve representatives from civil society and territorial authorities. It provides advice and submits proposals for the preparation, implementation and follow-up of the sustainable development policy. It is made up of representatives from politically elected representatives, NGO's, employers associations, enterprises, labour unions, the media and scientists. The NCS is placed under the authority of the Prime Minister.

A number of meetings to discuss the Environmental Charter were organized where stakeholders could express their thoughts about environmental matters. These were also taken into account in the drafting of the national strategy for sustainable development. Finally, at the end of the preparatory process, the Economic and Social Council as well as the Parliament were consulted.

The Strategy was adopted by the Inter-ministerial Committee on Sustainable Development.

Source: http://www.environnement.gouv.fr/actua/com2003/developpement_durable

Remarks and Observations on stakeholder involvement

Qualitative information on stakeholder involvement is conspicuously missing. Consequently, it is difficult to gauge how and how far the consultation mechanisms have effectively influenced the preparation of strategies.

Except in few cases (e.g. in Tunisia and Turkey, regional workshops were organized to review the draft strategy), the preparation has not been nurtured by decentralized processes. Local initiatives (section 2.2.1) that constitute opportunities to involve a variety of stakeholders are not systematically merged into national strategies.

Stakeholder involvement requires a good understanding of who are the stakeholders, their responsibilities, rights and relations. Often strategic documents limit themselves to a mere enumeration of "usual" stakeholders. Criteria for involvement are not always clear which can lead to questioning representativeness.

Stakeholder involvement is often one-off. Mechanisms for a continued involvement that can be refined overtime seldom exist. For instance in many cases, the NCSD have only met once since establishment.

The involvement of stakeholders from government has been partly addressed in section 2.2.1. Stakeholders outside government may be involved in either an independent structure (e.g. NCSD) or inter-ministerial working bodies. In both cases, their degree of influence remain uncertain. The arrangements to tackle the issue of arbitration and trade-offs that is central to consensus building are seldom documented.

Participation is built into most SD related international obligations and most EC members have ratified the Aarhus convention that binds member states to enshrine participation in domestic legislation.

Consultation events and communication

Multi-layered and inclusive events at national or decentralised levels are opportunities to inform the general public, sometimes to obtain feed back, more rarely to reach or improve consensus⁴⁰. The previous description of preparation processes indicates that, in the region, these events have taken various forms: national conferences, workshops, forums, roundtables, public hearings, thematic or sector workshop, e-consultation to provide comments on drafts, etc.

Communication and wide information dissemination is key for effective participation. They ensure regular flows of information between stakeholders and between various forums. National and local media play vital roles in the strategy process by keeping stakeholders informed on progress made, expressing consensus reached, generating wider understanding of sustainable development, and encouraging participation. Information and Communication Technologies are increasingly becoming important. As illustrated in Table 6. *Available Websites on National Sustainable Development Strategies*, most countries in the region have developed a website.

Examples of consultation events and communication follow:

In **Greece**, the key objectives set out in the NSSD include the promotion of transparent and participatory processes involving all stakeholders and the implementation of Aarhus Convention principles. The National Centre for Environment and Sustainable Development (2001) was created to collect, organize and disseminate environmental information and data, raise environmental awareness, contribute scientifically to government policies and programmes concerning environment and sustainable development.

A Committee for the free access to environmental information has been established (1995). The Panhellenic Network of Ecological Organizations is mainly active in education and public awareness

In **Albania**, one priority of the National Environmental Action Plan is the “development of environmental knowledge and increased public participation in environmental issues”. The participation of non-government organizations as foreseen in NEAP aims at increasing public awareness of environmental issues through the mass media, seminars and conferences, and also through policies that enable public participation in decision-making and the development of environmental standards.

Albania signed the UNECE Convention on Access to Information, Public Participation in Decision-making and Access to Justice in Environmental Matters, commonly known as the Aarhus Convention, on 25 June 1998 and ratified it on 27 June 2001. This was a significant accomplishment in public information and participation.

Environmental information is mainly disseminated through electronic and print media. A considerable number of information leaflets, posters and fact sheets on the environment have been produced and distributed. The regular publications include the Environmental Bulletin of the Ministry of Environment, the State of the Environment Reports, the REC Daily Environmental news. The 2002 Law on Environmental Protection stipulates that the National Environmental Information System is open to the public.

Information about the MoE is available through the Internet (<http://www.nea.gov.al>) and some environmental information is disseminated through TV and Radio or press conference.

⁴⁰ In general, representative multi stakeholder entities like NCSD lend themselves better to obtaining feed back and consensus than larger, less formal structures.

Table 6. Available Websites on National Sustainable Development Strategies

Albania	http://www.nea.gov.al
Algeria	
Bosnia and Herzegovina	http://www.neapbih.ba/ http://www.bih.prsp.info/
Croatia	http://www.mzopu.hr/default.aspx?lang=en http://www.vlada.hr/default.asp?ru=2
Cyprus	
Egypt	
France	http://www1.environment.gouv.fr/rubrique.php3?id_rubrique=9 http://www.environment.gouv.fr/actual/com2003/developpement_durable/dossiersnnd0
Greece	http://www.minenv.gr/1/18/e1802.html
Israel	www.environment.gov.il
Italy	http://www.minambiente.it/sito/news/strategie_sostenibili/ita.asp http://192.107.79.251/nuovo/home.htm
Lebanon	
Lybia	
Malta	http://home.um.edu.mt/islands/ncsd/
Monaco	
Morocco	http://www.matee.gov.ma/DAT/chart.htm http://www.minenv.gov.ma/
Montenegro	www.mepp.cg.yu
Slovenia	http://www.sigov.si/cgi-bin/wpl/mop/en/meni3.htm http://www.gov.si/mop/en/kdosmo/delovmatelesa_workprogramme.htm
Spain	http://www.esp-sostenible.org/eeas/contenidos.htm
Syria	
Tunisia	http://www.environment.nat.tn/commission.htm http://www.environment.nat.tn/observatoire.htm
Turkey	

2.2.3. Using and Building up Knowledge

In the formulation of strategies for sustainable development, a key principle is the identification of priorities based on a comprehensive and reliable analysis of the present situation⁴¹. This requires credible information on changing environmental, social and economic conditions, trends, pressures and responses, and their interactions, at, and between, local, national and global levels.

Although the Review did not look into the details of all strategies in the Region, the analysis carried out on few examples meets assessment made elsewhere⁴²: strategies are often based on a very weak analysis. Most often, strategies are built on sector or discipline-related information and knowledge that already exist. A fresh look at issues from the perspective of the interactions between the different dimensions, between local, national and global challenges or between long and short term horizon is often missing⁴³. Another shortcoming of the strategy development is the lack of stocktaking exercise and analysis of current strategies performance (e.g. stakeholder analysis, sustainability analysis, SD process and mechanisms analysis), including specific reviews of laws and regulations to check potential conflict with sustainable development.

Evaluating and managing the complex interrelationships between social, environmental and economic issues and objectives is always constrained by limited skill and capacity. It has to be recognised as well that sustainable development is complex and difficult and that scientific and technical experts will never achieve the comprehensive understanding of issues that could lead to undisputable solutions. While specialist expertise is needed, other types of knowledge from other levels need to be brought into perspective. Analytical tasks cannot be separated from stakeholder inputs and development. Except in few countries, the Review did not find any documented experience of leveraging stakeholders' knowledge.

In general, there is very little information on the knowledge base for sustainable development⁴⁴, although some national websites and reports do mention institutions involved in environmental or sustainable development information collection and analysis. To various degree of sophistication, most countries have established environmental information systems and comprehensive tools (e.g. GIS). Institutions responsible for coordination, collection, processing and dissemination of environmental and SD information are usually attached to environmental ministries. Very few countries have established a specific entity like in Greece. Finally, one should mention that, as a follow-up to UNCED and at the CSD request, all countries are engaged in the development of national indicators for sustainable development that will improve the knowledge and information base.

The following examples illustrate the variety of situations:

⁴¹ See OECD Key Principles for sustainable development strategies Annex [www](http://www.oecd.org)

⁴² Recent reviews by UNDSA, OECD, IISD, etc.

⁴³ OECD DAC (2001). The DAC Guidelines. Strategies for Sustainable Development. Guidance for Development Cooperation. Development Cooperation Committee : "Technical capacity and methodological skills are required for such analysis, and for long-term planning. In practice, these skills tend to be lacking and many existing strategies are based on incomplete or weak analysis"

⁴⁴ In the Country Profile 2002 UNCED DESA. Chapter 35 *Science for Sustainable development* and Chapter 40 *Information for decision-making* do not give much information on the comprehensiveness and reliability of information and knowledge available.

In **Israel**, the Central Bureau of Statistics and the Ministry of Environment are developing sustainability indicators to communicate environmental information to the public and decision-makers. Within the framework of a MAP/Blue Plan regional project, Israel has taken part in the development of some 130 indicators on sustainable development in the Mediterranean area. It has already prepared dozens of indicators with the assistance of the Central Bureau of Statistics which has set up an environmental unit to compile, collate and analyze data on the state of the environment and on environmental resources. Publication of sustainable development indicators in the Statistical Yearbook is expected to increase awareness of both the public and policy-makers on the state of the environment and sustainable development trends. An initial booklet of 11 indicators in the areas of legislation and enforcement, research, hazardous waste, energy production and consumption, transportation, river quality, air pollution, solid waste, and wastewater has been published.

In **Malta** the main comprehensive tool used to monitor the state of resources and the pressures on them is the State of the Environment Report, which is published in accordance with the Environment Protection Act, every three years. The next State of the Environment report will be published in 2005.

One of the most important avenues for knowledge sharing is the statutory public consultation process embedded with the environmental and spatial planning systems. In the spatial planning context, citizens are alerted to development proposals through site notices and newspaper advertisements, and they have the opportunity to make written submissions on projects. Opportunities to voice opinions are given during decision-making meetings, during reconsideration meetings, and during appeals, which can also be launched by third parties. For larger developments, public involvement in EIA processes is also provided for. When the SEA Directive comes into force plans and programmes will also be subject to extensive public consultation.

The Aarhus Convention and related EU Directive also provide for public involvement in decision-making and Maltese law transposes this in accordance with these international commitments.

One tool used to assess the outcomes of sustainable development processes is the sustainability indicators set prepared by Sustainability Indicators – Malta Observatory (SI-MO). This Observatory was established in November 2000 to meet the requirements of the MED-ERMIS (Malta) project.

The MED-ERMIS project involved the computation of 100 indicators based on the Mediterranean Commission for Sustainable Development (MCSD) methodology (3 out of the 130 indicators were not applicable for Malta). This exercise was carried out in collaboration with the National Statistics Office. The work was disseminated as follows: a book was published with the data sheets for each of the 100 indicators, containing data and main trends over the 1995-2000 or 1995-2001 periods, and useful information about 27 indicators for which data could not be obtained. An interactive compact disc, with an accompanying manual, containing all the research output of SI-MO was produced and disseminated. A press conference was organised during which the press was briefed on the meaning and importance of these indicators.

Another initiative that SI-MO (Malta) took in order to increase public awareness on issues of sustainable development and sustainability indicators was the production of a fast paced 25-minute video. This video was aimed at the general public and it explained the need for sustainable development and how sustainability indicators can be used to gauge a country's performance in this respect.

With respect to the preparation of the NSSD, through the process of wide public consultation, at national, regional, sector and grassroots levels, a broad range of perspectives on sustainable development have been elicited. These views will be woven together to update the draft NSSD and identify priorities. Otherwise the wide membership of the NCSN helps to

ensure that knowledge diversity is incorporated into the sustainable development policy processes.

Stakeholders present on the NCSD have numerous opportunities to learn more about sustainable development policymaking, and the consultation process itself is educational in that it helps citizens and organisations to think strategically and prioritise what they consider important sustainable development issues. Communications tools such as the MRAE and MEPA websites also build up the knowledge and capacity of stakeholders, but ongoing media awareness campaigns such as the MRAE Xummiemu campaign (<http://www.xummiemu.gov.mt/multi/graphics/index.html>) and the MEPA Saving Rinu campaign (<http://www.mepa.org.mt/index.htm?WED2004/RINU.htm&1>) also reach a wide audience and raise awareness to increase the capacity of stakeholders. The Maltese environmental sector is currently benefiting from a number of EU-funded capacity building projects related to the transposition of the EU environmental acquis, including a twinning project with the Austrian and UK environment agencies.

In **Morocco**, under the State Secretariat of the Environment, the National Laboratory of the Environment (ONEM) maintains an Information and data system on the environment (SIDE) including national and regional GIS (SIGER) information and sustainable development indicators. A Sustainable development network is envisaged to facilitate the access and exchange of information between all stakeholders.

Under the Land Management Department, the National Center for Land Management and Sustainable Development (CNATDD) and Regional Observatories for Land Management and Sustainable Development collect and analyze data, assess EIA studies, and support local authorities in developing their sector or development plans. The National Observatory of Migrations maintains a data base on migration.

In **Tunisia**, the Tunisian Office for Environment and Development (OTED) plays a central role in managing knowledge on sustainable development. OTED collects from existing thematic networks, produces, disseminates and analyses SD information. It services the different partners. It has developed a system to help planners making decisions (decision-making support for natural resource management and the environment, SAIDE). OTED is in charge of monitoring SD indicators. Another important component of knowledge management is the Sustainable development network (RDD) which involves the different actors.

Other institutions involved in knowledge management activities comprise the State Secretariat for Scientific Research and Technology established in 1991 and the Center for Environmental Technology (CITET). Tunisia is active in regional networks and partnership aiming at increasing knowledge and scientific bases: LIFE, CIHEAM, MEDURBS, MEDCAMPUS, MEDSPA, and METAP.

2.2.4. Organisational Arrangements

An effective strategy for sustainable development requires good management that provides leadership, organizes, coordinates and administers the different processes, harnesses the human and financial capacities and potential, and monitors achievements. These functions are best performed by some form of coordinating body that acts as a small secretariat.

Theoretically, the secretariat is not politically responsible for the strategy and does not make strategic decisions as is the role of the multi stakeholder entity.

In practice, most secretariats are placed within the lead Ministry and *de facto* primarily responsible to it. As evidenced by many examples in the region, the administrative and political roles of secretariats are not always well delineated. The linkages between secretariats and multi stakeholder steering entities are not clearly formalised.

While a detailed description of the situation at the Region level could not be made⁴⁵, the following are examples of how secretariats articulate with other entities:

In **Tunisia**, The Ministry of Environment and Land Use Planning (MEAT) is the lead institution in charge of coordination of the implementation of Agenda 21. It is supported by the specialized public agencies such as the National Environment Protection Agency (ANPE) and the Tunisian Observatory for Environment and Sustainable development (OTED).

The Tunisian Observatory of the environment and sustainable development (OTTED) in the ANPE act as a permanent Secretariat to the National Commission for Sustainable Development. OTTED is in charge of monitoring the implementation of the Strategy.

In **Italy**, the Ministry of the Environment and Land Protection is the lead agency for implementation. In addition to environmental functions, the Department for Sustainable Development (SVS 1999) of the Ministry of the Environment and Land Protection is responsible for the promotion and coordination of programs and projects for sustainable development, updating and management of the National Plan for Sustainable Development. It is also in charge of promoting voluntary agreements, environmental tax regulations and tariffs mechanisms.

One of the six Commissions of the Inter-ministerial Committee for Economic Planning (CIPE) is devoted to sustainable development. Through a Technical Board of its Commission for Sustainable Development, CIPE identifies the structures and bodies that should monitor and evaluate implementation. The board consists of representatives from the Ministry of Economy, the Regions and other Ministry representatives competent on the treated subject. The Board includes representatives from the main technical national bodies responsible for providing information (i.e. APAT: National Environmental Protection Agency and ENEA: National Institute for Energy, Environment and New Technologies). The Technical Board, in cooperation with the Minister of Environment, prepares annual assessment reports on the Strategy's State of implementation, based on 10 priority indicators.

Whereas the Ministry of Environment is politically responsible, other Ministries, Environmental NGOs, Trade Unions, Enterprises, local authorities (region) are all involved in the implementation of the Strategy.

Some Observations

There is little information on the human and financial resources of the secretariats existing in different countries.

Further data collection and analysis would be necessary to describe the functioning of these secretariats in the different countries of the Region.

3. KEY ASPECTS AND PRACTICES

This section presents in a matrix form a recapitulation of the previous sections on two major processes: "Policy integration and convergence" and "Stakeholders involvement"

The components are listed with the main mechanisms, tools and examples of countries where they have been established.

⁴⁵ annex 5 outlines in a matrix form the elements that could be used for such description of established management systems, or candidate elements for system establishment: coordination body and leadership; Monitoring and indicators; Reporting and feed back systems, Conflict management and arbitration; Financial resources including ODA; Skills and Capacity; Planning, milestones, duration, timeframe; Public communication.

Table 7. Process: Policy integration and convergence

Component	Mechanisms and Tools	Examples
SD concern in sector vision	Guidelines and guidance to sectors Sector programmes for SD implementation SD Focal Points in sector ministries Harmonization workshops Inter ministerial committees, inter sector working groups	Greece, Israel Greece France Morocco Most countries
SD concern in overall national planning and budget	Planning commission and economic ministry representatives in coordinating or steering entities SD principles in periodic national economic development plans National environmental accounting	Croatia, Cyprus Most countries Italy
Local level initiatives	Local Agendas 21 Lower level initiative (e.g. eco schools) Global and regional and national networks of local initiatives Voluntary initiatives at municipal levels	Most countries Malta Italy Spain
Planning and economic tools	EIA, SEA, Polluter pays principle, environmental taxes Spatial Planning Eco management audit schemes	Most countries Quite few countries France, Morocco, Tunisia Italy
Linking different planning horizon	Overall goals linked to immediate targets Strategy contains implementation provisions and plan	Italy Tunisia

Table 8. Process: Stakeholders involvement

Component	Mechanisms and Tools	Examples
Engaging government sectors	Inter-ministerial committees and working groups	All countries
Steering preparation and implementation	National council, commission, steering committee Expanded inter-ministerial committee	Most countries
Consultation	Forum, national conference e-consultation, expert consultation, Public hearings Decentralised events Network	France, Malta, Israel Montenegro Croatia, Malta Malta Spain
Communication and Awareness raising	Media	Morocco

4. SOME CHALLENGES AND OPPORTUNITIES

This section highlights some aspects and implications of current practices in the Region.

4.1. Country ownership and commitment

Most countries in the region have taken the initiative to develop their own strategies.

The strategy development process is in general backed by a strong political commitment from some influential individuals at high government level. It is not clear whether this commitment is effectively shared by various sectors of government machinery and across levels of government. Cross-government and local level institutional support do exist in places but the sense of ownership cannot be easily documented.

It is premature to say that the commitment is there on a continuous, long-term basis. However, because in particular of international commitments, a sense of urgency is maintained by governments despite the long-term nature of SD related issues.

Political commitment to sustainable development has not yet fully translated into financial resources that are affected to the strategy preparation and earmarked for implementation by different stakeholders, including government line agencies.

Some mechanisms are in place to foster multi stakeholder ownership and governance. They will necessitate continuous attention and efforts to ensure that there is a share vision of what needs to be done in the future, and an agreement on the courses of actions and responsibilities.

Although there is a huge variety of country situations, most often, a single government institution coordinates the process. When, this institution is a line agency or has limited influence at various administrative levels then its coordination capacity and technical leadership have to be built up.

In most countries of the Region, decentralization is a key dimension of government policies. Institutions and non-government stakeholders at the local level have shown their commitment to sustainable development process through various initiatives. Support to and coordination of these initiatives will contribute to forge national commitment.

4.2. Integration and Coherence

Most countries strive to foster integration and improve coherence.

Non-environmental sectors are progressively integrating the notion of sustainable development and its three traditional pillars in their policies. This does not automatically translate into sector strategies and programmes that are formatted in conformity with overall sustainable development objectives⁴⁶. It has to be recognized that this is not always possible for all sectors. Often the environment-economic interface is at least considered and at best accommodated. Addressing the environment-social or economic-social interfaces appears unusual.

As is often the case when planning horizons and government mandates are mid-term, the time dimension appears to be most difficult to factor into the policy processes. At the

⁴⁶ neither are SD priorities reflected in sector budget priorities and nor fully internalized by monitoring mechanisms that would be grounded on the set of national SD indicators recently formulated.

planning and programming levels, the establishment of strong linkages between immediate and mid-term undertakings and their monitoring and evaluation remains a challenge.

With decentralization processes, local initiatives have gained momentum and recognition. However, these need to be consolidated and mainstreamed into national efforts. Linking national and local priorities and actions in a two-way iterative process will call for departing from natural inclinations towards top-down exercises.

From the point of view of the planning tools used, most countries now display a set of methods, instruments and legislation that bring together different aspects of sustainable development. Following environmental analysis that are now anchored in legislation and routinely performed (at least at a project level), economic instruments have become popular among policy makers. Although striving to incorporate different dimensions, the utilization of these instruments tends to remain the domain of specialists, environmentalists or economists. Methodological development and multidisciplinary capacity-building will be necessary to guarantee their acceptance and appropriation by a larger audience of institutional and individual stakeholders.

4.3. Stakeholder involvement

All countries strive to involve the different stakeholders in the formulation and implementation of their strategies. National steering committees or forums are the most common consultation mechanisms. Mandate and composition are broadly similar. The roles and responsibilities of different key participants are not always clearly defined and the level of stakeholders' engagement and appropriation varies significantly across countries.

The political influence of these mechanisms on the decision-making process is difficult to assess. Most often the relationships between the multi stakeholder entities, the lead government institution, and the secretariat are not specified. In particular, there does not seem to exist clear guidelines on when, with whom and how consultations should be carried out, as well as on how to arbitrate and make trade-offs between conflicting visions and interests. Effectively reaching a consensus remains a major challenge.

In general, legal frameworks have not been reviewed and adapted to provide specifically for stakeholder involvement in strategy preparation and implementation. Although exceptions exist in countries that have acceded to the Aarhus Convention or where EIA procedures traditionally leave room to public consultation.

The Review was not able to trace the existence of mechanisms in place for the evaluation of and feedback on consultation events or mechanisms.

In most countries, modern information and communication technologies are being used by responsible government agencies to foster communication and information dissemination. National media and NGOs are also playing a significant role in spreading the sustainable development concept. The extent to which they have contributed to raise awareness, alter behaviour, influence governance and engage responsibility is not known.

4.4. Management Systems

Most secretariats established to coordinate the formulation and implementation of the strategy are facing the dilemma of providing leadership and impetus, while remaining politically neutral and arbitrating conflicting interests between and within major groups.

Secretariats are placed in the lead agencies (e.g. Ministries of environment), and do not always possess the specific skills (e.g. coordination of multi stakeholder processes, strategic

analysis, communication, conflict management, etc.) or cannot easily obtain the additional financial and human resources that are needed to perform their functions.

5. DIRECTIONS FOR STRATEGIC FRAMEWORKS FOR SUSTAINABLE DEVELOPMENT

The purpose of this chapter is not to provide additional comprehensive guidelines or precepts but rather to highlight important features of the preparation and implementation of NSDS. This can help a country to place the process in its overall institutional and administrative setting and to identify appropriate arrangements and mechanisms. By proposing a common language to the diversity of participants of the national process, it may also support them in structuring their national dialogue towards a country-specific approach. The indications here can also help in the analysis of what has already been done and achieved, and what is the quality of national efforts towards sustainable development. Finally, the systematic use of this generic frame by practitioners may facilitate the feed-back to international levels as well as improve horizontal dialogue and exchange of experience.

Based on the current countries experience reviewed in the preceding, this chapter first recapitulates the definition, the characteristics, the structure and the constituting elements of national sustainable development strategies as found in the work of the Development Assistance Committee (DAC) of the Organization for Economic Co-operation and Development (OECD) and the guidance developed by the UN Department of Economic and Social Affairs (DESA)⁴⁷. The section then gives examples of mechanisms or arrangements to activate or manage the different processes. Finally, some operational guidance are proposed for the practitioners to develop terms of reference for the preparation, implementation and improvement of the national sustainable development strategies.

5.1. Recapitulation

Definition

A strategy for sustainable development comprises: " A coordinated set of participatory and continuously improving processes of analysis, debate, capacity strengthening, planning and investment, which seek to integrate the short and long term economic, social and environmental objectives of society- through mutually supportive approaches wherever possible- and manages, trade-offs where this is not possible".

*Characteristics and Principles*⁴⁸

A national sustainable development strategy exhibits the following characteristics and principles:

⁴⁷ Essential references for those involved in the preparation and implementation of NSDS include: OECD DAC (2001). *The DAC Guidelines. Strategies for Sustainable Development. Guidance for Development Cooperation*. Development Cooperation Committee, OECD, Paris. UN DESA (2002) *Guidance in Preparing a National Sustainable Development Strategy: Managing Sustainable Development in the New Millennium*. Background Paper No.13. (DESA/DSD/PC2/BP13).

Dalal-Clayton and Stephen Bass (2002). *Sustainable Development Strategies: A Resource Book*. IIED 2002. Compiled by Barry Dalal-Clayton and Stephen Bass for OECD and UNDP .

⁴⁸ Source: adapted from OECD DAC (2001), UN DESA (2002), and Dalal-Clayton and Stephen Bass (2002).

Integration and Coherence: integration of economic, social and environmental objectives and action; synergies and convergence between sector and thematic strategies and between different levels; inter generational perspective

- linking social, environmental and economic issues and actions;
- linking different sectors;
- linking local, national, regional and global priorities and actions;
- linking the long to the medium and short terms.

Broad participation and effective partnerships

- people centred;
- consensus on long-term vision, and well-defined, differentiated and agreed implementation responsibilities;
- transparency and accountability;
- access to information for all stakeholders and effective networking;
- formalised channels for communication;
- partnerships among government, civil society, private sector and external institutions.

Country ownership and commitment

- political will and leadership;
- strong institution or group of institutions spearheading the process;
- strong and continuous stakeholders commitment;
- good governance;
- shared strategic vision and agreed timeframe.

Developing capacity and enabling environment

- building on and expanding existing knowledge and expertise of different stakeholders;
- building on and complementing existing processes and strategies.

Focus on outcomes and coherent means of implementation

- based on comprehensive reliable social, environmental and economic analysis;
- realistic, flexible targets linked to overall vision;
- mechanisms for monitoring, evaluation and feedback;
- linkages with budget and investment processes.

Structuring blocks

The key components to prepare and implement a sustainable development strategy comprise:

- a long term vision with principles and priorities;
- a set of inter related processes;
- a combination of different mechanisms and tools;
- a system to manage the process, providing for momentum, overall coherence and coordination.

*Steps and Elements for preparing, managing and continually improving a strategy for sustainable development*⁴⁹

Steps and elements comprise continuing, regular and one-off activities, operational tasks, decisions, etc. The following can be considered:

- Seek or improve political commitment to the strategy preparation and implementation process from the highest as well as all other levels.
- Estimate the benefits that might derive from developing and implementing a strategy.
- Secure or confirm a mandate for the strategy from the highest as well as all other levels.
- Identify the stakeholders in the preparation and implementation, and outline their responsibilities, rights and relations in the process;
- Seek agreement on the roles of stakeholders (private sector, civil society including NGOs, local communities, donors, national and local government, etc.)
- Ensure broad-based ownership by stakeholders of the process, particularly a vision, principles and priorities;
- Establish or strengthen a steering committee or equivalent multi-stakeholder forum (e.g. National Council for Sustainable Development) with a broad balance of representation from government, the private sector and civil society acceptable to stakeholders;
- Establish or strengthen a secretariat or coordinating body acceptable to stakeholders, with sufficient authority and resources to coordinate and manage the process;
- Mobilize the required resources. Identify, secure, and allocate in a timely and accountable manner, the required:
 - o skills, and sources of knowledge and learning;
 - o management, legal and institutional support;
 - o financial resources.
- Take stock of existing processes and mechanisms:
 - o catalogue the range of existing strategies related to sustainable development;
 - o identify the issues covered, vision, goals and responsibilities;
 - o identify mechanisms and processes used by existing strategies;
 - o review achievements of these mechanisms in terms of synergies, clashes and gaps, and their outcomes;
 - o determine the existence/extent of sector policy conflicts and inconsistencies, and the work necessary to resolve them;
 - o identify what is required to improve synergies and bridge gaps.
- Develop or improve coherence and coordination between strategy frameworks at all levels from international to local; and between and within sectors.
- Establish or improve the ground rules governing the strategy process:
 - o debate and agree how all decisions will be made and agreed, and uncertainty dealt with;
 - o coordinate means for negotiation of trade-offs and conflict management.
- Establish and promote a schedule or broad calendar for the strategy process – determine activities, responsibilities, capabilities and resources needed, and their timing.
- Communicate and Promote the strategy as a unified concept.
- Establish or improve provisions for regular analysis, debate, communication, planning, implementation, monitoring and review; to ensure that all stakeholders are

⁴⁹ Source: Dalal-Clayton and Stephen Bass (2002) modified from OECD DAC (2001)

- best able to play their part in the strategy. They will involve establishing or improving:
- means for analysing sustainability, stakeholders, mechanisms and processes, and scenarios;
 - regular stakeholder fora and other means for participation (thematic, national, decentralized and local) to reach and improve consensus on basic vision, goals, principles, system components, pilot activities, targets and responsibilities, and to review progress;
 - communication and information systems to ensure regular flows of information concerning both the strategy and sustainable development between stakeholders and between fora. This will include development of key information products to improve awareness and stimulate action, and the establishment of knowledge management systems to ensure sharing of experience and facilitate collective learning;
 - major decision-making arrangements, notably: structures and roles; handling global and local values and risk; means of delivering consensus and handling negotiations; and ways of linking those involved;
 - implementation services and control mechanisms – means for selecting policy implementation instruments (regulations, incentives and voluntary mechanisms) and applying them;
 - means for planning investments – tasks involved in making the case to different investment sources, and the criteria that should be used;
 - monitoring and accountability mechanisms to assess both strategy processes and their results. These will include: developing and reviewing sustainability indicators, baselines, standards and codes of practice; identifying and encouraging innovative processes to promote the culture of action-learning;
 - independent monitoring; and feedback to decision-making.

5.2. Examples of arrangements and mechanisms for major processes

*Stakeholders involvement and Partnerships: Establishing or strengthening a strategy entity*⁵⁰

A multi-stakeholder steering entity, comprising representatives of the private sector and civil society as well as government, has generally been found necessary to ensure equitable governance of the strategy processes and to make the key decisions. This body needs to be seen both to have, and to be able to exercise the powers required to formulate a strategy, achieve consensus on its scope and content, and monitor its development, implementation and impacts.

Its *key tasks* include:

- promoting acceptance (in political circles) of the need for, and benefits of, the participation of stakeholders in the strategy process;
- encouraging the sustained participation of key stakeholder groups in the development, implementation, monitoring and evaluation of the strategy, its outcomes and impacts;
- providing general oversight of the strategy process, and particularly representation of stakeholders within it;
- taking responsibility for the appointment and conduct of the secretariat;
- approving process design and revisions;
- reviewing major evidence on sustainable development problems and potentials;
- reviewing technical and policy options;
- making policy decisions (or recommendations to higher authorities where needed);
- obtaining (when required) timely decisions from higher authorities that enable

⁵⁰ Source: Dalal-Clayton and Stephen Bass (2002) modified from OECD DAC (2001)

- strategic planning and implementation processes;
- reviewing and approving major strategy documents and progress reports, and formal submission of such documents to government, where needed;
- providing appropriate advocacy for the process among respective constituencies (government, private sector, civil society and, where appropriate, the donor community) to engender confidence;
- stimulating partnership building for implementation.

It is the membership and procedures of this entity that form the ‘heart’ of the strategy process. As such, they will largely determine the credibility of the strategy. It is preferable for the chairperson to be an independent, eminent person not beholden to any particular interest group. The steering entity needs to meet regularly.

Coordination and Management systems: Establishment of a Secretariat⁵¹

Recent assessments indicate that an effective strategy for sustainable development requires good management that provides leadership, organizes, coordinates and administers the different processes, harnesses the human and financial capacities and potential, and monitors achievements. These functions are better performed by some form of coordinating body (e.g. a small Secretariat).

Its *key tasks* include:

- Organizing and coordinating the overall strategy processes.
- Gaining confidence and support for the process from key political groups, statutory bodies and (where needed) donor organizations.
- Planning specific activities, meetings and events.
- Facilitating the setting of agendas at all stages of the strategy process, and follow-up of decisions/agreements.
- Budgeting for and procuring expertise and resources.
- Ensuring that the roles of participants in strategy processes are clearly established.
- Supporting working groups and other committees.
- Acting as a communications focal point for information and enquiries.
- Ensuring adherence to timetables.

Thus the secretariat does not make the key decisions on strategy goals, policies, and so on, nor is it expected to undertake everything itself, but to fulfill an organizing, anchoring and support role to provide day-to-day coordination on a continuing basis within a broadly agreed timescale. The secretariat needs to command the respect and trust of stakeholders and to discharge its functions in an open and neutral way. Past experience shows that a secretariat works best if it is located centrally within government; for example, within the office of the president or prime minister or within a body which has recognized authority for cross-government and cross-sector coordination such as the ministry of finance and development planning or a national planning commission (often the latter are directly responsible to the president or prime minister). Where a secretariat is placed within a line ministry, there is the danger that the strategy will become, and be seen as, an activity of that ministry and will cease to command the wider acceptance and support that is needed.

⁵¹ Source: Dalal-Clayton and Stephen Bass (2002) modified from OECD DAC (2001)

Policy integration and convergence: Local Agenda 21⁵²

National sustainable development strategies need to distinguish issues that can only be addressed centrally from those that are better addressed at a local level (e.g. subsidiary principle). The convergence of top-down and bottom-up approaches ensures policy integration and consolidates implementation. Decentralised decision-making offers such opportunity to link national strategy processes to local sustainable development initiatives. The formulation of Local Agenda 21 allows detailed planning that translates strategic visions into practice.

Following UNCED, local and national governments have promoted Local Agendas 21. In developing countries these agendas were supported by donor agencies, UNDP in particular. Various assessments indicate that Local Agendas have increased the willingness of citizens, community organizations and NGOs to 'buy in' 21s planning and environmental management where they are organized in such a way as to encourage and support their participation. Local Agenda 21 represent a major innovation in local planning for sustainable development. At their best, Local Agenda 21:

- are grounded in a broad inclusive process of consultation, coordinated by a local authority and drawing in local key stakeholders;
- ensure that sustainable development local concerns, from the very localized feed into higher level planning and initiatives;
- provide an efficient and equitable means of identifying common goals, reconciling conflicting interests and creating working partnerships between government agencies, private enterprises and civil society groups.

Their effectiveness depends on the accountability, transparency and capacity of local government, although they can also become a means for promoting these qualities. Thus, most examples of successful and influential Local Agendas 21 come from cities where there have been major improvements in the quality of local government, only a few of which can be ascribed to the process itself. Similarly, the capacity and incentives for Local Agendas 21 to integrate global environmental concerns into local plans depends on supportive national and international networks, although conversely Local Agendas can also help to strengthen such networks.

The most successful Local Agenda 21s can provide a source of inspiration for strategic planning for sustainable development, not only at the local level, but also at the national and international levels, where the establishment of associations of local authorities can help to provide collective voice and influence. They have helped to create new and better ways of managing local environments, and engaged a wide range of stakeholders in the process.

The most important challenges for effectiveness has been harmonizing national and local regulations and standards. Unless local actions and regulations are supported by national policy and regulatory frameworks, they cannot be effective. The establishment of a national association of local authorities can help to provide a collective voice and influence.

Local Agenda 21 has actively encouraged city governments to share their experiences. This led practitioners to identify key factors for success – which also accord with the principles and elements of strategies for sustainable development:

- Multi-sector engagement in the planning process, through a local stakeholder group which serves as the coordination and policy body for preparing a local sustainable development action plan.
- Consultation with community groups, NGOs, business, churches, government agencies, professional groups and unions, in order to create a shared vision and to

⁵² Source: Dalal-Clayton and Stephen Bass (2002) modified from OECD DAC (2001)

- identify proposals and priorities for action.
- Participatory assessment of local social, economic and environmental conditions and needs.
 - Monitoring and reporting procedures, including local indicators, to track progress and to allow participants to hold each other accountable to the action plan.

5.3. Terms of Reference for a strategic process

While the general definition, characteristics and structure of national sustainable development strategies are broadly accepted and applied, the elements of strategy will vary across countries.

Using the proposed elements and examples, country practitioners may want to develop Terms of Reference for the preparation, management and/or continuous improvement of their own sustainable development strategy.

It should not be assumed that all previously mentioned elements are necessary and have to be addressed in a rigid sequence. Moreover, many of them will need to be pursued in parallel and some might not be anticipated until opportunities arise for them. Therefore, the Terms of Reference will have to select and organise the elements that apply to a specific country's situation, building on what already exists, making new arrangements when appropriate. A flexible, incremental approach is indispensable.

For the retained elements, the Terms of Reference would have to pay particular attention to the level of intervention, the assessment of existing efforts, the identification of entry points and specific actions, as well as the responsibilities and resources. A work plan with steps and milestones would be included.

ANNEXES

Annex 1 Questionnaire

Questionnaire on National initiatives and strategies for sustainable development in the Mediterranean region

Strategic Frameworks

- What are the major strategic frameworks relating to sustainable development?
- What are the focus, principles and priority areas?
- What are the institutional arrangements and procedures for preparation, implementation and monitoring?
- Are there links between different strategic frameworks and linkages to the overall national decision-making and planning?

Processes and Mechanisms

(i) Achieving Policy Integration and Convergence.

- How are sustainable development concerns streamlined into sector policies and central planning and budgeting?
- What regulatory and fiscal instruments provide for integration?
- Do decentralization mechanisms foster the preparation of Local Agenda 21?
- How do national frameworks take regional initiatives and international agreements into account?

(ii) Stakeholder involvement in decision-making and partnerships

- What steering mechanism exists to represent stakeholders in the development or/and implementation of the strategic framework?
- What regular consultation forms have been used to engage the different stakeholders across sectors and between levels?
- What communication and information systems are being used to inform and raise awareness on sustainable development?
- What partnerships have been established?

(iii) Managing and Building up the Knowledge base

- What comprehensive tools or systems exist to understand the state of resources, trends in their quality and quantity, and the pressure upon them?
- How does the diversity of knowledge among stakeholders feed into policy decisions?
- What systems are in place to assess the outcomes of the sustainable development process?
- What measures are taken to build up the knowledge and capacity of different stakeholders?

Management systems

- Is there an institutional catalyst in charge of coordination?
- What are the mandates, organizational structures and membership (and chairmanship)?

Annex 2 Management system

(formalized or when not formalized candidate elements of.)

	Coordination body and Leadership	Monitoring and indicators reporting feed back	Conflict management, arbitration	Financial resources including ODA	Capacity	Planning milestones duration timeframe	Public communication
Albania							
Algeria							
Bosnia and Herzegovina							
Croatia							
Cyprus							
Egypt							
France							
Greece							
Israel							
Italy							
Lebanon							
Lybian Arab Jamahirrya							
Malta							
Monaco							
Morocco							
Serbia and Montenegro							
Slovenia							
Spain							
Syrian Arab Republic							
Tunisia							
Turkey							

PART II

BILAN ET ÉVALUATION DES STRATÉGIES NATIONALES DE DÉVELOPPEMENT DURABLE EN MÉDITERRANÉE

PARTIE II

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PRÉFACE

Dans le cadre de son analyse des principales mesures politiques et institutionnelles à prendre pour assurer le développement durable, la CMDD a entrepris en 2000 de faire un *Bilan stratégique du développement durable* dans la région, dans lequel elle examine de manière objective et critique les progrès réalisés jusqu'ici sur la voie du développement durable dans la région. Approuvé par les pays méditerranéens et les partenaires en 2001, ce Bilan montre qu'il est nécessaire de procéder d'urgence à de profondes réformes politiques et à la promotion d'une véritable culture qui ferait évoluer vers un autre type de croissance et de développement moins dépendant de la production et plus respectueux de l'écosystème méditerranéen et de ses ressources naturelles.

Le Bilan a fait ressortir l'influence limitée que la "mode du développement durable" avait exercé sur les politiques de nombreux partenaires dans la Méditerranée, exception faite de sa composante protection de l'environnement. Les visions et les priorités sectorielles continuent de prédominer, et les politiques environnementales n'ont guère d'incidence sur les politiques de développement. La performance économique – objectif que la plupart des pays méditerranéens cherchent à atteindre en empruntant le plus court chemin et en utilisant les outils existants – reste la force motrice de la politique de ces pays. La situation internationale actuelle, marquée par la mondialisation et la compétitivité, pousse à adopter cet objectif. Il existe des politiques environnementales dans presque tous les pays méditerranéens et dans les organisations régionales, mais celles des pays méditerranéens n'ont pas permis de relever au minimum les trois défis importants: réformer les politiques dans les secteurs clés, en particulier l'agriculture et le tourisme; maîtriser l'urbanisation et la littoralisation; développer les infrastructures tout en respectant les ressources et les patrimoines locaux.

Compte dûment tenu de cet insuccès, les membres de la CMDD et ensuite les Parties contractantes ont décidé de revoir leur approche et de multiplier leurs efforts vers le développement durable, en renforçant le consensus régional en faveur d'une Stratégie régionale de développement durable et en élaborant et mettant en oeuvre des stratégies nationales de développement durable.

Dès le début du processus préparatoire en 2002 et, même avant, quand la CMDD a été créée en 1996, il est apparu que le développement durable de la région méditerranéenne consisterait essentiellement à modifier la gouvernance; l'élaboration et la mise en oeuvre d'une Stratégie de développement durable pouvaient donc être vues comme la pierre de touche d'une gouvernance appropriée et efficace. Comme on l'a vu pendant tout le processus préparatoire, mis en relief dans le *Bilan stratégique*, la *Vision* et les *Orientations pour une stratégie régionale* et clairement indiqué dans la *Stratégie méditerranéenne de développement durable (SMDD)*, pour progresser vers le développement durable et en assurer la mise en place, il faudra procéder aux transformations structurelles appropriées dans les secteurs économique, social, environnemental et politique: réformer les politiques budgétaires; corriger l'inéquité et l'inégalité dans l'accès aux actifs et aux ressources; intégrer l'environnement dans les politiques de développement; dissocier la dégradation de l'environnement et la consommation des ressources du développement économique et social; et réorienter les investissements publics et privés vers le développement rural et en accroître le volume.

Le programme de travail de la CMDD, ses différentes études et les propositions qui en découlent ainsi que les sessions de travail et les consultations qu'elle a organisées visaient à susciter une plus grande prise de conscience, à accroître l'intérêt politique, à renforcer la coopération ainsi que les capacités pour promouvoir le développement durable non seulement au niveau régional, mais aussi et principalement aux niveaux national et local. Le processus préparatoire de la SMDD ayant suffisamment progressé (processus qui, avec les activités de la CMDD et de ses groupes de travail, pouvait être considéré comme un exercice d'apprentissage pour ses membres et les experts des pays et de la société civile), le Secrétariat a encouragé les pays à entreprendre d'élaborer ou de revoir les SNDD, les aidant ainsi à s'acquitter de leurs engagements à l'égard de la CDD des Nations Unies, de l'UE, du PNUE/PAM-CMDD, de la Ligue des États arabes et/ou de l'Initiative Adriatique-Ionienne.

À cette fin, le Secrétariat a lancé trois initiatives en parallèle: il a procédé à un bilan et évaluation au niveau régional des stratégies de développement durable, ou processus analogues, dans la région méditerranéenne, recherché de nouvelles sources d'aide financière et organisé la mise en place d'un appui technique aux pays intéressés. Pour l'élaboration du Bilan et évaluation des stratégies de développement durable (SNDD) dans la région, M. Philippe Alirol, expert/consultant, a prêté son concours agissant sous ma direction dans le cadre de consultations et de séances de travail organisées fréquemment avant de finaliser la structure et la teneur du présent rapport.

Le Bilan et évaluation des SNDD regroupe et analyse les mesures prises par les pays pour favoriser le développement durable. Il contient un examen des cadres et processus politiques pertinents ainsi que des dispositions prises pour mettre en oeuvre et suivre les changements qui doivent aboutir au développement durable. Ce travail d'inventaire fournit des informations qui serviront de base pour examiner la situation régionale en matière de développement durable, et faire le point de cette situation.

À l'aide des informations disponibles et accessibles sur les sites web internationaux, régionaux et nationaux et de celles qui sont directement fournies par les pays concernés, on a élaboré une série de projets de profils de pays dans lesquels sont présentés les différents cadres stratégiques, les processus et les mécanismes touchant au développement durable, et le mécanisme de coordination de leur mise en oeuvre. Certains de ces profils figurent en annexe dans le présent Bilan régional à des fins d'information. Il ressort de ces informations que malgré les systèmes de rapports post-Rio, le niveau d'information n'est pas même pour tous les pays. Les informations provenant des sites web et des rapports ne reflètent pas une situation en évolution constante, mais fournissent généralement un instantané de cette situation. Elles ne reflètent pas toujours non plus objectivement les processus en action, tels que l'efficacité des mécanismes de consultation ou de coordination.

En plus des SNDD et des Agendas 21 nationaux spécifiques, la plupart des autres cadres stratégiques transversaux sont fondés sur une vision et énoncent des principes et des priorités qui intègrent des considérations et des questions de développement durable: stratégies de relance et de croissance économique; stratégies de lutte contre la pauvreté et de développement social aux fins de conservation et de gestion de l'environnement; et stratégies induites par la Convention. Dans la région, différents cadres stratégiques, programmes d'action et plans d'action s'inspirent de considérations et de principes de développement durable; dans l'ensemble, le classement des pays méditerranéens pourrait provisoirement se faire comme suit:

- SNDD, Plans stratégiques de développement durable ou Agendas 21: Espagne, France, Israël, Grèce, Malte, Monténégro et Tunisie;
- Stratégies environnementales nationales de développement durable, ou Stratégies nationales ou Plans pour l'environnement et le développement durable: Algérie, Italie et Maroc;
- Plans d'action nationaux pour l'environnement (PANE): Albanie, Bosnie-Herzégovine, Chypre, Croatie, Égypte, Liban, République arabe syrienne, Slovénie et Turquie;

Sous différents noms, que ce soit au Sud ou au Nord, il y a profusion de cadres intégrés touchant au développement durable, mais rares sont ceux qui correspondent à la définition d'une SNDD. La situation est contrastée et évolue car la plupart des pays sont aujourd'hui encouragés à établir leurs propres SNDD. Les PANE sont souvent assimilés à des stratégies de développement durable, en particulier ceux de la deuxième génération qui font une plus grande place aux considérations économiques et sociales.

Le plus souvent, les institutions et initiatives internationales et régionales ont beaucoup contribué à sensibiliser et à inciter les pays à élaborer des stratégies nationales ou du moins à prendre la décision de le faire. Il s'agit surtout du Sommet de la Terre, du Sommet mondial, de la CDD-ONU, du PNUD, de l'OCDE, de l'UE et de la CMDD du PNUE/PAM. L'appui direct des organisations internationales demeure important pour la plupart des pays en développement; mais l'échange de données d'expérience et la coopération horizontale entre les pays ont aussi favorisé la promotion des SNDD. Dans ce contexte, les synergies et les accords de jumelage entre les pays qui élaborent ou mettent en oeuvre leurs stratégies nationales constituent une solide force motrice vers le développement durable, fondée sur des partenariats efficaces.

Dans la plupart des pays, les ministères sectoriels ont intégré la terminologie du développement durable dans leurs documents de programme et de politique générale, mais cela ne se traduit pas nécessairement par des méthodes, des objectifs et des programmes concrets dans les stratégies, plans ou budgets sectoriels. Seuls quelques pays de la région s'emploient systématiquement à faire une place aux considérations de développement durable dans les objectifs et programmes directifs sectoriels, par exemple en fournissant des orientations et des directives précises aux différentes institutions techniques. De plus, des ministères clés tels que ceux des finances ou de la planification et du développement économique ne sont généralement pas associés à l'élaboration des SNDD.

Dans la région méditerranéenne, la plupart des pays ont pris l'initiative d'élaborer leurs propres stratégies de développement durable, tandis que d'autres les revoient compte tenu de l'évolution de la situation. Le processus d'élaboration des stratégies est généralement étayé par le solide engagement politique de certaines personnalités influentes à un échelon élevé de l'administration. Un appui interinstitutions au niveau central et local existe dans certains pays. Cependant, même si les gouvernements manifestent parfois un sentiment d'urgence, il est trop tôt pour dire qu'il y a engagement continu et à long terme. De plus, l'engagement politique à l'égard du développement durable ne s'est pas encore pleinement concrétisé par l'apport de ressources financières à allouer à l'élaboration des stratégies et surtout à leur mise en oeuvre par les différentes parties prenantes, dont les ministères et les institutions techniques

Tous les pays s'efforcent d'associer les différentes parties prenantes à l'élaboration et à la mise en oeuvre de leurs stratégies. Les mécanismes de consultation les plus courants sont des comités directeurs nationaux ou des forums, dont l'influence politique sur les processus décisionnels est difficile à évaluer. Le plus souvent, les relations entre les multiples parties prenantes, l'institution gouvernementale chef de file et le secrétariat ne sont pas bien définies ni clairement précisées. Dans ces conditions, parvenir au consensus reste un défi majeur. À quelques exceptions près, les cadres juridiques n'ont pas été revus ni adaptés de manière à prévoir expressément l'association des parties prenantes à l'élaboration et à la mise en oeuvre des stratégies, ni la consultation du public.

La plupart des secrétariats, dont celui de la CMDD, établis pour coordonner l'élaboration et la mise en oeuvre des stratégies de développement durable, se heurtent au problème qui consiste à assurer la direction et à donner l'élan tout en restant politiquement neutre et en arbitrant les conflits d'intérêts des divers groupes. Les secrétariats sont installés dans les institutions chefs de file, généralement les Ministères de l'environnement. Souvent sans pouvoir politique et sans appui de la part des parties prenantes, ils ont par ailleurs des compétences et des moyens limités.

À partir des enseignements tirés de l'approche du processus préparatoire de la SMDD, une approche similaire a été proposée aux pays pour élaborer leur SNDD. Cette approche comporte quatre phases qui se chevauchent plus ou moins: étape politique (consultations, partenaires, maîtrise et appui), étape technique (collecte d'informations et établissement de rapports), participation (sessions de travail, ateliers, association de parties prenantes, y compris la société civile) et appui financier (mobilisation des ressources pour la phase préparatoire, évaluation des besoins et détermination des moyens de mise en oeuvre).

Les stratégies de développement durable qui sont rationnelles et efficaces répondent aux principes ou caractéristiques fondamentales suivantes:

- Solide engagement et maîtrise politiques;
- Intégration générale des objectifs économiques, sociaux et environnementaux (secteurs, territoires, générations);
- Large participation et partenariats efficaces;
- Renforcement des capacités et création d'un environnement propice;
- Centrage sur des objectifs concrets, réalistes et réalisables, et détermination des moyens institutionnels et financiers de mise en oeuvre.

Comme les ressources financières du PAM sont limitées, et le plus souvent considérées comme des fonds de lancement, le Secrétariat a obtenu un concours financier, sur une base volontaire, de l'Italie et de Monaco pour aider l'Égypte, le Maroc, le Monténégro et la République arabe syrienne. En outre, au titre de son Programme de microfinancement, le PNUD a de son côté apporté un appui financier supplémentaire au processus d'élaboration des SNDD en cours au Monténégro et dans la République arabe syrienne. Les modalités d'élaboration des SNDD dans ces pays suivent de très près celles qui ont été proposées. L'Espagne a aussi répondu favorablement à une demande d'appui similaire à quatre autres pays: Albanie, Bosnie-Herzégovine, Liban et Tunisie; le processus préparatoire dans ce groupe de pays devrait démarrer en 2006, dès que cet appui aura été obtenu.

Pendant tout le processus préparatoire des SNDD, comme il l'avait fait pour la Stratégie régionale, le Secrétariat assure une fonction de suivi, encourage et facilite l'organisation de consultations et d'ateliers – une attention particulière étant accordée à l'approche participative, à la participation de la société civile et à la maîtrise nationale – et procède à l'examen technique des principaux rapports. À la fin de 2006, la plupart des pays méditerranéens devraient avoir élaboré leurs SNDD, la SMDD ayant servi de référence à cette fin.

Même si le présent Bilan régional n'est encore qu'un projet qu'il faudra compléter, actualiser et revoir régulièrement, car les pays méditerranéens cherchent tous à promouvoir le développement durable, ou du moins déclarent qu'ils veulent le promouvoir, et si les profils de pays sont loin d'être achevés, les informations réunies jusqu'ici devraient être diffusées avant d'être périmées. Des commentaires et des contributions, sur support papier ou électronique, sont donc attendus de tous ceux qui consulteront et liront le présent rapport afin de pouvoir continuer à en améliorer le contenu sur les deux supports.

Arab Hoballah

RESUME EXECUTIF

Ce Bilan rassemble les informations concernant différents cadres et processus liés au développement durable puis en propose une compilation et une analyse. Le Bilan met en lumière les pratiques prometteuses et en déduit des orientations et principes pour la formulation ou l'amélioration des initiatives stratégiques de développement durable. Ce Bilan est d'abord destinée aux pays et aux différentes parties prenantes, institutions ou individus.

Engagement

La plupart des pays de la Région ont pris l'initiative de développer leur propre stratégie. En général, le processus qui conduit au développement de la stratégie repose sur un engagement politique fort de la part de personnages influents à un haut niveau gouvernemental. Dans certains cas, l'appui provient de l'ensemble du gouvernement et des institutions décentralisées. En général, des efforts restent à faire pour que cet engagement soit effectivement partagé par les différents secteurs de la machinerie gouvernementale et ce à différents niveaux.

En raison des différents engagements pris au niveau international, les gouvernements considèrent qu'il y a urgence en matière de développement durable. Cependant il est prématuré de dire que cet engagement va se poursuivre sur le long terme.

Les engagements politiques pris sur le développement durable ne se traduisent pas encore totalement par les ressources financières affectées à la préparation ou l'exécution de stratégies impliquant les différentes parties prenantes y compris les agences sectorielles du gouvernement.

Certains mécanismes sont en place pour encourager les parties prenantes à s'approprier le processus et promouvoir une bonne gouvernance. Ceci demandera une attention et des efforts soutenus pour assurer une vision partagée de ce qu'on doit faire à l'avenir et tomber d'accord sur la marche à suivre et les responsabilités de chacun.

En dépit d'une énorme variété de situations, le plus souvent c'est une seule institution gouvernementale qui coordonne le processus. Quand c'est une agence sectorielle ou ayant une influence limitée à différents niveaux de l'administration, il devient nécessaire de développer ses capacités de coordination et son leadership technique.

Dans la plupart des pays de la Région, la décentralisation est une dimension clé des politiques gouvernementales. Au niveau local, les acteurs institutionnels et non-gouvernementaux font montre de leur engagement au travers d'initiatives variées. En appuyant et coordonnant ces initiatives, on contribuera à forger un véritable engagement national.

Intégration et Cohérence

La plupart des pays s'efforcent de promouvoir plus d'intégration et de cohérence. Les secteurs non liés à l'environnement intègrent progressivement dans leurs politiques la notion de développement durable et ses différentes dimensions. Ceci ne se traduit pas automatiquement dans des stratégies et programmes sectoriels conformes aux objectifs de développement durable. Les interfaces « environnemental-social » et

« économique-social » devraient être prises en compte plus systématiquement et plus en profondeur.

Comme c'est souvent le cas lorsque les horizons de planification et les mandats des gouvernements sont à moyen terme, la dimension "temps" du développement durable se révèle la plus difficile à intégrer dans les processus de planification. Au niveau de la planification et de la programmation, l'établissement de liens solides entre les efforts à court et moyen termes et leur monitoring demeurent un défi.

Avec la décentralisation, les initiatives locales ont pris de l'ampleur et sont mieux reconnues. Cependant, il reste à les consolider et les intégrer dans le flot des efforts nationaux. Pour relier priorités nationales et priorités locales, dans un processus réellement itératif, il faudra se départir d'une tendance naturelle à favoriser les approches par le haut.

La plupart des pays font état de méthodes, instruments et législations qui mettent ensemble les différentes dimensions du développement durable. Faisant suite aux évaluations environnementales qui sont à présent bien établies dans la législation - et entreprises régulièrement-, les outils économiques sont devenus familiers aux décideurs. Bien que s'efforçant d'intégrer les différentes dimensions, l'utilisation de ces instruments reste du domaine de spécialistes, environnementalistes ou économistes. Seuls des développements méthodologiques et le renforcement des capacités multisectorielles permettront leur acceptation et leur appropriation par une audience élargie d'acteurs institutionnels et individuels.

Implication des acteurs

Tous les pays s'efforcent d'impliquer les différents acteurs dans la formulation et la mise en oeuvre de leur stratégie. Les comités et fora nationaux constituent les mécanismes de consultation les plus courants. Leurs mandats et compositions sont sensiblement identiques d'un pays à l'autre. Le rôle et la responsabilité des différents membres ne sont pas toujours clairement définis et le niveau d'implication et d'appropriation varient beaucoup d'un pays à l'autre.

L'influence politique de ces mécanismes sur le processus de décision reste difficile à évaluer. Très souvent, les relations entre les entités réunissant différents acteurs, l'agence gouvernementale chef de file et le secrétariat ne sont pas spécifiées. Obtenir un consensus effectif demeure un important défi.

En général, le cadre juridique n'a pas été revu et adapté pour permettre expressément l'implication des parties prenantes dans la préparation et la mise en oeuvre de la Stratégie. Des exceptions existent néanmoins notamment dans les pays signataires de la Convention de Aarhus ou bien lorsque les procédures d'Etudes d'impact environnemental font systématiquement une place à la consultation publique.

Le Bilan n'a pas trouvé d'indication sur l'existence de systèmes d'évaluation ou de feed back concernant les mécanismes ou les événements de permettant la consultation. Dans tous les pays, les technologies modernes d'information et de communication sont utilisées à des fins de dissémination par les agences gouvernementales responsables. Les médias nationaux et les ONG jouent également un rôle significatif dans la dissémination du concept de développement durable. A quel point ceci a-t-il contribué à une prise de conscience, un changement de comportement ou à influencer la gouvernance et l'engagement des différentes parties prenantes demeure une inconnue.

Systèmes de gestion

La plupart des secrétariats mis en place pour coordonner la formulation et la mise en oeuvre de stratégies sont confrontés au même dilemme: exercer un leadership sur le processus et maintenir une impulsion tout en restant politiquement neutre et arbitrant les conflits d'intérêts entre les différents acteurs.

Les secrétariats sont en général établis dans l'agence chef de file, le plus souvent le Ministère de l' Environnement. Tous n'ont pas forcément l'influence politique nécessaire ou l'agrément des différentes parties prenantes. On n'y trouve pas toujours les savoir-faire nécessaires comme par exemple ceux concernant la coordination de processus impliquant une variété de parties prenantes, la communication ou la gestion des conflits. Il leur est en outre souvent difficile d'obtenir les ressources financières et humaines nécessaires à l'accomplissement de leur tâches.

BILAN ET EVALUATION DES STRATEGIES NATIONALES DE DEVELOPPEMENT DURABLE EN MEDITERRANEE

1. INTRODUCTION

1.1. Objectifs

Le Bilan présente les approches stratégiques adoptées par les pays pour promouvoir le développement durable. On y examine aussi bien le cadre des politiques et les processus que les arrangements pris pour la mise en œuvre et le suivi du changement. Cet exercice permet d'établir une base de référence pour les prochaines Revues.

Le Bilan s'efforce aussi d'extraire les approches intéressantes en matière de formulation et de mise en œuvre d'approches stratégiques et coordonnées¹. Dégager ces expériences prometteuses devrait favoriser la préparation des futures stratégies nationales ou régionales.

Selon les ressources disponibles et l'intérêt des parties concernées, le Bilan pourrait devenir un outil de suivi des efforts pour le développement durable entrepris dans la Région², et permettre d'identifier les problèmes communs³, de les discuter et d'y apporter ensemble des solutions, par exemple par le biais de partenariats.

Pour résumer, le Bilan compile et analyse l'information disponible sur les différents cadres et processus liés au développement durable. Elle met en lumière les pratiques prometteuses et en dérive quelques orientations et principes pour la mise en place ou l'amélioration de processus stratégiques. Ce Bilan se base très largement sur la réflexion et les principes actuels. Elle n'a pas pour objectif d'évaluer ou comparer les situations nationales à la lumière de critères stricts. Les pays et toutes les parties prenantes, institutions ou individus en constituent l'audience principale.

1.2. Contexte

Lors du Sommet de Rio et suite aux engagements qui l'ont accompagné, les pays ont reconnu le développement durable comme vision directrice pour la planète. Depuis lors, les pays méditerranéens comme les autres s'efforcent de prendre en compte les préoccupations du développement durable dans leurs analyses, leurs pratiques et leurs comportements.

Le développement durable pose de nouveaux défis aux pays: s'attaquer aux problèmes de façon transversale, au-delà des secteurs traditionnels tout en intégrant les dimensions économiques, sociales et environnementales; développer une vision à long terme qui intègre cependant des étapes immédiates; engager plus largement les acteurs et parties prenantes en répondant à leurs attentes, leurs intérêts, leurs besoins et leurs préoccupations.

De fait, le développement durable demande un changement fondamental de perspectives et de nouvelles façons de travailler. La nouveauté du concept et les

1 Dans la suite du rapport, formulation et mise en œuvre d'approches stratégiques et coordonnées sont désignées par le terme générique de "**processus stratégiques**".

2 Par exemple en mettant en place un site Web .

3 Par exemple, les problèmes liés au renforcement des capacités et à la gestion de la connaissance.

engagements qui ont suivi poussent à réexaminer et réinventer les relations entre politique, connaissance et consensus. Ceci ne signifie pas nécessairement tout recommencer mais plutôt renforcer, amender et compléter le cadre des politiques, les processus et les mécanismes déjà en place, afin de les rendre plus cohérents et les faire converger vers le développement durable⁴.

Induire efficacement le changement peut nécessiter un cadre qui serve de guide et permette de gérer et suivre la restructuration ou la mise en cohérence des politiques, des arrangements institutionnels et des procédures déjà en place. Ce cadre à l'instar des autres cadres stratégiques devrait contenir les buts, les étapes, les activités, les responsabilités, les moyens et les outils de mise en œuvre et de suivi. Ce cadre est désigné par le terme générique de " stratégie de développement durable ".

Il ne peut pas y avoir de stratégie unique pour le développement durable : chaque pays doit trouver un cheminement et conduire le changement selon le contexte et les circonstances qui lui sont propres. Il y aura donc une grande diversité dans les efforts entrepris et l'expérience acquise.

Bien que différents dans leurs approches stratégiques du développement durable, les pays sont confrontés aux mêmes défis. Introduire le changement demeure difficile, rarement évident ou immédiat, et pas forcément accepté par l'ensemble des parties prenantes. Quelle que soit l'approche adoptée, il faudra du temps, procéder par étapes et apprendre au fur et à mesure. En conséquence, il faudra gérer, suivre en permanence et documenter le processus de changement.

Unique mais soumis à des défis similaires, chaque pays peut profiter des expériences des autres et y trouver une source de stimulation. De plus, appartenir à une communauté régionale constitue un autre facteur d'incitation: souvent le dialogue politique et les engagements aux niveaux mondial et régional influencent positivement les savoirs, savoir-faire et attitudes des pays qui y prennent part.⁵

Le travail de réflexion réalisé par certaines institutions et l'expérience accumulée des pays ont permis une meilleure compréhension de ce que sont les stratégies de développement durable et de ce qu'elles recouvrent. Les concepts ont été précisés et on dispose désormais d'indications claires sur les démarches à suivre.

A la requête de plusieurs membres de la Commission Méditerranéenne sur le Développement Durable, le Secrétariat du PAM a entrepris le Bilan des décisions et actions liées au développement durable dans les pays de la Région, plus précisément, la préparation et la mise en œuvre des stratégies nationales de développement durable. Le Bilan qui s'appuie sur les développements récents⁶ devrait contribuer à la préparation de la Stratégie de Développement Durable pour la Méditerranée.

⁴ Voir note 3 page suivante.

⁵ La Stratégie de développement durable de la Commission Européenne a eu une influence significative sur la stratégie nationale de développement durable de bon nombre de pays. La Stratégie régionale en préparation pourrait avoir le même effet d'entraînement sur les pays de la Méditerranée.

⁶ Suite en particulier aux travaux de l'OCDE, la base conceptuelle est très développée. On dispose désormais de directives et manuels de référence. De plus des évaluations systématiques des efforts nationaux ont été réalisées pour certains groupes de pays.

1.3. Méthodologie

Le Bilan est guidée par des questions génériques qui varient selon la situation des pays :

- Quand une stratégie nationale est en cours de préparation, quelles en sont les composantes, les mécanismes et quels sont les arrangements pris pour la préparation?
- Quand une stratégie nationale de développement durable a été approuvée par le gouvernement et est en cours d'exécution : quelles en sont les composantes, les mécanismes et quels sont les arrangements pris pour la mise en oeuvre?
- Quand il n'y a pas de stratégie nationale, quels éléments, mécanismes, et arrangements organisationnels existent déjà dans les autres cadres stratégiques qui pourraient servir à élaborer un stratégie nationale de développement durable ?

1.3.1. Définitions et Cadre d'analyse

Grâce aux travaux de UN-DESA et l'OCDE, on dispose désormais d'un cadre conceptuel solide sur les stratégies nationales de développement durable. Dans la mesure où toutes les informations contenues ne sont pas directement opérationnelles, le Bilan s'est employée à limiter le cadre conceptuel aux seuls éléments nécessaires pour faire l'état des lieux et structurer le rapport, c'est à dire développer une méthode et un questionnaire⁷ permettant d'obtenir et mettre ensemble les informations.

Considérations générales

Pour l'OCDE DAC une stratégie de développement durable comprend "un ensemble coordonné de processus d'analyse, de débats, de renforcement des capacités, de planification et d'investissement visant à intégrer, dans la mesure du possible, les objectifs économiques, sociaux et environnementaux de la société, qu'ils soient immédiats ou à long terme. Lorsque ce n'est pas possible, la combinaison des processus, par essence participatifs, dans l'idéal mutuellement bénéfiques et en constante amélioration, doit permettre de trouver et gérer des compromis". Dans une stratégie de développement durable, les différents processus convergent pour effectuer les changements qui conduiront à l'intégration de la durabilité et l'action durable.

Dans la plupart des pays existe déjà une variété de cadres stratégiques et processus qui, pris dans leur ensemble pourraient répondre à la définition de l'OCDE. Oeuvrer pour un développement durable demande l'amélioration progressive de la complémentarité entre ces différents cadres stratégiques et processus, leur mise en cohérence et parfois la mise en place de mesure supplémentaires⁸. L'harmonisation des politiques concerne l'élaboration et l'exécution des politiques des différents secteurs ou agences. Elle permet d'appuyer une vision globale commune. L'essentiel étant d'éviter que les politiques n'entrent en conflit dans la poursuite d'un objectif supérieur défini et commun, il s'agit d'éliminer les contradictions. La cohérence est la qualité de ce qui est intégré logiquement et compréhensible. La mise en cohérence

⁷ Voir questionnaire en annexe 1

⁸ adapté à partir de OECD 2003. Policy Brief. *Policy coherence: Vital for global development*

demande de promouvoir systématiquement les décisions et actions politiques qui se renforcent mutuellement, au niveau du gouvernement et parmi les acteurs. La cohérence va bien au-delà de la simple harmonisation et implique une synergie entre les différentes contributions des différentes politiques sectorielles.

Afin de déclencher et gérer changements ou réformes, les pays peuvent, selon leurs besoins, priorités et ressources, envisager de formaliser un approche globale (c'est à dire une stratégie nationale de développement durable) et établir un système permettant de gérer le changement. Ceci suppose une volonté politique, une vision, un engagement indéfectible, et naturellement des capacités et des ressources financières.

UNDSA et OECD ont défini les ingrédients nécessaires à la préparation et la mise en œuvre d'une stratégie de développement durable :

- Une vision à long terme, guidée par des principes, s'appuyant sur des priorités, qui se concrétise au travers d'un ensemble de processus liés entre eux⁹ (ex. intégration et mise en cohérence des politiques, engagement des parties prenantes, développement et mobilisation des connaissances) qui sont mis en œuvre grâce à
- une combinaison de différents mécanismes (ex. coordination et planification, participation et communication, systèmes d'information et renforcement des capacités) et outils (ex. gestion des conflits, évaluation stratégique), qui sont gérés et administrés, si besoin est, par
- une entité organisationnelle (ex. un système de management ayant un mandat, et disposant de ressources et d'influence) qui permette la coordination et assure la cohérence.

Cadres stratégiques

Dans le contexte de le Bilan, les cadres stratégiques englobent les stratégies nationales de développement durable, les Agendas 21 nationaux, ainsi que les cadres stratégiques trans-sectoriels qui comportent une vision, des principes et des priorités liés aux problématiques de développement durable (e.g. Stratégies et plans d'action nationaux pour l'environnement, Stratégie de lutte contre la pauvreté, Cadre exhaustif de développement, etc.). Pour ces cadres stratégiques, le Bilan aborde les questions suivantes :

- Quels sont les principaux cadres stratégiques ayant trait au développement durable ?
- Quels en sont les principes, thèmes et domaines prioritaires ?

Processus et Mécanismes

Les directives de l'OCDE proposent une description complète des processus et mécanismes principaux.

Dans un premier temps, le Bilan se concentre sur trois processus¹⁰ et les mécanismes et outils qui s'y rapportent :

⁹ OECD DAC

¹⁰ De fait si on reconnaît l'importance des autres processus tels que la mobilisation des ressources financières, la planification et la prise de décisions, le Bilan ne les analyse pas car le même niveau d'information n'existe pas pour l'ensemble des pays de la région.

- (i) *L'intégration et la mise en cohérence des politiques ;*
- (ii) *L'implication des différentes parties prenantes;*
- (iii) *Le développement et la mobilisation des connaissances.*

En termes généraux, on entend par processus une série d'actions qui concourent à produire un effet recherché. Les mécanismes sont constitués d'outils, procédures, mesures institutionnelles et administratives, de responsabilités et de moyens agencés ensemble de façon à assurer une fonction ou obtenir un résultat bien définis. Par exemple, le processus d'implication des parties prenantes peut demander la mise en œuvre de techniques de gestion des conflits, d'activités de formation, l'allocation de responsabilités et de ressources spécifiques, l'existence d'un cadre légal permettant la participation, des infrastructures, etc.

Intégration et Mise en cohérence des politiques.

L'intégration et la mise en cohérence pour le développement durable supposent: de trouver un équilibre entre les perspectives et objectifs sociaux, environnementaux et économiques; d'incorporer différents niveaux de préoccupations et d'actions (aux plans local, régional, et mondial) dans les décisions et la mise en œuvre; et d'adopter une perspective à long terme avec des objectifs quantifiés immédiats.

On peut promouvoir l'intégration et la convergence par le biais de différents mécanismes et instruments comme les législations et instruments économiques, les procédures et les arrangements institutionnels, la planification, la mise en œuvre et le suivi.

A propos d'intégration et de convergence, le Bilan s'attache aux questions génériques suivantes :

- Comment sont intégrés les considérations de durabilité dans les politiques sectorielles et la politique générale du pays ¹¹?
- Quels sont les initiatives locales en faveur de la durabilité ?
- Quels outils de planification et instruments fiscaux permettent l'intégration ?
- Quels sont les liens entre différents horizons de planification ?

Implication des différentes parties prenantes.

Une représentation équilibrée de la société civile, des différentes parties prenantes, des entreprises et du gouvernement est essentielle au développement durable.

Différents niveaux et formes de participation au processus politique peuvent exister qui renforcent la gouvernance. D'une part, une entité de pilotage impliquant une représentation des différents groupes permet de prendre les décisions et d'engager les partenaires indispensables à la mise en œuvre. D'autre part, la participation¹² d'un large public dans des consultations périodiques et une communication permanente assurent la large légitimité du processus

Les mécanismes principaux incluent les consultations ouvertes à tous les niveaux (forums, ateliers, tables rondes), une communication publique institutionnalisée et la

¹¹ Les formes, types d'investissements et la façon dont le développement durable est pris en compte dans le processus budgétaire ne sont pas abordés ici.

¹² UN DESA (2002) Guidance in Preparing a National Sustainable Development Strategy: Managing Sustainable Development in the New Millennium. Background Paper No.13. (DESA/DSD/PC2/BP13). Dalal-Clayton and Stephen Bass (2002). Sustainable Development Strategies: A Resource Book. IIED 2002. Compiled by Barry Dalal-Clayton and Stephen Bass for OECD and UNDP.

conscientisation en particulier par le biais des media, l'encouragement de partenariats permettant de partager les opportunités et les responsabilités. (ex. initiatives volontaires privées, partenariat public-privé).

Pour ce qui concerne l'implication des différentes parties, le Bilan s'attache aux questions suivantes¹³ :

- Quels mécanismes de pilotage existent pour représenter les différentes parties prenantes dans la formulation et l'exécution de la stratégie ?
- Quelles formes de consultation a permis l'implication de différentes parties prenantes de différents secteurs et à des niveaux variés ?
- Quels communication et systèmes d'information ont été utilisés pour informer et conscientiser sur le développement durable et le processus stratégique?

Développement et Mobilisation des connaissances.

Dans le cadre du développement durable, la prise de décision dépend de la fiabilité de l'information et des connaissances relatives aux conditions sociales, environnementales et économiques, des tendances, pressions et réponses, et des corrélations entre objectifs et indicateurs. La complexité des réactions entre différents facteurs ne permet pas toujours de conclusions scientifiquement indiscutables et l'assentiment unanime des parties prenantes. Dans ces cas là il faut encourager le débat d'idées afin de dégager le consensus le plus large possible.

Concernant la gestion de la connaissance, le Bilan se contente de mentionner les outils et systèmes permettant de comprendre l'état des ressources, les tendances et les pressions. Des aspects essentiels (tels la prise en compte des connaissance des différentes parties prenantes, l'évaluation des résultats du processus, le renforcement des connaissances et des capacités) n'ont pu être traités compte tenu du temps et des ressources impartis.

Organisation

Leadership et une gestion efficace sont des caractéristiques communes aux stratégies qui sont considérées comme succès. Dans ces cas, il suffit d'une petite équipe, voire un seul individu influent pour insuffler un esprit, maintenir le cap, organiser, coordonner, mobiliser les ressources, gérer les différents processus.

Initialement, le Bilan avait l'intention d'explorer les différents systèmes, leurs mandats, structures et ressources. En fait le temps et l'information limités ont empêché ce type d'analyse. Le Bilan se borne donc à décrire quelques exemples de système de management rencontrés dans la Région.

1.3.2. Sources d'information

Cadre conceptuel

Le cadre d'analyse s'inspire largement du travail de l'OCDE et des directives développées par Département des Affaires Sociales et Economiques des Nations Unies. Les sources principales et les site Web comprennent :

¹³ Le développement de partenariats, mécanisme essentiel n'es pas abordé ici.

OECD DAC (2001). *The DAC Guidelines. Strategies for Sustainable Development. Guidance for Development Cooperation*. Development Cooperation Committee, OECD, Paris. <http://www.oecd.org/topic/>

UN DESA (2002) *Guidance in Preparing a National Development Strategy: Managing Sustainable Development in the New Millennium*. Background Paper No.13. (DESA/DSD/PC2/BP13).
<http://www.johannesburgsummit.org/html/documents/backgrounddocs/nsdsreport.pdf>

Les autres sources d'information sont :

OECD 2003. Policy Brief. *Policy Coherence: Vital for global Development*. OECD, Paris.

OECD 2002. Policy Brief. *Improving Policy Coherence and Integration for Sustainable Development: A Checklist*. OECD, Paris.

OECD Policy Workshop, 2004. *Policy Coherence and Development Evaluation Concepts, Issues and Possible Approaches*. OECD, Paris

Dalal-Clayton and Stephen Bass (2002). *Sustainable Development Strategies: A Resource Book*. IIED 2002. Compiled by Barry Dalal-Clayton and Stephen Bass for OECD and UNDP .
<http://www.SNDD.net/working/resource/indexa.htm#contents>

Information concernant les pays

L'information concernant les pays provient des sites Web des Ministères et entités gouvernementales concernés, des rapports nationaux soumis à UN DESA dans le cadre du suivi de Rio, ainsi que des évaluations spécifiques régionales ou mondiales conduites à ce jour. On peut mentionner :

UNEP/MAP 2001. *Strategic Review for Sustainable Development in the Mediterranean Region. Based on countries' reply to the Questionnaire on Initiatives and Actions towards Sustainable Development in the Mediterranean Region and National report prepared for the MCSD Strategic Review*

UNDESA *Country Profiles 2002*. The 2002 Country Profiles provides the most comprehensive overview to date of the status of implementation of Agenda 21 at the national level. Each Country Profile is based on information updated from that contained in the national reports submitted annually by governments to the UN DESA. <http://www.un.org/esa/agenda21/natinfo> and <http://www.un.org/esa/sustdev/natinfo/natinfo.htm>

European Commission 2004. Commission staff working document. *National Sustainable Development Strategies in the European Union: A first analysis by the European Commission*.
http://europa.eu.int/comm/sustainable/docs/annex_sustainable_Development_strategies.pdf

Si nécessaire, l'information supplémentaire a été obtenue dans les documents suivants:

UN DESA (2004). *Assessment Report on the National Sustainable Development Strategies: The Global Picture 2003*.
<http://www.un.org/esa/sustdev/natlinfo/nsds/map2002.htm>

OECD 2002. *Environmental Performance Reviews (1st Cycle) Conclusions & Recommendations 32 Countries (1993-2000)*

IISD and GTZ (2004). *National Strategies for Sustainable Development: Challenges, Approaches and Innovations in Strategic and Co-ordinated Action*.
<http://www.iisd.org/publications/publication.asp?pno=640>

UNDP 2004. *Capacity Development for environmental sustainability. UNDP country level initiatives*.

Dans certains cas, les sites d'ONGs nationales ont permis de compléter l'information.

1.3.3. Approche adoptée et limitations de le Bilan.

L'information disponible sur les pays au Secrétariat PNUE/PAM et sur différents sites Web a été analysée sur la base d'un questionnaire structuré (Annexe 1). Pour chaque pays, un profil descriptif préliminaire a été préparé¹⁴ par pays, mentionnant les différents cadres stratégiques, les processus et mécanismes, et le système de management et de coordination. Cette version préliminaire a été envoyée aux points focaux nationaux afin d'obtenir une information actualisée, des commentaires et suggestions et d'éventuelles autres sources d'information. Les Profils de pays ont pu être améliorés dans la limite des réactions reçues.

Dans le contexte du suivi de Rio, il n'existe pas la même qualité d'information pour tous les pays, en dépit des questionnaires standards et des obligations de rendre compte à la CDD. Souvent, l'information contenue dans les sites Web ou les rapports ne traduit pas la situation en constante évolution mais reflète plutôt un état à un instant donné. Pour un même pays il peut exister différents documents publiés à différentes époques par différentes agences gouvernementales ou ministères. Les sites Web et autres rapports ne donnent ni une idée complète des processus en cours ni de leur qualité (par exemple, on ne connaît pas l'efficacité des mécanismes de consultation ou de coordination). Les évaluations indépendantes ne sont pas courantes.

Les chapitres, sous-chapitres et sections de ce rapport s'efforcent de suivre une structure similaire: une brève explication des concepts sous-jacents et des idées, basée sur l'état actuel de la réflexion ; les limitations et le contenu de la partie en question ; la description de la situation dans la Région ; des exemples d'expérience spécifique dans certains pays ; et des observations et remarques.

¹⁴Les Profils par pays ne sont pas destinés à être diffusés mais plutôt à permettre la compilation, l'analyse et la synthèse au niveau régional.

2. RESULTATS DE L'INVENTAIRE DE LA SITUATION

2.1. Situation actuelle au niveau des pays (cadre des politiques)

2.1.1. Cadres stratégiques en place

En plus des Stratégies nationales de développement durable et des Agendas 21 nationaux, la plupart des stratégies multisectorielles incorporent une vision, des principes et priorités qui recouvrent les préoccupations et problématiques du développement durable. On peut ainsi mentionner : les Stratégies de reprise économique et de croissance (ex. Programme d'ajustements structurels, Cadre global de développement); les Stratégies de lutte contre la pauvreté et pour le développement social (ex. Stratégie de réduction de la pauvreté); les Stratégies pour la protection et la gestion de l'environnement (ex. Stratégie nationale de conservation, Plan national d'action pour l'environnement); et les Stratégies issues des grandes Conventions internationales (ex. Plan national d'action pour la biodiversité, Programme national d'action contre la désertification).

Cette section du rapport identifie les documents cadre qui traitent du développement durable et s'intéresse brièvement au contexte qui peut amener un pays à préparer une stratégie nationale.

Cadres directement en rapport avec le développement durable

Différents types de cadres stratégiques, programmes ou plans d'action s'inspirent directement de considérations et principes propres au développement durable:

- Stratégie nationale de développement durable, Plan stratégique pour le développement durable ou Agenda 21 : France, Israël, Grèce, République du Monténégro, Malte, Espagne¹⁵ et Tunisie ;
- Stratégie nationale environnementale pour le développement durable ; Stratégie ou Plan national pour l'environnement et le développement durable : Algérie, Italie, Maroc;
- Stratégie ou Plan d'action national pour l'environnement (PANE) : Albanie, Bosnie Herzégovine, Croatie, Chypre, Egypte, Liban, Slovénie, Syrie et Turquie ;
- Stratégie pour l'aménagement du territoire et le développement durable: Maroc.

Sous différentes appellations, de tels cadres constituent en soi des stratégies de développement durable, ou pourraient servir de base à leur préparation. Dans la suite de ce rapport, on utilise le terme générique de "stratégie" pour englober tout cadre national, quel qu'en soit le nom, qui concerne directement la durabilité et les engagements pris en ce sens.

¹⁵ En novembre 2004, Malte a procédé à la mise à jour de sa SNDD et l'Espagne préparé une première version de la sienne.

Tableau 1. Initiatives et cadres stratégiques liés au développement durable (par souci de conformité avec les documents UNDSA, on a conservé l'intitulé en Anglais).

	Stratégies nationales de développement durable	Stratégies nationales environnementales pour le développement durable	Stratégies et Plans d'action nationaux pour l'environnement	Liens avec le cadre général de planification nationale	Autres cadres stratégiques pertinents
Albanie			NEAP (2001)		PRS (2001) Programme de gestion des zones côtières (1996)
Algérie		Plan d'Action National pour l'Environnement et le Développement Durable(2002)		Stratégie pour le renouveau économique (2001-2004)	
Bosnie Herzégovine			NEAP (2002)		PRS (2004-2007))
Croatie			NEAP (2002)		
Chypre			EAP (1996) Plan d'Action pour la protection de l'Environnement	Plan Stratégique de Développement (2004-2006)	
Egypte			NEAP (2002-2017) Agenda 21 national(?)	Plan de Développement and de Reconstruction de l' Egypte jusqu'à 2017	
France	SNDD (2003)				
Grèce	SNDD (2202)				
Israël	Plan stratégique pour le Développement Durable(2003)			Israël 2020 Programme de gestion des zones côtières (1996)	
Italie		Stratégie environnementale de Développement Durable(2002)		Document National de planification économique et financière 2001-2004	PRS
Liban					
Lybie					
Malte					
Monaco					
Maroc		Stratégie Nationale pour l'Environnement et le Développement Durable (1995). Plan d'Action National pour l'Environnement (1998)		Plan National pour le développement économique et social (1999-2003)	Charte nationale pour la gestion des terres et le développement durable (2004)
Monténégro	Stratégie durable de l'environnement pour le Montenegro (1996)				PRSP
Slovénie			NEAP (1999)	Stratégie pour le Développement Economique (2001-2006)	
Espagne					
Syrie	SNDD (2002)		NEAP (2001)		
Tunisie	Agenda 21 national (1995)			10 th Plan de développement économique et social (2002-2006)	
Turquie			NEAP (1998)	FYP 1991-1996 et successifs	

Autres cadres stratégiques pertinents

Parmi les autres cadres stratégiques qui pourraient servir de base à la préparation de stratégies nationales de développement durable, on trouve les Plans de développement préparés périodiquement par les pays et les initiatives encouragées de l'extérieur¹⁶.

En plus des Stratégies nationales de conservation, plus fréquentes au sud de la Région, la plupart des pays ont préparé des Plans ou Stratégies nationales dans le cadre de l'application des Conventions internationales (ex. Convention des Nations Unies sur la conservation de la diversité biologique, Convention cadre des Nations Unies sur les changements climatiques). On note que la responsabilité institutionnelle pour préparer ces stratégies ou plan pluri sectoriels est souvent confiée aux ministères de l'environnement.

Les Cadres généraux de développement (CDF) proposent une vision stratégique à long terme, s'efforçant, entre autres, de développer des partenariats entre parties prenantes. Les Stratégies de réduction de la pauvreté offrent la particularité de permettre la prise en compte de considérations environnementales, en plus des aspects sociaux et économiques. L'exemple de l'Albanie illustre la façon dont la Stratégie nationale de développement social et économique (lancée en 2001) s'intéresse en particulier à l'interface entre dimension sociale et dimension environnementale:

En **Albanie**, le processus implique les différentes parties prenantes (société civile, industrie, gouvernements locaux) dans une consultation et un dialogue civique aux niveaux central et local. La Stratégie vise à accroître le produit national brut, améliorer la santé publique et l'éducation, améliorer et protéger l'environnement et réduire les disparités régionales. Dans la Stratégie, un chapitre spécifique est dévolu au développement durable en zones urbaine et rurale.

Un séminaire spécifique "Pauvreté et environnement" a permis d'inclure la problématique environnementale dans la Stratégie. Le document reconnaît le rôle important que peut jouer la protection de l'environnement dans la réduction de la pauvreté la croissance économique et le développement à long terme du pays.

Dans la Stratégie, les aspects liés à l'environnement comportent : le renforcement du Ministère et de l'Inspectorat de l'environnement, la définition des responsabilités environnementales des autres organismes d'Etat au niveaux central et local, la création de structures d'urgence pour les catastrophes naturelles, la conscientisation et la participation du monde de l'industrie, l'adoption de politiques et instruments d'économie de l'environnement, l'adoption de normes environnementales et la réduction des sources de pollution. La Stratégie aborde également le développement et l'utilisation durable des ressources naturelles de façon à en permettre l'accès aux populations les plus pauvres.

Source: World Bank. PRSP-related coordination challenges in Europe; the case of Albania. Preliminary draft; Tirana donor workshop version, May 2004.

Les stratégies, plans et programmes spécifiques tels que les Stratégies nationales de conservation, les Programmes de gestion des zones côtières destinés à traduire

¹⁶ Pour un panorama plus complet, on peut consulter : OECD DAC (2001). *The DAC Guidelines. Strategies for Sustainable Development. Guidance for Development Cooperation*. Development Cooperation Committee, OECD, Paris. Et également: Dalal-Clayton and Stephen Bass (2002). *Sustainable Development Strategies: A Resource Book*. IIED 2002.

en actions concrètes l'Agenda ou le Med Agenda 21 sont également à mettre dans la catégorie des cadres stratégiques pertinents.

Au Nord ou au Sud de la Région, la profusion des cadres stratégiques est illustrées par les exemples qui suivent (par souci de conformité avec les documents UNDSA, on a conservé l'intitulé en Anglais):

Albanie

National Strategy of Social and Economic Development - Poverty Reduction Strategy (PRS launched in 2001).
National Strategy and Action Plan on Biodiversity (2000)
National Assessment Report for the World Summit on Sustainable development (2002)
Albanian National Strategy for Water (2004)
National Plan of Government (2002-2005)
Stabilization Association Agreement
Local Environmental Action Plan (Korca, Lezha, Tirana, Vlore)
Management Programme of Coastal Zone (1996)
National Strategy for Energy
National Plan to Combat Desertification
National Plan for Land management
National Action Plan for Health and Environment (1998)
Green Strategy for Agriculture (1998)
Strategy for Forests and Pastures Development (1998)
National Water Strategy (1998)
National Plan for Waste Management (1996).

Espagne

National Energy Plan
National Plan for Sustainable Tourism
National Strategy for Forests and Forest Plan
White Book of Water
National Program to combat desertification
National Strategy for Conservation and sustainable use of biological diversity
Policy of Protected Marine Areas
National Strategy on Climate Change
National Hydraulic Plan
Purification and Drainage National Plan
Waste Management Plan.

Tunisie

National Action Plan to Combat Desertification
National Urban Development Strategy
National Land Use Plan (SNAT, 1997 largement basé sur les principes de développement durable et l'Agenda 21).
National Strategy for the sustainable management of marine resources
Strategy to promote rural women and improve living conditions.

Observations et Remarques

Comme l'indique le Tableau 1. *Initiatives et cadres stratégiques liés au développement durable*, un tiers des pays ont à proprement parler une stratégie de développement durable.

Le panorama est contrasté et évolue constamment.

Souvent on assimile les Plans d'action nationaux pour l'environnement (PANE) à des stratégies de développement durable, surtout ceux de deuxième génération qui donnent plus d'importance aux aspects sociaux et économiques.

Au niveau de la Région, il n'existe pas de stratification évidente en fonction de la situation géographique ou économique des pays. On ne peut pas par exemple affirmer qu'il y a plus de stratégies nationales de développement durable au Sud ou au Nord, ni que les politiques y intègrent davantage la durabilité. Certains pays ont parfois développé des cadres stratégiques parallèles qui peuvent parfois apparaître redondants.

L'existence ou l'absence d'un **document** stratégique, ne laisse pas préjuger de la réalité d'une stratégie nationale de développement durable au sens de l'OCDE ou des définitions de UNCSD. L'existence d'un document de ce type ne renseigne pas sur la qualité des processus en cours.

Déclencheurs

Différents facteurs du contexte mondial ou régional ont pu encourager les pays à adopter une perspective de durabilité et préparer une stratégie appropriée.

Le suivi de Rio (en particulier les réunions de la CDD et l'obligation de rendre compte des progrès réalisés) ainsi que la signature des Conventions internationales issues de Rio, ont joué un rôle moteur indéniable dans l'adoption par les pays de perspectives de durabilité.

A un niveau régional, la Commission Européenne a fortement inspiré les pays membres ou candidats à l'accession à se préoccuper de développement durable. Ainsi la Commission a encouragé l'intégration du développement durable dans les différentes politiques sectorielles, en particulier celles relatives à l'environnement. Par exemples: en Grèce, la Stratégie nationale de développement durable a été largement influencée par celle de l'Union Européenne adoptée au concile de Göteborg; la Stratégie environnementale italienne pour le développement durable¹⁷ a été préparée sur la base du Sixième Plan d'action environnemental du Conseil de l'Europe et des directives de Barcelone 2002. Avant leur accession, tous les membres récents de l'Union avaient développé leur Plan d'action national pour l'environnement¹⁸ et adopté les Acquis environnementaux de l'Union Européenne.

Pour certains pays, des institutions telles que l'OCDE, des organisations internationales ou bilatérales ont joué un rôle catalyseur indéniable. Les travaux de l'OCDE, notamment les Revues des performances environnementales, ont infléchi en direction de la durabilité les politiques environnementales des pays membres de l'OCDE et des autres. Dans certains cas comme la France, la Stratégie nationale de développement durable rejoint les recommandations faites par l'OCDE dans le Bilan des performances environnementales du pays. Les pays en développement de la Région ont souvent élaboré leur cadre de développement durable avec le soutien de donateurs. Le PNUD par exemple a appuyé la préparation de l'Agenda 21 national en Tunisie; la Banque mondiale a encouragé le Programme d'action pour

¹⁷ *Strategia Nazionale Ambientale per uno sviluppo sostenibile*. 1993. Ministero dell'Ambiente. http://www.minambiente.it/sito/news/strategie_sostenibilita.asp

¹⁸ Bien que continuant de mettre un fort accent sur l'environnement, les PANE de nouvelle génération comprennent désormais des dimensions sociales (participation) et économiques (utilisation d'instruments économiques). L'importance des considérations est renforcées par l'adoption de la Convention d'Aarhus et de ses principes.

l'environnement en Albanie; et la République du Monténégro a préparé sa stratégie avec le soutien du Centre européen pour la paix et le développement.

Remarques

Les initiatives internationales et régionales jouent un rôle moteur au niveau des pays. On pourrait s'attendre à ce que la récente Stratégie de développement durable de l'Union Européenne ait le même effet de stimulation que celui du Sixième Plan d'action environnemental pour les politiques nationales pour l'environnement. En allant plus loin, on pourrait penser que l'adoption et la mise en œuvre d'"Acquis de l'Union Européenne en matière de développement durable" pourrait avoir un effet homologue à celui des Acquis de l'Union Européenne en matière d'environnement. De façon similaire, la Stratégie régionale de développement durable pour la Méditerranée en cours de préparation pourrait jouer un rôle catalyseur.

L'appui des organisations internationales ou bilatérales reste important sinon déterminant pour les pays en développement. Il conviendrait aussi d'envisager le rôle que pourrait remplir la coopération horizontale entre pays. Si la CDD offre au cours de réunions internationales ou régionales des opportunités d'échanger les expériences on pourrait aussi stimuler les synergies entre deux pays préparant ou mettant en œuvre leur stratégie nationale. Dans la mesure où cette forme d'association bénéficie mutuellement, on pourrait ainsi encourager ce type de partenariat pour le développement durable.

S'ils arrivent à se démarquer de leurs approches antérieures¹⁹, les donateurs peuvent jouer un rôle dans la mise en place des processus et mécanismes pour un développement durable. L'OCDE²⁰ identifie les domaines où l'intervention coordonnée et harmonisée des partenaires extérieurs peut permettre aux pays concernés de véritablement s'appropriier les processus: la mise en place d'approches participatives; le renforcement des capacités d'analyse et de management; l'établissement de systèmes d'information et de communication.

Si l'influence du contexte international et régional est indéniable, l'expérience des pays suggère que la présence et l'engagement d'une personne charismatique influente demeure déterminante pour stimuler et maintenir l'élan nécessaire à la préparation et la mise en œuvre de stratégie nationale de développement durable.

¹⁹ Dans leur publication, Sustainable Development Strategies: A Resource Book. IIED, Dalal-Clayton and Stephen Bass (2002). font une évaluation très critique de l'engagement passé des donateurs: "...Ces initiatives ont été promues de l'extérieur, comme des projets à durée limitée plutôt que des mécanismes pérennes politiques ...Par leur appui financier et leur expertise technique, les donateurs n'ont accordé que peu d'attention à l'appropriation par le pays des processus politiques".

²⁰ OECD DAC (2001). The DAC Guidelines. Strategies for Sustainable Development. Guidance for Development Cooperation. Development Cooperation Committee.

2.1.2. Principes retenus et Champs couverts par les stratégies

La plupart des stratégies énoncent des principes généraux et se concentrent sur des questions, thèmes et domaines prioritaires²¹..

Cette section énonce les principes et les champs d'application des différentes stratégies. On y examine également les dimensions privilégiées, et si elles sont abordées dans une perspective d'intégration (c'est à dire une perspective qui considère l'interdépendance et les interactions entre les dimensions ou les différents niveaux central, régional et local).

Principes

Le Tableau 2. *Principes fondateurs des cadres stratégiques* présente la situation dans les 21 pays de la Région.

On ne manque pas d'être frappé par la très grande variété des principes adoptés, notamment par les Stratégies nationales. Par exemple, la Stratégie en Grèce propose des principes généraux (principes de précaution, " pollueur-payeur ", équité et responsabilité partagée) et des principes spécifiques (découpler croissance économique et dégradation de l'environnement, promouvoir l'intégration sectorielle, privilégier la prévention et la gestion au lieu de remédier et investir, établir les politiques à partir de l'identification et la gestion des capacités de charge des milieux). Dans la stratégie espagnole, les principes sont largement dérivés de la Déclaration de Rio (cohésion et développement social; équilibre entre croissance économique, production durable et modes de consommation; conservation du patrimoine environnemental et humain; équilibre entre dynamique régionale du territoire et développement urbain durable; contribution au développement de la planète).

La plupart des pays qui ont opté pour l'approche PANE (ex. Croatie, Bosnie Herzégovine) ont adopté les mêmes principes : intégration des politiques environnementales dans les autres politiques sectorielles; partenariat et responsabilités partagées; changement des comportements de production et de consommation; utilisation accrue des instruments économiques.

²¹ Les notions de "principes" , "thèmes" et "priorités" varient beaucoup d'un pays à l'autre. Au point que ce qui est décrit comme principe dans la stratégie d'un pays peut être intitulé domaines prioritaire ou thème dans un autre. Cette confusion augmente encore la diversité des situations et rend illusoire toute tentative de classification.

Tableau 2. Principes directeurs des cadres stratégiques

	Albanie	Algérie	Bosnie & Herzégovine	Croatie	Chypre	Egypte	France	Grèce	Israël	Italie	Liban	Lybie	Malte	Monaco	Maroc	Monténégro	Slovénie	Espagne	Syrie	Tunisie	Turquie
Intégration entre les secteurs																					
Principe de précaution																					
Accent sur la prévention et la gestion																					
Equilibre entre croissance économique et production/consumation durables																					
Découplage croissance économique et pression sur l'environnement																					
Utilisation d'instruments économiques																					
Principe pollueur-payeur																					
Changement de comportement de production et consommation																					
Cohésion et développement social																					
Partenariat, responsabilités partagées, équité																					
Meilleures éducation et santé publique.																					
Conscientisation et participation																					
Intégration de l'environnement dans les politiques sectorielles																					
Amélioration et protection de l'environnement																					
Evaluation et gestion des capacités de charge																					
Conservation du patrimoine environnemental et humain																					
Equilibre entre dynamique régionale et développement urbain																					
Contribution au développement de la planète																					

Observations

Les principes peuvent refléter un système de valeurs (ex. principe d'équité), donner une orientation politique ou stratégique (e.g. intégration sectorielle, découplage croissance économique/pression sur l'environnement), ou simplement énoncer une règle opérationnelle (ex. principe pollueur-payeur).

Les principes peuvent se référer à une dimension unique du développement durable (ex. cohésion sociale, amélioration de l'environnement) ou attirer l'attention sur les synergies nécessaires entre les dimensions sociales, environnementales et économiques (ex. équilibrer croissance économique et production durable).

Les principes peuvent également traduire la notion de solidarité entre générations (ex. conservation du patrimoine naturel et humain) ou une inter dépendance d'échelles (ex. équilibre dans la dynamique régionale, contribution au développement de la planète).

Tous les documents insistent sur la nécessité de mieux intégrer les différentes dimensions dans les processus politiques. Cette préoccupation commune ne se traduit pas forcément dans les principes identiques partout.

La nature variée des principes énoncés (valeurs, politiques, opérationnels) rend difficile leur application et leur suivi de façon uniforme et constante par les différentes parties prenantes.

Champs: Problématiques, thèmes et domaines prioritaires

Le champs d'une stratégie (déterminé par les questions, thématiques et domaines prioritaires retenus) reflète le contexte social, environnemental et politique du pays et retranscrit sa vision implicite ou explicite du développement durable.

Les problématiques, thématiques et priorités retenues varient considérablement d'un pays à l'autre. La plupart touchent à des dimensions sociales, environnementales et économiques²². Pour les besoins de le Bilan, les problématiques, thématiques et priorités ont été regroupées en catégories²³ générales selon qu'elles se rattachent plus ou moins directement à une dimension particulière ou en combinent plusieurs:

- Protection et gestion du capital naturel et des écosystèmes ;
- Gestion des flux environnementaux;
- Production et consommation dans le cadre d'une économie de marché globalisée ;
- Protection et développement du capital humain.

Ces catégories qui ne s'excluent pas mutuellement sont présentées dans le Tableau 3. *Thèmes et Priorités des Cadres Stratégiques de Développement Durable.*

²² En gardant à l'esprit que d'un point de vue de durabilité, s'intéresser aux interactions entre dimensions est souvent plus importants que de couvrir les différentes dimensions indépendamment les unes des autres.

²³ Certains thèmes et priorités n'appartiennent pas à ces catégories. Il s'agit en particulier de l'action internationale (Croatie, France) dans le cadre des accords bilatéraux ou internationaux (UNCCC, UNCBD, UNCCD, etc.); de l'aide internationale et la solidarité (pays OCDE); et du suivi de Rio.

Tableau 3. Thèmes et Priorités des Cadres Stratégiques de Développement Durable.

Protection et gestion du capital environnemental et des écosystèmes (dimension environnementale)	Albanie	Algérie	Bosnie & Herzégovine	Croatie	Chypre	Egypte	France	Grèce	Israël	Italie	Liban	Lybie	Malte	Monaco	Maroc	Monténégro	Slovenie	Espagne	Syrie	Tunisie	Turquie
Protection environnementale																					
Protection des écosystèmes																					
Gestion des ressources naturelles																					
Agriculture durable																					
Gestion durable des forêts																					
Gestion durable du territoire																					
Gestion des zones côtières																					
Gestion urbaine durable																					
Intégration de l'environnement dans les autres secteurs																					
Renforcement des institutions environnementales																					
Monitoring environnemental																					
Problématiques environnementales régionales et mondiales																					

Observations sur les dimensions du développement durable dans les stratégies

Les problématiques et thématiques liées à la dimension environnementale (catégories 1 et 2) sont les plus courantes et abordées de façon plus précise et spécifique que les autres. La plupart des cadres stratégiques, les PANEs²⁴ en particulier, demeurent très axés sur l'environnement, mettant l'accent sur la conservation du capital des ressources naturelles. Cette primauté des questions environnementales peut s'expliquer par le fait que les stratégies sont souvent préparées par les ministères de l'environnement. Une autre explication réside dans le fait que les problèmes environnementaux sont en général plus facilement "visibles", identifiés et géoréférés que les autres. Quoiqu'il en soit, les problématiques environnementales apparaissent comme étant des points d'entrée commodes, sinon obligés, de toute formulation ou exécution de stratégie de développement durable.

Les différentes dimensions sont souvent considérées de façon indépendante. Les stratégies prennent rarement en compte les synergies entre dimensions, que ce soit dans l'analyse des problèmes ou la recherche des solutions. La relation entre dimensions économique et environnementale est plus souvent abordée que les autres. Celle entre les aspects sociaux et environnementaux ne l'est pas (ex. analyser pourquoi une contrainte sociale comme un accès limité aux ressources peut induire un problème environnemental et réciproquement).

Les problématiques, thématiques et priorités peuvent concerner un ou plusieurs secteurs (ex. "transport durable"), ou ne se rapporter à aucun secteur particulier (ex. "qualité de vie").

En abordant les dimensions de façon discrète, on passe à côté des interdépendances et on masque la nécessité de trouver des compromis entre objectifs environnementaux, sociaux ou économiques.

Le choix des problématiques, thématiques et priorités n'est pas neutre institutionnellement: la plupart des pays sont mis au défi d'ancrer les différentes dimensions du développement durable dans leur réalité institutionnelle, en particulier les différents secteurs gouvernementaux.

L'identification de thèmes intégrateurs ou le regroupement des priorités peuvent conduire à cette intégration dans les institutions et au développement de partenariats entre institutions. Conséquence de la diversité des contextes institutionnels dans la Région, les pays ont structuré différemment leurs stratégies sur la base des différentes dimensions du développement durable, ou leur potentiel d'intégration dans différents secteurs du gouvernement.

Les exemples qui suivent donnent une indication de cette variété des champs retenus:

En **Grèce**, la stratégie adopte une approche double : réduction des pressions sur l'environnement et promotion de la solidarité sociale.

Certains thèmes se prêtent plus facilement à l'intégration des différentes dimensions. En **France** par exemple, le thème " activités économiques, entreprises et consommateurs " identifie les actions prioritaires suivantes :

²⁴ Les premiers PANEs étaient essentiellement axés sur l'environnement. Après Rio, les PANEs ont évolué pour prendre en compte, au moins partiellement, les considérations de croissance économique et de lutte contre la pauvreté.

- Encourager l'industrie à s'engager pour le développement durable (ex. accords volontaires).
- Intégrer le développement durable dans les modes de production et de consommation (ex. labellisation).
- Encourager les innovations industrielles.
- Développer la responsabilité sociale et environnementale du monde des affaires en proposant un cadre de dialogue entre les industriels et les acteurs sociaux.
- Mettre en place des incitations financières pour changer la production et la consommation (ex. procédures de certification, eco-labels, investissement socialement responsable, réformes fiscales, et.).

Source: http://www.environnement.gouv.fr/actua/com2003/developpement_durable

En **Tunisie**, l'Agenda 21 national s'intéresse à des thèmes et problèmes liés à différents secteurs : équité et réduction de la pauvreté, modification des modes de production et de consommation, promotion de la santé, aménagement du territoire. Les autres priorités concernent les outils et instruments tels la coopération internationale, les indicateurs, les instruments économiques, la comptabilité environnementale, l'éducation, la conscientisation, la gestion des connaissances pour la prise de décisions.

L'Agenda s'intéresse également à des priorités sectorielles (développement agricole et rural, urbanisation et gestion des établissements humains, tourisme, développement industriel, énergie, control des pollutions).

Un chapitre est spécialement dédié à la gestion intégrée des ressources naturelles (gestion des eaux, des sols et de la biodiversité, gestion des ressources marines, gestion des îles et des zones côtières).

Source: Ministry of Environment and Land Management (1995). National Agenda 21. MEAT, Tunis.

En **Espagne**, la stratégie identifie des priorités spécifiques par secteur et des priorités communes à plusieurs secteurs. Les objectifs de la stratégie sont spécifiés selon les différentes dimensions du développement durable:

Inter secteurs

Croissance économique, emploi et compétitivité
 Gestion et protection des ressources naturelles
 Formation, recherche et innovation technologique
 Cohésion sociale et cohésion du territoire
 Changements climatiques et pollution de l'air
 Tourisme durable
 Gestion et réduction des déchets

Secteur

Agriculture, Foret et Pêches
 Energie
 Transport
 Tourisme
 Production industrielle
 Consommation
 Cohésion sociale et intégration
 Education
 Recherche et développement technologique
 Aménagement du territoire
 Coopération internationale pour le développement

Objectifs environnementaux

Transport: encourager l'amélioration des transports publics
Ressources naturelles : utiliser de façon rationnelle et prudentes les ressources naturelles en appliquant le principe de précaution
Stratégies urbaines et rurales : introduire des stratégies de développement rural ciblées par zone et promouvoir la diversité fonctionnelle ; réduire les disparités régionales.
Biodiversité: limiter la disparition de la biodiversité
Bruit et Eaux : lutter contre le bruit et la pollution des eaux
Changements climatiques : appuyer le Protocole de Kyoto.

Objectifs économiques

R&D, Innovation, Education: améliorer l'éducation, la recherche-développement ; mieux exploiter les résultats scientifiques et les innovations techniques
Tourisme : rationaliser les activités touristiques dans une perspective de durabilité
Efficacité environnementale : appuyer l'eco-efficacité
Industrie : accroître l'efficacité et la compétitivité de la production en appuyant les petites et moyennes entreprises
Ressources non renouvelables : internaliser les coûts et bénéfices ; en place de nouveaux modes de consommation mettant l'accent sur la conservation des ressources non renouvelables
Coopérations locale et internationale : collaborer aux stratégies des autres pays membres de la Communauté Européenne, obtenir la contribution des secteurs clefs (agriculture, pêche et nourriture).

Objectifs sociaux

Lutter contre la pauvreté
Assurer le bien-être social : développer des programmes d'appui aux émigrés ; garantir un système de retraites stables
Prévention des maladies : mettre en œuvre le Plan national de santé
Promouvoir l'équité
Réconcilier vie de famille et travail
Valoriser la diversité culturelle

Source: Estrategia Española de Desarrollo Sostenible. Documento de Consulta 2002

<http://www.esp-sostenible.org/eeds/contenidos.htm>

2.2. Processus et Mécanismes du développement durable

2.2.1. Intégration et cohérence des politiques

Pour intégrer le développement durable et renforcer la cohérence des politiques on doit:

- Trouver un équilibre entre les perspectives sociales, environnementales et économiques et les actions qui s'y rapportent (intégration systémique);
- Augmenter la convergence des différents programmes et politiques sectoriels et globaux vers le développement durable;
- Prendre en compte les préoccupations et actions locales, régionales et mondiales dans les décisions nationales et leurs mises en oeuvre (intégration verticale); et,
- Associer à une perspective à long terme des objectifs et résultats immédiats.

On peut promouvoir l'intégration et la cohérence à différents niveaux et aux moyens de mécanismes divers: au niveau des politiques et instruments associés, au moyen de certaines formes d'organisation et de procédures, au niveau de la prise de décision, la planification et le suivi.

Les documents stratégiques qui énoncent des principes couvrant plusieurs dimensions du développement durable ou identifiant des problématiques multi dimensionnelles laissent augurer d'un certain degré d'intégration (voir la section 2.1.2). Cette section du rapport examine certains aspects de l'intégration et de la cohérence²⁵ dans la préparation des politiques et leur exécution (intégration horizontale et verticale), dans l'utilisation de certains instruments économiques ou de planification, et par l'adoption de certaines formes d'organisation (en particulier les initiatives décentralisées).

Plus précisément, cette section décrit d'abord la façon dont les différents secteurs et la politique générale incorporent le développement durable. Ensuite, on aborde les liens ou la coordination qui peuvent exister entre les cadres de planification des différents secteurs. Vient ensuite la description des initiatives locales qui contribuent à l'intégration verticale. Puis on présente certains instruments économiques et outils de planification qui permettent d'intégrer différentes dimensions du développement durable. Enfin, on aborde brièvement la façon dont les documents stratégiques traitent la dimension temporelle du développement durable.

A la fin de cette section, le Tableau 4 récapitule les mécanismes qui contribuent à l'intégration horizontale ou verticale.

Incorporation du développement durable dans les différents secteurs

Dans tous les pays, les ministères sectoriels ont adopté la phraséologie du développement durable dans leurs documents politiques et programmatiques. Cependant ceci ne se traduit pas obligatoirement dans l'internalisation effective du développement durable aux niveaux des programmes, plans et budgets. Seuls quelques pays s'attachent à introduire systématiquement des préoccupations de durabilité dans les politiques, objectifs et programmes sectoriels (entre autres en

²⁵ D'autres aspects tels le financement et les flux financiers pour le développement durable sont particulièrement importants pour l'intégration et la convergence. On ne les aborde pas dans ce document. En dépit de l'information produite par UNDESA sur les formes d'investissements en direction du développement durable, il n'a pas été possible d'examiner pour l'ensemble des pays si et comment les processus budgétaires s'articulent avec les stratégies de développement durable.

fournissant aux administrations concernées des indications et directives). La Grèce et Israël en fournissent l'exemple:

La **Grèce** poursuit l'intégration du développement durable sur plusieurs fronts. Pour certains secteurs spécifiques, le document stratégique stipule la façon d'intégrer le développement durable:

- Dans le secteur de l'aménagement du territoire et dans le cadre général de planification des infrastructures: restructuration régionale, appui aux structures urbaines et aux grandes métropoles, aménagement du territoire et développement urbain, renforcement de la gouvernance dans les centres urbains;
- Dans le secteur de l'énergie: découpler l'intensité énergétique et la croissance économique par l'utilisation d'instruments économiques et l'internalisation des coûts, l'application du principe pollueur-payeur, l'utilisation d'énergies renouvelables et de combustibles propres;
- Dans le secteur des transports: découpler les émissions dues au transport et la croissance économique, développer les infrastructures de transports publics, gérer le trafic;
- Agriculture et pêches: utiliser rationnellement les ressources;
- Industries: encourager les accords et initiatives volontaires;
- Tourisme: directives spécifiques et programmes pour le développement durable des zones côtières et des îles, promotion du tourisme alternatif.

On note que les Ministères de l'Agriculture, de l'Environnement, de la Planification du territoire et des travaux publics et des Finances ont préparé conjointement un manuel présentant l'approche du pays en matière de réduction de la pauvreté, d'égalité des sexes et d'environnement.

De nouvelles politiques intégrées ont été développées qui considèrent différentes dimensions du développement durable et contiennent des directives pour l'intégration et la coordination des politiques sectorielles: Politique de développement régional et aménagement du territoire (qui comporte des plans d'aménagements régionaux et généraux); Politique de développement urbain (qui comprend un Schéma de développement durable pour les centres urbains, aborde les questions de gouvernance urbaine et proposent des plans d'affectation des terres pour les villes de plus de 2000 habitants); Politique du territoire; Cadre général pour l'aménagement du territoire et le développement durable des villes est établissements humains (1997).

Au niveau de la mise en œuvre, un Programme opérationnel d'ensemble pour le développement durable a été établi à partir de programmes opérationnels sectoriels (environnement, compétitivité, transport, agriculture et développement rural, éducation et travail) et régionaux. L'environnement est intégré dans les programmes opérationnels des transports, de l'énergie et de l'industrie. Les plans de gestion des parcs nationaux, zones humides, réserves marines, monuments de la nature et zone sensibles prennent tous en compte le développement durable. Selon l'OCDE²⁶, "les secteurs de l'énergie et de la planification des infrastructures et du logement ont bien intégré le développement durable. Ailleurs, l'intégration est faite de façon ad hoc".

Source: Ministry for the Environment, Physicien Planning and Public Works (2002). National Stratégie for Développement Durable. MEPPPW, Athens.

En **Israël**, les considérations et principes du développement durable font systématiquement partie des plans directeurs nationaux, régionaux et locaux pour certains secteurs particuliers (centrales énergétiques, aéroports, systèmes de

²⁶ OECD (2000). *Environmental Performance Review (1st Cycle) Conclusions and Recommendations 32 Countries (1993-2000)*. OECD, Paris.

drainage, routes, carrières et voies ferrées) et dans les plans directeurs à cheval sur plusieurs secteurs (Protection de la nature, zones côtières, construction et travaux public, conservation). Des directives ont été préparées et des indications fournies aux différents Ministères sur les aspects des leurs mandats qui concernent particulièrement le développement durable. Conformément à ces indications, le Ministère des finances et les Ministères sectoriels concernés ont préparé des plans stratégiques pour le développement durable qui seront présentés au public et validés par le gouvernement.

Les directives politiques du Ministère des Finances comprennent : l'internalisation des coûts externes pour les produits, l'encouragement aux consommateurs à utiliser des produits eco-efficents, l'internalisation des risques environnementaux dans les assurances, la responsabilisation du secteur des affaires pour les risques environnementaux, la promotion d'un gouvernement « vert » (exemple des bâtiments écologiques démontré par le gouvernement) On trouve d'autres exemples dans les directives du Ministère du Commerce de l'Industrie et de l'Emploi qui comprennent : l'appui au développement des technologies de l'environnement, les encouragements à l'industrie pour contribuer à une croissance non dommageable pour l'environnement.

Source: Strategic Plan for Sustainable Development in Israël. Government Decision no.246, May 2003.

Les Programmes d'action nationaux pour l'environnement s'efforcent aussi d'intégrer l'environnement dans les politiques sectorielles par le biais de différents comités et groupes techniques:

L'Albanie a créé un Ministère pour stimuler et coordonner le processus national d'intégration. Chaque ministère a établi une unité d'intégration. Par décrets, plusieurs structures interministérielles doivent inclure des experts et fonctionnaires de l'environnement (ex. Conseil national de la législation territoriale, Comités nationaux pour l'eau, l'énergie, les politiques touristiques, etc.). Les secteurs de l'économie, du tourisme et de la réglementation du territoire sont représentés dans différents conseils de projets environnementaux et des représentants des institutions concernées par l'environnement participent aux conseils des projets d'infrastructure.

En **Egypte**, des unités environnementales ont été établies dans les ministères sectoriels et au niveau des gouvernements locaux.

*Intégration du développement durable dans la politique générale et la planification*²⁷

La plupart des pays préparent périodiquement des plans nationaux de développement économique. Habituellement, les ministères techniques préparent le chapitre qui les concerne sur la base de leur propre plan sectoriel et en suivant les directives de la commission nationale de planification ou l'entité gouvernementale équivalente chargée de la coordination. Les plans sectoriels sont en général inscrits au budget annuel de l'état ou au cadre des dépenses à moyen terme.

Bien que centrés sur les aspects économiques, les plans de développement économique nationaux comportent de plus en plus de considérations sociales et environnementales. Dans certains pays, la formulation de ces plans périodiques nationaux se fait sur la base même des principes du développement durable ou sur la stratégie en ce domaine. La Tunisie en est un exemple:

²⁷ Les liens entre stratégie de développement durable et cadre général de planification sont mentionnés dans le Tableau 1. *Initiatives et cadres stratégiques liés au développement durable.*

En **Tunisie**, l'Agenda 21 national a guidé la préparation des trois derniers plans quinquennaux. Un chapitre particulier du Xème Plan de développement social et économique (2002-2006) est consacré aux besoins régionaux, à l'adoption d'une vision long terme et l'intégration des priorités de l'Agenda 21. Ceci indique des liens très étroits et un engagement continu pour le développement durable.

L'implication systématique des ministères chargés des finances et de la planification dans la préparation et la mise en œuvre des stratégies de développement durable est aussi un gage d'intégration. Ce n'est malheureusement pas une pratique courante et par conséquent, ces agences gouvernementales qui prennent les décisions importantes en matière de développement peuvent se sentir exclues du processus. La France, la Grèce et Chypre constituent des exceptions notables, où les agences de planification sont impliquées dans divers comités pour le développement durable.

Liens et coordination entre cadres de planification et entre différents secteurs (intégration horizontale)

L'existence de liens entre différents cadres de planification (cadres stratégiques, stratégies sectorielles ou trans sectorielles), se révèle difficile à mettre en évidence sur la base des documents existants.

Souvent les documents se bornent à indiquer l'existence de cadres relatifs au développement durable sans véritablement établir des liens structurels. De plus, il n'existe que très rarement une évaluation générale des politiques ou une évaluation stratégique de durabilité qui permettrait d'identifier les chevauchements potentiels, proposer des objectifs communs ou simplement jouer sur les complémentarités.

Une articulation logique, une coordination bien pensée et l'implication récurrente de représentants de différentes administrations sont des façons d'établir des liens entre les différents secteurs.

Bien souvent, les objectifs et priorités de la stratégie nationale de développement durable ne se retrouvent pas dans les politiques sectorielles. Par essence, les politiques sectorielles ne vont pas au-delà des domaines d'attribution et d'expertise des agences spécialisées qui en ont la charge. De plus, l'emploi de paradigmes, de logiques et de jargons propres à chaque secteur ne prédispose pas à l'établissement de passerelles ou l'articulation logique entre différents cadres de planification. Cette absence de liens structurels pénalise l'efficacité de la mise en œuvre.

Dans le processus stratégique (formulation et mise en œuvre d'une stratégie nationale de développement durable) chaque pays adopte ses propres modalités d'organisation. Le Tableau 4. *Exemples de mécanismes permettant l'intégration horizontale et verticale* signale la présence, dans la plupart des pays, d'entités inter ministérielles pour coordonner les secteurs dans le cadre de la formulation et la mise en œuvre des stratégies de développement durable..

Par ailleurs, l'implication des mêmes représentants sectoriels au sein de divers mécanismes destinés à obtenir la contribution des parties prenantes et favoriser leur participation²⁸ contribue aussi à renforcer les liens entre secteurs. De fait les représentants des agences sectorielles trouvent là l'occasion de se familiariser avec le développement durable et d'échanger avec les collègues d'autres secteurs. Ils pourront ensuite répercuter ces préoccupations dans les activités de leurs agences respectives.

²⁸ Voir section 2.2.2.

Dans le but de stimuler la convergence et l'intégration horizontale, certains pays ont établi au sein des agences spécialisées un réseau de points focaux pour le développement durable. Quelques exemples suivent:

En **France**, le Comité interministériel pour le développement durable (CIDD) est chargé de la définition, la coordination et le suivi de la politique gouvernementale en la matière. C'est ce Comité qui en premier lieu a approuvé la stratégie et se trouve responsable de la mise en œuvre et de l'actualisation. Le Comité examine la cohérence des actions de tous les ministères avec la politique de développement durable du Gouvernement et ses engagements aux niveaux international ou européen. Le Comité qui est présidé par le Premier Ministre et implique tous les Ministères se réunit au moins une fois par an. Un représentant du Président de la République participe aux groupes de travail.

Le CIDD est appuyé par le Comité permanent pour le développement durable qui inclut les fonctionnaires de haut niveau désignés dans chaque ministère pour faire des propositions sur la façon d'intégrer le développement durable dans la politique de leurs secteurs respectifs, coordonner la préparation de plan d'action, suivre la mise en œuvre aux niveaux des directions et au niveaux décentralisés.

D'autres comités interministériels contribuent à l'intégration horizontale: Comité interministériel pour l'environnement (CIEN); Comité interministériel pour l'aménagement et le développement du territoire (CIADT).

Au **Maroc**, le Plan d'action national pour l'environnement (PANE) s'est appliqué à ne pas dupliquer les objectifs et contenus des stratégies sectorielles, trans sectorielles (ex. Schéma national pour l'aménagement du territoire et le développement durable, Plan national pour le développement économique et social) ou les initiatives prises à la suite d'engagements internationaux (ex. Plan national de lutte contre la désertification). La consultation de toutes les parties prenantes au cours d'ateliers thématiques a permis l'harmonisation des actions. Certaines actions spécifiques du PANE ont été directement inscrites dans le Plan national de développement économique et social (ex. Programme pour les villes propres, renforcement des capacités pour les études d'impact environnemental, développement des instruments économiques, mise en place d'une base de données sur les ONGs).

Notes sur la coordination horizontale et l'intégration

Comme indiqué dans le Tableau 5. *Exemples mécanismes permettant d'impliquer les parties prenantes* au paragraphe 2.2.2, le développement durable incombe habituellement aux ministères de l'environnement dont l'influence au niveau gouvernemental reste limitée. En conséquence, les stratégies de développement durable peuvent ne pas revêtir la même importance ou n'avoir qu'une résonance lointaine au sein des autres ministères et agences gouvernementales. Le faible degré d'intégration pénalise les progrès vers la durabilité. L'OCDE l'a bien noté: "en dépit d'expériences prometteuses, le degré de coordination horizontale et d'intégration institutionnelle pourrait être meilleur dans de nombreux pays. Bons nombre d'institutions ont des responsabilités en matière sociales, environnementales et économiques. L'absence de mécanismes formels d'intégration et la nature fortement hiérarchique des administrations rendent difficiles la formulation et la mise en œuvre des politiques de développement durable. La culture consistant à trouver en commun des solutions demeure peu développée"²⁹.

²⁹ OECD (2000). *Environmental Performance Review (1st Cycle) Conclusions and Recommendations 32 Countries (1993-2000)*. OECD, Paris.

Décentralisation et Initiatives locales

Les stratégies nationales pour le développement durable se doivent de distinguer les problèmes qui ne peuvent être traités qu'au niveau national de ceux qui se prêtent mieux à une solution locale (principe de subsidiarité). Savoir relier niveaux national et local est un principe essentiel de la préparation et de la mise en œuvre des stratégies nationales. La décentralisation du processus de décision offre une telle opportunité. De plus, la convergence des approches centralisés et des approches venant de la base est garante d'intégration et renforce la mise en œuvre. Tandis que l'on définira les principes et grandes orientations au niveau national, la planification détaillée, l'exécution et le suivi se feront mieux au niveau local, en gardant à l'esprit la nécessité de transférer les ressources et déléguer l'autorité pour permettre un processus récurrent et dialectique entre niveaux national et décentralisés³⁰.

Le suivi de Rio a stimulé le développement d'Agendas 21 locaux par des autorités comme les Municipalités. En plus des cadres stratégiques nationaux, on a ainsi assisté à une prolifération d'initiatives locales pour le développement durable, dans tous les pays de la Région mais plus particulièrement là où la décentralisation était un axe important de la politique gouvernementale.

Souvent, les autorités centrales ont apporté leur appui à ces initiatives en les finançant, en développant les capacités locales, en formulant des directives ou en stimulant les réseaux. Parfois comme en France avec l'établissement de "contrats pays", des accord spécifiques ont été passés entre l'Etat et les Régions (ou les autorités locales) pour organiser un processus décentralisé. Les paragraphes suivants donnent des exemples de la variété des initiatives locales:

En **Bosnie et Herzégovine**, la préparation de plans locaux pour l'environnement a été une priorité du PANE. Sous la coordination d'une ONG nationale, des plans ont été préparés par les autorités locales dans deux municipalités (Apjlina et Jablanica). Part ailleurs, les autorités cantonales ou municipales ont été chargées de préparer leur Agenda 21 local: les villes de Tuzla et Bijeljina ont adopté un Agenda 21 local; la ville de Banjaluka en coopération avec des villes d'Allemagne a également préparé un Agenda 21; le gouvernement autrichien a financé la préparation de deux Agendas 21 locaux (La municipalité de Sarajevo Old Town Municipality et celle de Srbac). Récemment le Canton de Sarajevo a entériné la décision de préparer des Agendas locaux aux niveaux des municipalités et des Cantons.

En **Italie**, le transfert de compétences pour l'environnement du niveau central aux niveaux régional ou local s'effectue progressivement. Le niveau central conserve ses prérogatives pour définir les objectifs de qualité environnementale et les critères généraux pour les politiques sectorielles. Les régions sont responsables de la planification stratégique tandis que les provinces et municipalités le sont pour le contrôle et la mise en œuvre des programmes. Suivant la Stratégie nationale de développement durable et les objectifs de la Conférence permanente Etat-Régions, la planification aux niveaux sub nationaux s'est développée en Agendas 21 locaux. (co-financés par le Ministère de l'environnement) et en stratégies régionales de développement durable. Environ 140 administrations publiques locales ont rejoint le réseau des Agendas 21 locaux.

A **Malte**, l'Autorité pour l'environnement et la planification appuie le développement d'Agendas 21 dans les écoles. Les écoles font partie du projet éco-écoles qui vise à confier aux élèves la responsabilité de participer et agir pour l'environnement en accord avec les principes de l'Agenda 21. Le projet encourage la responsabilité environnementale à la maison et au niveau de la communauté.

³⁰ UN DESA (2002) *Guidance in Preparing a National Sustainable Development Strategy: Managing Sustainable Development in the New Millenium*. Background Paper No.13. (DESA/DSD/PC2/BP13).

En **Slovénie**, des autorités locales ont préparé leur Agenda 21 local ou régional (ex. Ljubljana, la région de Maribor, et les régions côtières). Selon la région, l'accent varie en fonction des problèmes environnementaux ou des secteurs qui affectent l'environnement. Le Ministère de l'environnement apporte un appui financier et technique à la préparation des Agendas 21 locaux.

En **Espagne**, la décentralisation est un trait important de la politique gouvernementale. Selon le principe de dévolution des décisions environnementales, les régions autonomes et municipalités sont responsables de la mise en œuvre des politiques environnementales. Les autorités régionales jouent également un rôle clef dans le développement des programmes et initiatives en faveur de la durabilité. Il existe plusieurs Agendas 21 aux niveaux municipal et régional. De nombre initiatives sont prises à ces niveaux (ex. gestion des déchets, empreintes écologiques, gestion de la demande, initiatives volontaires, projets pilotes, etc.).

En **Tunisie** la délégation progressive de l'élaboration, de l'exécution et du suivi des programmes aux secteur privé et collectivités locales permet un recentrage des activités de l'Etat. Dans le contexte de la décentralisation, les collectivités locales sont de plus en plus impliquées. La préparation du Xème Plan quinquennal a donné l'occasion de préparer des Agendas 21 locaux qui existent désormais dans 50 villes du pays..

Observations et Remarques

On a décrit ici les initiatives locales d'un point de vue de l'intégration verticale. Ces initiatives locales jouent également un rôle important dans l'implications des parties prenantes qui est abordée dans la section 2.2.2.

Dans les pays en développement, la préparation d'Agendas 21 locaux a été appuyée par de nombreux donateurs, le PNUD en particulier.

Les initiatives conduites et mises en œuvre localement sont largement reconnues et sont regroupées en un réseau international d'échange.

Dans les pays de tradition de décentralisation et d'activisme environnemental, les initiatives locales ont eu tendance à se développer indépendamment des autorités centrales au risque de limiter la convergence des perspectives de la base et du celles centre.

La dévolution d'autorités aux niveaux sous nationaux n'entraîne pas obligatoirement l'intégration du développement durable au niveau local. Les initiative locales ne sont pas forcément coordonnées et ne convergent pas systématiquement vers le développement durable. Dans certains pays, les Agendas 21 locaux ne sont pas clairement connectés au cadre national et réciproquement, les stratégie nationales de développement durable n'intègrent pas toutes les initiatives locales. Les liens demeurent ténus. En dépit de l'existence dans certains pays comme l'Espagne de mécanismes permettant de rendre compte au niveau national, il n'existe pas souvent d'entité au niveau central qui soit garante de la convergence.

Utilisation d'outils de planification et d'instruments économiques permettant l'intégration

La plupart des pays mettent en œuvre des outils de planification et des instruments économiques qui donnent la possibilité d'intégrer les différentes dimensions du développement durable.

Au niveau stratégique (évaluations stratégiques des impacts , ESI) ou des projets (études d'impact environnemental, EIE), les évaluations environnementales sont particulièrement aptes à promouvoir les considérations de développement durable. Dans la mesure où elles considèrent différentes dimensions et les liens qui les unissent, elles permettent l'identification des causes sous jacentes. Souvent, elles encouragent la participation et l'information des parties prenantes au-delà du cercle limité des experts.

Les "nouvelles" approches économiques et les instruments associés qui permettent l'internalisation des coûts sociaux et environnementaux (ex. comptabilité et taxes environnementales), ou encouragent chez le consommateur des modes de consommation durables (ex. mesures d'incitation, eco labels, accords volontaires, plans verts) offrent également un potentiel intéressant pour intégrer les différents aspects du développement durable.

D'autres outils existent (analyse SWOT, outils d'aménagement du territoire, analyse multi critères) qui permettent également de prendre en compte et relier entre elles les différentes dimensions. Ces outils ne sont pas abordés ici.

Les paragraphes suivants donnent des exemples d'instruments en vigueur en précisant les dispositions juridiques ou organisationnelles qui en permettent l'utilisation:

En **Bosnie et Herzégovine**, la Loi sur l'environnement, préparée en conformité avec la législation européenne sur l'environnement, a été adoptée en 2004 par la Bosnie et par l'Herzégovine. La législation comporte différents volets: une loi cadre; une loi sur la conservation de l'eau; une loi sur les déchets; des lois sur la protection de l'environnement; de l'air; et une loi établissant un fonds environnemental.

La législation prescrit les instruments comme:

- les études d'impact environnemental (EIE),
- les permis environnementaux,
- les évaluations stratégiques des impacts (ESI), et
- les éco-labels.

Les taxes sur l'eau sont un exemple d'instruments économiques.

L'application de ces instruments est confrontée aux manques de ressources et de capacités institutionnelles.

En **Croatie**, les EIE ont été introduites en 1984 et la législation relative à l'environnement s'aligne progressivement sur celle de l'Union Européenne. Sans être très répandues, les taxes environnementales existent dans certains secteurs comme la gestion des eaux. Le gouvernement prévoit d'introduire des mesures pour promouvoir une industrie propre. Les mesures d'incitation devraient permettre d'augmenter la contribution relative des énergies renouvelables, promouvoir les technologies douces et réduire la production de déchets. Un système de labellisation environnementale a été établi pour promouvoir une consommation et des procédures de production plus respectueuses de l'environnement.

En **Grèce**, le Programme opérationnel pour l'environnement repose juridiquement sur la Loi nationale de protection de l'environnement, la réglementation européenne en matière d'environnement, et les directives et obligations contractées dans le cadre d'accords et conventions internationaux. Une grande partie de la législation nationale sur l'environnement résulte directement de l'adoption des directives européennes. Dans le document de Stratégie nationale pour le développement durable, l'importance d'outils tels que les EIE, ESI et instruments économiques est bien reconnue.

Le Conseil d'Etat a joué un rôle important pour définir et interpréter concrètement le cadre juridique en termes de développement durable. Les législations particulièrement aptes à promouvoir le développement durable comprennent: la Loi sur l'aménagement du territoire et le développement durable (1999), la Loi sur les mesures d'incitation pour le développement économique (1998) and la Loi sur le développement durable des villes et des établissements humains (1997).

On encourage l'utilisation des instruments économiques pour certains secteurs (eau, gestion des déchets, qualité de l'air, gestion des ressources naturelles). L'internalisation des coûts et la tarification, alliées aux incitations pour le commerce des émissions dans le contexte de la mise en application du Protocole de Kyoto sont également proposés. On encourage aussi le développement des accords volontaires, des éco-labels, d'une production plus propre et de plans verts.

En **Italie**, la Stratégie envisage différents outils: application de la loi environnementale; intégration des facteurs de l'environnement; réforme de la fiscalité environnementale; internalisation des coûts; développement de nouveaux indicateurs de la qualité de l'environnement; Loi cadre sur la comptabilité environnementale.

L'intégration des politiques environnementales apparaît comme une préoccupation majeure comme l'indiquent les mesures déjà en place:

- EIE et ESI des Plans et Programmes : Les évaluations stratégiques d'impacts sont utilisées pour promouvoir le Développement Durable par exemple dans le cadre du Plan général pour les transports.
- Certification environnementale et de la qualité : différents schémas de certification (par exemple le développement de schéma d'audit d'eco-management (EMAS) pour tous les secteurs, la promotion d'audits environnementaux, de labels écologiques et d'accords volontaires. Taxes écologiques et réforme des subventions pour prendre en compte les externalités environnementales : l'Italie s'appuie de plus en plus sur les taxes et charges environnementales (taxe carbone sur les énergies fossiles, taxes sur l'eau, les pesticides et les déchets, réforme de la taxe sur les véhicules pour mieux prendre en compte les impacts sur l'environnement, etc).

A **Malte**, les procédures EIE et ESI sont en place en accord avec les législations nationales et européennes. Le système d'aménagement du territoire vise l'internalisation des coûts sociaux et environnementaux en mettant en place des mesures d'atténuation et de compensation. Différents instruments économiques sont utilisés: taxes, subventions, une forme de permis échangeables, une taxe (eco contribution) sur certains produits de consommation. La tarification de l'eau a été réajustée pour refléter les coûts réels. L'Autorité Maltaise pour le tourisme administre un schéma de labellisation touristique depuis 2002.

En 2002, la fusion entre le Département de la Protection environnementale et l'Autorité de Planification assurent une coordination plus étroite entre planifications spatiales et environnementales.

Différents instruments fiscaux ont été mis en place. Malte utilise couramment les taxes, subventions et une forme de permis échangeables (pour par exemple contrôler les pratiques de tout terrain automobile). Les développements récents dans le domaine des instruments économiques comprennent l'introduction d'une nouvelle contribution écologiques sur plusieurs produits tels les sacs en plastiques.

Le régime de tarification de l'eau a été revu pour mieux refléter le coût de production. De plus, pour une large gamme d'activités qui sont écologiquement sensibles, une Stratégie de permis environnementaux est en préparation permettant d'introduire des taxes basées sur les risques. Reconnaisant le potentiel de l'application du principe pollueur payeur, l'Autorité Maltaise de Planification Environnementale va mettre en

œuvre un projet appuyé par l'Union Européenne : « Renforcement des capacités pour introduire le principe pollueur-payeur par le biais d'instruments économiques afin de mettre en application les Acquis Environnementaux ».

L'Autorité Maltaise pour le Tourisme applique un schéma de label écologique introduit en 2002 durant l'année du tourisme et le Gouvernement a établi un réseau de "Leaders Verts" avec des points de contact dans tous les départements du gouvernement. Avec le programme de promotion de l'approvisionnement public vert, ce processus visera au début le domaine de l'énergie et des déchets.

En **Espagne**, le document de la Stratégie spécifie les processus et instruments de mise en œuvre: évaluation des subventions, accords volontaires, fiscalité. La législation environnementale s'aligne sur celle de l'Union Européenne. En accord avec les recommandations de l'OCDE CA (1985) et de la Loi de coopération, EIE et EIS font partie intégrante des programmes et projets. L'Espagne applique le principe pollueur-payeur. Accords volontaires et taxes environnementales sont très développés au niveau des Provinces.

Remarque

Jusqu'à récemment, la dimension environnementale l'emportait dans la plupart des EIE ou ESI. Les praticiens et agences s'emploient désormais à élargir le champs de ces outils pour y renforcer les perspectives sociales et économiques³¹. et analyser les relations qui peuvent les unir.

Relations entre différents horizons de planification

Dans chaque pays il existe différents types de cadre de planification, de stratégies, plans et programmes prenant en compte le développement durable. En général, une stratégie traduit une vision à long terme et établit des principes et directions pour les politiques. Par contre, plans et programmes s'attachent aux mesures et activités immédiates et concrètes.

Dans la Région, tous les **documents** de stratégie de développement durable font état de la dimension intergénérationnelle de la durabilité. Cependant, pour garantir la continuité, il est nécessaire d'aller plus loin et d'établir des liens et synergies entre des politiques et cadres ayant des horizons temps différents (long moyen et court termes). Etablir le lien entre l'action immédiate et une perspective long terme favorise la constance des efforts et stimule l'engagement politique. L'établissement de telles passerelles permettrait aussi d'ancrer le travail actuel sur les indicateurs de développement durable sous l'égide de UNDESA dans la réalité des objectifs immédiats et quantifiables.

Dans la plupart des pays, il n'existe pas de lien très clair entre la vision et l'action immédiate contenue dans les plans. Seuls certains pays s'y sont employés, dont la stratégie de développement durable comprend ou est complétée par des plans et programmes d'action sectoriels détaillés. Au Maroc, la Stratégie a servi de base pour la préparation du PANE et du Plan d'action prioritaire. En Italie et en Grèce, les stratégies de développement durable établissent pour certains secteurs ou domaine d'action des objectifs quantifiés souvent calqués sur ceux de l'Union Européenne).

Le Tableau 4 de la page suivante donne des exemples de mécanismes pour promouvoir l'intégration verticale et horizontale.

³¹ Philippe Alirol (2003). *Linkages and Coordination between Environmental Assessments and Social Assessments*. Draft report for the World Bank

Table 4. Exemples de Mécanismes permettant l'intégration verticale ou horizontale (par souci de conformité avec les documents UNDSA, on a conservé certains intitulés en Anglais).

	Coordination entre secteurs	Initiatives locales	Outils et instruments d'intégration
Albanie	Diverses structures interministérielles (comités, board),	Plan d'action environnementale locaux	SEA and EIA (drafted), Taxes environnementales Permis environnementaux Loi de protection environnementale
Algérie			EIA (1990) Taxes environnementales, pollueur payeur Framework legislation on environmental protection in a SD context, legislation spécifique (waste, energy, air quality) EIA Taxes environnementales, (eau, déchets) instruments économiques* EIA (1984) Taxes environnementales* EIA (1991) Outils fiscaux
Bosnie Herzégovine	Comité de pilotage pour l'environnement	Plan d'action environnementale local/land Agendas 21 locaux	
Croatie		Agendas 21 locaux	
Chypre	Comité pour l'environnement		
Egypte	Unités environnementales dans les ministères sectoriels et gouvernements locaux	Governorate Environmental Action Plans	EIA Pollueur payeur
France	Comité interministériel, Points focaux DD dans les ministères	"Contrats-pays" Agendas 21 locaux	EIA (1977), Taxes environnementales
Grèce	Commission de coordination interministérielle	Agendas 21 locaux	SIA et EIA, instruments économiques*
Israël			EIA Pollueur payeur, eco labeling, initiatives volontaires SEA and EIA, Framework Act sur la comptabilité environnementale, ecotaxes and eco labeling, etc.*
Italie		SDS Regionale and Agenda 21 Local	
Liban		Agendas 21 locaux	
Lybie			
Malte		Eco-écoles	SEA et EIA, instruments économiques*
Monaco			
Maroc			
Monténégro		Plan d'action environnementale locaux	EIA (drafted) EIA (1997), taxes environnementales, pollueur payeur
Slovénie		Agendas 21 locaux	EIA and SIA Pollueur payeur
Espagne	Commission de coordination interministérielle	Agendas 21 Municipaux et régionaux	EIA and SEA, instruments économiques*
Syrie			EIA
Tunisie		Agendas 21 locaux	EIA (1997)
Turquie		Agendas 21 locaux	EIA

* voir détails dans le texte

* voir détails dans le texte

* voir détails dans le texte

* voir détails dans le texte

2.2.2. Implication des parties prenantes

Une représentation équilibrée de la société civile, des différentes parties prenantes, du monde des affaires et du gouvernement est nécessaire. Cette participation doit se traduire dans les faits et permet aux parties prenantes des différents niveaux de s'approprier le processus stratégique.

On peut impliquer les parties prenantes à différents stades du processus: élaboration de la vision, des principes, buts et objectifs; établissement des priorités; des activités pilotes; définition des responsabilités et des éléments d'un système permettant de manager le processus.

L'implication de tous permet: d'ouvrir le débat à des perceptions, des idées et des sources d'information différentes; de présenter les questions qui doivent être abordées; d'exprimer les besoins et préférences de chacun; d'identifier ensemble les ressources nécessaires; de bâtir un consensus sur les actions à entreprendre; de développer des partenariats et d'obtenir un feed-back sur les actions entreprises.

Les gouvernements doivent aider à la mise en place d'un contexte favorable et animer la participation. Un cadre de politiques et législations prévoyant la participation permet dans ce domaine au gouvernement d'assurer le leadership, fournir des ressources financières et créer des mesures d'incitation.

On peut impliquer les parties prenantes dans le processus politique de différentes façons et à différents niveaux. D'une part, une entité représentative des parties prenantes se révèle indispensable à la gouvernance de la stratégie, la prise des décisions importantes. Elle permet d'obtenir l'engagement de ceux qui seront impliqués dans la mise en œuvre du changement et des réformes. D'autre part, la participation du grand public dans des consultations ouvertes assure une légitimité plus large à la stratégie et en renforce la gouvernance.

Les autres mécanismes essentiels de participation comprennent: une communication publique (ex. à travers les media et le Web) institutionnalisée, axée sur la transparence; des campagnes permettant de conscientiser le public; l'établissement de partenariats stratégiques.³²

Cette section du rapport décrit dans un premier temps les différentes entités qui regroupent les représentants des parties prenantes, leur composition, mandat et organisation. Dans la suite, on présente la participation dans la préparation des stratégies nationales existantes (qui en avait la responsabilité, qui a contribué de façon substantielle, qui a été consulté, qui a donné son approbation?), participation sur laquelle on dispose d'une bonne information³³. Enfin, on mentionne brièvement les réunions de consultations et les actions de communication qui se sont déroulées dans les pays de la Région.

³² On s'accorde à penser que promouvoir ou construire des partenariats entre la société civile, l'industrie, les collectivités et les groupes d'intérêts constitue un mécanisme important pour impliquer les différentes parties prenantes (UNDESA, 2001). Faute de temps, le Bilan n'a pu aborder cet aspect.

³³ Les documents de stratégies ne spécifiant en général pas les mécanismes de mise en œuvre, on en est conduit à penser que mise en œuvre et préparation sont organisées de façon identique.

Entités regroupant les différentes parties prenantes

Sous différents vocables (ex. conseil national, commission, comité de pilotage, assemblée pour le développement durable), ces structures ont prouvé leur utilité pour amener des groupes variés à formuler (ou mettre en œuvre) ensemble une stratégie. Ces groupes constituent la clef d'une bonne gouvernance. Ils sont indispensables à la participation et à l'intégration. Selon les directives de UNDSA ou OECD, les structures doivent assurer la co-responsabilité des différentes parties prenantes dans le processus.

Comme indiqué dans le Tableau 5 *Exemples de mécanismes permettant d'impliquer les différentes parties prenantes*, la plupart des pays ont mis en place des groupes de pilotage. Si la composition en varie peu d'un pays à l'autre, en revanche les mandats, types de présidence, degrés d'autorité et structures diffèrent sensiblement.

Composition

Les structures sont établies par législation ou décret gouvernemental. La représentation comprend le gouvernement, la société civile, le secteur privé et le monde universitaire. Selon le pays, la procédure de sélection des représentants n'est pas toujours spécifiée. En général, le gouvernement nomme ses propres représentants, et décide quels autres groupes devraient être représentés. Selon les pays, les représentants non gouvernementaux peuvent être des personnalités nommées par le gouvernement ou co-optés par leurs pairs.

Mandat

A l'origine, certaines de ces entités avaient été créées pour discuter des implications nationales des engagements pris au niveau mondial dans le cadre de l'Agenda 21 ou de conventions internationales. A présent, les mandats sont plus larges et toutes les entités regroupant les diverses parties prenantes ont des attributions similaires:

Servir de forum pour débattre normalement des questions relatives au développement durable, au delà des secteurs;

Emettre un avis et faire des recommandations au gouvernement sur les décisions, les politiques et la formulation de plans;

Harmoniser les politiques et plans dans une perspective de durabilité;

Superviser et parfois contribuer à la mise en œuvre;

Renforcer les capacités pour le développement durable;

Suivre en continu les progrès réalisés;

Conscientiser le public par l'intermédiaire de ceux qui sont représentés dans ces entités.

Présidence et Degré d'autorité

Selon différentes directives de l'OCDE ou UNDESA, les groupes de pilotage ont à prendre des décisions cruciales. Ils doivent être perçus comme ayant (et étant capables d'exercer) l'autorité requise pour formuler la stratégie, arriver à un consensus sur les orientations et contenus de la stratégie, et en évaluer la mise en œuvre et les impacts. Lorsque l'accent est mis sur leur fonction de supervision (et par conséquent se rapporte à la coordination), les entités se révèlent plus efficaces si elles sont présidées par le Premier Ministre, le Chef de l'Etat comme cela arrive parfois, ou plus rarement le Ministre de la planification ou des finances. L'influence politique de l'entité de pilotage dépend non seulement de sa composition et de la présidence mais aussi de sa structure et de ses relations avec d'autres entités de coordination du gouvernement, en particulier les comités interministériels.

Structure

Une assemblée se réunissant à intervalles réguliers constitue l'organisation habituelle du groupe de pilotage. Les réunions en assemblées durant la préparation de la stratégie sont largement documentées. Par contre on ne dispose que de peu d'informations sur les réunions de parties prenantes au cours de la mise en œuvre. La plupart des pays ont établi des comités techniques ou groupes de travail. Organisés sur une base thématiques, ils sont en général chargés de préparer des documents et rapports pour l'assemblée des parties prenantes. On fait parfois appel à des experts extérieurs (c'est à dire ne faisant pas partie de l'entité) au coup par coup. D'habitude un secrétariat permet d'assurer un appui administratif permanent. La fonction de secrétariat³⁴ est souvent remplie par une unité gouvernementale au sein du ministère en charge de la stratégie.

Les exemples qui suivent rendent compte de la variété des situations:

En **Slovénie**, le Concile slovène pour le développement durable est un organe consultatif du gouvernement. En plus de tous les ministres des secteurs publics concernés, les groupes d'intérêts y sont représentés: ONGs environnementales, chambres économiques, secteur privé, communauté scientifique, universitaires, collectivités locales, syndicats. Le Ministère de l'environnement, de l'aménagement et de l'énergie fait office de secrétariat. Le Concile prépare et adopte des directives et recommandations pour le développement durable en Slovénie; évalue les documents s'y rapportant, et fournit un avis sur le PANE et les autres stratégies sectorielles.

Le Concile fonctionne au travers de groupes de travail thématiques: intégration du développement durable dans les politiques et programmes sectoriels; formulation d'indicateurs du développement durable; coopération avec UN CSD; réforme de la taxation verte et réforme environnementale des finances publiques; promotion de l'éducation, renforcement des institutions et de la recherche.

En **France**, la Commission nationale pour le développement durable (CNDDD) est un corps consultatif indépendant sous le Ministère de l'écologie et du développement durable. Elle implique les personnalités des organisations partenaires (représentants d'élus, d'ONGs, d'organisations patronales, d'entreprises, de syndicats, de médias et de scientifiques) nommées par le Premier Ministre. La Commission nationale, donne son avis et soumet des propositions au gouvernement pour la préparation, la mise en œuvre et le suivi de la politique de développement durable. Elle est placée sous l'autorité du Premier Ministre.

³⁴ Le rôle du secrétariat est brièvement abordé en 2.2.4.

Côté gouvernement, les parties prenantes sont impliquées dans le Comité interministériel qui est responsable de la définition, coordination et du suivi de la politique gouvernementale en matière de développement durable. Ce comité qui a approuvé la stratégie en est responsable de la mise en œuvre et actualisation. Le comité examine la cohérence des actions de tous les ministères avec la politique du gouvernement ainsi que les engagements européens et internationaux dans le domaine du développement durable. Le comité est coprésidé par le Premier Ministre et le Ministre chargé du développement durable. Tous les ministères concernés sont représentés de même qu'un représentant du Président de la République. Le Comité interministériel se réunit au moins une fois par an. Il est appuyé par le Comité permanent du développement durable mentionné précédemment.

En **Tunisie**, la Commission nationale pour le développement durable (CNDD) présidée par le Premier Ministre, a été établie en 1993 pour concevoir et assurer l'intégration systématique du développement durable dans les politiques et programmes sectoriels. Elle implique tous ceux qui sont concernés par la mise en œuvre du développement durable. L'Observatoire tunisien de l'environnement et du développement durable, au sein de l'Agence nationale pour la protection de l'environnement, en assure le secrétariat permanent, chargé du suivi de la mise en œuvre. La Commission est assistée par un comité technique, différents comités sectoriels ainsi que par divers comités nationaux établis dans le cadre des conventions internationales. Le bilan de la Commission comprend la formulation de l'Agenda 21, un programme prioritaire pour le développement durable inclus dans le Xème Plan, la formulation d'indicateurs de l'environnement et du développement durable, le programme d'action national de lutte contre la désertification, le plan national d'action pour la gestion de la biodiversité.

- A **Malte**, la Commission nationale pour le développement durable (2001) est présidée par le Premier Ministre. Elle est composée des représentants des différentes parties prenantes comprenant d'office tous les Ministères et leurs représentants ainsi que :
- Deux membres de la Maison des Représentants, un nommé par le Premier Ministre et l'autre par le leader de l'opposition ;
- Un représentant de l'Autorité Maltaise de Planification Environnementale ex officio;
- Des représentants d'entités publiques qui selon l'opinion du Premier Ministre ont un rapport avec les fonctions de la Commission ;
- Un représentant de l' Association des conseils locaux ;
- Des représentants d'organisation du monde des affaires, l'industrie, des institutions scientifiques ou académiques, des médias et des ONGs qui selon l'opinion du Premier Ministre ont un rapport avec les fonctions de la Commission.

Ses tâches comprennent:

- Défendre la cause du développement durable auprès de tous les secteurs, évaluer les progrès et construire un consensus sur les actions à entreprendre;
- Identifier les processus ou politiques qui vont à l'encontre du développement durable et proposer des alternatives à l'approbation du gouvernement;
- Identifier les tendances qui s'opposent au développement durable, qui ne sont pas prises en compte dans les actions planifiées et faire des recommandations pour renverser ces tendances;
- Encourager une prise de conscience sur la nécessité d'un développement durable;
- Stimuler les bonnes pratiques d'utilisation et de gestion des ressources naturelles, en particulier leur économie et la réutilisation par le recyclage;
- Préparer la Stratégie nationale de développement durable.

- Remplir les autres fonctions relatives au Développement Durable assignées par le Premier Ministre.

Par sa composition, la Commission est reliée au Concile maltais pour le développement économique et social et l'Autorité maltaise pour l'environnement et la planification. Des liens existent entre les Plans d'action nationaux pour l'Emploi et l'Insertion sociale. Cependant il n'existe pas encore de liens entre le Plan d'ensemble pour le Développement National et le processus de Financement structurel.

Les conseils locaux, le secteur privé, les ONGs sont représentés. Un fonds spécial est affecté pour la participation des ONGs. Tous les secteurs sont représentés et ont été invités à commenter la version préliminaire de la stratégie. Une conférence nationale et des consultations ont permis au public et aux différentes organisations de se prononcer. Des réunions de consultation ont eu lieu pour permettre aux groupes importants tels l'industrie, les femmes, les autorités locales, la jeunesse, les secteurs du transport, de l'énergie, de la construction et les syndicats de réagir sur le document. De plus pour comprendre l'opinion, les préoccupations et les perspectives de la base, des groupes focaux ont été mis en place pour impliquer un public varié comprenant les clubs de village, les jeunes mères, les étudiants en droit et en agriculture ainsi que les élèves des écoles

Un site Web a été créé pour renforcer la consultation. Les autres instruments de communication comprennent la conférence nationale, les programmes radio ainsi que des réunions de discussions avec les groupes clé.

Source: <http://home.um.edu.mt/islands/ncsd/>.

Tableau 5 Exemples de mécanismes permettant d'impliquer les différentes parties prenantes: coordination, participation, consultation, consultation, communication
(par souci de conformité avec les documents UNDSA, on a conservé l'intitulé en Anglais).

	Cadre de travail (date d'adoption))	Organisation de tutelle	Entité de pilotage	Implication des différents secteurs	Contribution à la préparation	Consultation durant la préparation
Albanie	NEAP (2001)	Ministry of the Environment, Development and Foreign Aid coordination (DEDAC)		Various decision-making and implementation inter-ministerial structures (committees, board), inter sector working groups	Expert consultations	Workshops and National meeting with stakeholders. National conference on Environnement and Développement Durable(2002)
Algérie	Plan d'Action National for Environnement and Développement Durable(NAPE-SD, 2002)	Ministry of Land Management and Environment	High council of Environnement and Développement Durable(1994)			
Bosnie et Herzégovine	NEAP (2002)	NEAP Directorate	National Steering Committee for Environnement and Développement Durable(2002)	Environmental Steering Committee	NEAP Steering Committees	Workshops with stakeholders
Croatie	NEAP (2002)	Strategic Planning Office				Workshop with stakeholders. Public hearings on EIA
Chypre	EAP (1996) Action Plan for the Protection of the Environment	Ministry of Agriculture, Natural Resources and Environment	Council for the Environment	Comité pour l'environnement		
Egypte	NEAP (1999) Agenda 21 national	Egyptian Environmental Affairs Agency		EEAA Board of Directorates; Environment units in sector ministries and in local governments	EEAA Board of directorates include representatives from the line ministries headed by the minister of state for environmental affairs .	consultation and participatory process with all relevant stakeholders, including the NGOs, local community
France	SNDD (2003)	Ministry of Ecology and Sustainable Développement	French Commission of Développement Durable(CFDD)	Inter ministerial Committee of Environnement(CIEN) Inter ministerial Committee of land planning and management (CIADT), SD focal points in concerned	National Council	Meetings with stakeholders, Parliament, Economic & Social Council. Meetings to discuss the Environmental Charter

Grèce	SNDD (2202)	Ministry of Environment, Physical Planning and Public Works	Coordination Group for Sustainable Développement	ministries Coordination Group for SD	Comité interministériel	Workshop
Israël	Strategic Plan for Développement Durable(2003)	Ministry of Housing and the Interior, Jewish Agency Settlement Dpt. Israel Lands Administration	National Council for the Environment, Harmonization Task Force		Expert consultation	Israel Economic Forum on the Environnement(1991)
	Cadre de travail (date d'adoption))	Organisation de tutelle	Entité de pilotage	Implication des différents secteurs	Contribution à la préparation	Consultation durant la préparation
Italie	Environmental Stratégie for Développement Durable(2002)	Ministry of Environment and Land Protection, Dept of Sustainable Développement	Committee for Agenda 21 implementation			Workshop with stakeholders
Liban						
Libye						
Malte	SNDD being prepared	Ministry of the Environment, Environmental protection dept.	Commission nationalefor Développement Durable(2001)	Through NCSD	Commission nationalefor Développement Durable(2001)	
Monaco						
Maroc	National Stratégie for Environnementand Développement Durable(1995) Plan d'Action Nationalfor Environ.(1998)	Ministry of Land Management, Water and Environment, State Secretariat for the Environment	National Council of Environnement(1995)			
Monténégro	Sustainable Stratégie of the Ecological State of Montenegro (1996)	Ministry of Environmental Protection and Physical Planning	National Council for Développement Durable(2002)		Expert consultation National Council of Environment	
Slovénie	NEAP (1999)	Ministry of Environment, Spatial Planning and Energy	Slovenian Council for Sustainable Développement		Slovenian Council for Développement Durable(1997)	
Espagne	Draft SNDD (2002)	Ministry of Environment	National Council for Climate Environmental sector conference Council for Environmental evaluation	Inter-ministerial commission for coordination Network of environmental authorities (1997)	Inter Ministerial Commission	Territorial Administrations, Economic & Social Council
Syrie	NEAP (2001)	Ministry of Environment				Workshops with stakeholders

Tunisie	Agenda 21 national(1995)	Ministry of Environnement and Land Planning	Commission nationale of Développement Durable(1993)			Workshop with stakeholders
Turquie	NEAP (1998)	National Committee	Higher Council for Environment, Environnement National Council			Workshop with stakeholders

Implication des parties prenantes durant la formulation de la stratégie

La plupart du temps, la stratégie est préparée sous la responsabilité générale du Premier Ministre. En fait elle n'est que rarement confiée aux services du Premier Ministre mais incombe plutôt à l'agence gouvernementale de tutelle.

Les stratégies sont en général préparées sous la direction des ministères de l'environnement, ce qui explique en partie l'accent sur l'environnement. Les agences centrales de planification ou les ministères des finances y jouent rarement un rôle primordial. Des exceptions existent toutefois en Croatie et en Israël.

Ce sont en général les ministères de l'environnement qui apportent la principale contribution et rédigent une première version³⁵. Différents ministères sectoriels participent à des degrés divers selon le pays: simple consultation par le biais de commissions interministérielles (ex. En Espagne, une Commission interministérielle a coordonné les inputs de 12 Ministères) ou contributions substantielles lors de comités techniques. Parfois des experts individuels, nationaux ou expatriés sont mis à contribution (ex. consultation d'experts organisée par l'Etat du Monténégro pour préparer sa stratégie). Dans le cas où la Stratégie a été préparée avec un appui extérieur (ex. La Banque mondiale a appuyé le PANE en Bosnie et Herzégovine), la contribution de consultants étrangers peut être significative.

L'intensité et la fréquence de l'implication des parties prenantes varient considérablement selon le pays. La création d'une commission, d'un comité ou d'un conseil national (ex. Turquie, France, Maroc, Malte) et (ou) l'organisation d'ateliers permet la consultation des groupes principaux. Ces consultations peuvent être thématiques, alimenter la préparation d'une première mouture ou permettre d'obtenir des réactions sur un document préliminaire de stratégie. Sauf exceptions, la consultation n'est pas systématique ou intégrée dans un processus construit de préparation mettant ensemble les perspectives de la base et celles du centre. Dans seulement quelques cas la préparation de la stratégie a été décentralisée (ex. en Tunisie et en Turquie où des ateliers régionaux ont été organisés). Au delà de la participation des représentants des parties prenantes, l'interface avec le public se limite à l'organisation de séances publiques d'information sur les intentions du gouvernement en matière de développement durable.

Dans la préparation de leur stratégies les pays suivent le même schéma de participation. Cependant la profondeur, le timing, les objectifs et l'amplitude des consultations varient de façon significative comme le montrent les exemples suivants:

En **Tunisie**, le Ministère de l'environnement et de l'aménagement du territoire a été chargé de préparer l'Agenda 21. Il a été assisté par le Commission nationale du développement durable elle-même appuyée par un comité technique et divers comités sectoriels. La préparation de l'Agenda 21 national s'est appuyé sur une très large consultation aux niveaux national et local.

Source: Ministry of Environnementand Land Management (1995). National Agenda 21. MEAT, Tunis

En **France**, par décision du Premier Ministre, le Ministère de l'écologie et du développement durable a été chargé de préparer la stratégie, stimuler et coordonner le processus de préparation. Toutes les institutions gouvernementales concernées

³⁵ Les PANEs préparés par les ministères de l'environnement sont souvent devenus les propres plans de ces ministères, empêchant ainsi une appropriation plus large par les autres agences.

ont apporté leur contribution, en utilisant les informations et les indications qui se sont dégagées d'un atelier d'un atelier de lancement organisé par le gouvernement.

Le gouvernement était très soucieux de faire largement participer les différents acteurs dans la préparation. Le Conseil national du développement durable a été mis en place pour impliquer les représentants de la société civiles et les autorités territoriales. Le conseil émet un avis et soumet ses propositions pour la préparation la mise en œuvre et le suivi de la stratégie nationale.

Au cours des réunions organisées pour discuter le Charte de l'environnement, les parties prenantes ont pu s'exprimer et leurs préoccupations ont été prises en compte dans la préparation de la stratégie. A la fin du processus de préparation, le Conseil économique et social et le Parlement ont été consultés.

Source: http://www.environnement.gouv.fr/actua/com2003/developpement_durable

Remarques et Observations sur l'implication des parties prenantes

On manque cruellement de renseignements sur la qualité de l'implication des parties prenantes. Il est par conséquent difficile de savoir comment et jusqu'à quel point les mécanismes de consultation ont effectivement influencé la stratégie.

Sauf dans certains cas comme la Tunisie et la Turquie, la préparation n'a pas été alimentée par des processus décentralisés. Les initiatives locales (partie 2.2.1) qui offrent l'occasion d'impliquer une variété d'acteurs n'ont pas été intégrées systématiquement aux stratégies nationales.

Pour impliquer les parties prenantes il faut: savoir qui elles sont; bien connaître leurs responsabilités, leurs champs d'action et leurs droits; comprendre les relations qu'elles entretiennent entre elles. Souvent les documents de stratégie se bornent à énoncer une liste habituelle et obligée de parties prenantes. L'absence de critères de participation clairement énoncés peut porter à mettre en question la représentativité de ceux qui y sont impliqués.

La participation se fait souvent en un seul événement. Des mécanismes pour une implication continue qui s'affineraient avec le temps n'existent que très rarement. Par exemple, la plupart des commissions nationales pour le développement durable ne se sont réunies qu'une seule fois depuis leur création.

L'implication des parties prenantes côté gouvernemental a été en partie abordée dans la section 2.2.1. Les acteurs non gouvernementaux peuvent être impliqués soit dans des structures indépendantes de type commission nationale, soit être adjoints aux groupes de travail interministériels. Dans les deux cas, leur degré d'influence demeure incertain. La question des compromis et les mécanismes d'arbitrage, points essentiels de la participation, ne sont documentés que très rarement.

La participation est un élément important de toutes obligations internationales liées au développement durable. La plupart des membres de l'Union Européenne ont ratifié la Convention d'Aarhus qui engage à inscrire les processus participatifs dans la législation nationale.

Réunions de consultation et Communication

Des réunions largement ouvertes organisées aux niveaux central et local sont l'occasion d'informer le public, parfois obtenir des réactions, moins souvent d'arriver au consensus³⁶. Comme décrit précédemment, ces événements prennent différentes formes: conférence nationale, ateliers thématiques ou sectoriels, forums, tables rondes, auditions publiques, consultations électroniques, etc.

La communication et une large dissémination de l'information sont primordiales. Les médias nationaux et locaux ont des fonctions essentielles dans le processus stratégique: informer sur les progrès réalisés, faire connaître le consensus auquel on est parvenu, encourager la participation, développer auprès du public la compréhension du développement durable. Les technologies modernes de l'information et de communication deviennent de plus en plus importantes. Comme l'indique le Tableau 6. *Sites concernant le développement durable*, la plupart des pays ont mis en place des sites spécialisés.

La situation est illustrée par quelques exemples:

En **Grèce**, un des objectifs de la stratégie est de promouvoir un processus transparent de participation de toutes les parties prenantes et d'appliquer les principes de la Convention d'Aarhus. Le Centre national pour l'environnement et le développement durable (2001) a été créé pour rassembler, organiser et disséminer l'information et les données de l'environnement, stimuler une prise de conscience, contribuer d'un point de vue scientifique aux politiques du gouvernement en matières d'environnement et de développement durable.

Un comité pour le libre accès à l'information environnementale a été établi(1995). Le Réseau panhellénique des organisations environnementales contribue à l'éducation et la conscientisation du public.

En **Albanie**, une priorité du PANE est le "développement de la connaissance environnementale et une plus grande participation du public".La participation des ONGs envisagée dans le PANE devrait permettre une prise de conscience des questions environnementales par le biais de médias, séminaires, conférences, de politiques permettant la participation publique dans la prise de décisions ainsi que le développement de standards environnementaux. L'Albanie a signé la Convention d'Aarhus le 25 juin 1998 et l'a ratifiée le 27 juin 2001. Ceci a constitué un résultat important pour la l'information et la participation du public. L'information environnementale est disséminée par la télévision, les média écrits et électroniques. Des pamphlets, posters et fiches d'information environnementales ont été produits et distribués.

Les publications régulières incluent le Bulletin environnemental du Ministère de l'Environnement, les Rapports sur l'état de l'environnement et les nouvelles quotidiennes sur l'environnement du REC. La loi de 2002 sur la Protection de l'environnement stipule que le système national d'information environnementale est accessible au public. Les informations sur le Ministère de l'Environnement sont disponibles sur Internet (<http://www.nea.gov.al>) et la TV la radio et des conférences de presse diffusent de l'information environnementale.

Israël est un exemple de communication et de conscientisation par le biais des ONGs. Les ONGs ont, entre autres, organisé des campagnes pour la protection des zones côtières. La prise de conscience du public a été déterminante pour la formulation des politiques en la matière. Au cours des dernières années, le public

³⁶ De façon générale, les entités représentatives se prêtent mieux à l'obtention de feed back et permettent d'arriver plus facilement à un consensus que les structure plus grandes et moins formelles.

s'est engagé activement contre l'urbanisation non contrôlée des côtes. Les ONGs sont ainsi parvenues à obtenir l'appui des décideurs et du public. Un forum des organisations impliquées dans les zones côtières a été établi. Lors des élections municipales de 1998, la conservation des zones côtières est venue au centre des débats, et l'engagement très marqué du public a conduit à des changements au sein des conseils municipaux, notamment à Haifa et Tel Aviv.

Tableau 6. Sites concernant le développement durable

Albanie	http://www.nea.gov.al
Algérie	
Bosnie Herzégovine	http://www.neappbih.ba/ http://www.bih.prsp.info/
Croatie	http://www.mzopu.hr/default.aspx?lang=en http://www.vlada.hr/default.asp?ru=2
Chypre	
Egypte	
France	http://www1.environnement.gouv.fr/rubrique.php3?id_rubrique=9 http://www.environnement.gouv.fr/actua/com2003/developpement_durable/dossiersnnd0 http://www.minenv.gr/1/18/e1802.htm
Grèce	
Israël	
Italie	http://www.minambiente.it/sito/news/strategie_sostenibilita.asp http://192.107.79.251/nuovo/home.htm
Liban	
Libye	
Malte	http://www.doi.gov.mt/en/bodies/commissions/sustainable_Developpement.asp
Monaco	
Maroc	http://www.matee.gov.ma/DAT/chart.htm http://www.minenv.gov.ma/ www.mepp.cg.yu
Monténégro	
Slovénie	http://www.sigov.si/cgi-bin/wpl/mop/en/meni3.htm http://www.gov.si/mop/en/kdosmo/delovnatelesa_workprogramme.htm http://www.esp-sostenible.org/eeds/contenidos.htm
Espagne	
Syrie	
Tunisie	http://www.environnement.nat.tn/commission.htm http://www.environnement.nat.tn/observatoire.htm
Turquie	

2.2.3. Utilisation, mobilisation et partage des connaissances

L'identification des priorités sur la base d'une analyse exhaustive et fiable de la situation est un principe fondamental de la formulation des stratégies³⁷. Ceci suppose: une information crédible concernant des conditions environnementales, sociales et économiques en perpétuelle évolution; la connaissance des tendances, des pressions et des réponses; ainsi que l'analyse des interactions des différents facteurs à un niveau donné ou entre les niveaux.

Sans avoir fait d'investigations détaillées, le Bilan des stratégies dans la Région rejoint les analyses faites ailleurs³⁸. Très souvent les stratégies sont fondées sur une analyse relativement superficielle, à partir d'informations et de connaissances déjà existantes dans les différents secteurs ou disciplines. Les problématiques sont rarement explorées du point de vue des interactions entre différentes dimensions, entre les différents enjeux aux niveaux local, national, ou de la planète, ou entre les court, moyen ou long termes³⁹. Une autre faiblesse de la formulation des stratégies semble être l'absence d'état des lieux qui permettrait de connaître les forces et faiblesses des stratégies déjà en place (ex. analyse des parties prenantes, analyse de durabilité, analyse des processus et mécanisme liés au développement durable). Entre autres, on n'a rarement procédé à l'analyse du cadre législatif afin d'examiner si certaines lois ou règlements ne vont pas à l'encontre du développement durable.

L'évaluation et la gestion des interfaces entre problèmes et objectifs sociaux, environnementaux et économiques se heurtent souvent aux capacités limitées. Il faut aussi reconnaître que le développement durable est complexe et que les scientifiques et experts n'en auront jamais une compréhension totale qui conduirait à des solutions acceptées de tous. Bien sûr il faudra toujours une expertise de spécialistes mais on devra la conjuguer avec d'autres types de connaissances, comme par exemples les savoirs traditionnels. A ce sujet, le Bilan n'a pas pu identifier d'exemples où les savoirs respectifs des différentes parties prenantes avaient été véritablement mobilisés.

Il existe peu d'information concernant les bases de connaissances pour le développement durable⁴⁰, bien que les sites Web de certains pays mentionnent les institutions impliquées dans la collecte et l'analyse d'informations et données liées à l'environnement et au développement durable. Tous les pays ont établi des systèmes d'informations environnementales plus ou moins sophistiqués (ex. Systèmes d'information géoréférencés). Les institutions chargées de la coordination, de la collecte et de la diffusion d'informations sur l'environnement ou le développement durable sont le plus souvent attachées aux ministères de l'environnement. On notera pour terminer que suivant les recommandations de la CSD, les pays se sont engagés dans la formulation d'indicateurs du développement durable qui devraient à terme contribuer à l'amélioration des bases des données et des connaissances sur le développement durable.

Les exemples qui suivent illustrent la situation dans la région:

³⁷ voir OECD Key Principles for sustainable development strategies Annex [www](http://www.oecd.org)

³⁸ Récentes évaluations conduites par UNDSA, OECD, IISD, etc.

³⁹ OECD DAC (2001). The DAC Guidelines. Strategies for Sustainable Development. Guidance for Development Cooperation. Development Cooperation Committee : "Technical capacity and methodological skills are required for such analysis, and for long-term planning. In practice, these skills tend to be lacking and many existing strategies are based on incomplete or weak analysis"

⁴⁰ Dans les profils par pays 2002 UNCED DESA. Le chapitre 35 *Science for Sustainable development* et le chapitre 40 *Information for decision-making* ne donnent pas beaucoup d'information concernant l'étendue et la fiabilité de la base des connaissances. t

En **Israël**, le Bureau central des statistiques et le Ministère de l'environnement ont développé des indicateurs de durabilité permettant notamment la communication environnementale aux décideurs et au public. Dans le cadre du projet régional MAP/Plan Bleu, Israël a participé au développement de 130 indicateurs de développement durable pour la Région. Le Bureau central des statistiques a créé une unité environnementale chargée de collecter et analyser les données sur l'état de l'environnement. L'Annuaire statistique contribue à la conscientisation des décideurs et du public. On a publié un livret de 11 indicateurs concernant les législations, la recherche, les déchets dangereux, les déchets solides, les transports, la qualité des eaux et de l'air, et les eaux usées.

A **Malte**, selon la Loi de protection de l'environnement, l'outil principal mis en place pour informer sur l'état des ressources environnementales est le rapport tri annuel sur l'état de l'environnement. Le dernier rapport a été publié en 2005. Par ailleurs, le partage de la connaissance se fait grâce au processus de consultations publiques inscrit dans les systèmes de planification de l'environnement et de l'aménagement du territoire. Dans le contexte de l'aménagement du territoire, les citoyens sont informés des propositions d'aménagement par voie de presse et ont la possibilité de réagir par écrit aux propositions ou directement lors de réunions de concertation. Des réunions de décisions, reconsidération, ou appels donnent l'occasion au public de formuler leur opinion. Ces réunions peuvent être invoquées par des tiers. La participation du public est aussi prévue dans les études d'impact environnemental dont font l'objet les grands aménagements. Les études stratégiques d'impact en vigueur doivent permettre une large consultation du public sur les plans et programmes.

La Convention d'Aarhus et les directives européennes ainsi que différentes obligations internationales relatives à l'accès à l'information ont été intégrées dans la Loi maltaise.

La série d'indicateurs de durabilité préparés par l'Observatoire maltais créé en 2000 (SI-MO), dans le cadre du projet MED-ERMIS constitue un bon outil d'évaluation des résultats du processus de développement durable. Le projet MED-ERMIS considère 100 indicateurs basés sur la méthodologie de la Commission pour le développement durable de la Méditerranée (3 parmi les 130 indicateurs 3 ne s'appliquent pas au cas de Malte). Cet exercice a été fait en collaboration avec le Bureau national des Statistiques. La dissémination des résultats a été faite par le biais d'un livre, d'un CD-rom interactif et d'une conférence de presse. L'Observatoire a également produit une vidéo d'information pour le grand public sur la nécessité du développement durable et la façon dont les indicateurs permettent de mesurer les progrès accomplis.

Une large consultation publique durant la préparation de la stratégie (SNDD) a permis de susciter et clarifier une variété de perspectives tant locales que nationales. Ces différentes vues ont été prises en compte dans l'amélioration du document préliminaire de la stratégie. Le processus de consultation est aussi un processus éducatif puisqu'il permet aux parties prenantes de se familiariser avec le développement durable, et d'améliorer leurs capacités à penser stratégiquement. Les sites Web mis en place par différentes entités gouvernementales (MRAE et MEPA) ainsi que les campagnes de conscientisation contribuent au partage de la connaissance. Des campagnes de conscientisation comme les campagnes du MRAE Xummiemu campaign (<http://www.xummiemu.gov.mt/malti/graphics/index.html>) and the MEPA Saving Rinu campaign (<http://www.mepa.org.mt/index.htm?WED2004/RINU.htm&1>) atteignent une large audience et permettent de renforcer les capacités des parties prenantes. Le secteur maltais de l'environnement bénéficie de projets de renforcement des capacités financés par l'Union Européenne dans le cadre de la transposition des Acquis Environnementaux.

Au **Maroc**, sous l'égide du Secrétariat d'état à l'environnement, le Laboratoire national de l'environnement entretient un système d'information et de données sur l'environnement, y compris les indicateurs de développement durable et systèmes d'information géographiques aux niveaux national et régional. On envisage la création d'un Réseau de développement durable pour faciliter l'accès et l'échange d'information entre parties prenantes.

Sous la tutelle du Département de l'aménagement du territoire, le Centre national pour l'aménagement du territoire et le développement durable, avec le concours des Observatoires régionaux collecte et analyse les données, évalue les études d'impact, appuie les autorités locales dans la préparation de plans de développement.

En **Tunisie**, l'Office tunisien pour l'environnement et le développement a un rôle central dans la gestion de la connaissance relative au développement durable. L'Office rassemble et diffuse, les données à partir des réseaux thématiques et fournit un service d'information aux différents partenaires. C'est l'Office qui a la charge de monitoring des indicateurs de développement durable. Le Réseau du développement durable qui implique différents acteurs est aussi un élément important dans la gestion de la connaissance.

Les autres institutions impliquées dans la gestion de la connaissance comprennent le le Secrétariat d'Etat pour la recherche scientifique et la technologie établi en 1991 et le CITET. La Tunisie est active dans les réseaux et partenariats régionaux visant à accroître la connaissance et les bases scientifiques: LIFE, CIHEAM, MEDURBS, MEDCAMPUS, MEDSPA, and METAP.

2.2.4. Organisation et Management du processus stratégique

Pour être efficace, une stratégie de développement durable demande un bon management qui assure le leadership, organise, coordonne et administre les différents processus, mobilise les ressources humaines et financières, et suit les résultats de façon continue. Ces fonctions sont assurées au mieux par une entité de coordination qui fait office de secrétariat.

Théoriquement le secrétariat ne devrait pas être responsable politiquement de la stratégie et ne devrait pas prendre de décisions stratégiques comme cela incombe à l'entité qui rassemble les différentes parties prenantes.

Dans la pratique, le secrétariat est le plus souvent établi dans le ministère chargé de conduire la préparation et la mise en œuvre et de ce fait se trouve responsable de la stratégie. Beaucoup d'exemples dans la Région montrent que la démarcation entre les rôles administratif et politique n'est pas toujours très claire. Souvent, les relations entre le secrétariat et l'entité regroupant les représentants des parties prenantes ne sont pas explicitées.

Bien qu'on ne puisse faire description systématique de la situation⁴¹, quelques exemples montreront comment les secrétariats s'articulent avec les autres entités impliquées dans la stratégie:

En **Tunisie**, c'est le Ministère de l'environnement et de l'aménagement du territoire qui conduit le processus. Il coordonne la mise en œuvre de l'Agenda 21. Il est appuyé par des agences spécialisées comme l'Agence nationale pour la protection de l'environnement et l'Observatoire tunisien pour l'environnement et le développement durable. Au sein de l'Agence nationale, l'Observatoire tunisien assure le rôle de secrétariat permanent, chargé notamment du suivi de la mise en œuvre.

En **Italie**, le Ministère de l'environnement et de la protection du territoire conduit la mise en œuvre. En plus de ses fonctions environnementales, le Département du développement durable au ministère est responsable de la promotion et coordination des programmes et projets pour le développement durable, et de l'actualisation et la gestion du plan national pour

⁴¹ L'annexe 5 décrit sous forme matricielle les éléments qui permettraient de caractériser un tel système de management.

le développement durable. Le Département est également chargé de promouvoir les accords volontaires, l'application de tarifications et taxations relatives à l'environnement.

Une des six commissions du Comité interministériel pour le développement économique est consacrée au développement durable. Un comité technique de cette commission prépare, en coopération avec le ministère, les rapports annuels d'évaluation de la stratégie sur la base de indicateurs de priorités. Le comité comprend des représentants du Ministère de l'économie, des autres ministères concernés, des Régions, des entités nationales responsables de l'information (ex. Agence nationale pour la protection de l'environnement et Institut national pour l'énergie, l'environnement et les nouvelles technologies).

Si le Ministère de l'environnement est responsable politiquement, les autres ministères, les ONGs environnementales, les syndicats, les entreprises les autorités locales et régionales sont tous impliqués dans la mise en œuvre de la stratégie.

Observation

On a peu de renseignements sur les capacités et ressources des secrétariats existants.

Des compléments d'information et un travail supplémentaire d'analyse seraient nécessaires pour décrire le fonctionnement de ces secrétariats.

3. ASPECTS PRINCIPAUX ET PRATIQUES PROMETTEUSES

Les Tableaux suivants récapitulent sous forme matricielle les sous chapitres précédemment consacrés à deux processus essentiels: "Intégration et convergence politique" et "Implication des parties prenantes".

Les principaux mécanismes et instruments y sont répertoriés ainsi que des exemples de pays où on les a mis en œuvre avec succès (tous les pays ne sont pas mentionnés).

Tableau 7. Processus: *Intégration et Convergence politique*

Composantes	Mécanismes et outils	Exemples
Développement durable dans les perspectives sectorielles	Directives et indications fournies aux différents secteurs Programmes sectoriels de développement durable Points focaux pour le développement durable dans chaque ministère technique Atelier d'harmonisation Comités interministériels et groupes de travail réunissant plusieurs secteurs	Grèce, Israël Grèce France Maroc La plupart des pays
Développement durable dans la planification générale et les budgets nationaux	Représentants du Ministère de l'économie et de la Commission de planification dans les entités de coordination ou pilotage Principes de développement durable intégrés dans les plans de développement économiques périodiques Comptabilité environnementale au niveau national	Croatie, Chypre La plupart des pays
Initiatives au niveau local	Agendas 21 locaux Initiatives de base (ex. eco école) Réseaux mondial, régional et national d'initiatives locales Initiatives volontaires au niveau municipal	La plupart des pays Malte Italie Espagne
Outils de planification et instruments économiques intégrateurs	EIE, ESI Principe pollueur-payeur, taxes environnementales Aménagement du territoire Eco management, audits environnementaux	La plupart des pays De très nombreux pays France, Maroc, Tunisie Italie
Liaison entre différents horizons de planification	Liens entre les buts et les objectifs immédiats quantifiés Stratégie contenant les modalités et plans de mise en oeuvre	Italie Tunisie

Tableau 8. Processus: *Implication des parties prenantes*

Composantes	Mécanismes et outils	Exemples
Implication des agences gouvernementales	Comités interministériels et groupes de travail	Tous les pays
Pilotage de la préparation et de la mise en oeuvre	Conseil national, Commission, Comité de pilotage, Comité interministériel élargi	La plupart des pays Malte
Consultation	Forum, conférence nationale e-consultation, consultation d'experts, Auditions publiques Evénements décentralisés Réseaux	France, Malte Israël Monténégro Croatie Maroc, Turquie Espagne
Communication et conscientisation	Media Sites Web	Maroc Malte

4. ENJEUX ET OPPORTUNITES

Ce chapitre met en lumière certains aspects et pratiques dans le Région.

4.1. Appropriation du processus et engagement des pays

La plupart des pays ont pris l'initiative de développer une stratégie nationale.

On rencontre souvent un appui politique fort de la part de personnalités influentes à un haut niveau du gouvernement. Que cet engagement soit effectivement partagé par différents secteurs et aux différents niveaux de la machinerie gouvernementale n'est pas toujours flagrant. Si on note fréquemment un soutien du gouvernement et des institutions locales, en revanche, il n'est facile d'apprécier jusqu'à quel point les différentes instances et parties prenantes s'approprient le processus stratégique. L'engagement politique ne se traduit pas encore complètement en terme de ressources financières qui seraient affectées à la préparation de la stratégie, ou allouées aux différents acteurs de la mise en œuvre.

Il est trop tôt pour affirmer que cet engagement est pris sur une base continue et à long terme. Cependant du fait des engagements internationaux pris par les pays, les gouvernements accorde au développement durable une certaine urgence en dépit du caractère long terme des problématiques.

Des mécanismes existent qui contribuent à la bonne gouvernance et une appropriation du processus par les différentes parties prenantes. Il faut y apporter beaucoup d'attention et d'efforts pour garantir une vision partagée de ce qu'il reste encore à accomplir.

En dépit d'une variété considérable de situations, la coordination du processus est en général assurée par une seule institution gouvernementale. S'il s'agit d'une agence technique ou d'un ministère sectoriel dont l'influence est limitée, alors il faut développer ses capacités de coordonner et conduire techniquement le processus.

Dans toute la Région, la décentralisation est une dimension importante des politiques gouvernementales. Au niveau local, les parties prenantes publiques ou privées ont démontré leur engagement pour le développement durable par diverses initiatives. En appuyant et coordonnant ces initiatives on parviendra à forger un engagement de tout le pays.

4.2. Intégration et Cohérence des politiques

Les pays s'efforcent tous de promouvoir l'intégration du développement durable et améliorer la cohérence des politiques.

Les secteurs qui ne sont pas directement concernés par l'environnement intègrent progressivement dans leur politique la notion de développement durable et ses trois piliers traditionnels. Cela ne signifie pas pour autant que les stratégies et programmes sectoriels se conforment aux objectifs de développement durable⁴². Il faut reconnaître que ceci n'est pas toujours possible pour tous les secteurs. L'interface environnement-économie est, au moins, mentionnée, et, au plus,

⁴²Les priorités de développement durable ne sont pas non plus reflétées dans les budgets sectoriels.

franchement abordée. Par contre il est inhabituel de voir traiter les interfaces entre aspect environnementaux et aspects sociaux, ou aspect économiques et aspects sociaux.

Comme c'est souvent le cas lorsque les mandats du gouvernement et les horizons de planification sont à moyen terme, la dimension temps du développement durable n'est pas facile à intégrer. L'établissement de liens entre les actions immédiates et les entreprises de longue haleine (et entre leur suivi continu et leur évaluation) demeure un défi majeur.

Grâce à la décentralisation, les initiatives locales ont pris de l'ampleur et sont largement reconnues. Il reste encore à les insérer dans le cadre d'un effort national. Si on veut parvenir à relier les actions ou priorités nationales avec celles qui sont locales, dans un processus dialectique forcément itératif, il faudra se départir de l'inclination naturelle pour la planification centralisée.

Pour ce qui concerne les outils de planification, les pays disposent désormais d'une panoplie de méthodes, d'instruments et de législations qui peuvent contribuer à l'intégration des différents aspects du développement durable. A l'instar des évaluations environnementales qui sont maintenant bien ancrées dans les législations et exécutées systématiquement (au moins au niveau des projets) les instruments économiques deviennent populaires parmi les décideurs. Bien que s'efforçant d'intégrer les différentes dimensions du développement durable, ces instruments demeurent souvent le pré carré des spécialistes, environnementalistes ou économistes. L'amélioration des méthodes et des capacités devraient contribuer à l'acceptation et l'appropriation de ces outils par un public plus large de parties prenantes institutionnelles ou individuelles.

4.3. Implication des parties prenantes

Les pays s'efforcent d'impliquer les différentes parties prenantes dans le processus stratégique. Comité national de pilotage ou forum sont les mécanismes de consultation les plus courants. Leur mandat et composition sont sensiblement identiques d'un pays à l'autre. Les rôles et responsabilités des participants ne sont pas toujours précisés. Le niveau et degré d'appropriation du processus par les parties prenantes varient considérablement d'un pays à l'autre.

Il reste difficile d'évaluer l'influence de ces mécanismes participatifs sur le processus de décision. Bien souvent, les relations entre l'entité de pilotage, l'agence gouvernementale chargée de conduire le processus et le secrétariat ne sont pas spécifiées. En particulier il existe rarement de directives ou indications sur l'organisation des consultations (quand, avec qui et comment?), et sur la façon de rendre les arbitrages et trouver des compromis entre des perspectives et intérêts contradictoires. Arriver à un consensus véritable demeure un enjeu majeur.

En général, le cadre des législations n'a pas été revisité et adapté pour permettre l'implication des parties prenantes dans le processus stratégique. On doit cependant mentionner l'exception des pays qui ont ratifié la Convention d'Aarhus, ou dans lesquels les procédures d'Etude d'impact environnemental donnent une large place à la consultation publique.

Le Bilan n'a pas pu trouver trace de système d'évaluation (ou permettant le feed back) concernant les événement ou mécanismes de consultation.

Toutes les agences gouvernementales qui sont chargées de l'information et de la communication mettent en œuvre les technologies modernes. Les media nationaux et les ONGs apportent également une contribution significative à la diffusion du concept de développement durable. On ignore jusqu' à quel point ceci crée une prise de conscience forte, modifie sensiblement les comportements, influence la gouvernance et responsabilise les différents acteurs.

4.4. Système de management

La plupart des secrétariats créés pour coordonner le processus sont confronté au même dilemme: assurer le leadership et maintenir un engouement pour le processus, tout en restant neutre politiquement et en arbitrant les conflits d'intérêt parmi ou entre les groupes les plus importants.

Les secrétariats souvent situés dans les agences chargées de conduire le processus (ex. ministères de l'environnement) n'ont pas toujours le savoir-faire spécifique (ex. coordination de processus impliquant une variété d'acteurs, analyse stratégique, communication et gestion des conflits, etc.) ou ont de la difficulté à obtenir les ressources humaines et financières complémentaires dont elles ont besoin pour assumer leurs fonctions.

5. INDICATIONS POUR LA PREPARATION DE CADRES STRATEGIQUES POUR LE DEVELOPPEMENT DURABLE

Le but de ce chapitre n'est pas de fournir des directives ou préceptes mais plutôt de mettre en lumière les aspects importants du processus stratégique. On espère ainsi aider les pays à inscrire le processus dans le cadre général des politiques et de l'administration nationales et permettre l'identification des mécanismes et procédures appropriés. En proposant un langage commun à tous ceux qui sont impliqués dans la préparation et la mise en œuvre, on peut aussi faciliter le dialogue dans le cadre d'une approche nationale spécifique. Les indications fournies peuvent également être utiles pour analyser ce qui existe déjà, ce qui a été accompli et la qualité des efforts accomplis. Enfin l'utilisation systématique par les praticiens de ce cadre générique peut faciliter le feed-back au niveau mondial, et améliorer le dialogue et les échanges d'expérience.

Dans un premier temps, on rappelle la définition, les caractéristiques, la structure et les éléments constitutifs des stratégies, tels qu'ils apparaissent dans les travaux du Comité d'aide au développement (DAC) de l'OCDE et les directives du Département des affaires économiques et sociales (DESA) de l'ONU⁴³. On donne ensuite des exemples de mécanismes et de procédés pour activer ou gérer les différents processus. On termine en proposant aux praticiens quelques indications pour développer les termes de référence du processus stratégique.

5.1. Traits fondamentaux du processus stratégique

Définition

Une stratégie de développement durable comprend "un ensemble coordonné de processus d'analyse, de débats, de renforcement des capacités, de planification et d'investissement visant à intégrer, dans la mesure du possible, les objectifs économiques, sociaux et environnementaux de la société, qu'ils soient immédiats et à long terme. Lorsque il n'est pas possible d'accommoder différentes perspectives, la combinaison des processus, par essence participatifs, si possible mutuellement bénéfiques et en constante amélioration, doit permettre de trouver et gérer des compromis".

*Caractéristiques et Principes*⁴⁴

Une stratégie nationale de développement durable en général comporte les caractéristiques et principes suivants:

⁴³ Les références indispensables comprennent: OECD DAC (2001). *The DAC Guidelines. Strategies for Sustainable Development. Guidance for Development Cooperation*. Development Cooperation Committee, OECD, Paris.

UN DESA (2002) *Guidance in Preparing a National Sustainable Development Strategy: Managing Sustainable Development in the New Millennium*. Background Paper No.13. (DESA/DSD/PC2/BP13).

Dalal-Clayton and Stephen Bass (2002). *Sustainable Development Strategies: A Resource Book*. IIED 2002. Compiled by Barry Dalal-Clayton and Stephen Bass for OECD and UNDP.

⁴⁴ Source: adapté de OECD DAC (2001), UN DESA (2002), and Dalal-Clayton and Stephen Bass (2002).

Intégration et cohérence: intégration des objectifs économiques, sociaux et environnementaux; convergence et synergies entre stratégies sectorielles et entre les différents niveaux; adoption d'une perspective intergénérationnelle

- Liaisons entre les problématiques et les actions dans les domaines social, économique et environnemental;
- Liaisons entre les différents secteurs;
- Liaisons entre les priorités et les actions des niveaux local, national, régional et mondial;
- Liaisons entre les long, moyen et court termes.

Large participation et partenariats efficaces

- Stratégie centrée sur les personnes;
- Vision à long terme commune, responsabilités pour la mise en œuvre bien définies et différenciées;
- Transparence;
- Accès à l'information pour toutes les parties prenantes et existence de réseaux efficaces;
- Canaux de communication bien établis;
- Partenariats impliquant le gouvernement, la société civile, le secteur privé et, si besoin, des institutions extérieures au pays.

Engagement du pays et appropriation du processus

- Volonté politique et leadership;
- Institution ou un groupe d'institutions fortes, portant le processus;
- Engagement fort et continu des parties prenantes;
- Bonne gouvernance;
- Vision stratégique commune avec un cadre temporel qui fait l'unanimité.

Développement des capacités et contexte favorable

- Construire sur la base des connaissances et des expertises existantes auprès des parties prenantes;
- S'appuyer sur les processus et stratégies déjà en place et au besoin les compléter.

Accent mis sur les résultats et cohérence des moyens de mise en œuvre

- Baser le processus stratégique sur l'analyse exhaustive des conditions et facteurs sociaux, économiques et environnementaux;
- Se fixer des objectifs à court terme qui soient réalistes, quantifiés et reliés à une vision globale;
- Définir des mécanismes permettant le monitoring, l'évaluation et de feedback;
- Lier le processus stratégique aux processus budgétaires et aux investissements.

Éléments constitutifs de la stratégie

Les éléments essentiels communs à toutes stratégies comprennent:

- Une vision à long terme comportant des priorités et des principes;

- Un ensemble de processus liés entre eux;
- Un agencement de différents mécanismes et outils;
- Une organisation qui permette de gérer les processus, assurer la cohérence et la coordination du tout, et qui serve de moteur au processus stratégique.

Étapes et éléments du processus stratégique⁴⁵

Parmi les étapes ou éléments on trouve des activités, des tâches opérationnelles et des décisions qui peuvent être ponctuelles, se répéter régulièrement ou s'inscrire dans la durée:

- Rechercher ou améliorer l'engagement politique des plus hautes sphères du pouvoir et des autres niveaux;
- Évaluer les avantages et bénéfices potentiels d'un processus stratégique;
- Obtenir de la plus haute autorité un mandat clair et le faire avaliser par les autres niveaux;
- Identifier les parties prenantes du processus stratégique, délimiter les différentes responsabilités, droits et devoirs de chacune; et définir les relations qui les lieront entre elles durant le processus;
- Obtenir l'accord de parties prenantes sur le rôle de chacune;
- S'assurer que les parties prenantes s'approprient largement le processus, en particulier la vision, les priorités et principes;
- Établir ou renforcer un comité de pilotage (ou l'équivalent) accepté de tous, comprenant l'ensemble des parties prenantes et représentant de façon équilibrée le gouvernement, le secteur privé et la société civile;
- Établir ou renforcer un secrétariat ou une entité acceptée de tous et ayant l'autorité suffisante pour coordonner et manager le processus;
- Mobiliser les ressources nécessaires. Identifier, obtenir et allouer en temps voulu et de façon transparente:
 - Les savoir-faire et les sources de connaissance;
 - Un appui administratif, juridique et institutionnel;
 - Les ressources financières;
- Brosser un tableau de la situation concernant les processus et mécanismes déjà en place:
 - Faire la liste des stratégies ayant trait au développement durable;
 - Identifier les problèmes traités, les visions, buts et responsabilités;
 - Identifier les mécanismes et processus utilisés dans ces stratégies;
 - Évaluer les performances et résultats des mécanismes en termes de succès, contradictions et manques;
 - Déterminer l'existence et le degré d'incohérence entre différentes politiques sectorielles et évaluer le travail nécessaire pour y remédier;
 - Identifier comment améliorer les synergies et établir des passerelles entre cadres stratégiques;
- Développer ou renforcer la cohérence et la coordination entre les cadres stratégiques relatifs à différents secteurs et à différents niveaux;
- Établir ou améliorer des règles de conduite:
 - Discuter et s'accorder sur la façon dont les décisions seront prises et les incertitudes résolues;

⁴⁵ Source: Dalal-Clayton and Stephen Bass (2002) modifié à partir de OECD DAC (2001)

- Coordonner les moyens de négociation, gestion des conflits et recherche de compromis;
- Définir un calendrier pour le processus stratégique et en informer les parties prenantes;
- Communiquer et promouvoir le concept de la stratégie;
- Prévoir ou renforcer les évaluations régulières, les débats, la communication permettant aux parties prenantes de jouer leurs rôles au mieux de leur capacités. Ceci peut comprendre la mise en place ou l'amélioration de:
 - méthodes d'analyse de la durabilité, des parties prenantes, des mécanismes et scénarios;
 - forums périodiques ou toute autre forme de participation des parties prenantes permettant d'atteindre un consensus et évaluer les progrès accomplis;
 - systèmes assurant un flux permanent d'information et la communication entre les différentes parties prenantes;
 - moyens pour planifier les investissements;
 - monitoring et mécanismes de contrôle pour évaluer le processus stratégique et ses résultats, y compris le développement d'indicateurs, normes et standards, code de conduite;
 - monitoring indépendant et un feedback vers le processus de décision.

5.2. Exemple d'organisation et de mécanismes

Implication des parties prenantes et Partenariats: Création ou renforcement d'une entité de pilotage⁴⁶

Afin d'assurer une bonne gouvernance de la stratégie et prendre les décisions importantes, une entité de pilotage impliquant les représentants des parties prenantes est jugée essentielle. Cette entité doit avoir (et être perçue comme telle) le pouvoir de formuler la stratégie, d'obtenir un consensus, et suivre les progrès en continu.

Ses fonctions principales sont:

- Faire comprendre aux décideurs le besoin et les avantages de la participation de toutes les parties prenantes;
- Encourager la participation durable des parties prenantes dans le processus stratégique de développement, mise en œuvre, monitoring et évaluation de la Stratégie, de ses résultats et impacts ;
- Superviser le processus stratégique, en particulier la représentation dans ce processus des parties prenantes;
- Assumer la responsabilité de nommer un secrétariat et le guider;
- Approuver le design du processus et les révisions éventuelles;
- Analyser les options politiques et techniques;
- Prendre des décisions politiques ou faire des recommandations aux autorités;
- En temps voulu, obtenir des autorités les décisions permettant d'activer le processus stratégique;
- Examiner et approuver les documents et rapports principaux et le cas échéant les soumettre aux autorités;
- Se faire l'avocat du processus auprès de tous ceux qui sont parties prenantes (gouvernement, secteur privé, société civiles et le cas échéant la

⁴⁶ Source: Dalal-Clayton and Stephen Bass (2002) modified from OECD DAC (2001)

- communauté des donateurs);
- Stimuler les partenariats pour la mise en œuvre de la stratégie.

La composition et les procédures de fonctionnement de cette entité sont au cœur du processus stratégique et en déterminent la crédibilité. Il est préférable que la présidence de cette entité soit assurée par une personne indépendante, connue et sans aucun lien privilégié avec un des groupes d'intérêts. L'entité de pilotage doit se réunir à intervalles réguliers.

Système permettant la coordination et gestion du processus: établissement d'un secrétariat⁴⁷

Pour être efficace, une stratégie requiert un bon système de management qui assure le rôle de leader dans le processus, organise, coordonne et gère les différents processus, mobilise les ressources humaines et financières, et suit en continu les résultats. Une entité de coordination, par exemple sous forme d'un petit secrétariat, permet en général de bien assurer ces fonctions:

- Organiser et coordonner les différents processus;
- Etablir la confiance et obtenir l'appui des principaux groupes politiques, les corps constitués et le cas échéant les organisations de donateurs;
- Planifier les activités, rencontres et événements;
- Faciliter l'établissement d'un calendrier pour chaque étape du processus stratégique, et s'assurer du suivi des décisions et des accords auxquels on est arrivé;
- Préparer les budgets et obtenir l'expertise et les ressources nécessaires;
- S'assurer de la définition claire du rôle de chacun dans la stratégie;
- Appuyer les groupes de travail et autre comités;
- Servir de point focal pour la communication, centraliser les questions et requêtes.

Ainsi le secrétariat ne prend pas de décision majeure concernant les grands objectifs, politiques ou autre. On ne s'attend pas non plus à ce que le secrétariat fasse tout par lui-même mais remplisse plutôt un rôle d'organisation, de point fixe et d'appui permettant la coordination au jour le jour dans le cadre d'un calendrier global. Le secrétariat doit commander le respect, retenir la confiance des parties prenantes et s'acquitter de ses charges de façon ouverte et impartiale. L'expérience montre que la meilleure place pour un secrétariat est au sein du gouvernement, attaché au bureau du Premier Ministre ou d'une autorité ayant un mandat transversal de coordination (ministères des finances, commission au plan). Quand un secrétariat se trouve au sein d'une agence spécialisée, le risque existe que la stratégie ne devienne ou ne soit perçue comme une activité dudit ministère sectoriel, et ne soit pas reconnue et appuyée par tous comme cela est indispensable.

Intégration et convergence politique: les Agendas 21 locaux⁴⁸

Dans une stratégie de développement durable il faut distinguer les problèmes pouvant se traiter au niveau national des autres (principe de subsidiarité). La convergence entre les approches de base et celles émanant du niveau national permet l'intégration politique et renforce la mise en œuvre. La décentralisation des décisions offre l'occasion de relier les initiatives locales aux processus stratégiques

⁴⁷ Source: Dalal-Clayton and Stephen Bass (2002) modified from OECD DAC (2001)

⁴⁸ Source: Dalal-Clayton and Stephen Bass (2002) modified from OECD DAC (2001)

nationaux. De plus, la formulation des Agenda 21 locaux donne l'occasion d'une planification détaillée traduisant concrètement les visions stratégiques.

A la suite de la Conférence de Rio, les gouvernements nationaux et locaux ont encouragé les Agenda 21 locaux. Dans les pays en développement, les donateurs, le PNUD en particulier ont apporté leur soutien. Différentes évaluations indiquent que les agendas locaux ont contribué fortement à l'adhésion et à la participation des citoyens et des collectivités. Les Agenda 21 locaux constituent une innovation majeure pour la planification locale du développement durable:

- Ils sont fondés sur une consultation large et coordonnée par les autorités locales, et font appels à ceux qui sont directement concernés;
- Ils permettent d'inclure les préoccupations locales dans les initiatives et niveaux de planification supérieurs;
- Ils constituent une façon efficace et juste d'identifier des objectifs communs, réconcilier des opinions divergentes et établir des partenariats entre le secteur publique, le privé et la société civile.

L'efficacité des Agendas 21 locaux dépend de leur transparence et de la capacité des gouvernements locaux. Ainsi, les exemples de succès proviennent souvent de municipalités où les gouvernements locaux sont les plus efficaces. Dans la mise en œuvre d'une stratégie de développement durable, un challenge important est l'harmonisation des règlements et normes nationaux et locaux. Les actions et les règlements au niveau local ne peuvent pas avoir d'effet durable s'ils ne s'inscrivent pas dans un cadre national. Leur efficacité dépend de la transparence et de la capacité des gouvernements locaux bien qu'ils puissent aussi en devenir les moyens de promotion. Ainsi la plupart des exemples d'influence bénéfique des Agendas 21 locaux provient de villes où les gouvernement locaux se sont améliorés. De même, la capacité et la propension des Agendas 21 locaux à intégrer des préoccupations mondiales dépend de réseaux d'appui nationaux ou régionaux, en notant cependant que les Agendas locaux permettent de leur côté le renforcement de ces réseaux.

Les Agendas 21 locaux couronnés de succès fournissent une source d'inspiration pour la planification stratégique du développement durable au niveau local mais aussi national et international là où l'établissement d'association d'autorités locales peut avoir une certaine influence. Les Agendas 21 locaux ont permis de créer de nouvelles et meilleures façon de gérer l'environnement au niveau local et d'impliquer un large spectre d'acteurs.

Le défi le plus important en matière d'efficacité demeure l'harmonisation des législations et réglementations nationales et locales. Ces dernières ne pouvant pas être efficaces si elles ne s'appuient pas sur les politiques et cadre législatif nationaux.

La préparation d'Agenda 21 locaux a fortement encouragé les gouvernements des villes et municipalités à partager leur expérience. On a pu ainsi identifier un certain nombre de facteurs de réussite:

- L'implication et l'engagement de différents secteurs, par le biais d'un groupe local de parties prenantes. Ce groupe assure la coordination et un rôle politique dans la préparation du plan d'action local pour le développement durable;
- La consultation des collectivités, des ONGs, des groupes religieux, des groupes professionnels, des syndicats pour arriver à une vision commune et identifier les actions prioritaires;
- L'évaluation participative des conditions et besoins locaux dans le domaine social, environnemental et économique;

- Des procédures qui permettent de suivre et rendre compte des progrès, et fassent que les participants se tiennent mutuellement pour responsables du plan d'action.

5.3. Termes de référence pour le processus stratégique.

La définition générale, les caractéristiques et la structure d'une stratégie nationale de développement durable sont couramment admises et largement appliquées, cependant les éléments constitutifs varient significativement d'un pays à l'autre.

A partir des éléments et exemples décrits précédemment les praticiens peuvent éventuellement développer les termes de référence du processus stratégique.

Cependant il ne faut pas penser que tous ces éléments sont nécessaires ou doivent être agencés de façon rigide. Certains seront mis en œuvre en parallèle ou seulement si le besoin s'en fait ressentir. Les termes de référence ne retiendront que les éléments adaptés à la situation spécifique du pays, en fonction de ce qui existe déjà et ne proposeront des nouveaux arrangements que si nécessaires. Il est indispensable d'adopter une approche souple et progressive.

Dans les termes de référence, on s'attachera, après avoir évalué ce qui a déjà été fait, à bien préciser le niveau d'intervention, les points d'entrées et les actions à conduire, les responsabilités et les ressources. Les termes de référence devraient comporter des indications sur les différentes étapes et passages obligés du processus.

ANNEXES

Annex 1 Questionnaire

Questionnaire sur les initiatives et stratégies nationales de Développement Durable dans la Région Méditerranéenne

Cadre Stratégique

- Quels sont les principaux cadres stratégiques relatifs au développement durable?
- Sur quoi mettent-ils l'accent et quels en sont les principes et domaines de priorité?
- Quels sont les arrangements institutionnels et les procédures de préparation, mise en œuvre et suivi?
- Y a-t-il des liens entre les différents cadres stratégiques et avec le processus de décision et le cadre général de planification nationale ?

Processus et Mécanismes

(i) Obtenir intégration et convergence dans les politiques

- Comment les préoccupations du Développement Durable sont-elles insérées dans les politiques sectorielles et la planification et le budget nationaux ?
- Quels instruments législatifs et fiscaux permettent l'intégration ?
- La décentralisation encourage-t-elle la préparation d'Agendas 21 locaux ?
- Comment les cadres politiques prennent-ils en compte les initiatives et les accords régionaux et internationaux ?

(ii) Implication des acteurs dans la décision et Partenariats

- Quels mécanismes de pilotage existent permettant de représenter les différentes parties prenantes dans l'élaboration ou la mise en œuvre des cadres stratégiques ?
- Quelles formes ont prises les consultations régulières permettant d'impliquer les parties prenantes de différents secteurs et à différents niveaux ?
- Quels systèmes de communication et d'information ont été utilisés pour informer et conscientiser sur le Développement durable?
- Quels partenariats ont été mis en place ?

(iii) Gestion et Renforcement de la Connaissance

- Quels outils ou systèmes exhaustifs existent pour comprendre l'état des ressources, les tendances qualitatives et quantitatives ainsi que les pressions qui s'exercent sur ces ressources ?
- Comment la diversité des connaissances chez les différentes parties prenantes alimente-elle la prise de décision ?
- Quels systèmes sont en place pour évaluer les résultats du processus de développement durable ?
- Quelles mesures sont prises pour renforcer la connaissance et les capacités des différentes parties prenantes ?

Systèmes de gestion

- Y a-t-il une institution catalyseur en charge de la coordination ?
- Quels en sont le mandat, l'organisation, la composition ? Qui en assure la présidence ?

Annexe 2 Système de gestion

(formalisé ou non , quels en sont les éléments ?).

	Entité de coordination et leadreship	Monitoring et indicateurs	Gestion de conflit et arbitration	Ressources financières y compris AOD	Capacité	Etapes, durée et cadre temporel	Communication
Albanie							
Algérie							
Bosnie Herzégovine							
Croatie							
Chypre							
Egypte							
France							
Grèce							
Israël							
Italie							
Liban							
Libye							
Malte							
Monaco							
Maroc							
Monténégro							
Slovénie							
Espagne							
Syrie							
Tunisie							
Turquie							

PART III

DRAFT COUNTRY PROFILES

(English only)

For information purposes as work is still in progress for these country profiles, that are in the most advanced stage at the time of printing this report. Other country profiles are being prepared.

The draft profiles presented hereafter concern the following Countries:

Bosnia and Herzegovina

Greece

Malta

Morocco

Tunisia

Turkey

Draft Country Profile: Bosnia and Herzegovina

1. Strategic Frameworks

Bosnia and Herzegovina is a State comprising two entities: Federation of Bosnia and Herzegovina (F B&H) and Republika Srpska RS and Brčko District.

The entities' Governments did not adopt any strategic programmes related to the implementation of sustainable development practices, although there were certain documents where the term of sustainable development and related issues was partly mentioned. The District of Brčko also did not make any significant steps in this direction. Nevertheless, National Environmental Action Plans (NEAP) have been prepared in both entities with WB support and in participation with the different stakeholders.

1.1. Major Strategic Framework relating to sustainable development

National Environmental Action Plan (NEAP, 2003)

1.2. Focus, Principles and Priority Areas

The intention of the NEAP is to facilitate the preparation of a unified environmental policy in the context of macroeconomic reforms, poverty reduction strategy and transition process.

According to the World Bank supported NEAP, the principles of sustainable development include: integration of environmental policy into the sector policies, partnership and share responsibilities, changes in behaviour/attitude in production and consumption, establishment of several instruments for implementation of set activities.

Eight priority areas of NEAP were established through a joint multidisciplinary approach (Water resources/wastewater, Sustainable development of rural areas, Environmental management, Protection of biodiversity and landscape diversity, Waste/waste management, Economy, Public health and Demining). Following this process, the participants and experts defined the priority measures and activities, which are a necessary precondition for undertaking actions in each of the above areas. As a result, in the open application process, the NEAP Directorate received over 450 project proposals coming from different priority areas.

1.3. Preparation and implementation aspects (Organization, Institutional and procedural settings, participation)

The preparation of the NEAP was coordinated by the NEAP Directorate composed of two co-directors, with two branch offices in relevant entity ministries responsible for environment, i.e. in Sarajevo (Federal Ministry of Physical Planning and Environment) and in Banja Luka (Ministry of Town Planning, Housing-Communal Services, Civil Engineering and Ecology). The Entity NEAP Steering Committees, Environmental Steering Committee, ministries in charge and the World Bank carried out supervision and follow-up of work, including coordination with other environmental projects and activities. Several workshops were organized involving major stakeholders.

1.4. Other relevant Frameworks and Linkages

- B&H Mid-Term Development Strategy also referred to as "Poverty Reduction Strategy" 2004-2007.

- Development of «Global Framework for Economic Development Strategy of Bosnia and Herzegovina for 2000 – 2004 – ENTREPRENEURIAL SOCIETY» adopted by the Council of Ministers of BiH (2000);
- «UN joint study for BiH», prepared by UNDP in cooperation with domestic experts (2000);
- Solid Waste Management Strategy in BiH (EU-PHARE project)
- Report on the Status and Need for Environmental Legislation in BiH, prepared by BiH – REC BiH) in the framework of REReP, and its project of Building Capacities in Southeast Europe for Accession to European Union (2002);
- Drafting of set of 5 environmental laws on entity level, coordinated between the entities (Framework Environment Law, Law on Water Protection, Law on Waste, Law on Protection of Environment and Law on Protection of Air) prepared by international consultants, with the assistance of EC-EU (2001);
- Establishment of institutional and organisational infrastructure at the state level, for coordination and management of environmental issues and GEF programme, adopted by the Council of Ministers of BiH (2002).

2. Processes and Mechanisms

2.1. Policy integration and convergence

2.1.1. Sector and institutional integration

While environmental protection focuses on the abatement of pollution and treatment of waste, sustainable development, on the other hand, as a model of development for Bosnia and Herzegovina, operates in the direction of overcoming all barriers – social, market, economic and technical (precisely in this sequence) with an aim to reconcile the economic and environmental conditions and requirements, looking at the development from the point of view of quality of life, and not from the point of view of physical growth of steel or electric power output. Overcoming the barriers in this order is the only proper way, because it requires a complex approach, which is the characteristic feature of the philosophy of sustainable development. The complexity implies a multisectoral approach, synergetic use of all kinds of potentials and active participation of all groups of population.

2.1.2. Regulatory and economic instruments

Bosnia and Herzegovina does not have in place, either at the state or at the entities level, the legislation that would regulate and harmonise, in synergy with the implementation of the fiscal policy of incentives and disincentives, the economical, cost-effective exploitation of natural resources, particularly potable water, energy, agricultural land and forests, along with the protection of environment. Specific laws exist at the level of entities (e.g. Environment Law, Water protection, Waste management etc.). EIA is compulsory in both entities.

The use of environment-related economic instruments is limited to fees for water supply and waste-water disposal services paid by all users.

Environmental Law was enforced in 2004 in both entities of B&H, F B&H and RS. It consists of set of six laws: Framework Environment Law, Law on Water Protection, Law on Waste, Law on Protection of Environment and Law on Protection of Air and Law on Eco Fund.

As the new law, it was elaborated in compliance with the EU policy and is based on EIA, IPPC and SEVESO II directives. The full application of this Law requires several important pre/conditions (capacity building - human resources and institutional strengthening). This Law prescribes application of different instruments as following:

- EIA procedure which has been in details elaborated in the Law and is being already applied according to the Law
- Integral Environment Permit (EIP) which is being applied, based on IPC but not yet on IPPC directive, as BAT and other referent documents are still not developed.
- SIA which has been prescribed but has not yet been applied
- Eco labeling which has not been applied, as it was considered as premature for current situation, due to lack of several important pre-conditions for application of such instrument. Guidelines on eco - labeling is still not developed.

The new (post-war) Laws on Construction and Spatial planning were adopted at entities level. RS adopted several long-term strategic programmes, which to certain extent, although not directly, touch upon the sustainable development issues. Perhaps the most significant among them is the Spatial Plan of Republika Srpska for the 1996-2015 period, i.e. the Staged Implementation 1996-2001 Plan, which specifically elaborates and accentuates the environmental protection segment.

However, only few regions such as Coastal strip - Neum Municipality has elaborated the new (post-war) draft Spatial Plan. The other Spatial Plans which are in force, origin from the pre war period why they are mostly neglected as obsolete and not adjusted to the current situation.

Only few of them are in a process of elaboration.

2.1.3. Decentralisation and Local level initiatives

Application of Local Agenda 21 is are under responsibility of the Authority at Cantonal or Municipal level. Elaboration of Local Environmental Plans (LEAP) was defined as one of the priorities in the NEAP for B&H.

The local communities from the cities of Tuzla and Bijeljina adopted Local Agenda 21. The city of Banjaluka, in cooperation with the cities from the Federal Republic of Germany, was drafting and preparing the implementation of the Local Agenda.

Local Environmental Plans (LEAP) are mostly coordinated by NGO and are elaborated by Municipal Authorities. Two Mediterranean Municipalities (Čapljina and Jablanica) have elaborated their LEAPs. In this moment, Austrian Government as well as SIDA are financing elaboration of two Local Agendas(LA for Sarajevo Old Town Municipality and LA for Srbac Municipality). Sarajevo Canton which consists of 10 Municipalities enacted decision on elaboration of Municipals and Cantonal Local Agendas.

2.1.4. Relation to regional and global initiatives

Barcelona Convention

B&H overtook Barcelona Convention and its four protocols, with succession from ex. Yugoslavia, (took effect on: 12.02.1978.). Consequently, the implementation of Barcelona Convention became obligatory for B&H as well as following Protocols:

- Protocol for the prevention and elimination of pollution in the Mediterranean Sea by dumping from Ships Aircraft or incineration at Sea, Barcelona, 16.02.1976 (Took effect on: 12.02. 1978.)
- Protocol concerning cooperation in combating pollution of the Mediterranean Sea by oil and other harmful substances in cases of Emergency, Barcelona, 16.02.1976. (Took effect on: 12.02.1978.)
- Protocol for the protection of the Mediterranean Sea against pollution from Land – Based sources (LBS) and Activities, Athena, 17.05.1980. (Took effect on: 17.06.1983.)

- Protocol concerning specially protected areas and Biological diversity in the Mediterranean (SPA), Geneva, 03.04.1982. (Took effect on: 23.03.1986.)

The adoption of the amendments to the Barcelona Convention (1995) and LBS Protocol (1996), as well as adoption of the new SPA Protocol (1995) is at the agenda of B&H.

MAP

Bosnia and Herzegovina ensured its place in Mediterranean Action Plan (MAP), by succession with former SFRJ in 1992. The Ministry of foreign affairs of B&H and Ministry of Physical Planning and Environment of Federation of B&H supported an idea of active participation of B&H in MAP and in June of 1997 appointed a National coordinator of MAP for B&H, Mr. Tarik Kupusović, Ph.D.C.E., and since then the MAP Office in B&H start with work. During the period 1998 – 2000 B&H MAP Office realized the project “Institutional Strengthening of MAP Office for B&H ” within the EU Life – Third Countries program. By this project, special attention was devoted to organizational and cadre strengthening of the Office by mobilization of the institutions which deal with the environmental problems and to transfer and knowledge dissemination to provide that all factors, interested and involved in the environmental problems of Mediterranean area (on local, cantonal and entity level), can be identified and solve the problems related to environmental protection and improvement. During the last years, B&H MAP Office, in cooperation with MAP Regional Centers, realized a few significant projects, his representatives participated on many MAP meetings and training courses and prepared the reports on state in B&H. In that way, by information and experiences exchange, B&H was in the position to strengthen human and institutional resources in all levels, to enable itself for defining and implementation of the strategy of environmentally sustainable development.

Danube River Protection Convention

Bosnia and Herzegovina is an observer to the Danube River Protection Convention. On behalf of B&H, Ministry for Urbanism, Civil Engineering and Ecology of Republic of Srpska has been elected as National Focal Point and referent center for the coordination of all activities and implementation of the Convention.

ICPDR

B&H has involved in the work of International Commission for the Protection of the Danube River ICPDR through its representatives in expert groups: Accident Prevention and Control Expert Group-APC EG; Ecology Expert Group-ECO EG; Emissions Expert Group-EMIS EG; Flood Protection Expert Group-FP EG; River basin Management Expert Group- RBM EG; Monitoring, Laboratory & Information Management Expert Group - MLIM EG; Members of the Expert Sub-Group on Economics within the RBM EG- RBM ECON ESG; GIS Expert Sub-group- RBM GIS ESG.

2.2. Stakeholders involvement in decision-making and Partnership

2.2.1. Actors and Steering Mechanism

The main Actors are listed here below (see 2.2.1., 2.2.2, 2.2.3 and 3.1)

A necessary parts of decision making process are:

- Steering Mechanism- Inter-Ministeriel or Steering Comities composed from different sectors stakeholders (Ministries for Agriculture, Water and Forestry; Ministries for Spatial Planning and Environment, Universities, Industries, Public Companies, NGOs, International Organizations) are being established for reviewing and following the work on any National or Entities level Project which deal with sectoral reforms (institutional, legislative, financial) and also with strategic and planning documentation.

- Public participation - each new draft of policy and strategic document, planning or construction documentation is being disposed to the public to their opinion.

2.2.2. Consultation

New state level body Committee for Sustainable Development and Environment and International Cooperation - (GEF program)

Council of Ministers of B&H adopted in may 2002. proposal for establishment of institutional and organizational structure (Committee) for environmental management and GEF programs in Bosnia and Herzegovina.

The Committee is composed of representatives from state, entities institutions, institutions from both entities, including Brcko District of Bosnia and Herzegovina. Committee consists of its bodies (administrative committees and sub committees), responsible for conventions and coordination of GEF programs and activities in Bosnia and Herzegovina. Ministry of foreign trade and economic affairs coordinates preparation of committee member's proposal, and forward it on confirmation to Council of Ministers.

Coordination of most significant international Conventions on water and environment protection will be responsibility of Sub-Committees, with headquarters in the above mentioned state and /or entities institutions (ministries). They will act as Focal Points on behalf of Bosnia and Herzegovina for the coordination of operation with international structures and governmental agencies of these conventions.

Inter-entity (F B&H, RS, Brčko District) water and environment bodies

Two steering committees, the Water Steering Committee (WSC) and Environmental Steering Committee (ESC) were established in 1998 with responsibility for co-ordination and co-operation between competent Ministries of the two Entities (F B&H and RS). The Government of Federation BiH and Government of Republic of Srpska has appoint members for WSC and ESC. Those Committees have only advisory role can provide expert assistance to the entities.

Environmental Steering Committee of BiH

ESC is involved in the following tasks:

- International contracts and programs related to the environmental issue,
- Cooperation with Republic of Croatia and Federal Republic of Yugoslavia in the field of environment,
- Harmonization (between two Entities) of existing and future environmental legislative, regulations, environmental action programs, monitoring, standards and information systems,
- Harmonization (between two Entities) of plans for urgent situations,
- Coordination (between two Entities) of all environmental activities to provide that BiH join European Union, as a member country.

It is important to emphasize that new entities Framework Environmental protection Laws recognize the existence of the inter-entity Steering Committee as a body for coordination of issues in the area of environment, and also provide for establishment of Entities' advisory councils for environment.

Commission for coordination of water management issues

The Commission deals with the following issues:

- International contracts in the field of water management,
- International water paths,
- International water management projects,
- Cooperation with Republic of Croatia and Federal Republic of Yugoslavia on the water related issues,
- Harmonization of present and future regulations from the water management field,
- Harmonization (between two Entities) and monitoring of water quality standards,
- Harmonization (between two Entities) of solid waste disposal programs – protection of water resources,
- Harmonization (between two Entities) and control of work of laboratories for monitoring of water quality and water streams categorization,
- Construction and reconstruction of water management facilities on the, and nearby the entity line,
- Facilities divided by the entity line,
- Gathering and exchange of data (inter-entity and international),
- Harmonization (between two Entities) of plans for flood protection and other urgent situations.

2.2.3. Communication and Awareness-raising

The NGOs are mostly involved in communication and information and raise awareness on sustainable development. They organize campaigns, training courses and workshops for public and are publishing publications on the topic of sustainable development and environmental protection.

It is not rare case that NGOs coordinate these activities in cooperation with some Ministries. In BiH, there is an increasing number of NGO dealing with the issue of environment, some of them giving particular attention to the term of sustainable development in their programmes. It is worth mentioning that these organisations in 2001 formed a joint association «Ekološki forum BiH» (BiH Ecological Forum), gathering 38 non-governmental, non-political, non-profit environmental protection organisations from all parts of Bosnia and Herzegovina.

Only few enterprises from both entities have adopted development plans based on the principles of sustainable development. The Chamber of Commerce of the Sarajevo Canton has a programme for organised introduction of sustainable development for its members. To date, they have organised, in the framework of the programme, many seminars for the representatives of SME on the topic of sustainable development and environmental protection. Of particular importance is the launching of the initiative on joint introduction of environmental goals as integral part of the management of enterprises.

Dissemination is ensured through web sites, medias (specialized TV broadcasts on state and private TV stations, Radio broadcast, newsletters)

Radio of the Federation has for several years been broadcasting once a week a half-hour show on the theme of environment, introducing the term of sustainable development. The Television of BiH has been broadcasting for more than fifteen years a TV show “Living with Nature”. The Radio of Republika Srpska has a similar weekly show. A dozen booklets were also published on the topic of sustainable development and environmental protection.

2.2.4. Partnerships

national
regional

- BiH Ecological Forum
- Adriatic Action Plan 2020 (Aap2020)
- Global Mapping
- Sustainable Agriculture and Rural Development (SARD) Initiative: People Shaping their Sustainable Futures
- Sustainable water management in the Balkan and Southeast Mediterranean area

2.3. Knowledge management

2.3.1. Indicators for sustainable development

B&H has not yet established and accepted system of sustainable development indicators. Through the work with European Environment Agency (EEA) and in European Observation Information Network (EIONET), B&H is involved in data collection and development of indicator system for B&H (DPSIR framework).

Federal Ministry of Physical Planning and Environment is a National Focal Point for EIONET.

In the scope of Program “130 Indicators for Sustainable Developments in the Mediterranean”, B&H was involved, through MAP Office, in the calculation of Indicators for B&H during 2000-2002.

3. Coordination and Management System

3.1. Mandate, Chairmanship, Membership and Organizational structure

There are several registered or active fora in Bosnia and Herzegovina dealing with coordination of environmental issues, regional international cooperation and programmes for environmental protection, either at inter-entity or state level, which are however not mutually linked and whose activities are not harmonised.

Institutional Capacities for implementation of Sustainable Development at the State level

Some of the governmental bodies are assuming an increasingly active role in the coordination and even in the implementation of the international agreements and programmes which have a direct impact on the process of approaching the sustainable development goal in Bosnia and Herzegovina:

- The BiH Presidency - in shaping the foreign policy and international relations of Bosnia and Herzegovina,
- The Council of Ministers - in creating the strategy and policy of social and economic development of BiH and meeting the international commitments;
- The Ministry of Foreign Affairs - in concluding international multilateral and bilateral arrangements and agreements for Bosnia and Herzegovina, and following the procedures for their ratification;
- The Ministry of Foreign Trade and Economic Relations – in coordinating the implementation of international treaties, agreements and programmes of social and economic reconstruction, transition and development, combating poverty and

implementing international environmental agreements and programmes (GEF) and coordinating natural resources management in the country;

- The Directorate for European Integration – in coordinating the European transition programmes and European Union projects, particularly SEE Stability Pact, and in harmonising the economic and environmental standards in Bosnia and Herzegovina with the European Union environmental policy standards.

Institutional Capacities for implementation of Sustainable Development at inter -entities level

The creation and establishment of these fora, associations and centres, although significant and useful, was unfortunately conducted in a totally uncoordinated manner. It was done on the basis of various agreements between entity governments, decisions of the Council of Ministers, by or with the assistance of international community and some of its key representatives in Bosnia and Herzegovina. Some of these fora did achieve significant results (like Environmental Steering Committee (ESC), but the way they were formed is yet another example of the previous inconsistencies of international community (which has a powerful influence on the overall legislative, organisational and institutional structuring of Bosnia and Herzegovina) and of the general overlapping of activities in the area of development and implementation of environmental policy in Bosnia and Herzegovina. The responsibilities, operations and actions of these fora are frequently overlapping and redundant.

Some of them have already been mentioned and described here above (2.2.2.) and the others are the following:

- Eco-Forum of Bosnia and Herzegovina (established in 2001 on the basis of an agreement of 38 different ecological societies, entity and regional associations of citizens for environmental protection)
- BiH Regional Environment Centre (established in 1999, as part of CEE REC),
- and
- Working Group of the Regional Environment Reconstruction Programme (REReP) • Inter-entity
- New arrangement of institutional and organisational infrastructure for environmental management and GEF programmes in Bosnia and Herzegovina, including the setting up of the highest forum – Steering Committee for Environment and Sustainable Development of Bosnia and Herzegovina, formed in accordance with the 16th of May 2002 Decision of the Council of Ministers of BiH, opens a new chapter in the treatment of these issues and creates very important preconditions for establishment and strengthening of international cooperation of Bosnia and Herzegovina in the area of formulation and implementation of sustainable development and protection of environment.

Hopefully, the establishment of these structures, and the restructuring of the previous ones, will prove to be a significant process that will enhance coordination and cooperation between all governmental and non-governmental agencies and organisations at the national, entity and regional levels, in their dealing with the backlog of problems in the area of management and protection of environment and sustainable development of the state of Bosnia and Herzegovina and its administrative units, i.e. the entities and the Brčko District.

It is important to note, that according to decisions of the Council of Ministers of Bosnia and Herzegovina, the coordination of the activities regarding environmental issues and natural resources management, including the coordination of energy policy and international cooperation on GEF programmes, as well as the elaboration of the national environmental laws, will in future be confided to the professional administrative structure at the state level, based in the Ministry of Foreign Trade and Economic Relations of Bosnia and Herzegovina.

The National Steering Committee for Environment and Sustainable Development (2002) involves a large representation (54) of government and non government bodies including NGOs. The Ministry of Foreign Trade and Economic Relations acts as Secretariat. It operates through sub-committees dealing with environmental issues (e.g. biodiversity, land degradation).

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Draft Country Profile: Greece

Context

Greece applies an integrated policy for sustainable development. The Ministry of the Environment, Physical Planning and Public Works as the main body for handling environmental policy, has launched a broad range project to deal with the problems that concern the quality of life. This project, incorporated in the Project and Planning Strategies of the 3rd European Union Support Framework, aims, in particular, at integrating the economy with the environment and incorporating principles, values, ecological awareness and priorities for sustainable development.

1. Strategic Frameworks

- a. Major Strategic Framework relating to sustainable development

National Strategy for Sustainable Development¹

In response to the European Council recommendations in Gothenburg 2000, Greece has prepared a NSSD based on the Sustainable development strategy of the European Union. The National Strategy for Sustainable Development was adopted in 2002 by the Council of Ministers. A review of its implementation is planned by 2010.

- b. Focus, Principles and Priority Areas

Focus

Recognizing the need for a balanced approach of all parameters which defines social prosperity in harmony with natural environment, Greece's NSSD provides clear directions for achieving environmental sustainable policies and guide the future work in the field of environment for the next decades. It focuses on:

- Support to entrepreneurship and competitiveness and the rational use of natural and man made resources.
- Poverty alleviation and support to social cohesion and solidarity.
- Protection and management of natural resources and addressing pressures from human pressures.

Principles

The Strategy is founded by general principles (Precautionary principle, Polluter pays principle. Equity and shared responsibility principles) and specific principles (Decoupling economic growth and environmental degradation, Sector integration, Emphasis on prevention and management rather than remediation and investment, Identification and management of carrying capacity as a basis for policies).

The Strategy has social and environmental objectives:

- Equal access to labour and common public goods and services with specific consideration for geographically disadvantaged areas: Poverty alleviation, Protection of vulnerable social groups, Prevention of labour market distortion.
- Environmental protection and management: Confrontation of climate change mitigation, Reduction of air pollutants, Reduction and management of solid waste, Management of water resources, Desertification control, Protection of Biodiversity and ecosystems.

¹ Ministry for the Environment, Physical Planning and Public Works (2002). *National Strategy for Sustainable Development*. MEPPPW, Athens.

Priority areas

Reduction of pressures on environment in relation to climate change abatement, reduction of air pollutants, reduction and rational management of solid waste, water resource management, desertification abatement, protection of biodiversity and natural ecosystems, sustainable management of forests. Sectors of action with specific targets (often based on EC Directives) are indicated.

Promotion of social solidarity policies in relation to equal access to employment (National action plan for employment, 2002), gender equal opportunities, access to public goods and services, prevention of exclusion risk, specific actions for vulnerable population groups. Sectors of action and targets are not specified.

The Strategy is implemented through an overall Operational Programme for sustainable development that is made of Sector (environment, competitiveness, transport, agriculture and rural development, education and labour) and Regional Operational Programmes.

- c. Preparation aspects (organization, institutional and procedural settings, participation)

NSSD was prepared by the Ministry for Environment, Physical Planning and Public Works (Lead Agency) assisted by an Inter-ministerial Coordinating Committee involving Economics and Finance, Development, Agriculture, Transport and the Merchant Marine. During the preparation, the National Centre for Environment and Sustainable Development organized consultation workshops with all stakeholders. Implementation aspects are not considered in the document.

- d. Other SD-relevant Frameworks and Linkages

In addition to sector OP (e.g. Operational Program for Environment, 1994-2000):

National Action Plan to Combat Desertification
National Action Programme for GGE Reduction and Climate Change Abatement Strategy.
National Strategy for Water Resources Protection and Management
National and Regional Planning for solid waste management

2. Processes and Mechanisms

- a. Policy integration and convergence
 - i. Sector and institutional integration

For particular sectors, NSSD indicates ways towards integration of the sustainable development into sector policies:

- Spatial policies based in particular on the General Framework for Physical Planning and Sustainable Development : regional restructuring, support to multi centred urban structure and metropolitan centres, land use planning and urban development, strengthening governance of urban centres.
- Energy sector: decoupling energy intensity from economic growth through economic instruments and cost internalisation, polluter pay principle, stimulation of private investment, use of renewable energy and cleaner fuels.
- Transport sector: decoupling transport emission from economic growth, development of public transport infrastructure, traffic flow management.
- Agriculture and fisheries: rational use of natural resources.
- Industrial sector: proactive measures and voluntary agreements.

- Tourism sector: special directives and programs for the sustainable development of Greek coastal zones and islands, promotion of alternative tourism).

The Ministries of Agriculture, of the Environment, Physical Planning and Public Works and of National Economy have prepared a manual setting out Greece's approach to poverty reduction, gender equality and the environment.

Integration of sustainable development concern into sector policies is being pursued. New integrated policies have been prepared in particular: Policy for regional development and strategic physical planning (including Regional and general spatial plans), Policy for urban development (including Schema for sustainable development of urban centres and consideration for urban governance, land use plans for urban areas over 2000 inhabitants.) Land policy, General framework for physical planning and sustainable development. Sustainable development of towns and settlements (1997) and Spatial Planning and Sustainable Development (1999) address the different sustainable development dimensions, and provide guidelines for integration and coordination of sector policies.

SD concerns are also addressed in Management plans for the Protection of National Parks, Wetlands, Marine Parks, Coasts and Monuments of nature, and Sensitive Areas

Environmental concerns has been integrated into Operational Programmes on Transport, Energy and Industry. According to OECD², “good integration has taken place in the energy sector and satisfactory integration in areas under the responsibility of the Ministry (physical planning, and housing policy) in other sectors efforts have remained ad-hoc”.

“The degree of horizontal coordination and institutional integration could be significantly improved. There is a relatively large number of public institutions and government agencies with environmental, social and economic responsibilities. The dearth of formal integration mechanisms and the strong hierarchical nature of Greek Public Administration make it difficult to formulate and implement sd policies. There is little culture of joint problem solving”.

ii. Regulatory and economic instruments

NSSD recognizes the importance of economic instruments (particularly incentives system and emissions trading) and assessment tools such as EIA and SIA. The importance of Information systems (collection, processing and dissemination) is also stressed.

The Council of State (High Court) has played a positive role in defining the content of framework environmental legislation and providing a practical interpretation of the term sustainable development in case law. The legal base of the Operational environmental program of Greece is the National Law for the protection of environment, the EC environmental regulations, and the directives and obligations with respect to international environmental agreements and conventions. The bulk of environmental legislation in Greece results directly from the transfer of European Community directives in the national laws.

Other relevant legislation include: Law on Spatial Planning and sustainable development (1999), Law on Economic Development Incentives (1998) and a Law on Sustainable development of towns and settlements (1997).

The creation of a National Environmental Inspectorate and the completion of Greece's National Cadastre are seen are important to enforce environmental legislation.

² OECD (2000). *Environmental Performance Review (1st Cycle) Conclusions and Recommendations 32 Countries (1993-2000)*. OECD, Paris.

EIA and SIA recognized as integration tools. Legislation³ on EIA (1990) made them compulsory according to a joint ministerial decision.

Setting waste standards: specific regulation, EIA, elimination of black spots
Directives Prevention of pollution of urban origin:
Regulation of fisheries

The utilization of economic instruments in specific sectors (water, waste management, air quality, natural resources management) is encouraged. Costs internalisation and pricing, and incentives emission trading in the context of Kyoto implementation are considered as important tools. Concerning the private sector, voluntary agreements and the development of eco labelling schema, cleaner production and green plans are encouraged.

iii. Local level initiatives

In a context of administrative devolution and decentralisation, the Ministry of Environment, Physical Planning and Public Works has supported projects for the implementation of local Agendas 21 in several municipalities.

iv. Relation to with regional and global initiatives

Greece joined OECD DAC in 1999. The Euro-Mediterranean Conference of Ministers of Foreign Affairs held in Barcelona in November 1995 set the year 2010 as the target date for the gradual establishment of the Euro-Mediterranean Free Trade Area⁴ (EMFTA). This is to be achieved by means of the Euro-Mediterranean Association Agreements negotiated between the European Union and its Mediterranean Partners, together with Free Trade Agreements between the Mediterranean Partners themselves.

Networking and interregional cooperation based on complementarity are considered important. Spatial and administrative reforms of the 13 regions of the country into 8 to 10 new regions have increased and leveraged the linkages within the European, Balkan and Mediterranean space.

Greece belongs to different networks Natura 2000 (EU), European environmental network, Specially protect areas of the Mediterranean.

MAP Specific

Greece is Party to the Barcelona Convention and its protocols. It has ratified MARPOL and all its annexes, and has launched activities to raise awareness among Greek seamen.

b. Stakeholders involvement in Decision-making and Partnership

i. Actors and Steering Mechanism

ii. Consultation

Public participation is required by the approving procedures of spatial and urban plans

³. OECD "The practice of EIA has contributed to integration and has worked better in some areas than others: in tourism, aquaculture, roads and major infrastructures, projects, the influence has been noticeable, but less so in other sectors (e.g. licensing of quarries)."

⁴ An independent sustainability impact assessment (SIA) study of EMFTA has been commissioned recently by European Commission to examine the potential impacts of agreed trade measures on sustainable development.

Through associations and corporations, major groups are indirectly represented in the Council of Agricultural Policy and the organisation of local Authorities. Environmental NGOs (e.g. Union of Biofarmers of Greece) and the Private sector are also represented.

National advisory committee on NGOs to formulate and recommend policies related to development NGOs. NGOs are involved in the Monitoring Committee of the Operational program on environment.

Workshops organized involving NGOs, the private sector, academia and local authorities on various strategy for information and awareness raising.

iii. Communication and Awareness-raising

Key objectives set out in the NSSD include the promotion of transparent and participatory processes involving all stakeholders and the implementation of Aarhus Convention principles. The National Centre for Environment and Sustainable Development (2001) was created to collect, organize and disseminate environmental information and data, raise environmental awareness, contribute scientifically to government policies and programmes concerning environment and sustainable development.

Committee for the free access to environmental information (1995).

Panhellenic Network of Ecological Organizations mainly active in education and public awareness

iv. Partnerships

There is a limited number of private sector initiatives.

The Hellenic Centre for Business (ELKE) has programmed an integrated pilot project for the development of tourism infrastructures according to sustainable development principles.

Greece is also involved in SD-related regional and global partnerships:

Adriatic Action Plan 2020 (Aap2020)

Cement Sustainability Initiative,

The DestiNet

Development and implementation of new, improved and tailored methodologies, tools and materials for training and capacity building on mainstreaming gender in integrated water resource management.

EU Water Initiative: Water for Life

Euro-Mediterranean Water and Poverty Facility (EuroMed WPF)

Global Mapping

Hydrogeology of Mediterranean wetlands (HYDROHUMED)

Integrated framework of tools for implementing sustainable development in small islands (SUSTIS)

MeditAIRaneo

My Community, Our Earth (MyCOE) - Geographic Learning for Sustainable Development

Network of regional governments for sustainable development (NRG4SD)

Sustainable water management in the Balkan and Southeast Mediterranean area

World Institute for sustainable humanity (AWISH)

c. Knowledge management

i. Comprehensive tools

National Environmental Informatics Network.

The creation of the National Centre for Sustainable Development is an important step for both improving reporting on environmental issues and strategic sustainability planning.

- ii. Indicators for sustainable development
- iii. Leveraging the stakeholders' knowledge diversity
- iv. Capacity development.

3. Management System

The Ministry of Environment, Physical Planning and Public Works is in charge of the coordination of the NSSD.

The Inter-Ministerial committee for Sustainable Development (2002) comprises all Secretary-Generals of co-competent Ministries. The Committee provides guidance and oversees the NSSD implementation.

The Coordination Group for Sustainable Development involves, in addition to the previous ministerial representatives, NGOs, academia and institutes on an ad-hoc basis. Other inter ministerial committees exist in the context of Nature 2000 and the national implementation of the international Conventions (Climate Change and Desertification).

- a. Mandate, Organizational structure, Membership and Chairmanship
- b. Human and financial resources

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Draft Country Profile: Malta

Context

1. Strategic Frameworks

a. Major Strategic Framework relating to sustainable development

A first draft of Malta's National Strategy for Sustainable Development (NSSD) has been prepared by the National Commission for Sustainable Development (NCSD) and extensive public consultation with major groups based on the Agenda 21 model has been completed. The final draft is being prepared.

b. Focus, Principles and Priority Areas

The Malta statement at the World Summit on Sustainable Development Johannesburg identifies the priority areas on which projects are focused: Marine and coastal areas of Northwest Malta, Solid waste management strategy, the Regeneration of Valletta and the development of a Sustainable transport system.

Priorities for the National Strategy for Sustainable Development are currently being identified through a series of public consultation meetings.

c. Preparation aspects (Organization, Institutional and procedural settings, participation)

The body responsible for preparing the NSSD is the NCSD. The legal framework for this body is provided in the Environment Protection Act (Act XX of 2001, Cap 435). The Commission is chaired by the Prime Minister or the Minister in his absence, and is composed of:

- (a) all Ministers *ex officio* or their representatives;
- (b) two members of the House of Representatives, one appointed by the Prime Minister and the other by the Leader of the Opposition;
- (c) a representative of the (Malta Environment and Planning) Authority;
- (d) the Chairman of the Malta Council for Economic and Social Development *ex officio*;
- (e) Representatives of such public entities as in the opinion of the Prime Minister are relevant to the functions of the Commission;
- (f) a representative of the association of local councils;
- (g) Representatives of organizations which represent or have an interest in business, industry and/or industrial relations, scientific and academic bodies, the media, and other non-governmental organizations, which in the opinion of the Prime Minister are relevant to the functions of the Commission.

The Commission has the following functions:

- (a) to advocate sustainable development across all sectors of Malta, review progress in the achievement of such sustainable development and to build consensus on action needed to achieve further progress;

- (b) to identify any relevant process or policy which may be undermining sustainable development and propose alternative processes or policies to the Government for adoption;
- (c) to identify trends which may significantly give rise to unsustainable development and which will not be reversed on the basis of current or planned action, and recommend action to reverse such trends;
- (d) to increase awareness of the need that development must be sustainable;
- (e) to encourage and stimulate good practice in the use and management of natural resources, in particular their minimal use and maximum reuse by recycling in an environmentally sustainable manner;
- (f) to prepare a National Strategy for Sustainable Development; and
- (g) to carry out such other functions in relation to sustainable development as may be assigned to it by the Prime Minister:

d. Other relevant Frameworks and Linkages

Through its composition the NCSD has links to the Malta Council for Economic and Social Development, and the Malta Environmental and Planning Authority, which prepares national spatial and environmental plans. Linkages between the National Action Plans for Employment and Social Inclusion are being established. However links to the overall National Development Plan/Structural Funding process have not yet been developed.

2. Processes and Mechanisms

a. Policy integration and convergence

i. Sector and institutional integration

This is carried out through work of the National Commission for Sustainable Development, particularly through the National Strategy for Sustainable Development process, and through consultations that regularly take place within government. Through the budget process, Malta has recently adopted an eco-contribution system targeting the costs of waste management and disposal.

ii. Regulatory and economic instruments

EIA and SEA procedures are in place in accordance with EU and national legislation. Malta's national land-use planning system takes environmental concerns into account, such that it attempts to internalise social and environmental costs through mitigation of impact and planning agreements. The merger between the Environment Protection Department and the Planning Authority in 2002 ensured a closer coordination between spatial and environmental planning.

Various fiscal instruments are in place, and Malta currently uses taxes, fees, subsidies, performance bonds, grants, and a form of tradable permits (to control off-road recreational driving). Recent developments in the field of economic instruments include the introduction of a new 'eco-contribution' introduced on several products. Malta operates a successful bottle return scheme for soft drinks, beer and bottled water. The water pricing regime was also adjusted to reflect more closely the actual cost of water production during the last years. In addition, for a wide range of environmentally sensitive activities, an Environmental Permitting Strategy is under preparation, which will introduce a new regime for Environmental Permit fees based on risk. Recognizing the potential for further application of the Polluter Pays principle through economic instruments, the Malta Environment and Planning Authority will

shortly embark on a project assisted by the EU entitled "Building Capacity to introduce the Polluter Pays Principle through the use Economic Instruments to Implement the Environmental Acquis".

The Malta Tourism Authority operates a tourism eco-labelling scheme, introduced in 2002 during Eco-Tourism year, and Government is in the process of setting up a Green Leader network with green contact points in all government departments. Together with a programme to promote green public procurement, this process will initially target the areas of waste and energy.

iii. Decentralisation and Local level initiatives

Malta's experience with Agenda 21 so far has been limited to schools. A number of schools are members of an Eco-Schools project that aims to empower school children to participate, act and be responsible for their school's environment in line with Local Agenda 21 principles. This aim also extends to encouraging environmental responsibility both at home and in the wider community. For more information on this project contact the Malta Environment and Planning Authority.

iv. Relation to regional and global initiatives

The NSSD takes into account the obligations entered into by Malta, both at Mediterranean, EU and UN level.

b. Stakeholders involvement in decision-making and Partnership

i. Actors and Steering Mechanism

The local councils, private sector and NGOs are represented in the NCSD. Specific funds are allocated to NGOs by the government. The NCSD was set up on the basis of the Environmental Protection Act XX of 2001. It is chaired by the Prime Minister and is composed of all ministers, Representatives of Parliament, the Malta Environment and Planning Authority, the Council for Economic and Social Development, other public entities, local authorities as well as representatives of academia and NGOs. The NCSD's tasks are to advocate sustainable development across sectors, review progress, and build consensus on actions (see extracts from legislation above). Its role is to identify problem areas and unsustainable trends and make recommendations, answering to the Prime Minister. It also has the task of preparing the NSSD.

ii. Consultation

All sectors are represented on the NCSD and have been invited to provide comments on the draft NSSD. The Strategy was launched for public consultation during a National Conference in April 2004. Consultation meetings on the Strategy were set up to provide major groups such as industry, women, local authorities, science, youths, the transport, energy and construction sectors and unions with the chance to give detailed reactions to the document. In addition, with a view to understanding the opinions, concerns and perspectives of the grassroots, focus groups were held with members of the public from different backgrounds, including village band club members, young mothers, law students and agriculture school students.

iii. Communication and Awareness-raising

An NCSD website is being set up to support the NSSD consultation process (see <http://home.um.edu.mt/islands/ncsd/>). The other formal communications tools have been the national conference, radio programmes and consultation discussion meetings with major groups (see above).

iv. Partnerships

The main partnerships to be established have been through the NCSD. For example, after a presentation by the Employment Training Cooperation (ETC) of the Malta National Action Plan for Employment, it was decided to organise a Conference on Green Jobs Creation in cooperation with the Employment Training Corporation and Malta Enterprise.

Malta has also launched an international partnership called SUSTIS with a view to carrying out research on tools for implementing sustainable development in small islands.

c. Knowledge management

i. Comprehensive tools

The main comprehensive tool used to monitor the state of resources and the pressures on them is the State of the Environment Report, which is published in accordance with the Environment Protection Act, every three years. The next State of the Environment report will be published in 2005.

One of the most important avenues for knowledge sharing is the statutory public consultation process embedded with the environmental and spatial planning systems. In the spatial planning context, citizens are alerted to development proposals through site notices and newspaper advertisements, and they have the opportunity to make written submissions on projects. Opportunities to voice opinions are given during decision-making meetings, during reconsideration meetings, and during appeals, which can also be launched by third parties. For larger developments, public involvement in EIA processes is also provided for. When the SEA Directive comes into force plans and programmes will also be subject to extensive public consultation.

The Aarhus Convention and related EU Directive also provide for public involvement in decision-making and Maltese law transposes this in accordance with these international commitments.

ii. Indicators for sustainable development

One tool used to assess the outcomes of sustainable development processes is the sustainability indicators set prepared by Sustainability Indicators – Malta Observatory (SI-MO). This Observatory was established in November 2000 to meet the requirements of the MED-ERMIS (Malta) project.

The MED-ERMIS project involved the computation of 100 indicators based on the Mediterranean Commission for Sustainable Development (MCSDD) methodology (3 out of the 130 indicators were not applicable for Malta). This exercise was carried out in collaboration with the National Statistics Office. The work was disseminated as follows: a book was published with the data sheets for each of the 100 indicators, containing data and main trends over the 1995-2000 or 1995-2001 periods, and useful information about 27 indicators for which data could not be obtained. An interactive compact disc, with an accompanying manual, containing all the research output of SI-MO was produced and disseminated. A

press conference was organised during which the press was briefed on the meaning and importance of these indicators.

Another initiative that SI-MO (Malta) took in order to increase public awareness on issues of sustainable development and sustainability indicators was the production of a fast paced 25-minute video. This video was aimed at the general public and it explained the need for sustainable development and how sustainability indicators can be used to gauge a country's performance in this respect.

iii. Leveraging the stakeholders' knowledge diversity

With respect to the preparation of the NSSD, through the process of wide public consultation, at national, regional, sectoral and grassroots levels, a broad range of perspectives on sustainable development have been elicited. These views will be woven together to update the draft NSSD and identify priorities. Otherwise the wide membership of the NCSN helps to ensure that knowledge diversity is incorporated into the sustainable development policy processes.

iv. Capacity development

Stakeholders present on the NCSN have numerous opportunities to learn more about sustainable development policymaking, and the consultation process itself is educational in that it helps citizens and organisations to think strategically and prioritise what they consider important sustainable development issues. Communications tools such as the MRAE and MEPA websites also build up the knowledge and capacity of stakeholders, but ongoing media awareness campaigns such as the MRAE *Xummiemu* campaign (<http://www.xummiemu.gov.mt/malti/graphics/index.html>) and the MEPA Saving Rinu campaign (<http://www.mepa.org.mt/index.htm?WED2004/RINU.htm&1>) also reach a wide audience and raise awareness to increase the capacity of stakeholders. The Maltese environmental sector is currently benefiting from a number of EU-funded capacity building projects related to the transposition of the EU environmental *acquis* including twinning projects.

3. Coordination and Management System

a. Mandate, Chairmanship, Membership and Organizational structure

The National Commission for Sustainable Development is the institutional catalyst responsible for promoting sustainable development. The NCSN Secretariat is located within the Ministry for Rural Affairs and the Environment (MRAE). This Ministry is responsible for national issues related to environmental protection, as well as spatial planning and rural affairs (agriculture and fisheries). The Malta Environment and Planning Authority, which falls under this Ministry, is the competent authority for environmental protection under the 2001 Environment Protection Act (Cap. 435), and for land-use planning under the 1992 Development Planning Act (Cap. 356). For more details regarding membership see item 1.3 above, or the MRAE or MEPA websites (see below). The Malta Resources Authority is responsible for the policy areas of water, energy and mineral resources.

b. Human and financial resources

The NCSN is supported by a Secretary and administrative assistant within the Ministry for Rural Affairs and the Environment. The annual NCSN budget is approximately Lm 7,000 (16,000 Euros). MEPA employs 416 staff persons and has an annual expenditure of some Lm 5 million (11.5 million Euros).

4. Sources

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Draft Country Profile: Morocco

1. Strategic Frameworks

a. Major Strategic Framework relating to sustainable development

National Strategy for Environment and Sustainable Development⁵ (SNEDD, 1995). The Strategy served as a basis for the National Action Plan for the Environment (PANE, 1998) and a Priority Action Plan (PAPE, 2003-2004).

b. Focus, Principles and Priority Areas

The goal clearly relates to sustainable development: “the expansion of development options and the extension of options to the future generation”. The strategic vision focuses on environmental issues relating to life support systems: water and air. Priority areas include: protection of water resources, reduction of waste production and improved waste management, improved air quality and soil conservation.

PANE principles emphasise preventive (rather than end-of-pipe), participatory, ecosystem approaches. Proposed actions are mainly articulated around environmental objectives: Protection and sustainable management of water, soil and other natural resources, Air protection, Promotion of renewable energies, Prevention of natural disasters and technological risk, Environmental management of urban areas and Environmental communication.

The Priority Action Plan sets priorities: strengthening the legislation, enforcement and control, increased coordination of environmental actions, fostering solid, liquid and gas waste management, strengthening economic instruments and finance), support integrated projects for natural resource protection, environmental awareness campaigns, support to private sector for cleaner production.

c. Preparation aspects (Organization, Institutional and procedural settings, participation)

The National Strategy for Environment and Sustainable Development was initiated by Department of Environment in the Ministry of Land Management, Water and Environment and adopted by the National Council of Environment.

d. Other relevant Frameworks and Linkages

The National Plan for Economic and Social Development Plan (PDSE, 1999-2003)

In Morocco, economic and social development policies are implemented on the base of five year plans. The National Plan for Economic and Social Development Plan, stresses that economic development should take into account the needs for environmental protection and maintenance of natural equilibrium. Priority areas include: rural areas where under development (e.g. limited access to basic services) compounds with persisting drought to increase the pressure on natural environment and concur to its degradation, control of

⁵ <http://www.minenv.gov.ma/>

industrial and mining pollutions, rehabilitation of urban landscape, protection of biodiversity, environmental awareness raising and communication.

National Chart for Land management and sustainable development⁶ (CNATDD, 2004)

The National Debate on Land Management (initiated in 2000) led to the formulation of the National Chart for Land management and Sustainable development and the creation of the High Council for Land Management (CSAT 2001).

The Chart gives the orientations for the national land policy and serve as reference to the due legislation on *Land management and sustainable development*. The Chart enunciates principles that cover most sustainable concern and issues: human-centred development, balanced between man and its environment, economic efficiency and social cohesion, solidarity between the components of national territory. The Chart focuses on increased efficiency of the national economy, rural development, management and conservation of natural resources, urban management, land right issues. Related priorities are protection of water resources, rehabilitation of urban areas, coastal zone protection and the development of a mountain policy resorting in particular to national solidarity. The Chart largely considers decentralisation and public management reform, redefinition of actors' role, activation of local entities, institutionalising the role of the civil society, partnerships, reforms of the finance system and adoption of new economic instruments, including the creation of a Fund for Land management.

A Law on *Land management and sustainable development* is being prepared that will indicate the orientations, basic principles and structures to implement and coordinate the Land Management Policy. It is expected that legislation existing in different sectors will be modified or new sector legislation be prepared (environmental protection, forest, water, natural habitats and fragile areas, pollution control, coastal zone management, and mountain) to take into account the new *Land management and sustainable development* legislation.

The Chart is implemented under the lead of the Department of Land Management in the Ministry of Land Management, Water and Environment, through a national, regional and sector-specific Schemas.

Other sector strategies that are not reviewed but pertain to sustainable development include: National strategies for the conservation and development of pastoral resources, of forest, of water resources, of land resources, National forest plan, National watershed management plans.

2. Processes and Mechanisms

a. Policy integration and convergence

i. Sector and institutional integration

PANE strives not to duplicate what objectives and contents already exist in other sector strategies, cross-sector planning frameworks (National Scheme for Land Management and Sustainable Development, the National Plan for Economic and Social Development Plan PDSE 1999-2003) or national initiatives in the context of international commitments (e.g. National action plan to combat desertification in the context of UNCCD). Harmonization of

⁶ <http://www.matee.gov.ma> and <http://www.matee.gov.ma/DAT/chart.htm>

actions is the results of consultation with all concerned stakeholders through thematic workshops. Some PANE specific actions (Program of Clean Cities, EIA Capacity building, awareness raising, market-based instruments, education, information base on NGOs) have been inserted in the National Plan for Economic and Social Development Plan.

ii. Regulatory and economic instruments

The legislation on EIA has been developed but is not approved yet.

iii. Decentralisation and Local level initiatives

The decentralization and de-concentration process that hands over more decision power to Regional governors and Councils did not give raise yet to the preparation of local initiatives such as local Agendas 21.

iv. Relation to regional and global initiatives

Morocco is Party to the Barcelona Convention and its protocols. It has ratified MARPOL and all its annexes
Natura 2000

b. Stakeholders involvement in decision-making and Partnership

i. Actors and Steering Mechanism

The formulation of the PANE was an opportunity to involve government, civil society, and business stakeholders in sector or transversal themes (e.g. agriculture and environment).

The National Council for the Environment (CNE re structured in 1995) is a forum of consultation and coordination between the different stakeholders. It promotes information exchange and contributes to the formulation of the government's environmental policy. CNE is chaired by the Minister of Environment and operates through technical commissions (human settlements, legislation and international affairs, pollution control, information, communication, education). At the regional level, Regional Councils for the Environment have been established.

Other mechanisms include a National Council for water and climate which is a forum of all stakeholders to provide orientations for water and climate policies.

- ii. Consultation
- iii. Communication and Awareness-raising
- iv. Partnerships
 - national*
 - regional*

African Union Initiative On Promotion and Development of Agenda 21 in Africa
BE THE CHANGE! - youth-led action for sustainable development
Capacity Building on the applications of ICT for the establishment of Environmental Information Systems for Sustainable Development in Africa - SISEI
EVE-olution Foundation
Earth Observation for integrated water resources management in Africa TIGER-SHIP

Energy for Poverty Eradication and Sustainable Development
Establishment of and African Regional Centre for Infectious Diseases
Euro-Mediterranean Water and Poverty Facility (EuroMed WPF): A Tripartite Programme of Action
Integrated approach to management of the demand for electricity and urban and industrial development

International Partnership for Sustainable Development in Mountain Regions (Mountain Partnership)
Local Environmental Planning and Management (EPM)
Mechanism for the development of renewable energy and energy efficiency in developing countries
Mediaterre - Global information system on sustainable development
Mediterranean Renewable Energy Program (MEDREP)
My Community, Our Earth (MyCOE) - Geographic Learning for Sustainable Development
Lead Partner(s): Association of American Geographers
Global
National Capacities for up scaling Local Agenda 21 Demonstrations
Network for Therapeutic Solidarity in Hospitals (ESTHER - Ensemble pour une Solidarité Thérapeutique Hospitalière en Réseau)
Network of Regional Governments for Sustainable Development (NRG4SD)
SIRMA: Water economy in Irrigated Systems in North Africa
Sustainable Biotechnology and Agriculture in Africa
Université Internationale du développement Durable (UMDD)
Water, Sanitation and Hygiene (WASH) for all Initiative

c. Knowledge management

Under the State Secretariat of the Environment, the National Laboratory of the Environment (ONEM) maintains an Information and data system on the environment (SIDE) including national and regional GIS (SIGER) information and sustainable development indicators. A Sustainable development network is envisaged to facilitate the access and exchange of information between all stakeholders.

Under the Land Management Department, the National Center for Land Management and Sustainable Development (CNATDD) and Regional Observatories for Land Management and Sustainable Development collect and analyze data, assess EIA studies, and support local authorities in developing their sector or development plans. The National Observatory of Migrations maintains a data base on migration.

- i. Comprehensive tools
- ii. Indicators for sustainable development
- iii. Leveraging the stakeholders' knowledge diversity
- iv. Capacity development

3. Coordination and Management System

In the context of the SNEDD and PANE, the State Secretariat for the Environment (SEE) is in charge of inter ministerial coordination and the implementation of activities, programs and projects related to environment as well as cross sector activities or studies that address environmental issues. Since SEE does not have decentralised offices, local authorities are in charge locally.

In the context of the CNATDD, the High Council for Land Management (CSAT 2001) is chaired by the King or the Prime Minister. It proposes main directions for land management and sustainable development, gives advises on draft legal documents and national plans, foster harmonization of options and major sector projects, participate in evaluation of land management activities.

The Permanent National Commission on Land Management and Sustainable Development chaired by the Prime Minister involves sector ministries, regional authorities, and expert specialists. The Commission is in charge of implementation of the Charter. It is supported by Regional Commissions.

- a. Mandate, Organizational structure, Membership and Chairmanship
- b. Human and financial resources

4. Sources

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Draft Country Profile: Tunisia

1. Strategic Frameworks

a. Major Strategic Framework relating to sustainable development

National Agenda 21⁷ (1995).

b. Focus, Principles and Priority Areas

A sustained economic growth that allows for social promotion of the people while maintaining environmental resources and protecting the environment.

Focus

Conservation of natural resources and their quality

Improvement of living conditions

Harmonious economic development between different sectors and regions.

Principles

Equity across regions and generations

Priority areas

The Agenda addresses themes and issues that cut across different sectors: equity and poverty alleviation, change in consumption and production patterns, promotion of health, land use planning. Other priorities include tools and instruments such as international cooperation, indicators, economic instruments and environmental accounting, education and awareness raising, information building and management for decision making.

The Agenda also considers specific sectors as priorities (agricultural and rural development, tourism, industrial development, urbanization and management of human settlements, energy and pollution control). For these, the Agenda specifies the approaches, means, and relevant tools as well as domains of interventions.

A section is devoted to the integrated management of natural resources: management of water, land, and biodiversity, management of seas and marine biological resources, management of islands and coastal zones.

Management of natural resources in the context of agriculture and rural development sector policies: pollution control in the context of industrial and urban development sector policies.

c. Preparation aspects (Organization, Institutional and procedural settings, participation)

The Ministry of Environment and Land Use Planning (MEAT) was the lead institution in charge of the preparation of the National Agenda 21. It was assisted by the National Commission for Sustainable Development, supported by a Technical Committee and various sector committees. The preparation and updating of the National Agenda 21 were largely based on wide ranging consultations at the national and local levels with different stakeholders.

d. Other relevant Frameworks and Linkages

⁷ Ministry of Environment and Land Management (1995). *National Agenda 21*. MEAT, Tunis.

1. Processes and Mechanisms

a. Policy integration and convergence

i. Sector and institutional integration

The Agenda 21 guides the preparation of Five-Year economic and social development plans. Its priorities have been integrated in the last Social and Economic Development Plans. A special chapter in the 10th Social and Economic Development Plan (2002-2006) is dedicated to these priorities.

The Code for Land Management and Urbanism (CATU 1994) are based on founded by the inter sector and sector approach of the National Agenda 21.

There is a number of initiatives that can contribute to integration:

National Action Plan to Combat Desertification

National Urban Development Strategy

National Land Use Plan (SNAT, 1997 which is largely based on sustainable development and National Agenda 21 principles).

National Strategy for the sustainable management of marine resources

Strategy to promote rural women and improve living conditions

Successive Five-Year Plans indicate continuity in sustainable development concern as they strive to integrate regional needs and adopt a long time perspective time future generation.

ii. Regulatory and economic instruments

National Agenda 21 identifies different tools: International cooperation, Economic instruments (Internalization of environment costs, investment incentive code. integrated environmental accounting), Capacity building and training, Information and awareness raising, and Monitoring sustainable development indicators.

EIA have been compulsory since 1988.

Economic instruments are recognized to be important as well as eco labelling systems and green plans.

iii. Decentralisation and Local level initiatives

Progressive delegation to the private sector and local public collectivities of programs project development implementation and management helps refocusing the State's role. In the context of decentralization, local public collectivities are increasingly involved. The preparation of the 10th Plan was an opportunity to initiate Local and Regional Agenda 21. Training sessions and workshops were organized for the preparation of local Agendas 21 that now exist in 50 cities.

iv. Relation to regional and global initiatives

Tunisia is Party to the Barcelona Convention and its protocols. It has ratified MARPOL and all its annexes. Tunisia hosts the RAC on Specially Protected Areas.

Agenda MED 21 (1994)

Water 2000.

b. Stakeholders involvement in decision-making and Partnership

i. Actors and Steering Mechanism

The National Commission for Sustainable Development, chaired by the Prime Minister was created in 1993 to conceive and ensure the systematic integration of sustainable development concern in sector policies and programs. It involves all stakeholders in the implementation of a sustainable development policy. The Tunisian Observatory of the environment and sustainable development (OTTED) in the ANPE act as a permanent Secretariat and is in charge of monitoring the implementation. The Commission is assisted by a technical committee, various sector committees and national committees under different international Conventions. Achievements include the formulation of Agenda 21 and a Priority Program for Sustainable Development in the 10th Plan. The elaboration of environment and sustainable development indicators, the National Action Program to Combat Desertification, and the National Strategy and Action Plan for Sustainable Management of Biological Diversity. CNDD is also a forum for consultation of all stakeholders.

ii. Consultation

As fully recognized in a special chapter of the national Agendas 21 there is a need and clear political will to thoroughly involve partners and operators. Public participation is ensured essentially through NGOs. The National Commission for sustainable development is one mechanism of participation and consultation. Other include the national coordinating commission to combat desertification and different committees

There is a special budget line in the government to support NGOs. A special cell is establish in MEAT for relations with them and a database on associations involved in sustainable development and environment has been created.

iii. Communication and Awareness-raising

iv. Partnerships

national

Private operators are encourage to develop voluntary initiatives and agreements.

regional

African Union Initiative On Promotion and Development of Agenda 21 in Africa
Capacity Building on the applications of ICT for the establishment of Environmental Information Systems for Sustainable Development in Africa - SISEI
Children's Environmental Health Indicators
Collaborative Labeling and Appliance Standards Program (CLASP)
Earth Observation for integrated water resources management in Africa TIGER-SHIP
Energy for Poverty Eradication and Sustainable Development
Establishment of and African Regional Centre for Infectious Diseases
Euro-Mediterranean Water and Poverty Facility (EuroMed WPF): A Tripartite Programme of Action
Expanded OUZIT Project - Okavango Upper Zambezi International Tourism Spatial Development Initiative
International Partnership for Sustainable Development in Mountain Regions (Mountain Partnership)
MEDIES: Mediterranean Education Initiative for Environment & Sustainability -With an emphasis on water and waste
Mediterranean Renewable Energy Program (MEDREP)

My Community, Our Earth (MyCOE) - Geographic Learning for Sustainable Development
SIRMA: Water economy in Irrigated Systems in North Africa
Sustainable Biotechnology and Agriculture in Africa
Vocational education in an agriculture for the environment

c. Knowledge management

OTED plays a central role in managing knowledge on sustainable development. OTED collect from existing thematic networks, produces, disseminates and analyses SD information. It services the different partners. It has developed a system to help planners making decisions (Support decision-making for natural resource management and the environment , SAIDE). OTED is in charge of monitoring SD indicators. Another important component of knowledge management is the Sustainable development network (RDD) which involves the different actors.

Other Information, Awareness raising, education activities:

Measures have been taken to promote public information through press and TV media.
Geographic information system (GEONAT)
State Secretariat for Scientific Research and Technology established in 1991
Center for Environmental Technology (CITET)
Training educators and organizers, production of teaching material, development of environmental university curricula.

Tunisia is active in regional networks and partnership aiming at increasing knowledge and scientific bases: LIFE, CIHEAM, MEDURBS, MEDCAMPUS, MEDSPA, and METAP

- i. Comprehensive tools
- ii. Indicators for sustainable development
- iii. Leveraging the stakeholders' knowledge diversity
- iv. Capacity development

2. Coordination and Management System

The Ministry of Environment and Land Use Planning (MEAT) is the lead institution in charge of coordination of the implementation of Agenda 21. It is supported by the specialized public agencies such as the National Environment Protection Agency (ANPE) and the Tunisian Observatory for Environment and Sustainable development (OTED).

The Tunisian Observatory of the environment and sustainable development (OTTED) in the ANPE act as a permanent Secretariat to the National Commission for Sustainable Development. OTTED is in charge of monitoring the implementation of the Strategy.

Related inter ministerial coordinating bodies include the Inter ministerial Committee for Land Planning and the National coordinating commission to combat desertification established within CNDD.

- a. Mandate, Organizational structure, Membership and Chairmanship
- b. Human and financial resources

3. Sources

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Draft Country Profile: Turkey

1. Strategic Frameworks

a. Major Strategic Framework relating to sustainable development

The National Environmental Action Plan (NEAP 1998) is a leading example of national environmental planning, given its high quality and comprehensive analysis, setting of orientations and objectives, and action-oriented proposals.

The protection of human health and natural balance in economic development; management of natural resources; and leaving behind a much healthier natural, physical and social environment to the future generations are all considered different dimensions of sustainable development in the Plan. Among the positive developments listed in the Plan are the progress achieved in the creation of legislation and institutional structures; the preparation of the National Environment Strategy and Action Plan (NEAP); and increased public sensitivity towards a clean environment. These are followed by a series of adversities and shortcomings that can be summarized as follows:

- Environmental management systems have not reached the desired level of effectiveness;
- Pressures on natural resources caused by rapid urbanization have increased, leading to greater amount of wastes and other environmental problems especially on coastal areas and seas;
- Improvements regarding education, processes of participation in decision making, and decentralization remain inadequate;
- The environment policies have not been incorporated into economic and social policies;
- “An efficient and coordinated environmental monitoring system” has not been established, as the authority and responsibilities of the MoE, other related ministries and the local administrations governments have not been re-defined as needed;
- Progress regarding the creation of data and information access systems, environmental monitoring and measuring infrastructure, environment inventories, and statistics and standards concerning the environment and development has not been sufficient;
- The implementation process of the Regulation on Environmental Impact Assessment (EIA) is not as satisfactory as desired.

The assessment of the “present situation” is followed by a series of objectives, principles and policies:

- To encourage the sustainable use of natural resources and minimize environmental risks;
- To ensure cooperation and coordination among all relevant institutions, organizations and groups;
- To emphasize public consensus and participation in formulating solutions to problems;
- To revise and update the NEAP and to develop sustainable development indicators to monitor its implementation;
- To improve the capacity of environmental management;
- To integrate environmental policies with economic and social policies;
- To align policies and strategies with the EU norms and international standards;
- To develop environment and development data and information access systems and to develop environmental monitoring and measurement infrastructure;
- To put the National Action Plan for Biodiversity into force and prepare management and action plans for Special Protection Areas;

- To prepare the National Desertification Action Plan;
- To increase environmental sensitivity;
- To complete emission inventories;
- To promote the use of environment friendly technologies in industry;
- To make arrangements for the EIA process to become more efficient;
- To take legal, institutional and practical measures in a comprehensive manner, in order to minimize bio-safety risks that may be caused by biotechnological activities;
- To take measures to increase energy efficiency and conservation.

For the realization of the objectives, principles and policies summarized above, the Plan calls for certain legal and institutional arrangements. These include the enactment of the Bio-safety Law and the establishment of the National Bio-safety Board; making the necessary amendments in the Environment Law No. 2872, the Government Decree in Force of Law on Establishment and Duties of the Ministry of Environment No. 443, the Law on Forests No. 6831, the Reconstruction Law No. 3194, the Law of Coasts No. 3621, the Law on Protection of Cultural and Natural Entities No. 2863, the Law on Encouraging Tourism No. 2634, and in regulations relevant to environment.

Major strategic frameworks related to sustainable development are; Five-Year Development Plans, National Environmental Strategy and Action Plan (NEAP), National Commission of Sustainable Development (NCSD).

b. Focus, Principles and Priority Areas

The major goals of the NEAP are: improvement of the quality of life, increased environmental awareness, improved environmental management and integration of environment into social and economic development.

The focus principals and priority areas of sustainable development strategy will be defined the preparation of National Sustainable Development Strategy (NSDS).

Upon the review of national priorities and the international agenda, it was decided that the National Report of Turkey would consist of the following six main themes:

- Climate Change and Sustainable Development
- Conservation of Biodiversity and Sustainable Development
- Governance for Sustainable Development
- Poverty Eradication and Sustainable Development
- Business and Industry in Sustainable Development
- Information and Communication for Sustainable Development

The National Report was prepared in a framework addressing the following issues:

- To identify past and present activities in regard to national and international legislation, policies and programs, and to specify the overlaps, if any, among the policies and strategies;
- To identify the accomplishments and shortcomings since 1992, in view of the existing legal and institutional structures, highlighting best and/or worst practices;
- To analyze the relationship between the themes of the Report and sustainable development by evaluating the trends of the past decade;
- To identify the priority areas and financing needs where possible, under each theme of the Report;
- To identify, in view of the principles of sustainable development, the need for possible changes in the programs implemented under each theme, in order to further develop and strengthen them, and to present a framework for policy proposals, also including practical methods, ways and means.

In addition to the National Report, “best practices” from the past decade in Turkey were also identified during the preparatory process. The guidelines for submission of best practices were widely distributed. Coordinating organizations and participants of the workshops played active roles in proposing candidates and in the selection process.

c. Preparation and Implementation aspects (Organization, Institutional and procedural settings, participation)

A National Committee involving representatives from all relevant government agencies, NGOs, local authorities, academic institutions, private sector and the media, has been set up to draft the environmental action plan. Regional workshop have been organised to review drafts.

National Commission of Sustainable Development is established in March 2004 and responsible for preparation implementation and monitoring of sustainable development efforts including National Sustainable Development Strategy. Some central institutions has key role in specific areas in sustainable development efforts. Ministry of Environment and Forestry is the main actor for coordination of implementation and State institute for collecting of statistics and publishing data.

The Ministry of Environment and Forestry has assumed the coordination of the national process of the World Summit on Sustainable Development. A coordination group, specially created for this purpose, has jointly facilitated the preparatory activities and decision-making process. The National Coordination Group for the World Summit on Sustainable Development is composed of representatives of the Ministry of Environment and Forestry, Ministry of Foreign Affairs, Ministry of Interior, the State Planning Organisation, the United Nations Development Programme (UNDP), and the National Programme on Environment and Development (NPED), with the latter also providing technical support for the group

d. Other relevant Frameworks

e. Linkages between Frameworks and with overall national decision-making

There are different strategic frameworks and partial link between them. The integration of different approaches of development is done by the State Planning Organization at macro level. Five Year Development Plans had been prepared by State Planning Organization in a participatory approach, are used as the mechanism of integration.

After the implementation of the project named “Integration of Sustainable Development Into Sector Policies” and preparation of National Sustainable Development Strategy as an output of the project, it is expected to have a total, coherent and unified strategy.

As another outcome of project, it is expected that the next Five Year Development Plan will be more environmentally sensitive.

2. Processes and Mechanisms

a. Policy integration and convergence

v. Sector and institutional integration

Turkey benefit from extended analytic, integration and planning efforts by the State Planning Organisation. Environmental planning has been part of Five Year Plans since the mid-70s.

Sustainable development was adopted as a central concept in the FYP 1991-1996 and environmental protection and improvement is a major objective for the next FYP. Programming of public investment by the State Planning Office in direct relation to the FYP and the use of EIA for projects are major tools serving institutional integration.

Sustainable development is clearly referred to in five-year developments plans. So, government agencies should take into consideration sustainable development principals in their activities and while developing their policies. Besides, all investments plans should include principals of National Environmental Strategy and Action Plan. In addition to that all investment projects that is to be financed by public funds should have a positive EIA report.

A new regulation on Environmental Impact Assessment (EIA) has recently been adopted and environmental inspections are being improved and strengthened. Air and water quality will be improved through more effective regulation and enforcement, resulting in cleaner environment for the citizens. A national database on environmental information is in the process of being established, which will substantially increase public awareness and public participation. The Ministry of Environment and Forestry is coordinating activities with other relevant ministries and institutions in Turkey, in order to ensure that environmental policies are more effectively integrated with other policies.

vi. Regulatory and economic instruments

EIA 1993

Internalisation of externalities and reduction of subsidies are not developed. Use of appropriate pricing and economic instruments not developed yet.

The proposed 6th Environmental Action Programme (2001 – 2010), “Environment 2010 – Our Future, Our Choice,” of the EU, identifies four priority areas: climate change, nature and biodiversity, environment and health, the sustainable use of natural resources, and management of wastes. The five approaches to be taken under the 6th Environmental Action Programme are: improving implementation of existing legislation, integrating environmental concerns into other policies, encouraging the market to work for the environment, empowering citizens and changing behaviour, and land-use planning.

Thus it can be seen that the themes selected by Turkey broadly follow those of the 5th and 6th EU Environmental Action Programmes.

Turkey, through the EU-MEDA funding, recently carried out a detailed analysis of Turkish environmental legislation to identify potential gaps with respect to the EU legislation. Work is under way now for closing these gaps.

In 1999 a report on ‘National and International Environment and Sustainable Development Indicators’ was finalized with the financial support of the European Commission under the Life Third Countries Program so as to establish ultimately a ‘National Environment and Development Observatory’ in Turkey. This project was coordinated by the Ministry of Environment and Forestry with the technical cooperation of the State Institute of Statistics and State Planning Organization in Turkey with the particular technical support of the European Institute of Statistics, UNEP, World Bank and other international organizations and countries.

vii. Local level initiatives

Regional development projects attempt to bring together the economic, social and environmental dimensions of sustainable development.

Local Agenda 21 Committees (e.g. in Antalya) under a UNDP project, in 23 cities and municipalities.

In Turkey, work on the Agenda 21 started in 1995 and proceeded along two paths. The first one was the preparation of the National Agenda 21, which was carried out under the coordination of the Ministry of Environment and also included the UNDP and the State Planning Organization (DPT). The other was the work on the Local Agenda 21, which was undertaken by the IULA-EMME, in cooperation with the UNDP and with participation of local authorities, the NGOs and the local people.

The National Agenda 21 Report was finalized, following the Assessment Meeting held on December 2, 1999, where representatives from different sections of the society expressed their views and comments on the draft. A total of 166 public and private, governmental and non-governmental institutions and organizations, including universities and international organizations were invited to the meeting.

Prior to opening the National Agenda 21 Report for discussions at the Assessment Meeting, the draft was presented at seven regional meetings which were organized by the organizations working on the Local Agenda 21 project. Throughout the whole preparatory process, a broad participation of different social groups, as well as cooperation and collaboration between the central government, local authorities and the NGOs, was achieved. At the end of this participatory process, the views and opinions expressed at the national and local meetings were incorporated into the National Agenda 21 Report.

The work on the Local Agenda 21 started concurrently with and run parallel to the preparation of the National Agenda 21. The Local Agenda 21 activities were organized under the coordination of the IULA-EMME, in cooperation with the Governor's Offices and municipalities, and with participation of local people and the NGOs. Organizational structures for the Local Agenda 21 are completed and activities started in 47 regionally representative municipalities. Within the framework of the Local Agenda 21, participation in the decision-making process of the municipalities is achieved through the establishment of "City Assemblies", with people also taking part in their implementation.

viii. Relation to with regional and global initiatives

The Turkey-EU relationship started with the Ankara Association Agreement, signed on September 12, 1963. The European Council at its December 1999 Meeting in Helsinki confirmed that Turkey was a candidate country destined to join the EU on the basis of the same criteria applied to other candidate states. A precondition of membership is that candidate countries must align their national laws, rules and procedures, including those relevant to the environmental sector, with those of the EU, in order to put into effect the entire body of the EU law contained in the *acquis communautaire*. For the transition period before membership, the Helsinki European Council stated that Turkey, like other candidate countries would benefit from a pre-accession strategy to stimulate and support its reforms. A key feature of such a strategy is the Accession Partnership elaborated by the EU. The Accession Partnership sets out the principles, priorities, immediate objectives and conditions decided by the European Council.

The Turkish Government announced its own National Programme for the adoption of the EU acquis on March 19, 2001 and submitted it to the EU Commission. The National Programme is composed of 29 chapters including a chapter on the “environment”. The program sets forth Turkey’s priorities to be achieved in the short and medium term for the purpose of harmonizing the Turkish legislation with the EU acquis.

The harmonization with and the implementation of EU environmental legislation play a very important role for Turkey’s EU membership and the target of sustainability, because of the direct linkage between EU membership and the sustainable development strategy.

For EU accession, Turkey has closely followed the developments in the sustainable development policies of the EU. The guiding principles of the EU’s 5th Environmental Action Programme (1992-1999), “Towards Sustainability,” derive from the precautionary principle and the concept of shared responsibility, including effective implementation of the polluter pays principle. The implementation of any sustainable development strategy necessitates significant change in almost all areas of policy and, in particular, requires that environmental protection be integrated into the definition and implementation of other policies.

b. Stakeholders involvement in Decision-making and Partnership

ix. Actors and Steering Mechanism

Environment National Council

Turkey has prepared ‘National Assessment Report for World Summit on Sustainable Development’ financed by UNDP and with the participation of all stakeholders including the government, public organizations, local authorities, scientific institutions, NGOs, private sector and the media.

In full accord with the principles of the Johannesburg Summit, the Rio+10 preparatory process in Turkey intended to strengthen the dialogue and cooperation of the public and private sectors, non-governmental organizations (NGOs) and other major groups. This approach resulted in the selection of six organizations from the NGO community and research institutions for coordinating the preparation of the reports on each of the six themes of the National Report. The organizations responsible for the preparation of the national report on Sustainable Development are the following:

- The Technology Development Foundation of Turkey (TTGV) – Climate Change and Sustainable Development
- Turkish Marine Research Foundation (TÜDAV) – Conservation of Biodiversity and Sustainable Development
- International Union of Local Authorities – Section for the Eastern Mediterranean and Middle East (IULA-EMME) – Governance for Sustainable Development
- Turkish Economic and Social Studies Foundation (TESEV) – Poverty Eradication and Sustainable Development
- Environmental Protection, Packaging Waste Recovery and Recycling Trust (ÇEVKO) – Business and Industry in Sustainable Development
- The Scientific and Technical Research Council of Turkey-Marmara Research Center (TÜBİTAK-MAM) – Information and Communication for Sustainable Development

The inclusion of all different stakeholders and the attainment of very broad levels of participation have been the two key guiding principles of the preparatory process of the National Report. In order to put these principles into effect, numerous meetings have been organized to inform public organizations, local governments and the NGOs about the process. Reports prepared for each theme have been extensively discussed at workshops and made available on the Internet for reviews and proposals. In addition, an e-group has

been created to encourage and facilitate the participation of the greatest number of citizens and organizations in the preparatory process.

In addition to the end product that will be a national assessment report, the process itself will be used as a means for raising awareness and mobilizing ownership of national and local stakeholders on sustainable development.

In the implementation of National Five Year Development Plans, all institutions are responsible since it is a document defining the macro policies of each sector. The Plan is in the power of a law since it is endorsed by the Parliament. During implementation of each policy, relevant authorities act in a consultative manner. Development policies are coordinated within the High Planning Council Secretariat of which is carried by SPO.

National Environmental Strategy and Action Plan describes the strategic actions and relevant stakeholders for environmental management. The coordination of implementation is carried by Ministry of Environment and Forestry.

x. Consultation

Local environment committees, EIA procedures, Councils for Environment and Forests

xi. Communication and Awareness-raising

xii. Partnerships

After the preparation of National Report on Sustainable Development as a preparatory work for Johannesburg Summit, the working groups have been established for following up Johannesburg Summit outputs as informal discussion groups on Internet. This network also will facilitate the preparation of National Sustainable Development Strategy process.

GEF Strategic Partnership on the Black Sea and Danube Basin

Global Mapping

International Partnership for Sustainable Development in Mountain Regions (Mountain Partnership)

MEDIES: Mediterranean Education Initiative for Environment & Sustainability - With an emphasis on water and waste

My Community, Our Earth (MyCOE) - Geographic Learning for Sustainable Development

Sustainable Agriculture and Rural Development (SARD) Initiative: People Shaping their Sustainable Futures

Youth dialogue on consumption, lifestyles and sustainability

c. Knowledge management

Turkish Institute of Scientific and Technical Research (TUBITAK) is the main coordinating body. It is developing 'Vision 2023'.

The Ministry of Environment, the State Planning Organisation and the State Institute of Statistics cooperate to integrate environment and development information. Inventory of existing data bases is done.

There exists a Turkish Environment and Development Observatory with the support of EU LIFE Programme

xiii. Comprehensive tools

Environmental data are collected and stored by different institutions. But the routine environmental data have been publishing by The State Institute of Statistics. Authorities are collecting data in their field for monitoring and the pressure upon the resources. Currently projects are being carried out to integrate these separate databases and converge in a single database.

xiv. Indicators for sustainable development

National indicators are being developed by the Ministry of Environment, the State Planning Organisation and the State Institute of Statistics. Public agencies assess the outcomes of sustainable development process of their field. But general mechanism has not established for this process.

- xv. Leveraging the stakeholders' knowledge diversity
- xvi. Capacity development

3. Management System

a. Mandate, Organizational structure, Membership and Chairmanship

National Commission of Sustainable Development has been established with participation of high level members from key institutions. (Ministry of Environment and Forestry, State Planning Organization, Ministry of Interior, Ministry of Foreign Affairs).

Higher Council for the Environment Chairman: Prime Minister. Secretariat: Undersecretary of the Ministry of Environment. The mandate is: to determine the aims and principles of sustainable development policy in Turkey, to determine policies and environmental priorities for a better environmental management by protecting and developing the environment, to take legal, administrative, and economic measures for integration of environmental consideration into economic decisions.

The following are involved: Minister of Environment; Minister of Finance; Ministry of Housing and Settlements; Minister of Health; Minister of Agriculture and Rural Affairs; Minister of Energy; Minister of Tourism; Minister of Forestry; Minister of State (responsible for the State Planning Organization); Ministry of Foreign Affairs and other related Ministers. The Council also comprises observers: The Union of the Chambers of Turkish Commerce, Industry, Marine, Commerce and Trade Exchange; Union of the Chambers of Architects and Engineers; Confederation of Turkish Tradesmen and Craftsmen; Union of Turkish Agricultural Chambers.

There is limited coordination between sector Ministries and different levels of government on environmental matters.

b. Human and financial resources

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