



# **FUNCTIONAL REVIEW OF THE UNITED NATIONS ENVIRONMENT PROGRAMME / MEDITERRANEAN ACTION PLAN (UNEP/MAP) SYSTEM**

FINAL REPORT

MARCH, 2013



## Abbreviations and acronyms

BP/RAC	Blue Plan Regional Activity Centre, Sophia-Antipolis (France)
CAMP	Coastal Area Management Plan
CBD	Convention on Biological Diversity
CEDARE	Centre for Environment and Development for Arab region and Europe
CSD	Commission on Sustainable Development
CoE	Council of Europe
COP	Conference of the Parties
COBSEA	Coordinating Body on the Seas of East Asia
CP	Contracting Party
CU	MAP Co-ordination Unit, Athens (Greece)
DG	Director(ate) General
ECAP	Ecosystem Approach
ECP	Executive Coordination Panel
EIB	European Investment Bank
EMSA	European Maritime Safety Agency
EU	European Union
EMP	Euro-Mediterranean Partnership
ENP	European Neighbourhood Policy
FAO	Food and Agriculture Organisation, United Nations
FFEM	Fond Français pour l'Environnement Mondial
FP	Focal Point
GEF	Global Environment Facility
HELCOM	Helsinki Commission
H2020	Horizon 2020
ICAM	Integrated Coastal Area Management
ICOMOS	International Council on Monuments and Sites

ICRAM	Italian Central Institute for Applied Marine Research
ICT	Information and Communication Technology
ICZM	Integrated Coastal Zone Management
IGO	Intergovernmental Organisation
IMO	International Maritime Organisation
IMCO	Inter-Governmental Maritime Consultative Organisation
INFO/RAC	Regional Activity Centre for Information and Communication, Italy
ISPRA	Italian Institute for Environmental Protection and Research
IUCN	International Union for Conservation of Nature
LBS Protocol	Protocol for the Protection of the Mediterranean Sea against Pollution from Land-Based Sources and Activities
MAP (CU)	Mediterranean Action Plan (Coordinating Unit)
MCSD	Mediterranean Commission on Sustainable Development
MEDA	Mediterranean Aid (financial instrument of the EU)
MED POL	Mediterranean Pollution Monitoring and Research Programme
MedWet	The Mediterranean Wetlands Initiative, Convention on Wetlands
METAP	Mediterranean Environmental Technical Assistance Programme
MDGs	Millennium Development Goals (UN)
MFPs	MAP Focal Points in the Contracting Parties
MIO-ECFESD	Mediterranean Information Office for Environment, Culture and Sustainable Development (NGO umbrella organisation)
MISEDSD	Mediterranean Information System on Environment and Sustainable Development
MoC	Memorandum of Cooperation
MoU	Memorandum of Understanding
MSSD	Mediterranean Strategy on Sustainable Development
MTF	Multilateral Trust Fund
NGO	Non-governmental organisation
NORAD	Norwegian Agency for Development Cooperation

OECD	Organisation for Economic Cooperation and Development
PAME	Protection of the Arctic Marine Environment Working Programme
PAP/RAC	Priority Actions Programme Regional Activity Centre, Split (Croatia)
PoW	Programme of Work
PRTR	Pollutant Release and Transfer Register
RAC	Regional Activity Centre
RAC/SPA	Specially-Protected Areas Regional Activity Centre, Tunis (Tunisia)
RCU	Regional Coordination Unit
REMPEC	Regional Marine Pollution Emergency Response Centre (for the Mediterranean Sea), Malta
ROCC	Regional Oil Combating Centre
RSP	Regional Seas Programme
SAP/BIO	Strategic Action Plan for Biological Diversity in the Mediterranean Region
SAP/MED	Strategic Action Programme to Address Pollution from Land-Based Activities in the Mediterranean Region
SCP	Sustainable Consumption and Production
SEIS	Shared Environmental Information System
SIDA	Swedish International Development Corporation Agency
SMAP	Short and Medium-term Priority Action Programme
SPA	Specially Protected Area
SPA/RAC	Specially Protected Areas Regional Activity Centre, Tunisia
SPAMI	Specially Protected Areas of Mediterranean Interest
UNECE	United Nations Economic Commission for Europe
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational Scientific and Cultural Organisation
UNOIOS	United Nations Office of Internal Oversight Services
WB	World Bank

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## EXECUTIVE SUMMARY

At the 17<sup>th</sup> Conference of the Parties to the Barcelona Convention in Paris, France, on 8-10 February 2012, Contracting Parties called on the UNEP/MAP Secretariat to undertake a functional review of the UNEP MAP Components. In response, UNEP commissioned Dalberg Global Development Advisors to carry out the review.

This present final report of the extended functional review contains the key recommendations and the underpinning findings that were generated from:

- Missions carried out to the six MAP Regional Activity Centres (RACs);
- Results from the questionnaires sent to UNEP MAP focal points;
- Insights generated from interviews with Bureau members, RSP directors, key stakeholders and UN officials;
- Results from the benchmarking of selected regional seas programmes (RSPs); and
- Feedback from the review contact group, from regular communication as well as a full day meeting on December 7, 2012 in Brussels, Belgium.

The objectives of the current extended functional review include the following:

- Improve the overall performance and operational efficiencies of UNEP MAP. This will be achieved by providing an operational tool to adapt the MAP to the Contracting Parties' substantive and managerial demands (by, *inter alia*, rebalancing the ratio between staffing and activities considering all available resources including the Multilateral Trust Fund (MTF);
- Redress gaps and misalignments in unit responsibilities, job descriptions, reporting lines, and overall performance;
- Apply best practices from other RSPs, notably their institutional frameworks and governance arrangements;
- Build upon the credibility and positive image of the Components, thus contributing to the overall public standing, legitimacy, and credibility of MAP; and
- Build on the important work of other previous MAP evaluations.

It is important to emphasize that the current review is an extension of the functional review that was carried out in 2010. The 2010 review focused primarily on the two units administered by UNEP i.e. MAP Coordinating Unit (CU) and Mediterranean Pollution Monitoring and Research Programme (MEDPOL). While the terms of reference excluded CU (except senior leadership) and MEDPOL from the scope, the review team suggested including both to ensure a system wide view. The contact group overseeing the review approved this approach. The starting point was the internal functional review completed by UNEP. This report provides recommendations specifically to MEDPOL and CU only where these add or dispute the findings of the internal functional review.

### Important accomplishments

UNEP MAP has played an instrumental role in controlling pollution of the Mediterranean Sea. It has been key in elevating environmental issues on the political agenda, encouraging the adoption of environmental legislation and regulations, and providing assistance for capacity-building in environmental protection in the region.

One of UNEP MAP's most important comparative advantages however is the fact that it is the only environmental governance framework for states in the Mediterranean region. As such it is highly regarded as an important forum for the equitable participation by the Mediterranean countries. The Barcelona Convention and its protocols embed the MAP system in a framework of legally binding commitments that are very carefully calibrated and tailored to the unique community of interests in the region.

### **Key challenges**

However, despite the efforts of UNEP MAP over the last 35 years, the Mediterranean environment has continued to deteriorate. This is due largely to the fact that development activities have not adhered to the principles of sustainable development. Indeed, the continuing unsustainable use of natural resources combined with the worsening political instability of certain parts of the region, urgently require a strengthened MAP. This is particularly relevant for the Regional Activity Centres (RACs), which have underpinned MAP with a diverse array of substantive expertise.

As explained in more detail in this report, the RACs continue to operate on the basis of highly individual agendas. This often leads to intense competition between Multilateral Trust Fund (MTF) and external resources, not to mention duplication of activities, which could otherwise be better synergized. MAP has provided a strong and efficient framework for regional cooperation for the protection of the marine environment and promotion of sustainable development.

The current functional review presents an important opportunity to revisit existing structures in order to adapt MAP to present-day challenges and to add fresh impetus to the efforts of Mediterranean countries so they may achieve their common goals of sustainable resource management.

### **Key findings**

**1. Strategic planning fails to respond to emerging issues flexibly** – UNEP/MAP is about to embark on a new planning process in a period of resource constraints. Therefore, it is particularly important that balance be struck between strengthening its focus on current priority areas to ensure full implementation and allowing enough flexibility to address new and emerging issues. At the moment, the planning process is primarily driven from the bottom up. This prevents fundamental shifts in response to new developments that cut across the activities of the RACs.

**2. Unfocused business model** – At the core of UNEP/MAP's weaknesses is an unclear business model. The day-to-day challenges faced by the entire MAP system are due in a large part to the lack of clarity regarding the fundamental model, which should underpin the system. The system is currently operating a mix of four different categories of activities:

- **Secretariat to the Convention**, including representation and relations, management of legal aspects of the Barcelona Convention, work programme development and implementation, information and communication, policies and strategies, development of regional action plans, compliance monitoring and monitoring status of marine and coastal environment;



- **Implementer of the Protocols**, including technical assistance at the request of countries and sometimes cofounded by those countries, for the purpose of implementation of the Barcelona Convention and its Protocols;
- **Project manager for sustainable development of the Mediterranean**, including projects that may indirectly contribute to the implementation of the Protocols but not directly;
- **Think tank on sustainable development of the Mediterranean**, including research on topics of interest for sustainable development that may indirectly contribute to the implementation of the Convention and its Protocols but not directly.

The business models for delivery of each of these categories of activities are different in terms of approach, capacity and funding. At the moment, the system applies one model to each of these four categories which is the root cause of many of the issues identified.

**3. Funding allocation does not follow the strategy** – The allocation of funding from the MTF to the RACs has changed little over the years. In the current setup, it is a complex and political undertaking to move funding with performance and priorities. The recent need to reduce the budget across the board due to late payment of contributions shows little ability to make clear choices.

**4. Lack of cohesiveness within the system** – The unclear business model has undermined cohesion within the system. The system is currently characterized by a high degree of fragmentation between the Barcelona Convention, its Protocols, MSSD, the regional action plans, GEF projects, EU- funded and other projects (that do not always align with MAP priorities), not to mention a growing number of RAC-led country-specific projects that draw away from UNEP MAP’s specific mandate for regional action.

**5. RAC coordination and cooperation remains a key challenge** – There are significant efficiency gains that can be achieved with improved coordination and synergies between the RACs. However, the RACs continue to operate on the basis of highly individual agendas. This often leads to intense competition of both MTF and external resources, not to mention duplication of activities, which could otherwise be better synergized.

**6. The importance of building synergies with external partners** – Since UNEP MAP was established, the institutional landscape in the region has changed considerably. There are countless new bodies and mechanisms that deal with the Mediterranean and its environmental challenges. It will be important to find ways to further improve synergies and strengthen cooperation with all of the regional bodies, MAP components, governments, and civil society.

### **Solutions for a sustainable MAP**

The extended functional review has highlighted many areas where improvements can be made to increase efficiency and effectiveness of the system. Recognizing that many of these issues are in fact symptoms of a more fundamental issue i.e. the absence of a clear and consistent business model, this report focuses on precisely that question. The underlying vision for the UNEP MAP system is that of an organization that invests its resources where it achieves the most impact and is flexible to respond to changes in priorities.

There are multiple potential paths for the UNEP MAP system to achieve sustainability. The terms of reference specifically called for extending the functional review conducted in 2010, focusing on cost reduction to achieve financial sustainability. As a result of the work, the review team identified and evaluated two additional options that focus on more fundamental changes to the system. Section 6 describes the following models and their implications in more detail:

- Option 1: Cost reduction – Focuses on reducing costs to achieve financial sustainability of the system given the current funding reality.
- Option 2: Scalable system – Introduces the concept of core and scalable activities allocated through different processes.
- Option 3: Fund manager – Severs direct ties between UNEP MAP and the RACs and introduces fund manager / grantee relationship.

The recommended option going forward for the MAP system is option 2 – scalable system. This option will allow Contracting Parties to ensure that part of their contribution can be used to flexibly respond to emerging priorities and reward those that perform well. This option allows the system to grow and contract without threatening its financial sustainability.

The implementation of the recommendations should be done in phases to allow the system to adjust gradually to the new situation. As the decision on the extended functional review will be made at the end of 2013, it is recommended that planning for 2014 follows the process as before with a note that changes should be expected for 2015. The proposed implementation plans for option 2, as well as for the alternatives are included in Annex G.

## 1. INTRODUCTION

The present report contains the findings and recommendations resulting from the extended functional review. The details on the methodology followed and the data collection tools have been included in **Annex A: Methodology**, and **Annex B: Data collection tools**.

*Section 1* contains the introduction to the report.

*Section 2* provides the background to the extended functional review, including a brief history of the MAP system, overview of key milestones related to UNEP MAP reform.

*Section 3* describes the Mediterranean context, notably the substantive and governance challenges presented by recent events in the region.

The substantive findings are contained in *Section 4*, which is divided into two main sections, the first containing the findings related to the MAP system as a whole and the second which contains a summary of the findings that pertain specifically to the RACs. The detailed overviews of each RAC are contained in **Annex C – RAC Overviews**. The RAC-related findings are organized around: strategic priorities; organizational model; financial resources; and governance.

*Section 5* provides a synthesis of the results of the benchmarking of selected regional seas programmes, in terms of their governance, strategic priorities, organizational models, and funding arrangements.

*Section 6* presents the review of the three different options to put UNEP MAP on a more sustainable footing: Option 1 - cost reduction; Option 2 - scalable system; and Option 3 – fund manager, and the recommended option for the system going forward.

*Section 7* contains the implementation plan for the recommended option.

## 2. BACKGROUND

### 2.1. INTRODUCTION TO THE EXTENDED FUNCTIONAL REVIEW

After a period of tactical changes, the extended functional review will propose the necessary changes to upgrade the system to respond to the requests by the Contracting Parties of the Barcelona Convention to strengthen the overall MAP system. This has been reiterated by the United Nations Office of Internal Oversight Services (UNOIOS) recommendations to UNEP MAP in their 2009 Audit Report.

The additional aims of the current extended functional review include the following:

1. Improve the overall performance and operational efficiencies of UNEP MAP. This will be achieved by providing an operational tool to adapt the MAP to the Contracting Parties' substantive and managerial demands (by, *inter alia*, rebalancing the ratio between staffing and activities considering all available resources including the Multilateral Trust Fund (MTF);
2. Redress gaps and misalignments in unit responsibilities, job descriptions, reporting lines, and overall performance;
3. Apply best practices from other RSPs, notably their institutional frameworks and governance arrangements;
4. Build upon the credibility and positive image of the Components thus contributing to the overall public standing, legitimacy, and credibility of MAP; and
5. Build on the important work of other previous MAP evaluations.

### 2.2. HISTORY OF UNEP MAP SYSTEM

UNEP MAP's overarching priorities are to address the challenges of "environmental degradation in the sea, coastal areas and inland, and to link sustainable resource management with development, in order to protect the Mediterranean region and contribute to an improved Mediterranean quality of life". Its current Five-year Programme of Work (PoW) addresses six themes: governance; integrated coastal zone management (ICZM); biodiversity; pollution prevention and control; sustainable production and consumption; and climate change.

In 1975, under the auspices of UNEP, 16 Mediterranean countries and the European Community adopted the MAP, the first of UNEP's regional seas programmes. In 1976, the Parties adopted the Convention for the Protection of the Mediterranean Sea Against Pollution (the Barcelona Convention). Although MAP's initial focus was on marine pollution control, over the years its mandate has gradually widened to include biodiversity and integrated coastal zone planning and management issues.

In addition to the Convention, the MAP legal framework is comprised of seven protocols addressing specific aspects of Mediterranean environmental conservation:

- Dumping Protocol (from ships and aircraft)
- Prevention and Emergency Protocol (pollution from ships and emergency situations)
- Land-based Sources and Activities Protocol
- Specially Protected Areas (SPA) and Biological Diversity Protocol
- Offshore Protocol (pollution from exploration and exploitation)

- Hazardous Wastes Protocol
- Protocol on ICZM, decisions on sustainable development, and the Ecosystem Approach

In 1995, the Action Plan was revised and the Barcelona Convention partially amended and renamed “Convention for the Protection of the Marine Environment and the Coastal Region of the Mediterranean”. There are 22 Contracting Parties to the Convention, including the European Union (EU).

### **2.3. HISTORY OF IMPORTANT MILESTONES RELATED TO UNEP MAP REFORM**

#### **1975**

Adoption of UNEP MAP.

#### **1976**

Adoption of Convention for the Protection of the Mediterranean Sea Against Pollution (the Barcelona Convention).

#### **1995**

Adoption of MAP Phase II by the Contracting Parties to replace the Mediterranean Action Plan of 1975. The Barcelona Convention is partially amended and renamed “Convention for the Protection of the Marine Environment and the Coastal Region of the Mediterranean”.

#### **2005**

Adoption by the Contracting Parties of the Mediterranean Strategy on Sustainable Development (MSSD).

#### **2008**

Adoption by the COP of the Ecosystem Approach (COP-15 in Almeria) and of the Governance Decision (referring to the overall MAP governance system including CU and Focal Points).

#### **2009**

Adoption of UNEP MAP COP Five-year POW (2010-2014) and Decision on the mandates of the MAP Components.

#### **2009**

Audit Report by UNOIOS.

#### **2010**

Functional review of UNEP MAP CU and Medpol.

#### **2011**

Audit Report by UNOIOS and adoption of UNEP MAP – Barcelona Convention of the POW and Budget (2012-2013), the 11 Ecological Objectives to be reached under the Ecosystems Approach and the resource mobilization and fundraising as well as communication strategies.

#### **2012**

Extended functional review of UNEP MAP Components.

### **3. THE MEDITERRANEAN CONTEXT**

#### **3.1. CRISIS AND OPPORTUNITY**

The Mediterranean is facing a period of economic, ecological, and political challenges. The global and regional political, social, and economic developments of 2011 have been particularly difficult for the Mediterranean region as a whole and, more specifically, for the governance of natural resources in the Mediterranean region. Notably, the current radical process of change in the Mediterranean region has been accompanied by growing environmental fragility due to coastal urban sprawl, overfishing, problems associated with the movement of large vessels, and deep-water oil drilling. Environmental recovery will only be possible if economic and social needs can be harmonized with environmental protection imperatives.

At the same time the unprecedented political changes in the Mediterranean and the global economic crisis have created new opportunities and challenges, requiring stronger cooperation and innovative approaches to sustainable development in the region. At a time when so many Mediterranean countries are experiencing political, social, and economic challenges, the opportunities to reaffirm and work towards common goals in the region have become even more important.

#### **3.2. PROGRESS BUT CHALLENGES REMAIN**

UNEP MAP has played an instrumental role in controlling pollution of the Mediterranean. The Barcelona Convention and its related processes have provided an important forum for the equitable participation by the Mediterranean countries. They have also elevated environmental issues on the political agenda, encouraged the adoption of environmental legislation and regulations, and have encouraged and provided assistance for capacity-building in dealing with environmental protection in the region.

Despite the efforts of the MAP over the last 35 years (i.e. anchoring the implementation of the Convention and its protocols within a solid and integrated strategy), the Mediterranean environment has continued to deteriorate. This is due largely to the fact that development activities have not adhered to the principles of sustainable development. Indeed, the continuing unsustainable use of natural resources combined with the worsening political instability of certain parts of the region, urgently require a strengthened MAP.

At the same time, it is imperative that countries work together to create win-win scenarios for the management of natural resources and environmental protection in the region. MAP has a crucial role to play in this regard, but only if the entire MAP system is aligned to ensure more efficient and effective resource management.

#### **3.3. THE FINANCIAL DIFFICULTIES FACED BY UNEP MAP**

Against the backdrop of the crisis in the Mediterranean, the Convention was undergoing financial difficulties as highlighted by the 2009 audit report. In response, the Executive Director of UNEP has been working closely with the Barcelona Secretariat to initiate and implement a recovery plan. The Parties at COP-17 adopted a decision that commits the Contracting Parties to

“recover the deficit and to ensure the continued regular functioning of MAP”. At COP-17 it was further emphasized that UNEP MAP’s financial and administrative sustainability necessitated a review of the overall structure and functioning of MAP, its governance, its relation with UNEP, and possibilities for resources mobilization.

To that end, measures have been taken to strengthen fund management and ensure the efficient delivery of the Five-year POW. The MAP should make optimum use of its resources in addressing core activities while reducing administrative overheads. The Contracting Parties should not be expected to increase their contributions to the MTF. Instead, the MAP will look to cost reduction measures until a healthy financial situation is restored.

In the meantime, in accordance with COP-17, UNEP MAP continues to focus on the core business of delivering on its Five-year POW, broadening partnerships with key actors, and completing institutional reform. The financial situation has prompted it to review and reform the overall MAP system; set new priorities; and improve its governance approaches, its relationship with UNEP, and possibilities for resources mobilization.

### **3.4. THE IMPORTANCE OF BUILDING SYNERGIES**

Since UNEP MAP was established over 30 years ago, the institutional landscape in the region has changed considerably. There are countless new initiatives and programmes that deal with the Mediterranean and its environmental challenges, such as the Union for the Mediterranean, the EU Horizon 2020, the Strategic Partnership for the Large Marine Ecosystem, the EU Maritime Spatial Planning Initiative, the Mediterranean component of the EU Water Initiative, and the Strategy for Water in the Mediterranean.

Against this complex institutional landscape, it will be important to find further ways to improve synergies and strengthen cooperation with all of the regional bodies and mechanisms, MAP components, governments, and civil society. MAP must work with all of these initiatives while at the same time avoid duplication of responsibilities and competencies. The Paris Declaration that was adopted at COP-17 emphasized the importance of reinforcing cooperation between all key actors in the Mediterranean, notably Secretariats of the Union for the Mediterranean, the General Fisheries Commission for the Mediterranean, the Convention on Biological Diversity (CBD), the International Maritime Organisation (IMO), International Union for Conservation of Nature (IUCN), and the other regional seas conventions and programmes. It is clear that common objectives in improving the management of the Mediterranean’s resources will best be achieved when linkages and synergies are strengthened among the various Mediterranean initiatives, together with the Mediterranean key stakeholders.

### **3.5. THE GOVERNANCE CHALLENGES FOR UNEP MAP**

As noted by Parties at COP-17, work has also progressed in strengthening the MAP in accordance with governance reforms adopted in 2008, including proposals to standardize host country agreements that regulate the Regional Activity Centres (RACs) in order to ensure greater transparency and more solid resource mobilization and communications strategies. MAP has also begun to establish synergies and harmonize approaches with other bodies and organisations, as well as regional neighbours and global partners.

However, it is time to revisit existing structures in order to adapt MAP to present day challenges and to add fresh impetus to the efforts of the Mediterranean countries in order to achieve their common goals. Enhanced governance of the whole Barcelona Convention structure is needed alongside appropriate measures to ensure greater transparency and accountability in the UNEP MAP system.

Only by improving its governance will the MAP be able to build on the progress made and ensure that it plays a leading role in future efforts to protect the Mediterranean environment.

Specifically, the various MAP components must be governed by a set of common principles while maintaining their unique characteristics and flexibility. As well, the CU should be empowered so that it can allocate resources effectively and ensure the coherent implementation of the work programme, in which greater focus should be on strategic vision and prioritization.

Close cooperation and a coordinated and comprehensive regional approach to environmental protection are vital now more than ever. This will require a greater commitment to good governance and the establishment of efficient budgetary monitoring mechanisms.

It should be emphasized that this extended functional review is not a governance review per se. However, in the course of the functional review, attention was directed to the governance adjustments that may be necessary to improve the overall functioning of the Components and the MAP as a whole.



## **4. FUNCTIONING OF THE SYSTEM**

### **4.1. UNEP MAP SYSTEM**

#### **4.1.1. OVERVIEW OF THE UNEP MAP STRUCTURE**

The UNEP MAP system is governed by the Conference of the Parties, which meets every two years. The 22 Contracting Parties to the Convention include: Albania, Algeria, Bosnia and Herzegovina, Croatia, Cyprus, Egypt, the European Community, France, Greece, Israel, Italy, Lebanon, Libya, Malta, Monaco, Montenegro, Morocco, Slovenia, Spain, Syria, Tunisia, and Turkey.

The Contracting Parties decide on MAP strategies, budgets, and programmes. A rotating Bureau of six representatives of the Contracting Parties guides and advises the MAP Secretariat during the inter-sessional period. Focal Points (FPs) are appointed by the Contracting Parties to review substantive progress and implementation at the national level.

The MAP CU is the Secretariat of the Mediterranean Action Plan. It performs diplomatic, political, and communications roles, supervising the main MAP components (i.e. the Regional Activity Centres) and organizes major meetings and programmes.

There are six RACs that are based in Mediterranean countries, each offering its own environmental and developmental expertise for the benefit of the Mediterranean community in the implementation of MAP activities. Contracting Parties have also appointed FPs for each of the RACs.

The Programme for the Assessment and Control of Marine Pollution in the Mediterranean Region (MED POL) is responsible for the implementation of the Land-Based Sources, Dumping, and Hazardous Wastes Protocols. MED POL assists Mediterranean countries in the formulation and implementation of pollution monitoring programmes, including pollution control measures and the drafting of action plans aiming to eliminate pollution from land-based sources.

In addition, The Mediterranean Commission on Sustainable Development (MCSDD) is an advisory body to the Contracting Parties. It is composed of representatives of the 22 Contracting Parties as well as 15 rotating representatives from local authorities, business community, and NGOs, forming, on equal footing, a think-tank on policies for promoting sustainable development in the Mediterranean Basin. The MCSDD coordinated the preparation of the MSSD, which was adopted by the Contracting Parties in 2005.

#### **4.1.2. STRENGTHS AND WEAKNESSES WITH THE CURRENT MAP STRUCTURE**

One of the options that were considered for the original design of UNEP MAP was to concentrate all functions in one location, with separate departments for biodiversity, pollution, and climate change co-located in the CU. In this model of centralized governance, the CU would have been empowered with a much more centralized role. Countries were

averse to this model for several reasons, particularly the high level for UN salaries. Instead, countries preferred a secretariat with a reduced role, with only MED POL co-located within it. All other functions were to be carried out by national or regional activity centres.

The system of a central CU administered by UNEP, with RACs carrying out the delivery of key activities, brings together a unique skill set in a system that has the neutrality of the UN with more flexibility and a lower cost. However, at the same time, as the ties between the RACs and the CU are not always clear, the system is difficult to govern and manage. The main concern is that the system is currently characterized by a high degree of fragmentation between the Barcelona Convention, its protocols, the MSSD, the regional action plans, Global Environment Facility (GEF) projects, EU-funded projects (that do not always align with MAP priorities), not to mention a growing number of RAC-led country-specific projects that draw away from UNEP MAP's specific focus on regional-level activities. This institutional fragmentation has undermined the cohesiveness of MAP programming, which in turn contributes to "mission drift".

The table below includes the main components of the UNEP MAP system and their respective statuses.

**Table 1: Overview of UNEP MAP Components**

Component	Legal status	Governance	Comments
BP/RAC	Not for profit	<ul style="list-style-type: none"> <li>Independent Board &amp; COP</li> </ul>	<ul style="list-style-type: none"> <li>Hosting agreement currently pending</li> </ul>
CP/RAC	Hosted by the Catalan Waste Agency	<ul style="list-style-type: none"> <li>Spanish and Catalan Region Governments &amp; COP</li> </ul>	<ul style="list-style-type: none"> <li>Hosting agreement currently pending</li> </ul>
INFO/RAC	Hosted by the Italian Government's Italian Institute for Environmental Protection and Research	<ul style="list-style-type: none"> <li>Italian Government and COP</li> </ul>	<ul style="list-style-type: none"> <li>Hosting agreement currently pending</li> </ul>
MEDPOL/CU	UN	<ul style="list-style-type: none"> <li>UNEP and Contracting Parties</li> </ul>	
PAP/RAC	Public Institution	<ul style="list-style-type: none"> <li>Steering Committee &amp; Contracting Parties</li> </ul>	<ul style="list-style-type: none"> <li>Hosting agreement in place with new agreement pending</li> </ul>
RAC/SPA	Public Institution	<ul style="list-style-type: none"> <li>Steering Committee &amp; Contracting Parties</li> </ul>	<ul style="list-style-type: none"> <li>Hosting agreement in place with new agreement pending</li> </ul>
REMPEC	UN	<ul style="list-style-type: none"> <li>IMO &amp; Contracting Parties</li> </ul>	<ul style="list-style-type: none"> <li>IMO administered</li> </ul>

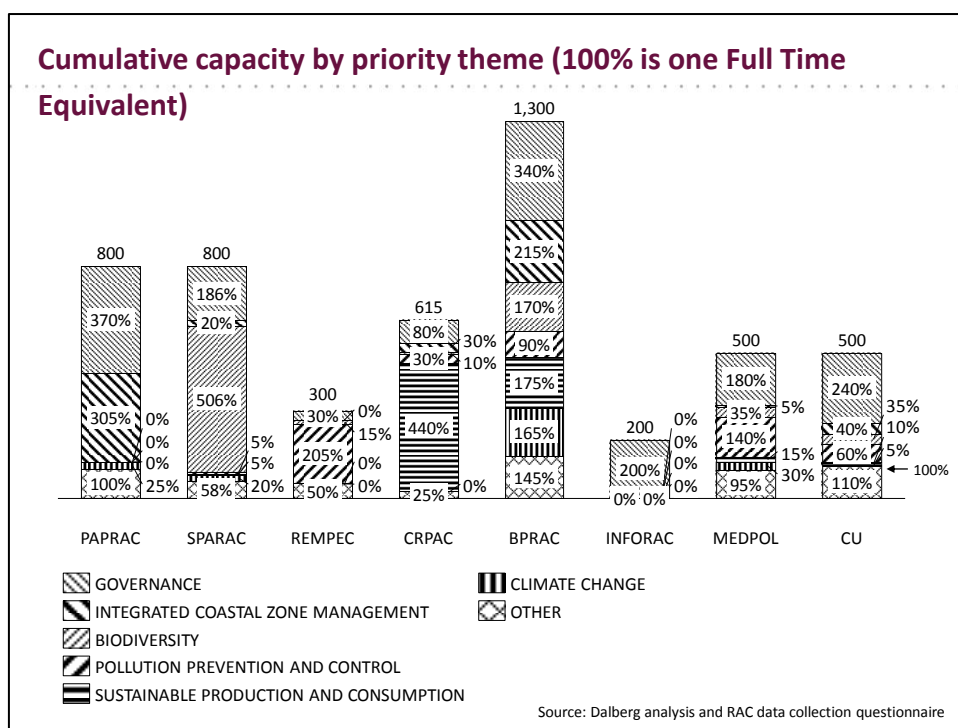
The RACs and their respective expert networks are a real asset for UNEP MAP. These have underpinned MAP with a unique source of substantive expertise on most thematic priorities of the Five-year POW. Expertise is particularly pronounced as regards issue areas such as ICZM and pollution prevention, biodiversity, and sustainable consumption and production.

The one area that falls short is climate change mitigation and adaptation. With its current capacity and expertise, concerns have been raised that the UNEP MAP system is not equipped to play a leading role on climate change issues in the Mediterranean. This is particularly the case in light of the fact that climate change mitigation and adaptation issues are served by other regimes, such as the UN Framework Convention for Climate Change. On

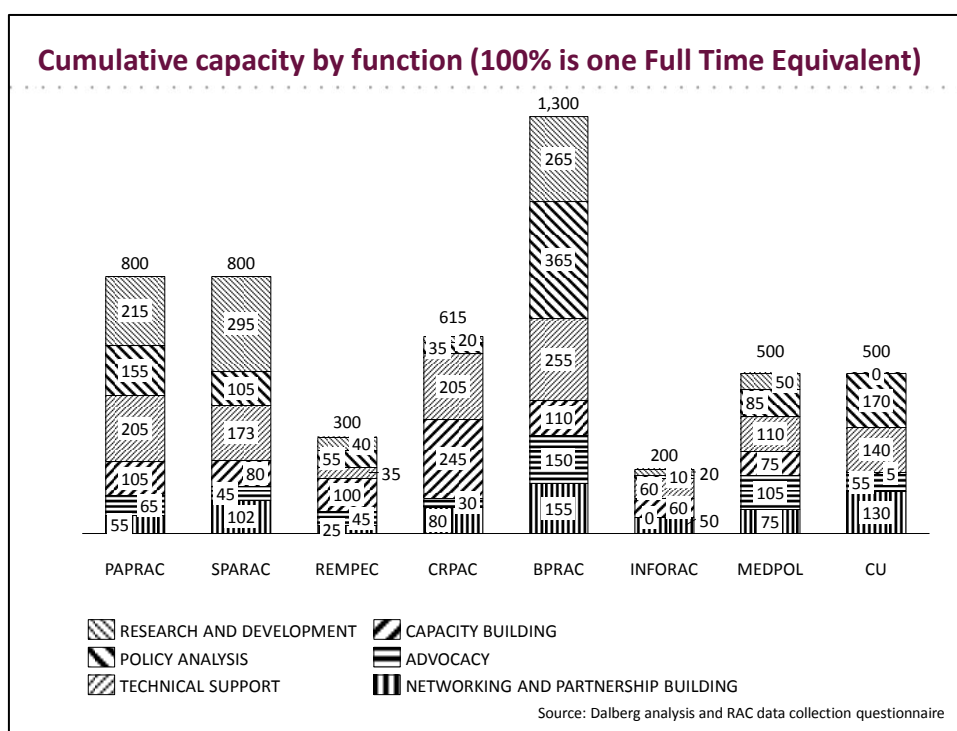
the other hand, however, climate change is a driver of environmental destruction in the Mediterranean and will be more so in the future. Analyses of the cumulative effects refer to it as the most important driver and that key impacts, such as the increasing acidification of the Mediterranean Sea, biodiversity loss, and coastal adaptation, should in fact be elevated on the MAP agenda, perhaps as horizontal issues.

The figure below includes the total direct expertise in the system, including functions that are not funded from the MTF or voluntary contribution from the EC. The analysis shows that the RACs are mostly focused on one theme, with the exception of BP/RAC, which has expertise across the major areas.

**Figure 2: Cumulative capacity by priority theme (100% is one Full Time Equivalent)**



**Figure 3: Cumulative capacity by function (100% is one FTE)**



### 4.1.3. SUBSTANTIVE ACHIEVEMENTS

#### Implementation of the Barcelona Convention

UNEP MAP has played an instrumental role in promoting the implementation of the Barcelona Convention. It has supported the Contracting Parties with tools, methodologies, technical assistance, capacity building and research, and longstanding pollution monitoring programmes, coupled with a diversified network of RACs, which support the Parties with their substantive expertise.

#### Forum for equitable participation of states

As the main environmental governance regime in the region, UNEP MAP has provided an important forum for the equitable participation of all the countries in the Mediterranean. Indeed, UNEP MAP has succeeded in uniting a diverse array of countries in creating durable solutions for the intensifying environment and development challenges, which are threatening a unique and complex ecosystem.

This is no small feat, considering that the region is one of the most diverse in the world, unlike any other. It lies at the crossroads of three continents and has the highest concentration of ancient history. However, as the number one tourism destination in the world, increasing human pressures have led to the destruction of much of the Mediterranean coastline.

And yet, despite an intensifying backdrop of political and economic difficulties, the Contracting Parties continue to endeavour to implement their commitments under the UNEP MAP system.

### **Specific achievements**

As of 2012, some of UNEP MAP's specific accomplishments included the following:

- Today, MAP involves 21 countries, as well as the European Community, who are determined to address the challenges of environmental degradation in the sea, coastal areas, and inland, as well as to link sustainable resource management with development to protect the Mediterranean. The Barcelona Convention has given rise to seven protocols addressing specific aspects of Mediterranean environmental conservation (i.e. Dumping, Prevention and Emergency Control, Land-based Sources and Activities, SPA and Biodiversity, Offshore, Hazardous Waste, ICZM);
- Following adoption of Decision IG.17/2 on Compliance Procedures and Mechanisms by the 15th Meeting of the Contracting Parties and the creation of the Compliance Committee (the Committee) in July 2008, as well as Decision IG.19/1 containing the Rules of Procedure adopted by the 16th Meeting of the Contracting Parties in November 2009, the Committee became an official subsidiary body of the Convention and its Protocols and of the Meeting of the Contracting Parties;
- The preparation and adoption by the Contracting Parties of a Strategic Action Programme (SAP/MED) of regional and national activities to address land-based pollution and the Strategic Action Programme for the Conservation of Biological Diversity in the Mediterranean Region (SAP/BIO) are important breakthroughs among the Mediterranean countries' efforts to combat land-based pollution and maintain and restore marine biodiversity;
- The MSSD adopted by the Contracting Parties in 2005, intends to adapt international commitments, such as the Millennium Development Goals, to regional conditions, in order to guide national sustainable development strategies and to initiate a dynamic partnership between countries at different levels of development;
- The UNEP MAP - GEF MedPartnership is a collective effort of leading organisations (regional, international, non-governmental etc.) and countries sharing the Mediterranean Sea, towards the protection of the marine and coastal environment of the Mediterranean;
- Adoption by the Parties at the 17th Conference of the Parties, of the integrated framework for the implementation of the ecosystem approach;
- Work has also progressed on strengthening MAP in accordance with the governance reforms adopted by the Parties in 2008 (including the host country agreements);

- Financial controls have been strengthened, the collection of arrears accelerated and additional external resources mobilized;
- UNEP MAP's Communication Strategy 2012-2017 was developed in line with the Governance decision included in the report of the 15th Ordinary Meeting of the Contracting Parties along with the mandates of the MAP components.

### **The only regional environmental legislative framework in the Mediterranean basin**

One of UNEP MAP's most important comparative advantages is that it is the only environmental governance framework for states in the Mediterranean region. The Barcelona Convention and its protocols impose legally binding commitments that are very carefully calibrated and tailored to the unique community of interests in the region. In many cases, the existence of the Convention and its Protocols exert important leverage on countries to legislate in those areas where they might not otherwise be inclined to address. The LBS and ICZM Protocols are good examples whereby many countries would not have developed national legislation had those regional instruments) to which they had made legally binding commitments) not existed.

Politically, the trans-boundary regime has been developed at the right scale, notably the sea basin and its coastal areas. The fact that MAP is capable of agreeing on joint activities is important, not just politically, but also programmatically.

As the only legally-binding regime at the sea-basin scale, there is untapped potential for UNEP MAP to forge closer ties and combine forces with other key actors in the region. If designed properly, these partnerships will generate economic efficiencies into the system.

### **Convening power**

UNEP MAP system's credibility and legitimacy have given it an important convening power in the eyes of the Parties. The confidence that the Parties have placed in MAP is reflected by MAP's ability to unite countries in a region characterized by divergent political situations and high degrees of political sensitivities around the management of common natural resources.

It is also important to highlight the particular political context and the fact that the MAP continues to be able to mobilize states in pursuit of common environmental cooperation and management goals. This is an important reflection of the value that Parties place on the Convention and its institutional arrangements.

### **Framework of networked governance**

Despite the problems described above, UNEP MAP's network of competences and its system of distributed governance consolidated by a common PoW would appear to be the optimal system for a region as diverse and complex as the Mediterranean. From an administrative point of view, the fact that UNEP MAP is embedded within a UN framework equips it with a set of globally agreed rules regarding inter-governmental relations, which facilitate cooperation in a politically complex region and enables access to significant interdisciplinary and multi-stakeholder resources, which are highly beneficial to the Convention. The fact

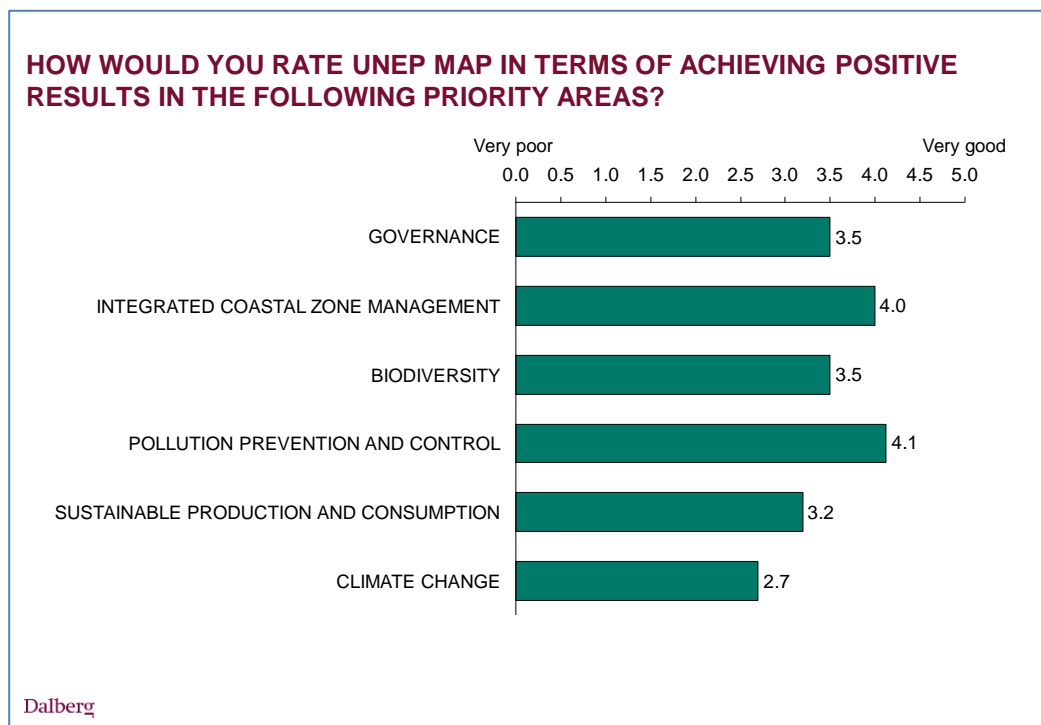
that UNEP MAP is governed by a legally binding regional convention, equipped with a compliance regime and combined with a network of competences, is indeed a clear comparative advantage. Indeed, the fact that, despite the economic crisis, the parties and the EU continues to provide significant financial support, is an important expression of its appreciation of the value-added contribution of UNEP MAP.

### The value-added contribution of the RACs

UNEP MAP's real assets continue to be the RACs, which have underpinned MAP with a diverse array of substantive expertise. However, as explained below, the RACs continue to operate on the basis of highly individual agendas. This often leads to intense competition between the RACs for MTF and external resources, not to mention duplication of activities, which could otherwise be better synergized. Another problem is the impact that the previous MAP financial crisis and its recovery plan has had on the RACs in terms of the diminished flow of MTF resources.

As illustrated by the exhibit below, there is general agreement among the respondents to the review questionnaire that UNEP MAP is achieving positive results in its six priority areas, particularly in the areas of pollution prevention/control, ICZM, biodiversity, and governance.

**Figure 4: Perceptions of UNEP MAP results in thematic areas (see annex for details)**



#### 4.1.4. FUTURE CHALLENGES FOR UNEP MAP

UNEP MAP is about to embark on a new planning process in a period of resource constraints. Therefore, it is particularly important that balance be struck between strengthening its focus on current priority areas to ensure full implementation and allowing enough flexibility to address new and emerging issues.

Indeed, the activities that ensure the protection and effective management of the marine environment and the coastal region of the Mediterranean Sea should be better prioritized on the basis of existing legal obligations of the Contracting Parties in the framework of the Barcelona Convention and its protocols. Contracting Parties should be encouraged to prioritize implementation of the commitments of the Barcelona Convention, its protocols, and the MSSD within their national sustainable development strategies. The Ecosystem Approach (ECAP) provides a new conceptual framework within which UNEP MAP can enhance the integration of these activities.

In the near future, choices will have to be made regarding how to streamline UNEP MAP priorities considering the current scarcity of resources. At the same time, MAP will have to step up its fundraising efforts with external funding sources such as the European Commission and the GEF, as well as private foundations and international NGOs.

With spending down by 25%, UNEP MAP should focus efforts on those areas where it has clear niche strengths and comparative advantages such as ICZM and pollution prevention. Issues such as climate mitigation are adequately covered in other regimes such as the UN Framework Convention on Climate Change and its Kyoto Protocol. However, it is becoming increasingly clear that climate change will generate pronounced impacts for the Mediterranean, therefore it will be necessary to consider how to leverage existing resources to address climate change and its specific impacts for the Mediterranean. In addition, whilst the focus on sustainable consumption and production (SCP) is particularly important to modernize MAP, SCP activities should also prove their direct relevance for pollution prevention and control.

MAP has provided a strong and efficient framework for regional cooperation in the interests of the marine environment and sustainable development. However, the current functional review presents an important opportunity to revisit existing structures in order to adapt MAP to present-day challenges and to add fresh impetus to the efforts of Mediterranean countries so they may achieve their common goals of sustainable resource management.

#### **4.1.5. OVERVIEW OF THE REGIONAL ACTIVITY CENTRES**

As explained in the introduction to this report, one of the key objectives of this extended functional review was to assess the efficacy of the delivery models of UNEP MAP's six Regional Activity Centres (RACs). This section compares and contrasts the six RACs in terms of their mandates, institutional arrangements, strategic priorities moving forward, as well as staffing and funding arrangements. Annex C provides a detailed overview of each of the RACs.

##### **Mandates**

The mandates of the RACs were recently reiterated in the COP Decision on the Mandates of the Components of the MAP (Decision IB.19/5). These are briefly described accordingly.

The objective of the *Blue Plan Regional Activity Centre (BP/RAC)* in France is to contribute to awareness raising through its dual functions as an observatory of the environment and



sustainable development and a centre for systemic and prospective analysis. BP/RAC's mission is to provide the Contracting Parties with assessments of the state of the environment and development of the Mediterranean and a solid basis of environmental and sustainable development data, statistics, and indicators to support their action and decision-making processes. BP/RAC does not administer any Barcelona Convention protocols.

The specific objective of the *Priority Actions Programme Regional Activity Centre (PAP/RAC)* in Croatia is to contribute to sustainable development of coastal zones and sustainable use of their natural resources. In this respect, PAP/RAC's mission is to provide assistance to Mediterranean countries in the implementation of Article 4(i) of the Barcelona Convention, to meet their obligations under the ICZM Protocol and implement the MSSD, 2005, and by carrying out, in particular, the tasks assigned to it in Article 32 of the ICZM Protocol.

The specific objective of the *Specially Protected Areas Regional Activity Centre (SPA/RAC)* in Tunisia is to contribute to the protection, preservation, and sustainable management of marine and coastal areas of particular natural and cultural value and threatened and endangered species of flora and fauna. In this context, the mission of SPA/RAC is to provide assistance to the Contracting Parties in meeting their obligations under Articles 4 and 10 of the Barcelona Convention, 1995, and under the Specially Protected Areas and Biodiversity Protocol (SPA/BD Protocol); implementing the Strategic Action Programme for the Conservation of Biological Biodiversity in the Mediterranean Region (SAP BIO) adopted by the Contracting Parties in 2003, as well as the MSSD; and by carrying out the tasks assigned to it in Articles 9, 11(7), and 25 of the SPA/BD Protocol.

The objective of *Regional Marine Pollution Emergency Response Centre for the Mediterranean Sea (REMPEC)* in Malta is to contribute to reducing and preventing pollution from ships and combating pollution in case of emergency. In this respect, the mission of REMPEC is to assist the Contracting Parties in meeting their obligations under Articles 4(1), 6 and 9 of the Barcelona Convention; the 1976 Emergency Protocol; the 2002 Prevention and Emergency Protocol and implementing the Regional Strategy for Prevention of and Response to Marine Pollution from Ships, adopted by the Contracting Parties in 2005 which key objectives and targets are reflected in the MSSD. The Centre will also assist the Contracting Parties in mobilizing regional and international assistance in case of an emergency under the Offshore Protocol.

The objective of the *Regional Activity Centre for Information and Communication (INFO/RAC)* in Italy is to contribute to collecting and sharing information, raising public awareness and participation, and enhancing decision-making processes at the regional, national, and local levels. In this context, the mission of INFO/RAC is to provide adequate information and communication services and infrastructure technologies to Contracting Parties to implement Article 12 on public participation and Article 26 of the Barcelona Convention on reporting, as well as several articles related to reporting requirements under the different Protocols, thus strengthening MAP information management and communication capabilities.

The objective of the *Cleaner Production Regional Activity Centre (CP/RAC)* in Spain is to contribute to pollution prevention and sustainable and efficient management of services, products, and resources based on UNEP's integrated approach to Sustainable Consumption

and Production (SCP). In this context, CP/RAC provides assistance to the Contracting Parties in implementing Article 4 of the Barcelona Convention, 1995; Article 5 of the LBS Protocol, 1996; Article 5.2 of the Hazardous Waste Protocol, 1996; and Article 8 of the Offshore Protocol, 1994, in which sustainable consumption and production play a crucial role, as well as the other Protocols in which the shift to sustainable consumption and production is key to attain their objectives.

In its early years, CP/RAC's focus was primarily focused on the promotion and dissemination of cleaner production in industrial production processes. However in 2007, the Center started to embrace the Sustainable Consumption and Production (SCP) approach. This entailed shifting (with the approval of the Contracting Parties) the core business of clean production towards green entrepreneurship, sustainable and green public procurement, education and sustainable lifestyles, among others.

### **Institutional arrangements**

The RACs have been established as national entities with regional mandates and focuses. For example, the Plan Bleu was initially created as a non-governmental organization under French law. CP RAC and INFO RAC are both hosted within national government bodies, notably the Catalan Waste Agency and the Italian Institute for Environmental Protection and Research, respectively. PAP RAC and SPA RAC are also public institutions whilst REMPEC is hosted by an international organisation – the International Maritime Organisation.

There are a number of issues related to the dual identity of the RACs, notably:

- The duality of the RAC's identities (i.e. national organisations with regional mandates and focuses) is sometimes problematic where the host country requires substantive priorities to be addressed, which may not align with overall MAP priorities. This is particularly a concern where MTF funds are being used.
- In theory, MTF funds should only be used for regional activities, but a growing number of RACs are undertaking an increasing number of country-specific activities. Safeguards are needed to ensure that MTF resources are used for region-wide MAP activities. Quantitative limits should be defined for the allowable ration permitted or agreed for regional versus national priority activities.
- Another issue relates to the fact that most staff are nationally recruited under national conditions or rules, which in some case may reduce the pressure to oblige them and the RACs to focus on regional activities. It is important to recall that each of the RACs have governing bodies in the form of the RAC focal points who determine RAC priorities and provide oversight.
- When it comes to fundraising, the RACs are not specifically obliged to fund equally for national and regional activities. They have directed their fundraising efforts to the most promising sources and as mentioned above, external funders will have their own priorities

that they expect the RACs to fulfill, which in some cases may detract from their MAP mandates.

### **Funding arrangements**

The funding arrangements are linked with the nature of the institutional arrangements of the RAC. Most of the RACs are funded in part by the MTF, their host government and other external sources such as the European Commission. The only RAC that does not receive any MTF support is CP/RAC as a result of the offer made by the Spanish Government when it first proposed establishing CP/RAC. However, as a result of the recent spending review, the Spanish Government's financial contribution to CP RAC has been reduced significantly. Whilst the decrease from the Spanish contribution has been balanced with CP RAC's increasing fund raising, CP RAC maintains that MTF resources are needed to ensure delivery of its mandate.

Declining funding has been a challenge for each of the RACs, especially those who are supported in large part by their host governments. For example, CP RAC and Info RAC have been significantly affected by the budget cuts for operating and personnel costs, which have been imposed by their host countries' spending review processes.

Several of the RACs have had success in mobilizing external resources, however it often comes at a cost due to the requirement for co-financing. They should request external donors to reduce the need for co-funding as well as increase the possibility to finance overhead from projects.

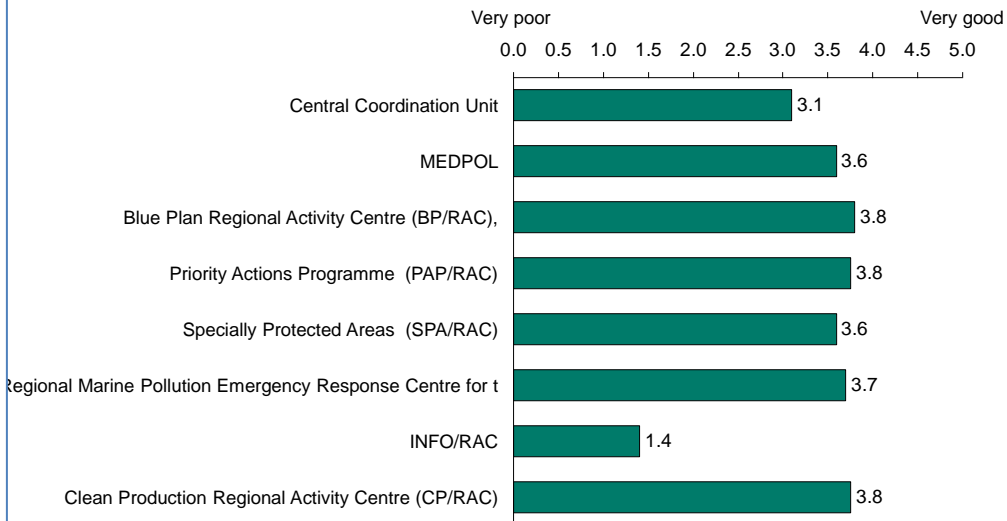
External funding does come with the risk of reduced focus on MAP related priorities where the priorities of external funders do not match the MAP priorities. On the one hand, in the face of declining MTF support, the RACs must raise funds from external sources. However, in order to attract funding, in some cases, the RACs have had to take on projects outside of their core area of expertise.

### **Achievements**

As reflected in the questionnaire results regarding the ranking of the RACs, the majority of the RACs are well regarded by those national focal points that responded. Plan Bleu received top marks, whereas PAP RAC, REMPEC and CP RAC were tied for second place. The lowest ranking RAC was Info RAC.

**Figure 5: Perceptions of positive results achieved by units (see annex for details)**

### HOW WOULD YOU RATE THE MAIN ORGANIZATIONAL UNITS IN TERMS OF ACHIEVING POSITIVE RESULTS?



Dalberg

### Future strategic challenges

Going forward, the RACs have a number of common strategic challenges that they will have to address in order to maintain their relevance and viability in an increasingly competitive operating environment.

- **Staff continuity** – Because of declining MTF funding support for personnel costs, the RACS are facing difficulties in maintaining continuity among their professional staff. This leads to regular turnover in staff, which in turn undermines the knowledge base and institutional memory and capacity. Internal capacity and expertise is affected which means heavier reliance on external capacity.
- **Funding** – As noted above, there is a need to cover fixed costs and assure that long-term operating and personnel costs are covered. Previously reliable MTF funding now only covers part of the operating costs and the RACs need to respond by reducing costs and mobilizing additional resources from other sources.
- **Mission drift** – In order to attract funding, many RACs have taken on projects that may be somewhat outside of their core area of expertise. This overstretching poses a risk to the substantive quality of their work.
- **Forging collaboration with external partners** - In times of resource constraints, the easiest way for the RACs to optimize their effectiveness and elevate overall profile is to find the right collaborators with whom to develop joint projects and activities. Engaging them successfully depends in large part on demonstrating the mutual benefit that will accrue from partnership.

## 4.2. SUMMARY OF KEY FINDINGS

The UNEP MAP system has played an important role in contributing to the implementation of the Barcelona Convention, placing environmental issues on the political agenda, encouraging and supporting the adoption of environmental legislation and regulations, and providing assistance for capacity-building for dealing with environmental protection in the region.

### **Strategic planning fails to respond to emerging issues flexibly**

UNEP/MAP is about to embark on a new planning process in a period of resource constraints. Therefore, it is particularly important that balance be struck between strengthening its focus on current priority areas to ensure full implementation and allowing enough flexibility to address new and emerging issues. At the moment, the planning process is primarily driven from the bottom up. This prevents fundamental shifts in response to new developments that cut across the activities of the RACs.

### **Funding allocation does not follow the strategy**

The allocation of funding from the MTF to the RACs has changed little over the years. In the current setup, it is a complex and political undertaking to move funding with performance and priorities. The recent need to reduce the budget across the board due to late payment of contributions shows little ability to make clear choices.

### **Unclear business model**

At the core of UNEP MAP's weaknesses is an unclear business model. The day-to-day challenges faced by the entire MAP system are due in a large part to the lack of clarity regarding the fundamental model, which should underpin the system.

The system that was originally conceived for the administration of the Barcelona Convention was a networked collaborative governance model embedded in a system of shared responsibilities between the Components – with the CU playing the central coordination role.

The system is currently delivering four categories of activities:

1. **Secretariat to the Convention**, including representation and relations, management of legal aspects of the Barcelona Convention, work programme development and implementation, information and communication, policies and strategies, development of regional action plans, compliance monitoring and monitoring status of marine and coastal environment. This part of the work should be funded by the MTF.
2. **Implementer of the Protocols**, including technical assistance to countries for the purpose of implementation of the Barcelona Convention and its protocols. This is at the request of countries and should be funded by MTF with co-funding from donor governments.
3. **Project manager for sustainable development of the Mediterranean**, including projects that do not directly contribute to the implementation of the Convention. These are projects that are funded externally and do not receive in-kind or cash contribution from MTF.

4. **Think tank on sustainable development of the Mediterranean**, including research on topics of interest for sustainable development. This includes studies that do not directly contribute to the implementation of the protocols.

Each of these activity categories requires a different business model, i.e. approach, funding, capacity, skills. As funding is constrained, these activity categories have to be prioritized and funded appropriately.

MEDPOL, PAP RAC, REMPEC and SPA RAC deliver activities under category 1, secretariat to the Convention due to their direct responsibilities for monitoring and evaluation of the implementation of the protocols under the Convention and providing reference support (not technical assistance) to countries seeking support with the implementation.

In the near future, choices will have to be made regarding how to streamline UNEP MAP priorities considering the current scarcity of resources. Many stakeholders interviewed have emphasized that UNEP MAP should focus efforts on those areas where it has clear niche strengths and comparative advantages such as ICZM and pollution prevention. Issues such as climate mitigation are more than adequately covered in other regimes, whereas climate adaptation is partly addressed within the context of biodiversity and ICZM. And whilst the focus on SCP is particularly important to modernize MAP, SCP activities should also prove their direct relevance for pollution prevention and control.

#### **MAP's delivery capacity must be strengthened**

While some activities are recognized for their contribution to the Barcelona Convention, the system as a whole is perceived as lacking sufficient capacity to deliver. Ministries of Foreign Affairs appear to pay little attention to what is going on in the Convention, its budget is small as compared to other development issues, and it is perceived as having limited potential for generating benefits. The recent complications with financial management and oversight have raised the wrong type of attention, which has further eroded trust in the system. The worsening ecological decline of the Mediterranean points to the need for effective action and greater political will, as well as the importance of retaining its focus on the key priorities outlined in the indicative Five-year PoW and deepening its work on those issues, which may not have been sufficiently addressed in the last five years.

MAP must continue to engage in those priority areas for which it has a clear comparative advantage such as pollution prevention. However, as further described below, UNEP MAP is not equipped to deliver on the expectations set by the Contracting Parties. The absence of prioritization has resulted in UNEP MAP "doing a bit of everything". The scarcity of resources has resulted in an organisation that is sustaining its staff but has very little available funding for activities. As the proportion of external funding for activities increase, so does the pressure from external donors to follow their priorities.

As explained in this draft report, climate change is the one issue for which MAP appears to have a particularly under-developed capacity. Identified as one of the six thematic areas in the indicative Five-year PoW, climate mitigation and adaptation are increasingly important challenges for countries in both the southern and northern sub-regions of the Mediterranean.

The key questions to be addressed are whether or not MAP is sufficiently placed to address climate change, whether other actors may be better equipped and, if so, how might MAP synergize with them.

### **The lack of cohesiveness within the system**

The unclear business model has undermined cohesion within the system. The system will continue to weaken unless efforts are made to ensure greater cohesiveness and cooperation among the constellation of MAP actors. The system is currently characterized by a high degree of fragmentation between the Barcelona Convention, its protocols, MSSD, the regional action plans, GEF projects, EU- funded projects (that do not always align with MAP priorities), not to mention a growing number of RAC-led country-specific projects that draw away from UNEP MAP's specific focus on regional-level activities. This institutional fragmentation contributes to "mission drift".

### **Despite some progress, improving coordination remains a key challenge**

The stakeholder interviews consistently identify collaboration and coordination as the areas where an improvement can have the most impact. The increasing complexity of sustainability challenges in the Mediterranean necessitates even more interaction between the RACs than ever before.

There are significant efficiency gains that can be achieved with improved coordination and synergies between the RACs. However, the RACs continue to operate on the basis of highly individual agendas. This often leads to intense competition for both MTF and external resources, not to mention duplication of activities, which could otherwise be better synergized. Many have suggested that the MAP Co-ordination Unit, Athens (CU) should play a greater role in incentivizing cooperation between the RACs and that efforts are needed to strengthen overall strategic and operational management. While others suggest that the Executive Coordination Panel is the better-suited vehicle for this role.

In addition, whilst the RAC directors currently meet through the ECP, greater cooperation is needed at the technical level.

### **The different statuses of the RACs are a source of frustration**

The RACs do not have the same legal status, rules and regulations, nor compensation levels. The difficulties posed by these differences were first noted in the 2008 Governance Paper and continue to be a source of frustration for the staff of some RACs. The homogenization/harmonization of the institutional status of the RACs continues to be a priority. The areas of discontent that were highlighted by RAC staff include: not being seen as a full member of the system; perceived favoritism for the host country; differences in compensation between RACs; differences in compensation between UN and non-UN organisations. A quick analysis of Cost of Living Adjusted compensation between RACs confirms these differences. There is certainly a need to develop a more effective way of incentivizing the RACs and rewarding the more effective ones. These will be difficult issues to solve and therefore the first priority should be to secure a budget surplus, increase financial transparency and raise additional funds.

### **The planning process is heavy and cumbersome**

The strategic and operational planning process is perceived as too heavy and cumbersome for the resources involved. The principle of the Five-year PoW and the biennial programme and budget is good but the level of detail and the process for development need to be revisited. In particular, for the planning process, it will be important to specify the roles of the different stakeholders, i.e. who is responsible, accountable, consulted, and informed. Currently, most contributors operate as approvers, which makes the process inefficient. In the longer term, it might be useful to consider to governance reforms needed to make MAP more programmed-oriented with programmes that could unite several or all of the RACs. Against this backdrop, it is crucial that the planning process is thoroughly reviewed and that the necessary time is allocated for the development of a new planning process.

### **The importance of building synergies with external partners**

Since UNEP MAP was established over 30 years ago, the institutional landscape in the region has changed considerably. There are countless new bodies and mechanisms that deal with the Mediterranean and its environmental challenges, such as the Union for the Mediterranean, the EU Horizon 2020, the Strategic Partnership for the Large Marine Ecosystem, the EU Maritime Spatial Planning Initiative, the Mediterranean component of the EU Water Initiative, and the Strategy for Water in the Mediterranean. Against this complex institutional landscape, it will be important to find ways to improve synergies and strengthen cooperation with all of the regional bodies, MAP components, governments, and civil society.

Building on the effort of recent years, UNEP MAP must work with all of these initiatives while at the same time avoid duplication of responsibilities and competencies. The Paris Declaration that was adopted at COP-17 emphasized the importance of reinforcing cooperation between all key actors in the Mediterranean, notably Secretariats of the Union for the Mediterranean, the General Fisheries Commission for the Mediterranean, CBD, IMO, IUCN, and the other regional seas conventions and programmes. It is clear that common objectives in improving the management of the Mediterranean's resources will best be achieved when linkages and synergies are strengthened among the various Mediterranean initiatives, together with the Mediterranean key stakeholders.



## 5. COMPARISON WITH OTHER REGIONAL SEAS PROGRAMMES (RSPs)

In addition to the RAC missions and interviews with key stakeholders, the benchmarking of selected Regional Seas Programmes (RSPs) has provided an important source of insight regarding governance arrangements, strategic priorities, organizational models and funding arrangements.

There are currently 18 Regional Seas Programmes around the world. Fourteen of the Regional Seas Programmes are underpinned by a legally binding convention. Six are administered by UNEP:

- Wider Caribbean Region
- East Asian Seas
- Eastern Africa Region
- Mediterranean Region
- Northwest Pacific Region
- West and Central Africa Region

Seven are not administered by UNEP:

- Black Sea Region
- North-East Pacific Region
- Red Sea and Gulf of Aden
- ROPME Sea Area
- South Asian Seas
- South-East Pacific Region
- Pacific Region

And five are completely independent, operating outside the auspices of UNEP

- Arctic Region
- Antarctic Region
- Baltic Sea
- Caspian Sea
- North-East Atlantic Region

For the purposes of the benchmarking exercise, six RSPs were chosen on the basis of their potential to provide useful insights for the specific questions that are being addressed in this functional review. The six chosen include:

- Baltic Sea
- North-East Atlantic Region
- Eastern Africa Region
- West and Central Africa Region
- Wider Caribbean Region
- East Asian Seas

## **5.1. GOVERNANCE**

The governance arrangements depend on whether the RSP is underpinned by a regional convention or not. Where there is a convention in place (i.e. OSPAR, East Africa, Wider Caribbean Region, the Helsinki Commission (HELCOM)), the governance structure is characterized by a Conference of the Parties, which is the supreme governing body supported by a Bureau that provides guidance to the secretariats during the inter-sessional periods and assists with resource mobilization, alongside the national focal points.

Where the RSPs are not underpinned by a legally binding convention, such as the Northwest Pacific Regional Seas Programme, the governance arrangement is characterized by an intergovernmental meeting, which convenes Member States annually. This is the forum through which Member States provide political guidance to the Secretariat especially in terms of programming and resource allocation to the regional activity centres.

In most cases, the RSPs have secretariats, which are responsible for administering the work under the conventions and coordinating the work of the Contracting Parties. In some cases such as HELCOM, the secretariat plays a substantive role in facilitating the work of the Contracting Parties in fulfilling their obligations.

As noted above, not all of the RSPs have RACs per se. In OSPAR, the substantive work is carried out under five main committees (i.e. hazardous substances and eutrophication; offshore industry; radioactive substances; biodiversity; environmental impacts of human activities). Similarly, HELCOM's substantive work is carried out by its thematic working groups and multi-stakeholder forums.

As noted above, for those RSPs that do have RACs such as Eastern Africa and the Wider Caribbean Region, Northwest Pacific and the Black Sea, substantive work is carried out through them. In the case of the Wider Caribbean Region, there are four RACs that implement activities for each of the Convention's protocols. They are financially autonomous organisations, which have been designated by the Contracting Parties to coordinate or implement activities.

## **5.2. STRATEGIC PRIORITIES**

The substantive work of the RSPs that were benchmarked is usually defined by their original action plans, which articulate overarching priorities. The action plan is based on the region's environmental challenges as well as its socioeconomic and political situation. In many cases, the action plan is underpinned by a legally binding convention and associated protocols. The priorities and commitments contained in these instruments are further operationalized through biennial work programmes or thematic strategies.

For example, the East African Action Plan addresses priorities related to: protection of marine and coastal environment; pollution prevention; protection of coastal and marine resources; regional collaboration; training and technical assistance; assistance for maritime emergencies; or marine pollution incidents. These priorities are further addressed through the East African biennial work programme, which for the period 2008-2011.

Similarly, the HELCOM Baltic Sea Action Plan was adopted with four areas of priority: eutrophication; hazardous substances; biodiversity; and environmental friendliness of maritime

activities. The West and Central Africa Region Action Plan addresses: contingency planning; pollution; coastal erosion; environmental impact assessment; environmental legislation; and marine mammals.

In other cases, such as OSPAR, substantive work is governed by a set of thematic strategies, which have been developed to address the main threats in the region. Currently, OSPAR has five thematic strategies: biodiversity and ecosystem strategy; eutrophication strategy; hazardous substance strategy; offshore industry strategy; and the radioactive substances strategy, together with a strategy for the joint assessment and monitoring.

In the case of COBSEA, it recently adopted a New Strategic Directions for 2008-2012, which will focus substantive work on the thematic areas of marine and land-based pollution, coastal and marine habitat conservation and management, and response to coastal disasters. COBSEA will address these areas through four inter-linked strategies: information management; national capacity building; strategic and emerging issues and regional cooperation.

### **5.3. ORGANISATIONAL STRUCTURE**

Delivery models vary between RSPs. In many cases, the RSPs work through Secretariats or Regional Coordinating Units (RCUs). They serve as the nerve centre and command post of the Action Plans' activities. They are often supported by RACs, which are the implementing bodies, carrying out the concrete activities related to the Action Plans.

In the Caribbean RSP, each RAC prepares a six-year strategic plan, as well as a biennial work plan and budget for approval by the Contracting Parties. The Caribbean RSP RACs strengthen the delivery of activities in support of the convention and protocols through decentralizing the work and by the addition of human and financial resources from host countries, or international organisations.

In other RSPs, such as HELCOM and OSPAR, the substantive work is carried out not by RACs but rather by working groups, which have been established to implement programmes and project activities. HELCOM's working groups are supplemented by three substantive multi-stakeholder platforms (Fisheries; Agriculture; and Marine Spatial Planning). Each of OSPAR's main committees develops their own work programmes on an annual basis. For each product to be developed under the POW, a task manager from a lead country or Secretariat is identified. OSPAR's Inter-sessional Correspondence Groups are discrete groups of technical and scientific experts who interact using a platform called "basecamp" and meet face to face when needed.

The South East Asia Action Plan is implemented by the Coordinating Body on the Seas of East Asia (COBSEA). There is no regional convention but instead the programme promotes compliance with existing environmental treaties.

In the East African RSP, the Contracting Parties decide on the biennial work programme under the Nairobi Convention. The work programme is implemented through a broad-based coordination structure including the Nairobi based secretariat, which is guided by governments of the region through a network of focal points and thematic expert groups such as Coral Reef Taskforce, Marine Turtle Force, Marine Protected Areas and Legal and Technical Working Group. The Secretariat has also established a multi-stakeholder group (Consortium for Conservation of

Coastal and Marine Ecosystems in the Western Indian Ocean), which enhances collaboration, information exchange and programmatic synergies.

#### **5.4. FUNDING**

For most of the RSPs and indeed the six that were benchmarked, the financing for the RSP secretariats' costs and their programmes comes from the RSP Trust Funds, which are funded by the assessed contributions of Contracting Parties, or from UN contributions, funding from the GEF, EU, and other bilateral donor contributions. In most cases, member states contribute on the basis of the UN scale of assessments or as in the case of OSPAR, on the basis of equal amounts (i.e. the 16 Contracting Parties each pay 2.5% of the general budget).

The basis for resource allocation to the RACs differs among the RSPs. For example in the Northwest Pacific Region RSP, member states called for equal allocation to each of its four RACs. This is also the case with HELCOM. In other RSPs, as with MAP, trust fund allocations are determined on the basis of assessed contributions.

For the RSPs that are UNEP-administered, UNEP is also accountable for administering the Trust Funds and providing financial and budgetary services. UNEP's role in this context is particularly important in times of financial crisis, notably with COBSEA and the Nairobi and Abidjan Conventions, where UNEP had to step in financially to rescue the Secretariats and/or their programmes and activities.

For the RSPs that are not administered by UNEP, another regional organisation hosts the Secretariat and manages the Trust Fund. And for those RSPs that were not established under the auspices of UNEP, such as OSPAR, their budgets are managed autonomously. OSPAR manages both a General Fund and a Working Capital Fund. OSPAR's member countries directly fund most programme costs.

In terms of allocation of resources, the financing instruments vary as well. For example, in the Wider Caribbean Region, the Core Trust Fund covers Secretariat salaries, and the Special Voluntary Trust Fund covers workshops, regional meetings and promotional activities. However, the RACs are not funded by the Caribbean Trust Fund. Instead, the RACs or host government will provide for all of the operating costs of the RACs. Their project funding is obtained from external donors such as the GEF.

OSPAR's secretariat costs are covered regularly by individual member countries, and certain programme costs are covered from a collective budget. These flexible financing arrangements play a major role in financing OSPAR's work.

COBSEA secretariat operating costs have continued to be covered by UNEP although given UNEP's own financial problems, this arrangement is unlikely to continue until and unless Member States are prepared to contribute appropriate levels of financing. At this point, it is likely that COBSEA will be the first of the RSPs to actually close down due to lack of funding.

The Nairobi Convention activities are financed by the East African Trust Fund and from the Swedish International Development Corporation Agency (SIDA), the GEF and the NORAD.

HELCOM is supported by the Baltic Sea Action Plan Fund (a fund managed by the Nordic Investment Bank and the Nordic Investment Finance Corporation), which provide grants for projects to support the Baltic Sea Action Plan. HELCOM is also supported by the Baltic Sea Environment Lending Facility. Up until recently, Contracting Parties each provided an equal contribution to the HELCOM budget. This has been changed to accommodate the newer EU member states such as Estonia and Lithuania.

As regards RAC financing, most have multiple sources of funding in addition to their trust fund allocations, i.e. contributions from host countries; project grants; bilateral donor support.

It is important to emphasize that most of the RSPs benchmarked are dealing with declining contributions from their respective Contracting Parties, many of whom have been affected by the global economic downturn. As a result, the RSPs are now actively exploring how best to mobilize external funding from other sources such as the EU and the GEF, which could be used to support specific project initiatives.

## **5.5.       INSIGHTS FROM THE OTHER REGIONAL SEAS PROGRAMMES**

- Where they do exist, the RACs play key and integral roles in the implementation of Regional Seas Programmes and their activities at regional, sub-regional and national levels. Their financing is often ensured by the Contracting Parties and by the host country through the financial mechanisms related to the work programme/action plan.
- The legal statuses of the RACs vary widely. Some are hosted by public authorities, universities, NGOs, research institutes.
- Adequate and sustainable financing is essential to ensure the necessary continuity in the RAC's technical capacities, which in turn are necessary to maintain an appropriate level of performance.
- Where the RACs do not exist, thematic working groups and multi-stakeholder forums have been important components in the substantive work of RSPs such as HELCOM.
- The effectiveness and sustainability of Regional Seas Programmes have been enhanced through participatory stakeholder involvement, country ownership, good communication with Contracting Parties and other key stakeholders.
- Increasingly involving civil society and the private sector, as well as targeted capacity building have also contributed to the successful implementation of Regional Seas Programmes;
- Increasingly, many RSPs are emphasizing the ecosystem approach as an overarching management framework for addressing threats to the sustainability of regional seas in combination with ICZM and Climate Change initiatives. UNEP MAP has already set ecosystem-based objectives and is currently working on targets to build on the work

undertaken under the GEF-funded strategic action programmes (SAP-Med and SAPBio), and other initiatives.

- The importance of the secretariats' effective coordination of its components (RACs or working groups) and the promotion of cooperation between components, is crucial to the successful implementation of strategic priorities within work programmes of conventions.
- Financial arrangements of the RSPs vary widely, although most are increasingly faced with limited financial resources and growing funding uncertainties. Forging partnerships and synergies with key players in the respective region such as the European Union have been key to mobilizing external funding resources. Financial difficulties have compelled a deeper analysis of the relevance and benefit of the RSPs for state parties.

## **6. SOLUTIONS FOR A SUSTAINABLE MAP SYSTEM**

### **6.1. OVERVIEW**

The extended functional review has highlighted many areas where improvements can be made to increase efficiency and effectiveness of the system. Recognizing that many of these issues are in fact symptoms of a more fundamental issue, i.e. the absence of a clear and consistent business model, this report focuses on precisely that question. The underlying vision for the UNEP MAP system is an organisation that invests its resources where it achieves the most impact and is flexible to respond to changes in priorities.

There are multiple paths for the UNEP MAP system to achieve sustainability. The terms of reference of the extended functional review specifically asked for the path of increased efficiency through cost reduction (Option 1). This option focuses on maintaining the system as is as much as possible while reducing the funding needed.

As a result of the work, the review team identified and evaluated two additional options that focus on more fundamental changes to the business model of the system. This section describes the following options and their implications for the system in more detail:

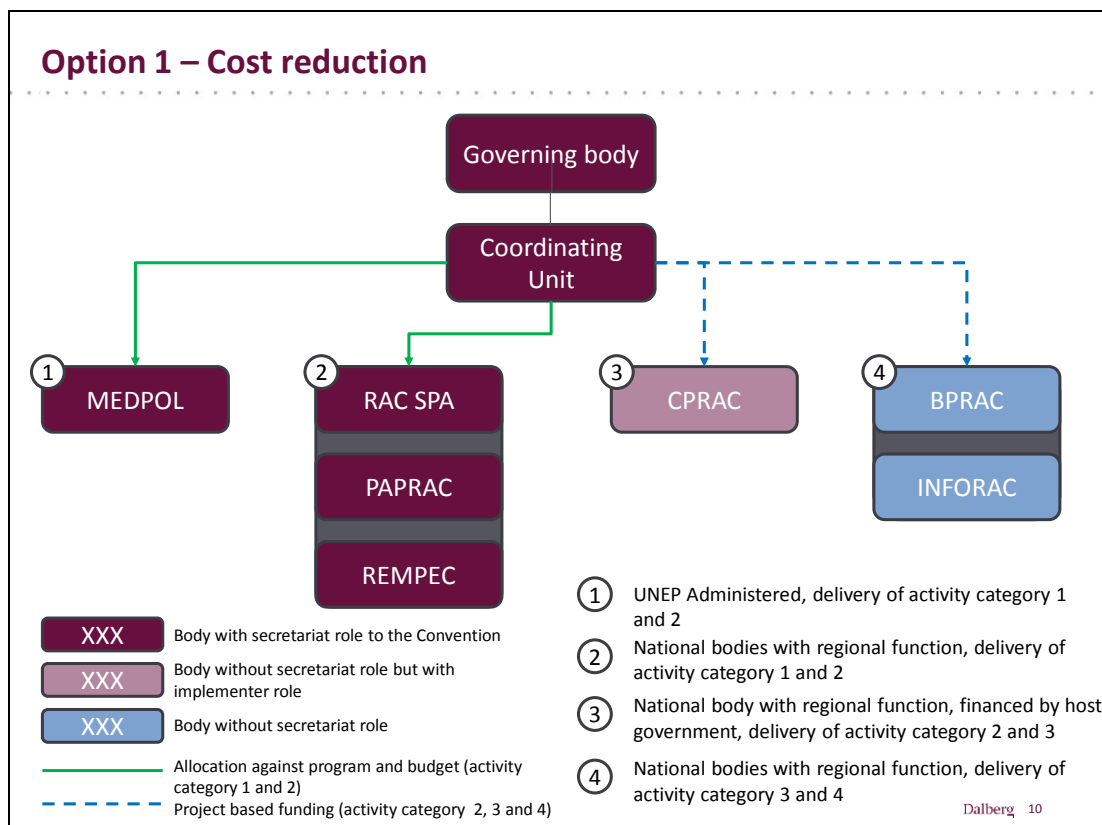
- Option 1: Cost reduction - Focuses on reducing costs to achieve financial sustainability of the system building on the 2010 functional review.
- Option 2: Scalable system - Introduces the concept of core and scalable (flexible) funding allocated through different processes.
- Option 3: Fund manager - Severs direct ties between UNEP MAP and the RACs and introduces fund manager / grantee relationship.

### **6.2. OPTION 1: COST REDUCTION**

#### **6.2.1. DESCRIPTION**

The first option to achieve a more sustainable MAP system focuses on making adjustments to the current system. The adjustments aim to reduce cost and reallocate resources to follow impact and priorities. The figure below provides a simplified graphic view of the system. The paragraphs that follow provide a detailed explanation of the model.

Figure 6: Simplified graphical view of option 1 – Cost reduction



Within the priorities set by the Contracting Parties, the CU follows a three-step process to develop a proposed allocation of funding.

- 1) Step 1 – Funding allocation to activity category 1 (Secretariat to the Convention) .The first priority for the UNEP MAP system is what is described as activity category 1: Secretariat to the Convention, including representation and relations, management of legal aspects of the Barcelona Convention, work programme development and implementation, information and communication, policies and strategies, development of regional action plans, compliance monitoring and monitoring status of marine and coastal environment.
- 2) Step 2 - Funding allocation to activity category 2 (Implementer of the Protocols)
  - a. The funding allocation to activity category 2 is informed by two main factors:
    - i. **Priorities** for implementation of the protocols as set by the Contracting Parties “Implementer of the protocols, including technical assistance to countries for the purpose of implementation of the Barcelona Convention and its protocols. This is at the request of countries and should be funded by MTF and co-funding from countries. ”
    - ii. **Performance** is informed primarily by the success of the RACs in attracting external funding for the implementation of the protocols in absence of information on impact. RACs are allocated additional funding if they have reached their theoretical maximum delivery capacity with current MTF resources.



- 3) Step 3 - Funding allocation to activity category 3 (Project manager for sustainable development of the Mediterranean) and 4 (Think tank on sustainable development of the Mediterranean)
  - a. The funding available after allocation in steps 1 and 2, is allocated to activities that are not necessarily directly contributing to the implementation of the protocols and may include for example co-funding for projects initiated by partners and research studies.

This process requires top down and bottom up planning as well as inputs such as progress reports that specify input, output and results of the system. The Contracting Parties are responsible for setting the overall funding envelope and portfolio criteria if necessary, e.g. geographical balance, intervention type (research, training etc.), thematic areas, and duration of projects. Taking into account these principles, the CU coordinates the development of the proposed budget by providing a budget envelope to the RACs. The RACs develop a detailed plan, working with their focal points for delivery on the priorities. The CU consolidates the plans and works with the RACs to develop an integrated program and budget for approval by the Contracting Parties.

This option assumes that the recommendations from the governance paper are fully implemented and that the nature of the relationship between RACs and UNEP MAP is confirmed through agreements.

### **6.2.2. IMPLICATIONS**

The most important implications for the organisational structure, staffing and resources are included in the following paragraphs. Further details of the implications are included in **Annex E: Detailed implications of options 1 and 2.**

#### **COORDINATING UNIT (CU)**

Operating as part of the United Nations family comes with relatively higher staff expenditures. A quick comparison between compensation costs in the current situation, and in a situation where the CU and MEDPOL were to operate a national body, shows a difference of around 770,000<sup>1</sup> Euro. The 2013 approved budget shows ~1.47 million Euro of staff costs for CU and Medpol which could move to 717,000<sup>2</sup> Euro if they would operate as national bodies. This change would require an estimated 1.17 million Euro in upfront investment in separation indemnities. In addition, leaving the UN system will require investment in developing a framework for collaboration between the Contracting Parties. While it is difficult to put a value on this, it is clear that this is a significant risk to the continuation of the MAP. It is not recommended to pursue this option at this stage.

The CU has very senior leadership in comparison to Conventions with a similar number of staff members and budget. It is recommended to reclassify both senior leadership posts.

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<sup>1</sup> This number includes the reduction of costs associated with staff compensation as well as an increase in costs associated with value added tax.

<sup>2</sup> This number has been estimated based assuming that the salaries in Athens would follow be similar to those of BP RAC corrected for cost of living in Athens.

- The D2 post of Executive Coordinator should be reclassified to a D1 post without changes to the terms of reference;
- The D1 post for Deputy Coordinator should be reclassified to a P5 post. The terms of reference should focus on supporting the Executive Coordinator with strategic and operational planning.
- The legal officer post, currently filled by a secondment from the French Government should be funded through the MTF.

While MEDPOL was not included in the proposed scope of the review, it was decided by the contact group to take a system wide approach. The review team fully endorses the 2010 functional review recommendations on MEDPOL, especially in terms of the staffing recommendations<sup>3</sup>.

While MEDPOL's professional officers are currently on international contracts, it has shown that it can find the required skills and expertise in Greece. In similar situations, UNDP and UNOPS have started to recruit National Professional Officers (NPOs) which are less costly to the organization. Should UNEP decide to follow this example and facilitate recruitment of NPOs, MEDPOL should use that to reduce its staff costs.

The difference between international and national contracts is anywhere between 30 to 40%. A change of contract for all MEDPOL professional staff would result in a reduction of 260,108 EUR annually based on the 2013 budget.

### **BP/RAC**

BP/RAC was set up to put at the disposal of political leaders and decision-makers all information that will enable them to develop plans likely to ensure sustained optimal socio-economic development without degrading the environment. BP/RAC is different from other RACs as its mandate is not the implementation of a protocol, but rather to inform decision making on the sustainable development of the Mediterranean.

In 2012, approximately 25% of BP/RAC's budget came from the MTF, of which more than 90% was used to cover staff and office costs. This is expected to remain the same in 2013. The budget from the POW shows that the MTF is used to subsidize almost every staff member in the Centre, which makes it difficult to keep track of inputs, outputs and outcomes of the MTF budget. In particular, the contribution of staff time, funded by the MTF to projects that may not be priorities for the Contracting Parties should be addressed.

It is therefore recommended to change the funding allocation for BP/RAC to a project-specific basis. This implies that the MTF could be a source of income similar to any external donor for BP/RAC. To obtain the funding, BP/RAC has to respond to the priorities set by the Contracting Parties and justify what inputs it needs to deliver outputs and outcomes. Under this scenario, the allocations to BP/RAC are completely scalable to follow the priorities and available resources.

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<sup>3</sup> The 2010 Functional Review recommends four professionals (a manager, a monitoring expert and two programme officers) and two support staff (a programme assistant and a data quality officer).

### **CP/RAC**

CP/RAC was admitted as a RAC to promote and disseminate cleaner production (CP), as defined by UNEP, in the Mediterranean countries. The approach applied currently by UNEP is to address production and consumption patterns in an integrated manner to ensure sustainability and sound chemical management. As part of the agreement to admit CP/RAC into the system, the Government of Spain agreed that the Centre would be wholly financed by Spain.

CP RAC does not deliver activities under category 1 “Secretariat to the Convention”, however, it does deliver activities under category 2 “Implementer of the Convention”. It is therefore recommended to continue the current arrangement but allow CP RAC to access funding that is project-specific. To obtain the funding, CP RAC has to respond to the priorities set by the Contracting Parties and justify what inputs it needs to deliver outputs and outcomes.

### **INFO/RAC**

INFO/RAC is different from other RACs as its mandate is not the implementation of a protocol, but rather to provide support that may have otherwise been done by the CU. It was established with the commitment from the Government of Italy to finance the Centre. It has been receiving MTF funds since the 1990's as ERS/RAC. For the biennium 2012-2013, the allocation is set to 130,888 Euro, 105,888 Euro for 2012, and 25,000 EUR for 2013. It has been difficult to track inputs, outputs and outcomes of the MTF budget provided to INFO/RAC. For the moment, it has not been able to show its added value to the system through concrete outputs. It may be for this reason that the Centre receives some criticism through the interviews and surveys.

It is therefore recommended to change the funding allocation for INFO/RAC to a project-specific basis. This implies that the MTF could be a source of income like any other external donor to INFO/RAC. To obtain the funding, INFO/RAC has to respond to the priorities set by the Contracting Parties and justify what inputs it needs to deliver outputs and outcomes.

### **PAP/RAC**

A major milestone for PAP/RAC was the adoption of the Action Plan (AP) for the Implementation of the Protocol in February 2012. This strategic document guides the Contracting Parties and the whole MAP structure in the period 2012-2019 in the implementation of the priorities set for in this AP. The ICZM and the ecosystem approach are the two main priorities for the Contracting Parties in the current biennium.

MTF financing to PAP/RAC has dropped from around 70% of total income in the last three years to around 42% of total income this year and 35% for the coming year. Given the requirements from external donors with regard to co-funding, PAP/RAC is delivering close to its maximum with its current capacity and resources.

It is recommended that UNEP MAP support PAP/RAC with increasing its delivery through agreements that require less co-funding and operating cost charges to projects. This support should include (a) setting rules and regulations around co-funding from Contracting Parties, (b) engaging with external funders to decrease co-funding requirements and the ability to

include overheads. In addition, the Contracting Parties should consider increasing PAP/RACs allocation of the MTF to undertake activities.

### **REMPEC**

REMPEC is the result of an arrangement between UNEP and IMO for the implementation of the MAP, under which IMO is the implementing organisation (i.e. management and operation of the Centre), with UNEP providing funding, through its MTF, from contributions paid by the Contracting Parties. While IMO/UNEP cooperation has been welcomed, the status of REMPEC and its staff, operating within the IMO structure focusing on priorities set by the Contracting Parties, has been a source of confusion and perceived conflict of interest.

REMPEC currently has three permanent programme staff members and one junior staff member seconded by the French Government and the oil industry. While REMPEC's staff costs are comparable to other UN Organisations, they are high if compared to the other RACs. REMPEC has the highest general staff capacity in comparison to its programme staff.

The share of the MTF in total funding for the Centre has been relatively stable in recent years moving between 60% in 2009 and 33% in 2012. In 2013, the Centre is expected to rely to a much greater extent on MTF funding (63%) as the SafeMed project comes to an end.

REMPEC has an important role in the implementation of the Barcelona Convention and should continue to be funded by the MTF at a minimum, for its role in the implementation of the protocols. At the same time, there are steps that need to be considered to reduce costs and invest more in the priorities.

It is recommended to reestablish REMPEC as a national body with a regional function. The current setup is confusing and costly which is not justified by its benefits. A national body with a regional function will be able to deliver on the Barcelona Convention and protocols, as well as provide the required technical implementation support to IMO. The benefits of reestablishing REMPEC as a national body are found in equality of the RACs and potential savings of 160,000<sup>4</sup> Euro annually. The upfront investment for this change will be between 200,000 and 400,000 Euro depending on the arrangement with current staff.

Finally, the number of general service staff is significantly higher compared to the other RACs. In order to align to the average in the system, REMPEC should abolish two general service posts to bring their ratio in line with the other RACs.

The funding that comes available through these measures should be used to invest in capacity for the implementation of the Offshore Protocol.

### **SPA/RAC**

The SPA/BD Protocol was adopted in Barcelona in 1995 and replaced the protocol concerning Mediterranean Specially Protected Areas, adopted in Geneva in 1982. This new protocol, which comes into effect in 1999, aims at promoting the conservation and the sustainable management of areas having a particular natural or cultural value and at

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<sup>4</sup> This number assumes reduced cost of compensation as well as increased costs associated with value added tax.

promoting the conservation of the animal and plant species endangered or threatened. It envisages in particular dispositions relating to the creation, protection and management of Specially Protected Areas (SPAs), to the establishment of a Specially Protected Areas of Mediterranean Importance (SPAMIs) list, and to the protection and the conservation of the species.

The MTF has dropped from around 80% of total income in the last three years to around 35% of total income this year and 27% for the coming year. Unless external projects do not require in-kind contributions, further scalability of the MTF funding will not be possible.

It is recommended that UNEP MAP support SPA/RAC with increasing its delivery. This support should include (a) setting rules and regulations around co-funding from Contracting Parties, (b) engaging with external funders to decrease co-funding requirements and the ability to include overheads. In addition, the Contracting Parties should consider increasing SPA/RACs allocation of the MTF to undertake activities.

The table below provides an overview of the implications of the proposed changes based on the 2013 approved budget and includes the reductions that are proposed under this option. It is important to note that reductions such as reclassification and recruiting of national public officers will only be available over time. The table provides the end state assuming all of the recommendations have been implemented.

**Table 7: Reduction of 2013 approved budget (EUR) to inform implications**

RAC	Budget approved in 2013 (A)	Potential cost reductions (B)	Reduced budget (A-B)
BP/RAC	666,381	666,381	0
CP/RAC	2	2	0
CU	1,663,018	47,315	1,615,703
INFO/RAC	25,000	25,000	0
MEDPOL	1,290,866	260,108	1,030,7
PAP/RAC	644,310	0	644,310
REMPEC	738,830	250,545	488,285
SPA/RAC	656,654	0	656,654
<b>Total</b>	<b>5,685,061</b>	<b>1,249,351</b>	<b>4,435,710</b>

The budget that is made available through the reductions proposed in option 1 should be made available to the RACs to delivery on specific projects in areas of priority set by the Contracting Parties. For instance, BP RAC, in collaboration with other RACs and external partners, could obtain the budget for a study such as the implications of Climate Change in the Mediterranean.

## 6.3. OPTION 2: SCALABLE SYSTEM

### 6.3.1. DESCRIPTION

The second option to achieve a more sustainable UNEP MAP system introduces the idea of core and scalable activities funded by the MTF. This fundamental difference between this option and option 1 is that all funding available for activities is opened up to competition. This element of competition will reinforce incentives for the RACs to work together to improve their offering, perform well on delivery and focus on the priorities set by the Contracting Parties.

The assumption is that all support that the UNEP MAP system could provide for sustainable development of the Mediterranean, is captured in the activity categories previously outlined and further categorized as follows:

#### A) Core activities

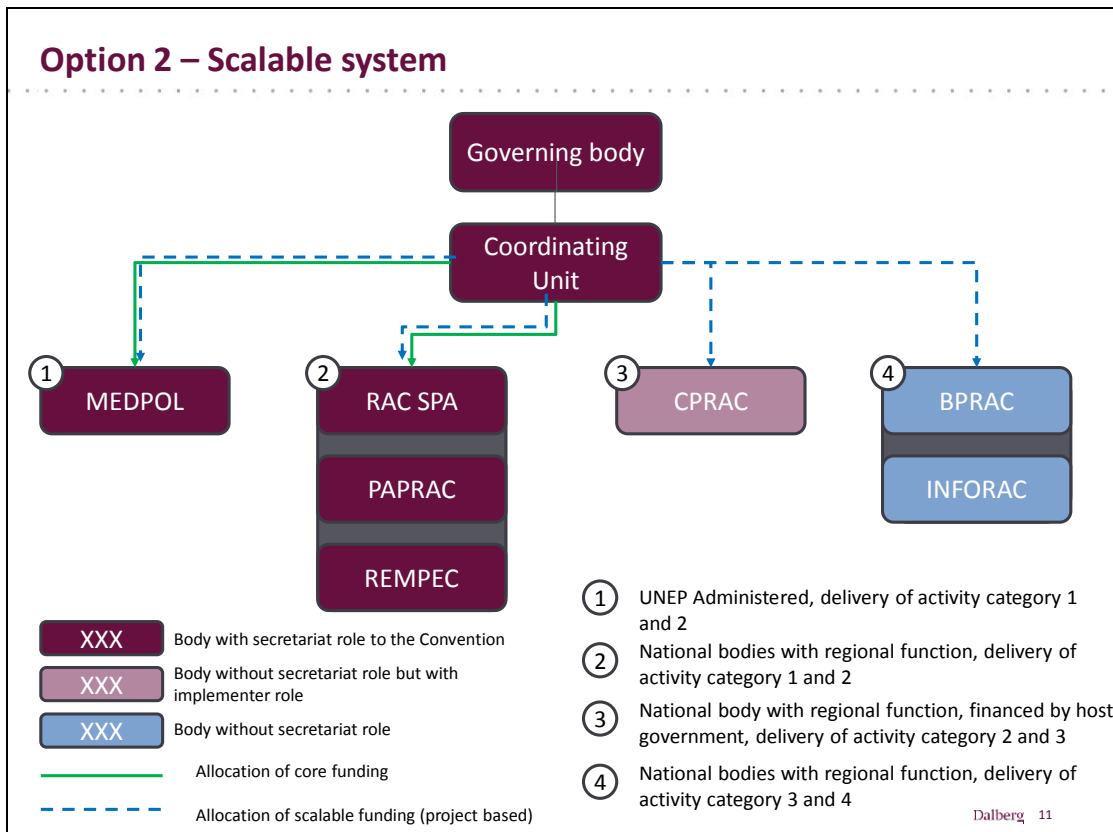
- Activity category 1 **Secretariat to the Convention**, including representation and relations, management of legal aspects of the Barcelona Convention, work programme development and implementation, information and communication, policies and strategies, development of regional action plans, compliance monitoring and monitoring status of marine and coastal environment.

#### B) Scalable activities

- Activity category 2 “Implementer of the protocols, including technical assistance to countries for the purpose of implementation of the Barcelona Convention and its protocols.”
- Activity category 3 “Project manager for sustainable development of the Mediterranean, including projects that do not directly contribute to the implementation of the protocols.”
- Activity category 4 “Think tank on sustainable development of the Mediterranean, including research on topics of interest for sustainable development. This includes studies that do not directly contribute to the implementation of the protocols.”

The figure below provides a simplified graphical view of the system. The paragraphs that follow provide a detailed explanation of the option.

### Figure 8: Simplified graphical view of option 2 – Scalable system



The allocation process and formula will be different for core and scalable funding. The core activities will be funded first, based on an assessment of the funding required to deliver on activity category 1. This means that those RACs that have a function as the Secretariat of a protocol will be allocated a minimum level of funding. RACs that do not have such a function will not receive any core funding.

The remainder of the funding will be used to fund scalable activities based on priorities and performance. It is recommended that the MTF only funds activity category 2 and in select cases, activity category 4. Activity category 3 should not be funded by the MTF, nor should it be positioned as a UNEP MAP activity. The funding will be allocated to RACs based on project proposals that will include a fixed amount for overheads and staff time of the RAC.

This process requires top down and bottom up planning as well as inputs such as progress reports that specify input, output, and results of the system. The Contracting Parties are responsible for setting the overall funding envelope and the initial allocation to core and scalable funding. The Contracting Parties also set the rules around the allocation of scalable funding, e.g. thematic priorities, geographical balance, and intervention type. The RACs are invited to develop proposals, alone or in collaboration with others. The CU<sup>5</sup> will review the proposals and make recommendations to the Bureau. The Bureau (delegated by the Contracting Parties) will review the proposals and recommendations from the CU and make

<sup>5</sup> Some organisations, such as UNITAID, have set up an independent body to review proposals and make recommendations to the Governing Body. This helps to inform decisions making by experts and reduces potential conflicts of interest.

the final decision. The Contracting Parties will review CU recommendations and Bureau decisions every two years. The CU consolidates the plans, for core and scalable funding, and works with the RACs to develop an integrated program and budget for approval by the Contracting Parties. The calls for proposals process is illustrated in Annex F – Illustrative calls for proposals process.

Both core and scalable activities will be subject to evaluation but with different timelines. The scalable funding will be reviewed midterm and at the end of the project. The core funding will be reviewed every five years. Neither the funding for the core activities, nor the funding for the scalable activities, is assured in the long term.

### **6.3.2. IMPLICATIONS**

The most important implications for the organisational structure, staffing, and resources are included in the following paragraphs. Further details of the implications are included in **Annex E: Detailed implications of options 1 and 2.**

#### **COORDINATING UNIT**

The CU has very senior leadership in comparison to Conventions with a similar number of staff members and budget. It is recommended to reclassify both senior leadership posts.

- The D2 post of Executive Coordinator will be reclassified to a D1 post without changes to the terms of reference;
- The D1 post for Deputy Coordinator should be reclassified to a P5 post. The terms of reference should focus on supporting the Executive Coordinator with strategic and operational planning.
- The legal officer post, currently filled by a secondment from the French Government, should be funded through the MTF.

#### **MEDPOL**

While MEDPOL was not included in the proposed scope of the review, it was decided by the contact group to take a system wide approach. The review team fully endorses the recommendations of the 2010 functional review, especially as regards staffing recommendations.

While MEDPOL's professional officers are currently on international contracts, it has shown that it can find the required skills and expertise in Greece. In similar situations, UNDP and UNOPS have started to recruit National Professional Officers (NPOs) which are less costly to the organization. Should UNEP decide to follow this example and facilitate recruitment of NPOs, MEDPOL should use that to reduce its staff costs.

The difference between international and national contracts is anywhere between 30 to 40%. A change of contract for all MEDPOL professional staff would result in a reduction of 260,108 EUR annually based on the 2013 budget.

#### **BP/RAC**

Under this model, BP/RAC would not receive any core funding. BP/RAC can apply for scalable funding through calls for proposals.



### **CP/RAC**

Under this model, CP/RAC would continue to operate without core funding, however, CP/RAC can apply for scalable funding through calls for proposals.

### **INFO/RAC**

Under this model, INFO/RAC would not receive any core funding. INFO/RAC can apply for scalable funding through calls for proposals.

### **PAP/RAC**

Under this model, PAP/RAC would receive core funding for the ICZM Protocol and CAMP projects. The Director, Deputy Director, Programme Office Camp, Programme Officer ICZM, and Fund administrator would be covered by the core funding, as well as one administrative assistant. In addition, the MTF should fund up to 50% of budgeted operating costs for the Centre, assuming that another 50% is covered through project funding.

The Centre will be able to obtain a number of sources of funding in addition to this core funding:

- MTF Scalable – Funding can be obtained through proposals that are awarded based on priority and performance. This includes areas where MTF will be used as co-funding for externally funded projects.
- Co-funding – Countries that are directly benefitting from the work of the Centre should co-fund its activities.
- External funding – Funding from external sources that does not require co-funding from the MTF and for which the Centre can charge staff time and overheads.

### **REMPEC**

This model assumes that the status of REMPEC is re-established as a national body with a regional role. Under this model, REMPEC would receive core funding for the activities on the Prevention and Emergency Protocol and Offshore Protocol.<sup>6</sup> This core funding will include a director and three programme officers (Preparedness, Prevention and Response, and Offshore) and Financial assistant. In addition, the MTF should fund up to 50% of budgeted operating costs for the Centre, assuming that another 50% is covered through project funding.

The Centre will have access to a number of sources of funding, see above.

### **SPA/RAC**

Under this model, SPA/RAC would receive core funding for the activities on the Biodiversity Protocol. This core funding will include a director and four programme officers (Conservation, Species, Habitats, and Marine Protected Areas) and a financial assistant. In addition, the MTF should fund up to 50% of budgeted operating costs for the Centre, assuming that another 50% is covered through project funding.

The Centre will have access to a number of sources of funding, see above.

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<sup>6</sup> For the purpose of estimating appropriate compensation for national staff members in Malta, the review team used cost of living adjusted staff compensation with BP/RAC as the basis.

The proposed changes will result in the following split between core and scalable funding, see table below. The table is based on the 2013 approved budget and includes the reductions that are proposed in this option. It is important to note that reductions such as reclassification and recruiting of national public officers will only be available over time. The table provides the end state assuming all of the recommendations have been implemented.

**Table 9: Reduction and re-allocation of 2013 approved budget to core and scalable resources (EUR) to inform implications**

RAC	Budget approved in 2013 (A)	Potential cost reductions (B)	Re allocations to scalable (C)	Total budget freed up for SCALABLE activities (B+C)	Total budget dedicated to CORE activities (A – B – C)
BP/RAC	666,381	666,381	0	666,381	0
CP/RAC	2	2	0	2	0
CU	1,663,018	0	0	0	1,663,018
INFO/RAC	25,000	25,000	0	25,000	0
MEDPOL	1,290,866	260,108	575,000	835,108	455,758
PAP/RAC	644,310	0	298,424	298,424	345,886
REMPEC	738,830	250,545	128,749	379,294	359,536
SPA/RAC	656,654	0	339,166	339,166	317,488
<b>Total</b>	<b>5,685,061</b>	<b>1,202,036</b>	<b>1,341,339</b>	<b>2,543,375</b>	<b>3,141,686</b>

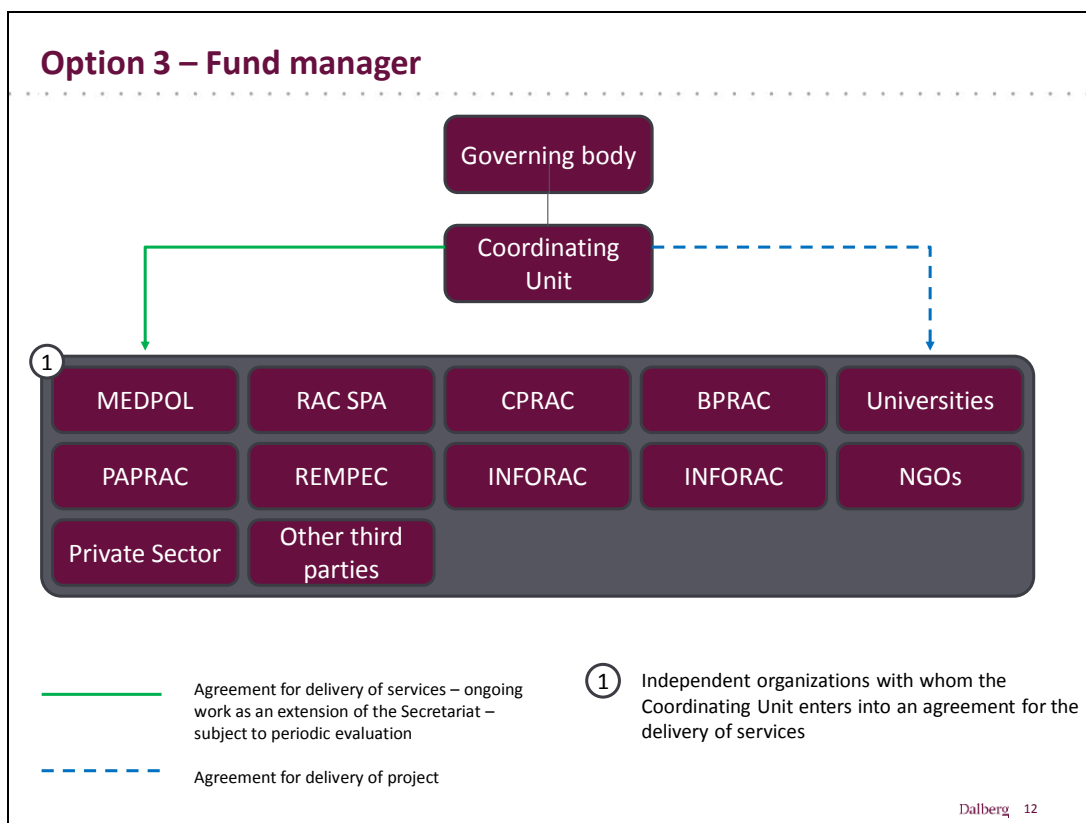
The immediate result would be a reduction in secured funding for the RACs and MEDPOL. To access the scalable funding, the RACs and MEDPOL would have to go through a competitive bidding process. The RACs that work together to improve their offering, respond to the priorities set by the Contracting Parties and demonstrate performance will receive a larger share of the funding. Those RACs that cannot deliver on the priorities or have performance issues will have to take measures to align their organisations with the new funding reality.

#### 6.4. OPTION 3: FUND MANAGER

##### 6.4.1. DESCRIPTION

In this model, the CU is the fund manager of the MTF and supports the Contracting Parties in articulating priorities and sourcing partners for implementation. The figure below provides a simplified graphical view of the system. The paragraphs that follow provide a detailed explanation of the option.

**Figure 10: Simplified graphical view of option 3 – Fund manager**



This model replaces the model of an integrated UNEP MAP system with that of a funder (CU) /grantee (RAC). The relationship between the CU and the RACs could continue to exist but limited to a contractual agreement. The funder will review the outputs and results achieved by the grantee and make decisions as to the (dis)continuation of the relationship. For core activities, the evaluation would be done periodically, e.g. every two years. For scalable activities, the evaluation would be done mid-term and at the end of each project. Under this option, all hosting agreements between UNEP MAP and government of countries where the RACs are located, would be terminated.

The initial selection of partners should be based on existing relationships with the RACs but future relationships should be competitively sourced, i.e. other partners could apply for the funding as well.

The implications are that the UNEP MAP system would be reduced to the CU that is strengthened to undertake strategic and operational planning, design and manage programmes, as well as monitoring and evaluation functions. The Contracting Parties are responsible for setting the overall funding envelope and the portfolio principles including, for example, thematic areas, geographical areas, and intervention types. The CU will develop calls for proposals to which the RACs and other actors are invited to respond. The CU<sup>7</sup> will review the proposals and make recommendations to the Bureau. The Bureau (delegated by

<sup>7</sup> Some organisations, such as UNITAID, have set up an independent body to review proposals and make recommendations to the Governing Body. This helps to inform decisions making by experts and reduces potential conflicts of interest.

the Contracting Parties) will review the proposals and recommendations from the CU and make the final decision.

#### 6.4.2. IMPLICATIONS

##### CU

The CU has very senior leadership in comparison to Conventions with a similar number of staff members and budget. It is recommended to reclassify both senior leadership posts.

- The D2 post of Executive Coordinator will be reclassified to a D1 post without changes to the terms of reference;
- The D1 post for Deputy Coordinator should be reclassified to a P5 post. The terms of reference should focus on supporting the Executive Coordinator with strategic and operational planning.
- The legal officer post, currently filled by a secondment from the French Government, should be funded through the MTF.
- Three additional P4 posts would be added focused on (1) Design and management of programmes (two P3/P4 posts) and (2) Monitoring and evaluation. (one P3/P4 post).

##### MEDPOL

Under this option, all the posts of MEDPOL would be abolished. The activities that MEDPOL currently undertakes for the implementation of the Barcelona Convention and its protocols would be competitively sourced by the CU. Any of the existing RACs or third party organisations would be invited to make a proposal to deliver the activities and deliverables current delivered by MEDPOL.

##### RACs

All RACs will start to operate as entities separate from the UNEP MAP system, responsible for their own income and expenditures. On behalf of the Contracting Parties, the CU would go through a competitive process to find partners for the support on the implementation of the Barcelona Convention and its protocols. The partners could include the current RACs or other organisations.

### 6.5. EVALUATION

The following table provides an overview of the options toward sustainability and their advantages and disadvantages.

**Table 11: High level overview of key advantages and disadvantages of the options**

Options	Advantages	Disadvantages
Option 1: COST REDUCTION  Confirms ties to the RACs and focuses on reducing costs to achieve sustainability	<ul style="list-style-type: none"> <li>• Changes concentrated in few areas of the system</li> <li>• Change to existing procedures and processes is limited</li> </ul>	<ul style="list-style-type: none"> <li>• Remains difficult to move funding with performance and priorities</li> <li>• Potential need to revisit and undertake a further cost-cutting exercise if the funding situation changes</li> </ul>

<p>Option 2: SCALABLE SYSTEM</p> <p>Introduces concept of core and scalable activities allocated through different processes</p>	<ul style="list-style-type: none"> <li>• Facilitates moving funding with performance and priorities</li> <li>• Makes the system more flexible to go to scale and reduce when needed</li> <li>• Allows a 'lighter' planning process for part of the funding</li> </ul>	<ul style="list-style-type: none"> <li>• May create instability in the system if implemented too quickly</li> </ul>
<p>Option 3: FUND MANAGER</p> <p>Severs direct ties between UNEP MAP and the RACs and introduces fund manager / grantee relationship</p>	<ul style="list-style-type: none"> <li>• Makes the system more flexible to go to scale and contract when needed</li> <li>• Optimal ability to respond to changes due to centralized strategic planning and programme design</li> </ul>	<ul style="list-style-type: none"> <li>• Requires significantly more programme management capacity in CU</li> <li>• Less footprint of the system in the region</li> <li>• Control over implementation becomes transactional relationship</li> </ul>

The most important criterion for a sustainable MAP system is flexibility to respond to the changing needs and priorities for the Mediterranean. Considering the financial crisis and its implications on bilateral aid flows, the option will also have to be able to deal with abrupt changes in the availability of funding.

The recommended option going forward for the MAP system is option 2. A scalable system will allow the Contracting Parties to distinguish between that which is minimally required to maintain the Barcelona Convention and its protocols and that which is scalable and can follow the availability of funding. The risk of instability of the system due to a change to this option can be easily managed by an implementation in multiple steps.

Option 1 is a good alternative that will make the system financially sustainable given the current environment, however, it will not be as useful as the scalable system in terms of adapting flexibly to new funding situations.

Option 3 is not recommended, as it will reduce the effective footprint and direct capacity in the region. Also, the effectiveness of such an option may be less as programmatic capacity has to be built up in both funder and grantee.

The meeting of the bureau of the contracting parties to the convention in Algiers, Algeria (26-28 February 2013) identified a variation to option 2. This option (2bis) assumes a reduction of the budget across all RACs by 15% for the purpose of developing a pool of funding for flexible deployment. This option is not recommended as it does not recognize the differences in the contributions of the RACs to the implementation of the Convention and its protocols. Under this model, every RAC can claim an equal level of funding because all types of activities are regarded equal.

## 7. IMPLEMENTATION PLAN

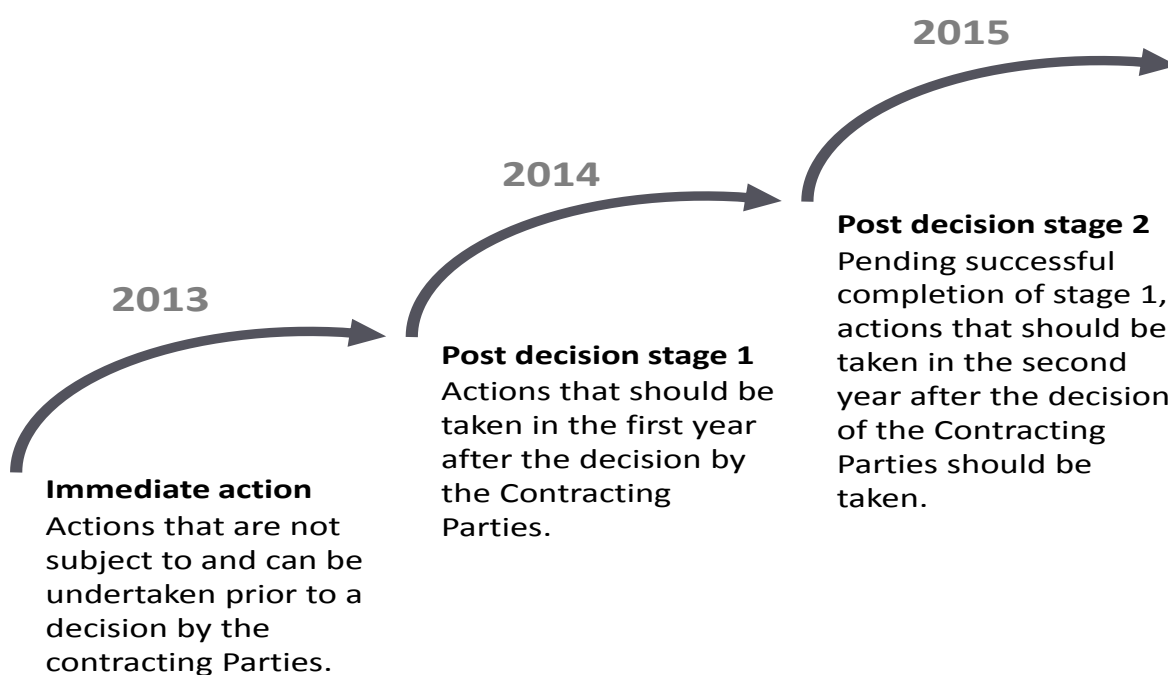
The implementation plan puts UNEP MAP firmly on the path towards a system that invests its resources where it achieves the most impact and is flexible to respond to changes in priorities and funding landscape. The detailed implementation plans have been included in Annex G – Detailed implementation plans.

The focus of the report is on the development of a new business model for MAP, since the lack of a clear business model has been source for many of the issues identified over the course of the review. By changing the business model, many of the issues will be addressed automatically. However, the business model will take time to implement since the system needs to adjust its structure, capacity, and processes. It is recommended to implement the business model gradually to manage the risk of reduced productivity and instability in the system.

As the decision on the extended functional review will be made at the end of 2013, it is recommended that planning for 2014 follows the process as before with a note that changes should be expected for 2015.

The proposed implementation plan has three time horizons:

**Figure 12: Implementation timeline**



# ANNEXES TO DALBERG FINAL REPORT ON EXTENDED FUNCTIONAL REVIEW OF UNEP MAP

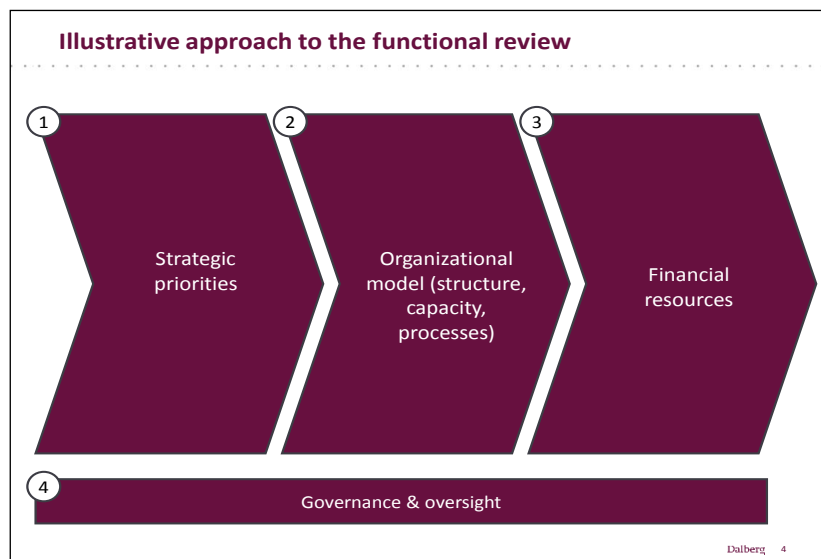
## ANNEX A: METHODOLOGY

### FRAMEWORK

The functional review will take stock of the Five-year PoW, the Convention, and the protocols and identify priority activities for each Component based on the decisions of the Contracting Parties. It will consider the position of the MAP system in the broader institutional landscape, its comparative advantages (based in part on the achievements against planned results over the last biennia) and its organizational model (governance, structure, processes and resources).

The figure below illustrates the approach of the review.

**Figure A Illustrative conceptual framework for the review**



In the following paragraphs we summarize the analysis that we intend to undertake for each of the areas of work:

***(i) Strategic priorities***

The first area of work focuses on identifying the strategic priorities. The priorities are informed by several analyses, including:

***a. Internal scan***

The review team conducted interviews with stakeholders internal to the system to identify the perceived strengths and weaknesses of the current system. The internal scan includes three elements:

- A standard framework to map the strengths and weaknesses of the UNEP MAP system by priority topic and intervention type (e.g. based on the current PoW)
- An overview of perceived strengths and weaknesses based on the interviews
- An overview of how funding is allocated to the priority topics and intervention types

***b. External scan***

The purpose of the external scan is to identify UNEP MAP's positioning vis-a-vis other actors, including partners. The analysis uses a similar framework as the internal scan in order to identify the complementarity and overlap with the work of other institutions. The mapping informs UNEP MAP's comparative advantage and highlights areas that could it could consider making a prioritizing or deprioritizing based on its current position. It also highlights areas where UNEP MAP should coordinate or partner with other institutions.

The objective is not to change the strategy of the UNEP MAP system but to inform what trade-offs could be made in different scenarios for projected funding. The scenarios could include:

- *Sustainable delivery* – This scenario focuses on the needs to deliver on the current PoW in the most efficient manner, while ensuring coherence with the available resources;
- *Ambitious delivery*– This scenario includes a full delivery of the PoW and additional activities to build capacity to deliver on the priorities, which may not be sufficiently covered;
- *Delivery under financial duress* - This scenario identifies the types of trade-offs in priority areas that would be required to remain financially sustainable under a scenario of a funding shortfall.

The scenario analysis will show what steps will have to be taken to make UNEP MAP more efficient and effective and resilient to adapt to future changes.

***(ii) Organizational model***

The second step focuses on the organizational model required to deliver on the strategic priorities. For this purpose, the team mapped the current structure, processes, and human and financial resources, conducted benchmarking against comparable programs and between components.

Based on the analysis, the team will make recommendations for structure, processes, and human resources. The process analysis will focus in particular on the institutional planning and reporting, communication, and performance management.

***(iii) Financial resources***

The third step focuses on the question of how the funding should be allocated to ensure it is aligned with UNEP MAP's strategic priorities and performance. The team will compare the system's current



funding modalities with those of trust funds for comparable activities and develop different options for consideration. In doing so, the team will clearly articulate the advantages and disadvantages of the models to enable the UNEP MAP governing body to make a fully informed decision. As well, the team will include an assessment of cost-efficiency and overhead costs to ensure the optimal use of resources in addressing core activities.

***(iv) Governance***

This final step focuses on the governance of the UNEP MAP system. The analysis will focus on the roles and responsibilities in decision-making for the UNEP MAP system, including the institutional processes to set the Five-year work PoW and the biennial work programme. The review will take stock of reforms carried out in accordance with the 2008 COP decision on governance.

**INPUTS AND ANALYSIS**

The table below defines the main areas of work, the information we will obtain, and the analysis undertaken to develop the recommendations.

Figure B Methodology for the functional review

Area of work	Inputs	Analysis
1 – Strategic priorities	<p><i>Desk research</i></p> <ul style="list-style-type: none"> <li>Barcelona convention and its protocols</li> <li>Mediterranean Strategy for Sustainable Development</li> <li>Five-year PoW</li> <li>2008 COP Decision on Governance</li> <li>2009 COP Marrakech Declaration</li> <li>2012 COP Paris Declaration</li> <li>2005 External Evaluation, as well as previous evaluations conducted at the Component level</li> <li>Ecosystems approach decisions of 2008 and 2012</li> <li>Thematic decisions of the Contracting Parties taken in 2008 and 2009</li> <li>Benchmarking of other regional seas components as well as similar organisations</li> </ul> <p><i>Other</i></p> <ul style="list-style-type: none"> <li>Interviews with internal and external stakeholders</li> <li>Questionnaire with national focal points</li> </ul>	<ul style="list-style-type: none"> <li>Analysis of strengths and weaknesses based on stakeholder interviews</li> <li>Mapping of institutional capacity against priority areas</li> <li>Review of funding allocation against priority areas and criteria for decision making</li> <li>Priority areas for UNEP MAP</li> <li>Mapping of priority areas and intervention types of other institutions (including the other Regional Seas Programmes) to compare with results of the internal scan</li> <li>Integration of UNEP MAP in UNEP strategy and priorities</li> <li>Mapping against meta policy landscape + mandates of RACs</li> <li>Comparative advantages of UNEP MAP vis-à-vis other actors <ul style="list-style-type: none"> <li>Areas that UNEP MAP should lead; areas that UNEP MAP could lead, with partners; areas where UNEP MAP could contribute but should let partners lead</li> </ul> </li> </ul>
2 – Organizational model	<p><i>Desk research</i></p> <ul style="list-style-type: none"> <li>Component organogram and job descriptions</li> <li>Audit report on the financial performance</li> <li>Assess each component against vision and 5 year strategy</li> <li>Available and projected funding envelope beyond MTF resources</li> <li>Evaluation of staff satisfaction as well as client satisfaction through survey and interviews</li> </ul> <p><i>Other</i></p> <ul style="list-style-type: none"> <li>Interviews with internal and external</li> </ul>	<ul style="list-style-type: none"> <li>Gap analysis of current capacity (i.e. unit responsibilities, job descriptions, reporting lines) against strategic priorities, e.g. Offshore Protocol, ECAP, and existing resources</li> <li>Benchmarking of organizational structure against comparable organisations (especially RSPs)</li> <li>Process issue analysis, in particular focusing on institutional planning and internal communication</li> </ul>

	stakeholders	
3 – Financial resources	<p><i>Desk research</i></p> <ul style="list-style-type: none"> <li>• Audit Report of the Financial Performance of the UNEP MAP (May 2009)</li> <li>• Relevant budget documents over the last 10 years</li> <li>• Priority functions for the components</li> <li>• Proposed staffing table, structure</li> <li>• Resource mobilization and fundraising consultancy report</li> </ul> <p><i>Other</i></p> <ul style="list-style-type: none"> <li>• Interviews with internal and external stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>• Projected funding based on the Five-year PoW</li> <li>• Scenario building for project funding</li> <li>• Benchmarking of Components on ratios, e.g. overhead costs, salaries</li> <li>• Analysis of funding allocation mechanism from comparable organisations</li> <li>• Benchmark of cost of activities / structure ratios</li> </ul>
4 - Governance	<p><i>Desk research</i></p> <ul style="list-style-type: none"> <li>• Five-year PoW</li> <li>• 2008 COP Decision on Governance</li> <li>• 2009 COP Marrakech Declaration</li> <li>• 2012 COP Paris Declaration</li> <li>• 2005 External Evaluation, as well as previous evaluations conducted at the Component level</li> <li>• Thematic decisions of the Contracting Parties taken in 2008 and 2009</li> <li>• Benchmarking of other regional seas components as well as similar organisations</li> </ul> <p><i>Other</i></p> <ul style="list-style-type: none"> <li>• Interviews with internal and external stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>• Mapping of the governance system of UNEP MAP</li> <li>• Mapping of institutional processes, including strategic cycle</li> <li>• Mapping of program of work against mandates, EU Environmental and Mediterranean policies and legislation and EU Marine Strategy Framework Directive</li> <li>• Benchmarking against other regional seas and other Multilateral Environmental Agreement regimes</li> <li>• Commission on Sustainable Development (CSD)</li> </ul>

## LIMITATIONS

A variety of limitations restrict the level and depth of analysis that can be undertaken for the mid-term review, and are outlined below.

**Availability of information** - Where possible, the review team will triangulate findings from interviews with other evidence, subject to the availability of information from the UNEP MAP components.

**Limited timeline for the review** - The review timeline has been reduced to 2 weeks of inception and 6 weeks of implementation. As a result, the functional review will be undertaken in a compressed timeline in order to be ready for the Bureau meeting in February. In order to save time, the evaluation team will conduct missions to the RACs in parallel over a period of 3 weeks. The remainder of the time will focus on analysis and reporting.

**Scenario planning** - The functional review asks for an analysis of the strategic priorities, in light of making recommendations on structure and resources. The review team will not be able to do a full strategy for the UNEP MAP system but will present different scenarios in the final report and show implications for structure and resources.

## ANNEX B: DATA COLLECTION TOOLS

### DESK REVIEW

Area of work	UNEP MAP system	Components
Strategic priorities	<ul style="list-style-type: none"> <li>Barcelona convention and its protocols</li> <li>MSSD</li> <li>2005 External Evaluation as well as previous evaluations conducted regarding Components</li> <li>2009 Five-year PoW</li> <li>Marrakech Declaration, 2009,</li> <li>UNEP MAP – Barcelona Convention PoW and Budget (2012-2013)</li> <li>Contracting Parties priorities</li> <li>COP 14,15,16, and 17 Reports</li> <li>2005 External Evaluation</li> <li>COP Decision on Governance</li> <li>Ecosystems approach decisions of 2008 and 2012</li> <li>Thematic decisions of the Contracting Parties taken in 2008 and 2009</li> <li>UNEP MAP – Barcelona Convention PoW and Budget (2012-2013)</li> <li>Benchmarking of other regional seas components as well as similar organisations</li> <li>National reports by Parties</li> <li>2012 Paris Declaration adopted by COP17</li> </ul>	<ul style="list-style-type: none"> <li>COP decisions on the establishment and mandates of the Components</li> <li>2009 Five-year PoW</li> <li>2005 External Evaluation Report</li> <li>Program of work and budget for 2012/2013</li> <li>Marrakech Declaration, 2009,</li> <li>Benchmarking of other regional seas components as well as similar organisations</li> <li>2012 Paris Declaration adopted by COP-17</li> </ul>
Organizational model	<ul style="list-style-type: none"> <li>2008 COP- 14 decision on governance</li> <li>Component Organigramme and Job Descriptions</li> <li>Key processes and procedures</li> <li>Organizational capacity, numbers and skills</li> </ul>	<ul style="list-style-type: none"> <li>Existing and proposed agreements with interagency arrangements</li> <li>Existing and proposed agreements with host countries</li> <li>Component Organigramme and Job Descriptions</li> </ul>
Resources	<ul style="list-style-type: none"> <li>Program of work and budget for 2012/2013</li> <li>Funding forecast for the following biennium</li> <li>Audit Report of the Financial Performance of the UNEP MAP(May 2009)</li> <li>Relevant budget documents</li> <li>Resource mobilization and fundraising consultancy report</li> </ul>	<ul style="list-style-type: none"> <li>Resource mobilization and fund raising consultancy report</li> </ul>

### INTERVIEWS

Interviews with internal and external stakeholders will focus on the four areas of work. The exact questions the review team will ask depend on the type of stakeholder. The main groups of stakeholders to be covered through the interviews are: (1) UNEP MAP staff, (2) UNEP MAP FPs, (3) Host governments, and (4) Donors and partners.

The following table provides an overview of the questions that were covered in the interviews.

Area of work	UNEP MAP broad
Strategic priorities	<p>MAP System</p> <ul style="list-style-type: none"> <li>• Is the MAP equipped to deliver on implement the Barcelona convention and its protocols?</li> <li>• What are the strengths and weaknesses of the MAP? What can UNEP MAP do to build on the strength and address the weaknesses?</li> <li>• What is the MAP's overall value added contribution in the promotion of sustainable development Mediterranean region?</li> <li>• Is the MAP responding to the new sustainability challenges of recent years? If not, what changes /new functions and interventions are necessary?</li> <li>• Is the MAP aligned with the 2008 COP Decision on Governance? If not, what changes /new functions and interventions are necessary?</li> <li>• Is the MAP aligned with its Five-year PoW? If not, what changes/new functions and interventions are necessary?</li> <li>• Is the MAP aligned with the Paris Declaration, especially the ECAP?</li> <li>• Which priority issues should/not be addressed by the MAP?</li> <li>• Is the MAP aligned with UNEP's overall priorities?</li> <li>• How does the MAP's institutional arrangements compare and contrast with the other Regional Seas Programmes?</li> </ul> <p>RACs</p> <ul style="list-style-type: none"> <li>• What are the overarching strengths and weaknesses of the RACs?</li> <li>• What is the value-added of the RACs to the vision and strategy of the UNEP MAP system?</li> <li>• What are the direct responsibilities of the RAC for the implementation of the protocols?</li> <li>• How are the RACs performing in relation to the 2008 COP decision on Governance, Five-year PoW and COP Decision on the Mandates of the Components, and the Paris Declaration?</li> <li>• What are the new priority activities that should be undertaken (or not) by the RACs?</li> <li>• What are the new functions required to carry out new priority activities and what are the institutional and resource implications?</li> <li>• How do the RACs' performance compare and contrast with the Components of other RSPs?</li> </ul>
Organizational model	<p>MAP system</p> <ul style="list-style-type: none"> <li>• Does the MAP have the necessary institutional capacity to address its priority areas? Does the MAP have the necessary institutional capacity to address potential new areas?</li> <li>• Do the RACs have the necessary skills sets and staff experiences to fulfill their strategic priorities and perform their key functions?</li> <li>• How can the gap between current and required institutional capacity best be filled? What are the short-term, mid-term, and long-term actions to be taken?</li> <li>• What are the strengths and weaknesses of the current organizational model? How should we address these? <ul style="list-style-type: none"> <li>○ Overall strategy and RAC alignment</li> <li>○ Communication and collaboration</li> <li>○ Institutional planning and reporting</li> <li>○ Financial planning and budgeting</li> </ul> </li> <li>• Is the current organizational model for the scope and task of the UNEP MAP system? How can it be made more effective?</li> <li>• What changes should we consider to structure, reporting lines, and job descriptions to improve effectiveness?</li> <li>• What are the key financial and administrative processes and recommendations of processes to be improved?</li> <li>• How does the MAP's organizational model compare and contrast with the other RSPs?</li> </ul>
Resources	<ul style="list-style-type: none"> <li>• What should be done to ensure financial sustainability of the UNEP MAP system?</li> <li>• What potential do you see to increase income? What potential do you see to reduce costs?</li> <li>• What criteria should be used to allocate funding between priorities?</li> </ul>
Governance	<ul style="list-style-type: none"> <li>• What are the strengths and weaknesses of the current governance system of the MAP system?</li> <li>• Which of the key governance reforms called for in the 2008 Almeria COP decision on governance have been implemented? How have they improved the overall efficiency of the MAP CU and</li> </ul>

	<p>RACs?</p> <ul style="list-style-type: none"> <li>• Which of the key governance reforms called for in the 2008 COP decision have not been implemented and how has the overall efficiency of the MAP-CU and RACs been affected as a result?</li> <li>• How do the UNEP MAP's governance system compare with the governance systems of other RSPs?</li> <li>• What opportunities do you see to lighten the institutional processes?</li> </ul>
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## MISSIONS TO RACS

### *Purpose*

Missions will be carried out to each of the RACs in order to interview directly key staff and relevant stakeholders. These interviews will generate additional input for the review of the overall performance and operational efficiencies of each of the Components.

### *Preparation*

A master template will be prepared in order to ensure systematic comparative analysis of each of the Components. This will be based in part on the interview guide that is contained in the previous section of this Inception Report. Contact will be established with each of the RAC directors to inform them of the list of stakeholders to be interviewed as well as the key documents and information that will be needed in advance of the missions.

### *Implementation*

The missions will cover 2 to 3 days at each location and will be structured as follows:

Agenda	Objective	Stakeholders
Day 1 – Morning	<ul style="list-style-type: none"> <li>• Kick off for the mission, explaining process, agenda and clarifying expectations</li> </ul>	<ul style="list-style-type: none"> <li>• RAC Leadership followed by all RAC staff</li> </ul>
Day 1 – Afternoon	<ul style="list-style-type: none"> <li>• Information gathering on programmatic work following interview guide</li> </ul>	<ul style="list-style-type: none"> <li>• Individual meetings with programme staff</li> </ul>
Day 2 – Morning	<ul style="list-style-type: none"> <li>• Information gathering on support function following interview guide</li> </ul>	<ul style="list-style-type: none"> <li>• Individual meetings with support staff</li> </ul>
Day 2 – Afternoon	<ul style="list-style-type: none"> <li>• Information gathering from host government following interview guide</li> </ul>	<ul style="list-style-type: none"> <li>• Host government</li> </ul>
Day 3 – Morning	<ul style="list-style-type: none"> <li>• Time set aside for additional interviews, or to write up findings</li> </ul>	<ul style="list-style-type: none"> <li>• To be decided</li> </ul>
Day 3 – Afternoon	<ul style="list-style-type: none"> <li>• Wrap up meeting for the mission explaining process, follow up if required</li> </ul>	<ul style="list-style-type: none"> <li>• RAC Leadership</li> </ul>

## BENCHMARKS

The benchmark focused on a comparison the UNEP MAP system to other RSPs. The review team selected the following RSPs:

- OSPAR
- Eastern Africa

- Wider Caribbean
- West and Central Africa
- East Asian Seas

The dimensions included in the comparison are the following:

- What is the scope of the mandate of your organisation? What is its mission?
- How is the governance of your organisation arranged? How often do the bodies meet? What preparation is the Secretariat required to do?
- What are the strategic priorities of your organisation? Which thematic areas do you cover?
- How have you organized yourself to deliver on your mission? What are the roles and responsibilities in the delivery model? How do you manage performance?
- How are you funded and how do you determine what the funding should be spent on?

## QUESTIONNAIRE

### i. Introduction

Welcome to the UNEP MAP Functional Review questionnaire. The purpose of this questionnaire is to identify potential changes to the strategic priorities, organizational model, and resources of the UNEP MAP system, which will improve its overall efficiency and effectiveness.

Please be assured that all of your answers will remain completely anonymous. Your answers will never be linked to you or your organisation. Analysis and reporting will be conducted by Dalberg Global Development Advisors, an independent consulting company, at aggregate levels only.

This survey should take about 10 minutes to complete.

We would appreciate your completed survey by November 16<sup>th</sup>, 2012. You are encouraged to complete the survey online. If you are unable to complete it online, please contact Wijnand de Wit at Dalberg Global Development Advisors to request a copy of the survey. Completed surveys may be faxed to Wijnand de Wit, Fax: +4122899909, or scanned and e-mailed to [Wijnand.deWit@dalberg.com](mailto:Wijnand.deWit@dalberg.com)

We thank you again for your valuable insights.

### ii. Respondent profile

1. Please select the country you represent.
2. Please indicate how long you have been in your role as national FP for the UNEP MAP system?

### iii. Awareness and appraisal

3. How would you rate UNEP MAP in terms of achieve positive results in the following priority areas? Please use a scale from 1 to 5, where 1 is “poor” and 5 is “excellent.”

Thematic area	1 - Poor				5 - Excellent	- Don't know
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GOVERNANCE	•	•	•	•	•	•
ICZM	•	•	•	•	•	•
BIODIVERSITY	•	•	•	•	•	•
POLLUTION PREVENTION AND CONTROL	•	•	•	•	•	•
SUSTAINABLE PRODUCTION AND CONSUMPTION	•	•	•	•	•	•
CLIMATE CHANGE	•	•	•	•	•	•
OTHER, PLEASE SPECIFY	•	•	•	•	•	•

4. Please list up to THREE strengths of the UNEP MAP system.

1. \_\_\_\_\_
2. \_\_\_\_\_
3. \_\_\_\_\_

5. Please list up to THREE weaknesses of the UNEP MAP system.

1. \_\_\_\_\_
2. \_\_\_\_\_
3. \_\_\_\_\_

6. How would you rate the main organizational units in terms of achieving positive results? Please use a scale from 1 to 5, where 1 is “poor” and 5 is “excellent.”

- Central Coordination Unit, Athens
- MEDPOL
- Blue Plan Regional Activity Centre (BP/RAC), France
- Priority Actions Programme (PAP/RAC) Croatia
- Specially Protected Areas SPA/RAC Tunisia
- Regional Marine Pollution Emergency Response Centre for the Mediterranean Sea (REMPEC/RAC), Malta
- INFO/RAC, Italy
- Clean Production Regional Activity Centre (CP/RAC), Spain

7. Please comment on the rationale for your rating of the main organizational units.

**iv. Improvement areas**

8. How would you rate the effectiveness of UNEP MAPs organizational model (Central Coordination Unit and Regional Activity Centres) in delivering positive results? Please use a scale from 1 to 5, where 1 is “poor” and 5 is “excellent.”

9. Please list up to THREE steps that could be taken to improve effectiveness of the organizational model.

1. \_\_\_\_\_
2. \_\_\_\_\_

3. \_\_\_\_\_

10. How would you rate the contribution of the MTF funding allocation process to deliver positive results in the priority areas? Please use a scale from 1 to 5, where 1 is “poor” and 5 is “excellent.”

11. Please list up to THREE steps that could be taken to improve the funding allocation mechanism.

1. \_\_\_\_\_
2. \_\_\_\_\_
3. \_\_\_\_\_

12. How would you rate the overall governance arrangements of UNEP MAP? Please use a scale from 1 to 5, where 1 is “poor” and 5 is “excellent.”

13. Please list up to THREE measures that could be taken to improve governance arrangements?

1. \_\_\_\_\_
2. \_\_\_\_\_
3. \_\_\_\_\_

**v. Future priorities**

14. Which of the following priority areas do you think UNEP MAP should invest in the most given the current context? Please use a scale from 1 to 5, where 1 is “Not important” and 5 is “Very important.”

Thematic area	1 – Not important				5 – Very important	Don't know
GOVERNANCE	•	•	•	•	•	•
ICZM	•	•	•	•	•	•
BIODIVERSITY	•	•	•	•	•	•
POLLUTION PREVENTION AND CONTROL	•	•	•	•	•	•
SUSTAINABLE PRODUCTION AND CONSUMPTION	•	•	•	•	•	•
CLIMATE CHANGE	•	•	•	•	•	•
OTHER, PLEASE SPECIFY	•	•	•	•	•	•

15. What areas, currently not (sufficiently) covered, do you think that UNEP MAP should be developing into priority areas?

**vi. Final comments**

16. Please share any final comments.



## ANNEX C: RAC OVERVIEWS

### A. BP/RAC

#### History

The mandate of the Blue Plan (BP) was adopted at an intergovernmental meeting of the Contracting Parties in Split in 1977. BP is mandated to:

- Provide political leaders and decision-makers with all information to enable them to develop plans for sustained optimal socio-economic development without degrading the environment;
- Help governments of coastal states in the Mediterranean region to increase their knowledge of the joint problems they face in the Mediterranean Sea and in their coastal areas.

At the 2005 Fourteenth Ordinary Meeting held in Slovenia, the Contracting Parties additionally requested the BP to:

- Help the Contracting Parties to build up information that facilitates the follow-up and implementation of MSSD, as well as national strategies for sustainable development;
- Document indicators, expand analyses, and identify good practices with volunteer countries, EU bodies, partners, and regional initiatives involved in the fields of water demand management, energy and climate change, sustainable tourism, and sustainable rural development;
- Produce and disseminate a set of indicators to follow-up the MSSD and help countries develop indicators for their national strategies.

As outlined in Decision IG.19/5 “Mandates of the Components of MAP”, BP/RAC’s main fields of action are:

1. Ongoing identification, collection, and processing of environmental, economic, and social data and statistics for the use of stakeholders and decision-makers;
2. Assessment of the interaction between the environment and economic and social development, and the building of relevant indicators and tools to measure progress towards sustainable development;
3. Preparation of analyses and prospective studies to assist in constructing visions of the future as an aid to decision-making;
4. Dissemination of the findings of this work in the various appropriate forms and channels, including the regular publications of state of environment and development reports and environment and development outlook for the Mediterranean region; and
5. Assistance to the Contracting Parties in assessing the implementation of the MSSD in their National Sustainable Development Strategies

## Activities

The BP continues to focus its activities and publications on: water, energy, transport, urban, rural and coastal areas, tourism, and climate change. Its 2011 Activities Report outlines the following key activities:

Transversal activities:

- Climate change activities include BP participation in the FP7 CLIM-RUN 11-2014 and activities related to the implementation of the ICZM Protocol;
- Territorial activities include BP participation in the FP7 PEGASO 2012-2014 project “People for Ecosystem based Governance in Assessing Sustainable Development of Oceans and Coastal Zones”.
- Mediterranean Information System on Environment and Sustainable Development (MISEDSD) through which BP contributes with data and information collection;
- Indicators work including MEDWET and PEGASO (FP7 PEGASO, also financed by the European Commission has enabled the BP to produce scientific and prospective studies to support the implementation of the ICZM Protocol)
- Continued work related to the EU SEIS/H2020 initiatives;
- Follow-up on the performance of countries in the implementation of sustainable development by providing indicators and other performance assessment tools.

Thematic activities:

- Through FP7 CLIM-RUN, BP provides specific data that is relevant for decision-makers in the context of climate adaptation challenges;
- On water, BP continues to support the exchange of water efficiency expertise in good practices among countries. It also produced a wide range of publications on the climate change impacts on water management, potential financial savings through water demand management, as well as studies related to water supply and demand, impact of global change on water resources;
- On energy, BP has addressed the interactions between the water and energy sectors, energy efficiency in the building sector, indicators and energy efficiency, energy futures, energy and employment;
- As regards urban mobility, BP has been addressing transport and urban mobility issues as regards their links with climate change;
- BP’s tourism work has been focused on the carbon dimension with a number of important publications recently added to its roster, along with the testing of tourism indicators under the auspices of the MSSD;
- BP work on the marine environment addresses the economic values of marine ecosystems, assessment of the socio-economic importance of the marine environment and the influence of marine protected areas on territorial development;
- On waste, BP has assisted with the preparation of national studies on municipal waste as well as the identification of monitoring indicators for the Horizon 2020 programme;
- As regards transport, BP has been focused on the current state and future of maritime transport in the Mediterranean;

- BP also contributed to the fisheries chapter in the “2012 Medreport towards the green growth among the Mediterranean countries”, developed with the Marseille Centre for Mediterranean Integration.
- BP continues to coordinate the Mediterranean Forests and Sustainable Development Working Group.

### **Achievements**

As regards BP’s key strengths and overall achievements, the first point relates to its strong scientific competence analytical capabilities on key thematic and transversal areas. This is reflected by its continued involvement in important EU projects such as Horizon 2020, PEGASO, and SEIS.

BP has also played an important role bridging the science policy divide by making information more accessible to decision makers, informing them about tools and methods of work (i.e. indicators, monitoring), as well as foresight studies and scenarios. BP’s tools are recognized by the scientific community and by decision makers in the Mediterranean.

BP’s role as host of the Mediterranean Observatory for the Environment and Sustainable development and its specific mandate related to the MSSD provided it with an important profile in the eyes of its external partners.

Overall, BP’s comparative advantage lies in the concrete methodologies and tools, which help to reinforce project activities in the countries and in its reliable access to recognized international and multi-disciplinary teams of experts.

Both the questionnaire and interviews, conducted for the purpose of the review, confirm the value of BP. Questionnaire results ranked its performance as 3.8 out of 5.

### **Future strategic challenges**

Going forward, the Centre has the following strategic challenges to address:

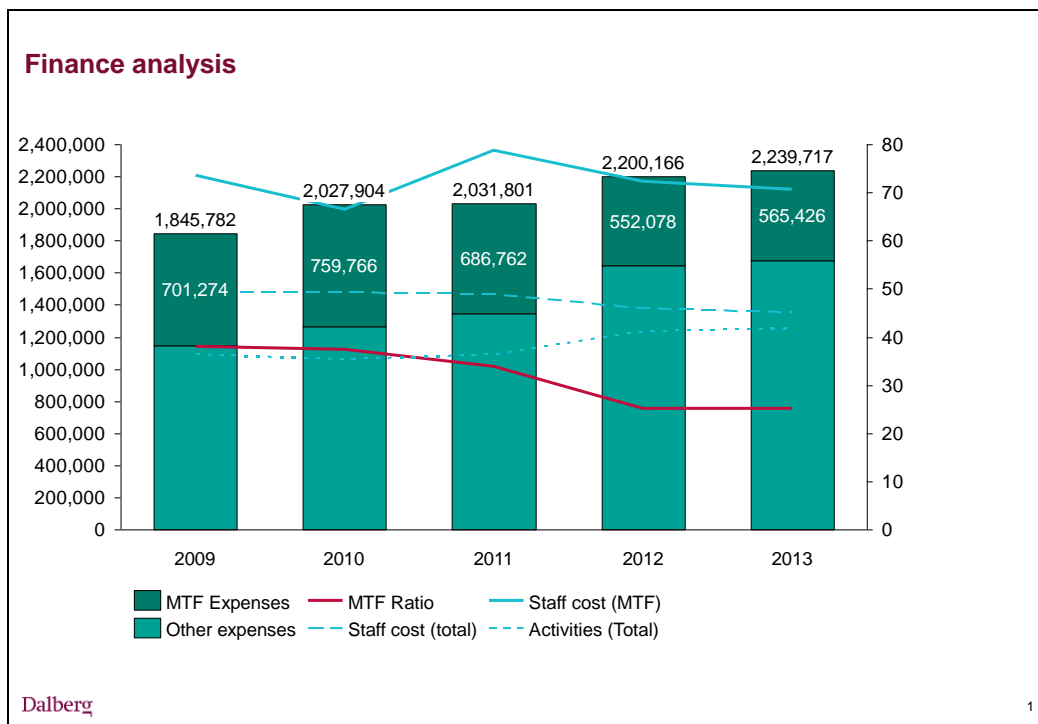
- **Integration** - BP has a mandate to work in an integrated manner but in practice, integration is extremely difficult because BP’s structure is based on the MSSD, which was originally sector-based. As a result, BP’s activities are sector-based (i.e. climate change, forests, biodiversity, oceans etc). BP’s substantive work should be reorganized along the lines of transversal themes such as urbanism, mobility, not to mention ECAP, ICZM, and SCP.
- **Scope** - A related point is the continuing challenge for BP to cover both transversal issues and evolving policy agendas within MAP, whilst having to maintain a solid scientific foundation.
- **Exchange of information** - In order to address the cross cutting dimensions of sustainable development effectively (i.e. water, ICZM, climate change, SCP, marine ECAP) BP will have to work systematically with the other components of the MAP system (MEDPOL and the other RACs). More regular exchange of information on respective activities within the RACs and in countries would allow for the identification of synergies on overall programming as well as concrete targeted interventions.

- **Staff continuity** - The structure of BP's office is problematic in terms of the human resources. Despite BP's history of substantive competence, its personnel are very transient. Recently the large turnover of staff has led to loss of knowledge base and lack of institutional continuity. Internal capacity and expertise is limited, which means heavy reliance on external capacity, which is costly.
- **Funding** - BP is supported in part by the MTF, the French Government and other external sources. As well, the MTF allocation for operating and personnel costs has been reduced by 22%. Not surprisingly this has created problems for BP especially since external funding sources rarely cover operating and personnel costs. Without reliable sources of funding for personnel and operating costs, BP will continue to have difficulties in mobilizing external funding. There is a need to cover these fixed costs and assure that long-term operating and personnel costs are covered. MAP MTF funding only covers part of the operating costs, which external funding rarely covers. BP expects to be in a deficit situation for 2013.

### Structure and staffing

BP/RAC has three units. The Thematic Unit addresses: forest ecosystems and biodiversity; seas and ecosystem approach; tourism; and water. The Strategic Unit addresses cross-cutting issues such as: climate change and economics; environmental policies and scenarios; governance and water; ICZM; indicators and information systems; and territorial approach. The Administrative Support Unit includes the head of unit, accountant, executive assistant, librarian webmaster, and secretariat.

### Funding



## B. CP/RAC

### History

The Regional Activity Centre for Cleaner Production (CP/RAC) was established in 1996 under a collaboration agreement between the Spanish Ministry of Environment (currently MARM) and the Government of Catalonia. CP/RAC is currently attached to the Waste Agency of Catalonia of the Catalan Government and to the Spanish Ministry of the Environment and Rural and Marine Affairs (MARM).

CP/RAC's primary objective is to "contribute to pollution prevention and sustainable and efficient management of services, products and resources based on the SCP integrated approach adopted by UNEP."

The scope of action and key issues of CP/RAC are the following:

1. Contributing to creating knowledge for decision makers on the links between the patterns of consumption and production and the environmental degradation of the Mediterranean region;
2. Providing technical assistance to the public and private sector of Mediterranean countries for reducing land-based pollution, particularly harmful substances and hazardous waste, through the application of Best Available Techniques (BAT), Best Environmental Practices (BEP), Cleaner Production (CP), the IPPC principles and sound chemical management;
3. Boosting green competitiveness as a tool through which managers and industrialists drive Mediterranean small and medium enterprises to succeed in the global market;
4. Fostering mechanisms through which sustainable criteria are progressively introduced within the whole consumption-production system of organisations and enterprises: eco-labeling, sustainable procurement, sustainable management of industrial areas, corporate social responsibility, etc.; and
5. Promoting sustainable lifestyles that really fit the specific cultural, natural, economic and social heritage of Mediterranean societies and contributing to create information and education for sustainable consumption.

As a Regional Centre of the UNEP MAP system, the CP/RAC is also a Regional Centre for the Stockholm Convention and therefore contributes to projects related to persistent organic pollutants and national implementation plans. It also works with international organisations in the promotion of sustainable consumption and production and the sound management of chemicals in the Mediterranean. These include Horizon 2020, MedPartnership, CAMP Levante de Almeria and BAT4MED.<sup>1</sup>

In its early years, CP/RAC's focus was primarily directed to eco-efficiency i.e. implementation of the best available techniques for waste disposal. However in 2007, the Centre started to develop a broader approach to include: procurement, education, entrepreneurship, sustainable lifestyles, among others. This entailed shifting (with the approval of the Contracting Parties) the core business of clean production towards the lifecycle management approach.

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<sup>1</sup> <http://www.cprac.org/en/about-us/cp/rac>

## Activities

In the past two years, CP/RAC's main activities have included the following:

- Support for the transformation of Croatia's national policies towards sustainable consumption and production,
- Preparation in collaboration with MEDPOL, Regional Plans on Mercury, the food industry and Persistent Organic Pollutants for approval as legally binding measures in the Mediterranean during POP XVII
- Updating the GRECO Initiative (green competitiveness) in accordance with the UNEP's new strategic focus on Green Economies, with the aim of: promoting models of small and medium-sized enterprises that create economic, environmental and social value and new opportunities for green employment.
- Launch of the "Sustainable Events" Initiative in the Mediterranean. The CP/RAC is heading up and coordinating this initiative launched in 2010 in collaboration with the CU and the other Regional Activity Centres.
- Co-organisation and promotion of the First Joint Consultation of Basel, Rotterdam and Stockholm Conventions with the Basel and Stockholm Convention Regional Centres and FAO and UNEP Regional Offices, which was held by the Waste Agency of Catalonia.
- Consolidation of the CP/RAC's involvement in regional multilateral sustainable consumption and production projects such as Horizon 2020 and BAT4MED

## Achievements

As regard CP/RAC's notable achievements, it should be highlighted that its focus on sustainable consumption and production has helped to modernize UNEP-MAP. Its main strength lies in giving the cross-cutting themes concrete substance and traction and in helping countries bring about real change on the ground through project activities.

The value of CP/RAC's substantive work is further reflected in its contribution to the recently-approved EU SWITCHMED grant of 6 million Euro for activities over the 2013-2016 period. This will ensure a high degree of financial security for CP/RAC during this period.

As regards CP/RAC's comparative advantage, it is important to highlight first that for many years, most of the organisations working on sustainable consumption and production in the Mediterranean region have been working in parallel with little or no communication between them. However, in the context of the SWITCHMED preparatory process, the European Commission concluded that: (i) UNIDO should continue its work on developing eco-efficiency standards for key industrial sectors; (ii) UNEP-DTIE – should continue to develop the policy framework for sustainable consumption and production; and (iii) CP/RAC should continue its green entrepreneurship training and public awareness raising activities.

CP/RAC has developed a strong network of experts and since it is not tied to a specific university or research institute, it has the freedom to contract the best experts in the field. As a result, CP/RAC is equipped to produce state of the art assessments. CP/RAC also has a very large network of institutional partners with whom it collaborates on sustainable consumption and production in the Mediterranean. These include international organisations such as UNEP/DTIE; UNIDO; UNITAR; MIO-ECSDE; Centre for Environment and Development for the Arab Region and Europe; Centre for

Cooperation in the Mediterranean of the Spanish Red Cross ; Association of Mediterranean Chambers of Commerce and Industry; Union of Mediterranean Confederation of Enterprises; Basel Convention Regional Centre for Training and Technology Transfer for Arab States.

Another important achievement has been the engagement of the private sector and SMEs through CP/RAC's green entrepreneurship activities.

Against this backdrop it is clear that CP/RAC's value added contribution is its work with partners in the implementation of SCP guidelines in all the Mediterranean countries. This is carried out in part through the training that CP/RAC provides for green entrepreneurs as well as the creation of expert networks to support countries. The Centre's concrete value lies in their work in operationalizing the work of others. However, in order to strengthen CP/RAC's role as a bridge – it needs a stronger network. This means more partners, systematic interaction between them and more joint projects, supported by more human resources.

The respondents from the survey rated the CP/RAC in terms of achieving positive results with a 3.8 on average on a scale of 1 to 5.

### **Future strategic challenges**

Going forward, the Centre has the following strategic challenges to address:

- **Mission drift** - Because of the decision of the Contracting Parties when accepting the proposal of the Spanish Government to establish CP/RAC, CP/RAC does not receive any MTF funds. As a result, CP-RAC must raise funds from external sources. However, in order to attract funding, CP/RAC has had to take on projects outside of its core area of expertise. This overstretching has in some cases, affected the substantive quality of the Centre's work. In order to rectify this situation CP/RAC should direct its fundraising efforts towards potential funders whose priorities align squarely with CP/RAC to enable the Centre to continue to work in those areas where it has clear expertise, and where it can continue to contribute to the mission of UNEP MAP.
- **Cross cutting issues require more system wide cooperation** - Another challenge is that whilst sustainable consumption and production is intended to be a cross-cutting issue for the entire MAP system, CP/RAC's work is frustrated by the fact that the overall system does not promote sufficient coordination and cooperation between the RACs. This lack of coordination impedes the integration of SCP into the substantive work of UNEP MAP. The lack of coordination has been addressed throughout this report. As a systemic problem, it will be important for the Parties to instruct the CU on how best to redress the problem.
- **Impacts of the host country's spending review process** - Because of the Spanish Government's current spending review process, the Government will only issue short-term contracts. This creates a very uncertain and transient working environment for the staff. If CP/RAC is to honour its mandate from the Spanish Government to serve as a cooperation centre within the MAP system, it needs a long-term budgetary commitment as opposed to the year-by-year support, which the Spanish Government is insisting upon. However, since that is unlikely in this current economic climate, CP/RAC will have to continue to mobilize extra-budgetary resources from other donors such as the EU.

- **Administrative constraints** - In addition, because the host country agreement has not yet been signed, CPRAC is hindered in its day-to-day operations. It must seek approval from the Catalan Government for every expenditure it is required to make. This is especially problematic when it comes to the hiring of external consultants, where indeed CP/RAC should be the one to decide who to hire. The Spanish Government must be urged to sign the host country agreement, since this will help to resolve many administrative and budgetary challenges.
- **Forging collaboration with external partners** - In times of resource constraints, the easiest way for the Centre to optimize its effectiveness and elevate its overall profile is to find the right collaborators with whom to develop joint projects and activities. Engaging them successfully depends in large part on demonstrating the mutual benefit that will accrue from partnership. Equally, in light of resource constraints, there is ample scope for the Centre to work more efficiently, for example internalizing some of the work that is currently undertaken by external consultants.

### **Structure and staffing**

CP/RAC is currently attached to the Waste Agency of Catalonia of the Catalan Government and to the Spanish Ministry of the Environment and Rural and Marine Affairs (MARM).

The top management consists of the director, executive secretary and communication officer. The corporate services department consists of the deputy director and three staff (administrative assistant, logistics and events staff, and info-centre staff).

The technical team consists of team leaders running projects on policy, life cycle management, green public procurement, green entrepreneurship and civil society.

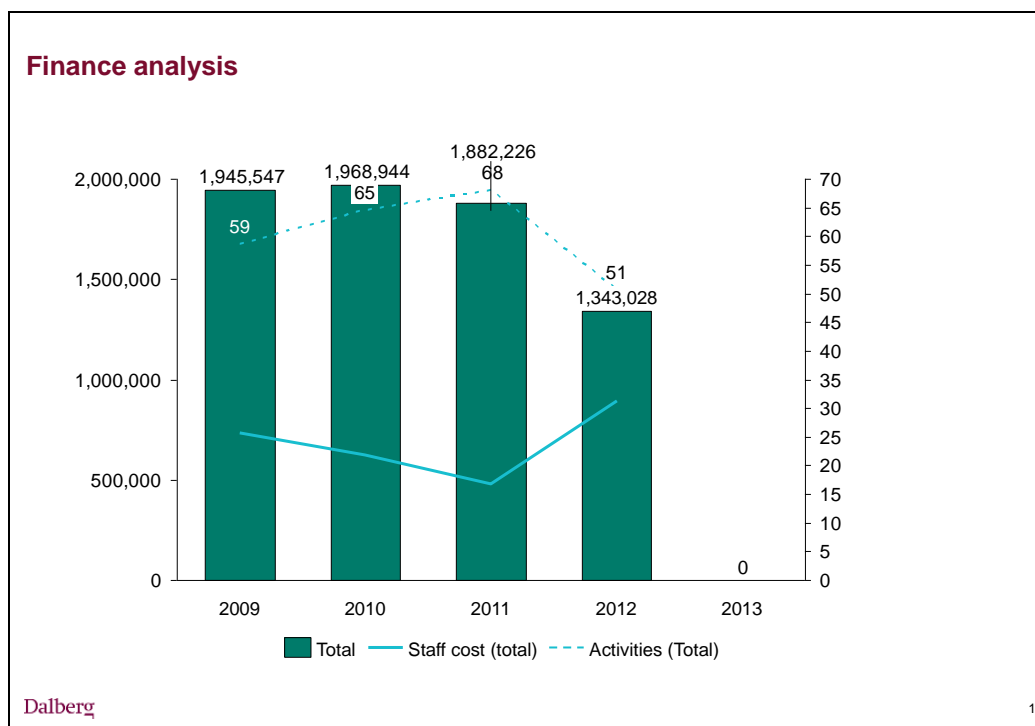
The technical team performs both project delivery and fund generation. Each technical area is led by a project leader. In 2013, it is expected that the technical team will comprise 13 individuals. The profile of the technical team will also become more specialized and as well, the team leaders will be expected to supervise and coordinate more external consultants than in the past.

### **Funding**

As per an agreement between the Spanish Government and MAP, CP/RAC does not receive any contributions from the MTF. Its funding comes from the Spanish Government through the Catalan Government.

In 2010 and in 2011 the Spanish Government provided 2 million. For 2013, the expected turnover is 2.8 million Euro, coming from the ordinary budget and international organisations such as the EU. More than 50% of CP-RAC's budget will come from the EU SWITCHMED programme, with over 5-6 million Euro expected as turnover for 2015-2016.





### 3. SPA/RAC

#### History

The SPA/RAC was established in (1991) in Tunisia as a National Centre with Regional Functions and Activities. The specific objective of SPA/RAC is to contribute to the protection and preservation and sustainable management of marine and coastal areas of particular natural and cultural value and threatened and endangered species of flora and fauna.

In this context the mission of SPA/RAC is to provide assistance to the Contracting Parties in meeting their obligations under Articles 4 and 10 of the Barcelona Convention, 1995, and under the Specially Protected Areas and Biodiversity Protocol (SPA/BD Protocol); and implementing the Strategic Action Programme for the Conservation of Biological Biodiversity in the Mediterranean Region (SAP BIO), adopted by the Contracting Parties in 2003, as well as the MSSD and by carrying out the tasks assigned to it in Articles 9, 11(7), and 25 of the SPA/BD Protocol.

The SPA/BD Protocol was adopted in Barcelona in 1995 and replaced the Protocol concerning Mediterranean Specially Protected Areas, adopted in Geneva in 1982.

According to the 2009 COP decision on the mandates of the components, SPA/RAC's main fields of action are as follows:

1. Facilitating and encouraging the development of research to complete the knowledge base and fill in knowledge gaps on marine and coastal biodiversity in the Mediterranean region;
2. Facilitating and contributing to inventorying, mapping and monitoring Mediterranean marine and coastal biodiversity and Specially Protected Areas;
3. Facilitating and contributing to the assessment and mitigation of the impact of threats on marine and coastal biodiversity, including from unsustainable fisheries practices;

4. Contributing to and assisting countries in the conservation of sensitive habitats, species and sites;
5. Promoting the establishment of Specially Protected Areas (SPAs) and Specially Protected Areas of Mediterranean Importance in the Mediterranean (SPAMIs) including areas beyond national jurisdiction in conformity with the international legal framework, ensuring their networking and synergies with all relevant regional networks, particularly with Natura 2000 network, with the aim of preventing and reducing the loss of marine and coastal biodiversity; and
6. Contributing to capacity-building and technical support and assisting the countries to mobilize additional financial resources to implement the SPA/ Biodiversity Protocol.

### **Activities**

In 2012, the main activities concentrate on SPA and threatened species and habitats. The main projects that have been implemented in the previous years are the following:

- **SAP BIO** (2001-2003) funded by GEF - Elaboration of the Strategic Action Programme for the Conservation of Biological Diversity in the Mediterranean region as the logical framework for the SPA/BD Protocol.
- **MedMPA** (2002-2005) funded by EC - Assistance to countries for creating and managing SPAs.
- **MedPosidonia** (2006-2009) – Collection of information on the presence and the evolution of the Posidonia meadows.
- **MedMPAnet** (2010-2014) - Enhancing the effective conservation of regionally important coastal and marine biodiversity features.
- **SPAMIs in open seas** –Promoting, through the SPAMI system, the establishment of a representative network of marine protected areas.

### **Achievements**

The SPA/BD Protocol and the strategic action programme for the conservation of Biological Diversity (SAP BIO) in the Mediterranean Region provide SPA/RAC with a clear role and specialty in the UNEP MAP system.

The Centre has been doing well in attracting external funding, directly with the European Commission or indirectly as part of the MedPartnership. The MTF funds are projected to account for 21% of the total budget in 2013, which is the lowest of the RACs, excluding those that do not receive MTF Funding.

The Centre has responded to challenges raised in evaluations conducted in the past. For instance, an information and communications expert was hired to improve visibility in the region and their projects have focused on showing more practical on-the-ground conservation efforts. The Centre works well with the other RACs, for example with REMPEC on the Global Ballast Water Management Programme and with PAP/RAC on ICZM. They are commended for their availability and expertise.

The questionnaire and interviews recognize the unique position of RAC SPA and the contributions that it has made. At the same time, both the interviews and questionnaire point to a need to proactively drive its agenda in the Mediterranean.

### **Future strategic challenges**

Going forward, the Centre has the following strategic challenges to address:

- **Setting priorities** – Stakeholders question the process for the selection of emerging priorities. The process by which priorities are defined should be more transparent and stakeholder-inclusive. As well, there should be a distinction between the division of roles between state and non-state actors.
- **Impact evidence** – The Centre’s top priorities should be: (1) developing proposals that are backed by scientific evidence that make impact credible and (2) measuring and communicating the impact of its work. Both are key ingredients for more visibility of the Centre.
- **Managing workload** – In order to manage the workload, UNEP MAP should broker relationships between countries to address issues where feasible. In some cases, the value added is in UNEP acting as a catalyst and not as the implementation body.
- **Financial management** – With funding from external sources increasing in the coming year, the Centre should ensure to limit the need for MTF funds for co-funding and increase co-funding from governments receiving support.

### **Structure and staffing**

SPA/RAC was setup as a national institution with a regional role to play. The Tunisian Government provides 90,000 Euro to cover the basic operating costs of the Centre which is held as a budget by the government to be depleted through requests from the Director.

SPA/RAC currently has 14 staff members of which four are partly or fully funded by external projects.

The remaining programme staff members are partly committed to external projects through in-kind contributions.

SPA/RAC has invested in a Data Management and Communication Officer to improve knowledge management and its visibility. The Centre has a slightly higher general to programme staff ratio in comparison to other centres.

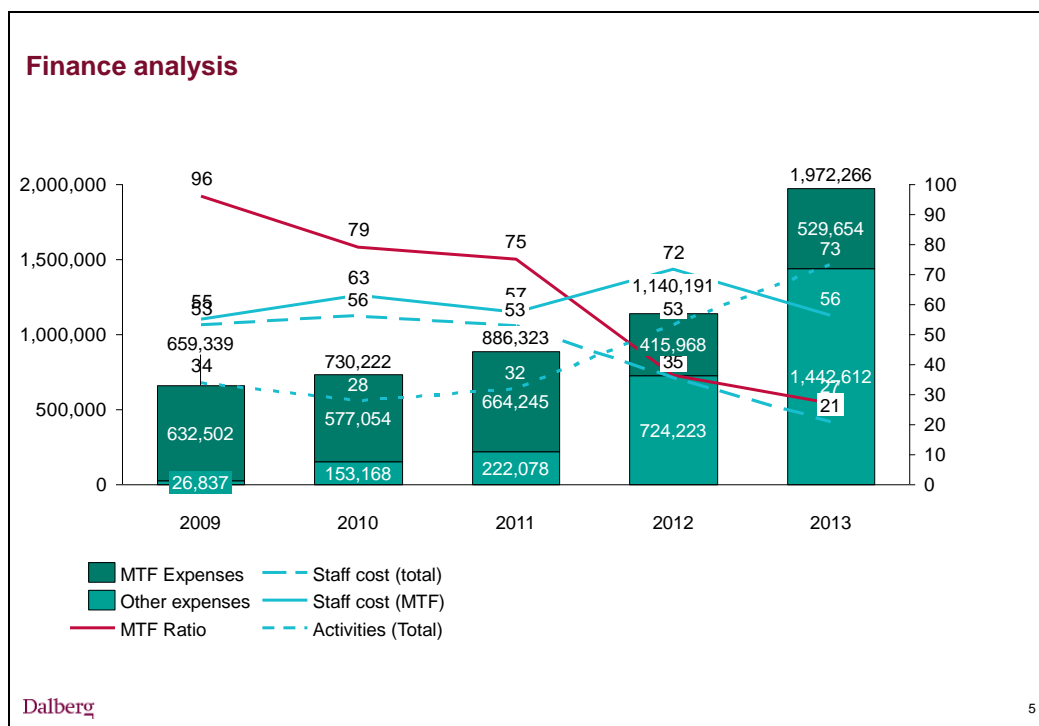
SPA/RAC has a host agreement in place with the government of Tunisia. An update, required after the adoption of the governance paper (Almeria 2009), is currently in process, with the government.

### **Funding**

The MTF has dropped from around 80% of total income in the last three years to around 35% of total income this year and 27% for the coming year. Unless external projects do not require the in-kind contributions, further scalability of the MTF funding will not be possible.

The figure below shows that the situation for RAC SPA has changed significantly in the past few years with an increasing delivery rate, measured by disbursement, with the declining staff capacity. There is no more room to deliver externally funded projects within the current team.

It should also be recognized that with an increasing delivery of externally funded projects, the ability for the Contracting Parties to guide priorities may come under pressure.



#### 4. INFO/RAC

##### History

INFO/RAC was established in 2005 by the decision of the 14th Meeting of the Contracting Parties. INFO/RAC was mandated to establish a common information management infrastructure to facilitate and support information and communication activities across MAP.

INFO/RAC effectively replaces the RAC on Environment Remote Sensing (ERS/RAC) that had been approved by the 8th Meeting of the Contracting Parties in 1993.

INFO/RAC's mandate has been framed in part by the governance paper (Decision IG. 17/5. COP-15 in Almeria) and by the Decision of the 16th COP in Marrakech, in which the Contracting Parties approved the new MAP Components mandates (Decision IG. 19/5).

Accordingly, INFO/RAC's primary objective is to: <sup>2</sup>

*“Contribute to collecting and sharing information, raising public awareness and participation and enhancing decision-making processes at the regional, national, and local levels. In this context, the mission of Info/RAC is to provide adequate information and communication services and infrastructure technologies to the Contracting Parties to implement Article 12 on public participation and Article 26”.*

At COP-17, the Contracting Parties agreed to establish and operationalize an information system to support the implementation of ECAP and the MAP integrated monitoring system. They also agreed

<sup>2</sup> Info/RAC. “InfoMAP: The shared environmental information system of UNEP MAP – The roadmap”. 26 July 2011.

to develop a MAP/Barcelona Convention data sharing policy “taking into account the data sharing principles with due consideration of access rights and confidentiality”.<sup>3</sup>

### **Activities**

INFO/RAC activities are grouped around the following clusters:

- Information and communication technology, which involves the design and implementation of a common environmental and spatial data infrastructure and network services for information among Mediterranean coastal states in relation to the full implementation of the Barcelona Convention, its protocols, and the MSSD;
- Information sharing, communication, education, training, and awareness-raising, which involves improving data flow management, information sharing and reporting mechanisms, education initiatives, public participation, and awareness raising around UNEP MAP activities;
- Dissemination of results from environmental research and from innovative observation and monitoring technology, which involves strengthening the knowledge base and promoting the sharing of experiences and results stemming from environmental research and innovative technologies.

INFO/RAC is currently preparing a roadmap that is designed to transform the disconnected information systems of the UNEP MAP into a fully integrated shared environmental information system, which is compliant with the shared environmental information systems principles established by the EU.

Within the UNEP MAP system, information systems have been developed by the other MAP Components. These include: the Barcelona Convention Reporting System; Medpol databases on pollution monitoring and land-based sources of pollution (including the on-line reporting system); SIMEDD – the BP system for managing indicators for sustainable development; databases on SPAMI and protected species, developed and operated by SPA/RAC; and databases on accidents resulting in hazardous material dumping, which is operated by REMPEC. The main problem with these disparate information systems is that they are not based on common standards. This makes inter-operability impossible.

### **Achievements**

Firstly, INFO/RAC has endeavoured to meet several important deadlines in the Five-year POW, despite the fact that it was only established in 2010. Secondly, INFO/RAC is developing a capacity for knowledge creation and management, and has been supporting other actors in developing approaches for de-materialization through the use of information technology. It also has experience along the whole “MDIAR” chain (monitoring/data/information/assessment/reporting). For example, INFO/RAC will start developing a Pollutant Release and Transfer Register (PRTR) for Italy and will later replicate the experience with other MED countries.

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<sup>3</sup> Info/RAC. “InfoMAP: The shared environmental information system of UNEP MAP – The roadmap”. 26 July 2011.

In addition, Info/RAC is being called upon to support UNEP MAP's integrated approaches such as ICZM and the ECAP. These present new opportunities for it to tailor information systems and to create new types of knowledge platforms, assessment tools, etc.

According to the questionnaire results, INFO/RAC's overall performance was ranked 1.4 out of 5.

### **Future strategic challenges**

Going forward, INFO/RAC faces a number of strategic challenges:

- The various UNEP MAP information systems are not based on common standards, which make inter-operability impossible and frustrates INFO/RAC's work.
- There are a growing number of information actors in the Mediterranean region and their overlap with INFO/RAC has intensified competition between actors dealing with knowledge management.
- The provision of existing data sets to INFO/RAC is not compulsory. The Contracting Parties should make data provision mandatory, but for many countries there is an underlying culture of non-disclosure. Info/RAC should finalize its proposal on incentivizing the provision of data. Of equal importance is the need to embed the principles of the Aarhus Convention into a new COP decision that would require parties to provide key information. As well, issues related to the hosting of data will also have to be addressed.
- There is a mismatch between the products that are generated as opposed to what is perceived to be needed.
- The host country's national spending review process is jeopardizing INFO/RAC's budget with yearly budget cuts.

### **Structure and staffing**

At the 15th Meeting of the Contracting Parties in Almeria, the Italian government announced its decision to transfer the functions of INFO/RAC to the Italian Central Institute for Applied Marine Research (ICRAM), now merged into the Italian Institute for Environmental Protection and Research (ISPRA), starting from January 2010.

INFO/RAC is effectively a project that is run by Sinanet Service under one of ISPRA's Departments. INFO/RAC has ad hoc projects with resources allocated either to personnel and/or financial means. The allocation is by activity line, which means that for certain activities, INFO/RAC has a dedicated team of people and a task leader for each task group, with allocation of man power and budget for missions, services, and purchase and procurement.

Info/RAC staff include the following: Director, Administrative coordinator, Technical expert for on-line reporting systems, Technical expert for regional shared services, Technical expert for I&C technology, Communication officer, Technical expert for spatial data infrastructure, Officer for ENPI/SEIS South Project, and Administrative officers.

### **Funding**

80,000 Euro of the MAP Trust Fund is allocated to developing and maintaining the reporting systems under each of the Protocols. Criteria used for allocating funding between Info/RAC's 3 pillars depend on what is less costly and what can be done using INFO/RAC's internal resources. ENP/SEIS provides 200,000 Euro for 2012-2013. During this biennium, only 80,000 Euro comes from the MAP Trust Fund.

Info/RAC is considering developing partnerships with private sector especially in the context of its ongoing research and development work. There is more that Info/RAC can do to further develop the mobilization strategy to cope with lack of financing.

## **5. PAP/RAC**

### **History**

The Priority Actions Programme Regional Activity Centre (PAP/RAC) was established in Split in 1980 by the decision of the Intergovernmental Meeting (UNEP/IG.5/7, paragraph 54) of 1977 to assist in the implementation of the Integrated Planning Component of the Mediterranean Action Plan adopted in Barcelona in 1975. Its original mandate was broad in scope and encompassed ten priority actions in six fields of activity that required immediate action.

With the further development of MAP, and in light of the challenges of the global environmental context, especially those relating to coastal areas, the focus of PAP/RAC's operations was subsequently repositioned to respond to the need for the sustainable development of the region's coastal areas, particularly through ICZM. The adoption of the Protocol on Integrated Coastal Zone Management in the Mediterranean (the "ICZM Protocol") in 2008 formalized the role of PAP/RAC with regard to the implementation of the ICZM Protocol.

The specific objective of PAP/RAC is to contribute to sustainable development of coastal zones and sustainable use of their natural resources. In this respect, PAP/RAC's mission is to provide assistance to Mediterranean countries in the implementation of Article 4(i) of the Barcelona Convention, meeting their obligations under the ICZM Protocol and implement the MSSD, 2005, and by carrying out, in particular, the tasks assigned to it in Article 32 of the ICZM Protocol, 2008.

PAP/RAC's main fields of action for the achievement of the sustainable development of coastal zones consist of:

1. Assisting the Contracting Parties in formulating and implementing national strategies for action plans under the ICZM Protocol;
2. Assisting countries in the region in strengthening their capacities with a view of facilitating the sustainable development of coastal zones by ensuring that environment and landscapes are taken into account in harmony with economic, social, and cultural development; preserving coastal zones and their integrity; ensuring the sustainable use of coastal natural resources; and achieving coherence between public and private initiatives and between all decisions by the public authorities at all levels that impact the coastal zones;
3. Assisting countries in the implementation of demonstration/pilot coastal management projects (such as Coastal Area Management Programme (CAMP) - in selected local

Mediterranean coastal areas to demonstrate the application of ICZM as a major tool, with a view to implementing specifically the ICZM Protocol. CAMP projects have the goal to develop relevant implementation instruments and procedures for sustainable development in project areas; to identify and apply relevant methodologies and tools; to contribute to capacity building at the local, national, and regional levels; and to secure the broad use of the results achieved;

4. Developing regional cooperation in the field of capacity building and awareness raising of the importance of the integrated management of coastal zones through the organisation of training, education, and awareness-raising activities, networking, publications, and the dissemination of information;
5. Developing ICZM methodologies and tools as well as addressing specific sectoral issues with a coastal focus in the framework of ICZM, such as urban development, natural resources management, sustainable tourism, landscape and heritage protection, coastal and soil erosion, infrastructure and transport, pollution and waste, climate change, and specific coastal ecosystems.

### **Achievements**

The decision to focus the Centre's operations on ICZM has proven to be strategically important. Since the formalization of the role on implementation of the ICZM Protocol, PAP/RAC has received an increasing level of attention from donors and partners inside and outside of the region.

The movement of the funding mix shows that the Centre is increasingly successful in securing external funding for projects that contribute to the implementation of the protocol. In addition, the Centre has changed its approach from focusing on production and dissemination of technical documents to one that is more focused on dissemination of information. Through tools such as the online forum for Focal Points, theMedOpen (a training course on ICZM), the Coast Day, and general appearances in relevant meetings, the Centre has increased its visibility in the region.

In 2012, the main activities concentrate on sustainable development of coastal zones and ICZM. The main projects that are currently ongoing include the following:

- **MED Partnership** - A Strategic Partnership focused on sustainable development of the Mediterranean.
- **SHAPE** - Shaping a Holistic Approach to Protect the Adriatic Environment between coast and sea.
- **Pegaso** - ICZM project for the Mediterranean and the Black Sea (2010-13).
- **CV&C** – sister project of MedPartnership encompassing the climate variability and change aspects that were not initially foreseen.
- **CAMP** - Coastal Area Management Plans which are essentially pilot projects that provide hands-on demonstration of ICZM.

Both the questionnaire as well as interviews conducted for the purpose of the review confirms the value of ICZM and PAP/RAC's performance in supporting the implementation.

Going forward, the Centre has the following important challenges to address:



- **Income** - while the income derived from external donors is encouraging, it comes at a cost due to the requirement to co-fund. The Centre, as well as the other entities in MAP, should ask external donors to reduce the need for co-funding as well as increase the possibility to finance overhead costs from projects.
- **Co-financing** – the Centre should push for a fixed policy on co-financing when countries request support for the implementation of the protocol. The co-financing should be relative to what the countries should be able to bear as costs.

### **Structure and staffing**

PAP/RAC was setup as a Croatian public institution with a steering committee that has some decision making responsibility, for example selection of the Director of the organisation. The organisation functions as a regional body. The Croatian government provides 160,000 Euro to cover the basic operating costs of the centre which includes the office space and maintenance.

PAP/RAC currently has 10 staff members, 9 of which are fully funded by income from the MTF. All programme staff members are partly committed to external projects through in-kind contributions.

Of all the RACs, PAP/RAC has the lowest general staff capacity in comparison to its program staff. In addition to an efficient administration, the program staff members in PAP/RAC appear to be more self-sufficient than comparable staff in other RACs.

PAP/RAC has a host agreement in place with the government of Croatia. An update, required after the adoption of the governance paper (Almeria 2009), is currently in process with the government.

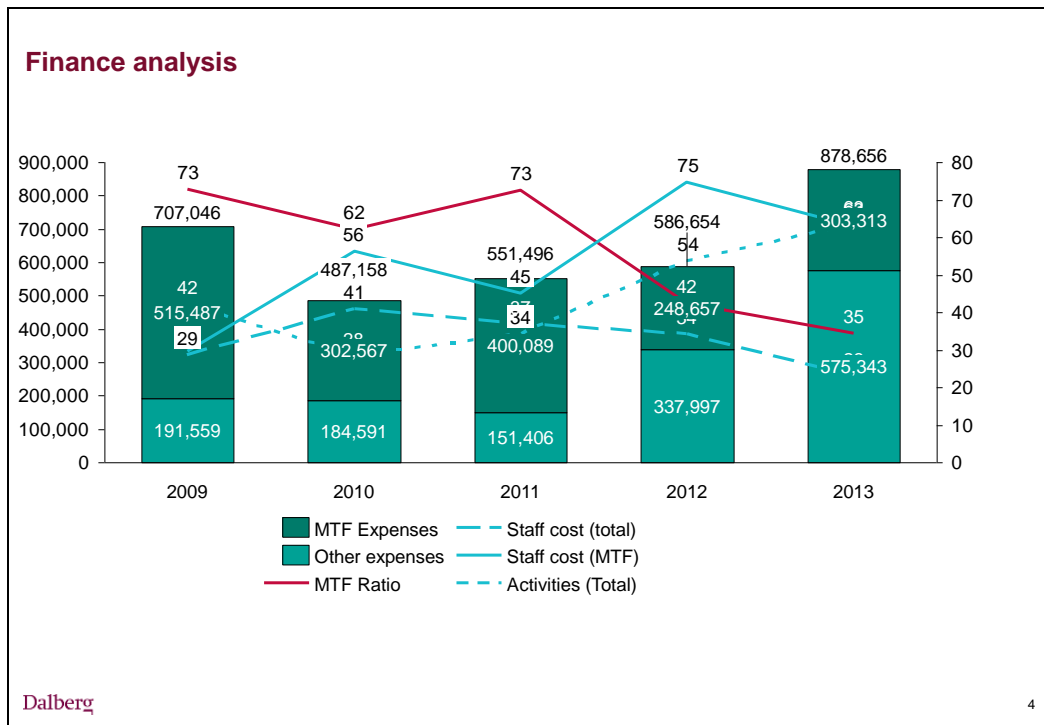
### **Funding**

The MTF contributions to PAP/RAC have dropped from around 70% of total income in the last three years to around 42% of total income this year and 35% for the coming year. In order to further decrease MTF's share of total funding, PAP/RAC would have to agree to lower portions of MTF-funded contributions on their externally funded project and/or increase income that does not require MTF funded contributions.

The figure below shows that the situation for PAP/RAC has changed significantly in the past few years due to increased attention on the ICZM Protocol and because the Centre is incentivized to pursue external funding. Since the COP-17 the EU voluntary contribution that was previously dedicated to CAMPs is no any longer ear-marked but included in the overall MTF budget.

With the MTF under pressure, the Centre has focused on other sources of funding. This strategy has been successful but is reaching its limits. The agreements with external funders are such that the Centre is required to provide MTF-funded time or cash in proportion to the other resources.

It should also be recognized that with an increasing delivery of externally funded projects, the ability for the Contracting Parties to guide priorities may come under pressure.



## 6. REMPEC

### History

The Regional Oil Combating Centre (ROCC) was originally established in 1976 by the decision of the Contracting Parties with the mandate to strengthen the capacities of coastal states in the Mediterranean region and to facilitate cooperation among them in order to combat massive marine pollution by oil, particularly by developing national capacities to combat oil pollution and by establishing a regional information system with a view to dealing with marine pollution emergencies.

The Centre's mandate was extended over the years, in conformity with the decisions of the Contracting Parties, with a view to addressing relevant emerging issues and their respective global developments, with a particular focus on preventive measures against pollution from ships. In 1989, the name of the Centre was changed to the Regional Marine Pollution Emergency Response Centre for the Mediterranean Sea (REMPEC). REMPEC is administered by the IMO in cooperation with UNEP MAP.

In 2001, with a view to the adoption of the new Protocol concerning Cooperation in Preventing Pollution from Ships and, in Cases of Emergency, combating Pollution of the Mediterranean Sea (Prevention and Emergency Protocol, 2002), the Contracting Parties re-affirmed the involvement of the Centre in activities related to prevention of, preparedness for, and response to, marine pollution.

REMPEC's main fields of action for the prevention of pollution of the marine environment from ships, the development of preparedness for and response to accidental marine pollution and cooperation in case of emergency, are defined in Decision IG.19/5 "Mandates of the Components of MAP". They consist of:

1. Strengthening the capacities of the coastal states in the region with a view to preventing pollution of the marine environment from ships and ensuring the effective implementation in the region of the rules that are generally recognized at international level relating to the prevention of pollution from ships, and with a view to abating, combating, and, to the fullest possible extent, eliminating pollution of the marine environment from shipping activities, including pleasure crafts;
2. Developing regional cooperation in the field of the prevention of pollution of the marine environment from ships and facilitating cooperation among Mediterranean coastal states in order to respond to pollution incidents which result or may result in a discharge of oil or other hazardous and noxious substances and which require emergency actions or other immediate responses;
3. Assisting coastal states of the Mediterranean region, which so request, in the development of their own national capabilities for response to pollution incidents which result or may result in a discharge of oil or other hazardous and noxious substances, and facilitating the exchange of information, technological cooperation, and training;
4. Providing a framework for the exchange of information on operational, technical, scientific, legal, and financial matters, and promoting dialogue aimed at conducting coordinated action at the national, regional, and global levels for the implementation of the Prevention and Emergency Protocol; and
5. Assisting coastal states of the region, which in cases of emergency so request, either directly or by obtaining assistance from the other Parties, or, when possibilities for assistance do not exist within the region, in obtaining international assistance from outside the region

### **Achievements**

REMPEC's doubly complicated status of having IMO as the implementing organisation and UNEP funding has had advantages and disadvantages. In theory, it has been an efficient mechanism to provide technical support to implement the IMO guidelines as well as the Barcelona Convention and its protocols.

At the same time, the dual mandate has been the source of a perceived conflict of interest for REMPEC with IMO deciding over staff matters, and the Barcelona Convention on issues related to funding. The discussion between UNEP MAP and IMO on the responsibility for REMPEC staff and resources that followed the deficit situation has further highlighted the complexity of the current setup.

Despite the challenges, REMPEC has had a steady delivery rate over the last few years with approximately 60% of the funding coming from external sources, including 200, 000 Euro per biennium from IMO. The situation for 2013 is looking less positive as the SafeMed project, REMPEC's largest extra-budgetary funded project will stop at the end of 2012. The change of mandate of the European Maritime Safety Agency (EMSA) is an important development that has already had extensive implications for REMPEC as EMSA is the proposed implementing body for SafeMed III.

The value of REMPEC is confirmed by external interviews and though the questionnaire. REMPEC is also being considered for a role on the Offshore Protocol. Although allocation of tasks and duties under this protocol still remain to be decided by the Contracting Parties, the decision taken at the last COP justifies additional capacity.

In 2012, the main activities concentrate on prevention, preparedness, and response (coordination) to pollution of the Mediterranean Sea by oil and other harmful substances. The main projects that are currently ongoing include the following:

- **MEDESS** - Mediterranean Decision Support System for Marine Safety. MEDESS aims at delivering a sustainable integrated operational multi-model oil spill prediction service.
- **GloBallast** - Assisting developing countries to reduce the transfer of harmful aquatic organisms and pathogens in ships' ballast water.
- **SafeMed** - Developing Euro-Mediterranean cooperation in the field of maritime safety and security, prevention of pollution from ships, and marine environmental issues.
- **POSOW** - Preparedness for Oil-polluted Shoreline clean-up and Oiled Wildlife interventions.

Going forward, the Centre has the following important challenges to address:

- **EU relationship** – the change of the mandate of the EMSA is an important development. While REMPEC has relationships with multiple parts of the EC, it should clarify its intentions to provide its services as an implementing organisation of EC priorities.
- **IMO / UNEP relationship** – the roles and responsibilities for REMPEC have to be clarified and, where needed, accompanied by structural change to align responsibility with control.
- **Offshore Protocol** – while it is clear that there is a role for REMPEC on supporting the implementation of the Offshore Protocol, the exact roles and responsibilities remain unclear. Additional tasks should be accompanied by changed priorities or additional resources.
- **Co-financing** – the Centre should support a system wide fixed policy on co-financing when countries request support for the implementation of the protocols. The co-financing should be relative to what the countries should be able to bear as costs.

### **Structure and staffing**

REMPEC is the result of an arrangement between UNEP and IMO for the implementation of the MAP, under which IMO is the implementing organisation (i.e. management and operation of the Centre), with UNEP providing funding through MTF, from contributions paid by the Contracting Parties. Since the mid-1990s, the arrangement has been renewed on a biennial basis, matching the decisions of the Contracting Parties on biennial budgets and work programmes for the entire MAP.

The 10th session of the Inter-Governmental Maritime Consultative Organisation (IMCO) council was informed that IMCO had been entrusted with the establishment and operation of ROCC (precursor of REMPEC), that the Secretary-General of IMCO had decided that the staff regulations and rules governing UN project personnel would apply to the staff of the Centre, and that UNEP was considering the budget for the Centre prepared by IMCO.

REMPEC currently has three programme staff members and one junior staff member seconded by the French Government and oil industry. In addition, there are two project officers for the SafeMed program which is due to end this year.

REMPEC's programmatic capacity is limited and partly committed to ongoing projects. The Centre cannot absorb a role in the implementation Offshore Protocol as suggested at the 17<sup>th</sup> Ordinary Meeting of the Contracting Parties. Although allocations of tasks and duties under this protocol still

remain to be decided by the Contracting parties, the decision taken at this meeting justifies and investment in additional expert capacity.

Of all the RACs, REMPEC has the highest general staff capacity in comparison to its program staff. The salary of the administrative/financial assistant is partly funded by MTF and partly by IMO.

IMO has a host agreement in place with the government of Malta regarding REMPEC which does not refer to the Barcelona Convention. The host country agreement process between UNEP and Malta was not applied to REMPEC as it was UN administered.

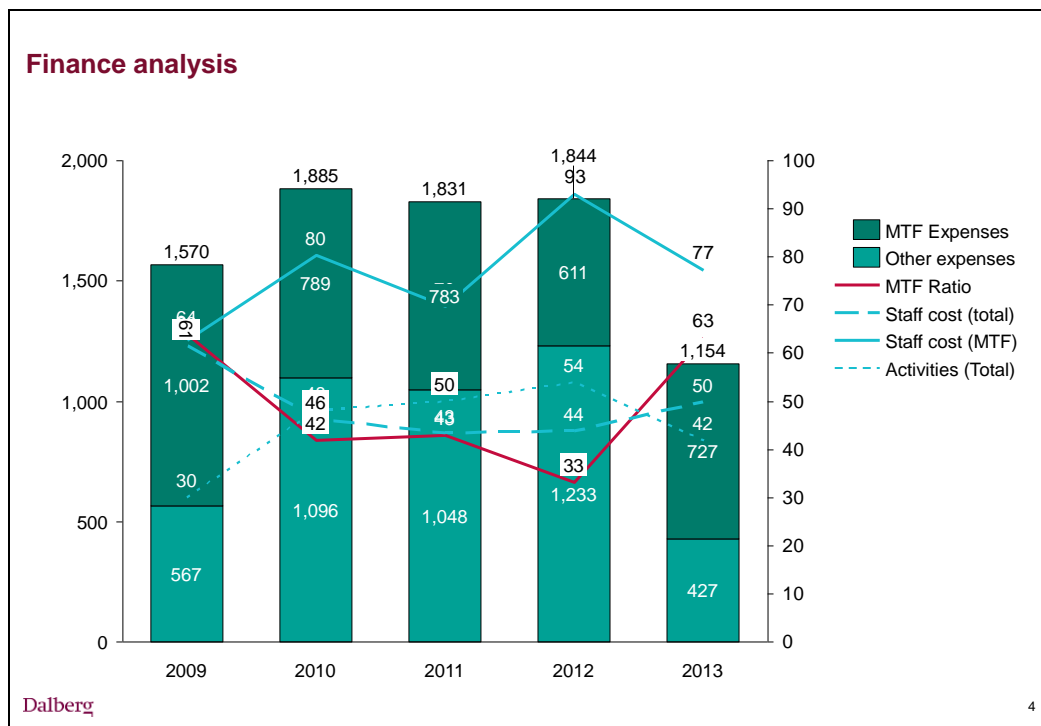
**Funding**

As the figure shows, MTF’s share of total funding for the Centre has been relatively stable in recent years moving between 60% in 2009 and 33% in 2012. In 2013, the Centre is expected to rely to a much greater extent on MTF funding (63%) as the SafeMed project comes to an end.

The IMO supports some of the activities of REMPEC through its Integrated Technical Cooperation Programme. The funding is stable at around 200,000 Euro per biennium and can be used for activities only.

The government of Malta provides 209,000 Euro to cover the basic operating costs of the centre which includes the office space and maintenance.

IMO and UNEP are sharing the 13% Programme Support Costs income for managing the trust fund and other support to UNEP MAP. IMO has charged 3.5% for SafeMed I and 7% for Safemed II funds that have been spent under the project.

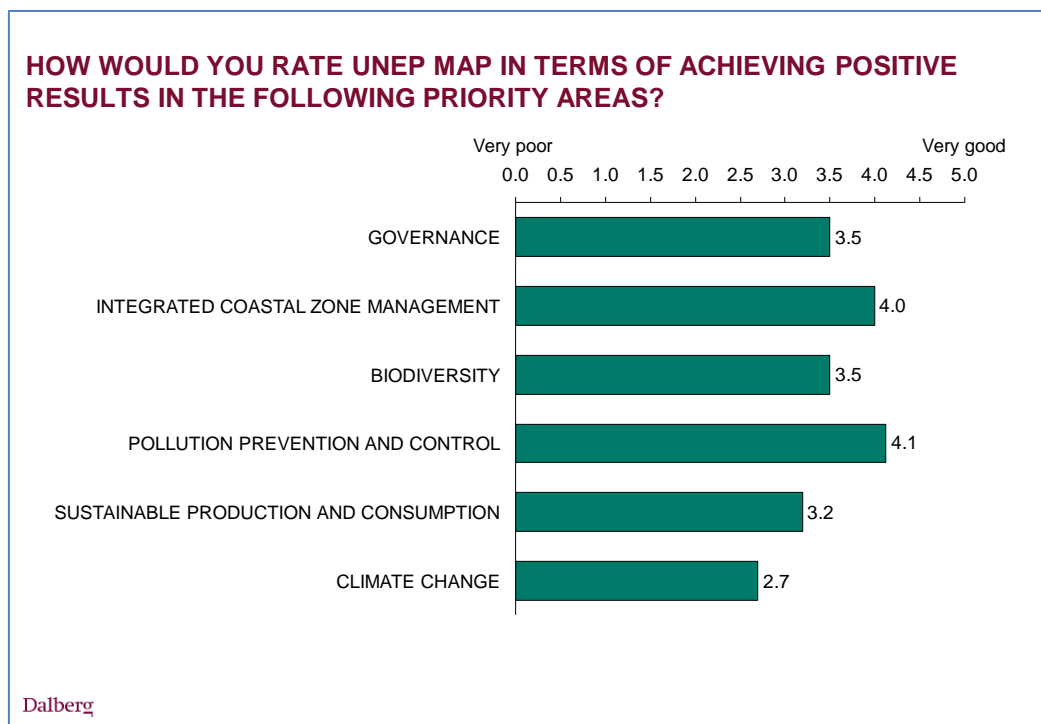


## ANNEX D: QUESTIONNAIRE RESULTS

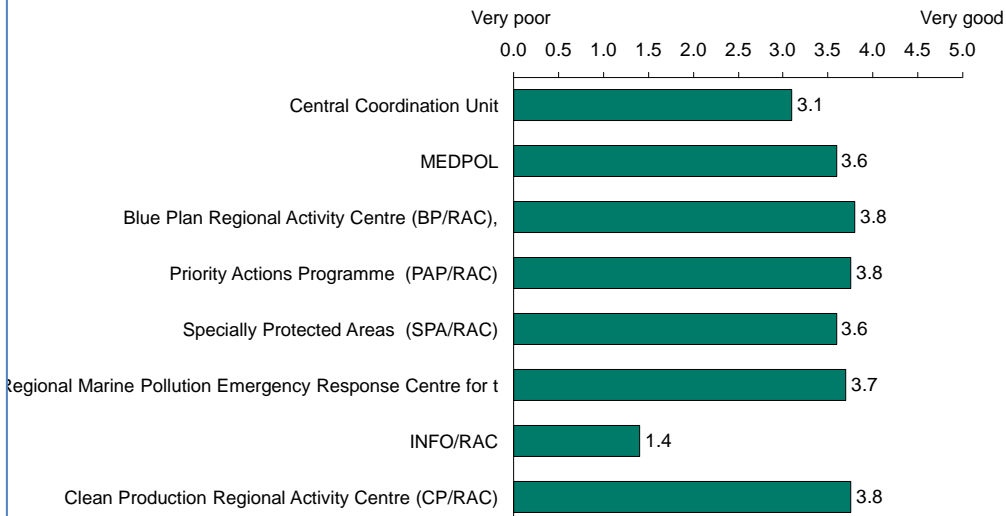
Survey was launched on Sunday 11 November and maintained open for two months. Two reminders were sent to the National FPs.

Responses from the following countries:

- BOSNIA&HERZEGOVINA
- EU
- FRANCE
- GREECE
- MALTA
- MONACO
- MONTENEGRO
- SPAIN
- TUNISIA

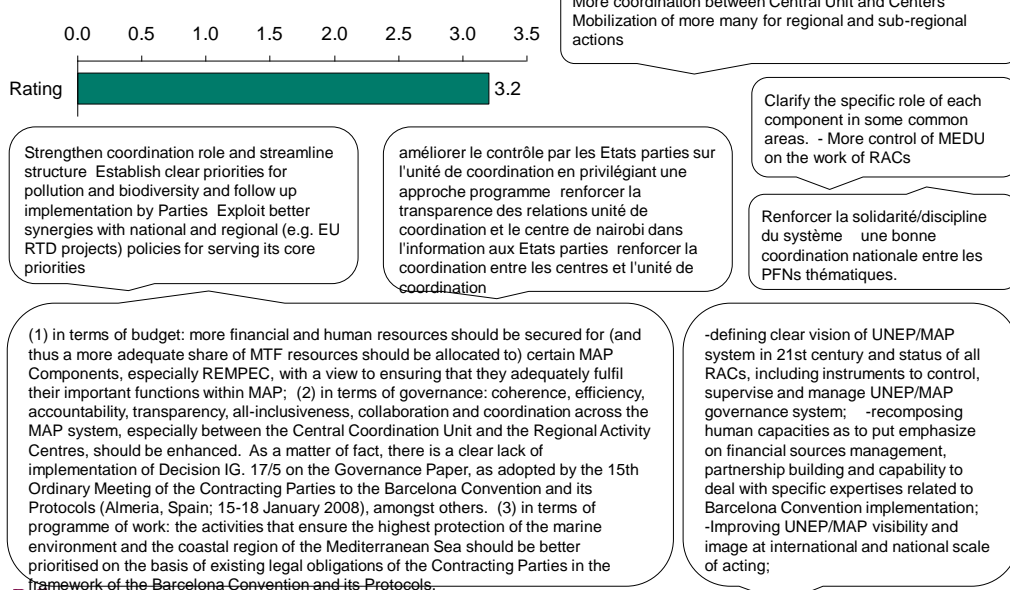


## HOW WOULD YOU RATE THE MAIN ORGANIZATIONAL UNITS IN TERMS OF ACHIEVING POSITIVE RESULTS?



Dalberg

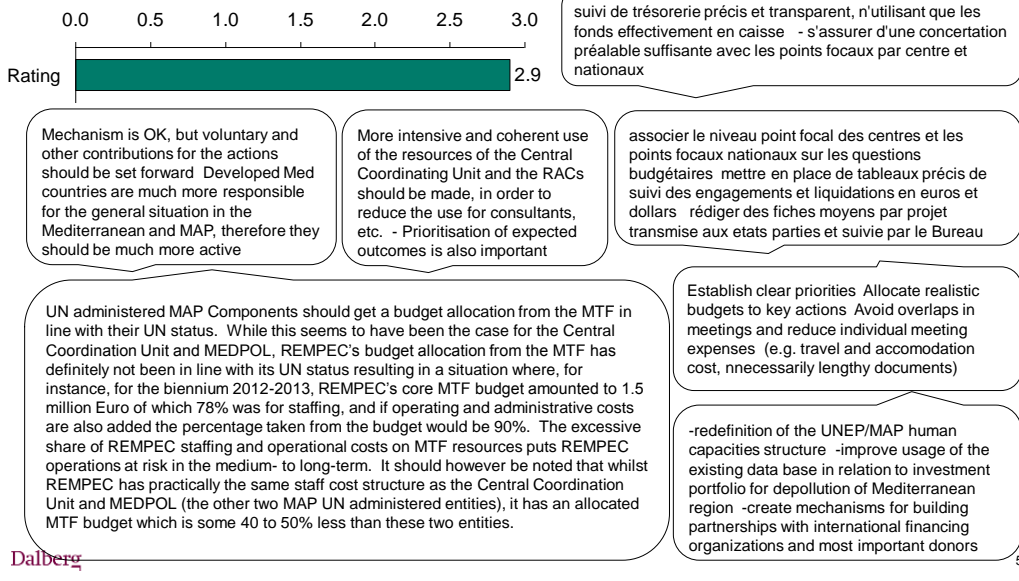
## HOW WOULD YOU RATE THE EFFECTIVENESS OF UNEP MAPS ORGANIZATIONAL MODEL?



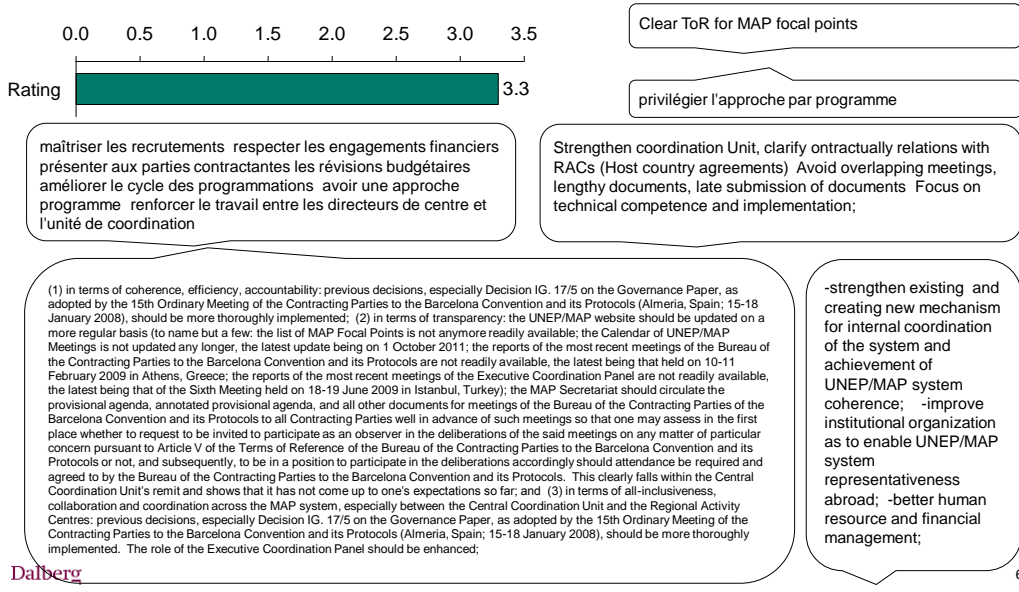
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## HOW WOULD YOU RATE THE CONTRIBUTION OF THE MTF FUNDING ALLOCATION PROCESS TO DELIVER POSITIVE RESULTS IN THE PRIORITY AREAS?

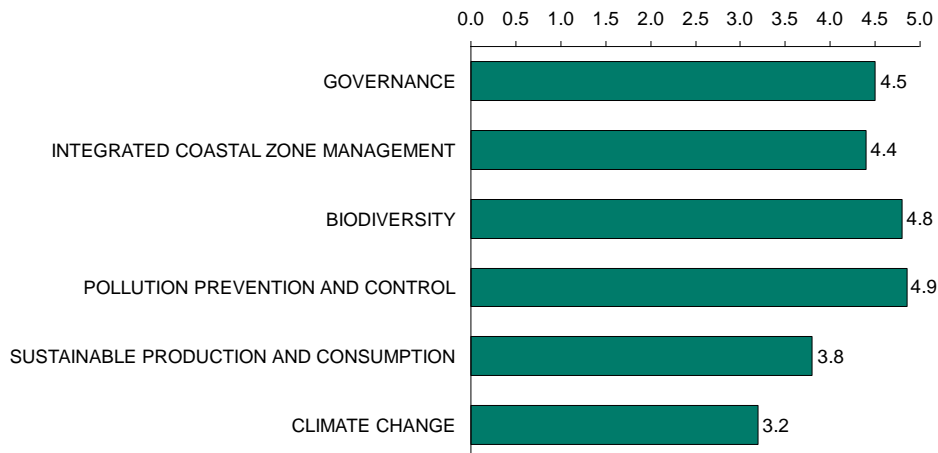


## HOW WOULD YOU RATE THE OVERALL GOVERNANCE ARRANGEMENTS OF UNEP MAP?





**WHICH OF THE FOLLOWING PRIORITY AREAS DO YOU THINK UNEP MAP SHOULD INVEST IN THE MOST GIVEN THE CURRENT CONTEXT?**



Dalberg

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**WHAT AREAS, CURRENTLY NOT (SUFFICIENTLY) COVERED, DO YOU THINK THAT UNEP MAP SHOULD BE DEVELOPING INTO PRIORITY AREAS?**

In general terms, there are already enough priority areas in which UNEP MAP should invest in the most given the current context. Therefore, coming up with new priority areas at this stage would only result in losing focus and effectiveness, especially considering the amount of work that still needs to be done in the current priority areas. On the contrary, the activities that ensure the highest protection of the marine environment and the coastal region of the Mediterranean Sea should be better prioritised on the basis of existing legal obligations of the Contracting Parties in the framework of the Barcelona Convention and its Protocols.

Taking into account the scarcity of resources, existing priority areas are adequate. Effort should be made to direct any additional resources to better implementation of existing priority areas in the work of UNEP/MAP and MCSD. Furthermore, following the reply to question 15 above, issues like climate change, and especially mitigation, are of a more global nature and are more than adequately covered by other fora. Adaptation, which is more important in a regional and national level, are addressed within priority areas such as biodiversity, ICZM, etc.

All areas are important but emphasis now should be on the implementation of the core tasks of the Ecosystem Approach, whereby biodiversity (monitoring) is clearly lagging behind. Any SCP activities should prove their direct relevance for pollution and climate change activities should prove their specificity and added value for the core tasks of UNEP/MAP

Water issues and Climate change  
Solid waste management  
Sustainable production and consumption

Rassembler les autres acteurs  
intergouvernementaux  
actifs pour la région.

compte tenu du contexte  
budgétaire, il n'est pas  
envisageable d'étendre le  
champ des priorités

- Maritime Spatial planning -  
Environmental Impact of  
human activities (mainly for  
new and emerging uses)

MSSD implementation through project portfolio, including regional and national activities; information system; integration of ECAP and ICZM; improvement of monitoring system (pollution monitoring based on the impacts to living species, spatial distribution of monitoring results);etc

d'avantage que de nouveaux domaines,  
une nouvelle méthodologie devrait être  
mise en oeuvre. Pour le centre antipol:  
axer sur les coopérations opérationnelles,  
renforcer les liens avec l'industrie

Dalberg

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## FINAL COMMENTS

It is important for the UNEP/MAP system to: - ensure better interaction with national governments - increase its visibility in the Mediterranean countries (also at high governmental level), but also towards the wider public

We have reach some results, but much more is ahead of us!

UNEP/MAP is a unique regional programme with extraordinary results. It is necessary to strengthen it as to make it capable to continue it's extraordinary function in Mediterranean region and UN system.

1 difficulté de répondre à ce questionnaire qui ne distingue pas ce qui relève du niveau centre et du niveau UNEP/MAP 2 si la convention de B. est un atout politique, le système UNEP MAP par sa rigidité depuis sa mise en place (1976) ne permet pas de s'adapter à la complexité des sujets qui relèvent de plusieurs centres. En outre, les Etats parties ne s'approprient pas assez ce système et n'affirment pas suffisamment leurs priorités. Le contexte budgétaire rend plus que jamais nécessaire cette capacité d'adaptation et de hiérarchisation des actions.

Questionnaire trop binaire et prêtant à confusion sur les entités évaluées. Qui est UNEP/PAM? Les fonctionnaires, un système nébuleux ou les Etats? C'est souvent l'incohérence des positions nationales ( voire individuelles) qui crée l'insatisfaction générale. Réponses de ma part parfois neutre aux questions 11 et 13 car le système impose des réponse, ce qui est dommage.

Stop deciding new measures/actions etc..while the existing ones remain unfinished without good justification. Contracting Parties should be encouraged to prioritise implementation of Barcelona Convention commitments within their Sustainable Development Strategies

## ANNEX E: DETAILED IMPLICATIONS OF OPTIONS 1, 2 AND 3

### Coordinating Unit

Coordination Unit	2013 Approved		Option 1		Option 2			Option 3	
	MTF	OTHER	MTF	OTHER	MTF Core	MTF Scalable	OTHER	MTF	OTHER
<b>Professional staff</b>									
Coordinator - D2	187,364								
Coordinator - D1			175,921		175,921			175,921	
Deputy Coordinator/Senior Program Officer - D1	175,921								
Deputy Coordinator/Senior Program Officer - P5			145,665		145,665			145,665	
Programme Officer 1 - P.4	139,768		139,768		139,768			139,768	
Programme Officer M&E - P.4								139,768	
Programme Officer 2 - P.3/P.4								108,389	
Programme Officer 3 - P.3/P.4								108,389	
Information Officer - P.3/P.4	108,389		108,389		108,389			108,389	
Legal Officer - P.2/P.3 (currently seconded by France)									
<b>Total Professional Staff</b>	<b>611,442</b>		<b>569,743</b>		<b>569,743</b>			<b>926,289</b>	
<b>Administrative support</b>									
Programme Assistant - G.5	57,000		57,000		57,000			57,000	
Programme Assistant - G.5	58,000		58,000		58,000			58,000	
GEF Administrative Assistant - G.6	58,266		52,650		52,650			52,650	
<b>Total Administrative Support</b>	<b>173,266</b>		<b>167,650</b>		<b>167,650</b>			<b>167,650</b>	
<b>Total Personnel Costs</b>	<b>784,708</b>		<b>737,393</b>		<b>737,393</b>			<b>1,093,939</b>	
Office Costs	7,116		7,116		7,116			7,116	
Travel on Official Business	70,572		70,572		70,572			70,572	
Other admin		228,150		228,150			228,150		228,150
<b>Total Operating Costs</b>	<b>77,688</b>	<b>228,150</b>	<b>77,688</b>	<b>228,150</b>	<b>77,688</b>		<b>228,150</b>	<b>77,688</b>	<b>228,150</b>
<b>Total Personnel and Operating Costs</b>	<b>862,396</b>	<b>228,150</b>	<b>815,081</b>	<b>228,150</b>	<b>815,081</b>		<b>228,150</b>	<b>1,171,627</b>	<b>228,150</b>
<b>Activities</b>	<b>572,472</b>		<b>572,472</b>		<b>572,472</b>			<b>572,472</b>	
<b>Total by budget source</b>	<b>1,434,868</b>	<b>228,150</b>	<b>1,387,553</b>	<b>228,150</b>	<b>1,387,553</b>		<b>228,150</b>	<b>1,744,099</b>	<b>228,150</b>
<b>Total</b>	<b>1,663,018</b>		<b>1,615,703</b>		<b>1,615,703</b>			<b>1,972,249</b>	

### MEDPOL

	2013 Approved		Option 1		Option 2		
	2013		2013		2013		
MEDPOL and Cooperating Agencies	MTF	OTHER	MTF	OTHER	MTF Core	MTF Scalable	OTHER
<u>Professional staff</u>							
MEDPOL Coordinator - P.5	145,665		84,536		84,536		
MEDPOL Programme Officer - P.4	139,768		70,843		70,843		
MEDPOL Programme Officer - P.3/P.4	139,768		70,843		70,843		
WHO Programme Officer - P.5	145,665		84,536		84,536		
<b>Total Professional Staff</b>	<b>570,866</b>		<b>310,758</b>		<b>310,758</b>		
<u>Administrative support</u>							
Secretary (MEDPOL) - G.5	55,000		55,000		55,000		
WHO Secretary - G.5	55,000		55,000		55,000		
<b>Total Administrative Support</b>	<b>110,000</b>		<b>110,000</b>		<b>110,000</b>		
<b>Total Personnel Costs</b>	<b>680,866</b>		<b>420,758</b>		<b>420,758</b>		
<u>Office Costs</u>							
Travel on Official Business	35,000		35,000		35,000		
<b>Total Operating Costs</b>	<b>35,000</b>		<b>35,000</b>		<b>35,000</b>		
<b>Total Personnel and Operating Costs</b>	<b>715,866</b>		<b>455,758</b>		<b>455,758</b>		
<b>Activities</b>	<b>575,000</b>		<b>575,000</b>			<b>575,000</b>	
<b>Total by budget source</b>	<b>1,290,866</b>		<b>1,030,758</b>		<b>420,758</b>	<b>575,000</b>	
<b>Total</b>	<b>1,290,866</b>		<b>1,030,758</b>		<b>995,758</b>		

### Blue Plan

It is recommended that the Blue Plan is funded only on a project by project basis. Its staffing table and resource plan is an internal matter and should not be determined by UNEP MAP.

### INFO/RAC

It is recommended that the INFO/RAC is funded only on a project by project basis. Its staffing table and resource plan is an internal matter and should not be determined by UNEP MAP.

### CP/RAC

It is recommended that CP/RAC is funded only on a project by project basis. Its staffing table and resource plan is an internal matter and should not be determined by UNEP MAP.

### PAP/RAC

	2013 Approved		Option 1		Option 2		
	2013		2013		2013		
PAP RAC	MTF	OTHER	MTF	OTHER	MTF Core	MTF Scalabl	OTHER
<u>Professional staff</u>							
Director	75,372	2,700	75,372	2,700	75,372		2,700
Deputy Director	56,220	2,250	56,220	2,250	56,220		2,250
Senior Programme Officer (CAMP)	39,670	900	39,670	900	39,670		900
Programme Officer (ICZM Protocol)	38,425	900	38,425	900	38,425		900
Programme Officer (Environmental Econon	38,425	900	38,425	900		38,425	900
Programme Officer (ICZM)	38,425	900	38,425	900		38,425	900
Programme Officer (Projects)	38,425	900	38,425	900		38,425	900
Administrative/Fund Officer	38,425	900	38,425	900	38,425		900
<b>Total Professional Staff</b>	<b>363,387</b>	<b>10,350</b>	<b>363,387</b>	<b>10,350</b>	<b>248,112</b>	<b>115,275</b>	<b>10,350</b>
<u>Administrative support</u>							
Senior Assistant to Projects/Translator	0		0		0		
Assistant to Projects/Translator	0		0		0		
Assistant to Projects/Translator	0		0		0		
Assistant to Projects/Translator	0		0		0		
Administrative Assistant	38,425	900	38,425	900	38,425		900
Financial Assistant	0		0		0		
Temporary Assistance	10,000	0	10,000	0		10,000	0
<b>Total Administrative Support</b>	<b>48,425</b>	<b>900</b>	<b>48,425</b>	<b>900</b>	<b>38,425</b>	<b>10,000</b>	<b>900</b>
<b>Total Personnel Costs</b>	<b>411,812</b>	<b>11,250</b>	<b>411,812</b>	<b>11,250</b>	<b>286,537</b>	<b>125,275</b>	<b>11,250</b>
Office Costs	39,998	20,000	39,998	20,000	39,998		20,000
Travel on Official Business	36,500	22,200	36,500	22,200	36,500		22,200
<b>Total Operating Costs</b>	<b>76,498</b>	<b>42,200</b>	<b>76,498</b>	<b>42,200</b>	<b>59,349</b>	<b>17,149</b>	<b>42,200</b>
<b>Total Personnel and Operating Costs</b>	<b>488,310</b>	<b>53,450</b>	<b>488,310</b>	<b>53,450</b>	<b>345,886</b>	<b>142,424</b>	<b>53,450</b>
<b>Activities</b>	<b>156,000</b>	<b>521,893</b>	<b>156,000</b>	<b>521,893</b>		<b>156,000</b>	<b>521,893</b>
<b>Total Budget by source</b>	<b>644,310</b>	<b>575,343</b>	<b>644,310</b>	<b>575,343</b>	<b>345,886</b>	<b>298,424</b>	<b>575,343</b>
<b>Total</b>	<b>1,219,653</b>		<b>1,219,653</b>		<b>1,219,653</b>		

REMPEC

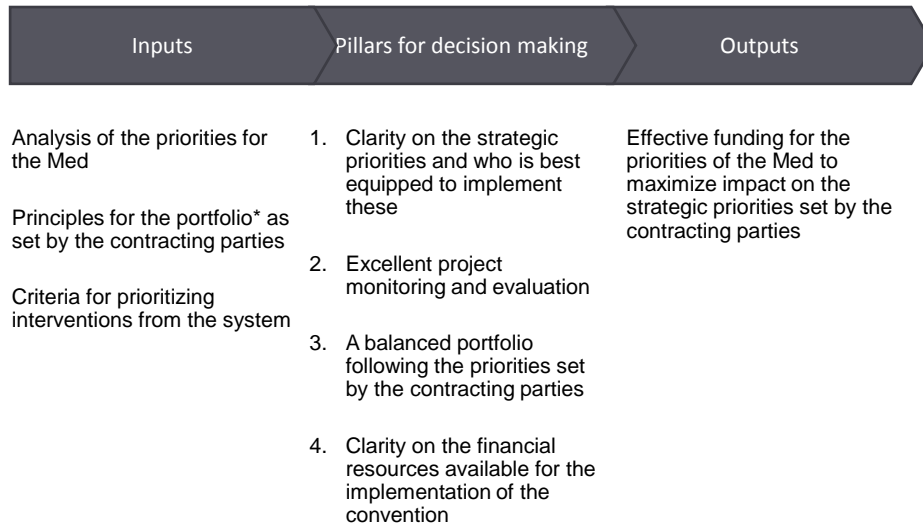
	2013 Approved		Option 1		Option 2		
	2013		2013		2013		
	MTF	OTHER	MTF	OTHER	MTF Core	MTF Scalabl	OTHER
<b>Professional staff</b>							
Director - D.1	171,903		73,496		73,496		
Senior Programme Officer - P.5	139,046		63,696		63,696		
Programme Officer - P.5							
Programme Officer - P.4	1		1		1		
Programme Officer - P.4	120,828		41,158		41,158		
Programme Officer - P.4			41,158		41,158		
Programme Officer - P.3							
Administrative Officer - P.1							
Safemed II Project Officer (Maritime Safety)							
Safemed II Project Officer (Maritime Admin.)							
Other, please specify							
<b>Total Professional Staff</b>	<b>431,778</b>	<b>0</b>	<b>219,509</b>	<b>0</b>	<b>219,509</b>	<b>0</b>	<b>0</b>
<b>Administrative support</b>							
Administrative/Financial Assistant - G.7	19,674	13,000	34,298		34,298		13,000
Information Assistant - G.7	1				1		
Assistant to the Director - G.7	30,115		30,115		30,115		
Assistant Head of Office - G.6							
Administrative Assistant - G.6							
Secretary - G.5	26,863		26,863		26,863		
Clerk/Secretary - G.4	25,776					25,776	
Clerk/Secretary - G.4							
Technical Assistant/Logistics - G.4	27,124					27,124	
Safemed II Administrative Support							
Other, please specify							
<b>Total Administrative Support</b>	<b>129,552</b>	<b>13,000</b>	<b>91,277</b>	<b>0</b>	<b>91,278</b>	<b>52,899</b>	<b>13,000</b>
<b>Total Personnel Costs</b>	<b>561,330</b>	<b>13,000</b>	<b>310,785</b>	<b>0</b>	<b>310,786</b>	<b>52,899</b>	<b>13,000</b>
<b>Total Operating Costs</b>	<b>97,500</b>	<b>0</b>	<b>97,500</b>	<b>0</b>	<b>48,750</b>	<b>48,750</b>	<b>0</b>
<b>Total Personnel and Operating Costs</b>	<b>658,830</b>	<b>13,000</b>	<b>408,285</b>	<b>0</b>	<b>359,536</b>	<b>101,649</b>	<b>13,000</b>
<b>Activities</b>	<b>80,000</b>	<b>414,019</b>	<b>80,000</b>	<b>414,019</b>		<b>80,000</b>	<b>414,019</b>
<b>Total Budget by source</b>	<b>738,830</b>	<b>427,019</b>	<b>488,285</b>	<b>414,019</b>	<b>359,536</b>	<b>181,649</b>	<b>427,019</b>
<b>Total</b>	<b>1,165,849</b>		<b>902,304</b>		<b>968,205</b>		

SPA/RAC

	2013 Approved		Option 1		Option 2		
	2013		2013		2013		
SPA RAC	MTF	OTHER	MTF	OTHER	MTF Core	MTF Scalabl	OTHER
<b>Professional staff</b>							
Director	55,215		55,215		55,215		
Scientific Director	0		0		0		
Expert (Ecosystem conservation programme Officer)	24,810		24,810		24,810		
Expert (SAP BIO Officer)	76,294		76,294		76,294		
Administrative Officer ((Data management and communication	17,383		17,383		17,383		
Expert (MPAs / MedMPAnet Project Programme Officer)	21,984	23,000	21,984	23,000	21,984		23,000
Expert (Species Conservation Programme Officer)	20,961		20,961		20,961		
MedMPAnet Project Coordination and technical backstopping Officer		34,600		34,600			34,600
SAP BIO programme officers		6,500		6,500			6,500
MedMPAnet Project Technical Assistant Officer		20,480		20,480			20,480
<b>Total Professional Staff</b>	<b>216,647</b>	<b>84,580</b>	<b>216,647</b>	<b>84,580</b>	<b>216,647</b>	<b>0</b>	<b>84,580</b>
<b>Administrative support</b>							
Administrative Assistant Administrative and Supply Assistant	14,731		14,731		14,731		
Bilingual Secretary (Director Assistant)	15,467		15,467		15,467		
Bilingual Secretary (Scientific Unit Assistant)	15,467		15,467		15,467		
Driver (Vaguemestre)	9,924		9,924		9,924		
Finance Officer	5,108		5,108		5,108		
Temporary Assistance	21,000		21,000			21,000	
Administrative Assistant		20,380		20,380			20,380
Temporary Administrative support		5,000		5,000			5,000
<b>Total Administrative Support</b>	<b>81,697</b>	<b>25,380</b>	<b>81,697</b>	<b>25,380</b>	<b>60,697</b>	<b>21,000</b>	<b>25,380</b>
<b>Total Personnel Costs</b>	<b>298,344</b>	<b>109,960</b>	<b>298,344</b>	<b>109,960</b>	<b>277,344</b>	<b>21,000</b>	<b>109,960</b>
Office Costs	35,879	20,000	35,879	20,000	35,879		20,000
Travel on Official Business	51,264	16,500	51,264	16,500	51,264		16,500
<b>Total Operating Costs</b>	<b>87,143</b>	<b>36,500</b>	<b>87,143</b>	<b>36,500</b>	<b>61,822</b>	<b>25,322</b>	<b>36,500</b>
<b>Total Personnel and Operating Costs</b>	<b>385,487</b>	<b>146,460</b>	<b>385,487</b>	<b>146,460</b>	<b>339,166</b>	<b>46,322</b>	<b>146,460</b>
<b>Activities</b>	<b>271,167</b>	<b>1,296,152</b>	<b>271,167</b>	<b>1,296,152</b>		<b>271,167</b>	<b>1,296,152</b>
<b>Total Budget by source</b>	<b>656,654</b>	<b>1,442,612</b>	<b>656,654</b>	<b>1,442,612</b>	<b>339,166</b>	<b>317,489</b>	<b>1,442,612</b>
<b>Total</b>	<b>2,099,266</b>		<b>2,099,266</b>		<b>2,099,266</b>		

## ANNEX F: ILLUSTRATIVE CALL FOR PROPOSALS PROCESS

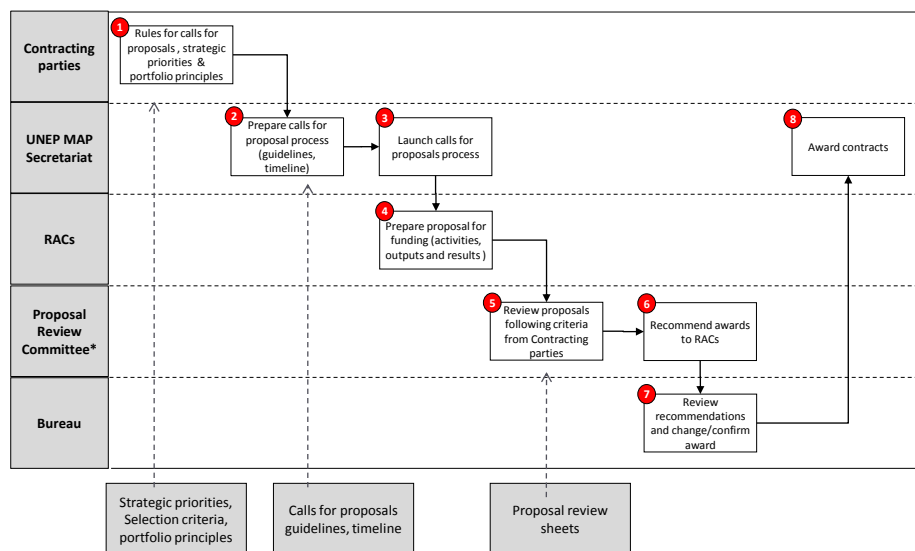
### Call for proposals – Key elements



\*Portfolio principles could include – (1) balance between themes, e.g. biodiversity, (2) Types of interventions, e.g. research, advocacy, (3) Geographical balance, e.g. south, east and north, (4) Size of investments, (5) # of investments, (6) Financial investment

Dalberg 3

### Call for proposals – Illustrative process



\*Proposal Review Committee ensures that MTF funding follows the priorities set by the Contracting Parties – comparable organizations staff similar bodies with independent experts to ensure fully objective reviews

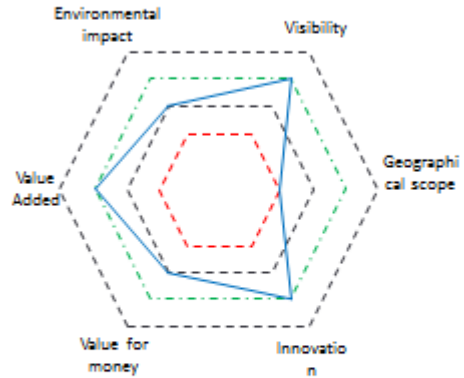
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## Scoring of proposals by the PRC

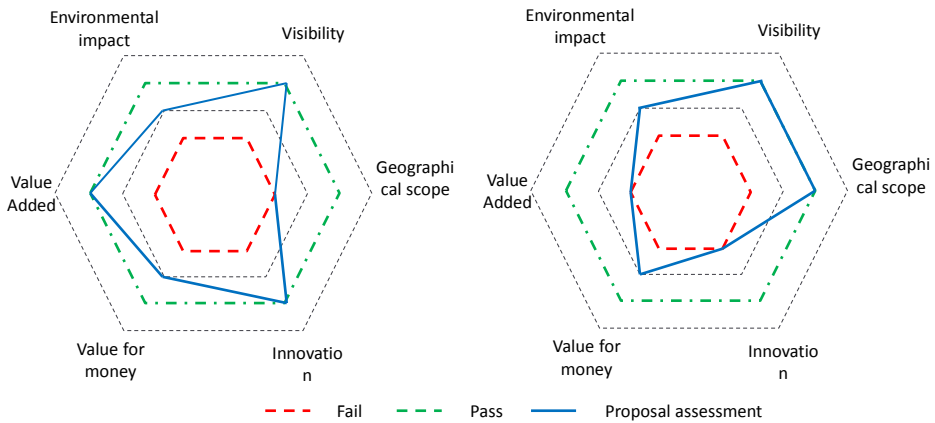
Scoring is a way of standardising the proposal evaluation process by the proposal review committee:

- A scoring scale from 1 through to 4, and a written commentary of the evaluation under each of the evaluation categories
- Aggregating scores of all questions within a given category or sub-category



Dalberg 5

## Visual representation of proposal review committee scoring



**Proposal 1: Research study on sustainable development**

**Proposal 2: Regional collaboration on ICZM**

Dalberg 6

## ANNEX G: DETAILED IMPLEMENTATION PLANS

### Detailed implementation plan – Option 1

Deliverable	Activities	Timing	Responsible	Effort	Expenses
<b>WORKSTREAM 1. BUSINESS MODEL</b>					
<b>Deliverable</b>	<b>Activities</b>	<b>Timing</b>	<b>Responsible</b>	<b>Effort</b>	<b>Expenses</b>
<b>Business model option – reduction costs</b>	<ul style="list-style-type: none"> <li>Develop detailed implementation plan for the steps identified to reduce the costs of the system</li> </ul>	2 <sup>nd</sup> half 2013	CU leading, possibly with support from consultants	10 FTE	
	<ul style="list-style-type: none"> <li>Develop results framework for the implementation of the recommendations from the extended functional review for the purpose of evaluating its impact on the work of the system. Indicators may include: MTF/Total disbursement, actual/budget on activities, co-financing of externally funded projects, co-financing from beneficiary countries, staff satisfaction.</li> </ul>	2 <sup>nd</sup> half 2013	CU leading, possibly with support from consultants	5 FTE	
	<ul style="list-style-type: none"> <li>Review and decide on the principles applied to reduce costs and set priorities in the system, i.e. the difference activity categories and their priorities</li> </ul>	COP 2013	Contracting Parties with support from CU	N/A	
	<ul style="list-style-type: none"> <li>COP should confirm the difference in status of the RACs, i.e. those that deliver category 1 activities and those that delivery the other categories</li> </ul>	COP 2013	Contracting Parties with support from CU	N/A	
	<ul style="list-style-type: none"> <li>Identify implications of the implementation of option 1 for the 2014/2015 program and budget. The 2014/2015 will be completed and approved at the 2013 COP following the process followed in previous years with a note that changes are expected based on the decision on the extended functional review</li> </ul>	1 <sup>st</sup> half 2014	CU leading with RAC Directors	10 FTE	
	<ul style="list-style-type: none"> <li>Implement adjustments to the 2015 budget to start the introduction of project based funding and give RACs 2014 to make preparations for the</li> </ul>	1 <sup>st</sup> half 2014	CU leading with RAC Directors	Max 16 FTE (2 FTE per component)	

	adjustment to the new system				
<b>WORKSTREAM 2. FINANCIAL SUSTAINABILITY</b>					
<b>Deliverable</b>	<b>Activities</b>	<b>Timing</b>	<b>Responsible</b>	<b>Effort</b>	<b>Expenses</b>
<ul style="list-style-type: none"> <li>• <b>Co financing policy</b></li> </ul>	<ul style="list-style-type: none"> <li>• Develop proposal to standardize co-financing from beneficiary countries for work funded by the MTF. This should include situations where the MTF is used to co-fund projects with external donors that benefit specific countries. Co-funding is an existing practice that would benefit from rules and regulations to avoid different practices across the system.</li> </ul>	2 <sup>nd</sup> half 2014	CU leading with RAC director support	10 FTE	
	<ul style="list-style-type: none"> <li>• Co-financing rules and regulations will only be applicable to country specific work funded by the MTF, i.e. for activity category 2 or 4. The principles to follow when articulating the co-funding rules and regulations should include: (1) Rules should be applied without exception, (2) Rules should be equitable, e.g. based on the assessed contribution for instance, and (3) Rules should be consistent across the system.</li> </ul>	2 <sup>nd</sup> half 2014	CU leading with RAC director support	5 FTE	
	<ul style="list-style-type: none"> <li>• Review co financing rules and regulations and launch as guidance to be confirmed as rules and regulations at the next COP</li> </ul>	2 <sup>nd</sup> half 2014	Bureau		
<ul style="list-style-type: none"> <li>• <b>Policy on engaging with external funders</b></li> </ul>	<ul style="list-style-type: none"> <li>• Review current funding agreements between RACs and external funders to identify areas where alignment is important, e.g. issues such as co-funding in-kind or in cash, project overheads, payment schedules etc.</li> </ul>	2 <sup>nd</sup> half 2014	CU leading with RAC director support	5 FTE	
	<ul style="list-style-type: none"> <li>• Develop a standard funding agreement for the UNEP MAP system that will be used for all funding arrangements</li> </ul>	2 <sup>nd</sup> half 2014	CU leading with RAC director support	2 FTE	
	<ul style="list-style-type: none"> <li>• Engage largest external funders and obtain agreement on standardized contractual terms</li> </ul>	2 <sup>nd</sup> half 2014	CU leading with RAC director support	8 FTE	CU travel
	<ul style="list-style-type: none"> <li>• Centralize information about current and potential funders</li> </ul>	2 <sup>nd</sup> half 2014	CU	5 FTE	

<ul style="list-style-type: none"> <li>• <b>REMPEC as a national body</b></li> </ul>	<ul style="list-style-type: none"> <li>• Review the liabilities involved in reestablishing REMPEC and accountability for those liabilities</li> </ul>	1 <sup>st</sup> half 2013	CU leading with UNEP and IMO	10 FTE	
	<ul style="list-style-type: none"> <li>• Approve recommendation to reestablish REMPEC as a national body with regional mandate</li> </ul>	COP 2013	Contracting Parties with support from CU	N/A	
	<ul style="list-style-type: none"> <li>• Develop detailed transition plan for staff currently under IMO contract</li> </ul>	2 <sup>nd</sup> half 2012	CU	10 FTE	
	<ul style="list-style-type: none"> <li>• Reestablish REMPEC as a national body with a regional function. Identify potential national institutional host for REMPEC as a national body</li> </ul>	2 <sup>nd</sup> half 2014	CU + government Malta	10 FTE	
	<ul style="list-style-type: none"> <li>• Set up hosting agreement for the REMPEC 2.0</li> </ul>	2014	CU + government Malta	2 FTE	
<ul style="list-style-type: none"> <li>• <b>Structural changes</b></li> </ul>	<ul style="list-style-type: none"> <li>• Reclassify the leadership positions in the CU</li> </ul>	1 <sup>st</sup> half 2014	UNEP leading	N/A	
	<ul style="list-style-type: none"> <li>• Confirm that UNEP will facilitate local professional officers following the model that UNDP has applied or by establishing the MEDPOL as programme with UNOPS assistance</li> </ul>	1 <sup>st</sup> half 2013	UNEP leading		
	<ul style="list-style-type: none"> <li>• Confirm staffing table and identify UN staff, non UN staff, and for those that are UN staff, whether they can be filled by local professional officers or international professional officers</li> </ul>	2 <sup>nd</sup> half 2013	CU leading	2 FTE	

### WORKSTREAM 3. STRATEGY AND OPERATIONS

Deliverable	Activities	Timing	Responsible	Effort	Expenses
<ul style="list-style-type: none"> <li>• <b>MoU with the EC on agenda for Med</b></li> </ul>	<ul style="list-style-type: none"> <li>• Further engage with the MAP's main source of external funding, the European Commission, to clarify long term plans for implementation of work through the UNEP MAP system, in particular for the work of REMPEC. Also, explore potential for deepening functional collaboration with key EU bodies, such as the Euro-Mediterranean Partnership, or the EU Neighbourhood Policy</li> </ul>	2 <sup>nd</sup> half 2014	CU leading with RAC director support	10 FTE	
	<ul style="list-style-type: none"> <li>• Develop MoUs with the EC across the different DGs (i.e. DG EuropeAid Development &amp; Cooperation, DG Environment, DG Climate Action, Maritime Affairs)</li> </ul>	2 <sup>nd</sup> half 2014	CU leading with RAC director support	10 FTE	CU and RAC travel

	and Fisheries (MARE))				
<ul style="list-style-type: none"> <li>• <b>Institutional planning processes</b></li> </ul>	<ul style="list-style-type: none"> <li>• Review institutional planning processes with the objective of improving the lead time for strategic planning and clarifying the roles of the different actors</li> </ul>	1 <sup>st</sup> half 2015	CU leading with RAC director support	10 FTE	
	<ul style="list-style-type: none"> <li>• At the moment, strategic planning is primarily done bottom up with involvement of all stakeholders throughout the process. The balance has to shift more top down, i.e. the Contracting Parties set the priorities (themes), the thematic focal points set the priorities within the themes and the RACs conduct their planning within this framework</li> </ul>	1 <sup>st</sup> half 2015	CU leading with RAC director support		
	<ul style="list-style-type: none"> <li>• Approve changes to the strategic planning process</li> </ul>	COP 2015	Contracting Parties with support from CU	N/A	
<ul style="list-style-type: none"> <li>• <b>MAP internal practice areas</b></li> </ul>	<ul style="list-style-type: none"> <li>• Identify representatives of the RACs focused on critical themes that require recurring attention, e.g. communication, fundraising, proposal pipeline, monitoring and evaluation, financial management.</li> </ul>	2 <sup>nd</sup> half 2014	CU leading	10 FTE	
	<ul style="list-style-type: none"> <li>• Set up networks (practice areas) of these representatives with rotating leadership and support with the necessary communication support</li> </ul>	2 <sup>nd</sup> half 2014	CU leading	5 FTE	
	<ul style="list-style-type: none"> <li>• Convene regular virtual meetings of MAP RAC technical staff to identify areas of common concern and explore joint programming</li> </ul>	2 <sup>nd</sup> half 2014	CU leading		
<ul style="list-style-type: none"> <li>• <b>MAP external practice areas</b></li> </ul>	<ul style="list-style-type: none"> <li>• Identify thematic and functional experts internally and externally on the priority areas as identified by the 5-Year Programme of Work</li> </ul>	1 <sup>st</sup> half 2015	CU or RACs leading depending on theme	10 FTE	
	<ul style="list-style-type: none"> <li>• Set up 'communities of practice' supported by an Information Technology solution that allows thematic and functional experts to quickly communicate with their peers within the system.</li> </ul>	1 <sup>st</sup> half 2015	CU or RACs leading depending on theme	5 FTE	
<ul style="list-style-type: none"> <li>• <b>Operational management body</b></li> </ul>	<ul style="list-style-type: none"> <li>• Set up a body that focuses on the operational collaboration within the UNEP MAP system. This could be some version of the current Executive Coordination Panel that is explicitly not part of the</li> </ul>	2 <sup>nd</sup> half 2013	CU	5 FTE	Travel for in person meetings every 3 months

	governance of the system but part of the management. The operational body should meet on a periodic basis to discuss key areas of collaboration including, for example, joint projects, proposals, and fundraising. It would be a fixed agenda that starts with minutes of the prior meeting.				
• <b>Visibility policy</b>	• Confirm rules and regulations around the use of the UNEP and UNEP MAP identity. The distinction between work funded by the MTF and work funded by external donors should be clearly made.	2 <sup>nd</sup> half 2013	CU	5 FTE	
	• Clarify the rules and regulations around using the UNEP, and UNEP MAP brands for communication. The guiding principle should require the brand to be used only for work that has been approved by the Contracting Parties, i.e. funded by the MTF. All other work should not be branded as UNEP or UNEP MAP work.	2 <sup>nd</sup> half 2013	CU	5 FTE	
	• Implementation of the rules and regulations across the system	1 <sup>st</sup> half 2014	CU		
• <b>Communications strategy</b>	• Revise UNEP MAP Communication Strategy Implementation plan (2012-2017) so as to maximize the visibility of MAP activities and to ensure that messages fully align across components	1 <sup>st</sup> half 2014	CU leading with support from RACs	20 FTE	
<b>WORKSTREAM 4. GOVERNANCE</b>					
<b>Deliverable</b>	<b>Activities</b>	<b>Timing</b>	<b>Responsible</b>	<b>Effort</b>	<b>Expenses</b>
• <b>Host agreements</b>	• Finalize hosting agreements following the recommendations of the governance paper	2 <sup>nd</sup> half 2013	CU leading	10 FTE	
	• The principle to be followed for the hosting agreements is that it should confirm the role of UNEP MAP in governance of the Centre as a provider of funding but not detail how the RAC operates. As a member of the Governing Body of	2 <sup>nd</sup> half 2013	CU leading	5 FTE	

	the Centre, UNEP MAP will oversee the activities of the Centre and have a role in approval of its strategy, PoW, and selection of key staff.				
<ul style="list-style-type: none"> <li>• <b>New focal point system</b></li> </ul>	<ul style="list-style-type: none"> <li>• Propose a change to the focal points from RAC specific to themes. Some of the themes cut across the RACs and are not well served by having national FPs for the RACs. All focal points should have a system wide interest</li> </ul>	2 <sup>nd</sup> half 2013	CU leading	5 FTE	
	<ul style="list-style-type: none"> <li>• Approval of the focal point change</li> </ul>	COP 2013	Contracting Parties with support from CU	N/A	
	<ul style="list-style-type: none"> <li>• Implement the updated focal point mechanism – all current RAC focal point will be allocated to one of the four themes from the strategic plan, the governance theme will be addressed by the national focal points</li> </ul>	1 <sup>st</sup> half 2014	CU		
	<ul style="list-style-type: none"> <li>• Confirm the terms of reference with the FPs through an agreement that is signed by the FP and the UNEP MAP system.</li> </ul>	1 <sup>st</sup> half 2014	CU		
	<ul style="list-style-type: none"> <li>• Strengthen the role of the FPs by developing an agreement to clarify roles and responsibilities</li> </ul>	1 <sup>st</sup> half 2014	CU		

### WORKSTREAM 5. PROJECT MANAGEMENT

Deliverable	Activities	Timing	Responsible	Effort	Expenses
<ul style="list-style-type: none"> <li>• <b>Steering committee</b></li> </ul>	<ul style="list-style-type: none"> <li>• Establish body to provide oversight and guidance to the CU for the duration of the change process. The Bureau could assume this task and be delegated increased decision making authority</li> </ul>	COP 2013	CU	N/A	
<ul style="list-style-type: none"> <li>• <b>Monitoring</b></li> </ul>	<ul style="list-style-type: none"> <li>• Steering committee is provided with regular reporting on the progress of the implementation of the changes</li> </ul>	Quarterly	CU	12 FTE	
<ul style="list-style-type: none"> <li>• <b>Review of implementation progress</b></li> </ul>	<ul style="list-style-type: none"> <li>• Conduct independent evaluation of the new business model and report to Contracting Parties</li> </ul>	1 <sup>st</sup> half of 2015	Independent consultants		

### Detailed implementation plan – Option 2

Deliverable	Activities	Timing	Responsible	Effort	Expenses
<b>WORKSTREAM 1. BUSINESS MODEL</b>					
Deliverable	Activities	Timing	Responsible	Effort	Expenses
<b>Flexible funding option</b>	<ul style="list-style-type: none"> <li>Develop detailed implementation plan for the options to introduce flexibility in the funding allocation mechanism to follow performance and priorities</li> </ul>	2 <sup>nd</sup> half 2013	CU leading, possibly with support from consultants	10 FTE	
	<ul style="list-style-type: none"> <li>Develop results framework for the implementation of the recommendations from the extended functional review for the purpose of evaluating its impact on the work of the system. Indicators may include: MTF/Total disbursement, actual/budget on activities, co-financing of externally funded projects, co-financing from beneficiary countries, staff satisfaction.</li> </ul>	2 <sup>nd</sup> half 2013	CU leading, possibly with support from consultants	5 FTE	
	<ul style="list-style-type: none"> <li>Review and decide on the options proposed in the extended functional review to improve funding allocation mechanism to ensure funding follows performance and priorities</li> </ul>	COP 2013	Contracting Parties with support from CU	N/A	
	<ul style="list-style-type: none"> <li>As part of the decision the contracting Parties should confirm the proposed split between core funding and scalable funding as identified in the option and the proposed timeline for the full implementation of the option</li> </ul>	COP 2013	Contracting Parties with support from CU	N/A	
	<ul style="list-style-type: none"> <li>COP should confirm the difference in status of the RACs, i.e. those that contribute directly to the implementation of the convention and its protocols and those that contribute indirectly</li> </ul>	COP 2013	Contracting Parties with support from CU	N/A	
	<ul style="list-style-type: none"> <li>Identify implications of the option for the 2014/2015 program and budget. The 2014/2015 will be completed and approved at the 2013 COP following the process followed in previous years with a note that changes are expected based on the decision on the extended functional review</li> </ul>	1 <sup>st</sup> half 2014	CU leading with RAC Directors	10 FTE	



	<ul style="list-style-type: none"> <li>Prepare adjustments to the 2015 budget to start the introduction of the flexible funding pool and give RACs 2014 to make preparations for the adjustment to the new system</li> </ul>	1 <sup>st</sup> half 2014	CU leading with RAC Directors	Max 16 FTE (2 FTE per component)	
	<ul style="list-style-type: none"> <li>Implement changes to the budget and start to pool funding separately from the MTF</li> </ul>	2 <sup>nd</sup> half 2014	CU leading with UNEP	5 FTE	
<ul style="list-style-type: none"> <li><b>Call for proposals process</b></li> </ul>	<ul style="list-style-type: none"> <li>Detail the design of the process for the call for proposals, evaluation, award, monitoring, and evaluation.</li> </ul>	1 <sup>st</sup> half 2014	CU leading with consultants	10 FTE	
	<ul style="list-style-type: none"> <li>Propose priority areas based on a needs assessment of the issues in the Med for the focus of scalable funding and propose portfolio principles and evaluation criteria for proposals to be weighed against each other</li> </ul>	2nd half 2013	CU leading	10 FTE	
	<ul style="list-style-type: none"> <li>Review and propose, if needed, to strengthen Bureau decision making authority for the proposals</li> </ul>	2nd half 2013	CU leading	5 FTE	
	<ul style="list-style-type: none"> <li>Review and propose, if needed, to set up an independent body that will review the proposals for scalable funding. Identify criteria for membership to independent body</li> </ul>	2 <sup>nd</sup> half 2013	CU leading	5 FTE	
	<ul style="list-style-type: none"> <li>Confirm calls for proposals process and detailed design elements such as Bureau decision power, Priority areas, Selection criteria and independent proposal review committee</li> </ul>	COP 2013	Contracting Parties with support from CU	N/A	
	<ul style="list-style-type: none"> <li>Implement calls for proposals process following confirmation of the COP</li> </ul>	2 <sup>nd</sup> half 2014	CU leading with support from RAC directors	10 FTE	
	<b>WORKSTREAM 2. FINANCIAL SUSTAINABILITY</b>				
Deliverable	Activities	Timing	Responsible	Effort	Expenses
<ul style="list-style-type: none"> <li>Co financing policy</li> </ul>	<ul style="list-style-type: none"> <li>Develop proposal to standardize co-financing from beneficiary countries for work funded by the MTF. This should include situations where the MTF is used to co-fund projects with external donors that benefit specific countries. Co-funding is an existing practice that would benefit from rules and</li> </ul>	2 <sup>nd</sup> half 2014	CU leading with RAC director support	10 FTE	

	regulations to avoid different practices across the system.				
	<ul style="list-style-type: none"> <li>Co-financing rules and regulations will only be applicable to country specific work funded by the MTF, i.e. for activity category 2 or 4. The principles to follow when articulating the co-funding rules and regulations should include: (1) Rules should be applied without exception, (2) Rules should be equitable, e.g. based on the assessed contribution for instance, and (3) Rules should be consistent across the system.</li> </ul>	2 <sup>nd</sup> half 2014	CU leading with RAC director support	5 FTE	
	<ul style="list-style-type: none"> <li>Review co financing rules and regulations and launch as guidance to be confirmed as rules and regulations at the next COP</li> </ul>	2 <sup>nd</sup> half 2014	Bureau		
<ul style="list-style-type: none"> <li><b>Policy on engaging with external funders</b></li> </ul>	<ul style="list-style-type: none"> <li>Review current funding agreements between RACs and external funders to identify areas where alignment is important, e.g. issues such as co-funding in-kind or in cash, project overheads, payment schedules etc.</li> </ul>	2 <sup>nd</sup> half 2014	CU leading with RAC director support	5 FTE	
	<ul style="list-style-type: none"> <li>Develop a standard funding agreement for the UNEP MAP system that will be used for all funding arrangements</li> </ul>	2 <sup>nd</sup> half 2014	CU leading with RAC director support	2 FTE	
	<ul style="list-style-type: none"> <li>Engage largest external funders and obtain agreement on standardized contractual terms</li> </ul>	2 <sup>nd</sup> half 2014	CU leading with RAC director support	8 FTE	CU travel
	<ul style="list-style-type: none"> <li>Centralize information about current and potential funders</li> </ul>	2 <sup>nd</sup> half 2014	CU	5 FTE	
<ul style="list-style-type: none"> <li><b>REMPEC as a national body</b></li> </ul>	<ul style="list-style-type: none"> <li>Review the liabilities involved in reestablishing REMPEC and accountability for those liabilities</li> </ul>	1 <sup>st</sup> half 2013	CU leading with UNEP and IMO	10 FTE	
	<ul style="list-style-type: none"> <li>Approve recommendation to reestablish REMPEC as a national body with regional mandate</li> </ul>	COP 2013	Contracting Parties with support from CU	N/A	
	<ul style="list-style-type: none"> <li>Develop detailed transition plan for staff currently under IMO contract</li> </ul>	2 <sup>nd</sup> half 2012	CU	10 FTE	
	<ul style="list-style-type: none"> <li>Reestablish REMPEC as a national body with a regional function. Identify potential national institutional host for REMPEC as a national body</li> </ul>	2 <sup>nd</sup> half 2014	CU + government Malta	10 FTE	

	<ul style="list-style-type: none"> <li>Set up hosting agreement for the REMPEC 2.0</li> </ul>	2014	CU + government Malta	2 FTE	
<ul style="list-style-type: none"> <li><b>Structural changes</b></li> </ul>	<ul style="list-style-type: none"> <li>Reclassify the leadership positions in the CU</li> </ul>	1 <sup>st</sup> half 2014	UNEP leading	N/A	
	<ul style="list-style-type: none"> <li>Confirm that UNEP will facilitate local professional officers following the model that UNDP has applied or by establishing the MEDPOL as programme with UNOPS assistance</li> </ul>	2 <sup>nd</sup> half 2013	UNEP leading		
	<ul style="list-style-type: none"> <li>Confirm staffing table and identify UN staff, non UN staff, and for those that are UN staff, whether they can be filled by local professional officers or international professional officers</li> </ul>	2 <sup>nd</sup> half 2013	CU leading	2 FTE	
<b>WORKSTREAM 3. STRATEGY AND OPERATIONS</b>					
Deliverable	Activities	Timing	Responsible	Effort	Expenses
<ul style="list-style-type: none"> <li><b>MoU with the EC on agenda for Med</b></li> </ul>	<ul style="list-style-type: none"> <li>Further engage with the MAP's main source of external funding, the European Commission, to clarify long term plans for implementation of work through the UNEP MAP system, in particular for the work of REMPEC. Also, explore potential for deepening functional collaboration with key EU bodies, such as the Euro-Mediterranean Partnership, or the EU Neighbourhood Policy</li> </ul>	2 <sup>nd</sup> half 2014	CU leading with RAC director support	10 FTE	
	<ul style="list-style-type: none"> <li>Develop MoUs with the EC across the different DGs (i.e. DG EuropeAid Development &amp; Cooperation, DG Environment, DG Climate Action, Maritime Affairs and Fisheries (MARE))</li> </ul>	2 <sup>nd</sup> half 2014	CU leading with RAC director support	10 FTE	CU and RAC travel
<ul style="list-style-type: none"> <li><b>Institutional planning processes</b></li> </ul>	<ul style="list-style-type: none"> <li>Review institutional planning processes with the objective of improving the lead time for strategic planning and clarifying the roles of the different actors</li> </ul>	1 <sup>st</sup> half 2015	CU leading with RAC director support	10 FTE	
	<ul style="list-style-type: none"> <li>At the moment, strategic planning is primarily done bottom up with involvement of all stakeholders throughout the process. The balance has to shift more top down, i.e. the Contracting Parties set the priorities (themes), the thematic focal points set</li> </ul>	1 <sup>st</sup> half 2015	CU leading with RAC director support		

	the priorities within the themes and the RACs conduct their planning within this framework				
	<ul style="list-style-type: none"> <li>Approve changes to the strategic planning process</li> </ul>	COP 2015	Contracting Parties with support from CU	N/A	
<ul style="list-style-type: none"> <li><b>MAP internal practice areas</b></li> </ul>	<ul style="list-style-type: none"> <li>Identify representatives of the RACs focused on critical themes that require recurring attention, e.g. communication, fundraising, proposal pipeline, monitoring and evaluation, financial management.</li> </ul>	2 <sup>nd</sup> half 2014	CU leading	10 FTE	
	<ul style="list-style-type: none"> <li>Set up networks (practice areas) of these representatives with rotating leadership and support with the necessary communication support</li> </ul>	2 <sup>nd</sup> half 2014	CU leading	5 FTE	
	<ul style="list-style-type: none"> <li>Convene regular virtual meetings of MAP RAC technical staff to identify areas of common concern and explore joint programming</li> </ul>	2 <sup>nd</sup> half 2014	CU leading		
<ul style="list-style-type: none"> <li><b>MAP external practice areas</b></li> </ul>	<ul style="list-style-type: none"> <li>Identify thematic and functional experts internally and externally on the priority areas as identified by the 5-Year Programme of Work</li> </ul>	1 <sup>st</sup> half 2015	CU or RACs leading depending on theme	10 FTE	
	<ul style="list-style-type: none"> <li>Set up 'communities of practice' supported by an Information Technology solution that allows thematic and functional experts to quickly communicate with their peers within the system.</li> <li></li> </ul>	1 <sup>st</sup> half 2015	CU or RACs leading depending on theme	5 FTE	
<ul style="list-style-type: none"> <li><b>Operational management body</b></li> </ul>	<ul style="list-style-type: none"> <li>Set up a body that focuses on the operational collaboration within the UNEP MAP system. This could be some version of the current Executive Coordination Panel that is explicitly not part of the governance of the system but part of the management. The operational body should meet on a periodic basis to discuss key areas of collaboration including, for example, joint projects, proposals, and fundraising. It would be a fixed agenda that starts with minutes of the prior meeting.</li> </ul>	2 <sup>nd</sup> half 2013	CU	5 FTE	Travel for in person meetings every 3 months
<ul style="list-style-type: none"> <li><b>Visibility policy</b></li> </ul>	<ul style="list-style-type: none"> <li>Confirm rules and regulations around the use of the UNEP and UNEP MAP identity. The distinction</li> </ul>	2 <sup>nd</sup> half 2013	CU	5 FTE	

	between work funded by the MTF and work funded by external donors should be clearly made.				
	<ul style="list-style-type: none"> <li>Clarify the rules and regulations around using the UNEP, and UNEP MAP brands for communication. The guiding principle should require the brand to be used only for work that has been approved by the Contracting Parties, i.e. funded by the MTF. All other work should not be branded as UNEP or UNEP MAP work.</li> </ul>	2 <sup>nd</sup> half 2013	CU	5 FTE	
	<ul style="list-style-type: none"> <li>Implementation of the rules and regulations across the system</li> </ul>	1 <sup>st</sup> half 2014	CU		
<ul style="list-style-type: none"> <li><b>Communications strategy</b></li> </ul>	<ul style="list-style-type: none"> <li>Revise UNEP MAP Communication Strategy Implementation plan (2012-2017) so as to maximize the visibility of MAP activities and to ensure that messages fully align across components</li> </ul>	1 <sup>st</sup> half 2014	CU leading with support from RACs	20 FTE	

#### WORKSTREAM 4. GOVERNANCE

Deliverable	Activities	Timing	Responsible	Effort	Expenses
<ul style="list-style-type: none"> <li><b>Host agreements</b></li> </ul>	<ul style="list-style-type: none"> <li>Finalize hosting agreements following the recommendations of the governance paper</li> </ul>	2 <sup>nd</sup> half 2013	CU leading	10 FTE	
	<ul style="list-style-type: none"> <li>The principle to be followed for the hosting agreements is that it should confirm the role of UNEP MAP in governance of the Centre as a provider of funding but not detail how the RAC operates. As a member of the Governing Body of the Centre, UNEP MAP will oversee the activities of the Centre and have a role in approval of its strategy, PoW, and selection of key staff.</li> </ul>	2 <sup>nd</sup> half 2013	CU leading	5 FTE	
<ul style="list-style-type: none"> <li><b>New focal point system</b></li> </ul>	<ul style="list-style-type: none"> <li>Propose a change to the focal points from RAC specific to themes. Some of the themes cut across the RACs and are not well served by having national FPs for the RACs. All focal points should have a system wide interest</li> </ul>	2 <sup>nd</sup> half 2013	CU leading	5 FTE	
	<ul style="list-style-type: none"> <li>Approval of the focal point change</li> </ul>	COP 2013	Contracting Parties	N/A	

			with support from CU		
	<ul style="list-style-type: none"> <li>Implement the updated focal point mechanism – all current RAC focal point will be allocated to one of the four themes from the strategic plan, the governance theme will be addressed by the national focal points</li> </ul>	1 <sup>st</sup> half 2014	CU		
	<ul style="list-style-type: none"> <li>Confirm the terms of reference with the FPs through an agreement that is signed by the FP and the UNEP MAP system.</li> </ul>	1 <sup>st</sup> half 2014	CU		
	<ul style="list-style-type: none"> <li>Strengthen the role of the FPs by developing an agreement to clarify roles and responsibilities</li> </ul>	1 <sup>st</sup> half 2014	CU		

### WORKSTREAM 5. PROJECT MANAGEMENT

Deliverable	Activities	Timing	Responsible	Effort	Expenses
<ul style="list-style-type: none"> <li>Steering committee</li> </ul>	<ul style="list-style-type: none"> <li>Establish body to provide oversight and guidance to the CU for the duration of the change process. The Bureau could assume this task and be delegated increased decision making authority</li> </ul>	COP 2013	CU	N/A	
<ul style="list-style-type: none"> <li>Monitoring</li> </ul>	<ul style="list-style-type: none"> <li>Steering committee is provided with regular reporting on the progress of the implementation of the changes</li> </ul>	Quarterly	CU	12 FTE	
<ul style="list-style-type: none"> <li>Review of implementation progress</li> </ul>	<ul style="list-style-type: none"> <li>Conduct independent evaluation of the new business model and report to Contracting Parties</li> </ul>	1 <sup>st</sup> half of 2015	Independent consultants		

### Detailed implementation plan – Option 3

Deliverable	Activities	Timing	Responsible	Effort	Expenses
<b>WORKSTREAM 1. BUSINESS MODEL</b>					
Deliverable	Activities	Timing	Responsible	Effort	Expenses
Funding mechanism	<ul style="list-style-type: none"> <li>Develop detailed implementation plan for the options to introduce flexibility in the funding allocation mechanism to follow performance and priorities</li> </ul>	2 <sup>nd</sup> half 2013	CU leading, possibly with support from consultants	10 FTE	

	<ul style="list-style-type: none"> <li>Develop results framework for the implementation of the recommendations. Indicators may include: MTF/Total disbursement, actual/budget on activities, co-financing of externally funded projects, co-financing from beneficiary countries, staff satisfaction.</li> </ul>	2 <sup>nd</sup> half 2013	CU leading, possibly with support from consultants	5 FTE	
	<ul style="list-style-type: none"> <li>Review and decide on the option to introduce flexibility in the funding allocation mechanism to follow performance and priorities</li> </ul>	COP 2013	Contracting Parties with support from CU	N/A	
<b>Call for proposals process</b>	<ul style="list-style-type: none"> <li>Detail the design of the process for the call for proposals, evaluation, award, monitoring, and evaluation.</li> </ul>	1 <sup>st</sup> half 2014	CU leading with consultants	10 FTE	
	<ul style="list-style-type: none"> <li>Propose priority areas based on a needs assessment of the issues in the Med for the focus of scalable funding and propose criteria for proposals to be weighed against each other</li> </ul>	1 <sup>st</sup> half 2014	CU leading with RAC directors	16 FTE (2 FTE per component)	
	<ul style="list-style-type: none"> <li>Review and propose, if needed, to strengthen Bureau decision making authority for the proposals</li> </ul>	1 <sup>st</sup> half 2014	CU leading	5 FTE	
	<ul style="list-style-type: none"> <li>Review and propose, if needed, to set up an independent body that will review the proposals for scalable funding. Identify criteria for membership to independent body</li> </ul>	1 <sup>st</sup> half 2014	CU leading	5 FTE	
	<ul style="list-style-type: none"> <li>Confirm calls for proposals process and detailed design elements such as Bureau decision power, Priority areas, Selection criteria and independent proposal review committee</li> </ul>	COP 2013	Contracting Parties with support from CU	N/A	
	<ul style="list-style-type: none"> <li>Implement calls for proposals process following confirmation of the COP</li> </ul>	2 <sup>nd</sup> half 2014	CU leading with support from RAC directors	10 FTE	
<b>WORKSTREAM 2. FINANCIAL SUSTAINABILITY</b>					
<b>Deliverable</b>	<b>Activities</b>	<b>Timing</b>	<b>Responsible</b>	<b>Effort</b>	<b>Expenses</b>
<b>Co financing policy</b>	<ul style="list-style-type: none"> <li>Develop proposal to standardize co-financing from beneficiary countries for work funded by the MTF. This should include situations where the MTF is</li> </ul>	2 <sup>nd</sup> half 2014	CU leading with RAC director support	10 FTE	

	used to co-fund projects with external donors that benefit specific countries. Co-funding is an existing practice that would benefit from rules and regulations to avoid different practices across the system.				
	<ul style="list-style-type: none"> <li>Co-financing rules and regulations will only be applicable to country specific work funded by the MTF, i.e. for activity category 2 or 4. The principles to follow when articulating the co-funding rules and regulations should include: (1) Rules should be applied without exception, (2) Rules should be equitable, e.g. based on the assessed contribution for instance, and (3) Rules should be consistent across the system.</li> </ul>	2 <sup>nd</sup> half 2014	CU leading with RAC director support	5 FTE	
	<ul style="list-style-type: none"> <li>Review co financing rules and regulations and launch as guidance to be confirmed as rules and regulations at the next COP</li> </ul>	2 <sup>nd</sup> half 2014	Bureau		
<b>Legal obligations to REMPEC</b>	<ul style="list-style-type: none"> <li>Review the liabilities involved in discontinuing REMPEC and accountability for those liabilities</li> </ul>	2 <sup>nd</sup> half 2013	CU leading with UNEP and IMO	10 FTE	
	<ul style="list-style-type: none"> <li>Develop detailed transition plan for staff currently under IMO contract</li> </ul>	1 <sup>st</sup> half 2014	CU	10 FTE	
<b>Legal obligations to MEDPOL</b>	<ul style="list-style-type: none"> <li>Review the liabilities involved in discontinuing MEDPOL and accountability for those liabilities</li> </ul>	2 <sup>nd</sup> half 2013	CU leading with UNEP	10 FTE	
	<ul style="list-style-type: none"> <li>Develop detailed transition plan for staff currently under UNEP contract</li> </ul>	1 <sup>st</sup> half 2014	CU	10 FTE	
<b>Restructuring CU</b>	<ul style="list-style-type: none"> <li>Reclassify the leadership positions in the CU</li> </ul>	1 <sup>st</sup> half 2014	UNEP leading	N/A	
	<ul style="list-style-type: none"> <li>Recruit additional programming and M&amp;E capacity to facilitate the fund manager role</li> </ul>	2 <sup>nd</sup> half 2013	UNEP leading		
<b>Restructuring RACS</b>	<ul style="list-style-type: none"> <li>Review the liabilities involved in severing the ties with the different RACs</li> </ul>	2 <sup>nd</sup> half 2013	CU leading with UNEP	10 FTE	
	<ul style="list-style-type: none"> <li>Develop detailed transition plan for each of the RACs to adjust to the new reality</li> </ul>	1 <sup>st</sup> half 2014	CU	10 FTE	
<b>WORKSTREAM 3. STRATEGY AND OPERATIONS</b>					
<b>Deliverable</b>	<b>Activities</b>	<b>Timing</b>	<b>Responsible</b>	<b>Effort</b>	<b>Expenses</b>



<b>MoU with the EC on agenda for Med</b>	<ul style="list-style-type: none"> <li>Further engage with the MAP's main source of external funding, the European Commission, to clarify long term plans for implementation of work through the UNEP MAP system, in particular for the work of REMPEC. Also, explore potential for deepening functional collaboration with key EU bodies, such as the Euro-Mediterranean Partnership, or the EU Neighbourhood Policy</li> </ul>	2 <sup>nd</sup> half 2014	CU leading with RAC director support	10 FTE	
	<ul style="list-style-type: none"> <li>Develop MoUs with the EC across the different DGs (i.e. DG EuropeAid Development &amp; Cooperation, DG Environment, DG Climate Action, Maritime Affairs and Fisheries (MARE))</li> </ul>	2 <sup>nd</sup> half 2014	CU leading with RAC director support	10 FTE	CU and RAC travel
<b>Institutional planning processes</b>	<ul style="list-style-type: none"> <li>Review institutional planning processes with the objective of improving the lead time for strategic planning and clarifying the roles of the different actors</li> </ul>	1 <sup>st</sup> half 2015	CU leading with RAC director support	10 FTE	
	<ul style="list-style-type: none"> <li>At the moment, strategic planning is primarily done bottom up with involvement of all stakeholders throughout the process. The balance has to shift more top down, i.e. the Contracting Parties set the priorities (themes), the thematic focal points set the priorities within the themes and the RACs conduct their planning within this framework</li> </ul>	1 <sup>st</sup> half 2015	CU leading with RAC director support		
	<ul style="list-style-type: none"> <li>Approve changes to the strategic planning process</li> </ul>	COP 2015	Contracting Parties with support from CU	N/A	
<b>MAP external practice areas</b>	<ul style="list-style-type: none"> <li>Identify thematic and functional experts internally and externally on the priority areas as identified by the 5-Year Programme of Work</li> </ul>	1 <sup>st</sup> half 2015	CU or RACs leading depending on theme	10 FTE	
	<ul style="list-style-type: none"> <li>Set up 'communities of practice' supported by an Information Technology solution that allows thematic and functional experts to quickly communicate with their peers within the system.</li> </ul>	1 <sup>st</sup> half 2015	CU or RACs leading depending on theme	5 FTE	
<b>Visibility policy</b>	<ul style="list-style-type: none"> <li>Confirm rules and regulations around the use of the UNEP and UNEP MAP identity. The distinction</li> </ul>	2 <sup>nd</sup> half 2013	CU	5 FTE	

	<p>between work funded by the MTF and work funded by external donors should be clearly made.</p> <ul style="list-style-type: none"> <li>Clarify the rules and regulations around using the UNEP, and UNEP MAP brands for communication. The guiding principle should require the brand to be used only for work that has been approved by the Contracting Parties, i.e. funded by the MTF. All other work should not be branded as UNEP or UNEP MAP work.</li> </ul>	2 <sup>nd</sup> half 2013	CU	5 FTE	
	<ul style="list-style-type: none"> <li>Implementation of the rules and regulations across the system</li> </ul>	1 <sup>st</sup> half 2014	CU		
<b>Communications strategy</b>	<ul style="list-style-type: none"> <li>Revise UNEP MAP Communication Strategy Implementation plan (2012-2017) so as to maximize the visibility of MAP activities and to ensure that messages fully align across components</li> </ul>	1 <sup>st</sup> half 2014	CU leading with support from RACs	20 FTE	

#### WORKSTREAM 4. GOVERNANCE

Deliverable	Activities	Timing	Responsible	Effort	Expenses
<b>New focal point system</b>	<ul style="list-style-type: none"> <li>Propose a change to the focal points from RAC specific to themes. Some of the themes cut across the RACs and are not well served by having national FPs for the RACs. All focal points should have a system wide interest</li> </ul>	2 <sup>nd</sup> half 2013	CU leading	5 FTE	
	<ul style="list-style-type: none"> <li>Approval of the focal point change</li> </ul>	COP 2013	Contracting Parties with support from CU	N/A	
	<ul style="list-style-type: none"> <li>Implement the updated focal point mechanism – all current RAC focal point will be allocated to one of the four themes from the strategic plan, the governance theme will be addressed by the national focal points</li> </ul>	1 <sup>st</sup> half 2014	CU		
	<ul style="list-style-type: none"> <li>Confirm the terms of reference with the FPs</li> </ul>	1 <sup>st</sup> half 2014	CU		

	through an agreement that is signed by the FP and the UNEP MAP system.				
	<ul style="list-style-type: none"> <li>Strengthen the role of the FPs by developing an agreement to clarify roles and responsibilities</li> </ul>	1 <sup>st</sup> half 2014	CU		

### WORKSTREAM 5. PROJECT MANAGEMENT

Deliverable	Activities	Timing	Responsible	Effort	Expenses
<b>Steering committee</b>	<ul style="list-style-type: none"> <li>Establish body to provide oversight and guidance to the CU for the duration of the change process. The Bureau could assume this task and be delegated increased decision making authority</li> </ul>	COP 2013	CU	N/A	
<b>Monitoring</b>	<ul style="list-style-type: none"> <li>Steering committee is provided with regular reporting on the progress of the implementation of the changes</li> </ul>	Quarterly	CU	12 FTE	
<b>Review of implementation progress</b>	<ul style="list-style-type: none"> <li>Conduct independent evaluation of the new business model and report to Contracting Parties</li> </ul>	1 <sup>st</sup> half of 2015	Independent consultants		